

2017 BJA NTTAC Webinar

Focused Deterrence Strategies to Address Violence in Madison, WI

Captain Cory Nelson
City of Madison Police





Madison, Wisconsin

- Capital City of WI
 - 250,000 in city proper (531,000 in county)
 - 2nd largest county population in the state
 - Demographics
 - 78% White
 - 7% African American
 - 7% Hispanic
 - 8% Asian
- 

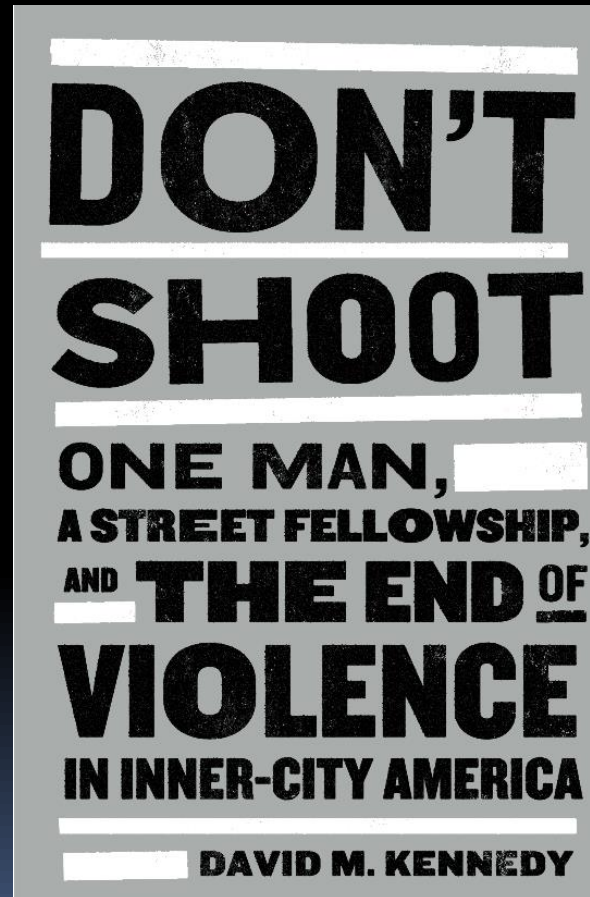
The City



We started our Focused
Deterrence program in 2010
under Chief Noble Wray




Focused Deterrence was based on
David Kennedy's book






Consults

- Professor **Herman Goldstein** -Problem Oriented Policing (POP)
 - Professor **Mike Scott** (POP)
 - Professor **David Kennedy**
 - 2 of us went to High Point, NC where we trained with Retired **Chief Marty Sumner, Dr. Lee Hunt** and **Reverend Jim Sumney**
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What is it?

- “Focused Deterrence is a crime reduction strategy in which carefully selected offenders receive concentrated law enforcement attention and simultaneously, offers of concentrated social services through direct, persuasive communication and rigorous follow up of those commitments” from the 2017 BJA/CNA Smart Policing Initiative guide on “Focused Deterrence of High Risk Individuals”
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Evidence Based Policing Symposium

June 2017- George Mason University

- **Focused Deterrence** was mentioned repeatedly by Dr. Charlotte Gill- Cambridge University and Dr. Cody Telep from AZ State as being a crime prevention technique that works
 - Dr. Cynthia Lum and Dr. Chris Koper (Koper Curve fame) from George Mason developed a “Playbook” for officers to “Prevent crime and increase citizen trust and confidence” In this booklet, **Focused Deterrence** is repeatedly referred to as something that works
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What is our Focus?

- Most violent repeat offenders in the City
 - Goals are
 - Reduce criminal recidivism in this group
 - Reduce the number of people being victimized by this group
 - Take away all excuses for committing crime
 - Give them tools they need to become a productive member of our community, to be good parents to their children
- 

MADISON POLICE DEPARTMENT'S SPECIAL INVESTIGATIONS UNIT

Staff-

Captain of Investigative Services
Lieutenant of Investigative Services
2 Detectives in unit
1 Intelligence Officer in unit
2 Probation & Parole Agents

CAV/MARC





Madison Area Resource Committee

MARC

Formerly “CAV” Community Against Violence

- City of Madison Community Development
 - United Way
 - Urban League
 - Madison Urban Ministry (MUM)
 - Nehemiah
 - Vision Beyond Bars
 - Neighborhood Intervention Program
 - Access Community Health Care
 - Centro Hispano
 - Joining Forces for Families
 - Department of Construction Training Inc. (START)
 - Dane County Job Center
 - YWCA - Comprehensive Employment Services
 - Journey Mental Health
 - Coordinated currently by DOC
- 




Pulling Levers

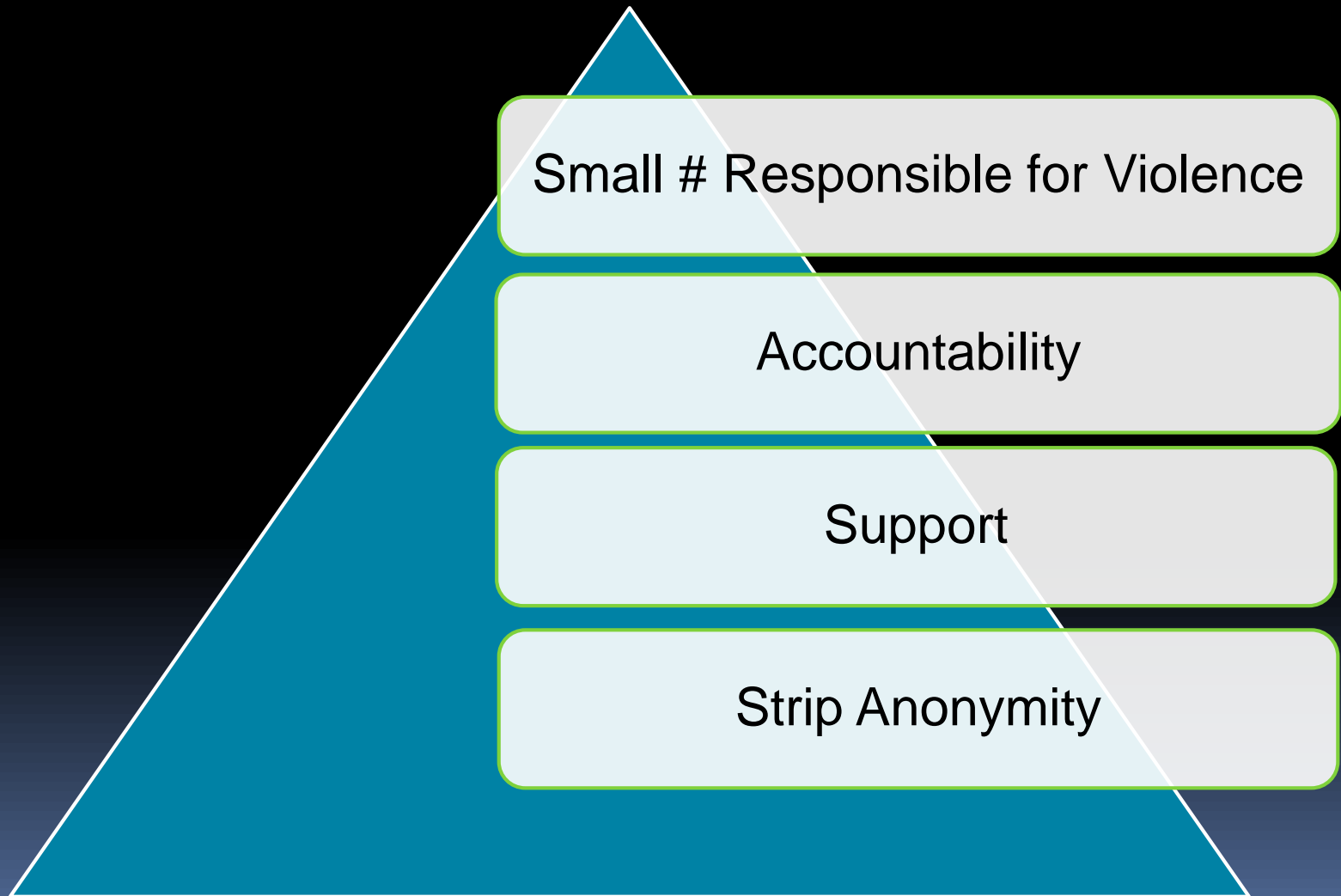
- A warning is given that every available legal lever will be pulled if criminal behavior continues, to bring immediate, swift and severe response
- Hard (Law Enforcement) and Soft (Community Supporters) messages given
- Offenders are then aware of the cost/benefit analysis of choosing to commit future crime
- Strip away anonymity from offender



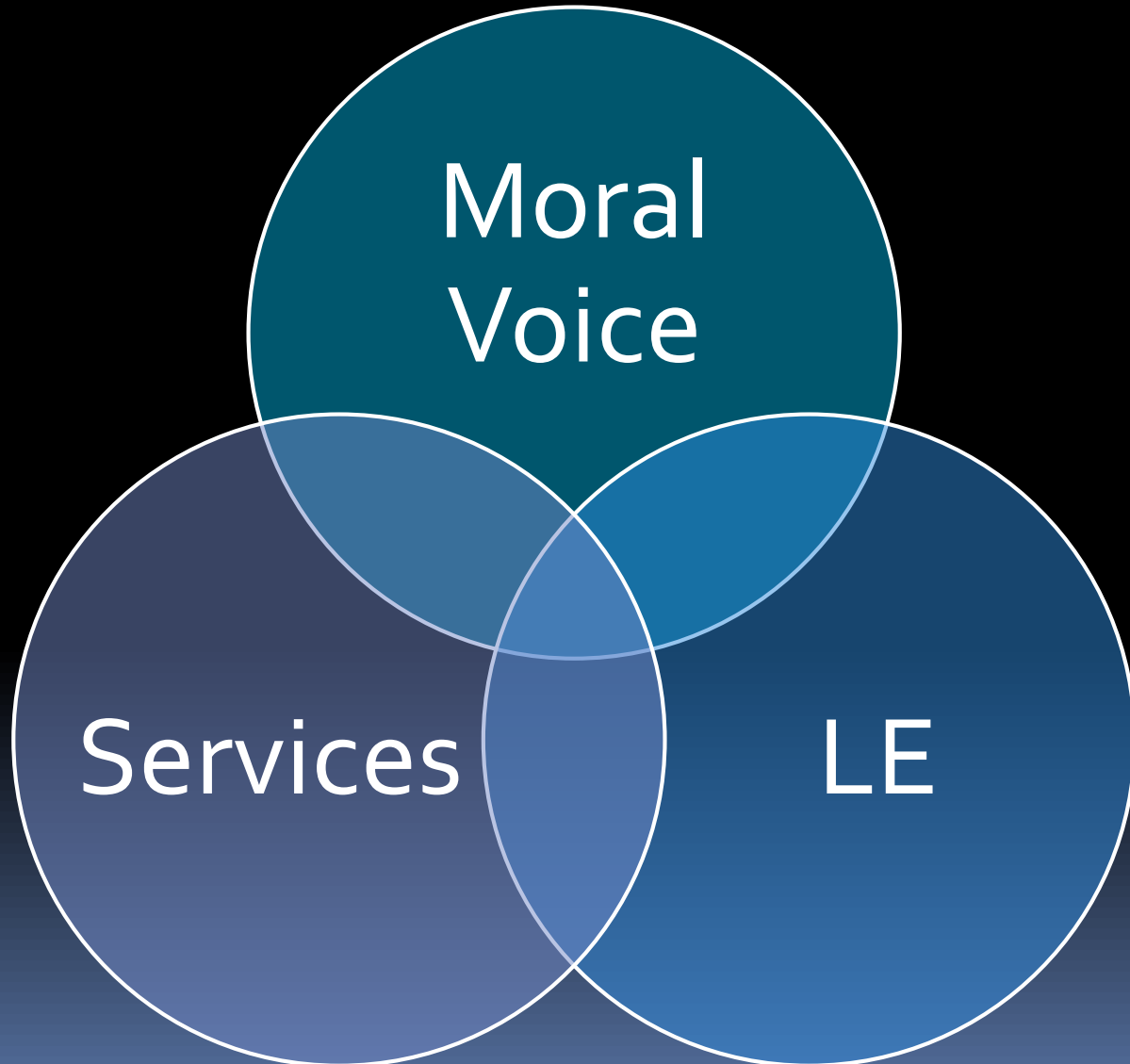
Strategies-Can be used to control specific crime issues

- Can be used for whatever your community needs
 - Engage specific partners for what you need
 - Gangs
 - Guns
 - Drugs
 - Violence
 - Domestic
 - Internal Affairs
- 

HISTORY OF SIU AND FOCUSED DETERRENCE MODEL




Philosophy...





Referral Process

- Patrol Officers
 - Neighborhood Officers
 - Detectives
 - Outside Agencies
 - Federal P&P
 - State DOC P&P
 - Some nexus to Madison
- 




Selection

Process: Criteria

- Candidate has 2 or more felony convictions with at least 1 felony conviction for a violent offense. Most have a lot more
- Must be on Probation (lever to get them to the Notification)
- Intensive background of criminal history
- Selection Meeting- **BLIND PROCESS**

Intensive Background Summary

- Comprehensive overview of candidate's entire criminal history...
 - Criminal Complaints
 - Police Reports
 - Arrest summaries
 - DOC Records



Special Investigations Unit
Candidate Summary for Selection Committee

Candidate: Jesse NMI Payton

Age: 38

Date: 08/13/12

Number of victims- 11

Number of felony convictions- 9

Number of misdemeanor convictions- 4

Number of charged criminal offenses- 21

Gang Member- yes

Institutional Adjustment- poor

Summary of Police Contacts:

92CM1521 03/01/1992 1 female victim


Victim reported that her boyfriend punched her in the forehead.

Charged-

1	947.01	Disorderly Conduct	<u>Misd. B</u>	Guilty / No Contest
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Sentenced-

18 months probation



Selection Committee: Blind Process

Dane County DA's Office:

ISHMAEL OZANNE – Dane County District Atty

United States Attorney's Office:

RITA RUMBELOW - Assistant U.S. Attorney

TIM O'SHEA - Assistant U.S. Attorney

Community Against Violence:

ANGELA JONES – Director Community Impact United Way

LINDA KETCHAM – Executive Director Madison Urban Ministry

JAMES HAWK- Madison Urban Ministry

ANTHONY COOPER- Nehemiah

RICHARD HARRIS – Director Vision Beyond Bars

State Department of Corrections:

LANCE WIERSMA – Regional Chief

ATF:

JESSE SUMMERS, Regional Agent in Charge

Madison Police Department:

Alternating District Captain

Blind Process



- Packets made up on each candidate with criminal summary, number and relationship of people victimized, don't include gang affiliation
- Double the number that you will notify
- No Name just a number
- Send a week ahead of time to give them time to review
- Vote on top 10 or whatever number you want to notify then add several in case they are locked up between now and notification time

Notification

Stripping
away
anonymity



Notification

LAW ENFORCEMENT NOTIFICATION PANEL SEATING POSTIONS

LAW ENFORCEMENT/ PROSECUTOR'S PANEL



OFFENDERS



A. DCI – DAVE MATHEWS
B. DCSO – DAVE MAHONEY
C. DEA – GARY JACKSON
D. US MARSHAL- D. NEVILLE
E. DOC – ART THURMER
F. DA – IZMAEL OZANNE

G. MPD - NOBLE WRAY
H. USA – JOHN VAUDREUIL
I. US PROBATION – KENT
HANSON
J. ATF – DIANE POSPYHALLA
K. FBI – CHRIS COLE

L. IRS – KELLY JACKSON
M. CITY ATTORNEY – MARCI
PAULSON
N. FITCHBURG – DON BATES

Madison police to double unit focused on repeat violent offenders



lineup of high-ranking law enforcement reoffend.

OCTOBER 09, 2012 6:00 AM • SANDY CULLEN | WISCONSIN STATE JOURNAL | 50

After less than a year, the Madison Police Department will double the number of officers in its Special Investigations Unit that works with state, federal and county probation. So far, three groups of 10 offenders have been identified as being under the microscope.

In February, two detectives and an officer specializing in intelligence gathering will be added to the Special Investigations Unit that was launched in June, said Lt. Tom Woodmansee.

The expansion is being funded by a federal Community Oriented Policing Program grant that runs for three years, said police spokesman Joel DeSpain.

"We have 30 (notified offenders) now — in a year, we could have 60," he said.

The Special Investigations Unit works with state, federal and county probation. So far, three groups of 10 offenders have been identified as being under the microscope.

COVER STORY

'The ultimate win is that somebody contributes to the community, changes their behavior.'

Harris, 31, is one of 10 violent offenders put on notice three months ago as part of a program started by the Madison Police Department but carried out in no small measure by social service providers, non-profits and faith-based groups willing to take on the challenge of helping chronic offenders succeed. The "notification call-in" as police dubbed it, took place on Nov. 8 in a som-



Dane County District Attorney Ismael Ozanne stares at one of the 10 violent offenders who were put on notice by law enforcement at a

It offers and how he wants to give back to the community that is helping him.

"Now I have five-and-a-half months left" on parole, he says, "and they asked me to do a video at the end of just tell about the program and how you can make it in the program — just a success story. So I agreed to do that."

Chatting about his turn around at his home, Harris is easygoing and quick with

The group of offenders in the first notification alone were responsible for some 400 offenses.

As of right now, the group is for the most part staying out of trouble, which means they aren't clogging up the criminal justice system. You give them a chance, the theory goes, help them with their basic needs and they might succeed, which provides the community with a net gain in terms of money and safety.

If they don't take the chance that's offered, you send them away for as long as possible so they can offend no more.

The Madison Police Department plans to give offenders that chance, 10 at a time, three times a year in an effort to whittle away at the chronic offender population in the city.

The second group faces the music on March 20.

Of Harris' group, two are facing

'The crimes that are going to get them thrown back in prison are crimes of violence, domestic abuse and drug dealing.'

BLOG LOG



Crime & Courts
BY STEVEN ELBOW | selbow@madison.com

City to chronic offenders: Go s

'By going after the worst of the worst it will send a message.'

MADISON
DETECTIVE TOM
WOODMANSEE

It's Friday morning, and Madison Police Detective Tom Woodmansee is looking tired. He's busy tying up loose ends, meeting with people, getting ready for what could potentially be the most significant event in local policing in many years. Since January, he's given maybe 45 formal presentations to law enforcement and community members, held countless meetings, taken field trips to observe other police departments and researched his topic from end to end.

All that came to fruition on Tuesday, when a group of 10 of the city's most chronic offenders were offered a choice: Go straight or else. It's not an idle threat. They were escorted into a room





SIU Follow Up

Home visits with P&P

Checking in and verifying



Coordination with
Resources & Community

Criminal Investigations

Deconfliction

- Use whatever database you have to ensure multiple agencies are not investigating the same guy
- These guys are typically the ones who attract a lot of law enforcement attention
- Senti

This is an automated notification from the TIME System S.E.N.T.R.I.

A TIME System transaction has been received that matches the data you requested to be tracked. If you would like to discontinue this notification, please contact CTB at 608-266-7394.

Alert Criteria	Last Name	DOB
	HARRIS	11/24/1980

System	Msg Key	Date/Time	MRI	PSN	ORI	ORI Agency	Operator/User ID	Last Name	First Name
TIME	0822	3/6/2012 13:01:24	250934	5797	WI0130300	MONONA POLICE DEPARTMENT	MCNOWN	HARRIS	CARLTON

“I’m not violent, I just have a
problem with women...”

ERIC ALSTON-12 yrs/

Emon Hollins-13 yrs



Pre-Notification Statistics

- 109 Offenders -

- ▣ Total Charges: 3048
- ▣ Total Felony Convictions: 604
- ▣ Total Misdemeanor Convictions: 928
- ▣ Total Number of Victims: 980

Homicide

Sexual Assault
of Children

Armed
Robbery

Shootings


Significant
Domestic
Violence

SIU STATISTICS as of 2016

Category	Pre-Notification	Average per Offender	Post- Notification Conviction Totals
Criminal Charges	3048	27	117
Felony Convictions	604	5.5	43
Misd Convictions	928	8.5	74
Gun Involvement/Crimes	40/54	74%	2
Victims	980	9	40 total



Custom Notifications

- Individuals not chosen for full notification
 - People who are **DRIVING CRIME NOW**
 - Visited in person by Detectives, a prosecutor and Citizen MARC rep
 - Given a letter notifying them that we are aware of their criminal activity and that if it does not cease, they will be considered for full notification
- 

Judge Comments

“I support the Special Investigations Unit...this is evidence-based policing...I watched the video where you were offered services to get help and you chose not to accept them.”

Circuit Court Judge Stephen Ehlike upon sentencing Emon Hollins to 13 years in prison originating from two misdemeanor charges.

Judge Comments Cont...

“You and your attorney have portrayed the Special Investigations Unit as bully and that they are going after you...well maybe you need to be bullied because I look at all of the victims you have created and see that you are the one who is the bully.”

Circuit Court Judge William Hanrahan sentencing Eric Alston to 12 years for Misdemeanor domestic charges.



Defense Atty..

“SIU is putting the fear of god into these defendants.”

-Defense Attorney after several clients waived revocation.





Jail Call Intercepts

“Even if I was out, I couldn’t do nothing about it because I’m in the program!” (Referring to a drug rip)

SIU Client

“I would have shot the motherfucker that robbed my girlfriend if I wasn’t in SIU.”

SIU Client



“They following me, they are on point!”

SIU Client

Interview with SIU Participant


“I dream about you, you are all in my dreams.”

SIU Client



Jesse Payton : History of Armed Robberies & Violent Domestics...

- Since Notification, March 2012
 - No police contact, no victims
 - Full time employment
 - New apartment
 - Working toward custody of 12 year old daughter.
 - SIU Mentor


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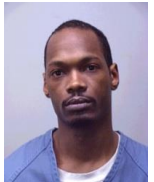
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Things to Consider when starting up

1. This will fail unless supported by the Chief and Command Staff, many people don't/will not agree with this concept
2. Don't think you will have it all figured out
3. It will take time to build trust with your partners
4. There are a lot of groups out there, but they were not talking
5. There may be infighting between groups (Money issues, who is in charge?)
6. Both sides of the fence issues
7. Start with faith based organizations
8. Sell this to your federal, state and local partners, (USA, DA, Corrections) **Educate your JUDGES**
9. PD should not be the resource providers, or coordinators, keep it separate

Find your Rev. Summey!!
High Point, NC has




Things to consider cont..

1. **Passion = Success!** In your citizen organizers, and in your unit staff, not all will be interested in this (Jim Sumney in High Point)
2. Be flexible, evolve and change with the times
3. Communicate with your partners regularly!
4. Do not overtax your resource providers so you are not making promises you cant keep
5. Don't cry wolf to the DA or US Attorney's Office
6. Small stuff is treated the same as everyone else, hammer is for **Guns/Drugs/Violence**
7. Document all contacts and everything offered to assist prosecutors if they re-offend




Immediate Change?

- These guys are career criminals, they are not going to just go straight immediately
 - Will take time and effort and mentorship
 - Mentorship is huge!!! One of our biggest needs
- 



Biggest Challenges we faced


- Pulling together your resource providers and determining capacity
 - Selling it to officers, if the command staff vocally believes in it, it will mean a great deal
 - Look at your victimization and gun violence rates among the notified group before and after notification and form your own opinion
- 

Be willing to be flexible on requirements

- We started with the most violent offenders
- Last Notification we tried to target our younger offenders who were actively driving crime but who may have not have had the significant criminal history to be labeled "Most Violent"
- Changed requirements for that Notification to 1 conviction for felony gun offense, on P&P and driving crime (according to street officers)




Look at other programs

- Figure out what is the best fit for your city
 - Take bits and pieces from each one
 - Every place has different dynamics and priorities
 - BJA/CNA and Professor Mike Scott from the Center for Problem Oriented Policing just put out a nice Smart Policing Initiative guide on “Focused Deterrence of High Risk Individuals” in July of 2017
- 




Cities involved in variations

- Kansas City, MO
 - High Point, NC
 - Cambridge/Somerville/Everett MA
 - Chula Vista, CA
 - Fremont, CA
 - Rockford, IL
 - Lansing, MI
 - Winston-Salem, NC
 - Nashville, TN
 - Chicago, IL
 - Boston, MA
 - Lowell, MA
 - New Orleans, LA
 - New York City, NY
 - Cincinnati, OH
 - The list goes on and on
 - Some formally evaluated and some internally evaluated
 - Most had a significant reduction in crime with targeted crime, offender or group
- 



US Attorney for Western District of WI John W. Vaudreuil's Gun Letter program

- Federal offenders who qualify for 3 strikes who are still in prison
 - Prison visit in person from US Attorney or AUSA explaining the federal consequences for picking up a gun or ammo
 - Also given a letter to clarify
- 

7th Circuit Court of Appeals

- Defendant Eric Alston filed a federal lawsuit in 2012 claiming SIU violated his right to equal protection and due process by selecting him for this program
- He believed he was a victim of discrimination and racial profiling
- Said his reputation was harmed by being labeled as one of Madison's "Most violent repeat criminal offenders"
- Alston was most of our prolific offenders with over 80 criminal charges filed against him- **Convicted of 9 separate felonies and 17 misdemeanors**
- **7th Circuit recently ruled in our favor after reviewing our blind selection process (2017)**

QUESTIONS?

Cory Nelson- csnelson@cityofmadison.com

John Vaudreuil- jvaudreuil33@gmail.com

