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Executive Summary

In May 2004, the City of Milwaukee, Wisconsin assembled a working team of professionals charged with developing a multi-level, multi-agency homicide review process (the Milwaukee Homicide Review Commission – MHRC) to address the City’s ongoing problem with lethal violence. The goal of the Commission – then as now – was to foster and support innovative homicide prevention and intervention strategies using the emerging tool of strategic problem analysis. During the project period, funding for the initiative came from the Wisconsin Partnership Fund for a Healthy Future, administered through the University of Wisconsin School of Medicine and Public Health, Project Safe Neighborhoods, administered through the U.S. Attorneys Office, and Violence Against Women Act monies administered through the Wisconsin Office of Justice Statistics.

While an increasing number of police agencies have adopted the use of crime incident reviews to develop criminal justice prevention strategies as a result of the U.S. Department of Justice-sponsored Project Safe Neighborhoods initiative (Klofas and Hipple, 2006; Braga, 2005), the homicide review process remains largely unevaluated. In February 2005, the National Institute of Justice (NIJ) funded the Harvard School of Public Health to evaluate the MHRC and to answer the broad question: what does the homicide review process add to the City of Milwaukee’s capacity to respond to the problem of lethal violence?

The evaluation, which utilized a randomized matched pair design, consisted of three principal components: 1) a formative evaluation, 2) a process evaluation, and 3) an impact evaluation. More specifically, through semi-structured interviews and analysis of homicide data collected as part of the project, the evaluation examined whether homicide

reviews provide additional insights into the nature of homicide problems relative to traditional methods; whether these insights lead to the development of new strategic responses to homicide problems; whether law enforcement agencies, social service providers, and the community feel that sharing information improves their ability to work together; and whether these responses seem to have short-term homicide reduction impacts.

From January 2005 through December 2007, the period of time covered by this evaluation, the MHRC conducted thirty criminal justice reviews, fifteen community service provider reviews and two community reviews, covering cases from January 2005 through November 2007. Reviews at all levels were coordinated by MHRC staff who managed the MHRCs' data collection efforts and analyzed aggregate data to help the MHRC frame prevention strategies. As described below (see Impact Evaluation), the data developed through the MHRC were far more comprehensive and accurate than data previously available.

Overall, the homicide review process revealed that homicides in the City's intervention districts were largely clustered in very specific places, such as in and around taverns, and among active offenders who were very well known to the criminal justice system. Homicides were often the outcome of an ongoing dispute between individuals and/or groups (usually gangs) and involved respect, status, and retribution as motives.

The principal "product" of the MHRC has been a comprehensive set of *actionable* recommendations (see Appendix 3) developed by the review teams and ratified by the Working and Executive Committees of the MHRC, implementation of which was continually monitored by the Commission. In general, the MHRC recommendations

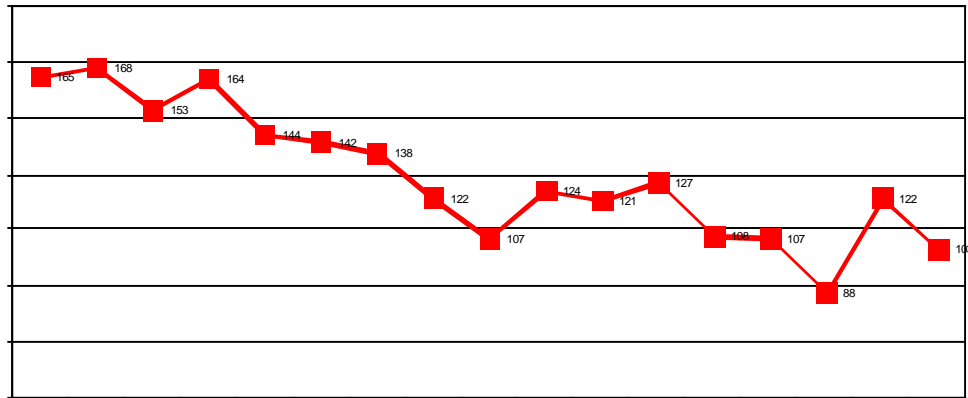
better positioned criminal justice, social service, and community-based organizations to address high-risk places and high-risk people central to recurring homicide problems. These recommendations have led to significant changes in the policies and procedures of the MPD and other agencies and are credited by participants for improving both criminal justice and community provider capacity to prevent violence. A key to this increased capacity has been improved communication, information sharing and cooperation both within and between criminal justice agencies, community service providers and community members.

Using a time series of monthly counts of homicides in the control and treatment districts (January 1999 – December 2006), our impact evaluation revealed that the implementation of the MHRC interventions was associated with a statistically significant 52% decrease in the monthly count of homicide in the treatment districts. The control districts experienced a non-significant 9.2% decrease in homicide, controlling for the other covariates. While these analyses can't be used to specify the exact effect of the MHRC interventions, they do make a solid case that the MHRC interventions were associated with a noteworthy decrease in homicide. As such, we conclude that the homicide review process adds considerable value to understanding the nature of urban homicide problems, crafting appropriate interventions to address underlying risks associated with homicides, implementing innovative strategies to address these risks, and assessing the impacts of these strategies.

Introduction

In 2005, following a long decline in homicide that culminated in 2004 with a historic low of 88 homicides, homicide rates in Milwaukee, Wisconsin increased (see Figure 1). In that year there were 122 homicides, 2067 aggravated assaults and 241 rapes (Milwaukee Police Department, 2007). In 2006, there were 103 homicide victims in Milwaukee. Among 23 U.S. cities with populations sizes between 500,000 and 1,000,000 residents in 2006, Milwaukee had the fifth highest homicide rate (17.7 per 100,000 residents) and the sixth highest violent crime rate (1,324.9) (Table 1).

Figure 1.



Responsive to the first signs of Milwaukee's homicide increase, and in keeping with emerging best practices in criminal justice homicide prevention strategies (Kennedy et al., 1996; Braga et al., 2001; McGarrell et al., 2006), in July 2004 Mayor Tom Barrett, Police Chief Nannette Hegerty and the District Attorney E. Michael McCann assembled a working team of professionals charged with developing a multi-

level, multi-disciplinary, and multi-agency homicide review process-- the Milwaukee Homicide Review Commission (MHRC). The MHRC from its inception had three overarching goals: to better understand the nature of homicide through strategic problem analysis, to develop innovative responses to the problem of homicide, and to strategically focus limited enforcement and intervention activities on identifiable risks such as violent crime hot spot areas, highly active violent offenders, and repeat victims.

Table 1. Violent Crime Rates and Homicide Rates per 100,000 Residents in 2006, U.S. Cities with Populations Sizes between 500,000 and 1,000,000

Jurisdiction	Population	Homicide Rate	Violent Crime Rate
Austin, TX	709,813	2.8	515.3
Baltimore, MD	637,556	43.3	1,696.5
Boston, MA	562,393	13.3	1,335.9
Charlotte-Mecklenburg, NC	699,398	11.9	1,076.9
Columbus, OH	731,547	11.6	811.2
Denver, CO	568,465	9.0	760.6
Detroit, MI	884,462	47.5	2,419.2
El Paso, TX	615,553	2.1	393.5
Fort Worth, TX	641,752	7.6	656.3
Honolulu, HI	912,693	1.9	300.8
Indianapolis, IN	800,969	17.5	960.0
Jacksonville, FL	795,822	13.8	837.2
Louisville, KY	626,018	8.0	612.8
Memphis, TN	680,828	21.9	1,991.0
Milwaukee, WI	581,005	17.7	1,324.9
Nashville-Davidson, TN	560,813	14.3	1,527.2
Oklahoma City, OK	536,016	10.3	802.4
Portland, OR	542,174	3.7	714.2
San Francisco, CA	746,085	11.5	875.6
San Jose, CA	920,548	3.2	386.8
Seattle, WA	583,772	5.1	711.2
Tucson, AZ	535,232	9.5	855.7
Washington, DC	581,530	29.1	1,445.8

Source: <http://bjsdata.ojp.usdoj.gov/dataonline/Search/Crime/Local/RunCrimeOneYearofDataLarge.cfm>

From May 2005 through December 2007, the period of time covered by this evaluation, the MHRC reviewed 173 homicides and 99 non-fatal shootings. During this time, the National Institute of Justice funded one on-site (Dr. Mallory O'Brien) and two off-site (Dr. Deborah Azrael and Dr. Anthony Braga) evaluators to conduct a pre-post, intervention-control evaluation of the Milwaukee MHRC. As described below, the MHRC consists of one service-provision and three information gathering/data analytic components (called "levels" by participants). The evaluation focused almost exclusively on the latter three activities of the MHRC.

This report summarizes the results of the evaluation. We first lay out a brief description of the origin and development of homicide incident reviews. We then describe the structure of the MHRC, summarize its activities, and discuss factors that have facilitated and impeded its implementation. We then focus on the violence prevention initiatives developed by the MHRC and their impact on the City's capacity to respond to lethal violence and conclude with presentation of a rigorous statistical analysis of reductions in homicides in the treatment districts that were associated with the implementation of the violence prevention strategies.

Background

Over the past decade, homicide reviews have generated substantial interest in both the criminal justice and public health arenas as a way to better understand the nature of homicide and focus scarce resources on recurring problems and identifiable risk factors. The City of Milwaukee established its homicide incident review commission in early 2005. The goal of the Commission – then as now – was to foster and support innovative homicide prevention and intervention strategies using the emerging tool of strategic

problem analysis as part of an over-all “problem-oriented policing” approach to homicide in the City.

Criminal justice approaches to homicide problems have traditionally been reactive, focusing on resolving individual homicides as they occur. These traditional strategies, primarily comprised of follow-up police investigations, rarely address the underlying conditions that produce recurring homicide problems.

In contrast, problem-oriented policing works to identify *why* a problem exists and to frame responses using a wide variety of innovative approaches (Goldstein, 1979). Using a basic, iterative approach of problem identification, analysis, response, assessment, and adjustment of the response, this adaptable and dynamic analytic approach provides an appropriate framework to explore the complex mechanisms at play in recurring problems and to develop tailor-made interventions to address the underlying conditions that cause them (Goldstein, 1990; Eck and Spelman, 1987). The National Academy of Sciences’ *Panel on the Understanding and Control of Violent Behavior* observed that sustained research on problem-oriented initiatives that modify places, routine activities, and situations that promote violence could contribute much to the understanding and control of violence (Reiss and Roth, 1993). Problem-oriented interventions arise from diagnoses of problems and – depending on the nuances of particular problems – the responses that are developed, even for seemingly similar problems, can be very diverse. Strategic problem analysis, a tool of problem-oriented policing, involves collecting and dissecting a wide array of data on the nature of homicide and other public safety problems in order to identify and understand events and

conditions that precede and accompany these problems and to identify interventions that are responsive to them (Clarke and Eck, 2005).

The analysis of crime problems in the problem-oriented policing process is rooted in a long-standing tradition of the “action-oriented” research model to improve policy and practice (see, e.g. Lewin, 1946). Indeed, criminal justice agencies and researchers have collaborated on action research projects for many years (Gottfredson, 1996; McEwen, 2003). The public health approach to violence prevention is also based in action-oriented epidemiology intent on locating and reducing risks and identifiable problems (Moore, Prothrow-Stith, Guyer, and Spivak, 1994). Action research is an iterative inquiry process that balances problem-solving actions implemented in a collaborative context with data-driven collaborative analysis or research to understand underlying causes enabling future predictions about personal and organizational change (Reason and Bradbury, 2001). Action research can be undertaken by larger organizations or institutions, assisted or guided by professional researchers, with the aim of improving their strategies, practices, and knowledge of the environments within which they practice (Reason and Bradbury, 2001). The strategic analysis of relevant data is a critical step in improving the way issues and problems are addressed.

In criminal justice settings, homicide reviews were developed because official police data systems contained very limited information on the nature of homicide in particular jurisdictions. While the Federal Bureau of Investigation’s Supplementary Homicide Reports (SHR) are a widely used source of data on murder and non-negligent manslaughter, and many researchers use these data to explore historical, theoretical, and policy questions, there are well known sources of error in SHR data. In particular,

numerous reviews have criticized the validity of the homicide circumstances coded in these data (Braga et al., 1999; Loftin, 1986; Loftin et al., 1987; Maxfield, 1989; Riedel, 1989; Williams and Flewelling, 1987). Certain complications, such as incomplete data on offenders, arise from the submission of data during the early stages of homicide investigation (Riedel, 1989); other problems arise from variation in decision rules used by reporting agencies to classify the circumstances of homicides (Loftin, 1986; Maxfield, 1989). Given these important shortcomings, it is generally recognized that descriptive as well as policy-oriented and theory-oriented research on the circumstances of homicide is difficult with existing official police data systems.

Beginning in the 1990s, homicide incident reviews have been used increasingly by criminal justice agencies to develop more effective violence prevention plans. For instance, the Boston Gun Project's Operation Ceasefire intervention, designed to reduce gun violence among violent gangs, was crafted based on insights from a careful review of youth homicide incidents (Kennedy, Piehl, and Braga, 1996). This intervention was associated with a 63% reduction in youth homicide (Braga et al., 2001),¹ a decline that generated interest in other jurisdictions struggling with serious violence problems. Drawing upon the Boston experience, officials in Indianapolis used the incident review process to develop a comprehensive violence prevention strategy. This strategy was found to be associated with a 40% reduction in total homicide (McGarrell and Chermak,

¹ The National Academies' *Panel on Improving Information and Data on Firearms* concluded that the National Institute of Justice-sponsored Ceasefire evaluation was compelling in associating the intervention with the subsequent decline in youth homicide (Wellford, Pepper, and Petrie, 2005). However, the Panel also suggested that many complex factors affect youth homicide trends and it was difficult to specify the exact relationship between the Ceasefire intervention and subsequent changes in youth offending behaviors. While the NIJ-sponsored evaluation controlled for existing violence trends and certain rival causal factors such as changes in the youth population, drug markets, and employment in Boston, there could be complex interaction effects among these factors not measured by the evaluation that could account for some meaningful portion of the decrease. Interested readers should also review Berk (2005), Fagan (2002), Morgan and Winship (2007), and Rosenfeld et al. (2005).

2003; McGarrell et al., 2006). A number of other cities, including Baltimore, Minneapolis, and Stockton (CA) also replicated the Boston experience by using homicide incident reviews to inform the development of their violence prevention plans; in each of these cities, clear descriptions of homicide problems led to the implementation of strategies that appear to have generated violent crime reductions (Braga, 2008; Braga et al., 2002, 2008). All these initiatives were facilitated by a close, more or less real-time, partnership between researchers and practitioners. Solid problem analyses were the foundations upon which the interventions implemented by the interagency collaborations were built.

These problem-oriented violence prevention projects suggest that line-level practitioners who work in high-crime areas and have regular contact with high-risk individuals often have detailed working knowledge of homicide events (Kennedy et al., 1997; Braga et al., 1999). Bringing together a diverse group of informed individuals to share their knowledge about the nature of homicide events and collecting and analyzing the resulting data can lead to important insights regarding both targeted and system-level ways to prevent homicide. Working under this assumption, U.S. Department of Justice-sponsored initiatives, such as the Strategic Alternatives to Community Safety Initiative (SACSI) and Project Safe Neighborhoods (PSN), have made a concerted effort to encourage local law enforcement officials to partner with academic researchers and engage in multi-agency homicide incident review exercises to better inform their violence prevention plans. As part of these initiatives, incident reviews have been used to understand local violent crime problems by interagency working groups in

California, Connecticut, Indiana, Massachusetts, Nebraska, New Mexico, New York, North Carolina, and Wisconsin (Klofas and Hipple, 2006; Braga, 2005).

In general, homicide incident reviews provide one way of sharing detailed information about homicide among local criminal justice agencies and using that information to develop strategic approaches to reduce future killings. There is, of course, tremendous variety across jurisdictions that use the approach.

Locations that have adopted incident reviews have developed programs that meet their own particular goals and needs. The programs have also grown and changed over time. While there is no standard approach, common features can be seen. The programs rely on input from front-line staff with street-level knowledge of the crimes being discussed. Representatives from across the criminal justice system— including law enforcement, prosecutors, probation and parole officers, and often others—participate in the process. Finally, the process involves researchers whose task it is to analyze the information presented to identify patterns or other issues that may be useful in responding strategically to the crime problem (Klofas and Hipple, 2006: 1).

Despite the increasing prevalence of homicide incident reviews and growing awareness of the benefits of using strategic problem analysis to understand homicide, homicide incident review initiatives remain largely unevaluated.

The evaluation of the MHRC, conducted by researchers at the Harvard School of Public Health (Drs. O'Brien and Azrael) and the Harvard Kennedy School of Government (Dr. Braga), sought to answer the broad question: what does the homicide incident review process add to the City of Milwaukee's capacity to respond to the problem of lethal violence? More specifically, the evaluation examined whether homicide incident reviews provided additional insights into the nature of homicide problems relative to traditional methods; whether these insights led to the development of new strategic responses to homicide problems; whether law enforcement agencies, social

service providers, and the community felt that the sharing of information improved their ability to work together; and whether these responses seem to have had short-term violence reduction impacts. The evaluation was approved by both the Harvard School of Public Health and Harvard University Faculty of Arts and Sciences Human Subjects Committees.

The Milwaukee Homicide Review Commission: The Review Structure

The MHRC is a multi-tiered intervention with four levels, each of which involves participation by a different set of agencies and stakeholders (see Appendix 1). A key assumption underlying the four levels of MHRC review, and driving its decision to include stakeholders outside of the traditional criminal justice arena, was that the development and implementation of homicide prevention strategies is a complex and multi-faceted process that can be strengthened by input and buy-in from stakeholders throughout the community.

Staffing for the MHRC consisted of a police officer assigned to the MHRC, a full-time office assistant, a part-time project coordinator, and a consultant. From the inception of the MHRC, the City of Milwaukee was committed to careful evaluation of the enterprise, allowing the on-site evaluator (Dr. O'Brien) full access to all project materials and agreeing to implement the project in three intervention police districts, reserving four police districts as control areas.²

² The MPD and its partners were concerned that community members and legislators in control districts would object to being excluded, even in the short term, from participating in the MHRC initiative. Through a series of meetings with community stakeholders, supporters of the MHRC process were able to convince concerned residents, politicians, and others that it was critical to determine the value associated with the homicide review process (i.e., to evaluate it in a rigorous, way with intervention and control groups) and, as a practical matter, that the capacity did not yet exist to carefully review all homicides and other serious violent incidents on a citywide basis. While these actions tempered political and community

The MHRCs' activities can be conceived as layered, with a substrate layer of front-line response to the homicide or shooting (consisting of standard, real-time law enforcement response coupled with provision of services to victim's families provided by an innovative social service program, Project Ujima), often referred to by participants as "Level 1," and three structural layers that provide for ongoing, coordinated information gathering and analysis ("Levels 2-4") of homicide-related data. Level 2, the criminal justice review (CJR), at which each month's homicides are reviewed, constitutes the analytic core of the homicide incident review process. Summary information from Level 2 is brought to Level 3, the community service provider review (CSPR). At the CSPR a broad array of public health and social service agencies provide additional information both about specific homicides and about the community contexts in which they occur. Information from Level 3, the CSPR, in turn, is provided to community members at Level 4, community meetings held semi-annually to inform the local community about the "shape" of MPD District-level homicide and to solicit buy-in for community-based homicide reduction initiatives.

The section that follows describes the four review levels and the various agencies and programs engaged in each level of review.

Level 1 (Real Time): In real time, MPD responds to homicides that occur in intervention districts as usual: immediate response to the location is followed by investigation, increased patrols, and attempted apprehension of any identified suspects, etc. In addition in intervention districts, Project Ujima, a social service agency, is notified of the homicide and provided with information about the victim within 48 hours. Project

objections, the lack of focused intervention in the four control districts generated minimal ongoing citywide tension over the course of the project.

Ujima provides crisis intervention and case management services, mentoring and emotional support, mental health and home-based health care to victims' families.

Level 2, Criminal Justice Review (CJR): The second level of the review process consists of a monthly review of each homicide by criminal justice professionals primarily at the local, but also at the state, and federal levels. Review participants include the Community Police Liaison, district officers and members of the Violent Crimes, Gang Crimes, Homicide and Vice units as well as representatives from the offices of the District Attorney, City Attorney, US Attorney, Milwaukee Public Schools, Milwaukee Housing Authority, Medical Examiner, Department of Corrections (probation and parole, state and county), Wisconsin Department of Justice Division of Criminal Investigation, US Marshals, Milwaukee High Intensity Drug Trafficking Area (HIDTA), Drug Enforcement Agency, Bureau of Alcohol, Tobacco, Firearms and Explosives, Federal Bureau of Investigation, and Immigration and Customs Enforcement.

The CJR focuses on developing a detailed description of homicide in each of the three treatment police districts. Two weeks prior to the reviews, participants are sent the list of cases that will be discussed at the meeting (homicides that occurred in the preceding month). Based on the case list, participants are asked to do their "homework" and come prepared to discuss any information they may have on the individuals or locations involved.

At the reviews, a PowerPoint presentation, created by MHRC staff for each review, is presented that details all relevant information about each incident available at the time of the review. A Homicide lieutenant and Violent Crimes lieutenant lead reviews, one incident at a time, while MHRC staff act as recorders. Standard data

presented include the dates, times, and locations of the incidents; the age, sex, and race of the victims and offenders; the weapons used in the incidents; and the criminal histories of the individuals involved in the incidents. These data are supplemented by the line-level law enforcement involved in the investigation who often have a detailed understanding of violence and criminal networks in the police district and share their knowledge about the circumstances of the homicide and relationships among victims and offenders

Beginning with January 2005 incidents, each review has covered all homicide cases, both open and closed, that occurred in the previous month in the intervention districts. Shooting incidents with an injured person from these districts were added to the review process beginning with January 2006 cases, and domestic homicides in all treatment districts were added, as part of a supplemental review, in August 2006.

Level 3, Community Service Provider Review: The MHRC Coordinator and a police officer lead the C SPR. At the C SPR reviews, *closed*³ cases are discussed by a wide range of professionals to broaden understanding of the homicide beyond the facts identified in the Level 2 review and to identify community-level factors that may have contributed to it (e.g., gangs in schools) The professionals assembled for the community review consist of representatives from the Level 2 (CJR) review (Community Liaison Officers, Community Prosecutors), as well as representatives of Project Ujima, the Mayor's Office, City of Milwaukee Health Department, Bureau of Milwaukee Child Welfare, Milwaukee Public Schools, Department of Neighborhood Services, and representatives of community based organizations such as block watches and churches as well as community organizers.

³ Closed cases are generally those in which a suspect has been arrested or an arrest warrant has been issued.

The CSPR goals are to expand the Level 2 incident descriptions with information from Level 3 agencies and to review interventions developed by law enforcement as part of the CJR process. During the Level 3 review, participants determine how Level 2 interventions can be supplemented by community level interventions (such as job programs) by social service and other agencies.

As with the Level 2 review, two weeks prior to the reviews participants are sent an invitation to attend with an attached list of the cases that will be discussed as well as a request to do their “homework.” All participants at every CSPR sign a confidentiality agreement stipulating that in no case will information shared at the meeting be disclosed to anyone other than members of the MHRC.

In August 2006, the MHRC added a new level of review, Level 3A, Domestic Violence Homicide, to review all domestic homicides in the City (regardless of district). Domestic violence (DV) homicide reviews are held separately due to confidentiality concerns raised by DV and child protection groups, but otherwise use the same format as other MHRC reviews. Initially, for 2005 cases, a strict statutory definition of DV was used for inclusion in the reviews. This limited cases to those in which the victim and suspect had a domestic relationship.⁴ Beginning with 2006 cases, the participants modified the case definition to include all intimate partner homicides and pediatric deaths.

Level 4, Community Review: The Level 4 Community Review is open to all interested members of the community. The MHRC coordinates the meeting, which is

⁴ According to the statute a domestic relationship can include married and unmarried couples living together, ex-spouses who ever resided together, roommates and ex-roommates who lived together, parents or their grown children who reside together and are adults, or any adults who share children in common, whether they have ever resided together or not

hosted by a community group participating in the CSPR, and also attended by members of the Level 2 and 3 Reviews. The meetings are designed to educate the community about the nature of homicides and shootings occurring in intervention neighborhoods and to inform interested community members about the work of the MHRC. At the community review meetings, MHRC staff present aggregate, district-level information on victims and suspects, their probation and parole status, the known circumstances of the incidents, and the locations of the incidents. Community members are also briefed on progress of specific violence prevention interventions implemented as a result of the review process. After the MHRC staff concludes their presentation, community members are given the opportunity to provide feedback and assist with the development of specific interventions and policy recommendations affecting their neighborhoods.

The work of the MHRC is directed by two committees, a “Working Group” and an “Executive Committee,” that oversee and monitor the work of the MHRC. The Working Group meets monthly and is charged with guiding the review process and with initial review of any policy and programmatic recommendations developed by the CJR, DVR or CSPR. The Working Group consists of mid-level personnel, primarily managers and supervisors, who already participate in the CJR, CSPR or DVR. The Working Group brings feasible process changes and recommendations for approval and implementation to the Executive Committee for review and approval. The Executive Committee, which consists of high-level representatives of City and State agencies, Project Safe Neighborhoods Research Partners and others, meets monthly to plan and monitor the implementation of recommendations which emerge from the CJR, CSPR and DVR.

Members of the Executive Committee tend to be in key positions and have decision-making authority within their organizations.

The Milwaukee Homicide Review Commission: Evaluation Methods

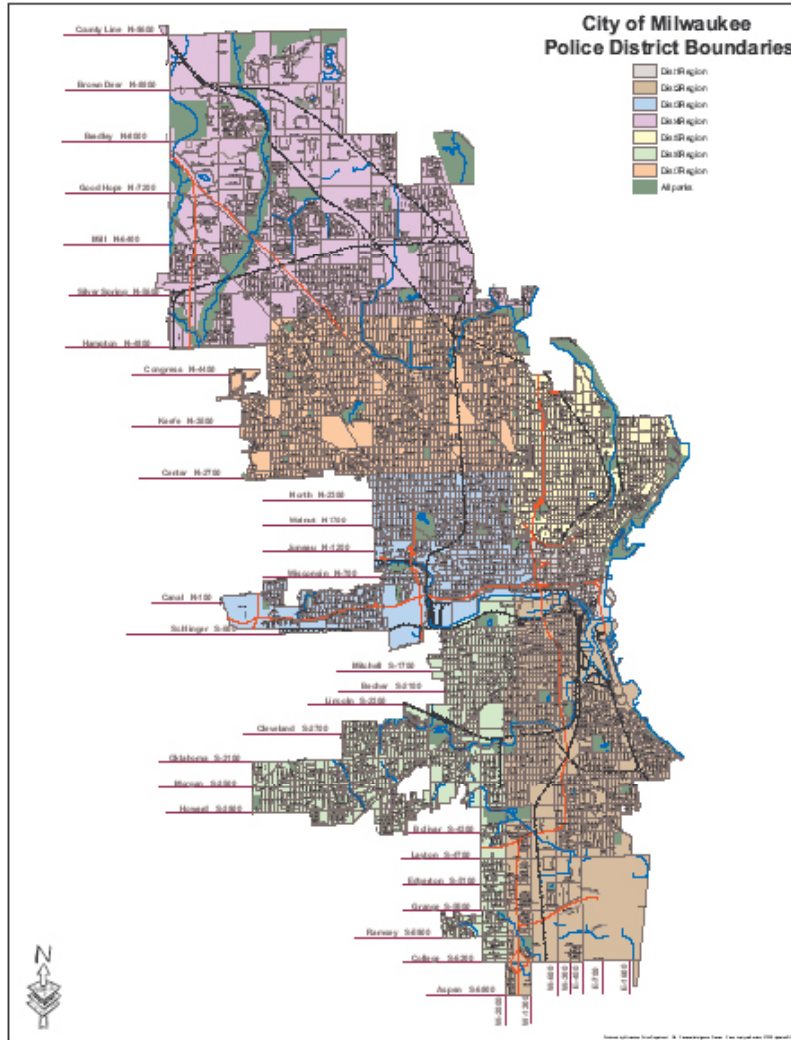
The evaluation of the MHRC consisted of three principal parts: 1) a formative evaluation, 2) a process evaluation, and 3) an impact evaluation. The quasi-experimental evaluation design involved the matching of MPD districts into like pairs based on homicide counts, non-fatal shooting counts, and socio-demographic characteristics of the populations in the districts. The following table shows the relevant crime and demographic statistics for the seven districts for January through August 15, 2004 (prior to implementation of the MHRC). Intervention districts are highlighted in gray.

Table 2: District Profiles 2004 (gray denotes MHRC intervention district)⁵

	District 1	District 2	District 3	District 4	District 5	District 6	District 7	Intervention	Control	Total
Aggravated Assault	60	425	687	431	678	354	892	1466	2075	3541
Homicide	0	17	14	7	16	7	27	40	48	88
Robbery	40	160	294	212	306	124	456	590	1002	1592
Population	8024	97579	83889	94118	84613	96007	132744	278199	318775	596974
% White	72	75	39	43	48	76	31	67	38	51
% Black	22	4	52	52	47	4	65	17	57	38
% Other	6	21	9	5	5	20	4	16	5	11
% Below Poverty	21	18	33	19	29	14	19	20	23	21

As Table 2 reveals, District 1 experienced no homicides or non-fatal shootings. As such, this district was excluded from consideration for the MHRC intervention and was designated part of the control group. After the districts were matched based both on their demographic and crime profiles and on the expert opinion of police personnel, including Deputy Chief Brian O’Keefe and others, one district from each pair was randomly allocated to the MHRC treatment group. This process resulted in the selection of District 2 and 6 on the south side of the city and District 5 on the north side as the treatment districts, with districts 1, 3, 4 and 7 serving as controls (see map, below, for Milwaukee Police Department districts).

⁵ Source: Milwaukee Police Department



As described above, the evaluation was conducted by one on-site evaluator (Dr. Mallory O’Brien) and two off-site evaluators, one from the Harvard School of Public Health (Dr. Deborah Azrael) and one from the Harvard Kennedy School of Government, Program in Criminal Justice Policy and Management (Dr. Anthony Braga). The on-site evaluator worked daily with the MHRC where she was responsible for attending all relevant MHRC meetings, interviewing project participants, assembling qualitative and quantitative data, and providing documentation regarding the program’s implementation, and development to the off-site evaluators. Dr. O’Brien’s day-to-day participation in the MHRC process allowed her full access to MHRC data, personnel and activities. Dr.

O'Brien met regularly, via telephone, with Drs. Azrael and Braga, and provided them with regular updates on program structure; the recommendations developed by the CJR and CSPR, and data developed for the project.

Formative Evaluation:

In its early stages, the formative evaluation monitored the implementation and conduct of the MHRC process through pre, midterm and post interviews with key staff and collaborators as well as regular debriefings following meetings and reviews. Forty-eight (48) people were interviewed using the semi-structured interview protocol in Appendix 2.

In this stage of the evaluation, the structure of the MHRC model was documented as implemented and the level of involvement by each collaborating agency determined by tracking agencies' attendance at and participation in each level of the review process. In addition, the formative evaluation documented structures, policies and strategies that either promoted or impeded adoption of the review process. Important tasks associated with the formative evaluation included: observation of the training event, feedback on the developed data collection instrument, and monitoring and documenting the developing policies and procedures of each MHRC group (e.g., the Working Group, the CJR). As in all stages of the evaluation, the on-site evaluator provided the two off-site evaluators with regular updates on project implementation and project activities as well as with copies of all pertinent data.

Process Evaluation:

The principal objective of the process evaluation was to determine, through interviews with key personnel in both intervention and control districts and through

Janine Geske	Marquette University Law School
Jeffrey Greipp	District Attorney's Office
Tracy Hefley	Milwaukee Health Department
William Jessup	Milwaukee Police Department
Joseph Kubisiak	Community Partners – Safe and Sound
Marlene Melzer-Lange	Medical College of Wisconsin – Project UJIMA
Edward Liebrecht	Milwaukee Police Department
William Lipscomb	US Attorney's Office
Lawrence Mahoney	Department of Corrections
Glen Mattison	Community Development Block Grant Administration
Lorraine Mc Cade	Milwaukee County Sheriff's Office
LaTunya Meredith	Milwaukee Police Dept./Homicide Review Commission
Barb Notestein	Safe and Sound
Mallory O'Brien	Milwaukee Homicide Review Commission
Brian O'Keefe	Milwaukee Police Department
Beth Bishop-Perrigo	Office of the Chief Judge
Terry Perry	City of Milwaukee Mayor's Office
Carmen Pitre	Task Force on Family Violence
Peter Pochowski	Milwaukee Public Schools
Denise Revels-Robinson	Bureau of Milwaukee's Child Welfare
Dale Schunk	Milwaukee Police Department
David Steingraber	Office of Justice Assistance
Adam Stephens	City Attorney's Office
Laurie Woods	Milwaukee Homicide Review Commission
Craig Wroten	Harambee Ombudsman Project, Inc.
David Zibolski	Milwaukee Police Department

Working Group Members:

Beth Ballo	Task Force on Family Violence
John Chisholm	District Attorney's Office
Ron Cisler	Center for Urban Population Health
Jacob Corr	District Attorney's Office
Michael Gollinger	Department of Corrections
Tracy Hefley	Milwaukee Health Department
Joseph Kubisiak	Community Partners – Safe and Sound
Edward Liebrecht	Milwaukee Police Department
John Manning	US Attorney's Office
Glen Mattison	Community Development Block Grant Administration
Valerie Nash	Task Force on Family Violence
Mallory O'Brien	Milwaukee Homicide Review Commission
Brian O'Keefe	Milwaukee Police Department
Adrian Thomas	SDC Youth Development Program
Craig Wroten	Harambee Ombudsman Project, Inc.

Appendix 2: Interview Protocol

Beginning in May 2005, and continuing approximately every six months, MHRC participants were asked a series of questions, documented on the assessment instrument below on the use of homicide investigation information, information sharing and changes resulting from participation in the MHRC. The responses were coded and entered into an Excel spreadsheet and tracked over time.

Milwaukee Homicide Review Commission (MHRC)

Assessment Instrument

Name: _____ Date: _____

Organization: _____

Title: _____

Currently involved with MHRC: Yes No

Please briefly describe your role in a homicide investigation.

Which individuals/agencies do you communicate with regarding a homicide investigation?

	6 months ago				Currently			
	Never	Sometimes	A Great Deal	Don't Know/ Not Applicable	Never	Sometimes	A Great Deal	Don't Know/ Not Applicable
a. U.S. Attorney's Office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. District Attorney's Office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. US Marshal	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. FBI	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. ATF	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Department of Corrections	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. DEA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. MPD – Homicide Unit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i. MPD- Vice Control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j. MPD - Intel	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k. MPD- CLO	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l. MPD - AGU	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
m. MPD- Patrol Person	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n. HIDTA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o. Sheriff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
p. Medical Examiner	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
q. Milwaukee Health Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
r. MPS School Safety and Security	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
s. Housing Authority	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
t. Milwaukee Child Welfare	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
u. Project UJIMA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v. Other (SPECIFY) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please indicate how often you communicate with agencies regarding a homicide investigation.

	6 months ago					Currently				
	Daily	Weekly	Monthly	Every few months	Never	Daily	Weekly	Monthly	Every few months	Never
a. U.S. Attorney's Office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. District Attorney's Office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. US Marshal's	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. FBI	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. ATF	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Department of Corrections	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. DEA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. MPD – Homicide Unit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i. MPD- Vice Control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j. MPD - Intel	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k. MPD- CLO	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l. MPD - AGU	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
m. MPD- Patrol Person	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n. HIDTA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o. Sheriff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
p. Medical Examiner	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
q. Milwaukee Health Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
r. MPS School Safety and Security	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
s. Housing Authority	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
t. Milwaukee Child Welfare	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
u. Project UJIMA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v. Other (SPECIFY) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

What is your regular method of communication?

	6 months ago				Currently			
	Verbal Face to Face	Verbal Phone	Written Reports	Not applicable	Verbal Face to Face	Verbal Phone	Written Reports	Not applicable
a. U.S. Attorney's Office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. District Attorney's Office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. US Marshal's	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. FBI	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. ATF	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Department of Corrections	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. DEA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. MPD – Homicide Unit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i. MPD- Vice Control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j. MPD - Intel	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k. MPD- CLO	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l. MPD - AGU	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
m. MPD- Patrol Person	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n. HIDTA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o. Sheriff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
p. Medical Examiner	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
q. Milwaukee Health Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
r. MPS School Safety and Security	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
s. Housing Authority	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
t. Milwaukee Child Welfare	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
u. Project UJIMA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v. Other (SPECIFY) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

For each of these agencies, how is the information you share used? *(repeat for each agency as necessary)*

Agency:	6 months ago				Currently			
	Always	Sometimes	Never	Don't Know/ Not Applicable	Always	Sometimes	Never	Don't Know/ Not Applicable
a. As an aid to the investigation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. As an aid to apprehension of suspect	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. For strategic problem solving	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. For planning and development of prevention/deterrent strategy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. As an aid to implementing strategy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. For developing evaluative measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. For implementing evaluative measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. To develop partnerships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i. Other (SPECIFY) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

To what extent are you involved in any of the following areas regarding homicides?

	6 months ago				Currently			
	Very Involved	Somewhat Involved	Not Involved	Don't Know/ Not Applicable	Very Involved	Somewhat Involved	Not Involved	Don't Know/ Not Applicable
a. Collecting new information	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Identifying target problem	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

c. Building partnerships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Planning and development of prevention/deterrent strategy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Implementing strategy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Developing evaluative measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. Implementing evaluative measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. Development of partnerships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i. Other (SPECIFY) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

What are the most important components of the HRC for your agency?

Is this different from 6 months ago?

How would you describe the role of your agency in preventing/deterring homicides?

Of these roles (if multiple), which are the most important for your agency and why?

Is this different from 6 months ago?

How important to your agency is information-sharing with other agencies?

Is this different from 6 months ago?

If you are involved with the Homicide Review Commission, please describe any changes in policies, procedures or practice in your agency as a result of the agency's participation.

If you are involved with the Homicide Review Commission, would you say you and/or your agency has benefited from an increase in information sharing regarding homicide and shooting cases?

Yes No

Comments:

If you are involved with the Homicide Review Commission, would you say you and/or your agency has strengthened your relationships with other agencies?

Yes No

Comments:

If you are involved with the Homicide Review Commission, would you say you and/or your agency has benefited from the increase in analytical capacity provided by the Commission (like weekly reports, maps, interim report)?

Yes No

Comments:

If you are involved with the Homicide Review Commission, would you say the information you and/or your agency has gained through the review process has assisted you in your work (like work on recommendations, information obtained at the reviews)?

Yes No

Comments:

Appendix 3: MHRC Actionable Recommendations

Milwaukee Homicide Review Commission Recommendations-- Working Document 1/23/08	Status	Implemented Agency, District or City Wide	Date Recommended	Agency Responsible
* Highlight indicates still needs to be addressed				
** Be sure to check the Cross Agency section				
<i>Case-specific recommendations</i>				
Suspects added to Major Violators Program (MVP) list (list of the most problematic individuals and properties/locations identified by police)	completed	District	Dec-05	
Locations of homicides added to Nuisance Property List	completed	District	Jun-06	
Multiple suspects and properties added to District Level Major Violators Program (DMVP)	completed	District		
US Marshals alerted other criminal justice agencies that they were closing in on a suspect, reducing the duplication of effort	completed	District	Apr-06	
Federal charges brought against a homicide suspect	completed	Agency	Jun-07	
Federal charges brought against suspect for firearm offenses in several shootings	completed	Agency	May-07	
Information sharing between FBI and MPD Homicide, leads provided to MPD	completed	District	Aug-05	
<i>General recommendations</i>				
<i>City of Milwaukee Common Council</i>				
Restrict sale of drug paraphernalia ** City Attorney's Office, DA's office, citizen met with legislators on taxing these items	<i>in progress</i>	City Wide	Jan-08	City Attorney, DA's Office

City of Milwaukee Department of Neighborhood Services				
Examine policies for nuisance properties, criteria, follow-up, resolutions	completed	City Wide	Aug-08	DA's Office, DNS, MPD
Timely removal of graffiti * Not enough money to keep up with removal	<i>on hold</i>	District	Jun-06	MHRC
Department of Neighborhood Services provide information at MPD in-service on criteria for nuisance properties. Create brochure. **11/15: on hold until code is amended in April, would be easier on a roll call tape	<i>on hold</i>	City Wide		DNS
Modify new ordinance requiring digital video cameras installed at all mini-marts, convenience stores, gas stations, should be expanded to include all businesses, Class B licenses and half-way houses - ** October 2006 - a committee has been formed to determine criteria	<i>in progress</i>	City Wide	Sep-05	DNS, MPD
Reduce number of licensed premises located in residential areas - zoning within a square mile ** MHRC expand extended hours gas station map to include all extended hour license locations		City Wide	Jun-06	DNS, City of Milwaukee, MHRC
City of Milwaukee Health Department				
Identify all areas of city where the homeless congregate and see what is currently in place to prevent victimization	<i>on hold</i>	District	Aug-05	
Examine violence component of Public Health Nurse visit. Target new moms with kids <3 yrs, Ask Masterlock to donate trigger locks	<i>on hold</i>	City Wide	Aug-05	
(City of) Milwaukee Police Department				
Develop district level MVP list	completed	District	Aug-05	MPD
Send US Marshal MVP, DMVP list- sent weekly	completed	District		MPD
Advise law enforcement of bus leaving from 16th and Greenfield that goes directly to Mexico	completed	District	Jul-05	MPD
MPD directed patrol missions developed	completed	District	Aug-05	MPD
Develop city statute for removal of shrines, allow only for a short period of time	completed	City Wide	Aug-05	MPD, City Attorney's Office
Need MPD personnel who are familiar with Asian gangs, customs and language	completed	District	Sep-05	MPD
Examine tavern check frequency * starting 6/25/06, tavern patrol started hitting many taverns each weekend	completed	District	Dec-05	MPD

Add "Who raised you?" to pedigree	in progress	City Wide	Sep-05	MHRC
Implement more park and walk activities	in progress	District	Aug-05	MPD
Develop means/protocol for district level gang information to be shared between the Intel/AGU and patrol officers Outcome: Weekly Anti Gang Unit (AGU) Bulletin developed in Districts 6 & 3 and shared daily at roll call - Will ask for directive to have in all districts	completed	District	Sep-05	MPD, DA's Office
Educate dispatch on sending squads to incident location, not to location of caller	completed	City Wide	Feb-06	MHRC
Train MPD personnel in ArcReader so they can generate their own maps and use for planning and evaluation	completed	City Wide	Mar-06	MPD, DA's Office
Improve district officer communication with DOC through use of F.I. cards - leave card in a designated place for agent to pick up. **Update: 6/20/07 MPD memo notifies of FI card change and addition of PROPAR field to FI Card Data Entry Screen	in progress	City Wide	Sep-05	MPD, Adult DOC
Create map of gang territories, could be used by Intel, MPS, AGU, Safe Streets Initiative	completed	District		MPD
Develop tavern MVP list	completed	District	Mar-06	MPD
Notify the City Attorney's Office of taverns where violence is occurring	completed	City Wide	Nov-07	MHRC, City Attorney's Office
Work with City Attorney and District Attorney to address nuisance properties	completed	District	Oct-08	MPD, DA, City Attorney
Booking process needs to be examined to identify areas to streamline * On hold until RMS is running efficiently	<i>on hold</i>	City Wide		MPD
Make GRIPS database accessible to the districts on the intranet, would fulfill request for "family tree" of gang members * Migrating files into ACIS, avail in all districts, using HIDTA dollars 11/15: Training Intell and others next week	<i>in progress</i>	City Wide	Nov-05	MPD
Educate tenants to notify the landlord if the police are called to their property.	completed	District	May-06	
Make shorter version of PA33 for officers, add section to indicate positive action by tavern owner, officer education on importance of completing form, tavern owner education on purpose of form	<i>on hold</i>	Agency	Apr-06	MPD

CLO should call Homicide Lt. when a homicide happens and let them know about properties and people in that area *Per Capt. Meyer, Homi Captain should call Dist. Capt. regularly for briefings and Dist. Capt. can hook them up with the right district officers to talk to.	<i>in progress</i>	District	Jul-07	MPD
MPD inform City Attorney of known drug houses in a timely manner, officers need to be trained on using City Attorney's Frequenter of a Drug House citation - can be issued to everyone on scene when doing a search warrant	<i>in progress</i>	City Wide, focused in intervention disitricts		City Attorney's Office, MPD
Review selection process for CLOs - need people who are very engaged in the community, need qualifications detailed in protocol	<i>on hold</i>	City Wide	Jun-07	
Provide internet access to AGU	<i>on hold</i>	City Wide	Jun-07	
(City of) Milwaukee Public Schools				
Require MPS Administrators to participate in COMP *Update: It is now mandatory	completed	Agency	Sep-06	
More education for MPS parents, school administration and kids on gang signs and gun safety *Update: Gang prevention brochure created for teachers and parents, gang prevention presentation made by Chief and Superintendant, MPS sharing gang info with MPD Intel	<i>in progress</i>	City Wide	Sep-05	USAO, MPS, Center for Urban Population Health, CDBG
Revisit anger management/conflict resolution in schools, cbo, churches. Anger mgmt as early as kindergarten	<i>in progress</i>	City Wide	Nov-06	USAO, Center for Urban Population Health, CDBG
Provide student data on victims and suspects to MHRC **Met with City Attorney, there is no agreement for data sharing as of 1/23/08	<i>stalled</i>	district		MPS, City of Milwaukee
Re-establish in-school suspension		City Wide	Sep-06	
Community Groups				
Develop Train-the-Trainer for anger and conflict resolution for use by community-based organizations	<i>in progress</i>	City Wide		USAO, Safe and Sound
Assess community impact of homicide, provide information to judges	<i>in progress</i>	District	Jan-06	MHRC, Community Partners
Develop Court Watch program through Block Watches, possible mini-grant through MHRC	<i>in progress</i>	District	Oct-06	Community Partners

Need more community contacts in high crime areas		District		
Milwaukee County Children's Court				
Milwaukee County Juvenile Probation and Parole agents should be working in police districts, participating with Community Prosecution Target Teams		District	Jan-07	
Children's Court Center should have access to municipal juvenile data		Agency		Juvenile Justice Working Group
Need to add juvenile CCAP terminals		Agency	Jan-07	Juvenile Justice Working Group
Milwaukee County Courts (Adult)				
Sentences should include submission to search by any police agency while on supervision	<i>in progress</i>	City Wide		
Develop District Courts, charge cases right out of districts		City Wide	Jul-06	DA's Office
Judges need to be ordering PSI's prior to sentencing *Governor set aside money for 2009, none available for 2008. Follow up with Jan Cummings on mini PSI	<i>in progress</i>	City Wide		Milwaukee County Office of the Chief Judge, State of Wisconsin
Milwaukee County District Attorney's Office				
Juveniles or felons responsible for supplying gun(s) to suspects in a homicide are sent to the Gun Unit for review by DA and US Attorney to determine charges	already being done	Agency	Aug-05	DA's office
Source of bail hearing on domestic violence cases	<i>on hold</i>	Agency	Aug-05	DA's Office
Tie in Community Prosecution Unit to implement suggestions at district level	completed	District		DA's Office
Develop policy for prosecuting intimidation cases. Review what has been done in other states		Agency	May-06	
Milwaukee County Sheriff's Office				
Additional patrols in the parks.	completed	City Wide	Jan-06	MCSO

Appendix 4: Timeline

