

June 21, 2007

Thank you for your interest in the progress of the Milwaukee Homicide Review Commission. We are pleased to provide you this interim progress report characterizing the activities of the Milwaukee Homicide Review Commission since 2005. This report is designed to provide readers information on: the homicide review process; types of information gathered; examples of how the information can be used; and examples of developed and implemented recommendations. This is not a final or comprehensive report.

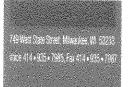
This report will be available on the Milwaukee Police Department and City of Milwaukee websites. If you have any questions or comments, please call 935-7985.

Mallory O'Brien, PhD

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Director

Milwaukee Homicide Review Commission



# Milwankee

# Homicide

Review Commission

**Interim Progress Report**May 2007

The Homicide Review Commission has been a strong asset to the way we approach crime and crime prevention in the Milwaukee Police Department. No police agency can do it alone, and the involvement of our community partners, partner agencies and citizens to help determine causes and work on solutions to homicide in the City of Milwaukee is a step toward reducing this serious public health problem.

— Nannette Hegerty, Chief City of Milwaukee Police Department

The work of the Commission provides an opportunity for education and advocacy and will be a catalyst for community change. With each violent death review, we learn more about the victim as an individual, not just a statistic. The Homicide Review Commission, with representation from a variety of disciplines and from community members, will help us to understand the risk factors that result in violent deaths and will lead to effective recommendations and actions to prevent them.

— Mayor Tom Barrett City of Milwaukee Protecting women, children and families from the trauma of domestic violence and perpetrators who want to hurt them is a difficult task. The Homicide Review process allows us to look at these traumatic and tragic events with the hope that we can learn how to better protect people in our community in the future.

— Carmen Pitre, Executive Director
Task Force on Family Violence

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The Milwaukee Homicide Review Commission (MHRC) has been developed as a multi-level, multi-disciplinary, and multi-agency homicide review process aimed at reducing the occurrence of homicides in Milwaukee. The MHRC, which draws on both criminal justice and public health models of homicide review, has three goals: to gain a better understanding of the nature of homicide through strategic problem analysis; to develop innovative responses to the problem of homicide; and to strategically focus limited enforcement and intervention activities on identifiable risks.

Milwaukee's criminal justice community, public heath community, community service providers and local leaders recognize the effectiveness of the MHRC to guide valuable strategies and interventions to prevent and reduce crime and are actively working together as a team to ensure appropriate effort and resources are directed toward these efforts. The success of the MHRC would not be possible without the commitment of the agencies, organizations and individuals involved. The MHRC creates an environment for many disciplines and agencies to effectively share information and work collectively on violence prevention strategies.

Over the last two years the participants of the MHRC review process have reviewed over 150 homicides and developed over 100 recommendations. These recommendations are based on consistent themes that emerge from case reviews and focus on initiating change at the system, agency/organization, and individual levels.

#### **Key Analytical Findings:**

- Homicide increased 17% citywide between 2004 (pre-MHRC implementation) and 2006 (post MHRC implementation). In the police districts participating in the MHRC (Districts 2, 5, and 6), there was a 15% reduction in homicide versus a 44% increase in the non-participating districts (Districts 1, 3, 4, and 7).
- 90% of homicide suspects and 77% of homicide victims had prior arrests
- One out of every four homicide suspects was on probation or parole with the Wisconsin Department of Corrections at the time of the homicide
- The number of juveniles involved in homicide rose 75% between 2005 and 2006

### **Key Overall Outcomes:**

- Regular, consistent communication and information sharing between local, state and federal law enforcement and communitybased organizations has increased
- Over 100 recommendations have been generated, the majority of which are in some phase of implementation

Universe Homici

### WHAT IS THE MILWAUKEE HOMICIDE REVIEW COMMISSION

The Milwaukee Homicide Review Commission (MHRC) is a multi-level, multi-disciplinary, and multi-agency homicide review process aimed at reducing the occurrence of homicide in Milwaukee. The MHRC is comprised of law enforcement and community service providers who meet regularly to exchange information on the city's homicides, identifying methods of prevention from both public health and criminal justice perspectives. The mission of the MHRC is to better understand the nature of homicides, to strategically focus limited enforcement and intervention activities on identifiable risks, and to develop innovative responses that can lead to solutions. Through this mission, the MHRC aims to reduce homicides in Milwaukee in the long-term.

#### The MHRC works toward this goal by:

- · Refining interagency information exchange
- Improving agency practices
- Formulating targeted intervention programs aimed at violence reduction
- · Assisting in immediate homicide investigations
- Maintaining detailed, descriptive homicide data used to develop and evaluate prevention strategies

The MHRC review process involves four levels: Immediate investigation and crisis intervention, Criminal Justice Review, Community Service Provider Review, and Community Meetings. From these levels come recommendations for action, which are then reviewed and acted upon by the MHRC Executive Committee. The Executive Committee is made up of administrators from agencies that attend the review meetings. These individuals consider the feasibility of a recommendation and then take the necessary steps to make it happen.

This multidisciplinary homicide review process assumes that circumstances of untimely, violent deaths are likely to be repeated and that detailed examination can lead to important insights regarding health risks, intervention/prevention, evaluation, and ultimately homicide and violence

reduction. This initiative is also based upon the premise that in-depth analyses of cases can provide insights into problems with system and community response. Identifying and addressing those problems can positively affect the health and safety of a large number of people.

# The History of the Milwaukee Homicide Review Commission:

Criminal justice approaches to homicide have traditionally been reactive and focused on resolving individual homicides as they occur. Practitioners who work in high-crime areas and have regular contact with high-risk individuals often have detailed working knowledge of homicide events. Bringing together a diverse group of informed individuals to identify these patterns can lead to important targeted and system-level proposals for preventing homicide.

In keeping with emerging best practices in public health and criminal justice, leaders in Milwaukee, Mayor Tom Barrett, Police Chief Nannette Hegerty, and former District Attorney E. Michael McCann assembled a working team of professionals charged with developing a homicide review process to reduce homicide in our community. Their efforts lead to the formation of the Milwaukee Homicide Review Commission (MHRC) in January 2005 with funds awarded by the University of Wisconsin School of Medicine and Public Health, Wisconsin Partnership Fund for a Healthy Future, Project Safe Neighborhoods, and Violence Against Women Act.

To ensure a thorough and complete review of each homicide case in this new initiative, the MHRC chose to initially focus on three of the seven police districts: Districts Two and Six on the south side, and District Five on the north side. Review meetings began in May of 2005 with a retrospective review of homicides that occurred in 2004 in districts 2, 6 and 5. This served as a pilot for testing a meeting format, determining who was missing from the table and establishing expectations of the members.

In the beginning of 2006, non-fatal shooting cases were added to the review process. Also in 2006, a separate monthly review was established to focus specifically on domestic violence related homicides. Finally, beginning in 2007, homicides in District 3 have been added to the reviews.

The MHRC has the potential to have a substantial impact on policy and practice in Milwaukee and more broadly to generate evidence-based, strategic interventions that can be replicated by other cities.

After two years of hard work by all MHRC members, we are proud to report much progress toward our goal in terms of assistance by members in immediate homicide investigations, improved communication between local, state and federal law enforcement agencies, as well as increased focus among departments on the most violent perpetrators and locations in the community, and new cooperative efforts between different community service providers.

#### THE PROCESS

# **LEVEL 1**REAL TIME RESPONSE

- Day-to-day patrol, investigation, and apprehension of suspects by the Milwaukee Police Department
- Project Ujima staff contact the victim's family, identify their social, emotional and financial needs, and coordinate services

# **LEVEL 2**CRIMINAL JUSTICE PROFESSIONALS

- Criminal justice professionals meet monthly to share homicide information
- Members identify how each homicide could have been prevented, identify trends, and make recommendations on improving current agency practices and developing innovative violence prevention responses

# LEVEL 3 COMMUNITY SERVICE PROVIDERS

- Community service providers meet bi-monthly to share information on homicides cleared by arrest
- Members identify how each homicide could have been prevented, how community factors contributed to the homicide, and make recommendations for targeted intervention programs

# LEVEL 4 COMMUNITY MEMBERS

- Community members attend semi-annual Community meetings to learn information coming from the reviews
- Members add additional information on homicides, respond to proposed and enacted violence prevention efforts, and make recommendations for further prevention efforts

#### **EXECUTIVE COMMITTEE**

Members of Levels 2 and 3 in administrative positions within their agencies determine feasibility; designate leaders for implementation and monitor progress

The homicide rate in the City of Milwaukee in 2005 was 20.4/100,000. It declined to 17.3/100,000 in 2006.

In 2005, there were 122 homicide victims. There were 103 in 2006.

### THE MEMBERS

# CRIMINAL JUSTICE AGENCIES INCLUDE:

High Intensity Drug Trafficking Area program Milwaukee City Attorney's Office Milwaukee County District Attorney's Office Milwaukee County Medical Examiner's Office

Milwaukee County Sheriff's Office Milwaukee Housing Authority

Milwaukee Police Department

Milwaukee Public Schools Public Safety Division

Office of the District One Chief Judge

US Attorney's Office

US Bureau of Alcohol, Tobacco, Firearms & Explosives

US Drug Enforcement Administration

US Federal Bureau of Investigation

US Immigration and Customs Enforcement

US Marshals Service

Wisconsin Department of Corrections

Wisconsin Department of Justice, Division of Criminal Investigation

Wisconsin Office of Justice Assistance

#### COMMUNITY MEMBERS:

Residents of Milwaukee

#### **RESEARCH PARTNERS**

Center for Urban Population Health

- University of Wisconsin-Madison School of Medicine and Public Health
- University of Wisconsin-Milwaukee
- Aurora Health Care

Department of Criminal Justice

• University of Wisconsin-Milwaukee

# COMMUNITY SERVICE PROVIDERS INCLUDE:

The Alma Center

Aurora Sinai Medical Center, Abuse Response Service

Bureau of Milwaukee Child Welfare

City of Milwaukee Health Department

Community Development Block Grant Coordinating Agencies

The Counseling Center of Milwaukee

Department of Neighborhood Services

Harambee Ombudsman Project, Inc.

Hope House

Legal Action of Wisconsin, Inc.

Medical College of Wisconsin,

Emergency Medicine Department

Milwaukee Commission on Domestic Violence and Sexual Assault

Milworkee County District

Milwaukee County District Attorney's Office, Community Prosecutors and Crisis Response Unit

Milwaukee Housing Authority

Milwaukee Mayor Tom Barrett

Milwaukee Police Department, Community Liaison Officers

Milwaukee Public Schools

Milwaukee Women's Center

Private Industry Council

Project Ujima — Children's Hospital of Wisconsin

Running Rebels

Social Development Commission — Community Partners

Sojourner Truth House

Southside Organizing Committee

Task Force on Family Violence, Inc.

Urban Underground

Various Faith-Based Agencies

Wisconsin Community Services

### THE RECOMMENDATIONS OF THE MHRC

Through the reviews, members have identified issues and initiated solutions. At the time of printing, the MHRC has made over 100 recommendations, many of which have been implemented and many more of which are in some phase of implementation. The following is a partial list of examples of the progress made and a selection of the recommendations currently being pursued by the MHRC. These recommendations have been generated through discussions in the Criminal Justice, Community Service Provider, and Community Member levels of review.

#### Completed outcomes of the MHRC:

- Tavern-related shootings and homicides were dramatically reduced by increasing tavern checks on the most problematic taverns in each district. An ordinance has also been proposed requiring digital video cameras in all taverns
- Funding provided by the Wisconsin Office of Justice Assistance to the Milwaukee Public Schools for anti-gang education
- Protocol developed for addressing timely removal of street memorials
- Civil nuisance law used to close known drug houses
- Instituted training for MPD officers on crime-mapping software
- Improved communication and information sharing between local, state and federal law enforcement agencies:
  - Development of an electronic data sharing system between agencies is underway, an effort which has received funding from the Wisconsin Office of Justice Assistance
  - Method established for MPD to alert Probation/Parole when a person under supervision is questioned by police

- Probation/Parole agents provide more detailed criminal history and prior supervision history to judges prior to sentencing
- District level "Major Violators
   Program" (MVP) list of the most violent
   offenders created in each police district to
   better inform officers about high-risk
   individuals in their districts
- From the district level MVP lists, a monthly Anti Gang Unit (AGU) Bulletin developed in police districts to identify persons and locations the AGU should target
- Provide better and more consistent information to judges prior to sentencing offenders (Governor Doyle's anti-crime initiative for Milwaukee includes \$750,000 for this effort)
- In addition to probation/parole agents already in the districts, agents from DOC in the High Risk Unit are now in police districts as a result of funding from the Governor's Office
- Prosecutors from the District Attorney's Office, Department of Corrections (DOC) Probation/Parole agents and City Attorneys now located in every police station to coordinate anti-crime efforts
- Leads have been provided in imminent investigations and federal charges have been brought against suspects in several shootings as a result of discussions at the review meetings
- Duplication of efforts between agencies has been avoided through discussion at review meetings when it became apparent that multiple agencies were running parallel investigations

Wilmonkee Home

### THE RECOMMENDATIONS OF THE MHRC

The following recommendations are either currently being reviewed by the Executive Committee or are in some phase of implementation by MHRC members:

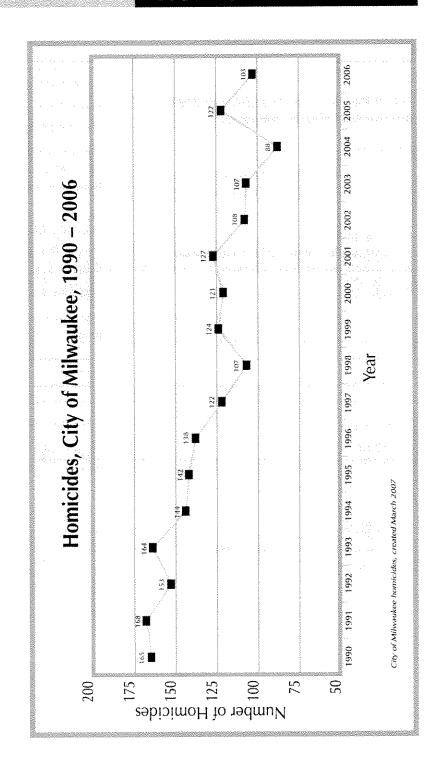
- · Add 6-10 block "stay away" order to bail
- Develop policy for prosecuting intimidation cases and review what has been done in other states
- Increase awareness and standardize response to witness intimidation in the courtroom
- Use civil gang injunctions as a tool for reducing gang violence, as has been done successfully in other metropolitan areas
- Examine sentencing consistency between judges
- Develop District Courts, charge cases right out of districts
- Sentences should include submission to search by any police agency while on supervision
- Automate the adult Department of Corrections notification of release to law enforcement agencies
- Post highest profile persons under Department of Corrections supervision on MPD intranet website
- Develop follow-up protocol for MPD and the District Attorney's Office in cases where formal charges are not initially filed due to an uncooperative victim
- Revive the witness protection program
- Block prisoners ability to call specific phone numbers out of the Criminal Justice Facility, especially in domestic violence cases
- Develop procedure for documenting phone numbers from outgoing calls at the Criminal Justice Facility

- Revise criteria for obtaining tavern licensemore training hours, tighter security, etc
- Notify landlords if the police are called to their property
- Develop Train-the-Trainer program for anger and conflict resolution for use by communitybased and faith-based organizations
- Assess community impact of each homicide and provide information to the judges prior to sentencing
- Develop more community contacts in high crime areas
- Create state statute making violation of parole a separate offense
- Re-initiate Court Watch
- Form subcommittee to address lack of access by law enforcement to past and current juvenile criminal history information

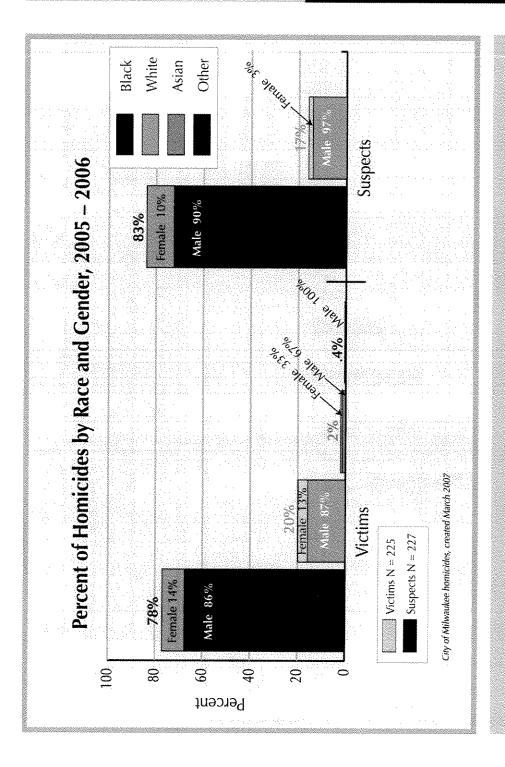
The data provided in the charts and tables in this report have been obtained through extensive homicide file review, discussions at MHRC review meetings, and through computer systems which contain history of arrest, charges filed by

District Attorney offices, incarceration and extended supervision through the Department of Corrections. Data displayed in the maps were obtained from various sources which are indicated at the bottom of

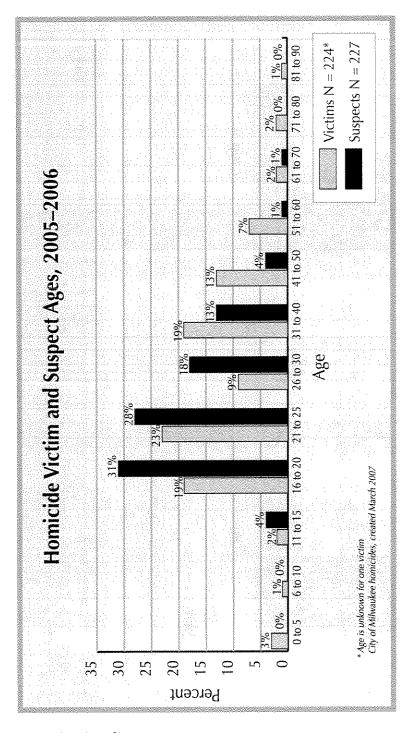
each map. All data in the report reflect homicides in the entire City of Milwaukee. The years for which the data are available differ from page to page and are indicated within each.



## **HOMICIDE STATISTICS**



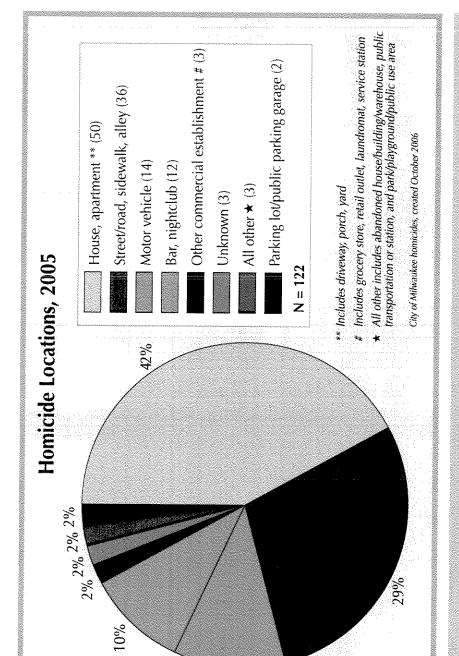
Between 2005–2006, the most represented group of homicide victims were black males between the ages of 17-25 (31%) and the most represented group of homicide suspects were black males between the ages of 18-26 (46%). Twelve percent of homicide victims and 8% of suspects were of Hispanic ethnicity. Milmankee Homicide



The presence of illicit drugs or alcohol in the suspect's system is not known.

there was a decline in the overall number of homicides in 2006, there was a 75% increase in the number of In 2005 and 2006 homicides, 11% of the suspects and 13% of the victims were under the age of 18. While victims and suspects under the age of 18. In 2005, at least 45% of homicide victims had alcohol in their system at the time of their death. At least 24% of victims were legally intoxicated.

Almost 40% of 2005 homicide victims tested positive for an illicit drug at the time of their death.



10% of homicides in 2005 occurred in or directly outside a tavern. 73% of these victims had alcohol in their system, but only 18% were legally intoxicated. 42% of victims of all other non-tavern-related homicides had alcohol in their system, and 24% were legally intoxicated, higher than victims of tavern-related homicides.

In 2005, 11 homicides occurred in a known drug house. Three were in District 2 (out of 12 homicides total), 8 were in District 5 (out of 29 homicides total) Wilmonkee Homiciae

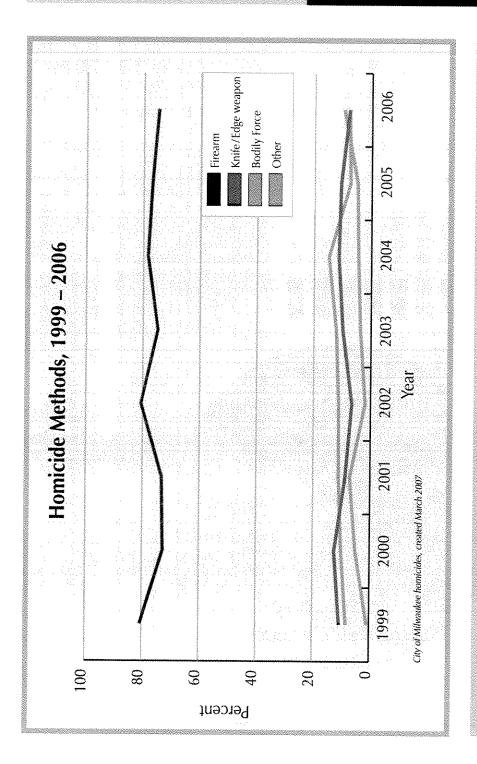
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Between 2004 and 2006, there was a 15% decline in homicide in the MHRC review districts (Districts 2, 5 and 6) compared to a 44% increase in Districts 1, 3, 4 and 7.

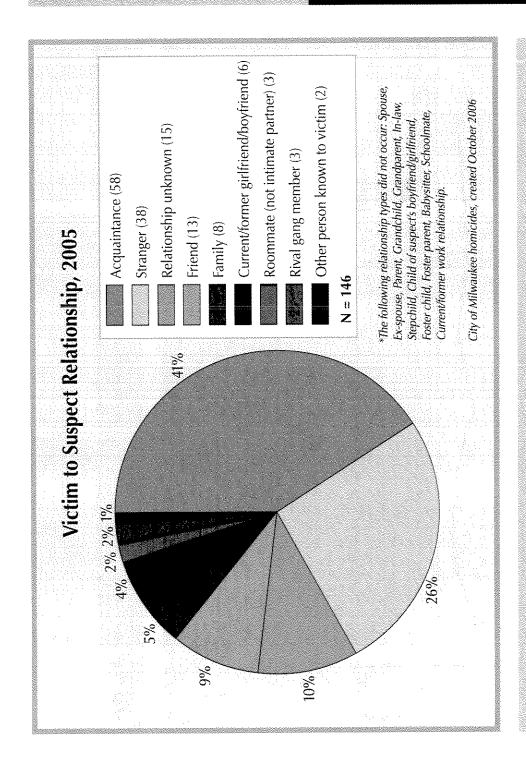
Wilmonker Formicide

# **HOMICIDE STATISTICS**



Over three quarters of homicides in 2005 and 2006 were committed with a firearm.

#### CITY OF MILWAUKEE



In 2005 and 2006, at least 57% of homicide suspects knew their victim.

In 20% of the homicide incidents in 2005 and 2006, there was more than one suspect.

were related to

and 3% were gang related.

drug related

a robbery, 20% were

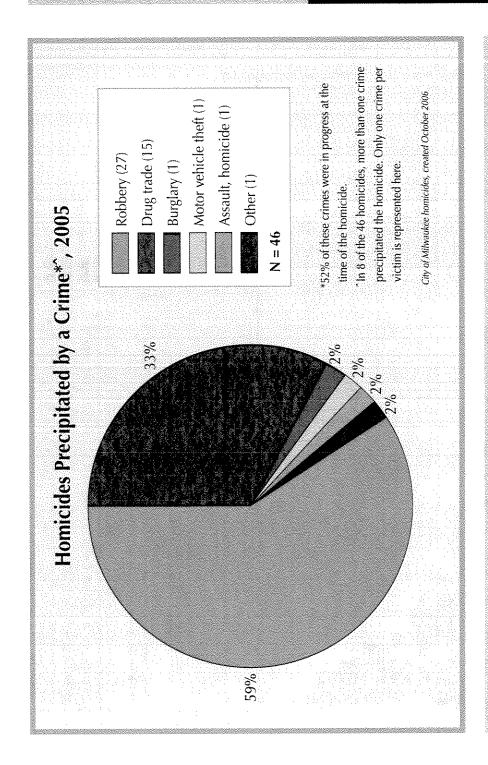
2006, 18% of

homicides

In 2005 and

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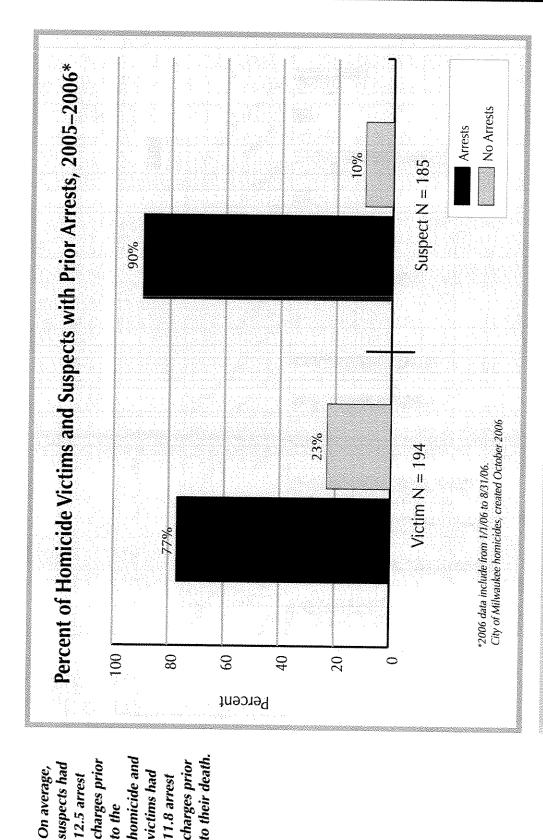


victims who were currently members of a gang, 6 were Latin Kings, 6 were Murda Mob, 5 were C-14, 3 were Brothers of the Struggle, 2 were East Side Gangster, and there was one member in each of the following: East in 2005, 15% of suspects were currently members of a gang vs. 7% of victims. Among the 28 suspects and Side Mafioso, Player's Motorcycle Club and Oriental Loc's (from California).

12.5 arrest

to the

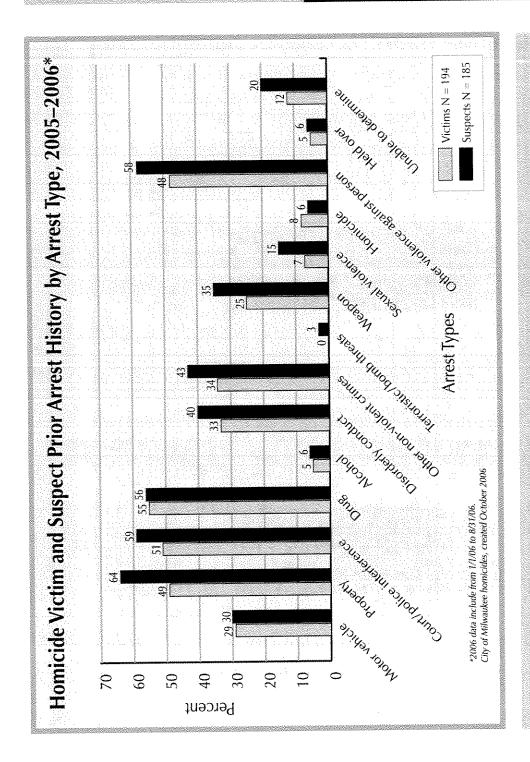
11.8 arrest



33% of suspect arrests were as juveniles vs. 18% of victim arrests.

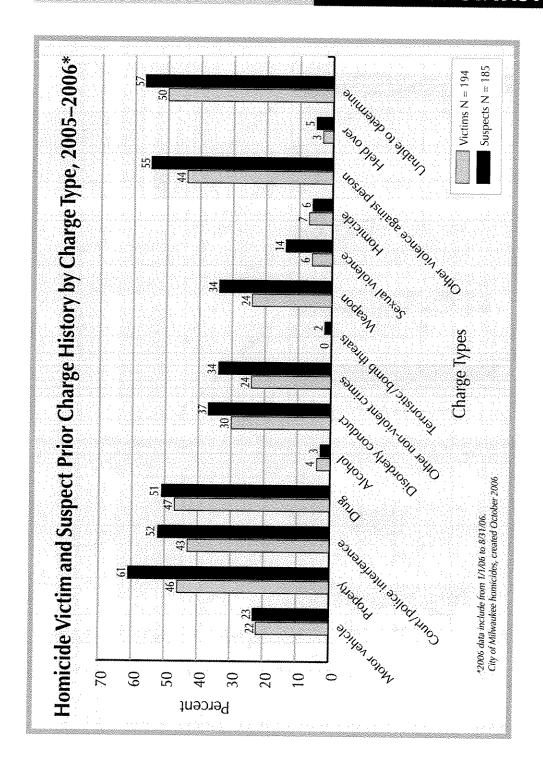
Wilhowhee Homicide

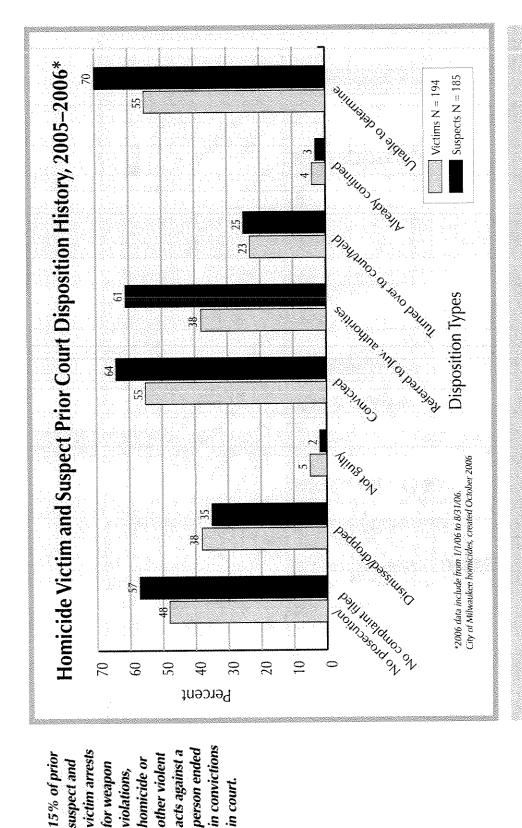
Kerien Commission



72% of suspects and 56% of victims had been arrested at least once previously for a weapon violation, homicide or another violent act against a person

Fire Commission

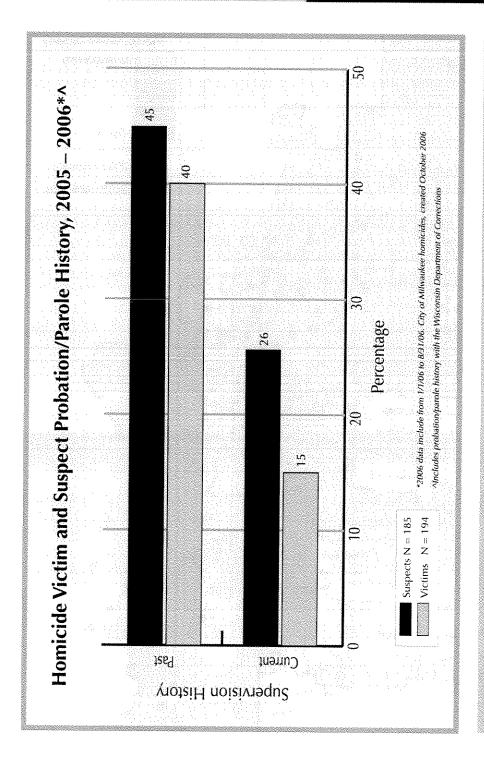




27% of prior arrests for weapon-related or violence-related offenses among suspects and victims were not prosecuted by the DA's office. There are a multitude of reasons for not prosecuting an arrest.

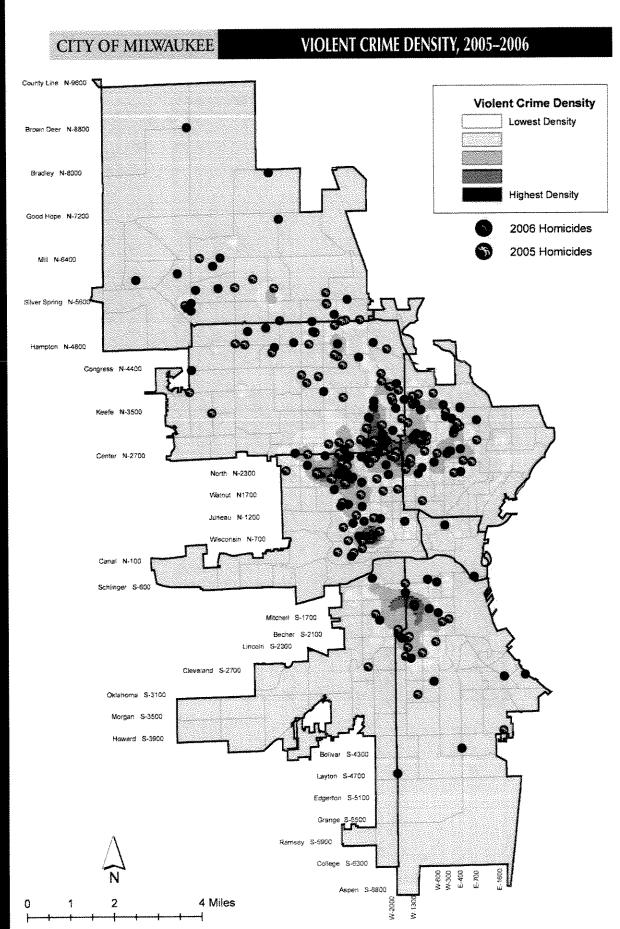
victim arrests 15% of prior suspect and for weapon violations,

other violent homicide or



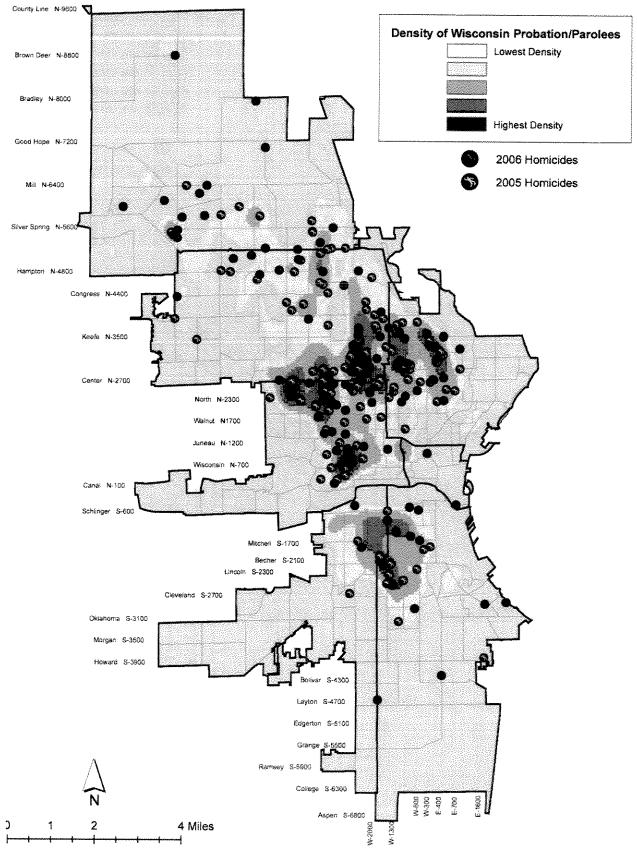
suspects and 40% of victims had been on probation or parole at some time in the past (i.e., prior to any Department of Correction at the time of the homicide: (15% of victims and 26% of suspects), 45% of One out of every five victims and suspects were on active probation or parole with the Wisconsin current probation/parole status). Wilmonkee Homiciae

Evin Commission

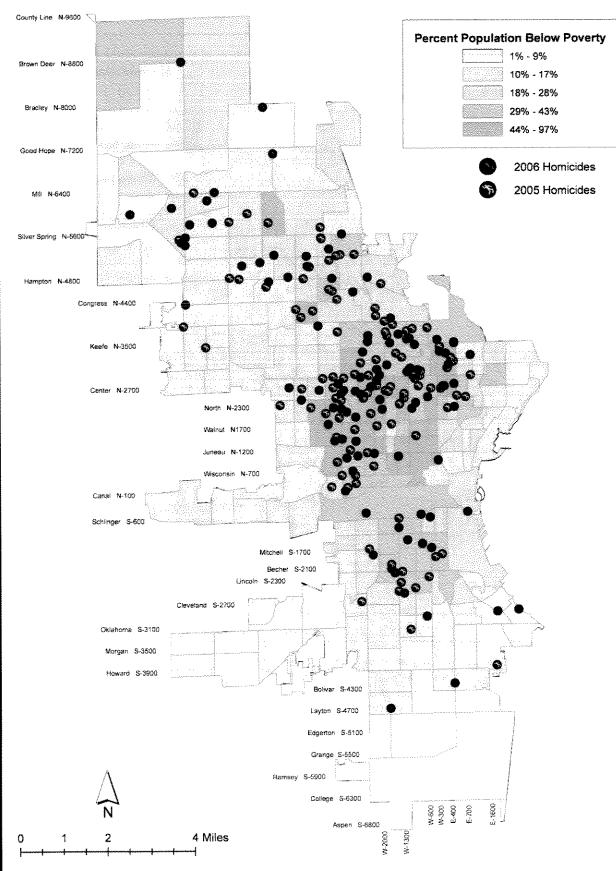


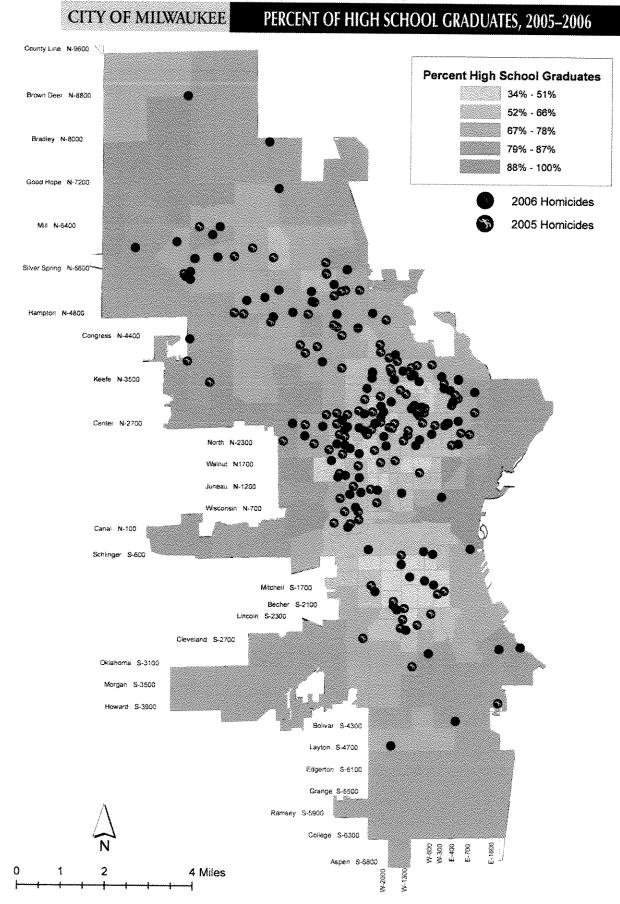
Source: Milwaukee Police Department, Milwaukee Homicide Review Commission

# CITY OF MILWAUKEE DENSITY OF WISCONSIN PROBATION/PAROLEES, 2005–2006

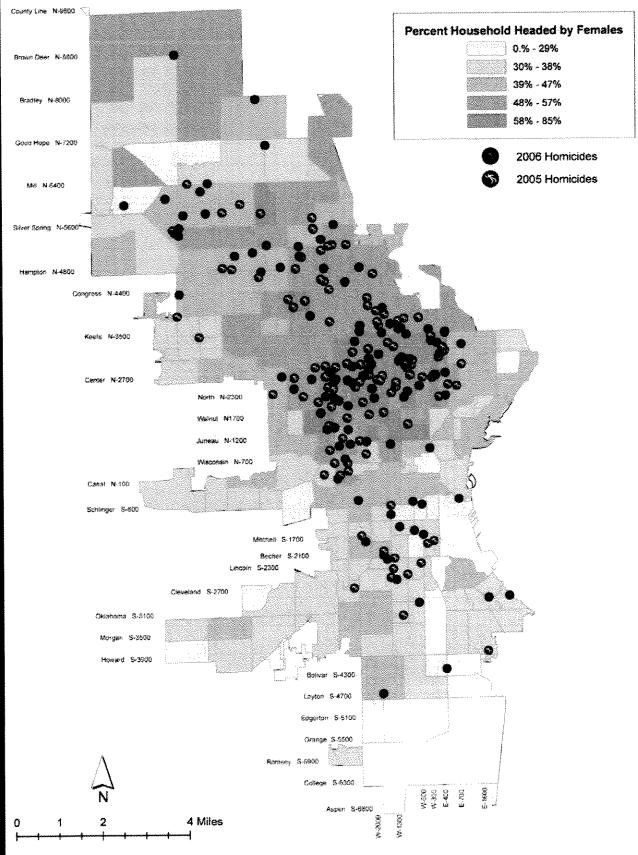


## CITY OF MILWAUKEE PERCENT OF POPULATION BELOW POVERTY, 2005–2006

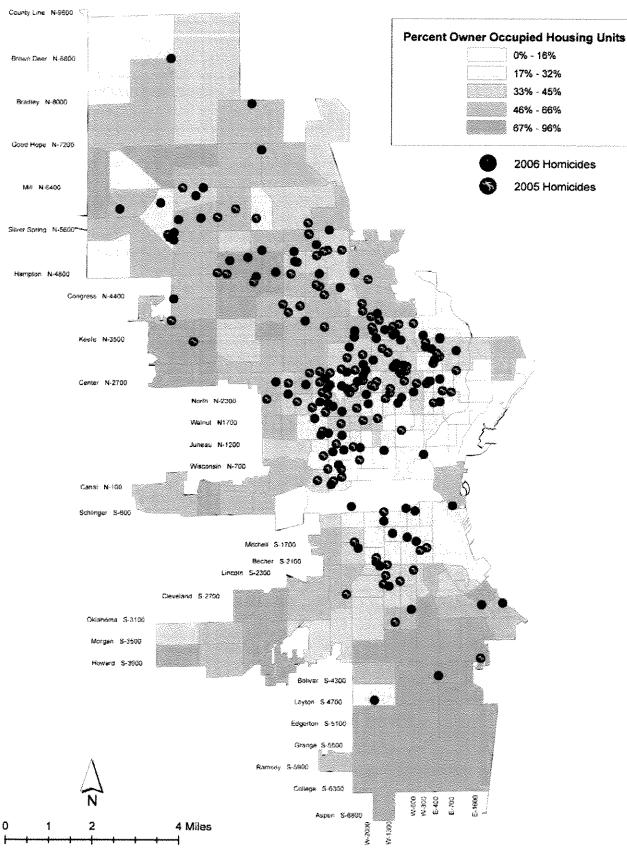




## CITY OF MILWAUKEE PERCENT OF HOUSEHOLD HEADED BY FEMALES, 2005–2006



# CITY OF MILWAUKEE PERCENT OF OWNER OCCUPIED HOUSING UNITS, 2005–2006



### **CONCLUSION**

The goal of the Milwaukee Homicide Review Commission (MHRC) is to lower the number of homicides occurring in Milwaukee. The scope of the Commission allows its members to focus on current agency and program practices, determine areas for improvement, and then implement those changes.

Milwaukee is facing serious societal problems, as are many metropolitan areas in the country.

According to a report from the Annie E. Casey Foundation, 16.9% of births in Milwaukee in 2004 were to teen mothers, the seventh highest rate in the nation. In addition, in 2002–2003, our city had the fourth lowest graduation rate (43.1%) in the nation's 50 largest school districts. And according to the U.S. Census Bureau, in 2004 Milwaukee had the fourth highest child poverty rate among U.S. cities and it placed 7th for percent of people living below poverty level. 3

Producing the societal change necessary to lower the teen pregnancy rate, improve the public school system, create jobs, and provide more positive role models for youths will require a large-scale coordinated effort of community leaders who specialize in each of these issues and who have access to funding or the means to obtain funding to make these changes happen.

These issues are at the core of the violence problem in Milwaukee. The information gathered at the review meetings has documented what we know anecdotally: that the areas with the most violence also suffer from some of our community's most significant social stressors. The maps in this report show that in the areas where homicides occur, there are also the highest percentage of households headed by a female, the lowest percentage of high school graduates, lower levels of owner occupied housing units, and the highest levels of poverty. Persons who are on probation or parole also tend to live in the areas

where homicides are occurring. These are circumstances that have been presented in the homicide review meetings time after time. Homicide victims and suspects in our city tend to come from the most disadvantaged parts of town and from the most disadvantaged families. They tend to be young black males, the suspects most commonly use firearms, and the victims know their assailants in the majority of cases. Arguments, drugs and other crimes such as robbery are the most common precipitating events. Most victims and suspects had at least one prior arrest for a weapons offense or for a violent act against a person, however, very few ended in convictions in court. There must be targeted efforts and commitment at the family, community, city, state and federal levels that focus resources on these neighborhood areas and individuals who are at highest risk. Agency practices must be scrutinized and the easy availability of weapons must be addressed.

Working together with the common goal of violence prevention, we can decrease homicide and violence in general. It is important to keep in mind, however, that the violence our city is experiencing did not occur overnight and it will take time for these efforts to lead to a reduction of violence in Milwaukee. Addressing these issues with action will benefit the entire city of Milwaukee and the state of Wisconsin as a whole both socially and economically.

- 1. Annie E. Casey Foundation. 2007 The Right Start for America's Newborns: City and State Trends.
- 2. EPE Research Center, 2006. Diplomas Count: An Essential Guide to Graduation Policy and Rates.
- 3. U. S. Census Bureau. 2004 American Community Survey; using American FactFinder; <a href="http://factfinder.census.gov">http://factfinder.census.gov</a> (29 October 2006).

The MHRC experience has opened my eyes to just how easy it is for a person to "lose it" and create a dramatic change in their life or the life of someone else with a moment of a bad decision or emotional reaction. I'm able to convey this line of thinking to the many young people that I interact with on a daily basis. Hopefully, these kinds of discussions and future presentations to young people can be an extension of our prevention strategy.

--- Ron Johnson
Private Industry Council
Youth Development Department

The State of Wisconsin was pleased to support this important effort to improve the response to homicide in Milwaukee. It was clear that many agencies play a role in an effective response. Our funding to develop electronic information sharing between these agencies will provide a valuable model for justice information sharing throughout the State.

— David Steingraber, Executive Director Wisconsin Office of Justice Assistance

The meetings help to establish working relationships between key personnel in the law enforcement, criminal justice, city government, schools, and community leaders. The information sharing at the Commission meetings helps participants develop a better understanding of the level of violence in the city of Milwaukee along with methods used or proposed by various agencies to help reduce shootings and homicides. Collaboration between these various groups is a very important aspect of these meetings. I recommend that this Commission continue even after the grant period.

Jeff Davis, Corrections Field Supervisor
 Wisconsin Department of Corrections,
 Division of Juvenile Corrections

The Division of Community Corrections (Probation/Parole) has appreciated this opportunity presented by MHRC to meet periodically with law enforcement, community organizations, service providers and others. The sharing of information and opportunities to find new ways to collaborate and address public safety concerns has provided new energy and ideas for our ultimate goal of making Milwaukee a safe place to live and work.

— Jan Cummings, Regional Chief Wisconsin Department of Corrections, Division of Community Corrections -Milwaukee County

### Milwaukee Homicide Review Commission

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