

2009 Annual Report



City of Milwaukee Fire and Police Commission

Michael Tobin, Executive Director

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MESSAGE FROM THE MAYOR



The mission of the Milwaukee Fire and Police Commission (FPC) is to ensure that the Milwaukee Fire Department (MFD) and Milwaukee Police Department (MPD) 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.

Under the combined guidance of Acting Fire Chief Michael Jones, Police Chief Edward Flynn, and the members of the FPC, our public safety departments make Milwaukee a safe place to live. The FPC provides direct citizen input on the policies and standards followed by the Fire and

Police Departments, while ensuring that community members are treated respectfully and fairly in our efforts to provide public safety services.

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 of the FPC, provide the highest quality services to the City of Milwaukee.

—Tom Barrett
Mayor of Milwaukee



MESSAGE FROM THE EXECUTIVE DIRECTOR

This report highlights many of the reforms that were initiated in 2009 by the FPC. One of our primary areas of emphasis is to monitor the quality and effectiveness of the Fire and Police Departments' policies, standards, and procedures. In 2009, we made significant advances in our ability to provide policy direction and properly perform our role of citizen oversight. Many of the initiatives are specifically aimed at increasing citizen satisfaction, responsiveness to community concerns, and increasing the transparency of the many varied functions performed by the FPC.

In 2009, the FPC permanently adopted the citizen complaint pilot program. This program overhauled the citizen complaint system to encompass the latest innovations in civilian oversight. The system includes independent investigations by FPC investigators, a rapid resolution program, mediation of complaints, and, most importantly, an emphasis on citizen satisfaction. A record number of citizen complaints filed directly with the FPC in 2009 is indicative of increased confidence in our revised complaint system. We have provided easier access for filing complaints through our website and community outreach locations. We also installed a software program that allows the FPC to access MPD internal investigation files for

improved auditing of complaints filed directly with MPD.

The use of force study appended to this report is an unprecedented in-depth analysis of MPD data. This study will serve as a basis to comprehensively monitor use of force policies, procedures, and reporting practices. It will also provide benchmarks for annual comparisons of data, and a better community understanding of how and when our officers exercise the use of force.

Like many local governments in the nation, the City of Milwaukee faced significant fiscal challenges in 2009. Despite these challenges, the public safety departments continued to provide excellent services protecting the lives and property of our community. MFD reported the third-lowest number of fire fatalities in the past 25 years, and MPD continued its decreasing crime trends, posting a 12.8% drop in violent crime.

A competent professional staff and a group of dedicated citizen-commissioners provide our community with effective citizen oversight. Great strides were taken in 2009, and we look forward to building upon these initiatives in 2010.

FIRE AND POLICE COMMISSION



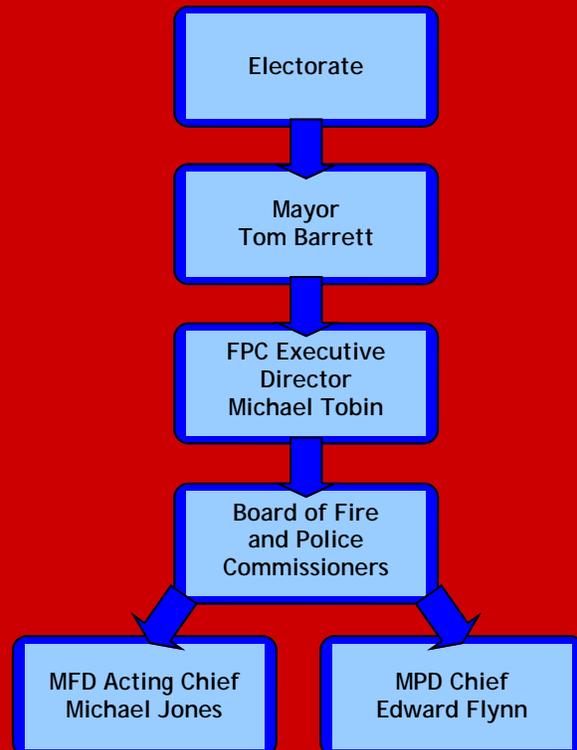
Under state law and City Charter, the FPC oversees MFD and MPD (see Chart 1). The FPC sets overall policy and standards while the Chief of each department manages daily operations and implements the FPC's policy direction and goals. In addition to policy direction, FPC functions include establishing 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.

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 seven 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 City of Milwaukee

community, and their priorities include initiatives to reduce crime, increase safety, and maintain effective responses to fire and medical emergencies.

Chart 1. Organizational Chart



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.

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

In 2009, 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;
- ◇ Formally adopting the pilot version of the citizen complaint program in order to address allegations of employee misconduct;
- ◇ Implementing 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 seven part-time citizen members, and a full-time professional staff led by an Executive Director.

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 services, 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



FPC Commissioner Carolina Stark (right) discusses MFD water rescue with then Assistant Chief Michael Jones, Battalion Chief Jeffrey Friedrich, and Lieutenant Gill Gonzalez during an orientation tour hosted by MFD for FPC staff and Commissioners. *Photo courtesy FPC.*



FPC Commissioner Sarah Morgan (left) converses with Firefighter Julie Hall about water rescue. *Photo courtesy FPC.*

program, and UW-Madison's "Role of the Police and Fire Commission."

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 and 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 2009:



Ernesto A. Baca was originally appointed to the Board in July 2001, and became Chair of the Committee on Testing and Recruiting in November 2008. He was Vice-Chair of the Board of Fire and Police Commissioners from 2006 to October 2008. Mr. Baca is the Contract Manager at UMOS, Inc. (United Migrant Opportunity Services), an agency which provides workforce development and other social services. He was previously Chief Financial Officer for the 16th Street Community Medical Health Center. Mr. Baca is a Board Member and Treasurer of the Wisconsin Hispanic Scholarship Foundation, and a past Board member of Easter Seals of Southeast Wisconsin. His term expires in July 2011.



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.



Richard C. 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).



Paoi X. 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 July 2010. 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.



Carolina Maria 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 that meet periodically, the Committee on Policies and Standards, the Committee on Complaints and Disciplines, and the Committee on Testing and Recruiting. 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 Commissioners Kathryn Hein and Caroline Stark and meets on an as-needed basis. This committee has the authority to hear appeals from MFD and MPD employees concerning disciplines and 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 Ernesto Baca chaired the Committee on Testing and Recruiting, and Commissioner Paoi Lor 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. 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 nine 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. 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 Police Chiefs and two Milwaukee Fire Chiefs. He is a U.S. Army combat veteran and, in 2005-2006,

The Fire and Police Commission became fully staffed in 2009, with nine full-time employees.

was appointed to manage the U.S. military program to reconstruct the civilian justice system nationwide for the country of Afghanistan.

David Heard is the FPC's Community Relations Manager. He 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, MFD, and MPD on all personnel related matters. He serves on the Board of Children's Outing Association (COA) Youth, and 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 I. 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, as well 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.



Fire and Police Commission staff. Front row, from left: Cheryl Patane, Susan Bodden-Eichsteadt, Cynthia Janusz, Joan Dimow, and Renee Keinert. Back row, from left: Kristin Kappelman, Nia Norris, Michael Tobin, Molly Kuether, and David Heard. *Photo courtesy MPD.*

Monitoring/Oversight Staff

Steven Fronk is the FPC's Research and Policy Specialist, as well as a licensed attorney in the State of Wisconsin. He also acts as the Hearing Examiner for citizen complaints and disciplinary trials. Mr. Fronk attended the University of Wisconsin-Madison and Marquette University, and received his law degree from Marquette Law School. Before joining the FPC, Mr. Fronk was in private practice in Milwaukee for 10 years. He served as the Mayor's representative for the Urban Area Security Initiative from 2004 to 2005, and currently serves on the Executive Board of the Milwaukee Homicide Review Commission.

Susan Bodden-Eichsteadt is an Investigator/Auditor for the FPC, and also served as interim Investigator of citizen complaints from March 2008 to February 2009. Ms. Bodden-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. Bodden-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 attended Connecticut College and 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.

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

Department of Employee Relations

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

Sally McAttee, Human Resource 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



BUDGET

The 2009 budget provided funding to fully staff the FPC (see Table 1). The FPC was able to strengthen its citizen complaint program, investigatory procedures, and policy review functions by staffing the additional positions of Complaint Investigator/Auditor, Research and Policy Analyst, and Office Assistant. These staff members assisted in improving the critical

functions of analyzing department policies and procedures, identifying patterns and trends, and recommending improvements. Additional funding was also allocated to increase the number of citizen board members from five to seven as a result of an amendment to state law in 2008.

Table 1. 2009 Budget Summary

	2007 Actual Expenditures	2008 Adopted Budget	2009 Adopted Budget	Change 2009 Adopted vs. 2008 Adopted
<i>PERSONNEL</i>				
FTEs-Operations and Maintenance	9.97	8.50	9.50	1.00
FTEs-Other	0.00	0.00	0.00	0.00
Total Positions Authorized	16	16	17	1
<i>EXPENDITURES</i>				
Salaries and Wages	\$341,942	\$597,359	\$666,740	\$69,381
Fringe Benefits	\$143,584	\$244,917	\$273,363	\$28,446
Operating Expenditures	\$129,270	\$65,641	\$128,324	\$62,683
Equipment	\$6,504	\$12,000	\$2,640	-\$9,360
Special Funds	0	\$50,000	0	-\$50,000
Total	\$621,300	\$969,917	\$1,071,067	\$101,150



DEPARTMENT HIGHLIGHTS

FIRE AND POLICE COMMISSION

- ◇ FPC partnered with the Department of Criminal Justice at the University of Wisconsin-Milwaukee to study MPD's use of force incidents.
- ◇ FPC received 319 (formal and informal) citizen complaints, the highest number of complaints ever filed with the FPC.
- ◇ FPC adopted the National Association for Civilian Oversight of Law Enforcement (NACOLE) Code of Ethics.
- ◇ Investigator/Auditor Susan Boddeneichsteadt, Research and Policy Analyst Kristin Kappelman, Office Assistant I Molly Kuether, and Investigator/Auditor Cheryl Patane were hired to fill vacant positions with the FPC.
- ◇ FPC adopted the Use of Force Strategy Statement, which outlines how the FPC monitors force used by MPD.
- ◇ Sarah Morgan was sworn in as a new FPC commissioner.
- ◇ Most FPC staff and 5 FPC Commissioners attended "Role of the Police and Fire Commission", a University of Wisconsin-Madison training course.
- ◇ FPC published the 2009 Mid-Year Report and 2009 Mid-Year Brochure, which was the first time a mid-year report was made available to the public.
- ◇ FPC sponsored a state-wide pilot program "Wills for Heroes", in which volunteer attorneys provided free estate planning services for first responders, including members of MFD and MPD.
- ◇ Prism Technical Management, an independent consultant, issued their report on the FPC's citizen complaint process.
- ◇ FPC staff and Commissioners attended an orientation training session hosted by MFD.
- ◇ FPC published informational memorandums on MPD's 60 college credit requirement,



Commissioners (left to right) Ernesto Baca, Richard Cox, Sarah Morgan, and Kathryn Hein pose with Fire Chief Douglas Holton (center) at his last FPC meeting before his retirement. *Photo courtesy FPC.*

open carry of firearms, and social security numbers.

- ◇ FPC staff designed multiple brochures explaining the various functions of the FPC, including: *Why Mediate an FPC Complaint?*, *What to Expect when Interacting with the Police* (available in English and Spanish), *What is the Fire and Police Commission?*, (available in English and Spanish), and *How to File a Complaint* (available in English and Spanish).
- ◇ FPC formally adopted the pilot version of the citizen complaint process.
- ◇ The Administrative Investigation Management (AIM) system was installed on select FPC computers. AIM is a shared software program with MPD that tracks citizen complaint investigations, amongst other functions.

MILWAUKEE FIRE DEPARTMENT

- ◇ MFD reported 7 fire fatalities in 2009, the third lowest number of fatalities in the past 25 years.
- ◇ Officer Development Program for Battalion Chiefs, Lieutenants, and Captains was instituted.
- ◇ Debra Weber became the first female Firefighter Deputy Chief in MFD history.
- ◇ Chief Douglas Holton announced his retirement.
- ◇ The Fire Investigation Task Force was formed. Using members of MPD and MFD, the Fire Investigation Task Force investigated arsons and fires of an undetermined nature.
- ◇ For the first time, MFD required its recruit class applicants to pass the National Registry and become a licensed EMT before employment.
- ◇ MFD donated a fire engine to the Morogoro (Tanzania) Fire Department. This fire engine

was the second fire apparatus in the Morogoro's fleet.

- ◇ Firefighter Anthony Rueda received the Ray Downey Courage and Valor Award from Fire Engineering Magazine. Firefighter Rueda dragged his unconscious Fire Captain Theodore Stribling to safety after both fell through the floor of a burning home.



Firefighter Anthony Rueda (second from left) receives the Ray Downey Award from (from left) New York City Fire Department (NYFD) Battalion Chief Joe Downey, PennWell Corporation President and CEO Robert Biolchini, and FDNY Battalion Chief Chuck Downey. *Photo courtesy Fire Engineering Courage and Valor Foundation.*

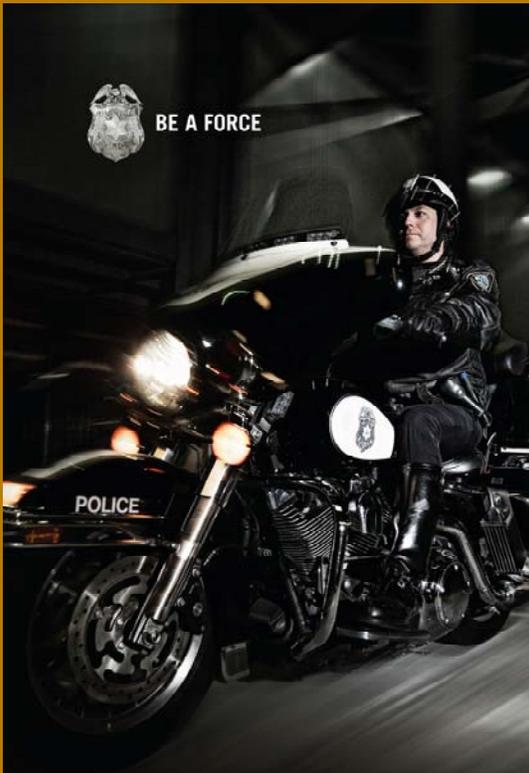
- ◇ Ladder Truck 10 was decommissioned at the end of the fiscal year.
- ◇ MFD provided mutual aid for the fire that destroyed the Patrick Cudahy plant in Cudahy, Wisconsin.
- ◇ MFD's new fire and rescue boat, the Trident, was commissioned on August 20, 2009.

MILWAUKEE POLICE DEPARTMENT

- ◇ MPD reported a 12.8% drop in all violent crime between 2008 and 2009, including a 19.3% decrease in aggravated assault. Property crime also decreased 6.1% between 2008 and 2009, including a 25.6% decrease in auto thefts.
- ◇ MPD formed the 2009 Use of Force Committee, which will review use of force

incidents to identify issues and form future policy development.

- ◇ FPC authorized MPD to create two new Crime Analyst positions.
- ◇ MPD helped with security at the G-20 summit in Pittsburgh, Pennsylvania, by providing specially trained personnel.
- ◇ MPD, in conjunction with advertising agency Cramer-Krasselt/Milwaukee, unveiled a branding and recruiting campaign encouraging citizens to “Be A Force.”



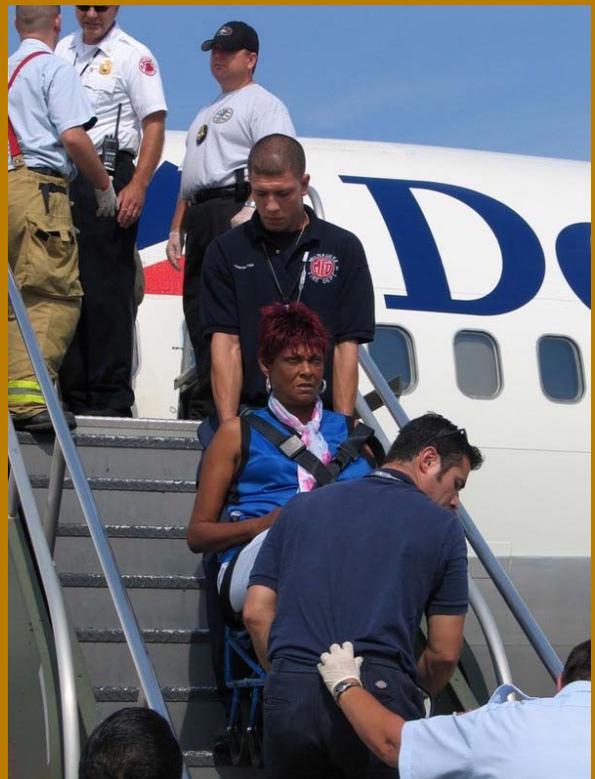
An example of the “Be A Force” campaign. *Photo courtesy MPD.*

- ◇ FPC approved MPD’s plan to modify its organizational structure, creating a centralized fusion intelligence center.
- ◇ FPC authorized MPD to change the police district boundaries in order to reflect crime patterns, not staffing levels, of the City of Milwaukee.
- ◇ Judy Pal was appointed as the first Chief of Staff.

- ◇ MPD received a grant from the Office of Community Oriented Policing Services to fund the salaries of 50 new police recruits for three years.

OFFICE OF EMERGENCY MANAGEMENT AND HOMELAND SECURITY

- ◇ FPC announced that the Office of Emergency Management and Homeland Security will merge with FPC in January of 2010.
- ◇ Steven Fronk, former Hearing Examiner for the FPC, appointed as Director of Emergency Management and Homeland Security.



MFD personnel conduct disaster training at Mitchell International Airport. *Photo courtesy MFD.*

INFORMATIONAL MEMORANDUMS



Staff of the FPC will occasionally research and report on public safety matters that concern the community. FPC staff drafted 3 informational memorandums in 2009, each of which is excerpted below¹.

MPD 60 COLLEGE CREDIT REQUIREMENT

The Wisconsin Law Enforcement Standards Board (LESB) requires all law enforcement officers to have 60 college credits within 5 years of appointment. Failure to comply with this requirement results in decertification as a law enforcement officer in the state of Wisconsin and subsequent dismissal from the department. As several members of MPD have been the subject of decertification hearings before the LESB, a need to more closely monitor staff members that do not have the required college credits was

identified and the new position of Career Development Coordinator was created. Staff members who do not currently have the required 60 college credits will be required to submit documentation every year until 60 college credits have been attained.

SOCIAL SECURITY NUMBERS

Employees who initiate contact with citizens are required to submit a Field Interview/Traffic Warning Card (FI card), and during these traffic stops and field interviews, some MPD employees may ask citizens for their social security numbers (SSN). While there is a space on the FI card for a SSN, a SSN is not required. Completed FI cards are forwarded to clerical staff and entered into MPD's database on a daily basis, and the actual FI cards are kept for 7 days after entry and are then destroyed.

1. The full text of the Informational Memorandums is available on the FPC website, see Appendix 1.

Citizens are within their legal rights to refuse to provide their SSN, and most police departments do not require a SSN when in contact with a citizen. Section 7 of the Privacy Act of 1974 requires all federal, state, and local authorities who request a citizen's SSN to inform the citizen whether the disclosure is mandatory or voluntary, how the SSN will be used, and under what statute or authority the number is requested. A citizen cannot be denied any right, benefit, or privilege if they refuse to disclose their SSN.



Officer Stephens performs a traffic stop. *Photo courtesy MPD.*

Alternatives that do not rely upon the SSN as an identifier include the Morpho RapID fingerprint scanner and the Wisconsin Department of Motor Vehicles (DMV) database. The Morpho RapID fingerprint scanner provides a quick and accurate confirmation of the citizen's identification without requiring a SSN. The DMV database allows an employee to query a citizen and corroborate the information provided by the citizen to confirm the person's identification.

SSN's are beneficial to police departments in verifying the identification of a citizen if a warrant was entered into a national database, but providing a SSN is not a requirement. A SSN can be requested of a citizen only when no other means exists to confirm a person's identity.

OPEN CARRY OF FIREARMS

Under the Constitution of the State of Wisconsin, a person has the right to openly carry a firearm. Absent any additional facts and circumstances, openly carrying a firearm does not constitute a disorderly conduct charge. However, MPD officers still have the responsibility to stop, investigate, and determine whether a person openly carrying a firearm is doing so legally.

Numerous state statutes limit where, by whom, and the manner in which firearms may be openly carried. For example, firearms cannot be possessed by felons and cannot be openly carried by minors, in public buildings, where alcohol is sold and consumed, or on public property within 1000 feet of a school. For these reasons, MPD will enforce the laws and will conduct field interviews of individuals who choose to openly carry firearms. As citizen and officer safety are the primary considerations of MPD, the individual openly carrying a firearm may be required to temporarily relinquish possession of the firearm for safety reasons until the interview is completed.



An example of openly carrying a firearm. *Photo courtesy Milwaukee Journal Sentinel.*

ANALYSIS OF 2009 USE OF FORCE INCIDENTS



As part of the FPC's Use of Force Strategy Statement², the FPC partnered with Dr. Steven Brandl³ of the University of Wisconsin-Milwaukee (UWM) to conduct an analysis of MPD's use of force incidents from 2009. The Use of Force Strategy Statement states that the FPC will oversee and monitor use of force by MPD officers, and this report serves as a starting point in order to conduct a comprehensive review of use of force policies, procedures, and reporting practices⁴.

SUMMARY OF 2009 USE OF FORCE INCIDENTS

The report was based on an analysis of the 459 use of force incidents that occurred between January 1, 2009 and December 31, 2009. The analyses were intended to provide an understanding of the nature, frequency, and circumstances of use of force incidents in MPD.

The following summary statements can be made:

- ◇ There was an average of 1.26 use of force incidents per day in 2009.
- ◇ There were 93.8 arrests for every one arrest

that involved the use of force.

- ◇ Approximately 1.07% of arrests involved the use of force.
- ◇ There were 2,699 traffic stops for each traffic stop that involved the use of force.
- ◇ Approximately 0.04% of traffic stops involved the use of force.



Chief Flynn conducts roll call in the city streets. *Photo courtesy MPD.*

- ◇ There were 515 subject stops for each subject stop that involved force.
- ◇ Approximately 0.19% of subject stops involved the use of force.

2. See Appendix 6 for the Use of Force Strategy Statement.

3. Dr. Brandl is the Chair of the Criminal Justice Department at UWM and has conducted multiple research studies for other police departments, including Chicago.

4. See Appendix 7 for the complete report, *An Analysis of 2009 Use of Force Incidents in the Milwaukee Police Department*.

- ◇ Approximately 20% of MPD sworn officers were involved in at least one use of force incident in 2009.
- ◇ There was one incident of force for every 1,259 residents of the City of Milwaukee in 2009.
- ◇ The largest proportion of use of force incidents in 2009 occurred in Police District 7 (33.8%) and in Aldermanic District 6 (18.0%).
- ◇ There was substantial variation across police districts in the number of arrests for each use of force arrest, and in the number of residents for each use of force incident.
- ◇ The 459 use of force incidents involved 387 officers. Approximately 60% of these officers were involved in just one incident; approximately 16% of the officers were involved in three or more incidents.
- ◇ Fifty-four incidents (11.8%) involved a firearm; in 39 of these incidents (72.2%), the firearm was used to shoot a dog(s).
- ◇ Of the 459 use of force incidents, in 28 a complaint was filed. Complaints were more likely to be filed when more than one officer was involved, where bodily force or a firearm was used, when the subject was African-American, when the subject was injured, and when the incident resulted in a traffic stop.
- ◇ Approximately 9% of incidents (43 of 459) involved force being used against one or more dogs. Most of the dogs were Pit Bulls and the largest proportion of incidents resulted from a loose dog complaint.

Based on the analyses conducted here, the typical use of force 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 MPD or FPC.



Officers in the mounted patrol stop to talk to citizens outside of City Hall in downtown Milwaukee. *Photo courtesy MPD.*

COMMUNITY RELATIONS



One of the guiding principles of the FPC is to improve community relations. This principle calls for improving the community's confidence in not only the FPC, but also MFD and MPD. Effective community relations is a policy goal for the public safety departments and is a function of each individual employee. For most of the public, 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. From the creation of new informational pamphlets to the FPC's website, the FPC continues to make changes to increase its ability to improve community relations.

The staff of the FPC is proud to have volunteered for various community organizations in 2009. For the City of Milwaukee's Combined Giving Campaign, three FPC staff members—Investigator

Susan Bodden-Eichsteadt, Analyst Kristin Kappelman, and Office Assistant Molly Kuether—donated their time to assist the Great Lakes Hemophilia Foundation (GLHF) at their annual Walk with the Animals at the Milwaukee County Zoo. FPC staff assisted with registration, took pictures of the events, collected pledge forms, and played games with the participants. Over \$27,000 was raised at the walk!



FPC staff member Molly Kuether (left) assists at the Great Lakes Hemophilia Foundation's Walk with the Animals at the Milwaukee County Zoo. *Photo courtesy of Kristin Kappelman.*



FPC Community Relations Manager David Heard (left) and his family assist at Project Ujima's Breakfast with Santa. *Photo courtesy of Project Ujima.*

FPC staff and their families also assisted Project Ujima at their annual Pancake Breakfast with Santa on Saturday, December 14, 2009. 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 handed out books and helped serve a delicious pancake breakfast to the victims and their families.



FPC staff members Kristin Kappelman (left), David Heard (third from left) and Susan Bodden-Eichsteadt (second from right) volunteered to serve breakfast for Project Ujima. *Photo courtesy of Project Ujima.*

Along with volunteering at these community events, FPC staff attended over 120 community meetings⁵, spoke at various community organizations/functions, and held 3 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 functions, such as the "Inside Look", and MPD functions, like the Citizens' Police Academy.

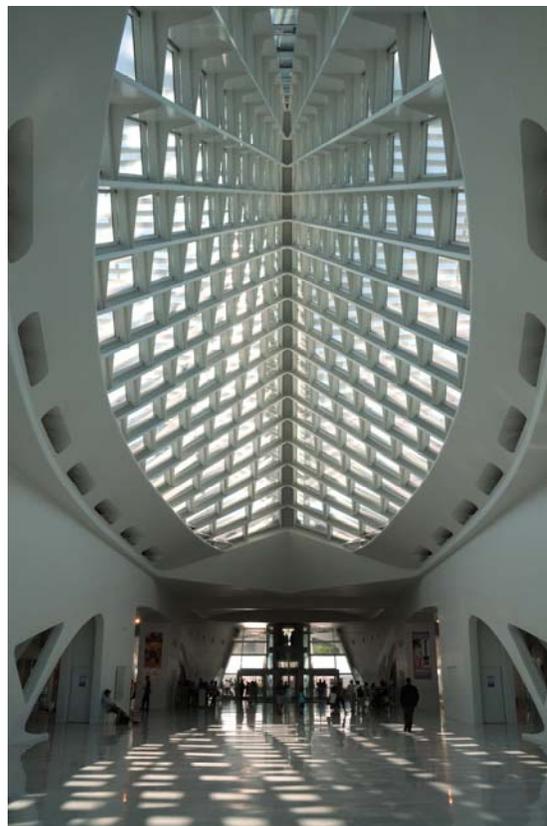
The FPC also publishes brochures of interest to the community in both English and Spanish. These brochures (*How to File a Complaint*, *What to Expect when Interacting with the Police*, and *Milwaukee Fire and Police Commission*) are available at City Hall, the Milwaukee Public Libraries, Milwaukee Public Ambassadors, MPD's district stations, and the FPC's community partner organizations⁶. These 11 community partner organizations 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 includes helpful sections such as the Community Outreach page, with information on job resources and job fairs. The website contains information on all Board meetings, reports issued by FPC staff, 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's outreach efforts.

5. If interested in having a representative of the FPC speak at a community event, please contact the Community Relations Manager, David Heard, at (414) 286-5064.

6. See Appendix 5 for a map of FPC satellite locations.

OFFICE OF EMERGENCY MANAGEMENT AND HOMELAND SECURITY



In an effort to link public safety services under a single agency, the Office of Emergency Management and Homeland Security entered a period of transition in 2009, which will result in the office becoming a division within the FPC.

The mission of Emergency Management and Homeland Security 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 order to mitigate the impact on Southeastern Wisconsin.

Emergency Management and Homeland Security operations are supported almost entirely by federal grant funding rather than City of Milwaukee tax levy funds. The office 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.

Steven Fronk, an attorney and hearing examiner on the FPC staff, was named Director of Emergency Management and Homeland Security by Mayor Tom Barrett in October 2009. Along with Director Steven Fronk, Emergency Management and Homeland Security staff include:

- ◇ Lieutenant Kurt Drezek from MPD, who serves as the Law Enforcement Project Manager;
- ◇ Battalion Chief James Ley from MFD, who serves as the Fire Services Project Manager; and
- ◇ Desiree Matel-Anderson, who serves as the Fiscal and Compliance Grant Monitor.



CITIZEN COMPLAINT PROCESS⁷

A primary function of the FPC is to provide a viable citizen complaint process to ensure that MFD and MPD personnel treat community members with courtesy and respect according to the rules and regulations of the respective department. 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 by the public.

In 2009, the FPC formally adopted the citizen complaint pilot program. The primary components of the citizen complaint process include independent investigations, a mediation program, and a system to provide rapid resolution of certain allegations. Along with the formal adoption of the citizen complaint program, two full-time Investigator/Auditors were hired to fill vacant positions to investigate citizen complaints filed with the FPC.

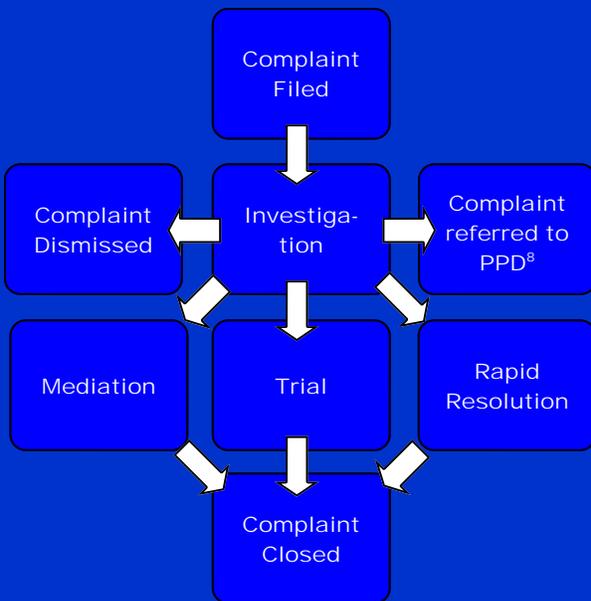
In addition to filing a complaint with the FPC, the Professional Performance Division (PPD) of MPD also receives and investigates complaints filed against MPD officers. When complaints are filed directly with MPD, the FPC will audit the completed investigations to ensure thorough, credible, and fair 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.

7. Starting in August 2009, FPC staff began classifying citizen complaints differently in order to more accurately and efficiently categorize complaints. Because of this reclassification, comparison to complaints filed prior to 2009 cannot be done and also makes the data presented in the 2009 Mid-Year Report inaccurate.

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 referral 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).

Chart 2. Citizen Complaint Process



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 files 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.

8. Complaints filed with the FPC are referred to PPD when the allegation involves a criminal offense and/or the complaint is filed by an employee of MPD.

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.

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.

Rapid Resolution

Rapid resolution involves complaints of a general nature filed with the FPC and then forwarded to MFD or MPD for quick resolution. 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 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.

A total of 319 citizen complaints were filed with the FPC in 2009, which represents a 165.8% increase from 2008.

2009 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 MPD. These inquiries, while not included in the 2009 citizen complaint totals, are reported because staff still responded to these inquiries and directed the individual to the appropriate authority. Nineteen inquiries involved complaints made against fire or police employees of other jurisdictions, and 21 inquiries involved complaints made against other City of Milwaukee departments or were situations where the complainant did not wish to file a complaint⁹.

A total of 319 citizen complaints were filed with the FPC in 2009, which is the most complaints

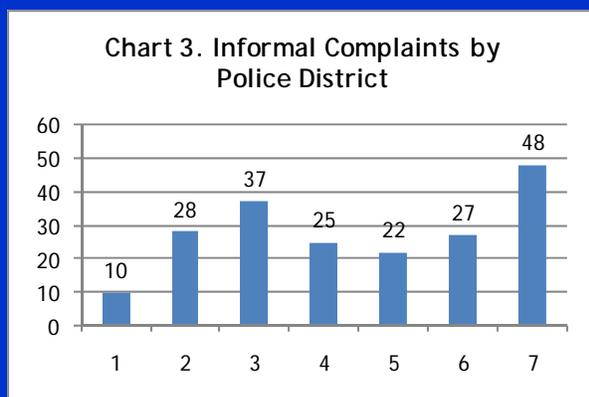
9. FPC staff have jurisdiction to investigate complaints filed against employees of MFD and MPD and are not authorized to investigate complaints against other police or fire departments outside of the City limits or against other City of Milwaukee departments.

ever received by the FPC. The 319 citizen complaints represent a 165.8% increase over the previous high of 120 citizen complaints, which was set in 2008. This sharp increase is indicative of the FPC being fully staffed for the first time in over 5 years with 2 full-time investigators and of citizens having renewed confidence in the FPC's revised complaint process.

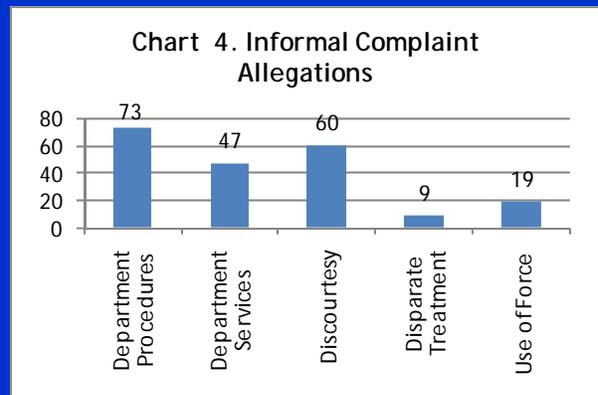
Informal Complaints¹⁰

Of the 319 complaints filed with the FPC in 2009, 209 complaints (65.5%) were classified as informal. A majority of informal complaints filed in 2009 (203 informal complaints, 97.1%) were also closed in 2009. The remaining six cases were open due to pending PPD investigations¹¹ (5 informal complaints, 2.4%) or were in the process of undergoing rapid resolution (1 informal complaint, 0.5%).

The most common location for the origin of the informal citizen complaint was Police District 7, with 48 informal complaints (24.4%) (see Chart 3). Police District 3, with 37 informal complaints (18.8%), was the second most common location. Police District 1, with 10 informal complaints (5.1%), was the least common location.



Most informal complaints concerned department services (73 informal complaints, 34.9%), discourtesy (60 informal complaints, 28.7%), and department procedures (47 informal complaints, 22.5%) (see Chart 4). Use of force (19 informal complaints, 9.1%) and disparate treatment (9 informal complaints, 4.3%) were the least common reasons for filing informal complaints.



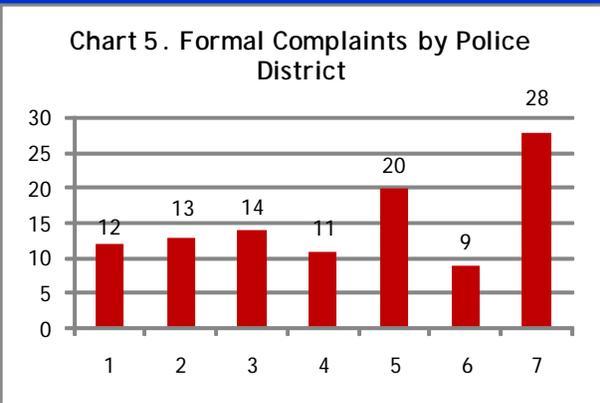
Formal Complaints

Of the 319 complaints filed with the FPC in 2009, 110 complaints (34.5%) were formal. A majority of formal complaints filed in 2009 (82 complaints, 74.5%) were also closed in 2009. Seven complaints (6.4%) were open due to pending PPD investigations, and the remaining 21 complaints (18.5%) were currently being investigated.

The most common location for the origin of the formal citizen complaint was Police District 7, with 28 formal complaints (26.2%) (see Chart 5). District 5, with 20 formal complaints (18.7%), was the second most common location. District 6 was the least common location, with 9 formal complaints (8.4%).

10. Because informal complaints receive limited investigation, data is often missing and incomplete. A limited view of information collected from informal complaints is presented here.

11. When a complainant files a complaint with both the FPC and PPD, the FPC investigators normally will not begin their investigation until PPD has finished their investigation.



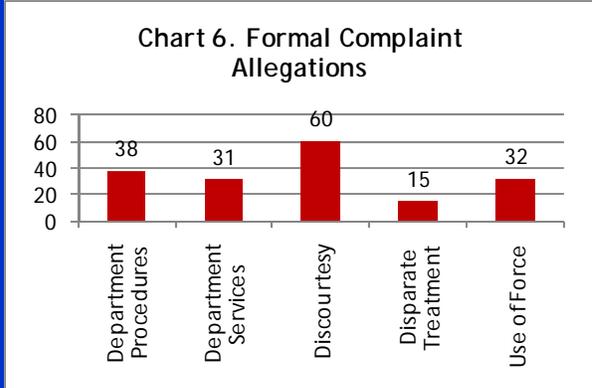
Eighteen formal complaints (17.1%) originated in aldermanic district 4, and 16 formal complaints (15.2%) originated in aldermanic district 6 (see Table 2). Aldermanic district 13, with 2 formal complaints (1.9%), and aldermanic districts 5 and 11, with 3 formal complaints (2.9%), had the fewest formal complaints.

Table 2. Formal Complaints by Aldermanic District

Aldermanic District	Number of Formal Complaints	Percentage
1	7	6.7
2	5	4.8
3	5	4.8
4	18	17.1
5	3	2.9
6	16	15.2
7	11	10.5
8	2	1.9
9	4	3.8
10	5	4.8
11	3	2.9
12	8	7.6
13	2	1.9
14	6	5.7
15	10	9.5

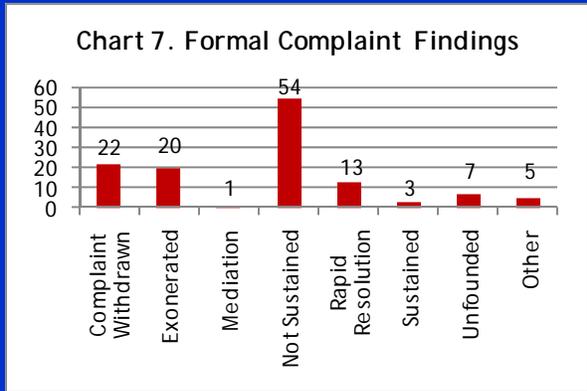
The majority of formal complaints (61 complaints, 55.5%) were concerned with officers' actions during an investigation, while 19 formal complaints (17.3%) were about actions during patrol. The remaining 30 complaints (27.2%) involved other officer actions, such as those related to search warrant, effecting arrest, and booking/custody.

Most formal complaints¹² alleged discourtesy (60 formal complaints, 34.1%), department services (31 formal complaints, 17.6%), department procedures (38 formal complaints, 21.6%), or use of force (32 formal complaints, 18.1%) (see Chart 6). Disparate treatment, with 15 formal complaints (8.5%), had the fewest formal complaints.



Fifty-four formal complaints (43.2%) had a finding of not sustained (see Chart 7). Twenty-two complaints (17.6%) were withdrawn by the complainant, while 20 complaints (16.0%) had findings of exonerated. Thirteen complaints (10.4%) were closed via rapid resolution, while 7 complaints (5.6%) were found to be unfounded.

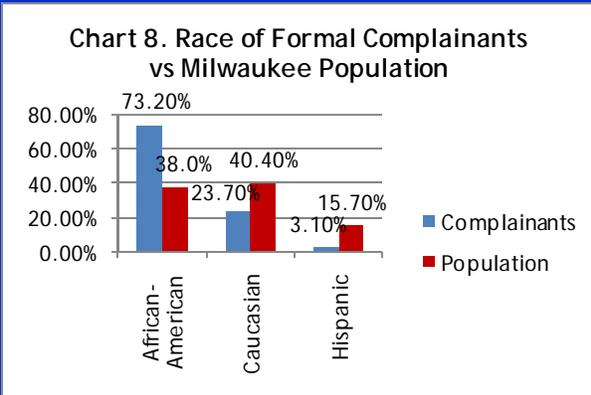
12. An individual complaint often contains allegations against multiple officers. Each officer listed in the complaint has his/her own allegation and finding. For this reason, there are more than 110 findings and allegations listed for the formal complaints.



Complainant Demographics

Demographic information is requested of all complainants, but it is not required for an individual to file a complaint with the FPC. For this reason, demographic information will be incomplete.

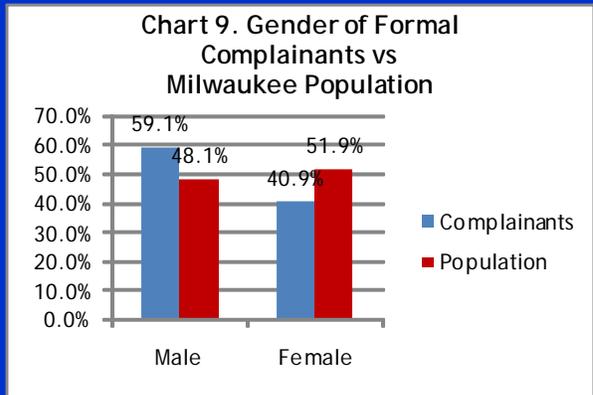
A total of 111 individuals (1 complaint had 2 complainants) filed formal complaints with the FPC in 2009. Of these, 71 (73.2%) were African-American, 23 were Caucasian (23.7%), and 3 were Hispanic (3.1%). African-Americans filed complaints with the FPC at a higher rate than their representation in the general population (38.0%) of the City of Milwaukee, while Caucasians filed at a lower rate than their representation (40.4%) (see Chart 8).



The average age of an individual who filed a formal complaint with the FPC in 2009 was 41

years old. Ages of formal complainants ranged from 15 years old to 74 years old, with a median, or middle value, of 41 years old. The mode, or most common age, was 29 years old, with 6 complainants reporting that age.

The majority of formal complainants were male (65, 59.1%). The remaining 45 complainants (40.9%) were female. Male complainants filed at a higher rate than their representation in the general population (48.1%) of the City of Milwaukee, while females filed at a lower rate than their representation (51.9%) (see Chart 9).



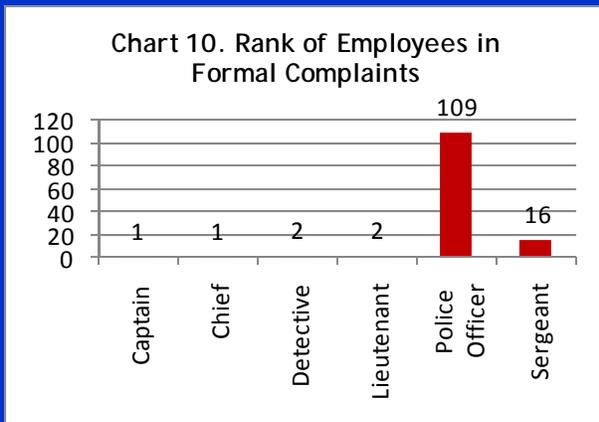
Employee Demographics

The FPC shares software with MPD that contains demographic information on each employee of MPD. 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 as well.

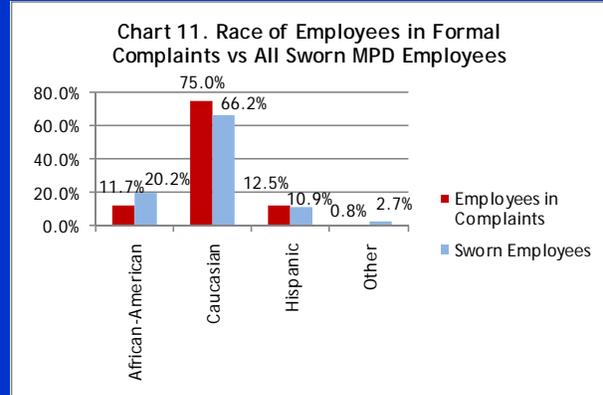
A total of 155 MPD employees and 1 MFD employee had formal complaints filed against

them in 2009. Fifteen MPD employees had 2 formal complaints filed against them in 2009, and 1 MPD employee had 7 formal complaints filed. The vast majority of sworn MPD employees (1,810 sworn employees, 92.1%) and sworn MFD employees (873 sworn employees, 99.9%) did not have any formal complaints filed against them in 2009.

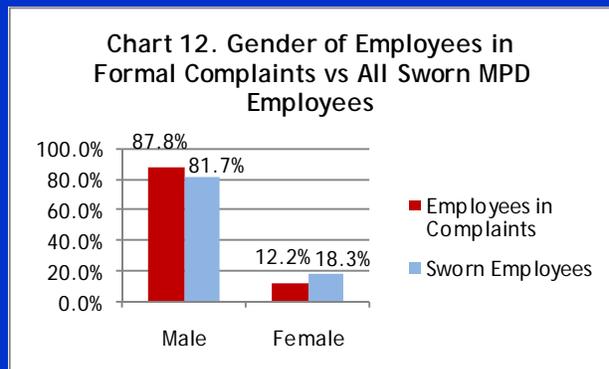
A total of 109 employees (83.2%) that had complaints filed against them in 2009 were at the rank of Police Officer (see Chart 10). Sixteen employees (12.2%) were at the rank of Police Sergeant, and the remaining 6 known employees (4.6%) were at the ranks of Detective, Lieutenant, Captain, or Chief of Police.



A total of 96 employees (75.0%) that had formal complaints filed against them in 2009 were Caucasian. Sixteen employees (12.5%) were Hispanic, 15 employees were African-American (11.7%), and 1 was Asian (0.8%). Caucasian and Hispanic employees were overrepresented in the number of complaints filed against them given that 66.2% of employees are Caucasian and 10.9% of employees were Hispanic (see Chart 11). African-American employees were underrepresented in the 2009 formal complaints, as 20.2% of sworn employees were African-American.



Of the known employees listed in the formal complaints, 115 employees (87.8%) were male, and 16 employees (12.2%) were female. Given their overall representation for all sworn MPD employees, male employees were overrepresented, while female employees were underrepresented (see Chart 12).



The average age of the employees involved in the formal complaints was 37 years old, with ages ranging from 24 years old to 62 years old. The mode, or most common ages, were 29 years old and 31 years old, with 8 employees each being that age. The median, or middle value, was 37 years old.

The average years of service with the City of Milwaukee for the employees listed in the formal complaints was 10 years. Total years of service ranged from 2 years to 25 years, with a mode, or most common number of years of service, of 3

years. The median, or middle value, was 8.5 years of service.

POLICE-CITIZEN CONTACTS AND CITIZEN COMPLAINTS

One method of determining if the number of citizen complaints in a given area are higher than anticipated is to determine the rate of citizen complaints to police-citizen contacts.

Police-citizen contacts are the number of times an officer comes into contact with a citizen, which MPD defines as traffic stops and field interviews. Traffic stops are when a driver and/or the passengers 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 the officer's reasonable suspicion, for the purposes of determining the individual's identity and resolving the officer's suspicions.

MPD had 27,270 field interviews and 140,342 traffic stops in 2009, for a total of 167,612 police-citizen contacts. Police District 2 had the most traffic stops, with 24,794 and the most field interviews with 6,392. Police District 1 had the fewest traffic stops, with 7,406, and Police District 6 had the fewest field interviews, with 1,353.

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

Table 3. Rate of Formal 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 1000 Police-Citizen Contacts
District 1	2,058	7,406	9,464	12	26	38	4.02
District 2	6,392	24,794	31,186	13	30	43	1.38
District 3	5,513	20,505	26,018	14	66	80	3.07
District 4	3,099	12,473	15,572	11	30	41	2.63
District 5	5,033	17,888	22,921	20	57	77	3.36
District 6	1,353	9,825	11,178	9	33	42	3.76
District 7	3,592	20,713	24,305	28	70	98	4.03
Total	27,270¹³	140,342¹⁴	167,612	110¹⁵	363¹⁶	473	3.36

13. Two hundred thirty field interviews were either unable to be coded into a district or were conducted outside of the City of Milwaukee.

14. A total of 26,738 traffic stops were either unable to be coded into a district or were conducted outside of the City of Milwaukee.

15. Three police districts were unknown.

16. Fifty-seven police districts were unknown.

Police District 7 had the highest rate of complaints per police-citizen contact, with 4.03, while Police District 2 had the lowest rate with 1.38 (see Table 3). Across all police districts, the average rate was 3.36 citizen complaints per 1,000 police-citizen contacts.

CITIZEN COMPLAINT SATISFACTION SURVEY RESULTS

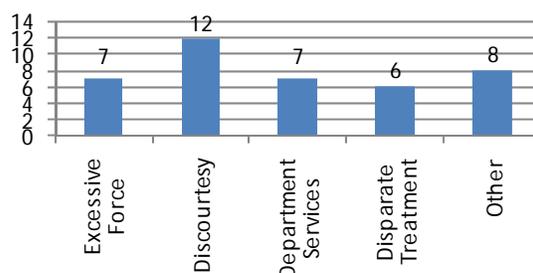
Beginning in 2009, all closed formal complainants were confidentially surveyed¹⁷ in order to determine if there were areas where the FPC could improve the citizen complaint process. Complainants who had their complaints closed between January and June 2009 were surveyed in July, and complainants who had their complaints closed between July and December 2009 were surveyed in January 2010. In order to reach a maximum number of responses, surveys were mailed to non-responding complainants on three different occasions. The survey asked the complainants questions concerning their complaint, their experiences with the complaint process, their opinions concerning the FPC, MFD, and MPD, and demographic data.

A total of 72 complainants were mailed surveys. Six surveys were returned without a forwarding address, and while multiple methods were used to locate the most current address and mail a new survey to the respondent, the respondents could not be located. A total of 18 surveys out of 66 potential respondents were received, for a response rate of 27.3%¹⁸.

The Respondent's Complaint

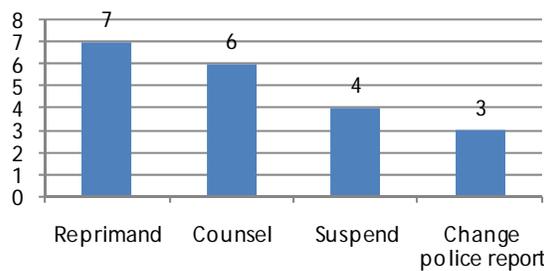
Twelve respondents (61.1%) indicated that their complaint was about officers acting in a discourteous manner (see Chart 13). Seven respondents (38.9%) each indicated that their complaints were about excessive force and/or department services, while 6 respondents (33.3%) indicated disparate treatment.

Chart 13. What was your complaint about?



Respondents indicated that they originally wanted the employee reprimanded (7 responses, 38.9%) or counseled (6 responses, 33.3%) (see Chart 14). Other respondents indicated that they wanted the employee to be suspended (4 responses, 22.2%) or to have the police report changed (3 responses, 16.7%).

Chart 14. What did you want to happen?



17. See Appendix 4 for a copy of the Citizen Complaint Satisfaction Survey.

18. Published research literature suggests that low response rates are a common problem among complainant survey efforts.

The Complaint Process

Respondents were asked on a scale of 1 to 5 to rate their experience with filing their complaint with the FPC (1=very dissatisfied, 2=dissatisfied, 3=neither dissatisfied nor satisfied, 4=satisfied, 5=very satisfied). Due to the low response rate, answers were combined to a 3-point scale of dissatisfied, neither dissatisfied nor satisfied, and satisfied.

The majority of respondents were satisfied with:

- ◇ The ease of filing the complaint with the FPC;
- ◇ The FPC staff that they had contact with;
- ◇ The level of respect the investigator showed them during the investigation;
- ◇ How clearly the complaint process was explained to them by the investigator; and
- ◇ How well informed they were kept during the investigation.

Just over 75% of respondents indicated dissatisfaction with the final outcome of the complaint, and half of respondents were dissatisfied with how the final outcome was explained to them.

General Thoughts

Respondents were asked on a scale of 1 to 5 to rate how much they agreed to select statements concerning the citizen complaint process, the FPC, MFD, and MPD (1=strongly disagree, 2=disagree, 3=neither agree nor disagree, 4=agree, 5=strongly agree). Similar to the previous rated question, results were combined into a 3-point scale of disagree, neither disagree nor agree, and agree.

The majority of respondents agreed that:

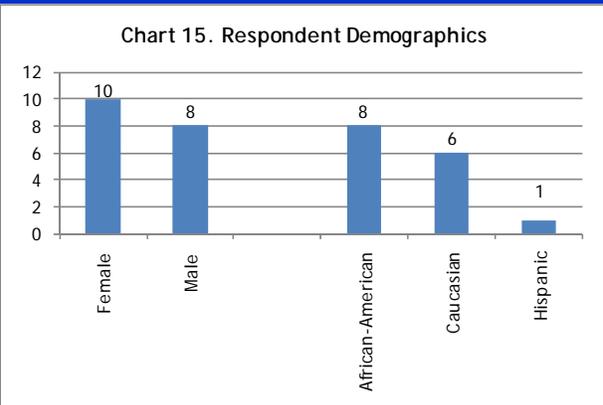
- ◇ Filing complaints can make a difference as to how MFD and MPD are run, and
- ◇ In general, MFD is doing a good job.

The majority of respondents disagreed with the statement that the FPC holds employees of MFD and MPD accountable for their actions.

The other questions in this section had mixed results. Just over 40% of respondents agreed that the complaint process was biased against citizens like themselves, while 35% disagreed. Just under 45% of respondents agreed that the FPC did a good job investigating the complaint, and 39% disagreed. Under 44% of respondents indicated that they disagreed with the statement that the police department was doing a good job, while 31% agreed.

Respondent Demographics

Ten respondents (55.6%) were female, and 8 respondents (44.4%) were male (see Chart 15). Eight respondents (53.3%) were African-American, 6 respondents (40.0%) were Caucasian, and 1 respondent (6.7%) was Hispanic. Respondent age ranged from 28 to 58, with a mean of 43 years old.



Seven respondents (41.2%) had a college degree, while 6 respondents (35.3%) had a high school diploma or GED. Three respondents (17.6%) had some college, and 1 respondent (5.9%) had an advanced degree. Nine respondents (60.0%) made an annual income of less than \$25,000, while 4 respondents (26.7%) made between \$25,001 and \$75,000. Two respondents (13.3%)

made \$75,001 or higher. The majority of respondents (11 respondents, 64.7%) had never filed a complaint with the FPC previously.

Discussion

With such a low response rate, results must be interpreted with caution. Without performing in-depth follow-up, it is difficult to determine the degree to which the 27% of complainants who responded to the survey differ from the 73% that did not respond. Valid inferences cannot be reasonably drawn from such little data. Small sample sizes 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 completely.

Survey respondents appear to differ slightly from the overall population of FPC formal complainants. For both survey respondents and formal complainants, the majority were African-American. However, more survey respondents were female, while complainants were male. The average age of survey respondents was 43 years old, while the average age for complainants was 41 years old.

A few areas of concern are apparent with the survey results. While a number of respondents were not satisfied with the final outcome of the complaint, that could be due to the fact that what the respondent initially wanted to happen did not occur. Responses to the question that asked what the respondent initially wanted done include filing a lawsuit against the employee and amending the police report. These actions cannot be conducted by the FPC; therefore, the complainant would not be satisfied since the final outcome did not meet their expectations.

Another concern is the number of respondents who did not understand the final outcome of the complaint. A letter is mailed to all complainants when the investigation is completed. As

evidenced by the number of unreturned surveys and those without forwarding addresses, it is possible that the complainant either never received the letter or just disregarded the information. It is also possible that the wording used in the letter could be confusing, and different wording might be utilized in the future.

The Citizen Complaint Satisfaction Survey is one of the many methods the FPC utilized in 2009 to reach out to the community. While little feedback was actually garnered, efforts to survey formal complainants will continue in 2010.

DISCIPLINES

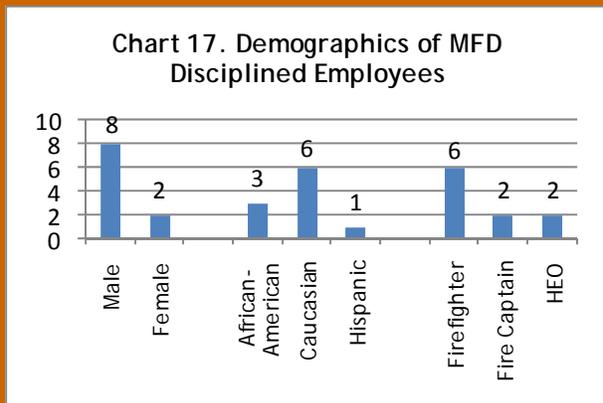
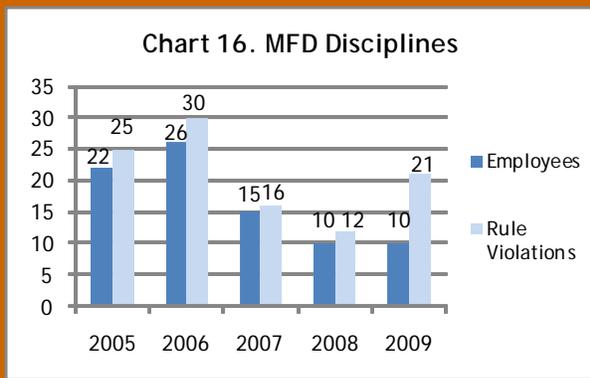


When a sworn or non-sworn employee of MFD or MPD violates a rule, policy, or procedure of the Department, the employee may be disciplined. When a violation is sustained, employees may be suspended from the department, discharged from employment, demoted, reprimanded, receive remedial training, or receive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

Of the 10 MFD employees disciplined in 2009, 8 employees (80.0%) were male, while 2 were female (20%) (see Chart 17). Six employees (60.0%) were Caucasian, 3 employees (30.0%) were African-American, and 1 employee (10.0%) was Hispanic. Six employees (60.0%) were at the rank of Firefighter, 2 employees (20.0%) were at the rank of Fire Captain, and 2 employees (20.0%) were at the rank of Heavy Equipment Operator.

FIRE DEPARTMENT DISCIPLINES

A total of 10 MFD employees were disciplined for 21 rule violations in 2009¹⁹ (see Chart 16). The same number of MFD employees were disciplined in 2009 as were disciplined in 2008, but the number of rule violations increased by nine (75%).



Eight employees (80.0%) received a 1-day suspension, while 2 employees (20.0%) were terminated.

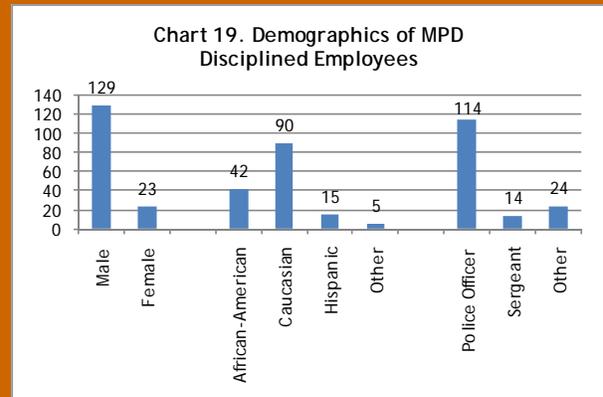
19. An employee may violate more than one rule during a given incident.

The most common rule violations included:

- ◇ 5 violations (23.8%) of Rule 26.3: Absence from duty;
- ◇ 3 violations (14.3%) of Rule 27.2 #8: AWOL-beyond tardiness; and
- ◇ 3 violations (14.3%) of Rule NN94-51: Tardiness control.

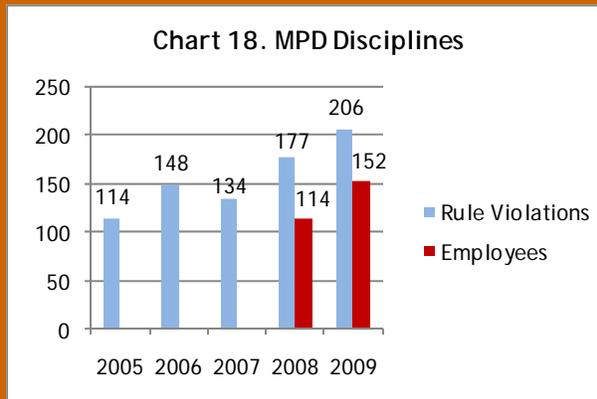
MFD employs 893 sworn personnel and 71 non-sworn personnel, for a total of 964 employees. While 10 employees were disciplined in 2009, the vast majority of employees (954 employees, 99.0%) did not have a rule violation.

9.9%), Asian (2 employees, 1.3%), American Indian (2 employees, 1.3%), and not specified (1 employee, 0.6%).



POLICE DEPARTMENT DISCIPLINES

A total of 151 MPD employees were disciplined for 206 rule violations in 2009 (see Chart 18). The number of rule violations by MPD employees increased by 29 (16.4%) between 2008 and 2009, while the number of employees who received discipline also increased by 40 (35.1%)²⁰.



Of these employees, 23 were female (15.1%) and 129 were male (84.9%) (see Chart 19). A majority of the employees were Caucasian (90 employees, 59.2%), followed by African-American (42 employees, 27.0%), Hispanic (15 employees,

A majority of MPD employees disciplined in 2009 were at the rank of Police Officer (114 employees, 75.0%). Fourteen employees (9.2%) were at the rank of Police Sergeant. Other ranks where employees received disciplines included: Lieutenant (5 employees, 3.3%); Detective (4 employees, 2.6%); Office Assistant (3 employees, 2.0%); Telecommunicator (3 employees, 2.0%); Police Aide (3 employees, 2.0%); Data Entry Operator (1 employee, 0.6%); Captain (1 employee, 0.6%); Crossing Guard (1 employee, 0.6%); Police Dispatcher (1 employee, 0.6%); and Safety Specialist (1 employee, 0.6%). One employee rank was unknown (0.6%).

Disciplines imposed on MPD employees in 2009 include policy training, reprimands, suspensions, demotions, and termination from employment. Suspensions ranged from 1 day to 60 days, with an average suspension lasting approximately 10 days. The most common form of discipline was a reprimand at the district level (49 disciplines, 22.3%), followed by an official reprimand (32 disciplines, 14.5%). Twenty-four disciplines (10.9%) involved a 1-day suspension, while 16 disciplines (7.3%) involved a 30-day suspension.

20. The number of employees who received disciplines in years prior to 2008 is unknown.

The most common rule violations included:

- ◇ 26 violations (12.6%) of Rule 2/015.00: Employees will obey all rules, regulations, laws, and ordinances governing the state of Wisconsin and preserve the public peace;
- ◇ 16 violations (6.3%) of Rule 2/060.00: Employees will be courteous and civil toward the public;
- ◇ 15 violations (7.3%) of Rule 2/030.00: Employees will obey all orders emanating from a higher-ranked employee;
- ◇ 9 violations (4.4%) of Rule 2/115.00: Employees will investigate crimes and communicate any facts related to these crimes to the commanding officer; and
- ◇ 6 violations (2.9%) of Rule 2/095.00: Employees are prohibited from being under the influence of intoxicants both on and off duty.

MPD employs a total of 1,965 sworn personnel and 738 non-sworn personnel, for a total of 2,703 employees. While 152 employees were disciplined in 2009, a substantial number of employees (2,551 employees, 94.5%) were not.

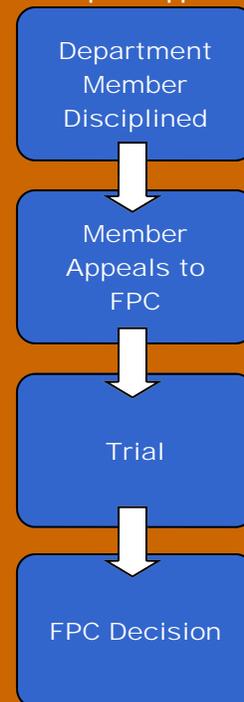
DISCIPLINE APPEALS PROCESS SUMMARY

An important oversight function of the FPC is to review employee disciplines issued by the Department Chiefs. 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, much like a jury. The hearing examiner acts as the presiding officer, much like a judge. 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 called "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 20).

Chart 20. Discipline Appeals Process



DISCIPLINE APPEALS FILED IN 2009

In 2009, 10 disciplinary appeals were heard by the FPC Board in 2009²¹ (see Table 4). Five of the

appeals stemmed from disciplinary actions taken in 2009, while the other five were carried over from previous years' disciplines. Two appeals were filed by employees of MFD, and the remaining appeals were filed by MPD employees.

Table 4. 2009 Discipline Appeals

	Department	Employee	Rule Violation	Original Discipline	Incident Date	Date Resolved	Final Outcome
Appeal #1	MPD	Caucasian Male Sergeant	2/030.00 & 2/095.00	Termination & 30-day suspension	February 2009	May 2009	Charge dismissed & 30-day suspension
Appeal #2	MFD	African-American Male Firefighter	24.2, 27.2 #14 & #20, & NN #2006 -06	Termination	March 2009	September 2009	Employee terminated
Appeal #3	MPD	African-American Female Sergeant	2/010.00, 2/030.00, & 2/105.00	3-day suspension, 5-day suspension, & 2-day suspension	May 2009	October 2009	Suspensions sustained
Appeal #4	MFD	Male Fire Equipment Dispatcher	24.1, 24.2, 26.6, & 27.2	Termination	September 2009	Pending	Pending
Appeal #5	MPD	Caucasian Male Sergeant	2/500.25 & 2/500.50	30-day suspension & Termination	June 2009	December 2009	Employee terminated
Appeal #6	MPD	Hispanic Male Sergeant	2/060.00 & 2/455.00	15-day suspension & 15-day suspension	November 2006	May 2009	No action & charge dismissed
Appeal #7 ²²	MPD	Caucasian Male Detective	2/015.00 & 2/090.00	Termination & 5-day suspension	August 2000	April 2009	Charge dismissed & 5-day suspension
Appeal #8	MPD	Caucasian Male Police Officer	2/030.00 & 2/500.55	30-day suspension & Termination	November 2008	February 2009	30-day suspension & termination
Appeal #9	MPD	Caucasian Male Police Officer	2/010.00	15-day suspension	May 2006	June 2009	13-day suspension
Appeal #10	MPD	Caucasian Male Sergeant	3/520.10	30-day suspension	October 2008	June 2009	60-day suspension & reduced in rank from Sergeant to Police Officer

21. A total of 16 appeals were filed with the FPC in 2009, but six were withdrawn or settled before the appeal was heard before the FPC Board.

22. The FPC Board originally issued a written decision in March 2004 regarding this appeal, sustaining the termination of the employee. The Board's decision was appealed by the employee to the Milwaukee County Circuit Court and affirmed, while the Wisconsin Court of Appeals remanded the case back to the Board for the purpose of receiving additional evidence. The remand hearing was heard in April 2009.

APPOINTMENTS, PROMOTIONS, AND SEPARATIONS



The FPC is a unique citizen oversight agency because it has the additional responsibility for the traditional civil service functions of conducting examinations for initial appointment and promotion 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) administers 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 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 FPC's supervision, DER conducted 12 different appointment or promotion examinations in 2009 for positions in MFD or MPD.

MFD EXAMINATIONS

Four examinations were conducted for MFD in 2009. Firefighter²³ and Fire Equipment Dispatcher were entry-level examinations, while Heavy Equipment Operator and Fire Lieutenant were promotional examinations (see Table 5).

The oral interview for the Firefighter examination process was the first component that was conducted in 2009, and 1,154 individuals passed. After conducting the Candidate Physical Ability Test (CPAT), EMT training, and the background investigation, 74 individuals passed the required components of the Firefighter examination process. One recruit

23. The examination process for Firefighter started in 2008 but continued into 2009. The total number of applications received was 5,743. The written test was given in 2008, and 3,479 passed the written test.

class of 50 Firefighters²⁴ started Firefighter recruit training on November 2, 2009.

Table 5. MFD Examinations

	Applied	Pass Written	Pass Oral	Eligible
Firefighter	5,743	3,479	1,154	73
Heavy Equipment Operator	22	13	9 ²⁵	9
Fire Lieutenant	70	54	54 ²⁵	54
Fire Equipment Dispatcher	223	31	27	3

MFD APPOINTMENTS AND PROMOTIONS²⁶

A total of 61 MFD employees were promoted, 56 were appointed, and 2 were reinstated from duty disability retirement. They included the following:

- ◇ 1 promotion to Assistant Fire Chief,
- ◇ 5 promotions to Deputy Fire Chief,
- ◇ 7 promotions to Battalion Chief,
- ◇ 1 promotion to Homeland Security Preparedness Chief (Battalion Chief),
- ◇ 9 promotions to Fire Captain,
- ◇ 20 promotions to Fire Lieutenant,
- ◇ 13 promotions to Heavy Equipment Operator,
- ◇ 1 promotion to Fire Personnel Officer,
- ◇ 1 promotion to Database Specialist,
- ◇ 1 promotion to Fire Equipment Machinist,
- ◇ 1 promotion to Fire Equipment Repairer II,
- ◇ 1 promotion to Office Assistant IV,
- ◇ 1 promotion to Office Assistant II,
- ◇ 50 appointments to Firefighter,

- ◇ 1 appointment to Painter,
- ◇ 4 appointments to Fire Equipment Dispatcher,
- ◇ 1 reinstatement to Heavy Equipment Operator, and
- ◇ 1 reinstatement to Firefighter.

MFD SEPARATIONS

A total of 64 employees separated from MFD in 2009. They included the following:

- ◇ 1 Fire Chief retired,
- ◇ 1 Assistant Fire Chief retired,
- ◇ 4 Deputy Fire Chiefs retired,
- ◇ 6 Battalion Chiefs retired,
- ◇ 3 Fire Captains retired,
- ◇ 8 Fire Lieutenants retired, 2 Fire Lieutenants received duty disability retirement, and 1 Fire Lieutenant died,
- ◇ 1 Administrative Fire Lieutenant retired,
- ◇ 1 Paramedic Field Lieutenant retired and 1 Paramedic Field Lieutenant received duty disability retirement,
- ◇ 13 Heavy Equipment Operators retired and 1 Heavy Equipment Operator received duty disability retirement,
- ◇ 9 Firefighters retired, 2 Firefighters received duty disability retirement, 1 Firefighter was discharged, and 1 Firefighter was terminated,
- ◇ 2 Firefighter Paramedics retired,
- ◇ 1 Fire Paramedic retired,
- ◇ 1 Fire Personnel Officer retired,
- ◇ 2 Fire Equipment Dispatchers resigned and 1 Fire Equipment Dispatcher was discharged, and
- ◇ 1 Administrative Assistant II retired.

24. Of the 50 individuals who started the class, 49 graduated. One candidate was unable to complete the training due to illness, but will be included in the next recruit class in 2010.

25. The examination process did not have an oral component. However, Heavy Equipment Operator did include a performance component, while Fire Lieutenant included an assessment component.

26. For a complete listing of appointments, promotions, and separations for MFD, please see MFD's 2009 Annual Report or contact the department directly.

MPD EXAMINATIONS

Eight examinations were conducted for MPD in 2009 (see Table 6). Police Aide, Communication Systems Manager, Crime Analyst, Police Dispatcher, and Police Telecommunicator were entry-level examinations, while Police Sergeant and Forensic Video Examiner were promotional examinations.

Table 6. MPD Examinations

	Applied	Pass Written	Pass Oral	Eligible
Communication Systems Manager	15	NA	3	3
Crime Analyst	80	NA	4	4
Forensic Video Examiner	4	4	4 ²⁷	4
Police Aide-February 2009	418	122	49	23
Police Aide-December 2009	860	240	TBD	TBD
Police Dispatcher	167	44	35	15
Police Telecommunicator	420	62	29	TBD
Police Sergeant	174	124	120 ²⁷	120

MPD APPOINTMENTS AND PROMOTIONS²⁸

A total of 125 MPD employees were appointed and 68 employees were promoted in 2009. They included the following:

- ◇ 1 promotion to Inspector of Police,
- ◇ 6 promotions to Captain of Police,
- ◇ 7 promotions to Lieutenant of Police,
- ◇ 5 promotions to Lieutenant of Detectives,
- ◇ 18 promotions to Police Sergeant,
- ◇ 7 promotions to Identification Technician,
- ◇ 2 promotions to Forensic Video Examiner,
- ◇ 1 promotion to Office Assistant IV,
- ◇ 2 promotions to Office Assistant III,
- ◇ 10 promotions to Office Assistant II,
- ◇ 3 promotions to Police District Office Assistant,
- ◇ 1 promotion to Accounting Assistant I,
- ◇ 1 promotion to Transcriptionist III,
- ◇ 3 promotions to Helpdesk Specialist II,
- ◇ 1 promotion to Garage Attendant,
- ◇ 40 appointments to Police Officer (12 from Police Aide),
- ◇ 26 appointments to Police Aide,
- ◇ 1 appointment to Chief of Staff,
- ◇ 1 appointment to Police Information Systems Director,
- ◇ 1 appointment to Finance and Planning Manager,
- ◇ 1 appointment to Network Coordinator Senior,
- ◇ 1 appointment to Personnel Analyst Senior,
- ◇ 1 appointment to Police Services Specialist,
- ◇ 13 appointments to Police Services Specialist Investigator,
- ◇ 2 appointments to Custodial Worker II-CL,

27. The examination process did not have an oral component. However, Forensic Video Examiner did include a performance component, while Police Sergeant included an assessment component.

28. For a complete listing of appointments, promotions, and separations for MPD, please see MPD's 2009 Annual Report or contact the department directly.

- ◇ 2 appointments to Electronic Technician Assistant,
- ◇ 1 appointment to Helpdesk Specialist I,
- ◇ 13 appointments to Office Assistant I,
- ◇ 5 appointments to Police Telecommunicator,
- ◇ 5 appointments to Police Telecommunicator (Seasonal), and
- ◇ 12 appointments to Police Dispatcher.

- ◇ 1 Accounting Assistant II resigned,
- ◇ 1 Transcriptionist III resigned,
- ◇ 1 Transcriptionist II resigned,
- ◇ 2 Police District Office Assistants resigned, 1 Police District Office Assistant retired, and 1 Police District Office Assistant transferred to another City department,
- ◇ 1 Office Assistant III retired,
- ◇ 2 Office Assistants II retired, 2 Office Assistants II resigned, and 2 Office Assistants II transferred to other City departments, and
- ◇ 3 Office Assistants I resigned.

MPD SEPARATIONS

A total of 132 employees separated from MPD in 2009. They included the following:

- ◇ 1 Assistant Chief of Police retired,
- ◇ 4 Captains retired,
- ◇ 2 Lieutenants of Police retired and 1 Lieutenant of Police resigned,
- ◇ 1 Lieutenant of Detectives retired,
- ◇ 7 Police Sergeants retired and 2 Police Sergeants resigned,
- ◇ 9 Detectives retired,
- ◇ 32 Police Officers retired, 15 Police Officers resigned, 6 Police Officers received duty disability retirement, 4 Police Officers transferred to MFD, 3 Police Officers were terminated, 1 Police Officer was discharged, and 1 Police Officer died,
- ◇ 3 Police Aides resigned and 2 Police Aides were terminated,
- ◇ 1 Latent Print Examiner retired,
- ◇ 1 Police Identification Supervisor received duty disability retirement,
- ◇ 1 Police Alarm Operator retired,
- ◇ 1 Safety Director retired,
- ◇ 1 Communications Systems Manager retired,
- ◇ 1 Personnel Analyst Senior retired,
- ◇ 1 Safety Specialist Senior was laid off,
- ◇ 2 Police Services Specialists resigned,
- ◇ 2 Garage Attendants retired,
- ◇ 1 Building Maintenance Supervisor II retired,
- ◇ 5 Police Telecommunicators resigned and 1 Police Telecommunicator died,
- ◇ 3 Police Dispatchers 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, 16 trucks, 12 paramedic units, and one fire boat. MFD has three special teams: Dive Rescue, Hazardous Materials, and Heavy Urban Rescue.

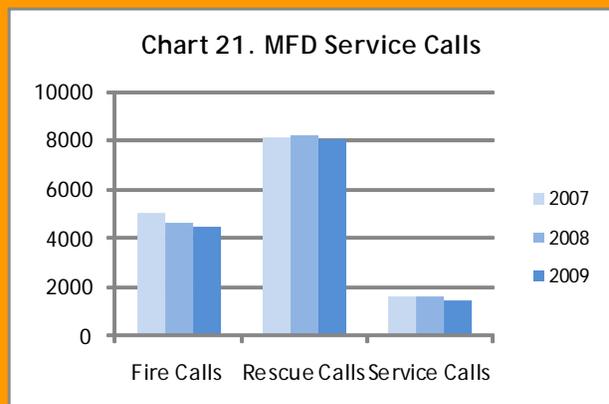


Acting Fire Chief Michael Jones. *Photo courtesy Milwaukee Fire Department.*

MFD is currently under the leadership of Acting Chief Michael Jones, who was appointed by the

FPC on December 1, 2009 after the retirement of Douglas Holton. MFD has categorized its operations into two distinct areas: Emergency Operations and Fire Education, Training, and Support. Emergency Operations includes the core services of fire suppression and Emergency Medical Services (EMS), while Fire Education, Training, and Support promotes safety activities in the community and supports core operations.

MFD personnel made contact with 311,972 individuals concerning public fire safety education and distributed 1,539 smoke detectors. MFD responded to 4,460 fire calls (e.g., structure fires, grass fires, auto fires), 8,039 rescue calls (e.g., EMS response, HazMat, wires down), and 1,404 service calls (e.g., gas spill, lock out, building inspection) in 2009 (see Chart 21).





MFD's fireboat, the Trident. *Photo courtesy MFD.*

MFD reported seven fire fatalities in 2009, one more than the six fatalities reported in 2008. While fire fatalities increased slightly between 2008 and 2009, the seven fatalities is still a 50% decrease from the 14 fatalities reported in 2007 and represents the third-lowest number of fatalities in the past 25 years.

MFD provides Advanced Life Support (ALS) and Basic Life Support (BLS) services²⁹. MFD responded to 26,128 ALS calls and 26,919 BLS calls in 2009. On average, ALS calls had MFD personnel onscene in 4 minutes, 57 seconds,



One of MFD's new engines. *Photo courtesy MFD.*

while BLS calls had personnel onscene in 5 minutes, 8 seconds.

The ALS responses provided by MFD have had a positive impact on survival rates for penetrating trauma incidents (see Table 7). Of the 430 patients who suffered a penetrating trauma injury (either gunshot wound or stabbing) in 2009, 405 (94.2%) survived the incident. Of the 230 gunshot wound victims, 90.9% survived, and of the 200 stabbing victims, 98.0% survived.

Table 7. Penetrating Trauma Incidents

	Gunshot Wounds		Stabbings	
	Number Lived	Number Died	Number Lived	Number Died
January	6	2	12	1
February	10	0	15	1
March	16	1	19	0
April	18	1	23	0
May	28	5	11	1
June	20	2	17	0
July	28	3	12	0
August	26	3	12	1
September	15	0	17	0
October	17	4	22	0
November	12	0	17	0
December	13	0	19	0
Total	209	21	196	4

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

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 MPD.

In order to respond aggressively to emerging crime trends and community concerns, MPD is divided into four distinct bureaus: Professional Standards, Administration, Neighborhood Policing, and Criminal Investigation. The Professional Standards Bureau includes the Training Division and Professional Performance Division; the Administration Bureau includes Human Resources 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.

2009 marked the second straight year in which violent crime³⁰ was down in Milwaukee (see Table

8). Violent crime decreased 12.8% between 2008 and 2009 and 20.0% from 2007. Except for homicide, which increased by 1 homicide (1.4%), all other violent crime indicators decreased: rape by 2.9%, robbery by 6.1%, and aggravated assault by 19.3%.

Table 8. UCR statistics

	2007	2008	2009
Homicide	104	71	72
Rape	236	204	198
Robbery	3536	3242	3044
Aggravated Assault	4186	3879	3132
Total Violent Crime	8062	7396	6446
Burglary	6220	6354	6393
Theft	24408	23821	23170
Auto Theft	7754	6540	4866
Arson	349	319	348
Total Property Crime	38731	37034	34777
Grand Totals	46793	44430	41223

Property crime also decreased between 2008 and 2009, by 6.1%. While burglary increased by 2.8%, the other property crime indicators decreased: theft by 5.1%, auto theft by 25.6%, and arson by 0.3%.

On July 12, 2009, the seven police districts for the city of Milwaukee were officially reshaped³¹, following neighborhood lines and crime patterns. A national model was used when deciding how

30. The Uniform Crime Reporting (UCR) program of the Federal Bureau of Investigation, the method that compares 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>.

31. See Appendix 2 for the old district boundaries and Appendix 3 for the new district boundaries.

many officers to put in each district, as well as consideration for calls for service, supplemental staff, crime type and volume, and geographic make up and size. By placing certain high-crime areas (or hot-spots) into one district instead of being split across multiple boundary lines, the need to send officers across district lines was reduced while allowing district commanders to maintain proportionate staffing throughout the city.

One of the concerns raised with regards to the redistricting was how this would affect the crime rate of each district. Using statistics from the Wisconsin Incident Based Reporting System²³ (WIBRS), a paired samples *t* test was calculated in order to determine if there was a statistically significant difference between the old and new police districts³³.

Homicide, vehicle theft, theft, locked vehicle, arson, and total crime were not statistically different. However, sex offenses, robbery, criminal damage, burglary, and assault offenses were statistically significant. Sex offenses, criminal damage, and assault offenses all experienced significant decreases, while robbery and burglary experienced significant increases³⁴. In general, these results indicate that the new district boundaries have resulted in improved alignment with crime trends (see Table 9 for a comparison of WIBRS offenses before and after the district changes).



MPD employees show off the new logos on MPD vehicles.
Photo courtesy MPD.

32. WIBRS is an incident-based system that collects data on each individual crime and does not use a hierarchy system like UCR. For example, if a robbery and homicide were committed during the same incident, UCR would only record the homicide, while WIBRS would record both the robbery and homicide.

33. See Appendix 8 for the complete analysis.

34. A paired sample *t* test, like the one conducted here, is simply a method used to determine if there is change between two sets of data from the same population and does not reflect an increase or decrease in actual crime statistics. Reported WIBRS offenses actually decreased in Milwaukee by 3,524 between 2008 and 2009.

Table 9. Reported WIBRS Crime Before and After Police District Boundary Change

		District 1	District 2	District 3	District 4	District 5	District 6	District 7	Total
Homicide	Before	0	5	10	8	11	1	7	42
	After	0	1	6	2	6	2	8	25
Vehicle Theft	Before	180	403	433	406	426	169	498	2478
	After	138	374	456	371	416	191	482	2405
Theft	Before	631	830	1188	861	1107	676	1203	6415
	After	687	774	1060	910	1088	616	1176	6244
Sex Offenses	Before	19	67	78	44	59	36	68	365
	After	9	63	63	31	55	39	43	300
Robbery	Before	83	257	294	181	326	49	312	1472
	After	75	259	337	225	361	77	385	1698
Locked Vehicle	Before	1070	433	396	277	342	604	354	3465
	After	1015	393	435	389	421	437	463	3514
Criminal Damage	Before	444	784	600	617	629	696	664	4385
	After	353	596	528	595	575	439	665	3721
Burglary	Before	115	393	402	504	537	320	659	2903
	After	142	371	533	642	651	367	968	3634
Arson	Before	0	33	30	16	40	19	24	191
	After	2	29	27	33	57	4	33	184
Assault Offenses	Before	137	648	1036	722	1057	276	760	4594
	After	121	544	860	697	953	221	713	4067
Total	Before	2679	3853	4467	3636	4334	2846	4549	26280
	After	2542	3404	4305	3895	4583	2393	4936	25792

APPENDIX 1: RELEVANT WEBSITES

- ◆ City of Milwaukee
 - ◇ <http://www.city.milwaukee.gov>

- ◆ Milwaukee Fire and Police Commission
 - ◇ <http://www.milwaukee.gov/fpc>

 - ◇ FPC's Informational Memorandums
 - <http://www.milwaukee.gov/fpc/reports/informationalmemorandums.htm>

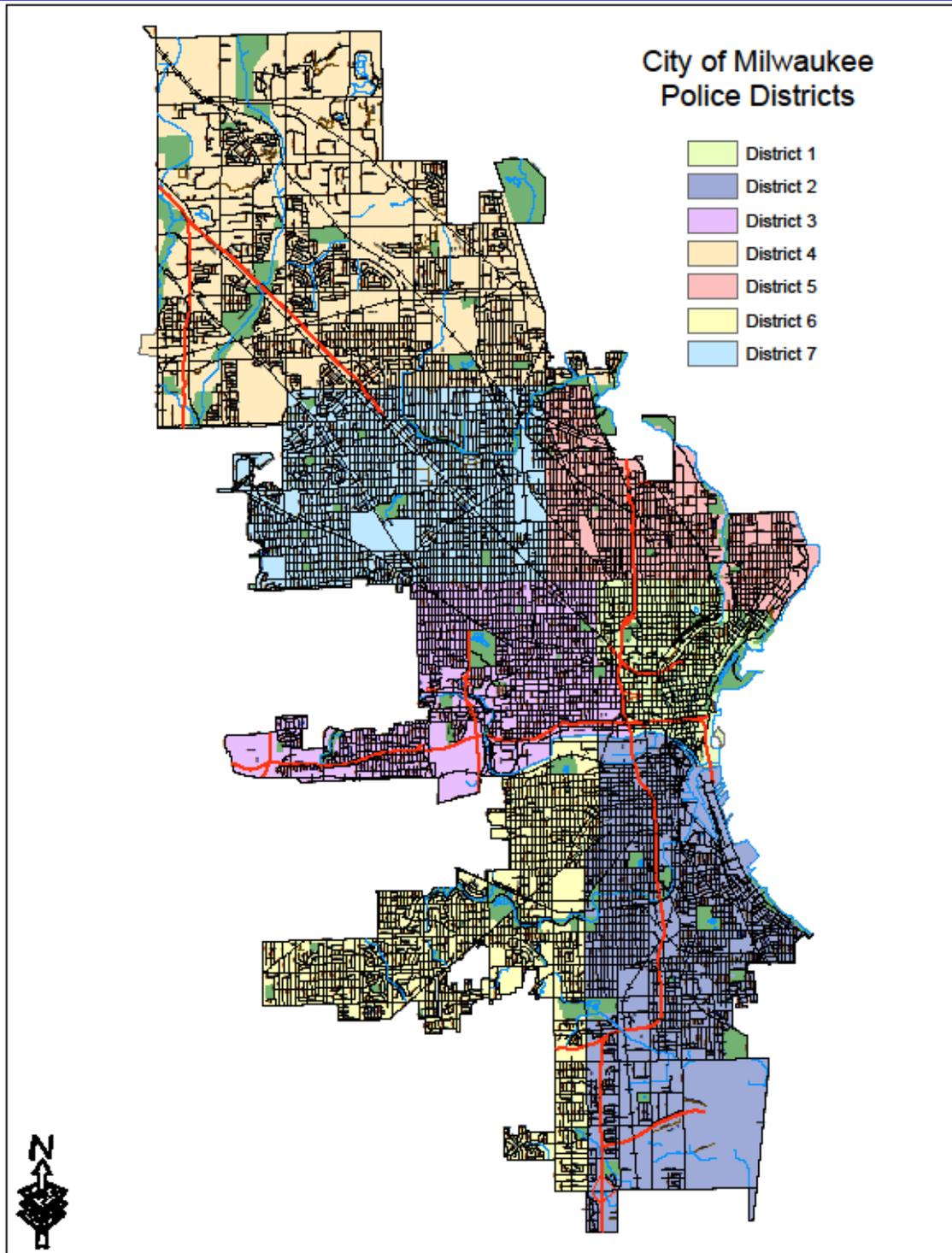
- ◆ Milwaukee Fire Department
 - ◇ <http://www.milwaukee.gov/fire>

- ◆ Milwaukee Office of Emergency Management and Homeland Security
 - ◇ <http://www.milwaukee.gov/officeofhomelandsecurity>

- ◆ Milwaukee Police Department
 - ◇ <http://www.milwaukee.gov/police>

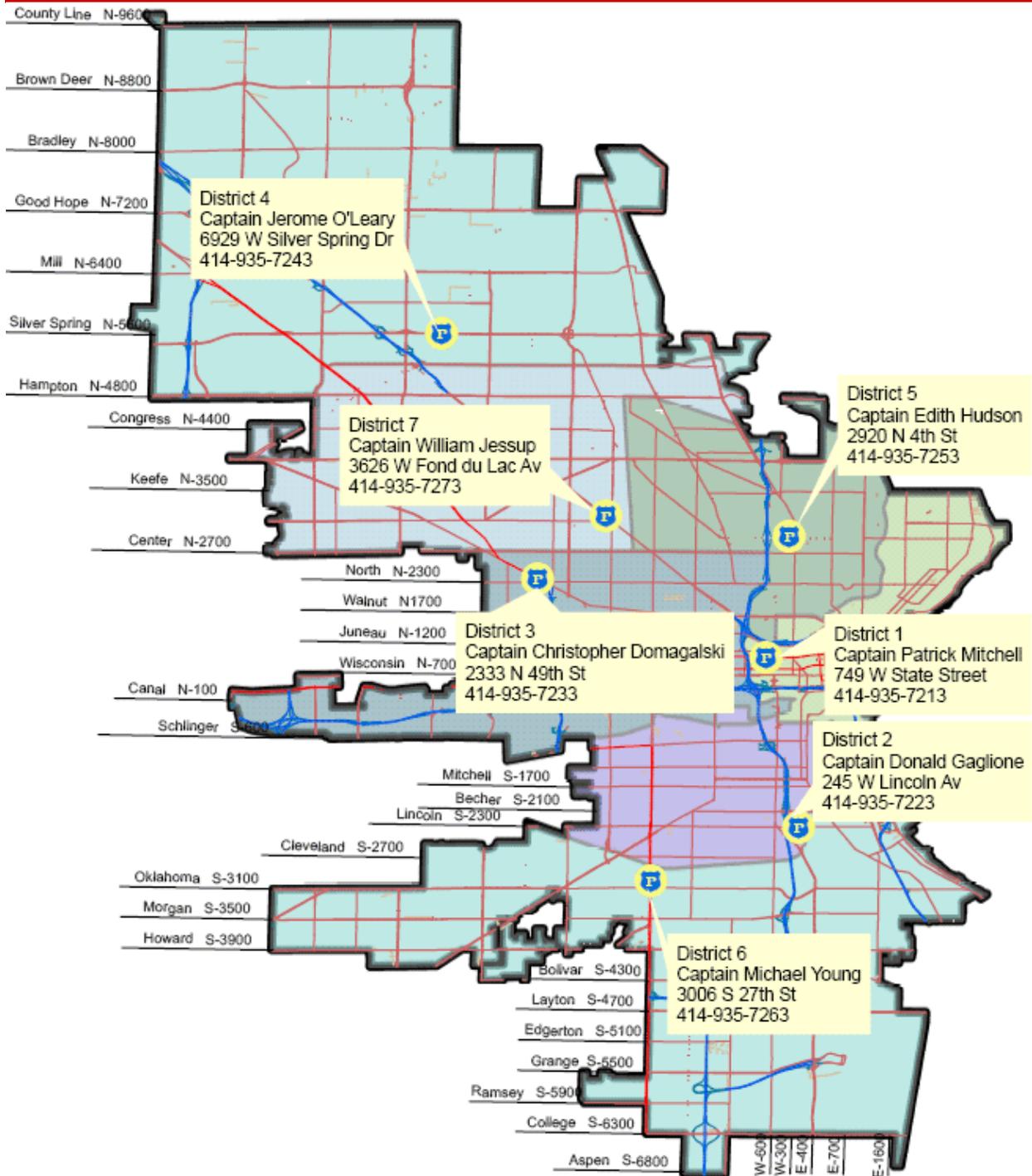
- ◆ National Association for Civilian Oversight of Law Enforcement (NACOLE)
 - ◇ <http://www.nacole.org>

APPENDIX 2: OLD POLICE DISTRICTS



Produced by the Milwaukee Police Department - Crime Analysis Section X7528 12/2007

APPENDIX 3: NEW POLICE DISTRICTS



APPENDIX 4: CITIZEN COMPLAINT SATISFACTION SURVEY



Milwaukee Fire and Police Commission Citizen Complaint Satisfaction Survey

09001

Thank you for filling out the Citizen Complaint Satisfaction Survey for the Fire and Police Commission. The goal of this survey is to determine where the FPC can improve the delivery of its services. Your responses to this survey will be kept strictly confidential. If you have any questions or comments, please contact Kristin Kappelman of the Fire and Police Commission at (414) 286-5057 or kkappe@milwaukee.gov.

Section A: Your Complaint

Please answer the following questions as they pertain to your complaint.

1. How did you know to file your complaint with the Fire and Police Commission?

- Milwaukee Police Department and/or an employee of the Police Department
- Milwaukee Fire Department and/or an employee of the Fire Department
- Friend or family member
- Community Organization
- City of Milwaukee website
- Other, please specify:

2. What was your complaint about?

- Excessive force (more force than was necessary under the circumstances was used)
- Courtesy/Discourtesy (unprofessional, rude, and/or profane language or actions)
- Department Services (inappropriate or insufficient response to an incident or call for service)
- Disparate Treatment (conduct or behavior that is inappropriate concerning a person's race, gender, etc.)
- Other, please specify:

3. Did you receive a letter regarding the outcome of your complaint?

- Yes
- No

4. What was the final outcome of your complaint?

- Rapid Resolution (you were contacted by a Fire or Police Department supervisor)
- Mediation
- Dismissed
- Trial
- Don't know
- Other, please specify:

5. Did you appeal the outcome?

- Yes
- No



Milwaukee Fire and Police Commission Citizen Complaint Satisfaction Survey

6. When you originally filed your complaint, what did you want to have happen?

- | | |
|---|---|
| <input type="radio"/> Employee sent to jail | <input type="radio"/> Employee counselled |
| <input type="radio"/> Employee fired | <input type="radio"/> Have supervisor talk to me |
| <input type="radio"/> Employee suspended | <input type="radio"/> Explain my complaint to employee |
| <input type="radio"/> Employee reprimanded | <input type="radio"/> Other, please specify: <input style="width: 250px; height: 15px;" type="text"/> |

Section B: The Complaint Process
Please answer the following questions as they pertain to the process you experienced with filing your complaint.

How satisfied were you...	Very Dissatisfied	Dissatisfied	Neither Dissatisfied Nor Satisfied	Satisfied	Very Satisfied
...with the ease of filing your complaint?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
...with the Fire and Police Commission staff that you had contact with?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
...with the level of respect the investigator showed you during the investigation?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
...with how quickly you were interviewed after filling your complaint?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
...that the complaint process was clearly explained by the investigator?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
...with the amount of time it took for the complaint to be resolved?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
...how well you were kept informed during the investigation?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
...with the final outcome of your complaint?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
...that the final outcome of your complaint was explained clearly?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
...with the overall complaint process?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



Milwaukee Fire and Police Commission Citizen Complaint Satisfaction Survey

Section C: General Thoughts Please indicate how much you agree with the following.

	Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree
The complaint process is biased against citizens like me.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Filing complaints can make a difference as to how the Milwaukee Fire and Police Departments are run.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The Fire and Police Commission did a good job of investigating my complaint.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The Fire and Police Commission holds the employees of the Milwaukee Fire and Police Departments accountable for their actions.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
In general, the fire department is doing a good job.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
In general, the police department is doing a good job.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Section D: Demographics Please answer the following questions about your background.

1. What is your age?
2. What is your gender?
 - Female
 - Male



Milwaukee Fire and Police Commission Citizen Complaint Satisfaction Survey

3. What is your race?

- African-American
- Asian
- Caucasian
- Hispanic/Latino
- Native-American

Other, please specify:

4. What is your highest level of education?

- Some high school
- High school diploma or G.E.D.
- Some college
- College graduate
- Advanced degree (M.A., Ph.D.)

Other, please specify:

5. How many complaints have you filed previously with the Fire and Police Commission?

- 0
- 1
- 2
- 3 or more

6. Please indicate your annual income.

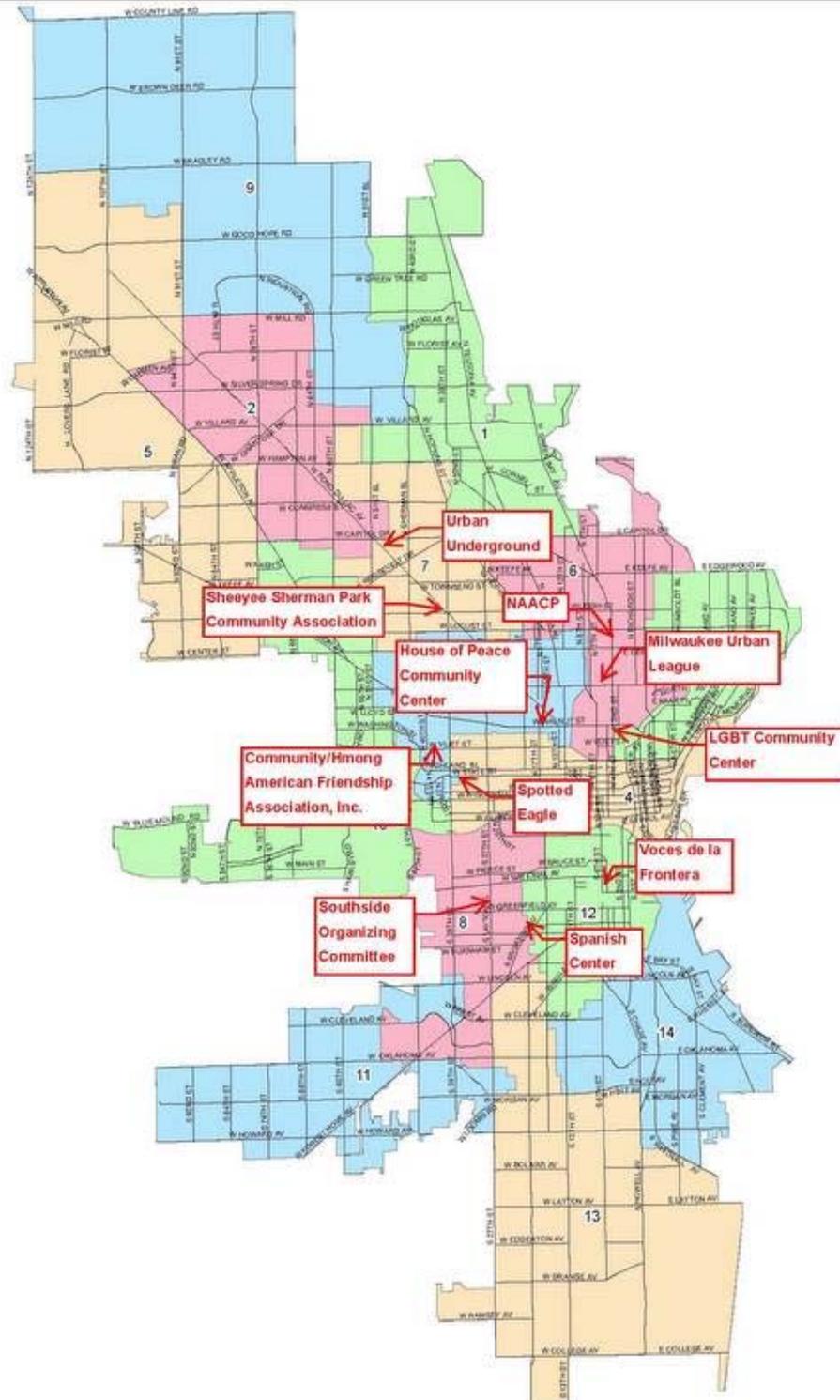
- Under \$25,000
- \$25,001 to \$75,000
- \$75,001 or higher

Please write any additional comments in the space below.

Thank you for filling out the survey!

-4-

APPENDIX 5: FPC COMMUNITY PARTNER ORGANIZATIONS



APPENDIX 6: USE OF FORCE STRATEGY STATEMENT

FIRE AND POLICE COMMISSION USE OF FORCE STRATEGY STATEMENT

Introduction

One of the most important duties and public expectations of the Fire and Police Commission (FPC) is to ensure that there are appropriate policies and standards in place to address the use of force by Milwaukee Police Department (MPD) officers.

The FPC has implemented a strategy to oversee and monitor the use of force by MPD officers. The purpose of this strategy is to:

- a. Reduce the need for the use of force
- b. Ensure that when force is used it is deployed correctly and minimally
- c. Limit exposure of the City of Milwaukee to liability
- d. Minimize injury to both citizens and officers
- e. Increase community trust and confidence in the MPD

Strategy

1. The FPC will continuously evaluate police policies, practices, and patterns and periodically issue public reports on issues concerning the use of force.
2. The FPC will audit use of force internal investigations to ensure thorough, fair, and credible results while identifying any systemic problems and opportunities for improvement.
3. The FPC will independently monitor and review the use of force reports and records of the MPD to identify patterns or trends and take corrective action to revise training, policies, standards, or procedures.
4. The MPD will utilize a department Use of Force Committee to review:
 - a. Appropriateness of use of force by department members
 - b. Field supervision of use of force incidents
 - c. Effectiveness of department rules, procedures, and training
 - d. Proper use and effectiveness of equipment
5. The FPC will monitor the MPD Use of Force Committee and review its quarterly and periodic reports and recommendations.

(4/9/09)

APPENDIX 7: ANALYSIS OF 2009 USE OF FORCE INCIDENTS

AN ANALYSIS OF 2009 USE OF FORCE INCIDENTS IN THE MILWAUKEE POLICE DEPARTMENT



REPORT OF THE FIRE AND POLICE COMMISSION

April 30, 2010

Dr. Steven Brandl,
University of Wisconsin-Milwaukee,
Criminal Justice Department

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

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

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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, 2009 to December 31, 2009. The analyses are intended 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 system, which were manually converted to SPSS 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 subjects (e.g., subject age, race, charge, etc.) involved in the incidents. There are separate

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.

variables for each officer (up to six officers) and each subject (up to three 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, 2009 to December 31, 2009, there were 485 use of force incidents recorded by the MPD. Of these 485 incidents, six were accidental discharges of weapons² and 20 were for the purpose of euthanizing an injured or diseased animal.³ As these 26 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, 459 incidents are analyzed in this report. In addition, of the 459 incidents, 43 involved force being used against one or more dogs, two of the 43 incidents involved force being used against a subject and a dog. These incidents are included in most of the aggregate totals analyzed in this report and they are also analyzed separately (see p. 15).

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 provided 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)

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

³ These animals consisted of 15 deer, two raccoons, one goose, one seagull, and one coyote. All 20 of these incidents involved the use of a firearm.

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

Baseline 1: Use of Force by Day/Month

With 459 incidents occurring from January 1, 2009 to December 31, 2009, there was an average of approximately 1.26 use of force incidents per day. Table 1 provides a breakdown of these incidents by month.

Table 1. Month of Incident

Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Total
42	37	39	32	37	33	42	49	36	43	35	34	459

Note: No missing data.

As seen in Table 1, there was minimal variation in the frequency of incidents across month with no discernable monthly or seasonal pattern. The mean number of incidents per month was 38.3, with a high of 49 incidents in August and a low of 32 incidents in April.

Baseline 2: Use of Force and Arrests

Because most use of force incidents occur during arrests, it is reasonable 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, 2009 to December 31, 2009, there were 459 use of force incidents. Of these 459 incidents, 418 involved a person who could have potentially been arrested (the other 41 incidents involved only a dog). Of these 418 incidents where someone could have been

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 as arrests, traffic stops, etc.) are not standard across police departments.

arrested, in 370 of them, a subject was actually arrested (in ten additional incidents it was not specified if a subject was arrested). Also during this period, MPD officers made a total of 34,707 arrests.⁵ Accordingly, for each arrest where force was used, there were 93.8 arrests where force was not used ($34,707 / 370 = 93.8$). Overall, an average of approximately 1.07 percent of all arrests involved the use of force.

Interestingly, while there is a correlation between the number of use of force incidents that involved an arrest and the total number of arrests, by month, the correlation is not strong or statistically significant ($r = .32$; $p = .31$). In essence, it is difficult to accurately predict the number of use of force incidents that involve an arrest based on the total number of arrests that were made. In other words, just because total arrests increase (or decrease) in a particular month it does not mean that use of force arrests will similarly increase (or decrease) (see Table 2).

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	31	33	32	24	31	27	34	38	28	36	25	31	370
Total Number of Arrests Made	2810	2807	2938	2764	2914	2701	2894	3301	3133	2751	2951	2743	34707

Note: No missing data.

⁵ As defined here, an arrest refers to when an officer physically takes a subject into custody. 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.⁶ 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 2009, MPD officers made 140,342 traffic stops and 52 of them involved the use of force. There was minimal meaningful variation in traffic stops across month. In total, there were 2,699 traffic stops for each traffic stop that involved the use of force ($140,342 / 52 = 2,699$). Overall, 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 2009, MPD officers conducted 27,270 subject stops and 53 of them involved the use of force. As one would expect, there were more subject stops conducted in the summer months than in the winter months. There were, on average, 515 subject stops for each stop that involved the use of force ($27,270 / 53 = 515$). Overall, an average of approximately .19 percent of subject stops involved the use of force. Based on these calculations and comparisons, it is accurate to conclude that the use of force in subject stops is a rare event, but it is more common than in traffic stops.

⁶ In the AIM system there was a variable that related to the type of call that led to the use of force incident. Unfortunately however, data for this variable was missing for nearly every case. Through a review of the incident narratives, data on this dimension of use of force incidents was captured.

Baseline 5: Officers Involved in Use of Force Incidents

The 459 use of force incidents that occurred in 2009 involved 387 different MPD officers. Nearly all of the officers involved in the incidents were at the rank of police officer, sergeant, or detective (one incident involved a captain⁷). In 2009, the MPD employed 1,965 sworn officers of whom 1,805 were police officers, detectives, or sergeants. As such, approximately 20 percent of *all* MPD officers ($387 / 1965 = .197$) were involved in at least one use of force incident in 2009 and approximately 21 percent of just police officers, detectives, and sergeants ($387 / 1805 = .214$) were involved in at least one use of force incident in 2009. Stated differently, 80 percent of all sworn officers, and 79 percent of just police officers, detectives, and sergeants, were *not* involved in any use of force incidents in 2009.

Baseline 6: Use of Force and City Population

According to 2008 U.S. Census estimates, the City of Milwaukee had a population of 604,477 (at the time of this report, 2009 population estimates were not yet available). Considering the 459 incidents of force in relation to the population of the city, there was, on average, one incident of force for every 1,259 Milwaukee residents in 2009.

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, the largest proportion of use of force incidents occurred in District 7 (33.9%), the smallest proportion occurred in District 1 (2.8%). As for aldermanic district, District 6 had the largest

⁷ This incident involved an off-duty Captain who shot a dog that was attacking another dog.

share of use of force incidents (18.0%), while District 5 had the smallest share of incidents (1.4%) (Table 4).

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

Police District	Frequency	Percentage
1	12	2.8
2	37	8.5
3	78	18.0
4	41	9.4
5	89	20.5
6	30	6.9
7	147	33.9
Total	434	100.0

Note: Missing data (25 cases) are excluded from the analyses.

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

Aldermanic District	Frequency	Percentage
1	48	11.2
2	21	4.9
3	10	2.3
4	29	6.8
5	6	1.4
6	77	18.0
7	57	13.3
8	12	2.8
9	23	5.4
10	24	5.6
11	8	1.9
12	22	5.2
13	10	2.3
14	13	3.0
15	67	15.7
Total	427	100.0

Note: Missing data (32 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	1471	10	147.1	12	42775	3565
2	6158	29	212.3	37	82631	2233
3	6790	58	117.1	78	88155	1130
4	4453	35	127.2	41	94118	2296
5	5948	67	88.8	89	72857	819
6	2295	24	95.6	30	110944	3698
7	5664	124	45.7	147	105494	718
Total	32779	347	94.5	434	596974	1376

Notes: (a) Total arrests made excludes 1,928 arrests because the arrest could not be placed in a district due to the address of the arrest being unknown or unmatched; (b) 23 missing cases (unknown district); (c) 25 missing cases (unknown district); (d) Population based on 2000 U.S. Census data; (e) figures are rounded.

If use of force incidents were simply 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 2. In District 7, there were, on average, 46 arrests for each arrest that involved the use of force, and 718 residents for each use of force incident. Contrast these figures with District 2 where there were approximately 212 arrests for each use of force arrest, and 2,233 residents for each use of force incident.

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	7406	2058	9464	12	1.27
2	24794	6392	31186	37	1.19
3	20505	5513	26018	78	3.00
4	12473	3099	15572	41	2.63
5	17888	5033	22921	89	3.88
6	9825	1353	11178	30	2.68
7	20713	3592	24305	147	6.05
Total	113604	27040	140644	434	3.09

Notes: (a) 26,738 missing cases (the stop could not be placed in a district due to the address of the stop being unknown or unmatched); (b) 230 missing cases (the interview could not be placed in a district due to the address of the stop being unknown or unmatched); (c) 25 missing cases (unknown district).

Once again, as with Table 5, it is seen that the use of force is the least frequent in District 2 (1.19 use of force incidents per 1,000 police citizen contacts) and most frequent in District 7 (6.05 use of force incidents per 1,000 police-citizen contacts). Overall, there were 3.09 use of force incidents per 1,000 police–citizen contacts.

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.⁸ Other data are required to address this issue (see p.16).

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 459 use of force incidents involved 387 officers. Most incidents (324 out of 456; 71.1%; 3 cases with missing data) involved one officer, 35 out of 456 incidents (7.7%) involved

⁸ Some possible explanations may be that (1) the 1,928 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.

three or more officers. With regard to the number of officers involved in one or more incidents, 232 officers (59.9%) were involved in just one incident, 94 officers (24.2%) were involved in two incidents, 34 officers (8.8%) were involved in three incidents, and 27 officers (7.0%) were involved in more than three incidents. The most incidents an officer was involved in were nine.

In 93 percent of the 459 incidents, the first officer⁹ involved was male, in 75 percent the officer was white, in 95 percent the officer was the rank of police officer, in 96 percent of incidents the officer was in uniform, in 98 percent of the incidents the officer was on duty, and in 83 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.

The 459 incidents involved 503 subjects.¹⁰ Most incidents (424 out of 456; 93.2%; 3 cases were missing) involved just one subject, 12 out of 456 incidents (2.6%) involved three or more subjects. Due to missing data, it is not possible to determine how many 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 44 percent the subject was under the influence of alcohol and/or drugs, the average age of the first subject was 29 years, and in 84 percent of incidents the subject was injured with the majority of these injuries classified as “minor.” In seven incidents, the injuries sustained by the subject were fatal. In 17 percent of incidents, the subject was armed with a weapon (in 24 percent of the incidents where a subject was armed it was with a firearm). In 82 percent of the incidents the subject had a previous criminal record. In 88 percent of incidents,

⁹ Due to the structure of the data, most descriptive statements regarding the officers and subjects relate only to the first officer or subject involved.

¹⁰ Excluded from these analyses are incidents that involved a dog.

the officer noted that the reason that force was used was that the subject resisted arrest.¹¹ In 18 percent, the subject fled on foot to avoid arrest.

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 bodily force and a chemical agent, chemical agent only, ECD only, firearm only, baton only, and bodily force and firearm.

Table 7. Type of Force Used

Type of Force Used	Frequency	Percentage
Bodily Force Only	163	35.9
Chemical Agent Only	70	15.4
ECD Only	64	14.1
Firearm Only	49	10.8
Baton Only	4	.9
Bodily Force and Chemical	71	15.6
Bodily Force and Firearm	4	.9
ECD and Firearm	1	.2
Other Combination (no firearm)	28	6.1
Total	454	100.0

Note: Missing data (5 cases) are excluded from the analyses.

In total, 54 incidents (11.8%) involved the use of a firearm.¹² Clearly, in a relative and absolute sense, the use of a firearm in a use of force incident was a rare event. Table 8 shows how the firearm was used in these incidents. In the rare instance that a firearm was used, it was most commonly used for the purpose of neutralizing a dog.

¹¹ Actual arrest data, including the charges filed against the subject, were not available.

¹² Pointing or aiming a firearm or ECD without discharging the weapon was not a reportable use of force category.

Table 8. Incidents Where the Force Used was a Firearm

Target of Firearm	Frequency	Percentage	Result
Dog(s)	39	72.2	43 dogs hit
Subject	12	22.2	7 subjects hit
Subject and Dog	2	3.7	2 dogs hit; 0 subjects hit
Gun Pointed at Subject	1	1.9	--
Total Number of Incidents	54	100.0	--

Note: No missing data.

Citizen Complaints Resulting From Use of Force Incidents

Of the 459 use of force incidents that occurred in 2009, 28 (6.1%) resulted in a formal complaint being filed by a citizen with either the MPD or the Fire and Police Commission. Analyses were performed to determine how the incidents that resulted in a complaint differed from those that did not. 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:

- more than one officer
- officers using bodily force or a firearm (no complaints resulted from incidents where officers used a chemical agent only or ECD only)
- a traffic stop
- any injury to the subject as a result of the use of force (except injuries relating to chemical agents or ECDs)

It did not matter if the subject had a criminal record, or if the subject was arrested, in whether or not a complaint was filed. Officers were more likely to have been injured in incidents that led to complaints being filed (a likely function of the increased injury risk when officers used bodily force). In addition, when *deadly* force was used, complaints were most likely to have been filed when the force was directed toward a subject or when more than one dog was involved (no complaints resulted from incidents where a single dog was shot).

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 brief mention. First, as seen in Table 9, (p.15) most often use of force incidents occurred as a result of officers conducting investigations or while at a calls for service, followed by subject stops and traffic stops. As mentioned 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.

Table 9. Other Characteristics of Use of Force Incidents

Characteristic	freq	% (a)
Activity That Led to Incident (b)	353	99.9
Investigation/Call for Service	199	56.4
Subject Stop	53	15.0
Traffic Stop	52	14.7
Vehicle Pursuit	16	4.5
Other	33	9.3
Location of Incident (c)	446	100.0
Street/Sidewalk	195	43.7
Inside-Dwelling	72	16.1
Outside-Yard	59	13.2
Outside-Field/Parking Lot	39	8.7
Outside-Alley	31	7.0
Inside-Public Place	31	7.0
Other	19	4.3
Time/Lighting of Incident (d)	454	99.9
Dark/Night	229	50.4
Light/Daytime	188	41.4
Dusk/Dawn	37	8.1

Notes: (a) Percentages may not tally to 100 due to rounding; (b) 106 missing cases; (c) 13 missing cases (d) 5 missing cases.

Force Used Against Dogs

Of the 459 incidents of force that occurred in 2009, 43 involved force being used against at least one dog. These 43 incidents involved 47 dogs. Forty-five of the 47 dogs were shot (or were shot at), two were struck with a ECD. In total, of the 47 dogs upon which force was used, 45 died (the 45 that were shot).

Of the 47 dogs, the breed of the dog was specified for 25 of them. Of the 25 where the breed was specified, 19 (76%) were Pit Bulls, three (12%) were German Shepards, two (8%) were Rottweilers, and one (4%) was a Husky.

Regarding the circumstances in which force was used against dogs, the most common was when officers were responding to a citizen's complaint of a loose dog, followed by a search warrant situation, and conducting another investigation (see Table 10). In addition, similar to other use of force incidents, most often one officer used force in the incident (31 of 43 incidents; 72.1%).

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

Circumstance	Frequency	Percentage
Loose Animal Complaint	18	47.4
Search Warrant	7	18.4
Other Investigation	6	15.8
On Patrol	2	5.3
Tactical Situation	1	2.6
Other	4	10.5
TOTALS	38	100.0

Note: 5 Missing cases

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. However, several improvements 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, as noted throughout this report, there are substantial missing data in the file. Data on some variables (e.g., type of call) are nearly completely missing. Missing data severely compromise the quality and usefulness of the database for analysis purposes. Relatedly, there is substantial variation in the completeness of the narratives associated with the reports. Some narratives are pages long; others are only a single sentence or are non-existent. Even attempts to fill-in missing data through a manual review of the narratives proved to be difficult given the often incomplete nature of the narratives. The narratives need not be (and should not be) long but they should contain basic information about the incident (e.g., who, what, where, when, why). Additional emphasis (and/or training) should be provided to ensure the accurate and complete completion of use of force reports.

Second, that the database was organized with the use of force *incident* as the unit of analysis caused certain difficulties 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 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.

Finally, given the structure of the data and the nature of the data collected in the use of force reports, this study was not able to directly address issues regarding the involvement of officers in multiple incidents nor was it able to address potentially related questions such as the variability of use of force incidents across police districts. These issues could be addressed if a separate database with officers as the unit of analysis was constructed and analyzed. In such a database, every officer in the department would be listed and associated data on each officer would be included. Such variables would include background characteristics of the officers along with the number of use of force incidents each officer was involved in, 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. These improvements in the data could allow for a more complete analysis of use of force in the MPD.

Summary

This report represents a starting point in understanding use of force incidents in the Milwaukee Police Department. Based on an analysis of the 459 incidents that occurred between January 1, 2009 and December 31, 2009, the following summary statements can be made:

- There was an average of 1.26 use of force incidents per day in 2009.
- There were 93.8 arrests for every one arrest that involved the use of force.
- Approximately 1.07 percent of arrests involved the use of force.
- There were 2,699 traffic stops for each traffic stop that involved the use of force.
- Approximately .04 percent of traffic stops involved the use of force.
- There were 515 subject stops for each subject stop that involved force.
- Approximately .19 percent of subject stops involved the use of force.

- Approximately 20 percent of MPD sworn officers were involved in at least one use of force incident in 2009.
- There was one incident of force for every 1,259 persons in Milwaukee in 2009.
- The largest proportion of use of force incidents in 2009 occurred in Police District 7 (33.8%) and in Aldermanic District 6 (18.0%).
- 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.
- The 459 use of force incidents involved 387 officers. Approximately 60 percent of these officers were involved in just one incident; approximately 16 percent of the officers were involved in three or more incidents..
- Fifty-four incidents (11.8%) involved a firearm; in 39 of these incidents (72.2%) the firearm was used to shoot a dog(s).
- Of the 459 use of force incidents, in 28 a complaint was filed. Complaints were more likely to be filed when more than one officer was involved, where bodily force or a firearm was used, when the subject was injured, and when the incident resulted from a traffic stop.
- Approximately nine percent of incidents (43 of 459) involved force being used against one or more dogs. Most of the dogs were Pit Bulls and the largest proportion of incidents resulted from a loose dog complaint.

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 provide initial baseline metrics for future analyses of use of force incidents.

APPENDIX 8: ANALYSIS OF POLICE DISTRICT BOUNDARY CHANGE

	Before Mean (standard deviation) ³⁵	After Mean (standard deviation) ³⁶	Degrees of Freedom ³⁷	<i>t</i> ³⁸	Significance ³⁹
Homicide	6.0 (4.2)	3.6 (3.0)	6	2.1	.075
Vehicle Theft	359.3 (130.1)	346.9 (131.8)	6	1.3	.256
Theft	928.0 (238.4)	901.6 (215.7)	6	1.1	.319
Sex Offense	53.0 (20.8)	43.3 (19.4)	6	2.8	.03
Robbery	214.6 (112.5)	245.6 (128.6)	6	-3.0	.024
Locked Vehicle	496.6 (272.9)	507.6 (225.2)	6	-0.3	.787
Criminal Damage	633.4 (103.9)	535.9 (106.6)	6	2.8	.032
Burglary	418.6 (174.1)	524.9 (265.0)	6	-2.6	.039
Arson	23.1 (13.1)	26.4 (18.8)	6	-0.7	.490
Assault Offense	662.3 (349.7)	587.0 (313.4)	6	3.5	.012
Total	3766.3 (761.5)	3722.6 (987.0)	6	0.3	.749

35. The before mean is the average of WIBRS offenses from the 7 police districts before the districts were changed, from January 1, 2009 to July 11, 2009.

36. The after mean is the average of WIBRS offenses from the 7 police districts after the districts were changed, from July 12, 2009 to December 31, 2009.

37. Degrees of freedom is the number of independent pieces of information used to determine the result, minus variation. In this example, there are 7 police districts, representing the entire City of Milwaukee. So, degrees of freedom would be 7 police districts minus the 1 City, for a total of 6 degrees of freedom.

38. The *t* value will be positive if the first mean is larger than the second (in this case, if the before mean is larger than the after mean) and negative if the second mean is larger than the first.

39. The significance level, or alpha, can be considered a risk level. Most social science experiments will set the alpha level at .05 or less, indicating that the results are statistically significant. An alpha level of .05 means that 5 times out of 100, you could find a statistical difference, even if there is none (or by finding a difference “by chance”).

APPENDIX 9: MFD SWORN POSITION PROFILE

	White		Black		Hispanic		Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Chief	0	0	0	0	0	0	0	0	0	0	0	0
Asst Chief	0	0	1	0	0	0	0	0	0	0	1	0
Deputy Chief	5	1	1	0	0	0	0	0	0	0	6	1
Batt Chief	12	0	5	0	0	0	0	0	0	0	17	0
Fire Capt ISO's	3	0	0	0	0	0	0	0	0	0	3	0
Fire Capt	39	5	6	1	0	0	1	0	0	0	46	6
Admn Capt	1	0	0	0	0	0	0	0	0	0	1	0
Admn Capt EMS	0	1	2	0	0	0	0	0	0	0	2	1
Veh Oper Trng coor	1	0	0	0	0	0	0	0	0	0	1	0
Fire LT	132	0	8	0	8	0	1	0	2	0	151	0
Fire LT SPC	5	0	0	0	0	0	0	0	0	0	5	0
Admn LT	0	1	0	0	0	0	0	0	0	0	0	1
Veh Oper Ins	1	0	0	0	0	0	0	0	0	0	1	0
Para Field LT	0	3	0	0	0	0	0	0	0	0	0	3
Fire Para Field LT	3	2	1	0	1	0	0	0	0	0	5	2
HEO	139	1	18	0	16	0	4	0	0	0	177	1
Firefighter	302	11	57	2	35	1	9	0	1	0	404	14
Fire Para	32	6	3	1	0	0	1	0	1	0	37	7
Total	675	31	102	4	60	1	16	0	4	0	857	36

APPENDIX 10: MFD NON-SWORN POSITION PROFILE

	White		Black		Hispanic		Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Acctg Asst III	0	1	0	0	0	0	0	0	0	0	0	1
Admin Asst	0	1	0	0	0	0	0	0	0	0	0	1
Audio Visual Spec2	1	0	0	0	0	0	0	0	0	0	1	0
Bldg/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 Worker 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	9	0	0	0	0	0	0	0	0	0	9	0
Equip Rpr	3	0	0	0	1	0	0	0	0	0	4	0
Equip Rpr Mgr	0	0	0	0	0	0	0	0	0	0	0	0
Equip Repairs 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 Educ Spc	0	0	0	0	0	0	0	0	0	0	0	0
Fire Equip Disptchr	8	9	0	3	0	0	0	0	0	0	8	12
Fire Equip Disp -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

	White		Black		Hispanic		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	1	0	1	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
Public Relations Mgr	0	0	0	1	0	0	0	0	0	0	0	1
TSS Manger	0	0	0	0	0	0	0	0	0	0	0	0
Stores Clerk	1	0	0	0	0	0	0	0	0	0	1	0
Total	36	24	3	8	1	0	0	0	0	0	40	32

APPENDIX 11: MPD SWORN POSITION PROFILE

	White		Black		Hispanic		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
Assistant Chief 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
Deputy Inspector of Police	0	1	1	1	1	0	0	0	0	0	2	2
Cpt of Police	12	1	5	1	1	0	0	0	0	0	18	2
Detective	113	30	45	11	20	1	5	0	2	2	185	44
LT of Detectives	24	2	3	0	4	0	2	1	0	0	33	3
Identification Technician	19	7	1	2	1	3	0	0	1	0	22	12
Identification System Specialist	1	0	0	0	0	0	0	0	0	0	1	0
Police Audiovisual Specialist	1	0	0	0	0	0	0	0	0	0	1	0
Police ID Supervisor	0	3	1	1	0	0	0	0	0	0	1	4
Police Officer	777	155	199	61	140	23	13	4	17	3	1146	246
Police Sergeant	99	19	40	7	13	3	3	0	0	0	155	29
Admin LT Health & Safety	0	0	0	0	0	1	0	0	0	0	0	1
LT of Police	15	7	5	3	3	0	0	0	0	0	23	10
Admin LT of Police	1	0	1	0	0	0	0	0	0	0	2	0
Police Alarm Operator	2	2	0	1	1	0	0	0	0	0	3	3
Court Liaison Officer	0	1	0	1	0	0	0	0	0	0	0	2
Document Examiner	0	0	1	0	0	0	0	0	0	0	1	0

	White		Black		Hispanic		Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Forensic Video Examiner	0	0	2	1	0	0	0	0	0	0	2	1
Chief Latent Print Examiner	1	0	0	0	0	0	0	0	0	0	1	0
Latent Print Examiner	4	0	0	0	0	0	0	0	0	0	4	0
Total	1073	228	305	91	184	31	23	5	20	5	1605	360

APPENDIX 12: MPD CIVILIAN NON-MANAGEMENT POSITION PROFILE

	White		Black		Hispanic		Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Helpdesk Specialist I	1	2	0	5	0	0	0	0	0	0	1	7
Microfilm Technician I	0	0	0	1	0	0	0	0	0	0	0	1
Production Designer II	1	0	0	0	0	0	0	0	0	0	1	0
Inventory Control Asst II	1	0	0	0	0	0	0	0	0	0	1	0
Inventory Control Asst III	1	0	0	0	0	0	0	0	0	0	1	0
Accounting Asst I	0	1	0	1	0	0	0	0	0	0	0	2
Accounting Asst II	0	1	0	0	0	0	0	0	0	0	0	1
Personnel Payroll Asst I	0	0	0	1	0	0	0	0	0	0	0	1
Personnel Payroll Asst II	0	1	0	0	0	1	0	0	0	0	0	2
Personnel Payroll Asst 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 Asst I	0	0	0	2	0	0	0	0	0	0	0	2
Administrative Asst II	0	3	0	2	0	0	0	0	0	0	0	5
Administrative Asst IV	0	2	0	0	0	0	0	0	0	0	0	2
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	1	2	2	7	0	2	0	0	0	0	3	11
Office Assistant II	1	34	3	25	0	2	0	0	0	2	4	63
Office Assistant III	0	17	0	5	0	0	0	0	0	0	0	22

	White		Black		Hispanic		Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Office Assistant IV	0	10	0	3	0	0	0	0	0	0	0	13
Police District Office Asst	0	18	0	15	0	3	0	2	0	1	0	39
Office Coordinator	0	1	0	0	0	0	0	0	0	0	0	1
Transcriptionist II	0	1	0	3	0	0	0	0	0	0	0	4
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 Dispatch	0	1	0	1	0	0	0	0	0	0	0	2
School Crossing Guard Reg/Sub	32	53	48	73	2	14	1	2	0	1	83	143
Police Services Specialist ⁴⁰	12	0	0	0	0	0	0	0	0	0	12	0
Police Service-Invest Spec ⁴¹	9	2	2	1	0	0	1	0	0	0	12	3
Police Aide	28	4	6	4	13	2	0	0	2	0	49	10
Police Dispatcher	4	20	1	24	0	3	0	0	0	0	5	47
Police Telecommunicator	1	12	2	27	0	8	0	1	0	0	3	48
Police Telecom Seasonal	0	0	0	1	0	0	0	0	0	0	0	1
Lead Police Telecommunicator	0	4	0	0	0	1	0	0	0	0	0	5

40. There are 7 part-time and 5 full-time employees in this position.

41. There are 5 part-time and 10 full-time members in this position.

	White		Black		Hispanic		Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Graphic Designer II	0	1	0	0	0	0	0	0	0	0	0	1
Audiovisual Spec II	1	0	0	0	0	0	0	0	0	0	1	0
Totals	104	194	65	209	15	37	2	5	2	4	187	449

APPENDIX 13: MPD DISTRICT COUNCIL 48 POSITION PROFILE

	White		Black		Hispanic		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	9	13	4	2	0	0	0	0	0	28	13
Garage Attendant	2	0	3	0	1	0	0	0	0	0	6	0
Heating/Vent Mechanic II	4	0	2	0	0	0	0	0	0	0	6	0
Vehicles Services Asst	1	0	0	0	0	0	0	0	0	0	1	0
Building Maintenance Mechanic	3	0	1	0	0	0	0	0	0	0	4	0
Totals	23	9	19	5	3	0	0	0	0	0	45	14

APPENDIX 14: MPD CIVILIAN MANAGEMENT POSITION PROFILE

	White		Black		Hispanic		Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Admin Services Specialist	0	0	0	0	0	0	0	1	0	0	0	1
Officer 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
Safety Specialist Sr	1	1	0	2	0	0	0	0	0	0	1	3
Building Maint Supervisor II	3	0	0	0	0	0	0	0	0	0	3	0
Fleet Maintenance Supervisor	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 Maint Asst Manager	1	0	0	0	0	0	0	0	0	0	1	0
Electronic Tech Supervisor	0	0	0	0	0	0	0	0	1	0	1	0
Network Coordinator Senior	1	1	0	1	0	1	0	0	0	0	1	3
Personnel Officer	0	0	0	1	0	0	0	0	0	0	0	1
Telecommunications Supervisor	0	1	0	0	0	0	0	0	0	0	0	1

	White		Black		Hispanic		Indian		Asian		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Data Communi- cations Specialist	1	0	0	0	0	0	0	0	0	0	1	0
Public Rela- tions Manager	0	1	0	0	0	0	0	0	0	0	0	1
Crime & Intelli- gence Specialist	0	1	0	0	0	0	0	0	0	0	0	1
Police Building & Fleet Man- ager	1	0	0	0	0	0	0	0	0	0	1	0
Systems Security Administrator	0	1	0	0	0	0	0	0	0	0	0	1
Staff Asst Sr	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
Informations Systems Manager	0	0	0	0	0	0	0	0	1	0	1	0
Police Financ- ing & Planning Mgr	1	0	0	0	0	0	0	0	0	0	1	0
Police Budget & Admin Manager	0	1	0	0	0	0	0	0	0	0	0	1
Police Person- nel Administrator	0	0	0	1	0	0	0	0	0	0	0	1
Safety Director	0	0	0	1	0	0	0	0	0	0	0	1
Chief of Staff- Police	0	1	0	0	0	0	0	0	0	0	0	1
Total	13	17	0	8	0	1	0	1	2	0	15	27

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The 2009 Annual Report designed by Kristin Kappelman, Research and Policy Analyst, Fire and Police Commission.



Fire and Police Commission
City Hall, Room 706A
200 East Wells Street
Milwaukee, WI 53202

Phone: (414) 286-5000
Fax: (414) 286-5050
Email: fpc@milwaukee.gov

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