



**FIRE AND POLICE
COMMISSION**

Celebrating 125 Years of Service

2010 ANNUAL REPORT

Michael Tobin, Executive Director

Cover photograph of Milwaukee City Hall courtesy of Kristin Kappelman,
Research and Policy Analyst, Fire and Police Commission.

TABLE OF CONTENTS

MESSAGE FROM THE MAYOR, TOM BARRETT	6
MESSAGE FROM THE EXECUTIVE DIRECTOR, MICHAEL TOBIN	7
FIRE AND POLICE COMMISSION	9
History	10
Guiding Principles	10
Citizen Board Members	11
FPC Committees	14
Professional Staff	15
125TH ANNIVERSARY	19
BUDGET	20
DEPARTMENT HIGHLIGHTS	21
Fire and Police Commission	21
Milwaukee Fire Department	21
Milwaukee Police Department	21
Office of Emergency Management and Homeland Security	22
INFORMATIONAL MEMORANDUMS	23
911 Call for Shots Fired Assignment Priority Classification	23
Referral of Individuals to the Wisconsin Department of Motor Vehicles for Driver’s License Reexamination	23
COMMUNITY RELATIONS	25
CITIZEN COMPLAINT INVESTIGATIONS	28
Complaint Procedures	29
Citizen Complaint Definitions	30
2010 Citizen Complaint Statistical Review	31
Police Citizen Contacts and Citizen Complaints	40
Citizen Complaint Satisfaction Survey	42
RESEARCH	48
Analysis of Use of Force Incidents Against a Canine in the Milwaukee Police Department	48
An Analysis of Vehicle Pursuits in the Milwaukee Police Department, 2002 to 2009..	49
Analysis of March 26, 2010 MPD Vehicle Pursuit Policy Revision	49
ANALYSIS OF 2010 USE OF FORCE INCIDENTS	50
MILWAUKEE HOMICIDE REVIEW COMMISSION	52
2010 Homicides and Nonfatal Shootings	52
DISCIPLINES	54
Milwaukee Fire Department	54
Milwaukee Police Department	55
Discipline Appeals Process	56
OFFICE OF EMERGENCY MANAGEMENT AND HOMELAND SECURITY	63

APPOINTMENTS, PROMOTIONS, AND SEPARATIONS	64
MFD Examinations	64
MFD Appointments and Promotions	65
MFD Separations.....	66
MPD Examinations.....	67
MPD Appointments and Promotions.....	68
MPD Separations	69
PUBLIC SAFETY STATISTICAL REVIEW.....	71
Milwaukee Fire Department.....	71
Milwaukee Police Department	74
APPENDIX 1: RELEVANT WEBSITES.....	76
APPENDIX 2: FPC COMMUNITY PARTNER ORGANIZATIONS	77
APPENDIX 3: ANALYSIS OF 2010 USE OF FORCE INCIDENTS	78
APPENDIX 4: MFD SWORN POSITION PROFILE	101
APPENDIX 5: MFD NON-SWORN POSITION PROFILE	102
APPENDIX 6: MPD SWORN POSITION PROFILE.....	104
APPENDIX 7: MPD CIVILIAN NON-MANAGEMENT POSITION PROFILE	105
APPENDIX 8: MPD DC 48 POSITION PROFILE	108
APPENDIX 9: MPD CIVILIAN MANAGEMENT POSITION PROFILE	109

TABLE OF CONTENTS: CHARTS AND TABLES

Chart 1. Organizational Chart	9
Chart 2. Citizen Complaint Process	29
Chart 3. Informal Complaints by Police District	32
Chart 4. Informal Complaint Allegations	33
Chart 5. Formal Complaint Allegations	34
Chart 6. Formal Complaints by Police District	36
Chart 7. Race of Formal Complainants vs Milwaukee Population	37
Chart 8. Gender of Formal Complainants vs Milwaukee Population	37
Chart 9. Race of Employees	38
Chart 10. Gender of Employees	39
Chart 11. What Was Your Complaint About?	42
Chart 12. Respondent Demographics	46
Chart 13. Suspect Relationship to Homicide Victim	53
Chart 14. MFD Disciplines	54
Chart 15. MPD Disciplines	55
Chart 16. Discipline Appeals Process	57
Chart 17. MFD Service Calls	71
Chart 18. MFD Civilian Fire Deaths	72
Table 1. 2010 Budget Summary	20
Table 2. Formal Complaints by Aldermanic District	35
Table 3. Rate of Citizen Complaints per 1,000 Police-Citizen Contacts	41
Table 4. Complaint Process	44
Table 5. General Thoughts	45
Table 6. 2010 Discipline Appeals	58
Table 7. MFD Examinations	64
Table 8. MPD Examinations	67
Table 9. Penetrating Trauma Incidents	73
Table 10. UCR Statistics	75

MESSAGE FROM THE MAYOR, TOM BARRETT



The mission of the Milwaukee Fire and Police Commission is to ensure that the Milwaukee Fire Department and Milwaukee Police Department are prepared to protect the lives and property of the citizens of Milwaukee. Effective citizen oversight of our Fire and Police Departments is essential to providing quality public safety services to our community.

The Fire and Police Commission celebrated 125 years of service to the City of Milwaukee in 2010. The Commission has quietly and effectively served the City of Milwaukee during this time, meeting challenges with sound judgment and knowledgeable leadership, while ensuring that community members are treated respectfully and fairly in our efforts to provide public safety services.

The Fire and Police Commission provides direct citizen input on the policies and standards followed by the Fire and Police Departments. Under the combined guidance of Fire Chief Mark Rohlfing, Chief of Police Edward Flynn, Executive Director Michael Tobin and his staff, and the members of the Commission, the public safety departments have made and will continue to make Milwaukee a safe place to live.

Public safety is my highest priority as Mayor. The dedicated men and women of our Fire and Police Departments, overseen and guided by the voice of the community through the citizen board, provide the highest quality services to the City of Milwaukee.

MESSAGE FROM THE EXECUTIVE DIRECTOR, MICHAEL TOBIN



One hundred twenty-five years ago, the Wisconsin legislature enacted the ground-breaking concept of direct citizen oversight of public safety services. As many communities, even today, struggle with enacting their own version of citizen oversight, the Milwaukee Fire and Police Commission stands as a model for a system that has withstood innumerable political, fiscal, and social challenges.

The remarkable vision demonstrated in 1885 has truly withstood the test of time. The original enabling legislation has since been revised on multiple occasions, but only for the purpose of strengthening the ability of citizens to prescribe the policies and procedures of our public safety departments. The end result is a Fire Department and Police Department that effectively responds to the needs of the community. This oversight system allows our public safety departments to provide exemplary services and protect lives and property with minimal political interference.

As an example of this exemplary service, in 2010 the Milwaukee Fire Department reported the fewest number of fire deaths (3) in our history, while working with a reduced budget, fewer firefighters on trucks, and regular brown-outs of apparatus. The department's state-of-the-art fire rescue boat and specialized hazardous materials and heavy urban rescue teams are called upon throughout southeastern Wisconsin when the very best expertise is needed.

The City of Milwaukee saw violent crime decrease 7.1% and gun-related crime decrease 9.9%. Despite a significant increase in citizen-police contacts, the use of force by officers is a statistically rare event and citizen complaints have decreased by 20%. A policy change that modified the circumstances of when officers may engage in a high-speed vehicle pursuit has significantly reduced the number of accidents and their resulting injuries to both citizens and officers.

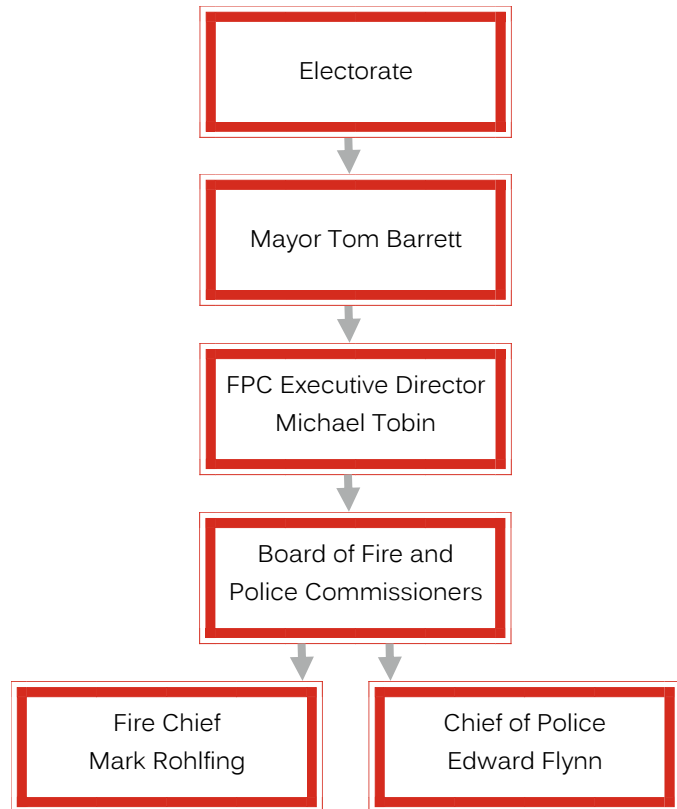
This annual report highlights many of the initiatives that are a product of the Commission's research of best practices and the promulgation of new policies, procedures, and guidance.

Every successful organization has one important denominator—dedicated, bright, and hardworking people that are willing to go beyond expectations in order to make success a reality. The Commission has had a succession of dedicated citizens serving in its ranks since its inception. An extraordinary staff and a supportive community have kept the vision of 1885 alive and well, and we look forward to our next 125 years.

FIRE AND POLICE COMMISSION

Under state law and City Charter, the Fire and Police Commission (FPC) oversees the Milwaukee Fire Department (MFD) and Milwaukee Police Department (MPD) (see Chart 1). The FPC sets overall policy and standards while the Chief of each department manages daily operations and implements the FPC's policy direction and goals. In addition to policy direction, FPC functions include establishing recruitment and testing standards for positions in MFD and MPD, rendering decisions in appeals by members of either department who have been disciplined by their Chief, independently investigating and monitoring citizen complaints, and disciplining employees for misconduct.

Chart 1. Organizational Chart



The FPC, supported by a full-time professional staff, exercises its oversight function through regular meetings with both department Chiefs and their staffs, by conducting research and analysis of policies and procedures, by implementing reforms, and by direct public input through the individuals appointed to the FPC citizen board.

The citizens that serve as part-time board members spend many hours each week working on FPC business. They serve as the citizens' voice in fire and police operations and as a means of ensuring more responsive and effective city government. The citizen board members' concerns reflect the Milwaukee community, and their priorities include

initiatives to reduce crime, increase safety, and maintain effective responses to fire and medical emergencies.

HISTORY

The FPC was established in 1885 by state law and is one of the oldest fire and police oversight agencies in the nation. The FPC was originally created to remove the fire and police services from the influences of politics. In Milwaukee, as in most cities, Chiefs of both departments were appointed by the mayor, who used these appointments, and the appointment of police officers, as a form of political patronage. The 1885 law made the FPC responsible for setting employment standards, testing candidates for positions in the Fire and Police Departments, and appointing both Chiefs. In 1911, the FPC's authority was expanded to include all aspects of operational oversight of the Fire and Police Departments. The City Charter in 1968 and state law in 1969 allowed people to file citizen complaints against members of either MFD or MPD, and in 1977, changes in state law gave the FPC public safety rule-making authority. More recently in 2008, state law allowed for an increase to seven citizen board members, instead of the previous five.

GUIDING PRINCIPLES

The mission of the FPC is to ensure that the Fire and Police Departments are prepared to protect the lives and property of the citizens of the City of Milwaukee by:

- ⇒ Monitoring the quality and effectiveness of Fire and Police Department policies, practices, and outcomes;
- ⇒ Ensuring that complainants are heard and satisfied with the citizen complaint program;
- ⇒ Improving community relations and enhancing public confidence; and
- ⇒ Identifying and reducing racial, social, and economic disparities in the community.

In 2010, the FPC employed numerous strategies to provide effective public safety services to the citizens of Milwaukee, including:

- ⇒ Performing policy review and analysis concerning fire and police services, such as crime reduction strategies, fire prevention and suppression, and citizen complaints;
- ⇒ Expanding a mediation program to expedite the complaint process and increase citizen confidence;
- ⇒ Monitoring and auditing complaints and investigations conducted by the Fire and Police Departments;

- ⇒ Developing a community relations plan and enhancing communications with the public;
and
- ⇒ Promoting diverse public safety departments.

CITIZEN BOARD MEMBERS

The Board of Fire and Police Commissioners is the statutory title for the civilian body that oversees and prescribes general policies, standards, and rules in MFD and MPD. The FPC citizen board also appoints all employees of the two public safety departments, including the department Chiefs. In addition to policy matters and employment functions, the FPC citizen board decides outcomes in citizen complaints against MFD or MPD employees. The FPC citizen board is comprised of six part-time citizen members, and a full-time professional staff led by Executive Director Michael Tobin.

The FPC citizen board conducts a formal quarterly and annual review of the operations of MFD and MPD. The citizen board works with the Fire and Police Chiefs to develop performance objectives for their positions and for their departments. Objectives include prevention of crimes and fires, responses to calls for assistance, coordination with other City agencies, and communication with the public and media. The citizen board's goal is to achieve the performance objectives in a fiscally responsible manner, and it reviews department budgets on a quarterly basis as part of its policy review. In addition to formal reviews, regular daily interaction concerning all aspects of Fire and Police Department operations occur through the FPC Executive Director and staff.

The citizen board members serve on panels to make decisions on citizen complaints and appeals from disciplines. They also visit fire and police stations, do "ride-alongs" with both departments, and attend community meetings to assist in their role of policy oversight. To acquaint them with department procedures, newly appointed board members attend training that includes the Citizen Police Academy, Firefighter For a Day program, and UW-Madison's "Role of the Police and Fire Commission" training seminar.

The FPC citizen board holds regular business meetings with the department Chiefs twice each month except August, usually on the first and third Thursdays of the month, at 5:30 p.m. All of these meetings are open to the public, and provide an opportunity for interested persons to listen to discussion and offer comments on agenda matters. Meetings are held in the

Common Council meeting rooms on the third floor of City Hall or in various community locations. The citizen board has three standing committees that meet periodically: the Committee on Policies and Standards, the Committee on Complaints and Disciplines, and the Committee on Testing and Recruiting. The citizen board also holds various disciplinary appeal and citizen complaint hearings. These meetings are also open to the public, and members of the community are encouraged to attend. The meeting time, location, and agenda are published in advance on the FPC website.

The FPC's authority and responsibility are set forth in Wisconsin Statute Section 62.50, the Milwaukee City Charter Chapter 22.10, and the Milwaukee Code of Ordinances Chapter 314. The seven citizen board members are appointed by the Mayor of Milwaukee and approved by the Common Council. They serve overlapping five-year terms, and receive a stipend of \$6,600.00 per year. The FPC citizen board elects a Chair and Vice-Chair annually. Diversity of background and experience makes the citizen board representative of the entire Milwaukee community. The following individuals served as citizen board members in 2010:



Richard Cox was appointed to the Board in December 2005 and reappointed in July 2008, to a term which will expire in 2013. He was elected Chair of the Board in October 2008. He worked for the Milwaukee County Sheriff's Office for seventeen years in every rank from Deputy Sheriff to Administrator of Detention Services. Mr. Cox also served nine years as Superintendent of the Milwaukee County House of Correction. He has a Bachelor's Degree in Criminal Justice from the University of Wisconsin-Milwaukee, and is a graduate of the FBI National Academy and a Life Member of the National Organization of Black Law Enforcement Executives (NOBLE). Mr. Cox is currently Executive Director of Neighborhood House, and he is the Governor's Appointee to the Social Development Commission (SDC).



Kathryn Hein was appointed to the Board in June 2008, and her term expires in 2013. Currently, she is the Assistant Director of the Les Aspin Center for Government at Marquette University, where she runs a program placing disadvantaged students in public service internships. Ms. Hein is also Secretary of the Sixteenth Street Community Health Center Board of Directors. Prior to her employment at Marquette, she served as both District Director and Chief of Staff to Milwaukee Congressman Jerry Kleczka for over

20 years. She received her Bachelor's Degree in Business Administration from the University of Wisconsin-Oshkosh.



Paoli Lor was appointed to the Board in September 2008, and her term will expire in 2011. She has been Program Coordinator and Consultant for Hmong Radio since 1999 and with Hmong ABC Radio in Milwaukee since 2003. From 1998 to 2002, she was an Economic Support Specialist/Wisconsin Works Case Manager for Dane County. She holds an Associate's Degree from West Coast Christian College in Fresno, California, and a Bachelor's Degree in Management and Organizational Development from Fresno Pacific University, also in California. Ms. Lor has been a member of the Southeast Asian Consortium since 2006, and is a past Board member of Lao-Pha Society and the Hmong-American Peace Academy. She has also served as Executive Board Secretary of the New Salvation Church of God.



Sarah Morgan was appointed to the Board in June of 2009, and her term will expire in 2015. Ms. Morgan is an Assistant Professor of Nursing at the University of Wisconsin-Milwaukee, where she teaches Cultural Diversity in Health Care in the undergraduate program and Issues in Women's Health and Development in the graduate program. She is a board member and academic partner of the Board of Diverse and Resilient, whose mission is the healthy development of lesbian, gay, bisexual, and transgender people in Wisconsin. She also serves as Senior Warden, the highest lay leader, at St. Mark's Episcopal Church. Ms. Morgan received a PhD in nursing in 2003 from the University of Wisconsin-Milwaukee, a master's and bachelor's degree in nursing from Case Western Reserve University, and a bachelor's degree in Education from Bowling Green State University.



Michael O'Hear was appointed to the Board in October of 2010, and his term will expire in 2011. Mr. O'Hear is a professor and the Associate Dean for Research at Marquette Law School. He is an editor of the Federal Sentencing Reporter and the author of more than forty scholarly articles on sentencing and criminal procedure. Mr. O'Hear is a graduate of Yale College and Yale Law School, and following law school, he clerked for United States District Court Judge Janet Bond Arterton in New Haven, Connecticut. He then practiced civil and criminal litigation for three years at Sonnenschein Nath & Rosenthal in

Chicago. Mr. O'Hear joined the Marquette Law School faculty in 2000, and was appointed the Law School's first Associate Dean for Research in 2008.



Carolina Stark was appointed to the Board in July 2008 and elected Vice-Chair in October 2008. Her term will expire in 2012. She has been an Administrative Law Judge for the State of Wisconsin Department of Workforce Development since February 2007. Ms. Stark previously served as an attorney with Centro Legal Por Derechos Humanos, Esperanza Unida, and the Stark Law Office, LLC, all in Milwaukee. She speaks, reads, and writes fluent Spanish. She is a magna cum laude graduate of St. Louis University (Missouri), with a Bachelor's Degree in Criminal Justice and Spanish, and received her Juris Doctor from the University of Wisconsin Law School in 2002. Ms. Stark has been Treasurer of Historic Concordia Neighbors, Inc. since 2007 and a member of that organization since 2002.

FPC COMMITTEES

The Board has three standing committees, the Committee on Policies and Standards, the Committee on Complaints and Disciplines, and the Committee on Testing and Recruiting, that meet periodically. Other committees, such as the Fire Chief Selection Committee, are formed as needed.

Committee on Complaints and Disciplines

The Committee on Complaints and Disciplines was staffed by all six Commissioners and meets on an as-needed basis. This committee has the authority to hear appeals from MFD and MPD employees concerning disciplines and to conduct citizen complaint hearings.

Committee on Policies and Standards

Commissioner Kathryn Hein, who served as chair, and Commissioner Sarah Morgan served on the Committee on Policies and Standards. This committee has oversight authority of the rules governing MFD, MPD, and the FPC. Any rule change requires approval from the Committee on Policies and Standards before going into effect.

Committee on Testing and Recruiting

Commissioner Kathryn Hein chaired the Committee on Testing and Recruiting, and Commissioner Sarah Morgan also served on this committee. The Committee on Testing and

Recruiting typically meets once a month to discuss employment, hiring, and recruiting practices of both MFD and MPD. The Committee on Testing and Recruiting sets employment standards and qualifications for various entry-level positions, carries out recruitment programs, oversees the administration of competitive examinations, and provides classification for all positions in both MFD and MPD.

Fire Chief Selection Committee

The Fire Chief Selection Committee was temporarily formed in November 2009 and was utilized until May 2010. Commissioner Sarah Morgan served as Chair, and Commissioners Carolina Stark and Kathryn Hein also served on this committee. The Fire Chief Selection Committee was tasked with selecting a new Fire Chief for the City of Milwaukee due to the retirement of Fire Chief Douglas Holton in November 2009.

PROFESSIONAL STAFF

Daily FPC functions are performed by a professional staff of eight full-time employees, headed by Executive Director Michael Tobin. Staff members are employees of the City of Milwaukee.

Administrative Staff

Michael G. Tobin is the Executive Director of the FPC and was appointed by the Mayor of Milwaukee and approved by the Common Council in November 2007. He received his Bachelor of Science degree in Criminal Justice from the University of Wisconsin-Milwaukee and his law degree from the University of Wisconsin-Madison. Mr. Tobin is a graduate of the Wisconsin Military Academy, Wisconsin State Patrol Academy, and the Milwaukee Police Academy, and he is experienced in many aspects of fire department services and law enforcement activities. Mr. Tobin began his employment with the City of Milwaukee as a Police Officer. Upon graduation from law school, he joined the Milwaukee City Attorney's Office as an Assistant City Attorney where he prosecuted and defended police and fire department employees for almost twenty years in state courts and administrative agencies. Mr. Tobin served as a legal advisor for two Milwaukee Fire Chiefs and two Milwaukee Chiefs of Police. He is a U.S. Army combat veteran and, from 2005 to 2006, was appointed to manage the U.S. military program to reconstruct the civilian justice system for the country of Afghanistan.

David Heard is the FPC's Community Relations Manager, and has been with the FPC in various capacities since February 1994. He currently staffs the Committee on Testing and Recruiting and monitors recruitment of personnel for the Fire and Police Departments. Mr. Heard provides community outreach to local organizations and serves as the FPC liaison to the Department of Employee Relations (DER), MFD, and MPD on all personnel related matters. He serves on the Board of Children's Outing Association (COA) Youth, Children's Service Society of Wisconsin (CSSW), and the Milwaukee Commission of Police Community Relations (MCPR). Mr. Heard attended the University of Wisconsin-Milwaukee.

Renee Keinert is Program Assistant III for the FPC. She serves as the confidential assistant to the Executive Director and FPC citizen board. Ms. Keinert prepares the annual department operating budget, manages department accounts and records, directs and ensures the monitoring of police and fire payrolls and personnel activities, and manages the general operation of the FPC office.

Molly Kuether is the FPC's bilingual Office Assistant II. She received her Bachelor of Arts degree in Spanish from the University of Minnesota-Morris. Ms. Kuether assists in the day-to-day operations of the FPC office and serves as the support person for the Committee on Testing and Recruiting and regular FPC Citizen Board meetings. She prepares information for the meetings, updates the FPC website, and answers daily inquiries in both English and Spanish.

Monitoring/Oversight Staff

Susan Boddien-Eichsteadt is an Investigator/Auditor for the FPC, and also served as interim Investigator of citizen complaints from March 2008 to February 2009. Ms. Boddien-Eichsteadt is a graduate of the University of Wisconsin-Platteville with a degree in Criminal Justice. She was previously employed as a police officer with MPD and as a Police Services Specialist-Investigator in the Background Investigation Unit of MPD's Professional Performance Division. Ms. Boddien-Eichsteadt investigates citizen complaints filed with the FPC and audits citizen complaint investigations of MFD and MPD.

Cheryl Patane is an Investigator/Auditor for the FPC. Prior to her employment with the FPC, she was employed with the Milwaukee County Sheriff's Office as a detective in the Special Investigations Unit. Ms. Patane received her Bachelor of Arts degree in Education and her

Master's degree in Administrative Leadership from the University of Wisconsin-Milwaukee. She investigates citizen complaints filed with the FPC and audits citizen complaint investigations of MFD and MPD.

Cynthia Janusz is the FPC's Paralegal. She obtained a Bachelor's Degree in Criminal Justice from Carroll College and has previous experience as a law enforcement officer and in the legal field. Ms. Janusz processes disciplinary appeals, coordinates pretrials, trials, and mediation, responds to open record requests, and assists the executive director in legal matters.

Research Staff

Kristin Kappelman is the FPC's Research and Policy Analyst. Prior to her employment with the FPC, Ms. Kappelman was employed as a Research Associate with the Police Executive Research Forum (PERF). She received her Master's Degree in Forensic Psychology from Marymount University and her Bachelor's Degree in Psychology from the University of Wisconsin-Milwaukee. Ms. Kappelman conducts research and analysis of public safety issues, designs the FPC's Annual Report, Mid-Year Reports, and brochures, and conducts community surveys.

Joan Dimow is the FPC's Research Assistant. Ms. Dimow studies public safety issues such as crime, fires, personnel needs, and budget allocations. Ms. Dimow received her Bachelor of Arts degree from Quinnipiac University, and received her Master's Degree in Urban Studies from the University of Wisconsin-Milwaukee. She has previously worked as an office manager of a drug dependence clinic, editorial assistant in the Yale University Department of Radiology, and an analyst at Milwaukee Children's Hospital.

Matthew Janecke is a Graduate Intern with the FPC. Mr. Janecke conducts research and analysis of various public safety topics and assists the Executive Director with special projects. Prior to joining the FPC, he served in the Army National Guard, where he conducted port security for his overseas mission, and worked as a Park Ranger for Wyalusing State Park. Mr. Janecke received his Bachelor's degree from the University of Wisconsin-Stevens Point and is pursuing his Master's Degree in Public Administration at the University of Wisconsin-Milwaukee.

Nia Norris is a Graduate Intern with the FPC. Ms. Norris conducts research and analysis of various public safety issues. She received her Bachelor's degree from the University of Wisconsin-Madison and received her Master's Degree in Health Care Administration at Marquette University in May 2010.

Department of Employee Relations

The following staff members from the Department of Employee Relations recruited candidates and administered examinations under FPC supervision:

Sally McAttee, Human Resources Manager

Marti Cargile, Human Resources Representative

Cassandra Scherer, Human Resources Representative

Timothy Keeley, Human Resources Representative

Michelle Stein, Human Resources Representative

Susan Liedtke, Program Assistant II

125TH ANNIVERSARY

On July 6, 1885, the Milwaukee Board of Fire and Police Commissioners met for the first time. The Board's initial efforts have directly impacted all aspects of public safety in the City of Milwaukee for 125 years. The Milwaukee Fire and Police Commission stands as a model of civilian oversight that has withstood innumerable political, fiscal, and social challenges. While society and technology have changed, the underlying principle of citizen oversight envisioned 125 years ago has remained constant. The Milwaukee Board of Fire and Police Commissioners proudly celebrated its 125th anniversary in 2010, and the Board looks forward to 125 more years of service to the community.

- ⇒ During his inaugural address to the Common Council in 1885, Mayor Emil Wallber declared that the Board of Fire and Police Commissioners was "...one of experiment...". This experiment has lasted 125 years.
- ⇒ Fifteen individuals have served as Executive Director, with J.R. Brigham elected as the first, and Michael Tobin appointed as the current Executive Director in November 2007.
- ⇒ Ninety-nine Milwaukee citizens have served on the Board of Fire and Police Commissioners.
- ⇒ The first examination governed by the Board was held on August 1, 1885, for the position of Fireman. Thirty-two men passed the examination.
- ⇒ The first Chief appointed by the Board was Chief of Police John Jansse, who was appointed in October 1888.
- ⇒ In 1911, the Board was expanded by state law to five members and was authorized to hear complaints against members of the public safety departments and appeals from disciplinary actions from any public safety member that was discharged, suspended, or reduced in rank.
- ⇒ In 1977, the Board became responsible for conducting annual policy reviews of the Fire and Police Departments.
- ⇒ The staff of the Fire and Police Commission has grown from two, Executive Director and Secretary, to a full-time staff of eight. The current staff investigates citizen complaints, conducts research and policy reviews, assists with testing and recruiting, and conducts discipline appeal hearings.

BUDGET

In 2010, the Office of Emergency Management and Homeland Security (OEMHS) was consolidated into the FPC, which facilitated improvement of grant-funded programs for the police and fire services while allowing the FPC and OEMHS to share operational and office resources. By utilizing enhanced data system capabilities, the FPC continued to fully exercise its policy review efforts and oversight in order to proactively address systemic problems and influence positive organizational change to ensure a fair, competent, and transparent system while capturing and identifying trends, patterns, and other critical elements (see Table 1).

Table 1. 2010 Budget Summary

	2008 Actual Expenditures	2009 Adopted Budget	2010 Adopted Budget	Change 2010 Adopted vs 2009 Adopted
Personnel				
FTEs— Operations & Maintenance	8.50	9.50	8.70	-0.80
FTEs—Other	0.00	0.00	1.80	1.80
Total Positions Authorized	16	17	18	1
Expenditures				
Salaries and Wages	\$484,982	\$666,740	\$592,514	-\$74,226
Fringe Benefits	\$220,869	\$273,363	\$242,931	-\$30,432
Operating Expenditures	\$62,713	\$128,324	\$134,028	\$5,704
Equipment	\$8,092	\$2,640	\$1,000	-\$1,640
Special Funds	\$0	\$0	\$0	\$0
TOTAL	\$776, 656	\$1,071,067	\$970,473	-\$100,594

DEPARTMENT HIGHLIGHTS

FIRE AND POLICE COMMISSION

- ⇒ In 2010, the FPC celebrated 125 years of service to the City of Milwaukee.
- ⇒ FPC research staff published two reports on MPD vehicle pursuits, *An Analysis of Vehicle Pursuits in the Milwaukee Police Department, 2002 to 2009* and *Analysis of March 26, 2010 Vehicle Pursuit Policy Revision*, and one report on the use of force against canines.
- ⇒ Michael O’Hear sworn in as Commissioner for the FPC Board.
- ⇒ MPD’s use of force was analyzed by Dr. Steven Brandl from the University of Wisconsin-Milwaukee. Mid-year and full-year reports were published.
- ⇒ Two informational memorandums were issued by FPC staff concerning referring individuals for driver’s license re-examination and assignment priority classification.

MILWAUKEE FIRE DEPARTMENT

- ⇒ Mark Rohlfing, former Rapid City (South Dakota) Fire Chief, sworn in as new MFD Fire Chief on May 3, 2010.
- ⇒ MFD reported three fire deaths in 2010, the lowest total ever recorded for MFD.
- ⇒ MFD organizational structure revised, which eliminated four Deputy Chief positions and added two Assistant Chief positions.

MILWAUKEE POLICE DEPARTMENT

- ⇒ MPD received funding from the Office of Community Oriented Policing Services (COPS Office) to fund a Police Officer recruit class of 50 officers.
- ⇒ FPC Board approved reclassification of Lieutenant of Police and Lieutenant of Detectives to one title, Police Lieutenant.
- ⇒ MPD’s Safety Division eliminated due to budget cuts, and duties of the Safety Division transitioned into Community Services Division.
- ⇒ FPC Board approves revision to MPD’s vehicle pursuit policy.
- ⇒ MPD began using Automatic License Plate Readers (ALPR). Over 1.7 million plates have been read, and over 180 stolen vehicles have been recovered.

- ⇒ Certification process that permits MPD retirees to carry concealed weapons approved by FPC Board.

OFFICE OF EMERGENCY MANAGEMENT AND HOMELAND SECURITY

- ⇒ OEMHS merged into the FPC on January 1, 2010.
- ⇒ OEMHS initiated the response to the massive flooding experienced by the City of Milwaukee in July 2010. OEMHS coordinated data collection to determine damage levels while working with Federal and State agencies to receive more than \$40,000,000 in disaster assistance.
- ⇒ Desiree Matel-Anderson hired as Fiscal Compliance and Grant Monitor, and Gene Oldenburg hired as Interoperable Communication Coordinator.
- ⇒ OEMHS distributed more than \$4,000,000 in grant funding to local public safety departments for the purchase of security equipment, such as HAZMAT/EOD/SWAT response equipment, emergency notification systems, and software to improve patient tracking.
- ⇒ OEMHS participated in functional and full-scale regional exercises designed to increase all-hazard response capabilities.

INFORMATIONAL MEMORANDUMS

Staff members of the FPC research and report on various public safety issues that are concerns to the community or were raised as a result of citizen complaints. FPC staff drafted two informational memorandums, each of which is excerpted here. The full text of each informational memorandum is available on the FPC's website.

911 CALL FOR SHOTS FIRED ASSIGNMENT PRIORITY CLASSIFICATION

The FPC received a citizen complaint concerning the prioritization and police response time for shots fired into a home. According to the complaint, gunshots were fired into the citizen's home and while the complainant immediately called 911, the suspect fled the scene. According to MPD's Assignment Classification Manual, which provides instructions to MPD personnel for prioritizing calls for service in order to send squads to the most urgent situations first, the call was downgraded from a Priority 1 to a Priority 3 because the suspect had left the scene. A squad responded to the location approximately one hour later.

The FPC places great emphasis on arresting individuals involved in gun offenses. A rapid response to the scene of shots fired, even without a suspect on scene, is conducive to reducing gun violence. The likelihood of obtaining identification of witnesses, persons involved, or vehicles involved rapidly diminishes over time, as witnesses leave the scene and other evidence may become unavailable. Upon investigation and review, the MPD Assignment Classification Manual, Standard Operating Instructions (SOI) for shots fired that just occurred but with no suspect on the scene, will be reclassified, at a minimum, as a Priority 2 assignment. This will provide a more rapid police response and increase the likelihood of arresting the suspects and confiscating firearms used in the offense.

REFERRAL OF INDIVIDUALS TO THE WISCONSIN DEPARTMENT OF MOTOR VEHICLES FOR DRIVER'S LICENSE REEXAMINATION

According to Wisconsin State Statute sec. 343.16 (5) (6), a law enforcement officer is authorized to refer a licensed driver to the Department of Motor Vehicles (DMV) for a reexamination of the written and road test in order to identify licensed drivers that have become physically or mentally incapable of operating a motor vehicle. A citizen complaint was filed with the FPC concerning this process.

According to the complaint, the complainant was stopped for a speeding violation, and when questioned by the officer as to what the posted speed limit was, the complainant responded with a speed that was 5 miles per hour different than the posted limit. As a result, the officer referred the complainant to the DMV for a retest for a “lack of knowledge of the rules of the road”. This required the complainant to take a day off from work, complete the entry-level written driver’s examination, undergo a complete road test examination, and pay the associated fees.

The FPC found that the inability to state the actual posted speed limit during a traffic stop is not cause for referring an individual for reexamination. A referral for reexamination should only be based on quantifiable and reliable information beyond mere suspicion that the individual may not be competent to operate a motor vehicle. During the course of the investigation, the FPC identified other instances in which officers inappropriately referred individuals to the DMV for reexamination. In order to eliminate the possibility of an officer inappropriately referring an individual for a reexamination, MPD revised its policy and now requires supervisory approval prior to submitting an individual to the DMV for testing.

COMMUNITY RELATIONS

The FPC is committed to building long-term relationships with community stakeholders and partners. One of the guiding principles of the FPC is to improve community relations. Effective community relations is not only a policy goal for the FPC, but is also a goal for the public safety departments and each employee. The most visible public relations tool are members of MFD and MPD performing their job in the community, from the bicycle officer patrolling the neighborhood to the firefighter administering first aid. Community relations is interwoven into many of the functions that the FPC routinely performs, including investigating citizen complaints, publishing reports and brochures, updating the FPC website on a regular basis, and serving the community.

The staff of the FPC is proud to have volunteered for the following community events in 2010.

⇒ For the United Performing Arts Fund (UPAF), FPC staff participated in the Ride for the Arts, a 12-mile bike ride that looped from Maier Festival Park, the Harley-Davidson



FPC staff members participated in UPAF's Ride for the Arts. From left: Community Relations Manager David Heard, Investigator Susan Bodden-Eichsteadt, Greg Eichsteadt, Program Assistant Renee Keinert, Analyst Kristin Kappelman, and Office Assistant Molly Kuether. *Photo courtesy: Mia Kuether*

Museum, and Miller Park. UPAF is a non-profit organization that supports 34 different performing arts groups in southeastern Wisconsin.

- ⇒ In Spring, FPC staff served as water station #1 for the Children's Service Society of Wisconsin run/walk for foster care and adoption. Children's Service Society of Wisconsin, a member of Children's Hospital and Health System, is Wisconsin's largest private, not-for-profit, provider of child welfare services.



FPC staff members and their families helped at the run/walk for foster care and adoption. Front row, from left: Justin Heard, Courtney Heard, Mia Kuether, Office Assistant Molly Kuether, and Investigator Susan Bodden-Eichsteadt. Back row, from left, Analyst Kristin Kappelman, Nick Heard, Community Relations Manager David Heard, and Greg Eichsteadt. *Photo courtesy: Kristin Kappelman*

- ⇒ For a second year in a row, staff members also volunteered at Project Ujima's Pancake Breakfast with Santa. Project Ujima is a community program that addresses the needs of youth victims of violence who come to Children's Hospital Emergency Department/Trauma center. Staff members assisted with set-up, handed out books, and helped serve a delicious pancake breakfast to the victims and their families.

FPC staff members and their families assisted at Project Ujima's Pancake Breakfast. From left: Greg Eichsteadt, Investigator Susan Bodden-Eichsteadt, Jennifer Kappelman, Community Relations Manager David Heard, and Analyst Kristin Kappelman. *Photo courtesy: Pat Rogers, Children's Hospital*



Along with volunteering at these community events, FPC staff attended over 120 community meetings, spoke at various community organizations/functions, and held three FPC Board meetings outside of City Hall in neighborhood locations. Community relations staff also attended recruitment events, such as open houses at local colleges and universities, and resource events throughout the City of Milwaukee. FPC staff and board members routinely participated in MFD and MPD functions, like the Citizens' Police Academy.

The FPC also publishes brochures of interest to the community in both English and Spanish. These brochures (*How to File a Complaint*, *What to Expect when Interacting with the Police*, and *Milwaukee Fire and Police Commission*) are available at City Hall, the Milwaukee Public Libraries, Milwaukee Public Ambassadors, MPD's district stations, and the FPC's community partner organizations. The 13 community partner organizations¹ serve as satellite locations to disseminate information about the FPC and its procedures, and a few offer free legal advice and assistance in filing a citizen complaint.

The FPC's website is updated frequently and contains information on all Board meetings, reports issued by FPC staff, directions on how to file a citizen complaint, and other helpful items pertaining to public safety. The website is designed to provide the public with accurate information regarding the FPC and its outreach efforts.

For additional information, please contact David Heard, Community Relations Manager, at (414) 286-5064 or dheard@milwaukee.gov.



Executive Director Michael Tobin served as the keynote speaker for the American Legion emblem dedication at Kilbourn Park. *Photo courtesy: Kristin Kappelman*

1. See Appendix 2 for a map of the community partners.

CITIZEN COMPLAINT INVESTIGATIONS

A primary function of the FPC is to provide a viable citizen complaint process that ensures that MFD and MPD personnel treat community members with courtesy and respect according to the rules and regulations of their respective departments. The citizen complaint process has four goals:

1. Increase transparency and community confidence in the citizen complaint process;
2. Establish an independent system for receiving, investigating, and disciplining department members for acts of misconduct;
3. Provide a means to analyze complaints for the purpose of identifying trends or patterns within MFD or MPD; and
4. Monitor and audit complaints and discipline investigations conducted by MFD and MPD to ensure a fair and thorough process.

Responding fairly to citizen complaints is critical to the community's perception of MFD and MPD. The public's confidence in these departments can be enhanced by proper citizen oversight of the complaint process. Increasing accountability through an effective complaint process improves community relations while simultaneously resulting in more trust from the public. The primary components of the citizen complaint process include independent investigations, a mediation program, and a system to provide rapid resolution of certain allegations.

In addition to filing a complaint with the FPC, the Professional Performance Division (PPD) of MPD also receives and investigates complaints filed against MPD employees. When complaints are filed directly with MPD, the FPC will audit the completed investigations to ensure thorough, credible, and fair results. If a complainant is not satisfied with a specific MPD investigation, the FPC will also conduct a review of the particular investigation and its outcome.

To file a complaint with the FPC, please call (414) 286-5000.

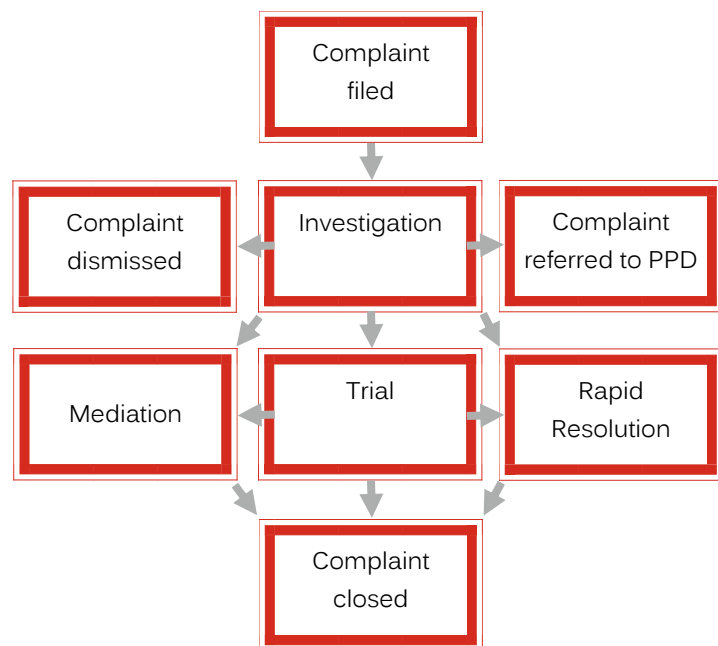
COMPLAINT PROCEDURES

The FPC is authorized to independently investigate and discipline MFD or MPD employees up to and including termination from employment for acts of misconduct. A person may initiate a complaint against an employee of MFD or MPD for specific acts of inappropriate conduct in writing, in person, by telephone, by fax, by e-mail, and through recognized community partner organizations. After a complaint is received, an FPC Investigator arranges an interview with the complainant. If it is determined that the FPC has authority over the complaint, an independent investigation will be conducted. Once an investigation is conducted, most complaints are resolved by utilizing one of the three following methods: mediation, rapid resolution, or citizen board trial (see Chart 2).

Mediation

The FPC offers mediation as an alternative to the traditional complaint process. Mediation gives complainants an opportunity to address and resolve their concerns with the MFD or MPD employee, while allowing both parties the opportunity to learn from the open discussion and contribute to better community relations. If the citizen and employee agree to mediation, there will be no FPC citizen board trial and no disciplinary action will be taken against the employee.

Chart 2. Citizen Complaint Process



The FPC uses the Milwaukee Mediation Center as an independent mediator. The Milwaukee Mediation Center is a non-profit community organization that promotes and provides mediation and other effective processes of conflict resolution and restorative justice.

CITIZEN COMPLAINT DEFINITIONS

Type of Complaint

Informal: A complaint is classified as informal when the complaint was submitted for informational purposes only or until a complainant submits an official complaint form with the FPC. Informal complaints may receive limited investigation and are not recorded in officer records as misconduct complaints.

Formal: A complaint is classified as formal when an investigation has begun and the official complaint form has been submitted to the FPC. Formal complaints are recorded in officer records as misconduct complaints.

Allegation Categories

The FPC classifies complaint allegations into five general categories. The allegation categories are:

Unauthorized use of force: An allegation that an employee used excessive physical force or more force than was needed under the circumstances.

Discourtesy: Unnecessary, unprofessional, rude, profane, derogatory, inappropriate, or belligerent language, actions, or behavior by an employee.

Disparate Treatment: Language, conduct, or behavior that is inappropriate, demeaning, or derogatory concerning a person's race, religion, nationality, physical appearance, gender, or sexual orientation.

Department Procedures: An unauthorized or inappropriate deviation from established department policies or procedures.

Department Services: An inappropriate, unnecessarily slow, or insufficient response by the department employee to an incident, call for service, or request for intervention.

Findings

Not Sustained: The investigation failed to produce a preponderance of evidence to either prove or disprove the allegation.

Unfounded: The allegation concerned an act by an agency employee which did not occur.

Exonerated: The allegation did occur but the actions of the employee were legal, justified, proper, and/or in conformance with the law and the agency policy and procedure.

Sustained: The investigation produced a preponderance of evidence to prove the allegation of an act which was determined to be misconduct.

Rapid Resolution

Rapid resolution involves complaints of a general nature filed with the FPC and then forwarded to MFD or MPD for prompt solution. These complaints usually involve questions related to the conduct of a MFD or MPD employee that, on its face, do not appear to be a violation of a department rule. These complaints can include, but are not limited to, inquiries related to the quality of service provided by public safety employees, their actions, or any questions that may be better answered by the department directly.

Either the Assistant Chief of MFD, the district or bureau Captain of MPD, or the appropriate supervisor will directly contact the complainant in order to provide a “rapid resolution.” This process gives the supervisor the opportunity to resolve any questions or concerns directly with the individual.

Citizen Board Trial

If a complaint does not qualify for mediation or rapid resolution and the FPC’s investigation determines that enough evidence exists to find the employee violated a department rule, the complaint is referred to a citizen board trial.

The citizen board trial is a quasi-judicial process in which witnesses are sworn, testimony is taken, and evidence is presented. Each party can question the other, call witnesses, present exhibits, and testify. The citizen board, composed of FPC Commissioners, reviews the evidence and ultimately makes its final findings and decision.

2010 CITIZEN COMPLAINT STATISTICAL REVIEW

Along with investigating citizen complaints against employees of MFD and MPD, FPC investigators occasionally receive complaints or inquiries unrelated to MFD or MPD². These inquiries, while not included in the 2010 citizen complaint totals, are reported because staff still responded to these inquiries and directed the individual to the appropriate authority. Three complaints involved fire or police employees of other jurisdictions, and eighteen inquiries involved complaints made against other City of Milwaukee departments or were situations where the complainant did not wish to file a complaint.

2. FPC staff have jurisdiction to investigate complaints filed against employees of MFD or MPD and are not authorized to investigate complaints against other fire or police departments outside of City limits or against other City of Milwaukee departments.

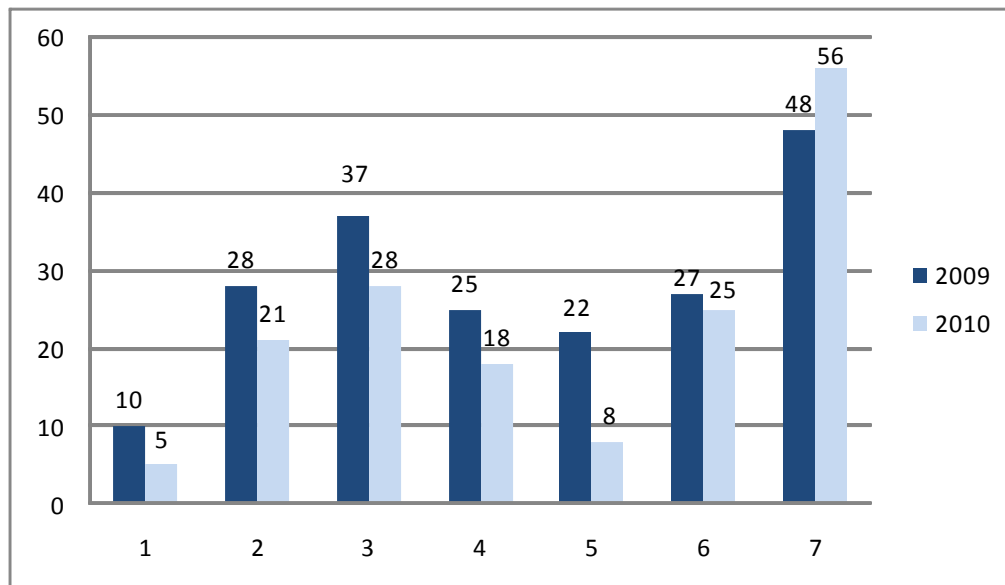
A total of 253 citizen complaints were filed with the FPC in 2010, a 20.7% decrease from 2009³. The decline in citizen complaints filed with the FPC is likely indicative of an increase in citizens' confidence and trust in the public safety departments. While overall complaints have declined, the FPC will continue to investigate all complaints to ensure that community members are treated with courtesy and respect.

Informal Complaints

In 2010, 167 complaints (66.0%) filed with the FPC were classified as informal, a 20.1% decrease from the 209 informal complaints filed in 2009. Nearly all of the informal complaints filed in 2010 were closed (166 informal complaints, 99.4%). The remaining complaint was forwarded to PPD for additional investigation⁴.

The most common location⁵ for the origin of the informal complaint was Police District 7, with 56 informal complaints (34.8%) (see chart 3). Police District 3 was the location with the second most informal complaints (17%). The Police District with the least amount of informal complaint was Police District 1, having only five complaints (3.1%). All Police Districts

Chart 3. Informal Complaints by Police District

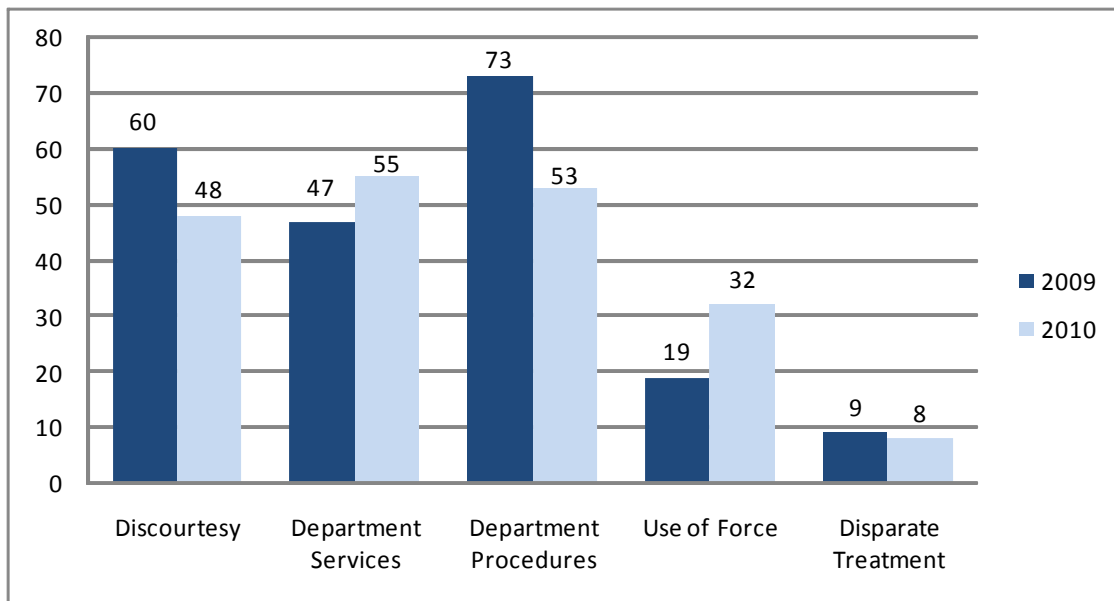


- 3. Because of a reclassification of citizen complaints in 2009, comparison to complaints filed prior to 2009 can not be performed.
- 4. Complaints are forwarded to PPD when the allegation involves a criminal offense and/or the complaint is filed by a public safety department employee.
- 5. Note: 6 missing cases.

reported a decline in informal complaints between 2009 and 2010, except for Police District 7, which indicated an increase of 8 complaints (16.7%).

As seen in Chart 4, department services had the most informal complaint allegations with 55 (28.1%), followed closely by department procedures (53 informal complaints, 27.0%) and discourtesy (48 informal complaints, 24.5%). Disparate treatment (8 complaints, 4.1%) had the least amount of informal complaint allegations.

Chart 4. Informal Complaint Allegations



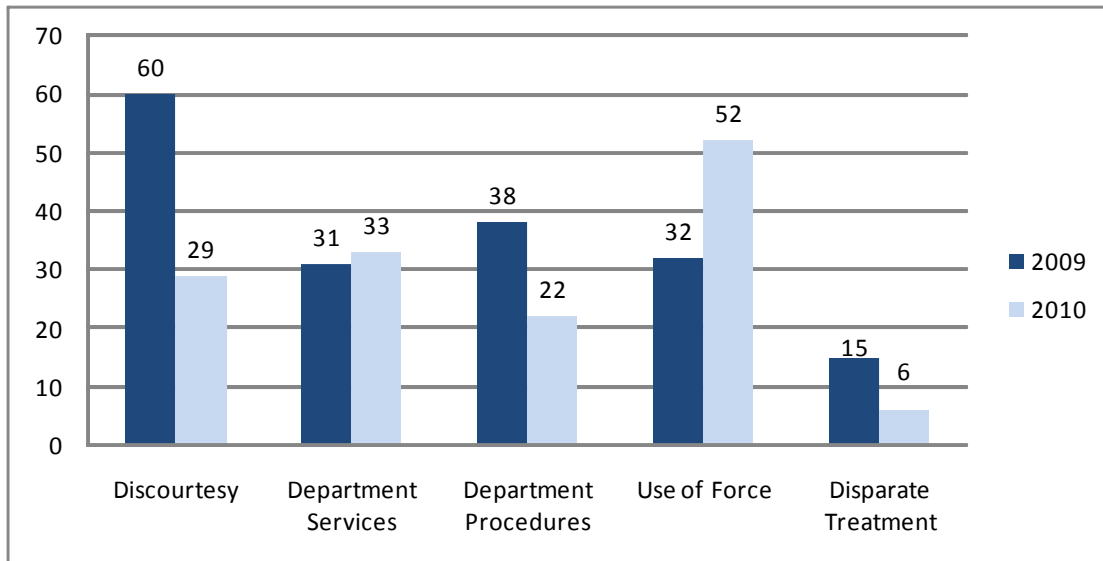
Formal Complaints

In 2010, 86 complaints (34.0%) filed with the FPC were formal, a 21.8% decrease from 2009. Most of the formal complaints filed in 2010 were closed (73 formal complaints, 84.9%). The remaining 13 complaints (15.1%) were open and remained under investigation.

The majority of formal complaints were concerned with officers’ actions during an investigation (33 complaints, 38.4%), while 26 formal complaints (30.2%) were considered duties of squad/beat patrol. The remaining complaints involved other officer actions, such as those related to search warrants or effecting arrest.

As seen in Chart 5, use of force had the most formal complaint allegations with 52 (36.1%), followed by department services (33 formal complaints, 23.2%) and discourtesy (29 formal complaints, 20.4%). Disparate treatment had the fewest formal complaint allegations. Both department services and use of force allegations increased between 2009 and 2010.

Chart 5. Formal Complaint Allegations



Sixty-eight formal complaints (62.4%) were found to be not sustained, and nineteen formal complaints (17.4%) were closed via rapid resolution. In 13 formal complaints (11.9%), the officer was exonerated, and in nine formal complaints (8.3%), the allegation was found to be unfounded. Three complaints (2.8%) were withdrawn, two complaints (1.8%) were sustained, and two complaints (1.8%) were sent to mediation.

Twenty formal complaints (24.4%) originated in aldermanic district 15, and 11 formal complaints (13.4%) originated in both aldermanic districts 6 and 7 (see Table 2). Aldermanic district 9, with 0 formal complaints, and aldermanic districts 1, 5, 10, and 11, with 2 formal complaints, had the fewest number of formal complaints.

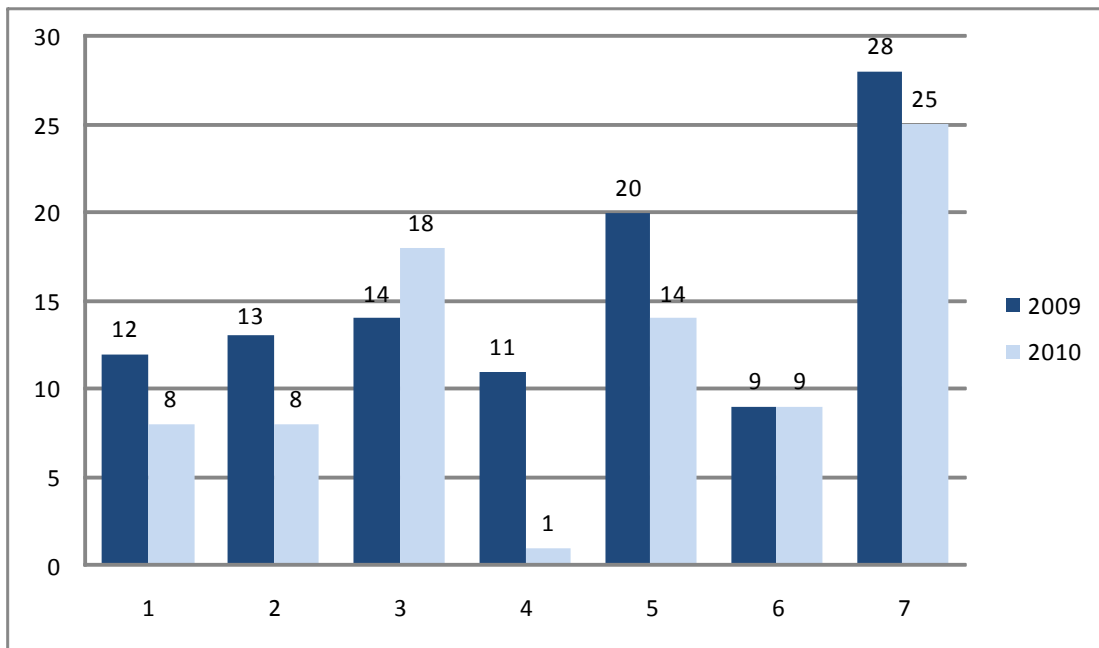
**Table 2. Formal Complaints by
Aldermanic District**

Aldermanic District	Number of Formal Complaints	Percentage
1	2	2.4%
2	4	4.9%
3	4	4.9%
4	9	11.0%
5	2	2.4%
6	11	13.4%
7	11	13.4%
8	6	7.3%
9	0	0.0%
10	2	2.4%
11	2	2.4%
12	6	7.3%
13	0	0.0%
14	3	3.7%
15	20	24.4%

Police District 7 was the Police District location with the most formal complaints⁶, having 25 complaints (30.1%) (see Chart 6), followed by Police District 3 with 18 complaints (21.7%). The Police District that had the least amount of formal complaint allegations was Police District 4, having only one complaint (1.2%). All Police Districts saw a decrease or remained consistent with the number of formal complaints filed, except for Police District 3, which increased by four complaints between 2009 and 2010.

6. Note: 3 missing complaints.

Chart 6. Formal Complaints by Police District



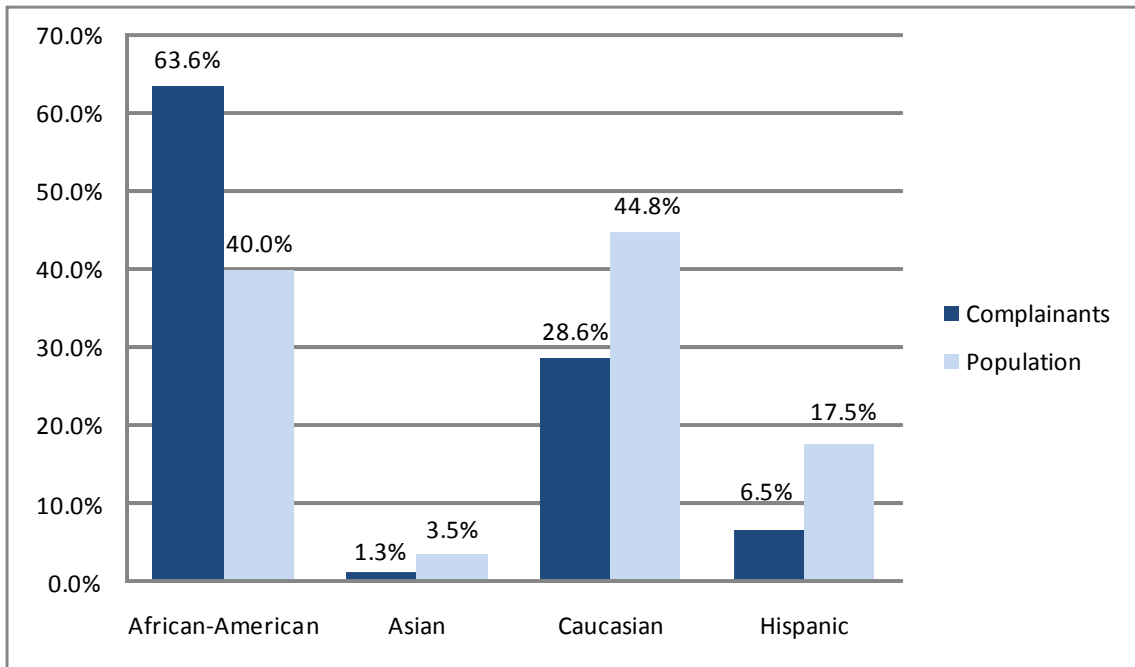
Complaint Demographics

While demographic information is requested from all individuals filing a complaint with the FPC, it is not a requirement. For this reason, demographic information may be incomplete.

In total, 89 individuals filed formal complaints with the FPC in 2010. The age of complainants ranged from 18 years old to 87 years old, with a mean of 43 years old, a median of 41 years old, and a mode of 39 years old.

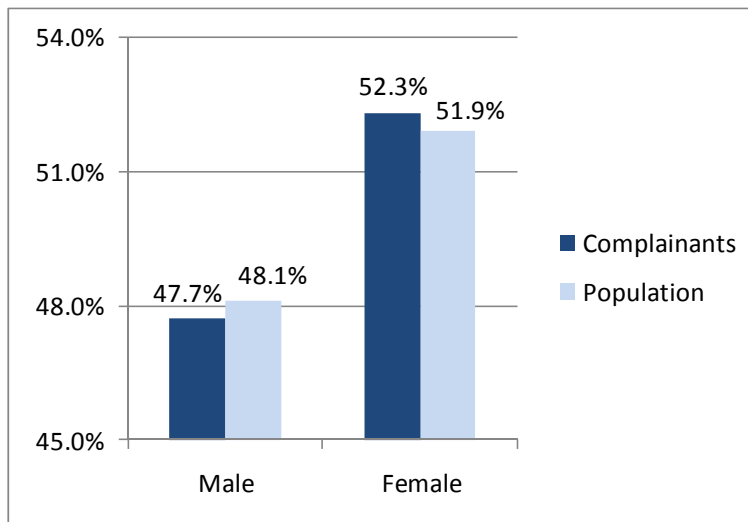
Of these individuals, 49 complainants (63.6%) were African-American, followed by Caucasian (22 complainants, 28.6%), Hispanic (5 complainants, 6.5%), and Asian (1 complainant, 1.3%) (see chart 7). Complainants that indicated a race of African-American filed complaints with the FPC at a rate lower than their representation in the City of Milwaukee’s general population (40.0%), while individuals who indicated Caucasian, Hispanic, and Asian filed complaints at a rate higher than their population representation (44.8%, 17.5%, and 3.5%).

Chart 7. Race of Formal Complainants vs Milwaukee Population



As seen in Chart 8, 41 individuals (47.7%) that submitted a formal complaint were male, while 45 complainants (52.3%) were female. The number of complainants from each gender are comparable to the general population for the City of Milwaukee, with males at 48.1% and females at 51.9% (see Chart 8 below).

Chart 8. Gender of Formal Complainants vs Milwaukee Population



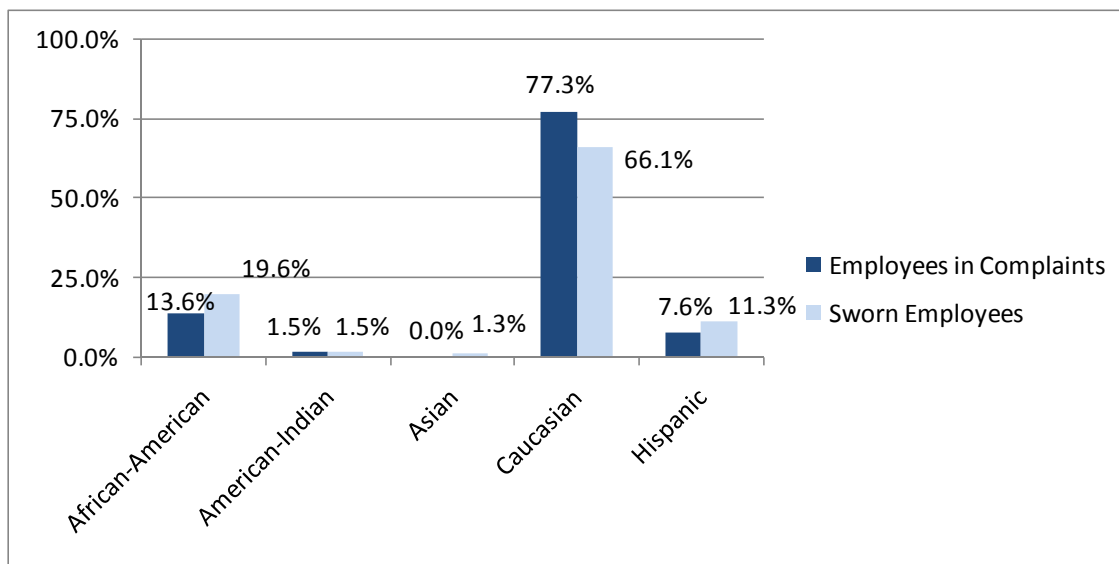
Employee Demographics

The FPC shares software with MPD that contains demographic information on each MPD employee. This software, which is also used for investigatory purposes, automatically inserts the demographic information of the employee involved in the complaint once the employee has been positively identified by the investigators. However, in the situations where the employee cannot be identified, the demographic information is left as unknown or missing. Since the FPC does not have the same software capabilities with MFD, the demographic information for MFD employees is listed as unknown.

Two formal complaints were filed against employees of MFD, and 84 formal complaints were filed against employees of MPD. Eight MPD employees had two formal complaints filed against them in 2010, and three other MPD employees had three complaints filed against them.

Of the known employees, a total of 51 employees (77.3%) that had formal complaints filed against them in 2010 were Caucasian⁷ (see Chart 9). Nine employees (13.6%) were African-American, five employees (7.6%) were Hispanic, and one employee (1.5%) was American-Indian. Caucasian employees were overrepresented in complaints, while African-American, Asian, and Hispanic employees were underrepresented.

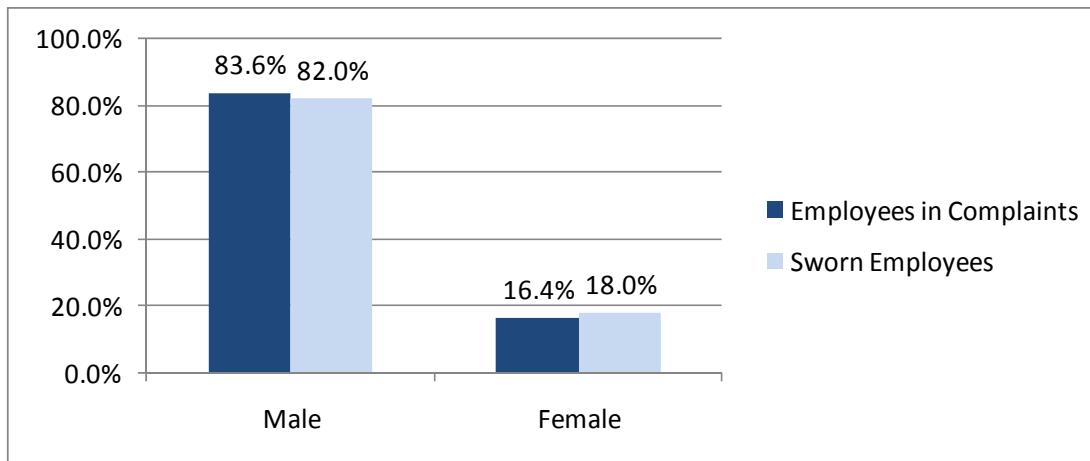
Chart 9. Race of Employees



7. A single complaint may contain allegations against multiple officers.

Of the known employees listed in the formal complaints, 56 sworn employees (83.6%) were male, and 11 sworn employees (16.4%) were female⁸(see Chart 10). Given the overall representation of male and female employees in MPD, both genders were almost equally represented in the 2010 formal complaints.

Chart 10. Gender of Employees



Age⁹ of known employees ranged from 23 years old to 56 years old, with a mean of 37 years old, a median of 37 years old, and a mode of 41 years old.

Ninety-one employees (77.8%) were at the rank of Police Officer at the time of complaint¹⁰. Thirteen employees (11.1%) were Police Sergeants, 11 employees (9.4%) were Detectives, 1 employee (0.9%) was a Police Lieutenant, and 1 employee (0.9%) was a Captain. Years of service ranged from 1 year to 31 years of service, with a mean of 11 years of service, a median of 10 years of service, and modes of 9 and 18 years of service¹¹.

8. Note: 19 missing cases (2 MFD employees and 17 unknown MPD employees).

9. Note: 26 missing cases (2 MFD employees, 20 unknown MPD employees, and 4 missing cases).

10. Note: 19 missing cases (2 MFD employees and 17 unknown MPD employees).

11. Note: 26 missing cases (2 MFD employees, 20 unknown MPD employees, and 4 missing cases).

POLICE CITIZEN CONTACTS AND CITIZEN COMPLAINTS

One method for determining if the number of citizen complaints in a given area are higher than anticipated is to determine the rate¹² of citizen complaints to police-citizen contacts. Police-citizen contacts are the number of times a sworn employee comes into contact with a citizen, which MPD defines as traffic stops and field interviews. Traffic stops occur when a driver and/or passenger(s) of a vehicle are temporarily detained by the police while the police investigate a possible criminal or civil infraction. A field interview is defined as the brief detainment of an individual, based on an officer's reasonable suspicion, for the purpose of determining the individual's identity and resolving the officer's suspicion.

MPD conducted a total of 47,578 field interviews in 2010 (see Table 3), a 74.5% increase from the 27,270 field interviews conducted in 2009. Sworn employees in Police District 2 had the most field interviews, with 10,035. In 2010, MPD performed 192,230 traffic stops, a 37.0% increase from the 140,342 traffic stops performed in 2009. Sworn employees in Police District 3 had the most traffic stops, with 33,117, followed by Police District 2 with 32,688 and Police District 5, with 32,004. MPD had a total of 239,808 police-citizen contacts in 2010.

As previously reported, a total of 86 formal complaints were filed with the FPC in 2010, and a total of 308 citizen complaints were filed with PPD. Police District 7, with 103 total complaints, was the location with the highest number of citizen complaints. Police District 4, with 24 complaints, Police District 1, with 26 complaints, and Police District 2, with 29 complaints, were the locations with the fewest complaints.

The overall rate of citizen complaints to police-citizen contacts for the City of Milwaukee was 1.64, which represents a decrease from last year's rate of 3.36 across the entire City. Police District 7 had the highest rate, with 2.98, a decrease from 4.03 in 2009. Police District 2 had the lowest rate, with 0.68, also a decrease from 1.38 in 2009. The decrease in the citizen complaint rate, across the entire City of Milwaukee, indicates that while sworn employees are making additional contacts with citizens on a more-regular basis, the additional contacts are not leading to more complaints.

12. The rate of formal citizen complaints to 1,000 police-citizen contacts was determined by taking the total number of citizen complaints divided by the number of police-citizen contacts and multiplying that number by 1,000.

Table 3. Rate of Citizen Complaints per 1,000 Police-Citizen Contacts

	Field Interviews	Traffic Stops	Total Police-Citizen Contacts	Formal FPC Citizen Complaints	PPD Citizen Complaints	Total Citizen Complaints	Formal Citizen Complaints per 1,000 Police-Citizen Contacts
District 1	3,702	12,923	16,625	8	18	26	1.56
District 2	10,035	32,688	42,723	8	21	29	0.68
District 3	9,324	33,117	42,441	18	53	71	1.67
District 4	6,500	21,231	27,731	1	23	24	0.87
District 5	8,115	32,004	40,119	14	41	55	1.37
District 6	2,440	22,086	24,526	9	33	42	1.71
District 7	7,413	27,110	34,523	25	78	103	2.98
Total	47,578¹³	192,230¹⁴	239,808	86¹⁵	308¹⁶	394	1.64

13. Note: 49 missing cases

14. Note: 1,071 missing cases.

15. Note: 3 missing cases.

16. Note: 41 missing cases.

CITIZEN COMPLAINT SATISFACTION SURVEY

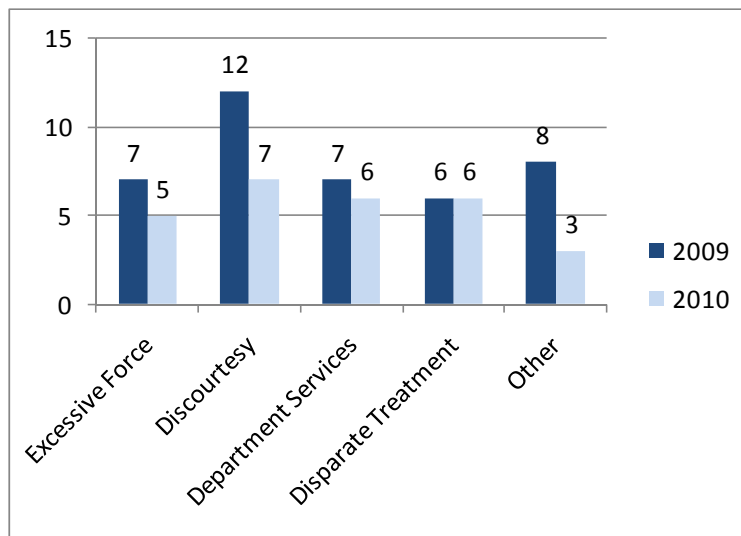
Beginning in 2009, all citizens that filed a formal complaint that was previously closed by the FPC investigators were confidentially surveyed¹⁷. The survey, which is used to determine if there are areas where the FPC could improve the citizen complaint process, contains questions concerning the complaint, along with questions about the complainant's experiences with the complaint process, opinions of the FPC, MFD, and MPD, and demographic data.

A total of 59 complainants were mailed surveys. Eighteen surveys out of 51 potential surveys¹⁸ were received, for a response rate of 35.3%¹⁹. Eighteen surveys were also received in 2009.

The Respondent's Complaint

In 2010, seven respondents (25.9%) indicated that their complaint was concerned with discourtesy²⁰ (see Chart 11), a decrease from 12 respondents in 2009. Six respondents (22.2%) indicated their complaints were about department services, one

Chart 11. What Was Your Complaint About?



17. In order to gather feedback as close to the closing date as possible, surveys are conducted twice a year. If a complaint was closed between January 1, 2010 and June 30, 2010, the complainant was surveyed in July 2010. If a complaint was closed between July 1, 2010 and December 31, 2010, the complainant was surveyed in January 2011. In order to increase response rates, surveys were mailed to non-responding complainants on two separate occasions, with approximately three weeks passing between each mailing.

18. A total of 59 individuals were mailed surveys. However, 8 surveys were returned without forwarding addresses, and while multiple methods were utilized to locate the most current address, the respondents could not be located. These 8 individuals were removed from the denominator.

19. According to published research literature, low response rates are a common problem among complaint survey efforts.

20. Respondents were allowed to check more than one response.

response lower than last year, and six respondents (22.2%) also indicated disparate treatment. The use of excessive force was indicated by five respondents (18.5%), a decrease from seven respondents in 2009.

Respondents were asked what they wanted to have happen when they originally filed their complaint. Responses included having the employee counseled (8 responses, 25.8%), having a supervisor talk with the complainant (7 responses, 22.6%), having the employee reprimanded (3 responses, 9.7%), and having the employee fired (1 response, 3.2%). Other responses (11 responses, 35.5%) included changing the police report, receiving an apology, dismissing a ticket, and having the criminal justice process explained to the respondent.

The Complaint Process

Respondents were asked to rate, on a 5-point scale²¹, their experience with filing their complaint with the FPC (see Table 4). Due to the low response rate, responses were combined into a 3-point scale²².

The majority of respondents were dissatisfied with:

- ⇒ The ease of filing a complaint;
- ⇒ The FPC staff they had contact with;
- ⇒ The explanation given about the complaint process;
- ⇒ The amount of time it took for the complaint to be resolved;
- ⇒ How well they were kept informed during the investigation;
- ⇒ The final outcome;
- ⇒ The explanation concerning the final outcome; and
- ⇒ The overall complaint process.

Almost 30% of complainants were satisfied with the level of respect they received from the investigators.

21. 1=very dissatisfied, 2=dissatisfied, 3=neither dissatisfied nor satisfied, 4=satisfied, 5=very satisfied

22. 1=dissatisfied, 3=neither dissatisfied nor satisfied, 5=satisfied

Table 4. Complaint Process

How satisfied were you...	Dissatisfied	Neither Dissatisfied nor Satisfied	Satisfied
...with the ease of filing your complaint?	11	4	3
...with the FPC staff?	10	4	4
...with the level of respect you were shown?	7	6	5
...with how quickly you were interviewed?	8	7	3
...that the complaint process was clearly explained?	10	5	3
...with the amount of time to resolve your complaint?	11	4	3
...how well informed you were kept?	12	3	3
...with the final outcome?	16	0	2
...that the final outcome was explained clearly?	14	3	1
...with the overall complaint process?	13	3	2

General Thoughts

Respondents were asked to rate, on a 5-point scale²³, how much they agreed with select statements concerning the citizen complaint process, the FPC, MFD, and MPD. Similar to the previous section, results were combined into a 3-point scale of disagree, neither disagree nor agree, and agree (see Table 5).

23. 1=strongly disagree, 2=disagree, 3=neither disagree nor agree, 4=agree, 5=strongly agree

The majority of respondents disagreed that:

- ⇒ The FPC did a good job of investigating the complaint, and
- ⇒ The FPC holds the employees of MFD and MPD accountable for their actions.

Respondents were almost evenly split across their responses to:

- ⇒ The complaint process being biased against citizens, and
- ⇒ Filing complaints can make a difference as to how MFD and MPD are run.

The majority of respondents did indicate that MFD is doing a good job.

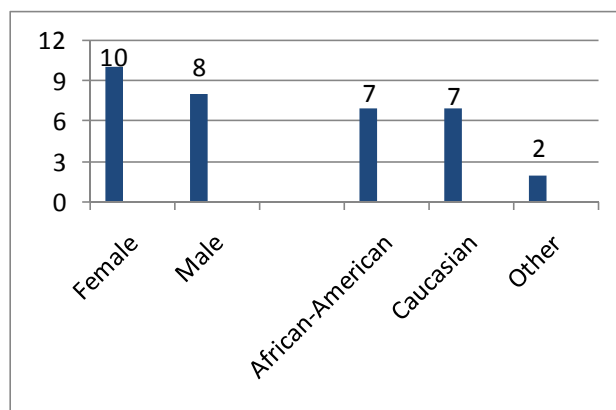
Table 5. General Thoughts

	Disagree	Neither Disagree nor Agree	Agree
The complaint process is biased against citizens like me.	6	5	7
Filing complaints can make a difference as to how MFD and MPD are run.	7	5	6
The FPC did a good job of investigating my complaint.	11	3	3
The FPC holds the employees of MFD and MPD accountable for their actions.	14	3	1
In general, MFD is doing a good job.	3	6	9
In general, MPD is doing a good job.	8	3	6

Demographics

Ten respondents (55.6%) were female, and eight respondents (44.4%) were male (see Chart 12). Seven complainants (43.8%) indicated they were African-American or Caucasian, and one complainant (6.3%) was Native American or of mixed race. Five respondents (27.8%) indicated they had some college or an advanced degree, four respondents (22.23%) indicated they had a college degree, three respondents (16.7%) had a high school diploma or GED, and one respondent (5.6%) had some high school education.

Chart 12. Respondent Demographics



Ages of respondents ranged from 23 years old to 67 years old, with a mean and mode of 47 years old. Eight respondents (47.1%) reported an annual income of less than \$25,000 a year or \$25,001 to \$75,000 a year, while one respondent (5.8%) reported an annual income of more than \$75,001 a year. For a majority of respondents (10 respondents, 55.6%), this was their first complaint filed with the FPC.

Discussion

Due to the low response rate, results must be interpreted with caution as valid inferences can not be reasonably drawn from a small data set. Without performing additional in-depth follow-up, it is difficult to determine the degree to which the 18 responding complainants differ from the 33 non-responding complainants. Small sample sizes, like the one seen here, make it extremely difficult to determine if there are actual differences in the data, and it also increases the chances that differences will be missed entirely.

Survey respondents, as a whole, differ slightly from formal complainants. The average age of formal complainants, 43 years old, is slightly younger than survey respondents, 47 years old.

While gender breakdowns were very similar (52.3% female complainants vs 55.6% female respondents and 47.7% male complainants vs 44.4% male respondents), race breakdowns varied.

Individuals that identified themselves as African-American responded at a rate lower than their representation as formal complainants, while individuals that identified themselves as Caucasian responded at a rate higher than their representation as formal complainants. While 63.6% of formal complainants were African-American and 28.6% were Caucasian, 43.8% of survey respondents identified themselves as African-American and 43.8% identified as Caucasian.

The majority of survey respondents indicated that their complaints were concerned with discourtesy (25.9%), department services (22.2%), or disparate treatment (22.2%). In terms of formal complaints, use of force (36.1%) was the most common allegation, followed by department services (23.2%) and discourtesy (20.4%).

It is not surprising that the majority of survey respondents indicated dissatisfaction or disagreement with the citizen complaint process. Many respondents and complainants request or expect an outcome that can not be performed by the FPC or is outside the legal jurisdiction of the FPC. Therefore, the complainant or respondent would not be satisfied with the final outcome as it did not meet their expectations.

The Citizen Complaint Satisfaction Survey is one of the many methods utilized by the FPC to increase outreach and visibility in the community. The FPC will continue to survey complainants in the future and use the data gathered to update the citizen complaint process.

RESEARCH

The Research staff of the FPC analyzes data from the public safety departments; surveys citizen complainants; publishes research reports; designs the Annual Report, Mid-Year Report, and FPC brochures; and researches various public safety topics as necessary. Along with the Annual and Mid-Year Reports, the Research staff published three reports in 2010, each of which is excerpted below. The full text of each report is available on the FPC's webpage. For additional information, please contact Kristin Kappelman, Research and Policy Analyst, at (414) 286-5057 or kkappe@milwaukee.gov.

ANALYSIS OF USE OF FORCE INCIDENTS AGAINST A CANINE IN THE MILWAUKEE POLICE DEPARTMENT

This report was an analysis of all 46 use of force incidents against a canine by MPD employees in 2009. Firearms were utilized in 44 of the incidents, and ECDs were utilized in 2 incidents. A total of 46 canines died, 4 suffered major injuries, 3 suffered minor injuries, and 2 were uninjured during the use of force incidents. In the two incidents where ECDs were utilized, the ECD was cycled through once, and the dog stopped its attack.

In summary, a use of force incident in 2009 involving a canine most commonly would have:

- ⇒ Occurred in Police District 7 or Aldermanic District 15;
- ⇒ Been outside and in daylight;
- ⇒ Stemmed from a loose dog complaint;
- ⇒ Involved a dog that is not under an owner's control;
- ⇒ Involved one MPD employee, who was a white, male Police Officer, on-duty and in uniform, with an average of nine years of service and age of 37 years old, utilizing a firearm; and
- ⇒ Included one canine, a Pit bull that sustained fatal injuries.

The report served only as an analysis of the data and did not attempt to address any concerns with regards to policy, procedures, or training. The data presented in the report will be used to conduct future analysis on use of force incidents involving a canine, and will be used to assess the policies, procedures, and training of MPD.

AN ANALYSIS OF VEHICLE PURSUITS IN THE MILWAUKEE POLICE DEPARTMENT, 2002 TO 2009

Police pursuit driving presents a challenging dilemma for law enforcement: the ability to apprehend a suspect fleeing from the scene must be weighed against the possibility of endangering the lives of the general public, the suspect, and the officer. This report presented an analysis of all electronic vehicle pursuit data available from MPD and served as a baseline to determine the frequency and circumstances surrounding vehicle pursuits.

MPD officers initiated 1,688 vehicle pursuits between 2002 and 2009. Maximum speeds reached during pursuits ranged from 35 miles per hour to over 75 miles per hour and covered a range of distance from one quarter of a mile to over five miles. The average length of a pursuit was four minutes, and the pursuit was initiated because of a traffic violation. Between 2007 and 2009, 44 percent of pursuits resulted in an accident, with 4.4% of officers reporting injuries and 124 suspects reporting injuries. Suspects were apprehended in 92% of pursuits.

ANALYSIS OF MARCH 26, 2010 MPD VEHICLE PURSUIT POLICY REVISION

On March 26, 2010, MPD revised its vehicle pursuit policy in order to address concerns related to citizen and officer safety by requiring an officer to have probable cause, instead of reasonable suspicion, that a violent felony has occurred or is about to occur. Data was collected from March 26, 2009 to September 26, 2009, and from March 26, 2010 and September 26, 2010, in order to show the effects, if any, that the policy revision had on pursuits conducted by MPD.

The number of pursuits decreased by 35 (44.9%), from 78 pursuits to 43 pursuits. The average amount of time spent on a pursuit decreased from 4 minutes to 2 minutes, and the average maximum speed decreased from 58 miles per hour to 47 miles per hour. Vehicle pursuits that involved an accident decreased by 13, from 25 to 12, and suspect and officer injuries also decreased. Taking into consideration the variables that can be used to determine safety, the revision to the policy has been successful.

ANALYSIS OF 2010 USE OF FORCE INCIDENTS

Dr. Steven Brandl, Chair of the Criminal Justice Department at the University of Wisconsin-Milwaukee, partnered with the FPC to conduct analyses of MPD's use of force incidents. According to the FPC's Use of Force Strategy Statement, the FPC will oversee and monitor use of force by MPD officers. This report, a follow-up to the report issued in 2009, continues to serve as a baseline in order to conduct a comprehensive review of use of force policies, procedures, and reporting practices.

AN ANALYSIS OF 2010 USE OF FORCE INCIDENTS IN THE MILWAUKEE POLICE DEPARTMENT

This report²⁴ is part of a continuing effort to better understand use of force incidents in the Milwaukee Police Department. Based on an analysis of the 511 incidents that occurred between January 1, 2010 and December 31, 2010, the following summary statements can be made:

- ⇒ There was an average of 1.40 use of force incidents per day in 2010.
- ⇒ There were 86.8 arrests for every one arrest that involved the use of force.
- ⇒ Approximately 1.15% of arrests involved the use of force.
- ⇒ There were 3,845 traffic stops for each traffic stop that involved the use of force.
- ⇒ Approximately .03% of traffic stops involved the use of force.
- ⇒ There were 755 subject stops for each subject stop that involved force.
- ⇒ Approximately .13% of subject stops involved the use of force.
- ⇒ Approximately 21% of MPD sworn officers were involved in at least one use of force incident in 2010.
- ⇒ There was one incident of force for every 1,164 persons in Milwaukee in 2010.
- ⇒ The largest proportion of use of force incidents in 2010 occurred in Police District 7 (31.3%) and in Aldermanic District 6 (10.4%).
- ⇒ There was substantial variation across police districts in the number of arrests for each use of force arrest, in the number of residents for each use of force incident, and in the number of use of force incidents per 1,000 police-citizen contacts. In spite of this variation, use of force was a rare event in all districts.

24. See Appendix 3 for the complete report.

- ⇒ The 511 use of force incidents involved 408 officers. Approximately 62% of these officers were involved in just one incident; approximately 9% of the officers were involved in three or more incidents.
- ⇒ The most common type of force was bodily force only (35.4%) followed by ECD only (17.8%) and chemical agent only (16.2%).
- ⇒ Forty-six incidents (9%) involved a firearm; in 34 of these incidents (73.9%) the firearm was used to shoot a dog(s).
- ⇒ Of the 511 use of force incidents, in 22 a complaint was filed. Complaints were more likely to be filed when a person was involved, more than one officer was involved, where bodily force was used, when the subject sustained major or fatal injuries, and when the incident resulted from a traffic stop or an arrest.
- ⇒ Approximately 7% of incidents (35 of 511) involved force being used against one or more dogs. Most of the dogs were Pit Bulls and the largest proportion of incidents were related to a call for service.

Based on the analyses conducted here, the typical use of force incident:

- ⇒ Involved one uniformed police officer and one subject. The officer was a white male, 35 years old, with nine years of service. The officer was not injured as a result of the incident. The subject was a Black male with a previous record. The subject was not armed with a weapon. The subject resisted arrest and sustained “minor” injuries as a result of the incident.
- ⇒ The incident most likely involved the officer using “bodily force only” against the subject. The incident related to a call for service/investigation and occurred on the street/sidewalk at night. The incident did not result in a complaint being filed with the FPC or MPD.

MILWAUKEE HOMICIDE REVIEW COMMISSION

The Milwaukee Homicide Review Commission (MHRC) was established in January 2005 as a central component to the City of Milwaukee's violence prevention efforts. Using public health and criminal justice approaches, it was designed to:

1. Gain a better understanding of homicide through strategic problem analysis;
2. Develop innovative and effective responses and prevention strategies; and
3. Help focus available prevention and intervention resources.

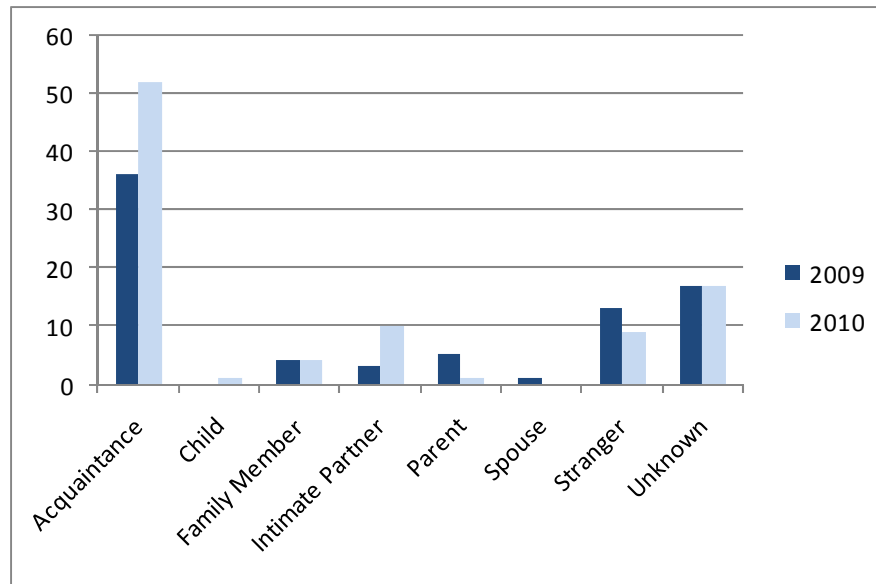
The MHRC provides a unique forum for addressing violence in the City of Milwaukee. It strives to reduce homicide and non-fatal shootings through a multi-level, multi-disciplinary, and multi-agency homicide review process. The MHRC is comprised of law enforcement, criminal justice professionals, community service providers, public officials, and residents who meet regularly to exchange information regarding the City of Milwaukee's homicides and identify methods of prevention from both public health and criminal justice perspectives. FPC Executive Director Michael Tobin is a member of the MHRC Executive Board. The MHRC makes recommendations based on trends identified through the case review process, ranging from micro-level law enforcement strategies and tactics to macro-level police change.

2010 HOMICIDES AND NONFATAL SHOOTINGS

- ⇒ From 2009 to 2010, homicides increased 31%, from 72 to 94, while non-fatal shootings decreased 9%.
- ⇒ Since 2005, black, male homicide victims have consistently made up the majority of all homicide victims. However, the number of female victims increased 23% from 2009 to 2010.
- ⇒ The ages of homicide victims ranged from 3 years old to 87 years old, with a mean of 28 years old. For non-fatal shootings, ages ranged from less than one year old to 64 years old, with an average age of 23.
- ⇒ In 2010, 88% of all homicide victims had a criminal history, and 93% of homicide suspects also had criminal histories.
- ⇒ Eighty-two percent of homicides occurred in lower socioeconomic status (SES) neighborhoods, and 85% of non-fatal shootings occurred in lower SES neighborhoods.

- ⇒ Domestic violence²⁵-related homicides increased 33%, while domestic violence non-fatal shooting incidents have steadily increased since 2005. Intimate partner violence²⁶ was the most common form of domestic violence homicide.
- ⇒ Acquaintance was the most common form of relationship between the homicide victim and suspect (see chart 13).

Chart 13. Suspect Relationship to Homicide Victim



- ⇒ February and July, with 12 homicides each, had the most number of homicides, while May and June, with 43 non-fatal shootings each, had the most number of shootings.
- ⇒ Argument/Fight was the most common circumstance or factor resulting in a homicide, with 41 homicides, followed by robbery (25 homicides) and domestic violence (20 homicides). Argument/Fight was also the most common circumstance for a non-fatal shooting, with 148 shootings, followed by robbery (128 shootings).
- ⇒ Firearms accounted for the majority of homicide weapons (68 homicides, 72%), followed by bodily force (8 homicides, 9%) and knife/edged weapon (8 homicides, 9%).
- ⇒ By October 2010, the number of homicides had surpassed the 2009 annual total.

25. Domestic violence is defined as an act of physical aggression against another person.

26. Intimate partner violence is defined as physical aggression among persons that are married or in a domestic or intimate relationship.

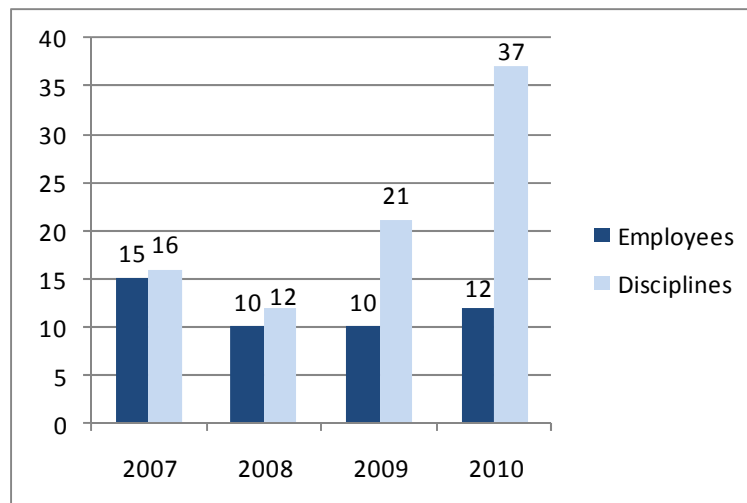
DISCIPLINES

When a sworn or non-sworn employee of MFD or MPD violates a rule, policy, or procedure of the department, the employee may be disciplined. When a violation is sustained, employees may be suspended from the department, discharged from employment, demoted, reprimanded, receive remedial training, or receive written or verbal counseling.

MILWAUKEE FIRE DEPARTMENT

A total of 12 MFD employees were disciplined for 37 rule violations in 2010²⁷ (see Chart 14). The number of employees disciplined increased between 2009 and 2010 by 2, and the number of rule violations increased by 16.

Chart 14. MFD Disciplines



The most common rule violations were:

- ⇒ 8 violations of rule 24.2: General Conduct;
- ⇒ 5 violations of rule 27.1: Charges;
- ⇒ 3 violations of rule 24.1: Rules, Orders, Laws, Ordinances, Etc.; and
- ⇒ 3 violations of rule 26.3: Absence from Duty.

27. Employees of MFD may violate more than one rule during a given incident.

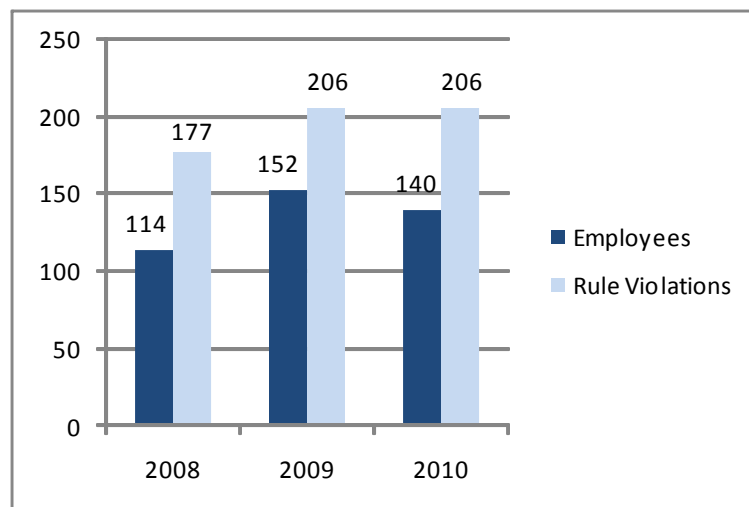
Eight employees (66.7%) received a 1-day suspension, two employees (16.6%) were terminated, 1 employee (8.3%) received a 20-day suspension, and 1 employee (8.3%) received a 2-day suspension.

Of the 12 employees disciplined in 2010, 12 employees were male (100.0%). Seven employees (70.0%) were white, and three employees (30%) were black²⁸. Six employees (50.0%) were at the rank of Firefighter, three employees (25.0%) were at the rank of Heavy Equipment Operator, two employees (16.7%) were at the rank of Lieutenant, and one employee (8.3%) was at the rank of Paramedic-Firefighter Lieutenant. Time of service for the disciplined employees ranged from two months to 31 years, with an average of 16 years of service.

MILWAUKEE POLICE DEPARTMENT

A total of 140 MPD employees were disciplined for 206 rule violations in 2010²⁹ (see Chart 15). The number of employees disciplined decreased by 12 employees between 2009 and 2010, while the number of rule violations remained the same.

Chart 15. MPD Disciplines



28. Note: 2 missing cases.

29. Employees of MPD may violate more than one rule during a given incident.

The most common rule violations were:

- ⇒ 35 violations of rule 2/030.00: Employees will obey all orders emanating from a higher-ranked employee;
- ⇒ 21 violations of rule 2/115.00: Employees will investigate crimes and communicate any facts related to these crimes to the commanding officer;
- ⇒ 14 violations of rule 2/060.00: Employees will be courteous and civil toward the public;
- ⇒ 7 violations of rule 2/015.00: Employees will obey all rules, regulations, laws, and ordinances governing the state of Wisconsin and preserve the public peace; and
- ⇒ 7 violations of rule 340.40: Failure to properly secure a crime scene.

Thirty-one employees received a reprimand at the district level, 25 received an official reprimand, 11 employees received policy training, 11 employees were discharged, five employees were demoted, three were terminated, and 102 employees received suspensions. These suspensions ranged from 1-day to 30-days, with a mean of 6.5 days, a median of 5 days, and a mode of 5 days.

Of the 140 MPD employees disciplined in 2010, 96 employees (68.6%) were male, and 44 employees (31.4%) were female. Seventy-one employees (50.7%) were white, 51 employees (36.4%) were black, 14 employees (10.0%) were Hispanic, 2 employees (1.4%) were Asian, and 2 employees (1.4%) were American-Indian. Of the 140 disciplined employees, 93 employees (66.4%) were at the rank of Police Officer, 20 employees (14.3%) were at the rank of Police Sergeant, 11 employees (7.8%) were Office Assistants, and the remaining 16 employees (11.4%) were at other ranks (e.g., Detective, Telecommunicator, Dispatcher, etc.).

Employee age ranged from 20 years old to 58 years old, with a mean of 40 years old, a median of 41 years old, and a mode of 35 years old. Years in service ranged from 1 year to 33 years of service, with a mean of 12 years of service, a median of 11 years of service, and a mode of 15 years of service.

DISCIPLINE APPEALS PROCESS

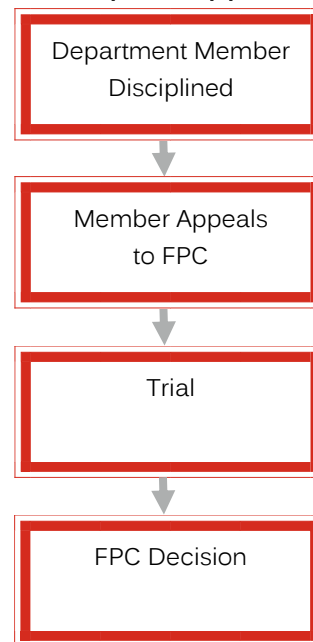
An important oversight function of the FPC is to review employee disciplines issued by the Fire Chief and the Chief of Police. MPD members who are discharged, demoted, or suspended for more than 5 working days by the Chief of Police, and MFD members who are discharged, demoted, or suspended for more than 5 eight-hour working days or 2 twenty-four

hour working days by the Fire Chief may appeal their discipline to the FPC citizen board. The board may sustain, overturn, or modify a Chief's disciplinary decision.

A quasi-judicial hearing is held by a panel of 3 or more FPC citizen board members, who serve as the decision-makers, and a hearing examiner, who acts as the presiding officer. Evidence is introduced, witnesses testify, and the hearing is recorded by a court reporter. The Department Chief has the burden of showing "just cause", which is the evidence required to discipline the department member for the alleged rule violation. The standard of proof used is a "preponderance of evidence", in which the alleged rule violation is more likely to have occurred than not occur. The panel determines whether enough evidence exists to find that a department rule was violated. If the charges are sustained by a preponderance of the evidence, the citizen board members next consider the nature of the offense and the member's record of service with the Department to determine an appropriate discipline (see Chart 16).

A total of 14 disciplinary appeals were filed with the FPC in 2010 (see Table 6). Six of the appeals were withdrawn before going to trial, one appeal went to trial, and seven are pending. Appeals may also carry over from previous years. In 2010, one appeal from 2007 was withdrawn³⁰, one appeal from 2009 was withdrawn, one appeal from 2009 went to trial, and one appeal from 2009 was dismissed as the member resigned.

Chart 16. Discipline Appeals Process



30. The member was on military leave and upon his return, the appeal was withdrawn.

Table 6. 2010 Discipline Appeals

	Date of Incident	Date Appeal Filed	Hearing Date	Department	Rule Violation	Original Discipline	Final Outcome
Appeal 2007-01 ³¹	06/02/2007	09/17/2007	--	MPD	2/130.00	5-day suspension	5-day suspension
					2/110.00	2-day suspension	2-day suspension
Appeal 2009-09	04/30/2009	05/05/2009	--	MPD	2/015.00	Member discharged	Member resigned with charges pending
					2/015.00	Member discharged	Member resigned with charges pending
					2/015.00	Official reprimand	Member resigned with charges pending
					2/11.00-2/11.00	Official reprimand	Member resigned with charges pending
Appeal 2009-14 ³¹	03/11/2009	10/27/2009	--	MPD	2/010.00	3-day suspension	3-day suspension
					030.00	5-day suspension	5-day suspension
					2/105.00	2-day suspension	Charge dismissed

31. The appeal was withdrawn prior to trial.

	Date of Incident	Date Appeal Filed	Hearing Date	Department	Rule Violation	Original Discipline	Final Outcome
Appeal 2009-15	09/09/2009	10/26/2009	05/12/2010	MFD	24.1	Member terminated	Member terminated
					24.2	Member terminated	Member terminated
					26.6	Member terminated	Member terminated
					27.2	Member terminated	Member terminated
Appeal 2009-16	06/07/2009	12/18/2009	04/14/2010	MPD	2/500.25	30-day suspension	30-day suspension
					2/500.55	Member discharged	Member discharged
Appeal 2010-01 ³¹	02/16/2009	01/06/2010	--	MPD	2/060.00	20-day suspension	10-day suspension (10 days in abeyance)
					2/065.00	10-day suspension	10-day suspension
Appeal 2010-02	10/24/2009	02/25/2010	10/27/2010	MPD	2.19.25	Demotion	Demotion
					680.05	5-day suspension	5-day suspension
					500.55	30-day suspension	30-day suspension
					105.00	Member discharged	Member Discharged

31. The appeal was withdrawn prior to trial.

	Date of Incident	Date Appeal Filed	Hearing Date	Department	Rule Violation	Original Discipline	Final Outcome
Appeal 2010-03	10/21/2010	10/21/2010	Pending	MPD	020.00	Member discharged	
					010.50(D)	10-day suspension	
					010.45(D) 3	5-day suspension	
					015.00	Member discharged	
					010.110 (4)	3-day suspension	
					105.00	Member discharged	
					010.50(A)	30-day suspension	
					045.00	5-day suspension	
					010.110 (1)	Member discharged	
					010.110 (1)	Member discharged	
Appeal 2010-04 ³¹	03/05/2010	04/09/2010	--	MPD	2/015.00- 346.63(1) (A)	30-day suspension	30-day suspension
					2/500.30	5-day suspension	5-day suspension
					2/095.00	5-day suspension	5-day suspension

31. The appeal was withdrawn prior to trial.

	Date of Incident	Date Appeal Filed	Hearing Date	Department	Rule Violation	Original Discipline	Final Outcome
Appeal 2010-05	12/09/2009	06/17/2010	Pending	MPD	380.00	Demotion	
					010.00	Official reprimand	Official reprimand
					030.00	Demotion	
Appeal 2010-06	07/30/2009	07/13/2010	Pending	MPD	030.00	8-day suspension	
Appeal 2010-07	06/30/2009	08/11/2010	Pending	MPD	030.00	11-day suspension	
Appeal 2010-08 ³¹	08/10/2010	08/11/2010	--	MFD	24.1	Member discharged	Member discharged
					24.2	Member discharged	Member discharged
					27.1 #4	Member discharged	Member discharged
					27.2 #1, 5, 6	Member discharged	Member discharged
					NN #2006 -06	Member discharged	Member discharged
Appeal 2010-09	06/30/2009	09/22/2010	Pending	MPD	030.00	8-day suspension	
Appeal 2010-10 ³¹	03/18/2010	10/18/2010	--	MPD	015.00	30-day suspension	30-day suspension
Appeal 2010-11 ³¹	07/25/2010	11/10/2010	--	MPD	115.00	10-day suspension	10-day suspension
					115.00	5-day suspension	5-day suspension

31. The appeal was withdrawn prior to trial.

	Date of Incident	Date Appeal Filed	Hearing Date	Department	Rule Violation	Original Discipline	Final Outcome
Appeal 2010-12 ³¹	07/25/2010	11/10/2010	--	MPD	115.00	10-day suspension	10-day suspension
					115.00	5-day suspension	5-day suspension
Appeal 2010-13	05/21/2010	11/24/2010	Pending	MPD	015.00	10-day suspension	
Appeal 2010-14	07/16/2010	12/06/2010	Pending	MPD	380.00	Member discharged	
					105.00	Member discharged	
					105.00	Member discharged	

.....
31. The appeal was withdrawn prior to trial.

OFFICE OF EMERGENCY MANAGEMENT AND HOMELAND SECURITY

In an effort to link public safety services under a single agency, OEMHS merged with the FPC on January 1, 2010. The mission of OEMHS is to create a multi-jurisdictional, multi-disciplinary network of government agencies and community stakeholders in order to prevent, prepare for, respond to, and recover from major disruptive events in Southeastern Wisconsin.

OEMHS operations are supported almost entirely by federal grant-funding rather than City of Milwaukee tax levy funds, and OEMHS is responsible for coordinating emergency planning, disaster preparedness, and response training for the City of Milwaukee and its partners in the adjoining five county region (Milwaukee, Ozaukee, Racine, Washington, and Waukesha counties), known as the Milwaukee Urban Area Security Initiative (UASI). UASI evaluates the needs of all regional partners and jurisdictions, prioritizes those needs, and accesses available funding for initiatives and projects throughout the region. OEMHS, with stakeholders from all five UASI counties, drafted and adopted a formal UASI charter in 2010 that established a process for regional prioritization and decision-making regarding UASI funding and security objectives.

OEMHS initiated and coordinated data collection in response to the massive flooding that occurred in the City of Milwaukee in July 2010. Working with a broad section of government, private sector, and non-profit volunteer groups, OEMHS met the needs of individuals most in need of flood recovery assistance, without cost to these individuals and/or businesses, by securing more than \$40,000,000 in federal disaster assistance.

The staff of OEMHS includes:

- ⇒ Steven Fronk, Director;
- ⇒ Kurt Drezek, Law Enforcement Program Manager;
- ⇒ James Ley, Fire Services Program Manager;
- ⇒ Desiree Matel-Anderson, Fiscal Compliance and Grant Monitor; and
- ⇒ Gene Oldenburg, Interoperable Communications Coordinator.

APPOINTMENTS, PROMOTIONS, AND SEPARATIONS

The FPC is a unique citizen oversight agency because it has the additional responsibility of performing the traditional civil service function of conducting examinations for initial appointments and promotions to positions in MFD and MPD. Since 1885, no person has been appointed or promoted to any position in either MFD or MPD without FPC approval, and the FPC has a long-standing commitment to ensure the public safety workforce is representative of the Milwaukee community.

Following FPC standards, the City of Milwaukee's Department of Employee Relations (DER) administered: written, physical ability, and oral tests; background investigations; and medical, drug, and psychological screenings for new applicant appointments. Firefighters and Police Officers are hired at varying intervals for training classes, while other positions are filled as vacancies occur. When the position of Chief becomes vacant in either public safety department, the FPC determines qualifications, solicits applications, and appoints the new Chief. Chiefs are hired for four-year terms, renewable at the FPC's discretion. Under the FPC's supervision, DER conducted 14 different examinations in 2010 for positions in MFD and MPD.

MFD EXAMINATIONS

Three examinations were conducted for MFD in 2010 (see Table 7). Fire Education Specialist was an entry-level non-sworn position, while Heavy Equipment Operator and Fire Captain were promotional examinations. Using the eligible list from 2009, one recruit class of 35 started Firefighter training in July 2010.

Table 7. MFD Examinations

	Applied	Passed Written	Passed Oral	Eligible List
Fire Education Specialist ³²	47	--	--	--
Heavy Equipment Operator	30	24	19 ³³	19
Fire Captain	70	--	65 ³⁴	TBD

32. The Fire Education Specialist position was reverted back to a Firefighter position.

33. Heavy Equipment Operator did not have an oral component, but a performance component.

34. Fire Captain did not have an oral component, but an assessment component.

MFD APPOINTMENTS AND PROMOTIONS

After an exhaustive nation-wide search, Mark Rohlfing was appointed as the new Fire Chief for MFD on May 3, 2010. Chief Rohlfing has been in the fire service for 27 years and previously served as Chief for the Rapid City (South Dakota) Fire Department.

A total of 36 individuals were appointed to sworn positions with MFD in 2010. They included:

- ⇒ 1 appointment to Fire Chief; and
- ⇒ 35 appointments to Firefighter.

Eight individuals were appointed to non-sworn positions with MFD in 2010. They included:

- ⇒ 5 appointments to Fire Equipment Dispatcher;
- ⇒ 2 appointments to Fire Equipment Mechanic; and
- ⇒ 1 appointment to Fire Technical Services Manager.

A total of 43 individuals were promoted to sworn positions with MFD in 2010. They included:

- ⇒ 1 promotion to Administrative Captain, EMS;
- ⇒ 3 promotions to Battalion Chief;
- ⇒ 5 promotions to Fire Captain;
- ⇒ 19 promotions to Fire Lieutenant; and
- ⇒ 15 promotions to Heavy Equipment Operator.

Four individuals were promoted to non-sworn positions with MFD in 2010. They included:

- ⇒ 2 promotions to Fire Equipment Repairs Supervisor;
- ⇒ 1 promotion to Office Coordinator II; and
- ⇒ 1 promotion to Fire Dispatch Supervisor.

MFD SEPARATIONS

A total of 50 sworn employees separated from MFD in 2010. Thirty-three sworn employees retired, ten took duty disability retirement, five resigned, one was discharged, and one was terminated. Sworn separations included the following:

- ⇒ 2 Administrative Captains-EMS retired;
- ⇒ 1 Assistant Fire Chief retired;
- ⇒ 1 Battalion Chief took duty disability retirement and 1 Battalion Chief retired;
- ⇒ 1 Deputy Chief retired;
- ⇒ 3 Fire Captains retired;
- ⇒ 2 Fire Lieutenants took duty disability retirement and 2 Fire Lieutenants retired;
- ⇒ 10 Firefighters retired, 5 Firefighters resigned, 5 Firefighters took duty disability retirement, 1 Firefighter was terminated during probation, and 1 Firefighter was discharged;
- ⇒ 12 Heavy Equipment Operators retired and 1 Heavy Equipment Operator took duty disability retirement; and
- ⇒ 1 Paramedic Field Lieutenant retired and 1 Paramedic Field Lieutenant took duty disability retirement.

A total of 14 non-sworn employees separated from MFD in 2010. Seven employees retired, five resigned, one employee died (off-duty), and one employee was laid off. Non-sworn separations included the following:

- ⇒ 1 Accounting Assistant II retired;
- ⇒ 1 Fire Dispatch Supervisor resigned;
- ⇒ 4 Fire Equipment Dispatchers resigned, 1 Fire Equipment Dispatcher retired, and 1 Fire Equipment Dispatcher died;
- ⇒ 2 Fire Equipment Repairers retired;
- ⇒ 1 Fire Equipment Repairs Manager retired;
- ⇒ 1 Fire Public Relations Manager was laid off;
- ⇒ 1 Fire Stores Clerk retired, and
- ⇒ 1 Office Coordinator retired.

MPD EXAMINATIONS

Eleven examinations were conducted for MPD in 2010 (see Table 8). Police Telecommunicator Seasonal, Crime Analyst, Police Dispatcher, Accountant I, Police Buildings and Fleet Manager, Police Telecommunicator Regular, Communications Systems Manager, Police Officer, and Police Aide were all entry-level examinations. Utilizing an eligible list from 2007, one recruit class of 48 officers began Police Officer recruit training in July 2010.

Table 8. MPD Examinations

	Applied	Passed Written	Passed Oral	Eligible List
Police Telecommunicator Seasonal (2/10)	350	40	13	13
Crime Analyst	98	TBD	TBD	TBD
Accountant I	78	26	--	25
Police Buildings & Fleet Manager	34	--	8	8
Telecommunications Supervisor	11	TBD	TBD	TBD
Police Dispatcher	599	TBD	TBD	TBD
Police Telecommunicator Regular	539	TBD	TBD	TBD
Police Telecommunicator Seasonal	76	TBD	TBD	TBD
Communication Systems Manager	18	TBD	TBD	TBD
Police Officer	3,691	2,217	176 ³⁵	TBD
Police Aide (10/10)	804	TBD	TBD	TBD
Police Aide ³⁶ (12/09)	860	240	71	240 ³⁷

35. After the written test, the top 300 candidates were invited to continue with the other testing components for Police Officer. As vacancies occur, additional testing may take place with candidates who passed the written exam but did not make the top 300.

36. The examination process for one Police Aide class began in December 2009, but continued into 2010.

37. The eligible list was set prior to the oral component. A candidate must pass all components to be hired, even if a candidate remains on the eligible list.

MPD APPOINTMENTS AND PROMOTIONS

A total of 48 individuals were appointed to sworn positions with MPD in 2010. They included:

⇒ 48 appointments to Police Officer.

A total of 69 individuals were appointed to non-sworn positions with MPD in 2010. They included:

- ⇒ 1 appointment to Chief of Staff;
- ⇒ 1 appointment to Crime Analyst;
- ⇒ 1 appointment to Custodial Worker II;
- ⇒ 1 appointment to Garage Attendant;
- ⇒ 2 appointments to Helpdesk Specialist II;
- ⇒ 1 appointment to Microfilm Technician;
- ⇒ 11 appointments to Office Assistant I;
- ⇒ 30 appointments to Police Aide;
- ⇒ 3 appointments to Police Dispatcher;
- ⇒ 1 appointment to Police Services Specialist;
- ⇒ 3 appointments to Police Services Specialist-Investigator;
- ⇒ 5 appointments to Police Telecommunicator, Regular;
- ⇒ 8 appointments to Police Telecommunicator, Seasonal; and
- ⇒ 1 appointment to Office Assistant II.

A total of 31 individuals were promoted to sworn positions with MPD in 2010. They included:

- ⇒ 1 promotion to Assistant Chief of Police;
- ⇒ 5 promotions to Captain of Police;
- ⇒ 2 promotions to Identification Technician;
- ⇒ 1 promotion to Inspector of Police;
- ⇒ 1 promotion to Latent Print Examiner;
- ⇒ 8 promotions to Police Lieutenant; and
- ⇒ 13 promotions to Police Sergeant.

A total of 30 individuals were promoted to non-sworn positions within MPD in 2010. They included:

- ⇒ 1 promotion to Accounting Assistant I;
- ⇒ 1 promotion to Accounting Assistant II;
- ⇒ 1 promotion to Administrative Assistant II;
- ⇒ 2 promotions to Building Services Supervisor II;
- ⇒ 1 promotion to Communications Systems Manager;
- ⇒ 2 promotions to Lead Police Telecommunicator;
- ⇒ 1 promotion to Network Coordinator-Senior;
- ⇒ 4 promotions to Office Assistant II;
- ⇒ 7 promotions to Office Assistant III;
- ⇒ 1 promotion to Personnel Payroll Assistant I;
- ⇒ 1 promotion to Personnel Payroll Assistant II;
- ⇒ 1 promotion to Personnel Payroll Assistant III;
- ⇒ 6 promotions to Police District Office Assistant; and
- ⇒ 1 promotion to Program Assistant II.

MPD SEPARATIONS

A total of 68 sworn employees separated from MPD in 2010. Forty-three retired, 13 resigned, seven took duty disability retirement, two sworn employees died (off-duty), two were discharged, and one transferred. Sworn separations included the following:

- ⇒ 1 Assistant Chief of Police retired;
- ⇒ 1 Deputy Inspector of Police retired;
- ⇒ 1 Captain of Police retired;
- ⇒ 3 Police Lieutenants retired;
- ⇒ 1 Detective took duty disability retirement and 14 detectives retired;
- ⇒ 5 Police Sergeants retired, 2 Police Sergeants were discharged, and 1 Police Sergeant took duty disability retirement; and
- ⇒ 19 Police Officers retired, 12 Police Officers resigned, 5 Police Officers took duty disability retirement, 2 Police Officers died, and 1 Police Officer transferred to MFD.

A total of 42 non-sworn employees separated from MPD in 2010. Sixteen retired, 16 resigned, five transferred to other City departments, one died (off-duty), one was discharged,

one was laid off, one took duty disability retirement, and one was terminated. Non-sworn separations included the following:

- ⇒ 1 Accounting Assistant transferred to the Health Department;
- ⇒ 1 Administrative Assistant retired;
- ⇒ 1 Chief of Staff resigned;
- ⇒ 5 Custodial Workers retired and 1 Custodial Worker took duty disability retirement;
- ⇒ 1 Data Entry Operator was laid off;
- ⇒ 1 Electronic Technician transferred to MFD;
- ⇒ 1 Heating and Ventilating Mechanic transferred to the Department of Public Works;
- ⇒ 1 Lead Police Telecommunicator retired;
- ⇒ 1 Microfilm Technician retired;
- ⇒ 4 Office Assistants retired and 4 Office Assistants resigned;
- ⇒ 1 Personnel Payroll Assistant retired;
- ⇒ 2 Police Aides resigned and 1 Police Aide was terminated;
- ⇒ 1 Police Budget and Administration Manager retired;
- ⇒ 1 Police Buildings and Fleet Manager retired;
- ⇒ 5 Police Dispatchers resigned, 1 Police Dispatcher was discharged, and 1 Police Dispatcher retired;
- ⇒ 1 Police District Office Assistant resigned and 1 Police District Office Assistant transferred to the Health Department;
- ⇒ 1 Police Services Specialist-Investigator died and 1 Police Services Specialist-Investigator resigned;
- ⇒ 1 Police Telecommunicator resigned;
- ⇒ 1 Safety Specialist Senior transferred to the Department of Public Works; and
- ⇒ 1 Transcriptionist resigned.

PUBLIC SAFETY STATISTICAL REVIEW

MILWAUKEE FIRE DEPARTMENT

The Milwaukee Fire Department was established on January 1, 1875 as the primary fire suppression, prevention, rescue, and emergency medical service for the City of Milwaukee. MFD consists of 36 fire stations, 37 engines, 15 trucks, 12 paramedic units, and one fire boat. MFD has three special teams: Dive Rescue, Hazardous Materials, and Heavy Urban Rescue.

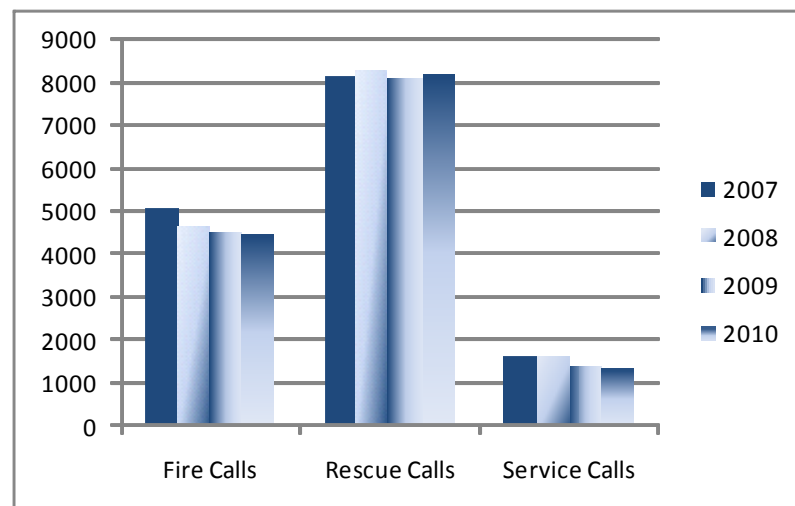
MFD is currently under the leadership of Fire Chief Mark Rohlfling, who was appointed by the FPC on May 3, 2010. MFD has categorized its operations into two distinct areas: Emergency Operations, which includes the core services of fire suppression and emergency medical services (EMS), and Fire Education, Training, and Support, which promotes safety activities in the community and supports core operations.



Fire Chief Mark Rohlfling.
Photo courtesy: Fire and Police Commission

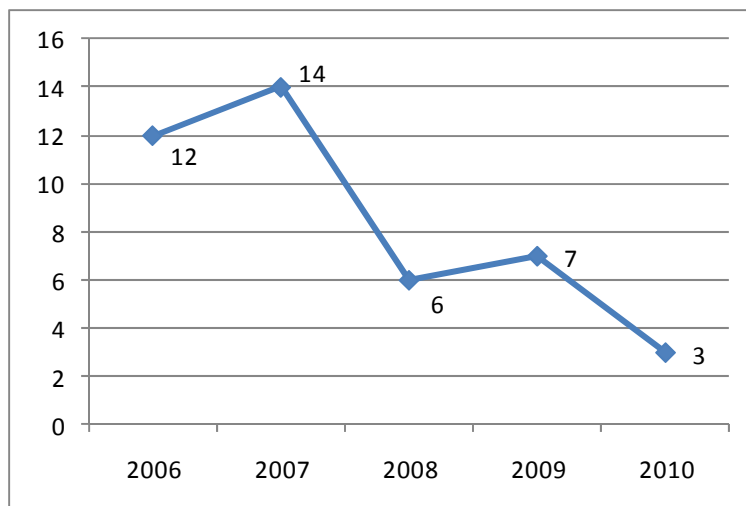
In 2010, MFD personnel made contact with 119,916 individuals concerning fire safety education and distributed 1,191 smoke detectors. MFD responded to 8,146 rescue calls, 4,395 fire calls, and 1,358 service calls (see Chart 17). Average response time for fire calls was 4 minutes, 53 seconds.

Chart 17. MFD Service Calls



MFD reported three civilian fire fatalities in 2010, the fewest number of deaths ever recorded in MFD history (see Chart 18). The number of civilian fire deaths dropped by four, from seven to three, a 57.1% decrease, between 2009 and 2010.

Chart 18. MFD Civilian Fire Deaths



MFD provides Advanced Life Support³⁸ (ALS) and Basic Life Support³⁹ (BLS) services for the City of Milwaukee. MFD responded to 26,087 ALS calls, with an average response time of 5 minutes, 9 seconds, and 27,542 BLS calls, with an average response time of 5 minutes, 20 seconds.

The ALS responses provided by MFD have had a positive impact on survival rates for penetrating trauma incidents (see Table 9). In 2009, 430 people suffered wounds from penetrating trauma, but in 2010, 386 people suffered similar wounds, representing a decrease of 10.2%. Of the 210 people who suffered gun shot wounds, 188 (89.5%) survived. Of the 176 people who suffered stabbing wounds, 174 (98.9%) survived.

38. ALS is defined as medical care for an individual that is pulse-less, non-breathing, or in imminent threat of death.

39. BLS is defined as medical care other than ALS. BLS medical care and transport is also provided by private ambulance services not represented in this report and governed by the City of Milwaukee Ambulance Service Board.

Table 9. Penetrating Trauma Incidents

	Gunshot Wounds			Stabbings			Total Patients
	Number Lived	Percent Lived	Number Died	Number Lived	Percent Lived	Number Died	
January	11	91.7%	1	11	100.0%	0	23
February	8	100.0%	0	15	93.8%	1	24
March	17	100.0%	0	11	100.0%	0	28
April	17	94.4%	1	19	100.0%	0	37
May	18	90.0%	2	11	91.7%	1	32
June	20	100.0%	0	15	100.0%	0	35
July	17	70.8%	7	23	100.0%	0	47
August	21	91.3%	2	22	100.0%	0	45
September	14	77.8%	4	10	100.0%	0	28
October	23	92.0%	2	12	100.0%	0	37
November	12	85.7%	2	13	100.0%	0	27
December	10	90.9%	1	12	100.0%	0	23
Total	188	89.5%	22	174	98.9%	2	386

MILWAUKEE POLICE DEPARTMENT

The Milwaukee Police Department was established on October 4, 1855 as the primary law enforcement entity for the City of Milwaukee. MPD is currently under the leadership of Chief of Police Edward Flynn, who was appointed by the FPC on January 7, 2008.



Chief of Police Edward Flynn. *Photo courtesy: Milwaukee Police Department*

MPD is divided into four distinct bureaus. The Professional Standards Bureau includes the Inspections Division, Training Division, Executive Protection Unit, License Investigation Unit, and

Professional Performance Division; the Administration Bureau includes Human Resources, Information Technology Division, and Records; the Neighborhood Policing Bureau includes the Neighborhood Task Force and the seven patrol districts; and the Criminal Investigation Bureau includes the Intelligence Fusion Center and the Sensitive Crimes, Organized Crime, and Violent Crimes Divisions.

MPD reported a 9.9% decrease in gun-related crimes between 2009 and 2010, from 4,047 crimes to 3,646 crimes. MPD conducted 192,605 traffic stops in 2010, a 34.2% increase from 2009, and 47,614 field interviews, a 74.6% increase from 2009. Sworn employees of MPD issued 101,200 traffic citations in 2010, an 11.6% decrease from 2009.

2010 marked the third straight year in which crimes reported to the Federal Bureau of Investigation's (FBI) Uniform Crime Reporting⁴⁰ (UCR) program decreased. Between 2009 and 2010, violent crime decreased by 7.1%, from 6,671 violent crimes in 2009 to 6,200 violent crimes in 2010 (see Table 10). While homicide increased by 30.6% between 2009 and 2010, rape decreased by 5.9%, robbery decreased by 9.6%, and aggravated assault decreased by 5.5%.

40. The UCR program, the methodology used to compare crime rates of major city police departments, uses two hierarchical categories to classify crime. Violent crime includes homicide, rape, robbery, and aggravated assault. Property crime includes burglary, theft, auto theft, and arson. Additional information on the UCR program can be found at the FBI's website, at <http://www.fbi.gov/ucr/ucr.htm>.

Property crime also experienced a decline between 2009 and 2010, from 35,300 property crimes in 2009 to 31,338 property crimes in 2010, a 11.2% decrease. Burglary decreased by 7.6%, theft decreased by 11.8%, auto theft decreased by 11.7%, and arson decreased by 32.3%.

Table 10. UCR Statistics

	2007	2008	2009	2010	'07-'10 Change	'08-'10 Change	'09-'10 Change
Homicide	105	71	72	94	-10.5%	32.4%	30.6%
Rape	236	204	205	193	-18.2%	-5.4%	-5.9%
Robbery	3,536	3,242	3,179	2,874	-18.7%	-11.4%	-9.6%
Aggravated Assault	4,186	3,879	3,215	3,039	-27.4%	-21.7%	-5.5%
Total Violent Crime	8,063	7,396	6,671	6,200	-23.1%	-16.2%	-7.1%
Burglary	6,220	6,354	6,581	6,082	-2.2%	-4.3%	-7.6%
Theft	24,408	23,821	23,485	20,709	-15.2%	-13.1%	-11.8%
Auto Theft	7,754	6,540	4,875	4,304	-44.5%	-34.2%	-11.7%
Arson	349	319	359	243	-30.4%	-23.8%	-32.3%
Total Property Crime	38,731	37,034	35,300	31,338	-19.1%	-15.4%	-11.2%
Grand Total	46,794	44,430	41,971	37,538	-19.8%	-15.5%	-10.6%

APPENDIX 1: RELEVANT WEBSITES

City of Milwaukee

⇒ <http://www.city.milwaukee.gov>

Milwaukee Fire and Police Commission

⇒ <http://www.milwaukee.gov/fpc>

Milwaukee Fire Department

⇒ <http://www.milwaukee.gov/fire>

Milwaukee Homicide Review Commission

⇒ <http://www.milwaukee.gov/hrc>

Milwaukee Police Department

⇒ <http://www.milwaukee.gov/police>

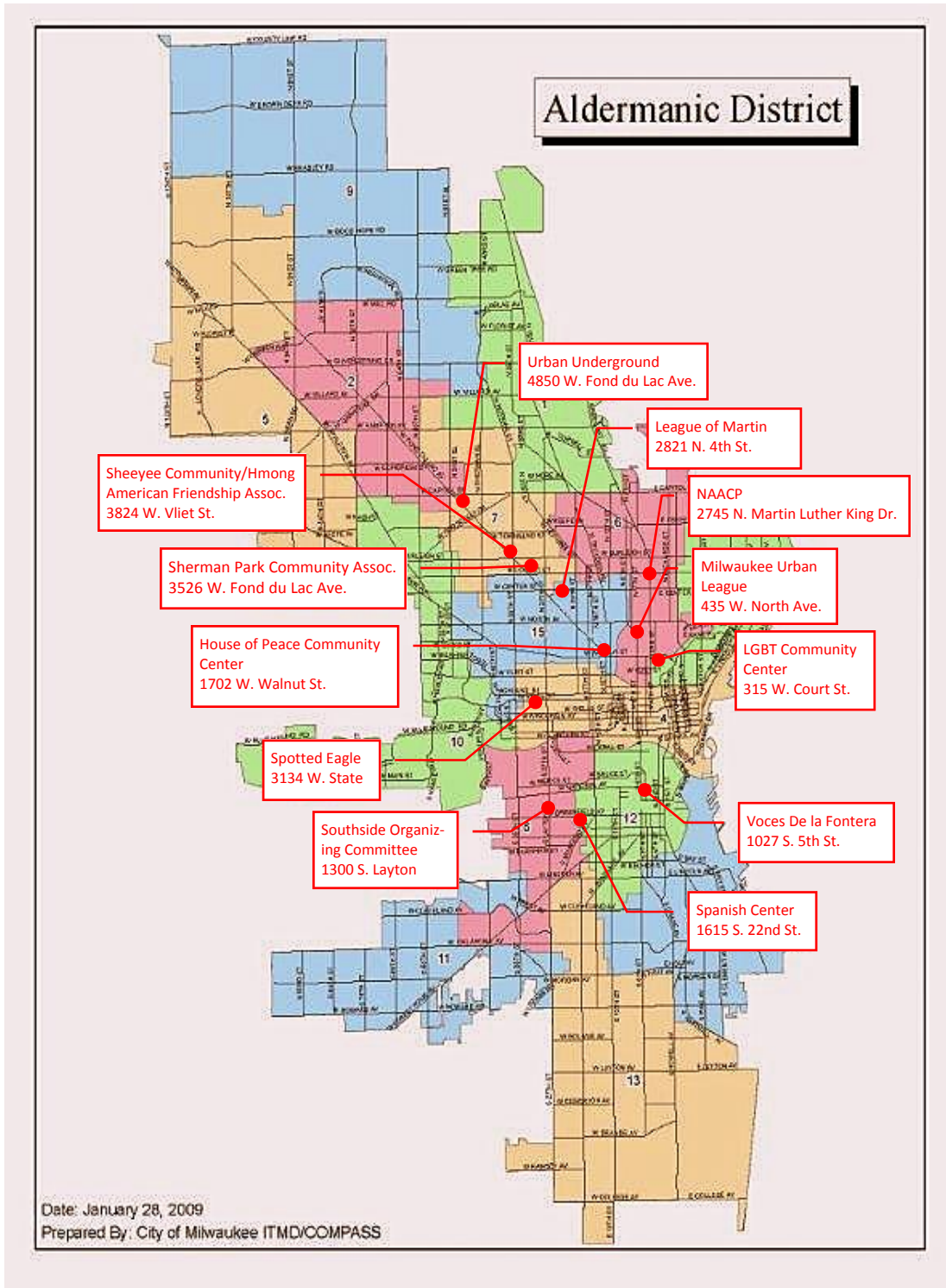
National Association for Civilian Oversight of Law Enforcement (NACOLE)

⇒ <http://www.nacole.org>

Office of Emergency Management and Homeland Security

⇒ <http://www.milwaukee.gov/officeofhomelandsecurity>

APPENDIX 2: FPC COMMUNITY PARTNER ORGANIZATIONS



APPENDIX 3: ANALYSIS OF 2010 USE OF FORCE INCIDENTS

AN ANALYSIS OF 2010 USE OF FORCE INCIDENTS IN THE MILWAUKEE POLICE DEPARTMENT



REPORT OF THE FIRE AND POLICE COMMISSION

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City Hall, Room 706A
Milwaukee, WI 53202
(414) 286-5000

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April 21, 2010

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Table of Contents

	page
Introduction.....	1
Frequency of Use of Force Incidents: Summary Baselines.....	2
Baseline 1: Use of Force by Day/Month.....	3
Baseline 2: Use of Force and Arrests.....	3
Baseline 3: Use of Force and Traffic Stops.....	5
Baseline 4: Use of Force and Field Interviews.....	5
Baseline 5: Officers Involved in Use of Force Incidents..	6
Baseline 6: Use of Force and City Population.....	6
Baseline 7: Use of Force and Geographic Location Of Incidents.....	7
Situational Characteristics of Use of Force Incidents.....	11
Characteristics of Officers and Subjects Involved In Use of Force Incidents.....	11
Type of Force Used by Officers.....	13
Citizen Complaints Resulting From Use of Force Incidents.....	14
Other Characteristics of Use of Force Incidents.....	15
Force Used Against Dogs.....	16
Data Recommendations.....	17
Summary.....	19

Introduction

The purpose of this study is to provide an analysis of use of force incidents recorded by the Milwaukee Police Department (MPD) from January 1, 2010 to December 31, 2010. This 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. The report is divided into two main sections: (1) summary baselines and (2) situational characteristics of use of force incidents. The report concludes with recommendations as to how to improve the overall quality and usefulness of the data, as well as a summary of the findings.

The data analyzed here were obtained from the MPD AIM (Administrative Investigations Management) system, which were manually converted to PASW (Predictive Analytic SoftWare) format for analysis.¹ Additional data (e.g., arrest, traffic stop, and subject stop tallies) were obtained from other sources in the MPD. The data in the AIM system are based on the Use of Force Reports that are completed by supervisory officers when a use of force incident occurs. According to MPD General Order 2009-51:

The Use of Force Report shall be completed by a supervisory officer when a Department member: discharges a firearm, uses a baton in the line of duty, discharges an irritant, chemical, or inflammatory agent, deploys an Electronic Control Device, Department canine bites a subject in the performance of their duty, [or] uses any other type of force which results in an injury to a person.

In addition, according to the Order, even if a subject claims to have been injured without those injuries being visible, a report is to be completed.

The database (and reports) contains a comprehensive list of variables on each use of force incident recorded by the MPD. Some data are related directly to the incident (e.g., date of incident, district of incident, number of officers involved in incident) but most of the data are related to the officers (e.g., officer race, officer rank, type of force used by officer, etc.) and

¹ This conversion required substantial work and knowledge of the intricacies of the AIM computer system and SPSS software. This conversion was performed by Kristin Kappelman of the Fire and Police Commission.

subjects (e.g., subject age, race, charge, etc.) involved in the incidents. There are separate variables for each officer (up to five officers) and each subject (up to four subjects) involved in the incident. To facilitate the analysis, additional variables were manually created based on the report narratives that were contained within the AIM system.

Frequency of Use of Force Incidents: Summary Baselines

From January 1, 2010 to December 31, 2010, there were 529 use of force incidents recorded by the MPD. Of these 529 incidents, three were accidental discharges of weapons² and 15 were for the purpose of euthanizing an injured or diseased animal.³ As these 18 incidents are fundamentally different from other use of force incidents in the purpose and intent of the force, these incidents are excluded from all subsequent analyses. Accordingly, 511 incidents are analyzed in this report. In addition, of the 511 incidents, 35 involved force being used against one or more dogs. These incidents are included in most of the aggregate totals analyzed in this report and they are also analyzed separately (see p. 16).

One of the objectives of this study is to provide baseline statistics on use of force incidents in order to allow one to monitor changes in patterns, trends, and frequency of use of force incidents over time. On the basis of the AIM system and other departmental data, several baseline measures were computed and are discussed here: (1) number of incidents by month, (2) number of incidents by number of arrests, (3) number of incidents by number of traffic stops, (4) number of incidents by number of subject stops, (5) number of incidents by city population, and (6) number of incidents by police district and aldermanic district. Each is discussed below.⁴

² Two of these incidents involved the accidental discharge of a firearm, one involved an accidental discharge of a Electronic Control Device (ECD).

³ All of the animals were deer and all of these incidents involved the use of a firearm.

⁴ The baseline measures used here have been calculated in other police departments as well; however, comparing use of force baselines across departments is hazardous because practices of recording use of force incidents (as well

Baseline 1: Use of Force by Day/Month

With 511 incidents occurring from January 1, 2010 to December 31, 2010, there was an average of approximately 1.40 use of force incidents per day. Table 1 provides a breakdown of the incidents by month.

Table 1. Month of Incident

Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Total
50	30	51	33	53	35	60	31	34	45	52	37	511

Note: No missing data.

As seen in Table 1, there was variation in the frequency of incidents across month but no discernable monthly or seasonal pattern. The mean number of incidents per month was 42.6, with a high of 60 incidents in July and a low of 30 incidents in February. For comparison, in 2009, there were 459 use of force incidents, the equivalent of 1.26 use of force incidents per day.

Baseline 2: Use of Force and Arrests

Because most use of force incidents occur during arrests, it is necessary to consider the number of use of force incidents in relation to the number of arrests made. Further, in this calculation, it is important to include only the use of force incidents that also involved an arrest. Again, from January 1, 2010 to December 31, 2010, there were 511 use of force incidents. Of these 511 incidents, 476 involved a person who could have potentially been arrested (the other 35 incidents involved only a dog). Of these 476 incidents where someone could have been

as arrests, traffic stops, etc.) are not standard across police departments. In addition, when appropriate, 2010 baseline data are compared to those of 2009.

arrested, in 445 of them, a subject was actually arrested. Also during this period, MPD officers made a total of 38,641 arrests.⁵ Accordingly, for each arrest where force was used, there were 86.8 arrests where force was not used ($38,641/445 = 86.8$). Overall, an average of approximately 1.15 percent of all arrests involved the use of force ($445/38,641 * 100 = 1.15$). In contrast, in 2009, approximately 1.07 percent of all arrests involved the use of force (there were 34,707 arrests and 370 of the arrests involved use of force). While there were more use of force incidents in 2010 than in 2009, there were also more arrests in 2010 than in 2009. As a result, the percentage of arrests that involved the use of force was essentially the same in 2010 as in 2009.

Interestingly, and as expected, there is a moderately strong correlation between the number of use of force incidents that involved an arrest and the total number of arrests, by month ($r = .40$; see Table 2). In essence, one can reasonably (but not perfectly) predict the number of use of force incidents that involved an arrest based on the total number of arrests that were made. In other words, more arrests translate into more use of force incidents, fewer arrests translate into fewer use of force incidents.

Table 2. 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	47	24	44	31	47	31	48	26	31	42	44	30	445
Total Number of Arrests Made	3048	2841	3902	3378	3521	3271	3479	3330	3154	3011	3037	2669	38641

Note: No missing data.

⁵ Included here are arrests for felonies, misdemeanors, and ordinance violations.

Baseline 3: Use of Force and Traffic Stops

The third baseline compares the number of use of force incidents that resulted from traffic stops to the total number of traffic stops made by officers. As the overwhelming majority of traffic stops that involved force also involved at least one arrest, it must be understood that these traffic stop tallies are not independent of the arrest statistics discussed in Baseline 2.

In 2010, MPD officers made 192,230 traffic stops and 50 of them involved the use of force. There was minimal meaningful variation or patterns in traffic stops across month or by season. In total, there were 3,845 traffic stops for each traffic stop that involved the use of force ($192,230 / 50 = 3,845$). Overall, an average of approximately .03 percent of traffic stops involved the use of force ($50 / 192,230 * 100 = .03$). While there was about the same number of traffic stops that involved the use of force in 2010 as in 2009 (50 versus 52), there were substantially more traffic stops in 2010 compared to 2009 (192,230 versus 140,342). For comparison, in 2009, an average of approximately .04 percent of traffic stops involved the use of force.

Baseline 4: Use of Force and Field Interviews

The fourth baseline compares the number of field interviews (subject stops) where force was used to the total number of field interviews conducted by officers. As with traffic stops, the overwhelming majority of field interviews that involved force also involved at least one arrest. As a result, once again, these field interview figures are not independent of the arrest statistics discussed in Baseline 2.

In 2010, MPD officers conducted 47,578 subject stops and 63 of them involved the use of force. Approximately 50 percent of all subject stops occurred in May through September. There were, on average, 755 subject stops for each stop that involved the use of force ($47,578 / 63 = 755$). Overall, an average of approximately .13 percent of subject stops involved the use of

force ($63 / 47,578 * 100 = .13$). While there were slightly more subject stops that involved the use of force in 2010 than in 2009 (63 versus 53), there were, overall, substantially more subject stops in 2010 compared to 2009 (47,578 versus 27,270). For comparison, in 2009, an average of approximately .19 percent of subject stops involved the use of force.

Based on these data, it is reasonable to conclude that use of force in subject stops is an extremely rare event, and the use of force in traffic stops is even more uncommon. In addition, the proportion of traffic stops and subject stops where force was used was greater in 2009 than it was in 2010.

Baseline 5: Officers Involved in Use of Force Incidents

The 511 use of force incidents that occurred in 2010 involved 408 different MPD officers. In 2010, the MPD employed 1,924 sworn officers (1,762 were police officers, detectives, or sergeants). As such, approximately 21 percent of all MPD officers ($408 / 1924 * 100 = 21.2$) were involved in at least one use of force incident in 2010. Stated differently, approximately 79 percent of all sworn officers were not involved in any use of force incidents in 2010. In 2009, 80 percent of sworn officers were not involved in any use of force incidents.

Baseline 6: Use of Force and City Population

According to the 2010 U.S. Census, the City of Milwaukee had a population of 594,833. Considering the 511 incidents of force in relation to the population of the city, there was, on average, one incident of force for every 1,164 Milwaukee residents in 2010. For comparison, in 2009 there was one incident of force for every 1,259 Milwaukee residents.

Baseline 7: Use of Force and Geographic Location of Incidents

Two variables in the AIM system are related to the geographic location of the incidents: police district (Table 3) and aldermanic district (Table 4). As seen in Table 3, there was substantial variation in the number of use of force incidents across police district. By far, similar to 2009, the largest proportion of use of force incidents occurred in District 7 (31.3%), the smallest proportion occurred in District 1 (2.4%). As for aldermanic district, District 7 had the largest share of use of force incidents (15.3%), while District 11 had the smallest share of incidents (2.2%) (Table 4).

Table 3. Location of Use of Force Incidents: Police District

Police District	Frequency	Percentage
1	12	2.4
2	79	15.7
3	81	16.1
4	71	14.1
5	59	11.7
6	44	8.7
7	158	31.3
Total	504	100.0

Note: Missing data (7 cases) are excluded from the analyses.

Table 4. Location of Use of Force Incidents: Aldermanic District

Aldermanic District	Frequency	Percentage
1	37	7.4
2	41	8.2
3	13	2.6
4	30	6.0
5	15	3.0
6	52	10.4
7	77	15.3
8	20	4.0
9	26	5.2
10	12	2.4
11	11	2.2
12	58	11.6
13	18	3.6
14	16	3.2
15	76	15.1
Total	502	100.0

Note: Missing data (9 cases) are excluded from the analyses.

Given the wide variation in the number of use of force incidents across police district, it is necessary to explore possible corresponding variation in population and arrests across districts.

Table 5 shows the total number of arrests, the number of arrests that involved force, the total number of force incidents, and the population of each police district. From these figures, the number of arrests for each use of force arrest and the number of residents for each use of force incident is calculated.

Table 5. Arrests, Population, and Use of Force by Police District

Police District	Total Arrests Made (a)	Number of Use of Force Incidents That Involved an Arrest (b)	Number of Arrests for Each Use of Force Arrest	Total Number of Use of Force Incidents (c)	Population (d)	Number of Residents for Each Use of Force Incident (e)
1	1411	12	117.6	12	42775	3565
2	6302	66	95.5	79	82631	1046
3	7530	73	103.2	81	88155	1088
4	4220	61	69.2	71	94118	1326
5	6469	52	124.4	59	72857	1235
6	2586	37	69.9	44	110944	2521
7	6601	138	47.8	158	105494	668
Total	35119	439	80.0	504	596974	1184

Notes: (a) Total arrests made excludes 3,522 arrests because the arrest could not be placed in a district due to the address of the arrest being unknown or unmatched; (b) 6 missing cases (unknown district); (c) 7 missing cases (unknown district); (d) Population based on 2000 U.S. Census data; (e) figures are rounded.

If use of force incidents were simply and completely a function of arrests made and the size of the population served, one would expect there to be minimal variation across districts in the total number of arrests for each use of force arrest, as well as minimal variation in the number of residents for each use of force incident (i.e., districts that have more arrests would also have more use of force arrests). Clearly, as shown in Table 5, this is not the case; there is substantial variation across police districts in the number of arrests for each use of force arrest, and the number of residents for each use of force incident. Most notable are the figures that correspond to District 7 and District 1. In District 7, there were, on average, 48 arrests for each arrest that involved the use of force (i.e., 2.09% of arrests involved the use of force), and 668 residents for each use of force incident. Contrast these figures with District 1 where there were approximately 118 arrests for each use of force arrest (i.e., .85% of arrests involved the use of

force), and 3,565 residents for each use of force incident. Still, in an absolute and relative sense, the use of force in arrest situations is a very uncommon event, even in District 7.

To further explore this issue, additional analyses were conducted. Table 6 shows the number of traffic stops, field interviews, total police-citizen contacts (traffic stops and field interviews combined), the number of use of force incidents, and the calculated rate of use of force incidents per 1,000 police-citizen contacts (i.e., number of use of force incidents / total police-citizen contacts x 1,000).

Table 6. Use of Force Incidents and Police-Citizen Contacts by Police District

Police District	Traffic Stops (a)	Field Interviews (b)	Total Number of Police-Citizen Contacts	Total Number of Use of Force Incidents (c)	Use of Force Incidents per 1,000 Police-Citizen Contacts
1	12923	3702	16625	12	.72
2	32688	10035	42723	79	1.85
3	33117	9324	42441	81	1.91
4	21231	6500	27731	71	2.56
5	32004	8115	40119	59	1.47
6	22086	2440	24526	44	1.79
7	37110	7413	44523	158	3.55
Total	191159	47529	238688	504	2.11

Notes: (a) 1,071 missing cases (the stop could not be placed in a district due to the address of the stop being unknown or unmatched); (b) 49 missing cases (the interview could not be placed in a district due to the address of the stop being unknown or unmatched); (c) 7 missing cases (unknown district).

Once again, as with Table 5, it is seen that the use of force is the least frequent in District 1 (.72 use of force incidents per 1,000 police citizen contacts) and most frequent in District 7 (3.55 use of force incidents per 1,000 police-citizen contacts). Overall, there were 2.11 use of force incidents per 1,000 police-citizen contacts. For comparison, in 2009, District 7 had 6.05 use of force incidents per 1,000 police-citizen contacts and overall, there were 3.09 use of force

incidents per 1,000 police–citizen contacts. In this regard, the frequency of use of force incidents in relation to police–citizen contacts substantially declined from 2009 to 2010.

Despite the decline in frequency in use of force in relation to police–citizen contacts, and the overall rarity of use of force incidents, on the basis of the analyses presented in Table 5 and Table 6, it appears that in District 7: (a) force is more frequently used in arrest situations, (b) force is more frequently used in relation to the number of persons who reside in the district, compared to other districts, and (c) force is more frequently used in relation to the number of police–citizen contacts, compared to other districts. The possible reasons for this disparity cannot be determined definitively with the data analyzed here.⁶

Situational Characteristics of Use of Force Incidents

Along with providing baseline measures of use of force, the other purpose of this study is 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 and subjects involved in use of force incidents, (2) types of force used, (3) citizen complaints resulting from use of force incidents, (4) other characteristics of use of force incidents, and (5) force used against dogs.

Characteristics of Officers and Subjects Involved in Use of Force Incidents

The 511 use of force incidents involved 408 officers. Most incidents (376 out of 511; 73.6%) involved one officer, 29 incidents (out of 511; 5.7%) involved three or more officers. With regard to the number of officers involved in the incidents, 251 officers (61.5%) were

⁶ Some possible explanations may be that (1) the 3,522 arrests that could not be assigned to districts were not equally distributed across districts, (2) that force is more likely to be used in certain types of arrests (e.g., robbery vs. shoplifting) and that districts vary in terms of the types of arrests made, (3) that citizens are more likely to be combative or resistive in some districts than in others, (4) that officers are more likely to use force in some districts than in others, and/or (5) that force is more likely to be reported by officers in some districts than in others.

involved in just one incident, 94 officers (23.0%) were involved in two incidents, 35 officers (8.6%) were involved in three incidents, and 28 officers (6.9%) were involved in more than three incidents. The most incidents an officer was involved in were eight. These figures are very similar to 2009.

In 93 percent of the incidents, the first officer⁷ involved was male, in 73 percent the officer was white, in 95 percent of incidents the officer was in uniform, in 99 percent of the incidents the officer was on duty, and in 85 percent of incidents the officer was assigned to squad patrol. The average (mean) age of the first officer was 35 and the average length of service was nine years. In 16 percent of the incidents, an officer involved in the incident was injured. These characteristics are similar to those in 2009.

The 476 incidents involved 491 subjects.⁸ Most incidents (96%; 457 out of 476; 2 cases had missing data) involved just one subject, 19 out of 476 incidents (4.0%) involved two or more subjects. Based on an analysis of subjects' names, eight subjects were involved in multiple incidents.

In 87 percent of the incidents, the first subject involved was male, in 76 percent the subject was Black, in 40 percent the subject was under the influence of alcohol and/or drugs, the average age of the first subject was 29 years, and in 92 percent of incidents the subject was injured with the greatest proportion of these injuries classified as "minor." In four incidents, the injuries sustained by the subject were fatal. In 23 percent of incidents, the subject was armed with a weapon. In 79 percent of the incidents the subject had a previous criminal record. In 92 percent of incidents, the officer noted that the subject resisted arrest. These characteristics are similar to those in 2009.

⁷ Due to the structure of the data, most descriptive statements regarding the officers and subjects relate only to the first officer or subject involved.

⁸ Excluded from these analyses are the 35 incidents that involved a dog.

Type of Force Used by Officers

With regard to the type of force used, it is seen in Table 7 that the largest proportion of incidents involved bodily force only, followed by the use of an ECD only, chemical agent only, bodily force and chemical agent, firearm only, and bodily force and ECD.

Table 7. Type of Force Used

Type of Forced Used	Frequency	Percentage
Bodily Force Only	181	35.4
ECD Only	91	17.8
Chemical Agent Only	83	16.2
Firearm Only	44	8.6
Baton Only	2	.4
Bodily Force and Chemical	56	11.0
Bodily Force and ECD	25	4.9
Firearm and ECD	1	.2
Firearm and Chemical	1	.2
Other Combination (no firearm)	27	5.3
Total	511	100.0

Note: No missing data.

In total, 46 incidents (9.0%) involved the use of a firearm,⁹ and as discussed below, 34 of these incidents involved a dog (the other incident that involved a dog involved the use of a chemical agent). Clearly, in a relative and absolute sense, the use of a firearm in a use of force incident was a rare event. The most notable changes from 2009 with regard to the type of force used were that the use of chemical agents (as a single category or in combination with other types of force) declined as did the use of a firearm.¹⁰ The use of an ECD (by itself or in combination with other forms of force) increased.¹¹

It is worthwhile to note that certain forms of force were more likely than others to lead to “major” or fatal injuries to subjects. Eleven incidents (of the 476 incidents that involved a

⁹ Pointing or aiming a firearm (or ECD) without discharging the weapon was not a reportable use of force category.

¹⁰ In 2009, 54 incidents (11.8%) involved the use of a firearm. 141 incidents (31%) involved the use of a chemical agent.

¹¹ In 2009, 65 incidents (14%) involved the use of an ECD.

subject, not a dog) resulted in 11 subjects sustaining major or fatal injuries. Five of these incidents involved police use of a firearm, 3 involved bodily force, 1 involved a firearm and an ECD, 1 involved bodily force, a chemical agent, and a baton, and 1 involved bodily force, a chemical agent, an ECD, and a baton. Analyses also reveal that certain forms 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 a chemical agent or an ECD. In addition, the more officers involved in the incident, the more likely more forms of force were used in the incident and the more likely that more officers were injured in the incident.

Table 8 shows how firearms were used in use of force incidents. In the rare instance that a firearm was used, it was most commonly used for the purpose of neutralizing a dog.

Table 8. Incidents Where the Force Used was a Firearm

Target of Firearm	Frequency	Percentage	Result
Dog(s)	34	73.9	31 dogs hit
Subject	12	26.1	8 subjects hit
Total Number of Incidents	46	100.0	--

Note: No missing data.

Citizen Complaints Resulting From Use of Force Incidents

Of the 511 use of force incidents that occurred in 2010, 22 (4.3%) resulted in a formal complaint being filed by a citizen with the MPD and/or the Fire and Police Commission. This compares to 28 complaints (6.1%) in 2009. Statistical tests performed on the data (i.e., Chi-Square, t-tests, and ANOVA) reveal that complaints were significantly more likely ($p < .05$) to be filed when the incident involved:

- a person (no complaints were filed in incidents that involved a dog)
- more than one officer
- officers using bodily force

- a traffic stop or an arrest
- a subject who sustained major or fatal injuries as a result of the incident

Other Characteristics of Use of Force Incidents

Along with the situational characteristics of use of force incidents that have already been discussed, three additional characteristics are worthy of mention. First, as seen in Table 9 (p. 16), most often use of force incidents occurred as a result of officers conducting investigations or while at calls for service, followed by subject stops and traffic stops. As discussed earlier, given the absolute volume of police-citizen contacts in these and other situations, the relative rarity of use of force incidents is significant. Second, the largest proportion of incidents occurred on the street or sidewalk; the overwhelming majority of incidents occurred outside. This is not surprising as most police activity is oriented to the streets. As such, most of these incidents may have occurred in areas accessible to potential eye-witnesses. Finally, approximately equal proportions of use of force incidents occurred at night as during daylight. All of these characteristics are similar to the incidents in 2009.

Table 9. Other Characteristics of Use of Force Incidents

Characteristic	freq	% (a)
Activity That Led to Incident (b)	319	100.0
Investigation/Call for Service	169	53.0
Subject Stop	63	19.7
Traffic Stop	50	15.7
Other	37	11.6
Location of Incident (c)	506	100.0
Street/Sidewalk	230	45.5
Inside-Dwelling	100	19.8
Outside-Yard	67	13.2
Outside-Field/Parking Lot	34	6.7
Outside-Alley	18	3.6
Inside-Public Place	30	5.9
Other	27	5.3
Time/Lighting of Incident (d)	505	99.9
Dark/Night	241	47.7
Light/Daytime	232	45.9
Dusk/Dawn	32	6.3

Notes: (a) Percentages may not tally to 100 due to rounding; (b) 192 missing cases; (c) 5 missing cases (d) 6 missing cases.

Force Used Against Dogs

Of the 511 incidents of force that occurred in 2010, 35 involved force being used against at least one dog. These 35 incidents involved 37 dogs. Thirty-six of the 37 dogs were shot (or were shot at; one was sprayed with a chemical irritant). In total, of the 37 dogs upon which force was used, 27 died.

Of the 37 dogs, the breed of the dog was specified for 35 of them. Of the 35 where the breed was specified, 33 (94%) were Pit Bulls, one (3%) was a Doberman Pinscher and one (3%) was a Bull Mastiff.

With regard to the circumstances in which force was used against dogs, the most common was when officers were responding to a call for service, followed by a loose dog complaint, a search warrant situation, and while on patrol (see Table 10). In addition, similar to other use of force incidents, most often one officer used force in the incident (31 of 35 incidents; 88.6%). In two of the 35 incidents, an officer was bit by the dog.

Table 10. Circumstance of Incidents Where Force was Used against Dogs

Circumstance	Frequency	Percentage
Call for Service/Investigation	20	57.1
Loose Dog Complaint	10	28.6
Search Warrant	3	8.6
On Patrol	2	5.7
TOTALS	35	100.0

Unfortunately, it is difficult to put these 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 are not shot.

Data Recommendations

The Use of Force Reports and the AIM system provide a good method for recording and storing details on use of force incidents. Since 2009, numerous significant improvements have been made that enhance the value and usefulness of these data. In particular, the amount of missing data in the file has decreased substantially and the completeness of the narratives associated with the reports has greatly improved. However, several additional changes could be made to enhance the usefulness of the data for analysis purposes. These recommendations pertain only to specific data collection procedures and do not suggest or identify any department policy or procedural recommendations concerning the broader scope of how or when officers should use force.

First, that the database was organized with the use of force incident as the unit of analysis caused certain challenges when attempting to analyze the characteristics of officers and subjects. For example, through the manual manipulation of the data, it was possible to determine the number of officers who were involved in multiple incidents; however, with regard to the characteristics of officers, the analyses were usually limited to the officer identified as the “first officer” in the database. That is because each officer (and the characteristics of each officer) involved in the incident was coded as a separate variable (e.g., officer 1, officer 2, officers 3, etc.). In one incident, a particular officer may have been listed as officer 1, in another incident that same officer might have been listed as officer 2, and in another incident that officer might have been listed as officer 3, etc. As a result, when analyzing the data, it would be possible for a single officer (and the characteristics of that officer) to be represented multiple times in summary statements. That, of course, would lead to inaccurate conclusions. Accordingly, it would be worthwhile to construct and analyze a separate database with officers as the unit of analysis (as opposed to incidents as the unit of analysis). In such a database, every officer in the department would be listed and associated data on each officer would be included. The data would include background characteristics of the officers along with the number of use of force incidents each officer was involved in during the year, number and type of arrests each officer made, the district/shift to which the officer was assigned, and any other pertinent data related to the officer.

Second, several modifications should be made to how the data are coded. With regard to officer and subject injuries, for each officer and subject injured in each incident, separate variables/fields that specify the nature of the most serious injury sustained should be included.¹² With regard to the force used in the incident, the first and last type of force used in the incident should be specified as separate variables/fields. These additions will allow for an examination of

¹² Nature of the most serious injury could be defined with the following values: (1) sprain/strain (2) tore ligaments/tendons (3) other muscle/joint pain (4) cut, puncture, abrasion, laceration (5) bruise, black eye, contusion (6) broken bones, dislocations, broken teeth (7) other pain (8) eye/ respiratory issues, (9) human bite (10) dog bite (11) contact with infectious disease (12) knife wound (13) gun shot wound (14) other.

the efficacy of the various forms of force in relation to officer and suspect injuries. Also for analysis purposes, it would be useful to have accurate and up-to-date data on officer height and weight, and more complete data on subject height and weight. These improvements could allow for a more complete and detailed understanding of use of force in the MPD.

Summary

This report is part of a continuing effort to better understand use of force incidents in the Milwaukee Police Department. Based on an analysis of the 511 incidents that occurred between January 1, 2010 and December 31, 2010, the following summary statements can be made:

- There was an average of 1.40 use of force incidents per day in 2010.
- There were 86.8 arrests for every one arrest that involved the use of force.
- Approximately 1.15 percent of arrests involved the use of force.
- There were 3,845 traffic stops for each traffic stop that involved the use of force.
- Approximately .03 percent of traffic stops involved the use of force.
- There were 755 subject stops for each subject stop that involved force.
- Approximately .13 percent of subject stops involved the use of force.
- Approximately 21 percent of MPD sworn officers were involved in at least one use of force incident in 2010.
- There was one incident of force for every 1,164 persons in Milwaukee in 2010.
- The largest proportion of use of force incidents in 2010 occurred in Police District 7 (31.3%) and in Aldermanic District 6 (10.4%).
- There was substantial variation across police districts in the number of arrests for each use of force arrest, in the number of residents for each use of force incident, and in the number of use of force incidents per 1,000 police-citizen contacts. In spite of this variation, use of force was a rare event in all districts.

- The 511 use of force incidents involved 408 officers. Approximately 62 percent of these officers were involved in just one incident; approximately nine percent of the officers were involved in three or more incidents.
- The most common type of force was bodily force only (35.4%) followed by ECD only (17.8%) and chemical agent only (16.2%).
- Forty-six incidents (9%) involved a firearm; in 34 of these incidents (73.9%) the firearm was used to shoot a dog(s).
- Of the 511 use of force incidents, in 22 a complaint was filed. Complaints were more likely to be filed when a person was involved, more than one officer was involved, where bodily force was used, when the subject sustained major or fatal injuries, and when the incident resulted from a traffic stop or an arrest.
- Approximately seven percent of incidents (35 of 511) involved force being used against one or more dogs. Most of the dogs were Pit Bulls and the largest proportion of incidents were related to a call for service.

Based on the analyses conducted here, the typical use of force incident:

- Involved one uniformed police officer and one subject. The officer was a white male, 35 years old, with nine years of service. The officer was not injured as a result of the incident. The subject was a Black male with a previous record. The subject was not armed with a weapon. The subject resisted arrest and sustained “minor” injuries as a result of the incident.
- The incident most likely involved the officer using “bodily force only” against the subject. The incident related to a call for service/investigation and occurred on the street/sidewalk at night. The incident did not result in a complaint being filed with the MPD or the Fire and Police Commission.

This study provides information for understanding and interpreting the nature, frequency, and circumstances of use of force incidents in the MPD. The study also provides useful information on data collection practices concerning use of force incidents. These data can be used to compare baseline metrics to monitor use of force incidents.

APPENDIX 4: MFD SWORN POSITION PROFILE

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Chief	1	0	0	0	0	0	0	0	0	0	1	0
Assistant Chief	0	0	0	0	0	0	0	0	0	0	0	0
Deputy Chief	4	1	1	0	0	0	0	0	0	0	5	1
Battalion Chief	13	0	5	0	0	0	0	0	0	0	18	0
Fire Captain ISOs	3	0	0	0	0	0	0	0	0	0	3	0
Fire Captain	41	5	5	1	0	0	1	0	0	0	47	6
Admin Captain	1	0	0	0	0	0	0	0	0	0	1	0
Admin Captain EMS	0	1	1	0	0	0	0	0	0	0	1	1
Veh Oper Trng Coord	1	0	0	0	0	0	0	0	0	0	1	0
Fire Lieutenant	137	1	10	0	7	0	0	0	2	0	156	1
Fire Lieutenant SPC	2	0	0	0	0	0	1	0	0	0	3	0
Admin Lieutenant	0	1	0	0	0	0	0	0	0	0	0	1
Vehicle Oper Ins	1	0	0	0	0	0	0	0	0	0	1	0
Paramedic Field Lieutenant	0	1	0	0	0	0	0	0	0	0	0	1
Fire Paramedic Field Lieutenant	3	2	1	0	1	0	0	0	0	0	5	2
Heavy Equipment Operator	139	2	19	0	14	0	4	0	0	0	176	2
Firefighter	299	10	50	2	34	1	9	0	1	0	393	13
Fire Paramedic	30	6	3	1	1	0	0	0	1	0	35	7
Total	675	30	95	4	57	1	15	0	4	0	846	35

APPENDIX 5: MFD NON-SWORN POSITION PROFILE

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Acctg Asst III	0	0	0	0	0	0	0	0	0	0	0	0
Admin Asst	0	1	0	0	0	0	0	0	0	0	0	1
Audio Visl Spec 2	1	0	0	0	0	0	0	0	0	0	1	0
Bld/Equip Maint	1	0	0	0	0	0	0	0	0	0	1	0
Bus Finance Mgr	0	0	0	1	0	0	0	0	0	0	0	1
Cadet	0	0	0	0	0	0	0	0	0	0	0	0
Carpenter	2	0	0	0	0	0	0	0	0	0	2	0
Custodial Wkr II	1	0	0	0	0	0	0	0	0	0	1	0
Database Spec	0	1	0	0	0	0	0	0	0	0	0	1
Dispatch Supv	2	2	0	0	0	0	0	0	0	0	2	2
Equip Compr Air	1	0	0	0	0	0	0	0	0	0	1	0
Equip Machinist	1	0	0	0	0	0	0	0	0	0	1	0
Equip Mechanic	8	0	0	0	1	0	0	0	0	0	9	0
Equip Rpr	2	0	0	0	1	0	0	0	0	0	3	0
Equip Rprs Mgr	1	0	0	0	0	0	0	0	0	0	1	0
Equip Rprs Supv	1	0	0	0	0	0	0	0	0	0	1	0
Equip Welder	1	0	0	0	0	0	0	0	0	0	1	0
Fire Dispatch Mgr	0	1	0	0	0	0	0	0	0	0	0	1
Fire Equip Dsptchr	7	7	0	2	0	0	0	0	0	0	7	9
Fire Equip Disptachr P/T	0	0	0	0	0	0	0	0	0	0	0	0
Fire Personnel Off	0	1	0	0	0	0	0	0	0	0	0	1
Fire Tech Serv Mgr	0	1	0	0	0	0	0	0	0	0	0	1

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Health & Safety Off	0	0	1	0	0	0	0	0	0	0	1	0
Inventory Control III	1	0	0	0	0	0	0	0	0	0	1	0
Mgt & Acctg Off	0	0	0	1	0	0	0	0	0	0	0	1
Mechanic Helper	0	0	1	0	0	0	0	0	0	0	1	0
Micro Serv Asst	0	1	0	0	0	0	0	0	0	0	0	1
Network Coord	1	0	1	0	0	0	0	0	0	0	2	0
Network Coord Sr	1	0	0	0	0	0	0	0	0	0	1	0
Office Asst	0	6	0	0	0	0	0	0	0	0	0	6
Office Coord	0	0	0	2	0	0	0	0	0	0	0	2
Payroll Asst II	0	0	0	1	0	0	0	0	0	0	0	1
Painter	1	0	0	0	0	0	0	0	0	0	1	0
Stores Clerk	0	0	0	0	0	0	0	0	0	0	0	0
Total	33	21	3	7	2	0	0	0	0	0	38	28

APPENDIX 6: MPD SWORN POSITION PROFILE

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Chief of Police	1	0	0	0	0	0	0	0	0	0	1	0
Asst Chf of Police	2	0	0	1	0	0	0	0	0	0	2	1
Inspector of Police	1	0	1	0	0	0	0	0	0	0	2	0
D Inspctr of Police	0	1	0	1	1	0	0	0	0	0	1	2
Captain of Police	11	2	7	1	1	0	0	0	0	0	19	3
Detective	103	25	39	11	19	1	6	0	2	2	169	39
Forensic Invstgtr	20	7	1	2	1	3	0	0	1	0	23	12
Identification System Specialist	1	0	0	0	0	0	0	0	0	0	1	0
Police AV Spclst	1	0	0	0	0	0	0	0	0	0	1	0
Police ID Sprvsr	0	3	1	1	0	0	0	0	0	0	1	4
Police Officer ⁴¹	765	146	188	59	141	23	12	4	16	3	1,126	236
Police Sergeant	104	23	40	4	14	3	3	0	1	0	162	30
Admin LT of Police	1	0	1	0	0	0	0	0	0	0	2	0
Police LT	37	8	9	4	8	0	2	1	0	0	56	13
Admin LT Health & Safety	0	0	0	0	0	1	0	0	0	0	0	1
Police Alarm Oprtr	2	2	0	1	1	0	0	0	0	0	3	3
Court Liaison Offcr	0	1	0	1	0	0	0	0	0	0	0	2
Doc Exmnr	0	0	1	0	0	0	0	0	0	0	1	0
Frnsc Vid Exmnr	0	0	2	1	0	0	0	0	0	0	2	1
Chief Ltnt Prnt Ex	1	0	0	0	0	0	0	0	0	0	1	0
Ltnt Prnt Ex	4	0	0	0	0	0	0	0	0	0	4	0
Total	1,054	218	290	87	186	31	23	5	20	5	1,577	347

41. Four male Police Officers and one female Police Officer list their race as other.

APPENDIX 7: MPD CIVILIAN NON-MANAGEMENT POSITION PROFILE

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Helpdesk Specialist I	1	2	0	2	0	0	0	0	0	0	1	4
Helpdesk Specialist II	2	0	0	2	0	0	0	0	0	0	2	2
Microfilm Technician I	0	0	0	0	0	1	0	0	0	0	0	1
Production Designer II	1	0	0	0	0	0	0	0	0	0	1	0
Inventory Control Assistant II	1	0	0	0	0	0	0	0	0	0	1	0
Inventory Control Assistant III	1	0	0	0	0	0	0	0	0	0	1	0
Accounting Assistant I	0	2	0	2	0	0	0	0	0	0	0	4
Personnel Payroll Assistant I	0	1	0	0	0	0	0	0	0	0	0	1
Personnel Payroll Assistant II	0	0	0	1	0	1	0	0	0	0	0	2
Personnel Payroll Assistant III	0	1	0	0	0	0	0	0	0	0	0	1
Teller	0	0	0	0	0	1	0	0	0	0	0	1
Administrative Assistant I	0	0	0	2	0	0	0	0	0	0	0	2
Administrative Assistant II	0	5	0	0	0	0	0	0	0	0	0	5
Administrative Assistant IV	0	2	0	0	0	0	0	0	0	0	0	2

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Data Entry Operator II	0	0	0	2	0	0	0	0	0	0	0	2
Mail Processor	0	0	0	2	0	0	0	0	0	0	0	2
Office Assistant I	0	4	1	3	0	0	0	0	2	0	3	7
Office Assistant II	1	32	4	22	0	2	0	0	0	0	5	56
Office Assistant III	0	15	0	8	0	1	0	0	0	0	0	24
Office Assistant IV	0	8	0	4	0	0	0	0	0	0	0	12
Police District Office Assistant	1	14	1	14	0	4	0	2	0	1	2	35
Office Coordinator	0	1	0	0	0	0	0	0	0	0	0	1
Program Assistant II	0	0	0	0	0	0	0	0	0	1	0	1
Transcriptionist II	0	1	0	1	0	0	0	0	0	0	0	2
Transcriptionist III	0	2	0	1	0	0	0	0	0	0	0	3
Video Electronic Technician	1	0	0	0	0	0	0	0	0	0	1	0
Electronic Technician	5	1	1	0	0	0	0	0	0	0	6	1
Electronic Technician Asst	3	0	0	0	0	0	0	0	0	0	3	0
Printer	1	0	0	0	0	0	0	0	0	0	1	0
School Crossing Guard Operator	0	0	0	3	0	0	0	0	0	0	0	3
School Crossing Guard Dispatcher	0	1	0	1	0	0	0	0	0	0	0	2
School Crossing Guard	33	50	49	67	5	15	1	2	0	1	88	135

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Police Services Specialist	12	0	1	0	0	0	0	0	0	0	13	0
Police Services Specialist— Investigator	17	4	6	1	0	0	1	0	0	0	24	5
Crime Analyst	0	1	0	0	0	0	0	0	0	0	0	1
Police Aide	31	2	6	3	14	6	1	0	3	0	55	11
Police Dispatcher ⁴²	4	17	1	23	0	3	0	0	0	0	6	43
Police Telecommunicator	1	11	2	30	0	6	0	1	0	0	3	48
Lead Police Telecommunicator	0	5	0	0	0	1	0	0	0	0	0	6
Graphic Designer II	0	1	0	0	0	0	0	0	0	0	0	1
Audiovisual Specialist II	1	0	0	0	0	0	0	0	0	0	1	0
Total	117	183	72	194	19	41	4	5	5	3	217	429

42. One male Police Dispatcher lists his race as other.

APPENDIX 8: MPD DC 48 POSITION PROFILE

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Programmer Analyst	0	0	0	1	0	0	0	0	0	0	0	1
Custodial Worker II	13	7	11	4	2	0	0	0	0	0	26	11
Garage Attendant	3	0	3	0	1	0	0	0	0	0	7	0
Heating/Vent Mechanic II	3	0	1	0	0	0	0	0	0	0	4	0
Vehicle Services Assistant	1	0	0	0	0	0	0	0	0	0	1	0
Building Maintenance Mechanic II	3	0	1	0	0	0	0	0	0	0	4	0
Total	23	7	16	5	3	0	0	0	0	0	42	12

APPENDIX 9: MPD CIVILIAN MANAGEMENT POSITION PROFILE

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Administrative Services Specialist	0	0	0	0	0	0	0	1	0	0	0	1
Office Supervisor II	0	3	0	0	0	0	0	0	0	0	0	3
Printing & Stores Supervisor	1	0	0	0	0	0	0	0	0	0	1	0
Administrative Specialist Senior	0	1	0	0	0	0	0	0	0	0	0	1
Building Services Supervisor II	1	0	0	0	0	0	0	0	0	0	1	0
Safety Specialist Senior	0	1	0	1	0	0	0	0	0	0	0	2
Building Maintenance Supervisor II	3	0	0	0	0	0	0	0	0	0	3	0
Police Fleet Manager	1	0	0	0	0	0	0	0	0	0	1	0
Human Resources Analyst Senior	0	1	0	0	0	0	0	0	0	0	0	1
Personnel Analyst Senior	0	0	0	2	0	0	0	0	0	0	0	2
Telecommunications Specialist	0	1	0	0	0	0	0	0	0	0	0	1
Accountant III	0	1	0	0	0	0	0	0	0	0	0	1
Building Maintenance Assistant Manger	1	0	0	0	0	0	0	0	0	0	1	0

	White		Black		Hispanic		American Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Electronic Tech Supervisor	0	0	0	0	0	0	0	0	1	0	1	0
Network Coordinator Senior	1	1	0	2	0	1	0	0	0	0	1	4
Personnel Officer	0	0	0	1	0	0	0	0	0	0	0	1
Data Comm Specialist	1	0	0	0	0	0	0	0	0	0	1	0
Public Relations Manager	0	1	0	0	0	0	0	0	0	0	0	1
Crime & Intelligence Spclst	0	1	0	0	0	0	0	0	0	0	0	1
Systems Security Administrator	0	0	0	0	0	1	0	0	0	0	0	1
Staff Assistant Senior	0	1	0	0	0	0	0	0	0	0	0	1
Systems Analyst Senior	1	0	0	0	0	0	0	0	0	0	1	0
Data Services Manager	0	1	0	0	0	0	0	0	0	0	0	1
Network Manager	1	0	0	0	0	0	0	0	0	0	1	0
Information Systems Manager	0	0	0	0	0	0	0	0	1	0	1	0
Police Financing & Planning Manager	1	0	0	0	0	0	0	0	0	0	1	0
Police Personnel Administrator	0	0	0	1	0	0	0	0	0	0	0	1
Chief of Staff	1	0	0	0	0	0	0	0	0	0	1	0
Total	13	13	0	7	0	2	0	1	2	0	15	23

The 2010 Annual Report of the Fire and Police Commission designed by
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