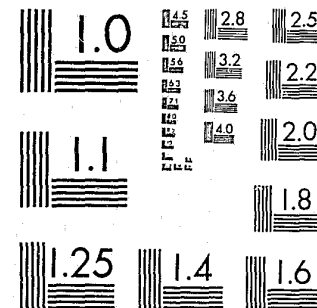


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4/22/83



EDMUND G. BROWN JR., Governor  
STATE OF CALIFORNIA  
OFFICE OF CRIMINAL JUSTICE PLANNING

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EDMUND G. BROWN JR.  
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916/445-4571

January 26, 1982

TO: MEMBERS OF THE CALIFORNIA LEGISLATURE

In 1978, California became the first state in the nation to enact its own Career Criminal Apprehension Program. A few days ago, I announced additional C-CAP grants, bringing to 27 the number of California police and sheriffs' departments which are directly participating in this program.

I am pleased to present this report which documents the continuing progress made by local law enforcement agencies in establishing Career Criminal Apprehension Programs. This program complements the statutorily authorized Career Criminal Prosecution Program which targets prosecutors' efforts against repeating felony offenders. These two programs taken together represent excellent examples of the types of innovation we should adopt to improve the criminal justice system during a time of severely limited public revenues.

Sincerely,

*Edmund G. Brown Jr.*  
EDMUND G. BROWN JR.  
Governor

NCJRS

APR 6 1982

ACQUISITIONS

**OFFICE OF CRIMINAL JUSTICE PLANNING**9719 LINCOLN VILLAGE DRIVE, SUITE 400  
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January 26, 1982

The Honorable David A. Roberti  
President Pro Tempore of the Senate  
State Capitol  
Sacramento, CA 95814

The Honorable Willie L. Brown, Jr.  
Speaker of the Assembly  
State Capitol  
Sacramento, CA 95814

Dear Senator Roberti and Speaker Brown:

I am pleased to present for your review the Second Annual Report to the Legislature on the progress of the California Career Criminal Apprehension Program (C-CAP), pursuant to Chapter 1167 of the 1978 Statutes (SB 2039, Holmdahl). This report contains cumulative results covering an 18 month period from January 1, 1980 through June 30, 1981.

During this reporting period nine local law enforcement jurisdictions have successfully implemented this program which, together with the California Career Criminal Prosecution Program (CCP), represent the first state-supported systematic approach to identify, apprehend and prosecute the repeat felony and career criminal offenders.

Based upon a careful analysis of the results, these selected jurisdictions have shown substantial success in reaching the goals of C-CAP.

The analysis was designed to describe and assess the implementation of the program as a whole, as well as at the individual agency level. Therefore, the report deals first with the total program impact, followed by an appendix which supports jurisdictional achievements.

Preparation of this report was the responsibility of OCJP's Deputy Director of Planning and Operations, Nathan Manske and members of his staff, Sheila Anderson, Robert Spindler, Dennis Rose, Judy O'Neal, William Miller and Joseph Arellano. An evaluation contractor for this program, MetaMetrics,

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Honorable David A. Roberti  
Honorable Willie L. Brown, Jr.

January 26, 1982

Inc., of Sacramento and Washington D.C., directed by Joel Phillips, also assisted in the evaluation efforts. A special note of thanks goes to members of the participating local law enforcement jurisdictions for their enthusiastic support and cooperation.

Cordially,



DOUGLAS R. CUNNINGHAM  
Executive Director

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DRC:JP:jaj

Attachment

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## EXECUTIVE SUMMARY

The California Career Criminal Apprehension Program (C-CAP) introduces a structured approach to the management of law enforcement service delivery functions and support services. Law enforcement agencies and jurisdictions located throughout the State participating in the program include:

- County of Contra Costa
- City of Fairfield
- County of Marin
- City of Modesto
- City of Redondo Beach
- County of Sacramento
- City of Santa Ana
- South Bay<sup>1</sup>
- City of West Covina

Together with the Career Criminal Prosecution Program (CCP), the California Career Criminal Apprehension Program represents the first state-supported, systematic approach to identify, apprehend, and prosecute the repeat felony and career criminal offenders. The guiding legislation for the dual approach to the problem of the repeat offender is SB 683 (Chapter 1151, Statutes of 1977, Deukmejian), which established the Career Criminal Prosecution Program, and SB 2039 (Chapter 1167, Statutes of 1978, Holmdahl), which established the California Career Criminal Apprehension Program.

## BACKGROUND

The development of the C-CAP concept is intrinsically linked with recent research concerning the criminal justice system's response to the recidivistic offender. Several key studies during the past decade identified the presence of a relatively small group of repeat offenders responsible for a disproportionate percentage of serious crime. Studies on prosecutorial resources increasingly singled out the failure of the district attorney's office to protect the community through more stringent case management practices consistent with this population's criminal activity. Burgeoning case volumes not only adversely affected the courts, resulting in delays and case backlogs, but also largely contributed to inefficient prosecution and unreasonable plea bargaining practices. Secondly, a series of studies on law enforcement agencies revealed that a large amount of police time and resources were being spent on crisis intervention and order maintenance instead of crime-related activities. These findings prompted the development, first at the national level, then later at

---

1. The South Bay project is a multi-jurisdictional project sponsored by the Redondo Beach Police Department and funded with federal law enforcement assistance administration funds approved by the local criminal justice planning board.

the state level, of the Career Criminal Prosecution Program and its law enforcement counterpart, the Integrated Criminal Apprehension Program (I-CAP). Subsequent to I-CAP, the Career Criminal Apprehension Program (C-CAP) was begun in California.

Although C-CAP was modeled after I-CAP, it differs from the national program in several important ways. The emphasis on the detection, apprehension, and prosecution of the serious repeat or multiple crime offender was not part of the original I-CAP model; it was added after the program began. Secondly, with C-CAP there is more of an emphasis on the interaction between police and prosecutors. Thirdly, and more importantly from an evaluation perspective, the Office of Criminal Justice Planning (OCJP), in consultation with the C-CAP Steering Committee and its Evaluation Subcommittee, has identified an extensive set of C-CAP objectives with measurable performance indicators to determine the success of the program.

The enabling legislation for C-CAP placed the administrative responsibility for the program in the Office of Criminal Justice Planning. This responsibility includes a two-year assessment of the program's efforts. Consequently, OCJP and the Evaluation Subcommittee of the statutorily authorized C-CAP Steering Committee developed an overall evaluation design to monitor the implementation and operation of this program in the nine law enforcement agencies. To assist them in this effort, OCJP contracted with MetaMetrics, Inc., and their subcontractor, the Center for Planning and Research.

This executive summary abstracts the major findings and conclusions of the 18-month evaluation study from January 1, 1980 to June 30, 1981. The summary is organized around the stated career criminal objectives and results to date.

#### PROGRAM OBJECTIVES AND RESULTS

The program components of both the I-CAP and C-CAP model are designed to provide police management a range of operational activities and procedures to improve the department's overall efficiency and effectiveness. These activities involve field operations and support services in both law enforcement and prosecutorial efforts to identify, apprehend and successfully prosecute the career criminal or serious felony offender. Within that framework--components are stipulated in the enabling legislation.

They are:

- Crime analysis
- Patrol management
- Investigation management
- Prosecution

A series of objectives were identified to determine the success of the funded agencies in implementing these four major components. The following subsection examines each component, corresponding objectives and reported results.

#### CRIME ANALYSIS

The crime analysis process is a major step of the C-CAP decision-making model. It is defined as a set of systematic, analytical processes directed at providing timely and pertinent information relative to crime patterns and trend correlations. It is also designed to assist operational and administrative personnel, plan the deployment of crime prevention and suppression resources, aid in the investigative process, and increase apprehension and case clearance rates.

The enabling statute stipulates that the following program requirements related to crime analysis be incorporated in each funded C-CAP project. Specifically, each project was required to establish crime analysis capabilities that would relate to the following activities:

- Identify evolving or existing crime patterns--particularly those involving felony career criminals.
- Provide investigative leads.
- Identify geographical areas or population groups experiencing relatively severe crime victimization in order to improve effectiveness of crime prevention efforts.
- Provide supporting data for improved allocation of overall law enforcement agency resources.

Objectives and results associated with the implementation of crime analysis included the following:

##### Objective 1: Train personnel in the concepts and procedures necessary for systematic crime analysis.

By the early months of program operation, all projects had carried out introductory training for crime analysis unit (CAU) staff and supervisors. Training provided to CAU staff was in two primary areas: techniques of crime analysis and computerized information processing.

During the 18 months reviewed for this report, the C-CAP staff attended 128 training sessions, for a total of 344 days. Over 280 C-CAP staff attended the various training programs provided by nine different training sponsors. Of the nine, two agencies--Department of Justice (DOJ) and Office of Criminal Justice Planning accounted for over 50 percent of all training programs provided. One course was cited by all C-CAP staff as being extremely useful. This was the course on crime analysis techniques provided by DOJ.

Objective 2: Implement a structured planning and decision-making process.

During the first 18 months of operation, all of the funded projects have established and operationalized a series of procedures to enhance the decision-making process within their agency. The principal evidence of this effort is the crime analysis unit itself. All projects have established a CAU within their departments. With the establishment of the CAU, changes in data collection (e.g., changes in report formats), collation (e.g., development of improved data storage and capabilities), analysis (e.g., improved, more accessible files for analysis), and product dissemination (e.g., reports distributed on a regular or as-needed basis) have occurred. Six of the CAU's have also developed a feedback system that provides a means to assess their products and introduce accountability into their efforts.

In summary, C-CAP agencies have successfully implemented all four steps associated with the C-CAP decision model: data collection and collation, analysis, planning, and service delivery. Six projects have also implemented a "feedback loop." Furthermore, the introduction of C-CAP has enhanced the decision-making process in many of the agencies in more ways than initially intended. Because C-CAP involves the introduction of new procedures and techniques (e.g., revised crime reports, computerization of crime data), the agencies have had to seek out additional information to support these C-CAP related decisions. Specifically, all nine projects have:

- Visited other agencies to observe decision-making practices
- established formal coordination meetings (e.g., between patrol and investigation)
- Used advisory and planning committees

C-CAP has made a substantial and documentable improvement in the agencies' decision-making processes.

Objective 3: Implement data collection procedures for crime analysis.

The implementation of the crime analysis units required the development or revision of current data collection procedures and crime files, and the development of a mode of storage and access to these files. The key element has been the revision of primary data collection instruments used by the agencies. All of the projects have made substantial changes in their crime and arrest reports to facilitate later crime analysis efforts. These changes primarily involved increasing the number of crime data elements through the use of forced-choice responses. Narrative portions of the forms were reduced, which has facilitated completion of the forms by officers.

Many of the agencies also have actively attempted to expand the role of the patrol officer in data collection. Instead of simply taking reports, officers are being given responsibility to conduct preliminary field investigations.

Objective 4: Implement crime analysis for use in identification, apprehension, and prosecution of career criminals.

The focus of the C-CAP program on crime analysis capabilities has resulted in extensive development of offense and offender files. Of the 84 files planned for development as a result of C-CAP, 79 were functional within the first 18 months of program operations. Files most often targeted for development were:

- career criminal
- suspect
- suspect vehicle
- field interrogation
- physical characteristics
- parolee
- known offender
- modus operandi

Current level of file development and CAU analysis capabilities has resulted in the production of an extensive range of crime-oriented bulletins and memorandums produced on a regular or as-needed basis. These have often been the basis for developing tactics to identify and apprehend offenders.

The crime analysis units have collectively responded to over 1,758 special requests, 642 of which came from patrol. These patrol requests, which were primarily concerned with offender identification and crime pattern analysis, resulted in the development of special tactical plans involving 692 tactics. These tactical plans produced 165 arrests, 211 closed cases and 81 suspect identifications.

While these results speak well of the current development of crime analysis capabilities, they actually represent an indication of results to come. Current crime analysis capabilities are restricted by the limited size of the data base and the manual-based mode of storage and analysis.

Conclusion

Substantial progress has been made in developing crime analysis units and analysis capabilities during the first 18 months of program operations. This progress is even more impressive when compared with the national I-CAP projects. California projects are one to two years ahead of the progress made by I-CAP projects at a comparable phase during their development. In summary:

- All preliminary data collection procedures and formats have been developed and implemented by the agencies.
- All sites have an operational crime analysis unit that produces analysis reports on a regular and as-needed basis.
- Substantial file development has occurred at the majority of sites. Approximately 94% of the files initially planned have been developed.

- Preliminary results indicate that CAU products have been used to establish special patrol-based tactics. These tactics have resulted in the identification and apprehension of serious offenders.

In general, the progress of the C-CAP projects is consistent with both site-specific and overall program planning. Crime analysis capabilities have been developed within the funded agencies and are producing positive results.

#### PATROL MANAGEMENT

Within the C-CAP concept, the patrol division has the most direct responsibility for achieving the major objectives of the program. Whether the program ultimately increases the number and proportion of career criminals and felony offenders apprehended, and preliminary indications suggest it has, will largely be the responsibility of patrol. The patrol management component provides patrol managers with methods (i.e., geographic and temporal allocation of patrol personnel, directed patrol options, management of service calls) which will enable them to more effectively structure patrol time in order to accomplish specific patrol objectives.

There were two objectives identified to evaluate the implementation of effective patrol management concepts.

#### Objective 5: Implement/Enhance Patrol Management Concepts

Implementation of C-CAP patrol components is a complex and involved undertaking. It requires extensive planning and coordination involving all aspects of the department--from operations to administration. It is based on a thorough review of current procedures which in turn requires that certain operational-based analyses be conducted (e.g., management of calls for service, workload studies). Given the complexity and impact of implementing the C-CAP patrol model, the participating agencies have adhered to a sequential development approach to the component. And while two years was envisioned as the period needed to accomplish these objectives, the majority of projects have made considerable progress in achieving the overall goals of the program in only 18 months.

The most dramatic impact on patrol strategies and procedures has been the use of directed patrol. Seven of the nine projects have implemented directed patrol\* procedures as a result of C-CAP. The program has also resulted in an increased use of tactical units. Four of the agencies have or are planning to develop specialized tactical teams that will be solely responsive to the CAU. In addition, four of the agencies have developed or modified their call policies to:

- increase the use of nonsworn personnel to respond to calls
- rank and/or stack calls freeing officers to directed patrol activities.

\*See Glossary of terms in Appendix M

The design of C-CAP required the establishment of a crime analysis unit to develop products that enhance patrol operations. This has been one of the more notable achievements of the program. Specifically, there has been a steady and progressive increase in the use of CAU products by patrol. This is the result of increased sophistication and capability of the CAU and a better understanding by patrol of the services and range of analyses possible with the CAU's.

Patrol accounted for over one-third of the requests for CAU information. These special requests in turn have been the basis for developing a variety of offense or offender-based tactical plans (e.g., surveillance, high visibility saturation patrol). These tactics have resulted in at least 165 arrests and 211 case closures.

#### Objective 6: Improve the Quality of Case Preparation

Improvement of initial case preparation has been achieved through five principal means:

- Revisions of crime/offense reports. These changes, involving the use of forced-choice responses and providing the field officer with an extensive range of potential crime elements, tended to enhance the officer's description of the crime.
- Use of Solvability Factors.\* The use of solvability factors introduced with C-CAP has facilitated and improved the preparation of cases in an indirect manner. Through early determination of the solvability of a case, it becomes possible to allocate additional time and effort, both by patrol and investigations, to those cases that are likely to proceed to prosecution.
- Improved Field Investigations Manuals. As part of revisions of the field interview cards and general improvement of the field officer's preliminary investigative techniques, all projects developed and improved the field officer's manual.
- Training. All projects have involved their patrol forces in additional training programs as a result of C-CAP. Training generally involved orientation to C-CAP concepts, completion of revised report forms, and use of tactical action plans.
- Expanded Role of Patrol in Preliminary Investigations. Four of the agencies have greatly expanded the role of patrol officer in making case continuation decisions and/or conducting follow-up investigative activities. Although it is too soon to determine the impact of these procedures, interviews with patrol officers have indicated increased pride in their work, which should also result in improved case preparation.

\*See Glossary of terms in Appendix M



## Conclusion

Enhancement of patrol management was the second-year objective of the C-CAP program. With six months of program activities remaining, the majority of the projects have successfully implemented many of the desired procedures, tactics associated with enhanced patrol resource allocations based on crime analysis. Specifically, the C-CAP component of patrol operations resulted in an expanded role of the patrol officer in making case continuation and follow-up investigative decisions. Changes in calls for service management policies freed patrol time to make better use of their resources through directed patrol, tactical units surveillance and other effective procedures. The changes in patrol resource allocations and tactics has been achieved through an increasing use of crime analysis.

## INVESTIGATIVE MANAGEMENT

The C-CAP model centers on improved investigative functioning through more structured planning and decision-making. A more structured approach to investigations management improves distribution of cases and caseloads, increases use of formal solvability factors and case screening, and/or improves closure rates. All of these factors can increase attention to the more "serious" cases, including those involving career criminals. There were three objectives identified to evaluate changes in the investigative function resulting from C-CAP:

### Objective 7: Implement/enhance investigative management concepts.

This objective involved the introduction and use of procedures associated with the management of criminal investigations (MCI) program developed by LEAA in 1976. Basically, it represented a comprehensive approach to improve the management of investigative resources. It was premised on the development of procedures involving four activity areas:

- initial investigation
- case screening
- managing the continuing investigation
- police-prosecutor relations

MCI, as adopted by C-CAP, sought to define investigative functions that more closely reflected "what patrol officers and detectives can realistically contribute to the investigative process."

The implementation of MCI concepts in the C-CAP agencies was viewed as a second-year goal. Thus, this review of progress during the first 18 months cannot accurately determine complete achievement of this objective in the agencies.

However, given the considerable progress made in the agencies, it is expected that successful implementation of these innovative investigative procedures will occur by the end of the second year. Furthermore, increasing familiarity with MCI concepts, additional training and expanded capabilities of the CAU will encourage the use of these elements during the third and fourth years of the program. To date, progress has been made in the following areas:

- Initial investigation. By expanding patrol officers' role in initial investigations (e.g., by the use of revised offense reports focusing on solvability factors), the agencies have collectively made considerable progress in this area. One project, Santa Ana, has initiated procedures which allow patrol officers to maintain active caseloads. Other projects allow patrol officers to make case continuation decisions. As documented in Section 5, all projects have made efforts to enhance patrol responsibilities in conducting preliminary investigations.
- Case screening. As a result of C-CAP, all projects have developed or formalized procedures to screen cases. This has been achieved through the use of a case screening officer and/or the use of formal solvability factors in all of the revised offense reports. While several agencies have developed specific screening criterion based on solvability factors, many still rely on the judgment of the screening officer and/or initial investigator in making final case decisions.
- Management of Continuing Investigations. Management of continuing investigations has been largely achieved through three means:
  - Development of a mechanism or system to review case assignment (four projects pre-C-CAP; seven projects currently)
  - Development of a mechanism to monitor investigative outcomes (five projects pre-C-CAP; eight projects currently)
  - Development of a mechanism to link active cases with suspended ones (one project pre-C-CAP; eight projects currently).

The most significant improvement, directly resulting from crime analysis, was the agencies' ability to link active cases with suspended cases. Additionally, one project established and another plans to establish a case monitoring system. This system provides administrators with continuous feedback on the performance of the investigative process. Logically, this is a function performed by the CAU, particularly units with automated systems. Redondo Beach has already implemented an automated investigative case system. Santa Ana plans to implement a system by late 1981 or early 1982.



Objective 8: Identify career criminals among those arrested or identified as offenders.

Of all the objectives evaluated, this will require the most development in the future operation of the program. To date, eight projects have developed a procedure to identify career criminals. Only one project has a distinct and readily accessible file.

One currently emerging trend which should result in improvements in this area is the development of automated career criminal files. Through automation, it is possible to develop career criminal files including all offenders who qualify on the basis of prior convictions.

Objective 9: Increase the number and proportion of career criminals arrested as a result of crime analysis-based investigations.

This objective is premised on (1) a fully operational crime analysis unit, and (2) effective management of investigative resources. As data analysis capabilities improve through expansion of the data files and/or improved automated capabilities, the CAU will be better able to fulfill offender-based investigative requests. This process requires a minimum of two years and is more realistically a third-year goal.

The major function currently performed by the CAUs is the linking of cases based on Modus Operandi (M.O.) factors, suspect identification, and crime patterns. During the first 18 months of program operations, investigators have requested suspect-related information in 15 percent of their special requests. An additional 17 percent of the requests involved M.O. information, and 18 percent involved crime series or geographic patterns. The result of this type of analysis is the identification of known offenders, including a subset population consisting of career criminals.

Conclusion

The design of the C-CAP model required that efforts be undertaken in investigative management. In many ways, this is a more difficult task than the development and implementation of a crime analysis unit. It differs greatly from changes in patrol management practices, although it also is concerned with the more efficient use of personnel resources. More than the other two components, efforts to change investigative management practices can be hindered by the traditions, procedures, and "mystique" associated with the detective function.

Given these constraints, progress in improving investigative case management practices and procedures have been noteworthy, particularly since this assessment only reviews the first 18 months of the program. Specifically, C-CAP has already affected preliminary investigation, case screening, and review procedures. Additionally, a case monitoring system has been introduced in one project.

PROSECUTION - C-CAP AGENCY RELATIONSHIP

The function of the career criminal offender component of both I-CAP and C-CAP is to focus the department's attention upon career criminals and to coordinate police-prosecutor initiatives in this area. C-CAP projects establish and maintain a formal coordination process with the district attorney's office to monitor the prosecution of career criminal cases as defined in SB 2039. Several objectives were developed to assess this component of the C-CAP development.

Objective 10: Coordinate efforts with the Prosecutor's Office

Formal coordination between the two agencies was defined and determined by the development of structured interchange mechanisms (e.g., regularly scheduled and attended meetings) and changes in procedures (e.g., development of case monitoring systems).

At the midpoint of the second year of the program coordination efforts have generally included: (1) a formal commitment on the part of the respective agencies to cooperate; (2) improved documentation procedures to record case dispositional results; and (3) the use of a court liaison officer to facilitate cooperation between the two agencies.

Objective 11: Increase number and rate of career criminals and serious repeat offenders referred to District Attorney, and

Objective 12: Increase number and rate of career criminals and serious repeat offenders accepted for prosecution.

These objectives will be discussed at the same time. While the accomplishments of C-CAP are considerable for an 18-month effort, it requires further time before the program demonstrates improvement in these two critical areas.

In 1980 and 1981, the agencies collectively accounted for 338 career criminal cases. This number is somewhat misleading as an indication of agency success given the disproportionate number of career criminal cases coming from Sacramento (47 percent). Sacramento's achievements were in part the result of a pre-existing crime analysis capability, and in part reflects Sacramento's serious crime problem.

During the first two quarters of 1981, an increased number of agencies reported career criminal apprehensions and referrals. More encouraging is the overall increase in the number of arrests reported during the first two quarters in 1981 as compared with the monthly average in 1980. In 1980 the average number of career criminal cases was 49 a month. In 1981, it is 70 cases a month. This finding needs to be carefully monitored during the remainder of 1981 to determine whether it represents a steady improving trend in the agencies' capabilities.

## SECTION 1 INTRODUCTION

Each agency has established the means to track career criminal case disposition (e.g., the case tracking form) on case log books. More importantly, as the agency's CAU capability becomes more fully developed and its use becomes increasingly integrated into patrol and investigative operations, progress in this area will occur. This will require time, and these measures of program accomplishment are more appropriate third or even fourth-year goals for the program.

### Conclusion

Progress toward the C-CAP program prosecutor/agency goals were seen as second-year objectives. This may have been optimistic, given the capacity building features of C-CAP development that preceded this important component. The projects have established coordination with the district attorney's office, in particular through the use of court liaison officers, and have started to document dispositional results on cases referred to the prosecution. There has been an increasing trend in career criminal apprehension and referrals to the district attorney's offices since the inception of the program. And while the overall numbers may be small, the increasing number of career criminal cases is encouraging. It is anticipated that agency progress in this key element will continue to improve with further development of all C-CAP Components.

### Recommendations

The following recommendations regarding the C-CAP Program are made based on this evaluation:

#### 1. Reauthorization of the Career Criminal Apprehension Legislation

Legislation authorizing funding for the C-CAP Program will sunset on January 1, 1983. Due to the success documented thus far, it is recommended that the statute which authorizes the program be extended. Further evaluation of this program should be continued.

#### 2. Continued State Support of the Program

Due to the success of the C-CAP program, and its widespread applicability, the State of California should financially support the development and operation of this program in an increased number of local jurisdictions.

#### 3. Extend the Length of Program Implementation

Based on the range of activities implemented and evaluated at each project site, it is clear that program goals may be more fully achieved by extending the length of the program implementation from two years to three years. The National I-CAP program, after which the C-CAP program was modeled, required an average implementation period in excess of five years. Based upon these first years of operation, the C-CAP Program model requires an average of three years in which to bring projects to an operational level consistent with program goals.

During the past three years, the California Legislature has taken a firm and active role in supporting the development of a systematic effort to improve the identification, arrest, and prosecution of career criminals and serious repeat offenders. Through passage of two key statutes, the state has provided the necessary funding and support to establish two statewide programs directed at improving law enforcement and prosecutorial efforts in dealing with the serious, repeat offender.

The initial thrust in this area came with the passage of Senate Bill 683 (Chapter 1151, Statutes of 1977, Deukmejian), which established the Career Criminal Prosecution Program (CCP) (See Appendix A). With the reported success of the statewide CCP effort, it became apparent that there was a need to develop a law enforcement program that would coordinate its activities with the prosecutors' efforts. To answer this need, the California Legislature enacted a second statute which focused on law enforcement and the career criminal. This statute, Senate Bill 2039 (Chapter 1167, Statutes of 1978, Holmdahl), established the California Career Criminal Apprehension Program (C-CAP).

This report covers 18 months of evaluation study of the California Career Criminal Apprehension Program. The enabling legislation creating this statewide program also required that the Office of Criminal Justice Planning (OCJP) provide the State Legislature with an annual evaluation report documenting the progress and achievement of the program in the participating law enforcement agencies. This report focuses on the implementation and operation of C-CAP in the funded agencies in accordance with the evaluation objectives developed to assess program achievement. The period of performance reviewed in this report is from January 1, 1980 through June 30, 1981.

#### 1.1 DEVELOPMENT OF C-CAP

The California Career Criminal Apprehension Program was developed to coordinate with the California Career Criminal Prosecution program that already had been implemented in 21 jurisdictions in the state.<sup>1</sup> The measure

<sup>1</sup> The intention for the two programs to work together is clearly stated in the program guidelines given to law enforcement agencies interested in C-CAP funds. A requirement for receiving a C-CAP grant was the presence of a Career Criminal Prosecution Unit in the jurisdiction.

initiating C-CAP, SB 2039, was signed into law in 1978 and was originally designed to provide \$2,000,000 of state general fund money for implementation of the program on a statewide basis. However, when the general fund allocation was deleted from the bill due to the passage of California's tax limitation initiative, Proposition 13, the Law Enforcement Assistance Administration (LEAA) approved the use of \$2,000,000 of prior year's federal funds.

#### 1.1.1 Factors Associated with C-CAP Development

There were several factors that contributed to the development of C-CAP. They were:

- continued concern about the career criminal
- reported success of the prosecution component
- need for improved law enforcement efficiency and effectiveness in the use of resources
- reported success of the Integrated Criminal Apprehension Program (I-CAP).

Impetus to develop a law enforcement-based program to support the efforts of the statewide Career Criminal Prosecution Program was, in part, stimulated by the reported success of the prosecution effort. The improved efficiency and effectiveness occurring at the prosecutorial stage generated interest in improving law enforcement capabilities to identify and apprehend career criminals. While prosecutors were enjoying considerable success in prosecuting career criminals, very little was being done to improve the critical preliminary step--i.e., apprehension. Statewide statistics that reflected an increasingly serious crime problem in California made it imperative to focus more attention on enhancing law enforcement's ability to effectively attack this problem.

Secondly, budget reductions forced many public service agencies, including law enforcement, to be more concerned about productively using their available resources. Lastly, results of several law enforcement agencies involved with I-CAP, in particular San Diego and Stockton Police Departments, demonstrated the potential for this type of program within a California law enforcement agency.

The development of C-CAP, then, was the result of the reported success of the CCP and I-CAP programs, the need to maintain and intensify pressure on serious repeat offenders, and the need for law enforcement agencies to be more effective and efficient in resource allocation.

#### 1.1.2 Program Purpose

The purpose of the C-CAP legislation (SB 2039) was to concentrate and enhance law enforcement efforts and resources upon individuals identified as career criminals.<sup>2</sup> This was to be achieved through a variety of means, including:

- Develop crime analysis capabilities. Crime analysis involved the "timely collection and study of local crime data" to perform the following:
  1. Identify evolving or existing crime patterns.
  2. Provide investigative leads.
  3. Identify areas experiencing relatively severe crime problems to be targeted by improved crime prevention activities.
  4. Provide supporting data to improve resource allocation decisions.
- Improve management of patrol and investigative operations. Through the use of crime analysis, it was anticipated that patrol and investigative operations, resource allocation, and decision-making would be enhanced. It was expected that funded agencies would develop measures to increase continuity of investigative efforts from initial patrol response through the arrest and prosecution of the offender. These measures would include:
  1. Innovative deployment and use of personnel and techniques.
  2. Innovative case screening procedures.
  3. Management of continuing investigations.
  4. Monitoring of investigative operations.

2. See Appendix B.

- Increase resources for career criminal identification, apprehension, and prosecution. Projects funded under this chapter were expected to concentrate on the identification, arrest, and prosecution of career criminals. Highly-qualified staff were to be assigned to the projects and a means to coordinate case preparation activities with the career criminal prosecutors were to be developed.

### 1.1.3 Relationship to I-CAP

To understand the development and course taken by the California Career Criminal Apprehension Program requires some understanding of its precursors, the nationally-funded Patrol Emphasis Program (PEP) and the Integrated Criminal Apprehension Program.

Recognizing the problems that police departments were having in determining priorities and resource allocations, LEAA established the PEP and I-CAP programs. Through PEP/I-CAP, LEAA provided the local police departments with an opportunity to introduce a structured, systematic approach to the planning, development, and integration of police functions and services. Whereas previous efforts to increase organizational effectiveness, particularly patrol functions, were approached on a fragmented basis, I-CAP introduced a systematic approach that took into account all police service delivery activities (e.g., patrol, investigation, crime prevention). Currently, there are over 40 I-CAP projects that are federally-funded, 8 of which are located in California.<sup>3</sup> A total of \$28 million has been allocated for this national effort with nearly \$6 million going to California law enforcement agencies.

The integrated criminal apprehension concept, which has been largely adopted by the C-CAP program, involves the introduction of two interrelated concepts for enhancing law enforcement activities:

- a method for making decisions
- a series of program activities.

Instead of concentrating only on implementing innovative program activities such as directed patrol, case screening, management of criminal investigations, I-CAP and C-CAP seek to introduce into the department an ability

3. The eight projects in California that have implemented an I-CAP program are: Oxnard, San Francisco, San Jose, Simi Valley, Stockton, South San Francisco, San Mateo and San Diego.

to collect, use, and analyze information for decision-making purposes. This factor is an important contribution of I-CAP and explains the manner in which C-CAP has conceptualized program development. C-CAP, if successful,

"...has the potential of exposing departments not only to innovative managerial and operational systems but also to a method of data collection, analysis and decision-making that can be used to sustain future innovative efforts that require analysis and planning skills."<sup>4</sup>

Both I-CAP and C-CAP stress the introduction of a decision-making model and the use of more efficient and effective procedures in everyday police operations. The decision model seeks to establish a link between crime analysis, structured decision-making, and service delivery. It is based on the premise that effective management of police resources requires systematic collection and assessment of information. When analyzed by administrators, this information becomes the basis for making informed decisions concerning the management of specific procedures, such as crime prevention, within the agency. More importantly, it can be used to integrate the various support and operational services necessary to make the most effective and efficient use of resources.

There are four basic steps in the decision model: data collection, analysis, planning, and service delivery. The model also incorporates a "feedback loop" to link together each of these steps. Considerable emphasis is placed on the systematic collection and analysis of information for input into police decision-making processes. Consequently, this approach is characterized by:

- formal planning
- structured methods of making decisions based on empirical information
- decision components that are recognizable, measurable, and subject to change based on review (i.e., feedback)
- operational identification of an analytic capacity.

Another major feature of I-CAP, largely adopted by C-CAP, is to improve departmental effectiveness and efficiency on a program component basis.

4. Beall, T. "A Case Study Evaluation of the Implementation of the Integrated Criminal Apprehension Program in Memphis, Tennessee," University City Science, Washington, D.C., 1981, p. 5.

The program components of the C-CAP model involve both field operations and support services and fall into four categories:

- crime analysis
- management of patrol operations
- management of criminal investigations
- career criminal prosecution

While a detailed description of these components is presented in the next section, a summary of their principal characteristics follows:

- Crime analysis. Crime analysis refers to the development of a specific functional unit within a law enforcement agency that analyzes crime data in order to assist in the development of more efficient and effective tactical and strategical patrol operations. Specifically, the crime analysis unit identifies evolving or existing crime patterns, provides investigative leads, increases prosecutorial case strength, furnishes trend data for departmental planning, and establishes an operational data base for patrol planning.
- Management of patrol operations. This refers to a broad range of activities designed to make patrol operations more effective. It is based on information provided by the crime analysis unit and includes such procedural changes as use of alternatives to dispatching all calls for service, directed patrol, changes in beat alignments, establishing prioritization of crime prevention and suppression operations, and enhancing the role of the patrol officer to that of a field investigator.
- Management of criminal investigations. This refers to management procedures designed to increase the effectiveness of the resources allocated to the criminal investigation process, resulting in changes in the placement of investigative responsibilities, establishment of investigative priorities, and other actions affecting investigative operational tactics and strategies. It includes changes in initial investigation procedures, case screening, managing the continuing investigation, and monitoring investigation operations.
- Career criminal prosecution. Although the focus of C-CAP is upon law enforcement operations, the program itself is part of the larger OCJP effort designed to identify, apprehend, and convict career criminals. By preparing cases consistent with prosecutorial requirements for charging, indictment, and conviction, a higher percentage of cases should be accepted for prosecution with improved probability of conviction.

In summary, C-CAP seeks to make use of the decision model to introduce a range of managerial and operational procedures to enhance the department's efficiency and effectiveness in four major program areas:

crime analysis, patrol operations, criminal investigations, and career criminal apprehension and prosecution. This report is structured around these four program components and demonstrates the extent to which C-CAP has improved agency operations in these critical areas during the past 18 months.

## 1.2 IMPLEMENTATION OF C-CAP

The responsibility for developing the Career Criminal Apprehension Program (C-CAP) was assigned to the Office of Criminal Justice Planning. In this effort, they were assisted by local prosecutors, law enforcement officers, and state agencies having an interest in this effort. Implementation of the C-CAP concept has required ongoing monitoring and periodic reassessments by OCJP, their support committees, and the evaluator. This process has enabled OCJP to refine program objectives to more accurately reflect program needs and experiences.

### 1.2.1 Initial Planning

The Office of Criminal Justice Planning was responsible for preparing and issuing written program and administrative guidelines for implementing C-CAP in the selected jurisdictions. A Steering Committee<sup>5</sup> composed of representatives from law enforcement, prosecution, and concerned county agencies, assisted OCJP in fulfilling its statutory mandate to develop program guidelines. This committee also assisted in reviewing annual reports to the Legislature depicting program results.

### 1.2.2 Program Guidelines and Eligibility Criteria

In cooperation with and based on advice from the Steering Committee, OCJP drafted a Program Guidelines document that set forth the program and administrative guidelines for implementing the Career Criminal Apprehension Program as authorized by Chapter 1167, Statutes of 1978.<sup>6</sup> This document identified the basic eligibility criteria for funding decisions, detailed the selection process, and specified the administrative requirements to be adhered to by the successful applicants.

<sup>5</sup> A roster of committee members is contained in Appendix C.

<sup>6</sup> Program Guidelines were revised in November, 1981.

The guidelines specified the development of the program components<sup>7</sup> that must be incorporated in each of the funded projects. These were based on the enabling legislation and include:

- Enhancing law enforcement management efforts (Section 13853). This included but was not limited to the development of crime analysis and the improvement of patrol management and investigative operations.
- Concentration on career criminals and coordination with the District Attorney (Section 13853(c)(1)). The funded projects were required to concentrate their activities on the identification and arrest of career criminals as specified in Section 13853 and the support of their subsequent prosecution.

The guidelines became the basis for developing a Request for Proposal that was distributed to all interested law enforcement agencies, local and regional planning units, and professional organizations in the fall of 1979.

The guidelines stipulated that certain criteria be used in choosing the agencies to receive C-CAP funding:

1. The presence of an operational Career Criminal Prosecution Unit within the D.A.'s office, and the existence of an established working relationship with this office. Offenses to be the subject of this effort need to be identified in the grant request.
2. Highly qualified personnel assigned to the project.
3. A minimum population service area of 50,000.
4. A detailed statement of the problem.

Agencies representing service populations of less than 50,000 or that currently received funds under the LEAA discretionary I-CAP program were precluded from submitting grant proposals to OCJP.

Eight agencies were initially selected in the fall of 1979 through a competitive bidding process to participate in this program. They were: Contra Costa, Marin, and Sacramento Sheriff's Departments; Modesto, Redondo Beach, Santa Ana, and West Covina Police Departments, and Fairfield Department of Public Safety. A ninth project, the South Bay Multi-Jurisdictional C-CAP, funded by a regional criminal justice planning unit, was added to the program during the first six months of 1980. These agencies were initially

<sup>7</sup>. Described in greater detail in Section 2.

funded for a one-year period. Projects which demonstrated satisfactory progress were eligible for an additional 12 months funding. All agencies initially funded were given a second year grant.

### 1.2.3 Program Management and Evaluation

The Office of Criminal Justice Planning is responsible for coordinating and managing C-CAP. A Program Manager is assigned the responsibility for the day-to-day coordination and monitoring of the program. Additionally, the Program Manager is responsible for organizing the C-CAP quarterly program meetings held every four to six months for the participating agencies.

In addition to managing the implementation of the statewide effort, OCJP is also responsible for conducting a thorough two-year assessment of C-CAP. With assistance from the Evaluation Subcommittee of the Steering Committee, OCJP's Evaluation Unit took a lead role in developing the specific criteria and study objectives to monitor and document the implementation of the program at the funded project sites. To assist in conducting the evaluation, and in the preparation of the annual reports for the California State Legislature, OCJP contracted with a consulting organization.

In September, 1979, a Request for Proposal was mailed to approximately 100 consulting firms. Six firms submitted proposals, and all were selected as finalists to be interviewed by the OCJP staff and Evaluation Subcommittee members. In December, 1979, MetaMetrics Inc. and their subcontractor, the Center for Planning and Research, were selected to provide C-CAP evaluation services.



### 1.3 REPORT OVERVIEW

The remainder of this report describes the accomplishments of the nine funded C-CAP agencies during their first 18 months of program operations. The period under review is from January, 1980 through June, 1981.<sup>8</sup> While the report highlights individual project accomplishments and data is presented on a site-specific basis, the overall focus is on the collective achievement of the jurisdictions in meeting the 12 stated evaluation objectives. A more specific assessment of each agency's achievement of their project objectives is presented in Appendices A-I.

Section 2 of the report discusses the evaluation approach utilized in this study. It outlines the key issues involved in developing the design and presents the range of data collection efforts and analytical approaches used by the evaluator.

Section 3 presents a brief discussion of the C-CAP program components. It discusses the goals and objectives of the statewide effort and examines the development, implementation, and operations of this program in the funded jurisdictions. The section concludes with a discussion of the first of 12 evaluation objectives examined during this study: i.e., C-CAP-related training and technical assistance.

Sections 4 through 7 evaluate the major C-CAP program components: crime analysis, managing patrol operations, managing criminal investigations, and prosecution of career criminals and serious repeat offenders. The major focus for all nine funded programs has been on the development of crime analysis capabilities. Generally, the projects followed a similar sequential plan in implementing a crime analysis function within their department. This typically involved the development and refinement of data collection procedures, files, and analytical capabilities. Section 4 documents these activities and summarizes the achievement of the program in meeting the three evaluation objectives involving the establishment and operation of a crime analysis unit.

8. The data utilized in the analysis was largely derived from Quarterly Reports submitted to OCJP by the funded agencies. Six Quarterly Reports from each project were reviewed. Additional site visits were conducted by the evaluators in August, 1981, to update program activities.

Section 5 describes the Patrol Management Component of C-CAP. The establishment of a crime analysis unit (CAU) generally affected patrol operations first through changes made in report-taking procedures. Further development of CAU capabilities resulted in additional and more substantive changes in patrol operations, procedures, and, in some instances, structure. While many of these changes have occurred during the second year of the program, more are anticipated during the third year, as CAU data and crime analysis capabilities are further enhanced. Patrol deployment, tactics, and strategies will increasingly rely on CAU products and information resulting in continued improvements in officer efficiency and effectiveness. Section 5 concludes with a summarization of C-CAP achievement in meeting the two principal performance objectives developed to assess program impact on patrol management.

Section 6 of the report describes the Investigative Management Component of C-CAP in the funded agencies. While there are only two general program objectives related to improving the efficiency and effectiveness of investigative functions, considerable activity has occurred in the investigative division of the funded agencies. Most of the agencies experience some changes in case management procedures as a result of C-CAP. These changes involved case screening review and preparation procedures and, in several instances, resulted in the development of formal case tracking systems to monitor investigator performance. Section 6 concludes with an overall assessment of the three objectives associated with investigative functions, including two objectives that focus on the identification and apprehension of career criminals.

Section 7 describes the relationship between the C-CAP agency and the district attorney's office, particularly as it involves the preparation and prosecution of career criminal cases. This component of the C-CAP process will take on added importance during subsequent years when the improved effectiveness of agency operations will result in increased apprehension of career criminals and serious repeat offenders.

The final section of this report summarizes the findings and recommendations concerning the C-CAP statewide effort and results during the first two years of program operations. It examines C-CAP in the context of a funded statewide program and provides a clear indication of the degree to which the funded agencies have collectively fulfilled state-mandated objectives.



## SECTION 2

### STUDY APPROACH

OCJP and the Evaluation Subcommittee of the Steering Committee developed an overall evaluation design with specific criteria and study objectives to monitor and document the implementation of this program in the nine funded projects. To assist them in this effort, they sought the experience of a consulting firm specializing in criminal justice program evaluations. This section of the report presents a discussion of the evaluation approach used in conducting the study.

#### 2.1 EVALUATION ISSUES

The design of the evaluation approach reflects the broad mandates of C-CAP and the problems associated with assessing a multi-site implementation. Several issues affected the development of the design and the subsequent course of the evaluation. Of particular importance was the need to balance two requirements: (1) to develop an evaluation design that was sensitive to inter-project differences; and (2) to develop a standardized reporting document to accurately reflect agency developments in implementing C-CAP.

##### 2.1.1 Project Specificity

An important consideration in designing the evaluation was the differences between funded agencies. The participating police and sheriff's departments had, within the overall framework of the C-CAP guidelines, some latitude in implementing the program in a manner that met their needs and took into account their departmental constraints and structure. While the objectives and activities of the C-CAP components (e.g., establishment of a crime analysis function) were common to all project sites, the means by which objectives were achieved, the sequencing of operational activities, the focus of the effort, and the degree to which these activities were implemented varied considerably from one project to another. Thus, the evaluation design, while based upon a general framework, had to be flexible to deal with constraints associated with:

- project variation regarding specific objectives and activities
- project variation regarding implementation schedules
- project variation regarding organizational structure, size, and community orientation
- project variation in type of and access to information.

Although the evaluation was designed to be sensitive to these project variations, the most important element of the design still is its ability to assess progress, both on an individual and collective basis. This progress can then be assessed in relation to realistic milestones of overall program implementation.

#### 2.1.2 Reporting Requirements

Each of the projects proposed the accomplishments of their work plan at different points in time during the two years. And while many proposed to develop, for example, a functional crime analysis unit during the first year, the sequencing of events leading to this development differed from one project to another. It thus became important to design the data collection procedures and instruments to capture the sequential development of the program.

While a program's effectiveness can be assessed through the measurement of baseline (or pre-program) performance and a follow-up of performance a year later, this approach is not inherently sensitive to program operations between these measures. To adequately address this issue, an evaluation must incorporate periodic measures of program operations. These periodic assessments can assist in describing both the reasons for changes in program operation and the results of these changes. They also permit identification of other department-wide changes which might produce the desired effect. Thus, periodic assessments improve the descriptive capability of the evaluation. Additionally, this information can be used to identify problems of implementation and provide feedback to assure that later programs do not have similar problems.

## 2.2 EVALUATION DESIGN

To address the diverse issues indicated above, the evaluation approach incorporated the use of both process and impact evaluation measures. This fulfilled the need to document the implementation of the C-CAP program model (i.e., process evaluation) as well as the desired outcomes (i.e., impact evaluation) of the program. It was also decided, based on the structure and sequential aspect of C-CAP program development, to use a longitudinal, time series design as the primary process and impact evaluation approach. This design utilizes the project agency as its own "control." That is, the agency development that occurs through the implementation of C-CAP is compared with pre-C-CAP agency operations and procedures. This is particularly applicable for C-CAP, since it was expected that each project would develop capability beyond that already existing in the agency.

#### Process Evaluation

Data collection for the process evaluation was conducted on a periodic (quarterly) basis. In the C-CAP decision model, the use of periodic measurements is essential to: (1) determine that activities and objectives specified by OCJP are achieved in a timely fashion; and (2) periodically assess overall program progress in relation to the C-CAP components (i.e., crime analysis, management of patrol and investigative operations, prosecution). Additionally, the use of periodic measurements is based on the assumption that the C-CAP program is implemented in "sequential" fashion. For example, crime analysis must be established and provide analysis products which in turn can affect changes in patrol and investigations management.

Multiple indices were examined, including C-CAP products, management decisions, and training. Because of the range of indices used to assess activity compliance, multiple methods of data collection were required. These included written progress reports and on-site interviews and observations.

## Impact Evaluation

The impact objectives, like the process objectives, generally are achieved in sequential fashion. For example, crime analysis functions are likely to affect patrol prior to improved apprehension impacting investigations. Sequential development is an important determinant in changing the process of a law enforcement organization where some effects can realistically be expected before others. As a result, measurement of impact objectives at the end of one or two years of project activities can be misleading. In addressing the impact evaluation objectives, then, a time-series design is appropriate. This design takes into consideration the site-specific development and implementation of each of the C-CAP components. Again, because of the inability to match departments or agencies, it is required that participating law enforcement agencies be their own "controls."

In contrast to the evaluation of C-CAP process activities, the evaluation of program impact is a more difficult process. An initial question which all impact objectives hope to answer is, "Did the program or strategy produce any desired effect(s)?" This question is followed by the more technical, but equally important question, "Can the noted effects be attributed in total or in part to the program or strategy?" Some types of impact objectives require only that agencies' "capabilities" be improved. These objectives can be evaluated in a manner similar to the activity objectives, such as by assessing the extent to which criteria reflecting desired effects change from one quarter to the next. Other impact objectives, however, require the demonstration of a causal relationship. Here a time-series design beginning with a baseline measure is not sufficient. While changes in operations may be clearly attributed to the C-CAP project, external factors such as prosecutions may be due to many other influences. For example, number of arrests may increase due to increased criminal activity. Or, if the average number of offenses cleared through arrest increases, this may indicate that arrestees are actually responsible for more offenses or the quality of investigations has been improved. Similarly, an increase in the number of career criminals arrested may be due to the fact that more career criminals are committing crimes rather than any influence of C-CAP. Thus, these kinds of outcomes may be sporadic influences in relation to a larger program

influence. The use of a longitudinal design with a sufficient number of pre- and post-program measures can capture these sporadic effects, as well as the effect of the program over and above those influences.

### 2.2.1 Evaluation Objectives

Implementation of C-CAP is based on the notion that if the program model is properly applied at the projects, important activity changes and results within departments should be noted. The Evaluation Subcommittee identified a variety of process and impact objectives to determine whether these changes occurred. These objectives can be expected to be achieved at different times by the individual C-CAP projects, depending upon their proposed work schedule.

Some modifications of the objectives were made at the conclusion of the first year evaluation period. These were based on a review<sup>1</sup> of current program achievements, and a better understanding of program expectations and measureable elements that were critical to native program development. The revised objectives are as follows:

#### Process Objectives

1. To implement structured planning and decision-making processes for improved management of law enforcement operations.
2. To train personnel for concepts and procedures to be implemented.
3. To implement a data collection process which provides information for crime analysis.
4. To implement crime analysis for use in the identification, apprehension, and prosecution of career criminals and other serious habitual offenders.
5. To implement and/or enhance patrol management concepts demonstrated to be effective.
6. To implement and/or enhance investigative management concepts demonstrated to be effective.
7. To identify career criminals among those arrested or identified as offenders.

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1. Reviewed jointly by OCJP, project sites, and MetaMetrics staff.

8. Coordinate efforts with prosecutor's office.

#### Impact Objectives

1. To improve the quality of case preparation.
2. To increase the number and proportion of career criminals and serious habitual offenders arrested as a result of crime analysis investigations.
3. To increase the number and rate of career criminal and serious habitual criminal cases referred to the district attorney's office for prosecution.
4. To increase the number and rate of career criminal and serious habitual criminal cases accepted for prosecution by the district attorney's office.

These evaluation objectives were classified according to purpose (process vs. impact), period of expected performance (first year vs. second year), and program components (e.g., crime analysis, patrol management). A key element in developing the evaluation design was to categorize the process and impact objectives in relation to their sequence of program components (see Figure 2-1, p. 30). This same structure is used in this report, which documents C-CAP activities by the four major components.

#### 2.2.2 Evaluation Measures

Appropriate measures and data collection procedures were formulated to assess achievement of each of the evaluation objectives. Table 2-1 presents an overview of the evaluation measures and data sources used to determine compliance.

#### 2.2.3 Data Sources and Data Collection Procedures

The final element of the evaluation design is the identification of data collection sources and the development of data collection procedures. These are interrelated, and are linked to the evaluation measures and objectives. Table 2-1 (pp. 31-33) presents an overview of the range of data sources and procedures utilized in conducting the evaluation.

Figure 2-1  
Relationship Between Program Objectives/Components and Evaluation Objectives

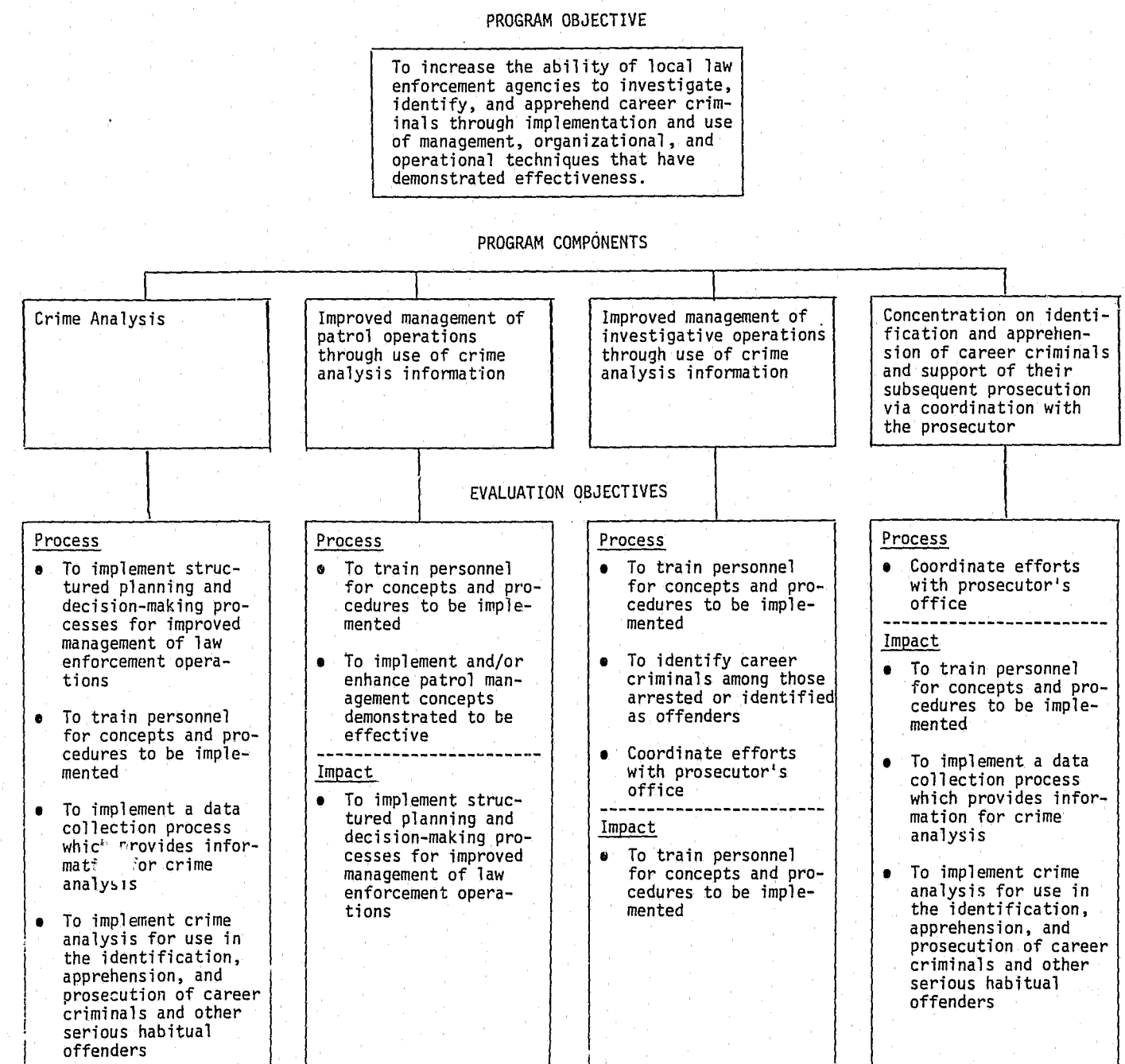


Table 2-1

C-CAP PROCESS AND IMPACT OBJECTIVES, MEASURES, DATA SOURCES/PROCEDURES  
(SUMMARIZED)

OBJECTIVES	MEASURES	DATA SOURCES/PROCEDURES
<b>Process</b>		
<ul style="list-style-type: none"> <li>To implement structured planning and decision-making processes for improved management of law enforcement operations.</li> </ul>	<ul style="list-style-type: none"> <li>Documentation of patrol structure and investigation functioning prior to and following C-CAP implementation.</li> <li>Evidence of formal assessments of current department processes (i.e., assessment of records system, patrol workload study).</li> <li>Examination of chain-of-command and priority setting in department and crime analysis unit.</li> <li>Number/type of crime analysis products/functions pertinent to planning.</li> <li>Establishment of task forces, planning groups, committees, and evidence of meetings.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Project Director, Patrol and Investigations Commanders, Crime Analysis Unit Supervisor</li> <li>Existing information: grant application, departmental memorandum, directives or reports, site progress reports, organizational charts and descriptions, crime analysis products or functions.</li> </ul>
<ul style="list-style-type: none"> <li>To train personnel for concepts and procedures to be implemented.</li> </ul>	<ul style="list-style-type: none"> <li>Evidence that crime analysis personnel, patrol and investigation personnel have received orientation or training for concepts and procedures to be implemented.</li> <li>Number of visits to other I-CAP/C-CAP sites.</li> <li>Number/types of technical assistance.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Crime Analysis Unit Supervisor, Patrol and Investigations Commanders, patrol officers and detectives.</li> <li>Existing information: training material, technical assistance reports.</li> </ul>
<ul style="list-style-type: none"> <li>To implement a data collection process which provides information for crime analysis.</li> </ul>	<ul style="list-style-type: none"> <li>Documentation of previous data collection capabilities.</li> <li>Establishment of Crime Analysis Unit.</li> <li>Operational structure --automated/manual capability.</li> <li>Data file development and file use.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Project Director, Crime Analysis Supervisor, Crime Analyst.</li> <li>Existing information: grant application, data collection procedures and forms, crime analysis products, site work plans.</li> </ul>
<ul style="list-style-type: none"> <li>To implement crime analysis for use in the identification, apprehension, and prosecution of career criminals and other serious habitual offenders.</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of crime analysis products/functions pertinent to identification and apprehension of career criminals and other serious habitual offenders.</li> <li>Evidence of crime analysis products/functions developed to assist the prosecution of career criminals and other serious habitual offenders.</li> <li>Evidence of feedback system to track use of crime analysis products.</li> <li>Evidence of deployment of operational personnel based on crime analysis information.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Crime Analysis Supervisor, Patrol and Investigations Commanders, prosecution.</li> <li>Existing information: products and records, patrol deployment records.</li> </ul>

Table 2-1 (cont'd)

OBJECTIVES	MEASURES	DATA SOURCES/PROCEDURES
<ul style="list-style-type: none"> <li>To implement and/or enhance patrol management concepts demonstrated to be effective.</li> </ul>	<ul style="list-style-type: none"> <li>Documentation of patrol management procedures prior to and following C-CAP implementation.</li> <li>Evidence of alternatives to dispatch of calls for service to sworn personnel (i.e., Telephone Report Unit).</li> <li>Evidence of review of patrol management structure and procedures and adjustments implemented.</li> <li>Evidence of proactive patrol resource allocation (i.e., directed patrol).</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Project Director, Patrol Commander and patrol officer.</li> <li>Existing information: patrol deployment records, operation manuals, memorandums, training materials.</li> </ul>
<ul style="list-style-type: none"> <li>To implement and/or enhance investigative management concepts demonstrated to be effective.</li> </ul>	<ul style="list-style-type: none"> <li>Documentation of investigative management procedures prior to and following C-CAP implementation.</li> <li>Evidence of review of investigation functioning.</li> <li>Patrol involvement in preliminary investigations.</li> <li>Use of solvability factors.</li> <li>Procedures for case screening and review.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Project Director, Investigation Commander, and detectives.</li> <li>Existing information: investigation records, procedure manuals, memorandums.</li> </ul>
<ul style="list-style-type: none"> <li>To identify career criminals among those arrested or identified as offenders.</li> </ul>	<ul style="list-style-type: none"> <li>Examination of identification process.</li> <li>Number of individuals arrested or identified who qualify as career criminals.</li> <li>Type of crime analysis products relevant to the identification and apprehension of career criminals.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Crime Analyst Supervisor, Patrol Commander and officers, Investigations Commander and detectives, Career Criminal Prosecutor.</li> <li>Existing information: documentation of criteria and screening procedures, crime analysis products.</li> </ul>
<ul style="list-style-type: none"> <li>Coordinate efforts with prosecutor's office.</li> </ul>	<ul style="list-style-type: none"> <li>Nature of contacts between C-CAP agency and prosecutor.</li> <li>Evidence of formal liaison position in C-CAP agency.</li> <li>Number/type of crime analysis products provided to prosecutor.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Project Director, Investigations Commanders and detectives, Career Criminal Prosecutor.</li> <li>Existing information: department records, crime analysis logs, inter-agency memorandum.</li> </ul>
<b>Impact</b>		
<ul style="list-style-type: none"> <li>To improve the quality of case preparation.</li> </ul>	<ul style="list-style-type: none"> <li>Revised crime/arrest report forms.</li> <li>Use of solvability factors.</li> <li>Opinion concerning offense reports.</li> <li>Reduced case rejection.</li> <li>Revised report writing manuals.</li> <li>Training regarding report preparation.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Project Director, Patrol Commanders and officers, Investigations Commanders and detectives, Career Criminal Prosecutor.</li> <li>Information Collection Forms: Case Preparation Rating Form.</li> <li>Existing information: grant application, departmental memorandum, directives, or reports.</li> </ul>

Table 2-1 (cont'd)

OBJECTIVES	MEASURES	DATA SOURCES/PROCEDURES
<ul style="list-style-type: none"> <li>To increase the number and proportion of career criminals and serious habitual offenders arrested as a result of crime analysis investigations.</li> </ul>	<ul style="list-style-type: none"> <li>Number of arrests of career criminals and serious habitual offenders as a result of crime analysis.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Information Collection Form: Case Tracking Form</li> </ul>
<ul style="list-style-type: none"> <li>To increase the number and rate of career criminal and serious habitual criminal cases referred to the district attorney's office for prosecution.</li> </ul>	<ul style="list-style-type: none"> <li>Number of career criminal and serious habitual offender cases referred to prosecution.</li> <li>Number/type of case rejections.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Project Director, Crime Analysis Supervisor</li> </ul>
<ul style="list-style-type: none"> <li>To increase the number and rate of career criminal and serious habitual criminal cases accepted for prosecution by the district attorney's office.</li> </ul>	<ul style="list-style-type: none"> <li>Number of career criminal and serious habitual offender cases forwarded to prosecution prior to and following C-CAP implementation.</li> <li>Number of serious habitual offender and career criminal cases accepted by prosecution prior to and following C-CAP implementation.</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Report</li> <li>Interview Guides and Questionnaires: Project Director, Career Criminal Prosecutors.</li> <li>Information Collection Form: Case Tracking Form.</li> </ul>

Process evaluation provides essential information and analysis to determine what project activities, procedures, and issues affected the achievement of the stated program objectives. Sources of process information included on-site observations and interviews and analysis of the project activities as reflected in the Quarterly Reports. Information on the impact of C-CAP activities was obtained from interviews, the Quarterly Report, and data from the State Bureau of Criminal Statistics.

Procedures for collecting process and impact information involved four major approaches:

- Quarterly Report. This form collected information relevant to each of the process (activity) and impact objectives. It was revised three times during the course of the evaluation to reflect changes in evaluation objectives and program direction. Each project was responsible for completing the Quarterly Report every three months. MetaMetrics then tabulated and analyzed the data.
- On-Site Observations and Interviews. Each project was visited a minimum of five times, with the majority of projects receiving six visits. A series of open-ended and forced-choice interview forms were developed by the evaluation team. These were used during the site visits to enhance and supplement information contained in the Quarterly Reports. During these site visits, a sequence of interviews was conducted with C-CAP personnel and departmental personnel already affected by or to be affected by C-CAP (i.e., administrations, patrol, investigations, career criminal prosecutions). Generally, these interviews were

conducted working "downward" through the department hierarchy and C-CAP management:

- Chief of Police/Sheriff
- Project Director/Crime Analysis Supervisor/Crime Analysts
- Patrol Commanders/Patrol Watch Commanders/Patrolmen
- Investigations Commander/Investigations Unit Commanders/Detectives
- Prosecutor

While the interview forms provided a structured orientation to site visits, reliance was also placed upon the Delphi method, i.e., review and discussion of other emerging issues. This procedure assured that the evaluation was sensitive to the variation between projects in implementing C-CAP procedures.

- Impact Data Collection Instruments. A series of specialized data instruments were also developed. These included (1) a Case Preparation Rating Form completed by Career Criminal Prosecutors; (2) Patrol and Investigative Assessment Forms to assess CAU products; and (3) Career Criminal Tracking Forms to record the disposition of career criminal cases.
- Existing Information. The final area of data collection involved existing information; i.e., information available from individual projects, OCJP, and other sources. This included grant applications; departmental records, manuals, and memorandums; and crime statistics from the Bureau of Criminal Statistics or from individual projects. While supplementing information from the Quarterly Reports, Interview Guides, and Impact Data Collection Instruments, this area of effort did not require the active involvement of the evaluator in generating information.

## 2.3 ANALYSIS

Analysis of a multi-project evaluation requires consideration of: (1) overall progress toward program objectives; and (2) project-specific results, stressing differences in program emphasis, achievements, and problems. This dual focus is reflected in the structure of this report. Sections 3 through 7 describe overall program success in relation to each of the C-CAP components. Although project specificity is maintained in the presentation, the focus is on general program success. Detailed descriptions of the individual project-specific activities and results are contained in the appendix of this report.

As each objective had a predetermined set of measures/indications, the analysis was tailored to the requirement of each objective and the nature of the collected data. (Each project served as its own control



in that change was related to the baseline that existed before C-CAP implementation.)

Process analysis utilized outputs of activities as basic indications of process performance. Additionally, interviews and questionnaires generated information on perceptions of process status. This performance was contrasted with the situation that existed prior to the implementation of C-CAP. Trends analysis reflected changes in each of the projects.

Generally, information collected to address process objectives was either open-ended or semi-structured interviews information or check-offs in the Quarterly Reports' criminal information. As a result, the use of statistical tests of differences between quarterly measures was not applied. Specific questions and items within the measures specified in Table 2-1 (pp. 31-33) were content analyzed for the six data periods to derive information on the progress of activity implementation.

Impact indicators (e.g., arrests) required the collection of quantitative information. It thus offered the possibility of assessing changes in pre- and post-measures through the use of a greater number of tests of statistical significance (e.g., Chi square, analysis of variance, T-tests). To determine this difference required the collection of baseline data, which (for CAU-related amounts) did not occur during the first 18 months of program operations. With the continued success of the C-CAP effort, and with the development of reliable baseline data that has occurred during the second year of the program, it will be possible to make more use of vigorous statistical measures to assess program impact outcomes.

The analysis resulted in tables of process and impact data presented in this report. Project-specificity is maintained in the presentation of the information. Data is presented either on a pre-/post-program basis or tracked over time. External factors are identified in the accompanying narrative.

## 2.4 METHODOLOGICAL ISSUES

As with all studies, some methodological limitations existed that affect the reported results. While this report will not take the position,

too often repeated in evaluation studies, that data limitations preclude drawing any conclusions, it is important to highlight these limitations in order to better understand program results.

### 2.4.1 Program and Evaluation Refinement

C-CAP represents a sequential approach to program development affecting many aspects of organizational structure, policies, and procedures within the law enforcement agencies. This sequential development resulted in many refinements to objectives, scheduling, and implementation activities. The refinements have affected the assessment of program outcomes, and have resulted in changes in the evaluation objectives and approach. The significance of certain program elements may increase or decrease during the implementation of the new program. Thus program refinements, changes in program emphasis, and better understanding of significant program elements, all contribute to refinements in the evaluation approach.

### 2.4.2 Data Limitations

The orientation of this report is to describe the success of the overall statewide effort in achieving program objectives. However, aggregate information often masks the performance of individual projects and the reasons for inter-project differences. Given the multitude of project-specific factors, including variances in objectives and pre-program departmental operations and procedures, it is difficult to design a standardized methodological and data collection effort that is both fair and that accurately assesses project-specific developments. The most appropriate vehicle to assess multi-project evaluations would be to design evaluations specific to each project objective or to compile a detailed description of project operations and procedures. Since both of these approaches were beyond the scope and budget of the program, an effort was made to be sensitive to project differences both in the general program narrative and in the individual project results presented in Volume 2.

An additional, and more important, limitation of aggregate information is the inability to indicate degrees of change that may have occurred. For example, an overview table may indicate that all projects have modified case screening procedures as a result of C-CAP, but it will not indicate



the degree of change. This requires a project-specific narrative explaining in detail the conditions that existed prior to the program, the changes that have occurred, and the results of those changes. Obviously to take this approach with each C-CAP related operation and procedure would result in a report ten times the length of the present one. However, individual project achievements that are particularly noteworthy or different are discussed in the narrative.

As this report will document, C-CAP has had a substantial influence on police service delivery. The limitation inherent in describing multi-project progress is in distilling these changes and program progress in an overview that accurately and adequately documents the substantial changes that have occurred in nine<sup>2</sup> separate and very different law enforcement agencies.

<sup>2</sup> One project, South Bay, is multi-jurisdictional and did not propose to directly impact patrol and investigations operations in the participating agencies. Therefore, the South Bay project is excluded from some of the discussion in Sections 5 and 6.

### SECTION 3

#### PROGRAM DESCRIPTION

The California Career Criminal Apprehension Program was initiated in January, 1980, with funding provided by the Office of Criminal Justice Planning to eight law enforcement agencies. These agencies were:

Contra Costa County Sheriff's Department  
Fairfield Department of Public Safety  
Marin County Sheriff's Department  
Modesto Police Department  
Redondo Beach Police Department  
Sacramento County Sheriff's Department  
Santa Ana Police Department  
West Covina Police Department

A ninth project, the South Bay multi-jurisdictional C-CAP, operating with regional criminal justice funds, later became part of the statewide assessment in 1980.

Together with the Career Criminal Prosecution Program, C-CAP represents the first statewide attempt to focus limited criminal justice system resources on a defined criminal population. Because C-CAP has the potential to dramatically alter traditional law enforcement procedures and practices, it was recognized that measurable results, particularly as they pertain to career criminal apprehension, would require a minimum of two to three years of program operations. As this report documents, the C-CAP agencies have consistently been successful in developing and implementing program components at an accelerated rate when compared to the national I-CAP program. In part, this resulted from the experience gained from I-CAP, but it also reflects the monitoring and attention given to the development of this program by OCJP and the projects themselves.

This section of the report presents a description of the program components, implementation, and operations. It concludes with an analysis of training and technical assistance given to the projects during the first 18 months of program operations.

#### 3.1 C-CAP GENERAL GOALS AND OBJECTIVES

Similar to the CCP program, C-CAP focuses on career criminals, but in this case is concerned with the apprehension of these offenders.

The principal objective of the C-CAP effort (Penal Code Section 13850) is to:

Increase the ability of local law enforcement agencies to investigate, identify, and apprehend career criminals through implementation and use of management, organizational, and operational techniques that have demonstrated their effectiveness in California agencies and other states.

Modeled after the Integrated Criminal Apprehension Program, the C-CAP effort assumes that capacity building characteristics similar to those proposed for I-CAP are prerequisites for achieving improved apprehension and quality of arrests, case clearances, and successful prosecution of career criminals. Briefly, these capacity building characteristics are:

- Establishment of a solid developmental base for improving the overall effectiveness and efficiency of law enforcement organizations.
- Systematic approach to the planning and integration of law enforcement service delivery.
- Step-by-step decision-making process for directing field activities.

The C-CAP concept introduces a systematic approach to the planning and integration of law enforcement service delivery. It was anticipated that C-CAP would provide law enforcement administrators with the tools to plan service delivery in a logical and efficient manner by applying linkages between the key functions of data collection, analysis, and planning.

### 3.2 C-CAP PROGRAM COMPONENTS

The program components of both the I-CAP and C-CAP model are designed to provide police management with a range of operational procedures to improve the department's overall efficiency and effectiveness. These activities involve field operations and support services in both law enforcement and prosecutorial efforts. Within this framework of enhanced law enforcement and prosecutorial efforts, four distinct program components were stipulated in the enabling legislation (Chapter 1167, Statutes of 1978):

- crime analysis
- patrol management
- investigation management
- career criminal prosecution

A brief discussion of each of these major components of the Career Criminal Apprehension Program follows.<sup>1</sup>

#### 3.2.1 Crime Analysis

C-CAP stresses the important role of the crime analysis unit in implementing the program in the funded projects. By definition, analysis is a process by which information derived from data collection is subjected to review to identify significant facts and to derive conclusions. The primary objective of crime analysis is to provide the information that serves to operationalize the structured decision-making framework of police service delivery.

Crime analysis as a process is a major step of the C-CAP decision-making model. It is defined as a set of systematic, analytical processes directed at providing timely and pertinent information relative to crime patterns and trend correlations. It is also designed to assist operational and administrative personnel in planning the deployment of resources for the prevention and suppression of criminal activities, aiding the investigative process, and increasing apprehension and clearance of cases.

The C-CAP enabling legislation identified certain program requirements related to crime analysis be incorporated in each funded C-CAP project. Specifically, each project was required to establish crime analysis capabilities that would address the following objectives:

- To identify evolving or existing crime patterns--particularly those involving career felony criminals.
- Provide investigative leads.
- Identify geographical areas or population groups experiencing relatively severe crime victimization in order to improve effectiveness of crime prevention efforts.
- Provide supporting data for improved allocation of overall law enforcement agency resources.

<sup>1</sup> Definitions of all major terms and procedures associated with C-CAP and discussed in this report are presented in Appendix D.

### 3.2.2 Patrol Management

This component provides patrol members with methods (e.g., geographic and temporal allocation of patrol personnel, directed patrol options, management of service calls) which enable them to more effectively structure and use random preventive patrol time in order to accomplish the specific patrol objectives. The emphasis on management of patrol operations is appropriate because of the importance of the patrol function in police service delivery. It has the largest portion of departmental resources and employees and provides the greatest number of services to the public. The patrol management emphasis can be described as an effort to more productively allocate, deploy, and direct crime-specific patrol tactics.

### 3.2.3 Investigative Management

The primary purpose of investigative management is to increase arrests for serious crimes that are prosecutable, ultimately resulting in an increased number of convictions. Generally, four major areas of activity comprise the investigations management component of C-CAP:

- increased patrol role in initial investigations
- case screening
- management of continuing investigations
- police/prosecutor relationship

### 3.2.4 Career Criminal Prosecution

The function of the career criminal and serious repeat offender component of I-CAP and C-CAP is to: (1) focus the department's attention on these offenders, and (2) establish a means to coordinate department and prosecution efforts in this area. For C-CAP funded agencies, this process was facilitated by the requirement that the jurisdiction have a career criminal prosecution unit prior to being funded. Coordination with the CCP unit and district attorney's office generally resulted in the designation of a court liaison officer. Internal procedures for promptly identifying career criminals are currently being developed.

While efforts in this area are encouraging, much remains to be done. Career criminal apprehension and, as a consequence, prosecution, is the last phase of C-CAP development. Improved effectiveness in this area is largely the result of the implementation of the other C-CAP components.

And as that process dominated the program's initial efforts, it is only recently that results, in terms of increased career criminal apprehension, are being noted. This area will take on increasing importance during subsequent years of program operations.

Chapter 1167, Statutes of 1978, defines offenders subject to career criminal apprehension (C-CAP) efforts. They include any individuals under investigation for the commission or attempted commission of one or more of the following felonies:

- homicide
- rape or sexual assault
- child molestation
- robbery
- burglary
- arson
- violation of Section 11351 or 11352 of the Health and Safety Code
- receiving stolen property
- grand theft
- grand theft auto

In addition, the offender's prior criminal history must be consistent with the criteria established in both Chapter 1167, Statutes of 1978 and Chapter 1151, Statutes of 1977 (Penal Code Sections 999 b-h) (see Appendix A).

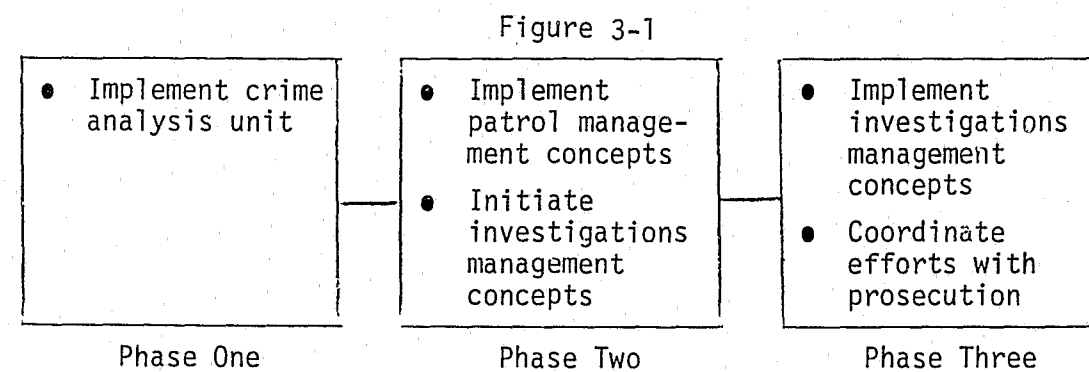
## 3.3 PROGRAM IMPLEMENTATION

C-CAP represents a number of desired agency changes (i.e., improved law enforcement operations within crime analysis, patrol, and investigation) that predominantly occur in a sequential fashion. For example, improving crime analysis capability in turn helps to improve deployment of patrol personnel. In fact, without the full development of a crime analysis unit, it is unreasonable to expect that patrol deployment as envisioned in the C-CAP model will occur. Thus, any determination of the success of the patrol deployment component of C-CAP necessarily considers the extent to which the agency's crime analysis capabilities are sufficiently developed to influence patrol deployment. Similarly, the increased use of solvability factors by investigation is partially dependent

upon patrol's implementation of revised crime reports which reflect more formal solvability factors.

Other desired changes of the C-CAP program (e.g., changes in calls for service police, call screening, call stacking, prioritization in patrol response, case review, caseload alterations in investigation) are not necessarily dependent upon previous changes, but are scheduled to be implemented at different times during the program.

The participating police and sheriffs' departments have, within the overall framework of the C-CAP guidelines, some latitude in designing and implementing their projects to both meet their needs and to take into account their departmental constraints and structure. Thus, while the objectives and activities of the C-CAP program components, such as establishing a crime analysis function, are common to all projects, the means by which each will be achieved, the sequencing of operational activities, the focus of the effort, and the degree to which these activities will be utilized and accepted vary considerably from agency to agency. Generally, all program sites proposed a sequence of C-CAP implementation similar to the following figure:



The following discussion highlights C-CAP-related implementation activities occurring during the first 18 months of program operations.

### 3.3.1 First Year Implementation Activities

The funded projects were required to develop two-year implementation designs with measurable objectives. First year (January-December, 1980) program objectives and as a consequence activities, primarily focused on the implementation of the crime analysis unit.

Table 3-1 (pp. 45-46) presents an overview of the major implementation activities associated with CAU development during the first year of operations. Generally, all projects followed a similar sequential pattern of process consisting of the following major divisions:

- Hired staff. All projects hired staff as a result of C-CAP. Generally, the positions recruited were Crime Analyst and Project Secretary. CAU staff received training in crime analysis techniques.
- Established steering/advisory committee. All projects made use of a steering committee to facilitate changes in data collection procedures (e.g., form revisions) and assist in implementing the proposed changes.
- Established CAU. All projects established a crime analysis unit. This was an independent unit with operational status.
- Revised reports. All but one project made revisions of crime-related reports (i.e., arrest and crime reports, field interrogation cards) during the first year of operation. This process generally involved input from a steering committee, field testing of the revised instrument, and full-scale implementation involving training for the field officers. Two projects assessed the current record system and data collection needs prior to revising report forms.
- Established data analysis capabilities and/or procedures. All projects established procedures for conducting crime analysis during the first year of operation. This generally involved the following:
  - developing either new files or ways to access existing files for more extensive crime information
  - establishing manual keysort data analysis capabilities.
 Two projects developed automated crime analysis files.
- Developed crime analysis products. All projects developed crime analysis products during the first year. This ranged from daily crime recap bulletins to specialized crime pattern analysis. In addition, all projects responded to requests for crime analysis information.
- Training and technical assistance. All projects devoted considerable time to C-CAP related training, generally in the area of crime analysis techniques and computerization of data. All projects received technical assistance regarding C-CAP and development of a records system. Four projects received technical assistance regarding automating crime analysis files.

Table 3-1  
C-CAP RELATED IMPLEMENTATION ACTIVITIES

ACTIVITY	FIRST YEAR IMPLEMENTATION ACTIVITIES (1980)		SECOND YEAR IMPLEMENTATION ACTIVITIES (1981)	
	Number	Sites	Number	Sites
<b>CRIME ANALYSIS</b>				
• HIRED STAFF				
--Hired Crime Analysis Unit (CAU) staff	9	All		
--Trained CAU staff	9	All		
• DEVELOPED VOLUNTEER PROGRAM				
--Added students/volunteers to CAU staff	1	WC	5	F,Mn,RB,SA,SB
	2	Mn,WC	5	F,Mo,RB,SA,SB
• ESTABLISHED STEERING/ADVISORY COMMITTEE	9	All		
• REVISED REPORTS				
--Completed written assessment of records system	2	F,Mn		
--Revised and field tested crime report forms	8	CC,F,Mn,Mo,RB,Sac,SB,WC	1	SA
--Developed report writing manual	7	CC,F,Mn,Mo,RB,Sac,WC	1	SA
• ESTABLISHED DATA ANALYSIS CAPABILITIES <sup>1</sup>				
--Developed manual crime analysis files <sup>1</sup>	6	F,Mo,RB,Sac,SB,WC	2	CC,Mn
--Developed RFP for computer equipment	5	F,Mn,RB,Sac,SA	2	CC,WC
--Received computer equipment	3	RB,Sac,SA	1	F
--Developed automated crime analysis files	2	RB,SA		
• DEVELOPED CRIME ANALYSIS PRODUCTS				
--Developed CAU-initiated products	9	All		
--Developed special requests log	9	All		
--Responded to special requests for crime analysis information	9	All		
--Developed feedback form on use of crime analysis products	4	F,Mn,Mo,RB	3	CC,SB,WC
• TRAINING AND TECHNICAL ASSISTANCE				
--Provided C-CAP and crime analysis training to operational personnel	9	All		
--Provided revised report form training to operational personnel	8	CC,F,Mn,Mo,RB,Sac,SB,WC		
--Attended computer-related training	4	Mn,RB,Sac,SB	9 <sup>2</sup>	All
--Attended training on senior citizen volunteer programs	4	F,Mn, RB,SB	9 <sup>2</sup>	All
--Attended C-CAP quarterly program meeting	9	All	9	All
--Visited I-CAP/C-CAP sites	9	All		
--Received technical assistance on C-CAP and records	9 <sup>2</sup>	All		
--Received technical assistance on computer systems	3	CC,Mn, SB	2	SA,SC
--Received technical assistance on use of volunteers			5	CC,Mn,RB,SA,SB

<sup>1</sup>Indicates core files (i.e., known offender, modus operandi) are fully developed. Additional manual crime analysis files are being developed (i.e., photo file, scars/marks file).

<sup>2</sup>Provided at C-CAP cluster meeting.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

Table 3-1  
(cont.)

ACTIVITY	FIRST YEAR IMPLEMENTATION ACTIVITIES		1981 JANUARY-JUNE	
	Number	Sites	Number	Sites
<b>PATROL MANAGEMENT</b>				
• Established Telephone Report Unit	4	F,Sac,SA,WC		
• Completed Patrol Workload or Calls for Service Study	1	F	5	Mn,RB,Sac,SAWC
• Revised patrol beat structure				
• Developed patrol procedure manual	1	F	2	Sac,WC
• Experimented with directed patrol	2		2	Mn,Mo
• Established Tactical Action Planning Committee	8	CC,F,Mn,Mo,RB,Sac,SA,WC		
• Developed Tactical Action Planning Form	1	Sac	1	F
• Developed/expanded use of specialized tactical unit	1	F	4	Mn,Mo,RB,Sac
• Purchased/installed surveillance cameras and/or alarms	2	Sac,SB	3	Mn,RB,SA
• Attended managing patrol operations training	1	Mo	1	Sac
• Received technical assistance on patrol management	2	F,RB	9 <sup>2</sup>	All
• Provided patrol management training to operational personnel	1	RB	2	F,Mo
• Provided training on use of cameras/alarms to operational personnel	2	Mo,SA	2	F,Sac
	1	Mo	1	Sac
<b>INVESTIGATION MANAGEMENT</b>				
• Surveyed alternatives to managing criminal investigations (MCI)	1	RB	1	Mn
• Completed MCI study				
• Assigned case screening officer			1	RB
• Introduced formal solvability factors	1	Mo	1	Mn
• Developed manual case management/case tracking forms	1	Mo	2	F,Mn
• Developed automated case management/case tracking forms	1	RB	1	SA
• Attended MCI training	9 <sup>2</sup>	All		
• Provided MCI training to operational personnel			1	RB
<b>PROSECUTION</b>				
• Established contact with Career Criminal Prosecution Unit (CCP)	9	All		
• Established liaison position between CCP and C-CAP site			2	SA,Mn
• Developed prosecution feedback on case rejections				
• Developed prosecution feedback on career criminal case status	1	CC	1	Sac

<sup>2</sup>Training provided at C-CAP quarterly program meeting.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

- Initiated directed patrol activities. All projects experimented with directed patrol activities based on CAU products.

These were the major implementation-related activities that occurred during the first year of program operation. However, as Table 3-1 (pp. 45-46) indicates, many projects progressed to second year objectives during this period. These activities generally involved changes in patrol deployment, strategies, and tactics; changes in management of criminal investigations; and, in a few instances, projects demonstrated an enhanced ability to apprehend career criminals.

### 3.3.2 Second Year Implementation Activities

During the second year (January-December, 1981), the projects were expected to:

- continue development and enhancement of their crime analysis capabilities (continuation of Phase I activities)
- implement patrol management concepts based on a functional CAU (Phase II)
- develop plans for the management of criminal investigations (Phase II and III)
- improve coordination with prosecution and enhance career criminal identification, apprehension, and prosecution (Phase III).

As Table 3-1 (pp. 45-46) indicates, the projects were largely successful in implementing activities associated with Phase I and II, and less successful with Phase III efforts. However, in defense of the projects, it should be noted that all quantitative data presented in this report reflects only the first half of 1981. Given the success the majority of the projects experienced in implementing Phase I activities during 1980, and based on the most recent site visits (August, 1981), it is reasonable to expect most projects will be successful in achieving a majority of the Phase II and III activities by December, 1981.

A summary of the major implementation activities occurring during the second year of C-CAP includes the following elements:

- Automation of the data base. Four projects made substantial progress in automating their crime data. Two of them were generating crime reports and other specialized reports on a routine basis.

- Development of volunteer program. A training seminar initiated the development of volunteer programs at the C-CAP projects. Six C-CAP projects have developed volunteer programs and have added volunteers to supplement CAU staff.
- Management of patrol operations. Most of the emphasis during the second year was on enhancing the management of patrol operations through an increasing use of CAU products. Specifically, agencies:
  - conducted management and workload studies (six projects) to facilitate calls-for-service policies and/or reallocation and realignment of beat structures
  - developed directed patrol and other tactical plans (and in five projects developed an expanded use of tactical units) based on CAU products.
- Improved management of criminal investigations. Three projects had developed and implemented a revised system to more efficiently monitor criminal investigations. This has resulted in enhanced case screening and review procedures.
- Training and technical assistance. All projects have continued to participate in training programs related to patrol and investigative management procedures.
- Prosecution interaction. Two of the projects have designed special liaison officers to coordinate the prosecution of career criminal cases.

### 3.4 PROGRAM OPERATIONS

This subsection provides a brief description of each project, the type and size of agency, location of the CAU, and funding information. Besides contributing to a better understanding of the funded agencies and how they allocated their funds, this information identifies factors that have the potential to affect C-CAP operations and/or success.

#### 3.4.1 Organizational Structure

Table 3-2 presents general organizational information on each of the funded projects. It demonstrates a wide variation in the size of the agency, the size of the population served, and ratio of sworn officers to population. These project variations are important and affect several of the C-CAP evaluation objectives.

Table 3-2  
C-CAP AGENCY AND SITE INFORMATION<sup>1</sup>

Site	Population of Jurisdiction Served <sup>2</sup>	Type of Law Enforcement		Number of Personnel in Department <sup>3</sup>			Ratio of Sworn Officers to Population (Per 1,000)
		Police	Sheriff	Sworn	Auxiliary	Civilian	
Contra Costa	250,000 <sup>4</sup>		•	413	200	139	1.7
Fairfield	58,099	•		64	0	21	1.1
Marin	65,000 <sup>4</sup>		•	119	20	59	1.8
Modesto	106,105	•		148	19	56	1.4
Redondo Beach	57,102	•		100	15	36	1.8
Sacramento	490,209 <sup>4</sup>		•	734	216	221	1.5
Santa Ana	203,713	•		283	49	123	1.4
South Bay <sup>5</sup>	403,828	•	•	617		134	
West Covina	80,094	•		89	41	36	1.1

<sup>1</sup>1981 information.

<sup>2</sup>1980 census.

<sup>3</sup>Personnel Assigned, C-CAP Quarterly Report (June, 1981).

<sup>4</sup>Figures as confirmed by sites.

<sup>5</sup>Includes cities of Gardena, Hermosa Beach, Palos Verdes Estate, Lomita, Lawndale, Manhattan Beach, Redondo Beach, Rolling Hills Estate, and Rolling Hills.

The variation in departmental size affects the training of personnel and the implementation of patrol management concepts.<sup>1</sup> The ratio of officers to population, as well as geographic considerations, has some bearing on agency flexibility to deploy patrol forces--a higher ratio allowing for somewhat greater discretion in deployment. Lastly, the type of agency (sheriff or police department) has an effect on C-CAP operations.

Three sheriff's departments were funded as part of the initial C-CAP effort. They generally had larger patrol forces, were responsible for larger territory, and, most importantly, were responsible for non-contiguous districts. All of these factors had some repercussion on implementing the C-CAP program components. The implication of agency size on operational procedures has been mentioned. More important in affecting C-CAP was the geographic boundary and the non-contiguous nature of the area to be protected. These factors directly affected the sheriff agency's ability to conduct crime analysis and engage in directed patrol activities. Crime analysis, unless linked to adjacent jurisdictions, results in an incomplete picture of potential crime patterns.<sup>2</sup> Similarly, with large areas to patrol (e.g., Marin County Sheriff's Department) the sheriff's department generally had more difficulty in conducting directed patrol activities than their police department counterparts.

#### 3.4.2 Project Emphasis

Projects differ in regards to location of the CAU<sup>3</sup> within the overall departmental structure. In part, this reflects the emphasis of C-CAP within the agency (i.e., patrol, administration, and investigation). Three of the

1. For example, the third largest funded agency (Santa Ana) has taken a very deliberate and cautious approach in introducing C-CAP into the agency. They were previously concerned about the effects of introducing the program on a piecemeal basis before they had sufficient capability to provide the range of services promised with the project. They were also aware that making numerous changes and revisions in departmental operational procedures is more difficult to accomplish in larger agencies.
2. Marin County Sheriff's Department has begun to establish a multi-jurisdictional network of law enforcement agencies to enhance their crime analysis capabilities.
3. C-CAP projects are generally identified as the CAU within their jurisdictions.



units (Contra Costa, Marin, West Covina) are located in administration, two in patrol (Redondo Beach, Sacramento), and four in investigation (Fairfield,<sup>4</sup> Modesto, Santa Ana, South Bay).

Organizational location may be important in a number of ways. First, the "level" of C-CAP within the organizational hierarchy affects the project's ability to bring about large-scale changes requiring approval, either formally or informally, from high level departmental personnel. Similarly, the size of the department and the number of "levels" of administrators can affect the introduction of C-CAP-related procedures and activities. Additionally, the focus of responsibilities of the crime analysis unit may differ depending on location. For example, a unit located within investigation may respond more to the needs of detectives than patrolmen. Several projects located in administration tended to do more administrative-related analysis and projects (e.g., changing demographic profiles of the community) than other CAU's not located in administration.

#### 3.4.3 Staffing

While the staffing pattern of the units is familiar, the size of the staff varied considerably, particularly with projects that made extensive use of volunteers (See Table 3-3, p. 52). In all projects, the Project Directors were sworn personnel, serving in part-time capacity and whose time was donated by the agency. All projects had a Project Manager who assumed control of the day-to-day operations of the unit. This position was filled by a sworn officer in all but one project and was generally grant-funded. All projects had at least one Crime Analyst who was assisted by data entry, administrative, or stenographic clerks. Seven of the projects have made use of volunteers, ranging from 1 full-time crime analysis volunteer in Santa Ana to over 20 volunteers at South Bay. These volunteers contributed between 40 and 200 hours of service a week, representing a potentially important part of the staff.

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4. Initially, the Fairfield CAU was assigned to administration. Due to a reorganization, it is now in support services, which includes investigation and communication.

Table 3-3  
C-CAP STAFFING<sup>1</sup>

Site	Organizational Location	Project Director	Project Coordinator/Manager	Crime Analyst	Clerical Support Staff	Other	Volunteers	Total Staff <sup>2</sup>	
								Grant Funded	Other
Contra Costa	Administration	1 Assistant Sheriff, part-time, donated	--- <sup>3</sup>	1 Deputy, 100% grant funded	1 Typist Clerk, 100% grant funded	2 cadets, part-time, grant funded	---	3.0	.5
Fairfield	Support Services (Investigation)	1 Captain, part-time, donated	1 Lieutenant, part-time, donated	1 officer, 100% grant funded	1 Typist Clerk, 100% grant funded	2 Community <sup>5</sup> Service Officers --1 100% grant funded --1 100% donated Data entry operators, part-time, grant funded	1 cadet, 1 volunteer	3.5	3.0
Marin	Administration	1 Assistant Sheriff, part-time, donated	--- <sup>6</sup>	1 nonsworn, 100% grant funded	1 Research Assistant, 50% grant funded	1 Operations Analyst, 100% grant funded	13	2.5	.5
Modesto	Investigation	1 Captain, part-time, donated	1 Sergeant, 100% grant funded	2 nonsworn, 100% grant funded	1 Typist Clerk, 100% grant funded	1 Community Service Officer, 100% grant funded	1 student	5	.5
Redondo Beach <sup>7</sup>	Patrol	1 Captain, <sup>8</sup> part-time, donated	--- <sup>9</sup>	2 nonsworn, 100% grant funded	1 Typist Clerk, 100% grant funded	4 student workers, part-time	---	3	.5
Sacramento	Patrol	1 Captain, part-time, donated	1 Lieutenant, 100% grant funded	1 Supervising Crime Analyst, sworn, 100% donated; 3 nonsworn Crime Analysts, 100% grant funded	1 Typist Clerk, 100% grant funded	1 Key Data Operator, 100% grant funded; 5 Communications Clerks, 100% grant funded	---	11	1.5
Santa Ana	Investigations	1 Captain, part-time, donated	1 sworn officer, 100% grant funded	2 nonsworn, 100% grant funded	1 Typist Clerk, 100% donated	1 Career Criminal Case Coordinator, part-time, donated; 1 Typesetter, 100% donated; 2 Program Analysts (1--100% grant funded; 1--part-time donated)	---	4	3.5
South Bay <sup>7</sup>	Investigations	1 Captain, part-time, donated	1 nonsworn, 100% grant funded	1 nonsworn, 100% grant funded	2 nonsworn, 100% grant funded	8 field officers, non-grant funded	23 volunteers	4	8.5
West Covina	Administration	Chief, part-time, non-grant funded	1 Lieutenant, full-time, 50% grant funded	1 nonsworn, 100% grant funded	1 nonsworn, 100% grant funded	2 officer tactical trainees, non-grant funded; 1 trainee, part-time	7 volunteers	3.5	2.5

<sup>1</sup>As of August, 1981.

<sup>2</sup>Number includes all full- or part-time staff; it does not include volunteers. Part-time considered half-time positions.

<sup>3</sup>Position vacant, may be eliminated. Previously 1 Sergeant, 100% grant funded.

<sup>4</sup>Two Intermediate Typist Clerk positions vacant, may be eliminated. One vacant position utilized as Assistant Crime Analyst.

<sup>5</sup>Both Community Service Officers 100% grant funded during 1980. Data entry operators unspecified; considered one position.

<sup>6</sup>Position eliminated October, 1980. Previously Sergeant, 100% donated, then Lieutenant, part-time, donated.

<sup>7</sup>In February, 1981, Redondo Beach and South Bay merged operations.

<sup>8</sup>In February, 1981, Project Manager South Bay C-CAP in charge.

<sup>9</sup>Position vacant, responsibilities have been given to one of the two Crime Analysts.

All projects experienced substantial staff changes during the first 18 months of program operations. Generally occurring in the Project Director or Manager position, these changes caused some delays while the new staff member became familiar with program operations. To date, however, there have been no serious setbacks in implementing C-CAP resulting from personnel changes.

### 3.4.4 Budget and Funding

Table 3-4 below presents an overview of C-CAP funding at the nine agencies. The 1981 funding level demonstrates a range of funding from a low of \$81,402 to a high of \$222,222. The amounts are reflective of the size of the departments.

Table 3-4  
C-CAP FUNDING INFORMATION

SITES	Funding Period	1980			Funding Period	1981		
		Federal	Local	Total		Federal	Local	Total
Contra Costa	1/1/80 - 12/31/80	\$134,771	\$ 14,975	\$149,746	1/1/81 - 12/31/81	\$134,771	\$ 14,975	\$149,746
Fairfield	1/1/80 - 12/31/80	73,262	8,140	81,402	1/1/81 - 12/31/81	73,262	8,140	81,402
Marin	1/1/80 - 4/30/81	96,877	10,764	107,641	5/1/80 - 4/30/82	96,877	10,764	107,641
Modesto	12/1/79 - 11/30/80	106,864	11,874	118,738	12/1/81 - 11/30/81	106,864	11,874	118,738
Redondo Beach	1/1/80 - 3/30/81	85,988	9,554	95,542	4/1/81 - 3/30/82	79,222	8,802	88,024
Sacramento	1/1/80 - 1/31/81	200,000	22,222	222,222	1/1/81 - 10/31/81	200,000	22,222	222,222
Santa Ana	12/1/79 - 1/30/81	101,481	11,276	112,751	12/1/80 - 11/30/81	92,825	10,314	103,139
South Bay	7/1/79 - 7/31/81	State: 12,986 Federal: 233,764	147,261	394,011	9/1/80 - 12/31/81	149,704	---	149,704
West Covina	1/1/80 - 12/31/80	75,757	8,417	84,174	1/1/81 - 12/31/81	75,757	8,417	84,174

Examining the budget for each of the projects for two grant periods indicates considerable variance in the allocation of funds (See Table 3-5, below). Comparison of 1980 and 1981 budgets indicates the following:

- Funding for staff positions ranged from a low of 33% to a high of 100% of the budget. Five of the projects expended 85% or more of their budgets on staff, while three projects expended less than 45% of their budget on this line item.
- Five of the projects used funds to automate their data base, three projects in 1980 and three projects in 1981 (one project expended funds on data automation in both years).
- Only one project had a significant amount of funds dedicated to the "Other" line item. Approximately 18% of Sacramento's 1981 budget was in this category. These funds were used to purchase three unmarked vehicles and surveillance cameras.
- The travel budget reflected the need for staff training; and, with one exception, there was a direct correlation between this budget item and the extent to which the project participated in training or travel to other agencies for information sharing purposes.<sup>5</sup>

Table 3-5  
C-CAP 1981 BUDGET ALLOCATIONS

SITE	STAFF		OPERATING EXPENSES		TRAVEL		COMPUTER RELATED		CONSULTANT		OTHER		TOTAL BUDGET
	Budget Amount	% of Budget	Budget Amount	% of Budget	Budget Amount	% of Budget	Budget Amount	% of Budget	Budget Amount	% of Budget	Budget Amount	% of Budget	
Contra Costa	\$ 67,048	45%	\$ 6,239	4%	\$ 3,765	3%	\$ 61,623	41%			\$ 10,271	7%	\$149,746
Fairfield	70,120	86%	3,300	4%	6,982	9%					1,000	1%	81,402
Marin	35,725	33%	24,282	22%	2,870	3%	39,743	37%	5,021	5%			107,641
Modesto	118,738	100%											118,738
Redondo Beach	80,968	92%	7,056	8%									88,024
Sacramento	156,847	71%	15,011	7%	9,872	4%					40,487	18%	222,222
Santa Ana	41,947	40%	9,040	9%	4,152	4%	40,000	39%	8,000	8%			103,139
South Bay	128,605	86%	11,625	7%	1,000	1%			8,474	6%			149,704
West Covina	79,463	94%	3,697	5%	1,014	1%							84,174

- <sup>1</sup>OCIP records, August, 1981.  
<sup>2</sup>Staff salary and fringe benefits.  
<sup>3</sup>Includes office supplies, maintenance, phones, duplication, software rental.  
<sup>4</sup>Remodel darkroom.  
<sup>5</sup>Fingerprint/identification kits.  
<sup>6</sup>Includes software, computer maintenance.  
<sup>7</sup>Investigation techniques training and management information system developed.  
<sup>8</sup>Includes three unmarked vehicles, surveillance cameras.

5. The one exception was Modesto, which funded much of their C-CAP training.

### 3.5 OVERVIEW OF TRAINING AND TECHNICAL ASSISTANCE

A critical feature in the successful development and implementation of any new program is the extent that staff are provided training and technical assistance to better perform their new roles. Recognizing the importance of training and technical assistance in enhancing the development of this program, OCJP took a dominant role in this area. This was done through quarter program meetings, on-site monitoring, and general encouragement of projects to pursue training and technical assistance. Travel budgets for these purposes were encouraged.

#### 3.5.1 Training Sessions and Technical Assistance

On an average, projects participated in nine training programs in 1980, and an additional five training programs during the first six months of 1981 (See Table 3-6, below). A total of 256 days of staff time was spent on training sessions during 1980 and 128 days in the first six months of 1981, for a total of 344 days. Some projects were more active in attending training sessions, with four projects participating in 11 or more sessions in 1980, nearly double the number attended by three other projects who participated in only six sessions. In 1981, the difference is even greater. Four projects have participated in three or fewer sessions, while three projects have attended seven or more sessions.

Table 3-6  
OVERVIEW OF TRAINING PROVIDED TO C-CAP SITES  
1980 and 1981\*

SITES	1980		1981*		TOTAL	
	Number of Sessions	Length of Sessions	Number of Sessions	Length of Sessions	Number of Sessions	Length of Sessions
Contra Costa	9	33 days (264 hrs)	2	6 days (48 hrs)	11	39 days (312 hrs)
Fairfield	11	36.5 days (292 hrs)	4	10 days	15	46.5 days (372 hrs)
Marin	9	23.5 days (188 hrs)	10	15 days (120 hrs)	19	38.5 days (308 hrs)
Modesto	11	25.5 days (204 hrs)	7	19 days (152 hrs)	18	44.5 days (356 hrs)
Redondo Beach	13	36 days (288 hrs)	5	22 days (176 hrs)	18	58 days (464 hrs)
Sacramento	6	15.5 days (124 hrs)	2	6 days (48 hrs)	8	21.5 days (172 hrs)
Santa Ana	6	17 days (136 hrs)	3	9 days (72 hrs)	9	26 days (208 hrs)
South Bay	13	25.5 days (204 hrs)	4	12 days (96 hrs)	17	37.5 days (300 hrs)
West Covina	6	18.5 days (148 hrs)	5	14 days (112 hrs)	11	32.5 days (260 hrs)
TOTAL	84	231	42	113	126	344

\*Information is for January 1 through June 30, 1981.

Table 3-7 below indicates that technical assistance was received a total of 28 times during the 18-month period under review. All but one project (Sacramento) received some form of technical assistance during this period. Six of the projects requested assistance on at least three occasions, while the remaining projects only needed technical assistance once or twice. The four areas in which technical assistance was most often requested, in rank order of use, were:

- computerization (accounting for 35.7% of the requests)
- use of volunteers (21.4%)
- data collection procedures (17.9%)
- C-CAP orientation (14.3%)
- Managing Patrol Operations/Tactical (MPO) planning

Table 3-7  
TECHNICAL ASSISTANCE  
TOPICAL AREAS  
1980 and 1981

MAJOR TOPICAL AREA	1980			1981			TOTAL NUMBER OF SESSIONS
	Number of Sites	Sites	Number of Sessions	Number of Sites	Sites	Number of Sessions	
C-CAP Orientation	2	F,SB	3	1	SB	1	4
Data collection	4	F,Mn, RB,SA	4	1	WC	1	5
Computerization	3	CC,Mn, SB	3	4	CC,Mn, SA,WC	7	10
Managing patrol operations/ tactical planning	1	RB	1	2	F,Mo	2	3
Volunteers	1	SB	1	5	CC,Mn, RB,SA, SB	5	6
TOTAL	11		12	13		16	28

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

#### 3.5.2 Type and Range of Training

Table 3-8 (p. 57) presents information on the range of training topics presented to the projects in 1980 and 1981. As can be seen in the table, crime analysis was the principal training course given to the projects. Nearly 40% of the sessions days in 1980 and 25% of the sessions days in 1981 were devoted to training in crime analysis techniques. This emphasis on crime analysis reflects overall program orientation during Phase I development.

Increasingly, training in MPO and MCI will become important with the continued development of crime analysis capabilities.

Table 3-8  
TRAINING FOR SITES  
TOPIC AREAS  
(1980)

MAJOR TOPIC AREA	NUMBER OF SITES	SITES	NUMBER OF SESSIONS	TOTAL SESSIONS DAYS	TOTAL NUMBER ATTENDED
Introduction to C-CAP (January--C-CAP cluster meeting)	9		9	18	22
Overview to I-CAP (April--C-CAP cluster meeting)	9		9	31.5	22
Management to Criminal Investigation (July--C-CAP cluster meeting)	9		9	18	26
Program Integration (October--C-CAP cluster meeting)	9		9	18	28
Crime Analysis	9		22	91.5	47
Management of Patrol Operations/Tac Planning	2	F,RB	2	3	5
Computerization	4	Mn,RB, Sac,SB	9	8.5	15
Criminal Intelligence/Juvenile Gangs	2	CC,RB	2	10.5	6
Management/Program Implementation	2	F,Mo	4	12	5
Tactical Alarms	1	Mo	1	1	2
Volunteers	4	Mn,RB, SA,SB	4	10.5	4
Other: Equipment Training, Crime Reporting Systems, Records and Security, Statistics	3	CC,Mo, RB	4	8.5	9
TOTAL			84	231	191

C-CAP-sponsored training involved nearly 300 individuals, and while many of these individuals attended more than one training session, it is evident that training has been extensively utilized by C-CAP funded projects.

3.5.3 Sponsoring Agencies and Reaction to Training

A variety of organizations were involved in providing training to C-CAP personnel (See Table 3-9, below). Two agencies in particular stand out for their training role during the first 18 months: the Department of Justice (DOJ) and the Office of Criminal Justice Planning. These two agencies were responsible for over 50% of all training sessions.

Because DOJ has developed a formal training program and has standardized its curriculum, it presented more structured and, in the opinion of the trainees, more relevant training. DOJ's crime analysis training program in particular was cited by many C-CAP personnel as being among the best training received.

Table 3-9  
TRAINING FOR SITES  
SPONSORING AGENCIES  
(1980)

SPONSORING AGENCY	NUMBER OF SITES	NUMBER OF SESSIONS	LENGTH OF SESSIONS (DAYS)
Department of Justice	9	23	100
OCJP	9	28	55
OCJP/APPRO <sup>1</sup>	9	9	31.5
AARP <sup>2</sup>	4	4	10.5
SEARCH	2	3	6.5
Universities <sup>3</sup>	2	2	6
Law Enforcement Agencies <sup>4</sup>	2	4	7
Computer Firm <sup>5</sup>	3	7	6
Consulting Expert <sup>6</sup>	1	1	3
Printing/Reproduction Company <sup>7</sup>	1	1	4
Tactical Alarm Company <sup>8</sup>	1	1	1
JAG	1	1	.5
TOTAL		84	231

<sup>1</sup>Association of Police Planning and Research Officers  
<sup>2</sup>American Association of Retired Persons  
<sup>3</sup>USC, Cal Ply.  
<sup>4</sup>Sacramento P.D., San Diego P.D., South Bay Training Officers Association  
<sup>5</sup>Micro-Data, Simeon  
<sup>6</sup>Dr. John McKee  
<sup>7</sup>Gestner Company  
<sup>8</sup>Varda

#### 3.5.4 Summary of Training-Related Objectives

In recognition of the key role training would have in the successful implementation of C-CAP, the Evaluation Steering Committee specifically developed the following training-related objective for this study:

Objective 1: Train personnel in the concepts and procedures necessary for systematic crime analysis.

By the early months of program operation, all projects had carried out introductory training for crime analysis unit staff and supervisors. Training provided to CAU staff was in two primary areas: techniques of crime analysis and computerized information processing.

During the 18 months reviewed for this report, the C-CAP staff attended 128 training sessions, for a total of 344 days. Over 280 C-CAP staff attended the various training programs provided by nine different training sponsors. Of the nine, two agencies (DOJ and OCJP) accounted for over 50% of all training programs provided. One course in particular was cited by C-CAP staff as being extremely useful. This was the course on crime analysis techniques provided by DOJ.

The success the projects have had in establishing a functional crime analysis unit is largely attributable, particularly for those projects that did not have an experienced Crime Analyst, to the training they received from DOJ. It also accounts for the similar approach to crime analysis taken by a majority of the projects.

#### 3.6 CONCLUSION

This section has examined the implementation and operation of C-CAP in the nine funded agencies. The C-CAP model assumes that prior to improving apprehension efforts sufficient capacity-building needs to occur, with the critical component being the development of crime analysis capability. And while the implementation and integration of capacity-building programs such as C-CAP in the department is affected by differing organizational environment (e.g., size of agency) and by the structure, operation, and management style, the projects have generally followed a similar pattern of development. That is, implementation of crime analysis capabilities during the first year with increasing attention on enhancing and improving patrol and investigative

management occurring during the second year of the program. In summary, the projects have successfully implemented the majority of planned first year and second year operations. The successful implementation of the program into the funded agencies has been greatly facilitated by training and technical assistance given to C-CAP agency personnel.



SECTION 4  
CRIME ANALYSIS

"The information gathered, the witnesses interviewed, the evidence observed, protected and developed by the patrol officer comprise the most vital factors contributing to establishing a suspect identification or apprehension possibility. Far too many departments have allowed the responding patrol officer to do little more than take down and report who made the complaint and why. The report information thus gathered contributed little to directing the investigative effort."<sup>1</sup>

An essential component of the C-CAP model is the implementation of crime analysis capability at each funded agency. This was to be achieved through the development of a specific, operational unit within the agency. While the specific capability of the Crime Analysis Unit within the funded agencies depended upon such factors as the type of crime problems, differences in administrative structure, and size of the patrol operation, it was nevertheless expected that general types of progress in implementing crime analysis capabilities would be achieved in all projects. This section examines the current status of the crime analysis units and their progress during the period under review (January 1, 1980-June 30, 1981).

4.1 CHARACTERISTICS OF CRIME ANALYSIS

The operation of a crime analysis unit (CAU) is one of the four key program components of C-CAP.<sup>2</sup> It is the element that links all of the C-CAP activities together and is the one feature that was shared by all of the projects participating in the C-CAP effort. By definition, analysis is a step in which information derived from data collection is reviewed to identify significant facts and to derive conclusions. The primary objective of the crime analysis unit is to provide the information that serves to operationalize the structured decision-making framework of law enforcement service

1. Comprehensive Career Criminal Program Guide. Washington, D.C.: Law Enforcement Assistance Administration, pp. 2-8.
2. Introductory discussions of each component were derived, in part, from work done by William Gay and Dr. Tom Beall in their national evaluation of the Integrated Career Criminal Apprehension Program, conducted for the Law Enforcement Assistance Administration.

delivery.

#### 4.1.1 Purpose--Decision-Making Process

Crime analysis as a process is the major component of the C-CAP decision-making model. As defined by the C-CAP model, the crime analysis function is the systematic collection and analysis of crime-related data directed at providing timely and pertinent information relative to offense and offender patterns and correlations between the two. It is designed to assist operational and administrative personnel in planning the deployment of resources for the prevention and suppression of criminal activities, aiding the investigative process, and increasing apprehension and clearance of cases. Thus, the basic application of crime analysis can:

- Furnish trend data for overall departmental planning, targeting, and budgeting.
- Identify crime patterns, particularly those involving the career criminal offender.
- Establish operational data for patrol planning and deployment of special operations/tactical units.
- Increase the number of cases cleared by arrest.
- Identify geographical areas or population groups experiencing relatively severe crime victimization, in order to improve the effectiveness of crime prevention efforts.
- Provide investigative leads.

While the primary function of the CAU is crime analysis, it may also be involved in various aspects of intelligence and operations analysis. Intelligence analysis refers to the systematic collection, evaluation, and dissemination of information on career criminals and organized criminal activity. It has generally, within the C-CAP development, resulted in an active field interview program and the creation of files on serious repeat offenders. Operations analysis involves the continuous collection and analysis of information related to law enforcement service delivery. This information provides the basis for making decisions concerning, for example, departmental workload, patrol, resource allocation, and manpower studies.

#### 4.1.2 Data Collection and Collation

To be effective in performing crime or operational analysis, the CAU must establish a data collection and collation procedure.

##### Data Collection

Data collection refers to the process by which the departments collect information upon which decisions are made. All of the agencies made use of similar procedures to improve their data collection procedures. These included:

- Revising standard reports--This included crime, arrest, supplemental, and field interview (F.I.) cards.
- Revising data collection procedures--This included the revision of the report writing manual to reflect modifications in the crime reports.

These two major activities are linked to provide a system for collecting offense or offender information which in turn becomes the basis of crime analysis.

##### Data Collation

Collation of data refers to the process, or series of procedures, which brings together the various informational sources for analytical purposes. For the C-CAP agencies, this generally resulted in developing a system to capture information from the revised crime, arrest, and field interview reports. These were often manual keysort systems or systems that made use of automated crime information maintained by the state.

#### 4.1.3 Data Analysis

Data analysis refers to the examination of an information base and the identification of patterns or relationships. The range of analyses conducted by the CAU include identifying crime patterns or series, targeting known offenders, matching M.O. patterns, preparing suspects lists, and assisting in the identification of stolen property. The purpose of crime analysis is to provide an information base which will enable patrol and investigative personnel to implement crime prevention, suppression, and apprehension activities. The results of crime analysis are equally far-ranging

and include saturation or high visibility patrol, stakeouts, decoys, target-hardening through the placement of tactical alarms or cameras, and deployment of patrol and investigative resources. As described in the I-CAP evaluation, the CAU operates as a service bureau, preparing standard analytical reports at regular intervals and providing special reports upon request.<sup>3</sup>

#### 4.1.4 Feedback

Feedback is a critical component in the successful operation of a CAU. It refers to the process of assessing the utility of the information provided by crime analysis. This is generally done through the use of a feedback form that documents the activities and results that occurred based on the crime report prepared by the analyst. It provides a means to make crime analysis products more responsive to the needs of user groups (e.g., patrol, investigations, administrations). All but two C-CAP funded agencies have developed formal feedback procedures to assess their products and activities.

These then are the basic elements of a crime analysis unit. They are oriented to producing reports that will assist in the effective allocation of patrol and investigative resources. This is achieved through developing or improving upon existing data collection procedures, collating this information, analyzing the results, and building in a feedback system to assess the usefulness of the information. As the next sections document, the C-CAP agencies have generally adhered to this conceptual framework, with positive results. A discussion of the procedures, activities, and results associated with implementing and operating a crime analysis unit in the participating agencies follows.

#### 4.2 IMPLEMENTATION OF CRIME ANALYSIS

The implementation of the C-CAP model was designed to be sequential or stage-dependent. The foundation of the other program components is based on the implementation of crime analysis capabilities. Thus, the primary

3. University City Science Center. A Case Study Evaluation of the Implementation of the Integrated Criminal Apprehension Program in Memphis, Tennessee. Washington, D.C., January 1981.

objective of Phase I, first year activities was the development and implementation of a crime analysis unit (CAU). Phase II second year activities have involved the continued improvement of crime analysis capabilities as well as the implementation of later components (management of patrol and investigations, coordination with prosecution).

#### 4.2.1 Establishment of a Crime Analysis Unit

The preliminary step in developing crime analysis capabilities was the establishment of a crime analysis unit (CAU). The establishment of a crime analysis unit assured staff allocation to crime analysis activities and provided evidence of formal sanctioning by the department. While each project developed a work plan to accomplish this objective that was unique to their departmental constraints, development of the CAU generally followed a similar pattern involving the following major steps:

- designing an operational location, both organizational and physical
- staffing the CAU
- developing procedures and policies with the assistance of steering and advisory committees.

##### Operational Location

The immediate task faced by each of the nine questions concerned the location of the CAU. As indicated in Section 3, the location of the unit has had some impact on the subsequent project development and the type of analysis requests.

##### Staffing

A concurrent activity with establishing a physical location for the CAU was the selection of staff. Staffing was done through departmental selection and hiring. Civilians were generally hired for the Crime Analyst positions. Several projects selected analysts that had previous experience in performing crime analyses, which greatly facilitated their progress. Many

projects have supplemented the CAU staff level through the addition of students and volunteers. The Marin County C-CAP and Modesto C-CAP have added students to assist in data input. Formal volunteer programs have been developed and implemented by six projects (Fairfield, Marin, Redondo Beach, Santa Ana, South Bay, West Covina). Marin and South Bay have developed a system of volunteer recruitment, screening, and training which has added 13 and 23 volunteers, respectively, to the CAU staff. These volunteers are donating approximately 120 hours per week.

#### Role of Steering/Advisory Committees

All projects made use of steering/advisory committees during the first year of program implementation. In addition to providing a source of useful information, these committees served a valuable role in eliciting the involvement of agency personnel in C-CAP both conceptually and operationally. Besides a strong commitment from top agency administrators, the success of C-CAP implementation largely depended on active involvement of patrol and investigation divisions. The steering/advisory committee often provided a vehicle to encourage this involvement.

During the first year, 128 steering/advisory meetings were conducted in the nine projects.<sup>4</sup> Over half of these meetings were general in nature, dealing with the overall goals and objectives of C-CAP and procedures for implementing the program components within the department. Advisory and steering committee meetings were generally held on an "as-needed" basis. An average of three advisory/steering meetings were held in four of the five projects reporting the use of this type of meeting. The fifth project, Fairfield, held steering committee meetings on a weekly basis.

Committees to discuss changes in crime and arrest report formats accounted for the next largest number of meetings. Nearly 38% of the first year meetings were convened primarily for this purpose. These meetings typically involved representatives from patrol and investigations, and met an average of four to six times to review and propose changes in reporting procedures. Although the CAU staff generally reviewed other crime reports

<sup>4</sup> Fairfield C-CAP accounted for nearly 40% of this total. This was due to the incorporation of the role of the C-CAP steering committee to their weekly administration meeting.

and outlined report structures that would enhance crime analysis capabilities, all committee members were given the opportunity to significantly impact proposed changes. The involvement of patrol officers and investigators in these meetings largely contributed to both the speed with which changes were made and the overall level of acceptance the forms have encountered in the agencies.

The remaining committees had an operational orientation; that is, they focused on patrol and investigative practices. Committees of this nature were established by three of the projects and met on an "as-needed" basis.

Only three projects have made use of committees during the second year of the program. Although the total number of meetings is comparable to the number held during the first year, nearly half of these were accounted for by Fairfield's weekly steering committee meetings. Compared with the first year, a greater proportion of the 1981 meetings have addressed patrol and investigative operations, while fewer projects have made use of advisory or steering committees. This occurred primarily because all agencies had an operational crime analysis unit by the second year, thus minimizing the need for general committee decisions.

Since the emphasis in the second year of program operations has been the implementation of patrol and investigative activities, operations committees are most appropriate.

#### Crime Analysis Emphasis

Crime analysis units represent a developing resource and capability. Ideally, as C-CAP is developed in each project, increasingly more of CAU staff time should be devoted to: (1) data collection efforts, (2) preparation of CAU-initiated crime analysis products, (3) response to Special Requests, and (4) involvement in planning and coordination sessions with other units (e.g., patrol, investigations). During the first year of program operations, resources were devoted primarily to developing and establishing crime analysis capability. During the second year, CAU staff have allocated greater resources to data collection and analyses functions.

During the most recent quarter (March-June 30, 1981), C-CAP staff were spending approximately 40% of their time in routine data collection efforts, and nearly 32% in analyses-related functions. Whereas planning and coordination sessions accounted for 14% of staff time last year, only 7% of staff

time was devoted to this effort this year. The major difference between the two years is in the amount of staff time devoted to analyses functions.

C-CAP projects were asked to rank a variety of C-CAP program goals according to which ones receive greatest emphasis. Both last year and this year the agencies have identified the top two program objectives as: (1) the identification of evolving/existing crime patterns (ranked first in 1981, second in 1980) and (2) the establishment of operational data for deployment of special operative or tactical units (ranked second in 1981, first in 1980). Additionally, during interviews, project directors indicated that the "apprehension of felony offenders" was more descriptive of the current operation of the program than "apprehension of career criminals."

#### 4.2.2 Training and Technical Assistance

A detailed discussion on training and technical assistance was presented in Section 3. As indicated in that section, training and technical assistance played a key role in the development, implementation, and operation of the crime analysis unit. All CAU staff members attended training sessions during the first 18 months of the program. The primary emphasis of the training during this period was on crime analysis techniques, followed by orientation sessions on other C-CAP components. Most of this training was provided by the Department of Justice. To a slightly lesser extent training was provided by OCJP in quarterly program meetings.

Some training and considerably more technical assistance was given concerning the development of an automated system. In particular, Marin and South Bay received specific training and/or technical assistance in areas related to the automation of data (e.g., coding, key-punching, and programming needs). Seven projects have indicated a need for additional training and technical assistance in data automation procedures. For the projects not currently automated, this represents the next developmental phase in enhancing crime analysis capabilities. As C-CAP crime analysis capabilities become increasingly automated, a major issue will be whether existing CAU staff should be trained in computer use and programming (e.g., Marin), or new staff with computer experience should be hired (e.g., Santa Ana).

One form of information sharing that all projects, to a varying degree, participated in, involved visits to either other C-CAP sites or I-CAP funded

agencies. In 1980, a total of 53 visits were conducted by the nine projects to other C-CAP or I-CAP projects. The majority of these visits (45 of the 53) were to I-CAP agencies, in particular Stockton and San Diego Police Departments. Although all of the agencies visited other projects, several actively pursued this form of information sharing. In particular, Marin (11 visits), Redondo Beach (9 visits), and Fairfield (7 visits) made the most number of visits. These visits have provided valuable input in the development and implementation of C-CAP within their agencies.

The level of project visits exhibited in 1980 has been maintained in 1981. As of July, 1981, a total of 25 visits had been conducted. The I-CAP projects, in particular San Diego, have continued to be the principal focus (80%) of these information-collecting visits. Two I-CAP projects, San Mateo and South San Francisco, have been visited more frequently during 1981 due to the C-CAP agencies' increased interest in automating crime analysis files.

#### 4.2.3 Data Collection Procedures--Primary Sources

Data collection is the foundation for all subsequent crime analysis performed by the CAU. Consequently, all projects devoted much of their attention during the first year to developing and implementing data collection procedures to facilitate analysis. This was achieved through two principal means:

- Enhancing primary law enforcement data collection efforts through changes in the crime report and other reports taken by patrol officers.
- Enhancing accessibility to crime data files either through creation of new files or restructuring of existing files.

Table 4-1 (p. 70) presents an overview of data sources currently utilized by the C-CAP agencies. It indicates that all projects have made some revisions to their primary data collection instruments and to their file structure. This subsection will examine the programs' efforts with improving the primary source of crime data--the crime report.

Table 4-1  
DATA SOURCES  
January 1980-June 1981

Sites	Revised Offense Reports	Revised Arrest Reports	Revised F.I. Cards	Revised Property Reports	Other	Establishment of New Data Files/Sources
Contra Costa	•	•	•			•
Fairfield	• <sup>1</sup>	•				•
Marin	•	•	•	•	• <sup>2</sup>	•
Modesto	•	•	•	•	• <sup>3</sup>	•
Redondo Beach	•	•	•			•
Sacramento	• <sup>4</sup>		•	•		•
Santa Ana	•	•			• <sup>5</sup>	•
South Bay	•	•	• <sup>6</sup>			•
West Covina	•	•	•			•

Key: • = Accomplished during first 18 months.

- <sup>1</sup>Added separate page for M.O./suspect description to crime report.
- <sup>2</sup>Officer activity card and misdemeanor incident.
- <sup>3</sup>Incident report, intoxication report, vehicle report.
- <sup>4</sup>Added suspect description page to crime report.
- <sup>5</sup>CPS feedback form.
- <sup>6</sup>Not all of the participating agencies have revised F.I. cards.

#### Revision of Crime Reports

Revision of crime reports generally involved changes in three principal documents used by the patrol officer:

- the crime report
- the arrest report
- the field interview (F.I.) card

The principal change was in the revising of the crime or offense report. Considerable time was devoted to making changes in this form, since it is the most basic of law enforcement's data collection instruments. The structure and data elements of the crime or offense report can affect the way the patrol officers conduct field investigations and the quality and quantity of crime information that is collected. It is also the basic document

used by investigators and is the major source of data for crime analysis. As the national evaluators indicated:

"The importance of the offense report should not be underestimated. When properly developed and conscientiously used in the investigative process by patrol, it can eliminate the need for detectives to duplicate the patrol officer's initial investigation. In addition, it can provide crime analysts with a wealth of information to help in the identification of suspects and crime patterns and the development of operational strategies and tactics."<sup>5</sup>

Generally, projects followed a similar pattern in making revisions to the basic crime report. These included the following elements:

- Reduced use of narrative explanation (all projects but Fairfield).
- Increased use of forced-choice responses (all projects).
- Expanded data elements in the following areas (all projects):
  - Administrative-oriented documentation
  - Victim descriptions
  - M.O. descriptions
  - Witness information
  - Suspect information
  - Property information

In addition, several of the projects also provided for expanded, forced-choice information on suspect vehicles.

The projects relied on the experience of the Stockton and San Diego I-CAP agencies in developing the revised offense/crime reports. San Diego was particularly relevant given its large number of forced-choice data elements and its applicability for computerization, a goal of many of the C-CAP agencies.

The revision of the arrest report followed a similar course of development, resulting in forms that included more descriptive information through the use of forced-choice responses.

Field interview (F.I.) cards were revised and implemented in seven of the nine agencies. Another project, Santa Ana, is in the process of changing its F.I. card. Changes in F.I. cards also relied on expansion of forced-choice suspect descriptors that were similar to those developed for the crime and/or arrest reports. This was done to facilitate later crime analysis.

<sup>5</sup> University City Science Center, p. 45.



During the 18-month evaluation period, all but one project (Santa Ana) have implemented their revised crime reports. The revised forms have generally been well-received by the user groups. For patrol officers, it has facilitated report taking by minimizing lengthy narratives. Crime Analysts have of course appreciated these changes due to the direct role the forms have in performance of crime analysis. Investigators and prosecutors, however, have been less enthusiastic about the extensive use of forced-choice responses. While the crime elements are present in the forced-choice format, the more detailed qualitative and descriptive aspects of the crime are missing in their view. "It gives you the facts, but not the story" was the comment of an investigator at one agency. Because of these complaints, several projects are contemplating expanding the narrative portion of the offense/crime report. The Fairfield C-CAP circumvented these concerns through their development of a suspect/modus operandi data sheet which was attached to their original crime report, thus maintaining the same level of narrative.

#### 4.2.4 File Development

File development refers to data storage and accessibility of the information. Information collected in the crime/offense reports, arrest reports, and F.I.'s becomes the basis for file development, which in turn is accessed for crime analysis purposes. The manner of storage can be manual, automated, or a combination of the two. This variability in storage of data or "files" has created some difficulties in understanding and tracking development in the nine projects. An example, using offense reports and files developed from these reports, illustrates the difficulty in describing file developments.

An offense report generally contains information in five major areas:

- victim data
- M.O. data
- suspect description
- property information
- suspect vehicle

Each of these variables may either be contained in a single offense file or become the basis for five separate files. In most of the projects, however, all of the offense variables were coded on one or two keysort cards. The cards then represent a single physical "file," although they can be accessed

by any of the five major variables. In fact, the keysort cards generally can be accessed by subsets of the major variables; e.g., suspect's hair color, eye color, height, weight. Technically, each of these subsets could be called a "file." For the purpose of this report, however, we say there is a single "physical characteristics" file. Thus, the first steps in describing file development are to: (1) determine what grouping of variables constitute a file; and (2) determine the means by which the information is accessed.

A critical distinction between the files previously maintained by law enforcement agencies and those developed or modified as a result of C-CAP is the ability to access information. For example, prior to C-CAP, most agencies collected information regarding suspect physical characteristics on their offense reports. It could be said, then, that the agencies had a "physical characteristics" file. However, because the information was contained in the offense reports, the ability to access this information was often severely limited. C-CAP has dramatically altered the department's ability to access data, in addition to improving the quality of information in the file. The term files, then, should refer to both the manner of data storage and, most importantly, the degree of accessibility.

#### File Storage

Table 4-2 (p. 74) presents information on the storage and physical placement of the files. At the end of 18 months of operations, most project files were stored and accessed manually. Since last year's report, which reviewed the first nine months of program operation, the projects have increased the number of files maintained by the CAU and have increased the number of files that are automated. Within three months, the number of automated files maintained by the CAU will be greatly increased with the implementation of Fairfield, Sacramento, Santa Ana, and Marin' automated crime analysis capabilities.

The benefits of the CAU maintaining its own files are evident. The CAU can format, access, and manipulate data within their own files with greater ease and fewer time constraints than accessing the department records.

Table 4-2  
CURRENT MANUAL OR AUTOMATED STATUS OF OPERATIONAL FILES  
(As of June 30, 1981)

Files	Maintained by Crime Analysis Unit				Total	Maintained Elsewhere in Agency				Total
	Manual		Automated			Manual		Automated		
	Number	Sites	Number	Sites		Number	Sites	Number	Sites	
Offense Reports	2	RB*, SB*			2	8	CC,F, Mn,Mo, Sac,SA, SB,WC	1	RB*	9
Non-criminal Incident Reports						7	F,Mn, Mo,Sac, SA,SB, WC	1	RB	8
Supplemental Reports	2	RB*, SB*			2	8	CC,F, Mn,Mo, Sac,SA, SB,WC	1	RB*	8
Arrest Reports	2	RB*, SB*			2	8	CC,F, Mn,Mo, Sac,SA, SB,WC	1	RB*	9
Career Criminal File	6	CC,F, Mn,Mo, SB,WC	1	RB	7	1	SA			1
Suspect File	6	CC*,F, Mn,Mo, SB,WC	1	RB	7	2	CC*,SA			2
Suspect Vehicle File	7	CC,F, Mn,Mo, Sac, SB,WC	1	RB	8	1	SA			1
Field Interrogation File	5	CC,Mn, Mo,SB, WC	1	RB	6	1	SA	2	F,Sac	3
Wanted Persons File						7	CC,F*, Mn,Mo, Sac,SA, WC	4	CC*,F*, RB,SB	11
Physical Characteristics File	6	CC,F, Mn,Mo, SB,WC	1	RB	7	1	SA	1	Sac	2
Stolen Vehicle File	1	Sac			1	3	Mo,SB*, WC	4	F,RB, SA,SB*	7
Stolen Property File	4	CC,F*, Mn,Mo			4	3	Sac, SB*,WC	4	F,RB, SA,SB*	7
Dispatch Records	1	RB			1	2	Mn,WC	7	CC,F, Mo <sup>2</sup> ,RB, Sac,SA, SB	9
Parole File	5	F,Mo, Sac,SB, WC			5	1	SA			1
Known Offender File	6	CC,F, Mn,Mo, SB,WC	1	RB	7	1	SA	1	Sac	2
Modus Operandi File	7	CC,F, Mn,Mo, Sac, SB,WC	1	RB	8	1	SA			1

\*Two files, maintained in two separate locations.

<sup>1</sup>South Bay is a multi-jurisdictional project; participating agencies maintain their own files.  
<sup>2</sup>Maintained by County Dispatch.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

## Development Status of Files

Because the majority of projects have not, as yet, for those that planned to, implemented a functional automated file system, the single most important feature of the CAU is the development of a full range of crime files to be used for crime analysis purposes. Table 4-3 (p. 76) is the relationship between the planned development and the current status of files. The projects have made considerable progress in the development of the files. Of the 84 files planned for development by the projects, all but 5 were considered fully developed as of June 30, 1981. The term "fully developed" refers to the ability of an agency to access and make use of the file; it does not refer to the completeness of the data in the file. In fact, many of the files will need more data to be fully functional and of operational viability in conducting crime analysis.

The emphasis of the CAU's on offender and suspect information is evident in the attention given to the development of offender-related files. Prior to C-CAP, few of the agencies maintained offender-related information in a distinct, accessible format. Significant development of the following files has occurred during the first 18 months of the program:

- career criminal
- suspect
- suspect vehicle
- physical characteristics
- parolee
- known offender
- modus operandi

The development of these files is a basic foundation of successful crime analysis. Continued progress in the development of these files will focus on two areas:

- Expanding the data base.
- Improving accessibility of data elements, generally through automation of the data base.

## File Use

An important indicator of progress in improving crime analysis capabilities involves the extent to which files are used. Thus, while progress in file development is important, of greater importance is the number and

Table 4-3

PLANNING AND DEVELOPMENT STATUS OF SITE FILES  
(As of June 30, 1981)

File Names	File Exists Prior to Project	Planned for Development	Developmental Progress during Project Period (January 1980-June 1981)		
			No Progress	Partially Developed	Fully Developed
Offense Reports	9	4 RB,SA,SB,WC			4 RB,SA,SB,WC
Non-criminal Incident Reports	8 CC,F,Mn,Mo,RB, Sac,SA,WC	2 SA,WC			2 SA,WC
Supplemental Reports	9	3 SA,SB,WC			3 SA,SB,WC
Arrest Reports	9	4 RB,SA,SB,WC			4 RB,SA,SB,WC
Career Criminal File	0	8 CC,F,Mn,Mo, RB,SA,SB,WC		1 SB	7 CC,F,Mn,Mo, RB,SA,WC
Suspect File	2 CC,SA	7 F,Mn,Mo,RB, SA,SB,WC			7 F,Mn,Mo,RB, SA,SB,WC
Suspect Vehicle File	2 Sac,SA	8 CC,F,Mn,Mo, RB,SA,SB,WC			8 CC,F,Mn,Mo, RB,SA,SB,WC
Field Interrogation File	9	8 CC,F,Mn,Mo, RB,SA,SB,WC			8 CC,F,Mn,Mo, RB,SA,SB,WC
Wanted Persons File	9	1 SA			1 SA
Physical Characteristics File	2 Sac,SA	8 F,CC,Mn,Mo, RB,SA,SB,WC			8 CC,F,Mn,Mo, RB,SA,SB,WC
Stolen Vehicle File	6 F,Mo,RB,Sac, SA,SB	3 Sac,SA,WC		1 Sac	2 SA,WC
Stolen Property File	9	4 CC,Mn,Sac,SA	2 Sac,SA		2 CC,Mn
Dispatch Records	9	1 SA			1 SA
Parolee File	2 Sac,SA	6 F,Mo,RB,SA, SB,WC	1 RB		5 F,Mo,SA,SB, WC
Known Offender File	2 Sac,SA	8 CC,F,Mn,Mo, RB,SA,SB,WC			8 CC,F,Mn,Mo, RB,SA,SB,WC
Modus Operandi File	1 SA	9			9
TOTAL	88	84	3	2	79

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

types of operational files that are actually used by the CAU. File use also is a major indication that crime analysis products are produced to assist patrol or investigation functions. Tables 4-4 and 4-5 (pp. 78 and 79) present information on file use by the agencies prior to C-CAP and subsequent to C-CAP implementation. The tables demonstrate a considerable difference in the extent and type of file use that has occurred as a result of C-CAP. Few files were used to a great extent prior to C-CAP, with the only exception being the "wanted person" file. With C-CAP, the number of files being used "to a great extent" has increased significantly from 24 to 64.

In addition to the quantitative increase in the use of files, there have been qualitative changes in the way files are used. Prior to C-CAP, file usage generally was limited to simple information searches. Consistent with the goals of C-CAP, files can now be used for more complicated, analytic purposes. Both the qualitative and quantitative changes have been facilitated by improvements in data collection procedures (e.g., crime report revisions) and accessibility of the data (e.g., keysort cards). The more extensive use of files should be reflected by the analysis capabilities and products developed by the CAU's. As will be shown next, this has occurred.

#### 4.2.5 Analysis and Product Dissemination

The development and refinement of data files enabled the CAU's to perform crime analysis and develop products based on the results of these analyses. Table 4-6 (p. 80) presents information on the CAU-initiated products developed by the nine projects and their frequency of distribution. For those products that are distributed on an "as-needed" basis, the actual number produced during the first six months of 1981 is shown.

As the data base grew to a stage where it could be used for reporting and analytical purposes, the CAU's began to prepare crime-based reports on a regular or as-needed basis. These have generally been oriented for patrol usage and have consisted of the following major categories.

#### Daily Report

Four of the nine projects produce a daily report. These reports generally highlight crime suspect information or provide updated information on wanted persons. Some include warrant information and/or stolen vehicle information.

Table 4-4

## PRE C-CAP USE OF OPERATIONAL FILES

Files	Total No. of Files	Extent of File Use			
		To some extent Number	Sites	To a great extent Number	Sites
Offense Reports	9	5	CC,F,Mn, Mo,Sac	4	RB,SA, SB,WC
Non-criminal Incident Reports	8	7	CC,F,Mn, Mo,RB, Sac,WC	1	SA
Supplemental Reports	9	7	CC,F,Mn, Mo,RB, Sac,SB	2	SA,WC
Arrest Reports	9	5	CC,F,Mn, Mo,Sac	4	RB,SA, SB,WC
Career Criminal File	0				
Suspect File	2	1	SA	1	CC
Suspect Vehicle File	2	2	Sac,SA	0	
Field Interrogation File	9	8	CC,F,Mn, RB,Sac, SA,SB, WC	1	Mo
Wanted Persons File	9	3	SA,SB,WC	6	CC,F,Mn, Mo,RB, Sac
Physical Characteristics File	2	2	Sac,SA		
Stolen Vehicle File	6	4	F,Mo,SB, Sac	2	RB,SA
Stolen Property File	9	9	CC,F,Mn, Mo,RB, Sac,SA, SB,WC		
Dispatch Records	9	7	CC,F,Mn, Mo,SA,SB, WC	2	RB,Sac
Parolee File	2	2	Sac,SA		
Known Offender File	2	1	SA	1	Sac
Modus Operandi File	1	1	SA		

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

Table 4-5

CURRENT USE OF OPERATIONAL FILES  
(As of June 30, 1981)

FILE NAME	No. of Files	Sites	Not Used	Sites	EXTENT OF FILE USE			
					To Some Extent	Sites	To Great Extent	Sites
Offense Reports	9				1	Mo	8	CC,F,Mn, RB,Sac, SA,SB,WC
Noncriminal Incident Reports	8	CC,F,Mn, Mo,RB, Sac,SA, WC	3	CC,Sac,SB	5	F,Mn,Mo, RB,WC	1	SA
Supplemental Reports	9				4	CC,Mo, RB,SC	5	F,Mn,Sac, SA,WC
Arrest Reports	9				3	Mo,RB,SA	6	F,Mn,Mo, SA,SB,WC
Career Criminal	8	CC,F,Mn, Mo,RB,SA, SB,WC	2	Sac,SB	3	Mo,RB,SA	4	CC,F, Mn,WC
Suspect	8	CC,F,Mn, Mo,RB,SA, SB,WC	1	Sac	5	CC,Mo,RB, SA,SB	3	F,Mn,WC
Suspect Vehicle	9				4	Mo,RB, SA,SB	5	CC,F,Mn, Sac,WC
Field Interrogation	9				2	CC,Sac	7	F,Mn,Mo, RB,SA,SB, WC
Physical Characteristics	9				6	CC,Mo,RB, Sac,SA,SB	3	F,Mn,WC
Wanted Persons	9		1	Mn	6	F,Mo,Sac, SA,SB,WC	2	CC,RB
Stolen Vehicle	7	F,Mo,RB, Sac,SA, SB,WC	2	CC,Mn	5	F,Mo,RB, SB,WC	2	Sac,SA
Stolen Property	9		1	SA	4	RB,Sac, SB,WC	4	CC,F, Mn,Mo
Dispatch	9		4	CC,F, Sac,SB	3	Mn,Mo,WC	2	RB,SA
Parolee	8	F,Mn,Mo, RB,Sac, SA,SB,WC	3	CC,Mn,RB	5	F,Mo,Sac, SA,SB	1	WC
Known Offender	9				2	Mo,SA	7	CC,F,Mn, RB,Sac, SB,WC
Modus Operandi	9				2	SA,SB	7	CC,F,Mn, Mo,RB,Sac, WC

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

**CONTINUED**

**1 OF 4**

Table 4-6  
PRODUCTS INITIATED BY THE CRIME ANALYSIS UNITS IN 1981

Sites/Products	Distributed on Regular Basis				As Needed or Identified	1981	
	Daily	Weekly	Monthly	Quarterly		1st Quarter	2nd Quarter
West Covina: Confidential bulletin Career Criminal Bulletin (part of Confidential bulletin) Crime Pattern Analysis Memos to Detective Bureau Crime Summaries Operational Analysis Staff Reports					• • • • • • •	43 13 9 6 14 2 5	40 7 8 3 2 3 0
South Bay: Pattern/Series Analysis Known Offender Career Criminal Modus Operandi Information coordination					• • • • •	10 3 0 8 11	10 6 3 9 15
Redondo Beach: Chief's Log Directed Patrol Activity Reports Crime Pattern Reports Suspect ID Reports Monthly Crime Recaps Area Crime Evaluation Reports Monthly Administrative Reports Field Interview Administrative Report Consumed Time Report Supervisor's Tactical Action Target Report	•		•  • • • • •		• • • •	2 5 2	3 13 1
Santa Ana: Daily Investigative Supplement Area Commander Statistical Package	•		•				
Marin: Area Crime Evaluation Reports Crime Specific Memo Burglary Recap Property "Hot Sheet" Calls For Service Report		•	•	•	• •	7 1	9 2
Modesto: Crime Analysis Information Bulletin/Investigative Bulletin Burglary/Robbery Recap Crime Series Analysis M.O. Analysis Varda Alarm & Camera Installa- tion Memo Suspect Analysis/Description Bulletin Geographic Analysis VIA Charting Known Offender Information Request		• •			• • • • • • • • • •	2 7 11 1 1 0 0	2 13 17 5 1 10 1
Fairfield: Geographic Analysis/Crime Summary Memorandums Crime/Suspect Information Bulletin* Mug Book Intelligence Bulletin *Includes crime specific memos, suspect lead information bulletin, investiga- tive lead information bulletins.		•			• • • •	3 26 —D.N.A.— —D.N.A.—	10 11
Contra Costa: Daily Information Bulletin (wanted persons/crimes/officer safety) Target Crime Analyses	•				•	7	8
Sacramento: Daily Crime Bulletin (suspect vehicle bulletin) Suppressible Crime Summary Crime Correlation Report	•	•			•	12	40

<sup>1</sup>Products distributed on a regular or "as needed" basis.

80

### Crime Pattern Analysis

All nine projects produce crime pattern or series analysis reports to summarize specific crime pattern information occurring within an area. These reports are produced on an as-needed basis and describe the crime elements, such as time of occurrence, location, and M.O. pattern.

### Area Crime Report

Five projects produce a report summarizing overall crime activity by geographic area (e.g., beat). Four of these are distributed monthly, and the fifth on an as-needed basis.

### Special Crime Memorandums

All projects produce special crime memorandums when a certain pattern of criminal activity has been identified. These are produced when the potential pattern emerges from crime analysis.

### Other Reports

CAU's also produce a series of other crime-related reports. These include administrative reports (Marin, Redondo Beach, West Covina); offender-based reports, such as known offenders, career criminals, and suspects (Fairfield, Modesto, Redondo Beach, South Bay, West Covina); and stolen property descriptions (Modesto, Sacramento, Marin).

In addition to producing self-initiated reports, the CAU's also responded to special requests for crime analysis information on an as-needed basis. Table 4-7 (p. 82) presents an overview of these special requests. More than 1,700 requests were fulfilled by the projects during the first 18 months of program operations. The majority of these requests, 82%, originated in the patrol or investigations division. An additional 9% originated from other sources within the department. It is important to note that eight projects responded to requests from sources outside their own department, predominantly from other criminal justice agencies. This reflects a more widespread awareness of the CAU's capabilities.

Lastly, the CAU's provided a range of reports for administrative purposes. These included calls for service assessments, workload studies, analysis of beat structures, investigative caseload management studies, and computer feasibility studies.



Table 4-7

OVERVIEW OF SPECIAL REQUESTS FOR CRIME ANALYSIS INFORMATION  
January 1980-June 1981

SITES TOTALS		NUMBER OF SPECIAL REQUESTS MADE BY: WITHIN C-CAP AGENCY					OUTSIDE C-CAP AGENCY	
		Patrol	Investigations	Administrations	Crime Preven- tion Units	Other or Unspecified	Other Criminal Justice Agencies <sup>1</sup>	Noncriminal Justice Agency <sup>2</sup>
CC	25	4	8	9	4	0	0	0
F	248	82	138	8	4	0	8	8
Mn	140	24	62	8	12	0	29	5
Mo	85	23	55	5	0	1	1	0
RB	133	46	35	22	3	11	9	7
Sac	746	386	238	6	39	3	74	0
SA <sup>3</sup>	---	---	---	---	---	---	---	---
SB	211	1	198	1	0	0	11	0
WC <sup>4</sup>	170	76	59	22	0	0	12	1
TOTAL	1758	642	793	81	62	15	144	21

<sup>1</sup>Predominantly law enforcement agencies.

<sup>2</sup>E.g., insurance company, homeowner group, private corporations.

<sup>3</sup>Santa Ana had not implemented a recording system for Special Requests.

<sup>4</sup>West Covina data is for January-December, 1980 only; second year records lost by site.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach,  
Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

#### 4.2.6 Feedback Procedures

All CAU's were required to develop a system to assess the utility of the information provided in the special requests. Development and implementation of a feedback system has been a time-consuming process. However, by June 30, 1981, all but three projects had a functional feedback system. Information on the usefulness of CAU products and the number of times these products were used to establish special tactical plans<sup>6</sup> is presented in Table 4-8, below.

Table 4-8  
CRIME ANALYSIS FEEDBACK  
(January 1981-June 1981)

Sites	No. Completed Forms	USEFULNESS OF CAU PRODUCTS		Number of times CAU products used to establish Special Tactical Plans
		Useful	Not Useful	
Contra Costa	3	3		2
Fairfield	12	12		4
Marin	28	28		14
Modesto	14	14		7
Redondo Beach <sup>1</sup>	161	146	15	44
Sacramento <sup>2</sup>	--	--	--	215
Santa Ana <sup>3</sup>				
South Bay	72	68	4	11
West Covina <sup>3</sup>				

<sup>1</sup>Many of Redondo Beach's products were in response for additional information. The product was not expected to result in Special Tactical Plans.

<sup>2</sup>Sacramento does not utilize feedback forms, special tactics information from patrol form.

<sup>3</sup>Feedback form not in use during this period.

<sup>6</sup> A special tactical "plan" may involve a number of separate tactics, e.g., saturation patrol and decoys.

A total of 290 feedback forms were completed in the six projects that have implemented a functional feedback system. Of these 290, 93.4% indicated that the information provided by the CAU was useful. In the six projects that used feedback forms, CAU products were used to develop 82 special tactical plans. In a seventh project, Sacramento, 215 special tactical action plans were established based on CAU products. A discussion of the results of these tactical plans is presented in Section 5.

The feedback procedures developed by the CAU's have greatly contributed to the acceptance of C-CAP within the department. They have introduced a system for accountability--both in the products developed by the unit and in the effective use of the information. In addition, they provide demonstrable evidence that the "feedback loop" proposed in the initial, conceptual design of the C-CAP decision-making model can be practically implemented in law enforcement agencies.

#### 4.4 SUMMARY OF CRIME ANALYSIS OBJECTIVES AND ACCOMPLISHMENTS

Three evaluation objectives were developed to assess the implementation of a crime analysis capability within the funded agencies. This section summarizes the accomplishments of the program by these three objectives. However, there are no indications that any project has failed to accomplish its planned objectives in this area of C-CAP development. There is sufficient evidence after 18 months of program operations to warrant the replication of similar efforts in other law enforcement agencies.

##### Objective 2: Implement a structured planning and decision-making process.

Instead of concentrating upon a series of individual activities, such as directed patrol or call prioritization, C-CAP attempts to help law enforcement agencies develop the ability to use and analyze crime information for decision-making purposes. The principal contributions of C-CAP, as with I-CAP, are its potential for introducing innovative managerial and operational procedures and, more importantly, a system of data collection and analysis resulting in better informed decision-making procedures. The C-CAP decision-making model, then, is based on the premise that effective management of law enforcement resources requires the systematic collection and assessment of information.

During the first 18 months of operation, all of the funded projects have established and operationalized a series of procedures to enhance the decision-making process within their agency. The principal evidence of this effort is the crime analysis unit itself. All projects have established a CAU within their departments. With the establishment of the CAU, changes in data collection (e.g., changes in report formats), collation (e.g., development of improved data storage and capabilities), analysis (e.g., improved, more accessible files for analysis), and product dissemination (e.g., reports distributed on a regular or as-needed basis) have occurred. Six of the CAU's have also developed a feedback system that provides a means to assess their products and to aid in accountability.

In summary, C-CAP agencies have successfully implemented all four steps associated with the C-CAP decision model: data collection and collation, analysis, planning, and service delivery. Six projects have also implemented a "feedback loop." Furthermore, the introduction of C-CAP has enhanced the decision-making process in many of the agencies in even more ways than initially intended. Because C-CAP involves the introduction of new procedures and techniques (e.g., revised crime reports, computerization of crime data), the agencies have had to seek out additional information to support these C-CAP related decisions. For example, projects planning to automate files as part of their overall C-CAP effort have had to make a series of important management decisions regarding types of hardware and programming requirements. Involvement in C-CAP, then, as well as the C-CAP procedures themselves, has enhanced decision-making processes within the agencies.

A questionnaire developed to assess changes in basic decision-making procedures found that the C-CAP projects have relied on several procedures that were used either on a limited basis or not at all before the program began. Specifically, all nine projects have:

- made visits to other agencies to observe decision-making practices
- established formal coordination meetings (e.g., between patrol and investigation)
- made use of advisory and planning committees.

C-CAP has made a substantial and documentable improvement in the agencies' decision-making processes.

Objective 3: Implement data collection procedures for crime analysis.

The implementation of the crime analysis units required the development or revision of current data collection procedures and crime files, and the development of a mode of storage and access to these files. The key element has been the revision of primary data collection instruments used by the agencies. All of the projects have made substantial changes in their crime and arrest reports to facilitate later crime analysis efforts. These changes primarily involved increasing the number of crime data elements through the use of forced-choice responses. Narrative portions of the forms were reduced, which has facilitated completion of the forms by officers.

Many of the agencies also have actively attempted to expand the role of the patrol officer in data collection. Instead of simply taking reports, officers are being given responsibility to conduct preliminary field investigations. In Santa Ana, patrol officers are required to participate in a certification program and to maintain an active caseload requiring additional field investigation.

C-CAP has thus improved the entire primary data collection "system" in each of the agencies by revising data collection forms and changing many of the procedures related to data collection (e.g., encouraging the use of field interviews or the expansion of the patrol officer's role in preliminary investigation decisions). This enhancement of the role and responsibilities of the patrol officer is an aspect of the program that may ultimately be seen as one of the greatest contributions of C-CAP.

Objective 4: Implement crime analysis for use in identification, apprehension, and prosecution of career criminals.

The focus of the C-CAP program on crime analysis capabilities has resulted in extensive development of offense and offender files. Of the 84 files planned for development as a result of C-CAP, 79 were functional within the first 18 months of program operations. As this section has indicated, the files most often targeted for development were:

- career criminal
- suspect
- suspect vehicle
- field interrogation
- physical characteristics
- parolee
- known offender
- modus operandi

Current level of file development and CAU analysis capabilities has resulted in the production of an extensive range of crime-oriented bulletins and memorandums produced on a regular or as-needed basis. These have often been the basis for developing tactics to identify and apprehend offenders.

The crime analysis units have collectively responded to over 1,758 special requests, 642 of which came from patrol. These patrol requests, which were primarily concerned with offender identification and crime pattern analysis, resulted in the development of special tactical plans involving 692 tactics. These tactical plans produced 165 arrests, 211 closed cases, and 81 suspect identifications.

While these results speak well of the current development of crime analysis capabilities, they actually represent an indication of results to come. Current crime analysis capabilities are restricted by the limited size of the data base and the manual-based mode of storage and analysis. The expansion of the data base and improvements in analytical capabilities through automation of the data base will result in even greater impact being achieved by the CAU's.

4.5 CONCLUSION

Substantial progress has been made in developing a crime analysis unit and analysis capabilities during the first 18 months of program operations. This progress is even more impressive when compared with the national I-CAP agencies. California projects are one to two years ahead of the progress made by I-CAP agencies at a comparable phase during their development. In summary:

- All preliminary data collection procedures and formats have been developed and implemented by the agencies.
- All projects have an operational crime analysis unit that produces analysis reports on a regular and as-needed basis.
- Substantial file development has occurred at the majority of projects. Approximately 94% of the files initially planned for have been developed.
- Preliminary results indicate that CAU products have been used to establish special patrol-based tactics. These tactics have resulted in the identification and apprehension of serious offenders.

In general, the progress of the C-CAP projects is consistent with both site-specific and overall program planning. Crime analysis capabilities have been developed within the funded agencies and are producing positive results.

## SECTION 5

### PATROL MANAGEMENT

"Since the operations of a patrol service are fundamentally labor intensive, time-consuming operations, the one existing commodity or resource which the manager can examine--and to a large extent control--is the time which is allotted to the patrol service. If the patrol manager were able to identify and maximize this resource called patrol time, and if he or she were able to redirect or reallocate such time into the accomplishment, by patrol units, of management directed activities--defined as a result of crime and problem analysis--then the manager may be in a better position to justify...the work of the patrol service as well as to hold accountable the work and efforts of others in the patrol service."<sup>1</sup>

Within the law enforcement agency, patrol services is the division having the most direct responsibility for achieving the major objectives of the C-CAP program. Whether the program ultimately increases the number and proportion of career criminals and felony offenders apprehended, and preliminary indications suggest it has, is largely dependent upon patrol. Of subsequent interest is the ability of investigations to increase the likelihood that those arrested are referred to and accepted for prosecution by the district attorney. These investigations issues, however, matter little unless patrol is able to alter policies and transform crime analysis products into strategies and tactics which will improve patrol's apprehension capability. This section examines the C-CAP agencies' current status and progress to date in developing patrol management methods consistent with the C-CAP model. It reviews agency progress from January 1, 1980 through June 30, 1981.

#### 5.1 CHARACTERISTICS OF PATROL MANAGEMENT

The patrol management component of C-CAP provides patrol managers with methods to more effectively structure patrol time in order to accomplish specific objectives (e.g., geographic and temporal allocation of patrol personnel, directed patrol options, management of service calls). Most departments have previously not provided patrol managers with the skills necessary for developing systematic patrol objectives and for assessing

1. Miron, J. "An Overview of a Management Program to Improve Patrol Operations." Unpublished paper, 1981, p. 11.

the appropriateness of certain tactics in specific crime situations. As a result, patrol managers were less able to plan and implement crime prevention activities during patrol.

#### 5.1.1 Role of Patrol Management

The emphasis on the management of patrol operations is appropriate because of the importance of the patrol function in police service delivery. It has the largest portion of departmental resources and employees and provides the greatest number of services to the public. The patrol management emphasis of C-CAP can be described as an effort to more productively allocate, deploy, and direct crime-specific tactics of patrol. The principle factors in successful management of patrol operations are:<sup>2</sup>

- Operations analysis
- Innovative personnel deployment techniques
- Crime analysis support
- Structured decision-making processes
- Proper training of patrol officers and supervisors in criminal investigation, crime prevention, and in the use of crime analysis in carrying out the tactical operations.

In many departments, the day-to-day deployment of patrol personnel is mobilized primarily by citizen requests for service. C-CAP's patrol component is designed to replace this reactive stance with a proactive approach in which operations analysis and crime analysis are integrated to provide patrol managers with the necessary input to develop systematic patrol strategies and objectives.

#### 5.1.2 Patrol Management Component

The C-CAP patrol management component is composed of three major activity areas:

- Allocation of patrol personnel (geographic and temporal)
- Management of calls for service workload

2. Crawley, D.; Miron, J.; Newton, B.; and V. Strecher. Managing Patrol Operations, University Research Corporation, Washington, D.C., 1977.

- Development of a directed patrol program and other patrol strategies

#### Allocation of Patrol Personnel

C-CAP's emphasis on the efficient allocation of patrol personnel is based on the premise that when officers are allocated according to workload demands, their tactical efforts can be better directed to perform pre-planned activities.

The performance of periodic workload analysis studies provides departments with an opportunity to reassess the role of patrol and to analyze the validity of using response time and calls for service as the primary patrol performance criteria. Additionally, analysis of workload demands enables patrol managers:

- To plan and implement an efficient allocation and deployment scheme.
- To equalize the service call workload among officers to ensure that patrol personnel are available to provide service when and where it is most needed.

#### Management of Service Calls

C-CAP's emphasis on the management of service call workload requires that agencies develop policies and procedures for:

- Identifying calls for service that might be effectively handled by alternatives to the dispatch of mobile patrol units.
- Controlling the dispatch response to calls for service so that blocks of time are available for officers to implement directed patrol activities.

In order to develop a workload prioritization system, local patrol planners need to periodically perform an analysis of the service call workload in order to assess the relative importance of each call. The key to the efficient utilization of patrol resources is the development of guidelines which define the appropriate response for each service call. Some departments have reported that as many as 40% of the calls they receive can be handled over the telephone by communications personnel, rather than dispatching a patrol unit.



### Directed Patrol

The implementation of patrol management focuses on directed patrol activities. The development of a directed patrol program involves the integration of operations and crime analysis into tactical patrol planning. Analysis provides the patrol management with information defining the crime and service problems that exist within the manager's shift and geographic area of responsibility. Analysis also aids decision-making regarding the time and the portion of patrol resources that can be devoted to directed patrol activities. Because patrol managers are often confronted with overlapping crime, service, traffic, and community relations issues simultaneously, it is necessary to integrate patrol strategies within and between patrol sectors and watches. Departments are also encouraged to adopt a continual process of reviewing and modifying existing directed patrol tactics based on the integration of crime and operations analysis in patrol planning. Thus, to a great extent, directed patrol offers patrol supervisors an opportunity to concentrate on the efficient management of patrol resources.

#### 5.1.3 Role of the Patrol Officer

Changes in patrol and management practices have, of necessity, resulted in changes in the patrol officer's role and responsibilities. For example, directed patrol operations replace the random, self-initiated activities typically performed by the patrol officer during uncommitted time. As such, directed patrol replaces not only the term but the principles associated with traditional preventive patrol practices. Another more fundamental change in the role of patrol officers is the expansion of their preliminary investigations responsibilities to include detection of solvability factors and involvement in decisions about subsequent handling of cases (i.e., to close or continue a case). Effective patrol management is greatly facilitated by these changes in the role of patrol officers.

### 5.2 IMPLEMENTATION OF PATROL MANAGEMENT

The implementation of patrol management concepts has varied considerably from one project to another. Although this is partially due to the initial lack of direction, it is more importantly a function of the varied patrol structures that existed in the agencies prior to C-CAP. Some of the

agencies were already using certain patrol management practices associated with C-CAP prior to program implementation. Others, however, used a more traditional, reactive police service approach. Consequently, the implementation of the C-CAP patrol component required varying types and levels of effort in each department.<sup>3</sup> This is in contrast to the implementation of the CAU, which had many common elements linking the projects in similar efforts.

#### 5.2.1 Overview: Planning and Implementation

In spite of variations between projects, the implementation of patrol management concepts related to C-CAP did involve three basic elements common to eight projects.<sup>4</sup> These were:

- planning-management studies and assessments
- training and orientation
- service delivery.

#### Planning

The planning phase began prior to implementation of C-CAP (i.e., the proposal phase) and extends through the second year of program activities. It involved the definition and refinement of objectives, goals, and a work plan for implementing patrol management procedures based on the results of internal needs assessment studies. Although the planning period has been lengthy, it has provided an opportunity to develop a clearer understanding of the overall program objectives and the best means to implement them given the organizational and operational constraints present in each project.

A key element in the planning process was the internal needs assessments and management studies conducted by the agencies. Five projects have conducted patrol workload studies. The purpose of these studies was to assess workload distribution relative to the expected volume of calls for service

3. It is important to keep this in mind when making any comparisons between projects. It is often inappropriate to compare one project's implementation progress with that of another, since the existing patrol approaches may be very different.
4. South Bay C-CAP is a multi-jurisdictional project and did not propose to directly impact patrol operations in each participating jurisdiction. Therefore, only the remaining eight projects are discussed in Sections 5.2.1 through 5.2.4.

and to increase the potential for directed patrol. Generally, these studies focused on the following:

- officer activity
- calls for service
- personnel distribution
- beat alignment

As a result of patrol workload studies, three projects have revised their patrol beat structure with some reallocation in personnel. Other management studies include the review of calls for service process (Fairfield) and a feasibility study on using nonsworn personnel to take reports (Marin).

#### Training and Orientation

All of the agencies provided training to patrol as a result of C-CAP. These training sessions dealt with the following topics:

- Introduction and Orientation to C-CAP (all projects)
- Report Writing and Orientation to Revised Report Formats (all projects)
- Tactical Planning (4 projects)
- Use of Surveillance Cameras and/or Alarms (2 projects)

Training of patrol has been conducted through formal sessions, discussions during briefings, and visits to I-CAP and C-CAP agencies. Patrol officers have been introduced to crime analysis and new patrol management concepts during briefing. Administrative and supervisory personnel have been provided more in-depth training to assist them in the actual implementation of new procedures.

#### Service Delivery

The final component of implementation involves changes in service delivery based on the planning and training phase. This will be discussed in detail in the following subsections.

##### 5.2.2 Patrol Officer Procedures

C-CAP has resulted in prominent changes in the role of both the patrol manager and the patrol officers. While changes in patrol management have begun to affect the officers' traditional patrol responsibilities (i.e., directed versus preventive or random patrol), more fundamental changes in

officer performance have also occurred. As a result of C-CAP, the role of the patrol officer has increasingly emphasized problem-solving and decision-making based on the use of solvability factors, and increased involvement in case continuation decisions. Table 5-1 below presents a summary of changes in the patrol officer's role that have occurred because of C-CAP.

Table 5-1  
COMPARISON OF PRE AND POST C-CAP PATROL OFFICER PROCEDURES\*

ITEM	TOTAL	PRE C-CAP		POST C-CAP	
		Frequency of Use		Frequency of Use	
		To Some Extent Number	To Great Extent Sites	To Some Extent Number	To Great Extent Sites
Solvability factors on crime reports	0			8	1 Sac
Patrol officers involved in case continuation decisions	5	2 SA, WC	3 F, Mo, Sac	7	2 Mn, RB
Patrol officers involved in follow-up continuing investigative activities	5	3 Mn, SA, WC	2 F, Sac	5	1 Mn
Review process concerning the quality of the initial investigative reports	7	5 Mn, Mo, RB, Sac, SA	2 CC, WC	8	3 Mn, Mo, Sac
Patrol officers involved in collecting physical evidence (e.g., fingerprints, etc.) on preliminary investigations	8	4 F, RB, Sac, SA	4 CC, Mn, Mo, WC	8	2 Mo, Sac
					6 CC, F, Mn, RB, SA, WC

\*South Bay is not included in this table. It was not expected to change officer procedures in its participating agencies.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

The most dramatic change from pre-program status has been in the increase of solvability factors on crime reports. In addition, this has facilitated case screening and review.

The role of the patrol officer in case continuation decisions and in investigative follow-up has also changed because of C-CAP. Two projects (Marin and Redondo Beach) have initiated the involvement of patrol officers in case continuation decisions or follow-up. In an additional three projects (Fairfield, Santa Ana, West Covina), officers were already involved in this activity; however, their involvement was expanded as a result of C-CAP. The actual changes to the role of patrol officer varied from one project to another. For example, Fairfield has implemented a case tracking form to assist patrol in follow-up case decisions. In Marin, patrol officers have been given additional latitude to follow up misdemeanor cases only. Santa Ana is experimenting with field officers maintaining an active caseload in which they will assume responsibility for all preliminary investigative functions. Finally,

Contra Costa is planning to experiment with a limited pilot project in which patrol officers will have responsibility in suspending felony cases through use of the current investigative case screening practice and a review of solvability factors.

Three of the projects (Fairfield, Redondo Beach, Santa Ana) have enhanced the review of initial investigative reports for quality and completeness of the information. In part, this is a logical consequence of changes in the report forms which occurred in all agencies. It also reflects the additional review of forms conducted by the Crime Analysts in their data collation efforts.

Changes involving patrol officers collecting physical evidence have included an increased emphasis of patrol having this responsibility (Fairfield), whereas one project (Modesto) has increasingly assigned this activity to community service officers (nonsworn personnel).

Less discernable, but equally important, have been the attitudinal changes associated with expanding the role of the patrol officer. While still too new to have made significant changes in the projects, the program has cautiously introduced changes in patrol. Patrol officers have generally responded favorably to these efforts to enhance their performance.

### 5.2.3 Patrol Structure

The structure of a patrol division represents a variety of policies and procedures that guide the day-to-day functioning of that division. Potentially, the policies or practices of patrol can change as crime patterns fluctuate and other influences become known. Further, patrol commanders have some discretion in their weekly and daily allocation of personnel, based on temporal and/or geographic considerations. As a result, the structure of the patrol division incorporates a number of important criteria which should reflect change if the C-CAP program substantially affects patrol functioning. (Also, the assessment of "implementation of effective program strategies" and "structured decision-making" includes noted change in the area of patrol structure as well as within investigations management.)

During the first 18 project months, all eight projects were assessed as to whether there have been changes in patrol structure, and if so, had they changed as a result of C-CAP. Table 5-2 (p. 97) presents an overview of changes.

Table 5-2  
CHANGES IN PATROL STRUCTURE AND POLICIES\*

FACTORS	TOTAL		IF CHANGED:				Result of C-CAP	
			To Some Extent		To Great Extent			
	Number	Sites	Number	Sites	Number	Sites	Yes	No
1. Changes in beat structure	5	F,RB, Sac, SA,WC	2	RB,SA	3	F,Sac, WC	F, Sac, WC	RB, SA
2. Changes in watch assignment	7	CC,F, Mn,Mo, RB,SA, WC	6	CC,F, Mn,Mo, SA,WC	1	RB	Mn, SA	F, CC, Mo, WC
3. Changes in patrol strategies	8	CC,F, Mn,Mo, RB,Sac, SA,WC	3	CC,Mn, Mo	5	F,RB; Sac,SA, WC	CC, F, Mn, Mo, RB, Sac, SA, WC	

\*South Bay is not included in this table. During the period under review it did not plan to change patrol structure in its participating agencies.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

While five projects indicate changes in beat structure, only three specified that these changes occurred because of C-CAP. In two of these agencies (Fairfield, Sacramento) the changes represented major restructuring of beat alignments. Similarly, seven of the projects indicated changes in watch assignment during this period, but only two suggested these changes occurred because of their involvement with C-CAP. Where C-CAP did make a considerable difference was in the use of patrol strategies. All eight projects indicated changes in patrol strategies attributable to C-CAP. Furthermore, in five agencies these changes were perceived to be major and extensive. Two involved directed patrol activity and increased use of tactical action planning (Sacramento, Fairfield).

### 5.2.4 Management of Patrol Resources

As indicated in the preceding section, C-CAP has had a limited impact on the structure of the patrol division. Oftentimes, more effective use of patrol personnel does not require major changes in beat structure or personnel

allocation. Instead, patrol officer time may be more effectively utilized by implementing any number of strategies or tactics which increase the likelihood of suspect apprehension or crime suppression. Such strategy implementation could be expected from the enhanced awareness of crime and offender patterns generated by crime analysis. Better use of existing personnel and available time is, however, a discretionary option of patrol or watch commanders.

The evaluation attempted to assess the effect of C-CAP on the more efficient use of existing time and personnel. Effective patrol-based procedures, strategies, and tactics include changes in calls-for-service management (e.g., telephone reports, prioritizing and stacking of calls, diverting low priority calls for service to nonsworn personnel), use of workload analyses, and changes in tactical allocation of patrol resources (e.g., directed patrol, decoys, stakeouts).

#### Calls-for-Service (CFS) Management

A CFS policy emphasizing the more effective allocation of patrol personnel is the implementation or increased use of prioritizing or stacking calls based on "severity" indices and other crime-related factors. The manner in which calls for service are managed by a department can have a major impact upon the operation of the patrol force. As the national I-CAP evaluation suggests:

"Too frequently, the police manager's concern about quickly handling all service calls and reducing response time has seriously impaired patrol from mounting effective, crime preventive, deterrent and apprehension programs."<sup>5</sup>

One intent of C-CAP was to stimulate a review of calls-for-service procedures in the participating agencies. Specifically, agencies were encouraged to: (1) identify calls that might be handled more effectively by alternatives to dispatched officers; and (2) develop prioritization and stacking procedures based on crime-related factors, to allow officers to allocate time for directed patrol efforts.

5. "A Case Study Evaluation of the Implementation of I-CAP in Memphis, Tennessee," University City Science Center, Washington, D.C., January, 1981, p. 78.

As Table 5-3 indicates, changes have taken one of two forms:

- introduction of calls-for-service management practices
- expanded use of existing calls-for-service management practices.

Table 5-3  
STATUS OF C-CAP AGENCY CALLS-FOR-SERVICE PRACTICES\*\*

Practice	Not used, not planned		Already in use prior to C-CAP i.e., December 1979		Developed or expanded use as a result of C-CAP		Not used but planned for in future as a result of C-CAP	
	Number	Sites	Number	Sites	Number	Sites	Number	Sites
Use of telephone reports (formal policy)	3	CC,Mn,RB	3	Mo,Sac,SA	4	F,Sac*,SA*,WC		
Prioritizing responses to calls-for-service			6	CC,Mo,RB,Sac,SA,WC	2	SA*,WC*	2	F,Mn
Diverting low priority calls-for-service to nonsworn personnel	2	CC,RB	4	F,Mo,SA,WC	4	F*,SA*,WC*,Sac	1	Mn

\*Expanded use the result of C-CAP.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

\*\*South Bay is not included in this table. During the period under review it is not expected to change calls for service practices in participating agencies.

Most of the projects were using one or more of these CFS management practices prior to their involvement with C-CAP. The most common practice was prioritization or stacking of CFS responses. Six of the eight projects were already using this practice and two expanded its use as a result of C-CAP. The use of telephone reports was implemented in two projects (Fairfield, West Covina) and expanded in two others (Sacramento, Santa Ana). Finally, three agencies expanded their practice of diverting low priority CFS to nonsworn personnel.

#### Specialized Patrol Procedures and Tactics

Since the mid-1970's, there have been numerous studies which examined the relationship between the time and placement of patrol and the time and location of crime.<sup>6</sup> These studies have demonstrated that patrol officer time

6. Miron, op cit., p. 19.

is more effectively spent when it is directed to perform prescribed activities focusing on identified crime patterns and trends, rather than to traditional, random preventive patrol. With the development of crime analysis capabilities, it was anticipated that the C-CAP agencies would implement more effective patrol procedures and tactics. Table 5-4 presents an overview of the use of these procedures.

Table 5-4  
STATUS OF PATROL PRACTICES AND STRATEGIES\*\*

Practice or Item	Not used, not planned		Already in use prior to C-CAP i.e., December 1979		Developed or expanded use as a result of C-CAP		Not used but planned for in future	
	Number	Sites	Number	Sites	Number	Sites	Number	Sites
Use of directed patrol	1	CC			7	F,Mn,Mo, RB,Sac, SA,WC		
Use of tactical units	1	CC	4	Mn,Mo, Sac,SA	7	F,Mn*,Mo*, RB,Sac*, SA*,WC		
Use of tactical alarms	3	CC,RB,WC	1	SA	3	Mo,Sac,SA*	2	F,Mn
Use of area and location stake-outs	1	CC	5	F,Mn,Sac, SA,WC	7	F*,Mn*, Mo,RB, Sac*,SA*, WC*		
Use of decoys	2	CC,RB	3	F,Mn,SA	1	Sac	2	Mo,WC

\* Expanded as a result of C-CAP.

\*\*South Bay not included in this table. In its capacity as a multi-jurisdictional CAU it has little control in the participating agencies' patrol procedures.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

The introduction of C-CAP has resulted in the following noticeable changes:

- Directed patrol is the most common patrol procedure associated with C-CAP. Seven of the eight projects have introduced this concept as a result of C-CAP.
- Use of tactical units has been introduced in three agencies and expanded in another four agencies which used tactical units prior to C-CAP (i.e., Marin, Santa Ana, Sacramento, Modesto). One project (Contra Costa) did not plan to implement tactical units.

- The use of area and location stakeouts has been implemented in two projects (Redondo Beach, Modesto) and expanded in five projects.
- Increased use of decoys or tactical alarms is noted in only a few agencies (Sacramento, Modesto, Santa Ana).

#### 5.2.5 Patrol Deployment and Results

For many years, relatively unstructured patrol efforts have been used in an effort to apprehend offenders and suppress crime. Even more recently, when "pinmapping" and the study of M.O. factors have become more prevalent, patrol resource management has remained partially unstructured. It has been only within the last 10 years, with increasing sophistication of file structures permitting analysis, that patrol management concepts have become more common. With I-CAP and C-CAP, the development and increased use of files for crime analysis purposes are important aspects affecting the allocation of patrol resources. The role of the CAU, then, in providing information both on a "self-initiated" basis and in response to special requests, is a factor in patrol deployment decisions.

#### Special Requests

During the project period evaluated (January, 1980-June 30, 1981), the number of special requests emanating from patrol has steadily increased in all but the last quarter, when there was a slight decrease. As Table 5-5 (p. 102) indicates, the number of special requests varies considerably between the projects. This variation reflects several factors, including: (1) the size of the patrol force, (2) the type and extent of crime analysis capabilities, and (3) the degree of coordination between patrol and the CAU. The project that consistently has received the largest number of requests, Sacramento, also has a large patrol force and had crime analysis capabilities prior to participating in C-CAP.

Table 5-5  
NUMBER OF PATROL REQUESTS, BY QUARTER  
January 1980-June 1981

Sites <sup>1</sup>	1980					1981		
	1st Quarter 1/80-3/80	2nd Quarter 4/80-6/80	3rd Quarter 7/80-9/80	4th Quarter 10/80-12/80	TOTAL 1/80-12/80	1st Quarter 1/81-3/81	2nd Quarter 4/81-6/81	TOTAL 1/81-6/81
CC	1	0	0	0	1	2	1	3
F		0	2	6	8	40	34	74
Mn		0	1	6	7	10	7	17
Mo		0	6	5	11	5	7	12
RB	2	2	2	21	27	10	9	19
Sac		52	40	77	169	111	106	217
SB		N.D.A.	0	1	1	0	0	0
WC		15	36	25	76	N.D.A. <sup>2</sup>	N.D.A. <sup>2</sup>	N.D.A. <sup>2</sup>
TOTAL	3	69	87	141	300	178	164	342
Quarterly <sup>3</sup> Averages	1.5	9.8	10.9	17.6	--	25.4	23.4	--

<sup>1</sup>Santa Ana not included since they had not implemented a recordkeeping system for Special Requests.

<sup>2</sup>Special Request records lost by site.

<sup>3</sup>Averages are calculated based on the number of sites responding.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

N.D.A. = No data available.

During the course of the evaluation period, patrol divisions in the C-CAP agencies have used crime analysis products to develop strategies, tactics, and practices directed at offenders or offense patterns. Some crime analysis products are initiated on a routine or as-needed basis by the CAU; others are developed at the request of patrol. Table 5-6 (p. 103) indicates that the most common type of analysis products requested by patrol are: (1) series or geographic pattern analysis (45.6%); (2) general file searches (26.5%); and (3) modus operandi analyses (11.4%). This finding suggests that the emphasis of patrol during the first 18 months has been upon suspect apprehension and crime suppression.

Table 5-6  
NUMBER AND TYPE OF CAU REQUESTS MADE BY PATROL, BY QUARTER  
January 1980-June 1981

QUARTER		ANALYSES <sup>1</sup>			Management Related Reports	File Search Only	Unspecified or Other	QUARTER TOTALS
		Crime Series or Geographic	Suspect- Related	Modus Operandi				
1980: 1st (January-March)	Number Sites	3 CC, RB	0	0	0	0	0	3
2nd (April-June)	Number Sites	8 Sac, WC	10 WC	0	0	51 RB, Sac, WC	0	69
3rd (July-September)	Number Sites	43 F, Mo, RB, Sac, WC	30 Sac	9 Mo, RB	4 Mn, Mo	1 RB	0	87
4th (October-December)	Number Sites	76 F, Mn, Mo, RB, Sac, WC	3 SB, RB	12 F, Mo, Sac	0	50 Mn, RB, Sac	0	141
TOTAL (January-December 1980)	Number Percent	130 43.3	43 14.3	21 7.0	4 1.3	102 34.0	0 0.0	300 100.0
1981: 1st (January-March)	Number Sites	83 CC, Mn, Mo, RB, Sac	10 Mo, RB	9 Mo, Sac	0	36 Mn, Sac	40 <sup>2</sup> F	178
2nd (April-June)	Number Sites	80 CC, F, Mn, Mo, RB, Sac	7 Mo, RB	43 F, Mo, Sac	0	34 F, RB, Sac		164
TOTAL (January-June 1981)	Number Percent	163 47.8	17 5.0	52 15.2	0 0.0	70 20.5	40 11.7	342 100.0
GRAND TOTAL (April 1980-June 1981)	Number Percent	293 45.6	60 9.3	73 11.4	4 0.6	172 26.5	40 6.3	642 100.0

<sup>1</sup>Analyses may include file searches.

<sup>2</sup>Informal verbal requests.

<sup>3</sup>Includes area pattern, activity pattern, activity summary, offense pattern.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina



## Patrol Tactics

The analysis of patrol special requests indicates that: (1) crime analysis capability has improved and product development has increased dramatically during the past year, and (2) patrol is requesting more analyses of the CAU's. However, it is equally important to know how and with what success the products assisted patrol. Table 5-7 below presents an overview of the range of tactics developed by patrol managers based on CAU special requests. The majority of the patrol-based tactics involved the use of: (1) undercover units, (2) surveillance, and (3) stakeouts. However, these results are dominated by Sacramento Sheriff's Department's extensive use of these patrol tactics. Disregarding Sacramento's patrol tactics provides a more equitable view as to what tactics the other sites used. This ranking of the three most commonly used tactics indicates that the use of undercover units is the most popular tactic, followed by field interrogations and high visibility patrols.

Table 5-7  
NUMBER AND TYPE OF PATROL TACTICS RESULTING FROM CAU REQUESTS<sup>1</sup>  
January-June 1981

Sites <sup>2</sup>	High Visibility Patrol	Directed Patrol Runs	Undercover Units	Citizen Arrest Program	Walking Team	Hidden Camera	Electronic Alarm	Surveillance	Stake-Out	Bicycle Detail	Phantom Car	Decoy	Field Interrogation	Target Harboring	Other
CC	1							2					1		
F	3		3				3	4	4				3		
Mh	14	3	4	8	2			3	3	1			11		16
Mo	3	1	7		1			5	4						
RR	14	3	33	9	9						1				1
Sac			215			21		113	99		9		21	9	
SB	1	3	1				1	3	1	1			42		
TOTAL	36	10	263	17	12	21	4	130	111	4	10	0	80	9	17

<sup>1</sup>As reported on Feedback forms. Multiple tactics may result from a single CAU product.

<sup>2</sup>Feedback forms not yet implemented in Santa Ana and West Covina; table based on remaining seven sites.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mh = Meriden, Mo = Modesto, RR = Redwood Branch, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

A single crime analysis product can result in the use of numerous tactics; similarly the use of a single tactic can have multiple results. Table 5-8 (p. 105) examines the results of over 700 tactics utilized by patrol forces during the first 18 months of the program.

Table 5-8

RESULTS OF TACTICS USED  
January-June 1981

Sites	Number <sup>1</sup> of tactics used based on CAU products	Suspect			New Leads	Offense Related			Administrative	
		# Suspects Arrested	# Suspects Identified	# Suspects Cleared		Reduced Offenses	Property Recovered	Cases Closed	Verification	TAC Plan
Contra Costa	4	0	0	0	0	0	0	0	0	0
Fairfield	20	2	2	2	0	0	1	4	2	2
Marin	68	15	4	0	3	10	3	22	0	5
Modesto	23	2	3	0	0	0	0	0	0	11
Redondo Beach	109	12	47	8	12	10	14	49	21	6
Sacramento	490	123	8	0	0	0	17	0	0	215
Santa Ana <sup>2</sup>	--	--	--	--	--	--	--	--	--	--
South Bay	11	11	17	16	13	1	1	136	0	15
West Covina <sup>2</sup>	--	--	--	--	--	--	--	--	--	--
TOTAL	724	165	81	26	28	21	36	211	23	254

<sup>1</sup>A single crime analysis product may result in multiple tactics.  
<sup>2</sup>Feedback form not implemented.

There were three major results from the use of tactics developed based on CAU products. They were: (1) arrests, (2) closed cases, and (3) identification of suspects. At least 165 arrests were directly attributable to crime analysis-based patrol tactics, which reflects positively on both the CAU that developed the information and the patrol manager that developed an appropriate tactic. This information provides a variable to track the continued development of the program. It is reasonable to expect that improved crime analysis capabilities coupled with enhanced use of patrol resources will continue to improve the arrest rates.

### 5.3 SUMMARY OF PATROL MANAGEMENT OBJECTIVES AND ACCOMPLISHMENTS

There were two objectives developed to evaluate the implementation of effective patrol management concepts.

#### 5.3.1 Objective 5: Implement/enhance patrol management concepts.

Implementation of C-CAP patrol components is a complex and involved undertaking. It requires extensive planning and coordination involving all aspects of the department--from operations to administration. It is based on a thorough review of current procedures which in turn requires that certain operational-based analyses be conducted (e.g., management of calls for service, workload studies). Given the complexity and impact of implementing the C-CAP patrol model, the participating agencies have adhered to a sequential development approach to this component. And while two years was envisioned as the period needed to accomplish these objectives, the majority of sites have made considerable progress in achieving the overall goals of the program in only 18 months.

The most dramatic impact on patrol strategies and procedures has been the use of directed patrol. Seven of the eight projects<sup>7</sup> have implemented directed patrol procedures as a result of C-CAP. The program has also resulted in an increased use and implementation of tactical units. Four of the agencies have or are planning to develop specialized tactical teams that will be solely responsive to the CAU. Four agencies have developed or

7. The ninth project, South Bay, is a multi-jurisdictional project which did not propose to directly impact strategies in each jurisdiction.

modified their calls for service policies to:

- increase the use of nonsworn personnel to respond to calls
- rank and/or stack calls, freeing officers to directed patrol activities.

The design of C-CAP required the establishment of a crime analysis unit to develop products, either proactively or reactively, that would enhance and improve patrol operations. This has been one of the more notable achievements of the program. Specifically, there has been a steady and progressive increase in the use of CAU products by patrol. This is the result of increased sophistication and capability of the CAU and a better understanding by patrol of the services and range of analyses possible with the CAU's.

Patrol has accounted for over one-third of the requests for CAU information. These special requests in turn have been the basis for developing a variety of offense or offender-based tactical plans (e.g., surveillance, high visibility saturation patrol). These tactics have resulted in at least 165 arrests and 211 case closures.

#### 5.3.2 Objective 6: Improve the quality of case preparation.

The key assessment of the quality of initial case preparation by patrol is the impressions of prosecutors who have been involved in the case.<sup>8</sup> Discussions with prosecutors handling career criminal cases that have resulted from CAU-related activities indicate an overall thoroughness in case preparation. Specifically, prosecutors have noted some improvement in the following areas:

- organization and thoroughness of the information
- completeness and accuracy of the information
- sufficiency and adequacy of the information to prosecute the case at the level charged
- identification of and interviews with key witnesses.

8. For further discussion on case preparation, see Section 6--Investigation Management.

Improvement of initial case preparation has been achieved through four principal means:

- Revisions of crime/offense reports These changes, involving the use of forced-choice responses and providing the field officer with an extensive range of potential crime elements, tended to enhance the officer's description of the crime.
- Use of solvability factors. The use of solvability factors introduced with C-CAP has facilitated and improved the preparation of cases in an indirect manner. Through early determination of the solvability of a case, it becomes possible to allocate additional time and effort, both by patrol and investigations, to those cases that are likely to proceed to prosecution.
- Improved field investigations manuals. As part of revisions of the field interview cards and general improvement of the field officer's preliminary investigative techniques, all sites developed and improved the field officer's manual.
- Training. All sites have involved their patrol forces in additional training programs as a result of C-CAP. Training generally involved orientation to C-CAP concepts, completion of revised report forms, and use of tactical action plans.
- Expanded role of patrol in preliminary investigations Four of the agencies have greatly expanded the role of the patrol officer in making case continuation decisions and/or conducting follow-up investigative activities. Although it is too soon to determine the impact of these procedures, interviews with patrol officers have indicated increased pride in their work, which should also result in improved case preparation.

#### 5.4 CONCLUSION

Substantial progress in affecting patrol management was the two-year objective of the C-CAP program. With still six months of program activities remaining, it can be seen that the majority of the sites have successfully implemented many of the desired procedures, tactics associated with enhanced patrol resource allocations based on crime analysis. Specifically, the C-CAP component of patrol operations has resulted in an expanded role of patrol officer in making case continuation and follow-up investigative decisions, changes in calls for service management policies, thus freeing patrol time to make better use of their resources through use of directed patrol, tactical units, surveillance and other effective procedures. The changes in patrol resource allocations and tactics have been achieved through an increasing use of crime analysis.

## SECTION 6

### INVESTIGATION MANAGEMENT

"In few endeavors does there appear to be a greater area of mysticism than in the field of police investigations. Not commonly present during the preliminary investigative phases performed by patrolmen, the investigative mystique of the detective's job is uniquely traditional in police history."<sup>1</sup>

A component of the C-CAP model centers on improved investigative functioning through more structured planning and decision-making. A more structured approach to investigations management would be expected to result in better distribution of cases and caseloads, increased use of formal solvability factors, improved case screening procedures, and increased case closure rates. All of these factors can enhance the ability of Investigations Divisions to devote attention to the more "serious" cases, including those involving career criminals. It is therefore of interest to determine the extent to which the C-CAP program has thus far affected investigations management.

#### 6.1 CHARACTERISTICS OF CRIMINAL INVESTIGATIONS MANAGEMENT

The overall purpose of investigative management is to increase arrests for serious crimes which are prosecutable, ultimately leading to an increased number of convictions. Generally, four major areas of activity comprise the investigations management component of C-CAP. These activity areas, which served as the conceptual framework for the evaluation of C-CAP project efforts, are:

- Role of patrol in initial investigations
- Case screening
- Management of continuing investigations
- Police/prosecutor relationship

1. Tielish, G. "A Research Design for the Study of the Investigation Process in the Medium-size Police Department," California State College at Long Beach, September, 1970. Unpublished thesis. As quoted in Greensburg and Wasserman, Managing Criminal Investigations, Law Enforcement Assistance Administration, August, 1979.

#### 6.1.1 Role of Patrol in Investigations

The quantity and quality of the preliminary investigative information gathered by the officer who first responds to the scene of a crime is a key concern in improving law enforcement efficiency and effectiveness.

Important activities indicative of patrol's role in apprehension and initial investigation are: (1) the development and use of an offense report clearly applicable to the investigative role and supportive of the information collection and decision-making requirements of patrol; and (2) the capture of "solvability factors" in the offense report by the patrol force in order to assess the investigative merits or solvability potential of the case. Other indicators of an active patrol role in investigations include responsibility for evidence collection, partial or complete follow-up investigative authority, responsibility for determining investigative resources needed at the crime scene, and investigative training for patrol.

#### 6.1.2 Case Screening

Case screening is the mechanism whereby patrol decisions determining the status of a case receive supervisory review. Case screening is an investigative management function since approval of case continuation will result in the assignment of that case for follow-up investigation. Case screening can proceed through several steps: (1) the on-scene assessment of the sufficiency of evidence pertaining to case solvability; (2) the patrol officer's determination of whether or not follow-up investigation is warranted; and (3) the assessment of the accuracy and completeness of crime information collected by patrol officers. When used for these assessment purposes, case screening serves not only as a supervisory decision-making activity, but also as a general case review process.

#### 6.1.3 Management of Continuing Investigation

The activities associated with management of continuing investigations are designed to provide management controls over follow-up investigations. Once the necessity for continuing a case is determined as a result of case screening, the investigations manager must then: (1) assign the case, (2) monitor the investigative activities during the follow-up, (3) maintain quality controls in the conduct of investigative activities and case preparation,

(4) measure investigative progress, and (5) make a determination to continue a case if sufficient progress has occurred. Essential to continuing investigations management is the existence of a formalized system for: (1) distribution of caseloads and assignment of investigative priorities; (2) documentation of case activities and progress; and (3) case reassessment.

#### 6.1.4 Police/Prosecutor Relationship

The relationship between the law enforcement agency and the prosecutor is important to the successful functioning of the investigations management component. C-CAP envisions this relationship to be one which is formalized and systematic.

While a number of legal, governmental, and environmental factors combine with tradition and attitude to complicate the development of formal criteria for describing this relationship, the presence of certain elements are indicative of a police/prosecutor interface. These elements are: (1) the existence of a continuing and recognized working partnership on matters of obvious mutual law enforcement interest; (2) the identification of the prosecutor's information needs and their incorporation into law enforcement's investigative process; (3) the existence of a formal liaison capability with the prosecutor; and (4) the existence of a formal feedback mechanism from the prosecutor to the law enforcement agency encompassing, at a minimum, the reasons for dismissal and rejection of cases by the prosecutor.

### 6.2 IMPLEMENTATION OF CRIMINAL INVESTIGATION MANAGEMENT

A major area of discretionary authority maintained by the investigations division is the management of investigations. Desired changes resulting from the implementation of this component of the C-CAP model include: changes in activities and efforts associated with case screening, changes in average caseload size, expanded use of formal solvability factors, and closer monitoring of the case investigation process.

Specific measures were examined to determine the extent to which the investigations divisions in all C-CAP projects implemented these activities and achieved desired results during the first 18 months of program operations. It was anticipated that improvement of criminal investigation

management practices would require the full two years of program operations. While individual agencies have made noteworthy progress in the first 18 months, more substantial progress will undoubtedly be reported across all the projects by the end of 1981.

#### 6.2.1 The Role of Patrol in Initial Investigations

The investigative division, like patrol divisions, represents a variety of practices and policies directing the everyday allocation of personnel and responsibilities. Both I-CAP and C-CAP recognize that in many instances, patrol can be given greater responsibility in investigations, thus freeing investigators for other investigative responsibilities. Thus a major component of improving overall investigative efforts consists of enhancing the role of the patrol officer in the initial investigation. With C-CAP, this was accomplished by making the patrol officer more aware of procedures associated with conducting a preliminary investigation, and developing a reporting system for documenting the presence or absence of solvability factors.

While discussed in some detail in the previous section, the changing role of the patrol officer and the manner in which it has affected criminal investigations warrants additional review. Basically, the role of the patrol officer in conducting preliminary investigations has been modified in three areas as a result of C-CAP:

- initial investigative responsibilities
- follow-up investigative responsibilities
- format for reporting results

Revisions of the offense reports and field interview cards, provision of field investigations manuals, and training have enhanced the preliminary investigation conducted by the patrol officer. A key element has been the revision of the report forms. With the emphasis on solvability factors, these reports guide the field officers in their initial investigations. The thoroughness of the information collected, which has been enhanced through the use of forced-choice responses, serves to facilitate case screening decisions. Interviews with patrol and investigators in the participating sites indicated that patrol is increasing its participation in follow-up investigations. This has been primarily a result of two factors, both related to C-CAP: (1) the alterations of offense reports, with their emphasis on solvability factors, has revised assumptions of investigative

responsibility; and (2) a change in investigative responsibility due to directives from department administrators associated with changes in the offense report.

As a more structured approach to determining investigative responsibility is integrated into the department, it should result in increased investigative participation of patrol in the arrest of felony suspects. Here, preliminary evidence indicates that patrol is increasing its role in the arrest of felony suspects due to increased use of directed patrol and other proactive deployment efforts based upon crime analysis products. This further reinforces an earlier finding that C-CAP, as an offender-oriented program in the patrol division, is achieving success. While procedures to change the role of patrol officers in investigative functions have been initiated at all sites, closer interaction with investigations and assumption of additional investigative responsibility remains longer-term subsequent goals.

#### 6.2.2 Development of Case Screening

Case screening is a mechanism that facilitates decision-making concerning the continuation of an investigation. It is based in part upon the existence of sufficient solvability factors obtained during the initial investigations. "Solvability factors" are those elements of information regarding a crime which have in the past proven to be important in determining the likelihood of solving crime.<sup>2</sup> The result of case screening is either the early suspension of unpromising cases or the commitment of investigative resources to follow-up activities.

While case screening procedures are not in themselves new--investigators have always made decisions concerning follow-up--the use of more formalized procedures to screen cases is new. Programs such as I-CAP, C-CAP, and managing criminal investigations (MCI), have highlighted the importance of a formal case screening system.

Table 6-1 (p. 114) presents an overview of case screening procedures that existed prior to the implementation of C-CAP and subsequent to the

2. Crawley, et al. Managing Criminal Investigations, Law Enforcement Assistance Administration, June 1977, p. 37.

agencies' involvement with C-CAP.<sup>3</sup>

Table 6-1  
COMPARISON OF PRE AND POST C-CAP CASE SCREENING PROCEDURES

FACTORS	PRE C-CAP <sup>1</sup>		POST C-CAP <sup>2</sup>	
	Number	Sites	Number	Sites
System to screen out "unsolvable" cases	5	CC,F, Sac,SA, WC	8	CC,F, Mn,Mo, RB,Sac, SA,WC
Formal screening criteria using solvability factors	2	CC,WC	6	CC,Mn, Mo,RB, SA,WC
Presence of a formal report review/audit process	4	F,Sac, SA,WC	7	F,Mn, Mo,RB, Sac,SA, WC
Formal procedure to advise citizens of case status	6	CC,Mn, Mo,RB, Sac,SA	7	CC,Mn, Mo,RB, Sac,SA, WC

<sup>1</sup>December, 1979.  
<sup>2</sup>June 30, 1981.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

As Table 6-1 indicates, significant changes in case screening have occurred in two areas. First, three agencies that previously did not have a system to screen out "unsolvable" cases have implemented a system based on solvability factors and/or case review by a specially-designated officer. Secondly, four of the sites have developed formal screening criteria using solvability factors.

There are two approaches utilized in case screening procedures. One approach involves the simple notation of important crime elements, such as the presence of a suspect or witness. The other approach involves the establishment of weighted criteria or the assignment of points to formal

3. South Bay C-CAP functions as crime analysis unit for multiple law enforcement agencies and did not propose to directly impact investigative operations in each participating jurisdiction. Therefore, only the remaining eight projects are discussed in Sections 6.2.2 through 6.2.6.

solvability factors. Only one site, Modesto, established a quantitative, weighted point system. Although this system has not been used by the case screening officer, it is considered a basis for training new screening officers. The remaining sites made use of unweighted criteria for screening cases. While the emphasis of the criteria differed somewhat from agency to agency, they generally included the following major dimensions:

- Presence of a witness
- Identification of a suspect
- Description of a suspect
- Identification of a suspect vehicle
- Traceable stolen property
- Presence of significant M.O. factors
- Presence of significant physical violence

The identification of these elements was introduced in the revised crime reports. Specifically, the change in format from open-ended narrative to a forced-choice structure facilitated the identification of potential "solvable crime" factors. However, investigators in many of the projects felt that a narrative description is also useful in making determinations as to the solvability of a case. Crime reports that relied entirely on forced-choice responses were generally viewed critically by investigators, even though they indicated solvability based on the presence of certain crime elements. Thus, while the changes in offense forms made the presence of solvability factors readily apparent, many investigators still preferred a narrative description of the crime.

In addition to using information concerning specific crime elements as a basis to determine solvability of a case, investigators have continued to utilize their own judgment and professional experience as part of the decision-making process. In particular, the officer judgment that there is sufficient information, that with a reasonable investment of investigative efforts there will exist the probability of a solution.

As a result of C-CAP, then, patrol has placed greater emphasis on recording all potential solvability factors through the use of forced-choice descriptions of crime elements. And while investigators have started to make better use of formal solvability factors, none of the projects have implemented a formal system of case continuation decision-making based on weighted solvability factors. This has remained, for most projects, a function of the individual investigators.



### 6.2.3 Case Review Procedures in Managing Continued Investigations

There are three major elements generally associated with case review and managing a continuing investigation:

- establishing administrative case review procedures
- defining areas of patrol responsibility for continuing investigations
- organizing investigative resources

During the first 18 months of program operations, the agencies have focused attention on two of these elements: (1) defining areas of patrol responsibility, as documented in this section and in Section 5; and (2) establishing administrative case review procedures, as discussed later in this subsection.

Because C-CAP has, of necessity, focused first on the development of crime analysis capabilities and the effective management of patrol resources, the development and organization of investigative resources has not yet been planned or defined with the same level of thoroughness as exhibited with patrol management. This area will take on increasing importance with the current continued enhancement of CAU capabilities and patrol management concepts.

#### Administrative Case Review

The one area, other than expanding the role of patrol in preliminary investigations, that the C-CAP agencies have had success in monitoring continuing investigations, is the improvement of case review procedures. The need for this is evident, for as Greenburg and Wasserman (1979) indicate:

"In most police departments, the continuing investigative process is characterized by its low visibility. Not only do individual investigators make most of the decisions that define the size and nature of their workload, but they do so with almost no accountability. Thus, there is little assurance that workload is efficiently allocated across the entire investigative unit."<sup>4</sup>

As Table 6-2 indicates, C-CAP agencies have begun to implement a variety of mechanisms for documenting workload, case assignment and review activities, and investigative outcomes.

4. Greenburg and Wasserman, August 1979, pp. 48 and 49.

Table 6-2  
COMPARISON OF PRE AND POST C-CAP  
CASE REVIEW AND MONITORING PROCEDURES

FACTORS	PRE C-CAP <sup>1</sup>		POST C-CAP <sup>2</sup>	
	Number	Sites	Number	Sites
Formal mechanism to document case workload	6	CC,Mn, Mo,Sac, SA,WC	7	CC,Mn, Mo,RB, Sac,SA, WC
Mechanism to review case assignment	4	CC,F, SA,WC	7	CC,F, Mn,Mo, RB,SA, WC
Mechanism to monitor and investigate outcomes	5	CC,F, Sac,SA, WC	8	CC,F, Mn,Mo, RB,Sac, SA,WC
Defined limit on active case status	0	---	3	Mn,RB, SA
Mechanism to link active cases with suspended ones	1	F <sup>3</sup>	8	CC,F, Mn,Mo, RB,Sac, SB,WC
Use of case screening procedure to reallocate investigative resources	2	F,Mo	5	CC,F, Mo,RB, WC

<sup>1</sup>December, 1979.

<sup>2</sup>June 30, 1981.

<sup>3</sup>Crime Index Unit, Investigative Unit--grant funded project which developed intelligence files to link cases.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

The most notable changes have been in the agencies' development of mechanisms to:

- review case assignments (implemented in three sites)
- monitor investigative outcomes
- link active cases with other suspended cases.

Three agencies have begun to review case assignments as a result of C-CAP. Two of the projects have established a case log and a screening officer

position (Marin, Modesto), and one has implemented a sophisticated, automated system to track investigator caseloads (Redondo Beach). Redondo Beach's system deserves special recognition as it was the first automated system introduced to improve investigations case management. While still in its infancy, having been implemented in July, 1981, it contains many features that have already proven useful in managing criminal investigations. Specifically, it tracks caseload by individual investigator and records case clearance, reason for clearance (e.g., unfounded, insufficient evidence), average days to clearance, percent of cases inactive, and number of cases open and average time they have remained open. This is the most thorough system currently operating in the C-CAP agencies. With eventual automation planned for all of the projects, its approach is worthy of review. Three projects have implemented mechanisms to monitor investigative outcomes. This provides a means of accountability in the investigative process.

Another very important procedure introduced by seven of the projects is a mechanism to link active cases with suspended ones. The linking of cases is a key function of crime analysis efforts. It can result in multiple case closures and assist in the identification of M.O. or crime activity patterns.

This examination of case review procedures highlights some of the difficulties associated with a multi-project assessment. Without a detailed, project-by-project discussion, it is difficult to describe the qualitative and quantitative influence that C-CAP may have had on case review procedures. This is related in part to the difficulty in distinguishing between development of policies and actual implementation of procedures. In addition, it is difficult to arrive at a standard of use that is meaningful for all projects (e.g., "to a great extent" or even "routinely done" may take on different meanings to different individual managers). Lastly, the issue is clouded by perceptual differences. In conducting site visits the evaluators often were told contradictory statements concerning the use of various procedures.<sup>5</sup> While these contradictions were resolved, it indicates the difficulty, without considerable narratives, to develop a meaningful description of the "degree" of change that has occurred in any agency.

5. This problem was generally overcome through group discussions resulting in a group consensus.

### Career Criminal Case Identification

Due to the focus of the C-CAP effort, an element of case review procedures is the identification of career criminals among those arrested or identified as offenders. Prior to C-CAP, this responsibility was generally delegated to the individual investigator. With the advent of C-CAP, projects attempted to facilitate this identification through the development of career criminal files. This is a labor-intensive effort necessitating the review of criminal history information. The form and accessibility of career criminal files varies between projects.

For example, the Modesto C-CAP performs a criminal history search for all individuals arrested and stores this information in a distinct, easily-accessible file. Fairfield and Marin also search criminal histories for most arrestees. However, the resultant information is stored in their known offender files, making it less accessible than that of Modesto. Contra Costa relies on information from the Career Criminal Prosecution Unit to identify career criminals. Finally, Sacramento contrives to delegate responsibility for identifying career criminals to individual investigators.

### Caseloads

The caseload maintained by each detective is a function of the volume and type of current cases and the discretionary authority of the investigation commander and/or case screening officer. Four of the eight projects (Marin, Modesto, Redondo Beach, West Covina) indicated that investigative caseloads have been reduced as a result of C-CAP. All four of these projects also have increased the use of solvability factors and C-CAP related case screening and/or case review practices, which largely account for the reduced caseloads (See Table 6-3, p. 120).

#### 6.2.4 Case Preparation

An anticipated impact of C-CAP was that the increased efficiency of investigations would improve "the quality and quantity of evidence."<sup>6</sup> This was based on the belief that more efficient use of time and the redirection of resources towards cases possessing solvability factors would result in

6. This was one of the original evaluation objectives.

improved case preparation. This, in turn, would enhance case closure rates for the "open" or workable cases. Discussions with project personnel suggest the introduction of case screening and investigative management procedures has resulted in an improvement in case closure rates.

Table 6-3  
C-CAP RELATED CHANGES IN  
INVESTIGATIVE ASSIGNMENT AND CASELOAD AVERAGES

SITES	Changes in Caseload Averages		Instituted/Modified Use of Solvability Factors		Instituted/Modified Case Screening		Instituted/Modified Case Review	
	No	Yes	No	Yes	No	Yes	No	Yes
Contra Costa	•		•		•		•	
Fairfield	•		•		•		•	
Marin		•		•		•		•
Modesto		•		•		•		•
Redondo Beach		•		•		•		•
Sacramento	•		•		•		•	
Santa Ana	•			•	•		•	
South Bay <sup>1</sup>								
West Covina		•		•		•		•

<sup>1</sup>South Bay is not included as it serves as a crime analysis unit for the participating service agencies.

There have been several efforts initiated by the participating agencies to improve case preparation, including:

- Training. All of the projects have initiated training sessions for investigations personnel, particularly regarding the revised crime report and, for a few projects, the introduction of investigative management concepts.
- Internal screening process. Most projects have designated either a court liaison officer who, for the most part, monitors subpoenas and logs cases, or investigations-based case screener, who reviews cases prior to filing.
- Feedback on case dispositions. As part of the study, the evaluators designed a case tracking form to record the disposition of charges and sentencing outcomes of career criminal cases. In addition,

a few of the projects (Marin, Redondo Beach, Santa Ana, West Covina) have developed case log books to record dispositional information. This serves as an additional means of monitoring the overall level and quality of case preparation.

6.2.5 Case Monitoring

One of the key features of the C-CAP decision model was the "feedback loop," a process in which administrators are given feedback on the results of their decisions. This was the basis for implementing the feedback component of the crime analysis unit and for developing procedures for accountability in patrol. Similarly, it is expected that investigation commanders will need to develop a system to monitor the effectiveness of various kinds of procedures and to analyze investigative outcomes.

Only two projects, Santa Ana and Redondo Beach, have developed case monitoring systems. Of these two, only Redondo Beach's automated investigative case management system is operational and being used for management decisions.

Table 6-4  
COMPARISON OF PRE AND POST C-CAP CASE MONITORING PROCEDURES

FACTORS	PRE C-CAP <sup>1</sup>		POST C-CAP <sup>2</sup>	
	Number	Sites	Number	Sites
Case management information system <sup>3</sup>	0	---	2	RB,SA
Case tracking forms to assess efficiency of continuing the investigation	2	Mo,SA	4	Mn,Mo, RB,SA
Structured assessment of investigative personnel performance	6	CC,F,Mn, Mo,Sac, WC	8	CC,F,Mn, Mo,RB, Sac,SA, WC
Assess case screening system impact on investigative efficiency	1	WC	5	Mn,Mo, RB,SA, WC

<sup>1</sup>December, 1979.

<sup>2</sup>June 30, 1981.

<sup>3</sup>Automated systems.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, M = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

The development of an effective monitoring system is a long-term, time-consuming process, involving an extensive system design and pretest phase. As Table 6-4 (p. 121) suggests, the majority of the projects have chosen less sophisticated methods to monitor case and investigation efficiency. Prior to C-CAP, six of the projects had structured means of assessing the efficiency of continuing investigations. The remaining two projects, Modesto and Redondo Beach, have implemented such procedures as a result of C-CAP. Additionally, two projects have implemented the use of forms to assess investigative efficiency. All of the projects that have implemented new procedures for case monitoring have also assessed the impact of these procedures on investigative efficiency.

6.2.6 Special Request of the Crime Analysis Unit

An indication of improvement in case managing procedures is the more active use of crime analysis products by investigations. As seen in Table 6-5 below, the number of investigative requests for crime analysis information has remained at approximately the same level since the third reporting quarter (July-September, 1980). This differs from patrol, which has demonstrated a steady increase nearly every quarter.

Table 6-5  
NUMBER OF INVESTIGATION REQUESTS, BY QUARTER  
January 1980-June 1981

SITES <sup>1</sup>	1980					1981		
	1st Quarter 1/80-3/80	2nd Quarter 4/80-6/80	3rd Quarter 7/80-9/80	4th Quarter 10/80-12/80	Total (1/80-12/80)	1st Quarter 1/81-3/81	2nd Quarter 4/81-6/81	Total (1/81-6/81)
CC	1	1	0	2	4	3	1	4
F		N/A	1	6	7	71	60	131
Mn		1	2	12	15	11	36	47
Mo		0	21	15	36	5	14	19
RB	3	5	7	6	21	10	4	14
Sac		81	34	36	151	33	54	87
SB		Not Documented	94	38	132	55	11	66
WC		17	22	20	59	RECORDS	LOST BY SITE	
TOTAL	4	105	181	135	425	188	180	368
QUARTERLY AVERAGES	2.0	17.5	25.9	16.9	---	26.9	25.7	---

<sup>1</sup>Santa Ana not included since they had not implemented a recordkeeping system for Special Requests.  
<sup>2</sup>Quarterly averages calculated based on number of sites responding.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

Increased awareness of CAU products by investigations, plus improved CAU capabilities, should have resulted in a steady increase in the number of requests. While it is too early in the overall development of the program to conclude that investigative needs for CAU products have "plateaued," there is clearly a need for the CAU to more proactively interact with investigations to stimulate the use of the crime analysis products.

An examination of the type of requests made by investigators during the 18-month period (Table 6-6, below) indicates that half of the requests are for analyses involving M.O. factors, suspect-related variables, or crime patterns. The remaining special requests were predominantly file searches involving vehicle and stolen property files.

Table 6-6  
NUMBER AND TYPE OF CRIME ANALYSIS REQUESTS MADE BY INVESTIGATIONS

QUARTER		ANALYSES <sup>1</sup>			Management- Related Reports	File Search Only	Unspecified or Other	QUARTER TOTALS
		Crime Series or Geographic	Suspect- Related	Modus Operandi				
1980:								
1st (January-March)	Number: Sites:	4 CC, RB	0	0	0	0	0	4
2nd (April-June)	Number: Sites:	50 CC, Mn, RB, Sac	0	1 WC	6 WC	48 Sac, WC	0	105
3rd (July-September)	Number: Sites:	13 F, Mo, RB, Sac, SB	41 SB, WC	31 Mo, RB, Sac, SB	2 Mo	79 Sac, SB	15 Mn, Mo, SB	181
4th (October-December)	Number: Sites:	23 CC, F, Mn, Mo, RB, Sac, SB	33 Mn, RB, SB, WC	28 F, Mo, RB, Sac, SB	2 Mn	40 Mn, Sac, SB	9 Mo, SB	135
TOTAL (January-December, 1980)	Number: Percent:	90 21.2	74 17.4	60 14.1	10 2.4	167 39.3	24 5.6	425 100.0
1981:								
1st (January-March)	Number: Sites:	49 F, Mn, Mo, RB, SB	32 RB, SB	31 CC, F, Mn, Mo, Sac, SB	0	69 CC, F, Mn, RB, Sac, SB	7 SB	188
2nd (April-June)	Number: Sites:	2 Mo, RB	16 Mn, Mo, RB	43 Mn, Mo, Sac	0	108 CC, F, Mn, Mo, Sac	11 SB	180
TOTAL (January-June, 1981)	Number: Percent:	51 13.9	48 13.0	74 20.1	0 0.0	177 48.1	18 4.9	368 100.0
GRAND TOTAL (January 1980-June 1981)	Number: Percent:	141 17.8	122 15.4	134 16.9	10 1.3	344 43.4	42 5.3	793 100.0

<sup>1</sup>Analyses may include file searches.

Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin, Mo = Modesto, RB = Redondo Beach, Sac = Sacramento, SA = Santa Ana, SB = South Bay, WC = West Covina

### 6.3 SUMMARY OF INVESTIGATION OBJECTIVES AND ACCOMPLISHMENTS

There were three objectives developed to evaluate changes in the investigative function resulting from C-CAP:

- Implement/enhance investigative management concepts.
- Identify career criminals among those arrested or identified as offenders.
- Increase the number and proportion of career criminals arrested as a result of crime analysis-based investigations.

#### 6.3.1 Objective 7: Implement/enhance investigative management concepts.

While not specifically defined in the objective, this involved the introduction and use of procedures associated with the management of criminal investigations (MCI) program developed by LEAA in 1976. Basically, it represented a comprehensive approach to improve the management of investigative resources. It was premised on the development of procedures involving five activity areas:

- initial investigation
- case screening
- managing the continuing investigation
- police-prosecutor relations<sup>7</sup>
- investigative monitoring system

MCI, as adopted by C-CAP, sought to define investigative functions that more closely reflected "what patrol officers and detectives can realistically contribute to the investigative process."<sup>8</sup>

The implementation of MCI concepts in the C-CAP agencies was viewed as a Phase II and III (Year 2) goal. Thus, this review of progress during the first 18 months cannot accurately determine complete achievement of this objective in the agencies. However, given the considerable progress that has occurred in the agencies, it is expected that successful implementation of these innovative investigative procedures will occur by the end of the

7. This is discussed in Section 7.

8. Greenburg and Wasserman, August 1979, p. 5.

second year. Furthermore, increasing familiarity with MCI concepts, additional training and expanded capabilities of the CAU will support and encourage the use of these elements during the subsequent years of the program. To date, progress has been made in the following areas:

- Initial investigation. Through enhancing the role of the patrol officer in initial investigations (e.g., by the use of revised offense reports focusing on solvability factors), the agencies have collectively made considerable progress in this area. One site, Santa Ana, has initiated procedures that will allow patrol officers to make case continuation decisions. As documented in Section 5, all projects have made efforts to enhance patrol's responsibilities in conducting preliminary investigations.
- Case screening. As a result of C-CAP, all projects have developed or formalized procedures to screen cases. This has been achieved through the use of a case screening officer and/or the use of formal solvability factors. Case screening has been enhanced by the presence of solvability factors in all of the revised offense reports. While several projects have developed specific screening criterion based on solvability factors, many still rely on the judgment of the screening officer and/or initial investigator in making final case decisions.

- Management of Continuing Investigations. Management of continuing investigations has been largely achieved through three means:

Development of a mechanism or system to review case assignment (four sites pre-C-CAP; seven sites currently).

Development of a mechanism to monitor investigative outcomes (five sites pre-C-CAP; eight sites currently).

Development of a mechanism to link active cases with suspended ones (one site pre-C-CAP; eight sites currently).

The most significant improvement was the agencies' ability to link active cases with suspended cases, which was a direct result of crime analysis. Additionally, two projects have established or plan to establish a case monitoring system. This system involves providing administrators with continuous feedback on the performance of the investigative process. Logically, this is a function performed by the CAU, particularly units with automated systems. Redondo Beach has already implemented an automated investigative case tracking system. Santa Ana plans to implement a system by late 1981 or early 1982.

6.3.2 Objective 8: Identify career criminals among those arrested or identified as offenders.

Of all the objectives evaluated, this will require the most development in the future operation of the program. To date, eight projects have developed a procedure to identify career criminals. One project has a distinct and readily accessible file.

One currently emerging trend which should result in improvements in this area is the development of automated career criminal files. Through automation, it will be possible to develop career criminal files including all offenders who qualify on the basis of prior convictions. This can then be the basis for determining whether current offenders qualify as career criminals.

6.3.3 Objective 9: Increase the number and proportion of career criminals arrested as a result of crime analysis-based investigations.

This impact objective is premised on (1) the development of a fully operational crime analysis unit, and (2) the implementation of effective management of investigative resources. As the data analysis capabilities of the CAU improve through expansion of the data files and/or improved automated capabilities, the CAU will be better able to fulfill offender-based investigative requests. This objective will require a minimum of two years and is more realistically a third-year goal.

The major function currently performed by the CAU's is the linking of cases based on M.O. factors, suspect identification, and crime patterns. During the first 18 months of program operations, investigators have requested suspect-related information in 15% of their special requests. An additional 17% of the requests involved M.O. information, and 18% involved crime series or geographic patterns. The result of this type of analysis is the identification of known offenders, including a subset population consisting of career criminals.

6.4 CONCLUSION

The design of the C-CAP model required that substantial efforts be undertaken in investigative management. In many ways, this is a more difficult task than the development and implementation of a crime analysis unit.

It differs greatly from changes in patrol management practices, although it also is concerned with the more efficient use of personnel resources. More than the other two components, efforts to change investigative management practices can be hindered by the traditions, procedures, and "mystique" associated with the detective function. As Greenburg and Wasserman point out, "The assumptions that must be confronted if this component (managing criminal investigations) is to be implemented successfully underlie the traditional role of the detective. The first is that investigators should be free from supervision. The second is that investigators should operate independently from the rest of the police department."<sup>9</sup>

Given these constraints, progress in improving investigative case management practices and procedures has been noteworthy, particularly since this assessment only reviews the first 18 months of the program. Specifically, C-CAP has already substantially affected the manner in which preliminary investigations are conducted, and the use of case screening and review procedures. Additionally, the use of a case monitoring system has been introduced in one project.

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9. August 1979, p. 61.

## SECTION 7

### PROSECUTOR AND C-CAP AGENCY COORDINATION

The successful prosecution of criminal offenders requires close cooperation between police and prosecutors. Cases are not accepted for prosecution unless they meet the filing standards of the prosecutor's office and convictions are less easily obtained if cases are not prepared by investigators in a way that supports the court's evidentiary and procedural requirements. Nevertheless, there has traditionally been little communication and coordination between the police and prosecutor's office.<sup>1</sup>

The primary emphasis of the C-CAP program is to increase the number and proportion of career criminals accepted for prosecution. The function of the prosecution component of C-CAP is to focus the department's attention upon career criminals and to coordinate law enforcement and prosecution initiatives in this area. Unlike the patrol and investigative components, this component does not emphasize the actual procedures or policies of the career criminal prosecutor. Instead, enhanced prosecutorial success is envisioned as a result of efforts associated with the previous components; i.e., improved crime analysis capabilities, and improved management of patrol and investigative resources.

#### 7.1 CHARACTERISTICS OF PROSECUTOR/C-CAP AGENCY COORDINATION

A basic eligibility criteria in selecting law enforcement agencies to participate in the C-CAP program was that their district attorney's office have a Career Criminal Prosecution Unit. In some sites, this took the form of a formally designated unit staffed by a specified number of attorneys dedicated full-time to the Career Criminal Unit. In other offices, this prosecutorial function was the responsibility of one full-time attorney, with any surplus of career criminal cases being handled by other trial deputies. The evaluation of the prosecution component focused on the implementation and effectiveness of the following functions and activities:

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1. Greenburg, I. and Wasserman, R. Managing Criminal Investigations, Law Enforcement Assistance Administration, Washington, D.C., August, 1979, p. 63.



- The pre-arrest and post-arrest identification of career criminals based on the office's formally-established screening criteria.
- Dissemination of all relevant information about career criminal offenders to patrol and investigative personnel.
- The forwarding of screened cases to the prosecutor with all relevant arrest and criminal history information.
- Provision of timely, comprehensive feedback regarding case preparation, status and disposition information to relevant department personnel.

#### 7.1.1 CCP Units

It was the intention of the legislature that C-CAP work in conjunction with the Career Criminal Prosecution Program (CCP). CCP was established in January, 1978, with the selection of 12 sites--Alameda, Contra Costa, Fresno, Los Angeles, Orange, Riverside, Sacramento, San Bernardino, San Diego, San Francisco, San Mateo, and Santa Clara--to participate in the statewide effort. The CCP units became operational in March, 1978. The initial 12 counties selected to participate in the statewide program represented counties with a population of more than 400,000. Since that time, an additional 9 counties with smaller populations were selected to participate in this program. They were: Ventura, Stanislaus, San Joaquin, Yolo, Marin, Placer, Solano, Santa Barbara, and Imperial Counties. Six of the C-CAP projects have been established in these smaller counties. While these counties have received less funds to establish and operate a Career Criminal Prosecution Unit, their case management procedures paralleled those occurring in the state's larger CCP units. Specifically, the CCP unit activities are characterized by:

- reduced caseloads
- experienced trial attorneys
- maintenance of no plea bargaining position
- vertical prosecution

The overall intent of the program is to focus enhanced prosecutorial resources and attention on the serious recidivistic offender--the career criminal.

The size of the CCP units does influence the selectivity in the case review process. Specifically, with limited staff, the CCP units are forced to be more selective in case selection procedure in order to adhere to career criminal case management practices (e.g., reduced caseloads, vertical prosecution).

#### 7.1.2 Targeted Offenses and Offenders

The enabling legislation (SB 683) creating the Career Criminal Prosecution Program defined the defendants who were to be the focus of the CCP units. C-CAP has built on and expanded this definition of career criminality. While CCP specifies seven targeted offenses (arson, burglary, robbery, violation of Health and Safety Code 11351 or 11352, grand theft, grand theft auto, and receiving stolen property), C-CAP has expanded this list to include three additional offenses: homicide, rape or sexual assault, and child molestation. To qualify as a career criminal the offender under the C-CAP criteria must meet two basic criteria:

1. He/she must be charged with one of the 10 target offenses.
2. He/she must either have a criminal history involving certain prior convictions or be currently charged with three or more separate transactions involving the target offenses.

Specifically, the C-CAP legislation defined career criminality in the following manner:

- A defendant currently charged with three or more separate transactions involving the 10 targeted offenses.
- A defendant charged with at least one of the targeted offenses and who, in the preceding 10 years (exclusive of state prison commitment) has suffered a conviction of the commission or attempted commission of armed robbery, first degree burglary, arson as defined in Section 447a or 448a, forcible rape, sodomy or oral copulation committed with force, lewd and lascivious conduct committed upon a child, kidnapping as defined in Section 209, or murder.
- A defendant charged with at least one of the targeted offenses, and who, in the preceding 10 years (exclusive of state prison commitment time) has suffered a conviction for the commission or attempted commission of grand theft, grand theft auto, receiving stolen property, robbery other than that described in paragraph (1) above, burglary of the second degree, kidnapping as defined in Section 207, assault with a deadly weapon, or any unlawful act relating to controlled substances in violation of Section 11351 or 11352 of the Health and Safety Code.

#### 7.1.3 Coordination Efforts

From a logical standpoint, it would appear that a strong, cooperative relationship between law enforcement and the prosecutor would be required for successful prosecution of cases. Traditionally, however, there has been

little communication, and sometimes even less cooperation, between these two agencies. Attorneys complain of poorly-prepared cases, while law officers complain of reduced convictions. Given this climate, and the recognition for the need to improve cooperation between the two agencies, I-CAP, C-CAP, and Managing of Criminal Investigation (MCI) have all stressed the need to enhance police-prosecutor relations. This process was envisioned as consisting of the following elements:

- Increased cooperation between administrators and supervisory personnel of the agencies;
- Use of liaison officers to facilitate interaction between the agencies;
- Improvement of case preparation procedures; and
- A system of feedback of case dispositions to the law enforcement agency.

The C-CAP enabling legislation specifies that coordination between the two agencies be maintained on an ongoing basis, and that this coordination should include "but not be limited to the case preparation, processing and adjudication."

## 7.2 IMPLEMENTATION OF C-CAP PROSECUTION-RELATED ACTIVITIES

The weakest element in the implementation and development of C-CAP to this point has been the prosecutorial component. This is in part the result of the capacity-building feature of C-CAP, requiring the implementation of other program components (e.g., crime analysis, resource management) prior to establishing a meaningful linkage with the district attorney's offices. Although this report does not reflect two full years of program implementation, the current indicators suggest that the third year of program operation may be more appropriate for assessing program responsiveness in this critical area.

### 7.2.1 Targeted Offenses

The agencies participating in C-CAP were given discretion in emphasizing one or more of the targeted offenses. As a result, none of the funded agencies focused on all 10 offenses. However, as Table 7-1 (p. 132) indicates, all agencies included rape or sexual assault, robbery, and burglary in their

target offenses. The selection of these offenses as targets for all projects is logical given the nature of these offenses from the perspective of crime analysis. They frequently involve repeat offenders, often with distinctive M.O. characteristics. Additionally, these cases are more likely to include solvability factors and adequate information for crime analysis purposes.

Table 7-1  
C-CAP SITE TARGETED OFFENSES EMPHASIS

SIFIS	Homicide	Rape or Sexual Assault	Child Molestation	Robbery <sup>1</sup>	Burglary <sup>1</sup>	Arson <sup>1</sup>	11351/11352 IAS (Controlled Substance)	Receiving Stolen Property	Grand Theft <sup>1</sup>	Grand Theft Auto	TOTAL
Contra Costa		•		•	•						3
Fairfield		•	•	•	•			•	•	•	7
Marin <sup>3</sup>		•	•	•	•			•	•		6
Modesto <sup>3</sup>		•	•	•	•			•	•	•	7
Redondo Beach		•		•	•						3
Sacramento		•		•	•				•	•	5
Santa Ana		•		•	•	•					4
South Bay		•		•	•						5
West Covina	•	•	•	•	•		•	•			9
TOTAL	1	9	4	9	9	1	2	5	5	4	49

<sup>1</sup>Lawyer criminal prosecution target offenses.  
<sup>2</sup>CHP, not county, handles grand theft auto.  
<sup>3</sup>Reviews all felony cases, emphasizes offenses identified.

### 7.2.2 Formal Linkage and Coordination

Linkage between the two agencies can occur formally or informally on one of several levels: (1) executive or top administration coordination, (2) supervisory or line staff interaction coordination can also be achieved through a formally designated court liaison officer.

With C-CAP projects, coordination at the executive level of the two agencies was informal and did not involve regularly scheduled meetings or inter-organizational policy-making procedures. While there was more interaction at the supervisory level, it also has not resulted in the establishment of formal, regularly scheduled meetings between the two agencies. As indicated in Table 7-2 (p. 133), the formally scheduled meetings that did occur were generally held with prosecutors at the inception of the program. Since then, communication between the two components generally has been restricted to issues associated with case preparation.

Where the program has made a difference is in the use of the court liaison officers. While six of the agencies indicated the use of a court liaison officer prior to C-CAP, implementation of the program has generally resulted in an expansion of the officer's responsibilities. Specifically in five agencies, the officer maintains a log of case dispositions. At one project, Santa Ana, the court liaison officer has the additional responsibility to review all felony cases and provide assistance on legal evidence and appropriate investigative techniques.

Table 7-2  
COMPARISON OF PRE AND POST C-CAP  
POLICE-PROSECUTOR RELATIONSHIP

FACTORS	PRE C-CAP <sup>1</sup>		POST C-CAP <sup>2</sup>	
	Number	Sites	Number	Sites
Court liaison officer	6	F,Mo,RB, Sac,SA,WC	7	F,Mn,Mo, RB,Sac, SA,WC
Mechanism to document D.A. case rejections	5	F,RB,SA, SB,WC	7	F,Mn,RB, Sac,SA, SB,WC
Mechanism to get disposi- tional results	8	CC,F,Mn, RB,Sac, SA,SB,WC	8	CC,F,Mn, RB,Sac, SA,SB,WC
Scheduled formal meetings between C-CAP agency and prosecution	3	F,Sac,WC	6	CC,F,RB, Sac,SA,WC

<sup>1</sup>December, 1979. Site abbreviations are as follows: CC = Contra Costa, F = Fairfield, Mn = Marin,  
<sup>2</sup>June 30, 1981. Mo = Modesto, RB = Redondo Beach, Sac = Sacramento,  
SA = Santa Ana, SB = South Bay, WC = West Covina

### 7.2.3 Case Review and Preparation

A major element in improving coordination between prosecution and law enforcement agencies is the establishment of policies defining the legal and judicial standards for acceptance and prosecution of cases. Because of higher standards and different screening requirements associated with career criminal prosecution, the need to establish case review procedures is even greater.

Methods of improving case preparation include:

- Training
- Development of investigative checklists to insure completeness and accuracy of information
- Thorough review by a court liaison officer
- Improved case screening procedures by the prosecutors and formal feedback to the agency
- Development of case tracking procedures

To date, the C-CAP agencies have made use of three of these methods: training, expanding the role of the court liaison officer, and development of case tracking procedures.

Training has been primarily oriented to the patrol officer. Specifically, training in the use of the revised offense reports and preliminary investigative techniques has been provided. To a lesser extent, investigators have been given training or orientation in the use of MCI techniques.

In some projects, the court liaison officer has been given increased responsibility to review cases (e.g., Santa Ana). Case log books have been implemented to track the disposition of cases. As Table 7-2 (p. 133) indicates, there has been some improvement in the agencies' ability to document the reasons for case rejection.

### 7.2.4 Referrals, Acceptance, and Rejections

During the first 18 months of the program, a total of 338 career criminals were arrested (197 in 1980 and 141 in 1981). While the overall rate of arrest is somewhat higher in 1981, this is primarily a result of the arrest rate for the Sacramento Sheriff's Department. They have, to date, accounted for nearly 47% of all career criminal arrests reported by the participating agencies.<sup>2</sup> The majority of the career criminals arrested were charged with burglary.

2. Since January, 1981, agencies have been asked to report two kinds of data: the total number of career criminals arrested by the law enforcement agency, and the number of career criminal arrests that can be directly attributed to the efforts of the CAU's. Of 124 career criminal arrests reported by agencies, 43 (35%) were attributed to CAU involvement.

Table 7-3  
Career Criminal Arrests  
By Quarters

SITE	1980				1981		
	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun	TOTAL
Contra Costa	11	7	12	9	11	3	53
Fairfield	---	---	---	2	4	1	7
Marin	---	---	---	---	16	14	30
Modesto	4	5	3	6	5	10	33
Redondo Beach	---	1	3	3	0	0	7
Sacramento	22	20	43	24	27	22	158
Santa Ana	---	---	2	1	1	1	5
South Bay	---	1	2	1	1	5	10
West Covina	1	3	9	2	13	7	35
TOTAL	38	37	74	48	78	63	338

In addition to increasing the number of career criminals arrested, C-CAP attempts to improve the proportion of career criminal cases accepted for prosecution.<sup>3</sup> One indicator of this involves the comparison of career criminal and felony case acceptance rates. A review of those agencies that compile and report information concerning career criminals indicates that approximately 86.6% (2,154 of 2,517 cases) of the felony referrals were accepted as compared with 93.6% (73 of 78 cases) of the career criminal referrals. While this may be attributable in part to the characteristics of the case (i.e., career criminal cases differ from average felony cases), it also reflects the influence of the C-CAP program. However, it will take a larger data base to comment with any certainty on the rate of acceptance of career criminal cases as compared with felony cases.

3. While few of the career criminal cases are rejected by the district attorney's office, not all are handled by the CCP units. This is the result of CCP deputies not wanting to overextend their caseload and thus jeopardize vertical prosecution and intensive case preparation efforts.

#### 7.2.5 Preliminary Disposition Results

Case disposition information was collected on career criminal cases which were initiated and disposed of in 1981. A special tracking form developed for this purpose was used. Results were provided on 19 cases, involving 5 counties (Fairfield, Marin, Modesto, Sacramento, and South Bay). A summary of these results indicates the following:

- Four of the cases (21%) resulted from information provided by the CAU.
- In three instances, the arrest was the result of a special tactical plan developed because of CAU-provided information.
- Seventeen (89.5%) of the cases resulted in convictions, of which 14 (82.4%) were convictions to the top charge. In 11 (64.7%) of these cases, the defendant was convicted of all charges.
- Fourteen of the 17 convictions (82.4%) resulted in state prison terms. Where information was provided (11 cases), the range of sentences was from 2 to 49 years. The average (mean) was 11.2 years.

#### 7.3 SUMMARY OF PROSECUTION-RELATED OBJECTIVES AND ACCOMPLISHMENTS

The evaluation designated those objectives associated with improved acceptance of career criminal and felony cases and prosecution/agency relationship as Phase 3 objectives. This means that objectives associated with the prosecutor/agency relationship were realistic expectations for the second project year (1981), although several projects proposed activities which affected prosecution operations during the first project year. It is important to assess current status of prosecution/agency cooperation since successive measures relevant to this program component should increasingly reflect desired change. As a result, preceding measures (e.g., career criminal cases) can serve as baseline measures for subsequent analyses. It was anticipated that substantial progress in this area would occur during the second year of program development.

##### Objective 10: Coordinate Efforts With the Prosecutor's Office.

Formal coordination between the two agencies was defined and determined by the development of structured interchange mechanisms (e.g., regularly

scheduled and attended meetings) and changes in procedures (e.g., development of case monitoring systems).

At the midpoint of the second year, the program coordination efforts have generally included: (1) a formal commitment on the part of the respective agencies to cooperate; (2) improved documentation procedures to record case dispositional results; and (3) the use of a court liaison officer to facilitate cooperation between the two agencies.

Objective 11: Increase number and rate of career criminals and serious repeat offenders referred to district attorney, and

Objective 12: Increase number and rate of career criminals and serious repeat offenders accepted for prosecution.

Both of these objectives will be discussed at the same time. While the development and operational accomplishments of C-CAP are considerable and substantial for an 18-month effort, it will still require some time before the program will begin to demonstrate substantial improvement in these two critical areas.

In 1980 and 1981, the agencies collectively accounted for 338 career criminal cases. This number is somewhat misleading as an indicator of agency successes, given the disproportionate number of career criminal cases coming from Sacramento (47%). Sacramento's achievements were in part the result of a pre-existing crime analysis capability within the agency, and in part reflect the serious crime problem occurring in Sacramento.

During the first two quarters of 1981, an increased number of agencies are reporting career criminal apprehensions and referrals. More encouraging is the overall increase in number of arrests reported during the first two quarters of 1981 as compared with the monthly average in 1980. In 1980, the average number of career criminal cases was 49 a month; in 1981, it is 70 cases a month--a substantial improvement. This finding needs to be carefully monitored during the remainder of 1981 to determine whether it represents a steady improving trend in the agencies' capabilities. As in the 1980 results, Sacramento's C-CAP has continued to dominate the results, although to a somewhat lesser extent (55.3% in 1980 as compared with 34.8% in 1981).

What has been established at each agency is the means to track career criminal case disposition (e.g., the case tracking form) on case log books. More importantly, as the agency's CAU capability becomes more fully developed

and its use becomes increasingly integrated into patrol and investigative operations, progress in this area will occur. This will require time, and these measures of program accomplishment are more appropriate third year goals for the program.

#### 7.4 CONCLUSION

Substantial progress in relation to the C-CAP program prosecutor/law enforcement agency goals were seen as second year objectives. This may have been overly optimistic, given the capacity-building features of C-CAP development that precede this important component. The programs have established some degree of coordination with the district attorney's office, in particular through the use of a court liaison officer, and have started to document dispositional results on cases referred to the prosecution. There has been an increasing trend in career criminal apprehension and referrals to the district attorney's office since the inception of the program. And while the overall numbers may be small, the increasing number of career criminal cases is encouraging. It is anticipated that agency progress in this key element will continue to improve with further refinement and development of all C-CAP components.

## SECTION 8

### FINDINGS AND RECOMMENDATIONS

The implementation of the Career Criminal Apprehension model in the funded agencies has generally followed a similar pattern. The C-CAP model assumes that in order to achieve success in improving the apprehension of career criminals and felony suspects, certain capabilities that do not currently exist in the law enforcement agencies must be developed. These capabilities take a variety of forms affecting not only crime analysis, but also patrol and investigative management and police-prosecution coordination; for example, the development of crime analysis files, such as career criminal, modus operandi, suspect, known offender, and field interrogation files. It is a prerequisite to improving the ability of law enforcement to apprehend more felony or career criminal suspects. Improvement in patrol management, such as revised calls-for-service screening policies, must be implemented before patrol officers can be reallocated for special tactical and unmarked units or directed patrol. This will then increase the likelihood that more felony and career criminal suspects will be apprehended. Lastly, improvement of investigations management through increased use of case screening, solvability factors and case review, and increased investigative responsibility of patrol will permit the redirection of investigative resources towards more serious cases, and cases where sufficient evidence exists.

The results described in this report are based on the evaluation of the first 18 months of C-CAP operations. The approach taken has been to present an overview of program development as it has occurred in the nine funded projects.<sup>1</sup> The use of a standardized evaluation approach at the nine projects enhances both the correspondence and the generalizability of the program findings.

This section reviews the findings concerning the overall C-CAP effort, and presents recommendations for future C-CAP programming efforts.

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1. Detailed site reports are presented in Volume 2 of this report. These reports examine the results of the individual agencies relative to their stated objectives.

## 8.1 FINDINGS

The assessment of the nine C-CAP agencies during the first 18 months of operations indicates considerable variance in implementation activities within the overall common framework of program development. Generally, the C-CAP agencies proposed to develop crime analysis capability before improving patrol and investigative management, or coordination of police-prosecutor efforts. The following major findings are organized by these components and encompass the 18-month period.

### 8.1.1 Crime Analysis

The foundation of the C-CAP effort is the development, implementation, and operation of a crime analysis capability within the funded agency. This development was the primary objective of Phase I (first year) efforts, and has continued to receive considerable attention during the second year. Specific findings related to crime analysis development and operations included:

- All projects have developed an operational crime analysis unit. This has involved the development of procedures to facilitate data collection, collation, and analyses of crime data.
- All projects established steering/advisory committees to assist in designing and implementing C-CAP. One hundred twenty-eight meetings were conducted during the first year. These dealt with general goals, objectives, and implementation plans. By the second year, proportionately more meetings addressed operational activities of patrol and investigations. This shift in emphasis reflects the sequential development of the program components.
- Training and technical assistance played a key role in the development, implementation, and operation of the crime analysis units. All CAU staff members attended training sessions, primarily to assist in developing manual or automated crime analysis capabilities. A total of 344 staff days were devoted to training. A total of 128 training sessions were attended. On the average, projects participated in nine training programs in 1980, and five programs during the first six months of 1981.
- Training was provided primarily by two agencies: Department of Justice (DOJ) and Office of Criminal Justice Planning (OCJP). Together these agencies accounted for over 50% of all training provided.
- Visits to other projects were an important form of information sharing. In 1980, a total of 53 visits were conducted, with 45 involving I-CAP projects. During the first six months of 1981, a total of 25 visits had been conducted. San Diego and Stockton Police Departments were visited most frequently.

- Changes in data collection procedures involved revisions of crime reports (all projects), arrest reports (7 projects), and field interviews (7 projects). All revised forms have been field tested and implemented.
- Revision of the basic crime reports involved the following elements:
  - Reduced use of narrative (8 projects)
  - Increased use of forced-choice responses (all projects)
  - Expanded data elements in the following areas:
    - (a) Administrative
    - (b) Victim descriptions
    - (c) Incident information
    - (d) M.O. description
    - (e) Suspect information
    - (f) Stolen property information
- The projects have made considerable progress in developing CAU data maintenance capabilities and there has been a slight increase in the numbers of files that are currently automated.
- The CAU's have fully developed 94% of the files planned as part of C-CAP.
- The C-CAP agencies have substantially increased their use of operational files as a direct result of program involvement.
- The CAU's actively disseminated crime analysis information through self-initiated products and responses to special requests. A variety of products were distributed on a regular or as-needed basis. The CAU's responded to over 1,700 requests for information.
- Information disseminated by the units was generally well-received and often useful in developing patrol strategies. In the seven projects for which data were available, nearly 300 tactical action plans were developed during the first six months of 1981 based on information contained in special requests. Also during these six months, 165 arrests, 211 closed cases, and 91 suspect identifications were directly related to crime analysis information.

### 8.1.2 Implementation of Patrol Management

The patrol management component of C-CAP provides patrol managers with methods which should enable them to more effectively structure and use patrol resources. Specific findings related to changes in patrol management included:

#### Management

- As part of the effort to implement patrol management concepts, all projects provided training to patrol officers and/or managers.



Training focused primarily on orientation to C-CAP concepts, completion of revised report forms, and use of tactical action plans.

Patrol role:

- A key change in patrol officer procedures instituted by C-CAP is the increase in use of solvability factors by all projects.
- Four projects have expanded the role of patrol officers in case continuation decisions or follow-up investigations.

Quality of investigation:

- Three projects have enhanced the review process for initial investigations reports prepared by patrol officers.
- The impact of C-CAP on the actual structure of the patrol division has been limited. Three of the projects initiated changes in the patrol beat structure, and two initiated changes in watch assignment practices.
- Changes to calls-for-service practices have been initiated by four of the C-CAP projects. These changes have predominantly involved the expansion of progressive CFS practices that existed in the agencies prior to C-CAP. Specifically, four projects implemented or expanded the use of telephone reports; two projects expanded their agencies' use of CFS response prioritization practices; and three projects expanded the practice of diverting low priority calls to civilian personnel.
- A variety of progressive patrol tactics have been implemented by the C-CAP projects. Directed patrol is the most common of these: 7 of the 8 projects have introduced directed patrol concepts in their agencies. The use of tactical units has been introduced in 3 agencies and expanded in another 4 agencies which used tactical units prior to C-CAP. The use of area and location stakeouts has been implemented in 3 projects. Increased use of tactical alarms or decoys is noted in only a few projects.
- The patrol divisions have actively requested crime analysis information from the CAU's. The type of products most commonly requested were: (1) series or geographic pattern analysis (45.6%); (2) general file searches (26.5%); and (3) modus operandi analyses (11.4%).
- Products developed by the CAU have been used by the patrol division to develop special tactics. These tactics generally involved: undercover units, field interrogations, and high visibility patrol.
- At least 165 arrests were directly attributable to crime analysis-based patrol tactics.

### 8.1.3 Investigations Management

An expectation of C-CAP was to improve the investigative function through more structured planning and decision-making. Specific findings related to changes in investigative management include:

- The development of case screening procedures has involved varying levels of sophistication: implementation of a formal system to distinguish between "solvable" and "unsolvable" cases (three projects); development of formal screening criteria based on solvability factors (four projects); and the revision of crime reports to a forced-choice format facilitating the identification of solvability factors by patrol (all projects).
- As part of the effort to develop or improve case review procedures, C-CAP agencies have implemented a variety of mechanisms for documenting workload and case assignment, and for linking active cases with suspended cases. Procedures implemented by three projects to document case assignments include: establishment of a case log and a screening officer position (Marin and Modesto), and development of a sophisticated, automated system to track investigator caseloads (Redondo Beach). Seven projects have implemented procedures to link active and suspended cases during the case review process.
- To improve the quality and consistency of case preparation, all projects have implemented revised report forms and provided report writing training to investigative personnel. Four projects (Marin, Modesto, Redondo Beach, and West Covina) have instituted or modified their case screening procedures to monitor case preparation.
- The number of special requests for crime analysis information made by Investigations has remained at approximately the same level since the third reporting quarter (July-September, 1980). Approximately half of the investigative requests are for analyses involving M.O. factors, suspect-related variables, and crime patterns. The remaining special requests were predominantly file searches that did not require the preparation of written documents.

### 8.1.4 Prosecution and C-CAP Agency Coordination

The primary emphasis of the C-CAP program is to increase the number and proportion of career criminals accepted for prosecution. The function of the career criminal component of C-CAP is to focus the department's attention upon career criminals and to coordinate law enforcement-prosecutor initiatives in this area. Specific findings related to changes in prosecutor law enforcement coordination include:

- All agencies focus, at a minimum, on three of the ten targeted offenses. They are rape or sexual assault, robbery, and burglary.
- Projects have established a court liaison officer and/or procedures (e.g., case log books) to assist in reviewing case preparation and tracking dispositions.
- During the first 18 months a total of 338 career criminals were arrested by C-CAP agencies. Where information was provided (in 1981), 35% of the arrests were due to CAU involvement. Sacramento has accounted for 47% of all reported arrests.
- Approximately 93% of career criminal cases referred were accepted, as compared with 85.6% of felony cases during the same period.

Preliminary dispositional results on 1981 career criminal cases indicate that:

- Seventeen (89.5%) of the 19 cases resulted in convictions, of which 82.4% were convictions to the top charge.
- Fourteen of the convictions (82.4%) resulted in state prison terms. Where information was provided (11 cases), the range was from 2 to 49 years. The average (mean) was 11.2 years.

APPENDIX A  
CONTRA COSTA

#### 8.1.5 Recommendations

The following recommendations regarding the C-CAP Program are made as a result of this evaluation:

1. Reauthorization of the Career Criminal Apprehension Legislation  
Legislation authorizing funding for the C-CAP Program will sunset on January 1, 1983. Due to the success documented thus far, it is recommended that the statute which authorizes the program should be extended, so that this successful effort can continue. Regular program evaluation should also continue.
2. Continued State Support of the Program  
The State of California should financially support the development and operation of C-CAP projects in an increased number of local jurisdictions due to the success of the program and its widespread applicability.
3. Extend the Length of Program Implementation  
Based on the range of activities implemented and evaluated at each project site, it is clear that program goals may be more fully achieved by extending the length of the program implementation from a two year period to three years. The National I-CAP program, after which the C-CAP program was modeled, required an average implementation period in excess of five years. Based upon these first years of operation, the C-CAP Program model requires an average of three years in which to bring a variety of projects to a fully operational level consistent with program goals.

#### CONTRA COSTA COUNTY C-CAP

The Contra Costa County Sheriff's Department was awarded a Career Criminal Apprehension Program (C-CAP) grant in the amount of \$149,746\* for the period January 1, 1980 to December 31, 1980. Most of the funding amount was used to staff the C-CAP project and to purchase printing equipment. The Contra Costa County C-CAP is currently in its second year of funding (\$149,746 for 1981). Approximately half of the second year funding supports project staff and approximately 40% supports the automation of crime analysis files.

The staffing of the program has experienced major changes during the first 20 months of operation. The positions of Project Manager, Assistant Crime Analyst, and one Intermediate Clerk are presently vacant and may be eliminated. The staffing of the Contra Costa County C-CAP is as follows:

- Project Director, sworn, part-time, department funded
- Project Manager, sworn, full-time, grant-funded (position vacant)
- Crime Analyst, sworn, full-time, grant funded
- Crime Analyst, sworn, full-time, grant-funded
- Assistant Crime Analyst, nonsworn, full-time, grant-funded (position vacant)
- 2 Intermediate Clerks, nonsworn, full-time, grant-funded (one position vacant)
- 2 Cadets, non-sworn, part-time, grant-funded

From its inception, the Contra Costa County C-CAP has emphasized the development of crime analysis capabilities and, to a lesser degree, the management of patrol operations (MPO), the management of criminal investigations (MCI), and coordination with prosecution. Specifically, the Contra Costa County C-CAP proposed:

- To develop files for crime analysis. (Year 1)
- To efficiently disseminate information pertaining to career criminals and major offenders. (Year 1)
- To automate crime analysis files. (Year 2-3)
- To utilize senior citizen volunteers. (Year 2-3)

\*10% of which was local matching funds.

- To use crime analysis information for planning tactical and operational details. (Year 3)
- To explore the expansion of patrol's role in preliminary investigations. (Year 2-3)
- To establish liaison with the District Attorney's Career Criminal Prosecution Unit. (Year 1-2)
- To increase the apprehension of career criminals. (Year 3)

These objectives were designed to be achieved during three years of project operations. The implementation of the Contra Costa County C-CAP program has largely progressed in accordance with their proposed work schedule. There was, however, approximately a three-month delay in implementing the revised crime report form, while awaiting the development of a report writing manual to assist in implementing the new format.\* Currently, the project is experiencing a delay in their planned automation of crime analysis files due to unforeseen computerization costs. The extent of the delay is not yet known. Table 1 presents an overview of program activities during the first 18 months of the C-CAP Project.

The first project year focused on the revision of reporting forms, development of crime analysis files, and initiation of means to disseminate information on major offenders (i.e., Daily Information Bulletin and crime analysis products). The second project year has focused on automating crime analysis files, supplementing the staffing of the Crime Analysis Unit, and exploring the possibility of expanding patrol's role in preliminary investigations. During the proposed third project year, the Contra Costa County C-CAP plans to implement tactical action planning based on crime analysis products.

To assist in the development of the project, the Contra Costa County C-CAP established an Advisory Committee and a Steering Committee. The Advisory Committee, which consists of representatives from outside agencies (probation, other law enforcement agencies, and district attorney), provides a means for communicating with other criminal justice agencies. The Steering Committee, which consists of four of the department's division commanders (patrol, investigation, services, and criminalistics), provides recommendations for change and receives updated information on C-CAP's progress.

The following subsections examine the achievements and results associated with each objective during the first 20 months of project operations (January 1,

\*The Training Section of the Contra Costa County Sheriff's Department was responsible for developing a revised report writing manual.

Table 1  
CONTRA COSTA COUNTY  
C-CAP IMPLEMENTATION RELATED ACTIVITIES

PROGRAM PERIOD	ACTIVITY
January-March 1980	<ul style="list-style-type: none"> <li>• Began C-CAP Project</li> <li>• Hired Crime Analysis Unit (CAU) staff</li> <li>• Established Crime Analysis Unit</li> <li>• Developed format/guidelines for Daily Information Bulletin</li> <li>• Attended crime analysis training classes (CAU manager/analyst)</li> <li>• Attended Cluster Meeting</li> <li>• Visited ICAP site (Stockton)</li> </ul>
April-June 1980	<ul style="list-style-type: none"> <li>• Established Steering and Advisory Committees</li> <li>• Developed procedures for collecting/collating data</li> <li>• Revised crime report, arrest report, and F.I. card</li> <li>• Pretested crime report and arrest report</li> <li>• Introduced F.I. card</li> <li>• Developed F.I. file, nickname file, and gang file</li> <li>• Installed printing equipment for Daily Information Bulletin</li> <li>• Developed log to record special requests</li> <li>• Completed crime analysis products on request basis</li> <li>• Initiated contact with Career Criminal Prosecution Unit</li> <li>• Attended equipment training (analyst, 3 clerks)</li> <li>• Attended Cluster Meeting</li> <li>• Visited C-CAP sites (Fairfield, Marin)</li> <li>• Visited ICAP sites (So. San Francisco, Stockton)</li> </ul>
July-September 1980	<ul style="list-style-type: none"> <li>• Developed known offender/physical characteristics file</li> <li>• Activated Optical Retrieval System</li> <li>• Pretested Daily Information Bulletin</li> <li>• Initiated regular publication of Daily Information Bulletin</li> <li>• Revised/printed Report Writing Manual</li> <li>• Intermediate clerk resigned (health problems)/position filled</li> <li>• Developed format for Career Criminal Prosecution Unit to include information bulletin</li> <li>• Attended Cluster Meeting (project manager, investigations captain)</li> </ul>
October-December 1980	<ul style="list-style-type: none"> <li>• Implemented revised crime and arrest forms</li> <li>• Trained operational personnel re: report forms</li> <li>• Initiated crime analysis products identified by CAU</li> </ul>

PROGRAM PERIOD	ACTIVITY
October-December 1980 (continued)	<ul style="list-style-type: none"> <li>Received information for Daily Information Bulletin from Career Criminal Prosecution Unit</li> <li>Developed tactical plan based on crime analysis product</li> <li>Received technical assistance (written material) on computerization</li> <li>Attended Cluster Meeting</li> <li>Visited ICAP sites (So. San Francisco, San Diego)</li> </ul>
January-March 1981	<ul style="list-style-type: none"> <li>Developed files (career criminal, suspect vehicle, stolen property, and modus operandi)</li> <li>Initiated plans for automating crime analysis files</li> <li>Designed/implemented crime analysis feedback form</li> <li>Completed preliminary plans for expanding role of patrol in preliminary investigation</li> <li>Received technical assistance re: automating crime analysis files</li> <li>Provided C-CAP orientation training to operational personnel</li> <li>Attended Cluster Meeting</li> <li>Visited ICAP sites (So. San Francisco, San Mateo, San Diego)</li> </ul>
April-June 1981	<ul style="list-style-type: none"> <li>Initiated data collection for later input to automated system</li> <li>Initiated plans for utilizing senior citizen volunteers</li> <li>Prepared job descriptions for senior citizen volunteers</li> <li>Assistant crime analysis transferred (position vacant)</li> <li>Intermediate clerk resigned (position vacant)</li> <li>Project manager transferred* (position vacant)</li> <li>Received technical assistance re: utilizing senior citizen volunteers</li> <li>Attended Cluster Meeting</li> </ul>

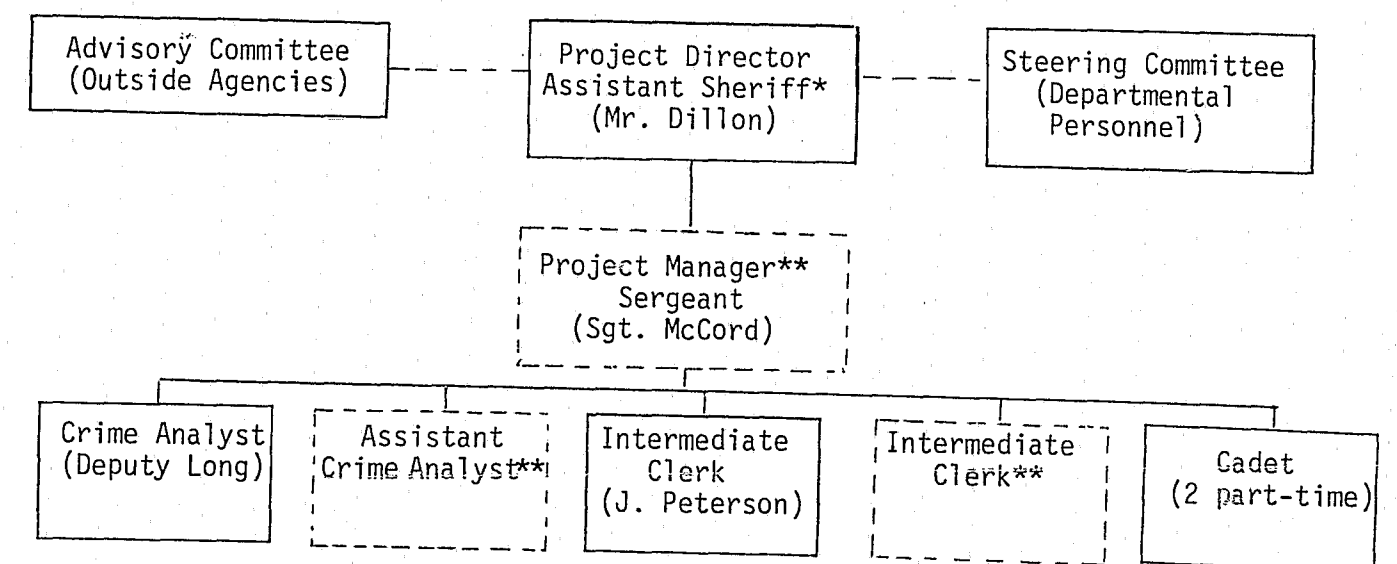
\*Left middle June, effective mid-July 1981.

1980 to August 31, 1981) by the four major components of the C-CAP project:

- crime analysis
- patrol management
- management of criminal investigations
- prosecution.

#### CRIME ANALYSIS

Prior to the C-CAP project, there was no organized Crime Analysis Unit or function within the Contra Costa County Sheriff's Department. Any analysis of cases was performed on an ad hoc basis by individual patrol deputies who recognized a distinct crime pattern. As a result of the C-CAP project, a Crime Analysis Unit (CAU) was established in January, 1980, within the Administrative section of the Department. The Unit operates weekdays from 8:00 am to 5:00 pm. The organizational structure of the Unit is as follows:



During most of this project period (January 1980-August 1981), the Project Manager has acted as both the administrator of the C-CAP project and the supervisor of the Crime Analysis Unit. The Project Director's participation was predominantly on a monitoring level; however, he has participated in issues relating to automating the crime analysis files and use of volunteers.

\*Part-time, non-grant funded

\*\*Position vacant, may be eliminated.

With the Project Manager position vacant, responsibility for the active management of the project now rests with the Project Director.

The turnover of CAU staff has been minimal; only one position, Intermediate Clerk, has had a staff change. However, the staffing level has steadily decreased. Through attrition and transfer, the Crime Analysis Unit currently has three vacant positions, all of which may be eliminated (i.e., Project Manager, Assistant Crime Analyst, Intermediate Typist Clerk). The reduction in staffing is partially due to the reallocation of funding within the project. While the first year grant was used predominantly to support staff salaries, only about half of the second year funding has been used for this purpose. Second year funding has been focused on automating crime analysis files. The department plans to continue the Crime Analysis Unit but at a reduced staff level supplemented by volunteers. At the present staffing level, the CAU is able to publish the Daily Information Bulletin and prepare for automating crime analysis files. Ongoing analysis of cases, however, is nearly impossible.

For the most part, training of the CAU staff has consisted of attending several crime analysis classes. The Project Manager attended most of the quarterly meetings and visited other C-CAP and ICAP sites. Many of these sites were visited in order to examine their automated crime analysis files.

The Contra Costa County C-CAP proposed to develop crime analysis capability within the Sheriff's Department by achieving the following four objectives:

- To develop files for crime analysis.
- To efficiently disseminate information pertaining to career criminals and major offenders.
- To automate crime analysis files.
- To utilize senior citizen volunteers.

Contra Costa has made substantial progress toward achieving their stated objectives. The first two objectives were accomplished during the first 20 months of the project. The automation of crime analysis files and the utilization of senior citizen volunteers are in the planning stages. A summary of the program's progress in developing crime analysis capabilities follows.

Objective 1: To develop files for crime analysis.

Of the nine files scheduled to be developed during the Contra Costa County C-CAP project, all are fully developed and operational. These nine files and the approximate number of entries are:

	Total No.*
• <u>Known Offender File</u> . Indexed on the Termatrex optical coincidence information retrieval system (manual system). Includes information on persons who have been arrested, and can be accessed from three subsets:  --physical description --demeanor/speech --type of crime	2,275
• <u>Method of Operation (M.O.) File</u> . Indexed on the Termatrex optical coincidence retrieval system. Includes information that can be accessed from the following subsets:  --type of crime --time/location --target --method of entry/point of entry --suspect actions --weapon --evidence obtained	1,130
• <u>Suspect Description File</u> . Indexed on the Termatrex optical coincidence information retrieval system. Cross-indexed with a card file containing information on associates and vehicles.	100
• <u>Vehicle Description File</u> . Indexed on the Termatrex optical coincidence retrieval system.	50
• <u>Career Criminal File</u> . Persons identified by the Career Criminal Prosecution Unit are entered on index cards.	54
• <u>Nickname File</u> . Created from information in booking sheets and crime reports, and from officer input. Maintained on index cards filed alphabetically.	1,500
• <u>Gang File</u> . Maintained on index cards listing gang members, their affiliation, physical description, and arranged alphabetically by member's name and gang name.	701
• <u>Field Interrogation File</u> . Consists of source documents filed directly.	
• <u>Stolen Property File</u> . Will eventually be recorded on index cards. Currently consists of case reports and is not easily accessible.	

\*Approximate numbers of entries in File, as of August 1981.

The first four files have been indexed on an Optical Coincidence Retrieval System. This is a manual system that provides a method of rapid retrieval in a cost effective manner. The known offender file consists of any person arrested for one of the Crime Analysis Unit's target crimes. The initial target crimes for crime analysis have been defined as burglary, robbery, and sex crimes. The jail booking sheet is the main source of data for this file. The other three files indexed on the Optical Coincidence Retrieval System utilize both the jail booking sheet and crime reports.

The career criminal, nickname, and gang files are maintained on index cards. The remaining files, field interrogation and stolen property, consist of source documents which are filed directly.

The source documents for most of these files are crime reports and the jail booking sheet. The crime report and F.I. forms both were revised in order to obtain more detailed information for crime analysis. To assist operational personnel in the proper completion of these revised forms, a report writing manual was developed.

All of the crime analysis files are designed to assist in the identification of career criminals and major offenders. Because of the focus of the C-CAP project, the development of information relative to career criminals is of particular importance. Contra Costa's career criminal file is based on cases recently accepted for prosecution by the Career Criminal Prosecution Unit. This file presently contains approximately 50 names. It does not assist in proactive efforts toward career criminals, unless the offender is not incarcerated.

Objective 2: To efficiently disseminate information pertaining to career criminals and major offenders.

The Contra Costa County C-CAP has initiated two means of disseminating information about career criminals and known offenders: a Daily Information Bulletin and crime analysis reports.

The Daily Information Bulletin includes countywide information on warrants, crimes, and officer safety. It has been published weekdays on a fairly regular basis since August 4, 1980. The stated goal of the Bulletin is to improve interagency communication. During the first 18 months of project operation, 179 Bulletins have been published and distributed to approximately 35 criminal

justice agencies both within and outside the county (i.e., law enforcement agencies, District Attorney, probation, parole, F.B.I.). During the 11 months that the Bulletin has been distributed, sources of information have included:

- Crime Analysis Unit (38%)
- Elsewhere in Contra Costa Sheriff's Department (26%)
- Other criminal justice agencies (District Attorney excluded) (24%)
- Career Criminal Prosecution Unit (12%)

Out-of-state law enforcement agencies (in Louisiana, Ohio, and Nevada) have also been data sources. Information from the Career Criminal Prosecution Unit, which includes new career criminal case filings, results of trials, and case sentencing dispositions, has provided an important source of feedback to operational personnel.

The Crime Analysis Unit has received informal feedback regarding the usefulness of information provided by the Daily Information Bulletin. For example, one of the detectives indicated that he had shared a copy of the Daily Information Bulletin with other participants at an interagency conference in Monterey. Participants identified a suspect in the Bulletin as a person who was at that moment on a boat in Monterey Bay. The suspect was arrested and weapons and drugs were confiscated.

In addition, the Crime Analysis Unit distributed a forms feedback survey. Although the response rate was low, the responses received indicated the Bulletin was useful and resulted in a few arrests. To facilitate use of the Bulletin, the Crime Analysis Unit has recently begun to include an alphabetical index of suspects.

The Contra Costa County C-CAP also distributes information about known offenders in crime analysis reports which are either initiated by the Crime Analysis Unit or requested by operational personnel. On an "as needed" basis, the CAU distributes analyses relative to their target crimes (i.e., burglary, robbery, and sex offenses). In addition, the CAU responded to 27 requests for information during the first 18 months of the project. The sources, types, and number of special requests are as follows:

SOURCE

PATROL (16%)

- Pattern Analysis
- Racial Harrassment
- Vehicle Vandalism
- Burglary Analysis

NUMBER OF REQUESTS

1  
1  
1  
1



<u>SOURCE</u>	<u>NUMBER OF REQUESTS</u>
<u>INVESTIGATIONS (32%)</u>	
• Trend Analysis	1
• Burglary Analysis	3
• Parole Analysis	2
• M.O. Analysis	2
<u>CRIME PREVENTION (16%)</u>	
• General Crime Analysis	3
• Commercial Crime Analysis	1
<u>ADMINISTRATION (36%)</u>	
• Robbery Analysis	1
• Calls for Service Analysis	4
• Malicious Mischief	1
• Gang Activity	1
• Thefts from Vehicle	1
• Special Bulletin	
• Area Crime Profiles	1
TOTAL:	25

Many (36%) of the special requests have been made by Administration. These products have been used by Administration to respond to community inquiries and to assist in departmental decision-making. Investigators appear to be more aware of crime analysis products than patrol. Several crime analysis products have been utilized to assist with special tactical planning, coordinating patrol and investigative personnel. Unfortunately, the CAU has had to deny several requests for crime analysis products due to their reduced staffing level.

Objective 3: To automate crime analysis files.

The Contra Costa County C-CAP intends to automate the majority of their crime analysis files to facilitate the efficient dissemination of information and to allow the Crime Analysis Unit to function with a reduced number of personnel. Preliminary feasibility studies have been completed and both the Project Director and Project Manager have visited other law enforcement agencies to assess several systems. The Morgan System and the Crime Analysis Support System (CASS) have been considered. The system will either function independently or interface with current computers. The original plan was to choose a system by mid-August. However, the original budget did not include the maintenance costs for the computer. The request for vendor proposals

was recalled, and the decision making process has been delayed.

Objective 4: To utilize senior citizen volunteers.

The Contra Costa County C-CAP plans to utilize senior citizen volunteers to supplement the staffing level of the Crime Analysis Unit. This approach is based on a program model developed by the American Association of Retired Persons (AARP). The Contra Costa County C-CAP volunteer program is presently in the planning stage.

The Project Director has visited the San Diego Police Department, which already has a volunteer program, to assess the potential of utilizing volunteers. Material on the subject of volunteerism has been gathered and a consultant has provided suggestions on the utilization of senior citizen volunteers. The Local Volunteer Bureau has been contracted to assist in screening potential volunteers. Job descriptions are being developed which will outline duties, such as coding information for computer input and assisting with the publication of the Daily Information Bulletin. Presently, there is no definite schedule for initiating this volunteer program.

PATROL MANAGEMENT

The Contra Costa County C-CAP has identified the following as an objective which relates to patrol management:

- To use crime analysis-developed information for planning tactical and operational details.

Although this is considered a third year objective by the Contra Costa County C-CAP, there have been two occasions when crime analysis information was used for planning tactical details. Specifically:

- An analysis of a possible bank robbery pattern was requested by Administration. A task force representing patrol, investigation, and administration was developed. Based on the pattern of location and time identified by the Crime Analysis Unit, stake-out and saturation patrols were used. The suspect was subsequently apprehended.
- In the process of reviewing cases relating to sex offenses, the Crime Analysis Unit identified a series of sex offenses near a local high school. A possible suspect was identified. A task force was formed with several other local agencies. Surveillance teams were assigned and patrol was advised. Information on the suspect has been included in several of the Daily Information Bulletins. The suspect is wanted in several of the Western states. The pattern of sex offenses has been suppressed, although the suspect has not been arrested.

The Project Director is reviewing alternatives for the development of a team which could be used for special tactical details. The Contra Costa County C-CAP has indicated that the extensive geographic boundaries and present manpower level prohibit the possibility of utilizing patrol personnel for a directed patrol program or for special tactical details. One alternative being considered is to utilize crime prevention personnel and investigators.

During the last few years, the Contra Costa County Sheriff's Department has decentralized police services by opening substations in Richmond, Danville, Alamo and Oakley. The patrol force works four 10-hour shifts ("4-10") each week, with overlapping between shifts. The Department is developing a new computer-based management information system (MIS) which now provides detailed information about the workload and response performance of the patrol personnel. Ongoing assistance in patrol management has been provided by the Commission on Peace Officer Standards and Training (P.O.S.T.). Although not a result of C-CAP, alternative shift arrangements are being studied and used on a trial basis.

The Contra Costa County Sheriff's Department is currently studying patrol issues related to minimum staffing, decentralization, "4-10" shifts, and officer safety. There does not appear to be an interest in using non-sworn personnel for certain calls-for-service, and thus reducing the workload of patrol. At this time responses to calls-for-service are prioritized and some calls are handled by telephone if personnel are available.

#### MANAGING CRIMINAL INVESTIGATIONS

The Contra Costa County C-CAP has identified the following objective which relates to both the management of patrol operations and the management of criminal investigations:

- To explore the expansion of patrol's role in preliminary investigations.

The redesign of the crime report to a forced-choice format incorporating solvability factors, has opened up the opportunity for an expanded role of patrol in preliminary investigations. An experimental program is being developed that will allow patrol, through the use of solvability factors and current investigation case screening factors, to suspend felony cases. The pilot program, which is scheduled to begin October, 1981 and continue for six months,

will bring the patrol officer into the decision-making process for felony cases. It will also allow the investigator to spend more time on cases that have a higher probability of being successfully closed.

At the present time, patrol officers may suspend misdemeanor cases only; all felony cases and certain serious misdemeanors are referred to investigations for follow-up. As part of the pilot program, patrol officers will be able to make the decision to suspend any one case and will inform the victim of the decision and the reasons to justify the action. The victim will be given a crime prevention brochure which includes the name and telephone number of the investigator responsible for the victim's area. The Contra Costa Training Section will design a training program to support the project.

The current case screening system, which has been used for the past five years, incorporates both work load and informal solvability factors. As cases are received by investigations, they are categorized into one of three areas:

- "A" cases--solid leads are present. These become priority cases.
- "B" cases--little or no evidence to conduct a follow-up. These become crime prevention cases.
- "F.I." cases--felony information cases. These are cases in which there is no information to pursue.

This same case screening criteria will be the basis for the pilot program expanding the role of patrol in preliminary investigation.

#### PROSECUTION

The Contra Costa County C-CAP identified two objectives relative to prosecution:

- To establish liaison with the District Attorney's Career Criminal Prosecution Unit (CCPU).
- To increase the apprehension of career criminals.

Informal liaison has been established between the Contra Costa County C-CAP and the CCPU by including a Career Criminal Prosecutor in C-CAP's advisory committee meetings. Three areas of mutual cooperation were outlined with the following results:

- On cases identified as career criminals by the investigator, the investigator will bring the case to the Career Criminal Prosecution Unit for review and acceptance. If accepted, an attorney will be assigned to the case at the pre-filing investigative stage.--This process has been initiated.

- The three offices of the District Attorney will be on the distribution list for the Daily Information Bulletin.--This has occurred.
- The Career Criminal Prosecution Unit will provide information for the Daily Information Bulletin. This will include information on new case filings and requests to local investigators to advise prosecution of any additional pending investigations. Also, information will be included on the results of arrest and sentence dispositions on career criminal cases.--During the first 18 months of the C-CAP project, the Career Criminal Prosecution Unit has provided almost 100 entries for the Daily Information Bulletin.

The second objective, to increase the apprehension of career criminals, is an impact objective, unlike the other process objectives. Ultimately, the C-CAP agency should increase the number of career criminals apprehended through the use of crime analysis products and special tactical details. It is too early in the project, however, to expect this objective to be achieved.

#### SUMMARY OF C-CAP ACCOMPLISHMENTS

In summary, during the first 20 months of the Contra Costa County C-CAP project, the following has been accomplished:

1. Revision of departmental forms (crime report and F.I. card) to facilitate the collection of detailed data for crime analysis purposes.
2. Development of manual files for crime analysis purposes.
3. Training operational personnel regarding use of revised report forms, supplemented by a revised report writing manual.
4. Publication of a Daily Information Bulletin which has improved inter-agency communication (e.g., feedback information from Career Criminal Prosecution Unit).
5. Dissemination of crime analysis products in response to special requests.
6. Experimental use of crime analysis information for planning tactical details.

The Contra Costa County C-CAP has made substantial progress in developing crime analysis capabilities during the first 20 months of project operation, specifically the development of crime analysis files and crime analysis products. However, there does not appear to be a concerted effort by the department, especially at the management level, to actively encourage the use of CAU capabilities. In addition, several factors, such as the reduced staff level of

the CAU and the efforts needed to automate CAU files, have combined to create a temporary reduction in the crime analysis production capabilities of this project.

Presently, the primary evidence of project accomplishment is the ongoing publication of the Daily Information Bulletin, which continues to support an enhanced level of interagency communication. Feedback from the Career Criminal Prosecution Unit about the status of career criminal cases has been an additional positive aspect of the Bulletin.

The Contra Costa County C-CAP is currently focusing on two areas: the automation of crime analysis files and the development of a pilot program to test the expansion of patrol's role in preliminary investigations. There are plans to make greater use of crime analysis products for tactical details during the third project year.

APPENDIX B  
FAIRFIELD

FAIRFIELD C-CAP

The Fairfield Department of Public Safety is characterized by a progressive approach to management and has been actively involved in grant-funded programs. This department encourages risk taking by its managers and dissemination of information to personnel through training.

In the fall of 1979, the Fairfield Department of Public Safety applied for and was awarded a Career Criminal Apprehension Program (C-CAP) grant in the amount of \$81,402\* for the period of January 1, 1980 to December 31, 1980. Additional funding for the same amount has continued the Fairfield C-CAP into its second funded year (January-December 1981). The majority of the funding has supported the staffing of the C-CAP project.

The Fairfield C-CAP has experienced significant staff turnover during the first 20 months of operations, without affecting the staffing level. These staffing changes have occurred in the positions of Project Manager, Crime Analyst, and Community Service Officers. Currently (August 31, 1981), the program staffing includes the following:

- Project Director (sworn, part-time, department-funded)
- Project Manager (sworn, part-time, department-funded)
- Crime Analyst (sworn, 100%, grant-funded)
- Clerk Typist (nonsworn, 100%, grant-funded)
- 2 Community Service Officers (nonsworn, 100%, grant-funded)
- Data Entry Operators (nonsworn, 100%, grant-funded)
- Volunteers, nonsworn, part-time, department funded

The primary objectives of the Fairfield C-CAP have been to emphasize the improvement of crime analysis capabilities and to impact the management of patrol operations (MPO). The management of criminal investigations (MCI) and coordination with prosecution have been emphasized to a lesser degree in project objectives. Specifically, the Fairfield C-CAP proposed:

- To establish a Crime Analysis Unit. (Year 1)
- To utilize volunteers to supplement the staff of the Crime Analysis Unit. (Year 2-3)
- To provide the beat officer and investigator with support information needed to identify career criminals, repeat offenders, wanted persons, and to disseminate data to suppress criminal acts and trends. (Year 1-2)

\*10% of which was local matching funds.

- To free up patrol officers and concentrate on more serious crimes by using Community Service Officers to handle minor criminal and non-crime complaints over the telephone when possible. (Year 1-2)
- To prepare patrol officers to become "police generalists." (Year 2)
- To study what, when and where crimes are occurring as they relate to personnel deployment and staffing needs in order to update workload. (Year 2)
- To design a system of managing patrol operation which enhances field deployment and staffing needs in order to update workload. (Year 2)
- To conduct studies to determine ways to make the investigative functions more efficient and effective. (Year 3)
- To join with the already established Career Criminal Program conducted by the Solano County District Attorney's Office. (Year 1-2)

The above outlined objectives were proposed for completion during three project years. The first project year focused on documenting current data collection processes, the revision of reporting forms, development of crime analysis files, and the preparation of crime analysis products. In addition, emphasis was placed on developing a telephone reporting unit. The second project year is focusing upon the management of patrol operations and automation of crime analysis files. During the third project year, the Fairfield C-CAP plans to document and evaluate their current process of managing criminal investigations.

The implementation of the Fairfield C-CAP has largely progressed in accordance with the proposed work schedule, except in the area of automating crime analysis files. Extensive expansion of the department's physical plant has impeded the installation of their computer system. Table 1 presents an overview of program accomplishments during the first 18 project months. When there have been delays, the delay was used to the advantage of the project. For example, there was a delay in receiving the keysort cards which occurred early in the project. This time was utilized to carefully document current data collection processes.

To assist in monitoring the progress of the project, the Fairfield C-CAP used the department's existing Management Committee. This committee, which met on a weekly basis before the C-CAP project was initiated, was used as an Advisory Board. It is composed of the Chief of Police, two Captains (patrol and investigation) and five Lieutenants.

Table 1  
FAIRFIELD DEPARTMENT OF PUBLIC SAFETY  
C-CAP IMPLEMENTATION RELATED ACTIVITIES

PROGRAM PERIOD	ACTIVITY
January-March 1980	<ul style="list-style-type: none"> <li>● Began C-CAP project</li> <li>● Hired Crime Analysis Unit (CAU) staff</li> <li>● Established Crime Analysis Unit</li> <li>● Designated C-CAP Advisory Committee</li> <li>● Received technical assistance re: C-CAP data collection system</li> <li>● Attended crime analysis training</li> <li>● Attended C-CAP Cluster Meeting</li> <li>● Visited ICAP sites (six) during 1980</li> </ul>
April-June 1980	<ul style="list-style-type: none"> <li>● Documented department operations/ICAP Model Records System</li> <li>● Established report form task force</li> <li>● Designed new crime report form</li> <li>● Hired 2 full-time community service officers for Telephone Reporting Unit (T.R.U.)</li> <li>● Established Telephone Reporting Unit (T.R.U.)</li> <li>● Trained Telephone Reporting Unit</li> <li>● Attended Tactical Action training</li> <li>● Attended C-CAP Manager training</li> <li>● Attended C-CAP Cluster Meeting</li> <li>● Provided technical assistance re: C-CAP and data collection to Suisun Police Department</li> </ul>
July-September 1980	<ul style="list-style-type: none"> <li>● Developed crime analysis files</li> <li>● Received keysort forms</li> <li>● Developed feedback form for crime analysis products</li> <li>● Developed log to record special requests for crime analysis</li> <li>● Responded to special requests for crime analysis</li> <li>● Promoted community service officer/and position filled in T.R.U.</li> <li>● Developed Training Manual and Investigative Notebook on new crime reports</li> <li>● Provided training to department personnel re: new crime report system and re: crime analysis</li> <li>● Attended management of patrol operations training</li> <li>● Attended computer systems training</li> <li>● Attended Cluster Meeting</li> </ul>

PROGRAM PERIOD	ACTIVITY
October-December 1980	<ul style="list-style-type: none"> <li>• Developed photo file</li> <li>• Implemented crime analysis files</li> <li>• Pretested new crime report forms</li> <li>• Implemented arrest/detention report and M.O./suspect description form</li> <li>• Provided training to Telephone Reporting Unit (T.R.U.) re: telephone reports</li> <li>• Implemented Telephone Reporting Unit</li> <li>• Community service officer in T.R.U. resigned</li> <li>• Completed beat structure study</li> <li>• Revised beat structure</li> <li>• Developed format for Tactical Action Plan</li> <li>• Established coordination with District Attorney</li> <li>• Provided training re: use of revised forms to operational personnel middle management</li> <li>• Provided training re: report writing to operational personnel</li> <li>• Attended Managing Patrol Operations training</li> <li>• Attended management training class</li> <li>• Attended training re: utilizing volunteers</li> <li>• Attended Cluster Meeting</li> <li>• Visited C-CAP site (Redondo Beach)</li> </ul>
January-March 1981	<ul style="list-style-type: none"> <li>• Prepared job descriptions for volunteers</li> <li>• Utilized volunteers (cadets) in Crime Analysis Unit</li> <li>• Hired four part-time data entry operators</li> <li>• Initiated entry of historical data into computerized Master Name Index</li> <li>• Hired 2 part-time community service officers (CSO) to replace 1 full-time CSO in Telephone Reporting Unit</li> <li>• Designed case tracking form for follow-up investigation by patrol</li> <li>• Initiated directed patrol concepts</li> <li>• Received technical assistance in managing patrol operations</li> <li>• Attended computer systems training</li> <li>• Attended Cluster Meeting</li> <li>• Visited ICAP site (Oxnard and San Diego)</li> </ul>
April-June 1981	<ul style="list-style-type: none"> <li>• Developed stolen property file</li> <li>• Changed Project Manager</li> <li>• Promoted Crime Analyst/filled position</li> <li>• Lost 3 part-time data entry operators who resigned</li> <li>• Hired one part-time data entry operator</li> <li>• Established goals to improve managing patrol operations and investigation</li> <li>• Established Problem Targeting Committee</li> <li>• Completed preliminary study for screening calls for service</li> <li>• Provided Uniform Crime Reporting training to Field Training Officers</li> <li>• Provided Tactical Action Planning training to Field Supervisors</li> <li>• Attended Cluster Meeting</li> </ul>

In the following discussion, project accomplishment of their objectives during the first 20 months (January 14, 1980 to August 31, 1981) are presented according to the four major components of the C-CAP program:

- crime analysis
- patrol management
- management of criminal investigations
- prosecution

#### CRIME ANALYSIS

The Fairfield C-CAP proposed to improve its crime analysis capability within the Fairfield Department of Public Safety through attainment of the following three objectives:

- To establish a Crime Analysis Unit
- To utilize volunteers to supplement the staff of the Crime Analysis Unit
- To provide the beat officer and investigator with support information needed to identify career criminals, repeat offenders, wanted persons, and to disseminate data to suppress criminal acts and trends.

The Fairfield C-CAP has successfully accomplished these three objectives during the first 20 months of their project. Current activities include automating of crime analysis files, plans to move to a location which would permit use of more volunteers, and evaluating and modifying crime analysis products.

A summary of the program's progress in developing crime analysis capabilities follows.

#### Objective 1: To establish a Crime Analysis Unit.

Prior to the C-CAP project, crime analysis was a shared management responsibility. The Division Commanders reviewed a monthly summary statistical report, and, at times, field interrogation reports were reviewed. Also, through a funded process, a Crime Index Reduction Unit was established in the Investigations Unit in May, 1976. The Crime Index Reduction Unit concentrated their efforts on the reduction of the following index crimes (homicide, rape, robbery, burglary, larceny-theft, motor vehicle theft, and arson) by identifying and apprehending offenders and recovering stolen property. The Crime Index Unit developed intelligence files

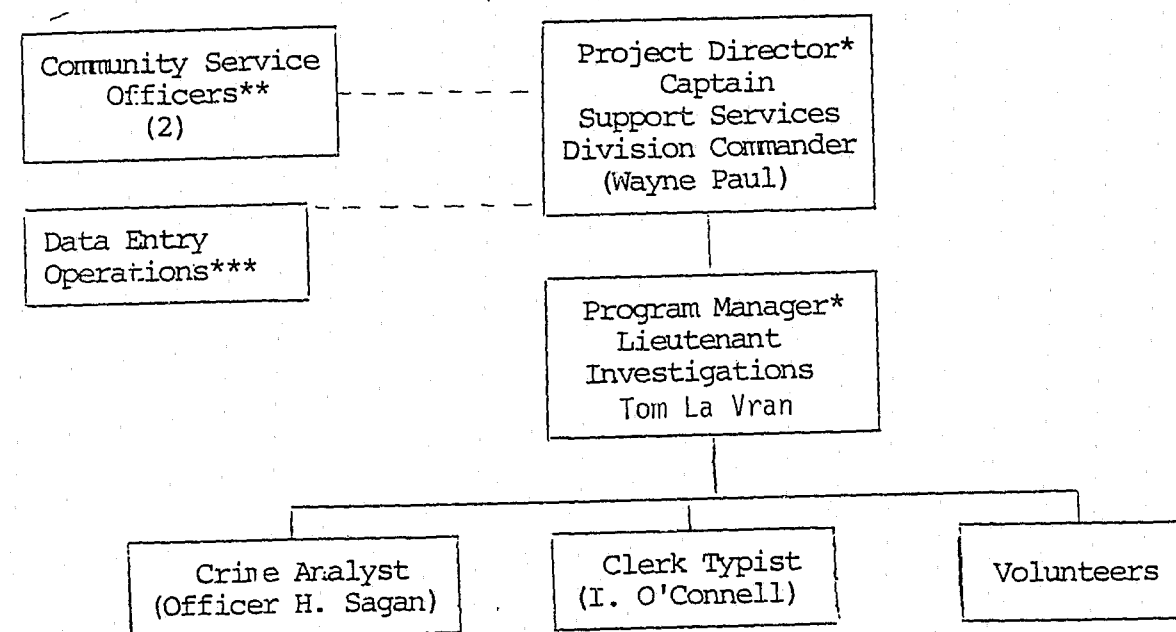
**CONTINUED**

**2 OF 4**



which were used as investigative tools rather than as a management or patrol-oriented resource.

As a result of C-CAP, a Crime Analysis Unit was established within the Administrative Services Division. Due to staff changes, the Crime Analysis Unit is presently located in the Support Services Division which includes investigation, youth services, and communications. Administratively, the Crime Analysis Unit functions as follows:



\*Part-time, non-grant funded

\*\*1980: two full-time positions, grant funded

1981: one position, grant funded/one position, donated

\*\*\*1981: part-time positions, grant funded

The Crime Analysis Unit's hours of operation are 8:00 am to 5:00 pm weekdays. All positions in the Crime Analysis Unit were filled during the first few project months.

During the initial project period, both the Project Director and Project Manager were preoccupied with a major reorganization of the department. With the retirement of the City's fire chief and a reduction in revenue, the City Council appointed the Chief of Police as the department head of both the fire and police departments. These two departments were combined into the Fairfield Department of Public Safety. The majority of the department's organizational changes and training occurred during the first six project months. Thereafter, the involvement of the Project Director and Project Manager in the management of the project dramatically increased.

During this project period (January 1980 to August 1981), there have been two changes in personnel within the Crime Analysis Unit. In April, 1981 the Project Manager, who also acts as the supervisor of the Crime Analysis Unit, was changed from the Lieutenant who was in charge of Personnel Administration and Training to the Lieutenant in charge of Investigations. Both the department's reorganization and the increased project emphasis on field services deemed this an appropriate change. In May, 1981 the Crime Analyst was promoted, and the position was immediately filled.

Training of the Crime Analysis Unit staff has consisted of attending crime analysis training classes, management training, and C-CAP cluster meetings. The Fairfield C-CAP encourages involvement of field services staff in crime analysis training. The Fairfield C-CAP has utilized visits, mainly to ICAP sites, as a resource for modeling and information exchange in the development of their program.

Prior to the development of crime analysis files, which was delayed by late delivery of keysort cards, the Crime Analysis Unit was able to complete a detailed examination and documentation of the department's current records system. The current records system was compared to the ICAP "Model Records System." The study showed the system to be in compliance with a major portion of the suggested model system. The study, entitled "Documentation of Current Department Operational Procedures," was intended and appears to be utilized as a working management-level document.

Learning from this study that adjustments were necessary in the area of crime reporting, suspect/arrestee information and M.O. factors, a Crime Report Task Force was established to revise the crime report. The Crime Report Task Force consisted of representatives from the Records Division and from the Data Processing Division, a Lieutenant from Investigations, a Sergeant from Patrol,

a Sergeant from the Youth Division, and a representative from the District Attorney's Office. The crime report was redesigned to add suspect/M.O. descriptions in a forced choice format, and the arrest/detention report was revised. A report user task force composed of patrol supervisory personnel was established, and trained in the use of the new report forms, to facilitate transfer of the knowledge to line personnel. A report writing manual has been developed to assist patrol officers in completing the new crime report. An "Investigative Notebook" assists operational personnel to be consistent in their descriptions.

The Crime Analysis Unit has targeted the following crimes for crime analysis file development:

- Burglary (459 P.C.)
- Petty theft (484 P.C.)
- Grand theft (487 P.C.)
- Robbery (211 P.C.)
- Rape and sex crimes (261, 288, and 314 P.C.)
- Stolen vehicle (10851 C.V.C.)

Focusing on these targeted crimes, the Crime Analysis Unit planned to develop files which could be accessed through seven major elements: physical characteristics, suspect vehicle, modus operandi (M.O.), suspect, known offender, career criminal, and parole. During the first 20 project months, the Fairfield C-CAP developed and implemented the following crime analysis files:

- Modus Operandi (M.O.)  
Four distinct files have been developed which describe M.O.:
  - auto burglary, petty theft, grand theft (M.O.)
  - residential and commercial burglary and grand theft (M.O.)
  - robbery and sex crimes (M.O.)
  - suspect/associates (M.O.)
- Suspect/Vehicle  
Five distinct files have been developed which describe physical characteristics of suspects and suspect vehicles:
  - auto burglary, petty theft, and grand theft (suspect/vehicle)
  - residential and commercial burglary and grand theft (suspect/vehicle)
  - rape and sex crimes (suspect/vehicle)
  - suspicious persons (suspect/vehicle)
  - suspect association (suspect/vehicle)

These nine files utilize keysort cards which have two basic formats: M.O. and suspect vehicle. As is typical of information available in crime cases, more data has been compiled for the M.O. files than for suspect/vehicle files. Additional emphasis is planned for obtaining suspect-related information.

Other files include:

- Known Offender/Career Criminal File--This file consists of 5 x 8 cards filed alphabetically by last name of persons arrested, primarily for burglary, grand theft, robbery, and sex crimes. The index card format is in the process of revision to an 8½ x 11" card which will allow for more detailed information. Self-adhesive dots are used to identify career criminals.
- Photo File--The photo file will be used for the known offender file, bulletins, mug book, and enhancing warrant information.
- Parole File--This file contains listings of released parolees, juveniles included. There is no easy access to this file.
- Stolen Property File--Beginning July 1, 1981, the CAU has maintained a list of non-serialized property.

The crime reports utilized to compile the data for the majority of the above outlined files are maintained in the Crime Analysis Unit according to crime and month.

In addition to collating data into files, the Fairfield C-CAP is mapping target crimes as follows:

- Robbery and sex crimes--color coded mapping of crime data since October, 1980.
- Residential/commercial burglary, grand theft, and auto burglary/grand theft/petty theft--Three separate maps with crimes noted for the current and two preceding months.
- Stolen vehicle--Map by type of vehicle and where recovered. Started August, 1981 and plan to recap information to January, 1981.

The Crime Analysis Unit plans to automate a majority of their files. Prior to C-CAP, the Department of Public Safety and the Department of Data Processing contracted with an outside firm to research the City's public safety information requirements and develop a Public Safety Information Plan. This plan, which was completed April, 1980, gave high priority to the development of an on-line master name index. The proposed index will replace the manual name strip index and will include all individuals known to the department as victims,

complainants, suspects, and applicants. Once entered, Master Name Index names will allow access by search criterion such as sex, race, date of birth, address, and record type (e.g., victim, suspect).

Several planning sessions were held involving management personnel from the Fairfield Data Processing and Department of Public Safety to implement automation of the master name index. The first of three terminals was installed in late 1980. Part-time data entry operators, funded by C-CAP, were hired in February, 1981, and began entry of the past two years of name strip index data into the Master Name Index. Although there have been many resignations due to the nature of the positions (part-time and temporary), the historical data is expected to be entered by the end of September, 1981. The other two terminals were installed in January, 1981.

The City of Fairfield is changing from an IBM System 34 computer to a WANG Computer system. Many of the city's departments made this transition in February, 1981. The Department of Public Safety is unable to make this transition until the extensive expansion of the department's building, initiated in December, 1980, is completed and the computer system cable is installed. Meanwhile, WANG equipment (i.e., 9 terminals and 3 printers) have been stored. During the interim, there are plans to visit North Las Vegas Police Department which has a WANG computer system similar to Fairfield with a software crime analysis system, stolen property records, computer-aided dispatch, and management reports.

Objective 2: To utilize volunteers to supplement the staff of the Crime Analysis Unit.

The Fairfield C-CAP, in considering the use of volunteers to supplement the staff of the Crime Analysis Unit, attended a conference on volunteerism in October, 1980.

In February, 1981, two cadets (volunteers) worked two and one-half hours per day, five days per week, assisting the staff of the Crime Analysis Unit. Job descriptions for utilizing senior citizen volunteers have

been developed. In May, 1981, the Project Director visited a senior citizens center to outline the Senior Citizen Volunteer Program. As a result, four applications were received but only one applicant appeared for an interview. The selection process is similar to hiring paid personnel, including a background check. One senior volunteer was hired.

Further recruitment will occur when the Crime Analysis Unit moves to its new location, which will allow adequate room for volunteers to work. The current physical facilities may be overcrowded with any supplement in staff.

Objective 3: Provide the beat officer and investigator with support data needed to identify career criminals, repeat offenders, wanted persons, and to disseminate data to suppress criminal acts and trends.

Prior to C-CAP, the Fairfield Department of Public Safety published a Patrol Bulletin which recapped the previous day's patrol activities. Although informative, this bulletin did not provide analysis of crime trends. The Fairfield C-CAP has developed bulletins and memorandums which are issued to patrol and investigations, such as:

- Information Bulletin--issued to convey crime or offender information that may assist operational personnel
- Information Bulletin--weekly recap of burglaries (July, 1981, began incorporating stolen property information).
- Crime Specific Bulletins--issued when crime trends or patterns are evident.
- Crime Series Matrix--issued to provide support data for Crime Specific Bulletins.

Crime memorandums and information bulletins may be issued to summarize crime activity, investigative leads, or additional information as identified by the Crime Analysis Unit. In March, 1981, the Crime Analysis Unit began to provide data to the Community Crime Resistance Program. Additionally, all warrants are sent to the Crime Analysis Unit for enhancement of information prior to distribution to patrol.

Two additional products have been developed recently by the Crime Analysis Unit:

- Mug book--to be used by victims to identify suspects.
- Intelligence Bulletin--This bulletin is distributed in a binder format on a closely monitored "need to know" basis. Developed in May, 1981, crime suspects and patterns are linked and intelligence information is gathered for limited distribution.

The development of these products was facilitated by the photo file.

Prior to the development of Crime Analysis Unit self-initiated reports, the Crime Analysis Unit began responding to special requests. Since that time (July, 1980 to June, 1981), the Crime Analysis Unit has responded to 24 special requests. The number, sources, and types of special requests were:

<u>SOURCE AND TYPE OF REQUESTS</u>	<u>NUMBER OF REQUESTS</u>
<u>PATROL (33%)</u>	
• Activity Summary	1
• Burglary Correlation/Similar offense patterns	4
• Crime series analysis	3
• Theft activity	1
• M.O. suspect information	30
• Area analysis	1
• Informal requests (mainly property file)	42
<u>INVESTIGATIONS (55%)</u>	
• Obscene phone call correlation	1
• M.O. comparison	2
• Similar offense search	43
• Burglary analyses	2
• Recovered property search	30
• Suspect file/property search	60

#### SOURCE AND TYPE OF REQUESTS

#### NUMBER OF REQUESTS

##### ADMINISTRATION (3%)

• Manpower allocation	1
• Organization chart	1
• Telephone Reporting Unit study	1
• Flow chart of incoming calls	1
• Tactical Action Plan Study	1
• Burglary Analysis	1
• Part I offense projections	2

##### CRIME PREVENTION UNIT (2%)

• Geographic trend analysis	1
• Target areas	3

##### OTHER (7%)

• Similar M.O./offense	16
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TOTAL: 248

Of the above noted requests, approximately half involved file searches in which no formal written products were produced. Many of the requests relate to identifying stolen property. Both patrol and investigative personnel have been active in soliciting information from the Crime Analysis Unit.

To facilitate understanding and utilization of crime analysis, the Fairfield C-CAP has stressed crime analysis training on at least an introductory level for all operational personnel (management and line).

The Fairfield C-CAP initiated feedback forms when the crime analysis requests began. However, the level of response has been relatively low. At this time, the Crime Analysis Unit is not able to assess the impact of their products. There have been arrests in which crime analysis products have played a major part. Confirmation of CAU activities consists mainly of receiving informal feedback on information provided in the Tactical Action Plans. The Tactical Action Plans only indicate whether crime analysis information was requested, not whether it was used.

#### PATROL MANAGEMENT

The Fairfield C-CAP proposed to improve patrol performance through achievement of the following four objectives:

- o To free-up patrol officers and concentrate on more serious crimes by using Community Service Officers to handle minor criminal and non-crime complaints over the telephone when possible.

- To prepare patrol officers to become "police generalists."
- To study what, when, and where crimes are occurring as they relate to personnel deployment and staffing needs in order to update workload.
- To design a system of managing patrol operations which enhances field deployment techniques, directed patrol activities, and resource management.

A total of 35 sworn officers and 4 civilians are assigned to patrol operations. There are three primary patrol shifts (or watches) and two supplementary watches which are currently deployed during hours of peak activity (3:00 pm to 1:00 am and 5:00 pm to 3:00 am). The Fairfield C-CAP has had a most significant impact on the management of patrol operations. Emphasis is being placed on utilizing Community Service Officers (nonsworn personnel) to take reports over the telephone rather than dispatching a sworn officer. The beat structure has been revised, Tactical Action Plans initiated, and goals established relative to management of patrol operations. Many of these changes are being implemented by the Patrol Commander and patrol personnel who have received training in the management of patrol operations as a result of the Fairfield C-CAP.

A summary of the project's progress toward achievement of patrol-oriented objectives follows.

Objective 4: To free-up patrol officers and concentrate on more serious crimes by using Community Service Officers to handle minor criminal and non-crime complaints over the telephone when possible.

Prior to C-CAP, the Fairfield Department of Public Safety utilized civilian aids, called Public Safety Officers, to handle certain calls for service in the field previously handled by sworn officers. Public Service Officers have handled minor theft reports, delivered subpoenas, and assisted at the crime scene.

As part of the Fairfield C-CAP grant, a Telephone Reporting Unit (T.R.U.) was established. Two Community Service Officers (C.S.O.'s) were hired in April and May, 1980, to take non-emergency calls by telephone or take reports over the public counter. C.S.O.'s were provided training in report writing, telephone etiquette, radio dispatching, and researching files. They were assigned

to work in the Telephone Reporting Unit Monday through Friday, 8:00 a.m.-10:00 p.m.

Within a few months of hiring, one Community Service Officer was promoted and the other resigned. One of the positions has been replaced with a full-time person. The other position has been replaced with two part-time Community Service Officers to lessen the impact of staff turnover. There are several factors that seem to promote the level of staff turnover in the Telephone Reporting Unit, including the pay level and the temporary employment status of a grant-funded position.

Telephone Reporting Unit (T.R.U.) statistics for March, April, and May, 1981 indicate that most of the reports involved thefts, malicious mischief, or missing persons. The average number of reports per day has been 3.19.

The Fairfield C-CAP Project Director emphasizes the importance of developing alternative means of handling calls for service such as the establishment of the Telephone Reporting Unit. The low number of reports handled by the T.R.U. and an interest in evaluating dispatch alternatives prompted an assessment of current dispatch processes. In May, 1981, a survey of incoming calls was conducted to determine the following:

- Need to screen incoming calls prior to dispatch
- Telephone Reporting Unit being used to capacity
- Public Safety Officers being used effectively

A Police Sergeant was assigned to monitor and log calls for service for a five-day period. The survey revealed that the dispatchers were dispatching sworn officers on approximately 30% of the total calls for service. Therefore, the dispatcher must take time to screen the remaining calls. Alternatives such as the use of trained T.R.U. personnel or police officers assigned to light duty appeared to be a more cost-effective means of screening calls. The survey also revealed that there is some confusion regarding the primary responsibility of the T.R.U. personnel; that is, T.R.U. people have been assigned responsibilities other than taking telephone reports.

The Fairfield C-CAP recognizes that both the Public Service Officers (field operations) and Community Service Officers (T.R.U.) can be used more effectively. The addition of the Telephone Reporting Unit is a continuation of a long-term effort by the Fairfield Department of Public Safety to reduce calls for service handled by sworn officers.

Objective 5: To prepare patrol officers to become "police generalists."

Prior to C-CAP, the role of patrol officers was limited to initial contact with crime victims, collection of evidence, and preparation of the crime report. Although patrol officers could do follow-up investigations, most felony cases were referred to Investigations. The Fairfield C-CAP proposed to prepare patrol officers to become "police generalists." The intent of this concept, "police generalist," is that patrol officers provide a more detailed and complete preliminary investigation and take a more active role in continuing investigations.

Training has been provided to patrol personnel in the use of the revised crime report, use and importance of crime analysis information, and the management of patrol operations. There are plans to provide a minimum of eight hours of training to field officers on the subjects of advanced criminal investigation, crime scene search, fingerprint recovery, witness/victim interview, and crime reporting. Training will include the use of an "Investigative Notebook" to provide more detailed and precise crime reports. As part of the Fairfield C-CAP grant, fingerprinting/identification kits will be purchased.

Watch Commanders currently decide whether patrol will continue an investigation. The amount of time available and inability to monitor follow-up seem to be the critical factors in the decisions. In February, 1981, a procedure to track follow-up investigation reports assigned to patrol was initiated. The procedure utilized a three-part memorandum for monitoring the assignment of cases. This memorandum contains a short statement of the follow-up that is to be done. With an increased ability to monitor the assignment of cases, it is hoped that more investigations will be completed by patrol.

Objective 6: To study what, when, and where crimes are occurring as they relate to personnel deployment and staffing needs in order to update work load.

In 1977, the geographic area and pattern of calls for service was studied in order to establish beat boundaries.

One of the interests of the Fairfield C-CAP was to free patrol personnel to utilize crime analysis information. The current beat structure, which allowed for alternate beat plans (4 beat plan, 5 beat plan, etc.) was examined. As a result of the beat structure study, a four-beat system was designed during

the fourth project quarter (October-December, 1980). Using this beat structure, one or two officers are usually available for special assignments.

Over the past five years, the Fairfield Department of Public Safety has developed automated systems to support police operations. Among the applications of the system is a batch (off-line) mode in the Police Manpower Allocation System which provides detailed breakdown of calls for service. Monthly reports are received. This system provided some of the background for the previously discussed beat structure study. There are plans to develop an "on-line" Dispatch Information System in the near future. This will provide more readily available access to information which may assist in management decisions relative to personnel deployment. These plans are part of the Information System's master plan initiated before C-CAP.

Objective 7: To design a system of managing patrol operations which enhances field deployment techniques, directed patrol activities, and resource management.

As outlined in their second year grant, the Fairfield C-CAP plans to design a patrol management system which will enhance patrol activities. Several administrators and field supervisors will visit other California law enforcement agencies which have established formalized patrol managers' systems.

During Fairfield C-CAP's first project year (1980), the Project Manager and Captain in charge of Field Operations attended training in the management of patrol operations. Field supervisors attended training in patrol management and tactical action planning.

Initially, patrol watch commanders experimented with alternative strategies and tactics. A Police Training Bulletin containing patrol planning definitions (i.e., directed patrol, fluid patrol) was distributed to personnel. Beginning August, 1980, formalized Tactical Action Plans (TAPS) were being developed. Tactical Action Plans document a specific problem and outline a plan of operation. The TAPS are generally short-term (five days). All supervisors and patrol personnel received training in new deployment strategies.

Since August, 1980, approximately seven to nine Tactical Action Plans have been developed each month. Problems have been identified relating to juvenile activities--loitering, burglary/thefts, and malicious mischief.



The Tactical Action Plans do not appear to be based on information provided by the Crime Analysis Unit. Unfortunately, the current feedback system and the Tactical Action Plan do not adequately document the use of crime analysis products. To provide planning direction and to adequately use crime analysis information in April, 1981, a Problem Targeting Committee consisting of patrol personnel, investigations, and crime analysis, was established. This committee identifies problem areas which could be used for developing Tactical Action Plans.

Under the direction of the Field Operations Commander, field services goals were developed. Emphasis was placed on utilizing crime analysis information and utilizing the Telephone Reporting Unit. Police supervisors conducted a series of conferences during April, May, and June, 1981, to establish field services goals.

#### MANAGING CRIMINAL INVESTIGATIONS

The Fairfield C-CAP has identified the following objective relative to the management of criminal investigations:

- To conduct studies to determine more effective means for case review and controls.

The present structure of the Investigation Unit combines a traditional patrol investigations role with team policing. Watch Commanders decide whether patrol will continue an investigation or refer the case to the Investigations Division. The introduction of the three-part case tracking form to monitor follow-up investigations\* may encourage patrol's role in continuing investigations.

The present case management procedure within the Investigations Unit is not tightly structured. Virtually all cases received by Investigations are assigned to detectives. Individual investigators set their own priorities for follow-up. Case control relies on a monthly printout, the Case Index, which gives the status of each case received. Investigator caseload information is not maintained.

Investigations is staffed by eight investigators assigned to the following areas: Crime Index Unit (4), Assaults/Sex Cases (1), Auto theft/

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\*Discussed in Objective 5.

Fraud/Arson (1), and Checks (2). There are no plans to conduct studies of the current Investigations case management system during the third project year.

#### PROSECUTION

The Fairfield C-CAP has identified the following objective relative to prosecution:

- Join with the already established Career Criminal Program conducted by the Solano County District Attorney's Office.

Since the District Attorney began its Career Criminal Prosecution Unit in 1979, the Fairfield Department of Public Safety has maintained a liaison with the District Attorney on mutual career criminal case investigations.

During the third C-CAP project quarter (July-September 1980), the Crime Analyst met with representatives of the Solano County District Attorney's office. These meetings produced an agreement for the coordination of efforts between the Fairfield Department of Public Safety and the District Attorney. During the fourth C-CAP project quarter (October-December 1980), meetings were held with the Career Criminal Prosecution Unit to design a model for preparation of career criminal cases from initial investigation through court presentation. Basically, the process requires that the Fairfield Department of Public Safety review the criminal history of persons who may qualify as career criminals. Following an arrest, the Crime Analysis Unit coordinates with the investigating officers and the District Attorney.

The Crime Analysis Unit also has recently developed a log book to record the status of career criminal cases referred to the Solano County District Attorney's Office.

#### SUMMARY OF C-CAP ACCOMPLISHMENTS

The Fairfield C-CAP has made considerable progress during its first 20 months of operation. Specifically, the Fairfield C-CAP has resulted in the following:

1. Detailed documentation of current records system.
2. Revision of the crime report and arrest report to facilitate the collection of detailed data for crime analysis purposes.
3. Development of manual files for crime analysis.
4. Development of a crime analysis system with the capability of producing crime analysis products (e.g., Information Bulletin, Crime Series



Matrix and Intelligence Bulletin) and responding to crime analysis requests.

5. Utilization of volunteer support to supplement crime analysis staff.
6. Training of departmental personnel regarding:
  - the use of revised forms, supplemented by a revised Report Writing Manual and Investigative Notebook
  - C-CAP concepts and use of crime analysis.
7. Establishment of a Telephone Report Unit, using Community Service Officers to free up sworn officers.
8. Development of a Case Tracking System to follow up investigation reports assigned to patrol officers.
9. Redesign of beat structure to facilitate the use of Tactical Action Plans.
10. Introduction of formal Tactical Action Plans.
11. Establishment of a Problem Targeting Committee to identify crime problems and make recommendations for patrol personnel allocation.

The Fairfield C-CAP has accomplished its major objectives within the projected time period. Specifically, with the advent of crime analysis capabilities, the management of patrol operations has been restructured to facilitate directed patrol activities. In addition, the Fairfield C-CAP has continued the department's long-term efforts to reduce the calls for service handled by patrol officers' through the establishment of a Telephone Reporting Unit. The continued success of this program will depend on its ability to document the utilization of crime analysis products and to formalize the major changes occurring in field operations. The Fairfield C-CAP enjoys the active support and involvement of both administrative and middle level management staff. In fact, many of the changes in patrol operations were facilitated by training provided through the C-CAP project but implemented by Field Services management.

#### APPENDIX C

#### MARIN

## MARIN COUNTY C-CAP

The Marin County Sheriff's Department initiated a Career Criminal Apprehension Program (C-CAP) in January, 1981, with the award of a \$107,641\* one-year grant from the Office of Criminal Justice Planning. This grant was extended to April, 1981, to facilitate the purchase of data processing equipment. Additional one-year funding (\$107,641) has enabled the project to continue operations for another year (May 1981 through April 1982).

As specified in Marin's first proposal, "proper placement of C-CAP resources within the organization is an essential factor for determining whether or not C-CAP is successful in Marin." At that time, Patrol and Investigations were not under the direction of one commander.\*\* To facilitate communication between C-CAP and operational personnel, both Patrol and Investigations, the Marin County C-CAP was established in Administration, under the direction of the Undersheriff. The Undersheriff has been quite active and successful in integrating other law enforcement agencies into the Marin County C-CAP system. By August 1981, seven out of ten local police departments and the park service had joined the Marin County C-CAP, utilizing their revised crime report and arrest report forms and sharing their reports with the Marin County Crime Analysis Unit (CAU).

Staffing of the Marin County C-CAP has undergone some changes during the past 20 months (January 1, 1980 to August 31, 1981). Currently (August, 1981), project staffing consists of the following:

- Project Director, sworn, part-time, department funded
- Crime Analyst, nonsworn, 100%, grant funded
- Operations Analyst, nonsworn, 100%, grant funded
- Research Assistant, nonsworn, 50%, grant funded
- 13 Volunteers/1 Student, nonsworn, part-time, donated

The staff changes include the elimination of the Project Manager position in October, 1980, and the addition of volunteers to help staff the Crime Analysis Unit.

At the beginning of the Marin County C-CAP, a sworn officer (sergeant) was assigned as Project Manager. The Project Manager acted as supervisor of

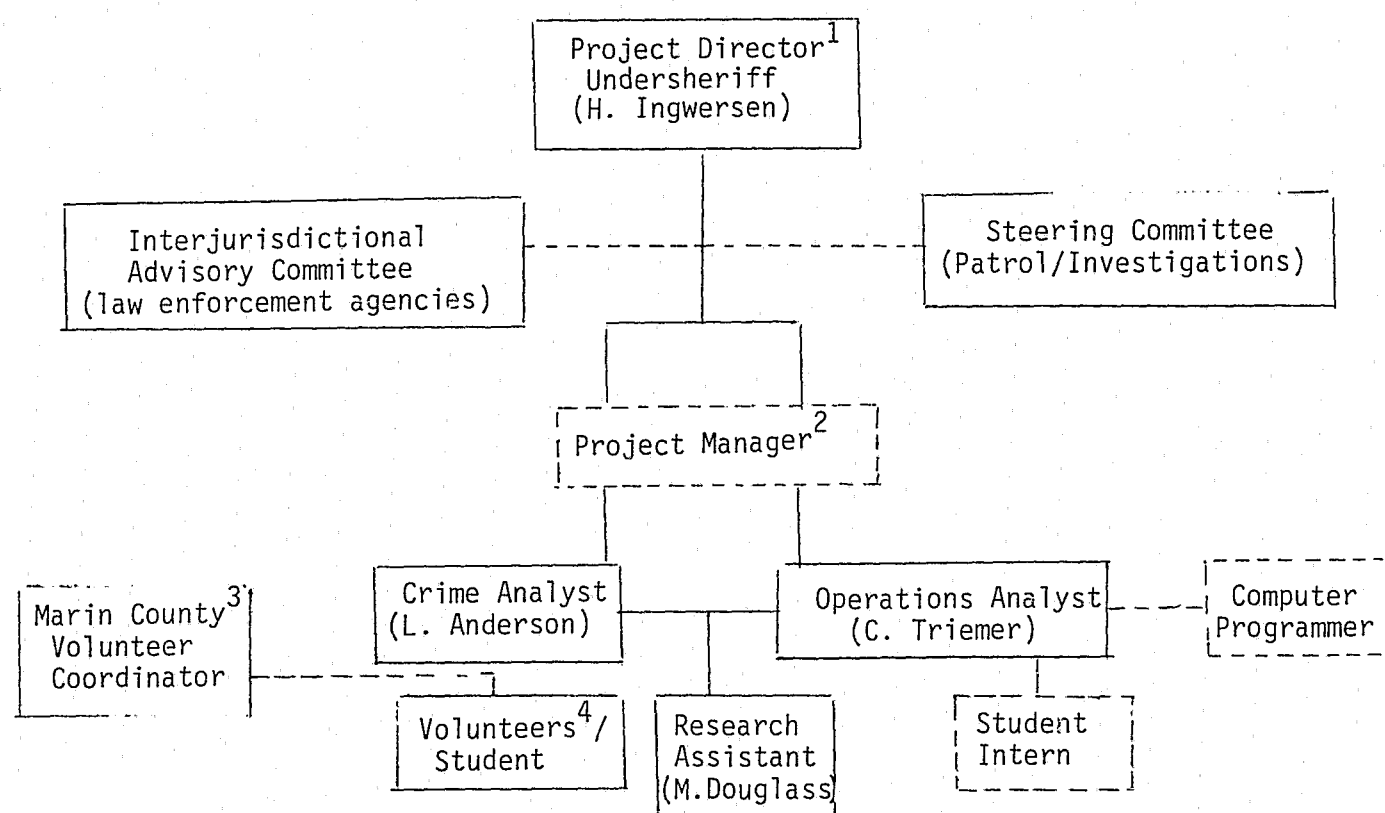
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\*10% of which was local matching funds

\*\*During the third quarter of 1980 (July through September) these divisions were integrated into a "Bureau of Field Operations" under the direction of one captain.

the C-CAP project and facilitated communication with operational personnel. In August, 1980, the department was reorganized, and the Project Manager was promoted and replaced by a lieutenant. The replacement was required to devote time to both the C-CAP project and the Documents Division. In October, 1980, the position of C-CAP manager was eliminated. The Project Manager's responsibilities for supervising C-CAP and maintaining contact with the other C-CAP components (Patrol, Investigations, Prosecution) have been assumed by the Crime Analyst and the Project Director as time and priorities permit.

Administratively, the Marin County C-CAP functions as follows:



<sup>1</sup>Sworn, part-time, department funded

<sup>2</sup>Sworn, part-time, department funded (sergeant--1/80 to 8/80; lieutenant--8/80 to 10/30); position eliminated 10/80

<sup>3</sup>As part of County position, assists programs in recruitment/screening of volunteers

<sup>4</sup>13 volunteers/1 student (August, 1981)

The formal responsibilities of the C-CAP staff consist of the following:

- Crime Analyst (hired February, 1980)--responsible for directing the activities of the Crime Analysis Unit, development and maintenance of computerized/manual crime analysis files, supervision of volunteer staff, and liaison with user groups.
- Operations Analyst (hired May, 1980)--responsible for developing and maintaining a management information system, preparing reports and recommendations concerning management of patrol operations and management of criminal investigations, handling financial management of project, and assisting the Crime Analyst.
- Research Assistant (hired May, 1980)--assists the Crime Analyst or Operations Analyst in performing their assigned duties. Acts as clerical support.
- Volunteers (volunteer program began January, 1981)--data entry, mapping searches, check F.I.'s, assist Crime Analyst and Operations Analyst.

Assisting in the development of the C-CAP project is an Interjurisdictional Advisory Committee which involves local law enforcement agencies to encourage their participation in the C-CAP project. A Steering Committee also was established to assist in the revision of forms.

The primary objective of the Marin County C-Cap is to develop crime analysis capabilities and establish a countywide usage of these capabilities. The Marin County C-CAP has been very successful in progressing toward the accomplishment of this objective. They have completed a thorough review of their records system, and developed manual crime analysis files which support a system of crime analysis activities. These capabilities are being shared by seven other law enforcement agencies. The active interest and activities of the Commander of Field Operations (Patrol/Investigations) has initiated the improvement of criminal investigations management well ahead of the Marin County C-CAP proposed schedule. Changes in the management of patrol are also being developed by the Commander of Field Operations. It was anticipated that changes in patrol resource allocation and beat structure will be supported by a patrol workload study currently under review. Coordination with prosecution is being facilitated by the changes in managing criminal investigations. The implementation of the C-CAP project has progressed in accordance with the proposed work schedule, except in the areas of patrol management studies, computer procurement and development of an Intelligence Bulletin/mug book. Some delay in file development was caused by late receipt of keysort cards. Table 1

Table 1  
MARIN COUNTY SHERIFF'S DEPARTMENT  
C-CAP IMPLEMENTATION RELATED ACTIVITIES

PROGRAM PERIOD	ACTIVITIES
January 1980-March 1980	<ul style="list-style-type: none"> <li>• Began C-CAP Project</li> <li>• Hired Crime Analyst</li> <li>• Established Steering Committee</li> <li>• Completed assessment of records system</li> <li>• Developed/revised report forms</li> <li>• Received technical assistance re: C-CAP and records system</li> <li>• Attended C-CAP Cluster Meeting</li> <li>• Visited ICAP sites (San Diego, Oxnard, Simi Valley)</li> </ul>
April 1980-June 1980	<ul style="list-style-type: none"> <li>• Hired Operations Analyst and Research Assistant</li> <li>• Trained records personnel re: new procedures</li> <li>• Received crime analysis training</li> <li>• Responded to special request for crime analysis information</li> <li>• Field tested/introduced revised report forms</li> <li>• Developed report writing manual</li> <li>• Trained officers re: revised report forms</li> <li>• Provided officers with orientation to crime analysis</li> <li>• Incorporated Twin Cities Police Department into C-CAP System</li> <li>• Attended C-CAP Cluster Meeting</li> <li>• Visited ICAP site (San Jose)</li> </ul>
July 1980-September 1980	<ul style="list-style-type: none"> <li>• Recruited student intern for data entry work-load study</li> <li>• Promoted/replaced Project Manager</li> <li>• Developed feedback form for crime analysis products</li> <li>• Distributed C-CAP initiated crime analysis reports</li> <li>• Completed activity study on records personnel</li> <li>• Revised dispatch card/developed officer activity card</li> <li>• Completed study on feasibility of nonsworn report officers</li> <li>• Initiated patrol workload study</li> <li>• Received technical assistance re: computer needs</li> <li>• Attended crime analysis hardware/software seminar</li> <li>• Attended managing patrol operations (MPO) training</li> <li>• Incorporated Ross Police Departments into C-CAP system</li> <li>• Attended C-CAP Cluster Meeting</li> <li>• Visited ICAP sites (San Mateo; Lexington, KY)</li> </ul>

PROGRAM PERIOD	ACTIVITIES
July 1980-September 1980	<ul style="list-style-type: none"> <li>• Lost student intern (internship completed)</li> <li>• Eliminated position of Project Manager</li> <li>• Developed crime analysis files (suspect, suspect vehicle, physical characteristics, stolen property, modus operandi)</li> <li>• Experimented with directed patrol</li> <li>• Initiated monthly calls for service report</li> <li>• Completed draft of patrol procedures</li> <li>• Issued request for proposal for data processing equipment</li> <li>• Attended conference re: use of senior volunteers</li> <li>• Initiated contact with Career Criminal Prosecution Unit</li> <li>• Incorporated Sausalito Police Department into C-CAP system</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
January 1981-March 1981	<ul style="list-style-type: none"> <li>• Developed crime analysis files (F.I., known offender, career criminal)</li> <li>• Developed "mug book" format</li> <li>• Developed Senior Volunteer Program</li> <li>• Developed/field tested Field Interview Card</li> <li>• Developed F.I. feedback to officer forms</li> <li>• Awarded contract for data processing equipment</li> <li>• Revised shift schedule based on calls-for-service information</li> <li>• Created Special Enforcement Unit</li> <li>• Assigned M.C.I. case screening officer</li> <li>• Received technical assistance re: computerization</li> <li>• Received technical assistance re: Senior Volunteer Program</li> <li>• Attended training re: computerization</li> <li>• Incorporated San Anselmo Police Department and Park Service into C-CAP system</li> <li>• Provided technical assistance to five law enforcement agencies</li> <li>• Attended C-CAP Cluster Meeting</li> <li>• Visited ICAP sites (San Mateo, South San Francisco)</li> </ul>
April 1981-June 1981	<ul style="list-style-type: none"> <li>• Recruited student intern to C-CAP staff</li> <li>• Initiated development of automated format for crime analysis files</li> <li>• Relocated/updated felony photo file</li> <li>• Ordered data processing equipment</li> <li>• Developed Property Hot Sheet</li> <li>• Developed investigative case management and tracking forms</li> <li>• Completed draft of patrol workload study</li> </ul>

PROGRAM PERIOD	ACTIVITIES
April 1981-June 1981 continued	<ul style="list-style-type: none"> <li>• Prepared memos documenting existing calls-for-service policy</li> <li>• Finalized patrol procedures manual</li> <li>• Established liaison with District Attorney</li> <li>• Incorporated Tiburon, Belvedere, and Mill Valley Police Departments into C-CAP system</li> <li>• Provided technical assistance to five law enforcement agencies</li> <li>• Attended training re: computerization</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>

presents an overview of program activities from January 1, 1980 to June 30, 1981. Specifically, Marin County C-CAP's overall objectives are:

1. To establish an information collection system that will support both crime analysis and management planning. (Year 1)
2. To establish a crime analysis system. (Year 1)
3. To establish an automated data system that will allow greater utilization of data collected by management information and crime analysis systems. (Year 2)
4. To involve volunteers in supplementing staff of the Crime Analysis Unit. (Year 2)
5. To develop an Intelligence Bulletin and "mug book" for known offender information dissemination. (Year 2-3)
6. To provide information to the Crime Prevention Unit. (Year 2)
7. To establish a countywide usage of C-CAP developed systems to facilitate the apprehension of career criminals and their successful prosecution. (Year 203)
8. To develop a Management Information System which will support the functions of resource allocation, patrol deployment, and beat restructuring. (Year 2-3)
9. To create a more effective deployment of patrol personnel. (Year 2-3)
10. To increase the responsibility of patrol officers in handling criminal cases. (Year 2-3)
11. To develop a management of investigations system. (Year 2)
12. To integrate Marin County's C-CAP with the Marin County District Attorney's Career Criminal Program. (Year 2-3)

In the following discussion, project accomplishment of their objectives is presented according to the four C-CAP components:

- crime analysis
- patrol management
- managing criminal investigations
- prosecution

#### CRIME ANALYSIS

Prior to C-CAP, the Marin County Sheriff's Department capacity to perform crime analysis was generally restricted to investigative or patrol personnel

who recognized prominent offense patterns which might be tracked. The Marin County C-CAP proposed to develop crime analysis capability by achieving the following seven objectives:

- To establish an information collection system that will support both crime analysis and management planning.
- To establish a crime analysis system.
- To establish an automated data system that will allow greater utilization of data collected by management information and crime analysis systems.
- To involve volunteers in supplementing staff of the Crime Analysis Unit.
- To develop an Intelligence Bulletin and "mug book" for the known offender information dissemination.
- To provide information to the Crime Prevention Unit.
- To establish a countywide usage of C-CAP developed systems to facilitate the apprehension of career criminals and their successful prosecution.

The project has successfully accomplished the review of data collection methods and the development of a crime analysis system supplemented by volunteer help. The establishment of a countywide usage of C-CAP has been progressing rapidly and may be accomplished by the end of this year (1981). Current activities include automating crime analysis files and developing a format for products for crime prevention and directed patrol.

A summary of the project's success in developing crime analysis capabilities follows:

Objective 1: To establish an information collection system that will support both crime analysis and management planning.

An assessment of the Marin County Sheriff's Department criminal records system was completed by the C-CAP Crime Analyst during March, 1980. A report documenting the records assessment was completed in April 1980. It detailed the current information flow, data collection documents, problems, and a proposed system which would include quality control. The recommendations for change were accepted, and Records personnel were trained in new procedures during June. The new system was initiated in July, 1980.

The assessment of the records system examined data collection instruments relative to crime analysis (e.g., crime report, arrest report, misdemeanor/incident report, and field interview card) and made recommendations for their revision. Changes in the forms were completed through a committee process involving personnel from patrol, investigation, and C-CAP. In March, 1980, the crime report, arrest report, and misdemeanor/incident report were revised. A revised system in which the officer does not complete a report on each call was also developed. Field testing of the forms and training of operational personnel were completed in June, 1980. Each officer was provided four hours of training on the new system. In addition, representatives from Stockton ICAP presented a four-hour class on orientation to crime analysis. A revised report writing manual was developed to assist operational personnel in utilizing the new forms. A revised Field Interview (F.I.) card, modeled after the San Mateo Police Department's format, was introduced in March, 1981.

Objective 2: To establish a crime analysis system.

Prior to C-CAP, the Marin County Sheriff's Office did not have a formalized crime analysis system. The Marin County C-CAP planned to develop a crime analysis system by:

- hiring an experienced Crime Analyst
- developing crime analysis files
- developing crime analysis products on a self-initiated basis and in response to special requests.

A summary of Marin County C-CAP's progress follows.

Crime Analyst

The recruitment and hiring of an experienced Crime Analyst was stated as a key element in the development of a crime analysis system. In February, 1980, a Crime Analyst was hired who had previous experience as an analyst with the San Diego Police Department (an ICAP) site. The Crime Analyst was responsible for the development of the crime analysis system. To assist in this responsibility, the Analyst has developed a formidable staff of volunteers.\* The hours of operation for the Crime Analysis Unit are 8:30 am to 6:00 pm, weekdays.

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\*See Objective 4 for detail.

In the process of developing a crime analysis system, C-CAP staff have visited several ICAP project sites, including San Diego, Oxnard, and Simi Valley.

#### Crime Analysis Files

Manual crime analysis files have been developed and most were operational by March, 1981. Target crimes for file development include:

- robbery
- residential/commercial burglary
- sex crimes/assaults
- grant theft
- auto burglary

The type of files developed or improved and number of entries follows:

	<u>TOTAL NUMBER OF ENTRIES</u>
<ul style="list-style-type: none"> <li>• <u>Modus Operandi (M.O.)/Stolen Property File.</u> This is a keysort file which includes data from September 1, 1980 on burglaries (residential, commercial, and auto). It can be accessed from the following subsets:  --type of crime  --area/time/location  --method of entry/point of entry  --weapon  --suspect actions  --property taken</li> </ul>	3,400
<ul style="list-style-type: none"> <li>• <u>Suspect/Known Offender File (Career Criminal).</u> This is a keysort file which includes data from September 1, 1980. It can be accessed from the following subsets:  --type of crime  --physical description  --demeanor/speech  --clothing  --vehicle description  --suspect action</li> </ul> <p>Prior record of the offender and known associates are written on the keysort card. By manually comparing the prior record to career criminal criteria, career criminals can be identified. By August, 1981, there were 69 career criminals in this file. The proposed automated system will specify if the person is a career criminal.</p>	828

#### TOTAL NUMBER OF ENTRIES

<ul style="list-style-type: none"> <li>• <u>Crime File.</u> Crimes against property are tracked through M.O./Stolen Property file. Crimes against persons are tracked manually on M.O. worksheets and filed in case number order.</li> </ul>	+100
<ul style="list-style-type: none"> <li>• <u>Field Interview (F.I.) File.</u> This file contains source documents filed by description and by month since April, 1981.</li> </ul>	819
<ul style="list-style-type: none"> <li>• <u>Photo "Mug" File.</u> During the sixth quarter (April-June, 1981), the felony photo file was transferred from Investigations to the Crime Analysis Unit. The file was revised and updated. Photos are on index cards attached to a rolladex with a number assigned to each. A list of numbers and names not attached to the rolladex allows the photo file to be used as a "mug" book for review by victims.</li> </ul>	
<ul style="list-style-type: none"> <li>• <u>Sex Offender File/Soundex Photo File.</u> This file was developed in June, 1981, from files relocated from Investigations. It consists of envelopes (rap sheets inside) filed by crime type and then alphabetized. On the envelopes are photos of the offender. This file is used by the student intern who uses the "booking jacket" to complete a known offender code sheet for later input into the computer. The photos from this file have been combined with felony photo files to develop photo line-ups.</li> </ul>	150

The Crime Analysis Unit maintains a map of residential and auto burglary. The CAU also maintains graphs as follows:

- residential burglary (overall graph for 1980-1981)
- residential burglary (four graphs, one for each patrol area)
- auto burglary (four graphs, one for each patrol area)

In April, 1981, work began on the conversion from manual to automated file structures. These automated files will include crime analysis and operations related information. Planned computer files include Master Name Index, Incident (M.O., suspect, suspect vehicle), Property, Known Offender (career criminal), and F.I.\*

Data input for manual files is on a daily, weekday, basis and primarily consists of information provided by crime reports, arrest reports, and F.I. forms. When automated, data input will be done seven days a week.

As part of C-CAP, a feedback system on persons F.I.'d was developed in April, 1981. The system provides the officer with information on

\*See Objective 3 for detail.



record, prior F.I.'s, and other pertinent data. This system, which is supported by volunteer assistance, is intended to increase the use of F.I.'s and promote C-CAP capabilities. Since April, 1981, the F.I.'s have been processed as follows:

<u>MONTH</u>	<u>NUMBER OF F.I.'s</u>	<u>FEEDBACK FORMS SENT TO DEPUTIES</u>
April	229	52
May	202	54
June	113	36
July	275	71
TOTAL:	819	213

The above information indicates that deputies received feedback in 25% of the Field Interviews processed. The officers do not receive a feedback form if there is no pertinent information to relay. This system has been well-received by the field officers and could not be possible without the volunteers who supplement the C-CAP staffing level.

Crime Analysis Initiated Products

The Marin County Crime Analyst has developed Area Crime Evaluation (ACE) Reports and crime specific memos distributed on an "as needed" basis, and Burglary Recaps, which are distributed quarterly. In June, 1981, a Property "Hot Sheet" was developed and is now distributed on a weekly basis. Since October, 1980, the Marin County Operations Analyst has prepared Calls for Service Reports on a monthly basis. With the introduction of a directed patrol format, a report termed Sergeants Tactical Action Targets is planned for distribution every two weeks. The first such report was prepared in August, 1981. In addition, the Crime Analyst prepares other crime analysis products such as suspect/case matching, property case matching and statistics on an "as needed" basis.

A description of these reports and the total number distributed by June 30, 1981, follows:

	<u>TOTAL NUMBER</u>
• <u>Area Crime Evaluation (A.C.E.) Reports.</u>	32
A.C.E. reports have been distributed since the second project quarter (April-June 1980). This is the basic report that is issued as problems are identified.	

	<u>TOTAL NUMBER</u>
• <u>Crime Specific Memo.</u> This format is utilized when there is not enough information for an A.C.E. Report.	3
• <u>Burglary Recap.</u> Residential Burglary Recaps, distributed quarterly, provide an overview of crime trends and general information on residential burglaries.	4
• <u>Property "Hot Sheet."</u> Since June, 1981, a Property "Hot Sheet" has been distributed on a weekly basis. This Property "Hot Sheet" contains descriptions of items stolen in the past week.	12

The distribution of the A.C.E. reports and Crime Specific Memos includes Patrol, Investigations, and Administration of the Marin County Sheriff's Office and all other law enforcement agencies participating in C-CAP. The Residential Burglary Recap is distributed to Administration and sergeants. The following report prepared by the Operations Analyst is distributed monthly to the Patrol Captain and the Scheduling Lieutenant.

• <u>Calls for Service Report.</u> The Calls for Service Report breaks down by the four areas the level of calls-for-service each hour.	9
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Most of the reports initiated by the Marin County C-CAP are utilized by management level staff and by investigators. Patrol officers utilize and seem most familiar with the Property Hot Sheet. Self-initiated reports have resulted in special tactics being developed. For example, a Crime Specific Memo was developed in June, 1981, describing a series of nine burglaries occurring within a two-day period. Two jurisdictions were involved: Marin County Sheriff and San Anselmo Police Department. A joint briefing was held which resulted in a special unit from the Sheriff's Department driving undercover in the area while San Anselmo Police officers conducted door-to-door interviews. During the first day, one of the offenders answered the door and confessed his involvement. Four juveniles were arrested, clearing 21 cases.

Special Requests

The Marin County C-CAP responds to special requests for crime analysis information. During the period April, 1980 through June, 1981, the Marin County C-CAP responded to 140 requests for information. The number, sources, and types of special requests were as follows:

SOURCE OF REQUESTSNUMBER OF REQUESTSPATROL (17%)

Calls for Service  
A.C.E. Report/Crime Memo  
Property Match

1  
21  
2

INVESTIGATION (45%)

A.C.E. Report/Crime Memo  
Suspect  
Property  
Case Matching  
Photo Line-up  
Statistics  
F.I.

4  
8  
21  
5  
17  
4  
3

CRIME PREVENTION (9%)

12

ADMINISTRATION (7%)

Statistics

8

OUTSIDE AGENCIES (22%)

A.C.E. Reports, Property Information, etc.

34

TOTAL: 140

Over one-half of the special requests are initiated by Investigators. Many of their requests are relative to stolen property information and photo line-ups. The level of requests from Investigation seems appropriate, since most of the self-initiated C-CAP products respond to patrol resource allocation needs.

During the third project quarter (July-September, 1980), feed-back forms for crime analysis products were developed. All feedback forms are completed, since the Crime Analyst follows up with telephone calls if the form is not returned. Between January and June, 1981, there have been 25 adult and 23 juvenile felony arrests as a result of crime analysis information utilized throughout the county. Of those arrested, 15 have been identified as career criminals.

Objective 3: To establish an automated data system that will allow greater utilization of data collected by management information and crime analysis systems.

The Marin County C-CAP plans to automate files to provide both operations and crime analysis information. Crime analysis information will be available not only for the Marin County Sheriff's Department but possibly for as many as ten other law enforcement agencies within the County.

Since September, 1980, the Marin County C-CAP has been receiving technical assistance from Search Group, Inc., regarding computer hardware and software, visiting other C-CAP and ICAP sites (i.e., San Mateo and South San Francisco), and attending computer-related seminars.

In November, 1980, after a six-week delay due to external factors, a Request for Proposal was issued outlining the need for a central processing unit, video display terminals, systems terminal, and a printer. In February, 1981, IBM was selected to provide hardware. Equipment was ordered in April and received in July, 1981.

This system, nicknamed "S.O.P.H.I.E." (Sheriff's Office Particularly Helpful Information Emporium), will automatically generate crime analysis and operational reports, such as:

- Bureau of Criminal Statistics (BCS) reports
- Arrest register
- Property "Hot Sheet"
- Quarterly Burglary Recap
- Monthly crime statistics by area
- Tactical Action Targets

The conversion from manual to automated status began August, 1981.

Objective 4: To involve volunteers in supplementing staff of the Crime Analysis Unit.

In October, 1980, C-CAP staff attended a conference on the use of Senior Volunteers in Crime Analysis Units. The Marin County C-CAP was one of the sites selected by the American Association of Retired Persons (AARP) as a test site to develop a Senior Volunteer Program. In January, 1981, a Senior Volunteer Program was developed which utilized a County Volunteer Coordinator to assist in the recruitment and screening of volunteers. After initial screening and

background checks, volunteers are given an orientation handbook, job assignment, and training.

Senior volunteers are trained to do data entry, file searches, and F.I.'s. They are divided into the following teams:

- Property/Pawn File Team
- Known Offender File/Mug Book Team
- Crime Tracking Team
- Statistics Information Team
- Special Assignments

Volunteers are asked to work 9 to 10 hours per week. By June 30, 1981, 13 volunteers were involved in this program and were donating 140 hours of work per week. The level of work required to maintain a manual crime analysis and special programs (i.e., F.I. feedback to officers) could not be accomplished without these volunteers.

Objective 4: To develop an Intelligence Bulletin and "mug book" for known offender dissemination.

The Marin County C-CAP planned to have a position of Intelligence Coordinator to develop a wanted persons file. The wanted persons file was to be the basis of a daily intelligence bulletin to operational personnel. This position was not grant funded; and, to date, the department's personnel level, which has been 22% understaffed in Patrol, has not permitted the development of this position. In addition to lack of personnel, the poor quality of photo reproduction by the department's xerox has inhibited this process. At the present time, plans for the Intelligence Bulletin have been suspended.

However, the development of a "mug book" is progressing due to volunteer support of this project. Based on a review of examples of "mug books" from Colorado Springs ICAP and Stockton ICAP, a format has been developed by the Crime Analyst. Since June, 1981, senior volunteers have been updating the felony photo file in anticipation of the development of a "mug book" for the patrol substations.

Objective 6: To provide information to the Crime Prevention Unit.

In August, 1981, an officer was assigned to handle crime prevention responsibilities. This officer serves as liaison to arrange programs such

as Neighborhood Watch. The Marin County C-CAP provides crime analysis information to support the activities of the Crime Prevention Officer. At this time, this program is in its formative planning stage.

Objective 7: To establish a countywide usage of C-CAP developed systems to facilitate the apprehension of career criminals and their successful prosecution.

Prior to C-CAP, there had been some coordination of efforts among local law enforcement agencies (i.e., Major Crimes Task Force and Narcotics Task Force). From the early planning stages, the Marin County C-CAP has encouraged all ten law enforcement jurisdictions and the Park Service to use C-CAP developed systems. An Inter-Jurisdictional Advisory Committee consisting of the Chief or a representative (Captain or Lieutenant) from each police department in the county met on an as-needed basis to provide input into the direction of the Marin County C-CAP relative to their needs.

Local law enforcement agencies were invited to send their reports on burglaries, grand thefts and crimes against persons to the Marin County C-CAP for analysis. To facilitate this process, the agencies were asked to utilize the crime, arrest, and supplemental report formats designed by the Marin County C-CAP. Forms and report writing manuals were provided by the Marin County C-CAP.

The Marin County C-CAP has developed a sample package which includes samples of reporting forms, description of the crime analysis processing system, and examples of crime analysis and operations analysis products. This sample package is provided to law enforcement agencies deciding to join the Marin County C-CAP during a two-hour orientation meeting. The Marin County C-CAP provides introductory training in completing the new forms and invites these agencies to participate in any other C-CAP related training (i.e., managing patrol operations).

To date, the following seven local law enforcement agencies and the Park Service joined the Marin County C-CAP:

- Twin Cities (Corte Madera/Larkspur) (June, 1980)
- Ross (August, 1980)
- Sausalito (December, 1980)
- Park Service (February, 1980)  
--Golden Gate National Recreation Area (April, 1981)

- San Anselmo (March, 1981)
- Tiburon (April, 1981)
- Belvedere (May, 1981)
- Mill Valley (June, 1981)

Novato Police Department and San Rafael Police Department plan to join by November, 1981. The Fairfax Police Department as yet has not scheduled a date to join.

#### PATROL MANAGEMENT

The Marin County C-CAP proposed to improve patrol performance through achievement of the following three objectives:

- To develop a Management Information system which would support the functions of resource allocation, patrol deployment, and beat restructuring.
- To create a more effective deployment of patrol personnel.
- To increase the responsibility of patrol officers in handling criminal cases.

Prior to C-CAP, the Marin County Sheriff's Department equally staffed three watches, under the direction of three Area Commanders (Lieutenants). With the advent of C-CAP, particularly crime analysis capabilities and calls for service information, the department has been better able to allocate patrol resources and target problem areas. There are plans to restructure patrol by changing Area Commanders to Watch Commanders and developing flexible beat staffing. This was initiated on a 60-day test basis beginning August 15, 1981. Although these changes are directed by the Commander of Field Operations, the incentive and crime analysis capabilities have been provided by the Marin County C-CAP.

A summary of the program's progress in accomplishing program related objectives follows:

Objective 8: To develop a Management Information System which would support the functions of resource allocation, patrol deployment, and beat restructuring.

The Marin C-CAP Operations Analyst, with assistance from the Research Assistant, has primary responsibility for developing a Management Information System. During July, 1980, the Operations Analyst met with communications

personnel and assessed data requirements needed to support a Management Information System for Patrol. Changes in the dispatch card and development of an officer activity card were done in conjunction with communications personnel.

In August, 1980, the Operations Analyst designed a 13-week workload study to take place between September 8 and December 7, 1980. Principally, there was a need to know how patrol officers are spending their time in the 40 reporting (geographic) areas in Marin County. The source of information was the officer activity card. The Bank of America donated computer time and a programmer to collect data. A student intern was recruited to assist in data entry. The Operations Analyst devised approximately 20 codes for officer choices.

The patrol workload study was designed to focus on three principal areas: administrative activity, officer-initiated activity, and calls for service. The results of the study were to be used as the basis for the following management decisions:

- patrol scheduling
- beat structure
- policy for prioritizing/stacking calls for service

There have been considerable delays in the preparation of this report. In part, this was the result of delays in obtaining software from the Bank of America and an underestimate of the time needed to enter and analyze data. Senior volunteers were assigned to assist with data entry.

In May, 1981, a draft of the workload study was submitted. A finalized version of the workload study was recently submitted for review (July 8, 1981). Initial review of the workload study indicates that it will not support restructuring the beats or affect calls-for-service policy. It may support minor revisions in patrol scheduling. Management reports that will be provided by the recently-acquired computer may assist in providing information to make these decisions in the future. To assist in the revision of calls-for-service policy, the Operations Analyst also recently began documenting existing policies.

Objective 9: To create a more effective deployment of patrol personnel.

During this project period (January, 1980-August, 1981), the Marin County Operations Analyst prepared a study on the feasibility of using non-sworn personnel to relieve sworn officers from responding to minor calls-for-

service. In addition, since October 1980, the Operations Analyst has prepared monthly calls-for-service analyses which can be used for allocating patrol resources. A summary of these activities follows.

During the third project quarter (July-September, 1980), the Operations Analyst, per request, prepared an analysis of the feasibility of using non-sworn personnel to free sworn personnel from certain duties. The analysis indicated that 47% of the calls for service currently assigned to sworn personnel could be assigned to a nonsworn report officer. Proposed salary figures would allow three nonsworn report officers to be hired for a cost slightly less than the cost of two deputies. To date, no action has been taken on the results of this study.

The monthly calls for service analysis is calculated on the basis of the four substations that comprise the patrol component of the Marin County Sheriff's Office. The analysis, which is in the form of bar charts, averages the numbers of calls-for-service received on a daily basis. Prior to C-CAP, patrol was divided into three equally staffed shifts or watches. These monthly analyses have been used to schedule the number of officers per watch, days off, and two overlap shifts (1000-1800; 1900-0300).

The Marin County C-CAP had planned to review present patrol procedures with the intent to more effectively allocate patrol personnel. The Captain in charge of the Bureau of Field Operations (Patrol/Investigations), who attended C-CAP related training and visited other agencies, decided to implement patrol management changes ahead of the Marin C-CAP proposed schedule. Directed patrol has been utilized on a limited basis with the advent of crime analysis information.

In April, 1981, a Selective Enforcement Unit (SEU), which consisted of an Investigative Sergeant and two officers, was created to assist Patrol in responding to crime problems. This was created to serve as a temporary alternative to directed patrol, which required more time for patrol management changes (i.e., Area Commander to Watch Commander). The activities planned by the SEU utilized crime analysis information or the officer's knowledge in identifying problems. This Unit was recently disbanded. There are plans to introduce flexible beat staffing for directed patrol purposes. One of the SEU officers was assigned to Investigations, and there are plans to rotate officers through this position on a 90-day training basis.

Alternative patrol management models have been reviewed by the Bureau of Field Operations Commander and a Patrol Lieutenant. A draft of proposed patrol procedures was developed during the fourth quarter of the project (October-December, 1980). Patrol sergeants were asked to review the procedure in March, 1981. The patrol procedures, finalized in June, 1981, proposed to develop a flexible staffing model, which is meant to proactively allocate patrol resources rather than simply responding to calls for service. Under flexible staffing, each shift is required to maintain a minimum beat staffing to handle calls-for-service. Once the beat requirement is fulfilled, the remainder of the personnel are assigned to handle specific crime problems. The Crime Analysis Unit has been identified as a major source of information on crime series/problems.

In anticipation of the change to flexible staffing, two of the three Area Commanders (Lieutenants), have been assigned for a 60-day trial period to a shift rather than area schedule. At the end of this trial period, initiated August 15, 1981, it is expected that all three Area Commanders (Lieutenants) will be assigned to shifts permanently. This change in Patrol management from an Area Commander to a Watch Commander structure is meant to facilitate daily allocation of patrol resources throughout the county based on minimum beat staffing.

Objective 10: To increase the responsibility of patrol officers in handling criminal cases.

There is a perceptible increase in patrol officers' responsibility in handling misdemeanor cases. Due to the assignment of a case screening officer, patrol handles the follow-up on approximately 30 misdemeanor cases per month. In addition, with the advent of the revised report forms, patrol officers have been given expanded responsibility in preliminary investigations (e.g., obtain statements, canvas the area of the crime). All misdemeanor and felony cases, unless closed on arrest, are still forwarded to Investigations.

At this time, there do not appear to be any plans to allow patrol to close or suspend felony cases.

MANAGING CRIMINAL INVESTIGATIONS

The Marin County C-CAP proposed to improve the management of criminal investigations (MCI) through achievement of the following objective:

- To develop a management of investigations system.

Prior to C-CAP, the Investigations Division maintained 10 detectives under the supervision of a Sheriff's Lieutenant. Misdemeanor and felony cases were sent to investigators who handled all cases within their assigned geographical area. Average case review time was five days for misdemeanors and 20 days for felonies.

The Commander of the Bureau of Field Operations (Patrol/Investigation) has implemented an MCI model based on the Santa Monica Police Department's system. The Marin County C-CAP and the Captain's attendance at C-CAP training sessions provided the incentive to make the changes. Rather than wait for the Marin C-CAP's proposed schedule for MCI, the Field Operations Commander has implemented the following changes at an early date.

During the fifth project quarter (January-March, 1981), the Investigations Division began assigning cases by crime type. The seven investigators are currently assigned and have an average caseload as follows:

	NUMBER OF INVESTIGATORS	AVERAGE CASELOAD
Crimes Against Persons	3	10
Crimes Against Property	2	45
I.D. and Fraud	1	90
Juvenile	1	25
Miscellaneous	(MCI Sergeant)	19

On March 1, 1981, a sergeant was assigned to be Managing Criminal Investigations (MCI) Coordinator and District Attorney Liaison. The sergeant spent three days reviewing the Santa Monica system.

Since March, 1981, the MCI Coordinator has developed a system of case screening, based on informal solvability factors and experience of the officer; case review; and case follow-up. All felony and misdemeanor reports are processed in this manner. Several forms have been revised or developed:

- Training slip. Replaces the case correction form for return of incomplete reports to patrol.
- Case assignment log. Developed to maintain control of case assignments.
- Case management form. Developed to monitor cases assigned to patrol and investigations. Cases returned to patrol are routed through patrol lieutenant with a 10-day return date.

- Prosecution management form. Developed to monitor referral, filing and rejection or acceptance of cases. This form is attached to every report forwarded to the D.A. by the patrol sergeant or case screening officer.
- Statistics form. Developed to provide overall investigation caseload tracking system and results of cases.

Although this system of case management is still in a developmental stage, it has impacted the level of case follow-ups completed by patrol, reduced the caseload levels of investigators, and dramatically increased the department's ability to track cases referred to the District Attorney. Since August, 1981, a weekly update of results of case filings has been forwarded to operational personnel. This weekly update provides feedback on whether charges were filed and, if so, what charges were filed.

#### PROSECUTION

The Marin County C-CAP proposed to:

- Integrate the Marin County's C-CAP with the Marin County District Attorney's Career Criminal Prosecution Program.

While the Marin County C-CAP intends to coordinate the activities of Investigations and the Career Criminal Prosecution Unit by identifying career criminals prior to referring cases for prosecution, the main liaison source will be the MCI Coordinator. The Coordinator is in the process of restructuring the overall management of criminal investigations. Tentative procedures for coordination have been established.

#### SUMMARY OF PROJECT ACCOMPLISHMENTS

The Marin County C-CAP has made considerable progress during the first 20 months (January, 1980-August, 1981) of project operations. Specifically, the project has resulted in the following:

1. A review, documentation and revision of the Marin County Sheriff's Department's Records System.
2. The revision of departmental forms that support crime analysis and operations analysis functions.
3. Development of manual crime analysis files which support the preparation of crime analysis products (e.g., ACE reports, R. Burglary recaps, Property Hot Sheet).

4. The preparation and utilization of crime analysis products which have produced the basis for resource allocation and resulted in career criminal arrests.
5. The development of a formidable and effective supplement to the C-CAP staff utilizing volunteer staff.
6. The awareness of crime analysis capabilities within the department and throughout the county which has resulted in seven out of ten local law enforcement agencies and the Park Service joining the C-CAP system (utilizing C-CAP forms, report writing manuals, participating in training, sharing information).
7. The preparation of calls-for-service information which supports scheduling of patrol resources.
8. The completion of a key patrol workload study.
9. The experimentation with directed patrol and the development of a flexible staffing approach to the management of patrol operations.
10. Revised the management of criminal investigations (MCI) through the assignment of a case screening officer who also acts as liaison with the District Attorney.

APPENDIX D

MODESTO

The Marin County C-CAP has not only accomplished but surpassed all of its major objectives planned during this time period. Much of the success can be attributed to the supportive environment of the Marin County C-CAP, in which there is active involvement of the Undersheriff, as Project Director, and the Commander of Field Operations, who is responsible for introducing both Managing Patrol Operations (MPO) and Managing Criminal Investigations (MCI) concepts. One area of concern has been receiving information to support beat restructuring, which will now await the implementation of an automated management system. The continued success of the project will largely be determined by the maintenance of a volunteer component to support crime analysis and the ability to coordinate the changes occurring within crime analysis, patrol, and investigations. Due to an extraordinary commitment on the part of the Marin County C-CAP, this project will represent the first coordinated effort to implement concepts in the participating agencies on a countywide basis.



## MODESTO C-CAP

The Modesto Police Department initiated a Career Criminal Apprehension Program (C-CAP) in December, 1979, one month earlier than most C-CAP sites. The site was awarded a \$118,738\* one-year grant from the Office of Criminal Justice Planning. Additional second year funding of \$118,738, enabled the Modesto C-CAP to continue funded operations through November, 1981. The entire second year grant has been devoted to supporting the staff of the Crime Analysis Unit.

Staffing of the Modesto C-CAP has undergone some changes during the 21 months from December 1, 1979 to August 31, 1981). Currently, the program staffing includes:

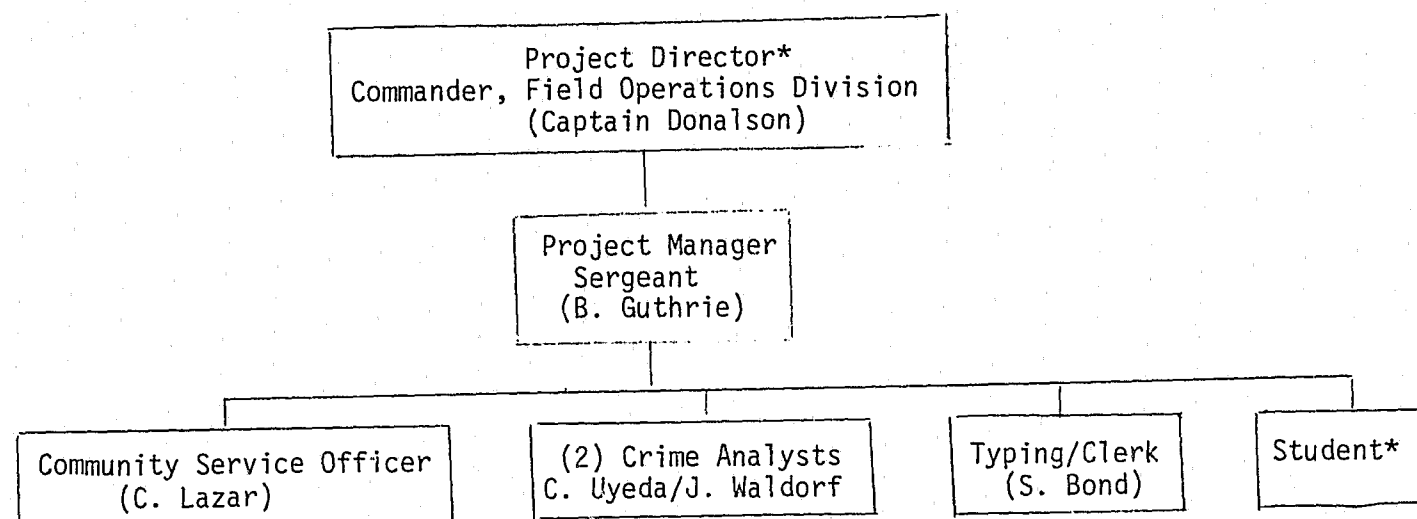
- Project Director, sworn, part-time, department-funded
- Project Manager, sworn, 100%, grant-funded
- 2 Crime Analysts, nonsworn, 100%, grant-funded
- Community Service Officer, nonsworn, 100%, grant-funded
- Typist Clerk, nonsworn, 100% grant-funded
- Student, nonsworn, part-time, donated

The staffing level of the Modesto C-CAP has not changed during the past 21 months other than the addition of student assistants, as available. All of the staff positions were filled during the first four months of the project. However, there have been several changes in two staff positions due to transfers and promotions: C-CAP Manager and Community Service Officer. In addition, the Project Director, who was previously Chief of Investigative Services, was transferred to the Field Operations Division in early August, 1981. Although the Crime Analysis Unit currently remains under the administrative control of Investigative Services, this may change. In a few months, the Crime Analysis Unit (CAU) will be physically relocated to accommodate a computer. At that time, the decision will be made regarding the administrative assignment of the Unit: Field Operations or Investigative Services.

Administratively, the Modesto C-CAP functions as follows:

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\*10% of which was local matching funds.



\*Part-time, non-grant funded

A Sergeant was selected to serve as C-CAP Project Manager. During the first 21 months, three sergeants have held this position. The most recent transfer occurred August 4, 1981. The personnel changes have been made with a minimum of program disruption. The transition between staff seems to be facilitated by the fact that the Project Director is an active manager of the C-CAP project. Additionally, there is little turnover of the core staff of the Crime Analysis Unit.

The Project Manager also acts as supervisor of the Crime Analysis Unit's staff, whose responsibilities have been identified as follows:

- Crime Analysts--The responsibilities of the two Crime Analysts have been divided into two categories according to target offenses and patrol or investigative liaison:
  - Residential burglary, prowler cases, vehicle burglary. Liaison with patrol and Burglary Task Force. Currently assists in search for file automation alternatives.
  - Commercial burglary, robbery, vehicle burglary. Liaison with investigations, and Burglary and Robbery Task Forces.
- Community Service Officer--Edits the bulletin, installs alarms/cameras maintains known offender/career criminal files.
- Typist/Clerk--Completes the weekly recap of burglaries/robberies, maintains CAU maps.
- Student--Data input.

The primary objective of the Modesto C-CAP is to develop crime analysis capabilities. A proactive approach has been taken to utilize crime analysis information in the apprehension of major offenders. The management of patrol operations has undergone changes on an experimental basis, and there are plans to formalize directed patrol procedures. The management of criminal investigations has been significantly improved through the revision/development of case management forms and the use of solvability factors. Coordination with the Career Criminal Prosecution Unit is an ongoing process.

Modesto C-CAP's specific objectives include:

- To establish criminal information files for crime analysis. (Year 1)
- To identify career criminals living in the Modesto area. (Year 1)
- To examine and modify report forms to increase data gathering capabilities. (Year 1).
- To publish a bulletin with information on career criminals and crime trends. (Year 1)
- To provide Field Operations Division and Investigative Services Division with data to enable more effective management decisions. (Year 1)
- To use electronic cameras and burglar alarms in high crime areas. (Year 1)
- To improve management of patrol operations. (Years 2-3)
- To use solvability factors for screening cases. (Year 1)
- To coordinate with the Stanislaus Career Criminal Prosecution Unit. (Year 2-3)

The implementation of the Modesto C-CAP project has generally progressed in accordance with the proposed work schedule. Table 1 presents an overview of program activities during the first 19 months of operations (December, 1979 to June, 1981).

In the following discussion, program accomplishment of the objectives is presented according to C-CAP components of

- crime analysis
- patrol management
- managing criminal investigations, and
- prosecution.

Table 1  
MODESTO POLICE DEPARTMENT  
C-CAP IMPLEMENTATION RELATED ACTIVITIES

PROGRAM PERIOD	ACTIVITY
December 1979-March 1980	<ul style="list-style-type: none"> <li>• Initiated C-CAP project</li> <li>• Hired Crime Analysis Unit staff</li> <li>• Established Steering Committee</li> <li>• Established Patrol and Investigative Task Forces</li> <li>• Attended crime analysis training</li> <li>• Developed "mug shot" file</li> <li>• Introduced C-CAP concepts to Patrol and to Investigations</li> <li>• Attended C-Cap Cluster Meeting</li> </ul>
April 1980-June 1980	<ul style="list-style-type: none"> <li>• Developed crime analysis files (M.O., suspect/vehicle, known offender, F.I.)</li> <li>• Revised report forms</li> <li>• Revised case management log</li> <li>• Published Information Bulletin</li> <li>• Initiated crime analysis maps</li> <li>• Received/installed tactical alarms and cameras</li> <li>• Introduced use of solvability factors for case screening (burglary cases)</li> <li>• Provided training for officers in use of crime report/arrest report, F.I. card)</li> <li>• Oriented departmental personnel to tactical alarms and cameras</li> <li>• Attended crime analysis training</li> <li>• Attended C-CAP Cluster Meeting</li> <li>• Visited ICAP site (Stockton)</li> </ul>
July 1980-September, 1980	<ul style="list-style-type: none"> <li>• Revised F.I. card and investigative case log</li> <li>• Developed crime analysis feedback report</li> <li>• Responded to special requests for crime analysis information</li> <li>• Introduced use of solvability factors for case screening (robbery cases)</li> <li>• Provided training re: patrol methods</li> <li>• Experimented with directed patrol</li> <li>• Attended training re: tactical alarms and cameras</li> <li>• Attended C-CAP Cluster Meeting</li> <li>• Visited ICAP sites (Memphis and San Mateo)</li> <li>• Visited C-CAP site (Redondo Beach)</li> </ul>

PROGRAM PERIOD	ACTIVITY
October 1980-December 1980	<ul style="list-style-type: none"> <li>• Revised F.I. cards (previously revised April 1980)</li> <li>• Transferred/replaced and trained Project Manager (12/8/80)</li> <li>• Published location of cameras/alarms</li> <li>• Trained all personnel re: F.I. card revision</li> <li>• Established coordination with District Attorney</li> <li>• Attended C-CAP Cluster Meeting</li> <li>• Visited ICAP site (Simi Valley)</li> </ul>
January 1981-March 1981	<ul style="list-style-type: none"> <li>• Developed scars/marks/tatoos file</li> <li>• Developed parolee/probation spot map</li> <li>• Completed draft of operational procedure, strategy manual, and tactical action planner for patrol</li> <li>• Transferred/replaced and trained CAU Community Service Officer (2/2/81)</li> <li>• Added student assistant to CAU</li> <li>• Received technical assistance re: managing patrol operations</li> <li>• Assigned Modesto CAU as "clearing-house" for robbery cases for Robbery Task Force</li> <li>• Attended computer related training</li> <li>• Attended managing patrol operations training</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
April 1981-June 1981	<ul style="list-style-type: none"> <li>• Improved stolen property file</li> <li>• Promoted/replaced CAU Community Services Officer</li> <li>• Lost student assistant help/student replaced</li> <li>• Arrested career criminal as result of crime analysis information</li> <li>• CAU became "clearinghouse" for countywide robbery task force</li> <li>• CAU interviewed two offenders convicted of robbery re: target selection, planning tactics and response to police intervention/shared information with operational personnel</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>

CRIME ANALYSIS

Prior to C-CAP, the Modesto Police Department had a limited capacity to perform crime analysis. Analyses were generally restricted to the Investigations Division where prominent offense patterns might be tracked. The Modesto C-CAP proposed to develop a formalized crime analysis capability by achieving the following five objectives:

- To establish criminal information files for crime analysis.
- To identify career criminals living in the Modesto area.
- To examine and modify report forms to increase data gathering capabilities.
- To publish a bulletin with information on career criminals and crime trends.
- To provide field operations Division and Investigative Services Division with data to enable more effective management decisions.

The program successfully accomplished these objectives during the first year of program operations, with additional fine-tuning occurring during the second year. Current activities include developing the capability to automate crime analysis files and preparation for a change in the physical location of the Crime Analysis Unit.

A summary of the program's success in developing crime analysis capabilities follows.

Objective 1: To establish criminal information files for crime analysis.

The Modesto Crime Analysis Unit was established during the first month of program operation (December, 1979), and it was considered fully operational in July, 1980. One of its major responsibilities is the development of crime analysis files.

The Crime Analysis Unit developed manual crime analysis files, most of which were operational by July, 1980. The type of file developed or revised by the CAU and the approximate number of entries follows:

	TOTAL FILE*
• Suspect/Vehicle File. The suspect/vehicle file is a keysort file that can be accessed by the following subsets:	300

\*As of August, 1981.

TOTAL FILE

- suspect physical description
- weapons
- clothing
- vehicle types/description

Target offenses include residential/commercial burglary and robbery.

• Modus Operandi (M.O.) File. The M.O. file is a keysort file that can be accessed by the following subsets:	3,800
--area/time/targets	
--method/point of entry	
--suspect's actions	
--rape elements	
--robbery elements	
--burglary elements	
• Known Offender File. This is an alpha file separated by crime and race, as needed. Arrest report information is entered on the suspect/vehicle card.	660
• Career Criminal File. This file is a manual alpha file developed by information provided in "rap" sheets, the Career Criminal Prosecution Unit, and state parolee files. (This file is described in more detail in Objective 2).	33
• Field Interrogation File. The F.I. file is a manual keysort file that can be accessed by the following subsets:	8,370
--physical description	
--vehicle type	
--beat/time	
--reason	
--field officer	
There is also an alpha F.I. file containing the second copy of the F.I. card which is a one-write, three-part form.	
• Rap Sheet File. This file contains source documents.	285
• "Mug" Shot File. This file consists of arrestee photographs.	207
• Parolee File. Parolee information is placed on index cards and filed by crime and type.	249
• Scars/Marks/Tattoo File. Information obtained from arrest reports and probation/parolee lists. This is a recently developed file (approximately January, 1981)	50
• Stolen Property File. This file was relocated to the Crime Analysis Unit in approximately February, 1981 and updated. Creation of a pawn detail in Burglary Unit was the catalyst for improvement of stolen property files.	2,200

In addition to maintaining these files, the Unit also maintains four pin maps:

- residential burglary map
- commercial burglary map
- robbery map
- parolee/probationer residence map

The crime maps usually include information for the current and previous two months. The probationer/parolee residence map was developed in February, 1981, and contains information on more than 100 persons convicted of felony offenses.

The source documents for these files and maps include crime reports, arrest reports, incident reports, F.I. cards, rap sheets, California Youth Authority and Department of Corrections offender records, and arrestee photographs. Since all felony crime reports are reviewed by the Crime Analysis Unit, the entry of data on keysort cards and in written format can be quite time consuming. In January, 1981, data collection activities were backlogged due to the heavy volume of reports during November and December. The addition of a student assistant in March, 1981, has helped in maintaining a reasonable workload for the analysis.

There are plans to automate crime analysis files. Alternatives being discussed include purchasing equipment compatible with a local city/county computer system. The identification of a computer system is planned for October, 1981.

Objective 2: To identify career criminals living in the Modesto area.

In their first year grant application, the Modesto Police Department indicated that the Stanislaus County District Attorney's Office prosecuted over 100 cases during the first 12 months of their Career Criminal Prosecution Program, over 75% of which were Modesto Police Department cases. It was believed that between 100 and 200 persons living in the Modesto area could be identified as career criminals.

The Modesto C-CAP has delegated the responsibility for developing career criminal files to the Community Service Officer assigned to the Crime Analysis Unit. All persons arrested for a felony are checked against local (Sheriff) records and state automated offender files to determine if they

qualify according to the career criminal criteria. Identifying career criminals through the state automated system has been unreliable due to the lack of complete criminal history information in the system. To supplement the state automated system, the Community Service Officer locates "rap" sheets, which contain criminal history information, through sources such as the Stanislaus County Sheriff's Office. Other sources for identifying career criminals include persons already identified by the Career Criminal Prosecution Unit and state parole.

The process of identifying career criminals is quite time-consuming. In December, 1980, the duties of the Community Service Officer were restructured to allow more time for this effort. Once identified, the information is included in the career criminal file, and the Career Criminal Prosecution Unit is notified. By June 30, 1981, 31 career criminals had been identified.

Objective 3: To examine and modify report forms to increase data gathering capabilities.

Approximately six months prior to the implementation of C-CAP (December, 1979), and in anticipation of an award of a C-CAP grant, the Modesto Police Department began revising the crime report to incorporate a forced-choice format. During C-CAP, the following forms were redesigned for crime analysis purposes:

- crime report form
- arrest report form
- continuation and supplemental report forms were combined
- incident report form
- F.I. cards
- citizen property report
- stolen auto report.

Changes to the forms were made by Administrative Services, with recommendations from Investigative and Patrol Task Forces.\* Changes in the forms were made to facilitate data entry for crime analysis. The crime report was pre-tested in December, 1979, and initiated in January, 1980. The arrest report was revised

\*A Patrol Task Force consisting of nine patrol personnel made recommendations regarding calls for service, field investigation cards, and directed patrol. An investigative Task Force consisting of six investigative personnel provided recommendations regarding solvability factors, case management log, and field investigation cards.

in May, 1980. A report writing manual was developed, and an Investigative Notebook provided by San Diego is utilized to assist patrol officers in completing the revised crime and arrest reports. The F.I. card has been revised twice. After initial introduction in April, 1980, the Crime Analysis Unit realized a need for more detailed physical descriptions on the F.I. card. The new F.I. cards were introduced in January, 1981, after the initial supply of cards was used.

Acceptance by operational personnel, especially detectives, has been marginal. There is a feeling among operational personnel that the forced-choice format of the crime report has resulted in an incomplete description of offenses. It should be noted, however, that at the same time revised crime reports were introduced, there was a change from dictated reports to handwritten reports. The reduction in information has been attributed mainly to the change in process (dictated vs. written) rather than format.

Objective 4: To publish a bulletin with information on career criminals and crime trends.

The Modesto Crime Analysis Unit distributes several crime information bulletins and recaps on a regular basis:

- Crime Analysis Information Bulletin. Issued weekly since March, 1980, to all Modesto Police Department officers, State Parole, and Stanislaus County Drug Enforcement Agency (SCDEA). The Bulletin includes information on warrants, career criminal arrests/dispositions, arrests/cancellations, crime trends/suspects, F.I. requests, stolen vehicles, and officer safety information. Information sources include warrants, the "hot" sheet (stolen vehicles), and detectives. By July, 1981, 63 Bulletins had been distributed.
- Burglary/Robbery Recap Initially issued bi-weekly, changed to weekly July, 1981, due to time constraints. Distribution includes Modesto Police Department officers, Stanislaus County Sheriff's Department and SCDEA. The Recap contains offense information on residential and commercial burglaries, robberies, and auto burglary.

Prior to April, 1981, an Investigative Information memorandum, which included suspect information provided by Investigations, was issued bi-monthly to Patrol. The purpose of this bulletin was to stimulate an exchange of information between Patrol and Investigations. After ten Memorandums were distributed, it was determined that the information could be included more appropriately in the Crime Analysis Information Bulletin. The Crime Analysis Unit also distributes other products to Patrol and Investigations, such as crime series analyses and M.O. analyses, on an as-needed basis.

The information included in these products initiated by the Crime Analysis Unit focuses primarily on suspects and crime trends. Career criminal related information is included when available.

Objective 5: To provide Field Operations Division and Investigative Services Division with data to enable more effective management decisions.

Analysis and dissemination of criminal information by the Crime Analysis Unit provides Patrol and Investigations with data to facilitate effective line management decisions. In addition to information initiated by the Crime Analysis Unit, the CAU has been responding to special requests since July, 1980. By June 31, 1981, the Crime Analysis Unit had responded to 85 special requests. The number, sources, and types of special requests are:

<u>SOURCE OF REQUEST</u>	<u>NUMBER OF REQUESTS</u>
<u>PATROL (27%)</u>	
Crime Series Analysis	12
M.O. Analysis	6
Suspect Information	2
Beat Analysis	2
Calls-for-Service Study	1
<u>INVESTIGATIONS (65%)</u>	
Crime Series Analysis	14
M.O. Analysis	21
Beat Analysis	2
Known Offender/Suspect Information Matrix	9
Property Search	2
Investigative Information	7
<u>ADMINISTRATION (6%)</u>	
Calls-for-Service Study	1
Grant Feasibility Study	1
Computer-related Studies	3
<u>OUTSIDE SOURCES (2%)</u>	
M.O. Analysis/Geographic Pattern	2
TOTAL:	85

Results of requests are recorded on feedback information forms, initiated September 10, 1980. Feedback information indicates that special patrol tactics are being developed based on crime analysis information and arrests are being made. The impact of crime analysis will be even greater following the implementation of structured patrol tactical planning anticipated to occur in October, 1981.

The following are examples of results of crime analysis information:

- March, 1981--A series of indecent exposure incidents near a Junior High School were analyzed and two possible suspects were identified. One of the suspects was later arrested for the offense.
- April, 1981--A series of auto burglaries was analyzed and suspect/crime information distributed. In five days, the suspects were apprehended while committing another auto burglary.
- May, 1981--A series of police stake-outs at the home of a suspect identified as a career criminal resulted in his arrest while attempting to burglarize a business. A staff writer of a local newspaper participated in the stake-out and wrote an article on the process of analysis, stake-out, and arrest.

In addition to providing CAU-initiated crime analysis information and responding to special requests, the Crime Analysts have proactively established coordination and information networks for distributing crime analysis information to Modesto Police Department personnel and to other agencies. Both Analysts attend the daily detective squad meetings of the Modesto Police Department, and they attend the Stanislaus County Sheriff's Department detective meetings on a weekly basis. Since January, 1981, the Analysts have been attending the monthly burglary meetings which involve detectives from Modesto Police Department, Stanislaus County Sheriff's Department and surrounding police agencies. Also in January, 1981, the Analysts met with the Stanislaus County Drug Enforcement Agency (SCDEA) and arranged to send copies of the Bulletin and Burglary/Robbery Recap, along with crime reports regarding medical supply stores and pharmacies that have been theft victims.

On March 17, 1981, the Investigative Division of the Modesto Police Department established a Robbery Task Force, including detectives from the Sheriff's Department and surrounding police agencies, which meets monthly to discuss robbery patterns. The Modesto Crime Analysis Unit has been identified as the "clearinghouse" for all robbery reports. Information provided at one of these meetings resulted in the Modesto Police Department sponsoring robbery prevention seminars for pharmacies. The seminar included discussions on the use of

fluorescent markings on drugs and ways to handle a robbery.

On an experimental basis, the Crime Analysts interviewed two offenders convicted of a robbery to discuss their modus operandi. This information was shared at Patrol briefings and Investigation meetings.

#### PATROL MANAGEMENT

The Modesto C-CAP proposed to improve patrol performance through achievement of two objectives:

- To use electronic cameras and burglar alarms in high crime areas.
- To improve management of patrol operations.

Patrol operations in the Modesto Police Department are organized into four watches (2230-0700, 0630-1500, 1430-2300, and 2000-0400).<sup>\*</sup> Patrol officers are assigned to specific areas for periods up to two years instead of rotating more frequently. Patrol officers are expected to actively participate in their assigned areas in crime prevention activities such as home security checks and speeches at community gatherings. The Modesto Police Department actively supports crime prevention efforts through programs such as Operation ID and Neighborhood Watch.

Prior to C-CAP, the Modesto Police Department had sought to relieve sworn personnel from selected calls-for-service and reports by using nonsworn personnel. In July, 1979, nonsworn Community Service Officers (CSO's) were hired to gather evidence at crime scenes, prepare selected reports, and take reports over the phone. Currently, the Modesto Police Department has 19 Community Service Officer positions. The pay level and responsibilities assigned to CSO's seem to promote their retention in this department.

With the advent of C-CAP, in particular the Crime Analysis Unit, the department has been able to target problem areas with patrol forces. As soon as patrol management concepts were introduced to operational personnel (during the third quarter of 1980), experimentation in directed patrol was initiated. Formalized changes in patrol management procedures have been developed and will be introduced in October, 1981. The use of tactical alarms and cameras supplements patrol activities by monitoring and documenting crime occurrences.

<sup>\*</sup>The fourth watch (2000-0400) is the result of a grant for a "Driving Under the Influence" team, initiated in July, 1980.



A summary of the program's progress in accomplishing patrol-related objectives follows.

Objective 6: To use electronic cameras and burglar alarms in high crime areas.

As a result of C-CAP, eight automatic electronic 35 millimeter cameras and eight portable burglar alarms were purchased and were received in June, 1980. A decision was made to purchase "Varda" tactical alarms and cameras. The identification of a specific brand of tactical equipment created some problems and delays with City purchasing agents. The cameras and alarms are installed in commercial businesses and residences identified as potential burglary or robbery targets.

The CAU Community Service Officer\* (CSO's) is responsible for installation, maintenance, and removal of the "stake-out" cameras and alarms. Locations are determined based on crime analysis information or requests by an officer or detective. Orientation to the tactical alarms and cameras was provided to operational personnel at patrol briefings and investigation meetings.

Since September, 1980, patrol and investigative personnel have been advised of camera/alarm locations through distribution of memorandums. At the end of June, 1981, 35 memorandums had been published.

In January, 1981, a Varda Installation Log was developed to record the location, installation date, requestor, removal date, and suspect information relative to the alarms and cameras. A review of the log during a seven month period (January 9-August 12, 1981) indicated that alarms and/or cameras had been installed at 37 locations, which included private residences and businesses (i.e., markets, service stations, and pharmacies). Requests for cameras or alarm installations were evenly distributed among patrol, investigations, and the Crime Analysis Unit. The use of cameras and alarms during this period resulted in seven arrests. Besides apprehension, the impact of utilizing cameras and alarms in residences and businesses is positive for public relations.

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\*During this project period (December, 1979 to August, 1981), due to either a promotion or transfer, three CSO's have held this position. The assertiveness of the Community Service Officer in talking to businesses at meetings and informally appeared to have an impact on the frequency of camera and alarm installation.

Objective 7: To improve management of patrol operations.

This objective has not been expressly outlined by the Modesto C-CAP; however, the intent is implied by the activities of this site. The Modesto C-CAP's interest in introducing patrol management alternatives, especially directed patrol, has been in evidence since the third project quarter of C-CAP (July-September, 1980). At that time, the Crime Analysis Unit introduced patrol management concepts to patrol personnel during briefings. Soon thereafter experiments in directed patrol were initiated at the watch commander level. In addition, the Modesto C-CAP has been reviewing alternative models and requesting information and technical assistance relative to managing patrol operations.

In February, 1981, Crime Analysis Unit staff and the Commander of Field Operations visited the Stockton Police Department to obtain information regarding a patrol personnel allocation model, and directed patrol procedures. The following month, a consultant, George Sullivan, met with a departmental committee consisting of the Chief, Commanders of Field Operations, and Investigative Services and Crime Analysis Unit staff, to discuss the implementation of a "Managing Patrol Operations (M.P.O.)" program. This committee has visited the Sacramento Sheriff's Department to review their model for M.P.O.

The Modesto C-CAP developed three draft reports outlining M.P. O. procedures and guidelines:

- Tactical Action Planner. This will be utilized by Lieutenants and Sergeants for managing directed patrol activities. In January, 1981, a draft was completed and sent to command staff for review.
- Patrol Strategy Manual. This will be utilized by Lieutenants and Sergeants to stimulate thought regarding possible types of directed patrol. In March, 1981, a draft was completed for study.
- Operational Procedures. This could be used to acquaint operational personnel with directed patrol concepts. In April, 1981, a draft was completed and distributed for comment. The operational procedures were finalized and printed as of August 14, 1981.

The first two draft reports (Tactical Action Planner and Patrol Strategy Manual) have been combined into a single document, "Crime Analysis and Tactical Action Planning for Managers and Supervisors." Incorporated in the manual are instructions on completing "Tactical Action Plans." A Tactical Action Plan identifies the following:

- crime problem/location
- crime analysis information used
- tactics
- plan
- tools/resources
- results

Directed patrol procedures and formalized training will be introduced in October, 1981. Since February, 1981, the use of directed patrol concepts has been at the discretion of the individual watch commanders. This has resulted in inconsistencies between shifts. With the current effort to develop specific MPO procedures, the C-CAP staff anticipates more consistent management level decisions regarding manpower allocation based on identified crime problems.

#### MANAGING CRIMINAL INVESTIGATIONS

The Modesto C-CAP proposed to improve the management of Criminal Investigations through the accomplishment of the following objective:

- To use solvability factors for screening cases.

The Modesto Police Department has a well defined division of investigations responsibilities. Patrol officers conduct preliminary investigations in all cases, and follow-up investigations in misdemeanor cases. Detectives conduct follow-up on felonies and those misdemeanors involving drugs or juvenile offenders. The Investigative Services Division has 30 investigators, assisted by three nonsworn Community Service Officers, assigned to the following units:

Crimes Against Persons	4
Burglary/Grand Theft/Arson	8
Pawn Shop/Second Hand*	3
Juvenile	3
Auto Theft	1
Checks	3
Special Investigations	
(Vice/narcotics)	5
City/County Drug Unit	3
TOTAL:	30

Prior to C-CAP (early fall, 1979), the Burglary Detail assigned an officer who was on "light duty" to screen reports. Case screening was based on the

\*Recently (March 11, 1981), unit created with two detectives and one officer from Burglary Detail.

officer's experience. A postcard would be sent to the victim advising who to contact with additional information. In February, 1981, a Community Service Officer was assigned to screen burglary cases. Prior to screening cases, detectives were receiving between 30-40 burglary cases each month which had no leads. Detectives were spending time filling out disposition sheets and contacting victims on cases with no possibilities.

In March, 1980, the Modesto C-CAP began to evaluate the department's management of criminal investigations. With the assistance of an Investigative Division Task Force consisting of one investigative sergeant and four detectives, the following areas were studied:

- case management log
- use of solvability factors

In April, 1980, a revised case management log was introduced and an "Investigation Worksheet," which is a continually-updated log of case activity, was developed. The Investigator Worksheet provides the supervising sergeant with up-to-date information about any actions that have been taken by the investigator and the case status.

In March, 1980, solvability factors were pre-tested, resulting in the introduction of formal solvability factors in June, 1980. In July, 1980, solvability factors for robbery cases were revised and introduced. The revision of the crime (offense) report to a forced choice format has facilitated the introduction of formalized solvability factors.

The solvability factors are intended to be guidelines for the person screening the cases. The decision of whether or not to use the factors is made by the case screener. Thus, although formalized solvability factors have been introduced, case review continues to be based on the experience and decision-making of the case screener.

The greatest impact of case screening on caseload has been in the Burglary Detail. Investigators in this detail handle an average of 30-40 cases each month, with the Community Service Officer who acts as case screener, handling 600-750 cases with no leads. In addition, increased closure rates have been attributed to use of crime analysis information (e.g., link analysis, association charts, M.O. analysis).

## PROSECUTION

The Modesto C-CAP has established the following objective relative to prosecution:

- To coordinate with the Stanislaus Career Criminal Prosecution Unit.

The Modesto C-CAP has actively tried to establish coordination with the Career Criminal Prosecution (CCP) Unit and the District Attorney's office. The CCP Unit, which is located in Modesto and consists of one Deputy District Attorney and one criminal investigator, was contacted during the first year of C-CAP operations to discuss the intent of the C-CAP project. In January, 1981, a recently assigned Career Criminal Prosecutor was given a tour of the Crime Analysis Unit and introduced to the role of C-CAP in career criminal prosecution.

In March, 1981, the Project Director and Project Manager met with the District Attorney under the Chief's signature requesting statistical information. The response indicated that the Career Criminal Prosecution grant had ended and presently there is no easy access to tracking information in the District Attorney's office.

Efforts to establish coordination continue on the part of the Modesto C-CAP. Since October, 1980, the Crime Analysis Unit has been preparing crime analysis products for the District Attorney's office. Generally, these products are a result of a request from a detective, who then passes on information to the District Attorney. The analyses include:

- Development of a burglary matrix which was used by the District Attorney to file additional charges against a suspect.
- Analysis of the M.O. of a rape suspect, dating back to 1966. Stanislaus DA indicated there was no real consistency in the suspect's action and could not file charges. When the suspect moved to New York, the crime analysis information was forwarded by the Crime Analysis Unit to the New York Police Department. As a result, the suspect's M.O. was linked to a recent case. On June, 1981, this individual was found guilty of rape, burglary, and robbery with the case filed under their "persistent felony offender" prosecution.

The present Career Criminal Prosecutor indicated that he utilized an analysis on a check case in his case preparation.

## SUMMARY OF PROGRAM ACCOMPLISHMENTS

The Modesto C-CAP has made considerable progress during the first 21 months of operations (December, 1979 to August, 1981). Specifically, the program has resulted in the following:

1. The revision of departmental forms.
2. The development of crime analysis files which support the preparation of crime analysis products (e.g., Crime Analysis Information Bulletin and Burglary/Robbery Recap).
3. Proactive identification of career criminals.
4. Greater awareness of the Crime Analysis Unit, resulting in an increase in special requests.
5. Awareness of the Crime Analysis Unit and crime analysis products throughout the county resulting in the Crime Analysis Unit becoming the "clearinghouse" for county robbery cases.
6. Increased the information flow and level of communication between patrol and investigation, especially through the use of the "Investigative Memorandum."
7. Effectively utilized tactical alarms and cameras utilizing input equally from patrol, investigation, and the Crime Analysis Unit.
8. Introduced patrol management concepts, resulting in experimental use of directed patrol.
9. Enhanced management of criminal investigations through the revision/development of case management forms and the introduction of solvability factors.

The Modesto C-CAP has accomplished all of its major objectives within the projected time period and has ventured into new areas, such as managing patrol operations. The Modesto C-CAP has been aggressive in its approach to the development of its program, as evidenced by the initiation of crime report revisions prior to the formal start of the C-CAP project. The approach of the Modesto C-CAP has been to encourage information flow both within their own department and throughout the county. The program has strong administrative support and the active involvement of its Project Director. It is one of the few C-CAP projects in the state actively identifying career criminals both at the time of arrest and prior to arrest. Present activities of the Modesto C-CAP include plans to formalize directed patrol procedures in October, 1981, in order to utilize crime analysis information.

APPENDIX E  
REDONDO BEACH

REDONDO BEACH C-CAP

The Redondo Beach C-CAP initiated activities in January, 1980 with the award of a \$95,542 one-year grant from OCJP. Additional funding enabled the program to continue operations through December, 1981.

Staffing at the Redondo Beach C-CAP has undergone some changes during the past two years. Currently (August, 1981), program staffing includes the following individuals:

Project Director, sworn, part-time, department-funded

2 Analysts, nonsworn, 100% project dedicated, 100% grant-funded

1 Intermediate Clerk/Typist, nonsworn, 100% project dedicated, 100% grant-funded

4 Student Workers,\* nonsworn, 100% project dedicated, 100% grant-funded

Administratively, the program has experienced a major change during 1981 that has had some influence on program development. In February, 1981, the site was required to merge operations with South Bay C-CAP. In September, it will relocate to South Bay's offices. While already sharing a physical proximity, the two projects are quite different in terms of their purpose and intent. Because of these differences, the merger has been less than enthusiastically supported. At that time, the Project Manager of South Bay C-CAP was designated as Project Coordinator and given overall responsibility for both projects, while the former Project Manager of Redondo Beach C-CAP was given responsibility for administering the program on a daily basis.

In August this situation changed again and the Project Coordinator was relieved of all duties other than fiscal administration of the grant. The daily coordination of the project became the responsibility of one of the crime analysts. These changes in project administration and the uncertainty as to future operations after the physical merger with South Bay C-CAP have resulted in some staff tensions.

The primary objective of the project was to further develop departmental analysis capabilities. It was anticipated that significant changes in patrol operation would result from the use of these crime analysis products. Although not emphasized as much, a major accomplishment of the program has been

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\*The four student workers were employed for a three-month period. They contributed a total of 90 hours a week, assisted primarily in data entry functions, and were paid a minimum wage.

an improvement in managing criminal investigation.

The implementation of the C-CAP program in Redondo Beach has largely progressed in accordance with the proposed work schedule. Table 1 presents an overview of project accomplishments during the past two years. In the following discussion, these accomplishments are presented according to the four components: crime analysis, patrol management, investigations management and prosecution.

#### CRIME ANALYSIS

The Redondo Beach C-CAP proposed to develop its crime analysis capability by:

- establishing an operational Crime Analysis Unit (CAU)
- redesigning crime reports to facilitate crime analysis
- developing first manual then automated files for crime analysis

The project has successfully accomplished these goals during the first two years of the grant. Current activities include improving its analytic capabilities, developing and improving its known offender file, and developing a system to identify career criminal offenders. Enhanced analytic capabilities will be the basis of developing products and leads for the department's Patrol Action Team (P.A.T.), a tactical force designed to work closely with the CAU.

A summary of the project's success in developing crime analysis capabilities follows.

#### Objective 1: Establishing a Crime Analysis Unit.

The Redondo Beach Crime Analysis Unit was established during the first month of project operation (January, 1980). The Unit was assigned to the Field Service Section of the department, and its hours of operation were 8:00 a.m. to 5:00 p.m. weekdays. The patrol lieutenant was selected to serve as project manager under the direction of the field service operations captain. Due to recent (August, 1981) changes in staffing assignments, the Unit is operating with less than the full staffing allocation. One of the two crime analysts is serving in a supervisory role, and these activities are supported by one clerk/typist and volunteer students. The Unit will be moved to the South Bay C-CAP location in September, 1981, as part of the planned merger.

Table 1  
Redondo Beach Police Department  
C-CAP RELATED IMPLEMENTATION ACTIVITIES

PROGRAM PERIOD	ACTIVITY
January-March 1980	<ul style="list-style-type: none"> <li>• Initiated C-CAP project</li> <li>• Established Crime Analysis Unit (CAU)</li> <li>• Transferred 1 sworn employee to C-CAP project</li> <li>• Hired 3 CAU staff</li> <li>• Continued publication of Daily Recap</li> <li>• Developed special request log</li> <li>• Responded to requests for crime analysis information</li> <li>• Developed special patrol tactic based on crime analysis information</li> <li>• Established Crime Report Planning Committee</li> <li>• Attended training re: statistics for managers</li> <li>• Attended C-CAP Cluster Meeting</li> <li>• Visited I-CAP sites</li> </ul>
April-June 1980	<ul style="list-style-type: none"> <li>• Developed manual crime analysis files (career criminal, physical characteristics, known offender, modus operandi)</li> <li>• Acquired computer equipment (consumed time report)</li> <li>• Modified event (offense) automated program</li> <li>• Developed automated pawn/property files</li> <li>• Revised/field tested crime report</li> <li>• Established forced choice crime report test group</li> <li>• Provided training to operational personnel re: revised crime report</li> <li>• Provided technical assistance to South Bay C-CAP re: data collection</li> <li>• Received technical assistance re: data collection methods (keysort)</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>

Table 1 (continued)

PROGRAM PERIOD	ACTIVITY
July-September 1980	<ul style="list-style-type: none"> <li>• Developed automated F.I. file</li> <li>• Implemented manual crime analysis files</li> <li>• Developed crime analysis feedback form</li> <li>• Implemented crime report and F.I. card</li> <li>• Established liaison with Career Criminal Prosecution Unit</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
October-December 1980	<ul style="list-style-type: none"> <li>• Designed automated modus operandi and suspect files</li> <li>• Designed automated case tracking program</li> <li>• Surveyed several Managing Criminal Investigations (MCI) programs</li> <li>• Received technical assistance re: Tactical Action Planning</li> <li>• Provided technical assistance to 4 agencies adopting Redondo Beach report form</li> <li>• Provided training to operational personnel re: link analysis</li> <li>• Attended conference re: senior volunteers</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
January-March 1981	<ul style="list-style-type: none"> <li>• Merged project management with South Bay C-CAP</li> <li>• Implemented M.O. and suspect automated crime analysis files</li> <li>• Changed Project Director</li> <li>• Initiated detective workload study</li> <li>• Developed Tactical Action Plan form</li> <li>• Provided training to operational personnel re: Managing Criminal Investigations (MCI)</li> <li>• Attended training re: Link Analysis</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
April-June 1981	<ul style="list-style-type: none"> <li>• Lost Intermediate Clerk on Crime Analysis Unit due to transfer</li> <li>• Developed Senior Citizen Program</li> <li>• Developed Patrol Action Team</li> </ul>

Table 1 (continued)

PROGRAM PERIOD	ACTIVITY
April-June 1981 (continued)	<ul style="list-style-type: none"> <li>• Implemented case tracking system</li> <li>• Received technical assistance re: use of senior citizens</li> <li>• Attended training re: criminal intelligence and crime analysis</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>

The Crime Analysis Unit has set up the model of data collection, crime analysis, planning, service delivery, and feedback. Apprehension of offenders, including career criminals, has been achieved via crime pattern recognition based on information provided by the CAU. This has resulted in the use of selective deployment of patrol to deal with the identified crime patterns or trends.

The project has had automated crime analysis data capability since March, 1981. Data entry has been a shared responsibility involving the crime analyst, typist/clerk, and, most recently, the volunteers. Accessing the information has been done by the Project Manager and crime analysts. Both of the crime analysts are involved in preparing and distributing crime analysis information and products.

The Redondo Beach Crime Analysis Unit responds to special requests and prepares crime analysis products on a daily basis. The Chief's Log is a daily recap of offenses involving the targeted offenses (e.g., robbery, burglary, and sex offenses). Suspect description, location, and general M.O. characteristics are included in this daily recap. In addition, crime-specific memorandums are prepared periodically and distributed. These consist of special analyses of a crime series and provide the basis for developing a Tactical Action Plan for the deployment of patrol resources. The crime analysts also have responded to special requests which are initiated on Information Request Forms. Generally, these requests involve pattern recognition and related crime-specific analysis. Results of the requests are noted on required feedback information forms. The source, type, and number of requests for crime analysis information made during the first 18 months of the project are:

<u>SOURCE AND TYPE OF REQUESTS</u>	<u>NUMBER OF REQUESTS</u>
<u>PATROL (35%)</u>	
Suspicious person/suspect identification	26
Crime pattern analysis	9
Series analysis	2
Known offender	4
Crime-specific	2
Area crime evaluations	2
Dispatch log	1
TOTAL:	46

#### SOURCE AND TYPE OF REQUESTS

#### NUMBER OF REQUESTS

##### INVESTIGATION (26%)

M.O. pattern	4
Series	3
Crime pattern	13
Suspect identification	9
Known offender	1
Area crime report	1
F.I. report	1
Crime-specific	3
TOTAL:	35

##### ADMINISTRATION (17%)

Consumed time for service	6
Area stat report	6
F.I. report	4
Suspect identification	2
Hotel burglary	1
Crime pattern	3
TOTAL:	22

##### OTHER (22%)

Crime prevention	3
Various other agencies	12
In-house searches	15
TOTAL:	30

#### Objective 2: Redesign crime reports to facilitate crime analysis.

Four reports were redesigned for crime analysis purposes. They were:

- Crime Report Form
- Crime Continuation Form
- Field Interrogation (F.I.) Cards
- Supplemental to booking

The two major forms revised as part of C-CAP involved the crime report and F.I. card. Changes in the forms were done through a committee process involving personnel from Records, Detectives Division, Patrol, Crime Prevention, and the CAU. Meetings were initiated in March, 1980, and by August, 1980, all revisions had been completed. Field testing of the form and training of patrol were completed by August 21, 1980.

Changes in the forms were made to simplify the instrument through the use of check-off boxes, and secondly, to facilitate data entry for analysis



purposes. Officer acceptance has been favorable, and the effort has resulted in better descriptions of the crime elements and suspects.

Objective 3: Develop a manual then automated system for crime analysis.

Prior to the introduction of C-CAP, file maintenance at Redondo Beach consisted of the following major elements:

1. Automated F.I. file--Established in 1975, this file consisted of 2,000 F.I.'s. There was no systematic purging of this file, and it was rarely used. It essentially contained driver's license type of information. This file was purged by C-CAP in July, 1980, resulting in a useable data base of 900 names.
2. Nickname file--This was a manual file system consisting of cards with brief physical descriptions.
3. Offense report file--These files consisted of the written reports. It was a manual, alpha-based filing system.
4. Arrest report file--This was also a manual filing system accessed by name.
5. Automated name index file--This was the key file utilized by the Redondo Beach Police Department. It contained the names of all victims, offenders, F.I.'s, and suspects in one master file. Through use of the automated name index file, it was possible to access either individual offense or arrest reports and the F.I. files.
6. Stolen vehicle and property file--These were the state maintained files which could be accessed through the department's automated system. No specific stolen vehicle/property files were maintained in the department.

The following file developments have occurred with C-CAP:

1. F.I. file--The F.I. file remains automated, but contains more complete physical data based on information captured on the revised F.I. cards. The software package has been improved to allow access of the data by physical characteristics, location, reporting district, and stolen vehicles.
2. Nickname file (Nicky)--This file has been expanded to include information contained on the revised F.I. cards.
3. Offense and arrest reports (suspect and M.O. files)--The offense and arrest reports are still filed manually. Manual crime reports can be accessed by crime type and geographic pattern. All information on these reports is entered into the computer. The information then becomes the basis of the major files used in crime analysis; i.e., suspect and M.O. files.

Suspect known files--The suspect files (both known and unknown) contain information that can be accessed by the following subsets:

- AKA
- known associates
- known hangouts
- physical description
- vehicle description
- weapons
- clothing

The known offender portion of the suspect file and its proposed subset career criminal file has limited utility for analytical purposes due to the relatively small size of the data base.

M.O. files--M.O. files contain M.O. patterns as indicated on either the crime or arrest reports. It can be accessed by the following subsets:

- method of entry
- point of entry
- suspect action
- time, etc.

4. Gang activity file--This file has been developed based on information contained on the F.I. cards.

The Redondo Beach C-CAP file development and analysis efforts started with a manual, keysort system. There were serious problems associated with this system, including delays in receiving materials, the level of effort required to complete the forms, and utility of the system. It was converted to an automated system during the first quarter of 1981. Currently, all F.I., crime and arrest reports are entered into the computer.

Future file development will be based on identified needs. Current changes are oriented towards modification of the software rather than the actual development of new files. A problem with the current program has been the need for precise commands in English to retrieve information that may involve a range of values (e.g., suspects between the ages of 19-22). Although the current program (August, 1981) uses a formatted screen with check-off boxes, which facilitates data access, additional software improvements will need to be undertaken to enhance the utility of the system. Other developments of the automated system do include plans to integrate the stolen property and pawn files into the system. A separate parolee file is also planned for the future.

Data is entered into the computer daily and consists primarily of offense reports and F.I. cards, and, to a lesser extent, arrest reports. The project has caused a substantial and significant increase in field interrogations (i.e., more than 50% increase over pre-project levels). As part of C-CAP, patrol officers have been given additional instructions on the utility and importance of F.I.'s. Reports on individual officer activity in this area are documented by the CAU and made available to the appropriate supervisory staff (e.g., all watch commanders receive a monthly statistical report on F.I.'s). As evidence of this increased use of F.I.'s, the swing shift (1601-2400) in April, 1981, reported a 156% increase in the use of F.I.'s from the preceding month. An improvement in the quality of information presented on the F.I.'s has also been noted by the crime analysts.

Future improvement in the CAU automated capabilities will focus on the integration of stolen vehicle, property, and pawn information into the system. Further file development will include expanding known offender files, in particular developing the career criminal and parolee subsets.

#### Patrol Management

The Redondo Beach C-CAP proposed to improve patrol performance through achievement of the following two objectives:

- Deploy patrol forces based on crime analysis products and information (i.e., crime patterns, trends).
- Increase role of preliminary investigation for patrol.

Patrol operations in Redondo Beach consisted of a 10/4 system involving three shifts. The patrol force was deployed in a six-beat structure, with a one-man car per beat. With the advent of C-CAP, in particular an operational crime analysis unit, the department was increasingly able to target problem areas with additional patrol forces. The success of directed patrol later resulted in the development of a specialized patrol task force (Patrol Action Team) that involved directed patrol activities.

In less than two years, the department has incorporated many of the major patrol-related features associated with integrated police service delivery. Specifically, the department has sought to enhance the role and functional status of the patrol officer through more directed patrol runs and involvement in tactical action planning based on crime analysis.

#### Objective 4: Increase the role of preliminary investigation for patrol.

Patrol officers at Redondo Beach had, prior to the introduction of C-CAP, some responsibility in conducting preliminary investigation. Specifically, the department required that patrol officers be involved in the collection of physical evidence.

The most noticeable improvement in this area has been the substantial increase in field interrogations made by patrol officers. All three shifts have reported a significant increase in F.I.'s. Most notable has been the increased number of field fingerprints taken in conjunction with the field interrogations. The use of the revised F.I. forms has reduced the amount of time required to complete reports. More importantly, the overall quality of the reports has improved as a result of these changes. Interviews with patrol officers and the completion of a questionnaire by 22 officers indicates that approximately 50% found the CAU products to be either extremely or very useful. The rest, with two exceptions, found the information to be moderately useful. There was a correlation between use and perceived value of the information. Those officers that actively used the CAU products (10 or more times) generally responded favorably.

#### Objective 5: Deploy patrol forces based on crime analysis products and information (i.e., crime patterns, trends, etc.).

The C-CAP effort has resulted in some changes in patrol deployment practices. However, it has not resulted in any changes in the beat structure. A flexible beat plan has been proposed and should be implemented by 1982. While making use of CAU input, the proposed change reflects a commitment of the agency that predates the implementation of C-CAP.

The CAU currently prepares several reports that directly affect patrol operations. These include:

- T.R.D. report--A consumed time report that documents patrol time on calls for service by beat and watch. This information is given to watch and patrol commanders. The CAU has experienced some difficulty in producing this report due to delays in receiving base information from records (appreciably an eight-week delay). Consequently, it has more historical value than use for making current patrol allocation decisions.
- Monthly crime statistics--This report documents the target offenses by beat area. It summarizes crime information according to the following dimensions:

- most likely days
- most likely times
- type of premise
- point of entry
- method of entry
- suspect information
- most frequent reporting districts

This information represents an overview of criminal activities. Attached to this report is a listing of actual crime incidents, by location, date, time, etc. Review of this information has resulted in patrol allocation decisions.

Since the inception of the project, the department has authorized the use of specific, directed patrol actions. However, since the implementation of a specialized task force (P.A.T.) consisting of five officers, the department has experienced an overall reduced number of directed patrol runs.

The patrol tactics used most frequently by patrol as a result of CAU products have been the use of undercover units (30%), followed by increased, specific use of field interviews (21%) and high visibility patrol (13%).

In November, 1980, the department initiated a meeting for managers and supervisors concerning tactical action planning. The results of the training were twofold: it initiated the development of a Tactical Action Plan procedure and sparked the enthusiasm of patrol for this type of activity. The training also resulted in the development of a form for documenting a Tactical Action Plan and a procedure for initiating a T.R.D. This procedure included the following elements:

- identification of the crime problem
- verification of the problem through crime analysis
- examination of the intended results
- determination of the tactic
- development of the plan
- implementation of the plan
- evaluation of the results
- formalization of the results on a feedback form
- final review of the effort

While the CAU maintains a file of all completed Tactical Action Plans, it is not responsible for assessing or evaluating the results of the plans. The CAU does develop a monthly recap of the plans, by shift, for the watch commander and the commander of the Operations Division. Since November, 1980, there have been 109 Tactical Action Plans with the following results:

- 12 arrests
- 47 suspects identified
- 49 cases cleared
- 8 suspects eliminated
- 12 new leads
- 14 property recovered

In addition, the CAU produces a pattern series analysis, generally done on a monthly basis. This report identifies specific crimes as being part of potential series.

Lastly, the CAU responds to numerous special requests from patrol. A total of 46 special requests (or 35% of all requests received by the CAU) addressed by the CAU were from patrol. These generally were requests for suspicious person or suspect identification. Requestors are required to complete a feedback form for all special requests.

#### Investigative Management

The Redondo Beach C-CAP has had the most noticeable impact on the investigation division. Through the development of an automated case tracking form, the agency has established a means to effectively and efficiently monitor the investigation of cases. At this point in time, it represents the most sophisticated tracking system for assessing the progress and status of criminal investigation yet developed as a result of C-CAP. A discussion of this system and other changes occurring as a result of C-CAP is discussed in the following objectives.

#### Objective 6: Increase resources available for investigation of career criminal cases by the investigative division.

Prior to allocating additional investigative resources to career criminal cases, it was important that documentation of current investigative procedures be undertaken. This was achieved through the development of an automated case tracking system to document case management information.\*

The case tracking system was designed to replace the manual master case ledger and the individual officer casebooks. Information is taken from crime report forms and is inputted by a clerk/typist assigned to investigations. The procedure is as follows:

\*The system (C-TRACK) operated independently of the department COPMIS system-- a management information system tracking patrol officers.

The Case Tracking System was designed to replace the manual master case ledger as well as the case books that are maintained by individual investigators. The input function is performed by the clerk that is assigned to the investigation division. Cases are entered into the system directly from the crime report form. As cases are received by investigations, the case screening officer or an investigations supervisor reviews the incoming work for presence of solvability factors. The initial recommendation for case follow-up or office review is made by the patrol officer that conducts the preliminary investigation. The patrol supervisor that reviews the case for accuracy has the option of concurring with the patrol officer or making a different recommendation. The case screening officer makes the final determination as to the status of a case. On the investigations copy of the crime case, the supervisor will indicate if the case is to be investigated or filed after office review. The cases are forwarded to the clerk for input into the Case Tracking System. The cases that are to receive some investigative effort are entered first. Those cases are then routed to investigators for follow-up. The remaining or inactive cases are then entered and also routed to investigators for review prior to being filed.

This system has enabled investigators to monitor their caseloads and will, in time, result in a more efficient appraisal of officer effectiveness. It will result in a more efficient distribution of caseload and assignments of new cases, including career criminal cases. Lastly, it will assist in monitoring patrol effectiveness in conducting preliminary investigations and in filing useful crime reports. The system represents the first automated, systematized approach to management of criminal investigations to occur in California as a result of C-CAP.

Objective 7: Promote and facilitate communication between patrol and investigative functions and the prosecutor's office.

The CAU analyst has been the key element in promoting and facilitating communication between divisions within the department. As a function of their job, they interact with both patrol and investigation, and in this capacity have served as a clearinghouse of information. As a direct result of C-CAP, some detectives (particularly from the burglary detail) are now attending patrol meetings. At these meetings they have made presentations concerning active cases. The change in command, with the head of investigation assuming control of the CAU operations as well, will result in increased interaction between patrol and investigation personnel.

Prosecution

The project proposed to increase liaison and feedback between the agency and the prosecutor's office. While the number of career criminal cases referred to prosecution has increased during the project period, there remains a need to improve upon the identification of these offenders. The known offender files remain a relatively small data base, and as yet no career criminal subset has been established. More importantly, a standardized procedure for identifying career criminals has not been established. Responsibility for identification of career criminals has not been clearly assigned to either patrol, investigation, or the CAU.

The majority of career criminal case filings have been with the CCP unit. However, there have been several instances where this has not occurred, causing some resentment. To date, C-CAP has not improved upon the interaction that occurs between the prosecutor and the law enforcement agency in preparing for a case.

SUMMARY

The Redondo Beach C-CAP has made considerable progress during its first 18 months of operations. Specifically, the project has resulted in the following:

1. Development of automated capability for files and crime analysis purposes.
2. Development and implementation of a case tracking system that enables the department to:
  - screen cases
  - monitor ongoing investigations
  - assess individual officer effectiveness
  - track case closures.
3. Development of new data collection procedures (e.g., revised forms) reducing the amount of time required to complete reports and rendering the information more useful for crime analysis purposes.
4. Changes in patrol strategies based on crime analysis products and, more importantly, establishment of a feedback system to determine the utility of CAU products. Increasingly, decision-making in patrol has relied on crime analysis products.
5. Greater awareness of the CAU, its purpose and potential, resulting in an increase in special requests.

6. Establishment and implementation of a functional, automated crime analysis system within an 18-month period.

The project has accomplished all of its major objectives within the proposed time period. However, the continued success of the project will largely be determined by the effects of the proposed merger with the South Bay C-CAP. There exists some staff resistance to this change, and the proposed relocation of the unit could affect the good working relationship the unit has established with the patrol force. Improvement in the data base, particularly the known offender files, and implementation of a procedure to identify and screen for career criminal cases, needs to occur. The project has strong administrative and local support, and is one of the first in the state to specifically develop a tactical patrol-based force to work with the CAU.

APPENDIX F

SACRAMENTO

#### SACRAMENTO COUNTY C-CAP

The Sacramento County Sheriff's Department was awarded a \$222,222\* one-year grant to initiate a Career Criminal Apprehension Program (C-CAP) on January 1, 1980. Additional funding at the same level allowed the program to continue operations for its second year.

The funded staffing level of the Sacramento County C-CAP is the largest of the present C-CAP sites, commensurate with this being the largest C-CAP agency (734 sworn officers). As of August, 1981, program staffing and funding sources were:

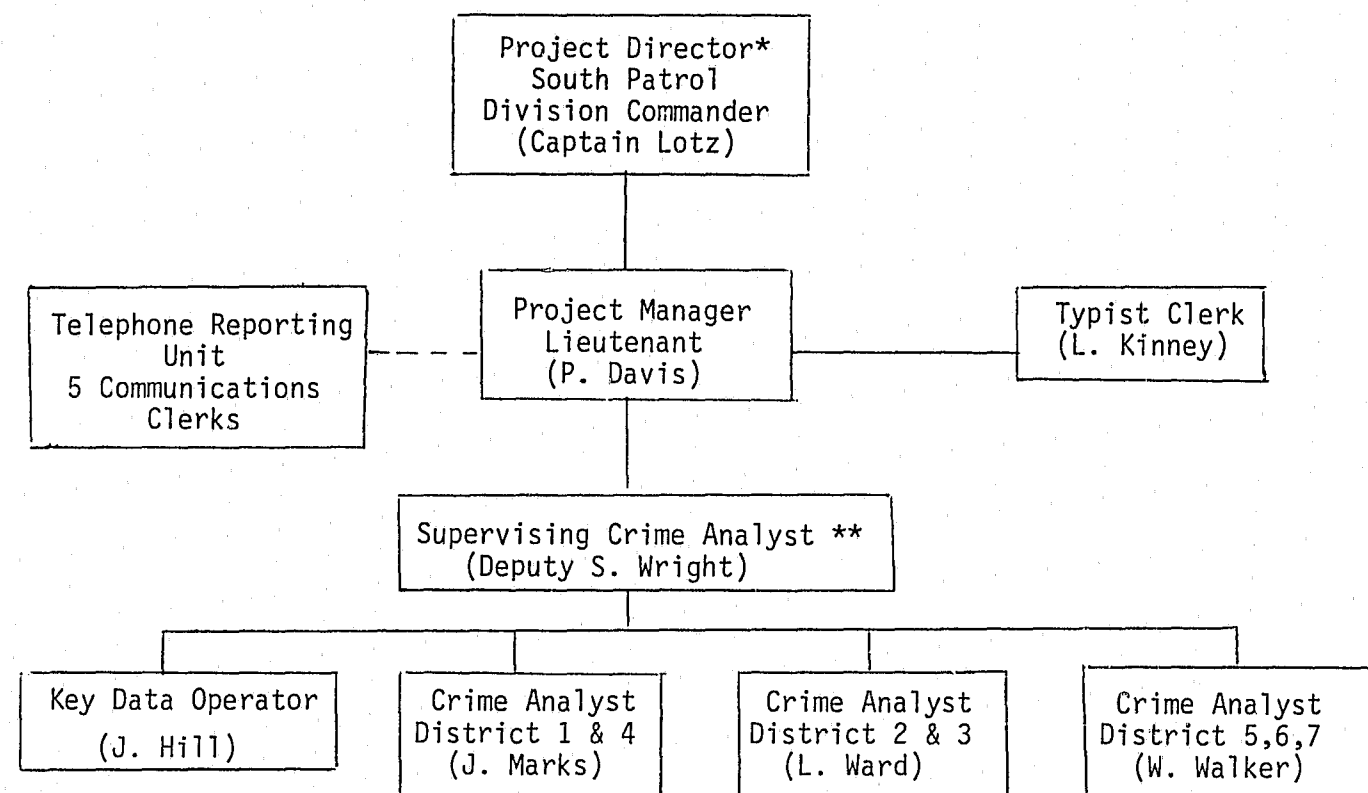
- Project Director, sworn, part-time, department funded
- Project Manager, sworn, full-time, grant-funded
- Supervising Crime Analyst, sworn, full-time, department-funded
- 3 Crime Analysts, nonsworn, full-time, grant-funded
- Key Data Operator, nonsworn, full-time, grant-funded
- Typist Clerk, nonsworn, full-time, grant-funded
- 5 Communications Clerks, nonsworn, full-time, grant-funded

All of the staff positions were filled within the first five project months. Staffing has undergone some changes during the project, especially in the communications clerk positions.

The Sacramento County Sheriff's Department is the only C-CAP site that had an established crime analysis function prior to C-CAP. From December, 1976, a sworn officer and a part-time typist clerk have been assigned to analyze the patterns of criminal activity, burglaries in particular. When the C-CAP project was funded, a Crime Analysis Unit (CAU) was established in the South Patrol Division. The Unit operates weekdays from 8 am to 5 pm. Administratively, the Crime Analysis Unit functions as follows:

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\*10% of which was local matching funds.



\*Part-time, non-grant funded  
 \*\*Full-time, non-grant funded

From its inception, the Sacramento C-CAP project has emphasized the expansion of the department's crime analysis capabilities, which has occurred. Major changes in patrol management (e.g., restructure patrol, establish Telephone Report Unit and use of directed patrol) have occurred which increase the potential for utilizing crime analysis information in a proactive manner. The Sacramento County C-CAP placed less emphasis on improving the management of criminal investigations during the first two project years. Efforts to improve coordination between prosecution and the Sacramento County Sheriff's Department have been initiated.

The implementation of the Sacramento County C-CAP has largely progressed in accordance with the proposed work schedule, with the exception of automating crime analysis files. Several delays have been experienced in delivery of equipment (hardware and software) and in programming. Table 1 presents an overview of program activities during 18 project months (January, 1980-June 1981).

Table 1  
 SACRAMENTO COUNTY SHERIFF'S DEPARTMENT  
 C-CAP RELATED IMPLEMENTATION ACTIVITIES

PROGRAM PERIOD	ACTIVITY
January-March, 1980	<ul style="list-style-type: none"> <li>Initiated C-CAP Project</li> <li>Established Crime Analysis Unit</li> <li>Assigned Supervising Crime Analyst, hired secretary</li> <li>Developed logs to track target crimes</li> <li>Revised/field tested crime report</li> <li>Continued daily bulletin/developed crime summaries and crime correlation reports</li> <li>Developed special patrol/investigative tactics based on crime analysis information</li> <li>Issued Request for Proposal re: automated crime analysis system</li> <li>Attended C-CAP Cluster Meeting</li> <li>Visited 2 ICAP sites (San Diego, Stockton)</li> </ul>
April-June, 1980	<ul style="list-style-type: none"> <li>Hired 3 Crime Analysts and one key data operator</li> <li>Developed modus operandi (M.O.) file</li> <li>Chose automated crime analysis system</li> <li>Implemented crime report and other revised report forms</li> <li>Developed log to record special requests</li> <li>Responded to special requests for crime analysis information</li> <li>Hired five communication clerks</li> <li>Established Telephone Report Unit</li> <li>Introduced C-CAP concepts to Patrol</li> <li>Established Tactical Action Planning Committee</li> <li>Deployment of SHARP (Sheriff's Amateur Radio Program) personnel based on crime analysis (directed patrol)</li> <li>Provided training to patrol re: revised crime report</li> <li>Attended computer training</li> <li>Attended C-CAP Cluster Meeting</li> </ul>
July-September, 1980	<ul style="list-style-type: none"> <li>Established Patrol Manpower Allocation Committee</li> <li>Initiated patrol workload study</li> <li>Developed prosecution feedback log (reason for case rejections)</li> <li>Attended crime analysis training</li> <li>Attended C-CAP Cluster Meeting</li> </ul>
October-December, 1980	<ul style="list-style-type: none"> <li>Lost Analyst (resigned)/replaced Analyst</li> <li>Received Durango F-85 computer</li> <li>Completed draft of Patrol Manpower Allocation Study</li> <li>Attended C-CAP Cluster Meeting</li> </ul>



PROGRAM PERIOD	ACTIVITY
January-March, 1981	<ul style="list-style-type: none"> <li>• Developed robbery log format</li> <li>• Completed Manpower Allocation Study</li> <li>• Established "directed patrol" policy</li> <li>• Revised Notification of Field Operation form</li> <li>• Revised Missing Property Report to include "bait money"</li> <li>• Preliminary review of crime report quality</li> <li>• Implemented prosecution feedback log re: case rejections</li> <li>• Attended C-CAP Cluster Meeting</li> <li>• Visited ICAP site (Simi Valley)</li> </ul>
April-June, 1981	<ul style="list-style-type: none"> <li>• Received CASS software</li> <li>• Developed format for automated files (i.e., stolen vehicle file)</li> <li>• Restructured patrol from beat deployment to district personnel deployment</li> <li>• Reallocated patrol personnel</li> <li>• Distributed Operations Order re: directed patrol</li> <li>• Purchased surveillance cameras</li> <li>• Established Operations Orders regarding surveillance cameras</li> <li>• Developed list identifying location of surveillance cameras</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>

Based on Sacramento County C-CAP grant applications and later revisions, the program has identified the following objectives to be completed during the first two project years:

1. Develop a crime report to include modus operandi (M.O.) factors. (Year 1)
2. Expand existing files (e.g., suspect files, vehicle files, and parolee files). (Year 1)
3. Develop trend, series, and geographic crime analysis techniques. (Year 1)
4. Develop computerized M.O. factor program and stolen property file. (Year 2)
5. Develop Patrol Bulletin to advise officers of major crimes, M.O. factors, etc. (Year 1)
6. Develop report to aid management level staff in the deployment of resources according to need. (Year 1)
7. Establish a Telephone Report Unit. (Year 1)
8. Establish a Tactical Action Planning Group. (Year 1)
9. Conduct a Patrol Operations and Manpower Allocation Study and make indicated adjustments. (Year 2)
10. Establish a directed patrol policy. (Year 2)
11. Acquire and deploy equipment in support of tactical patrol options (i.e., hidden surveillance cameras and undercover vehicles). (Year 2)
12. Develop solvability factors to establish investigative priorities. (Year 2-3)
13. Establish a Prosecution Feedback Log to assess reasons for rejection of cases. (Year 2)

The following subsections examine program results in achieving each of these objectives. The discussion is presented within the four major components of the C-CAP program: crime analysis, patrol management, managing criminal investigations, and prosecution.

#### CRIME ANALYSIS

The Sacramento County C-CAP proposed to improve the department's crime analysis capability through the achievement of the following six objectives:

Objective 1: Develop a crime report to include modus operandi (M.O.) factors.

As soon as the Sacramento County C-CAP received positive notification regarding their grant application, revision of the crime report was initiated. The purpose for the revision was to include detailed modus operandi (M.O.) factors in a forced-choice, check-off format which would facilitate data input into an automated system. Prior to the revision of the crime report, most of the discussion of M.O. factors was limited to an open-ended, narrative section of the report. Reports had to be carefully read to identify M.O. data, and the level of detail varied greatly among reports.

By the end of the first project quarter (January-March, 1980), the crime report had been revised, field tested, and revised again based on information gained during the field test. The revised crime report was implemented in April, 1980, and contains the following subsets of M.O. information:

- location of crime occurrence
- description of surroundings
- type of structure (residential/nonresidential)
- targets
- point of entry
- method of entry
- suspect's actions
- property stolen

Other revisions of the crime report included the addition of an "investigative notation" section (e.g., physical evidence, neighborhood canvass, property loss) in a "yes/no" check-off format, and the development of a separate Suspect Information Report containing suspect description and suspect vehicle information in a forced-choice format.

In addition to revising the crime report, changes have been made in the Continuation Report form, Missing Property form, and Field Investigation (F.I.) card. A report writing manual was developed to assist in the implementation of the revised report forms.

Objective 2: Expand existing files (e.g., suspect files, vehicle files, and parolee files).

Prior to C-CAP, the Sacramento County Sheriff's Department maintained the following files for crime analysis purposes:

	TOTAL FILE	EXPANSION (1-80 to 9-81)
• Suspect vehicle file. Manual file consisting of 3x5 index cards which include description of the suspect vehicle and the occupants of the vehicle (Pre-C-CAP --5,100 entries).	16,000	10,900 entries
• Parolee file. Manual file consisting of 3x5 index cards which include physical description, and major prior offense. (Pre-C-CAP--380 entries). Parolee information is also entered in the department's automated known persons file which, at the present time, can only be searched by name.	1,850	1,470 entries

In addition to expanding the suspect vehicle and parolee files, the Crime Analysis Unit has helped expand another file:

	TOTAL FILE (9-81)	EXPANSION (1-80 to 9-81)
• Known persons file (Field Investigation file). Automated system containing criminal history information, warrant information, field investigation (F.I.) records, crime report information, aliases, previous address, business information and parolee information. Information is entered and retrieved via remote, on-line CRT terminals located throughout the Sheriff's building. <u>Inquiries are by name only.</u>	220,000	105,000 entries
(F.I. File:	4,680	2,730 entries)

The Sacramento County C-CAP plans to implement an automated Modus Operandi (M.O.) file with multiparameter search capabilities. A system of manual logs was developed\* to supplement crime analysis capabilities until automated files are developed.

Objective 3: Develop trend, series, geographic crime analysis techniques.

The Crime Analysis Unit receives copies of all crime reports, arrest reports, and F.I. cards. From these source documents, data is extracted and entered into the files described in Objective 2. In addition, the following manual logs have been developed:

\*See Objective 3.

- Burglary logs (Residential/Commercial/Vehicle). Burglary logs are maintained by the three Crime Analysts for their assigned geographic (District) areas. The information contained in these logs includes case number, type of burglary, day/date and time, victim, M.O. factors (type of structure, targets, point and method of entry), and finger prints.
- Sex Crimes. This log, maintained by one Crime Analyst, identifies case number, location, victim description, suspect description, and M.O. factors.
- Robbery file (armed robbery/strong arm robbery). The robbery file was maintained manually on keysort cards during the first project year (1980). The level of file detail necessitated a review of the information contained on the cards. In January, 1981, a log format for maintaining robbery information was developed based on the format of the CAU bulletin. Information regarding robberies is taken from the bulletin and indexed by type of victim and district in which the incident occurred. By April, 1981, the keysort format was no longer used.

The purpose of these logs is to determine weekly levels of crime activity and to identify patterns. This information is included in the Daily Crime Bulletin, and the weekly Suppressible Crime Summary. It also is used to develop Crime Correlation Reports.

Four pin maps have been developed to assist in identifying geographic patterns of vehicle burglary, stolen vehicle, rape, and robbery. The crime analysis files and logs described in Objective 2 and 3 are used to identify crime patterns and series and to support directed patrol operations. In addition, a major effort is made to link arrestees with prior unsolved crimes through M.O. comparisons. When sufficient similarities exist, investigative personnel are advised. The Crime Analysis Unit has also initiated fingerprint comparisons, when fingerprints are on file from similar crimes.

#### Objective 4: Develop computerized M.O. factor program and stolen property file.

Prior to C-CAP, the Sacramento County Sheriff's Department had several automated information systems operating or being developed. The C-CAP project could utilize these files for information and retrieval functions. The Known Persons File (KPF) is the most important of the automated systems. It will be used to supplement the crime analysis mini-computer system.

As part of their program, the Sacramento County C-CAP plans to implement an automated crime analysis system on a small digital computer which will include four files:

- Modus Operandi (M.O.) File
- Stolen Vehicle File
- Property File
- Suspect/Vehicle File

Through competitive bidding, a Durango F-85 computer system with Crime Analysis Support System (C.A.S.S.) software was chosen. The implementation of this system experienced continual delays, both in receipt of equipment and in programming. By August, 1981, the stolen vehicle file was operational and the program had been outlined for the M.O. file and suspect file. The stolen property file is planned for implementation in late 1981.

The system has four terminals. Two terminals will be located in the Crime Analysis Unit, one will be in the Sheriff's Executive Staff Area, and one will be in the Burglary Bureau of Investigations. The Burglary Bureau has agreed to maintain the serialized property file.

#### Objective 5: Develop Patrol Bulletin to advise officers of major crimes, M.O. factors, etc.

Prior to C-CAP, the department's crime analyst, a sworn officer, produced a Daily Crime Bulletin which contained stolen vehicle reports and modus operandi (M.O.) information on crimes occurring the previous day. The Sacramento County C-CAP has continued to publish this report with only minor revisions.

During the first project quarter (January-March, 1980), the Sacramento County C-CAP developed and published another product to assist operational personnel:

- Crime Correlation Report. This report is prepared on an as-needed basis whenever crime trends or information are apparent. The format of this report includes a description of the problem, composite information (i.e., victims, frequency, time period, M.O.), suspect information, suspect vehicle information, and, when available, physical evidence and recommendations for action. Distribution includes patrol, investigation, administration, and crime prevention.

During the first 18 months of the project (January, 1980 to June, 1981), the Crime Analysis Unit has published 671 bulletins/reports as follows:

<u>TYPE OF REPORT</u>	<u>FREQUENCY OF DISTRIBUTION</u>	<u>NUMBER DISTRIBUTED</u>
Daily Crime Bulletin	Daily	364
Crime Correlation Report	As Needed	307

In addition to self-initiated reports, since the second project quarter (April-June, 1980) the CAU has responded to 746 requests for crime analysis information. The source, type, and number of special requests are as follows:

<u>SOURCE OF REQUEST</u>	<u>NUMBER OF REQUESTS</u>
<u>PATROL (52%)</u>	
Suspect Vehicle File Search	175
Offense Patterns	9
Receiving Stolen Property File Search	4
Parolee File Search	1
M.O. Search	34
Activity Patterns/Crime Patterns	163
<u>INVESTIGATIONS (32%)</u>	
Suspect vehicle file search	103
Offense patterns	48
Receiving stolen property file search	8
M.O. Search	79
<u>ADMINISTRATION (1%)</u>	
Crime specific	6
<u>CRIME PREVENTION (5%)</u>	
Offense patterns	39
<u>OUTSIDE AGENCY (10%)</u>	
Offense patterns/M.O., etc.	77
TOTAL:	746

The major method for receiving feedback on the actual utilization of crime analysis products is the Notification of Field Operation form used to document directed patrol activity. This form includes a section identifying the use of one crime analysis report format: Crime Correlation Reports. To better assess the usefulness of all crime analysis products, the Sacramento County C-CAP agreed to do an informal survey of the Investigations Division. The results of this survey indicated that the Burglary Detectives are most knowledgeable of crime analysis capabilities and are using this resource on an ever increasing basis. This is appropriate since the target offenses of the Sacramento County C-CAP emphasize property crime. However, the other Investigations bureaus are

aware of the CAU; and CAU seems to be developing credibility among the other investigators.

A formal survey of Patrol conducted in August, 1981, indicated that approximately 60% of the patrol officers were moderately familiar with crime analysis products and used the information for crime prevention or crime suppression efforts. Only 20% of the officers responding had requested crime analysis information. Although training regarding crime analysis capabilities has been provided at patrol briefings, a majority (70%) of the officers do not recall receiving any specific training or information.

The Crime Analysis Unit is aware that there must be on-going efforts to disseminate information on crime analysis capabilities, particularly in a department as large as Sacramento County Sheriff's Department.

Objective 6: Develop report to aid management level staff in the deployment of resources according to need.

During the first project quarter (January-March, 1980), the CAU developed and began to publish a "Suppressible Crime Summary" report. This report provides countywide offense summaries for seven-day periods and is published every Wednesday. It is formatted to include a summary of overall activity, as well as a discussion of the level of activity in each of the seven Patrol Districts. A comprehensive table included in the report charts the number of target crimes\* which occurred during the seven-day period and the net change in activity. Although the report is available to operational personnel, it is primarily a management tool.

A Tactical Action Planning Committee\*\* which meets every Thursday uses the Suppressible Crime Report in targeting areas of activity with concentrated resources. The Crime Correlation Reports are also used by the Planning Group to provide more detailed information for developing tactical plans.

PATROL MANAGEMENT

The Sacramento County C-CAP proposed to improve patrol performance through achievement of the following objectives:

\*Residential/commercial/vehicle burglary, rape, armed and strongarm robbery, and vehicle theft.

\*\*See Objective 8 for discussion of Tactical Action Planning Committee.

- Establish a Telephone Report Unit.
- Establish a Tactical Action Planning Group.
- Conduct a Patrol Operations and Manpower Allocation Study and make indicated adjustments.
- Establish a directed patrol policy.
- Acquire and deploy equipment in support of tactical patrol options (i.e., hidden surveillance cameras and undercover vehicles).

The emphasis of these objectives is to divert calls-for-service from sworn personnel and thus facilitate a reallocation of patrol resources to allow for proactive responses to crime patterns identified through crime analysis.

During the first 20 project months (January, 1980 to August, 1981), the Sacramento County C-CAP has been successful in utilizing patrol tactics and strategies directed towards specific offender, M.O., and offense patterns. Patrol responses have included the use of surveillance cameras and undercover vehicles to support tactical actions. As a result of C-CAP, patrol was reorganized from a beat deployment structure to a district deployment structure. This was done to improve the equity of patrol workload and increase the ability of patrol management to make rapid shifts in manpower when necessary. The establishment of a Telephone Report Unit to relieve some of the calls-for-service workload has had a positive impact. However, it has been less successful than expected, mainly due to an inability to maintain the allotted level of staffing.

A brief discussion of the patrol-related objectives and accomplishments follows:

#### Objective 7: Establish a Telephone Report Unit.

Prior to C-CAP, the Sacramento County Sheriff's Department allowed simple reports (i.e., stolen bikes and battery thefts) to be taken over the telephone by the dispatch operator, without follow-up dispatch of a patrol unit. On a monthly average, approximately 960 calls for service were handled over the phone. The number of calls handled over the telephone was dependent upon the dispatch workload. The use of a telephone reporting system was seen as useful; however, a saturation point was reached during the busiest times of day when telephone assistance was needed the most.

Due to C-CAP, a Telephone Report Unit was established in June, 1980. From June, 1980, to June, 1981, the Telephone Report Unit handled 18,245 reports

over the phone, an average of 1,520 reports each month. This is approximately a sixty percent (60%) increase over the level of telephone reports taken by dispatch prior to the establishment of a Telephone Report Unit. This is an appreciable increase, especially considering that the Telephone Report Unit usually has operated at a reduced staffing level.

Five communication clerks were hired in May, 1980, to staff the Telephone Report Unit. Due to excessive turnover in staff, the Unit has operated with only three clerks since June 1981. The difficulty in maintaining the allotted staff level of five communication clerks has been attributed to the following:

- Since these are grant funded positions, it is a limited term position.
- Staff are assigned shift work which can be at undesirable times (7 am - 3 pm/3 pm - 11 pm, Sunday-Saturday).

To alleviate this situation, there are plans to staff the positions with "on-call" deputy sheriffs rather than typist-clerk IIs and to maintain a regular workday shift (8 am - 5 pm, weekdays).

It is believed that the use of communication clerks to take telephone reports has allowed dispatch to respond to incoming calls more quickly and that the communication clerks have increased the level of detail in the reports taken. The Telephone Report Unit has been able to record suspect information and take certain felony reports, such as burglary. Beginning in August, 1981, additional report writing training will be given to this staff in Deputy Sheriff Academy classes.

The Sacramento County C-CAP hopes to see the full realization of the Telephone Report Unit's potential through the changes in staff scheduling and additional training.

#### Objective 8: Establish a Tactical Action Planning Group

Prior to C-CAP, special task forces could be assigned to high crime pattern areas. In addition, specialized units were available, such as the Selective Enforcement Detail (SED) and the Sheriff's Amateur Radio Program (SHARP). SHARP utilizes a team of volunteer ham operators as observers in target crime areas in conjunction with sworn officers.

The Sacramento County C-CAP emphasized the development of patrol services which could proactively focus on crime patterns. This effort was initiated with the advent of C-CAP. During the first six project months, the two Patrol

Division Commanders met on an "as needed" basis to review and prioritize all crime analysis reports. Patrol watch commanders were then directed to prepare operational plans for the problem areas targeted by the Patrol Commanders.

In June, 1980, a Tactical Action Planning (TAP) committee was established to prioritize crime problems. This committee, composed of the two Patrol Commanders, the SHARP and SED supervisors, the C-CAP Project Manager, and the Supervising Crime Analyst encouraged additional input into the development of directed patrol activities. the TAP committee meets every Thursday to review the Suppressible Crimes Summary, published every Wednesday, and the Crime Correlation Reports, and to receive input from the specialized patrol units.

During the first five project quarters (January, 1980 to March, 1981), a total of 80 directed patrol plans were prepared. These resulted in 27 arrests. The patrol plans are generally implemented by the specialized unit. The SHARP detail has been the most active in this regard, and consistently uses crime analysis information. Prior to C-CAP, the SHARP detail was on the verge of disbanding. There seemed to be no focus for their operation. When the Crime Analysis Unit identified a series of vehicle burglaries, the SHARP detail was assigned to monitor the target areas. The SHARP detail has been actively used since that time, and the volunteer membership has increased. The utilization of specialized units is seen as a transitional means for introducing directed patrol as a regular patrol strategy.

Objective 9: Conduct a Patrol Operations and Manpower Allocation Study and make indicated adjustments.

In September, 1980, a Patrol Manpower Allocation Committee was established. Representatives from Patrol Services, Systems Inspections, Technical Services, and the Sheriff's Executive Council are included as members. The purpose of the committee was to review, evaluate and make recommendations regarding calls-for-service, personnel distribution, and beat alignment and deployment strategies.

The Committee utilized information provided by log sheets and the Sheriff's Manpower Allocation System (SMAS). The SMAS is a batch system that provides statistical reports regarding numbers of calls dispatched by type, time, date, and location. In January, 1981, the Committee completed a Manpower Allocation Study. This study indicated that a one unit-one beat approach is appropriate

when workload is light or if there is an adequate number of patrol officers available. Neither of these conditions currently exist. The result was a major change from a beat deployment structure of 21 beats to a multi-area or district deployment structure implemented in April, 1981. The establishment of seven Patrol Districts formalized the common situation of cross beat dispatching and enhanced the capability of conducting directed patrol. There was a slight reallocation of personnel, affecting many assignments of days off and shifts, due to this change in patrol structure.

Objective 10: Establish a Directed Patrol Policy

Patrol services formalized their intent to use directed patrol to focus on identified crime problems through the development of an operations order. In March, 1981, two operations orders were written, one for Patrol and one for Communications, which established procedures governing the implementation and cancellation of directed patrol activities.

The Operations Order for patrol indicated that directed patrol activity was to be distributed by Watch Commanders among patrol personnel. However, Watch Commanders were directed to take into consideration officers' abilities and to give precedence to officers normally assigned to the district in which the operation is to be conducted. On a daily basis, the Watch Commander is expected to determine which crime problems identified by the Crime Analysis Unit and other sources shall be designated for directed activities.

Directed patrol has been divided into two categories:

- Passive--when time is available between handling calls-for-service.
- Dedicated--when the directed assignment has priority over calls for service.

A dedicated assignment requires that a Notification of Field Operation form be prepared. This is the primary source of feedback received by the Crime Analysis Unit.

The formalization of a directed patrol policy has resulted in a major increase in directed patrol activity. Prior to C-CAP, between 7 and 52 directed patrol unit runs were developed each quarter using specialized units (e.g., SHARP detail and SED). During the first quarter that a directed patrol policy had been established incorporating the entire patrol services, 163 directed

**CONTINUED**

**3 OF 4**



patrol plans were developed, resulting in 49 felony and 62 misdemeanor arrests.

Objective 11: Acquire and deploy equipment in support of tactical patrol options (i.e., hidden surveillance cameras and undercover vehicles ).

In April, 1981, three grant-funded, unmarked vehicles and 21 surveillance cameras were acquired. The vehicles are intended for use on directed patrol activities. To date, these have been allocated mainly to the Special Enforcement Detail (SED) and Officers assigned to directed patrol by Watch Commanders. The surveillance cameras are the basis for the Surveillance Camera Program which is primarily targeted at the identification and apprehension of armed robbery suspects. An Operations Order was developed to establish procedures for the installation and servicing of the cameras. The installation and maintenance of the cameras is the responsibility of designated Day Watch patrol officers. These cameras are concealed in a "mock stereo" housing.

A key element of the program is the use of "bait money" which when removed from the transmitter clip activate the camera. A Missing Property Form was revised to include serial numbers of the "bait money."

A list identifying the location of surveillance cameras is prepared and distributed to patrol and investigations. The locations targeted to date are quick service markets (i.e., Circle K Store and Short Stop).

The surveillance cameras have been deployed since June, 1981. Photographs have assisted in the arrest of three robbery suspects.

#### MANAGEMENT OF CRIMINAL INVESTIGATIONS

The Sacramento County C-CAP proposed to improve the management of criminal investigations through the development of solvability factors on which to base investigative priorities.

The Investigations Division of the Sacramento County Sheriff's Department has 61 investigators assigned to the following units:

	<u>Investigators</u>
Robbery	7
Metro	17
Theft	9
Burglary	15
Homicide	5
Narcotics	8
TOTAL:	<u>61</u>

Currently, the mechanism for case screening varies according to the individual who manages each unit. The Burglary Section appears to have the most structured case screening, review and management procedures. This may be a function of either the volume of cases or the personality of the supervisor.

The present crime report, revised as a result of C-CAP, contains more solvability factors than the previous report. The factors are presented in a forced-choice, check-off format, making case preparation a more efficient process. A formalized case screening process utilizing solvability factors has not been developed.

The revised crime report also reduced the amount of room allotted for narrative. When Investigators expressed some concern that the revised report requires more time to compile information which was routinely found in the previous crime report format, the Sacramento C-CAP conducted a six-week review of the quality of crime reports. Investigators were asked to identify the number of reports considered incomplete. Only nine reports were identified during this six-week period. However, the concerns with the revised format continue to be expressed.

Third year C-CAP project plans include a study of the current management of investigations with recommendations for adjustments.

#### PROSECUTION

The Sacramento County C-CAP proposed to improve prosecution efforts by establishing a Prosecutor Feedback log to assess reasons for case rejections.

Beginning June, 1981, every letter of case rejection was reviewed by the Commander of the Investigations Division. This resulted in the realization that cases were referred to prosecution with the knowledge that these were non-prosecutable cases. This was discussed with the investigators' Supervisors who have become more active in their review of cases, resulting in fewer non-prosecutable cases being referred.

In addition, a position is being developed to act as liaison between the District Attorney and Investigations on cases that have been rejected. This may be a temporary position utilizing a sworn officer who is on restricted duty assignment.

C-CAP plans to have a formal meeting in September, 1981, between Administrative level personnel of the Sheriff's Department and District Attorney's Office to review forms and recommend procedures coordinating case preparation.

To date, the Sacramento C-CAP has not affected the procedures for career criminal case preparation. This is mainly a reflection of the procedures and points of liaison established prior to C-CAP. For example, an investigator from the Sheriff's office is assigned to the Career Criminal Prosecution Unit. There is also a liaison officer who is responsible for monitoring officer court appearances and coordinating subpoenas. The Sheriff's Department receives feedback on career criminal case preparation in a monthly report from the Career Criminal Prosecution Unit which describes career criminal prosecutions, trials, and dispositions.

#### SUMMARY OF PROGRAM ACCOMPLISHMENTS

The Sacramento County C-CAP has accomplished its major objectives within the projected time period. Specifically, the Sacramento County C-CAP has resulted in the following:

1. Revision of crime report to facilitate the collection of detailed modus operandi (M.O.), suspect description, and suspect vehicle description data needed for crime analysis purposes.
2. Expansion of previously maintained crime analysis files and the development of a system of logs and maps for crime analysis.
3. Development of automated crime analysis capabilities (e.g., stolen vehicle file, M.O. file, and suspect file).
4. Development of a crime analysis system with the capabilities of producing crime analysis products (e.g., Daily Crime Bulletin, Suppressible Crimes Summary and Crime Correlation Report) and responding to crime analysis requests.
5. Established a Telephone Reporting Unit to direct certain calls-for-service from sworn officers.
6. Established a Tactical Action Planning Committee to target crime problems and identify directed patrol operations.
7. Restructured patrol from a beat deployment strategy to a district deployment strategy based on a Manpower Allocation Study.
8. Established a formal directed patrol policy to emphasize the regular identification of directed patrol activities, resulting in an increase in the use of directed patrol.

#### 9. Developed an effective Surveillance Camera Program.

During the first 20 project months, the Sacramento County C-CAP has greatly enhanced the department's crime analysis capabilities and has restructured patrol to facilitate directed patrol activities. The Sacramento County C-CAP has been successful in utilizing specialized units for directed patrol activity and is currently working to establish this as a regular patrol strategy. There is a certain amount of staff resistance to be expected with the implementation of any major change. The continued success of this program could be supported by an increased use of training and information dissemination. Fortunately, the Sacramento County C-CAP has strong administrative support to assist in the implementation of change.

APPENDIX G  
SANTA ANA

SANTA ANA C-CAP

The Santa Ana Police Department C-CAP became operational in January 1980. Although it was one of the largest agencies to participate in the initial statewide effort (i.e., 305 sworn officers), its funding level was modest when compared with other agencies funded. Its first year grant was \$112,757, and its second year grant was \$103,139.

As a consequence of the low budget, the program had few funded positions, and provided additional staffing support at the expense of the department. Staff positions and funding sources are provided below:

Project Director, sworn, 15% project dedicated, non-grant funded  
Project Coordinator, sworn, 100% project dedicated, grant funded  
Crime Analyst, nonsworn, 100%, grant funded  
Crime Analyst 2, nonsworn, 100%, volunteer  
Career Criminal Case Coordinator, sworn, 15%, non-grant funded  
Clerical, nonsworn, 100%, non-grant funded  
Typesetter, nonsworn, 100%, non-grant funded  
Program Analyst, nonsworn, 100%, grant funded  
Program Analyst, nonsworn, 10%, non-grant funded

Santa Ana C-CAP differed somewhat from the other sites in its purpose and, more importantly, in its implementation schedule. C-CAP was seen as part of an overall effort to change the department in order to make it more community-oriented and efficient in its service delivery. This effort was prompted by Chief of Police Davis in 1973, and continues to this day. Several basic facts prompted the change:

- Traditional policing methods were inadequate and resulted in poor service delivery and officer job satisfaction.
- Traditional police approach was reactionary rather than proactive in combatting crimes.
- Community support was lacking.

Recognizing these factors, the department developed an integrated decision-making process based on a "management by objectives" approach to service delivery. It has involved the following basic components:

- team policing,
- crime management, and
- community involvement.

C-CAP, with its premise of structured decision-making, reliance on data col-

lection and analysis, and allocation of resources based on needs, is consistent with the overall departmental changes.

The primary thrust of the Santa Ana C-CAP has been the development and implementation of an automated Crime Reporting System. This process was envisioned as a two-staged, developmental effort. During the first year (Phase I), the goal was to design the system and its component parts. In this regard, the Santa Ana C-CAP project differed from the course taken by the other sites. There was not an expedited effort to have a fully functional crime analysis capability during the first year of the project. The program was seen as being an integral part of overall department goals to improve service delivery; and, consequently, it operated in accordance with the proposed timetable and changes occurring departmentwide during this period. Given the extent of the operational changes associated with the integration of C-CAP, it was felt that overall program credibility, and possibly departmental support, would be lost if the system was implemented in a hurried or fragmented fashion. This has resulted in the program not having the demonstrable early success reported by the majority of the other sites.

Implementation of many of the C-CAP program components, such as managing patrol operations, was planned for the second year (Phase II) of the grant. In this effort, the program has had considerable success. Table I presents an overview of activities associated with the implementation of the C-CAP program.

Specifically, Santa Ana's overall objectives included:

- upgrading the quality of the crime information collected
- upgrading the quality of the initial investigation
- developing tactical action plans based on crime analysis
- developing directed patrol operations
- enhancing strategic decision-making and planning
- focusing police activities on the apprehension of the repeat or career criminals
- enhancing information flow within the department

Achievement of these objectives is presented in the following subsections.

#### CRIME ANALYSIS

The Santa Ana Police Department had a limited capacity to perform crime analysis prior to implementation of the CAU. Analysis was generally restricted

Table I  
Santa Ana Police Department  
C-CAP RELATED IMPLEMENTATION ACTIVITIES

PROGRAM PERIOD	ACTIVITY
January-March 1980	<ul style="list-style-type: none"> <li>• Initiated C-CAP Project</li> <li>• Transferred/hired 4 persons for C-CAP project</li> <li>• Established Crime Analysis Unit</li> <li>• Published Daily Bulletin</li> <li>• Developed special request log</li> <li>• Responded to special request for crime analysis information</li> <li>• Developed patrol tactic based on crime analysis information</li> <li>• Attended training re: crime analysis</li> <li>• Received technical assistance re: analysis of records process</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
April-June 1980	<ul style="list-style-type: none"> <li>• Replaced Project Director</li> <li>• Hired/trained programmer analyst</li> <li>• Implemented Daily Investigative Supplemental</li> <li>• Developed initial investigation handbook</li> <li>• Established crime report revision committee</li> <li>• Identified new input data requirements</li> <li>• Provided training re: tactical action planning</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
July-September 1980	<ul style="list-style-type: none"> <li>• Proposed changes in current data collection system</li> <li>• Revised crime and arrest report forms</li> <li>• Developed mail-in supplemental and initial investigation procedures</li> <li>• Prepared data processing procedures</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
October-December 1980	<ul style="list-style-type: none"> <li>• Added use of volunteer employees/civilian employees with telephone system</li> <li>• All automated files, except career criminal case tracking, mug retrieval fully developed</li> </ul>

Table 1 (continued)

PROGRAM PERIOD	ACTIVITY
October-December 1980 (continued)	<ul style="list-style-type: none"> <li>• Approved final draft of new crime reporting system, new arrest reporting system and new mail-in reporting system</li> <li>• Implemented telephone report system</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
January-March 1981	<ul style="list-style-type: none"> <li>• Added 3 volunteers to C-CAP project</li> <li>• Completed certification process and training manual</li> <li>• Assigned Career Criminal Case Coordinator</li> <li>• Developed calls-for-service studies</li> <li>• Developed Major Enforcement Team</li> <li>• Received technical assistance re: software transfer and use of volunteers</li> <li>• Attended training re: statistical computation</li> <li>• Visited TRW, Fluor Corp., San Diego P.D. and Huntington Beach P.D.</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>
April-June 1981	<ul style="list-style-type: none"> <li>• Completed Field Supervisor statistical packages</li> <li>• Implemented career criminal identification and tracking system</li> <li>• Attended C-CAP Cluster Meeting</li> </ul>

to the investigations division, where the individual details (e.g., burglary, robbery) tracked offenses and, in some instances, offender patterns. There was little interaction with patrol, and the Investigation Units did not have the capability to perform detailed crime analysis on a routine basis. Through the C-CAP grant, the Santa Ana Police Department proposed to improve its crime analysis capability by:

- establishing a crime analysis unit
- developing an effective data collection method for crime analysis purposes
- developing an automated data analysis capability

Results in achieving these objectives follow.

Objective 1: Establish a Crime Analysis Unit.

The crime analysis function in the Santa Ana Police Department, designated the "Operation Support Unit," was established during the first month of the project. The Operation Support Unit was designed to incorporate the use of both automated and supportive manual methods for performing the following major functions:

- data collection
- data entry
- crime analysis
- crime data product dissemination
- feedback processes
- career criminal identification

Development of the capabilities to perform these functions was envisioned as a two-staged, two-year process. First year development consisted of selecting and training the staff, designing the system, and developing the necessary data collection and data entry procedures. During the second year, program emphasis has been on developing software analytic capabilities, pretesting the revised data collection instruments, and performing some preliminary crime analysis functions.

Unlike the majority of the other funded agencies, Santa Ana did not develop an interim, manual-based system to perform crime analysis functions. While the Unit has conducted crime analysis manually on a selected basis, this has not resulted in the development of new procedures or data storage capabilities. The procedures followed in these manual analyses are similar to those that will be used in the proposed automated system.

Crime analysis done by the Unit is based upon crime pattern recognition, and involves five major offense categories: residential and commercial burglary, personal and commercial robbery, and rape cases. In addition, the Unit monitors and collects information on a series of offenses related to the five targeted impact crimes (e.g., for burglaries, all unlawful entries, prowling and unlawful lodging charges are also tracked).

Throughout the project period, the Operations Support Unit has made extensive use of two existing departmental data sources: stolen vehicle and wanted persons files. These have been used by the Unit in preparing the Daily Investigative Supplemental Bulletin. Suspect description and crime pattern analysis has, when done, been based on existing crime and arrest reports and field interrogation files.

With the development of the automated Crime Reporting System, the CAU will enter information contained in the totally revised crime and suspect arrest reports into the computer. This data will be accessible through a full range of offense and offender variables (files) such as physical descriptors of the suspect, modus operandi factors, and suspect action. Additional files to be developed during the project include career criminal, case tracking, and "mug" shot description files. These files have been partially developed and currently are maintained manually.

In terms of its scheduled development, the Operations Support Unit has followed its stated work plan: system design during Phase I and system implementation during Phase II.

Objective 2: Develop an automated data analysis capability (Crime Reporting System).

The principal objective of the Santa Ana C-CAP effort was the development of an automated Crime Reporting System (CRS). The first year of program operations resulted in the hiring of computer analysts, and the selection and development of hardware and software. Limited automated data analysis capability became possible in April, 1981. It is anticipated that by December 1981, a fully operational system would be available for thorough data analysis.

The crime data analysis system proposed by Santa Ana's C-CAP focuses on crime pattern identification and recognition. The development of this crime pattern recognition capability has consisted of a two-phase approach. Phase I development involved summary crime data, while the second phase of development

will focus on the identification of modus operandi related crime elements.

The major purpose of the Phase I Crime Reporting System is to identify possible crime patterns by summarizing the following data elements:

- case number,
- type of offense report,
- type of crime,
- location of occurrence,
- date of occurrence, and
- time of occurrence.

This system is in transition from a micro-based capability to a larger system. Information provided by Phase I development has been used primarily for internal training purposes and has had minimal impact on departmental operations. The second phase (currently active) of the development of the Crime Reporting System focuses on modus operandi (M.O.) and related analysis. This system will provide a means for visual display of M.O. characteristics by frequency of occurrence. The result of the analysis will be the development of an M.O. model based on the identification of similar crime elements. This process will rely on the ability of the analyst to rank the crime elements by degree of importance. The development of the M.O. model will result in the identification of a number of the cases meeting this developed criterion. The last step of the process will consist of comparing the M.O. model with a known offender file and identifying potential suspects. It is anticipated that this system will be fully operational by December, 1981.

The other major automated data capability being developed as a result of C-CAP consists of a Geo-data based system. Using a digitizer, this procedure will provide the Unit with the automated basis for displaying crime patterns on a map. The equipment to perform this function has been purchased. Software development is in process and should be completed by October 1981. The system will have considerable impact on report reproductions and certain types of correlation analysis (e.g., known offender residence by crime pattern).

Objective 3: Upgrade the quality of the information collected.

A critical component in crime analysis is the quality and reliability of the initial data. Quality of the data is enhanced through the improvement of data collection procedures, while reliability of the data is improved through training and review procedures. Santa Ana's approach has incorporated

both of these features.

The data collection system developed for C-CAP operations consisted of the following major components:

- developing a new crime report form
- developing a new arrest report form
- designing a mail-in supplemental form
- developing a field investigation manual

The C-CAP project convened several "User Committees" to design the new forms and manual.

The department's court liaison officer was assigned to work closely with the Unit to review arrest reports for accuracy and completeness. Simplification of forms, with an increased reliance on forced-choice responses, has resulted in an improvement in both the quality and quantity of information collected. The revised forms were field tested during August, 1981. With the successful completion of the field test in September, 1981, the department will conduct an officer training program.

Lastly, the development of the automated Crime Reporting System will greatly enhance the quality of information available for analysis. The fact that Santa Ana Police Department compiles over 70,000 reports each year makes the use of the automated system the only practical way to review and analyze key crime elements. This will be possible through the proposed automated system.

#### Patrol Operations

The majority of the department's C-CAP objectives are patrol management goals as well as crime analysis goals (e.g., upgrade quality of information collected). This reflects the department's long-standing emphasis on improving patrol operations to insure a high level of officer involvement.

Because of the department's team policing concept, the organization of patrol in Santa Ana differs somewhat from the structure seen at other sites. Team policing resulted in the creation of a Field Operations Bureau which is headed by one commander, and the reorganization of the patrol division into the following components:

- creation of senior area commander positions (lieutenant level) for centralized coordination of effort;
- division of patrol into four geographic areas, each headed by an area commander;

creation of two teams per area, each headed by team sergeants and backed by assistant team leaders;

- 18-month assignment of team members, including both uniformed and nonsworn support personnel;
- creation of a senior station commander position (lieutenant) for centralized field coordination of effort of duty operations;
- creation of a station commander position (lieutenant).

This basic restructuring of patrol resources occurred prior to, but in anticipation of, the implementation of C-CAP. It affects C-CAP operations insofar as the crime analysis products are tailored to three levels: top and middle level management and operations personnel.

The implementation of C-CAP has not affected calls-for-service policies or beat alignments. Similarly, it has not resulted in the development of many tactical action plans. When the Crime Reporting System becomes operational, it will have more of an impact on patrol operations. A discussion of the C-CAP objectives that have had an effect on patrol management and operations follows.

#### Objective 4: Upgrade the quality of the initial investigation.

Upgrading the quality of initial investigations has been an on-going, pre-C-CAP goal associated with Santa Ana's Field Investigation Program. This has occurred through the following means:

- Improvement of data collection means.
- Development of resource management programs, such as computer aided dispatch, to allow field officers more time for directed patrol activities.
- Development of a detailed field investigation manual.
- Additional training and the development of a certification program for officers.

A detailed discussion on the proposed revisions of forms was presented in last year's report. Essentially three forms were either revised or specifically developed as a result of C-CAP. They were:

- Crime Report
- Suspect/Arrest Form
- Mail-in Supplemental Form

By August, 1981, all forms had been developed and were undergoing a two-month trial period in one of the patrol areas.

Programs implemented as part of the department's overall goal to improve



field officer efficiency included:

- Computer-aided dispatching, resulting in call screening, call prioritization, automated communication, enhanced calls-for-service data collection.
- Civilianization of the force, increased use of civilians for functions traditionally performed by sworn personnel.
- Use of telephone reporting, resulting in a reduction of on-the-scene response requirements.
- Patrol incentive pay, a salary structure that encourages uniformed duty.

The field investigation manual is in the final stages of development, and is based in part on San Diego Police Department's manual. It has been designed to assist patrol officers in improving their field investigations. It is anticipated that the manual will be distributed by September, 1981.

Lastly, and most importantly, the department has developed and is in the process (August, 1981) of implementing a Field Investigation Program. This will be based on an automated case management system to track officer performance in arrest, filings, and disposition. It will also be part of a certification program that will involve all patrol officers. Their field knowledge, ability, and performance as measured by arrest and case disposition will be under management review. This is consistent with a major objective of the C-CAP program: the improvement of patrol officer efficiency and effectiveness.

Objective 5: Develop tactical actions plans and directed patrol operations based on crime analysis.\*

During Phase I system design, plans were made to develop CAU products that would be responsive to the needs of the various user groups, including management and field operations. Through an assessment of the user groups, it was determined that information needs reflected the type of responsibility for each group. That is, the operational force had the greatest need for criminal method data, while crime trend data was required by management personnel. A statement of product requirement designed to satisfy each of the user groups was developed as a result of the needs assessment.

Currently the Operations Support Unit produces the following reports and products:

\*This is a revised objective that combines two previously separate objectives, one on tactical alarm planning and the other on directed patrol.

- Daily Investigative Supplemental--A daily publication containing a summary of crime information, warrants, stolen vehicles, and suspect descriptions.
- Monthly Area Commanders Report--A statistical overview of reported crime by team and area. It is accompanied with a grid report.
- Special Requests--There have been few special requests completed due to the lack of automated capability.

The Daily Investigative Supplemental has been generally well-received by patrol. It has resulted in the apprehension of suspects and the recovery of stolen vehicles. The extent to which this has occurred, however, is not known due to the lack of a formal feedback system. The Unit has only recently implemented a feedback system that will document this type of information and that will evaluate the usefulness of the Unit's products.

Because the department does not yet have a fully functional automated system for crime analysis, there have been only a few examples of either directed patrol or tactical action planning based on crime analysis. However, the department has initiated procedures for tactical action planning and assigned responsibility for carrying out tactical actions to the Major Enforcement Team (M.E.T.).

One example of directed patrol operation recently occurred in Patrol Area D. In July, 1981, the area commander implemented a directed patrol detail on the basis of crime analysis that examined residential burglaries which occurred during the previous two-and-a-half years. The analysis, conducted by the Operations Support Unit, resulted in the identification of several "hot spots." A directed patrol detail consisting of three officers and one sergeant was assigned to the problem. Both the hours of operation and techniques utilized by the officers were flexible and reflected the changing nature of the problem. The emphasis was on suppression, and the detail was kept in force for a two-month period.

Recently, the department has designated the M.E.T. as a flexible support unit to assist patrol and investigations. M.E.T. consists of two teams of five officers, each headed by one sergeant. The purpose of M.E.T. is to assist patrol in intensified patrol efforts, address targeted criminal activities in undercover investigation, assist investigation in their operations, and lastly, to serve as an operational aid to the Crime Analysis Unit, focusing its attention on career criminal apprehension. When the automated crime analysis system becomes operational, it can be anticipated that the M.E.T.'s role in proactive crime suppression and apprehension efforts will increase.

Objective 6: Direct police activities towards the apprehension of repeat or career criminals.

As part of its Field Investigation Program, the Santa Ana Police Department has developed a system to improve the identification, tracking, and prosecution of career criminals and serious repeat felony offenders.

The identification of career and/or serious criminals is the responsibility of the field investigator who is either assigned a case or who makes a felony arrest. He performs a criminal history background check to determine the eligibility of the offender for targeted prosecutorial action. The detectives assigned to the case have the responsibility to complete the background check if the field investigator has left it incomplete. All career criminal cases identified through the background check are forwarded to the Career Criminal Case Coordinator, assigned to C-CAP's Operations Support Unit. The Coordinator assumes responsibility for filing the case with the career criminal prosecutor. Both the coordinator and the Operations Support Unit track disposition of these cases. The information also becomes part of a career criminal file.

The tracking system consists of an arrest log. Information on all persons arrested is entered into this log, which is maintained by the station commander. Copies of the arrest log are distributed to the Career Criminal Case Coordinator, the Operations Support Unit, the court liaison officer, and investigation division.

Because the program's automated crime analysis capability is not completely operational, there have been few examples of career criminal apprehensions resulting from crime analysis.

Objective 7: Enhance information now within the department.

This has primarily occurred through the development of an Operations Support Unit which maintains close working relations with patrol, investigations, and, through the court liaison officer, the District Attorney's office.

The development of the case tracking system, monitoring both patrol and investigation activities, also will contribute to an enhanced flow of information in the department. Similarly, the career criminal tracking system contributes to better intra-agency cooperation in cases.

Lastly, the development of products such as the Daily Investigative Supplemental and the Area Reports have greatly facilitated the communication of crime-related information within the department.

Investigative Management

C-CAP has had little effect on the management of criminal investigations in Santa Ana Police Department during the first 20 months of program activities. The Investigative Division has not modified any of its procedures as a direct result of C-CAP. No specific site objectives were developed to effect changes in investigative management practices.

The proposed career criminal case tracking system eventually will require investigators to conduct a background check on all cases that were not adequately checked by the field investigator.

Prosecution

No site-specific C-CAP objectives were developed that deal with the prosecution of career criminal cases. However, the program has resulted in several changes that affect this area. As mentioned before, a career criminal tracking system has been developed to maintain the dispositions of all career criminal cases. Secondly, court liaison officers have been assigned to review all cases prior to filing. This has already resulted in a substantial reduction in case rejections.

SUMMARY

The objectives of the Santa Ana C-CAP are consistent with on-going departmental policies to integrate police service delivery into a cohesive, functional operation. The primary focus of the overall departmental efforts has been patrol management. Similarly, most of the C-CAP objectives in Santa Ana have also dealt with patrol operations. The department is committed in its effort to upgrade the quality of patrol operation through its Field Investigator and C-CAP Programs. This has already resulted in a certification program for patrol officers; and, in a radical departure from the traditional patrol officer role, the department has encouraged field investigators to maintain an active caseload.

In summary, the major achievements of the program have been:

1. The introduction and support of the Field Investigator Program.
2. The development of a felony case tracking system.
3. The revision of departmental forms.
4. The development of an automated crime analysis capability.
5. The establishment of a specialized patrol-based task force to conduct directed patrol and other tactical actions.

6. The introduction of crime analysis related products (e.g., Daily Investigative Supplemental and Area Commander Crime Reports) as well as some special requests.

APPENDIX H

SOUTH BAY

## SOUTH BAY C-CAP

The South Bay Career Criminal Apprehension Program differs organizationally and operationally from the other C-CAP agencies. For one, South Bay was one of two projects that were operational prior to participating in C-CAP. Secondly, South Bay C-CAP was the only project funded that was not physically part of a single law enforcement agency.\* It functioned instead as a Crime Analysis Unit (CAU) for 11 participating jurisdictions within Los Angeles County. Lastly, South Bay C-CAP differed from the other projects in that it had a tactical team assigned to the Unit. In several respects, the South Bay C-CAP is illustrative of the direction that C-CAP is likely to take in the future, specifically in the:

- development of a multijurisdictional approach to crime analysis
- development of specialized patrol-based tactical teams to work closely with the CAU.

The assessment of the South Bay C-CAP takes on added importance because these features are increasingly being planned by other C-CAP agencies.

## BACKGROUND

The South Bay C-CAP represents the most recent development of a multi-jurisdictional crime analysis unit in Los Angeles County. Its predecessor was the South Bay Burglary Team (SBBT) which was originally established in June, 1974. Based on the successful results of a year trial period, the SBBT was funded by the Law Enforcement Assistance Administration in July, 1975. At that time, as now, the proponent agency was the Redondo Beach Police Department. Office space was provided by City Hall, and they occupied the basement of this complex. The team was originally staffed with a total of 12 sworn officers. This was later expanded to include 17 sworn members, 1 lieutenant, 3 sergeants, 11 investigators, 2 Los Angeles County deputies (non-grant funded), and 3 civilian positions. At its largest, the SBBT encompassed 16 cities and 2 unincorporated Los Angeles County areas. In July, 1979, the program changed its name to the South Bay Career Criminal Appre-

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\*In February, 1981, it merged organizationally with the Redondo Beach Police Department. The physical merger will take place in September, 1981.

hension Program, and was funded with a \$394,011 grant (including federal, state, and local fund match) to set up an example of a multijurisdictional effort. This funding added an analytical component to the previously established burglary enforcement team. The 1979 grant application requested funding only for the establishment of the crime analysis component. The cost of all other associated proposed operations was assumed by the participating local agencies. A total of 14 agencies initially participated in this first year effort.

The crimes targeted by the CAU included robbery, burglary, sexual offenses, receiving stolen property, and, to a lesser extent, narcotic-related offenses (11350, 11383 H&S, 11550 H&S). This emphasis on offenses has not changed during the past two years.

In July, 1980, the South Bay C-CAP submitted a second year grant application to OCJP for additional funding in the amount of \$149,704, beginning October 1, 1980. The second year of funding was to further develop the crime analysis capability of the project, particularly in improving its ability to furnish crime analysis products to the participating agencies.

At the beginning of the second year grant period, the project consisted of 8 sworn officers supported by civilians. The project provided crime analysis services to the following cities and law enforcement jurisdictions: Gardena, Hermosa Beach, Palos Verdes Estate, Lennox Sheriff's Substation,\* Lomita Sheriff's Substation,\* Manhattan Beach, Redondo Beach, Rolling Hills Estates, Rolling Hills, Lomita, Lawndale, and the University of California at Los Angeles.

During this funding period, several factors had an impact on service delivery. They were:

1. Several agencies participating in the multijurisdictional network terminated their involvement, reducing the size of the tactical team and the level of crime analysis conducted.
2. The uncertainty of the project's future has resulted in considerable staff turnover and attrition.
3. In January, 1981, the project merged with the Redondo Beach project as a condition for continued funding.

\*Both of these substations contracted with other cities, including Lomita and Lawndale.

TABLE 1  
SOUTH BAY C-CAP IMPLEMENTATION AND DEVELOPMENT ACTIVITIES

PERIOD OF PERFORMANCE	MAJOR ACTIVITIES
JULY-SEPTEMBER 1979	<ul style="list-style-type: none"><li>* C-CAP introduced to all participating agencies</li><li>* Staff training in crime analysis (DOJ sponsored)</li><li>* Established interface with Career Criminal Prosecution Unit</li><li>* Established regional pawn system in coordination with police agencies and area pawnshops</li><li>* Initiate data collection from participating agencies; crime, arrest, F.I., and pawnslips</li><li>* Established C-CAP steering and advisory committee</li><li>* Design CAU monthly report</li><li>* Began CAU informal workload study</li><li>* Interface with DOJ for receipt of narcotic and sex registrant printouts</li><li>* Established Bank 211, F.I. and teletype files</li><li>* Designed internal assessment evaluation system analyzing surveillance unit and CAU activities</li><li>* Program policies and procedures developed and approved by steering committee</li><li>* Responded to special requests for crime analysis information</li><li>* CAU began generating known offender products</li><li>* All surveillance officers, but one, rotated</li><li>* Surveillance unit understaffed by 3 officers</li><li>* Team activities resulted in 29 arrests, 34 cases cleared, \$63, 734.56 property recovered; \$1,870 in narcotics seized</li></ul>
OCTOBER-DECEMBER 1979	<ul style="list-style-type: none"><li>* The CAU data base expanded with DOJ pawner and prison inmate movement information</li><li>* The CAU tested request for assistance forms November/December</li><li>* A crime analyst was promoted to another position in the county</li><li>* The administrative secretary left to accept a permanent position with Redondo Beach</li><li>* New administrative secretary hired</li><li>* UCLA Police Department contributed an officer</li><li>* The surveillance unit continued to be understaffed</li><li>* Team activities resulted in 34 arrests, 87 cases cleared, \$72,992.60 property recovered, \$6,904 narcotics seized</li></ul>
January-March 1980	<ul style="list-style-type: none"><li>* Staff attended C-CAP orientation meeting</li><li>* A second crime analyst left program</li><li>* Santa Monica, Culver City and Inglewood withdrew from program</li><li>* CAU and surveillance unit operations modified to to accomodate personnel shortages</li></ul>

	<ul style="list-style-type: none"> <li>* Team activities resulted in 24 arrests, 80 cases cleared, \$26,350 in property recovered, \$12,350 in narcotics seized</li> </ul>
April-June 1980	<ul style="list-style-type: none"> <li>* The program was refunded, for one year effective October 1980, by the Los Angeles Regional Criminal Justice Planning Board</li> <li>* The two crime analyst vacancies were filled, 1 involved promotion of administrative secretary</li> <li>* Hired new administrative secretary</li> <li>* Assigned administrative assistant as program administrator/CAU supervisor</li> <li>* Manhattan Beach officer assigned to team</li> <li>* Hermosa Beach officer withdrawn</li> <li>* The surveillance unit stabilized with eight officers/deputies</li> <li>* First year C-CAP grant modified to interface with 2nd year in October</li> <li>* Surveillance unit costs absorbed by local participants</li> <li>* Preliminary design of the crime analysis system, data base and evaluation tracking system</li> <li>* Attended C-CAP cluster Meeting</li> <li>* Team activities resulted in 26 arrests, 66 cases cleared, \$171,765 property recovered, \$199,000 narcotics seized</li> </ul>
July-September 1980	<ul style="list-style-type: none"> <li>* CAU visited all participating agencies and designated departmental liaisons</li> <li>* Initiated development of a manual crime analysis system and files</li> <li>* CAU attended DOJ crime analysis course</li> <li>* Reinitiated pick up of crime, arrest, F.I. and pawn data</li> <li>* Received technical assistance to develop CAU</li> <li>* Contacted participating agencies re adoption of standardized crime, arrest and F.I. forms</li> <li>* Attended C-CAP cluster meeting</li> <li>* CAU began using request for assistance/feedback forms</li> <li>* Developed log to document specific requests for assistance</li> <li>* UCLA rotated their officer</li> <li>* Team activities resulted in 22 arrests, 30 cases cleared, \$276,300 property recovered, \$26,100 narcotics seized</li> </ul>
October-December 1980	<ul style="list-style-type: none"> <li>* Participating agencies trained in completing new crime, arrest and F.I. reports</li> <li>* Participating agencies began using new reports</li> <li>* CAU began punching keysort cards to establish manual data base</li> <li>* Keysort system temporarily suspended to redesign and simplify</li> <li>* Attended conference on use of senior volunteers</li> <li>* Design volunteer program</li> <li>* Initiated computerization feasibility study assisted by Search Group, Inc.</li> </ul>

	<ul style="list-style-type: none"> <li>* Attended C-CAP cluster meeting</li> <li>* Began implementation of T.A. recommendations for CAU re prior quarter</li> <li>* Began volunteer recruitment</li> <li>* Modified manual file system</li> <li>* UCLA rotated their officer</li> <li>* Redondo Beach replaced Sergeant with Officer</li> <li>* Team activities resulted in 21 arrests, 84 cases cleared, \$51,610 property recovered, \$3,000 narcotics seized</li> </ul>
January-March 1981	<ul style="list-style-type: none"> <li>* Attended a C-CAP cluster meeting</li> <li>* Received technical assistance for providing C-CAP orientation workshop to top and middle management</li> <li>* Attended DOJ crime Link Analysis course</li> <li>* Implemented volunteer program recruiting 25 persons</li> <li>* Attended I-CAP conference in San Mateo</li> <li>* Visited I-CAP sites of South San Francisco and San Mateo and Marin County C-CAP</li> <li>* Designed and implemented a characteristic based filing system</li> <li>* The program successfully complied with the three OCJP mandates for continued funding</li> <li>* Volunteers created and maintained teletype, F.I. and pawn file</li> <li>* Completed an assessment of mapping formats for crime analysis</li> <li>* Manual keysort card system redesigned</li> <li>* The surveillance team Lieutenant was replaced by a Sergeant</li> <li>* Revised request for assistance/feedback forms</li> <li>* Received technical assistance for volunteer program</li> <li>* Team activities resulted in 9 arrests, 188 cases cleared, \$14,095 property recovered, \$1.00 narcotics seized</li> </ul>
April-June 1981	<ul style="list-style-type: none"> <li>* Attended a C-CAP cluster meeting</li> <li>* Volunteers began keysorting</li> <li>* NRTA/AARP visited volunteer program</li> <li>* Volunteer program documentation completed</li> <li>* Administrative secretary attended DOJ crime analysis course</li> <li>* The crime analysis system was refined re keysort, report logging, characteristic based file system, requests for assistance and suspect bulletins</li> <li>* Monthly report and statistical forms revised</li> <li>* The maps ordered for crime analysis were received in June</li> <li>* Crime, arrest and F.I. information is received daily via the court liaison officer</li> <li>* City of Redondo Beach authorized automation of F.I.'s</li> <li>* Manhattan Beach temporarily withdrew officer</li> <li>* Two of three crime analysts left for new jobs</li> <li>* Senior clerk hired</li> </ul>

- \* Team activities resulted in 35 arrests, 73 cases cleared, \$111,533.99 property recovered, \$42,500 narcotics seized

4. In May, 1981, changes in the project objectives were made.

This report presents a summary of South Bay's C-CAP program operations and accomplishments during the first 18 months of operation as part of the statewide C-CAP initiative. It recognizes the uniqueness of the program and discusses its accomplishments relative to its stated objectives.

#### PROGRAM GOALS AND OBJECTIVES

The overall goals of the project were: (1) to establish a multijurisdictional crime analysis capability; (2) provide investigative leads and crime trend or offender data to the participating law enforcement agencies; and (3) to provide support to the tactical, surveillance-oriented strike force assigned to the Unit. Future development of the project includes plans to introduce the concepts of managing patrol operations (MPO) and managing criminal investigations (MCI) to the participating agencies. During the past two years, the project has been very successful in achieving its broad goals (see Table 1--Implementation Activities). Specific project objectives included the following:

1. To establish a Crime Analysis Unit.
2. To introduce the use of volunteers in crime analysis operations.
3. To develop a centralized data base for crime analysis purposes.
4. To establish a multijurisdictional strike team.
5. To coordinate CAU activities with the participating service agencies.
6. To substantially improve case clearance rates as a direct result of crime analysis and multijurisdictional team activities.
7. To improve performance of the team in levels of recovered stolen properties and drugs seized and to identify stolen property through CAU efforts.
8. Through the use of multijurisdictional teams, increase coordination efforts to identify and apprehend major criminal offenders.

#### Objective 1: Establish a Crime Analysis Unit

The development of a functional Crime Analysis Unit has taken two years. The operational foundations of a Crime Analysis Unit (e.g., hiring and training staff, reviewing procedures) were achieved during the first quarter.



However, the linkages with the participating agencies, revisions of forms and procedures, and upgrading of the quality of the analytic capabilities have taken the full two years. Its current multijurisdictional criminal information network has been one of the major accomplishments resulting from South Bay's involvement in C-CAP.

Prior to C-CAP, the South Bay Burglary Team had analyst positions, but their responsibilities were generally restricted to background searches, statistical tabulations, and other program administrative activities. Participation in C-CAP changed their responsibility and tasks. Specifically, involvement with the state C-CAP program resulted in many major changes in the Unit's analysis capabilities. They included:

- specialized training for the Crime Analysts
- a professional, outside assessment of crime analysis operations and procedures
- development of a keysort system and restructuring of the characteristic-based filing system
- a preliminary automation of certain data elements (e.g., field investigations)
- development of structured formats for presenting crime data
- development of a feedback form to enhance self-assessment capability.

Current staffing of the Unit consists of the following:

- 1 Program Coordinator, nonsworn, 100%, grant funded
- 1 Crime Analyst, nonsworn, 100%, grant funded
- 1 Administrative Secretary, nonsworn, 100%, grant funded
- 1 Senior Clerk, nonsworn, 100%, grant funded (32 hours a week)
- 23 Volunteers, nonsworn, not funded.

The responsibilities of the Crime Analyst positions were initially defined by the Project Coordinator in a memorandum issued in July, 1980. These functions have been modified and will include the following responsibilities:

1. Case Report Review--Each Analyst is assigned responsibility for providing crime analysis services in several jurisdictions. All crime information is received on a daily basis by the court liaison officer. The Analysts are then responsible for reviewing this information and entering it onto the appropriate case log. The Senior Clerk collates this information on keysort cards. The information is regularly reviewed to detect crime pattern series and known offender information.

2. Pawn Slip Review--Analysts are responsible for reviewing pawn slips that are received from the South Bay area, attempting to match pawned property with crime reports, and identifying suspicious pawners.
3. Teletype Review--Analysts are responsible for working closely with the volunteers in reviewing teletypes for agencies outside the South Bay C-CAP. The purpose of this review is to detect possible correlations of crime pattern series or known offender information.
4. Maintain Dissemination Records--Analysts are required to record all requests received or self-initiated and information disseminated on request for assistance forms. These are submitted in a monthly activity report.
5. Collect and Collate Offender Information--This function involves the preparation of information or dossiers on known or suspected persons for use by the South Bay Team or any participating police agency. These products are usually prepared in a bulletin format and are sent to all investigations and patrol in all agencies in whose areas the individual may be committing crimes.
6. Coordinate Information Flow--An important function of the Crime Analysis Unit is to coordinate the information flow between police agencies. Information on suspects or evolving crime pattern series is disseminated to all affected agencies.
7. Search Crime Analysis Files--Analysts are expected to utilize existing criminal information files and keysort files to detect crime patterns and crime series, correlate cases, and identify suspects or suspect vehicles. A large number of searches are self-initiated by the Analysts. The information is compiled in a product format, including matrices and maps, and is disseminated to all concerned patrol personnel and investigators.
8. Provide Miscellaneous Information--The Crime Analysis Unit is expected to provide the following additional types of information: known offender information (e.g., physical, location, vehicle, associates, M.O., criminal history), pawn information, and field interview information. All this information is retrievable from regional or state automated information systems and the manual CAU files.
9. Attend Meetings--Analysts are required to attend monthly crime-related meetings within the project area, C-CAP cluster meetings, and training courses relevant to crime analysis.

The Unit has experienced considerable staff turnover throughout the duration of the project. This has particularly affected the Crime Analyst position, which has involved five individuals during the two years, four of whom have left the project. Staff turnover has largely been the result of doubts and insecurities concerning the project's viability. South Bay's continued state support was an issue last year and again this year. This has caused

some staff stress and has directly contributed to the departure of two of the remaining three Analysts during the summer of 1981.

Objective 2: Introduce the use of volunteers in crime analysis operations.

South Bay is one of three C-CAP agencies\* to make extensive use of volunteers. South Bay's volunteer program was established to provide supplemental clerical support to the Crime Analysis Unit. In this capacity, volunteers assisted in coding and keysorting data, reviewing and logging arrest and other crime reports, maintaining the pawn and teletype files, and doing the F.I. data entry when the computer program is completed. Recruitment of volunteers began in December, 1980, and has remained an ongoing function of the project. Numerous community-based referral sources are utilized in the recruitment, including:

- Retired Senior Volunteer Program
- Volunteer Bureau
- National Retired Teachers Association/American Association of Retired Persons
- local colleges and universities.

All potential volunteers are initially screened and attend an orientation interview. At that time, the prospective volunteer assesses the working environment and work tasks involved in the job. This orientation meeting also allows the South Bay C-CAP staff to assess the attitudes and abilities of the volunteers. Those selected are required to undergo a background check and, upon successful completion of this requirement, are scheduled for work.

There are currently 23 volunteers working in the project. They are required to contribute a minimum of eight hours a week. All volunteers receive on-the-job training provided by project staff or a qualified volunteer. A total of 490 hours a month of volunteer assistance is provided to the South Bay C-CAP. This requires a minimum of 10 to 16 hours of supervisory time per week from project administrators.

South Bay's use of volunteers demonstrates the potential for this effort. Not only do the volunteers provide 490 hours of service per month at a minimal cost to the project, they relieve the Crime Analyst of the responsibility to engage in time-consuming coding and keypunching of data.

\*The other two agencies are West Covina and Marin.

The success of South Bay, Marin, and West Covina in using volunteers to do the more labor intensive coding of data is a feature worthy of replication in more of the C-CAP funded agencies.

Objective 3: Develop a centralized data base for crime analysis purposes.

A criminal information system was developed in response to the needs of the initial burglary surveillance team. It was the responsibility of the statistical analyst to review all arrest reports and crime reports. The analyst would identify workable data, such as suspect vehicle and property descriptions, and forward this information in bulletin form to the team and/or participating agencies. The statistical analyst also provided information on known burglars, receivers of stolen property, and other offenders of interest. To facilitate the analyst's work, the South Bay Burglary Team maintained the following major files:

Suspect Index File--An alphabetical file that contained information on persons arrested in the South Bay area. Information maintained in this file included: full name, address, complete physical description, vehicle description, and aliases.

Mug File--Mug shots were filed first by race, then sex, then alphabetically. This file did not contain physical descriptions, date of birth, or criminal charges.

Pawn File--Pawn slips were filed alphabetically by the customer's name and by month. Each slip contained the customer's name, sex, date of birth, hair and eye color, height, weight, address, driver's license number, description of property pawned, serial number (if available), and store name.

Suspect File--Similar to the suspect index file, this file contained information on arrested persons, suspects, and associates of arrestees that were under surveillance by the Burglary Team.

Teletype File--This file contained teletypes from the Greater Los Angeles Area. The teletypes were filed either by crime type or by type of property stolen.

Specialty Crime Files--These files contain case reports of specialty crimes or crimes with a specific M.O. such as cat burglaries, channel lock burglaries, and pillow case rapists, that occurred in the South Bay area.

The South Bay C-CAP project completely redesigned the manual information system, formalizing existing procedures and improving the method of data retrieval and analysis through the use of keysort cards. Currently, the CAU

maintains and utilizes seven distinct criminal information files. While all of these are manual, some are physical files (e.g., teletypes, pawns) and others are accessible via a keysort analysis of cards (e.g., known offender, suspect vehicle). All files are derived from one of five sources:

- arrest reports\*
- crime reports involving the target offenses
- F.I. cards from the participating agencies
- pawn slips
- teletypes

The information contained in these data forms is processed differently and results in the development of separate files. A description of each of these files and accessibility follows.

The four key "files" are:

- known offender file
- suspect description file
- vehicle description file
- method of operation file

These files are based on crime and arrest reports, and information is coded into a single keysort card designed for this multiple purpose. The keysort card is used to record known offender information, in particular the following data elements:

- offender and vehicle description
- date and time of offense
- M.O. description
- weapons
- property stolen

The same keysort card is also used to record M.O., suspect, and vehicle information where there is no known offender. These cards are accessible by a wide range of variables and constitute the key files utilized for crime analysis purposes.

\*The South Bay C-CAP is utilizing crime report formats designed by the Redondo Beach C-CAP. All participating agencies except the Lennox and Lomita Sheriff's Departments modified their crime report forms to adhere to the Redondo Beach form. This resulted in uniform presentation information and facilitates crime analysis. This has been one of the major accomplishments of South Bay and is the necessary first step in any regional networking of crime analysis functions. Plans to use the same keysort system as Redondo Beach were discarded due to the amount of time required to complete the crime data cards for all of the participating agencies.

In addition, the Unit maintains a series of separate physical files. These include the following:

Pawn Files--The pawn file consists of pawn slips, which provide the name, address, and physical description of the person pawning, and a description of the property pawned. Participating agencies forward pawn slips to the Unit, where they are reviewed and filed in one of fourteen property categories listed alphabetically by last name. The pawn file is a manual file, maintained on a daily basis by volunteers.

Teletype File--A teletype file is maintained as a supplemental source of crime and criminal information. Teletypes are reviewed by volunteers on a daily basis and retained when appropriate. Three factors are considered in reviewing teletypes:

1. Only teletypes within certain crime categories are considered. These adhere to the Unit's target offenses.
2. Teletypes must come from Los Angeles or Orange County.
3. In addition, the teletype must contain certain detailed information on suspect, suspect vehicle, unique M.O., weapon, or stolen item information.

Teletypes are listed chronologically and access is facilitated by a brief summarization of pertinent information on the right-hand corner of the form.

Bank 211 (Photo) File--A file is maintained on all bank robberies. It consists of a suspect photo and a description of the incident. Cases are identified by the FBI assigned case number. The photo bulletins are filed by race in numerical order. These are purged periodically based on FBI data.

Field Interview File--Each of the participating agencies submits copies of their F.I.'s to the CAU. The F.I. file is currently manual and consists of the following two distinctions:

1. Current file--For one month, F.I.'s are filed by police agency and race, and alphabetically by last name.
2. Following month--After a one-month period, the files are combined within monthly categories by race and alphabetically by last month.

This file will be automated by a system similar to that used by the Redondo Beach CAU. This should occur in September, 1981.

Exhibit A presents a detailed breakdown of South Bay's manual file system. The design of the characteristic-based file system complements the capabilities of the keysort system. The offense, supplemental and arrest reports are filed according to jurisdiction, crime, M.O., and structure burglaries.

Exhibit A

SOUTH BAY C-CAP MANUAL FILE SYSTEM

<u>211 COMMERCIAL/459 COMMERCIAL</u>	<u>211 STREET/STRONGARM</u>
BANK/FINANCIAL INSTITUTION	ARRESTS
BUSINESS OFFICE	<u>459 RESIDENTIAL</u>
CHURCH	CAT BURGLARY
DRIVE-THRU PHOTO	CHANNEL LOCK
ENTERTAINMENT/RECREATION Theaters, Bowling Alleys...	DOGGIE DOOR
FAST FOOD Catering truck, Bakery, Taco Bell	DOOR KICK
GAS STATION/AUTO REPAIR	DOOR PRY
HOTEL/MOTEL	HOME REPAIR/EXTERMINATION/MOVER
INDUSTRIAL/MANUFACTURING/WAREHOUSE	LOUVRE
JEWELRY/COIN/PRECIOUS METAL	OPEN/UNLOCKED DOOR
LIQUOR STORE/MINI MART 7-11, Stop & Go, AM-PM, Dairy Drive-Thru	OPEN/UNLOCKED WINDOW
MARKET	SECURITY BAR
PHARMACY/MEDICAL	SLIDING GLASS DOOR
PUBLIC BUILDING/SCHOOL	SLIP/KEY/LOCK BOX
RESTAURANT/BAR	UNIQUE
RETAIL STORE/CHAIN STORE Thrifty, Sav-On, Gemco, Hardware	UNKNOWN ENTRY
SERVICES Cleaners, Shoe Repair, Florist, Barber	VACANT/UNDER CONSTRUCTION
ARRESTS	WINDOW PRY
<u>211 RESIDENTIAL</u>	WINDOW SMASH
ARRESTS	ARRESTS
<u>211 STREET WEAPON USED/SIMULATED</u>	<u>459 AUTO</u>
ARRESTS	ARRESTS
<u>211/GTA</u>	<u>496 RECEIVING</u>
ARRESTS	ARRESTS
<u>211 STREET/PURSE ONLY</u>	PROPERTY UNDER OBSERVATION
ARRESTS	<u>187 MURDER/207 KIDNAP</u>
<u>NARCOTICS - ARRESTS</u>	Retain only if assoc. w/211;459; or Sex crimes.

In addition to coding or filing crime data, all offense and arrest reports from the participating agencies are reviewed daily and logged on one of six forms:

- residential burglary
- commercial burglary
- commercial robbery
- all sex offenses
- street residential robbery
- auto burglary

The purpose of the log is to summarize activities by jurisdiction and to enable accessing by Daily Report (DR) number. The form also provides key M.O. factors which enables a visual review for potential series or pattern crime analysis and indicates watches and beats of occurrences. This function is the shared responsibility of staff and volunteers.

Crime Analysis Products

The development of CAU products generally results from a request from one of the participating agencies (Special Request) or from a CAU-initiated search. The South Bay C-CAP began logging\* Special Requests for information in July, 1980. In the 12 months since that time, they have received the following sources and types of requests:

<u>SOURCE AND TYPE</u>	<u>NUMBER</u>
PATROL	1
INVESTIGATIONS	198
ADMINISTRATIONS	1
OUTSIDE AGENCIES	11
TOTAL:	211

There are two basic types of crime analysis products developed by the South Bay CAU. One involves known offenders or identified suspects and the other involves the identification of a crime series/pattern.

The format for known offender information is a one-page summary sheet, including suspect physical descriptions, vehicle information, and detailed M.O. factors. The format for presenting series/pattern analysis focuses on

\*Prior to this time, the CAU responded to Special Requests but was unable to log them due to limited staffing.

M.O. characteristics, time of day, and other crime scene elements which are combined to form a matrix of key information and a map, if applicable. Even if the CAU is unable to identify a known offender, a product is still developed and disseminated to all patrol and investigative personnel. A feedback form has been developed to track the results of the information provided to the agencies. The development of specific tactical or strategical plans on the basis of the CAU product is the responsibility of the participating agency and/or surveillance team.

Objective 4: Establish a multijurisdictional strike team.

The South Bay multijurisdictional C-CAP project began operations under its current guidelines in July, 1979. It started with a strike team (the South Bay Burglary Surveillance Team) which was composed of two teams of five officers representing the participating agencies. Staffing changes in the participating agencies resulted in a reduction of the strike force to eight members. These members came from the following agencies:

- Sheriff's Department--4 officers
- Redondo Police Department--2 officers
- Manhattan Beach--1 officer
- University of California at Los Angeles--1 officer

The head of the strike force is a sergeant from the Los Angeles Sheriff's Department, who has had considerable experience in conducting undercover type of operations. Since his assumption of the position in March, 1981, the Unit has performed efficiently and effectively as measured by arrests, case clearances, and drug and stolen property seizures.

The strike force team is oriented to suspects rather than area saturation. They are involved primarily in surveillance-related activities. Consequently, many of their arrests are made while a crime is "in progress," resulting in stronger cases for prosecution. Approximately 35% of their surveillances are based on information supplied by the CAU.

The change in team leadership in March, 1981, resulted in some operational changes as well. Each team member was assigned responsibility to act as a liaison with one of the participating agencies. They are required to meet with the investigators on a weekly basis and discuss current and pending cases. Secondly, a decision was made to only handle cases in which the offender can be traced to the South Bay area. In the past, a large proportion

of offenders were located in Los Angeles. Lastly, the emphasis of the strike force changed to reflect stolen property receivers and not drug dealers. The result of these changes has been a closer working relationship with the participating agencies and an increase in arrests and seizures.

There has been some concern about the continued identification of the C-CAP surveillance team as South Bay Burglary Team. South Bay C-CAP has effectively integrated the surveillance unit into the expanded C-CAP effort as a component operating in conjunction with the Crime Analysis Unit. Any confusion as to the role of the surveillance team that has resulted from the name change has been more a public relations issue than a functional problem. It is, however, important that South Bay C-CAP emphasize their identity separate from its predecessor. This not only gives the new project credibility but, more importantly, reflects the expanded range of services associated with C-CAP. It is no longer only a surveillance team but an organization providing crime analysis information.

Objective 5: To cooperate and coordinate CAU activities with the participating service agencies.

This objective has been achieved through several means. As discussed in Objective 4, all team members are assigned specific agency responsibility. They are required to meet on a weekly basis with investigators in the departments. Similarly, all of the participating agencies have designated sworn personnel to act as liaison with the project. In addition, the CAU maintains a log which tracks product distribution to ensure that each participating agency is contacted on a regular basis. The CAU analysis ensures that agencies are advised of all pertinent case information from other agencies and are given the names of all contact persons associated with a case. Lastly, the CAU coordinates regional meetings on an "as needed" basis to deal with serious crime series. They also attend other regional meetings to gather and share information.

Standardization of the crime reports for all of the participating agencies (excluding the Sheriff's department) has facilitated sharing of crime analysis information. More importantly, the CAU presence has made the agencies more aware of potential crime series or pattern occurrences. It has fostered a more cooperative interagency networking of resources.

Objective 6: To substantially improve case clearance rates as a direct result of crime analysis and multijurisdictional team activities.

The CAU has maintained crime analysis statistics since July, 1980. A review of this information indicates that the CAU has been involved in clearing 85 felony cases. Activities of the surveillance team during the same time frame (July, 1980-June, 1981) have resulted in the clearance of an additional 345 cases. Based on ongoing investigations, it is estimated that an additional 100 case clearances will be credited to the surveillance team. In the case clearance review process, they are assisted by the CAU Crime Analyst. If the team is given credit for the additional 100 cases cleared as a result of these activities (445), their total will be somewhat lower than the reported results of the South Bay Burglary Team during 1976-78 (640 cases). However, since the current team is approximately half the size of the South Bay Burglary Team during the earlier period, their "per person" achievement represents an overall improvement over pre-C-CAP results.

The high clearance rate associated with the surveillance team activities is directly related to their focus on known offenders. Two recent cases involving residential burglaries resulted in over 50 additional cases being cleared. More importantly, sufficient evidence was collected to result in indictment of all 50 counts (19 in one instance and 31 in the other).

The CAU's multijurisdictional approach to crime analysis has directly resulted in the identification of crime patterns or series that would not have been identified without the presence of a centralized data collection function.

Objective 7: To improve the performance of the team in levels of recovered stolen property and to identify stolen property via CAU efforts.

The value of recovered stolen property associated with team efforts during the period July, 1980 to June, 1981 was \$401,563. This represents an increase over the results reported for the Burglary Team. During their initial three years, the SBBT recovered a total of more than \$831,000 worth of property (\$277,000 annual average). The fact that the South Bay C-CAP was able to achieve their results with a reduced number of officers reflects positively on their efficiency and effectiveness. The team also seized drugs valued at \$100,701 during this same time period.

Through the use of pawn files and stolen property files, the CAU identified \$51,976 worth of stolen property during the period of June, 1980 through July, 1981. There are no comparable pre-C-CAP data, as this was not a function of the statistical analyst assigned to the team.

Objective 8: Through the use of the multijurisdictional team, increase coordination efforts to identify and apprehend major criminal offenders.

The team has been responsible for 197 arrests during the period under review: 113 arrests during the first year of operations (June, 1979 through June, 1980), and 84 arrests during the second year (July, 1980 through June, 1981).

The arrest rate for the South Bay Burglary Team averaged 350 per year. Team activity during C-CAP has been adversely impacted by the continuous flux in team personnel, operating with one-third to one-half the allocated staff level. Therefore, the surveillance team average of 100 arrests per year is noteworthy and is steadily increasing.

Coordination with the participating agencies has been greatly improved through the assignment of team members to serve a liaison role with the participating agencies. The team routinely coordinates surveillance activities with involved agencies. This has greatly enhanced the quality of major criminal offender information obtained and facilitated apprehension efforts.

Objective 9: To improve the number and quality of career criminal cases referred for prosecution and enhance the convictions of these cases.

Data on career criminals since January, 1980 indicates a total of 29 career criminals have been arrested by the team. Fourteen of these arrests directly related to Crime Analysis Unit information. Nine of the career criminal cases corresponded with Career Criminal Prosecution Unit target offenses and have been referred to that Unit. All of these cases were filed and four resulted in convictions, with the remaining five pending a final disposition.

During interviews with a district attorney handling two of the cases, the attorney made the observation that the cases ranked among the best prepared and presented felony cases yet encountered. The officers "took a personal



pride in the case," ensuring that all witnesses in a complicated burglary case were able to attend the preliminary hearing. The case file organization, report quality, and completeness of the information was excellent, and more than adequate to support prosecution at the level charged. Both of these cases resulted in a conviction to multiple counts which will greatly affect sentencing outcomes.

#### SUMMARY

South Bay's experience is unique among the C-CAP agencies. Not only does it differ from them operationally and organizationally, it has had to contend with a defined, pre-C-CAP identity which has been both beneficial and, at the same time, somewhat detrimental to its development. It has created some problems in their efforts to introduce the new concepts associated with C-CAP program development. Although its identity as a C-CAP program has been slow in developing, progress has occurred, particularly during the past year.

Complicating South Bay's development has been its somewhat strained relationship with OCJP. This has had a direct effect on project implementation. The continued financial support of South Bay was questioned in 1980 and again in 1981. The uncertainty among staff as to the future of the project has prompted several of the Crime Analysts to seek other employment, consequently disrupting service delivery and project development.

The project has experienced numerous changes in policies and procedures during the past two years. This has created internal problems and has resulted in considerable expenditures of staff resources, often with little return (e.g., data collation and coding procedures have changed several times). These policy changes have been a result of several factors, including problems related to administering a multijurisdictional crime analysis capability, their attempts to comply with the requests of both OCJP and the evaluator, and their relationship with the Redondo Beach C-CAP. Additionally, modifications of the evaluation effort by OCJP resulted in having to change data collection techniques several times. Because the South Bay project differed from the other agencies, the evaluation design used for the other sites was often ill-suited to measure their progress (e.g., the Quarterly Report). To be responsive to the evaluators and OCJP, the site had to collect additional data, which in turn necessitated changes in internal procedures and practices.

Their interaction with Redondo Beach, required by OCJP, has remained an area of some concern. It has and will continue to require additional changes in project procedures. Although the merger ultimately will benefit both programs, the short-term effect has been one of disruption and some staff resistance in both projects to the proposed changes.

On a positive note, the South Bay C-CAP has achieved all of its stated objectives. It represents the only current, multijurisdictional approach to crime analysis operating in the state. To achieve this cooperative and effective multijurisdictional networking of resources has required considerable effort and dedication of the administration and the staff. These positive results should be greatly enhanced as more of the agencies become familiar with the Unit's capabilities, and as the Unit's crime analysis capabilities are themselves enhanced through the augmentation of their data base.

In summary, the Unit's major achievements over the past two years have been:

1. Establishment of a thorough manual crime analysis system that utilizes crime data in an efficient manner.
2. Development of procedures to enhance the flow of information between agencies and within the agencies themselves.
3. The early identification of series or pattern crime trends that may be occurring in a variety of jurisdictions.
4. Development of a characteristic-based manual data system. Specifically, the Unit maintains the only teletype file system and one of the best pawn files in the area.
5. The standardization of crime reports in the participating agencies.
6. The effective use of volunteers has represented an increase in staff size by the equivalent of three positions, at minimal expense and administrative time.



APPENDIX I  
WEST COVINA

WEST COVINA

The West Covina Police Department applied for a C-CAP grant in the fall of 1979. Awarded a first year grant of \$84,174, the project became operational in January, 1980. A subsequent grant of \$84,174 funded the project for a second year of operations.

The staffing of the program has experienced some changes during the two years, specifically in the Project Director and Crime Analyst positions. The program was one of the first C-CAP funded sites to make use of volunteers, and this feature remains an important part of the operation. Current staffing level of the program consists of the following positions:

Project Manager, sworn, 100% C-CAP dedicated, 50% grant funded

Crime Analyst, nonsworn, 100% C-CAP dedicated, 100% grant funded

Project Secretary, nonsworn, 100% C-CAP dedicated, 100% grant funded

Student trainee, nonsworn, part-time, 100% grant funded

Senior Civilian Volunteer (6), nonsworn, part-time, not funded

Officer Tactical Team (2), sworn, 100% C-CAP dedicated, non-grant funded

From its inception, the West Covina C-CAP has emphasized offender apprehension through enhanced suspect identification and crime analysis. The agency has been less concerned with changing patrol operations and criminal investigation procedures, a reflection of pre-program operational development in these areas. Program emphasis has been on enhancing analytic capabilities and less on departmental changes.

The West Covina Police Department's C-CAP views its primary role as (1) increasing felony apprehension, followed by (2) career criminal apprehension and, finally, (3) crime suppression. More specifically, increased felony apprehension is viewed as resulting from directed patrol activities based upon identified crime patterns, named suspects, or career criminals. While special operations may result from this, such benefits are viewed as a logical outgrowth of the project.

Based on their grant application and later revisions discussed with the evaluator, the program stated the following major goals and objectives:

1. Establish a Crime Analysis Unit; employ a Crime Analyst to direct data collection and analysis for use in crime prevention and directed patrol strategies. (Year 1)
2. Design and implement effective data collection methods and analytical procedures for crime analysis purposes that will become the basis for an automated system. (Year 1)
3. Introduce the use of volunteers in Crime Analysis Unit operations. (Year 1)
4. Utilize crime analysis techniques and products to more effectively direct patrol resources in deterring and apprehending offenders (specifically robbery and burglary suspects). (Years 1 and 2)
5. Introduce, monitor, and evaluate techniques for patrol management that result in the most cost effective use of existing resources. (Years 1 and 2)
6. Identify amount of uncommitted patrol time for directed patrol purposes. (Year 2)
7. Increase the use of civilian employees to reduce dispatched calls for service requiring sworn personnel. (Years 1 and 2)
8. Reduce the number of cases lacking solvability factors by enhancing information possessed by each officer. (Year 2)
9. Assist investigation division in directing resources toward those cases with high solvability factors. (Year 2)

Table 1 presents an overview of C-CAP implementation activities that have occurred during the past two years. The following subsection examines program results in achieving each of these goals. The discussion is presented by the four major components of the program: crime analysis, patrol operations, managing criminal investigations, and career criminal prosecution.

#### CRIME ANALYSIS

Prior to the introduction of C-CAP, crime analysis was primarily the function and responsibility of investigators in the Detective Bureau and, to a lesser extent, included self-initiated activities of patrol officers. There were no formalized, systematic procedures to analyze crime series and patterns. Furthermore, files were not structured to facilitate analysis of this type. "Analysis" was more often the result of officer awareness and knowledge of the criminal community than any systematic review of criminal offender data.

Table 1  
WEST COVINA POLICE DEPARTMENT  
C-CAP RELATED IMPLEMENTATION ACTIVITIES

PROGRAM PERIOD	ACTIVITY
January-March, 1980	<ul style="list-style-type: none"> <li>o Initiated C-CAP project</li> <li>o Transferred/hired three persons to C-CAP project</li> <li>o Established Crime Analysis Unit</li> <li>o Established Report Development Committee</li> <li>o Hired community service officers to take telephone reports</li> <li>o Attended training re: crime analysis</li> <li>o Attended C-CAP Cluster Meeting</li> <li>o Visited I-CAP sites (Oxnard and Stockton)</li> </ul>
April-June, 1980	<ul style="list-style-type: none"> <li>o Developed manual crime analysis files (suspect, suspect vehicle, F.I. physical characteristics, known offender, modus operandi)</li> <li>o Revised crime report and F.I. forms</li> <li>o Developed weekly crime pattern analysis/monthly crime summaries</li> <li>o Responded to special requests for crime analysis information</li> <li>o Developed directed patrol based on crime analysis information</li> <li>o Identified/arrested career criminal</li> <li>o Attended C-CAP Cluster Meeting</li> </ul>
July-September, 1980	<ul style="list-style-type: none"> <li>o Promoted/replaced C-CAP Project Manager</li> <li>o Implemented color photo file</li> <li>o Added vehicle theft map to patrol briefing room</li> <li>o Developed data collection, storage, and dissemination policy</li> <li>o Implemented Telephone Report Unit</li> <li>o Modified F.I. forms</li> <li>o Provided training to patrol personnel re: crime analysis</li> <li>o Attended C-CAP Cluster Meeting</li> </ul>
October-December, 1980	<ul style="list-style-type: none"> <li>o Developed manual career criminal and parole file</li> <li>o Developed Senior Citizen Volunteer Program</li> <li>o Modified crime analysis procedures</li> <li>o Attended C-CAP Cluster Meeting</li> </ul>
January-March, 1981	<ul style="list-style-type: none"> <li>o Prepared RFP for automating crime analysis files</li> <li>o Reviewed present system for case review</li> <li>o Coordinated patrol and investigations in burglary suppression effort</li> <li>o Provided training to CSO's re: report writing</li> <li>o Received technical assistance re: software/system transfer</li> <li>o Attended training re: report writing and computerization</li> <li>o Attended C-CAP Cluster Meeting</li> </ul>

PROGRAM PERIOD	ACTIVITY
April-June, 1981	<ul style="list-style-type: none"> <li>o Lost Crime Analyst</li> <li>o Completed software conceptual design for CASS</li> <li>o Implemented photo identification system</li> <li>o Developed special request feedback forms</li> <li>o Completed patrol workload study</li> <li>o Revised patrol beat structure</li> <li>o Received technical assistance re: data collection process</li> <li>o Attended training re: Tactical Action Planning</li> <li>o Attended C-CAP Cluster Meeting</li> </ul>

The majority of West Covina's program goals and objectives are associated with the development of a functional Crime Analysis Unit (CAU). This reflects both a need to develop this type of capability within the department and the fact that the West Covina Police Department had already implemented many of the procedures associated with C-CAP (e.g., the use of community service officers in responding to calls for service). A description of major CAU-related goals and objectives and program results follows.

Objective 1: Establish a Crime Analysis Unit; employ a Crime Analyst to direct data collection and analysis for use in crime prevention programs and directed patrol strategies.

The Crime Analysis Unit (CAU) was established January, 1980, and is physically located in the Planning and Research Bureau section of the department. A sworn officer was selected to manage the program and a nonsworn Crime Analyst was hired to assist in the development of the Crime Analysis Unit. Changes occurred with both of these positions. A new Project Manager was selected in September, 1980, and the Crime Analyst position, vacated in April, 1981, was filled in early June. The new Project Manager took an active role in developing and structuring the CAU. Development of the CAU has included the following procedures:

1. Revision of current crime reports to increase the number of descriptors (through the use of check-off boxes) and to include solvability factors.
2. Revision of the Field Interrogation Card to allow collection of a greater amount of standardized data.
3. Scheduling crime pattern briefings at patrol and investigative squad meetings.
4. Determining what information is most helpful to the patrol officers and what information is superfluous.
5. Coordination of directed patrol and deployment of the existing Special Enforcement Detail with crime analysis and offender identification.
6. Developing a manual keysort system of crime data that categorizes information by major crime types and by the following dimensions:
  - known suspect
  - known suspect M.O.
  - unknown suspect
  - unknown suspect M.O.

Crime trend projections are conducted by the Crime Analyst. These are based on reviews of crime reports and other records selected to demonstrate discernable crime trends. The information is then used by the crime prevention unit to direct their activities. The unit maintains charts documenting reported criminal incidents involving burglaries (residential, vehicle, and commercial), robberies (commercial and person), grand theft autos, and sex offenses. (Reported incidents are specified by reporting district, time of day, and day of the week.) These charts are maintained on a daily basis for a one-month period. They provide information for maintaining pin maps in the briefing room, and for crime analysis reporting and analytical purposes.

The West Covina Police Department maintains a crime prevention unit which is staffed by one sworn officer, one reserve officer, and one community service officer (CSO). Activities include active promotion of crime prevention concepts, such as residential and commercial inspections, "operation identification," a senior citizen "we care" program, an anti-rape program, school programs, and neighborhood watch.

Since the beginning of the C-CAP project, crime prevention staff have increasingly used crime analysis products (bulletins) to develop and refine their prevention and educational activities. Special requests of the CAU have included crime analysis information on commercial burglaries, vehicle burglaries, and sex crimes for the three main commercial shopping areas of West Covina.

The role played by the Crime Analysis Unit in patrol deployment is described in Objective 4 and Objective 5.

Objective 2: Design and implement effective data collection methods and analytical procedures for crime analysis purposes that will become the basis for an automated system.

This objective was viewed as a two-staged process. During the first year of operations, improved data collection procedures focused on revising crime reports and developing files. First year activities consisted of developing a manual-based system of analysis which, in turn, became the basis for an automated system to be implemented in the second, or early part of the third, year of the grant.

#### Data Sources

Data from crime reports, supplemental crime reports, arrest reports, and F.I. cards have been the basis for developing the manual, keysort file structure used in crime analysis.

During the first nine months, revisions of the crime reports and field interrogation (F.I.) interview cards were undertaken. Additional changes were made to the revised F.I. cards in July, 1981. These changes included adding space for gang affiliation and additional physical descriptors (e.g., location and description of tattoos). The cards were made smaller as well. Future plans for changing data collection include adapting the sex and narcotic registers to enable them to become part of the CAU data system.

Changes in the crime report structure have facilitated crime analysis enhancing the descriptions of crime elements with an expanded use of forced-choice responses. This has also resulted in a substantial reduction in the narrative portion of the report. Prior to C-CAP, officers were required to dictate their reports, resulting in long narratives. Although the change has increased the time required to complete the form, the quality and utility of the information for crime analysis purposes has improved.

A recent change (July, 1981) in coding physical descriptors will be incorporated into West Covina's analysis system. Referred to as the Photo Identification System (PIS), it assigns an alpha-numeric code to offenders based on their physical characteristics. Photographs are taken of all booked individuals, coded, and filed in the Detective Bureau. These will later be cross-indexed and referenced for crime analysis purposes.

#### Data Collation and Collection Procedures

All arrest reports involving robbery, burglary, sex offenses, drug offenses, auto theft, and receiving stolen property are reviewed daily and become the basis for completing known suspect and known M.O. cards. Crime reports involving residential, vehicle, and commercial burglaries, after a review to determine that sufficient information is present, are coded and key-punched. All reported robberies and sex offenses are key-punched. These crime reports become the basis for the unknown suspect and unknown M.O. cards. Lastly, all field interrogations are recorded on a daily basis. These are kept active for one year and updated if the same individual is interviewed more than once.

The keysort file structure implemented by West Covina consists of the following major dimensions:

- 1. Known suspect file--Consists of suspects who have been arrested. It is divided into six categories by type of offense: robbery, burglary, sex offenses, drug offenses, auto thefts, and all other felonies.
- 2. Unknown suspect file--Based on suspect descriptions as provided by victims and witnesses. Divided into the six offense categories shown in (1).
- 3. Known suspect M.O. file--Based on the M.O. of suspects who have been arrested. Divided into the six offense categories shown in (1).
- 4. Unknown suspect M.O. file--Based on the M.O. from crime reports where a suspect is not named. Divided into the six offense categories shown in (1).
- 5. F.I. file--Received from patrol officers as a result of detentions and/or investigations of individuals where an arrest was not made.

The versatility of the keysort system makes it possible to sort through these primary data files and derive information in the following three areas:

- o suspect vehicle
- o physical characteristics
- o M.O. factors

Additionally, the unit maintains information on parolees. This includes physical characteristics, criminal record, and residence and vehicle information. It does not include M.O. data. The unit plans to develop a separate career criminal file.

Data Analysis

The CAU receives copies of all original crime, supplemental, and arrest reports, and all F.I. cards. From these reports, keysort cards are made containing the known and unknown suspect descriptions, suspect vehicle description, and known and unknown suspect M.O.'s. Comparisons are then made to determine, based on descriptions, M.O., and type of offense, if any known suspects can be matched to the unknown suspect or unknown suspect M.O. as described in the report. In addition, comparisons are made with the F.I. cards to determine if any individual detained at a given location and time matches: (1) the description of an unknown suspect observed by a victim or

witness committing a crime at the same general location and time as the detained person, or (2) if the individual detained has a past criminal history of a type of offense and an M.O. similar to that reported in the same general area and at approximately the same time as the detention.

This same type of comparison is made with crime bulletins and teletype information received from other agencies. Although this has a lower priority than the process described above, it appears that the same individuals who victimize other jurisdictions are also frequently involved in criminal activity in the West Covina area.

The major purchase of computer hardware for data analysis is scheduled for late 1981. The hardware has been selected and a module describing the proposed crime analysis function for the software packages has been developed. The system has the potential for being one of the most sophisticated analysis systems developed by any of the I-CAP or C-CAP sites. It will include all the major analytic steps presented above. A consultant has been selected to develop the software packages, and it is anticipated that the program will be fully automated in 1982.

Data Analysis Products

The result of data collection and analysis are products. In West Covina, CAU products have consisted of the following major items:

- confidential bulletins
- investigative memos
- crime pattern and trend analysis
- operational analysis
- planning and research reports.

In addition, the unit has responded to numerous special requests, the majority emanating from patrol and investigations. The type, source, and number of requests for crime analysis information made during the first 18 months of the project are as follows:

<u>SOURCE AND TYPE</u>	<u>NUMBER</u>
<u>PATROL</u>	
Crime specific and suspect analyses for directed patrol	<u>76</u>
TOTAL:	76

<u>SOURCE AND TYPE</u>	<u>NUMBER</u>
<u>INVESTIGATIONS</u>	
Identification of suspects	47
Identification of persons F.I.'d in specific area	5
Crime statistics	5
Workload study	1
M.O. Matrix	1
TOTAL:	59
<u>ADMINISTRATION</u>	
Staffing Studies	19
Crime pattern analysis	2
Demography study (crime and income)	1
TOTAL:	22
<u>OTHER</u>	
File searches	11
Crime pattern analysis	1
Crime statistics comparison	1
TOTAL:	13

Career criminal identification and file development has been an area of concern in West Covina. Current procedures include the following steps:

1. Career criminals are identified by investigators.
2. Cases are entered into a Career Criminal Log Book. The log includes the name, charges, District Attorney in charge of the case, and dispositional results.

Future plans call for rap sheets to be sent to the CAU, giving them the responsibility for identifying all career criminals. It is anticipated that these major changes will occur in the last quarter of 1981.

Objective 3: Introduce the use of volunteers in CAU operations.

The West Covina CAU has experimented with the use of volunteers since June, 1980. Initially, this involved the use of explorer scouts. However, due to their general unavailability during the work day, use of them for CAU purposes was discontinued in December, 1980. Individuals from Regional Occupation Programs (R.O.P.) were introduced in September, 1980, and have remained in the program since that time. Approximately 5 ROP's are involved

20 hours a week. Ten of these hours are paid (\$3.10 an hour). College interns and senior citizens have also been involved in the program. Current senior citizen involvement consists of 6 individuals contributing a total of 25 hours a week.

The Project Manager has taken an active role in recruiting and screening of volunteers. Approximately 40 to 60 hours of volunteer service a week are provided with minimal expense and managerial supervision.

PATROL OPERATIONS

The West Covina C-CAP proposed to improve patrol performance through the increased use of crime analysis products. Generally, the objectives stressed revised patrol management methods including changes in deployment practices, improved apprehension efforts, enhanced use of crime prevention, revision of the calls-for-service (CFS) policy, and increased use of civilians in implementing the revised CFS policy.

During the 18 months of C-CAP, the West Covina patrol division has been successful in applying an array of tactics and strategies directed toward specific suspects, M.O. patterns, and offense patterns. Patrol response has included increased use of F.I.'s, plainclothes patrol, unmarked cars, surveillance and other specific responses, including increased use of crime prevention activities.

A brief discussion of the patrol-related objectives and accomplishments follows.

Objective 4: Utilize crime analysis techniques and products to more effectively direct patrol resources in deterring and apprehending offenders, specifically robbery and burglary.

During the project period, the patrol division has increased its use of directed patrol activities based on bulletins and special requests. Each shift has a specified minimum number of officers in each beat. Any excess of officers above that minimum are given a special tactical assignment by the watch commander. This is done on a day-by-day basis, and assignments are based, in part, on input from the CAU.

Since the beginning of the project period, patrol has placed increasing emphasis on apprehension with lesser emphasis placed on improving suppression efforts. Patrol use of CAU information can be characterized as

having a predominantly "offender" orientation, extensively using suspect, suspect vehicle, known offender, and career criminal files. Typically, these offender-related files are used for increased officer awareness, target surveillance, and some saturation patrol. Suspect and career criminal descriptions are also being increasingly used to implement surveillance stakeout and undercover unit tactics.

In terms of geographic offense patterns, patrol officers are made aware of patterns, although saturation patrol is not usually carried out without some knowledge of suspects or a specific crime problem. The most common use of specific tactics directed toward geographic pattern analysis is directed patrol, followed by field interrogation and bicycle patrol. As a result of C-CAP, the use of such tactics to deal with suspects has increased substantially and currently accounts for almost 60-70% of all anti-crime strategies employed.

The departure of the Crime Analyst in April, 1981, created problems with the unit's record-keeping systems. In particular, information on patrol operations using crime analysis products was lost. Although the new analyst and project manager have developed a feedback form to document this type of information, both have stressed the difficulty in identifying all arrests that may have occurred as a result of their activities. As Lt. Todd indicated:

We do not know any means for capturing this information. Crime analysis is a cooperative function and to say that an arrest was made because of the Unit's information is totally subjective.... Obviously, there are some arrests that are made which everyone knows were a direct result of the C-CAP unit; however, there are far more arrests made that are the result of cooperation that takes place between C-CAP, patrol, and investigations.

At a minimum, the unit has identified 32 career criminal offenders arrested as a result of CAU involvement in the case. In many instances, information provided by the CAU has resulted in "in-progress" arrests. During the third quarter of 1980 (July-September), 57 arrests resulted from 32 confidential bulletins. Directed patrol operations in that period resulted in 12 "in-progress arrests"--11 for burglary and 1 for robbery. In the fourth quarter of 1980 (October-December), 25 directed patrol runs resulted in 15 felony arrests.\*

\* Since records were lost when the analyst left, this is the most recent information available.

In a recent survey conducted by the evaluators (August, 1981), patrol officers indicated they had made use of CAU products, generally the Daily Bulletins, and found the information to be very useful. When asked to identify the use of the information, 50% of the officers identified arrests as the major use, followed by development of new leads and crime prevention efforts.

Objective 5: Introduce, maintain, and evaluate techniques for patrol management that result in the most cost-effective use of existing resources.

It is anticipated that the case tracking system to be developed as part of the department's automated data base will greatly enhance analysis in this area. This system will be capable of tracking individual officer efficiency in arrests and dispositions. This objective is a part of an overall goal to improve the department's efficiency. It has involved several approaches, some related to C-CAP, and others which predate the introduction of C-CAP. Specifically, the department has increased the use of civilian records clerks to allow sworn officers more time for crime suppressive patrol activities. Records clerks have been trained as report-takers, freeing valuable patrol time. Further, the department has engaged in beat restructuring workload analyses, which has resulted in periodic restructuring of beat boundaries based on equal workload distribution. This has become the responsibility of the CAU. Lastly, the department has sought to improve the report-taking and investigative techniques of its officers. This has been achieved through the revised crime reports, training in preliminary investigations and crime reporting, and increased supervision and review of reports.

Objective 6: Identify amount of uncommitted patrol time for directed patrol purposes.

This objective has been addressed on an ongoing basis. The department's policy is to maintain a minimum beat configuration (e.g., five beats must be maintained during the day watch). Any officers above that minimum will be deployed by the supervisor based on CAU information, specialized pin maps maintained in the briefing room, and officer input. Deployment of excess officers has at times involved bicycle patrols, use of unmarked cars, and other directed patrol activities (e.g., increased emphasis on field interrogations of individuals matching a suspect profile).



Input from the CAU on potential uses of patrol resources was started in July, 1980. At that time the unit was very selective in developing information, so to develop credibility with the officers. The initial success it had with the use of bicycle detail in an apartment complex burglary series largely contributed to its current level of respect.

While area-specific surveillance has frequently been utilized, subject-specific surveillance has not been used due to manpower constraints. It is anticipated that the department will apply for an expanded third-year C-CAP grant for the establishment of a task (tactical) force. This task force would work directly under the current C-CAP unit. Its primary responsibility would be to develop information on career criminals through crime analysis and informants. The task force also would be used to surveil career criminals and to supplement patrol and investigations on identified tactical action problems as necessary.

Objective 7: Increase the use of civilian employees to reduce dispatched calls for service requiring sworn personnel.

The West Covina Police Department uses a "4-10" work plan which permits overlapping periods where two shifts are on duty. The department uses one officer in each patrol unit, a policy that was not a result of the C-CAP project. The department handles calls for service via patrol dispatch, telephone calls, mail-in reports and walk-in reports, as well as through a community service officer. Typically, the majority of calls for service occur in the late afternoon and evening. While the department currently has a policy for prioritizing and stacking calls for service, these policies have not changed as a result of the C-CAP project.

Currently, nine CSO's are employed--one in charge of evidence and property, one in crime prevention, and seven assigned to patrol. This is a substantial increase from the three CSO's that were assigned at the beginning of the program in 1980. Prior to C-CAP, only three CSO's were assigned to patrol. Based on C-CAP recommendations, this number has been increased substantially.

In regard to patrol management, policies dictating calls for service response have changed as a result of the C-CAP program. Specifically, the use of both telephone and walk-in reports has been instituted. The nonsworn persons responsible for taking mail-in and telephone offense reports have

reduced the number of calls for service responded to by sworn personnel by an estimated 10%. Additional assistance in responding to calls for service are provided by the records clerks, who spent most of their time prior to C-CAP in typical clerical support functions (e.g., report preparation). Changes brought about with the revised forms have enabled the clerks to assist in calls for service.

Shift assignment of CSO's is dependent on the CAU crime analysis and periodic review of calls for service. The CAU conducts periodic CFS analysis which is the basis for shift assignment.

Investigation

The West Covina C-CAP proposed to improve investigation by: assisting in the identification of cases with high solvability factors and reducing the number of cases lacking solvability factors. The department already utilized many case management practices associated with C-CAP prior to the implementation of the project. Consequently, little attention has been given to improving criminal investigations through enhanced case screening procedures. The results of the two investigative-related objectives follow.

Objective 8: Reduce the number of cases lacking solvability factors by enhancing information possessed by each officer.

This objective has been primarily achieved through the revision of crime reports, emphasizing solvability factors. Additionally, the C-CAP Project Manager attended a report-writing school for instructors and is responsible for teaching classes in report-writing techniques to all sworn and civilian personnel. This has enhanced the quality of report writing.

Objective 9: Assist investigation division in directing resources toward those cases with high solvability factors.

The revised crime report contains a variety of solvability factors focusing on M.O. factors and suspect description information. These factors are presented as check-off items. Changes in the report have facilitated case screening procedures, and more non-workable cases are suspended if solvability factors are not present. Currently, patrol officers do not have the authority to determine the solvability of a case. This decision rests with the individual responsible for case screening, based on written guidelines.

The CAU has established a good working relationship with the Detective Bureau. The C-CAP Project Manager attends the weekly Detective Bureau meeting and has encouraged active involvement with the CAU. The CAU provides investigative follow-up to the Detective Bureau both on an as-needed basis and when analysis suggests possible suspects or new investigative leads.

In a survey of investigators, 89% found CAU products to be very useful. Generally, CAU information was used in the following manner (by ranked importance):

1. M.O. pattern identification
2. Crime pattern recognition
3. Developing new leads
4. Suspect elimination
5. Arrests
6. Crime prevention

#### Prosecution

While there is evidence that the number of career criminal referrals has increased, the number of career criminals filed by the career criminal prosecutor has decreased. This is due to the career criminal prosecutor's current caseload and reduced staffing. Under these circumstances, it is normal practice to refer burglary cases to regular prosecution, while robbery cases are maintained.

Other indications of improved coordination between the C-CAP agency and prosecutor's office are apparent, including an increase in formal cooperative case preparation and informal case discussions via telephone.

#### SUMMARY

During the first 18 months of operations, the West Covina C-CAP has demonstrated significant accomplishments in the following areas:

1. Successful introduction and use of a redesigned crime report and F.I. card. This has been the basis for developing the files and data base.
2. Development of a manual keysort system that has enabled the staff to gain necessary experience in data analysis and identify components and procedures useful for an automated system.
3. In less than two years the CAU has gained sufficient credibility to serve as the central clearinghouse of information in the West

Covina Police Department. This has resulted in improved intra-department communication and has had a positive impact on officer morale.

4. C-CAP has enhanced the development of computer software for the department. While the city had plans prior to C-CAP for introducing an automated capability into the department, the presence of C-CAP resulted in the development of a system more sensitive to and compatible with departmental needs.
5. Crime analysis products have affected all levels of the agency and have enhanced the overall utilization of resources.
6. The project has resulted in an increased use of nonsworn officers (CSO's) and has improved the manner in which they are utilized by the department.
7. The Crime Analysis Unit has provided departmental administrators with long-range planning tools.
8. The Crime Analysis Unit and products have resulted in an increased officer awareness of crime problems throughout the city. It has directly enhanced their ability to affect an arrest.
9. The project has encouraged involvement at all levels in developing more effective and efficient law enforcement practices and procedures (i.e., development of identification system, establishment of a gang detail).
10. The project has frequently responded to requests from outside agencies to assist in the identification of unknown suspects based on data contained in the CAU data files.

APPENDIX J

SENATE BILL NO. 683

Senate Bill No. 683

CHAPTER 1151

An act to add and repeal Chapter 2.3 (commencing with Section 999b) to Title 6 of Part 2 of the Penal Code, relating to career criminals, and making an appropriation therefor.

[Approved by Governor September 29, 1977. Filed with Secretary of State September 29, 1977.]

LEGISLATIVE COUNSEL'S DIGEST

SB 683, Deukmejian. Career criminals.

Existing law contains various provisions relating to the prosecution and sentencing of persons with prior felony convictions.

This bill would add provisions permitting prosecutors in each county to establish Career Criminal Prosecution Programs whereby enhanced prosecution procedures would apply to persons under arrest who have suffered previous convictions or are charged with multiple offenses, as specified.

The bill would appropriate \$1,500,000 for such purposes.

The provisions of the bill would remain operative only until January 1, 1982, and on such date would be repealed.

Appropriation: yes.

*The people of the State of California do enact as follows:*

SECTION 1. Chapter 2.3 (commencing with Section 999b) is added to Title 6 of Part 2 of the Penal Code, to read:

CHAPTER 2.3. CAREER CRIMINALS

999b. The Legislature hereby finds a substantial and disproportionate amount of serious crime is committed against the people of California by a relatively small number of multiple and repeat felony offenders, commonly known as career criminals. In enacting this chapter, the Legislature intends to support increased efforts by district attorneys' offices to prosecute career criminals through organizational and operational techniques that have been proven effective in selected counties in this and other states.

999c. (a) There is hereby established in the Office of Criminal Justice Planning a program of financial and technical assistance for district attorneys' offices, designated the California Career Criminal Prosecution Program. All funds appropriated to the Office of Criminal Justice Planning for the purposes of this chapter shall be administered and disbursed by the executive director of such office in consultation with the California Council on Criminal Justice, and shall to the greatest extent feasible be coordinated or consolidated

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with federal funds that may be made available for these purposes.

(b) The executive director is authorized to allocate and award funds to counties in which career criminal prosecution units are established in substantial compliance with the policies and criteria set forth below in Sections 999d, 999e, 999f, and 999g.

(c) Such allocation and award of funds shall be made upon application executed by the county's district attorney and approved by its board of supervisors. Funds disbursed under this chapter shall not supplant local funds that would, in the absence of the California Career Criminal Prosecution Program, be made available to support the prosecution of felony cases.

(d) On or before April 1, 1978, and in consultation with the Attorney General, the executive director shall prepare and issue written program and administrative guidelines and procedures for the California Career Criminal Prosecution Program, consistent with this chapter. In addition to all other formal requirements that may apply to the enactment of such guidelines and procedures, a complete and final draft of them shall be submitted on or before March 1, 1978, to the chairpersons of the Criminal Justice Committee of the Assembly and the Judiciary Committee of the Senate of the California Legislature.

(e) Annually, commencing October 1, 1978, the executive director shall prepare a report to the Legislature describing in detail the operation of the statewide program and the results obtained of career criminal prosecution units of district attorneys' offices receiving funds under this chapter and under comparable federally-financed awards.

999d. Career criminal prosecution units receiving funds under this chapter shall concentrate enhanced prosecution efforts and resources upon individuals identified under selection criteria set forth in Section 999e. Enhanced prosecution efforts and resources shall include, but not be limited to:

(a) "Vertical" prosecutorial representation, whereby the prosecutor who makes the initial filing or appearance in a career criminal case will perform all subsequent court appearances on that particular case through its conclusion, including the sentencing phase;

(b) Assignment of highly qualified investigators and prosecutors to career criminal cases; and

(c) Significant reduction of caseloads for investigators and prosecutors assigned to career criminal cases.

999e. (a) An individual shall be the subject of career criminal prosecution efforts who is under arrest for the commission or attempted commission of one or more of the following felonies: robbery, burglary, arson, any unlawful act relating to controlled substances in violation of Section 11351 or 11352 of the Health and Safety Code, receiving stolen property, grand theft and grand theft auto; and who is either being prosecuted for three or more separate

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offenses not arising out of the same transaction involving one or more of such felonies, or has suffered at least one conviction during the preceding 10 years for any felony listed in paragraph (1) of this subdivision, or at least two convictions during the preceding 10 years for any felony listed in paragraph (2) of this subdivision:

(1) Robbery by a person armed with a deadly or dangerous weapon, burglary of the first degree, arson as defined in Section 447a or 448a, forcible rape, sodomy or oral copulation committed with force, lewd or lascivious conduct committed upon a child, kidnapping as defined in Section 209, or murder.

(2) Grand theft, grand theft auto, receiving stolen property, robbery other than that described in paragraph (1) above, burglary of the second degree, kidnapping as defined in Section 207, assault with a deadly weapon, or any unlawful act relating to controlled substances in violation of Section 11351 or 11352 of the Health and Safety Code.

For purposes of this chapter, the 10-year periods specified in this section shall be exclusive of any time which the arrested person has served in state prison.

(b) In applying the career criminal selection criteria set forth above, a district attorney may elect to limit career criminal prosecution efforts to persons arrested for any one or more of the felonies listed in subdivision (a) of this section if crime statistics demonstrate that the incidence of such one or more felonies presents a particularly serious problem in the county.

(c) In exercising the prosecutorial discretion granted by Section 999g, the district attorney shall consider the following: (1) the character, background, and prior criminal background of the defendant; and (2) the number and the seriousness of the offenses currently charged against the defendant.

999f. Subject to reasonable prosecutorial discretion, each district attorney's office establishing a career criminal prosecution unit and receiving state support under this chapter shall adopt and pursue the following policies for career criminal cases:

(a) A plea of guilty or a trial conviction will be sought on the most serious offense charged in the accusatory pleading against an individual meeting career criminal selection criteria.

(b) All reasonable prosecutorial efforts will be made to resist the pretrial release of a charged defendant meeting career criminal selection criteria.

(c) All reasonable prosecutorial efforts will be made to persuade the court to impose the most severe authorized sentence upon a person convicted after prosecution as a career criminal.

(d) All reasonable prosecutorial efforts will be made to reduce the time between arrest and disposition of charge against an individual meeting career criminal selection criteria.

(e) The prosecution shall not negotiate an agreement with a career criminal:

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(1) That permits the defendant to plead guilty or nolo contendere to an offense lesser in degree or in kind than the most serious offense charged in the information or indictment;

(2) That the prosecution shall not oppose the defendant's request for a particular sentence if below the maximum; or

(3) That a specific sentence is the appropriate disposition of the case if below the maximum.

999g. The selection criteria set forth in Section 999e and the policies of Section 999f shall be adhered to for each career criminal case unless, in the reasonable exercise of prosecutor's discretion, one or more of the following circumstances are found to apply to a particular case:

(a) The facts or available evidence do not warrant prosecution on the most serious offense charged.

(b) Prosecution of the most serious offense charged, if successful, would not add to the severity of the maximum sentence otherwise applicable to the case.

(c) Departure from such policies with respect to a particular career criminal defendant would substantially improve the likelihood of successful prosecution of one or more other felony cases.

(d) Extraordinary circumstances require the departure from such policies in order to promote the general purposes and intent of this chapter.

999h. The characterization of a defendant as a "career criminal" as defined by this chapter may not be communicated to the trier of fact.

SEC. 2. The sum of one million five hundred thousand dollars (\$1,500,000) is hereby appropriated from the General Fund to the Office of Criminal Justice Planning without regard to fiscal years for costs of administration of this act and for allocation by the Office of Criminal Justice Planning to district attorneys' offices and the Attorney General for the purposes of this act. It is the intent of the Legislature that any additional funding shall be requested in the annual Budget Act.

SEC. 3. This act shall remain operative only until January 1, 1982, and on such date is repealed.

APPENDIX K

SENATE BILL NO. 2039

Senate Bill No. 2039

CHAPTER 1167

An act to add and repeal Chapter 6 (commencing with Section 13850) to Title 6 of Part 4 of the Penal Code, relating to a career criminal apprehension program.

[Approved by Governor September 25, 1978. Filed with Secretary of State September 26, 1978.]

LEGISLATIVE COUNSEL'S DIGEST

SB 2039, Holmdahl. Career criminals: apprehension.

Existing law contains provisions relative to increased efforts in the prosecution of persons who meet certain criteria as career criminals.

This bill would make additional provisions relative to increased efforts to apprehend persons defined for such purposes as career criminals.

The program would be administered through the Office of Criminal Justice Planning and funded by federal moneys made available for its purposes.

*The people of the State of California do enact as follows:*

SECTION 1. Chapter 6 (commencing with Section 13850) is added to Title 6 of Part 4 of the Penal Code, to read:

CHAPTER 6. CALIFORNIA CAREER CRIMINAL APPREHENSION PROGRAM

13850. The Legislature hereby finds that a substantial and disproportionate amount of serious crime is committed against the people of California by a relatively small number of multiple and repeat felony offenders, commonly known as career criminals. In enacting this chapter, the Legislature intends to support increased efforts by local law enforcement agencies to investigate and apprehend career criminals through management, organization and operational techniques that have been demonstrated to be effective in selected cities and counties in this and other states.

13851. (a) There is hereby established in the Office of Criminal Justice Planning a program of financial and technical assistance for local law enforcement, called the California Career Criminal Apprehension Program. All funds made available to the Office of Criminal Justice Planning for the purposes of this chapter shall be administered and disbursed by the executive director of such office in consultation with the California Council on Criminal Justice.

(b) The executive director is authorized to allocate and award funds to local units of government or combinations thereof in which

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career criminal apprehension units are established in law enforcement agencies in substantial compliance with policies and criteria set forth in Sections 13852 and 13853.

(c) Such allocation and award of funds shall be made upon application executed by the chief law enforcement officer of the applicant unit of government and approved by the legislative body. Funds disbursed under this chapter shall not supplant local funds that would, in the absence of the California Career Criminal Apprehension Program, be made available to support the apprehension of multiple or repeat felony criminal offenders.

(d) On or before May 1, 1979, the Executive Director of the Office of Criminal Justice Planning shall prepare and issue administrative guidelines and procedures for the California Career Criminal Apprehension Program consistent with this chapter. In addition to all other formal requirements that may apply to the enactment of such guidelines and procedures, a complete and final draft shall be submitted on or before April 1, 1979, to the Chairpersons of the Criminal Justice Committee of the Assembly and the Judiciary Committee of the Senate of the California Legislature.

(e) Annually, commencing October 1, 1979, the executive director shall prepare a report to the Legislature describing in detail the operation of the program and the results obtained from law enforcement career criminal apprehension programs receiving funds under this chapter.

13852. Law enforcement agencies receiving funds under this chapter shall concentrate enhanced law enforcement management efforts and resources upon individuals identified under selection criteria set forth in Section 13853. Enhanced law enforcement efforts and resources shall include but not be limited to:

(a) Crime analysis, which is the timely collection and study of local crime data to perform all of the following:

(1) Identify evolving or existing crime patterns, particularly those involving career felony criminals.

(2) Provide investigative leads.

(3) Identify geographical areas or population groups experiencing relatively severe crime victimization, in order to improve effectiveness of crime prevention efforts.

(4) Provide supporting data for improved allocation of overall law enforcement agency resources.

(b) Improved management of patrol and investigative operations involving use of information resulting from crime analysis, may include participation in multi-jurisdictional investigative units and measures to increase continuity of investigative efforts from the initial patrol response through the arrest and prosecution of the offender. Such measures may include:

(1) Innovative personnel deployment techniques.

(2) Innovative techniques of case screening.

(3) Management of continuing investigations

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## (4) Monitoring of investigation operations.

(c) (1) Career criminal apprehension program supported under this chapter shall concentrate on the identification and arrest of career criminals and the support of their subsequent prosecution. The determination of which suspected felony offenders shall be the subject of career criminal apprehension efforts shall be in accordance with written criteria developed by the applicant law enforcement agency, consistent with Section 13853 and approved by the local district attorney. Highly qualified and experienced personnel shall be assigned to staff career criminal apprehension programs.

(2) Each career criminal apprehension program as one of its ongoing functions, shall maintain coordination with the prosecutor assigned to each case resulting from its efforts. This coordination should include but not be limited to case preparation, processing, and adjudication.

13853. An individual may be the subject of career criminal apprehension efforts who is under investigation for the commission or attempted commission of one or more of the following felonies: homicide, rape or sexual assault, child molestation, robbery, burglary, arson, any unlawful act relating to controlled substances in violation of Section 11351 or 11352 of the Health and Safety Code, receiving stolen property, grand theft and grand theft auto; and who is either under suspicion of having committed three or more separate felony offenses not arising out of the same transaction, or has suffered at least one conviction during the preceding 10 years for the commission or attempted commission of any felony listed in paragraph (1) of this subdivision, or at least two convictions during the preceding 10 years for the commission or attempted commission of any felony listed in paragraph (2) of this subdivision:

(1) Robbery by a person armed with a deadly or dangerous weapon, burglary of the first degree, arson as defined in Section 447a or 448a, forcible rape, sodomy or oral copulation committed with force, lewd or lascivious conduct committed upon a child, kidnapping as defined in Section 209, or murder.

(2) Grand theft, grand theft auto, receiving stolen property, robbery other than that described in paragraph (1) above, burglary of the second degree, kidnapping as defined in Section 207, assault with a deadly weapon, or any unlawful act relating to controlled substances in violation of Section 11351 or 11352 of the Health and Safety Code.

For purposes of this chapter, the 10-year periods specified in this section shall be exclusive of any time which the arrested person has served in state prison.

13854. (a) Criteria for selection of law enforcement agencies to receive career criminal apprehension program funding shall be developed in consultation with an advisory group entitled "The Career Criminal Apprehension Program Steering Committee."

(b) The Career Criminal Apprehension Program Steering Committee shall be composed of four police chiefs, three sheriffs, two district attorneys, two attorneys primarily engaged in the practice of criminal defense, one city manager and one county administrative officer, all of whom are designated by the executive director of the Office of Criminal Justice Planning, who shall provide staff services to the Steering Committee.

(c) The executive director of the Office of Criminal Justice Planning, in consultation with the Steering Committee and the California Council on Criminal Justice, shall develop specific guidelines and administration of the procedures for the selection of the California Criminal Apprehension Program whose guidelines shall include the selected criteria described in the subdivisions above.

(d) Administration of the overall program and the evaluation and monitoring of all grants made under this chapter shall be performed by the Office of Criminal Justice Planning, provided that funds expended for such functions shall not exceed 7.5 percent of the total annual amount made available for the purposes of this chapter.

(e) Local assistance grants made pursuant to this chapter shall not be subject to review pursuant to Section 14780 of the Government Code.

SEC. 2. This program shall be funded by federal moneys made available to the California Council on Criminal Justice. It is the intent of the Legislature that the council support the efforts envisioned in this legislation.

SEC. 3. This act shall remain operative only until January 1, 1983, and on such date is repealed.

CALIFORNIA CAREER CRIMINAL APPREHENSION PROGRAM STEERING COMMITTEE

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APPENDIX L

C-CAP STEERING COMMITTEE

APPENDIX M  
C-CAP RELATED DEFINITIONS

C-CAP RELATED DEFINITIONS\*

Allocation -- The strategic assignment of personnel by function, geography, and tour of duty to deal generally with crime and other police responsibilities.

Arrest Report -- A primary source document used to record identifying information and details of the arrest of a person taken into custody. Used to create a known offender file, a Suspect Name File, Nickname File and Alias File. Indexed alphabetically.

Automated Mode -- A crime analysis system operating mode in which the computer not only stores, sorts and retrieves crime data but also performs some of the actual analysis process.

Batch Processing -- The mode of computer operation in which inputs (such as source documents) are accumulated over time and run through the computer together. It normally is performed at the computer center by data processing personnel.

Booking Report -- A source document used by some law enforcement agencies to record the administrative processing of a prisoner at the lockup. Completed by station personnel. Supplements the Arrest Report completed by the arresting officer.

Chronological Analysis -- Analysis of crime patterns by time of day, day of week and/or week or month of year

Crime Analysis -- A set of systematic, analytical processes directed at providing timely and pertinent information relative to crime patterns and trend correlations.

Crime Analysis Process -- The five steps undertaken by a crime analysis unit in the performance of its function: (1) data collection, (2) data collation, (3) data analysis, (4) dissemination, and (5) feedback and evaluation.

Crime Analysis Products -- Formal dissemination documents prepared by the crime analysis unit as formatted or nonformatted bulletins.

\*Adapted in part from ICAP: Crime Analysis Systems Manual, Law Enforcement Assistance Administration, U. S. Department of Justice, April, 1977.

Crime Analysis Recap Bulletin -- A formatted bulletin type of crime analysis product containing individual listings of selected crime types with summary information, such as location and time of the offense, suspect information and modus operandi used. Issued on regular basis.

Crime Analysis Unit -- The organizational element within a law enforcement agency that identifies, describes and disseminates information concerning crime patterns and problems.

Crime Comparison Reports -- Crime analysis products that contain comparative information on crime trends.

Crime Data Elements (Crime Elements) -- Specific items of information in a set of data concerning an offense. Include universal data elements and crime-specific data elements.

Crime Pattern -- A series of offenses that are related to each other in some manner and can be dealt with as an entity by police operations. The two broad types are geographic-concentration patterns and similar-offense patterns.

Crime-Specific Data Elements -- Factors recorded in the source document that are used by the analyst to connect a series of crime types according to similar characteristics, such as modus operandi or physical evidence. Depends on the type of offense investigated.

Crime Specific Memorandum -- A nonformatted bulletin type of crime analysis product prepared to alert user groups to recognized crime patterns or crime trends as they develop. Used primarily as a method of problem identification for the development of suppression and apprehension strategies and for the selective deployment of personnel.

Crime Trends -- The fluctuation of the volume of crime in a given area and period, identified for the purpose of patrol and administrative planning.

Daily Information Bulletin -- A formatted bulletin type of crime analysis product, usually containing summary information on wanted or missing persons, requests for information assistance, and listings of stolen autos and license tags.

Data Collation -- The second step of the crime analysis process, in which the analyst extracts the crime data elements from all source documents and arranges this information into a set format for subsequent retrieval and analysis.

Data Collection -- The first step of the crime analysis process in which the analyst identifies, evaluates and gathers all relevant source documents.

Deployment -- The management of allocated personnel and other resources by location and activity in response to identified problems and crime patterns.

Direct Patrol -- A process that includes utilizing various deployment methods in order to reduce random patrol while maximizing the amount of non-committed time actually used to address specific crime and service oriented problems.

Dissemination -- The fourth step of the crime analysis process involving the communication of target crime information to user groups, especially the patrol and investigative divisions. Generally, categorized as formal dissemination and informal dissemination.

Evaluation -- Part of the fifth step in the crime analysis process. Appraisal of the crime analysis unit's operation based on the ability of the unit to produce worthy and timely crime analysis products or on other appropriate criteria.

Feedback -- Part of the fifth step in the crime analysis process in which the analyst seeks an assessment of the worthiness and reliability of the crime analysis unit's products and activities from user groups particularly patrol.

Field Information Report (FIR) -- A secondary source document (also known as the Field Interview Report or Field Interrogation Report) used to report and to identify for possible future investigative purposes suspicious persons encountered during the normal performance of field duties against whom no specific charge is apparent at the time of encounter.

Field Reporting -- The preparation of source documents by investigative personnel in the field.

Field Reporting Manual -- A formal set of detailed instructions for the timely, reliable, accurate and valid completion of source documents by investigative personnel in the field.

Fluid Patrol -- The process of assigning personnel to a beat for purposes of responding to called for services but requiring the officer(s) to work elsewhere on TAPS during non-committed times.

Forced-Choice Offense Report -- An Offense Report structure that provides for systematic recording of specific crime data elements according to a series of choices arranged in appropriate categories.

Formal Dissemination -- The communication of crime analysis products, through written bulletins, summaries, memoranda or reports.

Formatted Bulletins -- Written crime analysis products that are prepared on a regular basis. Normally include: Daily Information Bulletin, Crime Analysis Recap Bulletin, Weekly Crime Report and Patrol Operations Bulletin.

Geographic Analysis -- Analysis of crime patterns by location, from precise site to general area.

Geographic-Concentration Pattern -- A crime pattern in which the offenses' basic relationship to each other is that they are concentrated in a defined geographic area. May or may not have other relationships (such as crime type).

Geographic Location -- A universal data element that refers to the location where the offense occurred or the property was recovered.

Incident Report -- A secondary source document used by line officers to record the preliminary investigation of all miscellaneous noncriminal matters.

Index Offenses -- The Uniform Crime Reporting Part I offenses, excluding negligent manslaughter, form the basis of the Crime Index. Commonly called Index crimes or offenses. (see part I offenses)

Informal Dissemination -- Communication of crime analysis information by personal contact of the analyst with user personnel, usually by telephone or in face-to-face meetings.

Investigative Notebook -- Generally used to supplement the report writing manual. It provides pictures of descriptive elements contained in Forced Choice Crime Reports, such as type of hair, hats, weapons and fingerprints.

Keysort File -- Manual, hand-punched card system. The card has pre-punched holes around the edges. Each hole represents different data elements. The card is validated by notching out the appropriate hole with a hand punch. Retrieval is made by inserting a mechanical spindle through the deck in the appropriate hole.

Manual Mode -- A crime analysis system operating mode in which crime analysis unit personnel manually perform the data collection, data collation, and data analysis steps of the crime analysis process.

Mini-computer -- A small, relatively inexpensive, stand-alone computer.

In the semiautomated mode, a crime analysis unit may use a mini-computer for quick retrieval of such information-storage type operational files as Alias File, Suspect Vehicle File, Nickname File and Physical Characteristics File.

Miscellaneous Information Report -- A secondary source document used by some departments to record information received from concerned citizens that normally does not require field investigation.

Modus Operandi (MO) -- A distinct pattern or method of operation considered to be habitually characteristic of an individual criminal.

Narrative Offense Report -- An Offense Report format that permits the investigating officer to complete all entries in his own words. Lacking in structure and allowing poor field reporting unless properly monitored and controlled.

Nonformatted Bulletins -- Written crime analysis products that are prepared on an irregular basis. Normally include: Crime-Specific Memorandum and Response to Special Request.

Offense Report -- The primary source document containing crime data element information. Used to record the circumstances of all criminal offenses coming to the attention of the police, regardless of the value of property taken, extent of injury or likelihood of successful prosecution.

Offense Report File -- A basic operational file created to sort Offense Reports by crime type and by month.

Officer's Activity Log (Officer's Daily Report) -- A secondary source document, completed by a field officer and primarily used by his or her supervisor for administrative purposes (e.g., comparative performance evaluation).

On-Line Processing -- A mode of computer operation that permits input and retrieval of data by the user, at any time and in any quantity, through a remote terminal.

Operational Files -- Basic and optional (additional) files created by the crime analysis unit for data collation of source documents and crime data elements.

Part I Offenses -- The Uniform Crime Reporting category including: Criminal homicide, forcible rape, robbery, aggravated assault, burglary, larceny-theft (larceny), arson and motor vehicle theft. See Index Offenses.

Patrol Operations Bulletin -- A formatted bulletin type of crime analysis product that normally is prepared monthly to address trends in reported crime according to patrol area of responsibility and specific crime type.

Pattern Profile -- An internally usable format or report in which is compiled all information concerning a geographic-concentration pattern or similar-offense pattern.

Periodic Summary -- A report comparing crime in one area or time frame against another area or time frame. Normally prepared by the analyst from tally sheets.

Pin Map (Spot Map) -- A map prepared by using colored pins, adhesive spots or other symbols to indicate the location of individual crime occurrence. Permits the analyst to identify visually geographic relationships between crime types to establish geographic-concentration patterns.

Random Patrol -- Non-committed time that has results based upon own beliefs of departments or supervisors expectations but frequently evolves into individual desires. Emphasis is to minimize this type of patrol.

Response to Special Request -- A nonformatted bulletin type of crime analysis product prepared to provide information concerning one or more suspects, isolated crime patterns or crime trends in target crime activity within selected areas.

Similar-Offense Pattern -- A crime pattern comprised of offenses that apparently are committed by the same suspects or group of suspects, due to their similarities of modus operandi, suspect descriptions or victims.

Solvability Factors -- Means by which investigative case management is accomplished through the incorporation of key identifying elements into an Offense Report. The assignment of appropriate emphasis or values to these elements leads to a calculated determination of whether the case is potentially solvable through investigative followup. Specific solvability factors generally include a significant modus operandi (M.O.), presence of witnesses, marked stolen property, etc.

Source Documents -- Reports of criminal and noncriminal activity (usually prepared by departmental personnel) used as the source of information by crime analysis unit personnel. Gathered during the data collection step of the crime analysis process. The primary source documents include the Offense Report, Supplementary Report and Arrest Report. Additional (secondary) source documents include the Incident Report, Special Reports, Field Information Report, Miscellaneous Information Report and others.

Special Requirements Analysis -- An analysis performed by the crime analysis unit in response to a special request for information, often from higher authority.

Split Force Patrol -- The process of assigning a limited number of personnel to handle all called for services regardless of location thus providing time for remaining personnel to be utilized in working on TAPS.

Strategy -- A response to a long standing, recurring or broad based crime problem which requires relatively large-scale, integrated police activities that have multiple, long term or broad objectives. A given strategy can often be implemented using a number of tactics.

Strategic Decisions -- Policy-oriented decisions made at the highest command levels of the department.

Supplementary Report -- A primary source document used by most departments to record an officer's followup investigation of an offense previously reported in an Offense Report.

Tactic -- A response to a short-term or cyclical crime problem which only requires relatively small-scale, short duration activities that have immediate or limited objectives.

Tactical Action Plan (TAP) -- A documented statement of a specific problem that includes a plan of operation, including a time span, that will be used to resolve the problem. TAPS are short term, normally less than five days in duration. They should frequently be limited to a few hours within a shift when the problem is most likely to occur as opposed to committing personnel to the problem, when not necessary, to the entire shift.

## Appendix M

Unique Identifiers/Descriptors -- Elements and characteristics of a person or vehicle or other property that are distinctive in the identification of the subject or property. For a person, these might include clothing, speech and type of weapon. For a vehicle, these might include unusual color or combination of colors, damage to one fender and loud exhaust.

Universal Data Elements -- Those factors (crime data elements) that virtually every Offense Report should contain: Type of crime, geographic location, chronological information, suspect information (when available) and status of the case (active/inactive).

Weekly Crime Report -- A formatted bulletin type of crime analysis product prepared to summarize target crime activity occurring throughout the jurisdiction and arranged according to patrol beats.



**END**