INTEGRATED CRIMINAL APPREHENSION PROGRAM

Program Implementation Guide

February 1978

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

U.S. DEPARTMENT OF JUSTICE

INTEGRATED CRIMINAL APPREHENSION PROGRAM
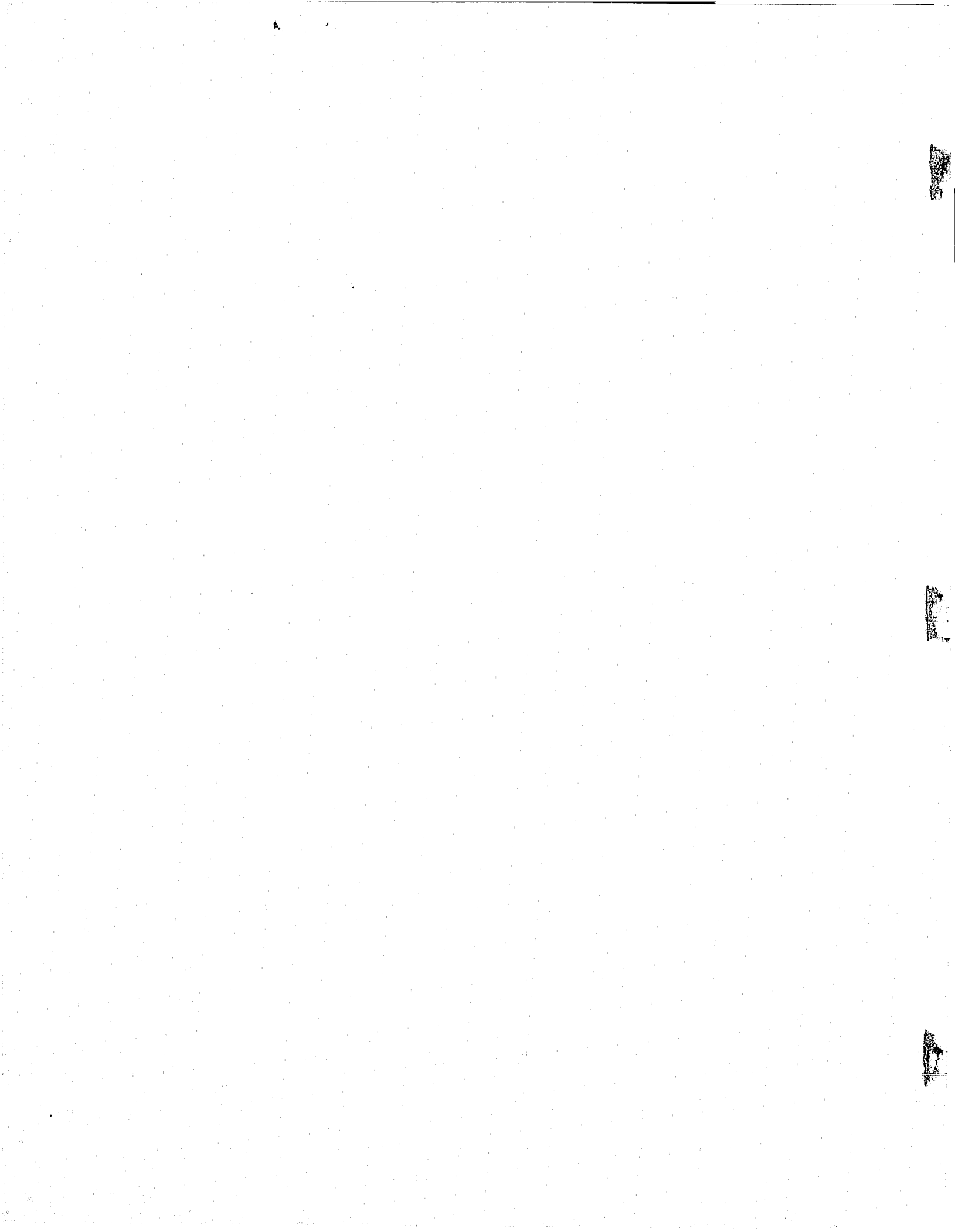
Program Implementation Guide

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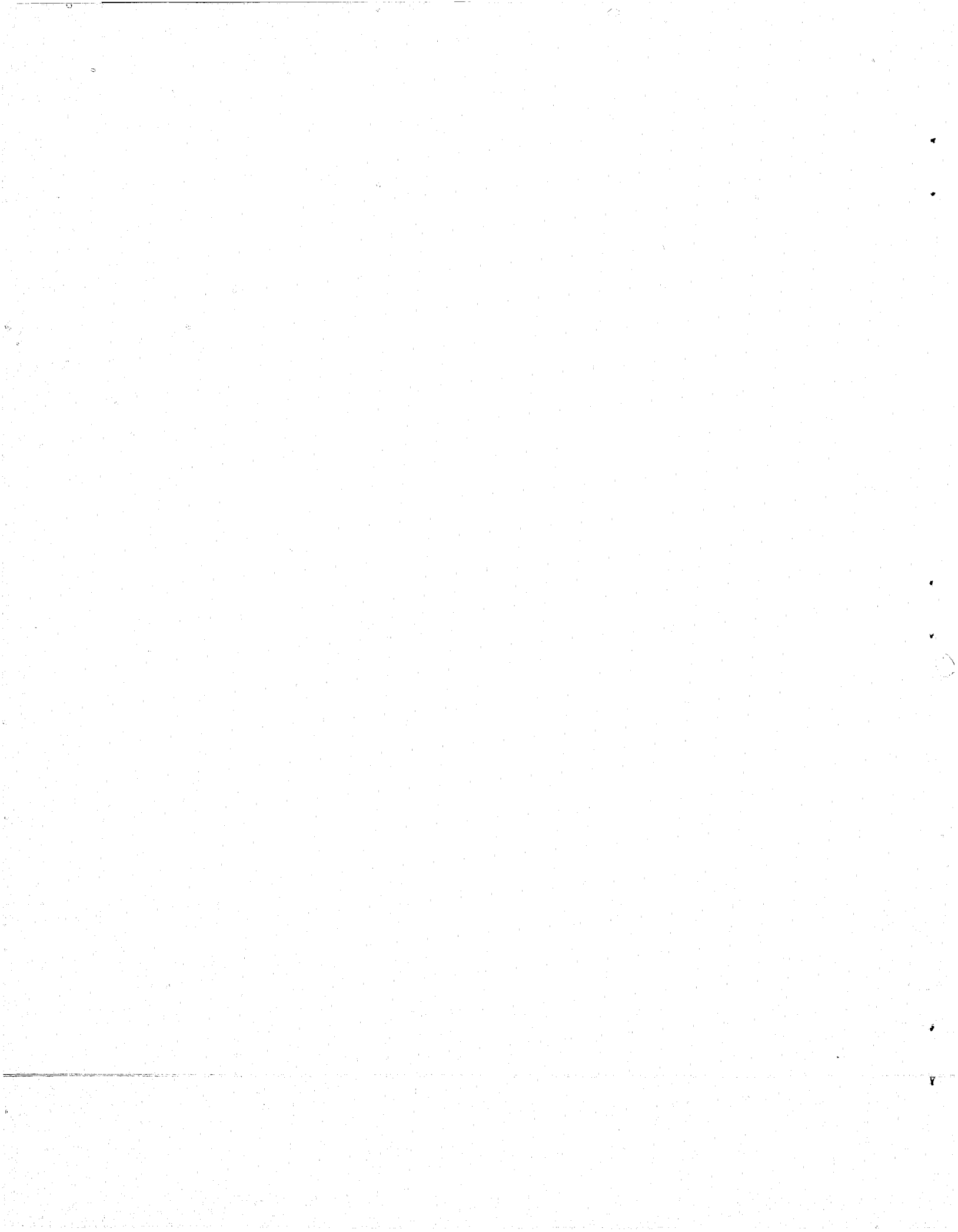WESTINGHOUSE NATIONAL ISSUES CENTER

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1. INTRODUCTION

The Integrated Criminal Apprehension Program (ICAP) represents a recently developed police service delivery concept that focuses on building a structured approach to the management and integration of police services. The program has emanated from the accumulated experience and literature developed through a number of LEAA-sponsored police programs. The unique feature of ICAP is that it provides a framework for the integration of the various police service delivery functions and support services. Further, it establishes a solid developmental base for increasing the overall effectiveness and efficiency of a police organization.

The emerging maturation of the police function has been stimulated by the growing recognition of certain key issues that have surfaced over the last decade. First, there is an apparent conflict in police goals. Recent studies have dispelled the myth that the police officer spends most of his time engaged in crime-related activities. On the contrary, it is now realized that, on the average, police officers spend only a small proportion of their available time in crime-related activities. In fact, far greater blocks of a police officer's time are consumed by activities related to crisis intervention and order maintenance. The conflict arises when one considers that police organizations place crime-related activities at the top of a goals hierarchy when most of their time is, by demand, consumed in other, non-crime-related activities. This apparent conflict has stemmed from the ever increasing pressures placed on the police to become more responsive to a multitude of community needs. The net results of such pressure have been a poorly organized concept and logic flow of the police function and an abrogation of the crime responsibility.

Second, the police have assumed an almost totally reactive style of administration and operations. This stance largely has been precipitated by constant and increasing demands for police service. Additional factors include constricting court decisions, police unionization, increased litigation, and increased political visibility. The response to this litany of pressures has been the creation of a style of policing characterized by low productivity, unstructured management of resources, and an emphasis placed more on controlling available police manpower. In addition, this reactive posture has resulted in a typical situation where crime problems have been addressed on a short-term basis through special task forces and, frequently, by poorly organized and fragmented special anticrime efforts.

Third, a proliferation of police-related programs has been developed, far too often without first obtaining insight into the range of feasible alternative solutions available to apply to a particular problem. The rush to be innovative, brought on by public pressure and the availability of Federal funds, has created both positive and negative results. On the good side, there now exists a large body of police literature and experience that can and should be integrated into the police service delivery process.

On the other hand, many programs have been developed that were competitive instead of compatible, poorly thought out instead of well-conceived, and peripheral to the police function. Thus, developmental efforts in the police area have dwelt on solutions, while backing into the analysis and decision processes that should logically occur *before* solutions are developed.

Finally, because the police role encompasses a wide range of extremely complex and involved functions, attempts to quantify specific police tasks for eventual productivity improvement have proven to be extraordinarily difficult. Most departments have attempted to meet the challenge of local austerity pressures and increased productivity by emphasizing the improvement of specific techniques and increased organizational output (such as increased arrest rates). This has been done with the hope that overall police effectiveness would thereby be enhanced. However, such attempts at quantification have served to create unrealistic and erroneous impressions of improved productivity. Moreover, they have failed to address the more significant problem of increased organizational effectiveness and efficiency.

To resolve the dilemma of police priorities and proper utilization of resources, the ICAP concept introduces a more systematic approach to the planning and integration of police service delivery. Application of the concept will result in increased effectiveness of all police services, with a primary emphasis on increasing quality arrests, case clearances, and successful prosecutions. The literature on police crisis intervention and order maintenance activities supports the conclusion that the effective integration and delivery of these services will increase the time available for other, more important activities, such as crime prevention, detection, and investigation activities.

From the foregoing discussion, it is clear that a number of steps need to be taken in the direction of a more systematic approach to the management and delivery of police services. First, the police must assume the initiative by accepting crime as a responsibility and by organizing themselves to effectively direct activities to maximize time and available resources. Second, the large number of police programs and concepts must be integrated into a logic framework, so that positive interrelationships of functions and activities can be defined, properly ordered, and effectively utilized. Finally, sound management practices must be adopted to increase the effectiveness and efficiency of police organizations while reducing, or at least stabilizing costs.

The remaining chapters present the ICAP model and provide a discussion of the purpose and logic flow of the model. Subsequent chapters also address the issue of ICAP implementation in local police departments and suggest the major considerations, planning steps, and policy issues associated with the implementation and development of the ICAP concept.

2. THE ICAP MODEL

2.1 General Applications of Police Decision Models

By definition, a model is a generic device or procedure for providing insight into the consequences of a decision. The police manager, from the chief to the patrol supervisor, is constantly faced with the need to make decisions. Primarily, these are concerned with the management of department resources to meet various demands for police service in the community. To be effective, the management of the police function requires the collection and assessment of information affecting decisions. For a majority of available manpower in a department, it is imperative that decisions regarding the utilization of patrol resources be made, at a minimum, on the basis of information reflecting:

- Workload or the demands made for patrol service.

- Manpower available to meet those demands.

- Assignment of that manpower to patrol commensurate with the workload requirements.

- Allocation of the assigned manpower to shifts in relative proportion to the occurrence of service demands.

- Distribution of manpower allocated to each shift in such a way as to relate rationally to the geographical distribution of service demands.

- Analysis of crimes occurring.

- Identification of suppressible crimes, their locations, times, and other unique characteristics of occurrence.

- Deployment tactics calculated to direct the efforts of individual officers against targeted crimes in the most effective manner.

- Evaluation and refinement of patrol efforts after an assessment of deployment tactics.

Models upon which the delivery of police services have been based generally fall into three distinct categories -- the historical/experience-based model, the evaluative-feedback-based model, and the decision-based model. The historical-experience-based model (see Figure 2-1) is characterized by:

- Informal planning and evaluation.

- Decisions based on past experience and time-honored traditions.

Although many police departments throughout the Nation still operate on a day-to-day basis using this approach, their effectiveness is minimal. The model represents a major impediment to required change and is subjected to inconsistencies caused by staff turnover.

The evaluative-feedback model (see Figure 2-2) represents a marginal improvement over the historical model in that the performance of (and need for) service delivery is influenced on the basis of empirical information such as total calls for service. This information is then fed back into the decisionmaking loop in a gross, informal manner so that overall resources are allocated more precisely to meet service demands. Although the model represents an improvement over the historical/experience model, its drawbacks are:

- Informal planning by nonoperational elements of the department.

- Informal decisionmaking, based on unstructured methods.

- An ex post facto or passive empirical perspective.

The inconsistencies brought on by staff turnover also adversely affect overall performance under this model.

The decision-based model (see Figure 2-3) represents perhaps the most effective and basic management approach to police service delivery. The need for systematic planning and analysis of information for input into the police decisionmaking process is clearly recognized. The approach is characterized by:

- Formal planning.

- Decisions based on empirical information and structured methods.

- Decision components measurable and subject to manipulation, based on feedback.

- Operational identity of analytical capacity.

- Prediction-oriented and active empirical perspective.

- Consistency of direction despite staff change.

HISTORICAL/
EXPERIENCE-
BASED
MODEL

| Need or Require-ment for police service | Decision to Provide | Provide Services | Outcome |
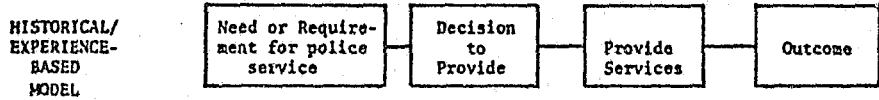
Figure 2-1. Service Delivery Based on Historical/Experience Model

EVALUATIVE-
FEEDBACK-
BASED
MODEL

| Need or Require-ment for police service | Decision to Provide | Provide Services | Outcome |

Evaluation and Feedback
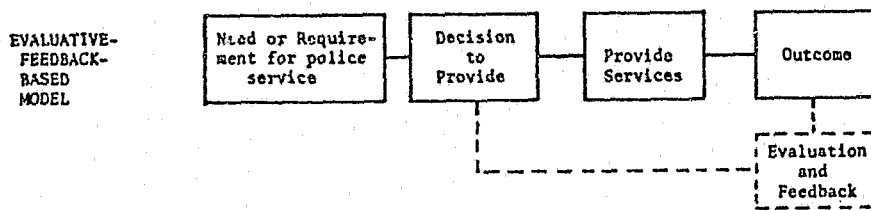
Figure 2-2. Service Delivery Based on Evaluative-Feedback Model

DECISION-
BASED
MODEL

| Need or Require-ment for police service | Systematic Planning Analysis | Decision to Provide | Provide Services | Outcome |

Evaluation and Feedback

Figure 2-3. Service Delivery Based on Formal Decision Model

2.2 Structure and Logic Flow of ICAP Model

The ICAP model builds on the decision-based model by applying linkages between the key functions of data collection, analysis, planning, and service delivery. The ICAP elements and functional logic flow of the ICAP process are depicted in Figure 2-4. Tied to this logic flow as sets, subsets, and further development of the hierarchy of service delivery management models are the great number of individual concepts, methods, and techniques that have functioned competitively and autonomously in the absence of a logical structure for their ordering and manipulation within police organizations.

One of the most important aspects of ICAP is that there is enough experience and literature in the police field about what works and does not work to support a refined model that synthesizes this knowledge. Moreover, there is no other practical way to proceed until the approach is standardized according to a basic model for decisionmaking that is:
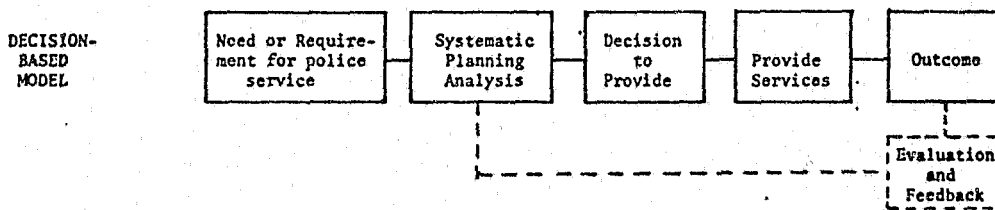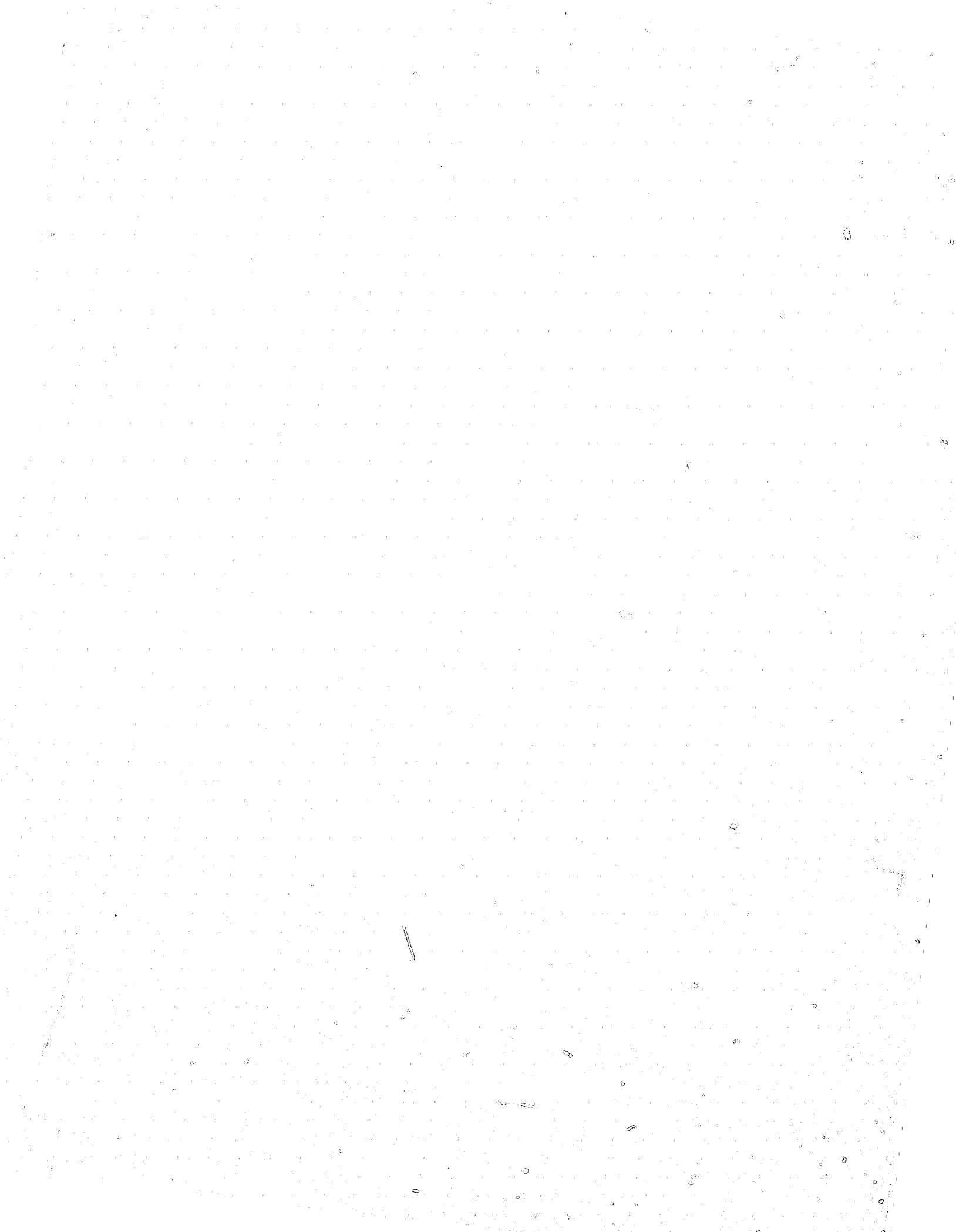
- Definable in terms of its key components.

- Measurable.

- Consistent with the literature and knowledge of police practices.

- A structure for organizing and ordering police activities.

- A fundamental structure for focusing improvement efforts.

- A diagnostic structure for allowing clear and indisputable remedial activity.

Another unique aspect of the ICAP concept is the recognition of the process that occurs in all service delivery functions. In its generic form, the process of data collection, analysis, planning, and service delivery actually occurs in every service delivery function, whether in a grossly informal way or in a highly sophisticated formal way. It is essential that one recognize that the ICAP process does occur in day-to-day operations and that it can be manipulated in a systematic, structured, empirical manner to increase results or desired outcome. Moreover, ICAP differs from previous systems approaches in that the model stresses a step-by-step decisionmaking process for directing field activities. Previous systems approaches offered a broad range of randomly and diffusely directed solutions without substantiating their value through a systematic planning process. Lacking a structure for organizing their concepts,

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┌──────────────────┐      ┌────────────┐      ┌────────────┐      ┌──────────────────┐
│ DATA COLLECTION  │ ───▶ │  ANALYSIS  │ ───▶ │  PLANNING  │ ───▶ │ SERVICE DELIVERY │
└──────────────────┘      └────────────┘      └────────────┘      └──────────────────┘
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                              ┌────────────┐
                              │  FEEDBACK  │
                              └────────────┘
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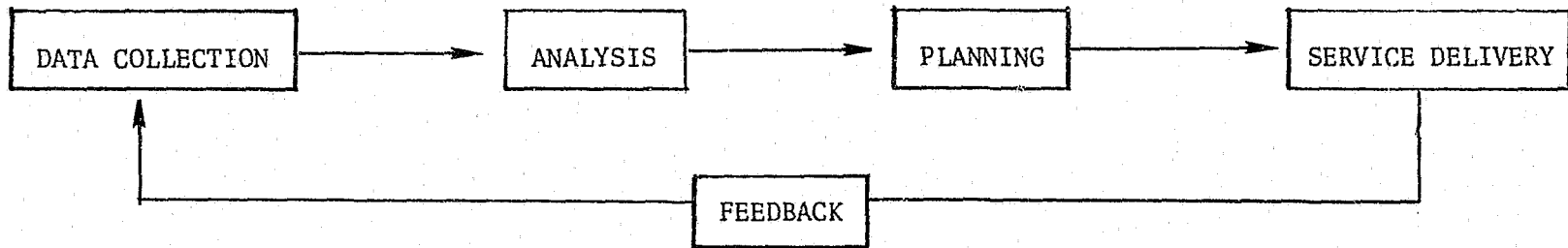
Figure 2-4.   ICAP Model -- Functional Logic Flow

previous approaches failed to provide the guidance that is needed. ICAP implementation, on the other hand, requires an incremental development process that uses information collected and generated by field elements as input through analysis into the decisionmaking process for service delivery.

The following paragraphs provide a discussion of each of the key components of the ICAP model.

2.2.1 Data Collection

Generally speaking, a police manager can improve his problemsolving and decisionmaking skills by using information efficiently. Because information is the raw material with which police managers work, the most effective way to improve police managerial performance is to improve the use of information. Since the ICAP concept focuses on the analysis of information to enhance the quality and types of decisions concerning police service delivery, the reference here is to information of an operational rather than administrative nature. Hence, the data collection component of the ICAP model is concerned with the collection and ordering of information generated by department field elements such as patrol, investigation, traffic, juvenile, warrant service, and intelligence units.

The following represents a comprehensive list of various information sources that should be available within a department:

- Reports:

  - Offense -- Criminal Incidents.
  - Miscellaneous Incident -- Noncriminal incidents of significance.
  - Vehicle -- Stolen, recovered, impounded.
  - Property -- Stolen, recovered, lost, and brought into the department custody.
  - Supplementary -- Supplemental to any other report.
  - Arrest -- Physical arrest and custody.
  - Traffic Accident -- Vehicle accidents.
  - Traffic Citations -- Traffic offenses.
  - Field Interrogation -- Field contact with suspicious persons.

- Others:

  - Dispatch Card -- Communications activity record.
  - Daily Report -- "Newsletter" of significant occurrences.
  - Officer's Daily Report -- Recapitulation of an officer's daily activities.

- Investigator's Activity Report -- Recapitulation of an investigator's activities.
- Supervisor's Daily Report -- Recapitulation of a supervisor's daily activities.

The records management function in a police department is responsible primarily for the systematic control of department records from creation through storage and maintenance to final case disposition. As such, the records division is viewed as performing an essentially archival, support function through the following activities:

- Receiving and verifying all reports.

- Extracting data that are needed for submission of various periodic reports (i.e., Uniform Crime Report), and for input into departmentwide computerized information systems.

- Distributing internal, courts, and prosecutive copies of department reports, as required.

- Indexing and filing of agency copies of all reports.

- Processing requests (internal and external) for information pertaining to investigative and other police services.

- Maintenance of department files, ledgers, and reports.

A critical element in the ICAP process is report review. This activity provides a quality control program to ensure that the department's field reporting system is functioning properly and that all of the necessary processes and procedures are carried out as intended. Normally, the function is performed by field supervisors or by a separate unit within the organization. The overall review process should include the following:

- Editing of Reports -- To check the accuracy, reporting procedure, reliability, and adequacy of information reported.

- Review of Contents -- To ensure that not only all of the data gathered are entered on the form, but that the report is complete in terms of the various uses (i.e., analysis, investigations), and that the information reported is logical and clearly presented.

• Adherence to the Report Flow Process -- To
  ensure that the flow of information concerning
  an event has been accomplished and there is a
  disposition properly associated with each event,
  either by initial field investigation or followup
  investigation.

2.2.2 Analysis

By definition, analysis is a step in the ICAP process in which in-
formation derived from the data collection phase is subjected to review to
identify significant facts and derive conclusions. For purposes of ICAP
implementation, three types of analysis are identified:

• Crime analysis.

• Operations analysis.

• Intelligence analysis.

It is important to note that the term *analysis*, as used in the ICAP
context, should not be confused with the term *planning*. On the contrary,
the analysis functions described in the following paragraphs are intend-
ed to be placed within the particular division by which the information
derived from analysis will be used in day-to-day operations. This is in
stark contrast with the traditional police concept of a planning and
analysis function that is placed organizationally within the administra-
tive bureau or command section, and focuses more on short- and long-
term planning for overall systems improvement.

In a broad sense, the combined functions of crime analysis, intelli-
gence analysis, and operations analysis occupy an integral part of the
decisionmaking process for allocation and deployment of resources. To-
gether, they provide the essential information input for both strategic
and tactical decisions made by police commanders and managers at all
levels of the organization. Inasmuch as their particular applications
will be described in subsequent discussions of the planning and service
delivery stages of the ICAP model, it is critical at this point that the
reader be able to differentiate between the three types of analysis
functions, and gain a sense of their purpose in the police decisionmaking
process.

The *crime analysis* function is defined as a set of systematic,
analytical processes directed at providing timely and pertinent informa-
tion relative to crime patterns and trend correlations to assist operational
and administrative personnel in planning the deployment of resources for
prevention and suppression of criminal activities, in aiding the investi-
gative process, and in increasing apprehensions and clearance of cases.

Within this context, crime analysis supports a number of departmental functions, including patrol deployment, special operations and tactical units, investigations, planning and research, crime prevention, and administrative services (budgeting and program planning). Thus the basic applications of crime analysis are to:

- Identify evolving or existent crime patterns.

- Increase the number of cases cleared by arrest.

- Provide investigative leads for investigations.

- Establish operational data for patrol planning and deployment of special operation units.

- Furnish support data to crime prevention activities.

- Furnish crime trend data for input into overall department planning, targeting, and budgeting.

The *intelligence analysis* function is defined as the systematic collection, evaluation, analysis, integration, and dissemination of information on criminals, especially related to their associations and their identification with criminal activity of an organized nature. As such, intelligence analysis focuses on organized crime which includes major rackets controlled by a syndicated organization, auto theft rings, credit card operations, land swindles, and other ad hoc criminal organizations. The distinction between syndicated and ad hoc organizations is presented simply to indicate that the intelligence analyst focuses on both types of activities, rather than just organized crime associated with syndicated enterprises.

The intelligence analysis function is applied to three main areas. First, the analyst builds a base of information about assigned areas of criminal activity. Second, the analyst responds to requests from investigators for immediate assistance on their particular investigation -- a function normally termed *tactical* intelligence. Third, the analyst produces reports, either as requested or self-initiated, that explore a particular area of criminal activity in depth -- an activity normally called *strategic* intelligence analysis.

Crime analysis and intelligence analysis both employ the same set of systemic processes. These processes are:

- Collection.

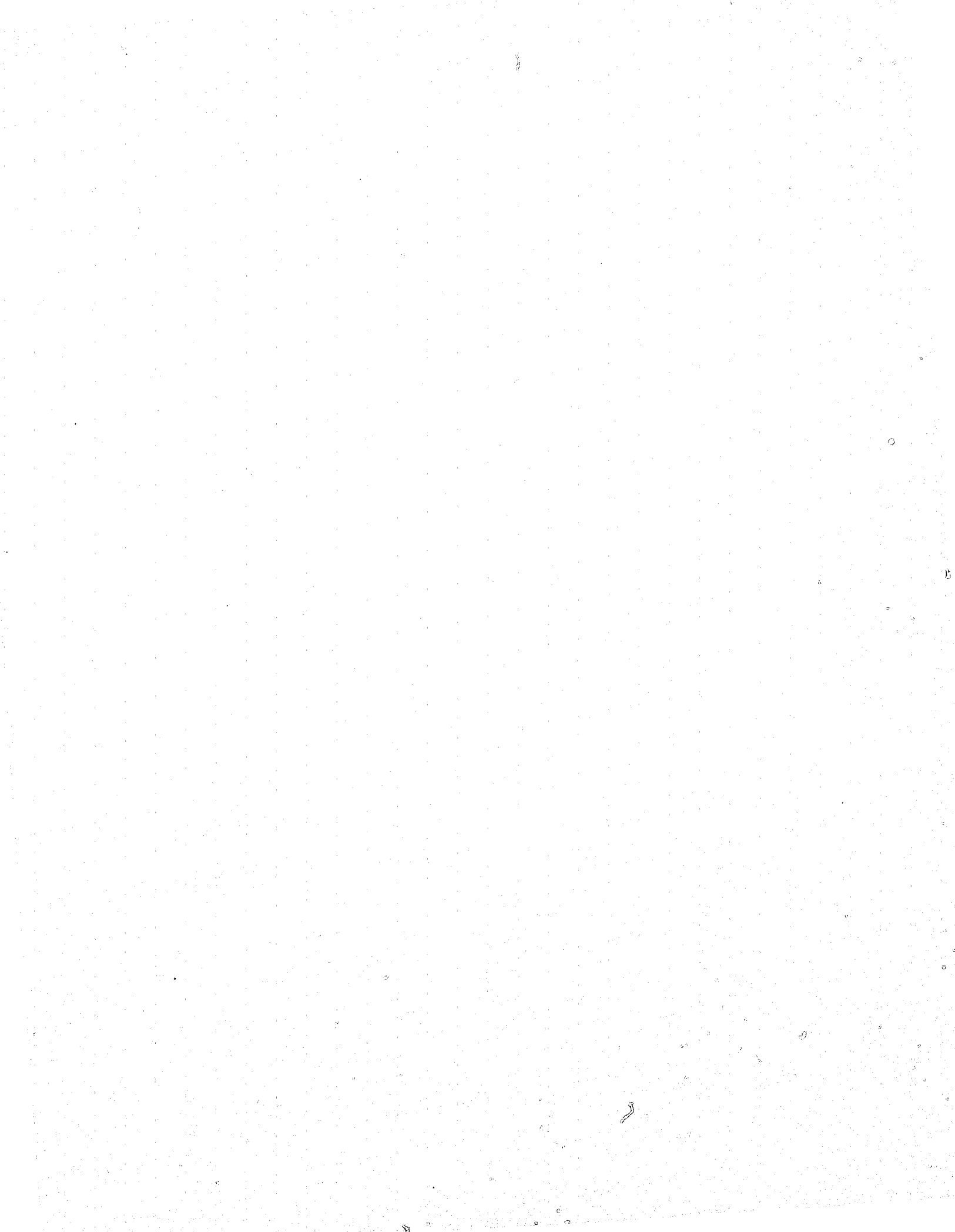- Collation.

- Analysis.

- Dissemination.

- Feedback.

Both systems are closed-loop in that each requires the users of information derived from analysis to provide continuous feedback into the system, either formally through reports channeled into the data collection stage, or informally through continuous dialogue with the analysts. This feedback ensures that the products made available to users are timely and useful. Further, it provides the analyst with an opportunity to influence the accuracy and flow of information into the overall analysis process.

The major difference between the two analysis functions is that crime analysis focuses on the correlation of certain elements of a crime and intelligence analysis keys on names of individuals and organizations. Thus, crime analysis attempts to tie a link between such elements as suspect description and modus operandi with a series of offenses, whereas intelligence analysis attempts to develop information and establish links between known or suspected criminals and other suspected criminals or organizations. However, both functions focus on the criminal element, and the information derived from each process can be used as input into both strategic and tactical decisionmaking. Figure 2-5 provides a schematic diagram of the processes involved in both crime and intelligence analysis.

Operational analysis can be defined as the analytic study of police service delivery problems, undertaken to provide commanders and police managers with a scientific basis for a decision or action to improve operations or deployment of resources. Operations analysis provides essential information to those in the department who exercise authority over the planning, direction, and control of tasks and associated functions essential to the conduct of police operations.

As mentioned previously, decisions concerning allocation and deployment should be made, at a minimum, on the basis of:

- Information reflecting workload or the demands
  made for police service.

- Manpower available to meet these demands.

- Assignment of resources.

- Distribution of the patrol force.

- Other related factors.

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┌──────────────┐      ┌──────────────┐      ┌──────────────┐      ┌──────────────┐
│ DATA         │      │              │      │              │      │              │
│ COLLECTION   │ ───▶ │  COLLATION   │ ───▶ │  ANALYSIS    │ ───▶ │ DISSEMINATION│
└──────────────┘      └──────────────┘      └──────────────┘      └──────────────┘
      ▲                                                                    │
      │                        FEEDBACK                                    │
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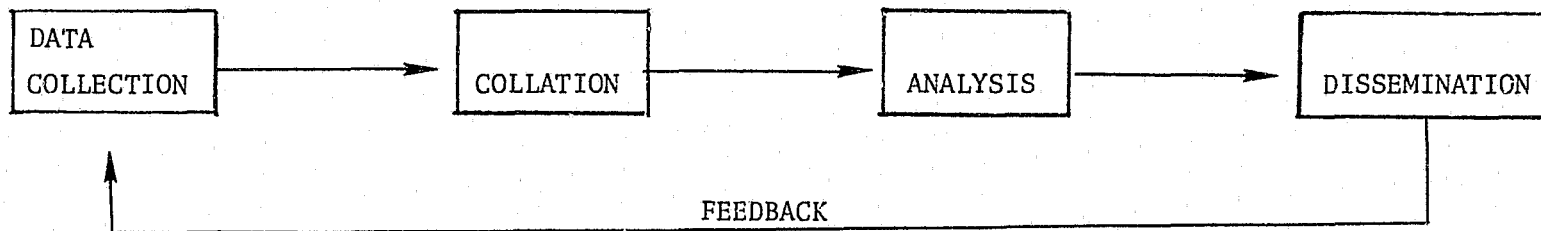
CRIME ANALYSIS SOURCES:

- Offense Reports
- Supplementary Reports
- Arrest Reports
- Incident Reports
- Field Interrogation Reports
- Outside Sources (Parole and
  Probation Reports, DMU, etc.)

INTELLIGENCE ANALYSIS SOURCES:

- Informants
- Investigators
- Federal Agencies
- Department Field Reports
- Other Law Enforcement Agencies
- Public Records
- Newspapers
- Business Records

Figure 2-5.   Basic Crime and Intelligence Analysis Processes -- Functional Flow

Operations analysis provides this essential information by monitoring the entire police service delivery process. Using information generated (i.e., calls-for-service, average response times, etc.), together with other inputs (such as information on criminal activity), operations analysis disseminates the information to commanders and managers responsible for making decisions concerning allocation and deployment of police resources. Thus, operations analysis is similar to both crime and intelligence analysis in that it develops information for input into strategic decisionmaking (Chief of police, Deputy Chief, Operations, etc) and tactical decisionmaking (patrol lieutenant or sergeant, investigative team leader, etc).

2.2.3 Planning

The term *planning*, as used in the ICAP concept, connotes a structured approach to police decisionmaking. With its emphasis on operational decisionmaking at all levels of the department, the ICAP approach is distinctly different from the traditional planning and research function. The latter is required to handle a variety of other important supportive and evaluative activities. Rather, ICAP planning requires that the police adopt a more structured, formalized management model for making police service delivery decisions that rely on information inputs from a variety of sources. In effect, managers assume an active role in the planning process, rather than focusing their attention primarily on direct supervision. (See Tables 2-1 and 2-2 for definitions of roles and principles.)

There are two types of decisions integral to the ICAP process -- strategic decisions and tactical decisions. Strategic decisions are more policy oriented and are generally made at the higher levels of the department organization. For example, a policy decision such as allocation of resources ultimately defines the department's response to crime, its distribution, and long-term police service delivery problems. This requires periodic analysis of the total police service delivery operation as viewed by the operations analysis function. Thus, strategic decisions identify the organizational parameters and structural framework for subsequent decisions concerning the deployment and utilization of department resources.

Tactical decisions are generally concerned with deployment or the management of allocated resources by location and activity in response to short-term, service delivery oriented situations. Tactical decisions are made on the basis of information inputs from the crime, intelligence, and operations analysis functions. The inputs from these sources are used to support the deployment of patrol, investigative, crime prevention, and special operations units. The ICAP concept emphasizes the fact that deployment decisions should be developed through a structured, integrated, planning and decisionmaking process. Thus, the department's tactical response to police service delivery can be focused and coordinated and the effectiveness of resources maximized.

TABLE 2-1

ICAP Role Definitions

POLICE COMMANDER

ORDERS DISPOSITION OF RESOURCES AS A RESULT OF INFORMATION

GATHERING, ANALYSIS, AND DECISIONMAKING

POLICE MANAGER

IMPLEMENTS COMMAND DECISIONS. PROVIDES FOR THE BEST MIX OF

RESOURCES DEPLOYMENT TO MEET THE CURRENT SITUATION:

- Crime Situation

- Crisis Intervention

- Order Maintenance

TABLE 2-2

Some Basic ICAP Principles

- ESTABLISH INFORMATION-GATHERING MECHANISMS TO EFFECTIVELY RECORD DEPARTMENT'S FIELD ACTIVITIES

- MAINTAIN A FLOW OF TIMELY, PERTINENT INFORMATION TO DECISIONMAKERS AT ALL LEVELS

- PROVIDE ANALYSIS SUPPORT TO ASSIST DECISIONMAKERS:

    - Crime Analysis

    - Intelligence Analysis

    - Operations Analysis

- ENSURE A FLOW OF INFORMATION TO MANAGERS IN THE FIELD SO THEY CAN:

    - Manage the Department's Response to a Given Situation

    - Effectively Deploy Resources to Meet the Current Criminal Situation

The strategic and tactical decisions incorporated into the ICAP concept -- whether made in a short-term or long-term situation -- should be formed on the basis of a general organizational sense of purpose. This requirement involves constant recognition of opportunities to provide a structured approach to police decisionmaking in several areas.

Organizational goals and objectives establish the general framework in which the police commander or manager makes decisions. He should seek clear statements of department objectives, subobjectives, and internal policies regarding what is expected of him in terms of service delivery, patrol, crime control, and investigations. Department objectives and policies should be clearly stated and well thought out so as to be easily understood. He should also recognize that department objectives set at all levels of the organization are derived from two general areas:

- Results expected to come from a decision.

- Resources available for use in carrying out a decision.

Every decision then becomes a transaction of this sort: A police manager uses some of his resources to get something done. Consequently, objectives are the guidelines to be followed in the use of available resources and the achievement of results.

Priorities are the other essential basis for police decisionmaking. Essentiallly, priorities reflect the degree of importance given to problems or situations, and assist the decisionmaker in selecting an appropriate course of action. The establishment of department priorities should be made at the highest levels of the command structure. For example, since communications is a tool by which a department establishes a link between command and control of day-to-day service delivery, it is imperative that incoming calls-for-service be prioritized so that an *appropriate* department response can be ordered.

2.2.4 Service Delivery

Some examples of hypothetical situations that could occur during an 8-hour tour of duty for a two-man patrol car serve to illustrate the complexities of police operations and the apparent difficulty encountered in attempting to define police service delivery:

- Quiet a neighborhood disturbance caused by a
  group of youths playing street hockey in the
  middle of a residential neighborhood.

- Take a report concerning a burglary that ostensibly
  occurred over the last 3 days while the occupants
  of the household were away on vacation.

- Perform vacant house checks.

- Issue a traffic citation for failure to stop at an intersection.

- Respond to a brush fire reported next to local high school -- direct traffic.

- Respond to the scene of the first radio run and again disperse group of noisy youths congregating on street corner.

- Investigate an incident involving a larceny of a CB radio and hub caps from a car parked in the municipal parking lot.

- Investigate suspicious activity at one of the vacant houses adjacent to the lake.

- Respond to a family dispute -- transport an injured party to the hospital.

These examples of police service delivery reflect only those activities related to the patrol function. In fact, most of the literature dealing with police service delivery is restricted to a point of view that equates the patrol function with police service delivery.

Under the ICAP concept, the term police service delivery includes all activities performed in a department that ultimately result in some form of police service provided to the community. Thus, although the department's patrol function provides direct, 24-hour services, other departmental functions and activities -- investigations, traffic, crime prevention, and community services -- also provide services either directly (such as in crime prevention) or indirectly (such as in investigations). The key issue addressed by the ICAP concept is that police service delivery activities, although performed by various departmental units, are all interrelated and their integration into the police decisionmaking process is necessary if overall departmental goals and objectives are to be achieved. In addition, those personnel responsible for making day-to-day decisions must be given a sense of overall departmental priorities, with crime-related services placed at the top of the list.

Figure 2-6 presents the principal factors and logic flow of the police service delivery process. It should be noted that police service delivery is viewed in terms of three activities -- crime-related, crisis intervention, and order maintenance -- and that the decision to provide services is influenced by a number of factors.

2-16

EVENTS AND FACTORS
REQUIRING AND
DEMANDING POLICE RESPONSE

POLICE CATEGORIZATION
- crime
- crisis
- order

FACTORS AFFECTING RESPONSE
- objectives
- environment
- resources
- communication
- analysis
- departmental priorities

MANAGEMENT DECISION
- structured
- integrated
  approach

SERVICE DELIVERY
- crime
- crisis
- order

Figure 2-6. Principal Factors in Police Service Delivery

Figure 2-7 expands upon the logic flow to reflect an overall sys emic perspective on the concept of police service delivery. Finally, figure 2-8 highlights the decisionmaking process for police activities focusing on crime.

TRAFFIC
PATROL
CID
SPECIAL OPERATIONS
SUPPORT:
    CARS, ETC.

STATUS OF
RESOURCES

TRAFFIC
PATROL
CID
STING - CUTOUT
INTELLIGENCE
CALLS-FOR-SERVICE
PRIVATE GUARDS
ALARM SYSTEMS
OTHER AGENCIES:
    FIRE
    HOSPITAL
    OTHER LAW ENFORCE-
    MENT AGENCIES

CHANGING CRIME,
PUBLIC SAFETY
ENVIRONMENT

REPORTING &
CALLS FOR
SERVICE

CRISIS
DISASTER

PATROL
CID
INTELLIGENCE
OTHER SOURCES
OTHER AGENCIES

INFORMATION
ON CURRENT
CRIMINAL
SITUATION

INTELLIGENCE
ANALYSIS

DECISION-
MAKER

CRIME
ANALYSIS

RESOURCE
ALLOCATION
DEPLOYMENT

(MANAGEMENT)
  - CRIME
  - CRISIS
  - ORDER

OPERATIONS
ANALYSIS

PATROL:
  - REACTIVE
  - PROACTIVE
TRAFFIC

CID
  - SPECIAL SQUADS
  - INVESTIGATION

SPECIAL OPERATIONS:
  - SWAT
  - HELIO
  - DOGS

STING / WARRANT SERVICE

OTHER LAW ENFORCE-
MENT AGENCIES

SUPPORT:
  - LAB
  - PHOTO
  - ETC.

FEEDBACK

Figure 2-7.   Police Service Delivery System

ENFORCEMENT

C
R
I
M
E

DECISION

ALLOCATION AND DEPLOY-

MENT OF RESOURCES

OTHER INFLUENCES

(E.G., POLITICAL)

RESOURCE

REALITIES

DETECTION

&

IDENTIFICATION

ACTIVE

INFORMATION

GATHERING

● INTELLIGENCE

PASSIVE

INFORMATION

GATHERING

● RECORDS

● FIELD REPORTS

ANALYSIS

ANALYSIS

OPERATIONS
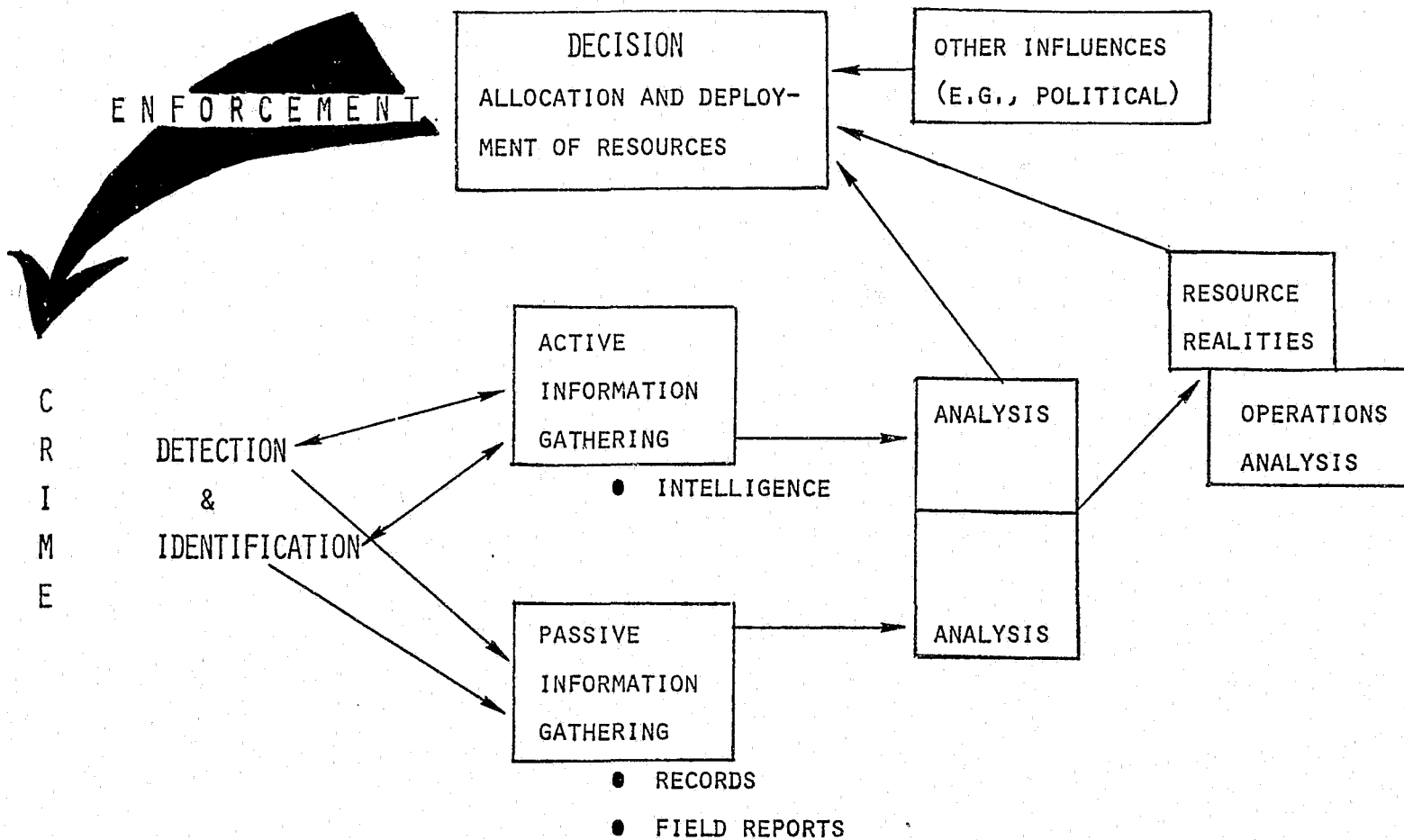
ANALYSIS

Figure 2-8. Decision Process for Providing Crime-Related Services

3. PROGRAM DEVELOPMENT

The selection of the ICAP concept for implementation in any police agency first requires a basic recognition and understanding of the program model, presented and discussed in Chapter 2. This chapter enumerates the key program components associated with ICAP implementation. Further, it identifies the various police functions, activities, and capacities that can be developed through the implementation of an ICAP program.

To establish links between analysis, structured decisionmaking, and service delivery, ICAP projects should focus their activities on the development of the following key components:

- Analysis Functions.

- Patrol Management.

- Investigations Management.

- Serious, Habitual Offender Apprehension and Prosecution Emphasis.

3.1 Analysis Functions

The three analysis functions associated with ICAP are crime analysis, intelligence analysis, and operations analysis. The following paragraphs identify the critical support activities performed in each function.

3.1.1 Crime Analysis

Although crime analysis can serve the police department in many ways, it primarily is oriented towards assisting the department in meeting the basic objectives of crime prevention and suppression, apprehension, and recovery of stolen property. A crime analysis unit (CAU) performs this function by identifying, assembling, and disseminating information concerning crime patterns and trends. Generally, the analyst focuses his or her efforts on those offenses that occur in large volumes with discernible patterns and trends, and on those offenses that the police function has demonstrated an ability to prevent or suppress through tactical unit operations.

There are two types of crime patterns that the analyst identifies and brings to the attention of the line supervisors:

- Geographic patterns.

- Similar-offense patterns.

Geographic patterns simply are concentrations of offenses in a specific geographic area. This area can be within a single patrol beat, sector, or reporting area, or it can be spread over a number of contiguous areas. The crimes that comprise the pattern may share no identifiable relationship other than geographic proximity. Upon recognition of a geographic pattern (generally through inspection of a spot map), the analyst begins to search for other relationships that may indicate patterns associated with a series of offenses.

Similar-offense patterns are comprised of offenses that appear to have been committed by the same suspect or group of suspects. The analyst discerns the similar-offense pattern by comparing a number of unique descriptors. These descriptors, or variables, include:

- Crime type.

- Object of attack.

- Suspect description.

- Suspect modus operandi.

- Suspect vehicle description.

- Physical evidence.

- Weapon description.

The existence of these crime patterns or problems is communicated to line supervisors and field personnel, both formally and informally. Informal dissemination results from the personal contact of the crime analyst with the users -- the line supervisors. Formal dissemination techniques involve the communication of information through written memoranda or reports. The crime pattern or trend information is generally transmitted in a crime-specific bulletin that identifies the pattern or trend and discusses the relationships or potential relationships among the crimes that comprise the pattern.

Crime analysis information can be used by either patrol or investigative personnel to guide deployment and assist in continued invetigations. Thus, crime analysis information can support decisionmaking in a number of key areas:

- Patrol deployment.

- Patrol investigations.

- Investigator case screening.

- Special operations deployment.

- Strategic crime targeting.

During the initial stages of ICAP implementation, participating agencies are encouraged to begin by implementing a crime analysis unit. The decision to concentrate first-year efforts on crime analysis capacity building should be made for a number of reasons:

- Crime analysis provides an excellent resource for emphasizing one of the overall goals of the ICAP program -- identification, apprehension, and successful prosecution of the serious, habitual offender.

- Crime analysis implementation establishes an organizational framework for application of the ICAP model. Since the primary objective of crime analysis is to provide information for (and thus support) operational planning and patrol deployment, the function serves to operationalize the structured decisionmaking framework for police service delivery.

- Implementation of crime analysis units has a positive influence in the improvement of operational information flow through the department, as well as improved field reporting, and central records processing of field reports.

3.1.2 Intelligence Analysis

Virtually all police agencies become involved in the process of intelligence gathering, usually to support an ongoing tactical operation or to assist some other outside law enforcement agency. The intelligence analysis function can be performed either by an intelligence unit assisted by a computer data bank in a large department or by a single officer assigned to the investigative division or patrolman in a smaller agency. Despite the range of intelligence analysis capacities available in police departments, most focus their activities on the gathering of information relating to criminals, their activities and associations. Intelligence information then is used to guide ongoing investigations and to develop operational strategies and tactics (such as anti-fencing efforts).

Although normally associated with the investigative function, intelligence information can also be gathered quite effectively by the patrol officer through routine stops, field interrogations, and regular field investigations. Thus, the patrol officer's observation of suspicious

activity and events that suggest unusual activity on his beat could very
well be information of value to the intelligence analysts.

The following steps indicate the process of intelligence analysis:

- <u>Information Collection</u> -- Involves the gather-
  ing of raw data about the activities of in-
  dividuals suspected of engaging in criminal
  acts. Overt information collection involves
  the patrol officer, investigator, and other
  department personnel who record suspicious
  activity of individuals on report forms that
  eventually go to the intelligence analyst.
  Other, overt means of information gathering
  include public trial records, license applica-
  tions, newspapers, magazine articles, commission
  hearings and many other sources routinely avail-
  able to the general public. Covert intelligence
  gathering is accomplished primarily through the
  use of physical and electronic surveillance,
  informants, and undercover agents. Usually,
  physical surveillance is initiated as a result
  of information obtained through overt means.

- <u>Information Evaluation</u> -- Involves a determina-
  tion of whether information gathered is accurate
  and/or reliable. Also within this stage, the
  analyst attempts to rank order or label each
  piece of information to indicate its value.
  This can be accomplished through color, letter,
  or number codes.

- <u>Information Collation</u> -- Involves the assembling
  and ordering of information for subsequent analysis
  and use in operations. Here, the analyst concentrates
  on establishing a file system and separates good
  information from bad information. Cross-files are
  established to enable the analyst to determine
  relationships between people, places, and events.

- <u>Information Analysis</u> -- At this point the analyst
  uses all of his available resources (files, in-
  formants, cross-files) to piece together information
  that would indicate potential criminal activity.
  Key individuals, places, events, and relationships
  with other known criminals or suspicious persons
  are all noted. The overall objective of analysis
  is to identify criminal patterns, develop correlations,

and obtain as much information as possible
so that full-scale criminal operations can be
monitored.

- **Information Dissemination** -- The results of
  analysis are usually placed in an intelligence
  report that ultimately can be used by key de-
  partment personnel for operational decision-
  making. The intelligence report summarizes
  information concerning criminal activity and
  clearly distinguishes between fact and assumption.
  Generally, the report presents conclusions about
  suspected criminal activity and presents various
  pieces of information upon which these conclusions
  have been based.

- **Feedback** -- In this stage, the analyst receives
  feedback from users of intelligence information
  concerning the validity, reliability, and use-
  fulness of the information contained in the
  intelligence report.

The important point to keep in mind about the use of intelligence
analysis in the ICAP process is that the responsibility for information
gathering rests with a number of key functions within the department. The
fact that the patrol officer is in an excellent position to gather in-
telligence information is often overlooked. In fact, if the vast resources
of the patrol division are included in the intelligence gathering process,
the intelligence analyst will find that the information gathered by the
patrol officer is often as good as information obtained by lengthy and
costly physical surveillance.

3.1.3 Operations Analysis

One of the greatest impediments to police service delivery lies in
a department's inability to manage the daily, weekly, monthly, and yearly
calls-for-service (CFS) workload. Within the ICAP program, operations
analysis involves the continuous collection and analysis of information
related to police service delivery. Ideally, operations analysis provides
information support to commanders and managers at all levels of the de-
partment so they can make informed decisions concerning the allocation,
distribution, and deployment of department resources. Whereas crime and
intelligence analysis focus on criminals and criminal activity, operations
analysis focuses on the support of strategic and tactical decisionmaking
by collecting and ordering information concerning:

- Criminal activity.

- Service demand (CFS).

- Available resources.

At the strategic level, operations analysis information supports decisions concerning the entire field operations staffing function. Moreover, this information provides the structural framework for deployment decisionmaking. These types of decisions are long-term in nature and are based upon a careful consideration of the total demand for police service delivery in a community.

At the tactical level, operations analysis supports management decisionmaking concerning the deployment of available resources by location and activity. This is undertaken in response to service delivery problems related to crime, crisis intervention, and order maintenance activities. Thus, at the tactical level, operations analysis information is combined with information derived from crime analysis. This enables the patrol manager to effectively deploy his resources for meeting all contingencies.

Information collection for input into operations analysis begins from the time a service call is received at the communications center. The principal data collection instrument for this purpose is the dispatch card which should contain the following information:

- Type and location of incident and the way in
  which it was reported.

- Principal party, or the main person connected
  with the incident.

- Miscellaneous departmental control information,
  such as the recording dispatcher, patrol officer
  assigned, officer in command of the shift or
  who will ultimately be responsible for the handling
  of the incident and adequacy of field reporting.

- Basic statistical information including a code
  that identifies the type of incident, reporting
  area of occurrence, number of officers and designa-
  tion of units responding to the incident, and the
  four benchmark times for handling the incident
  (time received, time dispatched, time arrived,
  time cleared).

To augment the information contained on the dispatch card, an officer's activity report is also used as a basis of information input into operations analysis.

The ICAP method for patrol operations analysis is based on the measurement of time consumed by three categories of activity:

- Calls-for-Service -- Those incidents generated through a request or demand for police service.

- Officer Initiated Activity -- Those activities, apart from CFS, that an officer initiates himself or herself (such as a routine field stop or an investigation of suspicious activity initiated by the officer).

- Administrative Activity -- Those activities that involve tasks of an administrative nature (such as meals, coffee break).

The rationale for a consumed-time study is one likely to appeal to most police administrators. Experience shows that using the number and types of calls for service and the number of arrests *without regard for time expended* is of little or no value. Furthermore, in practice, it is important that the theoretical base for resource decisions be demonstrable to the commanders and managers who will be required to make these decisions. Thus the department's total strength must be evaluated in terms of:

- Total service delivery requirements.

- Requirements for initial and followup investigations by field personnel.

- Scope of activity that can be assigned to patrol officers.

- Scope of activity that can be assigned to other divisions.

- Nature of duties and other requirements that result in officers being assigned to address immediate problems, such as the recognition of crime patterns or problem areas.

3.2 Patrol Management

The greatest expenditure of police efforts in response to citizen demands for service is, in its vital features, reflected in the patrol response. There are several reasons for this. First, the patrol force comprises a plurality, or more usually a majority, of the entire work force of the typical municipal police agency. Second, the major expenditure of resources takes place in the patrol area: The most vehicles, the

highest consumption of communications facilities -- in other words, the greatest allocation of department overhead. Third, the patrol force provides the most services actually delivered to the public -- greatest in number of calls responded to, widest in range of services provided, and greatest in aggregate amount of time devoted to all department elements. Finally, patrol units can and do provide most of the specialized services that are theoretically the province of other units -- the citizen in need usually seeks and, in most instances, is entirely served by patrol units.

These factors alone would justify a comprehensive effort to manage the delivery of patrol services as efficiently as possible. However, in addition to these general considerations, there are other operational imperatives for management of the patrol effort by all those concerned, especially the patrol supervisor.

Typically, most citizen encounters with the police are with patrol elements, leading to client evaluation of the entire department based on the performance of one unit or function, or even one individual officer. Emergencies and high-priority incidents are invariably handled by patrol personnel as initial response and, not infrequently, as the only response. In addition, the work of specialized service elements largely depends on information and assistance from the patrol force. For example, the quality and thoroughness of the patrol officer's preliminary investigation is likely to be the prime determinant of successful investigative follow-ups. Thus, because patrol has the largest portion of department resources and because it contributes by far the most to meeting department objectives, *small increases in patrol efficiency and effectiveness promise to provide the most significant operational gains* for the police department.

Discussions of patrol objectives generally center on crime prevention and apprehension of the offender. These generalities do not account for the complexity of the patrol operation. More importantly, developing more effective patrol strategies requires the patrol supervisor to examine the full scope of patrol activities and responsibilities so that there will be enough time at the right time for crime-directed activities.

On the other hand, an examination of the full range of patrol responsibilities enables the patrol supervisor to identify duties for which he is responsible that are not strictly related to crime control. These include:

- Aiding those in danger of physical harm (this can include harm threatened by fire, natural disaster, as well as criminal attack).

- Protecting constitutional guarantees, such as the right to free speech or assembly.

- Facilitating the movement of people and vehicles.

- Assisting those who cannot care for themselves:
  The intoxicated, the addicted, the mentally ill,
  the physically disabled, the old, and the young.

- Resolving conflict, whether it be between indivi-
  duals, groups of individuals, or individuals and
  their government.

- Identifying problems that have the potential for
  becoming more serious problems for the individual
  citizen, for the police, or for the government.

These responsibilities reflect the realities of the police mission and
mandate that the patrol supervisor's crime control planning must be closely
integrated with his planning and implementation of tactics designed to
address these parallel responsibilities.

3.2.1 Analysis Support of Patrol Decisionmaking

As has been discussed, patrol is both the chief user and principal
supplier of analysis information. As a user group, patrol should receive
information both from the crime analysis and operations analysis units.
Crime pattern bulletins, operations reports, or patrol area activity
summaries should be routinely available to patrol decisionmakers. This
information then is used by patrol commanders and supervisors to deploy
their resources according to various tactics based on the analysis data.
As the principal supplier of crime analysis information, patrol records
the results of preliminary and follow-through investigations on the
various field reporting forms. The crime analysis unit receives these
reports daily from the records section and uses the information contained
in them to perform the analysis function. As the principal responder to
calls for service, patrol's record of time consumed on various activities
becomes the major information input to operations analysis. The results
of operations analysis, in the form of activity breakdowns and potential
time utilization become an essential ingredient in decisions regarding
patrol time utilization.

The analysis process and products serve the patrol supervisor by
defining the crime and service problems that exist in his time and geographic
area of responsibility. Analysis provides information to aid him in making
decisions about when, where, and against what types of crime targets he
should deploy his personnel. Without crime analysis, patrol supervisors
and field officers can only be aware of those incidents that they observe
or of which they learn through discussions with other officers.

3.2.2 Integrating Patrol Assignments

The patrol supervisor seldom has the luxury of confronting only one problem of police concern within the several beat areas under his immediate supervision. More often, he must address overlapping crime, service, traffic, and community relations issues simultaneously. Effective implementation of patrol plans requires that the strategy designed to attack any single problem must be effectively integrated with all other strategies being implemented within the supervisor's patrol area. Similarly, the response and directed-patrol assignments of individual patrol officers in the supervisor's command must be clearly defined and integrated so that all responsibilities are properly met in the most efficient and effective manner.

To accomplish this integration process the patrol commander or supervisor should prepare a listing of tasks that must be accomplished by sector or watch personnel. Once a complete listing of tasks has been accomplished, they should be organized into common themes, such as:

- Community Information -- Efforts to convey information to the community about specific problems, protective or risk reduction actions, or specific police practices.

- Community Organization -- Efforts to organize neighborhoods or groups to better protect themselves and attack the problems faced by their community, or to enlist the support of citizens to join with the police in a concerted attack on specific problems of mutual concern.

- Tactical Deployments -- Specific patrolling assignments designed to accomplish an immediate detection, deterrent, or interception objective, or to alleviate specific fears or concerns in a neighborhood.

- Processing Activities -- Specific actions (such as area searches, investigative techniques, victim services) that are to be executed after a targeted crime has occurred.

- Information Support Activities -- Any activities required to generate the necessary information to drive or guide the accomplishment of the directed-patrol tactics. (The patrol supervisor should make maximum use of available department information sources, such as crime analysis, even though he may find it necessary to supplement these centralized services with his own information.)

By organizing in this manner, the supervisor can identify common target groups or tactics so that a specific assignment can be made in the most efficient manner, and the best choice can be made of individuals and resources to accomplish the particular tactic.

Next, it is necessary to establish a schedule for task execution that clearly defines officer responsibilities in executing patrol's responsibility for response and directed activities. This schedule should define:

- The required number of response units for each time segment the patrol supervisor and his personnel will be working.

- The optimal locations and activities for response units in the periods between calls-for-service.

- The best time and methods for accomplishing those administrative tasks mandated by the department, given the realities and objectives of patrol.

- The day, time, location, mannings, and patterns for implementing tactical patrol activities.

- The optimal time, location, and methods for performing nontactical, directed patrol activities.

- The time and personnel necessary to effectively monitor and evaluate tactic implementation, and to engage in ongoing planning to identify and respond to changing crime and service problems.

- The optimal time to relieve personnel for meals and relaxation.

3.2.3 Managing the Patrol Workload

The purpose of operations analysis is generally considered to be a determination of overall patrol manpower needs and then distributing the resultant workforce in proportion to the workload. As noted previously, clearly this should be accomplished according to time (that is, onto shifts in such a way that the manpower available during a given hour relates reasonably to the total work requirements during that hour) and by area (that is, that the individual patrol sectors are assigned patrol officers in some reasonable relation to the geographic distribution of service demands). Before a supervisor undertakes the task of deploying available manpower according to problems identified by crime analysis, he must first be assured that the expected level of calls-for-service demand in his area is properly and effectively managed.

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The demand for patrol services has been commonly assessed in terms of raw counts of incidents. This approach is essential for an understanding of what the patrol division (or patrol supervisor) confronts. However, for operations analysis, it is not how many but rather how much time and resources are demanded for various levels of service.

The management of the patrol workload requires careful consideration of a number of time-related issues:

- Establishing a clear definition of how patrol time is currently expended.

- Identifying that portion of the calls-for-service workload that might be effectively handled by some means other than dispatching a patrol officer.

- Controlling the dispatch response to calls-for-service so that blocks of time are available for officers to execute problem-directed patrol tactics.

- Expanding the role of the patrol officer in preliminary investigation.

- A broadened concept of workloads, to include the workload requirements of directed patrol activities, as well as calls-for-service and administrative requirements.

- The matching of resources to workload demands.

Finally, the main ingredients for the successful management of patrol operations are:

- Operations analysis.

- Crime analysis.

- Structured decision processes.

- Responsibility and authority given to supervisors at all levels.

- Proper training of patrol officers and supervisors in criminal investigation and crime prevention, together with the use of crime and operations analysis in carrying out tactical operations.

3.3 Investigations Management

This portion of the ICAP program concentrates on the enhancement of the investigative activity of the patrol force, and the development of investigative case management techniques. The following six key components comprise the investigations management aspect of the ICAP program:

- Patrol Role in the Initial Investigation.

- Case Screening.

- Management of Continuing Investigations.

- Police/Prosecutor Relationships.

- Monitoring of the Investigation System.

- Police Agency Organization and Allocation Decisions.

3.3.1 Patrol Role in Initial Investigations

A properly conducted preliminary investigation is perhaps the single most important action taken by the police in solving crimes. This position has been substantiated through recent studies. These show that most case clearances result from the information gathered at the scene of a crime by the officer first on scene who conducts the preliminary investigation. Further, these studies have shown that the successful outcome of a case largely depends upon the quality and quantity of information collected by the preliminary investigating officer.

Thus recent thinking about investigations has resulted in defining a greater role for the preliminary investigation in identifying the value of followup investigations for each case. The officer who responds to the original call is expected to spend sufficient time and record all available information during the preliminary investigation to enable him to decide whether there is any reason to warrant detective followup. The initial responding officer can record this by checking the offense report according to the availability and quality of the information gathered at the crime scene. This entails placing a "solvability factor" schedule into the offense report. Thus, if there is very little information available from the preliminary investigation, either the absence of critical check marks or a low solvability factor (based on weighted values assigned to available crime elements) would indicate that there is very little probability that additional useful information could be acquired during the followup investigation. In these circumstances, a case automatically is held in a suspense file and the offense report is forwarded to crime

analysis to determine the case's relationship to others in any pattern. Conversely, where high solvability exists, an immediate followup investigation is conducted.

3.3.2 Case Screening

The major components of a case screening system are:

- Accurate and complete collection of crime information by the patrol officer.

- On-scene determination of the sufficiency of crime information collected during the preliminary investigation.

- On-scene patrol officer decision as to whether a followup investigation is warranted.

- Review of the preliminary investigation and decision for followup by a case screening officer.

Thus case screening is merely a mechanism whereby the decision concerning the continuation of an investigation is reviewed. To state it in another way, it is a process whereby the necessity for continuation of an investigation is determined. The unique feature of case screening is that it takes the critical followup investigation decision out of the hands of the individual detectives and places it in the hands of the investigations manager. Solvability factors are the primary basis for case screening, although a number of other purposes are served by case screening, such as:

- Review for assignment of similar cases to single investigators.

- Monitoring of the investigative process.

- Management of the detective case workload.

3.3.3 Management of Continuing Investigations

The need for proper management of the continuing investigation is underscored by the following frequently observed factors:

- Inequitable case loads.

- Improper assignment of cases.

- Incorrect priority decisions.

- Delay in response by the investigator.

- Lack of investigative continuity.

The objectives of a managed investigation process are:

- Assigning case investigations more effectively.

- Improving on the quality of case investigation and preparation.

- Monitoring the progress of case investigation, and making decisions concerning continuation.

The overall management of investigations should result in an increase in arrests for serious crimes that are prosecutable, ultimately leading to an increased number of convictions. Each of the elements in the investigative management process should result in the following:

- The initial investigation of a reported crime (the offense report made by the patrol officer), given the assumption that the report is "founded," should result in one of the following possible outcomes:

  - An on-scene arrest is made.
  - The investigation is continued because solvability factors are present in the offense report, or because there are exceptional reasons for continuing even though solvability factors are not present.

- The screening of cases should result in a supervisory review, verification, and approval of the continuation or noncontinuation of the investigation.

- The management of the continuing investigation should result in one of the following outcomes:

  - An arrest.
  - Continuation of the investigation, based on sufficient crime analysis information.
  - Case suspension after a determined number of days without additional promising informational leads.

- The working relationship between the police executive and the prosecutor should result in an improvement of the ratio of prosecutions to arrests.

- The continuous monitoring of the components of the system should facilitate an evaluation of the extent to which the initial investigation, case screening, case management, police/prosecutor relationships, organizational relationships, and the allocation of resources are meeting their individual objectives and contributing to the overall outcome of the criminal investigation process.

- The examination of existing organizational arrangements and the allocation of police resources should lead to the formulation of policies and procedures that promote the successful performance of the initial investigation, and encourage a working relationship between the police executive and the prosecutor.

3.4 Serious, Habitual Offender -- Apprehension and Prosecution

Emphasis in the ICAP program on the serious, habitual offender has stemmed from a recognition that a major portion of all crimes is committed by a relatively small number of habitual offenders. In addition, it has become apparent that law enforcement agencies and prosecutors must combine their efforts to direct additional attention to this segment of the offender population. The integration of police objectives in ICAP and prosecutorial emphasis in the Career Criminal Program serves to identify and highlight the common links between the programs and enhances the police and prosecutorial functions as they relate to the common objectives of identification, apprehension, conviction, and incarceration of the serious, habitual offender. The basis for linking these efforts stems specifically from the mutual interest of the police and prosecution in quality case development and from the common functions of early identification and priority processing of the serious, habitual offender. These elements are essential to the proper investigation and preparation of these cases. The highlighting of the police/prosecutor functions serves to establish a systemic link and focus to ensure continued attention to these cases from the identification of the offender as a career criminal through case adjudication and sentencing. Coordination of police and prosecutor efforts directed at the career criminal is crucial for full case development and successful prosecution.

To facilitate the early identification and priority processing of the serious, habitual offender and the full investigation and preparation

of these cases, ICAP police departments are encouraged to provide assistance to the local prosecutor through the development of a special investigative function.

A primary responsibility of the special investigative function is the prearrest identification of serious offenders and the determination of whether an individual arrested merits special serious-offender attention. The key to this process is the development of serious-offender information by the Crime Analysis Unit, distribution of the information to field officers, and submission of crime analysis information to the special investigative unit at the time of the arrest of a possible career criminal. This information is critical to screening decisions as it may indicate a series of chargeable offenses or the need for further investigation to enhance the strength of a case as initially brought to the prosecutor.

A special area of concern relative to serious offenders is the tremendous backlog of unserved criminal warrants that exists in many jurisdictions. There is a growing awareness in the law enforcement community that the effective management of warrant services could become a tremendous asset in focusing resources on the serious offender. A number of jurisdictions have developed some cost-effective methods and techniques to maximize the service of warrants resulting in the arrests and incapacitation of offenders who have continuously alluded the adjudicatory process.

The timely service of an arrest warrant is an essential step in the processing of a criminal case. The inability of law enforcement agencies to serve an arrest warrant results in undue delays in the courts and, in many cases, subjects the judicial system to unnecessary criticism for a failure to move swiftly in the face of an ever-growing number of serious offenses. Furthermore, as increasing numbers of offenses are committed by recidivists, the public becomes irritated and distressed by news that a suspect currently facing charges on one offense previously has been sought by the police for an often identical or similar offense in the same jurisdiction. The fact that the second offense might have been avoided through the timely service of an arrest warrant for the first offense can only result in a negative impression of the local police and, ultimately, the deterioration of general perceptions of law enforcement agency effectiveness.

Table 3-1 identifies the individual departmental responsibilities for warrant service.

TABLE 3-1

The Warrant Service Function

Department Element	Primary Activity	Warrant Service Activity
Patrol Division	- Patrols District - Initial response to calls for service - Primary contact with public - On-scene arrest of offenders, known defaulters, etc., leading to court action.	- As a result of field contact with offender, can arrest based upon knowledge of a warrant outstanding.
Traffic Division	- Issues Motor Vehicle citations for moving violations* - Issues Parking citations+ (*, + Default leads to issuance of traffic bench warrant.)	- Some defaultees and wanted persons arrested as a result of traffic stop.
Criminal Investigation Division	- Investigates all major crimes. - Obtains arrest warrant based upon investigation	- Initially attempts to serve arrest warrant in most cases. - Provides criminal warrant section with information concerning offender's background, known associates, and possible whereabouts.
Central Records	- Maintains records of all arrests - Retains copy of field reports for file. - Maintains central file of known offenders	- Provides investigative background material to criminal warrant section. - Controls entry and purging of criminal warrant information in computer. - Maintains up-to-date files on outstanding warrants. - Initiates warrant review process.
Criminal Warrant Section	- Service of outstanding warrants - Service of bench warrants	- Returns unserved warrants to central records for file. - Coordinates warrant service activity with other agencies. - Notifies Fugitive Unit upon learning that offender has fled jurisdiction

4. PROJECT IMPLEMENTATION

Literature developed in support of ICAP refers to the program as either a model or a method, depending upon the context in which the terms are used. In one context ICAP is generally referred to as a *model* for integrating the various elements of police service delivery towards the general objective of increased effectiveness of all police field services.

In a different context, ICAP is referred to as a *method* for integrating field activities based upon systematic data collection and analysis. In reality, ICAP is both a *model* and a *method*, as described below:

- Model -- ICAP stresses the overall application of systematic analysis and operations planning for providing insight into the consequences of police service delivery decisions.

- Method -- ICAP suggests a simplified technique or process for step-by-step decisionmaking that should occur at all levels of the police department.

Consequently, both in the context of a model and a method, ICAP introduces a structured approach to police service delivery problemsolving, enabling the police manager or policymaker to make an informed decision based upon analysis of available information and an assessment of available, reasonable alternatives.

In terms of local implementation, it is important to draw the distinction between the ICAP program and ICAP project. As a program, ICAP represents an overall plan or system under which action may be taken towards a goal. The overall goals of the program are:

- To increase the effectiveness and efficiency of police field services by systematically using information derived by analysis to direct the deployment of field units.

- To improve criminal apprehension by increasing the number and quality of arrests, clearances, prosecutions, and convictions, with emphasis on the serious, habitual offender.

The overall goals of the ICAP program, the ICAP model, and the program components outlined previously in chapter 3 *all* become the foundation upon which local law enforcement agencies may develop an ICAP project. Thus, a police department can implement an ICAP project by identifying a set of interrelated tasks that satisfy some objectives. Clearly, the establishment of department ICAP objectives is critical to successful project planning and implementation.

Recognizing the importance of establishing objectives, departments would be well advised to precede project objective setting with a self-assessment process.

4.1 ICAP Self-Assessment Process

Self-assessment can range from a structured discussion between key actors in the police organization to a highly sophisticated, empirically based assessment that involves measurement of outputs, surveys of personnel, and the development of scenarios for simulation or pretesting. The most important aspect of the self-assessment is its establishment as the basis for making decisions about ICAP. Regardless of the degree of sophistication of the self-assessment, the institution of the process will promote more informed decisions and organization involvement. This lays the groundwork for the routinization of the structured decision processes that are the backbone of the ICAP concept.

Three processes occur during the self-assessment period:

- <u>Diagnostic</u> -- The process of taking a series of measurements or observations about the present organization and its functions; the observations are made in respect to the elements and key points in the ICAP logic flow.

- <u>Prognostic</u> -- The development of an overall understanding, statement, or picture of the organization's current stance in the ICAP model, including an estimation of the requirements and timeframe for successful program implementation.

- <u>Prescriptive</u> -- The specific actions (either preconditions or project activities) that constitute a formal ICAP program. This course of action may be either incremental or remedial, or it may be a combination of both.

The simplest form of self-assessment may be a meeting between the chief of police, key commanders, and unit heads, representatives from existing analysis functions, and representatives from field service. The format for the meeting could be:

- Present the ICAP model (graphically).

- Present and describe the current organization -- its structure and functions.

- List current organizational functions under the appropriate places in the ICAP model.

- For each function, set out its current priorities and goals or objectives.

- Discuss each function in terms of its degree of alignment with ICAP requirements.

- Identify ICAP functions that do not currently exist; list their priorities and goals or objectives.

- Summarize and synthesize what has been presented into an overall consensus of:

  - The organization's current posture in regard to ICAP.
  - A projection of the positive and negative aspects of ICAP.
  - The overall changes, together with changes (if any) for each function, that will be required for ICAP.
  - A projection of the time and resources required for ICAP implementation.
  - Organizational commitment and motivation.

- List the specific activities and actions in the proper order in which they will be performed in establishing ICAP. These may be:

  - Preconditions in terms of change in policies and/or goals and objectives.
  - Project activities that may be incremental or remedial in nature.

4.1.1 Diagnostic Assessment Guide

A simple checklist of diagnostic or self-assessment questions may be developed for discussion purposes. At a minimum, these questions should be geared to an assessment of key department functions and should be framed so as to highlight the major components of the ICAP logic flow -- data collection, analysis, planning, and service delivery. The sample questions that follow are offered as guidance for the assessment process.

4.1.1.1 General

1.1 Has the department managed either Federal or State grants that were aimed at improving departmental operations (i.e., patrol and/or detective activities)?

1.2   Were these programs or portions of these
      programs institutionalized?

1.3   If certain aspects of previous programs to
      improve department operations were institution-
      alized, what were the reasons for institutionali-
      zation of the operational capacity in the
      organization?

1.4   Does the department operate on the basis of
      clearly established organizational goals and
      objectives? Are they monitored to determine
      performance?

1.5   What are the most pressing problems facing the
      department, both from a short-term and a long-
      term perspective?

1.6   Does the most recent union contract restrict
      any management decisions concerning allocation
      and deployment of resources?

1.7   Has the department promulgated a policies and
      procedures manual for use in guiding field
      operations (i.e., crime scene search, collection
      of evidence)?

1.8   In terms of field operations, what types of
      decisions are made on a daily/weekly/monthly/
      annual basis?

1.9   What are the key managerial positions in the
      department?

1.10 Is there a hierarchy of decisionmaker roles in
      the department?

1.11 Is the department's classification and pay scheme
      adequate? Is it sufficient to attract and re-
      tain qualified personnel, particularly within
      patrol?

1.12 Does the department have management groups or
      task forces? To what extent do patrol officers
      participate?

4.1.1.2 Data Collection and Processing

2.1 Has the department issued a field reporting manual containing all department field report forms, together with instructions for preparation?

2.2 Are field reports screened for accuracy, completeness, and timeliness?

2.3 Does the design of the department's current reporting form: (a) Facilitate collection of critical information at the preliminary investigation; (b) include a solvability schedule; and (c) provide sufficient information for departmental analysis purposes?

2.4 Are there delays in receipt of field reports caused by field information processing systems (i.e., word processing, call-in reports)?

2.5 Is there a system established for the auditing and tracking of all reports or information related to an incident? Does this system facilitate later retrieval and use of the information?

2.6 How are criminal arrest warrants processed by the department (specifically)?

2.7 Does the current data processing system meet departmental needs in terms of time sharing, programmer and analyst availability, ability to perform studies, turnaround time, cost, ability to store data, etc.?

2.8 What Automated Data Processing capacities does the department anticipate developing?

4.1.1.3 Analysis

3.1 What analysis is currently performed in the department (e.g., crime, incident, intelligence, operations)? For what purposes?

3.2 Have these analysis functions been formalized?

3.3 Are the analysis functions, organizationally and physically, located within an operational division?

3.4 What is the extent to which analysis information directs deployment and allocation decisions? (Examine the frequency with which information is generated and the extent to which the information guides the decisions of the user groups.)

3.5 Does the analysis of crime information assist patrol officers in directing their preventive patrol activities?

4.1.1.4 Service Delivery -- Communications/Calls-for-Service Management

4.1 What techniques does the department utilize to manage CFS (blocking, stacking, prioritizing)?

4.2 What alternatives exist for response to CFS (community service officer, teleserv)?

4.3 Is the communications process, including the communications center, capable of the flexibility required to support varying service delivery demands and priorities (i.e., does it facilitate workload management)?

4.4 Do field commanders, managers, and supervisors use the communications system to assist them in balancing workload and carrying out special assignments or tactics?

4.1.1.5 Service Delivery -- Patrol Operations

5.1 What type of patrol shift is employed?

5.2 Is there equal manning per shift?

5.3 How is the role of the patrol supervisor defined (i.e., define the responsibilities and the limits of his discretion)?

5.4 To what extent does the patrol supervisor use crime analysis data in the deployment of resources?

5.5 What is the role of the patrol officer in preliminary investigation (i.e., crime scene search and interview of witnesses and suspects)?

5.6 What is the extent of the patrol officers' participation in followup investigations (i.e., makes recommendations concerning followups, assists in followups, assumes primary responsibility for routine followups, etc.)?

5.7 What is the patrol officer's role in crime prevention and community relations activities and programs?

4.1.1.6 Service Delivery -- Investigations

6.1 Does the department have an effective system for the management of criminal investigations (i.e., criteria for case screening, solvability factors, case assignment and monitoring, etc)?

6.2 Does the department have a system for complainant or victim notification when case investigation is discontinued?

6.3 Has the department established methods to ensure continued investigative support to the prosecutor, particularly for serious and habitual offender cases (e.g., special investigative function, assignment of officers to felony trial teams)?

6.4 Does the prosecutor provide feedback to the department on case investigations and dispositions (i.e., case rejection, reduction of the charges, final disposition, problems in the case investigations, etc.)?

4.2 Establishing Project Objectives

The importance of having well-defined objectives cannot be over-stressed. To the extent that objectives are not established or are poorly defined, the project will suffer from incomplete project planning, uncertain execution, and difficulty in evaluating progress.

The following criteria should be used when establishing ICAP project objectives:

- <u>Measurable</u> -- Objectives should be phrased in concrete, measurable terms, so that their achievement at project completion can be demonstrated.

- <u>Related to Time</u> -- Progress towards the achievement of objectives is difficult to assess unless there is an understanding of when the full objective will be reached.

- <u>Related to Cost</u> -- Objectives must clearly relate to relevant project costs.

Departments should rely on previously articulated departmental goals to develop related ICAP project objectives. It is clear that the more compatible those goals are with the general direction of department development, the more likely is institutionalization of capacities developed and associated with the ICAP project.

Project goals and objectives also should be reassessed annually to ensure that they still reflect department priorities. Changes in the political climate, the department's funding picture, or those brought on by internal project assessment may require some adjustment in the focus of the ICAP project. However, regardless of the types of changes in focus, continuation of the project should always be based upon the ICAP program model and overall ICAP program goals.

To provide the user with a sense of the types of department objectives that can be established for an ICAP project, the following listing of sample project objectives is presented:*

- <u>Field Reporting</u>:

    - To design a new offense report form to facilitate field reporting.
    - To incorporate a solvability schedule into the new offense report form so that decisions concerning followup investigations can be enhanced.
    - To develop a field reporting manual and train all officers concerning the new/revised field reporting procedures.

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*Sample project objectives were adapted from the Portsmouth, Virginia, Police Department's ICAP program.

- Teleserv Capacity:

    - To reduce the calls-for-service workload of
      patrol field units by 20 percent.

    - To provide faster and more convenient service
      to the public for a sizeable portion of infor-
      mation requests and incident reports.

- Patrol Aide Program:

    - To reduce the administrative workload of
      patrol field officers, allowing them more
      time for directed patrol activities.

    - To accomplish routine services provided by
      the patrol force without diverting sworn
      personnel from more important activities.

- Patrol Operations Analysis:

    - To provide initial documentation of the manner
      in which patrol operations are conducted, in-
      cluding a definition of resource allocation
      procedures, supervising and information system
      requirements, and identification of how patrol
      time is actually spent.

    - To provide periodic review of each of the above
      items at 6-month intervals

    - To stimulate ideas and alternative solutions for
      correcting problems identified or for upgrading
      the performance of patrol.

- Resource Allocation:

    - To better match personnel resources to calls-for-
      service demands and crime suppression require-
      ments.

    - To provide more productive use of available man-
      power resources in patrol.

- To provide patrol with the capability to
  mount an effective system of directed
  patrol activities and an expanded role for
  the patrol in investigations.

- **Personnel Development:**

  - To increase awareness of patrol personnel
    regarding innovative approaches to patrol.

  - To increase the skills of patrol personnel:
    (a) To accomplish more effective preliminary
    investigations and case filings; (b) to con-
    duct crime prevention activities; (c) to use
    situational analysis information in planning
    their patrol actions; and (d) to actively
    participate in patrol planning activities.

  - To expand the effectiveness of the field
    training officer program mechanism for intro-
    ducing new programs and for monitoring the per-
    formance of fellow officers.

  - To improve the skills of patrol managers and
    supervisors to: (a) Oversee and facilitate a
    competent program of directed patrol; (b)
    facilitate and encourage participative plan-
    ning; and (c) promote increased patrol officer
    responsibilities.

  - To inform all department managers of program
    progress, new developmental directions, and
    underlying problems and concepts.

  - To establish a work plan for improving per-
    formance evaluation.

- **Analysis and Intelligence Systems:**

  - To establish a crime analysis unit.

  - To establish a resource center that will provide
    current statistical information on crime, calls-
    for-service, and other activities performed in
    various patrol beats.

- To establish an intelligence system that
  will monitor and disseminate information on
  hard-core criminals.

- To accomodate operational planning, set aside
  a conference facility within the patrol division.

⊚ Investigative Management

- To further expand the role and skills of patrol
  officers in executing preliminary investigations.

- To refine and improve the intake screening and
  case management capabilities of the case re-
  view officer to oversee and coordinate investi-
  gative followup at both the patrol and the
  investigative bureau levels.

- To establish and test a simple mug shot/modus
  operandi file system to facilitate the identi-
  fication of potential suspects among the repeat
  offender group.

- To improve the solutions and charging rate for
  serious crimes -- particularly burglary, rape,
  and homicide -- and for incidents involving
  designated career criminals.

● Directed Patrol:

- To increasingly replace random patrol time with
  activities focused towards specific crime, traffic,
  or neighborhood problems.

- To increase the apprehension rate for serious
  crimes -- particularly homicide, burglary, and
  rape.

- To accomplish crime prevention activities as a
  regular part of the patrol function.

- To enlist greater citizen cooperation and partici-
  pation in crime prevention, reporting, and solving,
  as well as in prosecutorial activities.

- To introduce and field test the preparation of
  beat profiles by field officers.

4.3 Policy Issues

Since ICAP represents a major response to the requirement for more efficiency in police resource utilization, departments contemplating ICAP implementation will necessarily be faced with a number of policy decisions affecting day-to-day operations. Some issues regarding policy decisions with respect to ICAP implementation are listed below:

- ICAP requires that careful attention be given to the management of departmental resources and the degree to which the management of facilities and systems complements the human activities.

- Managers should expect that their role is to deal with problems and situations on a regular basis.

- Subordinates need to be rewarded for accepting responsibility and given training and guidance when problems occur; otherwise, the system will be obviated through avoidance of the decision process.

- The system of rewards for good field work (i.e., promotion) will have to recognize that management skills and initiative are more important for supervisory work than technical proficiency.

- Regardless of their apparent exclusivity or technical nature, all systems (e.g., records, information, communication, analysis) must be directed by the processes or functions they are required to support. Their priorities and procedures must be set by the organization and not independently by the invididuals or groups required to operate these systems.

- ICAP implementation requires substantial alteration (in many cases, a simplification) of current perspectives on police service delivery.

- ICAP requires that commanders establish clear-cut policy statements concerning the conduct of field operations (i.e., patrol/investigations responsibility in preliminary and followup investigations).

- ICAP not only requires that the department establish clearly defined objectives, but these objectives must be operationalized so that field personnel will readily identify with them.

● Policy decisions concerning departmental priorities
   must be established and reflected in day-to-day
   decisionmaking (i.e., communications).

4.4 Project Evaluation and Monitoring

Evaluation can be defined as a systematic examination of project
activities and the impact these activities have on the objectives of the
project. Evaluation efforts are directed at the documentation of changes
or improvements and at a determination of the extent to which those
effects may be attributed to project implementation.

Evaluation can be of assistance to administrators and project staff
by providing feedback on the efficacy of the project (or specific project
activities), thus guiding decisions related to project management. Eval-
uation also can serve as a vehicle for technology transfer, documenting
techniques successfully employed within a project.

While project staff generally will not conduct the local ICAP evalu-
ation, the involvement of the staff in the evaluation process is critical.
Because project staff are most knowledgeable about project operations,
they will be placed in the position of educating the evaluator. Addition-
ally, the project manager will, in most cases, be responsible for planning
and managing the evaluation efforts.

The following discussion provides a brief introduction to the area
of evaluation and lists a number of considerations for evaluation planning.

4.4.1 Summary of Evaluation Steps

The first steps in evaluation are to identify specific program
objectives, specify criteria for success, and identify the population seg-
ments that are likely to be affected by the program and on which program
impact data should be provided. Following is a list of the discreet steps
included in an evaluation.

● Define goals and objectives of the project.

○ Define evaluation criteria appropriate to the
   goals.

○ Identify and define target population.

● Identify important project variables (i.e.,
   how does the project work and what makes it
   work?).

● Choose the appropriate evaluation design(s).

- Identify data sources and data points appropriate to evaluation criteria, target population, and design.

- Consult with staff concerning data collection procedures.

- Collect data.

- Analyze data.

- Formulate conclusions.

- Present recommendations for change.

4.4.2 Types of Evaluation

There are several types of evaluation that are relevant to the ICAP program. Program monitoring, process evaluation, and impact or intensive evaluation can all be utilized effectively in the ICAP program. These three approaches can be summarized in the following ways:

- Program Monitoring -- Focuses on measuring change. It is the least expensive of evaluations, but it can provide decisionmakers with important information regarding the progress of each project.

- Process Evaluation -- Concerned with the specifications of the various project components that make it a successful project. A relatively simple evaluation process would provide a well-documented description of the project activities, specification of the project recipients, specification of the time period involved, description of the project locale, and specification of intended and unintended effects.

- Impact (or Intensive) Evaluation -- Allows the evaluator to draw conclusions about the causal relationship between project activities and various impact measures. An impact evaluation requires a research design that allows the evaluator to make comparisons between the effects of the presence and absence of program activities.

4.4.3 Evaluation Designs

Evaluation designs vary in the degree to which they allow project effects to be isolated and assessed seperately from factors outside the operation and control of the project. Four basic evaluation designs are outlined below. This is only one typology of designs and is not meant to be inclusive.

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- **Pretest/Posttest Design (Before and After Comparison)** -- This design consists primarily of a comparison of data collected on evaluation criteria prior to project initiation and those collected at project conclusion. This design is the simplest and least expensive. It does not, however, allow causal linkages to be drawn between observed changes and project implementation (i.e., it does not rule out the possibility that outside factors effected the change).

- **Pretest/Posttest With a Comparison Group** -- Through the use of a comparison group, this design allows greater confidence that observed changes are in fact due to the program and not to outside factors. Obviously, the similarity of the comparison and target group is critical to the evaluation results.

- **Controlled Experimentation with Random Assignment of Available Population to Target and Comparison Groups** -- This is the most sophisticated and expensive of the designs. It compares preselected, similar groups (some within the target groups [served population] and some within the comparison group). The critical aspect of the design is the random assignment of participants to the groups prior to program implementation.

- **Time Series** -- This design compares data collected after project initiation with estimates of what the data would be if trends from past years were to continue.

4.4.4 Selection of an Evaluation Approach and Design

As noted earlier in this section, the cost of evaluation will vary with the complexity of design selected. The general rule in design selection is that, where possible, the simpler and less expensive designs should be used. The key is the ability to collect the required information and to be reasonably sure that the observed impact is due to the project (or a specific project activity). A collection of approaches and designs will probably be most effective in examining the ICAP projects. For some project objectives, a simple monitoring of the changes will provide indicators of success; for other objectives, a more precise measurement of success will be desired.

As part of the national evaluation of ICAP, each project will be required to set aside funds for the collection of monitoring data. This data collection effort can serve as the basis of local project evaluations. The local evaluation may be expanded through the more intensive examination of a specific project activity (e.g., an impact evaluation of a given patrol concept). It is recommended that the scope of the impact evaluation be limited to a given objective or activity, since the cost and effort associated with an impact evaluation of the entire ICAP process could be prohibitive.

In addition, because of the nature of the ICAP process, the research design finally selected should provide feedback on short- and medium-range objectives to assist the project manager with decisions related to future project management. The value of the evaluation effort will significantly increase if management information is available during the course of the project.

Finally, the research design and the evaluator selected should be flexible and able to adapt to changes in the project. This may require substantive changes in the evaluation design, including the development of different designs for certain objectives and the collection of alternative data. Critical to this flexibility are the documentation of project changes and the transmittal of that information to the evaluator.

4.4.5 Other Evaluation Considerations

- Cost -- Types of evaluation vary in their cost and degree of complexity. The use of the simple and less expensive approaches are emphasized to keep costs within reason.

A problem in project evaluations is that agency resources and the greatest portion of grant monies must be employed in accomplishing stated project objectives. Therefore, project evaluations are generally conducted with limited resources. Most ICAP departments dedicate a relatively small portion of ICAP funds, usually less than $15,000, to evaluation. The remainder of the grant monies are budgeted for specific project activities. The primary concern for the project manager is one of acquiring the best evaluation possible with the available funds.

If funds are limited, the project manager may consider: (a) Using in-house staff or volunteers (with the guidance of an individual with evaluation expertise) to perform some data collection; (b) using university resources (graduate students); (c) making best use of existing data bases; or (d) considering a multiyear effort and including additional evaluation funds in subsequent grant applications.

Other methods are available for keeping evaluation costs down. For example, to measure project impact on a specific area or segment of the population, a sample of events or persons may be taken. A caution in using samples is that all reasonable efforts be taken to ensure that the sample is representative of the universe and that findings are conditioned by the fact that they are based on a sample and the scope of that sample.

Certain steps may also be taken in preparing the request for proposals (RFP) to ensure that the department will get the best evaluation for the available dollars. The RFP should specifically request that the contractor break out personnel costs by hours of professional time, clerical time, and overhead. The latter is particularly important since it may vary considerably from consultant to consultant. In determining the quality of the consultant, the project manager should obtain the resumes of those individuals who will specifically work on the project. Also, company references should be sought and those references contacted.

- Managing the Evaluation Effort -- Based on ex-
  perience to date, the actual management and direction
  of an evaluation effort will pose some difficulties
  for ICAP project managers.

Most departments will rely on consultants for the actual evaluation. Problems have been encountered in determining the appropriate type of evaluation, developing an RFP and assessing responsive bids, and monitoring and directing the consultant to ensure that the progress reports and the final evaluation display the level of effort agreed to in the contract. Evaluation management problems stem, in large part, from the fact that the program manager is unfamiliar with the technical aspects of evaluation. Logically, projects have been staffed with police planning and management specialists rather than experienced evaluators. Newness to evaluation requirements, combined with a lack of evaluation precedence within the departments, has presented problems not only in the development and letting of evaluation contracts but in the monitoring of the evaluation effort.

The most effective tool available to the project manager will be a highly specific RFP (and consequently, a specific contract) providing a detailed description of work products and a timetable for submission of those products. The more specific the RFP in terms of tasks and expected products, the easier it will be to assess the comparative value of re-sponsive bids and to maintain control of the evaluation. It will also be of benefit to the project manager to become generally familiar with evaluation and evaluation technology. This knowledge will put the project manager in a better position to direct the consultant.

- Timing -- The priority placed on evaluation relative to the project objectives means that evaluation planning and data collection are often postponed until such time as the project itself is well established. In some instances, problems have occurred in capturing the requisite baseline data.

While it is not necessary for the evaluation design to be completed before project initiation, criteria for project success should be developed and data collection requirements defined as soon as is practical. An important issue is the question of the timing of an evaluation. It is accepted orthodoxy that evaluators often request that the project not be implemented before they complete the research design and develop the data collection instruments. In many cases, this request is both reasonable and proper. However, the context of the ICAP evaluation is different. It is doubtful that a realistic and practical evaluation plan could be developed in the absence of an ongoing project. Evaluators should take the opportunity to learn from project managers and from observing the operations of ongoing projects. This "learning phase" is important for ICAP evaluators.

Early evaluation planning can affect the ultimate quality of data collected (and therefore the evaluation) and can keep at a minimum the cost of data collection. Data collection can be highly labor intensive and, therefore, costly. Police departments have access to a wide variety of data that would be valuable for ICAP evaluation. However, these data may not be amenable for evaluation unless they are specifically reformatted and/or they may not be accessible if data collection is delayed. For this reason it must be emphasized that evaluation planning be undertaken as early in project initiation as possible.

5. MAINTAINING THE ICAP STRUCTURE

One of the most recent advances in police administration has been the introduction of an approach to organizational change referred to as *organizational development*. Organizational development represents a concept for facilitating planned organizational change through the human side of an enterprise. Its objectives are:

- To create an open problemsolving climate.

- To supplement the authority associated with role or status with the authority of knowledge or competence.

- To locate decisionmaking and problemsolving responsibilities as close as possible to the information source.

- To build trust among individuals and groups throughout the organization.

- To develop a reward system that recognizes both the achievement of the organization's mission and organizational development.

- To increase the sense of ownership of organization objectives.

- To help managers to manage according to relevant objectives rather than according to past practices.

- To increase self-control and self-direction for people within the organization.

Consideration of these objectives is necessary for ICAP implementation and subsequent development of essential managerial capacities. The ICAP self-assessment guide presented in Chapter 4 should assist a department in gauging its potential for ICAP implementation. Moreover, it should provide a gross indication of the department's overall ability to manage the following departmental processes/systems:
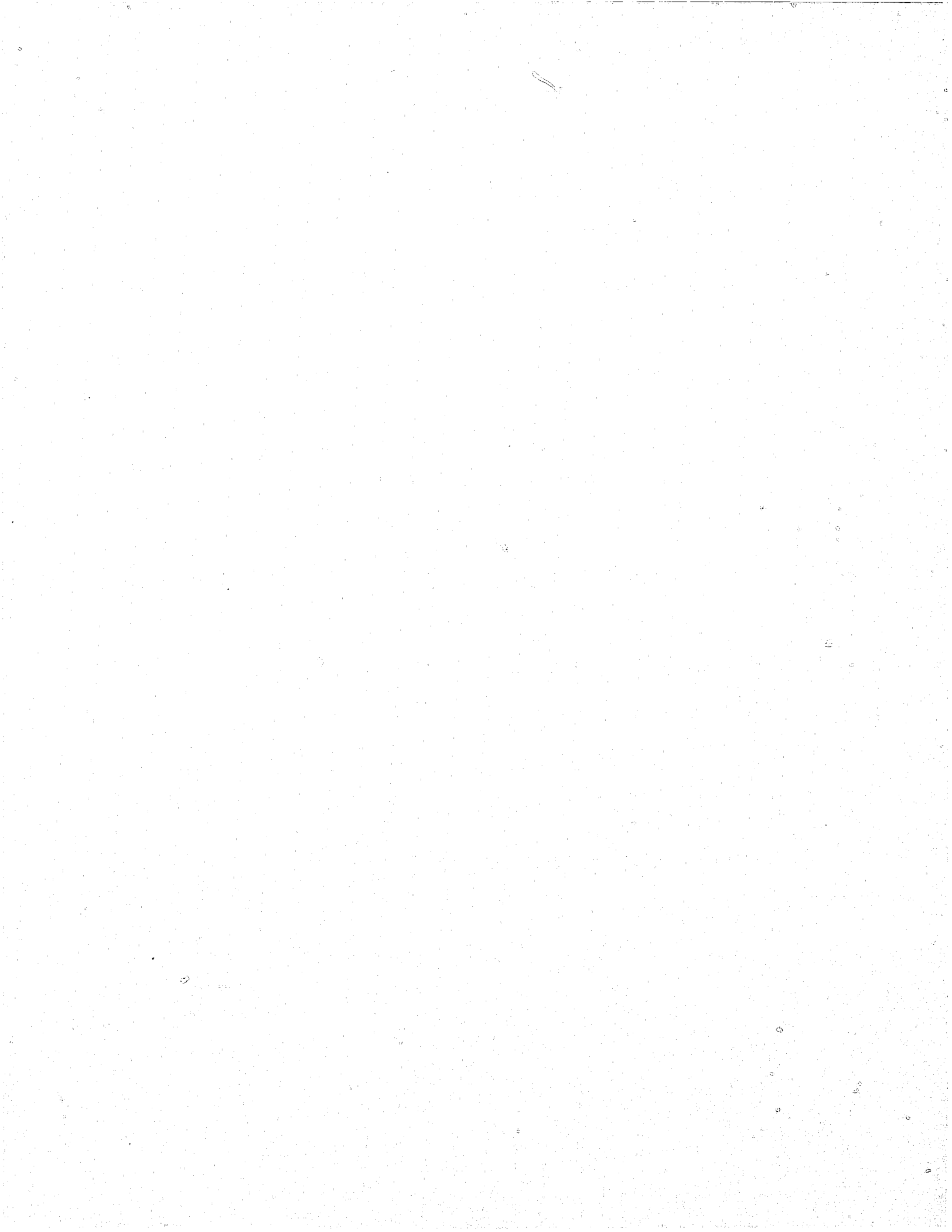
- Report processing (crime and incidents).

- Information management (intelligence information, crime, incidents).

- Communications (overall organizational process relative to policy, human resources, assignments, needs).

- Personnel (roles, responsibilities, training, rewards, career development, job enrichment).

- Workload (methods, procedures, techniques, evaluation, accountability).

Through its concentration on building requisite internal capacities, ICAP stresses the development of organizational effectiveness and efficiency in meeting service delivery demands. With such a broad scope, the implementation and development of an ICAP project requires a long-term commitment from departments willing to plan for and manage the change process. Impediments to organizational change (such as personnel turnover, resistence to change, and inconsistencies in staff behavior) should be expected and dealt with accordingly. Also, the necessity for internal communication and support of the ICAP process and project objectives must be recognized from the start.

Implementation of an ICAP project does not mean that a participating agency can assume a narrow focus and concentrate just on patrol operations management throughout the term of the project. On the other hand, implementation of ICAP over an extended period of time would suggest that the project planning process involve an incremental process of implementation.

As a consequence, ICAP projects normally concentrate *first-year* efforts on developing patrol operations and corresponding support systems, such as crime analysis and field reporting. Second-year efforts can focus on the continued development of patrol operations, support capacities, and managing investigations. There is no firm guideline that recommends implementation of some program components over others. Departments that already have built requisite capacities in certain areas can use the ICAP project to enhance the development of other functional areas and the establishment of links between the operations unit and the support systems.

END