

The Milwaukee PSP Strategy A PSP Case Study

Introduction

In March 2016, Milwaukee, Wisconsin, was invited to be part of the U.S. Department of Justice's (DOJ's) Violence Reduction Network (VRN). The VRN was a DOJ-wide pilot program that enabled cities to consult with and receive coordinated training and technical assistance (and an array of resources) from DOJ to support violence reduction strategies as part of a two-year engagement. In June 2017, the VRN program, including Milwaukee, transitioned into the National Public Safety Partnership (PSP). The PSP facilitates the development of data-driven, evidence-based strategies tailored to the unique local needs of participating cities to address serious violent crime challenges. Milwaukee will be part of the PSP initiative through September 2019.

In order to strategically focus efforts in Milwaukee, in May 2016, the local and federal partner agencies developed a VRN Milwaukee Strategic Plan, which focused on reducing firearm-related violent crime in a hot spot. In less than one year, the Milwaukee PSP strategy resulted in decreases in violent crime in the targeted area. In 2016, the strategy produced a 14 percent reduction in total Part 1 crime and a 28 percent reduction in nonfatal shootings in the targeted area.

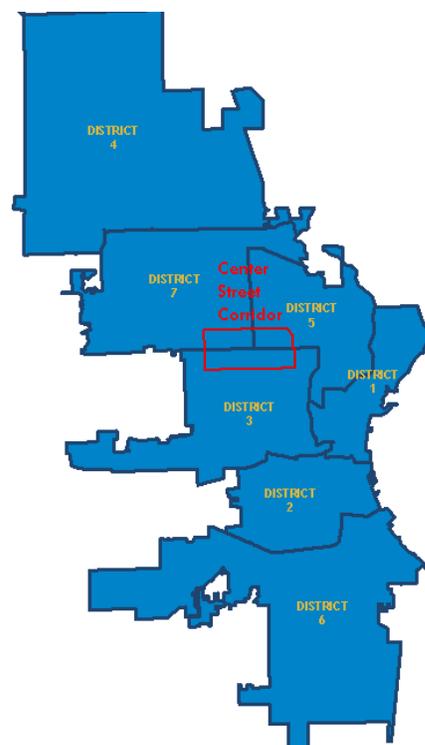
The Milwaukee PSP Strategy

A Place-, People-, and Community-Based Focus

The Milwaukee PSP strategy focuses on a specific geographic area within the city known as the Center Street Corridor (CSC). The CSC accounts for more than 10 percent of the city's violent crime and 11 percent of priority calls for service. Although the city of Milwaukee spans almost 97 square miles, the CSC is a 2.3-square-mile area that is not only affected by disproportionate crime rates but also by significant demographic challenges, with poverty at 39 percent and an unemployment rate of 16 percent.

"The Public Safety Partnership has been integral to MPD's mission of reducing the levels of crime, fear, and disorder, and our close work with our federal law enforcement partners has brought much-needed resources and support for violent crime reduction. Through PSP, Milwaukee has seen significant success in reducing crime in one of the highest crime areas of our city."

—Chief Edward Flynn



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The Milwaukee PSP strategy also highlights and targets the most prolific high-value violent offenders who are driving the crime in the CSC. To identify targets, the Intelligence Fusion Center identifies individuals with significant criminal histories who are driving the violent crime in the CSC. These violent-offender targets are compared to like offenders by analyzing crime data, criminal intelligence, and connections amid criminal social networks. The objective of focusing on these specific individuals is to disrupt the criminal activity of large and evolving networks using collaborative strategies of intelligence collection and sharing, rapid and coordinated apprehension, and optimal prosecutions. The PSP in Milwaukee offers a holistic approach to crime prevention that includes both traditional policing tactics and community-oriented policing practices.

Unified Goal

Police agencies around the country often collaborate with their federal law enforcement partners. Though these federal agencies network and conduct joint operations or task forces, each agency has a specific law enforcement mission. For example, the U.S. Drug Enforcement Administration (DEA) focuses on controlled substances and the U.S. Marshals Service (USMS) focuses on fugitive apprehension. The Milwaukee PSP strategy is a different federal law enforcement approach that takes collaboration to a new level by establishing strategies and metrics through a shared mission to reduce violent crime in the most violent area of the city. This does not mean that the federal partners have abandoned their primary law enforcement mission. Instead, it means that all agencies are dedicating specific resources and strategies to the identified area with a common, identified goal—achieve a 20 percent reduction in firearm-related violent crime in the CSC by September 2018. Partners also aim to reduce major crimes, including homicide, robbery, and carjackings.

Accountability Mechanism

Although establishing percentage goals in crime reduction can be challenging and risky for police because of the potential for creating unrealistic expectations and the numerous contributing factors that are beyond their control, the Milwaukee PSP partners recognized the importance of setting a target metric as a means of accountability.

To maintain ongoing accountability, the Milwaukee partners developed a PSP CompStat Meeting. The CompStat meetings take place every six to eight weeks and are led by the Milwaukee Police Department (MPD). Approximately 50 law enforcement officials attend these meetings, including the Milwaukee County District Attorney's Office; the U.S. Attorney's Office, Eastern District of Wisconsin; the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF); the DEA; the Federal Bureau of Investigation (FBI); and USMS. During the meetings, each agency provides information and data on its operations as it relates to the PSP strategy. These meetings provide a forum for direct and candid dialogue between law enforcement agencies and prosecutors on how to effectively evaluate the impacts of the strategy from investigations to arrests to prosecutions. These meetings not only result in improved communications but also provide an opportunity to evaluate what is working

and what is not. CompStat includes statistics on the following outcomes: homicides, nonfatal shootings, Part 1 crime, firearm-related violent crime, ShotSpotter activations, carjackings, disorder calls for service, and clearance rates. The PSP CompStat includes data on arrests, gun recoveries, National Integrated Ballistic Information Network (NIBIN) investigations, search warrants executed, drug seizures, proactivity, and community engagement.

In addition to the CompStat meetings, all partners participate in a biweekly PSP update call. The goal of this networking is to promote information sharing, enhance strategies, and deconflict existing operations.



Milwaukee's PSP CompStat meeting takes place every six to eight weeks.

Activities to Date

Some collaborative ongoing efforts in Milwaukee's approach include its Project Safe Neighborhoods High-Value Target list, which identifies Milwaukee's most prolific offenders and those who have a nexus to the CSC; the creation of a National Crime Gun Intelligence Center (CGIC) in collaboration with ATF and an embedded NIBIN system in the center; and the MPD's expansion of its ShotSpotter detection system to ensure coverage in the neighborhoods most impacted by gun violence.

MPD

- » **Dedicated Crime Analysts:** The MPD crime analysts use multiple datasets, including, but not limited to, violent crime, property crime, calls for service, license premises, U.S. Census data, bus routes, and foreclosed and vacant properties, to help direct attention to specific locations within the CSC.
- » **Lead Collaborative Meetings:** The MPD facilitates biweekly and CompStat meetings. During these meetings, an assistant chief provides an overview of Milwaukee's citywide and CSC crime rates. Additional MPD commanders provide updates on any operational strategies that are in place or being developed to target violent crime in the CSC, such as foot patrol or dedicated resources that are deployed.
- » **Activity Tracking:** The MPD tracks its proactive operations in the CSC, such as traffic stops, subject stops, business checks, probation and parole checks, patrol officers park-and-walk, and citizen contacts. The MPD also tracks its citizen complaints and use of force incidents in the CSC. From 2015 to 2016, while police activities increased significantly, citizen complaints and use of force by MPD officers declined within the CSC.
- » **Community Engagement:** The MPD established a community outreach engagement in the CSC and surrounding districts, where it has facilitated more than 282 community events and meetings.



FBI

- » **Intelligence and Analysis:** From the onset, the FBI helped develop the interagency violence reduction strategy, geospatially mapping and analyzing prior-year homicide and nonfatal shooting data.
- » **Task Force and Investigations:** The FBI redeployed its Safe Streets Gang Task Force, with a focus on violent gangs operating in the CSC. The FBI implemented a hybrid investigative strategy working long-term gang investigations that were supported by short-term enforcement operations (warrant sweeps, strategic arrests, search warrants, high-visibility operations). The strategy was designed to develop confidential sources with access to the targeted groups, as well as to develop relevant gang and violent crime intelligence in and around the CSC.



ATF

- » **Gun Intelligence:** Located in MPD headquarters, the CGIC began as a collaborative effort with ATF. ATF supports NIBIN technology and eTrace intelligence, which help target the firearm traffickers, unlicensed firearm dealers, and straw purchasers who supply the crime guns fueling the violence in the CSC.
- » **Assigned Agents:** Milwaukee ATF resources devoted five agents to the CGIC, where firearm and ballistic analysis can occur within just several hours, which provides investigators with immediate follow-up information on gun crimes. Based upon its success and investigative needs, ATF will be assigning an additional six agents to the CGIC.



DEA

- » The DEA has two special agents assigned to the FBI Safe Streets Gang Task Force. The agents support operations and long-term investigations currently under way. Assigned agents compile information from interviews and other sources and use this information to further narcotics investigations within the city and identify sources of supply. DEA Milwaukee has multiple investigations in progress; these investigations have resulted in many arrests, gun seizures, and the confiscation of significant quantities of fentanyl, heroin, and cocaine.



USMS

- » **Warrant Sweeps:** In cooperation with local and federal partners, USMS has performed numerous fugitive warrant sweeps in the CSC, resulting in the apprehension of many violent fugitives, including gang members and sex offenders.
- » **Sex Offender Registry Program:** USMS, using its authority granted under the Adam Walsh Act, assisted the Wisconsin Department of Corrections in developing a sex offender registry program in the CSC. USMS supported the Wisconsin Department of Corrections in conducting compliance checks in the CSC and developing investigations leading to the arrest of several sex offenders who were in violation of registration requirements.



Milwaukee County District Attorney's Office

- » The Milwaukee County District Attorney's Office is committed to the vigorous prosecution of violent offenders in the CSC. The deputy district attorney assigned to work with the PSP initiative coordinates referrals for charging identified violent offenders in the CSC, improves charging outcomes, and tracks charging and prosecution outcomes, based on referral data from the MPD. Two assistant attorneys general have been assigned to the District Attorney's Office to assist in CSC investigations and to prosecute cases arising from those investigations. District attorney investigators are available to liaison between officers and prosecutors, as necessary.



United States Attorney's Office

- » **Case Referral Process:** The deputy criminal chief responsible for violent crime has been working with the MPD to improve the referral process for firearm cases. The goal of federal prosecution is to optimize offender exposure and take advantage of federal mandatory minimum sentences, when available. The new process should result in improved identification of "federal" cases and increased efficiency in reviewing and charging appropriate cases.
- » **Carjackings:** The U.S. Attorney's Office is committed to prosecuting carjacking suspects, when appropriate—a goal shared with the PSP approach.



Milwaukee PSP Impacts

Violent Crime

For 2016, the Milwaukee PSP strategy produced a 14 percent reduction in total Part 1 crime and a 28 percent reduction in nonfatal shootings in the targeted area. Milwaukee police officers conducted more than 45,000 proactive activities and initiated 3,300 positive citizen contacts, which included combining traditional policing tactics with community-oriented policing to reduce fear and enhance community trust.

Table 1. Impacts—Part I Crime in the Center Street Corridor (2007–2016)

Crime	2007	2008	2009	2010	2011	2012	2013	2014	2015	2007–2015 Average	2016	Average–2016 % Change
Homicide	19	13	10	14	14	12	12	10	15	13.2	14	6%
Rape	47	45	30	25	30	29	34	30	27	33.0	29	-12%
Robbery	305	340	341	346	307	286	340	307	304	319.6	256	-20%
Aggravated Assault	563	552	378	380	321	474	425	423	521	448.6	447	0%
Burglary	354	405	400	467	567	523	488	422	435	451.2	329	-27%
Auto Theft	541	449	309	325	296	302	283	281	362	349.8	321	-8%
Theft	1,212	1,144	1,075	1,032	1,029	811	710	622	577	912.4	552	-40%
Violent Crime	934	950	759	765	672	801	811	770	867	814.3	746	-8%
Property Crime	2,107	1,998	1,784	1,824	1,892	1,636	1,481	1,325	1,374	1,713.4	1,202	-30%
Total Crime	3,041	2,948	2,543	2,589	2,564	2,437	2,292	2,095	2,241	2,527.8	1,948	-23%

Federal Agency Impacts

The PSP federal partners focused on firearm arrests, gun seizures and recoveries, search warrants, drug arrests, and high-value offender arrests. These efforts resulted in the following:

- » The FBI Southeastern Wisconsin Regional Task Force conducted more than ten major violent gang investigations in the CSC, leading to 108 arrests, 52 search warrant executions, 85 gun recoveries, and two Title III wiretap investigations.
- » The FBI nominated two CSC-related homicide fugitives to the FBI Ten Most Wanted list and captured both within 30 days.
- » With assistance from ATF, DEA, and the FBI, Milwaukee has increased its number of gun seizures and recoveries by 11 percent within the CSC between 2015 (234) and 2016 (260). The MPD recovers 407 firearms per 100,000 residents, which is more than many other large agencies.

Table 2. Gun Seizures and Recovery Rates

City	Population (2010)	Gun Recoveries (2016)	Rate per 100,000
Milwaukee	594,833	2,419	406.67
Philadelphia	1,526,006	3,865	235.28
Chicago	1,695,598	6,644	246.48
Los Angeles	3,792,621	5,908	155.78
New York City	8,175,133	3,583	43.83

Key Lessons for Success

Recognition and Scope of the Problem: The Milwaukee PSP partners recognized that they do not have the resource capacity to reduce violent crime in all of Milwaukee. They concluded that targeting resources using geographic offender-based strategies, where disproportionate levels of violent crime occur, would likely result in lower overall crime rates in the city and surrounding area.

A Specific, Focused Strategy: Milwaukee's proactive PSP strategy targets specific people in a specific place. The PSP partners easily identified the CSC as not only the most violent area in Milwaukee but also the place where the most violent individuals were committing crimes—even though these offenders may not actually reside there.

Leadership and Implementation: The MPD command staff embraced the concept of a geographically targeted strategy, and they have taken ownership of PSP meetings. The MPD assigned crime analyst personnel to develop intelligence and data on the CSC and share this information with the partners.

Collaborative Goals: The Milwaukee PSP partners mutually agreed that they would dedicate resources to combat violent crime in the CSC. This agreement was pivotal because the MPD was clearly the agency most responsible for owning the violence in this specific community within its jurisdiction.

Accountability and Evaluation: The PSP CompStat meeting and biweekly calls not only serve as intelligence-sharing forums but also provide an opportunity for measuring contributions and effectiveness as well as investigative de-confliction.

Adaptability and Expansion: An early identified key to the PSP CompStat approach was recognizing that it would need to be fluid. The MPD found the Milwaukee CSC strategy to have such an impact that in 2017, it decided to expand the approach to another high-crime area in the city, identifying it as the Capital East Corridor Initiative. In this expansion, Milwaukee PSP recognizes the importance of keeping the expansion small and incremental; its aim is to effectively target the identified problem and geographic area without overtaxing the already-limited local and federal resources.

PSP Support and Assistance: A key component to developing, implementing, and sustaining the PSP CompStat approach can be directly attributed to the support received from PSP. Specifically, the strategic site liaison (SSL) has been instrumental in providing direction, coordination, and leadership regarding the goals established by the Milwaukee PSP partners. Milwaukee's strategy has been supplemented through various training and technical assistance opportunities, ranging from crime-analysis best practices to shared-learning peer exchanges with other law enforcement agencies to several trainings focused directly on crime reduction strategies for the CSC (e.g., social network analysis training has assisted the MPD in identifying which offenders are driving the violence).



Key Lessons for Success (continued)

Sustainability: Though it is too early to determine whether the Milwaukee PSP approach will maintain its success over time and through inevitable leadership changes, the PSP partners are already discussing what needs to be done to ensure sustainability, including ensuring organizational awareness of the initiative, establishing strong leadership and codes of conduct at the highest levels of the organization (e.g., the MPD leads the PSP meetings, not the SSL or PSP), and encouraging the engagement and involvement of the PSP partners. As with any new initiative, sustainability will be a challenge. This especially is so in policing, where leadership in state, local, and federal agencies can be very transient and missions and operations change easily. The MPD is confident that the PSP CompStat approach has become embedded in its standard operations and collaborative efforts with its partners to help reduce violent crime.

Using These Lessons From Milwaukee

Law enforcement agencies typically welcome the opportunity to learn from each other; however, there often is a perspective that other departments' approaches will not be applicable to their own. This may be true in many cases, but no matter the size, the crime rate, the staffing and resource capacity, or the budgets, Milwaukee PSP's strategy should be adoptable for most agencies. It does not represent fundamental changes in current law enforcement practice; it merely refines and focuses resources and collaborative strategies on a specific geographic area and offenders driving the crime. Establishing a specific mutual goal among local, state, and federal law enforcement agencies can result in the positive impacts that have been realized in Milwaukee. The Milwaukee PSP strategy provides an enhanced capability for law enforcement partners to collaborate on violent crime reduction strategies through improving communication, providing opportunities for networking, and evaluating measurable outcomes.



Resources



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Public Safety Clearinghouse

The **Public Safety Clearinghouse** is an innovative new tool that will change the way you find, save, and share violence reduction resources. Designed to leverage the lessons learned and violence reduction resources available across DOJ components, the Clearinghouse has hundreds of resources—such as training, technical assistance, publications, and evidence-based strategies—all available at your fingertips. Best of all, the Clearinghouse is interactive and allows you to develop a customized toolkit of resources based on your city's unique challenges and opportunities.



How to Build a Toolkit

- » **Step 1:** Select a topic or keyword search.
- » **Step 2:** Refine search with topic-based questions.
- » **Step 3:** Browse resources.
- » **Step 4:** Add resources to toolkit.
- » **Step 5:** Save and download toolkit.

www.NationalPublicSafetyPartnership.org/Clearinghouse

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- » Information Sharing
- » Justice-Involved Youth
- » Officer Safety
- » Prosecution
- » Social Media and Technology
- » Victim/Witness Assistance

DOJ Resources

Bureau of Justice Assistance (BJA) National Training and Technical Assistance Center

<https://www.bjatrain.org/>
(855) 252-8822
E-mail: nttac@bjatrain.org



Office of Justice Programs (OJP) Diagnostic Center

<https://www.ojpdiaagnosticcenter.org>
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