

Networks of Criminality (NOC) – An Offender-Based Policing Initiative

Program Summary

The **Networks of Criminality (NOC) Youth Offender Program** is a comprehensive offender-based method for identifying key offenders and their social networks. Developed in 2016, NOC is a data-driven identification method that includes in a weekly intelligence product and is intended to disrupt the social networks influencing vehicle thefts and robberies in the City of Milwaukee.

I. *Scanning*

In 2016, crime analysts with the Milwaukee Police Department were approached by command staff regarding a concerning increase in reported motor vehicle thefts in 2014 (52%) when compared to the 5-year average from 2009-2013, with robberies increasing by 8% over the same timeframe. The impetus behind the rise in vehicle thefts and robberies varies, but analysts determined that core offender motivations include profit and use for further criminal activity, amongst others.

II. *Analysis*

Through analysis of internal quantitative data and various intelligence sources, analysts determined that youth offenders (ages 19 and younger) largely drove this increase in motor vehicle theft and robberies and that these youth offenders were part of a larger set of interconnected subnetworks. These subnetworks contained loosely-defined “groups”, some with multiple factions that often engage in violent feuds, and analysts found stolen cars to be frequently linked to violent crime, which highlights the additional risk posed to the community.

III. *Response*

As a result of crime increases and the discovery that prominent offenders formed various social networks, analysts created the NOC Program as a continuous strategy to combat these crime types. The NOC Program includes the analysis of over 900 offenders, a weekly intelligence product that guides police contacts, and partnerships with external stakeholders. Embodying the intelligence cycle, the NOC Program continuously receives and incorporates feedback to ensure optimum program validity.

IV. *Assessment*

MPD data suggests that the NOC Program has been effective in correctly identifying key offenders affecting motor vehicle thefts and robberies, with a steady decline in each since the program’s creation in 2015. As a result, MPD has adapted the NOC Method into an additional offender-based initiative focusing on gun crime. The NOC Method has also been instrumental in combatting the emergence of the “Kia Boys” auto theft trend. The strongest feature of the NOC Program lies in its status as a methodology for any agency to utilize in order to address its own unique crime problem.

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Introduction

In 2014, Milwaukee experienced an observable spike in both motor vehicle thefts (+52%) and robberies (+8%) when compared to the 5-year average from 2009-2013 with a 74% increase between summer and fall of 2014 alone. The city saw the same increase again in 2015, with vehicle thefts increasing by an additional 11% and robberies increasing and additional 5%, according to internal data (Tables 1 & 2). Command staff tasked the Milwaukee Police Department's Tactical Analysis Unit (MPD-TAU) with investigating the trend further. Through quantitative analysis, debriefs, and intelligence, TAU analysts observed a trend of younger offenders stealing vehicles, largely driven by those ages 19 and younger. Along with this emerging demographic, analysts uncovered a set of core motivations behind the rise in vehicle thefts (Figure 1):

1. Profit – selling stolen vehicles to drug dealers for use as mobile drug houses. Open-source intelligence (OSINT) indicates that car thieves may receive \$50-100 or more per car (Media 1).
2. Reputation (i.e. “Street Cred”) – stealing vehicles to impress friends/girls with steals, the ability to get in a police chase and successfully avoid apprehension.
3. Joyriding – Offenders steal vehicles as a means of transportation to/from friends' houses, schools, parks, parties, and downtown, or simply out of enjoyment. This poses a particularly dangerous risk to other motorists and pedestrians.

4. Mobile robbery platforms – Offenders use stolen cars to commit street robberies and carjackings. This is one of the biggest factors contributing to the parallel increase in vehicle thefts and robberies.
5. Violence – In a more recent trend, offenders use stolen vehicles for retaliatory purposes against opposing “groups”. Offenders will often use stolen cars as vehicles in shootings, homicides, etc.

During this time, a preliminary Citywide Robbery Task Force was formed, resulting in the identification of 34 subjects from 8 “crews” (Figure 2). The problem identified by this initial analysis and investigation highlights two important concerns: first, the key offenders fall into fairly distinct social networks that are often interconnected and in some cases feuding with one another. Second, the scope of the stolen vehicle problem is far greater than mere property crime. Vehicle theft can have devastating consequences to life and property. Subjects driving stolen vehicles recklessly, especially near schools and during police pursuits, have caused multiple vehicle accidents resulting in great bodily harm and death. Additionally, with the observed trends in group-related violence and in tying stolen vehicles to violent crime, consequences of motor vehicle theft have been shown to reach a much larger portion of the community. Therefore, an appropriate crime control strategy would need to have an equally far reach as well.

The NOC Youth Offender Program

Candidate Selection

TAU analysts created the Networks of Criminals (NOC) Youth Offender Program in 2016, which seeks to address the vehicle theft and robbery problem by identifying key offenders and disrupting their social networks. Potential offenders, referred to as “NOC Candidates”, are

selected for analysis based on criminal involvement in crews of 3 or more offenders (arrests, fingerprint identifications, custody releases, debriefs, and officer referrals). For a candidate to be considered for selection, they must have criminal predicate in a NOC-related offense (which will be discussed in later sections) and must be 19 years of age or younger. This selection process for NOC candidates is unbiased; no consideration or preference is given to a potential candidate's race, religion, sex, neighborhood, or other demographic.

Candidate Evaluation and Analysis

Once selected, candidates are evaluated on three (3) metrics via a carefully-designed and weighted formula that produces an overall "score" (Figure 3):

1. Criminal History (35%) – Weighted quantity of NOC-related offense involvements within the last five (5) years
 - a. NOC offenses include those related to motor vehicle theft, robbery, and firearms.
 - b. "Involvements" can include being arrested, identified as a suspect/person of interest (such as having a warrant issued), and/or having latent fingerprints identified on evidence/property/vehicles.
 - c. An offender's criminal history score is decreased for subjects who are criminally inactive for each 90-day interval when data is refreshed. This allows the focus to remain on more active offenders that are contributing to the crime problem.
2. Threat Assessment (35%) – Prioritizes the recency of a NOC Candidate's criminal activity. Threat can be quantitative (i.e. higher number of offenses = higher threat

- score) or obtained from various intelligence sources, such as debriefs, open-source intelligence (OSINT), and external agencies/partners.
3. Social Network Analysis (30%) – A quantifiable measure of “influence” via an analysis of a Candidate’s connections with other candidates (i.e. “like-offenders”, or offenders that have also had NOC offense involvements).
 4. Temporary Enhancer – Starting in 2021, NOC analysts added a temporary enhancer to the formula designed to capture the most active Kia/Hyundai thieves. This was in response to the nationwide spike in Kia/Hyundai thefts, known as the “Kia Boys” trend, which will be discussed in the following sections.

Criminal History Data (35%)

As aforementioned, “NOC offenses” refer to those related to motor vehicle theft, robbery, theft and firearms, and are grouped and weighted as such. Motor vehicle theft offenses include motor vehicle theft, fleeing/eluding, recklessly endangering safety (vehicle-related), and burglaries with a vehicle taken. Including vehicle-related RES and fleeing/eluding is especially imperative to capturing the scope of the vehicle theft problem, since analysis indicates that subjects often steal cars to engage in joyriding and to obtain “street cred” from successfully eluding police.

Robbery offenses include both armed robbery and strong-arm robbery. Robbery of a financial institution (i.e. bank robbery) is also analyzed. Carjacking offenses, vehicle thefts in which a weapon was used, and armed robberies in which a vehicle was obtained are weighted especially high, since they include elements of both vehicle theft and robbery and are inherently violent.

Firearm offenses include “simple” offenses such as carry concealed weapon, felon in possession, and possession of a firearm near school grounds. Analysts also score more serious offenses, including discharging a firearm, nonfatal shootings, and homicides.

While receiving the lowest weight, theft offenses, which include theft from person or vehicle, purse snatching, and entry into locked vehicles, are included in the criminal history analysis because they are key behavioral precursors to motor vehicle theft and robbery offenses; many NOC candidates’ first offenses are theft-related.

An important piece of a candidate’s criminal history evaluation is the incorporation of an “inactivity variable”. As criminal history is refreshed every 90 days, the inactivity variable allows a candidate’s score to decrease for each 90-day refreshment period without a NOC-related criminal involvement. This ensures that NOC evaluation remains a fluid process, as candidates are able to be removed and reintegrated into the analysis depending on their activity level while assuring that the NOC Program maintains its focus on key vehicle theft and robbery offenders. NOC criminal history records are also purged from the analysis after 5 years to ensure the program maintains compliance with 28 CFR Part 3.

Threat Assessment (35%)

Analysts included a threat assessment score with the goal of prioritizing active offenders and considering recency of activity. In other words, offenders who are more active receive a higher threat score, which is broken into 5 levels: Minor = 0, Moderate = 25, High = 50, Critical = 75, and Imminent = 100 (maximum). An offender who has 3 or 4 offense involvements in the last 90 days, for example, will receive a higher threat score than an offender with 1 or 0 involvements. Baselines for offense/threat thresholds are obtained via a comparative analysis of

an offender's 3 month, 1 year, and 5 year offense involvement counts and calculation of $\frac{1}{4}$ standard deviation to determine breakpoints (Figure 4).

A unique aspect of the threat score is its ability to take qualitative information and quantify it. Threat scores can be modified based off of information obtained from intelligence sources (e.g. a firearm modifier can be added if an offender is seen possessing, purchasing, or selling a gun). Offenders may receive an automatic "Imminent" designation if intelligence indicates they are criminally active, such as possessing a confirmed stolen vehicle or making specific, credible threats to engage in criminal activity, which could merit receiving the maximum threat score (Media 2a-c).

Social Network Analysis (30%)

Perhaps the cornerstone feature of the NOC Program is the incorporation of Social Network Analysis (SNA). The charting of candidates and their social networks is accomplished with the "NOC Sphere of Influence" (Figure 5). Produced using IBM i2 Analyst's Notebook, the Sphere of Influence is a visual representation of the complex social networks involving NOC candidates. It contains 3,682 manually-created links between over 800 candidates representing mutual criminal involvements, pedigree information, debriefs, OSINT, and other intelligence sources.

SNA itself is the interpretation of the Sphere of Influence, a mathematical calculation of how well a candidate is connected to other well-connected candidates; in other words, for the purpose of the NOC program, SNA is essentially a measure of social influence. NOC analysts are formally trained in SNA via a partnerships with the Naval Postgraduate School (MPS) and National Public Safety Partnership (NPSP).

The crux of the NOC Program as a problem solving strategy is highlighted by the inclusion of SNA: since candidates with the highest SNA scores can reach the largest portion of the network, focusing on apprehending those subjects can resonate on a much larger scale by causing a greater deterrent effect and even temporarily disrupting the network. These are also the subjects that are likely good sources of intelligence and observing emerging threats.

The NOC Youth Offender List

Using the aforementioned formula (Figure 3), a total score is calculated for each candidate and then averaged across the 884 candidates currently in the NOC analysis pool. A statistical threshold is then set at approximately 1.15 standard deviations above the mean score. Candidates that are both out of custody and in excess of the statistical threshold are designated as “NOC Offenders” and published on the NOC Youth Offender List, a weekly intelligence product disseminated both internally and to various external agencies and community partners (Figure 6). Each week’s list contains, on average, 50-60 offenders, who serve a minimum of 90 days on the list. NOC publications are quite fluid, with offenders coming on and off of the list due to arrests, custody releases, score fluctuation, and “aging out” (turning 20 years old).

Each NOC Offender receives a NOC card, which was strategically designed to mimic a State of Wisconsin U18 probationary driver’s license (Figure 7). Since police officers are continuously responding to calls with little time in between to digest large amounts of information, key pieces such as demographics, addresses, etc. are placed in locations where officers’ eyes are used to landing for convenience and efficiency. A full breakdown of each component of a NOC Card is presented in Figure 8, but components include:

- Banner & Handling Instructions (color-coded)
 - **Wanted** – probable cause for arrest due to wants/warrants
 - **Active Intel** – not arrestable, but intelligence indicates offender has been criminally active within the previous 90 days
 - **High Risk Offender** – Not arrestable or known to be currently criminally active, but considered high risk based on criminal history, social networks, and intelligence
- Intelligence and notes
- Criminal History Icons
- Name & Folder icons containing internal hyperlinks to RMS and SharePoint entries

The NOC Program also develops and publishes other auxiliary intelligence products on a regular basis. These include mapping of NOC addresses, intelligence alerts, and weekly summaries covering NOC-related activity and simple week-to-week trend analysis (Figure 9).

Implementing the NOC Program

The capabilities of the NOC Program as a problem solving-strategy extend far beyond the weekly distribution of the NOC List, which in many ways is just the gateway to the NOC Program as a whole. The program, in its entirety, is intended to guide proactive policing by several means:

- Stolen Vehicle Sweeps surrounding the addresses of NOC offenders and their associates
- Address surveillance and neighborhood canvassing

- Wanted Subject checks
- Home Visits (“Knock & Talks”)
- Search Warrants, when appropriate
- Enforcement operations – designate specialty squads specifically tasked with locating and apprehending wanted offenders

Traditionally, police are reactive in nature. However, due to the NOC Program’s track record of correctly identifying influential offenders, police are able to become more proactive in addressing the vehicle theft and robbery problem in Milwaukee. In addition to crime reduction and deterrence, the program also can identify the subjects (and families) that may benefit from community resources and outreach, especially since some parents are cooperative with law enforcement efforts. The NOC Program was also able to get department approval for NOC-specific investigative alerts; once an officer makes contact with an offender and queries their name, the officer is alerted that the subject is a NOC Offender. Officers officer are then able to tailor their contact to obtain certain information and relay it back to the Tactical Analysis Unit, where it is documented by analysts. This alert also helps detectives focus debriefs and prisoner questioning to obtain nicknames, associates, gang affiliations, and other important pieces of intelligence.

In addition to proactive policing, the NOC Program also promotes proactivity amongst analysts themselves. When working on an offender-based program, one becomes familiar with an offender’s appearance, aliases, associates, behaviors, and other characteristics. Knowing these intricacies can provide analysts with a starting point for supporting investigations, providing leads, and helping to identify and fill intelligence gaps.

Results of Implementing the NOC Program

Assessment of a crime reduction strategy is paramount its success and sustainability and the NOC Program has continual measures in place to track program performance. As of May 1, 2024, 68% of published NOC Offenders are either wanted or have observable intelligence indicating that they are criminally active, and increase of nearly 20% over the previous month. Of those NOC Offenders that are wanted, 75% have wants/warrants for a NOC-related offense.

The NOC Program has proven particularly adept at identifying the correct offenders contributing to the vehicle theft and robbery problems experienced in Milwaukee. In 2022, the most recent year of complete data, 52% of NOC Offenders were criminally involved in at least 1 NOC-related offense while they were published on the list, while the proportion from 2018-2021 sat at 56% (Figure 10). These numbers, while perhaps alarming when discussing the realm of reoffending, also serve as evidence that the NOC Program is an effective offender identification method. This figure serves as validation that NOC, as an identification method, works. However, it also highlights the problems posed by recidivating offenders. While MPD-TAU does not house data to help explain this double-edged sword, potential reasons for reoffending may include judiciary decisions made in charging, prosecuting, and sentencing offenders for their crimes.

The NOC Program has experienced success in affecting change in crime as well. Overall, robberies have decreased by 41.4% since the creation of the NOC Program in 2016 (Chart 2). While the emergence of the Kia Boys noticeably skews motor vehicle theft data, such crime was also trending downward, with a 38.9% decrease observed between 2016 and 2020 and resumed downward trends since 2021 (Chart 1). Year-to-date data show Milwaukee to be on pace with further decreases when compared to the 2022 and 2023 YTD numbers (Table 3). While assessment of the NOC Program has not yet included other environment variables and crime

correlates, the role that it has played in reducing the impact of vehicle theft and robbery trends in the city has been demonstrable.

The NOC Method: Implications of the NOC Program

Aside from its unique and effective approach, perhaps the greatest implications of the NOC Program are its adaptability and replicability. In this sense, since its inception, NOC has evolved from a unique problem-solving policing strategy to an analytical method and a blueprint for other agencies to roll out when faced with a crime problem. The NOC Program itself has had to adapt to fit the landscape of motor vehicle and robbery trends and the success with which it has done so led MPD to utilize the “NOC Method” in developing a second offender-based program. The adaptability and replicability of the NOC Program and NOC Method are discussed more in-depth below.

Adaptability: The Kia Boy Trend

Since it was created, The NOC Program has undergone numerous tweaks and alterations in an attempt to emulate what the crime trends at a given moment in time or based on program mission, such as changing or reweighting offense types (refer back to the NOC Formula in Figure 3). This has led to the NOC Program, specifically the formula, undergoing several iterations. For example, in 2017, analysts observed an uptick in offenders targeting car dealerships and stealing vehicles off of the lot. The emergence of this new modus operandi resulted the inclusion of burglaries (with vehicle taken) when evaluating candidates’ criminal history. Similarly, Entry to Locked Vehicle (Entry to Auto) offenses were later added to the criminal history analysis when analysts noticed offenders began breaking in to high-end vehicles,

mostly Audi's, to search for a valet key and steal the vehicle. Analysts viewed this behavior as a pre-cursor to outright motor vehicle theft.

Perhaps the greatest example of the NOC Program's adaptability as a problem-solving method occurred following a drastic uptick in theft of Kia's and Hyundai's. In 2020, 4,508 vehicles were stolen, of which approximately 10% were KIAs or Hyundai's. In 2021, Milwaukee saw an astronomical increase in stolen vehicles (+132%), of which a staggering 66% were Kia's or Hyundai's. The spike is believed to be due to the ease with which the vehicles can be taken; certain models have manufacturing defects that allow thieves to bypass the alarm, peel the steering column and start the vehicle with a USB device, which takes as little as 45 seconds, according to some surveillance video. This trend was exasperated by the release of an amateur YouTube documentary titled "Kia Boys Documentary (A Story of Teenage Car Theft)", which has garnered millions of views (Media 3). The video, which discusses the ease of stealing cars and even provides a demonstration, has reached cities nationwide, including Columbus (OH), St. Louis (MO), and areas in Connecticut (Media). Importantly, the Kia Boys Documentary also provides insight into the offenders' lack of regard for the personal property and safety of victims and bystanders.

The Kia Boy problem, as a microcosm of the larger vehicle theft problem, presented unique challenges to MPD. In response, analysts incorporated a Kia/Hyundai modifier into the NOC formula, which boosts a candidate's score by 1 point per Kia/Hyundai-related involvement. While not a formal or defined "group" the Kia Boys have still been found to fall into loosely defined "networks" (Figure 11). As a result, MPD command staff called for the formation of a Motor Vehicle Theft Task Force (MVTTF) to combat the drastic increase in vehicle thefts, on which the NOC analysts serve in part due to the number of subjects appearing on both the NOC

List and the MVTTF target list. Since motor vehicle thefts peaked in 2021 and the MVTTF was created, vehicle thefts have trended downward (-40%) in successive years (Chart 3). Since its inception, 143 MVTTF wanted subjects have been arrested as of the end of 2023, though this number is undoubtedly higher.

Adapting the NOC Method: The VIP Program

As previously stated, the NOC Program serves as both a success story itself and a blueprint for future success, even internally at MPD. After experiencing a 69% increase in nonfatal shooting victimizations and 95% increase in homicide victimizations from 2019-2020, MPD modified the NOC method to address the problem of gun violence and created a second offender-based program called the Violent Impact Program (VIP). While differing in its candidate scoring, offense weighting, and SNA variables, the same 3 metrics of criminal history (50%), Threat Intelligence (25%), and SNA (25%) still comprise an offender's score, which factors in to the calculation of a statistical threshold. Nonetheless, the objective of the VIP program remains the same as NOC: proactive offender identification, the disruption of criminal networks through apprehension of wanted subjects, and the facilitation of intelligence collection and sharing. The NOC and VIP programs even have occasional crossover, with some offenders appearing as candidates in both analysis pools (note: deconfliction needed) and many NOC offenders "graduating" to the VIP program when they turn 20. While the program is still evolving and performance tracking is ongoing, anecdotal program data suggests the VIP program is successful in identifying gun offenders, as many VIP offenders have been arrested for, suspects in, or victims of shots fired, nonfatal shootings, and homicides.

As the success of the VIP program highlights, the NOC Method is moldable to suit the needs of each agency's data trends, as long as a social network exists to some extent (see Table 4

for examples). Naturally, an agency must understand the problem, identify trends and social networks, and understand challenges and limitations. As successful as the NOC Program and Method have been, they do not come without either. One of the limitations involves resourcing and man power. For MPD, NOC requires 1 or 2 analysts to be assigned full-time to running the program due to the size of the department and the number of offenders needing to be analyzed. While this is also a testament to the program's success and the support it has earned from command staff, it is also a serious consideration that must be made when deciding to implement such a project. Thus, an agency considering using the NOC Method must give due thought to the scalability needed to successfully implement the NOC Method, which can differ depending on their size. While the NOC Program offers analysts an excellent opportunity to input themselves into active investigations and to positively affect cases, having analysts focus part-time on the NOC Program can result in loss of focus. Since secondary and tertiary assignment responsibilities often get in the way of consistent work on the NOC Program, agencies must weigh the costs and benefits of delegating analysts to work entirely on an offender-based program. MPD, for example, has 2 analysts solely dedicated on the maintenance and execution of the NOC Program, with an additional 1-2 analysts assigned to the VIP program. While a smaller agency may not need to designate manpower to such an extent, developing programs like NOC and VIP do require dedicated resources and thorough planning dependent on the scope of the problem and available staffing.

Conclusion

The NOC Program, created as a response to the specific problems of increasing motor vehicle thefts and robberies, has proved to successfully identify key offenders and their social networks and shows promise in aiding in the reduction of those crime types. Furthermore, the

NOC Program, due to its flexibility, adaptability, and replicability, can be thought of as a problem-solving model which can be shared amongst agencies to address various crime trends as evident by the program's embodiment of a complete intelligence cycle (Figure 12). Besides being adaptable and replicable, the NOC Program is also financially accessible; rather than using expensive and complex software, MPD utilizes Microsoft Excel, i2, and publishing software (MS Publisher or Canva) to maintain the NOC and VIP programs.

Analysts at MPD are proud of the work and support that has gone on to creating the NOC Program and seeing it flourish beyond the City of Milwaukee. The goal of the NOC Analysts is to share The NOC Program and Method with agencies across the nation and beyond by showing them how they can use the method to positively affect crime. Analysts believe the wholehearted support and prioritization of the NOC Program is even further evidence of its viability as a problem-solving method that peers can "take back home" to their teams. It is therefore an honor and a privilege to submit the NOC Youth Offender Program for the 2024 Herman Goldstein Awards for Excellence in Problem Oriented Policing. The NOC Team appreciates the Committee's consideration for this prestigious award.

Agency and Officer Information

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Appendix A: Tables, Charts, and Figures (all data internally tracked/from MPD databases)

Table 1. Motor Vehicle Thefts (Total), 2014 & 2015

	2014	2015
Motor Vehicle Thefts	6,655	7,380
% Change from Prior Year*	52%	11%

*2009-2013 5-Year Average of 4,586 vehicle thefts per year

Table 2. Robberies (Total), 2014 & 2015

	2014	2015
Robberies	3,585	3,777
% Change from Prior Year**	8%	5%

**2009-2013 5-Year Average of 3,145 robberies per year

*Table 3. Year-To-Date Statistics for Motor Vehicle Theft and Robbery****

Offense	Year-To-Date (YTD)				
	YTD 2022	YTD 2023	YTD 2024	% Change YTD	% Change YTD
				2022-24	2023-24
Motor Vehicle Thefts	2,745	1,807	1,627	-41%	-10%
Robberies	514	529	482	-6%	-9%

*** As of April 24, 2024

Table 4. Implementing the NOC Method for 2 Hypothetical Crime Problems

	Burglary-Related	Drug-Related
Criminal History Data	Residential, Commercial, Loitering/Prowling, Possession of Burglarious Tools	Possession, Distributing/Manufacturing, Maintaining Drug Trafficking Place, Sick & Injured Reports (Overdoses)
Threat Assessment	Ex. A DOC jail letter is received indicating a criminal ops plan to commit burglaries	Ex. A social media post is found indicating subject is actively engaging in mobile drug dealing
Social Network Analysis (SNA)	A social network must exist – potentially the existence of a catalytic converter theft ring	Potential for strong network data

Chart 1. Motor Vehicle Thefts by Year

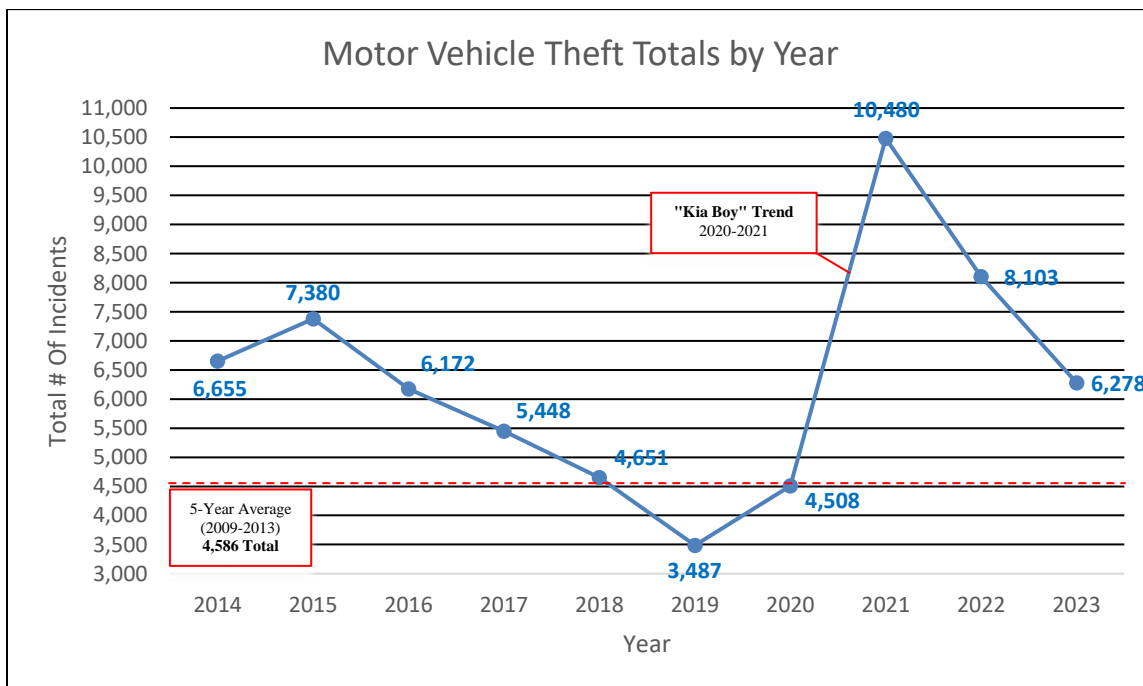


Chart 2. Robberies by Year

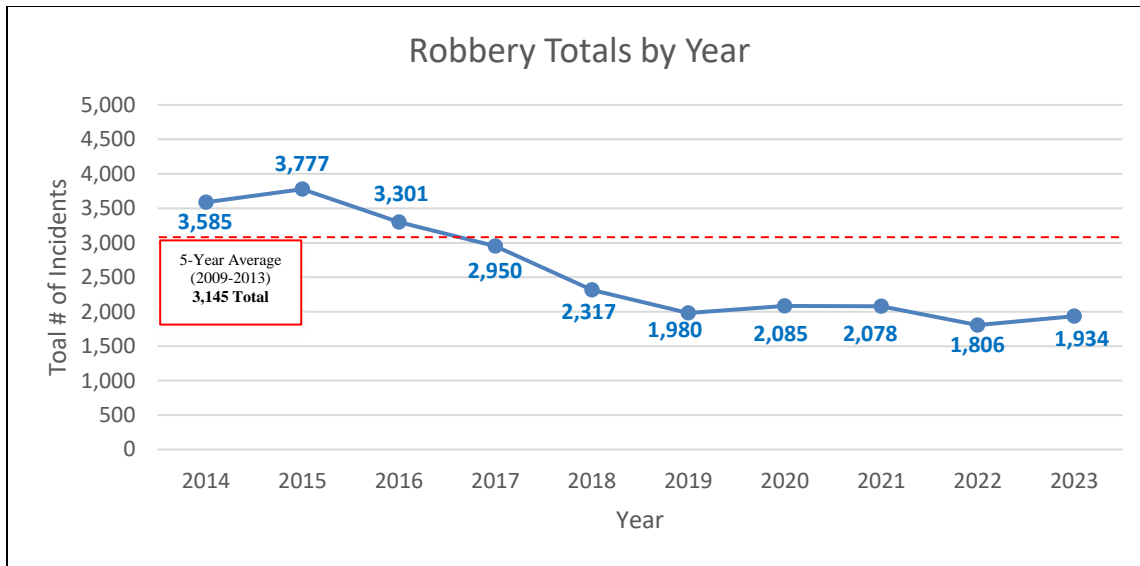


Chart 3. The Impact of the Kia Boys on Motor Vehicle Thefts

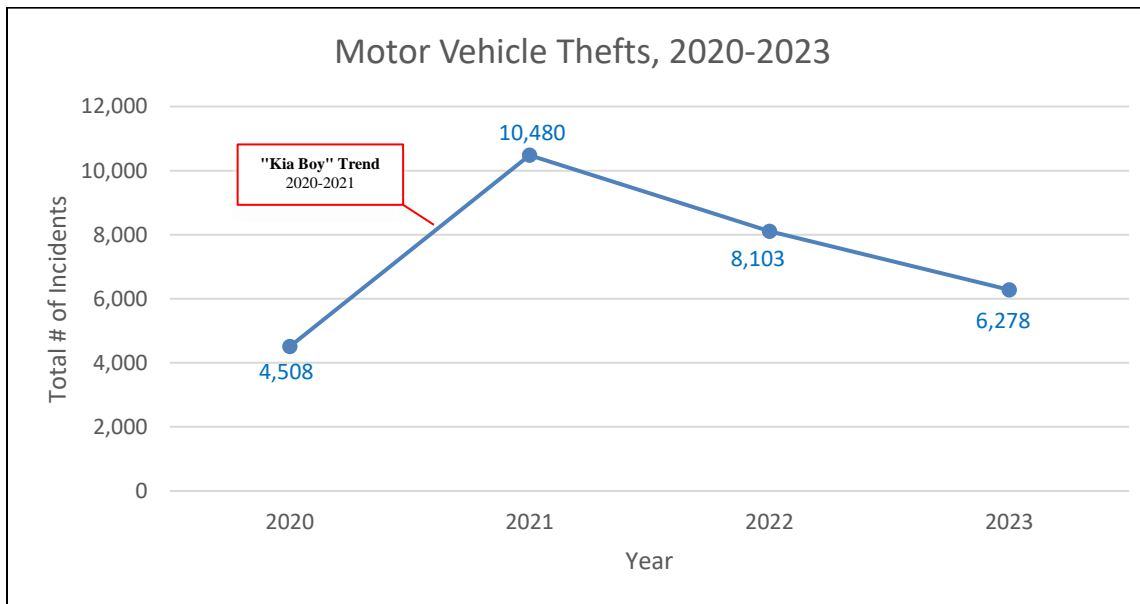


Figure 1. The Impetus Behind Motor Vehicle Thefts

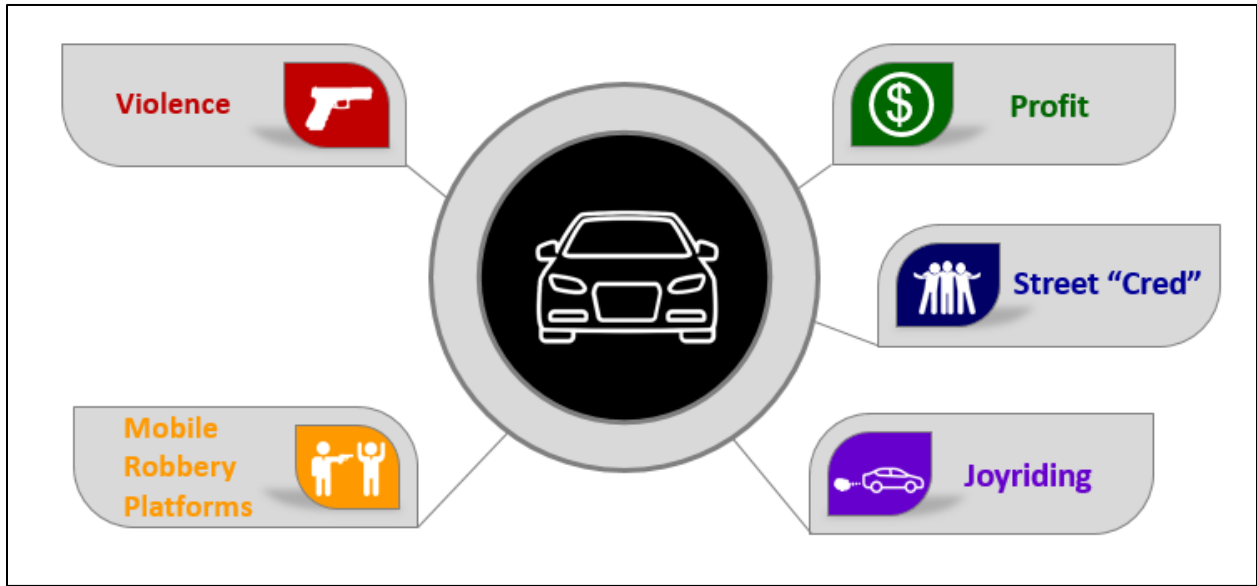


Figure 2. Initial Robbery Crew network

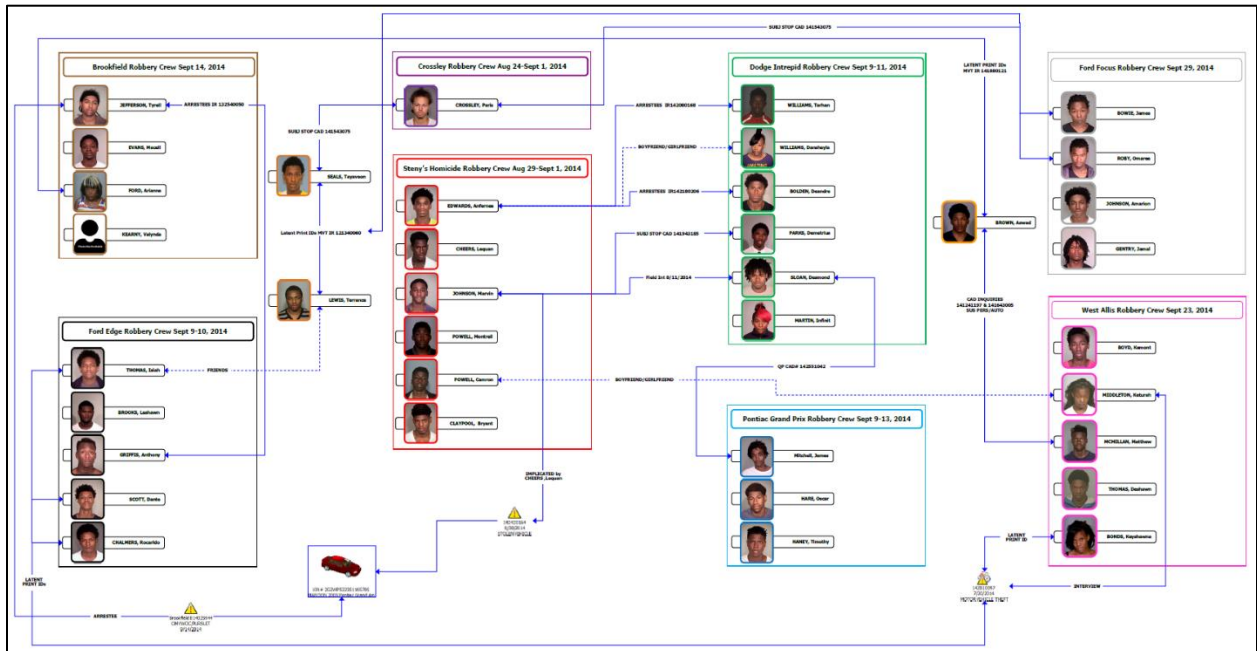


Figure 3. The NOC Candidate Evaluation Formula

$$f_{(x)} = \underbrace{.3(\lambda v)'}_{\text{Social Network Analysis}} + \underbrace{.35(10(I_V) + 8(I_C) + 4(I_A) + 3(I_S) + 2(I_T) + (I_F) - 2i)'}_{\text{Criminal History}} + \underbrace{.35(T_X)'}_{\text{Threat Assessment}} + \underbrace{(E_M)}_{\text{Temporary Enhancer}}$$

Figure 4. NOC Threat Assessment Scale

Threat Level	Score	Criteria
Minor	0	N/A
Moderate	25	4 NOC Offenses in 5 yrs. OR 2 in past 1 year OR 1 in past 90 days
High	50	8 NOC Offenses in 5 yrs. OR 5 in past 1 year OR 3 in past 90 days
Critical	75	4 NOC Offenses in 5 yrs. OR 2 in past 1 year OR 1 in past 90 days
Imminent	100	5 NOC Offenses in past 90 days OR intelligence indicating offender is criminally active

Figure 5. The NOC Sphere of Influence

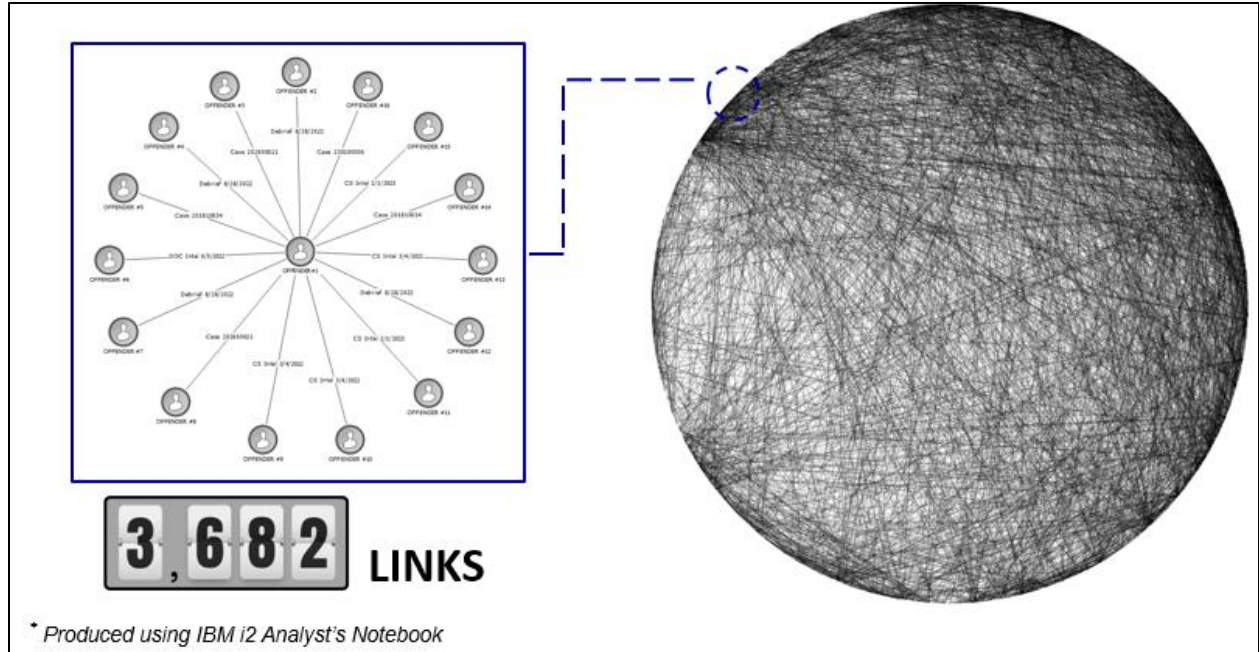


Figure 6. The NOC Youth Offender List (template)

UNCLASSIFIED//LAW ENFORCEMENT SENSITIVE

Networks of Criminality (NOC) Youth Offender LIST

Document Elements and Definition Key

Networks of Criminality (NOC) Youth Offenders are not of custody subjects, ages 18 & under, that are believed to be substantially impacting current major vehicle theft and robbery trends in the Milwaukee area. Subjects were developed using a comparison analysis of 500 emerging or potential lawoffenders based on their criminal history, threat intelligence, and connections and critical social networks. On 5/15/22, it was calculated that 106 of these 500 subjects scored statistically higher than other lawoffenders and the following 89 of these 102 subjects were found to have access to the community. The objective is to target criminal activity of these large and evolving networks using the rapid apprehension of suspect subjects, focused police contacts, through observation, and intelligence collection & sharing. The following subject may benefit from gaining knowledge and access to available community resources. This list is not to be used as a basic file arrest or detention, verify all associations/networks before making an arrest.

WANTED
This is the top of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

ACTIVE INTEL
This is the middle of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

HIGH RISK OFFENDER
This is the bottom of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

Document Elements and Definition Key

BANNER
This is the top of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

LAST FIRST, M
This is the middle of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

1234 N MAIN ST
This is the bottom of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

D1
This is the middle of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

D2
This is the middle of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

D3
This is the middle of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

D4
This is the middle of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

D5
This is the middle of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

D6
This is the middle of the NOC Youth Offender List. These subjects are believed to be actively impacting the Milwaukee area.

The NOC Youth Offender List is published to MPD's [i2 Analyst's Notebook](#) every Wednesday. A copy of the list can be emailed directly to any 10 partner by request. A mobile version of the product for convenient viewing on a phone or tablet is also available by request. The Fusion Division disseminates frequent communications to 12 personnel regarding threats, arrests, releases, or involvement in active investigations for all NOCs in the form of "NOC Offender Alert" emails. To be added for any or all of these distribution lists, please send your requests to NOC@milwaukee.gov or call (414) 935-1206. Personnel can also directly enter the information into the SharePoint [NOC_AccessList](#), also accessible via the Fusion team.

Please report all contacts or information regarding NOC Offenders to NOC@milwaukee.gov or call (414) 935-1206. Personnel can also directly enter the information into the SharePoint [NOC_AccessList](#), also accessible via the Fusion team.

The following intelligence is requested when making contact with NOC Offenders:

- Nature of the contact
- Vehicles
- Stolen auto dump location
- Contact location
- Associates
- Active auto-thefts/robbers
- Current home address
- Nicknames
- Subject demeanor/cooperation
- Current schoolwork
- Gang affiliations
- or other relevant observations

NOC Investigative Alerts (IAI) for intel collection have been entered for each NOC Offender and will be managed by the Fusion Division. They are NOT to be cancelled except with the approval of a Fusion Division supervisor.

The Fusion Division can provide additional information for each NOC Offender such as current threats, gang/group involvement, known associates, current investigations, or other possible whereabouts. This type of information may be beneficial for active investigations, interviews, Q/A, or debriefs.

During contacts, any observed suspicious infractions or inquiries shall be reported to the offender's respective County or State probation agency. Photos of contact are listed below:

Name | Probation Agency 1 | Agency 1 Probation Agency Name | Phone | (414) 935-1206 | Title | Agency's Title

Name | Probation Agency 2 | Agency 2 Probation Agency Name | Phone | (414) 935-1206 | Title | Agency's Title

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Figure 7. Sample NOC Card (with legend) and Sample U18 Probationary Driver's License (WI)

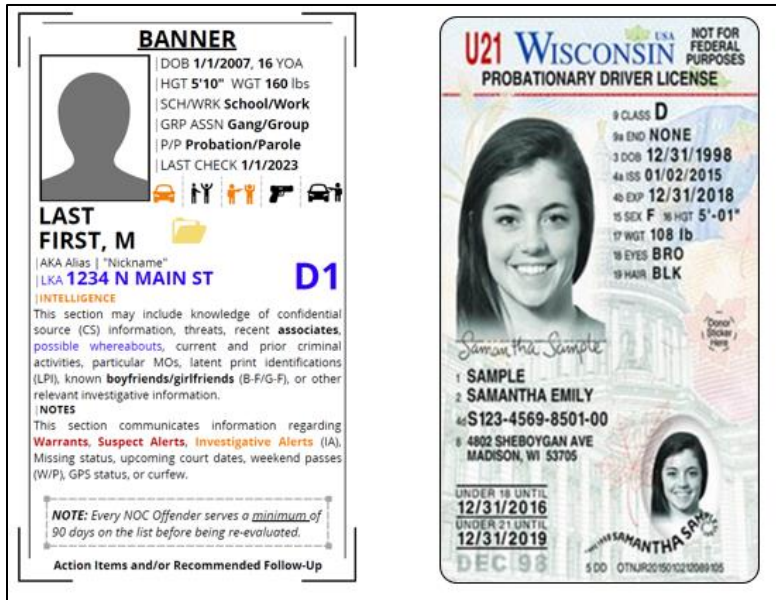


Figure 8. NOC Card Template (With Legend)

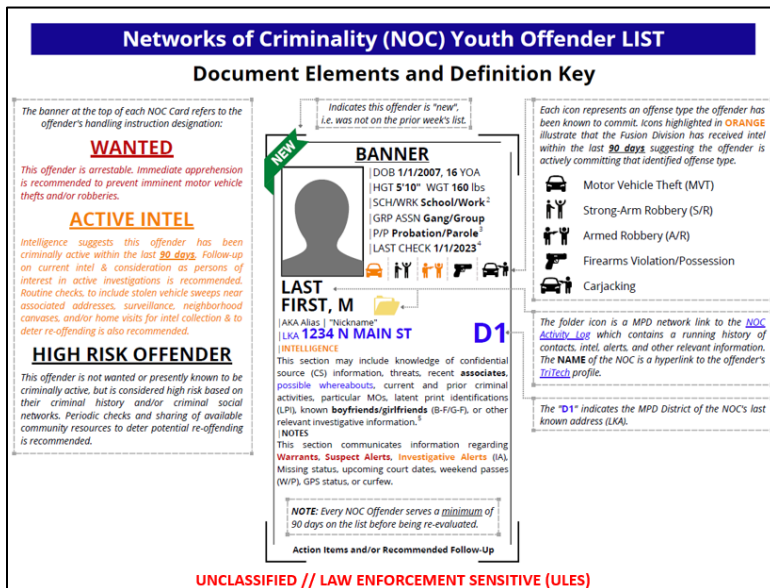


Figure 9. NOC Weekly Summary (sample)

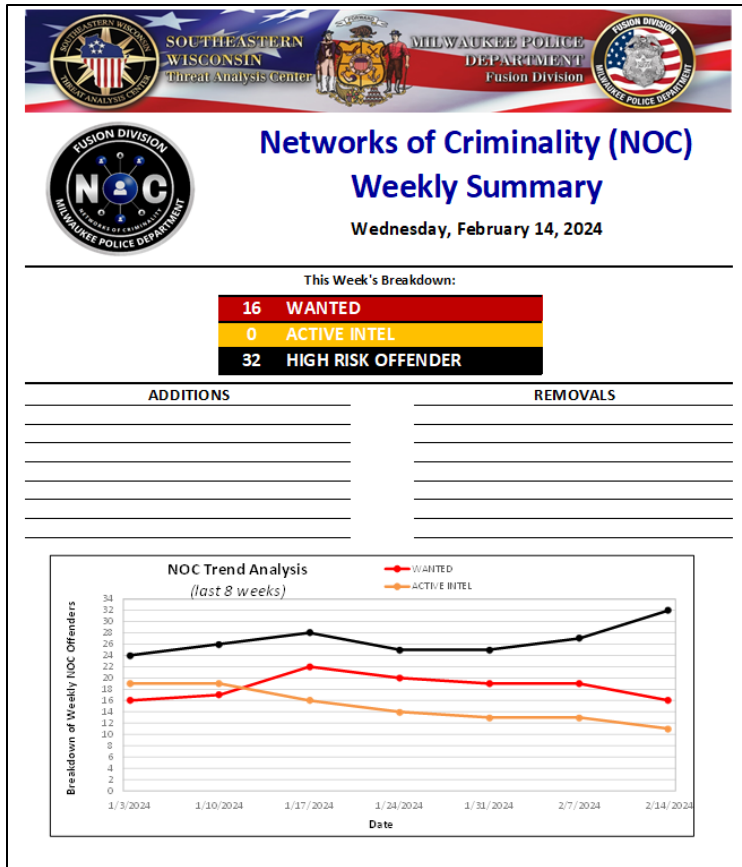


Figure 10. NOC Reoffending



Figure 11. Early “Kia Boys” Link Chart

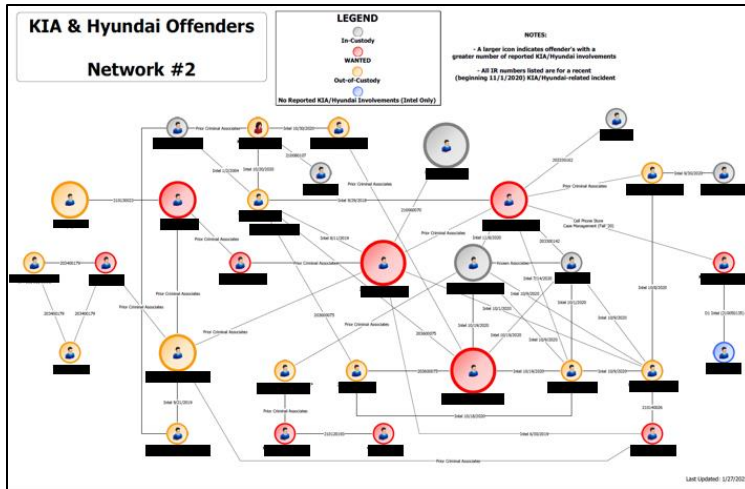
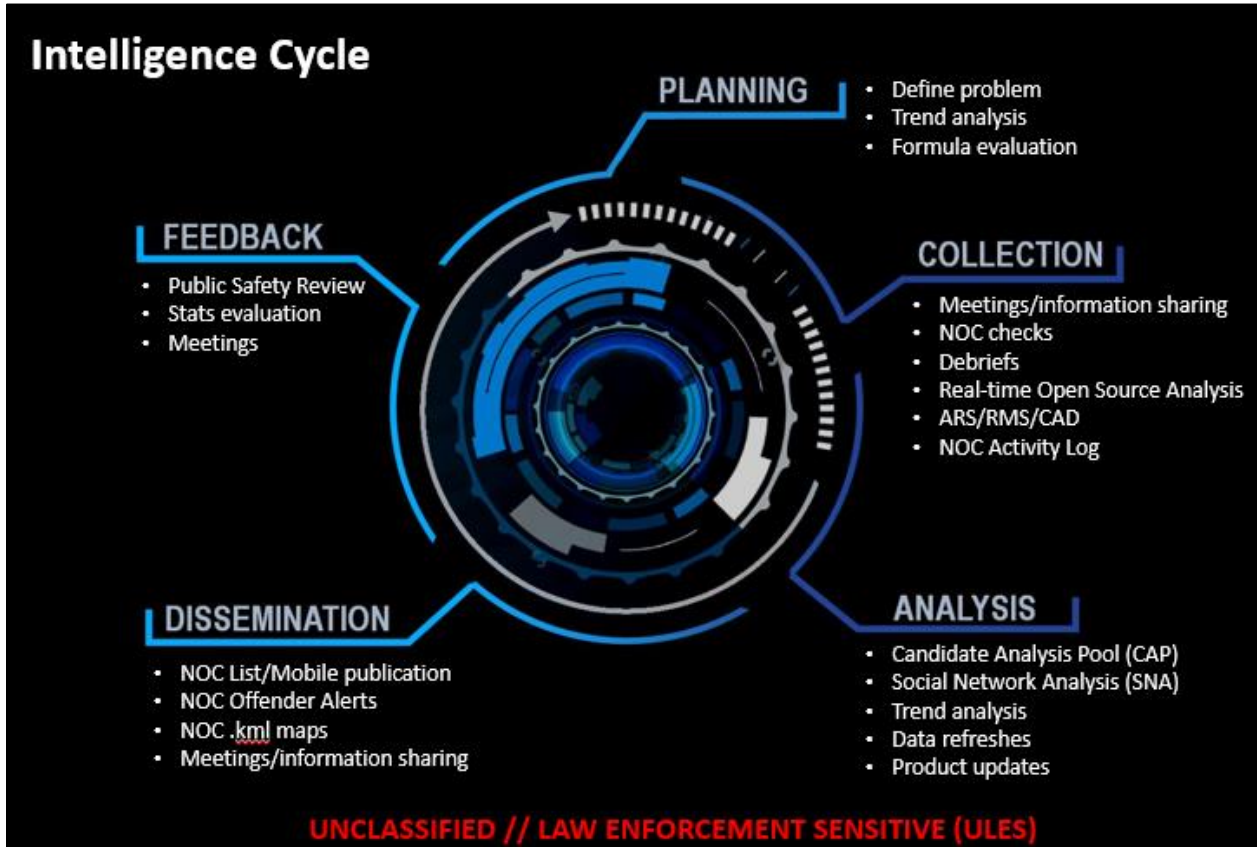


Figure 12. The NOC Program and Intelligence Cycle



Appendix B: Media

Media 1. The Kia Boys in Connecticut



Media 2a-c. Examples of Intelligence Indicating “Imminent” Threat Score



Media 3. The Kia Boys Documentary (Hyperlinked, Full 15:25 video)



