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EVALUATION OF THE LAWRENCE POLICE DEPARTMENT- INTEGRATED CRIMINAL
APPREHENSION PROGRAM

VOLUME I: Executive Summary and Evaluation Design

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ACQUISITIONS

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INTRODUCTION: THE ICAP PROGRAM

The first year funding for the Lawrence Police Department Integrated Criminal Apprehension Program (ICAP) was approved by the Law Enforcement Assistance Administration (LEAA) in July, 1977 and became effective on August 1, 1977. The grant amount was \$88,271.

Goals, Sub-Goals and Program Objectives.

1. Program Goal: To provide both efficient and effective police services to the citizens of Lawrence, Kansas.
2. Program Sub-Goals.
 - a. To improve the utilization of patrol and investigative resources.
 - b. To improve the ability of supervisory and management personnel to carry out their responsibilities.
 - c. To improve the ability of police personnel to carry out the responsibilities of assigned tasks.
 - d. To develop programs designed to address the specific crime and criminal offender problems.
 - e. To enhance the working relationship between Department personnel and the County Prosecutor's Office in the development and prosecution of criminal cases.
 - f. To improve the quality and quantity of management and operational information available to Department personnel.
 - g. To enhance the role of Department personnel in the planning and development process.
 - h. To improve the quality of preliminary and follow-up criminal investigations.

3. Program Objectives:

- a. To establish a crime analysis section that provides relevant, timely and accurate crime and workload information to support strategic planning for resource utilization, program development and evaluation.
- b. To conduct forty hours of training for supervisory and management personnel that focuses specifically on the roles of these positions in the organizational context.
- c. To conduct forty hours of training for patrol and detective personnel that focuses specifically on improving criminal investigatory and crime prevention skills.
- d. To develop and implement with the County Prosecutor a program designed to increase the apprehensions and prosecution of career criminal offenders.
- e. To develop and implement a community crime prevention program.
- f. To establish a task force of officers from all ranks within the Department to develop and implement specific programs.
- g. To increase the knowledge of Department personnel about the programs, activities and procedures of other police departments.

The evaluation of the ICAP program as it was implemented during the first year of operation has been made in terms of the overall goal, the specific sub-goals and the program objectives. All of the program objectives have been met during the first year of operation, although the timing and scope of some of these activities did not exactly follow the original plan. The program sub-goals have been met to varying degrees. In many cases the sub-goals relate to activities that extend over the whole time of the proposed ICAP program and are not limited to the first year phase. The first year of the program concentrated on planning, problem identification and developmental work. In many cases, evaluation of the program sub-goals will depend upon data which will be produced in the second and third years of the program. However, some estimates of how well the first year of the program met these sub-goals is contained in the following sections of

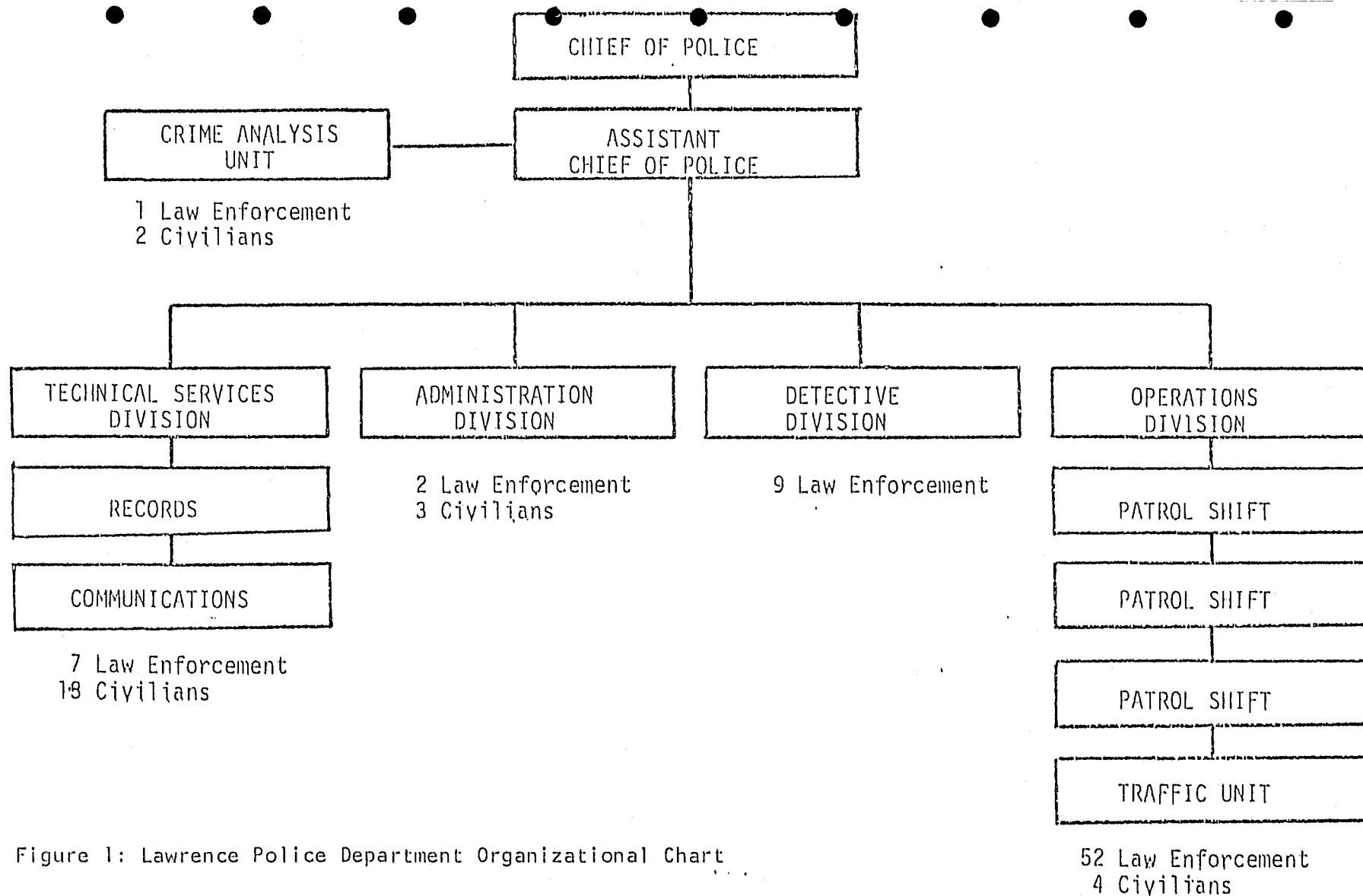


Figure 1: Lawrence Police Department Organizational Chart

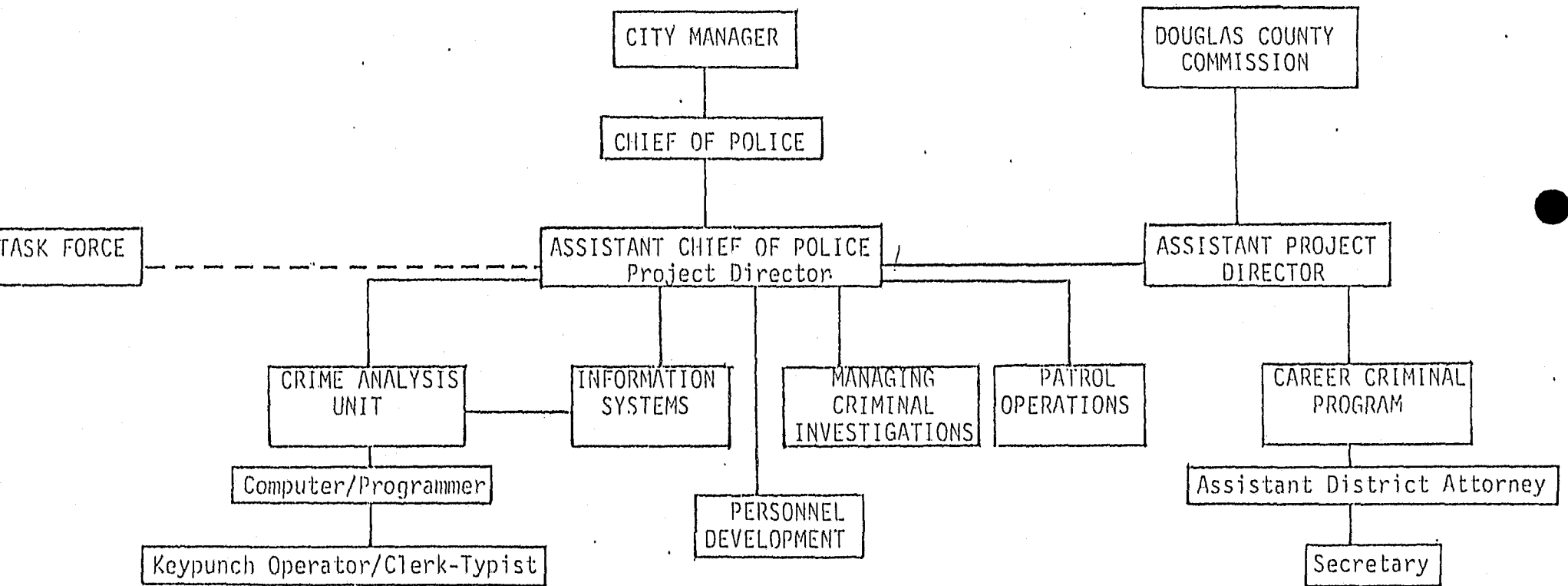


Figure 2: Lawrence Police Department ICAP Project Organization Chart

this report. In many cases the evaluation is limited to interim assessment of process measures, leaving for the future final evaluation of the product of ICAP activities.

The organization of the Lawrence Police Department and the ICAP project are shown in Figures 1 and 2, below. The project director for the ICAP program is the Assistant Chief of Police who also has numerous primary responsibilities for the day-to-day administration of ongoing police services. Figure 3 shows the projected organization of the ICAP program when the Career Criminal Program is fully implemented and integrated between the Lawrence Police Department and the County Prosecutor's Office. The training functions are included in the "Personnel Development" category and are under the direct supervision of the Assistant Chief of Police.

The Lawrence Police Department Goals and Objectives

In January, 1978, the Lawrence Police Department presented to the City Commission an overview of police services and problems in the city, along with a statement of Department goals and objectives. That report is included here as Appendix A. Pages 29 through 34 define the terms, goals and objectives, and then list the specifically stated goals and objectives of the LPD. The production of this report and statement of goals and objectives marks the first time that the Department has attempted to systematically state their performance criteria and produce data on police services in the city. The goals and objectives that most closely relate to the ICAP program are those entitled, "Internal Management Goals," and some of those suggested as specific objectives. At the time this statement was prepared, specific objectives were not detailed and listed since they had not then been formulated. Therefore, the statement contains

only examples of objectives and sub-objectives.

Evaluation.

The original request of the Lawrence Police Department for responses to their Request for Proposals (RFP) to conduct the evaluation and citizen survey failed to obtain a bidder. The RFP was then redesigned to bring its scope of work more in line with the funds available and it was readvertized. Several proposals were received in response to the second announcement of an available contract for services. The firm selected to do the work was Social Impact Research, Inc., a Kansas company with offices in Lawrence, Kansas. The starting date of the contract was February 1, 1978, six months after the starting date of the ICAP program.

The late starting date of the evaluation and survey portions of the project caused some delays in work and some difficulties in meeting the terms of the original work plan. These conditions are discussed in the evaluation of specific portions of the program, below. The most serious negative results of this delay were felt in the process of considering problems undertaken by the Task Force as part of the Detailed Problem Analysis Program. This is covered in Volume IV: The Lawrence Police Department Detailed Problem Analysis Program.

The evaluation methods and procedures are discussed in the next two sections. The ICAP Model Evaluation Design was written for the first year ICAP program and submitted to the LPD in May, 1978. The Design for the Evaluation of the Second Year ICAP Programs is intended to serve as a guide to evaluation of the second year program.

ICAP MODEL EVALUATION DESIGN

The Model Evaluation Design was submitted to the Lawrence Police Department by Social Impact Research, Inc. in May, 1978. (See Appendix B). The Model Evaluation Design followed the work plan of their proposal to evaluate the ICAP program. However, it defined in greater detail the process and product evaluation approach, designated specific types of information to be collected for each program and related the first year assessment effort to the longer-term ICAP program. It was understood to be a "model" or ideal design. Therefore, some of the elements of the design were not implemented although they were included in the design.

Matters of cost efficiency are responsible for some of the differences between the Model Evaluation Design and the final report. In the case of assessing the Crime Analysis Unit, it was suggested that officers who use the information should be interviewed to determine their opinion of the effectiveness and efficiency of the CAU, and what use they make of the presently produced data. This was done in the case of the Detailed Problem Analysis Task Force, but not for a sample of regular duty officers. The timing and cost of this research made it impossible; such an approach should be undertaken during the second year evaluation effort.

In the case of the Detailed Problem Analysis Program, the Model Evaluation Design called for keeping complete records of the time and effort spent on the Task Force work. This was not done for several reasons, most importantly because of the timing of the evaluation and the work of the Task Force. The Model Evaluation Design was not presented to the LPD until May, some months after the work of the Task Force had begun. Therefore, much of the work of the Task Force was already done before the design called for the keeping of these records.

In the same way, other information called for in the Model Evaluation Design was not tabulated for the work of the Task Force, such as records on the sequence of discussion, the exact information available and the alternatives considered.

The evaluation of the police training was conducted pretty much according to the Model Evaluation Design. A slight difference in the analysis of the evaluation instruments was undertaken for the officer training program as compared to the supervisory program. In the case of the officer program, analysis of variance was the essential approach. This produced a better assessment of course content and instruction than use of the χ^2 measure proposed in the Model Evaluation Design.

The Specific Crime and Criminal Offenders Programs were not far enough along to implement the evaluation program except in gathering preliminary descriptive information. This program will be a major part of the second year ICAP program for the Lawrence Police Department.

SUMMARY OF FINDINGS FOR THE FIRST YEAR EVALUATION OF THE ICAP PROGRAM

The detailed findings of the evaluation report are found in the following volumes which document the activities, detail the methodology and provide the complete findings. The findings reported here are intended to be merely an executive summary of those volumes.

The Crime Analysis Unit (CAU). The establishment of an effective Crime Analysis Unit during the first year of the ICAP program has been accomplished. The unit has updated the work of the Department, written numerous new programs, created special files, the City Warrant List and undertaken special analyses in response to the needs of individual officers, Department administrators, the ICAP Task Force and persons outside the LPD, such as neighborhood groups. One of the most significant tasks undertaken by the CAU is the daily publication of the Bulletin which provides information on current police activities, updates past reported cases, presents intelligence information and other items that increase the effectiveness and efficiency of police patrol and investigative operations. The publication of the Bulletin and the informational work of the Crime Analyst both have made important contributions to the Department by encouraging cooperation between patrol and investigative personnel. In addition, the utilization of field-collected information by the CAU has made it possible to begin expanding the data base of the Department, especially in those areas, such as the Field Interview Card (FIC) which must rely on the cooperation of a majority of the force.

The major limitation to the CAU at present is the computer facilities. With the support of the ICAP program, the LPD has begun to use the available computer system for the first time. The results have been dramatic, but these facilities are not adequate for present day Department needs. The current system cannot be adapted for interactive use, the hours are too limited for police purposes, security is inadequate and beyond police control and access priorities are set by other users. A dedicated mini-computer system capable of handling the patrol and investigative tasks of the Department would also be large enough to take care of the LPD file systems which are now maintained in an antiquated and cumbersome Rollex file system. The need for a modern police computer system is documented in Volume II of this report.

The work of the CAU personnel has been exceptionally productive and well received by the officers of the Department. The evaluation finds that the unit should be commended for their work during the first year of the ICAP program.

The Citizen Survey. The Citizen Survey was designed to provide an overview of the citizen's satisfaction with police services in Lawrence and to identify problem areas. Lawrence residents showed very strong support for the LPD. They feel their neighborhoods are safe, especially during the day. In response to open-ended questions requesting suggestions for improvements in police services, a quarter of the comments were either generally positive or indicated support for the police by suggesting that they be allocated additional resources for their work.

For the most part, respondents who have been victims or who are dissatisfied with police services tend to be male, divorced, lower income

and minorities. They are unlikely to be elderly. Therefore, targeting of crime prevention and/or citizen education programs towards the indicated groups may help to improve the quality, both actual and perceived, of police services. However, with the exception of the low income group, there is no consistent evidence that any particular subgroup of the population is especially in need of greater attention.

The overwhelmingly positive findings of the survey do not show that the LPD is perfect, of course. Many suggestions for improvements were made; some more practical than others. At the same time, it should be recognized that the results of the present survey will make it difficult to show substantial improvement in the satisfaction with police services in the future. In most areas of Lawrence, fewer than five percent of the respondents felt that the quality of police services is poor or inadequate.

Detailed Problem Analysis Program. A key element of the ICAP program is the Detailed Problem Analysis (DPA) program. The goals of the DPA were addressed by a special Task Force which was to examine problems identified by the CAU and the citizen survey and recommend solutions. The actual data input differed from the original design since the delay in contracting for the citizen survey and the unavailability of other data sources meant that the Task Force had to rely on the experience and intuition of its members rather than on objective data. The Task Force has developed the following products: 1) a forty hour training program; 2) a revised daily activity log; 3) a realigned patrol deployment plan; 4) a new program for preliminary and follow-up investigations; 5) a crime prevention program; and, 6) a known offender program. A significant addition result of the program is the positive impact of the Task Force on the morale and cooperation that have resulted from the participatory management process.

Training. Two training programs were carried out as part of the ICAP program. The supervisory training program was established to improve the ability of supervisory personnel to carry out their assigned duties. During the year, the emphasis was on management theory and development. The overall evaluation of the officers attending the sessions was that the program made a good and significant contribution to their job performance abilities.

The "Task Force 1978" training program for all sworn personnel was especially successful in explaining and integrating the ICAP program into the regular in-service instructional program. Those sessions that dealt specifically with ICAP programs, or with programs that were being initiated through the DPA process were well received and evaluated highly by the officers. As a result, there is a widely shared opinion that the LPD is improving its services and capabilities, becoming more professional in its approach to police services and that many of the changes brought about by the ICAP program are significant. The training program for both supervisory and regular officers has had two major positive results. First, it has served as a means for transmitting information about professional skills and techniques. Second, it has helped explain the rationale and methods of the ICAP program and fostered a cooperative spirit among the officers at all ranks. While there is still room for improvement in the training program, it has made a good start and has provided part of the base for successful implementation of the ICAP program in Lawrence.

DESIGN FOR THE EVALUATION OF THE SECOND YEAR ICAP PROGRAMS

Introduction. It will be the responsibility of the firm which receives the contract for the second year evaluation of the Lawrence Police Department ICAP program to provide a detailed evaluation plan within 30 to 45 days after the award of the contract. The preliminary outline for such work will be contained in the proposal to do the evaluation work. The following discussion is based on the work of the first year evaluation and draws on the experience of the contracting firm for that work, Social Impact Research, Inc., and the findings and reports of the Lawrence Police Department. The basic terminology and methodology of the first year evaluation work is explained the "ICAP Model Evaluation Design." These materials are not repeated here but they apply to the following discussion and should be consulted so that this section is clearly understood.

During the first year evaluation, baseline data were gathered for several programs and evaluations were performed for those that were sufficiently developed during the year. Detailed descriptions were made of the Crime Analysis Unit, the Detailed Problem Analysis program, the ICAP Training Program and the Specific Crime and Criminal Offender Program. In addition, a major effort--involving more than one-third

of the resources assigned to the evaluation work--was expended on a Citizen Survey to determine the public attitudes and perceptions of police services.

Much of the first year ICAP work involved development and planning. Therefore, product evaluation was not always possible; in many cases documentation and process evaluation were the most feasible work. As the planning and design work of the first year is actuated in programs and police activity, product evaluation will become appropriate and possible. Some first year programs were, however, evaluated at the product level to varying degrees. The reports contained in the following volumes indicate the specific aspects of product evaluation and the limitations in terms of program development. The training program was evaluated both at the session level and the program level. The CAU was partially evaluated at the product level, but much of the work of that program is in the development stages; especially those activities that are based on computer applications. In fact, it will be well into the third year of the ICAP program before significant portions of the CAU program will be able to be properly evaluated. The Detailed Problem Analysis Program was evaluated for both process and product measures, but like most of the ICAP activities it is an ongoing project that cannot be finally assessed at this time. The Specific Crime and Criminal Offender Program is in the early stages of development and the evaluation has been limited to mostly description of the design phase.

Second Year Programs. Five major areas have been designated for implementation and evaluation during the second year of the ICAP program. These areas include much of the ongoing activities which resulted from the first year project. The five areas are:

1. Information Systems
2. Personnel Development
3. Managing Criminal Investigations
4. Patrol Operations
5. Crime and Career Criminal Program

These areas are described in some detail below. The methods to be used for each component are described separately; each description includes both product and process evaluation techniques.

1. Information Systems.

Description. The goal of the Information Systems is to provide timely, accurate information to each officer of the LPD when and as he requires it. The primary units responsible for this task are the Technical Services Division, a regular section of the LPD, and the Crime Analysis Unit, an ICAP program. For purposes of ICAP evaluation, the CAU is the object of assessment. During the first year, a detailed description of the activities, organization and design of the CAU was completed. For the second year, both the efficiency (process) and the effectiveness (product) should improve. Interviews with officers who use the information will provide basic assessment data on these measures.

1. The Crime Analysis Unit (CAU). The evaluation of the current work of the CAU will continue. This includes assessment of the Bulletin, analyses for special department needs such as the Task Force requests, processing of established files and maintenance of intelligence and communications work. Two additional ICAP programs that are now in the design phase will be supported by the CAU and will be evaluated during the second year of the program. These are the police component of the Crime and Career Criminal Program and the Field Interview Card and Suspect File.

- a. The police component of the Crime and Career Criminal Program

is intended to maximize the probability that career criminals will be arrested, prosecuted and incarcerated. Persons identified as career criminals will be given priority handling under the terms of this program. The LPD plans to begin such a program by identifying career criminals and working closely with the Prosecutor's Office to minimize illegal activity in the community.

Once an individual is identified for inclusion in the program by either the LPD or the Prosecutor's Office, the evaluation team will request access to the available records, such as the arrest record. For each of these individuals, an analysis will be made of past handling of their cases. Rates of conviction and incarceration per contact will be computed for the sample as a whole. These rates will be compared to the rates per contact during the second year of the ICAP program. If the program is effective, the rates should increase. Also, the mean times between the offense and arrest, and between the arrest and trial for such individuals will be computed for 1) the time before the initiation of the Crime and Career Criminal Program, and 2) the time after initiation of the program. The second means should be smaller than the first. T-tests can be used to determine if the differences in the means are significant.

An examination will also be made of the criteria used by the LPD for including an individual in the program and the Prosecutor's Office criteria. If these standards differ, a description of goals and rationale will be prepared through interviews and examination of records. The product evaluation of this program will have to take into account the different functions, methods and goals of the two cooperating agencies.

b. The Field Interview Card Suspect File. The goal of this component of the ICAP program is to increase the efficiency of the LPD in apprehending suspects. In the past, Field Interview Cards (FICs) were reviewed by the detectives for possible use in their investigations. There was little feedback to the patrol officers who were expected to fill out the cards and they were not conscientious about completing the FICs. Undoubtedly there were numerous instances when an officer observed behavior which should have been documented, but for which there is no record at all. The incidence of such failure to report is, of course, impossible to calculate accurately. There are also cards that have been improperly filled out or are incomplete and therefore of minimal use. The rate of improperly filled out cards can be calculated to assess report accuracy.

For the properly completed cards, the average number of cards received per month, per shift, per officer, and for each geographical area can be computed. These statistics can serve as a baseline by which the impact of the reorganized FIC File can be examined.

The purpose of moving the FIC File from the Detective Division to the CAU is to provide regular analysis and feedback to the reporting officers. The information will be disseminated to investigators, both at the patrol level and in the Detective Division. This program interfaces with Department efforts to upgrade the investigative functions of the patrol officers.

If the objectives of the FIC File program are met, there should be at least three observable results:

- i. Patrol officers will receive useable analyzed FIC data. Interviews with officers will produce evaluations of the effectiveness of the analysis from the point of view of those it is intended to

serve.

ii. By identifying suspects for specific crimes, the arrest rates for such crimes should increase. The extent to which patrol officers, especially, use the FIC data in making arrests can be documented by interviews with the officers and arrest records of the Department.

iii. If the information proves useful to the patrol officers, they should be more likely to fill out the cards and to do so completely. Thus, there should be more cards filled out and the completion rate should be greater. These rates for the second year of the ICAP program can be compared to the baseline rates for evaluation purposes.

2. Automated Information Systems. At present the information systems of the Department are a combination of manually maintained records and limited access to the IBM computer shared by the Lawrence High School, the Lawrence School District, the City of Lawrence and Douglas County. The hours when the computer is available are limited, security is inadequate and not under the control of the Department, there is no interactive capacity and the priorities for use do not include day-to-day police activities. The condition of the information systems at present make it impossible for

the officer in the field to obtain accurate and timely information for decision-making and safety purposes. Further, the management needs of the Department which require computer analyses must compete with other city, county and school district users for access. The decision of the LPD to seek a dedicated mini-computer system is in response to these conditions and should effectively address the present problems in the information system when installed and operational.

The first step in implementing the Automated Information System is to purchase and install the mini-computer system. The basic design of this process, including the consultation of Search, Inc., have been outlined in the second year proposal for the LPD ICAP program. This proposal has been reviewed and approved for funding by LEAA.

The Department expects to complete the tasks involved in installation of a dedicated mini-computer system during the second year of the ICAP program. The effectiveness of the computerized system will not be able to be evaluated until the third year of the program. During the second year, it will be possible to document and assess the efficiency of the process involved in the purchase and installation of the system. The LPD has developed a proposed time line for installation of the equipment; the process of installation can be documented and compared to the time line. The analysis of needs and capabilities prepared by Search, Inc. can also serve as part of the baseline data which will be important during the third year when an evaluation of the effectiveness of the system will be undertaken.

II. Personnel Development.

Description. The purpose of the Personnel Development area is to meet the sub-goals of the ICAP program. Specifically, the items directly addressed are:

- To improve the ability of supervisory and management personnel to carry out their responsibilities;
- To improve the ability of police personnel to carry out the responsibilities of assigned tasks;
- To improve the quality and quantity of management and operational information available to Department personnel;
- To enhance the role of Department personnel in the planning and development process;
- To improve the quality of preliminary and follow-up criminal investigations.

The first year of the ICAP program included extensive training of supervisory and sworn officer personnel in the Department. These programs were presented and evaluated as a combined effort of Department personnel and outside consultants and instructors. The documentation, descriptions and evaluations of this portion of the first year program are included in Volume V, below, "The Lawrence Police Department ICAP Training Program."

1. Supervisory Training. The LPD anticipates a continuation of its supervisory training program for the second year of the ICAP program. The sessions will be designed to acquaint the supervisors with their expanded roles and train them in specific management techniques. The general outline of the evaluation of the training programs is contained in the Model Evalu-

ation Design. The second year evaluation of training should essentially replicate the approach of the first year in order to obtain longitudinal data. Some modification of the survey instrument will be undertaken, and any changes in the approach of the instructors will require adjustments in observation criteria, but the overall approach should remain pretty much the same.

2. Employee Performance Appraisal. The LPD is currently using an employee evaluation method designed for use by all city employees. This approach has been found to be inadequate for application to police personnel and the Department is in the process of designing its own evaluation instruments and methods. The purpose of the new performance evaluation methods will be to provide better personnel information and management control for the Department, and more meaningful appraisal and feedback for the officers.

In order to evaluate whether or not the new methods are an improvement over the old approach, some criteria must be developed against which the two approaches can be compared. One example of a way to establish such a criterion is to have each supervisor rank order all his personnel to be evaluated in terms of their overall job performance. If he supervises ten officers, these employees would be ranked from 1 to 10. Overall summary measures would then have to be devised for the two evaluation methods. Each officer would receive one summary score for the currently used methods and one for the revised, police-oriented method. These summary scores could then be ranked for each method and the ranks correlated with the rank ordering criteria. If the revised methods represented a true improvement in personnel

evaluation, then it should correlate more highly with the criteria than the method being used presently. The ideal would be to have the revised methods correlate perfectly with the criteria. The emphasis might need to change, or items might need to be modified in order to approximate this ideal.

III. Managing Criminal Investigations.

The sub-goals of the ICAP program include two that directly apply to the area of managing criminal investigations:

- To improve the utilization of patrol and investigative resources;
- To improve the quality of preliminary and follow-up criminal investigations.

1. Detective Case Management System. The Detective Commander is responsible for criminal investigations. He screens the cases in order to decide whether to assign them to a detective. He informs the victim of his decision, reviews the status of each case periodically and reports monthly to his superiors regarding the efficiency of his unit.

The case assignments should take into account the type and seriousness of the crime, whether or not it is an isolated incident or part of a criminal pattern, and solvability factors. A small random sample of cases could be evaluated on a case by case basis in order to determine if objective criteria are being used to determine the disposition.

The Detective Commander should review the status of active cases regularly. The evaluation should include documentation of his review of pending cases and a record of any action taken as a result of the review. The evaluation of this portion of the Case Management System should concentrate on the regularity with which cases are reviewed.

The monthly reports to the Chief of Police and the Assistant Chief of Police will be evaluated in terms of their timeliness, accuracy and completeness. Suggestions for improvements in the reports will be made where these are appropriate.

The victim notification program is already in progress. An assessment of the results can be obtained by contacting current victims and questioning them in regard to the status of this case and their satisfaction with police services. A small random telephone survey of current and past victims would be able to give some indication on the amount of feedback obtained on the new program when compared to the older methods, and the level of satisfaction in both cases.

2. Patrol Officer Investigation. The responsibilities of patrol officers in the area of investigation were greatly increased during the first year of the ICAP program. Officers became much more directly involved in processing information at the scene of a crime, in conducting follow-ups for cases they initiated and in cooperating with the Detective Division. During the second year, the effectiveness of the patrol officers in performing these investigative tasks will be examined. Overall clearance rates for crimes by various categories can be supplied by the CAU. Interviews of both patrol and detective personnel will document specific instances of patrol officer performance in investigative work and assessments of the cooperation between patrol and detective personnel. Also, during the second year of the ICAP program, patrol officers will begin to assume responsibilities for screening cases according to solvability factors. The effectiveness of their screening will be evaluated by comparing their performance with the older procedure and by interviewing experienced officers on disposition of randomly selected cases.

IV. Patrol Operations

The police patrol function is one of the primary and most visible of all services provided by the Department. This is emphasized by the fact that the first sub-goal of the ICAP program is:

--To improve the utilization of patrol and investigative resources.

In many cases, the public satisfaction is determined by their contact with and observation of uniformed patrol officers. The proper management and evaluation of ICAP patrol programs must be, therefore, a major concern for the project.

1. Patrol District Realignment/Patrol Workload Analysis. Based on new reporting procedures and research by the CAU, a workload analysis became available in 1978. Beginning on July 1, 1978, the patrol districts were realigned to produce a more equitable workload in terms of calls for service and past crime reports. By January 1, 1979, there should be a sufficiently large data base so that:

- i. the July 1, 1978 realignment can be compared to the previous alignment patterns in terms of the work requirements for each officer, i.e., the number of calls handled, etc.
- ii. Any inequalities which remain can be identified and adjusted for by the Department. Such adjustments should reflect not only space, but also time. That is, some districts may have a heavier workload than the average during one shift, but a lighter workload during others. Some districts because of their area may require more time for transportation, which can be accounted for in terms of time as well as distance. Adjustments may need to be made for temporal as well as spatial factors.

2. Crime Prevention Activities. One of the primary rationales for the patrol technique is in terms of crime prevention. In order to maximize the crime prevention effort, a great deal of cooperation between the Department and the community is essential. Part of this effort has been incorporated into the ICAP program with the training of officers to perform security surveys for the community. All officers will receive training in conducting residential security surveys. The effectiveness of this aspect of the ICAP program can be evaluated in three ways:

- i. burglary victims can be contacted to determine if they had asked the Department to perform a security survey;
- ii. people who asked for a security survey can be surveyed to determine if they or their friends had implemented the suggestions of the surveying officer;
- iii. the number of security checks by the officers can be documented.

The effects of the educational component of the crime prevention program can be evaluated by the number of requests for individual security surveys which such efforts generate. A comparison of burglary rates for surveyed and unsurveyed households can be compiled by the CAU for evaluation.

V. Prosecutor's Career Criminal Program.

The main purpose of this program is to increase the probability that persons identified as career criminals will be incarcerated. Past incarceration rates per arrest can be compared to current rates for the designed persons. If the program is effective, the rates should increase.

This program requires close coordination with the LPD Known Offender Program. Differences in the identification and the rationale for these

distinctions can be documented and explained. Interviews with personnel from both the LPD and the Prosecutor's Office will be used, as will an analysis of available documents. A systems analysis will describe and serve as the basis for evaluating the coordination of the LPD and the Prosecutor's Office.

Appendix A

IV. Departmental Goals and Objectives

The development and specification of organizational goals and objectives is a necessary but difficult task for any organization. It is particularly difficult for a police department since they are expected to provide an unusually wide range of services to the communities they serve while their performance is generally measured by the increase or decrease in the amount of reported crime. It is a well-known fact that approximately 80% of the calls for service answered by the police are not related to crime. Moreover, in some cases police goals or objectives may work against each other. For example: a crime suppression objective through aggressive patrol could work against an objective to improve community relations. Although this type of situation is probably not unique to policing, it is not one that the business community would generally have to face. Nevertheless, the development and specification of organizational goals and objectives is viewed as being essential a task for the police department since the process requires the communication of an organizational philosophy and provides a sense of direction for the organization.

With the proliferation of "Management by Objectives" (MBO) in recent years there has been some confusion as to the difference between a goal and objective, since the terms are often used synonymously. In order to facilitate an understanding of the department's goals and objectives and to establish their relationship the following definitions are provided:

Organizational Goals:

The end toward which an organizational effort is directed.

Objective:

An event or accomplishment that has been planned to bring the organization toward a specified goal.

Sub-Objective:

An individual event or accomplishment that has been planned to bring the organization toward a specified objective.

The above definitions indicate a hierarchical relationship between goals and objectives and as one proceeds downward they become more specific. A goal would be a broad general statement of the organization's aspirations and an objective would be a statement indicating a planned event that is believed would contribute to the achievement organizational goals. The sub-objectives are individual tasks that are required to accomplish a specific objective. Sub-objectives are not addressed in this document since they are of little significance in communicating organizational direction.

Department Goals:

The goals of the Lawrence Police Department have been categorized in several areas in an attempt to recognize the wide variety of functions a police department is responsible for and to provide further clarification as to the overall direction of the department. These categories are as follows:

Overall Goal - The overall departmental goal reflects the direction of all departmental efforts.

Crime-Related Goals - These goals reflect the direction of the department with respect to the problem of crime.

Service-Related Goals - These goals reflect the direction of the department with respect to areas of service that the department provides that are not directly related to crime. They also serve to formally recognize the fact that the police function is much broader than the crime control role.

Internal Management Goals - These goals reflect the areas of improvement believed necessary to move toward the achievement of the overall goal and the crime and service related goals. These goals can be viewed as the direction the department intends to take to efficiently and effectively accomplish the crime and service related goals.

Overall Goal

To provide efficient and effective police service to the citizens of Lawrence, Kansas.

Crime-Related Goals

1. To provide in the Community a sense of security that is responsive to the fears of crime.
2. To create an atmosphere that deters or diverts individuals from committing offenses.
3. To investigate offenses reported to the police in an effort to solve them and to identify the responsible party.
4. To locate and apprehend individuals identified as a result of an investigation as having committed an offense.
5. To recover property lost through criminal action and return it to its rightful owner.
6. To participate in the prosecution of those against whom criminal charges are preferred.
7. To reduce the opportunities that individuals intent on committing a crime have for carrying out their intentions.

Service-Related Goals

1. To facilitate the movement of people and vehicles.
2. To assist in the resolution of conflict.

Service-Related Goals - continued

3. To promote and preserve civil order.
4. To identify problems³ that are potentially serious law enforcement or governmental problems.
5. To provide police assistance to special community events.
6. To improve communication between the police and the community.

Internal Management Goals

1. To improve the utilization of departmental personnel.
2. To develop programs designed to address specific crime, criminal offender and service problems.
3. To provide the training necessary to improve the ability of personnel to carry out their responsibilities.
4. To improve the quality and quantity of management and operational information available to departmental personnel.
5. To encourage the input and involvement of personnel at all levels of the organization in the achievement of goals and objectives and in the development of programs.
6. To recruit and employ the most qualified persons for police positions, regardless of race, color, creed, sex, or national origin.
7. To improve the ability of the department to respond to emergency requests for police service.
8. To improve the department's relationship with other segments of the criminal justice system.
9. To improve relationships between departmental elements.
10. To continually evaluate present police methods to determine their effectiveness and to develop alternatives, when present methods are deemed ineffective.

Objectives

Specific objectives are not included in this paper because they have not yet been formulated. This is the stage where supervisory and mid-management personnel become involved. Prior to this taking place, however, there must be concurrence with the departmental goals by the City Management and policy-makers. Moreover, some communication of the priorities of this level would be in order to provide departmental administrators with the necessary direction. When this is done the department can proceed with the development of objectives through the involvement of departmental personnel.

This stage would involve the specification of programs or activities that are believed to bring the organization toward a specific goal. For example: an objective to bring the department toward the accomplishment of the goal involving the reduction of the opportunities individuals intent on committing crime have for carrying out their intentions might be:

To develop and implement a home security survey program in 1978 that will provide citizens with recommendations for making their homes more secure.

Sub-objectives would then be developed to address the necessary steps to carrying out this objective. For example: sub-objectives would be:

To train all officers in home security survey techniques by March, 1978.

To develop security survey forms by March, 1978.

To survey 20% of the residences in planning area 22 by July, 1978.

As one can see, this process clearly specifies the overall direction of the department, programs, and the tasks that must be accomplished within a specified time frame. This provides a method for assessing departmental

Objectives - continued

accomplishments as well as division and individual accomplishment. Moreover, it removes some of the ambiguity and provides a basis for organizational cooperation and coordination.

Appendix B

ICAP MODEL EVALUATION DESIGN

A detailed examination and analysis of the first year ICAP activities is necessary in order to determine how well the program goals and objectives are being met. By implication, this assessment will also contribute to the understanding of how ICAP activities increase the efficiency and effectiveness of police services to the community. Social Impact Research, Inc. has developed a model evaluation design for assessing the ICAP programs. This evaluation design deals with four specific items: the Crime Analysis Unit (CAU), the Detailed Problem Analysis, the Police Training Program and the Specific Crime and Criminal Offender Programs. Two kinds of evaluation will be made, process and product. Process evaluation deals with the functions of the system or organization. Product evaluation assesses the impact of the total package, the program, project or activity.

Product Evaluation assesses the contribution of the activity or program to the overall mission of the Lawrence Police Department, and the goals, sub-goals and objectives which have been periodically outlined, especially in "The Lawrence Police Department: An Overview and Statement of Goals and Objectives" (January, 1978). Additional goals and objectives for each ICAP

program are being developed with the design and implementation of each activity. Overall, these standards serve as the primary benchmark by which the product evaluation must be made.

In establishing goals, the primary motivating factor is the existence of a need which may be specifically stated or merely implied. Sometimes needs are assumed to exist because resources have been allocated to deal with such needs, or needs of low priority have resources applied to them for political, social or moral reasons while higher priority needs are ignored or slighted. In such cases, the evaluation process should identify the product contribution to meeting program and overall goals and assess how well the activity and the goals meet the department needs. The primary purpose of product evaluation is to keep the operation of a specific activity or program in the perspective of overall department needs, which in this case means the public safety needs of the city.

Several specific areas of information are required for a proper product evaluation:

1. A baseline description of conditions as they existed before the program was initiated or improved; (This should refer directly to the needs that existed, the opportunities for action, and the fit of the program activities with department goals and objectives.)
2. Documentation of activities to maintain a record for accurate assessment; (This would include description of project activities, identification of the location, intended and unintended effects, the time period involved, the dynamics of the system--e.g. what personnel and offices provide and receive CAU information--and

data sources.)

3. Program or activity monitoring with special attention to changes in the format, uses or attitudes of involved personnel;
4. Interviews, survey instruments and content analyses of written materials provide information on impact evaluation;
5. Department crime and service statistics.

These types of information are used in product evaluation to assess the overall impact of the program or activity and are combined to make a determination about how well the total program meets its goals. The applicability of these types of data to product evaluation depends on the specific activity. The Specific Crime and Criminal Offender Programs will be designed in such a way that they will respond to statistical crime data and thus will be much more effectively evaluated by such measures than the supervisory portion of the Training Program which is oriented toward management efficiency and can be expected to have a very indirect effect on crime statistics.

Process evaluation has a slightly different orientation than product evaluation. The emphasis of the assessment is on the efficiency of the methods or approach used. The standards by which the activities are measured is more technical than is the case with product evaluation. The goals and objectives of process evaluation are often implied by the technical resources which are used and are therefore often considered subsidiary to the social, economic and political aspects of program development. It must be recognized, of course, that the physical capability and the organizational ability to provide police services can create the demand for services so these two aspects

of activity are not completely separate. But for purposes of assessment, process evaluation can be treated as a more objective and technical subject than product evaluation.

Process evaluation has two primary bases for assessment, one intrinsic and the other extrinsic. The evaluation of the intrinsic effectiveness and efficiency accepts the technical and organizational considerations as a given and provides an assessment of how well the given design is operating (i.e., how close to optimal potential the system is functioning). The evaluation of the extrinsic effectiveness and efficiency compares the system in use to other technical and organizational options and assesses the appropriateness of the in-place system with those that are available or could be adapted for use in its place.

The information and data requirements for process evaluation emphasize description, comparison and monitoring. Some assessment of probable impacts, given different technical and organizational parameters, can be made.

1. Process analysis describes the system in terms of the flow of materials from input to outputs and includes identification of the key points of recording, communication, analysis and administrative action.
2. The density of traffic in the flow system is documented.
3. A schematic of the flow process is constructed to show inputs and outputs, direction, density and key points of the system.
4. A systems analysis is completed for the program or activity based on the descriptive and documented factors.

5. Checks for the accuracy of the system description and analysis are made through interviews with personnel involved in the operation of the system. Suggestions, observations and insights from the interviews are then incorporated into the final analysis.
6. The described and documented system is compared to other systems to check for functions, scope and utility.
7. Strengths and weaknesses of the system are highlighted and the necessary information assembled for making recommendations. The process evaluation concludes with a summary and options for change or improvement in the system.

Unit evaluation designs are presented below for each of the four activities, the Crime Analysis Unit (CAU), the Detailed Problem Analysis, the Police Training Program and the Specific Crime and Criminal Offender Program. The product and process evaluation approaches are integrated in the following description and applied to the specific requirements of each activity.

CRIME ANALYSIS UNIT (CAU)

Description. The limitations of current and useable information for on-going crime and workload analysis has restricted the effectiveness of management, patrol and investigative operations of the Lawrence Police Department. The CAU has been developed to improve both the quality and quantity of operational and management information. The following evaluation

procedure will examine the process and product of the CAU to determine its contribution to greater management, patrol and investigation effectiveness. This assessment will provide detailed information for relating the CAU operation to attainment of the ICAP goals and objectives.

The importance of crime analysis information in modern law format has prompted the LPD to improve their record system. The final use of an improved data collection system depends upon the ability of the CAU to provide upgraded analysis and communication of the results. The CAU is responsible for providing operational information to the patrol and investigation units and for developing the information necessary to properly manage police workloads.

The first step in evaluating the activities and impact of the CAU is a descriptive documentation of the unit's activities. This will include identification of what information the unit provides, how it is gathered and analyzed, how current it is and to whom it is communicated. The evaluation will develop a detailed flow chart of the process by which raw data becomes useful information for crime analysis. The flow chart is a fundamental step upon which further analysis of the CAU depends. It will identify points of contact between initiators and receivers of data, and will attempt to quantify the timeliness and usefulness of the data at each interface.

The meaningfulness of this assessment will be greatly enhanced by the development of a similar flow chart documenting data exchanges within the system used prior to implementation of the CAU. While an attempt will be made to construct such a flow chart, the retrospective nature of the work may lead to somewhat ambiguous comparisons.

Documentation. In order to portray graphically the functions of the CAU, and demonstrate its impact on LPD activities, a single item of information will be traced through the flow chart. Its alterations in form as it moves from

one point in the system to the next, or is combined with other data, will be presented. This demonstration will be repeated for several types of data so information critical to the patrol, investigation and management activities will be shown.

Systems Analysis. The data is only one input into the process. Personnel time and training, as well as equipment, also affect the quantity and quality of information and its usefulness to the department. A systems analysis approach will assess personnel needs, training and equipment in order to evaluate the LPD unit in terms of optimal operation standards. The flow chart will form the basis for these analyses. The type of equipment, the number and the skills of the personnel required to process the data through each point in the system will be described and where possible quantified.

Interviews. The final test of the contribution the CAU makes to police effectiveness and efficiency is whether the users of CAU outputs find that it improves their performance as officers. In order to assess this aspect of the program, the evaluation will survey key patrol, investigative and management personnel. The survey will determine if the recipient feels he/she is getting more information, in a more useful format, in more timely fashion. The respondents would be asked to specify how the information has increased their job performance or in what way it has been useful.

Methodology. The purpose of the evaluation is to demonstrate the way that the CAU has contributed to the improvement in crime information and analysis functions of the LPD. Monitoring the system will determine whether the mean lag time between receipt and dissemination of information is decreased. Similarly, the amounts of information can be compared before and after implementation of the CAU, as can the proportion of appropriate

recipients being serviced by the unit.

The interview data will be used to draw a perceptual flow chart of information. Comparing this users evaluation with the original flow chart will allow the evaluators to highlight strengths and weaknesses in the operation and/or its acceptance by the users.

Summary and Recommendations. The results of the analyses will be assessed in terms of overall ICAP goals and objectives, and in terms of specific CAU objectives. A summary of the flow chart analyses will be presented to indicate strong and weak points in the movements and uses of the crime analysis information. Recommendations for the improvement of equipment, training and use of personnel resources will be included as they appear to be needed.

DETAILED PROBLEM ANALYSIS (DPA)

Description. One of the major objectives of the CAU is to provide part of the information necessary for the operation of the Detailed Problem Analysis (DPA). The CAU data, information on service workloads and the results of the Citizen Survey being conducted as part of this evaluation, will all be examined to pinpoint areas of concern. The problem analysis process will serve as the basis for specific program planning and development, as well as providing a data base for evaluation of the overall project.

The problem analysis phase will serve as a means of assessing the quality of CAU operations and outputs, the usefulness of the citizen survey and the effectiveness of the department personnel resources. At the same time, the DPA is a discrete activity that can be judged on its own terms. For this evaluation a combination of decision-making, systems analysis and assessment of information content are involved.

Documentation. The assessment of the DPA program will involve the development of a framework whereby the analysis process can be described and documented. The data and its sources, as they lead to the recognition and definition of a problem area, must be exactly identified. If these data were a product of the CAU or the citizen survey they will tend to substantiate these activities. If the problem identification or definition arose from an unexpected source, this information may prove useful in planning future programs or in designing future information collection and dissemination systems. This description and definition of information sources should be undertaken for every problem considered for analysis.

System Analysis. Once again, the data are only one input to the DPA system. The whole effort of the DPA program will involve a heavy commitment of personnel time and effort. Records of all personnel involvement should be kept, as should an estimate of what other activities these participants are forgoing while working on the DPA. A record of the major items considered, the sequence of discussion, the exact information available, and the outcome of the DPA should be kept for content analysis by the evaluation team.

Interviews. Personnel active in the DPA effort will be asked to evaluate the impact of the program in terms of the relevance of the problems considered, the efficiency and effectiveness of the analysis process, the overall usefulness of the effort and the quality of the products of the DPA. They will also be queried about their perceptions of the usefulness and thoroughness of the data supplied to them as it applied to the DPA tasks. This will supply another input to the evaluation of the CAU. Key patrol, investigation and management

personnel not directly involved in the work of the DPA will be asked about their perception of the usefulness of these activities and the current or future impact of the program on police services and/or department effectiveness.

Methodology. Quantitative analysis of this phase of the project will be limited to attendance statistics and some portions of the decision-making process as recorded by the participants. The impressions and perceptions of participants and other department personnel will be compared. Descriptive and inferential methods use by the personnel work on the DPA will be reviewed and assessed by the evaluation team.

Summary and Recommendations. One task of the DPA personnel will be to provide a summary of the problems they considered and the analysis they made. The evaluators will review this report and attach an evaluation summary to it. The summary will address the relevance of the problems examined, the efficiency and effectiveness of the decision-making process, comparative perceptions and points of agreement and disagreement, and the applicability and relevance of the DPA techniques. Recommendations for strengthening decision-making strategies, personnel involvement, and analysis procedures will be included if appropriate.

The final test of the success of this activity will be the extent to which the problem analysis contributes to the increased effectiveness and efficiency of the LPD. This will be most readily determined in the operational phase of any programs or activities that are initiated as a result of the DPA. Specific evaluation criteria for this assessment would depend on the type and level of program that was begun.

POLICE TRAINING PROGRAM

Description. The most important factor in the delivery of police services is the individual officer. His level of skill, dedication and service are all related to his training. Effective training is the key to providing quality sworn officers in police work. The required investments in time, personnel and money to achieve the best possible training for the individual officers is a continuing problem, especially for cities the size of Lawrence. One of the programs of the ICAP effort is to supplement the locally financed efforts at police training.

Documentation. The evaluation of the training activities employs both product and process measures. Examination of the training program will include description, documentation and monitoring. The contents of each training program will be reviewed and compared with similar in-service training efforts. Documentation of each program will record such characteristics as the location, circumstances, personnel involved, length of time allotted and facilities. Multiple evaluation measures will be gathered. Attendance records will give a precise measure of the number of personnel exposed to training materials. The evaluation survey completed by participating officers will assess the training program during its progress and some time afterward, perhaps 90 days later. Those responsible for the training program will also be interviewed to obtain their assessment after the sessions have taken place.

Methods. Statistical tests are appropriate for analyzing the evaluation instruments completed by police personnel during and after the training activities have taken place. For interval measures, t-tests will be used to compare the during and after evaluations of training personnel and course

content. For ordinal and nominal measures, χ^2 can measure whether there was any significant change in the evaluations over time. The results of the survey will be summarized in a table which provides a score for each item and for each session. These median rating scores will provide a means of analyzing the variance across rows to test whether there were significant differences in the sessions and if so, on which dimensions--course content or instruction.

Summary and Recommendations. The documentation, monitoring and evaluation surveys of the sessions will be used to summarize the training program and make recommendations for improvements or continuation of specific aspects of the effort. The summary will examine the effectiveness of the sessions on an individual basis and compare the sessions to each other. It will report the response of the officers to each session and these results will be aggregated into over-all scores for the training program. The survey will record the response of attending officers to the applicability and relevance of the subject matters and the positive and negative influence of the instructors. Recommendations will be based on these findings and will address the training strategies, problems and strengths.

SPECIFIC CRIME AND CRIMINAL OFFENDERS PROGRAMS (SCCOP)

Description. The LPD has already outlined the preliminary aspects of the Specific Crime and Criminal Offenders Program (SCCOP). Additions and refinements to this effort will depend on the work of the DPA unit, updated input from the CAU and the results of the citizen survey. This phase of the ICAP program is concerned with identifying and defining the term career criminal as it applies to Lawrence, of relating the dimensions of the problem to those

who have the authority to activate effective programs, of developing records and procedures for dealing with these crimes and criminals more effectively, and, finally, of providing the patrol and investigative resources necessary to reduce the impact of crime attributable to these crime areas or criminal types.

The development of these programs is essentially a continuation of the DPA work. The data provided by the CAU and analyzed during the DPA phase should provide the specific criteria for evaluation. The effectiveness or failure of these programs will be validated by the CAU statistics for specific crimes and for the activities of the career criminals as they are defined by these programs.

Documentation. Evaluation of the SCCOP program will require documentation of the program development processes. The source and nature of data will be identified and the methods of analysis will be recorded. Definitions and criteria set up by the department task force must be the focus of evaluation during the planning and formation stages of the effort and must be well documented. The task force reports should detail the decision-making process and the analytical techniques used in the process of defining the specific programs. This documentation will form the basis for the evaluation of this phase of the project.

System Analysis. The documentation will have limited meaning unless the process involved in its development is described. Records of the personnel involved in program development, the time each spent on these activities and the data input and output flows should be kept. The specific programs that evolve from this effort will be examined in terms of the equipment and personnel required and the expected results. Standard systems analysis methods will be used to format the liaison with the County Prosecutor's Office, the dissemination of information, the conduct of training for the programs, and

involvement of personnel in the activity processes.

Interviews. Participating personnel will be interviewed about their perceptions of the program development process, its efficiency and effectiveness, the worthwhile use of their time, what options and alternatives were considered, why specific programs were chosen and what impact they expect the selected programs to have on police services. In addition, key patrol, investigative and management personnel not directly involved in the program development effort will be queried about their perceptions of the potential impact these activities will have on police services.

Methodology. The evaluation team will designate key performance indicators by which the selected programs will be measured. Survey and/or interview information from participants in the LPD and the Prosecutor's Office and selected nonparticipants will be compared and analyzed. Descriptive data of the SCCOP programs will be collected and analyzed. This would include documentation of the process and product measures. Most of the necessary data for product evaluation would be supplied by the CAU.

The task force established to construct the SCCOP programs is charged with the duty of improving arrest, charging and conviction rates, especially for career criminals. Most of the data gathered for their use during the implementation phase are interval measures. Statistical assessment of these measures would include analysis of variance and correlation. For instance, a correlation coefficient might be computed by treating hours of training in each type of problem as the independent variable and the clearance rate for that type of problem as the dependent variable. Alternatively, analysis of variance could be used in the above case if the existence or non-existence of a specific program were treated as the independent variable. In addition

to primary analyses, the evaluation team will review the analytical procedures planned by the CAU and the Task Force for future assessment of the new SCCOP programs.

Summary and Recommendations. A summary of the development process that generated specific crime and criminal programs will be written. The specific programs and their potential contribution to the ICAP goals and objectives, as well as overall department goals, will be assessed. Recommendations for strengthening specific programs and/or the means of evaluating their impact will be included where appropriate.

Conclusion. The ideal approach to evaluation is to have the design completed before the project begins so that data collection can be included in all phases of the work. In the case of this contract, however, such an approach was not possible for two reasons. First, the evaluation contract was awarded some months after the ICAP program had been started. Second, the resources allotted to the evaluation do not allow the kind of in-depth data collection that would be ideal. Certain labor-saving approaches have been used since labor intensive data collection is extremely expensive and may not be worth the final results. This approach has allotted as much of the evaluation resources as possible to the analysis and recommendation phases. The initial evaluation work must concentrate on the programs themselves, which means that process measures are extremely important. Further evaluation will have to assess the impact of these programs on the community and the Lawrence Police Department itself. In this on-going effort, product evaluation will increase in importance. The ability of the department and their evaluators to remain flexible is essential, especially as the ICAP

project moves from the start-up and design phases to the operational phases.

END