

AN ANALYSIS OF USE OF FORCE INCIDENTS IN THE MILWAUKEE POLICE DEPARTMENT IN 2022



REPORT OF THE FIRE AND POLICE COMMISSION

200 East Wells Street
City Hall, Room 706A
Milwaukee, WI 53202
(414) 286-5000

Website: <http://www.milwaukee.gov/fpc>

September 28, 2023

Prepared by:
Steven G. Brandl, Ph.D.
Professor Emeritus
Department of Criminal Justice and Criminology
University of Wisconsin-Milwaukee

Table of Contents

	page
Executive Summary.....	1
Introduction.....	3
Types and Frequency of Use of Force.....	5
Number of Force Incidents.....	5
Types of Force Used by Officers.....	6
Frequency of Force and Arrests.....	9
Frequency of Force by Calls for Service.....	10
Frequency of Force by Month of Year.....	11
Frequency of Force by Time of Day.....	12
Frequency of Force by Aldermanic District.....	12
Frequency of Force by Police District.....	13
Use of Force, Arrests, and Police District.....	15
Use of Force, Calls for Service, and Police District....	16
Descriptive Characteristics of Use of Force Incidents.....	17
Characteristics of Officers Involved in Use of Force Incidents.....	17
Characteristics of Subjects Involved in Use of Force Incidents.....	18
Injuries to Subjects in Use of Force Incidents.....	20
Injuries to Officers in Use of Force Incidents.....	22
Deadly Force Used Against People.....	22
Deadly and Other Force Used Against Dogs.....	23
Accidental Use of Force Incidents.....	24
Use of Force Internal Investigations.....	26
Summary.....	27

Executive Summary

This report provides an analysis of use of force incidents recorded by the Milwaukee Police Department (MPD) from January 1, 2022 to December 31, 2022. The data are based on “Use of Force Reports” completed by supervisory officers after a MPD officer uses force. Use of force reporting requirements changed near the end of 2020 to require the reporting of incidents that involved officers pointing a firearm at a person and/or displaying a firearm to effect an arrest. Therefore, some data from 2021 and 2022 are not comparable to previous years.

In total, there were 2,059 use of force incidents in the MPD in 2022. Of this total, nine were accidental and three involved euthanizing an injured animal. These twelve incidents are excluded from the aggregate analysis in this report because they are fundamentally different from other use of force incidents in their purpose and intent. Accordingly, 2,047 use of force incidents were analyzed in this report. Further, of the 2,047 incidents, 1,242 involved displaying and/or pointing a firearm only, the categories of force made reportable in 2020; 805 involved other types of force (e.g., hands-on physical force, the discharge of weapons). For the main analyses in this report, the subset of 805 incidents was analyzed. When appropriate, analyses were also conducted on the full set of 2,047 incidents. Findings related to the full set of 2,047 incidents are reported in footnotes.

Of the subset of 805 incidents, 796 incidents involved a person (the other nine incidents involved a dog only), and in 713 incidents a person was arrested. In 2022, 5.99 percent of arrests made by the MPD involved the use of force. When “pointing and/or display of a firearm only” incidents are included in the calculation, 14.64 percent of arrests involved the use of force in 2022.

Other key findings based on the analysis of the subset of 805 incidents include:

- The most common type of force used by officers was “bodily force only.”
- Of the incidents that involved a person, approximately 45 percent resulted in injuries to that person. When injuries were sustained, “complaint of pain” was the most common.
- There were ten incidents that involved a firearm discharge at a person. Three of these incidents involved a subject sustaining a fatal gunshot injury.
- There were eleven incidents that involved force being use against one or more dogs (two of these incidents involved a dog and a person). Four of the eleven incidents involved the discharge of a firearm at a dog. Three dogs sustained fatal injuries. The number of incidents in 2022 that involved the discharge of a firearm at a dog was near an all-time low (since 2009).
- There were 18 incidents of firearm discharge (including accidental discharges and discharges directed toward a person or dog, not including euthanizing an injured animal). The 18 incidents involved 21 officers. No individual officer was involved in more than one of these incidents.
- Police Districts 3, 5, and 7 had the most use of force incidents in 2022 and combined accounted for approximately 55 percent of all force incidents in the city in 2022.

These districts also accounted for approximately 55 percent of all arrests in the city in 2022.

- When comparing the subset of 805 incidents (those incidents that involved hands-on physical force and/or the discharge of weapons) to the full set of 2,047 incidents (i.e., the 1,242 incidents that involved “displaying and/or pointing a firearm only” and the 805 incidents that involved other types of force), there were four notable differences in findings:
 - “Pointing/display only” incidents involved more subjects and more officers per incident than those incidents that involved hands-on physical force and/or the discharge of weapons.
 - “Pointing/display only” incidents were less likely to involve subjects who resisted arrest compared to those incidents that involved hands-on physical force and/or the discharge of weapons.
 - When analyzing the full set of 2,047 incidents, a larger proportion of MPD officers used force compared to when only the subset of 805 incidents were considered.
 - As already noted, when analyzing the full set of 2,047 incidents, a larger proportion of arrests involved the use of force compared to when only the subset of 805 incidents were considered.
- There were 21 use of force incidents investigated by Internal Affairs. These 21 incidents involved 39 use of force allegations and 35 officers. The investigations resulted in various outcomes.

The report elaborates on these and other findings.

Introduction

This report provides an analysis of use of force incidents recorded by the Milwaukee Police Department (MPD) from January 1, 2022 to December 31, 2022. The report is part of a continuing systematic effort that began in 2009 to provide an understanding of the nature, frequency, and circumstances of use of force incidents in the MPD.¹ The purpose of this report is to provide information on use of force incidents in order to monitor changes in patterns, trends, and frequency of use of force incidents over time. The report is divided into two main sections: (1) types and frequency of force incidents and (2) descriptive characteristics of force incidents. The report concludes with a summary of the findings.

The data analyzed here are based on “Use of Force Reports” completed by supervisory officers after a MPD officer uses force. MPD officers are required to notify a supervisor when they use certain forms of force. The supervisor is then required to complete a “Use of Force” report. Specifically, according to MPD Use of Force policy 460.50:

The *Use of Force Report* shall be completed by a supervisory officer when a department member:

- (a) Discharges a firearm;
- (b) Points a firearm at a person;
- (c) Uses a baton to strike a subject or animal in the line of duty;
- (d) Discharges an irritant, chemical, or inflammatory agent;
- (e) Deploys an Electronic Control Device, to include contact stun and probe deployment;
- (f) Department canine bites a person (except during a training session);
- (g) Forcible blood draws requiring use of force to obtain a sample where a subject claims injury or is injured as a result of police action;
- (h) Uses bodily force that involves focused strikes, diffused strikes, or decentralizations to the ground;
- (i) Uses any type of force in which a person is injured or claims injury, whether or not the injury is immediately visible;
- (j) Draws or displays a firearm to effect an arrest or seizure of a person.

¹ Every report was written by me except for the 2019 report which was written by David Gelting, a FPC Policy Analyst during that time.

Importantly, MPD Use of Force policy 460.50 changed in December, 2020. This change required additional incidents to be reported as uses of force. Specifically, whenever an officer points a firearm at a person (item b above) it must be reported and whenever an officer draws or displays a firearm to effect an arrest or seizure of a person (item j above) it must be reported. *As a result of this policy change, the aggregate number of force incidents in 2022 is not comparable to years prior to 2021 when these types of force were not required to be reported.* In addition, prior to January 1, 2013, incidents that involved “bodily force only” without injury or complaint of injury from the subject were not required to be reported; starting January 1, 2013 those incidents were required to be reported. As a result of this policy change, some of the data from 2013 onward are not comparable to the data from 2009 to 2012.

The “Use of Force Reports” provide descriptive details on each use of force incident. The data relate to the incident (e.g., date of incident, district of incident, types of force used in the incident) as well as the officers (e.g., officer age, officer rank) and subjects (e.g., subject age, race) involved in the incident. These data are contained in the MPD Administrative Investigation Management (AIM) system. I received these data in Excel format from Barbara Cooley of the Fire and Police Commission (FPC) on March 30, 2023. I converted the data to the Statistical Package for the Social Sciences (SPSS) for analysis. In addition, I received information on MPD use of force internal investigations (see p. 26) from the FPC on July 17, 2023.

Along with the entry of data into the AIM system for each use of force incident, narrative descriptions of each incident were also written by supervisory officers at the time of the incident. These written narratives are based on information obtained from the officers involved; the subject; witnesses; and body-worn camera and/or other video, if available. These narratives are stored in the AIM system. The 2022 narratives in aggregate were 11,182 pages in length. In preparing this report, I used the narratives to verify and/or supplement the AIM system data of

some of the cases (e.g., circumstances of accidental incidents). Tallies of previous years' cases were obtained from previous use of force annual reports. I received additional data on the number of officers employed in the MPD, the number of calls responded to by the MPD, and the number of arrests made by the MPD in 2022 directly from the MPD.

Types and Frequency of Force

Number of Force Incidents

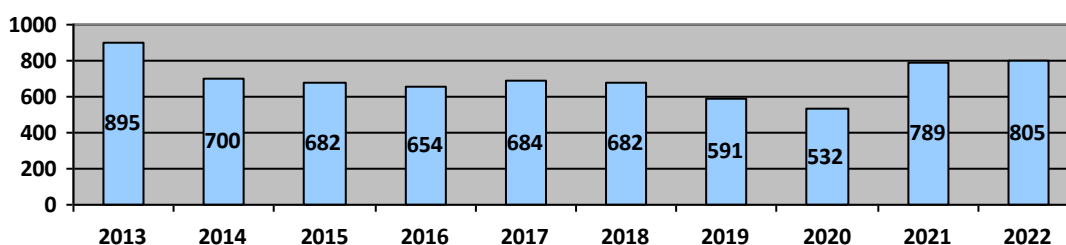
From January 1, 2022 to December 31, 2022, there were 2,059 use of force incidents recorded by the MPD. Of these 2,059 incidents, nine were accidental² and three involved euthanizing an injured animal.³ These twelve incidents are excluded from the aggregate analysis in this report because they are fundamentally different from other use of force incidents in their purpose and intent. Accordingly, in 2022 there were 2,047 use of force incidents in the MPD. These 2,047 incidents are analyzed in this report. Further, of the 2,047 incidents, 1,242 (60.7% of the total number of incidents) involved displaying and/or pointing a firearm only, the categories of force made reportable in 2020 (see Table 1). A police officer displaying and/or pointing a firearm at a citizen is serious; however, these incidents are substantially different than incidents that involve hands-on physical force or the discharge of a weapon. As a result, incidents that involved “displaying or pointing a firearm only” are most often analyzed separately and the findings are reported in footnotes.

² These incidents are described later in the report (p. 24).

³ All these incidents involved deer and the discharge of a firearm.

When the “pointing and/or display of firearm only” incidents are excluded from 2022 data, 805 use of force incidents remain. (See Figure 1 for the number of force incidents in years 2013 to 2022).

Figure 1. Number of Force Incidents, 2013-2022



Notes: The 2020 total excludes 45 incidents that involved pointing or displaying a firearm only. The 2021 total excludes 1,116 incidents that involved pointing or displaying a firearm only. The 2022 total excludes 1,242 incidents that involved pointing or displaying a firearm only.

In addition, in 2022, nine incidents involved force being used exclusively against one or more dogs (an additional two incidents involved force against a person and a dog). These incidents are included in most of the aggregate totals analyzed in this report and are also analyzed separately (see p. 23).

Types of Force Used by Officers

With regard to the types of force used by the officer(s) in the incident, it is seen in Table 1 that the largest proportion of incidents (31.8%) involved “pointing firearm only.” The second most common type of force used by officers was “bodily force only” (18.7%).⁴ Again, the incidents that involved “pointing and/or displaying a firearm only” are excluded from the main analyses in this report because these incidents are substantially different than those involving other types of force.

⁴ The most common form of bodily force was “decentralization.”

Table 1. Types of Force Used by Officers, 2022

Type of Force Used	Frequency	Percentage
Pointing Firearm Only	650	31.8
Bodily Force Only	383	18.7
Pointing and Display of Firearm Only	338	16.5
Display of Firearm Only	254	12.4
ECD Only*	39	1.9
Chemical Agent Only (OC)**	15	.7
Firearm Discharge Only	10	.5
Baton Only	0	-
Handcuffing Only	15	.7
Bodily Force and Pointing Firearm	99	4.8
Bodily Force and Handcuffing	75	3.7
ECD and Bodily Force	29	1.4
Display and Bodily Force	27	1.3
Pointing, Display, Bodily Force	14	.7
Pointing, Bodily Force, Handcuffing	12	.6
Display, Bodily Force, Handcuffing	10	.5
Bodily Force and OC	9	.4
Pointing and ECD	9	.4
Pointing, Bodily Force, ECD	7	.3
ECD, Bodily Force, and Handcuffing	7	.3
Pointing and Handcuffing	6	.3
Pointing, Display, Handcuffing	5	.2
ECD and Handcuffing	3	.1
ECD and OC	3	.1
Pointing, Display, Bodily Force, Handcuffing	3	.1
Pointing, Display, Bodily Force, ECD, Handcuffing	2	.1
Pointing and OC	2	.1
Display and Handcuffing	2	.1
Display, Bodily Force, ECD	2	.1
ECD, OC, Bodily Force	1	.05
Pointing and Canine	1	.05
Pointing and TEU*** – MIRT****	1	.05
Pointing, Display, ECD	1	.05
Pointing, Display, Bodily Force, ECD	1	.05
Bodily Force, OC, Baton	1	.05
Bodily Force, ECD, Baton	1	.05
Pointing, Bodily Force, Baton, ECD	1	.05
Pointing, ECD, Handcuffing	1	.05
Display, OC, Bodily Force, ECD	1	.05
Firearm Discharge and Handcuffing	1	.05
Display, OC, Bodily Force	1	.05
Bodily Force, OC, ECD, Handcuffing	1	.05
Firearm Discharge , Display, Bodily Force	1	.05
Pointing, Canine, Handcuffing	1	.05
Firearm Discharge and Pointing	1	.05
Firearm Discharge , ECD, Handcuffing	1	.05
Total	2,047	100.0

Table 1 Notes: Total percentage does not equal 100 due to rounding; *ECD refers to Electronic Control Device (Taser); **OC refers to Oleoresin Capsicum spray, ***TEU refers to Tactical Enforcement Unit; ****MIRT refers to Major Incident Response Team

In total, 14 incidents involved the discharge of a firearm (highlighted in **bold** in Table 1). As discussed in more detail below, ten of these 14 incidents involved a subject, four involved a dog. Clearly, in a relative and absolute sense, the discharge of a firearm in a use of force incident was an uncommon event.

Additional analyses were performed to examine patterns in the types of force used over time (Table 2; Figure 2). These analyses are limited to incidents that involved the use of a chemical agent (OC Spray), an ECD (Taser), or the firing of a firearm.⁵ The findings include:

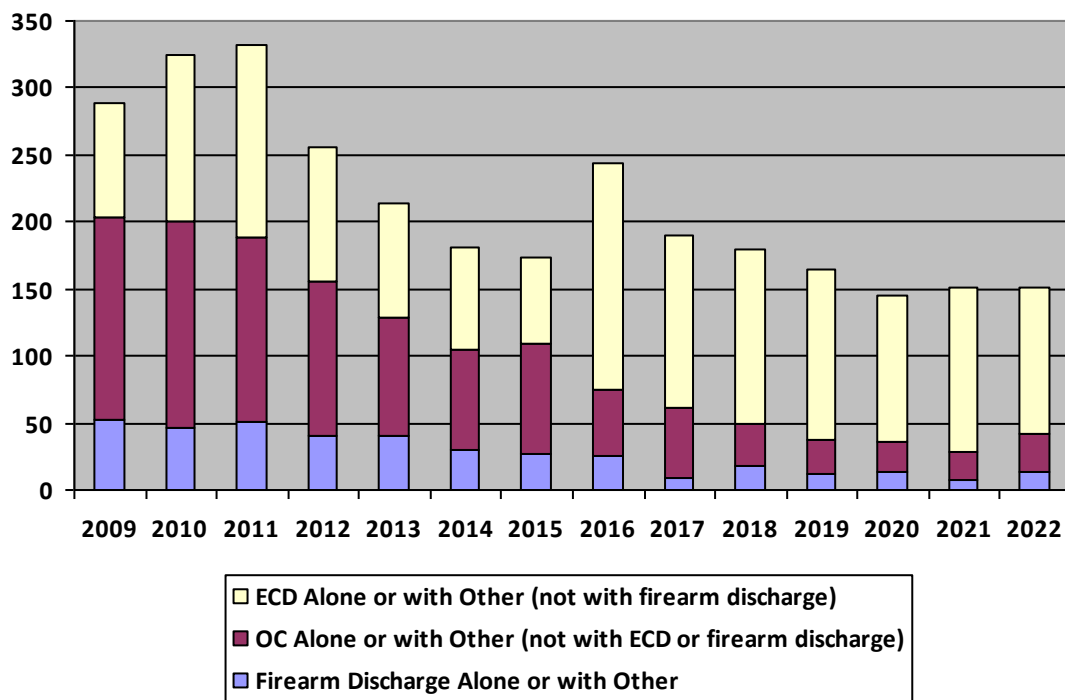
- From 2009 to 2022 there has been a decline in police firearm discharges. The 2017 and 2021 totals appear unusually low in the overall trend.
- Police use of an ECD increased in frequency from 2009 to 2011, declined from 2012 to 2015, dramatically increased in 2016, declined in 2017 and has remained relatively stable since then.
- Regarding the use of OC spray, there was a steady decline from 2009 to 2016, a slight increase in 2017, and a large decrease in 2018. The use of OC spray has remained relatively stable since 2018.

⁵ The 2013 use of force reporting policy change does not preclude an analysis of weapon use (OC Spray, Taser, or firearm discharge) across years but it does preclude an analysis of “bodily force only” incidents. Since 2009, all incidents that involved the use of OC spray, a Taser, or a firearm discharge were required to be reported. However, bodily force incidents that did not result in a citizen injury, or a citizen complaint of an injury, were not required to be reported until 2013.

Table 2. Type of Force Used, by Year (Number of Incidents)

Type of Force Used	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Firearm Discharge Alone or with Other	53	46	51	40	40	30	27	26	9	18	12	13	8	14
ECD Alone or with Other (not with firearm discharge)	85	125	144	101	85	77	65	169	128	129	127	109	123	109
OC Alone or with Other (not with ECD or firearm discharge)	150	154	137	115	89	74	82	49	53	32	25	23	20	28

Figure 2. Type of Force Used, by Year



Frequency of Force and Arrests

Because most use of force incidents occur during arrests, it is necessary to consider the number of force incidents in relation to the number of arrests made. Further, in this calculation, it is important to include only the force incidents that also involved an arrest. Again, in 2022

there were 805 use of force incidents (not including “display and/or pointing of firearm only”). Of these 805 incidents, 796 involved a person (9 incidents involved a dog only). Of these 796 incidents that involved a person, in 713 of them a person was actually arrested (89.6%).⁶ Also during 2022, MPD officers made a total of 11,902 arrests (for felonies, misdemeanors, and ordinance violations). Accordingly, in 2022, 5.99 percent of all arrests involved the use of force ($713 / 11,902 * 100 = 5.99$).⁷

Frequency of Force by Calls for Service

Dispatched calls for service represent a rough estimate of the frequency of contact between police officers and citizens. It is an estimate of police-citizen contacts primarily because it does not include officer proactive activity (i.e., self-initiated activities such as traffic stops). Nevertheless, calls for service can provide a basis on which to assess the relative frequency of use of force incidents. In 2022, the MPD handled 274,526 calls for service. Again, there were 805 use of force incidents during this time. Accordingly, approximately .29 percent of calls for service involved the police use of force ($805 / 274,526 * 100 = .29\%$).⁸ Stated differently, for every 1,000 calls for service there were approximately three use of force incidents.

⁶ For example, a person may not be arrested if the incident involved a suicide attempt, a drug overdose, a mental health crisis, if the person escapes, or if it is determined that a crime was not committed. When the “display and/or pointing a firearm only” incidents are included in the calculation, 85.5% of incidents (1,743 incidents out of 2,039) involved an arrest.

⁷ When “pointing and/or display of a firearm only” incidents are included in the calculation, 14.64% of arrests involved the use of force in 2022 ($1,743 / 11,902 * 100 = 14.65$).

⁸ When “pointing and/or display of a firearm only” incidents are included in the calculation, .75% percent of calls for service involved the use of force in 2022 ($2,048 / 274,526 * 100 = .75$).

Frequency of Force by Month of Year

With a total of 805 incidents occurring from January 1, 2022 to December 31, 2022, there was an average of approximately 67 use of force incidents per month. Table 3 provides a breakdown of incidents by month. The largest proportion of incidents occurred May through August.⁹

Table 3. Use of Force Incidents by Month

Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Total
72	61	73	60	73	67	73	72	67	69	63	55	805

It is worthwhile to examine the number of force incidents and the number of arrests by month. Table 4 provides the number of force incidents that involved an arrest and the total number of arrests made by month.

Table 4. Use of Force Arrest Incidents and Total Number of Arrests Made, by Month

	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Total
Number of Use of Force Incidents That Involved an Arrest	58	51	63	57	66	66	65	69	61	58	51	48	713
Total Number of Arrests Made	961	984	1090	1059	1131	1032	1005	969	901	979	912	879	11902

⁹ When “pointing and/or display of a firearm only” incidents are included, there was an average of approximately 171 incidents per month. There is minimal change in the distribution of incidents across month.

Table 4 shows that, in general, months with more arrests have slightly more use of force incidents.¹⁰

Frequency of Force by Time of Day

With 805 incidents occurring from January 1, 2022 to December 31, 2022, there was an average of approximately 2.21 use of force incidents per day. These incidents did not occur randomly throughout the day. As seen in Table 5, nearly half occurred between 4:01 p.m. and 11:59 p.m., which approximates the MPD “Early” shift.¹¹

Table 5. Use of Force Incidents by Time of Day

Time / Shift	Frequency	Percentage
8:01am-4pm / Day	201	25.0
4:01pm-11:59pm / Early	391	48.6
12am-8am / Late	212	26.4
Total	804	100.0

Note: In one case the time of the incident was not recorded; this case is not included here.

Frequency of Force by Aldermanic District

Table 6 shows the distribution of force incidents by Aldermanic District.

¹⁰ When “pointing and/or display of a firearm only” incidents are included, this conclusion is still valid.

¹¹ When “pointing and/or display of a firearm only” incidents are included, the “Early” shift accounts for slightly fewer incidents (45%) and the “Day” shift accounts for more (30%).

Table 6. Location of Use of Force Incidents: Aldermanic District

Aldermanic District	Frequency	Percentage
1	63	8.0
2	67	8.5
3	22	2.8
4	98	12.4
5	32	4.0
6	82	10.4
7	74	9.4
8	41	5.2
9	47	5.9
10	34	4.3
11	27	3.4
12	55	7.0
13	19	2.4
14	28	3.5
15	101	12.8
Total	790	99.9

Notes: In 15 cases the Aldermanic District was not recorded; these 15 cases are not included here. Percentage does not total 100 due to rounding.

Aldermanic District 15 had the largest share of use of force incidents (12.8%), while District 13 had the smallest share (2.4%).¹²

Frequency of Force by Police District

Table 7 shows the number of force incidents for each police district in 2022 along with the corresponding percentage of total incidents. In 2022, District 3 accounted for 21.5 percent of all use of force incidents in the city, followed by District 7 (17.4%) and District 5 (16.2%).¹³

¹² When “pointing and/or display of a firearm only” incidents are included, there is minimal change in the distribution of incidents across Aldermanic Districts.

¹³ When “pointing and/or display of a firearm only” incidents are included, the distribution of incidents across police districts is very similar. Districts 5, 3, and 7 account for the largest share of incidents.

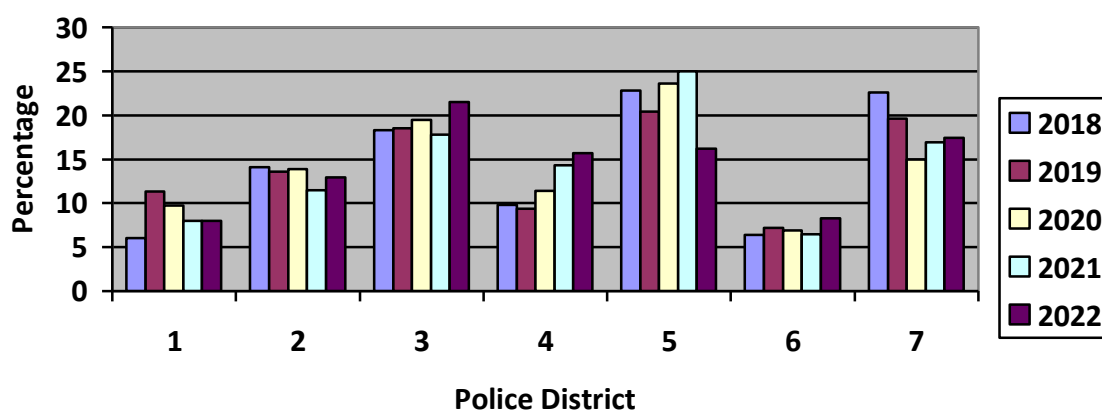
Table 7. Location of Use of Force Incidents: Police District

Police District	Frequency	Percentage
1	63	8.0
2	102	12.9
3	170	21.5
4	124	15.7
5	128	16.2
6	66	8.3
7	138	17.4
Total	791	100.0

Note: In 14 cases the police district was not recorded; these 14 cases are not included here.

The percentage of incidents for each police district for 2018 through 2022 is graphically represented in Figure 2. Except for 2022, each year District 5 accounted for the greatest share of incidents. In 2022, District 3 accounted for the greatest share of force incidents. Figure 2 shows that Districts 3, 5, and 7 accounted for most force incidents in the city in 2022 and previous years.

Figure 2. Percentage of Use of Force Incidents by Police District, 2018-2022



Use of Force, Arrests, and Police District

Given the variation in the number of force incidents across police district (Table 7), it may be useful to explore possible corresponding variation in the frequency of force in relation to arrests across districts. Table 8 shows the total number of arrests, the number of arrests that involved force, and the percentage of arrests that involved use of force for each district (use of force incidents / total arrests * 100 = percent of arrests that involved force) in 2022.

Table 8. Arrests that Involved Use of Force by Police District, 2022

Police District	Total Arrests Made (1)	Number of Use of Force Incidents That Involved an Arrest (2)	Percent of Arrests that Involved Use of Force
1	581	50	8.61
2	1,585	99	6.25
3	2,213	155	7.00
4	1,887	109	5.78
5	1,790	111	6.20
6	961	55	5.72
7	2,202	126	5.72

Notes: (1) 683 arrests are excluded because the arrest could not be placed in a district due to the address of the arrest being unknown or out of the city. (2) In eight cases the police district was not recorded; these cases are not included here.

The results in Table 8 show that, in each district, a small proportion of arrests involve the use of force; the percentage of arrests that involve the use of force ranges from 5.72 percent in Districts 6 and 7 to 8.61 percent in District 1. Interestingly, the fewest arrests were made in District 1 (581) but that district had the largest percentage of arrests involving force (8.61%). This finding may be related to the unique nature of District 1 (a relatively small residential population but a large representation of taverns and entertainment establishments).

Overall, there is a very strong statistical correlation between number of arrests and number of force incidents across the police districts (Pearson's $r = .96$). In general, in districts

where there were more arrests there were more use of force incidents; where there were fewer arrests there were fewer force incidents.

Use of Force, Calls for Service, and Police District

Another way to explore the variation in the number of force incidents across police districts is to examine the frequency of force incidents in relation to calls for service across police districts. Table 9 shows the number of calls for service, the number of force incidents, and the calculated number of use of force incidents per 1,000 calls for service for each district in 2022 (use of force incidents / calls for service * 1,000 = number of force incidents per 1,000 calls for service).

Table 9. Use of Force Incidents per 1,000 Calls for Service by Police District, 2022

Police District	Total Calls for Service (1)	Number of Use of Force Incidents (2)	Number of Use of Force Incidents per 1,000 Calls for Service
1	26,332	63	2.4
2	38,351	102	2.7
3	46,291	170	3.7
4	40,341	124	3.1
5	47,277	128	2.7
6	25,320	66	2.6
7	48,406	138	2.9

Notes: (1) 2,208 calls for service are excluded due to unknown district. (2) In 14 cases the police district was not recorded; these cases are not included here. (3) Call for service data were obtained from the MPD Computer Aided Dispatch and count distinct dispatched calls for service for the time period of January 1 - December 31, 2022. These data do not include proactive activity, cancelled calls, training units and training calls, Priority 5 calls, misdials, calls where a primary unit was not assigned, and calls with a disposition type of MCSO (Milwaukee County Sheriff's Office), DRU (Differential Response Unit), and MFD (Milwaukee Fire Department). The police district reflects the location of the call rather than the work location of responding officers.

Table 9 shows that Police District 7 had the highest number of calls for service in 2022, followed closely by District 5 and District 3. As noted earlier, Districts 3, 5, and 7 also account for the largest share of force incidents. When considering the number of force incidents per 1,000 calls for service, District 3 has the highest rate; District 5 and 7 are indistinguishable from the other districts.

Descriptive Characteristics of Use of Force Incidents

Along with providing information about the types and frequency of force, this report also seeks to provide an understanding of the circumstances of use of force incidents. The following characteristics of use of force incidents are discussed here: (1) characteristics of officers involved in force incidents; (2) the characteristics of subjects involved in force incidents; (3) injuries to subjects in force incidents; (4) injuries to officers in force incidents; (5) deadly force used against people; (6) force used against dogs; and (7) accidental use of force incidents. This section concludes with a brief discussion of MPD Internal Affairs investigations into use of force incidents.

Characteristics of Officers Involved in Use of Force Incidents

In the largest proportion of incidents (334 out of 805; 41.5%) one officer used force. In 295 incidents (36.6%), two officers used force, and 176 incidents (21.9%) involved three or more officers. On average, 2.01 officers were involved in each use of force incident.¹⁴ The 805 use of force incidents involved 665 different MPD officers. At the end of 2022, the MPD employed 1,597 sworn officers. As such, approximately 42 percent of all MPD officers ($665 / 1,597 * 100$

¹⁴ When all 2,047 incidents are included in the calculation, an average of 2.2 officers were involved in each incident.

= 41.6) were involved in at least one use of force incident in 2022.¹⁵ There were 21 officers who discharged their firearms in 2022 (including accidental discharges, and discharges directed toward a person or dog). No officers were involved in more than one of these incidents.

In 93 percent of the incidents,¹⁶ the first officer involved was male, in 66 percent the officer was white, in 97 percent of incidents the officer was in uniform, in 99 percent of the incidents the officer was on-duty, and in 88 percent of incidents the officer was assigned to squad patrol. The average (mean) age of the first officer was 35 (ages ranged from 22 to 60) and the average length of service was eight years.¹⁷

Characteristics of Subjects Involved in Use of Force Incidents

Most incidents (87.9%; 700 out of 796) involved just one subject; 96 of the 796 incidents (12.1%) involved two or more subjects.¹⁸ On average, 1.17 subjects were involved in each incident.¹⁹ In 86 percent of the incidents the first subject involved was male; in 80 percent the subject was Black.²⁰ The average age of the first subject was 29 years (subject ages ranged from 11 to 72; 13% of subjects were under the age of 18, and 2% percent were 60 or older). In 22 percent the subject was under the influence of alcohol and/or drugs. In 74 percent of incidents,

¹⁵ When all 2,047 incidents are included in the calculation, there were 843 different officers who used force in 2022 which equates to approximately 53% of all MPD officers.

¹⁶ Due to the structure of the data set, most descriptive statements regarding the officers relate only to the first officer involved; percentages are rounded.

¹⁷ When all force incidents are included in the analyses, there is minimal change in these findings.

¹⁸ Excluded from these analyses are the incidents that involved a dog only.

¹⁹ When all 2,047 incidents are included in the calculation, an average of 1.33 subjects were involved in each incident and 21% of the incidents involved two or more subjects.

²⁰ Percentages are rounded. Due to the structure of the data, the descriptive statements relate only to the first subject involved.

the officer noted that the subject resisted arrest.²¹ In 17 percent of incidents the subject was armed with a weapon (not including personal weapons such as fists or feet); when armed with a weapon, it was most often a firearm (72%).

Analyses were conducted to examine possible disparities in subjects' race and sex in involvement in use of force incidents and arrests. Table 10 shows the representation of subjects, by race and sex, in use of force incidents and total citywide arrests made by the MPD in 2022.

Table 10. Race and Sex of Subjects in Force Incidents and Arrests, 2022

		Black	Hispanic	White	Other	Female	Male
Subjects Involved in a Use of Force Incident	Number	607	42	104	8	101	597
	Percentage	79.8%	5.5%	13.7%	1.1%	14.5%	85.5%
Subjects Arrested Citywide	Number	8989	1477	1239	191	2669	9227
	Percentage	75.6%	12.4%	10.4%	1.6%	22.4%	77.6%

Note: In 35 cases, the subject's race was not recorded in the AIM system and in 98 cases the subject's sex was not recorded in the AIM system. In six cases, the subject's race and sex were not recorded in the arrest system. These cases are not included here.

It is seen in Table 10 that Hispanics and females were underrepresented as subjects in use of force incidents compared to their representation as arrestees. Black, White, and especially male subjects were overrepresented in use of force incidents compared to their representation as arrestees.²² Blacks accounted for 75.6 percent of all arrestees in 2022 and 79.7 percent of use of force subjects. Whites accounted for 10.4 percent of arrestees and 13.7 percent of use of force subjects. Males accounted for 77.6 percent of arrestees and 85.6 percent of use of force subjects.

²¹ When all 2,047 incidents are included, only 43% (versus 74%) of subjects resisted arrest during the incident.

²² When all incidents are included, the same conclusions are true.

Injuries to Subjects in Use of Force Incidents

Injuries to subjects were classified by the MPD into the following categories in the AIM system:

- No injury
- Minor
- Moderate
- Major
- Fatal
- OC Related Only
- ECD Related Only

Overall, of the 796 incidents that involved a subject, in 360 (45.2%) the subject sustained injuries.²³ When subjects were injured, most of the time (278 of 360; 77.2%) those injuries were classified as “minor.” In 15 incidents the injuries were classified as “moderate.” In four incidents, injuries were “major.” Three incidents resulted in fatal injuries to a subject (see p. 22). The remaining injuries were specified as “ECD or OC related only.” As for the type of injury sustained, “complaint of pain” was the most common. Table 11 shows the type of injury sustained by subjects within each injury category.

²³ Due to the structure of the data, these findings relate only to the first subject involved.

Table 11. Type of Injury Sustained by Subjects, by Injury Category

Injury Category	Type of Injury							Total
	Abrasion/ Cut/ Laceration	Broken Bones/ Teeth	Bruise/ Contusion	Complaint Of Pain	Eye/ Respiratory	Gun Shot Wound	N o n e	
Minor	108	1	28	141				278
Moderate	9	1	1	1	1	1		14
Major		2				2		4
Fatal						3		3
OC Related Only				4	3			7
ECD Related Only	3			11				14
None	1			33			5	39
Total	121	4	29	190	4	6	5	359

Notes: In one incident the injury type and injury category were not specified; this case is not included here. In 39 incidents the injury category was coded as “none” in the AIM system; in five incidents the type of injury was coded as “none” in AIMS. It is unknown why the “None” category was sometimes used when coding injuries.

It is important to note that certain forms of force were more likely than others to lead to injuries to subjects. Thirty percent of the time a firearm was used against a subject it led to fatal injuries (3 of 10 incidents). No other type of force caused fatal injuries. As noted earlier, “bodily force only” was by far the most common type of physical force used against subjects (383). However, most of the time (60.8%; 233 of 383 incidents) when bodily force alone was used by officers a subject was not injured. In an additional 36.6 percent (140 of 383) of the “bodily force only” incidents, injuries to the subject were classified as “minor.”

Injuries to Officers in Use of Force Incidents

Ten percent of officers²⁴ involved in the 805 use of force incidents were injured during those incidents. Analyses also reveal that certain types of force were more likely than others to lead to *officer* injuries. Specifically, officers were more likely to be injured when using bodily force than when using other types of force. Fifty-three percent of the time that officers were injured during use of force incidents it was when officers used “bodily force only;” however, only 11 percent of “bodily force only” incidents resulted in injury to officers.

Deadly Force Used Against People

In 2022, there were ten incidents that involved the use of deadly force (the discharge of a firearm) against a subject. Of these ten incidents:

- three involved a subject sustaining a fatal gunshot injury
- three involved a non-fatal gunshot injury
- four resulted in no gunshot injuries (i.e., a subject was shot at but not struck). In one of the instances in which a subject was shot at but not struck, the subject then died of a self-inflicted gunshot wound.

All ten of the incidents involved a subject who was armed (9 with a gun, 1 with a blunt object). These incidents related to a variety of calls including a subject with a gun, shots fired, robbery, drug investigation, and a search for a wanted person. Nine of the incidents involved on-duty officers; one involved an off-duty officer who intervened in a robbery.

²⁴ Due to the structure of the data, these statements relate to the first officer involved.

Table 12 shows the frequency of incidents where a person was the focus of a firearm discharge from 2009 to 2022. It is seen that there has been a substantial but uneven decline in these incidents since 2009 with a low of five incidents in each of 2017, 2018, 2019, and 2021.

Table 12. A Person as the Focus of Police Firearm Discharge, by Year (Number of Incidents)

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Number	14	12	15	9	14	8	12	7	5	5	5	7	5	10

Deadly and Other Force Used Against Dogs

In 2022, eleven incidents involved some type of force being used against at least one dog. Two of these incidents also involved a person. These eleven incidents involved eleven dogs. Of the eleven dogs, nine were pit bulls and two were of unspecified or unknown breed.

Four of the eleven incidents involved the discharge of a firearm, three incidents involved the use of OC spray, and four involved the use of an ECD. In two incidents an officer was bitten by the dog. A variety of calls were associated with force being used against dogs (Table 13).

Table 13. Circumstance of Incidents Where Force was Used Against Dogs, 2022

Circumstance	Frequency	Percentage
Loose Dog / Dog Bite Complaint	4	36.4
Subject w/ Weapon	2	18.2
On Patrol	2	18.2
Overdose	1	9.1
Animal Cruelty	1	9.1
Armed Robbery	1	9.1
Total	11	100.1

Note: Percentage does not equal 100 due to rounding.

Regarding *deadly* force used against dogs specifically, in 2022 there were four incidents that involved the use of deadly force (the discharge of a firearm) against a dog. In these four

incidents, three dogs were struck by gunfire and died. In one incident a dog was shot at but not struck.

Table 14 shows the frequency of incidents where dogs were the focus of a firearm discharge from 2009 to 2022. There has been a substantial and steady decline in the number of firearm discharge incidents that involve a dog, with 2022 being at a near record low.

Table 14. A Dog as the Focus of Police Firearm Discharge, by Year (Number of Incidents)

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Number	39	34	36	31	26	22	15	19	4	13	7	6	3	4

Unfortunately, it is difficult to put these dog-related incidents into perspective as no reliable estimates of the number of dogs, by breed, in Milwaukee were located, nor are there statistics that indicate the number of dogs that are confronted by MPD officers but upon which force is not used.

Accidental Use of Force Incidents

There were nine incidents in 2022 where force was used accidentally. In these incidents officers used one of the types of force that was required to be reported but that force was not intentionally used. As noted earlier, these accidental incidents were not included in any of the prior analyses conducted for this report. Table 15 shows the types of force that were used accidentally in 2022.

Table 15. Types of Forced Used Accidentally, 2022

Type of Force	Frequency	Percentage
Firearm Discharge – Officer’s Gun	4	44.4
ECD Discharge	3	33.3
Police Canine Bite	2	22.2
Total	9	99.9

Note: Percentage does not equal 100 due to rounding.

Injuries were sustained in the two police canine incidents (officers were bitten) and in one of the firearm discharge incidents (a subject being arrested on-scene was shot in the foot with an officer’s service weapon).

The three other accidental discharges of firearm incidents also involved officers’ service weapons. One occurred on police premises, one occurred at an off-duty officer’s home, and one occurred at a mental health emergency facility. With regard to the three accidental discharges of ECDs, two occurred on police department premises during a standard pre-shift test of the weapon. One occurred on-scene.

Table 16 shows the subset of accidental firearm discharges from 2009 to 2022. There were 50 accidental firearm discharges from 2009 to 2022. The number per year has varied from none (in 2017) to eight (in 2020). In four of the 50 incidents, an officer was injured as a result of the accidental discharge; in four other incidents a subject was injured. None of the injuries were life-threatening.

Table 16. Accidental Police Firearm Discharges, by Year (Number of Incidents)

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Number	4	2	7	1	5	3	3	5	0	2	4	8	2	4

Use of Force Internal Investigations

As explained previously in this report, when officers notify their supervisors that they used force in an incident, supervisors are required to collect the facts about the incident via interviews with the officer(s) involved, other officers at the scene, the subject(s) involved, other witnesses at the scene, and through review of body camera and/or other video footage of the incident. The supervisor is then required to write a narrative report which contains this information. In some instances, use of force incidents come to the attention of the MPD Internal Affairs Division for further investigation. Internal Affairs investigations can be initiated as a result of citizen complaints, internally generated complaints, and/or supervisory referrals. All critical incidents are also investigated by Internal Affairs.²⁵ Information on the cases investigated by Internal Affairs was obtained for this report via the Fire and Police Commission on July 17, 2023. These cases are briefly summarized here.

In 2022, 21 use of force incidents were investigated by Internal Affairs. These 21 incidents involved 39 use of force allegations.²⁶ An incident could involve several officers, and more than one allegation could be made against each officer. The 21 incidents involved 35 officers. Of the 39 allegations, 15 involved the use of a firearm (one involved “pointing/display only”), one involved the use of an ECD, and 23 involved the use of bodily force. The 21 investigations resulted in the following outcomes:

²⁵ According to MPD SOP 453: Critical incidents (a) involve “a death of an individual that results directly from an action or an omission of a law enforcement officer while the law enforcement officer is on duty or while the law enforcement officer is off duty but performing activities that are within the scope of his or her law enforcement duties,” and (b) involve a department member that results in death or great bodily harm to a person that is caused by a member’s actions, occurs while in police custody, or any incident that the Chief of Police, or his/her designee (must be assistant chief or inspector rank), declare a critical incident. Any injury to a person as a result of a firearm discharge by a department member, not resulting in death, shall also be considered a critical incident.

²⁶ FPC investigations that did not result in any finding were not included.

- Nine investigations remain open.
- In one investigation, remedial training was ordered for the officer.²⁷
- In six investigations, charges were not sustained.
- In two investigations, officers were exonerated.²⁸
- In one investigation, an officer received a district-level reprimand.
- In one investigation, officers each received a one-day suspension.
- One investigation was covered and closed.

Summary

This report is part of a continuing effort on the part of the City of Milwaukee Fire and Police Commission to better understand use of force incidents in the Milwaukee Police Department. Based on an analysis of the reportable incidents that occurred between January 1, 2022 and December 31, 2022, the following summary statements can be made:

- Use of force reporting requirements changed near the end of 2020 to require the reporting of incidents that involved officers pointing a firearm at a person and/or displaying a firearm to effect an arrest. Therefore, some data from 2021 and 2022 are not comparable to previous years.
- There were 2,047 force incidents in 2022; 1,242 involved “displaying and/or pointing a firearm only,” 805 involved other types of force (e.g., hands-on physical force, the discharge of weapons) (Table 1).

²⁷ “A violation occurred and re-training is required for the member” (SOP 450).

²⁸ According to MPD SOP 450, exonerated means that “the incident as alleged occurred, however the department member’s actions were lawful/proper.”

- For the main analyses in this report, the subset of 805 incidents were analyzed. When appropriate, analyses were also conducted on the full set of 2,047 incidents. Findings regarding the full set of incidents are reported in footnotes.
- Although “pointing and/or displaying firearms only” are substantially different forms of force compared to hands-on physical force and the discharge of weapons, the characteristics of these categories of force are quite similar. When “pointing/display firearm only” incidents were included in the analyses, there were four notable differences in findings: (1) “pointing/display only” incidents involved more officers and subjects per incident; (2) “pointing/display only” incidents were less likely to involve subjects who resisted arrest; (3) inclusion of “pointing/display only” incidents showed that a larger proportion of MPD officers used force in 2022; and (4) when “pointing/display only” incidents were included in the calculation, a larger proportion of arrests by the MPD involved the use of force.

Regarding the 805 incidents that involved hands-on physical force or the discharge of weapons:

- 796 incidents involved a person, nine incidents involved a dog only (two additional incidents each involved both a person and a dog).
- Out of the 796 incidents that involved a person, in 713 incidents, a person was arrested (89.6%). The MPD made 11,902 arrests in 2022. Therefore, 5.99 percent of arrests involved the use of force in 2022.
- There were approximately three use of force incidents for every 1,000 calls for service.
- There were approximately 2.21 use of force incidents per day, varying by month and time of day (Table 3, Table 5).

- Police Districts 3, 5, and 7 had the most use of force incidents in 2022 and combined accounted for approximately 55 percent of all force incidents in the city in 2022 (Table 7).
- Police District 7 had the largest number of arrests made in 2022 but the lowest percentage of arrests that involved force. District 1 had lowest number of arrests made in 2022 but the highest percentage of arrests that involved force (Table 8).
- Police District 7 had the largest number of calls for service but not the largest rate of force per 1,000 calls for service (Table 9).
- On an absolute basis, the use of force was a rare event in all districts.
- Approximately 42 percent of MPD sworn officers were involved in at least one use of force incident in 2022.
- The most common type of force used by officers was “bodily force only” followed by “bodily force and handcuffing” and “ECD Only.”
- The typical use of force incident in 2022:
 - Involved one uniformed police officer and one subject. The officer was a white male, 35 years old, with eight years of service. The officer was in uniform and on-duty. The officer used “bodily force only” in the incident. The officer was not injured. The subject was a black male, 29 years old. The subject resisted arrest and was not injured. The subject was not armed with a weapon. The incident occurred in Police District 7 between 4:01 pm and 11:59 pm.
 - As noted, when “pointing/display only” incidents were included, the officer was most likely to have “pointed firearm only” and most subjects did not resist arrest.

- There were 21 officers who discharged their firearms in 2022 (including accidental discharges and discharges directed toward a person or dog). No officers were involved in more than one of these incidents.
- Since 2009, firearm discharges have declined in a steady but uneven manner. In 2009 there were 53 such incidents, in 2022 there were 14 incidents (Table 2). The decline is evident with incidents that involved a person (Table 12) and especially incidents that involved a dog (Table 14).
- Since 2009, use of a chemical agent has declined substantially. The use of an ECD has fluctuated since 2009 (Table 2).
- In 2022, there were ten incidents that involved a firearm discharge at a person (Table 12).
- In 2022, three incidents involved a subject sustaining a fatal gunshot injury.
- In 2022, there were eleven incidents that involved force being use against one or more dogs. Nearly all of the dogs were pit bulls and these incidents related to various calls for service (Table 13). Four of these incidents involved the discharge of a firearm. Three dogs sustained fatal injuries. The number of incidents in 2022 that involved the discharge of a firearm at a dog was near an all-time low (since 2009, Table 14).
- There were nine incidents in 2022 in which force was used accidentally (Table 15). Four of the nine incidents involved an accidental firearm discharge. Accidental firearm discharges have varied from none in 2017 to eight in 2020 (Table 16). Three of the nine unintentional incidents involved injuries (two officers were bitten by police canines and a subject was shot in the foot).

- In 2022, there were 21 use of force incidents investigated by Internal Affairs. These 21 incidents involved 39 use of force allegations and 35 officers. The investigations resulted in various outcomes.

This report provides information for understanding and interpreting the nature, frequency, and circumstances of use of force incidents in the MPD. These data can be used to monitor use of force incidents over time.