

NON-FATAL SHOOTING AND HOMICIDE ASSESSMENT SUMMARY



INTRODUCTION

The National Public Safety Partnership (PSP) program provides an innovative framework for the US Department of Justice (DOJ) to enhance its support of state, local, and tribal law enforcement and prosecution authorities as they investigate and prosecute violent criminals, especially those involved in gun crime, drug trafficking, and gang violence. Through the PSP, the DOJ provides effective assistance to US cities of different sizes and diverse needs to support and build their capacity to fight crime. PSP facilitates the development of data-driven, evidence-based strategies tailored to the unique needs of participating cities to address violent crime challenges.

Departments and agencies participating in the PSP program complete a series of assessments to gain a baseline understanding of their challenges and areas for growth. The non-fatal shooting (NFS) and homicide assessments help PSP sites evaluate their capabilities and their capacity to respond to homicides and NFS, complete a comprehensive investigation, and coordinate with prosecutors. The assessments are an important step in using the various investigative and forensic training and technical assistance (TTA) opportunities available to PSP sites. To evaluate a site's NFS and homicide investigation abilities and needs, law enforcement and prosecution SMEs identified by PSP conduct an on-site visit. The PSP site teams then use recommendations from these assessments to determine specific types of TTA the site would benefit from, such as peer exchanges, further SME assistance, guidance on relevant grants, or policies or procedures from other law enforcement agencies.

Before conducting the assessment site visit, the law enforcement and prosecution SMEs review background information provided by the site on the city's current violent crime and prosecution statistics. During the on-site visit, the SMEs assess a site's investigative capabilities by reviewing crime data, policies, procedures, and other documents related to criminal investigations, crime analysis, intelligence, and forensic processes. The SMEs also interview local personnel, attend case review briefings, and tour the department facilities. The SMEs write a NFS or homicide assessment report for the site identifying investigative gaps, needs, and best practices. The report also provides recommendations to advance the site's collaboration with prosecutors and to identify future TTA opportunities.

As of March 2020, 13 of the 31 PSP sites had completed a NFS or homicide assessment: Birmingham, Alabama; Camden, New Jersey; Detroit, Michigan; Flint, Michigan; Jackson, Mississippi; Kansas City, Missouri; Memphis, Tennessee; Milwaukee, Wisconsin; Nashville, Tennessee; New Orleans, Louisiana; Newark, New Jersey; St. Louis, Missouri; and Toledo, Ohio. The other 18 sites either chose not to undergo the assessment or will do so at a later date. Memphis, Tennessee, and Nashville, Tennessee, completed both NFS and homicide assessments, resulting in 15 total assessments.

This report identifies common themes, technical gaps, and recommendations found across completed NFS and homicide reports across all PSP sites. Our analysis of the common themes involved coding the recommendations to pre-determined categories that aligned with PSP core outputs. We present our findings in both quantitative and qualitative formats. The sections that follow review our analytical methods and subsequent findings in detail. This report will provide PSP stakeholders with

an understanding of the types of recommendations made to PSP sites through NFS and homicide assessments, common gaps in NFS and homicide capabilities and practices among PSP sites, and areas for potential program-wide TTA to strengthen PSP site investigative capacity.

PSP presents a summary of these findings and recommendations in the [PSP Nonfatal Shooting and Homicide Assessment Summary](#) one-pager. Some common findings and recommendations include:

- Agencies face delays in submitting evidence for National Integrated Ballistic Information Network (NIBIN) analysis. Understand requirements and establish policies, protocols, and practices with the aim to complete investigative practices, including NIBIN analysis, in a timely manner for all shooting incidents where shell casings are located.
- Requiring detectives to investigate several types of crime can hinder them from developing specialized knowledge of and techniques for handling a particular type of violent crime. Designate detectives to investigate either exclusively homicides or NFS. This specialization allows detectives to become more skilled and efficient in investigating cases of that type and focus more on specific kinds of cases.
- Local law enforcement agencies may not have the resources, knowledge, or expertise that federal law enforcement agencies might contribute to investigations. Consider sharing workspaces with or creating permanent one-on-one partnerships with criminal justice peers.
- Law enforcement agencies face issues with victim and witness cooperation when police-community trust is not strong. Provide outreach from investigators to neighborhoods that are experiencing high rates of homicides and NFS incidents, in order to promote victim-witness safety and cooperation, promote public safety, and reduce fear and violence.

FINDINGS

Using the 15 NFS and homicide assessment reports, the PSP evaluation team coded 667 references to the 10 theme categories and the 67 themes within those categories (see Appendix B). The most common themes across the 10 reports were in the categories of Investigations, Personnel, Interagency

Table 1. Most common references at a glance

| Theme | Number of References Coded (cumulative) |
|---------------------------|---|
| INVESTIGATIONS | 318 |
| Procedures and Policies | 152 |
| Evidence | 59 |
| Case Management | 41 |
| Homicide | 28 |
| Witnesses | 28 |
| PERSONNEL | 141 |
| Training Needed | 55 |
| Departmental Organization | 40 |
| INTERAGENCY PARTNERSHIPS | 71 |
| Criminal Justice System | 26 |
| Federal Partnerships | 18 |
| DATA AND ANALYSIS | 47 |

Partnerships, and Data and Analysis, and the PSP evaluation team coded 318, 141, 71, and 47 references to these categories across 15, 14, 11, and 8 reports, respectively. Themes in the categories Community Stakeholders, Planning, and Governance and Policy were the least common, and the PSP evaluation team coded 15, 5, and 4 references across 6, 4, and 3 reports, respectively.

As shown in Procedures and Policies in the category of Investigations was the most common individual theme, and the PSP evaluation team coded 152 references in 15 reports. Evidence, Training Needed, Case Management, and Departmental Organization were the next most common individual themes, and the PSP evaluation team coded 59, 55, 41, and 40 references across 15, 11, 9, and 12 reports, respectively. We discuss the most common themes later in this report, where we analyze specific recommendations from SMEs pertaining to each theme.

Table 2. Most common selected words at a glance

| Word | Number of occurrences |
|----------|-----------------------|
| Homicide | 625 |
| Case | 424 |
| Witness | 319 |
| Victim | 311 |
| County | 255 |
| Training | 238 |
| Bail | 204 |

As shown in Table 2, homicide was the most common topical word/phrase found in the reports, with 625 occurrences. Case, witness, victim, county, training, and bail were the next most common topical word/phrases, with 424, 319, 311, 255, 238, and 204 occurrences, respectively.

As shown in Table 3, which documents the intersection of coding between two theme categories, the PSP evaluation team coded many of the references to two or more themes or theme categories.

Table 3. Intersection of themes among all reports

| | Community stakeholders | Crime prevention | Data and analysis | Funding | Governance and policy | Interagency partnerships | Investigations | Personnel | Planning | Technology |
|--------------------------|------------------------|------------------|-------------------|---------|-----------------------|--------------------------|----------------|-----------|----------|------------|
| Community stakeholders | | 0 | 0 | 0 | 0 | 5 | 10 | 4 | 0 | 0 |
| Crime prevention | | | 5 | 0 | 1 | 6 | 8 | 4 | 0 | 1 |
| Data and analysis | | | | 0 | 0 | 2 | 18 | 8 | 1 | 5 |
| Funding | | | | | 0 | 0 | 8 | 0 | 1 | 0 |
| Governance and policy | | | | | | 0 | 2 | 1 | 0 | 0 |
| Interagency partnerships | | | | | | | 25 | 9 | 0 | 0 |
| Investigations | | | | | | | | 54 | 0 | 9 |
| Personnel | | | | | | | | | 0 | 2 |
| Planning | | | | | | | | | | 0 |
| Technology | | | | | | | | | | |

The intersections of Investigations and Personnel; Investigations and Interagency Partnerships; and Investigations and Data and Analysis were the most common, with 54, 25, and 18 references, respectively. The high frequency of cross-references indicates the importance of training, collaboration, and funding needs in improving investigative capabilities across PSP agencies. This report will explore these topics further in the following sections, which discuss common themes and recommendations across NFS and homicide assessment reports.

INVESTIGATIVE APPROACHES

The SMEs recommended that PSP sites consider a variety of changes to their current prosecution techniques, including reducing detective caseload, letting detectives focus on specific types of violent crime, adopting new case management techniques, and implementing new evidence-gathering strategies.

KANSAS CITY ASSESSMENT REPORT: The KCPD should implement a Murder Book concept with a standardized table of contents and reports, a chronology section, a singular follow-up report summarizing the overall investigation, a standardized protocol for forensic testing, and a standardized discovery process with the JCPO. The JCPO should work with the KCPD to formulate the standardized discovery process for this book if it has not already been completed. Standardized investigative files and organization would improve the investigations, alleviate the burden of voluminous discovery requests and copying, and ultimately improve the KCPD's investigations and report writing. This would undoubtedly enhance the KCPD's ability to get charges filed and cases successfully prosecuted...The KCPD should adopt a comprehensive 90-day progress report on all unsolved homicide investigations. After completing the report, the detective must meet with a supervisor to review the report, discuss the investigation in depth, and develop a plan for further investigative steps.

NEW ORLEANS ASSESSMENT REPORT: Aim to complete National Integrated Ballistic Information Network (NIBIN) analysis within 12 hours and no later than 24 hours after the shooting incident. This analysis should include tactical intelligence and social network analysis that is actionable for NOPD to deploy assets that suppress retaliation and catalyze ongoing violent gun crime investigations. The NIBIN analytical report will serve as an investigative lead and will include potential and confirmed NIBIN matches, as well as associated cases, shooting scenes, and victims known to the justice system. NIBIN analysis should be conducted upon all shooting incidents wherein shell casings are located, regardless of whether a person has been struck or a crime reported...NOPD should leverage gang gun and community gun enhancements in prosecutions with supporting documentation from social media and admissions...NOPD should swab all guns recovered for grip, trigger, and slide DNA testing.

MILWAUKEE ASSESSMENT REPORT: Consider producing some form of progress report that summarizes the status of a case. Various police departments complete a 60-day, 90-day, or even a 120-day progress report. A 90-day progress report is recommended at a minimum.

The report should cover the following areas (usually in about five to seven pages): summary of the crime, biography and criminal history of the victim and/or suspect, description of the crime scene, key witness statements, investigative steps that have been taken, results of physical evidence analysis, and a tasks pending list...Consider producing a single Follow-Up Report for this purpose. The report should include the following: summary of the crime, investigative steps taken, investigation results, key witness statements, results of photograph displays, results of scientific analysis, and any other information that supports why the police are seeking charges on a suspect. This report will prevent any verbal misinterpretation of the facts. Also, the prosecutor can easily obtain a second opinion or supervisor review with the report. Furthermore, a detective's chain of command can read the report in the event of a disagreement in the prosecutor's decision to not file charges.

NASHVILLE HOMICIDE ASSESSMENT REPORT: Assuming the entire interview is recorded, MNPDP should eliminate the practice of obtaining signed Miranda waiver forms. This will increase the likelihood of obtaining a Miranda waiver and increase a suspect's willingness to cooperate...MNPDP investigators should utilize Perkins Agents (law enforcement or civilian) when appropriate to elicit incriminating information from suspects before the Sixth Amendment has attached. If Perkins operations cannot be used, investigators should at least place suspects in monitored environments to gather potentially incriminating evidence...The DA and MNPDP should implement true vertical investigation and prosecution in all homicide cases. In addition, the DA and MNPDP should implement an agreed upon protocol for tracking cases, communicating pending court dates and the status of the case, serving subpoenas, and establishing the responsibilities of the originally assigned detective.

NASHVILLE NON-FATAL SHOOTING ASSESSMENT REPORT: Establish a standard case documentation format for NFS investigations; consider adopting the current MNPDP homicide case file format.

ST. LOUIS ASSESSMENT REPORT: Ensure that patrol and transport vehicles are audiotaped to collect inadvertent admissions by suspects and reluctant witnesses. Remove warning signage from interview and interrogation rooms if permissible by state law.

TOLEDO ASSESSMENT REPORT: Institute monthly [Investigative Services Bureau]-wide reviews of open homicide cases occurring within the current 90-day period... Require monthly Cold Case Unit activity and progress reports.

ADDITIONAL ASSESSMENT RECOMMENDATIONS: The following are additional recommendations provided to PSP sites related to investigative approaches:

[The department] should examine current photographic display methods and consider adopting a standard six-pack display method. Also, they should eliminate having witnesses assign a percentage to their identification...Detectives should consider utilizing implied Miranda waivers, which have been proven to be more effective in obtaining a waiver

than expressed waivers...[Department] investigators should utilize Perkins Agents (law enforcement or civilian) when appropriate to elicit incriminating information from suspects before the Sixth Amendment has attached... Implement vertical prosecution in all murder and attempted murder cases.

[Department] detectives should be able to construct their own six-photo display cards. This will likely increase eyewitness identifications...Detectives should consider using implied Miranda waivers, which have been proven to be more effective in obtaining a waiver... [Department] investigators should consider investing in recording equipment, implement a Perkins operation protocol, develop effective civilian Perkins Agents, and train police officers to work in a believable undercover capacity to elicit incriminating statements in homicide investigations.

Encourage the district attorneys to install vertical prosecution of homicide and serious NFS offenses...Update the homicide investigation manual to define actions to be taken within 24-, 48-, and 72-hour intervals. Create a case management system, install a review process of open cases after 72 hours, and establish flexible case assignment procedures to ensure equitable workloads.

[The police department and prosecutor's office] should examine current photographic display methods and consider adopting a standard six-pack display method...Investigators should utilize Perkins Agents (law enforcement or civilian) when appropriate to elicit incriminating information from suspects before the Sixth Amendment has attached.

[The department] should consider implementing standard reports to document the progress of an investigation...Suspects should be placed in monitored environments to capture incriminating admissions. [Department] investigators should utilize Perkins Agents (law enforcement or civilian) when appropriate to elicit incriminating information from suspects before the 6th Amendment has attached...Eliminate of the need for investigative subpoenas.

Install a review, assignment, and management process to immediately pursue National Integrated Ballistic Information Network (NIBIN) hits and linkages.

All murder case files should be organized in the same way and an investigative summary report documenting all material aspects of the investigation should be required. In all unsolved homicides, a 90-day case review report should be mandated...Utilize audio or video recordings during all critical witness interviews and all suspect interrogations.

Create a stand-alone investigative manual to (1) establish an [a department] NFS definition; (2) create an [felony shooting team (FST)]; (3) establish scene-to-prosecution responsibility; (4) install case management procedures that include case reviews and checklists (see Appendix B), etc.; (5) integrate forensic and analytical elements into NFS investigations; and (6) staff the FST with selected members of the Violent Crime Unit, the [felony response team (FRT)], and the Multi-Agency Gang Unit—allocation will be based on temporal analysis. Alternatively, allocate a portion of the current FRT staff to precinct [general investigations bureaus] to investigate (scene to prosecution) NFS offenses during the evening and midnight shifts.

SMEs consistently recommended that agencies explore the feasibility of using investigative techniques such as Perkins Agents, detective-made photographic lineups, and implied Miranda waivers. These techniques are legally controversial and their use depends strongly on local agency context; their use is only a recommendation. The SMEs also recommended changes to current case management procedures, including standardizing investigative files, instituting regular reports to monitor the status of cases, and implementing vertical prosecution. These changes allow detectives access to the most efficient investigative techniques and permit them to comprehensively investigate, follow up on, and prosecute cases through information management. It is important to note that many of the investigative techniques the SMEs recommended for homicides also applied to NFS, and vice versa. The approaches between the two techniques are similar, particularly as many PSP sites face a significant amount of gun-related homicides, although SMEs recommended that agencies separate the two types of investigations.

PERSONNEL

The SMEs made several recommendations across sites to train personnel further in investigative techniques, restructure current organizational practices to allow more time for detectives to focus on cases, and promote better awareness of investigative processes and collaboration.

CAMDEN ASSESSMENT REPORT: CCPD should designate a certain number of detectives to handle homicides exclusively and designate remaining detectives to continue to handle the nonfatal shots-fired investigations. In addition, consideration must be given regarding ancillary duties, such as SWAT, Evidence Recovery Team, and even training matters.

KANSAS CITY ASSESSMENT REPORT: The assessment team recommends that the KCPD increase their personnel assigned to homicide by adding eight new detectives (two per squad) and a qualified crime analyst to each squad. Increasing homicide personnel would greatly improve the investigations, alleviate the burden of heavy caseloads, allow more time between fresh cases, and ultimately improve the KCPD's homicide clearance rate. This will undoubtedly enhance their ability to get charges filed and cases successfully prosecuted.

NEW ORLEANS ASSESSMENT REPORT: NOPD should provide enhanced training to its tactical detectives so that they may interview all felony gun arrestees to acquire intelligence and incriminating statements. The U.S. Attorney should review proposed training and make appropriate recommendations for the training of police officers on conducting questions on-scene and post-arrest in a way that complies with Miranda constitutional safeguards and ensures that exculpatory or incriminating information is properly acquired. This tactic can be supported with the utilization of the officer's body-worn camera as well.

MILWAUKEE ASSESSMENT REPORT: If the situation would allow, designated investigative lead on each case from the start. With this, for example, there would be 54 cases divided between 36 detectives. This would put each detective having the responsibility of 1.5 cases year-to-date. Detectives would then be able to put all of their time, efforts, and expert knowledge to

their assigned cases, instead of doing bits and pieces on many cases. Additionally, they will be better prepared for conducting interviews

NASHVILLE HOMICIDE ASSESSMENT REPORT: MNPDP should designate a certain number of detectives to handle exclusively homicides and designate remaining detectives to handle other investigations. The configuration could be centralized, decentralized, or a hybrid configuration in which the detectives are assigned to handle murder investigations within two, three, or four individual precincts...MNPDP should require a formal training curriculum before an officer can work as a detective. MNPDP, the DA, and outside entities should offer in-service training on pertinent issues. The DA could provide pertinent updates via a web-based program, roll-call trainings, and academy training. MNPDP and the DA should offer a formal homicide training that covers everything from crime scene investigation to courtroom testimony, provided by experienced and well-respected homicide investigators, forensic experts, and experienced homicide prosecutors. Detectives and prosecutors should establish an agreed-upon protocol for ongoing communications.

NASHVILLE NON-FATAL SHOOTING ASSESSMENT REPORT: Creating a gun violence group (GVG) by augmenting the existing [Inter-Precinct Hybrid Homicide Unit] with an investigator from [Specialized Investigations Division] and the South and East Precincts; it would include the members of the [Crime Gun Unit] and the Cold-Case Homicide Unit and two detailed officers from the North, Hermitage, South, and East flex teams. This composition encompasses high-risk precincts and instills a multidisciplinary approach that employs gang, narcotics, investigation, intelligence, and forensic functions. Note: Detailed (90 to 120 days) flex team officers would provide intelligence and conduct investigative stops during the investigative planning/targeting phase and acquire invaluable investigative experience during their temporary GVG assignments.

ST. LOUIS ASSESSMENT REPORT: Repurpose five 4-officer teams, four sergeants, and one lieutenant from the [Special Operation Division] to investigate nonfatal shootings (with injuries) in the following circumstances: 1) Apparent nexus to neighborhood gang activity or drug trafficking, 2) Shooting conditions demonstrate a very clear disregard for human life, e.g., multiple shots into an occupied dwelling but no injuries, road rage offense.

ADDITIONAL ASSESSMENT RECOMMENDATIONS: The following are additional recommendations provided to PSP sites related to investigative personnel:

[The department] should designate a certain number of detectives to handle homicides exclusively and designate remaining detectives to continue to handle the nonfatal shots-fired investigations. Assigning detectives to particular types of cases results in greater subject matter expertise and efficiency within the unit.

The [department] should designate a certain number of detectives to handle homicides exclusively and designate remaining detectives to continue to handle the nonfatal shots-fired investigations. Assigning detectives to particular types of cases results in greater subject matter expertise and efficiency within the unit...[Department] investigators should

consider investing in recording equipment, implement a Perkins operation protocol, develop effective civilian Perkins Agents, and train police officers to work in a believable undercover capacity to elicit incriminating statements in homicide investigations.

Assign one or more civilian investigative support specialists to the unit to conduct social network analysis and mapping, telephone toll analysis, social media evidence collection, and inquiries of relevant open-source/restricted databases... . Ensure that the knowledge and skills of [shooting response team] investigators and unit supervisors are current: provide, as necessary, training regarding investigative techniques, witness management, social media, crime intelligence, video recovery, cell phone forensics, NIBIN linkages, crime scene management, and other relevant topics as determined by the [department].

Repurpose the staff of the Violent Crime Unit, the Felony Response Unit, and the Multi Agency Gang Task Force to investigate NFS offenses that meet criteria; staffing allocation will be based on temporal analysis...Continue, through in-service training sessions, to emphasize the investigative relevance of the collection of cartridges from scenes of firearm use. install a feedback loop to provide examples of where patrol efforts were essential to identifying prolific shooters or multiuse weapons.

Repurpose remaining NET or crime reduction personnel to assign one sergeant and six officers to conduct NFS investigations and conduct follow-up actions on prolific gun violence offenders. Assign another NET officer to work with the ATF Isolate the federal Criminal Element program to screen cases for prosecution. This recommendation assumes that an ATF intelligence analyst will be available to assist investigations.

[The department] should consider lightening the caseload of detectives handling more than six murder investigations per year.

[The department] should add at least 11 full-time homicide investigators...[The department] should assign a designated number of investigators to exclusively investigate homicides and assign a designated number of investigators to handle other death investigations... [The department] should require a formal training curriculum before a sergeant can work as a homicide investigator or immediately upon being assigned to the Homicide Bureau. [The department], the DA, and outside entities should provide consistent in-service training on pertinent issues. [The department] should provide necessary equipment.

Across assessment reports, the SMEs consistently recommended that agencies designate detectives to investigate either exclusively homicides or NFS. This specialization allows detectives to become more skilled and efficient in investigating cases of that type and focus more on specific kinds of cases. The SMEs also consistently recommended that agencies train patrol officers and detectives to implement investigative techniques and take advantage of technology that provides more success in eliciting information and may make more information collection timelier and less burdensome for investigators. Additionally, the SMEs suggested creating groups consisting of cross-unit personnel to address gun violence; these groups would provide technical and situational knowledge to investigations. Finally, the SMEs made recommendations to lighten the caseload of

detectives to promote investigations that are more comprehensive. With PSP agencies facing staffing constraints, the SMEs' recommendations focused on approaches to make the best use of personnel in investigations.

COLLABORATION

The SMEs consistently recommended to PSP sites the need to collaborate with local and federal criminal justice partners including local prosecutors, the Federal Bureau of Investigation (FBI), Drug Enforcement Administration (DEA), US Marshals Service (USMS), Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), and the corresponding US Attorney's Office. These partnerships are a core goal of PSP to better coordinate response to and reduction of violent crime.

CAMDEN ASSESSMENT REPORT: CCPD detectives and CCPO detectives should be permanently partnered and seated together for more effective case management.

NASHVILLE NON-FATAL SHOOTING ASSESSMENT REPORT: Developing and actioning—in concert with relevant federal, state, and local law enforcement and prosecutorial agencies—tactical/investigative plans to focus on the most prolific shooters and gun violence groups.

NEW ORLEANS ASSESSMENT REPORT: Executive leadership of NOPD and USAO EDLA should meet to facilitate direct collaboration for gun crime prosecution that is not contingent upon case adoption by administrative Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) personnel.

ST. LOUIS ASSESSMENT REPORT: Invite participation of federal agencies: Parole and Probation Services, ATF, DEA, FBI, USAO, and USMS; co-locate in SLMPD Headquarters.

ADDITIONAL ASSESSMENT RECOMMENDATION: The following is an additional recommendation provided to PSP sites related to investigative collaboration:

Conduct a collaborative intelligence audit to identify prolific gun violence groups and offenders with the Board of Pardons and Parole, the Housing Authority, ATF, the FBI, USMS, HIDTA, the Sheriffs' Offices, the Jefferson and Shelby Counties District Attorneys' Offices, and the USAO'. Develop strategies based on the audit; install an executive oversight group to focus on resources and strategies and an operations working group to coordinate enforcement actions.

In some cases, the SMEs specifically recommended that PSP sites consider sharing working locations or create permanent, one-on-one partnerships with criminal justice peers. The SMEs also suggested that PSP agencies develop specific tactical and investigative plans that include their federal partners. These partnerships ensure close management of investigations and that detectives and prosecutors have the full range of information available to them.

WITNESSES AND VICTIMS

The SMEs consistently recommended that PSP site agencies sufficiently fund witness protection and relocation protocols. In all cases, the experts mentioned the involvement of state and county organizations to fund these protocols fully. The experts also recommended several changes in the way that PSP sites address and interact with victims and witnesses.

CAMDEN ASSESSMENT REPORT: CCPO should reconsider the use of witnesses who have previously lied if the circumstances can be explained in court.

ST. LOUIS ASSESSMENT REPORT: Invite participation of the CAO to conduct vertical prosecutions of SOD investigations; develop victim/witness protection/assistance program.

KANSAS CITY ASSESSMENT REPORT: State and county witness protection and relocation protocols must be implemented and sufficiently funded...The SEs stressed the importance of the KCPD and JCPO, as well as law enforcement departments in other large cities in Missouri, petitioning for an official Witness Relocation Program.

TOLEDO ASSESSMENT REPORT: Develop a Family Liaison Officer program; in concert with Lucas County District Attorney Witness Services, provide assistance to witnesses and families of homicide victims or serious nonfatal shootings.

ADDITIONAL ASSESSMENT RECOMMENDATIONS: The following are additional recommendations provided to PSP sites related to working with witnesses and victims:

Strengthen existing victim-witness support services. Incorporate a victim-centered ethos in investigations...Consider differential investigative/enforcement approaches to address noncooperating victims and witnesses.

Utilize audio or video recordings during all critical witness interviews and all suspect interrogations.

Realigning investigative elements, embedding investigative support and victim-witness services, and incorporating proactive multiagency outreach to neighborhoods reporting homicides and serious (as defined by the [department]) nonfatal shootings will reduce neighborhood fear, increase willingness to participate in investigations, and reduce gun violence in the city.

Incorporate procedural justice practices into NFS investigations; coordinate with the County District Attorney's Office; consider the Family Liaison Officer model used throughout the United Kingdom or the embedment of victim-witnesses services in the Boston Homicide Unit.

[The department] should examine current photographic display methods and consider adopting a standard six-pack display method. Also, they should eliminate having witnesses assign a percentage to their identification.

The SMEs also recommended that PSP sites adopt new approaches to incorporating witness testimony into investigations and prosecution. These approaches include recording witness interviews, revising witness evidence practices, attempting to incorporate all available witness testimony, and promoting support services for witnesses and victims. The SMEs also identified the need for investigators to provide outreach to neighborhoods experiencing high rates of homicides and NFS in order to promote victim-witness cooperation, promote public safety, and reduce fear and violence.

CONCLUSION

The PSP evaluation team conducted an analysis of all available homicide and NFS assessments as of March 2020. This analysis uncovered the four most prevalent themes across all homicide and NFS assessment reports. First, SMEs frequently identified the need for agencies to implement new, more efficient investigative strategies. Second, SMEs identified the need to assign personnel to specific types of cases and secure further training for officers and detectives. Third, SMEs specifically noted the need to support collaboration efforts among criminal justice partners to investigate and prosecute violent crime. Fourth, the SMEs recommended that agencies implement new strategies to approach working with victims and witnesses to support investigations.

These findings will better inform the execution of homicide and NFS assessments and the provision of TTA to PSP sites. The findings in this report suggest potential topics for training and workshops, as well as facilitated discussions on common challenges in PSP sites. These findings also identify potential priorities for program-wide PSP strategy development for the future.

APPENDIX A: APPROACH AND METHODOLOGY

The PSP evaluation team initially reviewed PSP assessment reports covering various topics to identify common themes, such as “Records Management,” “Data Sharing,” and “Peer Agencies” (see Appendix A for a full list with definitions). We also included themes that did not occur in the reviewed assessment reports but that, through our background knowledge of PSP processes and TTA, we deemed relevant to PSP and potentially present in other PSP assessment reports. This process resulted in 67 individual themes that most accurately and comprehensively correspond to assessment recommendations. We organized these themes into 10 categories:



The PSP evaluation team used the qualitative analysis software NVivo to code the recommendations from the NFS and homicide assessment reports against the 77 themes (both the individual themes and overarching theme categories) at the sentence level or higher, and we coded recommendations to multiple themes when appropriate. The PSP evaluation team uses the same themes for each topical assessment type; therefore, we did not use all the themes in this NFS and homicide assessment analysis.

Figure 1. Recommendation coding process



Each appearance of a coded sentence or group of sentences in the homicide and NFS assessment reports created a “reference,” and we identified the most common of the 77 themes—i.e., those that had the greatest number of references. The PSP evaluation team also conducted a query for the most common words of three or more letters (such as “training”) across all assessment reports in order to identify common discussions of specific technologies or violent crime reduction approaches. The PSP evaluation team identified the most common words by the number of times they occurred across the assessment reports of the same type.

APPENDIX B: THEME DEFINITIONS

| Theme | Definition | Example sentence coded |
|-------------------------------|--|--|
| Community stakeholders | Interacting with community members and groups | Broaden telephone reporting eligibility; prepare media materials and talking points regarding policy modifications for community meetings and other public venues. Consider adding Telephone Reporting Unit duties as part of recruit report-writing training on a rotational basis. |
| New partnerships | Creating partnerships which did not previously exist with community members or organizations | None |
| Outreach | Engaging with the community to share information and promote relationships | Provide training to encourage [department] personnel to conduct proactive citizen interviews; consider the San Diego Police Department Proactive Policing training outline presented in Appendix D. |
| Procedural justice | Maintaining internal and external procedural justice | None |
| Strengthen partnerships | Improving and strengthening relationships between the police agency and their community | None |
| Trust | Increasing citizen and community trust in the police agency | None |
| Crime prevention | Proactively reducing the incidence of crimes | Institute processes to forward criminal intelligence developed during the course of an NFS investigation that, while not immediately relevant to the case in chief, is useful for crime prevention in patrol and helpful to other investigations. |
| Drug crime prevention | Proactively reducing the incidence of crimes related to drugs and the drug market | None |
| Gang crime prevention | Proactively reducing the incidence of gang-related crimes | None |
| Gun violence prevention | Proactively reducing the incidence of gun-related crimes | Continue the BJA Strategies for Policing Innovation research partnership with the university to test intelligence collection and analysis functions directed toward high-risk groups and offenders. Coordinate this effort with other gun violence activities undertaken by the department. |
| Treatment and social services | Working with local social service providers to deliver assistance to community members | Strengthen existing victim-witness support services. Incorporate a victim-centered ethos in investigations. |
| Youth | Working to address youth-related community issues | None |
| Data and analysis | Collecting and using metrics and information | Request a BJA assessment of the [department] crime/intelligence analysis function. |
| CompStat | Recommendations related to the CompStat process and/or data and accountability | None |
| Crime mapping | Documenting and analyzing the geographical representation of crimes | Create biweekly ShotSpotter Alert heat maps to guide field operations, intelligence collection, and investigative activities. Supplement this analysis with heat maps to identify areas with a high number of alerts but a low volume of citizen reports. Consider acquiring video equipment and vehicle license plate readers for placement in high-volume areas. |
| Data dissemination | Methods to ensure data is sent to or consistently available to officers or agency partners | None |
| Data sharing | Agreements or methods to view or transfer data between organizations | None |
| Interoperability | The ability to access data between organizations or pieces of equipment | None |

APPENDIX B: THEME DEFINITIONS

| Theme | Definition | Example sentence coded |
|---------------------------------|---|--|
| More analysis | The addition of specific forms of analysis to existing practices | In addition to the SME's recommendation above, PSP also encourages Nashville to consider the implementation of a GunStat-like process as has been used in Baltimore, MD, St. Louis, MO, and Wilmington, DE, among other cities. |
| New metrics | Additional information or data to collect which is not currently being collected or documented | Develop a [department] NFS definition to track gun violence offenses and produce reports to inform department patrol and investigative operations. |
| Offender-based strategy | Analysis strategies which focus on the individual or individuals committing a disproportionate number of offenses | None |
| Processes and procedures | Analysis practices in a department | Reinforce the report-writing policy to ensure that offense reports are completed and approved before the end of the shift. Ensure that reports are complete and accurate to facilitate followup investigations by relevant department units. |
| Program evaluation and research | Assessing a departmental program | Continue the BJA Strategies for Policing Innovation research partnership with the university to test intelligence collection and analysis functions directed toward high-risk groups and offenders. Coordinate this effort with other gun violence activities undertaken by the department. |
| Report automation | Creating reports automatically using software rather than analytical personnel | None |
| Social network analysis | Analysis strategies which map or explore connections between offenders | Aim to complete National Integrated Ballistic Information Network (NIBIN) analysis within 12 hours and no later than 24 hours after the shooting incident. This analysis should include tactical intelligence and social network analysis that is actionable for NOPD to deploy assets that suppress retaliation and catalyze ongoing violent gun crime investigations. The NIBIN analytical report will serve as an investigative lead and will include potential and confirmed NIBIN matches, as well as associated cases, shooting scenes, and victims known to the justice system. NIBIN analysis should be conducted upon all shooting incidents wherein shell casings are located, regardless of whether a person has been struck or a crime reported. |
| Funding | Gathering and using financial resources | Institute a strategic budgeting process to anticipate and fund both current and future personnel, equipment, and technology needs. |
| Cost benefit analysis | Measuring the costs and benefits of a proposed technology to an agency | None |
| Diverse funding sources | Soliciting funding from a variety of sources | None |
| Federal funding and grants | Seeking funding and grants from federal organizations | None |
| Grant writing process and staff | An agency's grant writing procedures and the staff involved in writing and managing grants | None |
| Local funding | Soliciting funding from local sources | The state and county witness protection and relocation protocols must be effective and sufficiently funded. |
| More funding | Pursuing and using additional funding beyond an agency's current level | Sufficiently fund a witness protection and relocation program. |
| Private and foundation funding | Soliciting funding from private sources, including foundations | None |
| State funding | Soliciting funding from state sources | The state and county witness protection and relocation protocols must be effective and sufficiently funded. |

APPENDIX B: THEME DEFINITIONS

| Theme | Definition | Example sentence coded |
|--------------------------|---|--|
| Governance and policy | Agency management, standards, and procedures | Modify the policy—unless an investigator is available within two hours of the arrest—that discourages patrol officers from Mirandizing and questioning gun offenders upon arrest. |
| Discipline | Disciplinary actions in the department | None |
| Leadership | The training, structure, and role of leadership | None |
| Morale | Officer morale and departmental cohesion | MNPD should consider an economic incentive similar to the 6 percent FTO patrol bonus for those working homicides and other complex investigations. MNPD should make every effort to allow detectives promoted to the rank of sergeant to remain in a detective assignment where they can continue to provide expertise and leadership. |
| SOPs | Standard operating procedures, or established departmental procedures | Reinforce or modify the existing policy to require supervision of all NFS scenes involving personal injuries, or shootings at occupied vehicles and premises. |
| Use of force | Use of force policies, procedures, or practices. | None |
| Wellness | Officer safety and physical and mental health | None |
| Interagency partnerships | Creating, strengthening, and sustaining relationships with other agencies | Develop a working group of circuit and federal prosecutors to meet with investigative elements that will discuss trends, legal updates, and methods to enhance cases for prosecution. |
| Criminal justice system | Developing partnerships among organizations across the justice system | Install formal information sharing and case screening processes between investigative functions and prosecutorial functions. Supervisors should attend charging conferences and implement quarterly meetings among managers of the homicide/felony assault units and of the relevant U.S. Attorneys' Offices and District Attorneys' Offices. |
| Federal partnerships | Developing or strengthening partnerships with regional federal partners | Conduct a collaborative intelligence audit to identify prolific gun violence groups and offenders with the Board of Pardons and Parole, the Housing Authority, ATF, the FBI, USMS, HIDTA, the Sheriffs' Offices, the District Attorneys' Offices, and the USAO. Develop strategies based on the audit; install an executive oversight group to focus on resources and strategies and an operations working group to coordinate enforcement actions. |
| Local partnerships | Developing or strengthening partnerships with local partners | Continue the BJA Strategies for Policing Innovation research partnership with the university to test intelligence collection and analysis functions directed toward high-risk groups and offenders. Coordinate this effort with other gun violence activities undertaken by the department. |
| New partnerships | Creating partnerships that did not previously exist | None |
| Peer agencies | Learning from other law enforcement (peer) agencies | Request peer-to-peer learning exchanges with existing gun crime intelligence agencies, e.g., Chicago, Denver, and Milwaukee Police Departments and agencies with dedicated NFS teams, such as the St Louis, Missouri, Metropolitan Police Department. |
| State partnerships | Developing or strengthening partnerships with state partner organizations | Reinvigorate—similar to Operation Clean Sweep—resource, information sharing, and operational relationships with the county, state, and federal agencies. At a minimum, include prosecution and law enforcement agencies, the Department of Corrections, the FBI, ATF, USMS, HIDTA, and the USAO. Acting as multipliers, these relationships with significant force are important at any time but are particularly critical when agencies, such as [department], are confronted staffing shortages. |
| Strengthen partnerships | Further developing existing partnerships | USAO EDLA and OPDA should identify the most common case concerns and work with NOPD to develop specific training for officers and detectives to minimize instances that preclude prosecution. NOPD should provide prosecutorial partners onsite tours of their facility, including evidence processing, storage, and NIBIN testing. This serves to strengthen relationships and educate all parties on the prosecutorial process, who may identify more efficient or effective methods. |
| Investigations | Conducting and managing investigations, including crime-specific approaches to investigations | Divest kidnapping, terrorism, and bomb threat investigations to other units; for example, kidnappings and terroristic threats to the Robbery Unit, school bomb threats to relevant school resource officers. |

APPENDIX B: THEME DEFINITIONS

| Theme | Definition | Example sentence coded |
|-----------------------------|--|---|
| Case management | Managing the investigations process and associated materials | Consider producing some form of progress report that summarizes the status of a case. Various police departments complete a 60-day, 90-day, or even a 120-day progress report. A 90-day progress report is recommended at a minimum. The report should cover the following areas (usually in about five to seven pages) : summary of the crime, biography and criminal history of the victim and/or suspect, description of the crime scene, key witness statements, investigative steps that have been taken, results of physical evidence analysis, and a tasks pending list. |
| Cold cases | Old and challenging cases | None |
| Evidence | Evidence practices in investigations | Provide refresher training pertaining to the utility of body-worn cameras in evidence collection and documenting witness or suspect statements. |
| Gangs | Gang-related crimes and activities | NOPD should leverage gang gun and community gun enhancements in prosecutions with supporting documentation from social media and admissions. |
| Homicide | Investigations of homicides | Install procedures and checklists to guide patrol preliminary homicide and felony assault investigations; checklist sample is at Appendix G |
| Procedures and policies | Investigation practices and standards | Reinforce the report-writing policy to ensure that offense reports are completed and approved before the end of the shift. Ensure that reports are complete and accurate to facilitate followup investigations by relevant department units. |
| Social media | Using social media in investigations | NOPD should leverage gang gun and community gun enhancements in prosecutions with supporting documentation from social media and admissions. |
| Witnesses | Managing witnesses in investigations | Consider differential investigative/enforcement approaches to address noncooperating victims and witnesses. |
| Personnel | Staffing management and officer professional development | Consideration should be given to alternate configurations and assignments to ensure the greater efficiency of case work. Each CCPD detective should be permanently partnered with a CCPO detective. |
| Cross-unit collaboration | Collaboration among groups in a department | Institute processes to forward criminal intelligence developed during the course of an NFS investigation that, while not immediately relevant to the case in chief, is useful for crime prevention in patrol and helpful to other investigations. |
| Departmental organization | Department units, hierarchy, and organizational relationships | [The department] should assign a designated number of investigators to exclusively investigate homicides and assign a designated number of investigators to handle other death investigations |
| Need to hire and/or promote | The need to create and fill a specific position or unit | Install a homicide relief detail program to fill short-term homicide unit positions. See Appendix C—Homicide Detail. |
| Schedules and shifts | Departmental scheduling and shift practices | Repurpose seven NET officers and one sergeant for assignment to the Homicide Unit. Establish an evening shift (1600 to 2400) of at least two investigators and one sergeant. |
| Training needed | Training for department personnel | Assign an investigative support specialist to the Homicide Unit; train and equip appropriately for duties, including, but not limited to, social network mapping, telephone toll analysis, social media evidence collection, and relevant open source and restricted information databases inquiries. |
| Planning | Developing and institutionalizing agency changes | Establish a performance plan to guide implementation of recommendations accepted by the [department]. Establish goals and objectives and identify relevant benchmarks to measure input, output, and outcomes. |
| Strategic planning | Creating a plan of direction and action for the department | Institute a strategic budgeting process to anticipate and fund both current and future personnel, equipment, and technology needs. |
| Sustainability | Institutionalizing technology and procedural changes | None |
| Technology | Agency use of technology, including new equipment and procedural changes | Request a BJA technology assessment. |

APPENDIX B: THEME DEFINITIONS

| Theme | Definition | Example sentence coded |
|------------------------|--|---|
| Insufficient equipment | The need for additional equipment or replacement or repair of existing equipment | Additional recommendations will include an update to SLMPD's inadequate subelectronic case management systems (I/LEADS), equipment and better access to database and video capture software for investigators, surreptitious voice/video recording of suspects and recalcitrant witnesses (Missouri is a one-party consent state), and other suggestions centering on operational efficiencies that, taken in concert, work to further the overarching recommendation that focuses on productivity, which in this case, is increasing the NFS clearance rate. |
| Interoperability | The ability to access or use technology systems between organizations or pieces of equipment | None |
| IT support needed | Services or technology changes needed by the agency from the responsible IT organization | None |
| Privacy | Maintaining individual privacy as new technology and systems are introduced | None |
| Records management | RMS (records management systems) and the agency's ability to collect and store information | None |
| Software and hardware | Necessary software or hardware technology needed by the agency | Designate ShotSpotter alerts as a priority; require, by policy, a diligent response, as staffing permits, that includes thorough evidence sweeps for shell casings and neighborhood canvasses. Consider door hangs for late evening/early morning hours. See Appendix F—Gunshot Door Hang Example. |
| Technology suggestion | Specific new technology or technology change recommended to be implemented | Utilize audio or video recordings during all critical witness interviews and all suspect interrogations. |
| Training needed | Technology training needed or recommended | None |
| User interface | The specific dashboard or form of presentation through which end-users (usually officers) engage with a software | None |

APPENDIX C: THEMES CODED BY EVALUATION TEAM

| Theme | Number of Assessment Reports Coded In | Number of References Coded |
|---------------------------------|---------------------------------------|----------------------------|
| INVESTIGATIONS | 15 | 318 |
| Procedures and policies | 15 | 152 |
| Evidence | 15 | 59 |
| Case Management | 9 | 41 |
| Homicide | 10 | 28 |
| Witnesses | 14 | 28 |
| Social media | 4 | 5 |
| Cold cases | 1 | 1 |
| Gangs | 1 | 1 |
| PERSONNEL | 14 | 141 |
| Training needed | 11 | 55 |
| Departmental organization | 12 | 40 |
| Need to hire and/or promote | 10 | 20 |
| Cross-unit collaboration | 7 | 15 |
| Schedule and shifts | 9 | 11 |
| INTERAGENCY PARTNERSHIPS | 11 | 71 |
| Criminal justice system | 11 | 26 |
| Federal partnerships | 7 | 18 |
| Local partnerships | 6 | 17 |
| State partnerships | 3 | 5 |
| Peer agencies | 3 | 3 |
| Strengthen partnerships | 2 | 2 |
| New partnerships | 0 | 0 |
| DATA AND ANALYSIS | 8 | 47 |
| More analysis | 6 | 12 |
| New metrics | 4 | 7 |
| Social network analysis | 4 | 7 |
| Crime mapping | 4 | 5 |
| Processes and procedures | 3 | 5 |
| Data sharing | 2 | 3 |
| Report automation | 2 | 3 |
| Data dissemination | 1 | 2 |
| Interoperability | 1 | 1 |
| Offender-based strategy | 1 | 1 |
| Program evaluation and research | 1 | 1 |
| CompStat | 0 | 0 |
| CRIME PREVENTION | 7 | 26 |
| Gun violence prevention | 7 | 19 |
| Treatment and social services | 1 | 3 |
| Drug crime prevention | 1 | 1 |
| Gang crime prevention | 1 | 1 |
| Youth | 0 | 0 |
| TECHNOLOGY | 7 | 21 |
| Software and hardware | 4 | 11 |
| Technology suggestion | 6 | 10 |

APPENDIX C: THEMES CODED BY EVALUATION TEAM

| | | |
|-----------------------------------|---|----|
| Insufficient equipment | 0 | 0 |
| Interoperability | 0 | 0 |
| IT support needed | 0 | 0 |
| Privacy | 0 | 0 |
| Records management | 0 | 0 |
| Training needed | 0 | 0 |
| User interface | 0 | 0 |
| FUNDING | 9 | 19 |
| Local funding | 7 | 7 |
| State funding | 6 | 6 |
| More funding | 3 | 4 |
| Diverse funding sources | 1 | 1 |
| Cost benefit analysis | 0 | 0 |
| Federal funding and grants | 0 | 0 |
| Grant writing processes and staff | 0 | 0 |
| Private and foundation funding | 0 | 0 |
| COMMUNITY STAKEHOLDERS | 6 | 15 |
| Outreach | 6 | 14 |
| Procedural justice | 1 | 1 |
| New partnerships | 0 | 0 |
| Strengthen partnerships | 0 | 0 |
| Trust | 0 | 0 |
| PLANNING | 4 | 5 |
| Strategic planning | 4 | 5 |
| Sustainability | 0 | 0 |
| GOVERNANCE AND POLICY | 3 | 4 |
| SOPs | 2 | 3 |
| Morale | 1 | 1 |
| Discipline | 0 | 0 |
| Leadership | 0 | 0 |
| Use of force | 0 | 0 |
| Wellness | 0 | 0 |



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