

Madison Police Department – Investigative Services Section

2015 Year-end Report

Summaries of the Special Investigations Unit, Violent Crime Unit, Burglary Crime Unit, Gang Unit, Criminal Intelligence Section and Criminal Intake Unit

Captain John Patterson
2/12/2016

Introduction

In 2015, the Madison Police Department’s Investigative Services Section grew to include six teams: the Special Investigations Unit, the newly formed Violent Crime Unit and Burglary Crime Unit, the Gang Unit, the Criminal Intelligence Section and the Criminal Intake Unit. This report will provide an update on the current state of each of these units and will summarize our collective efforts and successes. We began 2015 with three main goals:

1. To synergize as a section
2. To focus on our communication (both inside and outside of the teams)
3. To integrate with the organization

In an effort to achieve these goals, we focused on three main principles:

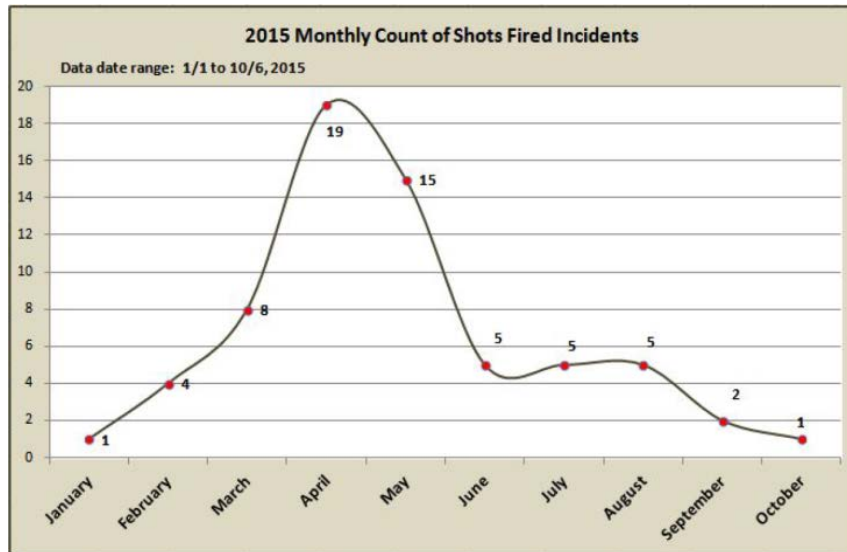
1. Being responsive and supportive
 - o To the community, including the offenders we work with
 - o To the department and the districts
 - o To each other
2. Maintaining teamwork throughout the year
3. Focusing on safety in our everyday work
 - o Using operational planning and effective debriefings to guide our work and progress

We were very successful throughout the year by using our section goals and principles to guide our everyday work. An example of this that stands out was our collective response to a profound increase in the number of shots fired calls and weapon offenses that occurred in and around the City during the first five months of 2015. Most notably between April 1st and May 18th, there were 35 separate instances of shots fired. These incidents between April and May occurred in various locations around the city and in each of the five police districts. Very few of these incidents were found to have had a high degree of solvability, but through careful examination and analysis, it was determined that many of these incidents had involved confirmed gang members or gang-involved individuals.

In early May, the newly formed Violent Crime Unit or VCU, worked with our Crime Analysts to better summarize and evaluate each shooting incident, and then with the Gang Unit to identify ten wanted gang members who were believed to be involved in the citywide shots fired calls or who had influence in these incidents. Not every shooting incident was connected, but it was believed that many of them were related. A comprehensive enforcement effort was planned by the VCU which included personnel from all five police districts, the Gang Unit, the Burglary Crime Unit, the Special Investigations Unit and the Criminal Intelligence Section. Additional resources were also provided by the ATF, FBI and DCI. This initiative was conducted over two days and divided Officers and Detectives into four “teams” – an Investigative Team, Arrest Team, Surveillance Team and Custom Notification and Community Canvass Team. At the end of the two days, nine of the original ten wanted persons were in custody (the tenth was arrested in Chicago months later), over 100 homes in the neighborhoods affected by the shootings were canvassed or contacted and a significant amount of investigative leads were developed. In particular, VCU Detectives were able to develop probable cause to arrest three suspects in one shooting investigation as a result of some of the intelligence this enforcement initiative produced.

After the successful enforcement initiative in May, Madison experienced a sharp decrease in the number of shots fired complaints in and around the City. This drop can in part be attributed to the enforcement and arrests that occurred in the spring. Credit should also be given to the coordinated, proactive outreach and custom notifications done by our SIU and Gang Unit in our schools and neighborhoods. It is impossible to measure the number of incidents that were prevented from these strategies, but we suspect that many crimes were prevented. Following the enforcement initiative in May, we received feedback from citizens, suspect

interviews and from informants, who all made it clear that our efforts made an impact. The sharp decrease in the number of shots fired complaints following the enforcement initiative is shown in the following graphic:



Other notable 2015 achievements of Investigative Services that demonstrate our commitment to synergy, communication and integration include:

- Internal information sharing about burglaries, weapon offenses and shots fired has improved throughout the year across the districts. Coordinated weekly briefings and district liaison meetings have helped foster effective and ongoing communication between district staff and our investigative specialized teams.
- Coordination between our districts and investigative teams has led to ongoing and united “surgical” approaches to our enforcement efforts, where we look to deter specific individuals who we have determined are most likely to commit future crimes. This is a more sophisticated approach than the traditional blanket “high visibility” patrols of entire neighborhoods.
- Beginning in April, Intelligence Officers in our specialized teams started to submit all recovered firearms and shell casings to the Wisconsin State Crime Lab for entry into NIBIN (the National Integrated Ballistic Information Network). NIBIN automates ballistics evaluations and provides actionable investigative leads to our investigators. Our submissions to NIBIN occur on a weekly basis and we have already seen valuable connections made between cases and evidence.
- Focused deterrence efforts also broadened in 2015 with the use of custom notifications by the Special Investigations Unit (SIU) and the Gang Unit. In 2015, SIU Detectives and Gang Unit Officers conducted approximately fifteen custom notifications of confirmed gang members or gang involved individuals (including ones completed during the enforcement effort in May). Each of these identified individuals was suspected of committing or planning to commit weapon-related violence. Custom notifications provide us with a focused deterrence approach that has the flexibility needed to intervene quickly to interrupt group violence. Most of the custom notifications took place in the homes of identified individuals and occurred in front of parents, grandparents, siblings, spouses or others who were able to continue to influence each individual after the notification was done. Officers and Detectives delivered customized letters to each person at the time of notification which detailed the specific legal exposure of the individual if he or she committed any act of violence and also educated the person as to what community assistance was available to them. The message sent was consistently strong and stripped the individual of anonymity.

In January of 2016, a survey about internal communication and information sharing was sent to all MPD Lieutenants and Captains. In total, 21 Captains and Lieutenants from outside of the Investigative Services Section completed the survey. The results are summarized below:

- 71% indicated that they met with members of the Investigative Services Section on a regular or semi-regular basis.
- 80% indicated that members of Investigative Services assisted their district with an investigation or took the lead in an investigation.
- 71% indicated that with the implementation of the Violent Crime Unit and Burglary Crime Unit in mind, they believe **information sharing and communication about certain crimes improved overall within the Department in 2015.**

Special Investigations Unit

The Special Investigations Unit or SIU finished its fifth year of existence and is now staffed by four Detectives, one Intelligence Officer and a Lieutenant. The unit continues to implement a focused deterrence model which is an evidence-based policing approach that identifies the most prolific repeat violent offenders in our community. Offenders are directly confronted and informed that continued violent criminal behavior will not be tolerated. Through 2015, 99 offenders have been notified. These individuals were responsible for a disproportionate amount of crime and disorder and were selected for notification by a committee consisting of citizens, service providers, corrections, prosecutorial and law enforcement professionals. Here are some key statistics related to the 99 offenders (referred to as “program participants” after notification) who have been notified:

- **2,780 total charged criminal offenses**
- **908 separate victims, many of whom were victimized multiple times**
- **556 total felony convictions (including offenses like Homicide, Sexual Assault, Armed Robbery, Substantial Battery, Felon in Possession of a Firearm, etc.)**
- **853 total misdemeanor convictions**
- **47% have been convicted of a new crime after notification**
- **Only 15% have committed a new crime of violence**
- **Only 18 new victims involving violence**

When notified, offenders are offered resource assistance from providers and community members designed to help them with quality of life issues such as substance abuse, education, employment, housing and mental health assistance. They are told by a diverse law enforcement panel that they will receive extra attention and will be subject to swift action if they reoffend. Both the law enforcement and community continue to strive to send the same message to the offenders that their violence will no longer be tolerated and they will be treated differently.



Collaborative Efforts

Department of Corrections – DOC remains committed and involved with the SIU. DOC has three Probation Agents assigned to the SIU and this has proven to be a best practice. Detectives continue to work directly with Agents, conducting home visits and routinely meeting as a team to discuss individual offenders.

Regional Chief Lance Wiersma, who is on both the Selection Committee and the Notification Panel, remains supportive. DOC also recently added an agent to serve as a case manager for all SIU offenders on probation or parole in an effort to more efficiently connect them with resources and better manage their criminogenic needs.

Dane County District Attorney's Office – The DA's office has remained very involved and committed to our focused deterrence approach. DA Ozanne, or a designated Deputy DA, are involved with the selection process and Ozanne has participated in all of our Notification Panels.

U.S. Attorney's Office – U.S. Attorney John Vaudreuil remains a national advocate and resource with the focused deterrence approach and is one of our strongest supporters. AUSA's Rita Rumbelow and Tim O'Shea are still involved with the Selection Committee.

SIU continues to work together with various agencies such as the ATF, DEA, FBI, DCSO, DCI and a variety of local LE departments. SIU ensures that all Dane County agencies are aware of who the notified offenders are and that they make any incident involving an SIU offender a priority. Within MPD, we continue to work with Detectives on cases involving an SIU program participant. SIU continues to receive a great deal of internal support from the department and this has been a major catalyst to success.

Community Outreach and Support

Without our existing community partnerships, we would not find the same level of success with our focused deterrence efforts that we currently enjoy. The Community Against Violence (CAV) organization is still led by Madison-area Urban Ministries (MUM) which staffs James Hawk as the CAV Resource Coordinator. James Hawk has led monthly CAV meetings since June 2014. Many of the CAV participants have received funding in the past through grant dollars or Emerging Opportunities Program funds from the Community Development Division.

The SIU continues to seek out ways to offer the 99 notified participants as many opportunities for positive change as possible. While we are still in discussions with service providers and community leaders, changes to the CAV will occur in the not-so-distant future with DOC's addition of a case manager position. Since the start of the second half of 2014, routine meetings have occurred with a group that includes Ron Chance from Joining Forces for Families, Jule Cavanaugh, a former DOC employee who is now a Corrections Consultant working for Alex Gee, Ron Johnson, the Community Court Coordinator, Jerome Dillard, the Dane County Re-Entry Coordinator and MPD personnel from SIU and the West District. Collectively, we established a proposal for a cadre of case managers who would work directly in the community with higher risk offenders and troubled youth (ages 17 - 23), populations which both lack access to case management that can effectively address criminogenic needs. The case managers would coordinate resource assistance for individuals and their families, specific to the needs of each individual and family. Individuals who would receive access to these case managers would be identified by the SIU, the districts and the community. While there has been verbal support from many individuals, DOC is the only entity that has dedicated a resource at this time.

Process Changes and "Tier 2"

Since the start of 2014, the SIU has worked with the West Police District in an attempt to create a sustainable focused deterrence program that involves district personnel and targets younger offenders who are driving quality of life issues in our neighborhoods - this is a population that our "Tier 1" efforts have not typically reached because many of these individuals do not have a criminal history which would cause them to be

selected. One individual was notified by the West District in 2014, but the program stalled after that notification for a variety of reasons.

Currently, the SIU sends summaries for twice as many candidates to our Selection Committee than what the committee actually selects for our “Tier 1” program. In the past, nothing was done with those men and women who were not selected by the committee. After our most recent selection committee meeting, there were nine men who were not selected for the Notification on October 12th. During December, SIU Detectives conducted custom notifications with all of these men. The messages delivered by SIU Detectives were tailored for each individual, included a description of the SIU and offers of help, and explained that if they continue to commit crimes, an eventual selection to “Tier 1” is almost guaranteed. These custom notifications are currently being wrapped up and included personnel from each district where the offenders live.

Chronic Notified Offenders and Custom Notifications

As described earlier, focused deterrence efforts have broadened in 2015 with the use of custom notifications by SIU and the Gang Unit. The use of custom notifications has not been limited to weapon-related incidents and offenses only however. In the Central District, SIU Det. Matt Tye and Central Officers have worked to identify and deliver custom notifications to chronic offenders who are responsible for repeat nuisance behaviors downtown. To date, eight individuals have received custom notifications from Det. Tye and Central District Officers.

The activity of these individuals is tracked and Central District Officers receive updated information about custody status, probation and parole status, specific DOC rules and bail conditions. This same information is also posted in the Central District Briefing Room. Currently it appears as though most of those who have been notified are not currently causing problems in the downtown area.

SIU in the Media

During 2015, the SIU was again featured in the local media. NBC15 featured a story on November 16, 2015 following our ninth Notification. The story highlighted the progress of two of our SIU participants, Terrence Jones and Larry Davis. Both Davis and Jones have been experiencing success since their notification by SIU. This story was a good summary of the commitment to procedural justice and to the building of relationships that each SIU Detective demonstrates with our program participants.



http://www.nbc15.com/home/headlines/CrimeTracker_15_Special_Investigations_Unit_Receive_Federal_Funding_131059023.html?utm_medium=social&utm_source=facebook_NBC15_Madison&device=phone&ct=y

SIU Conclusion

The work of the SIU and CAV continues to have positive impacts within the community. In 2015, four more of our SIU participants celebrated milestone anniversaries – three years or more with no new criminal charges. These men, Larry Davis, Jesse Payton, Shaw Jackson and Migel Tannon were all recognized publically at our most recent notification. While



other SIU participants have been re-incarcerated, the efforts of these men clearly demonstrates what is possible for each notified individual. We are continually looking for systems improvement and adjustments as the team evaluates our effectiveness and impacts. The deliberate contact and oversight that each Detective provides to offenders is still unique to Madison and it will be our intent to continue this to the best of our ability as the population of notified offenders in our community grows.

Violent Crime Unit

The Violent Crime Unit or VCU completed its first year as a centralized investigative team in 2015. This team remains staffed by six Detectives, one Intelligence Officer, one ATF agent and one Detective Sergeant. From the planning stages of this team to the eventual inception in 2015, the goal of conducting more effective, efficient and timely violent crime investigations was always at the foundation of our everyday work. At the beginning of the year, a case criteria was created to guide the decision as to when the VCU will be the primary investigating team. The following crimes are investigated by the VCU unless current workload inhibits the team’s ability to effectively investigate:

- Homicide
- Attempted Homicide
- Kidnapping
- Armed Home Invasions

In certain situations, the Detective Sergeant and/or Lieutenant may review other crimes with District Command to determine if the VCU will take a primary investigative role. Other types of crimes that may be investigated by the VCU are:

- Armed Robberies – The VCU will work certain armed robberies with consideration given to the following factors:
 - Weapon type
 - Amount of violence displayed by suspect
 - Sophistication of crime (takeover robbery vs. single demanding suspect)
 - Injuries to innocent parties
 - Pattern (two or more)
 - Unusual circumstances (ex: investigation requires higher degree of resources)
 - Availability of VCU resources
- Strong Armed Robberies – These crimes will generally not be worked by the VCU. Exceptions to this will made after consideration of the following factors:
 - Is the robbery part of a pattern?
 - Amount of violence displayed by suspect(s)
 - Number of suspects
 - Injuries to victims
 - Suspects are targeting a very specific victim profile or area
 - Availability of VCU resources
- Shootings – VCU will work certain shooting cases with consideration given to the following factors:
 - Was a victim shot?
 - Was a particular subject targeted but missed?
 - Due to the location of the shooting was the public at significant risk? (time of day, special event, densely populated area, etc.)
 - Is it part of an on-going violent feud between known groups?
 - Availability of VCU resource

Discussions about these case criteria should continue to occur with regularity in the future. Under this

criteria approach however, the VCU was the primary investigating team on **58 cases** in 2015 (including all four homicides that occurred after our annual shift change - February 2, 2015). These cases have accounted for hundreds of investigative work hours by Detectives. Through these investigations, VCU has referred **44 significant felony charges** (Homicide, Attempted Homicide, Armed Robbery, etc.) and there have been five federal indictments by the US Attorney’s office for federal offenses. After a decision was made this year that a case would be investigated by the VCU, the following steps highlight how a case was assigned and then investigated by the team. This process was evaluated and changed throughout the year for various reasons such as different case dynamics or needs of a particular district:

1. Once a case is identified as being within VCU’s defined parameters, a discussion takes place between the VCU Detective Sergeant and/or Lieutenant and the Detective Lieutenant and/or Captain of the District where the crime occurred. This discussion occurs in order to determine whether the VCU or the affected District will take the lead role in the investigation. During this discussion, consideration is given to all relative factors such as the current workload of both the VCU and the affected District, or whether or not the VCU or District Detectives have any open and active investigations involving the known individuals involved in the crime.
2. A lead Detective in VCU is assigned on each case. The lead Detective assignment is still designated so that each case had an identified individual to make the decisions on investigative strategies identified by the team and so that one Detective could serve as the point of contact with the District Attorney’s Office or US Attorney’s Office after a case was referred.
3. The team briefs together every day. Detectives are expected to read each new case and come to the briefing with their individual investigative strategies prepared. At the briefing, each Detective is expected to give their input on the case and a list of “to-do’s” is compiled based on the input from the team. Each Detective is responsible for seeing their assigned tasks through to completion.
4. If a case had previously been assigned to a district Detective, either the Detective Sergeant or the VCU lead Detective makes arrangements to include the district Detective in the VCU briefing. A determination is also made as to what the ongoing involvement of the district Detective will be moving forward (this has varied from case to case).
5. The team continues to brief daily on each case and each Detective updates the team with the information their assigned task revealed. The result is that every Detective knows and understands the details of every case. The status of each investigative task is tracked by the Det. Sgt. who also ensures that tasks are getting done in a timely manner.

Positive Outcomes Realized

A number of positive outcomes have been realized after the first year of the Violent Crime Unit’s existence but one that is especially worth highlighting is the overall effectiveness of our team approach to violent crime investigations. The team approach accomplishes far greater amounts of work and in a fraction of the amount of time that what would take our traditional single case Detective with one assisting Detective approach a much longer amount of time to do. For example, VCU investigated a pattern of armed robberies earlier this year in the East District (MPD Case 2015-58856). In a single day, the VCU was able to complete:

- An interview of the suspect’s girlfriend (admitted suspect did robbery and she assisted)
- An interview of the suspect’s mother (provided implicating statements) and father
- Located and completed an interview of the suspect (admitted involvement in all four robberies)
- Searched the suspect’s girlfriend’s hotel room – evidence was recovered
- Searched suspect’s/girlfriend’s car – evidence recovered
- Searched the residence where the suspect admitted storing his mask and clothing used in the robberies (VCU recovered these items)
- Searched suspect’s parents’ residence where evidence was recovered

The ability to respond as a team to rapidly developing violent crimes has also proven to be an asset to criminal investigations and to the Department. For example, the VCU and the Burglary Crime Unit assisted the West District with a series of armed home invasions and armed burglaries that occurred on April 3rd. (MPD Case 2015-103107) During this investigation, VCU Detectives responded to WPD to assist with the crime spree that had started earlier that morning. VCU Detectives responded to the active crime scene and located the occupied suspect vehicle and were able to take the suspect into custody. The subsequent investigation (which involved bringing in additional investigative resources beyond VCU) was done effectively, and the investigative plan was quickly organized and executed. At the end of the day, two suspects were arrested and interviewed, multiple crime scenes were processed, multiple victims were re-interviewed, multiple firearms were recovered and a search warrant was executed recovering a large amount of stolen items.

The VCU team approach has also improved the ability of Detectives to take a more broad and proactive focus with their investigations. This improved ability was demonstrated early on when VCU investigated an armed robbery that was committed by a suspect who had been involved in a previous VCU-led investigation. An armed robbery charge was developed and the suspect was arrested and charged. The investigation also revealed information this suspect had been committing drug rips of several other victims. These leads were pursued by the team which led to the suspect being charged with two additional armed robberies as well as a kidnapping charge. The pursuit of unidentified victims outside of the original scope of the investigation and under these circumstances may not have happened within the traditional investigative structure of the Detective Bureau. This example also exposes what we believe is an overall improved service delivery to the victims of violent crime and their families. In each Major Case investigation, a VCU Detective is assigned to the victim and their family in an effort to improve communication and to facilitate a victim's understanding of their investigation and the team's ongoing efforts to serve them.

Throughout 2015, the investigative assistance that VCU Detectives provided to the districts in non-VCU cases cannot be overstated. For example, VCU assisted the North District with a person who was shot accidentally at a blood clinic where the suspect then fled the scene and took on multiple investigative assignments. In another example, VCU assisted EPD with planning a phone ping operation, to include the drafting and execution of a phone ping order on a shooting suspect. A final example was a shots fired investigation that was transitioned to VCU after the assigned District Detective was forced to take time off of work. The transition was seamless and benefitted both the District and the victims benefitted.

Another positive outcome has been the improved ability to coordinate multiple resources from the centralized team. The best example (as previously described) was our coordinated response to the profound increase in weapon offenses and shootings that Madison experienced in April and May. The coordination of multiple resources was improved from past efforts that were coordinated from individual districts.

The assignment of ATF SA Bill Baudhuin and now SA Mike Klemundt to the VCU has served the team and MPD well. Their expertise and knowledge has been invaluable to the team and the process to have a case reviewed by the US Attorney's Office has been greatly simplified with their assistance. When we look to take a more "surgical approach" towards violent offenders, a federal indictment can be very impactful. ATF's presence within the unit has resulted in multiple patrol arrests and other investigations being referred to the US Attorney's office for prosecution that otherwise would not have been referred.

Major Case reporting and storage in our records management system or "LERMS" has improved. VCU was instrumental in creating standardized processes that benefit the entire department – how a major case is constructed in LERMS, how it is organized for submittal to the DA's Office and organized for prosecution has also greatly improved. With each Detective working to identify issues, the construction of the best possible work product is more easily achieved.

Finally, our debriefings of incidents and our response to them has improved. After each major case investigation involving a Command Post, the VCU completes an After Action briefing to capture feedback. These reports are maintained by VCU and have been referenced to ensure that improvements are made to the Command Post and to ensure that any errors made during an investigation are not repeated in the future.

CITY OF MADISON POLICE DEPARTMENT	
INVESTIGATIVE SERVICES - AFTER ACTION SUMMARY	
MPD CASE NUMBER:	2015-65456/65188
DATE:	02-28-15
INCIDENT LOCATION:	WTM/5802 RUSSETT RD
shooting	INCIDENT TYPE: Attempt Homicide/WTM
TEAM:	VCU
SUPERVISOR:	
	Lt. Patterson/Det. Sgt. Miller
TEAM MEMBERS INVOLVED:	
	All VCU

Communication

Internal information sharing about weapon offenses and violent offenses has improved throughout the year across the districts. With each Detective in VCU serving as a liaison to a District, weekly meetings with their assigned Districts have helped foster effective and ongoing communication between district staff. These standing meetings are used to update the district on active VCU investigations, as well as solicit information from the district on issues that may be related to VCU investigations. Case specific information has been shared more frequently than on a weekly basis with the affected district and the current practice of identifying a district Detective on each Major Case that will work collaboratively with VCU should continue in 2016.

VCU Conclusion and Future Considerations

The effectiveness of a centralized Violent Crime Unit was proven throughout 2015 through not only the quantity of violent crimes the team investigated but also through the qualitative measures previously described. Finding ways to continuously improve our internal communication and ways to further integrate with the Districts and other specialized teams should remain goals in 2016. Since there were at times cases which were considered but seemed to fall short of meeting the VCU case criteria, there seemingly may be room to grow – both in the size of the VCU and in the criteria which guides our case assignments. Expanding the team or creating an afternoon shift could lead to a greater investigative capacity, could allow for greater flexibility when scheduling operational periods and could increase efficiency and reduce overtime costs during Major Case investigations.

Burglary Crime Unit

The Burglary Crime Unit or BCU completed its first year as a centralized investigative team in 2015. This team remains staffed by five Detectives, one Intelligence Officer and one Detective Sergeant. From the planning stages of this team to the eventual inception in 2015, the goal of conducting more effective, efficient and timely burglary investigations was a key priority. Also at the foundation of our everyday work was improvement to our service and communication with the victims of burglaries after these cases are assigned to Detectives.

The case assignment criterion for the BCU was very straightforward in 2015 – every residential and non-residential burglary was assigned to the BCU or reviewed by the BCU after shift change. From February 2, 2015 through December 31, 2015, the following case assignment numbers were realized:

- **742** – Burglary cases (residential and non-residential) were assigned to BCU Detectives.
- **15%** – Percentage of assigned BCU burglary cases that were closed with an **arrest**.
- **36** – Open and active cases for each BCU Detective on average.

- **1100** – Total number of cases that were initially reported as burglaries to MPD during this time period.
- **\$127,000** – Total value of property recovered through the Pawn Program Assistant and use of Leads Online.
- Numerous other cases were assigned to the BCU to include Thefts from Autos, Damage to Property, Robbery and other crimes that were related to burglary investigations.

The difference between the total number of cases that were initially reported as burglaries to MPD and the actual number of burglaries that were assigned to BCU is 358. This number is significant and deserves further explanation since it will impact our clearance rate when analyzed by the WI DOJ. We believe however that our interpretation of the data provides a more accurate representation of our actual arrest clearance rate. Of the 358 cases, a large majority were reviewed and assigned as an “FYI” to the BCU for various reasons, to include:

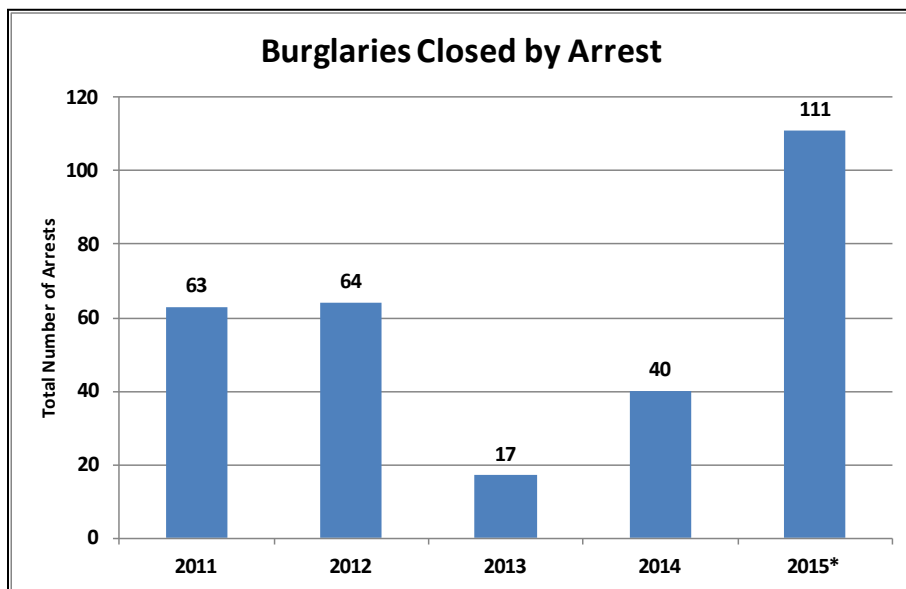
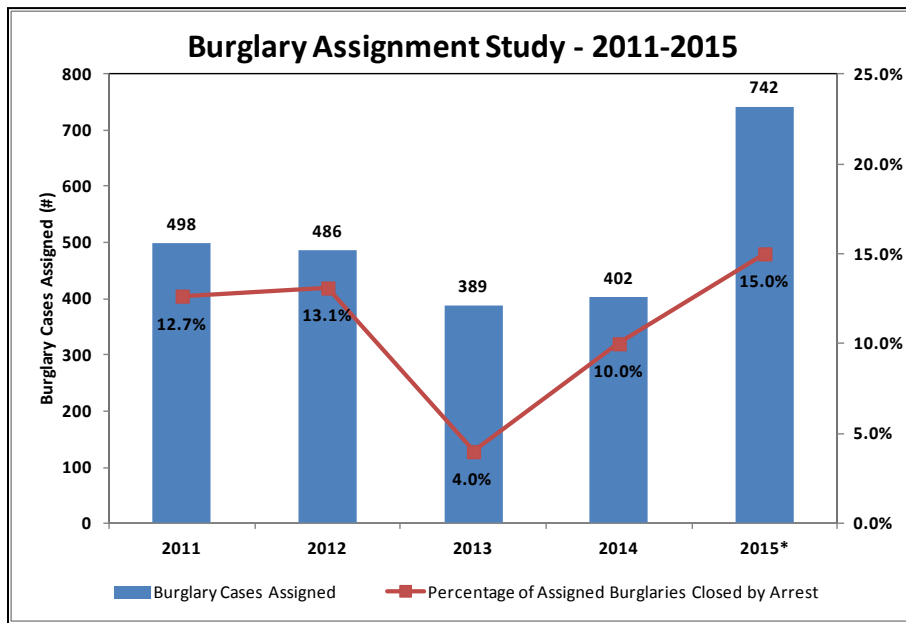
- The incident involved a victim with mental health concerns. These incidents were referred to district Mental Health Officers.
- An arrest had been made by patrol or no additional follow-up was needed or required.
- The incident involved a roommate situation where it was determined the matter was a civil issue.
- The incident was drug related in which the victim and offender were known to each other. In some of these cases, the victim became uncooperative.
- The incident was coded as a burglary because it was a theft from an auto in an open garage, underground parking structure or shed. There was a very high number of these which prompted our proactive garage door initiative in specific neighborhoods that were affected.
- The incident involved a bike that was taken from an open garage.
- The incident involved an attempted burglary (broken window or cut screen), however no entry was actually made.
- The incident involved acquaintances or was domestic related and occurred in some of our challenged areas. These cases were typically assigned back to the district NPO’s.
- Approximately 70 of these incidents were titled incorrectly and were not burglaries. The most common cases this occurred with were incidents of damage to property, suspicious person complaints, theft, theft from autos, stolen bikes and disturbances.

Case assignments and case clearances by arrest were examined from 2011 to 2015. 2015 data was only examined from February 2, 2015 (shift change and the start of BCU) through December 31, 2015 or approximately 10 months. The numerical totals are summarized below:

Year	Total Burglary Offenses	Burglary Cases Assigned	Percentage of Total Burglaries Cases Assigned	Total Burglaries Closed by Arrest	Percentage of Assigned Burglaries Closed by Arrest
2011	1462	498	34%	63	12.7%
2012	1594	486	30%	64	13.1%
2013	1360	389	28%	17	4.0%
2014	1113	402	36%	40	10.0%
2015*	1100	742	68%	111	15.0%

*2015 Data is not a complete year; showing data from 2/2/15 through 12/31/15

The percentage of BCU assigned burglary cases that were closed with an arrest in 2015 (15%) is significant in that it was achieved with 68% of all reported burglary offenses being assigned to a BCU detective. This signifies an 85% increase in the number of assigned burglary cases from 2014 and can be better visualized in the following two graphics on the next page.



Process Improvements

A number of efforts were made by the BCU early on in 2015 to improve processes or relationships that would ultimately have direct impacts on the outcomes of burglary investigations. At the start of the year, BCU members scheduled meetings with staff members from both the District Attorney’s Office and City Attorney’s Office to discuss the mission and goals of the team, but to also discuss process improvement ideas such as possible changes to existing ordinances.

In an effort to redirect administrative work and free up time for BCU Detectives to focus more on investigations, we were able to obtain authorization for the Pawn Program Assistant to not only place holds on property, but to also confiscate stolen items from second hand dealers. BCU also worked to obtain

blanket non-consent statements from ecoATM and TechBank in an effort to streamline the process for charging individuals possessing stolen property.

To improve service and communication to the victims of burglaries, the BCU did contact each victim from the cases that were assigned. This task has proven to be a significant undertaking as most victims are not available on the first attempt. For some victims, personal contact was not immediate and there were longer periods of time between when a case assignment was made and when the Detective was able to make contact with the victim. To assist the Detectives with these contacts and with tracking their contact attempts, a “Victim Contact Form” was created. This form can be saved in each Detective’s draft folder and then saved to our records management system at the appropriate time.

When a burglary is closed by the investigating BCU Detective, victims are again contacted – whether or not an arrest has been made. Since a good portion of the burglaries assigned to the BCU lack investigative leads or solvability factors, victims whose case is closed as “Closed NFI” are receiving letters from the Detective Sergeant indicating such. These letters explain what this case closure process means and thanks the victim for reporting the incident. It also explains that their case could be reopened if new information is found which could lead to the identification of a suspect. Case closure letters are also saved in LERMS under each individual case as an attachment. Through the initial phone contact with the investigating Detective to the closure letter, we believe MPD’s customer service has improved significantly for the victims of burglaries.

The service delivery improvements were also extended to the front line by the BCU this year. Early on, the team standardized a “Burglary Prevention/Notification Form.” This form was disseminated to all five districts and is now used by Patrol Officers to make residents aware when a nearby burglary has occurred, encourage information sharing and reporting of any suspicious behavior and to share prevention strategies. This canvassing has been well received by the community. The team also created a video retrieval form for Patrol Officers. This form is intended to guide Officers when collecting video evidence and will be useful for all criminal investigations.

Team Efforts and Burglary Prevention Education

There were a significant amount of team activities planned in 2015 which included both enforcement efforts and community outreach and education efforts. A few examples include:

- BCU Detectives worked with the Central Community Policing Team (CPT) and distributed burglary awareness and prevention flyers to student apartment buildings prior to spring break.
- BCU members engaged in an education/prevention effort in the West, Central, and South Districts due to



the high number of burglaries and thefts from autos in these areas involving homes with open garage doors. Approximately 60 residents were contacted in one evening.

- BCU worked with Crime Stoppers, PIO Joel DeSpain and the West District Officers to create a burglary prevention video.
- “Operation Blue Door” was conducted on June 4th and resulted in 11 arrests. A search warrant yielded approximately 45 items of stolen property including a \$7,000 ring and cleared 11 theft from auto cases.
- Multiple door to door contact initiatives were conducted throughout the year in areas where any increases in burglaries were noticed.
- BCU Detectives and interns delivered 500 revised MPD Vehicle Report Cards to areas with high numbers of thefts from autos in the South, Central and West Districts.
- A problem solving initiative in the Central District resulted in the arrest of an SIU offender on burglary charges when he was seen entering a residence. Subject is believed to be involved in at least two other cases where residents were home and interrupted the burglary.
- A joint investigation with DCNGTF Detectives involved a controlled purchase of methamphetamine. Two suspects were arrested on burglary and drug charges.
- Assisted the Central District Detectives with home invasion/robbery case. The search warrant executed by BCU and Central Detectives in an apartment in Sun Prairie.
- An investigation with VCU and West District Detectives resulted in 54 items of stolen property seized. The majority of these items were connected back to burglary cases in Madison and Fitchburg.
- BCU recovered \$17,000 worth of merchandise that was being sold on Craigslist and that were stolen in a Westside burglary.
- Assisted VCU Detectives with all four homicide investigations.

Communication

Both internal and external communication about burglaries, burglary suspects and burglary prevention has improved since the implementation of the BCU. Most notably, the Burglary Task Force meetings were reenergized by the BCU and that is now a standing monthly meeting and information sharing session that is attended by a number of law enforcement agencies in Dane County and Rock County. Detectives also attended a number of neighborhood association meetings throughout the year and shared burglary trends and prevention tips with residents.

With each Detective in BCU serving as a liaison to a District, weekly meetings with their assigned Districts have helped foster effective and ongoing communication between district staff. These standing meetings are used to update the district on active BCU investigations, as well as solicit information from the district on issues that may be related to BCU investigations. Case specific information has been shared more frequently than on a weekly basis with the affected district and this should continue in 2016.

Conclusion and Future Recommendations

The effectiveness of a centralized Burglary Crime Unit has been proven throughout 2015 through not only the quantity of burglaries the team investigated and but also through the qualitative measures previously described like the improved clearance rate by arrests made. Finding ways to continuously improve our internal communication and ways to further integrate with the Districts and other specialized teams should remain goals in 2016. The team should explore ways to further delegate administrative tasks to the CIS Officer assigned or to interns to allow for more proactive work to be done. Burglary prevention work in the community should include CPTED evaluations so that property owners have additional actionable advice to work with.

Additionally, the BCU needs more assistance from uniformed teams (Gang Unit, CPT's, DCNGTF) with making the arrests of burglary suspects. At one point in 2015, BCU Detectives were looking for 21 burglary suspects from their assigned cases. Additional Officers assigned to Investigative Services to merely seek out wanted persons would greatly benefit not only BCU investigations, but also those of the VCU. Finally, an additional added Detective should be considered once the Midtown District is created. This would allow for continued equitable distribution of case assignments within the unit.

Gang Unit

The Gang Unit was staffed by five Officers and one Sergeant in 2015. Officers remained decentralized with the Sergeant working out of the Central Station. The variety in our Gang Unit's every day work was profound again in 2015 and Officers successfully continued to address emerging street gang concerns in Madison with frequent, direct and personal contacts with gang members and gang involved youth. The team began the year with the following internal goals and priorities:



- To work collaboratively within MPD and to share information on developing gang trends.
 - To assist district Officers and Detectives with the identification of victims, witnesses and suspects as well as assist with interviewing and apprehension efforts.
- To work in partnership with the VCU, BCU, SIU and CIS on various operations involving gang members and/or associates.
 - Serve as a resource during VCU and BCU investigations and operations regardless of a gang connection to the crime.
- To work with external law enforcement groups and community partners (human services, courts, schools and non-governmental organizations) to address gang violence.
 - Focus on prevention and intervention as it relates to gang involved persons.
- Plan and host training on street gangs for Law Enforcement Officers, Corrections Officials and Social Service Providers.
 - Training should provide those in attendance an opportunity to learn more about the street gangs and also offer practical exercises.

Department-wide Collaborative Work

The Gang Unit successfully worked with District personnel to address gang activity throughout Madison and in all five Districts. Each Officer was expected to meet with their respective District Command Staff on a weekly basis and attend a daily patrol or Detective briefing. Officers maintained regular contacts with district personnel in an effort to share information and to serve as a resource. Some examples of the team's ongoing commitment to this collaboration and commitment to assisting the Districts include:

- The Gang Unit successfully identified a new gang called "LOB." The team determined that this group has roots similar to the Fella Gang which was responsible for significant quality of life issues in Madison over the past few years. After the identification of LOB, the Gang Unit worked with our Districts, Fitchburg Police, Verona Police, the Madison Metropolitan School District and Madison Metro to investigate various disturbances involving LOB gang members.

- In September, four LOB Gang Members were arrested in a Gang Unit operation that was intended to suppress violence and hold those persons responsible for acts committed throughout the South and West Districts. To date, total of six arrests have been made, several of which involve new referrals of high-risk juvenile offenders.
- The Gang Unit disseminated a multitude of gang-related intelligence bulletins throughout the department in 2015 and supported Downtown Safety Initiative efforts with these bulletins on a weekly basis.
- Gang Unit Officers offered a great deal of flexibility in their work hours to provide districts with afternoon support or to support operational efforts during evening hours. Gang Unit Officers provided summer weekend support for scheduled DSI activities in the Central District. Officers worked two weekend days each month throughout the entire summer season.
 - On one summer evening, Officers identified and arrested a wanted gang member who was found to have a loaded handgun in his possession in a highly populated area of the District.



Collaborative Work within Investigative Services

The Gang Unit was a critical partner in a number of investigations lead by one or more of the specialized investigative teams in Investigative Services. A few examples of this support include the team’s assistance with CIS Intelligence assignments throughout the year, assisting with BCU’s “Operation Blue Door” and assisting with the VCU-led weapons offense enforcement effort. The team also played an important role in the arrest and eventual interview of a serial armed robbery suspect and gang member at the start of the year.

As stated earlier, Gang Unit Officers have participated in approximately fifteen custom notifications of confirmed gang members or gang involved individuals (including ones completed during the enforcement effort in May). Each of these identified individuals was suspected of committing or planning to commit weapon-related violence. Gang Unit Officers are also all active members of the Dane County Human Trafficking Task Force. The Unit is also actively working in close partnership with the FBI in an ongoing and widespread investigation involving Madison gang members. The investigation involves illegal drug sales, human trafficking, counterfeiting and other fraud, and illegal arms trafficking.

Collaborative Work with External Partners

The Gang Unit scheduled and led nine area-wide gang meetings by the end of 2015. These meetings are routinely attended by representatives from surrounding law enforcement agencies, to include US Probation/Pretrial, FBI, Middleton PD, Fitchburg PD, Dane County SO, Sauk Co SO, Lake Delton PD, Janesville PD, and Beloit PD. Meetings have also been regularly attended by non-law enforcement representatives from partners such as Dane County Human Services, WI DOC (Adult and Juvenile), Madison Metropolitan School District, Verona Area Schools, Mentoring Positives, Dane County Juvenile Court, Youth Services of Southern WI, Orion Group Home, Mentoring Positives, and Operation Fresh Start. These routine meetings have proven to be instrumental in maintaining relationships with our key partners and with information sharing about emerging gang issues and certain problem individuals. Gang Unit Officers are

also expected to have regular contacts with community partners and each hold a liaison position to various organizations.

Training Hosted in August

The Gang Unit planned and hosted a two day regional training on August 10-11th at the MPD Training Center. The event was very well attended and a variety of agencies from both government and non-governmental organizations were represented. Training topics included Human Trafficking & Gangs, Gangs in Pop Culture, Building and Sustaining Relationships with Gang Members, The Evolution from Friends to Cliques to Gangs and Collaborative Efforts to Address Gang-Involved Youth. The training also included practical scenario exercises and a neighborhood excursion to Penn Park and Mt. Zion Church. The two days concluded with a powerful panel discussion comprised of both former gang members and victims of gang violence. The feedback received from participants was overwhelmingly positive. Several of the Gang Officers have since presented similar material at various other trainings throughout the state.



Gang Unit Conclusion and Future Recommendations

The Gang Unit had a very successful year in 2015. The team served as a valuable resource to each investigative team, to the Districts and to the community. The decentralized structure of the team serves the Districts well and should continue in the years ahead. After the success of the regional training, a similar training should be planned for 2017, since WI DOJ will be hosting a state-wide training with similar topics in 2016.

Data collection should be a focus in 2016. Adding an Intelligence Officer position to the Gang Unit should be considered. There is an enormous amount of gang information that needs to be recorded and placed in LERMS so that it can be more readily shared with all MPD Officers. Absent the addition of a dedicated Intelligence Officer, the Gang Unit will need to share this workload between the Officers currently assigned to the team which has proven to be difficult due to the demands for them to be out in the field.

Criminal Intelligence Section

The Criminal Intelligence Section or CIS remains staffed by three Intelligence Officers, three Crime Analysts and one Sergeant. The Criminal Intelligence Section endured a number of changes in 2015 with two of the assigned Officers being assigned directly to the VCU and BCU and the Crime Analysts decentralizing and spending time in each of the five districts. Despite the challenges that structure changes can create, the team maintained its customer focus and worked to improve information sharing and improve internal processes. The team focused on the following goals and priorities for 2015:

- To continue to provide investigative support, criminal intelligence and analysis to all department members.
 - Documenting meeting notes and certain tasks.
 - Defining and prioritizing Officer and Analyst roles and responsibilities based on current resources and the expectations from Investigative Services and the Department.

- Implementing an internal CIS “campaign” to assist with communication and managing workload.
- Implementation of a new RFI form (request for information form)
- Create CIS SharePoint site listing resources and how-to’s for Officers, Detectives and Command Staff.
- Provide training to Officers and Detectives to assist with minimum competencies.
- Continue organizing and cataloging (ACISS) of high priority crimes from VCU and BCU by case type, including case summaries, associates, etc.
- Continue to analyze collected information to provide tactical and/or strategic intelligence on the existence, identities, and capabilities of criminal suspects and to further crime prevention and enforcement objectives/priorities identified by MPD.
- Continue Command Post Support
- Continue ACCISS and E-Time Administrator roles as well as liaison positions to WSIC, CORE, CART, and ICAC.
 - Look for ways to improve all liaison roles and usages.
 - Asses our continued role in SORP.
- Measure the impact of the unit on the districts and outside agencies.
 - Establish better communications and information sharing with adjacent jurisdictions through seeking approval for SharePoint access.
 - Establish monthly face to face meetings with DCSO and WSIC analysts.
 - Continue joint intelligence efforts with internal partners through briefings and SharePoint.
- Improve intelligence and analytical software, processes and databases.
 - Continue to research software to allow CIS/Analysts to work more efficiently.
- Assess the need for additional personnel by defining unit roles, expectations and department needs.
- Establish guidelines and principles for the collection, analysis, and distribution of intelligence information.

Defining Roles within CIS and Everyday Workload

At the beginning of the year, CIS examined and defined roles through creating a “CIS Officer and Analyst Unit Duties” document. This process examined all of the current responsibilities of CIS, which includes:

- Department-wide requests and case support
- Requests from other state/federal law enforcement agencies
- Internal and external information/intelligence sharing
- Identifying and connecting people, places and things (Links, charts, timelines, etc.)
- Monitor, detect and analyze criminal activity or potential criminal activity to include, but not limited to:
 - Crime, suspicious activity, terrorism or threat analysis
 - Situational awareness, assessment reports and officer safety
 - Intelligence development
 - Criminal investigations

At the mid-year point, the Crime Analysts were decentralized as part of a pilot program which aims to better serve our Districts and encourage more use of actionable intelligence by our front line. The analysts’ decentralization required that work responsibilities be adjusted so that each analyst focused on their assigned districts.

Process and Systems Improvements

Early in the year, the “CIS Intel Officer of the Week” was eliminated as was the daily task log, after the **CIS SharePoint RFI** (Request for Information) was created. The “CIS Intel Officer of the Week” was a long standing process that would rotate the responsibility of responding to Department-wide requests to a different CIS Officer each week. This process did not always allow for the best customer service delivery. With the SharePoint RFI implementation, the process to request information has been greatly facilitated, and CIS members have found it easier to document, manage, prioritize and delegate assignments.

The CIS SharePoint site also was improved in 2015 and now lists resources and documents, links the Request for Info (RFI) form and displays the active RFI log – now all Department members can see CIS assignments and responsibilities. The CIS SharePoint site has received very positive feedback internally. Department members have used the various CIS site resources and RFI’s on a number of occasions during the year. Improvements to this site will continue to be made, including more investigative how-to’s and training videos.

Criminal Intelligence Section (CIS)	
Request for information - Use Request for Information Form (Immediate requests call 266-4901)	
CIS contact info/intel sharing - PD CIS/266-4901	
Sergeant Dave Meinert	266-6219
CIS Officer Trish Drury	267-8607
CIS Officer Norra Prohaska	266-4145
CIS Officer Amy Bramlett	267-8600
Crime Analyst Brayton Grinnell	228-3493
Crime Analyst Caleb Klebig	209-5135
Crime Analyst Tom Scholten	279-3647

In order to improve our effectiveness in Major Case Command Posts and increase learning opportunities for Patrol Officers, CIS created a cadre of “Investigative Support Officers”. CIS received interest from 33 Officers who wanted to be trained in a variety of investigative support roles such as:

- Maintaining the Command Post Log
- Keeping the Command Post Assignment Log
- Completing backgrounds on suspects, victims and witnesses
- Compiling photo line-ups
- Organizing the tip log
- Answering the phone in the Command Post

CIS Officers planned a few days of training for all 33 Officers and within two days following a training session, a homicide occurred. During this investigation, two of the newly trained Investigative Support Officers assisted and the value of the newly created positions was immediately realized. With the Investigative Support Officers helping with administrative duties, more time is available for the CIS Officers to analyze incoming information or conduct more extensive backgrounds on those involved for Detectives. The process for Investigative Support Officers will reoccur annually. This will ensure that Officers are kept up to date with the necessary training and so that every MPD Officer has a reoccurring opportunity to participate.

To balance Analyst workload and better fulfill the increasing internal demand for cell phone analysis, Analyst Scholten was trained and is now able to assist with cell phone analysis. This has the other Analysts’ focus on the more extensive cell requests.

After several months and numerous planning meetings, CIS initiated and ultimately completed the contract to purchase BAIR Analytics. CIS aims to train personnel and implement this software department-wide by the end of the first quarter of 2016.

Noteworthy Accomplishments

Listed below are a few of the noteworthy accomplishments from 2015:

- CIS personnel participated in every Major Case Command Post this year and helped link, identify, and/or locate a variety of involved persons or potential witnesses in each of the cases.
 - These cases have required extensive follow-up or other CIS work products such as timelines, link charts, complete work-ups or cell phone analysis.
- CIS continued with their liaison roles, working closely with WSIC, CART and CORE
- Important administrative services to the Department continued, i.e. ACISS, eTime, Clear, eTrace, WIJIS and MOCIC.
- CIS assisted several outside municipal, state and federal agencies with investigations and information sharing requests.
- CIS is currently working on a number of other initiatives such as a social media SOP and criminal information sharing SOP.
- The SIU Intelligence Officer position (Officer Nick Ryan) worked closely with CIS and attended a majority of the team meetings. Officer Ryan assisted in Major Case Command Posts and was assigned other CIS tasks throughout the year.

Conclusion and Future Recommendations

CIS staff members were able to implement a number of process improvements in 2015 related to information sharing and the request submittal process. CIS is continuing to adapt with changes in Officer assignments (VCU and BCU) and Analyst assignments. These assignments should be assessed further in 2016 to ensure they are as efficient and effective as intended. Effective communication within CIS should continue to be a priority in 2016. CIS must also continue to look for ways to stay true to the mission of gathering and analyzing information in order to provide tactical or strategic intelligence to the Department on the existence, identities and capabilities of criminal suspects and to further our crime prevention and enforcement objectives.

As stated earlier, an additional Intelligence Officer should be considered to assist the Gang Unit with data collection. Additional Analyst positions should also be considered. Additional Analysts could help to better address the increased demand for cell phone analysis and the increasing need for routine, day-to-day crime analysis and identification of emerging problems in each police district.

Criminal Intake Unit

The Criminal Intake Unit or CIU was staffed by four Detectives again in 2015. There were a total of 4,698 criminal intakes reviewed by these Detectives from December 2014 to the end of November 2015. This total includes all adult and juvenile non-traffic, misdemeanor and felony crimes. Of these intakes, the following numbers were realized:

- 452 were declined by the District Attorney’s Office for various reasons.
- 627 were “at large” referrals - those where the Officer sends a PC to the OIC’s office.
 - 194 of these at large referrals eventually went to an arrest warrant
- 154 were “blue sheet arrests” or arrests after the case was submitted to the DA but before a charging decision was made.

2015 Highlights and Process Improvements

A number of process changes were made in 2015 with the assistance of CIU Detectives. The most noteworthy include:

- Assisting the incorporation of using a “Cloud” to electronically transmit and share reports between the MPD and District Attorney
- Assisting Jena Kujak with coordinating Major Case e-referral to the District Attorney. This has resulted in greater case organization and a better presented work product in our most complex and lengthy investigations.
- Assisting Jena Kujak with improving the Case Update System to District Attorney
- Incorporating “At-large” information into Share Point
- Identifying CIU’s responsibilities in the South District Restorative Court

Areas where certain problems have been identified and the team continues to plan and execute improvement strategies are:

- Juvenile “at-larges”
- Tracking of follow-up requests from the District Attorney
- Encouraging better communication between the District Attorney and the Forensic Services Unit
- Improving the quality of MPD Officers writing of PC Affidavits

CIU Conclusion and Future Recommendations

CIU Detectives had a successful year and despite being driven by a large volume of intakes to process, they were able to help incorporate a number of system improvements. These improvements are helping to ensure that we are delivering our best possible work product to the District Attorney at all times. In 2016, the team should continue to work with the District Attorney to move towards electronic juvenile referrals like what is occurring with adults. Finally, the process of updating cases with new supplemental reports and attachments should continue to be evaluated since this is still an area where issues can arise.