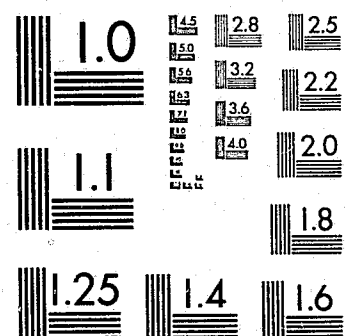


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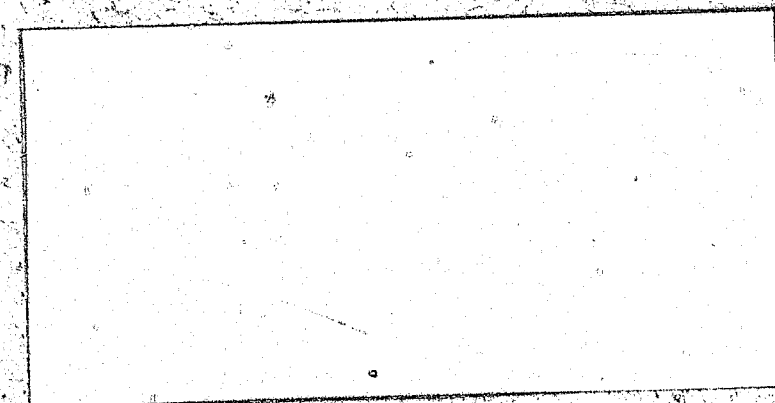
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February 22, 1979

X
Managing Criminal Investigations in
X Montgomery County, Maryland:
A Case Study

by

Paul G. Nalley
Katrnya J. Regan

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THE URBAN INSTITUTE

PREFACE

In 1976 the Office of Technology Transfer, part of the National Institute of Law Enforcement and Criminal Justice in the United States Law Enforcement Assistance Administration, awarded grants to five police departments to test a process for managing criminal investigations. Generally speaking, this concept involves augmentation of patrol role; reassignment/decentralization of detectives; case screening; police/prosecutor relations and monitoring investigations.

The sites chosen for this test were Birmingham, Alabama; Montgomery County, Maryland; Rochester, New York; St. Paul, Minnesota; and Santa Monica, California.

In late 1976, The Urban Institute received a grant to evaluate this project. During 1977 and 1978, Urban Institute staff visited the sites numerous times and evaluated their managing criminal investigations programs.

An individual case study has been prepared describing the background setting, planning, implementation and results of the managing criminal investigations program at each site.

MANAGING CRIMINAL INVESTIGATIONS IN MONTGOMERY COUNTY, MARYLAND:
A CASE STUDY

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- II. PROJECT SETTING AND BACKGROUND
 - A. MONTGOMERY COUNTY DEPARTMENT OF POLICE
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 - D. PROGRAM CHRONOLOGY
- III. IMPLEMENTATION OF THE MCI PROGRAM
 - A. DECENTRALIZATION
 - B. THE INVESTIGATIVE ROLE OF PATROL OFFICERS
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I. INTRODUCTION

This report is a case study of the LEAA-funded Managing Criminal Investigations (MCI) project conducted by the Montgomery County, Maryland Department of Police (MCDP) during the period from December 1, 1976 to August 31, 1978.

During the course of its MCI program, MCDP decentralized several investigative functions to the Silver Spring District and established procedures for involving patrol officers more extensively in both preliminary and follow-up investigations. The Department also established in that District case screening and case management procedures that clearly changed traditional ways of managing investigations.

New forms and procedures to improve relations with the prosecutor were developed, but they were never fully used, and the police/prosecutor relationship was changed very little by the MCI program. A system for evaluating MCI techniques was established early in the program-planning phase of the project.

The sections that follow review the pre-grant situation in Montgomery County and the planning process for the MCI program. This is followed by a description of the activities and modifications initiated under the program. The final sections evaluate the outcomes of the Department's MCI project and comment briefly on the probable future of MCI in Montgomery County.

II. PROJECT SETTING AND BACKGROUND

Montgomery County, Maryland, is an area of 493 square miles immediately north and northwest of Washington, D. C. The majority of Montgomery County's population lives very near or within the Capital Beltway, Washington's circumferential highway, which cuts an arc across the southern part of the County. In the vicinity of the Beltway the County's population is suburban, but the northern reaches of the County are still rural. The age distribution of the population follows the pattern of development; older people occupy the longer established neighborhoods and younger families live in the more recently built suburban developments.

Montgomery County has very little industry involving direct production or handling of material goods or commodities. Rather, it is a center for research and development. Federal and local governments employ more than 50 percent of the County's total labor force, which is predominantly white-collar. There are 71,000 professional and technical workers and 31,000 managers and administrators in the County, as contrasted to only 4,400 laborers. With a median income three times the national average and one of the highest average family incomes in the nation, Montgomery County is one of the most affluent counties in the United States.

The major population centers of the County--Bethesda, Silver Spring and Wheaton--are administered directly by the County and served by the Montgomery County Department of Police. They do not have the status of incorporated towns or cities. However, there are 13 other areas within the County that are incorporated. Two of them, Rockville and Gaithersburg, have small

police forces, but the Montgomery County Department of Police has concurrent jurisdiction and provides police service for them and the other incorporated towns.

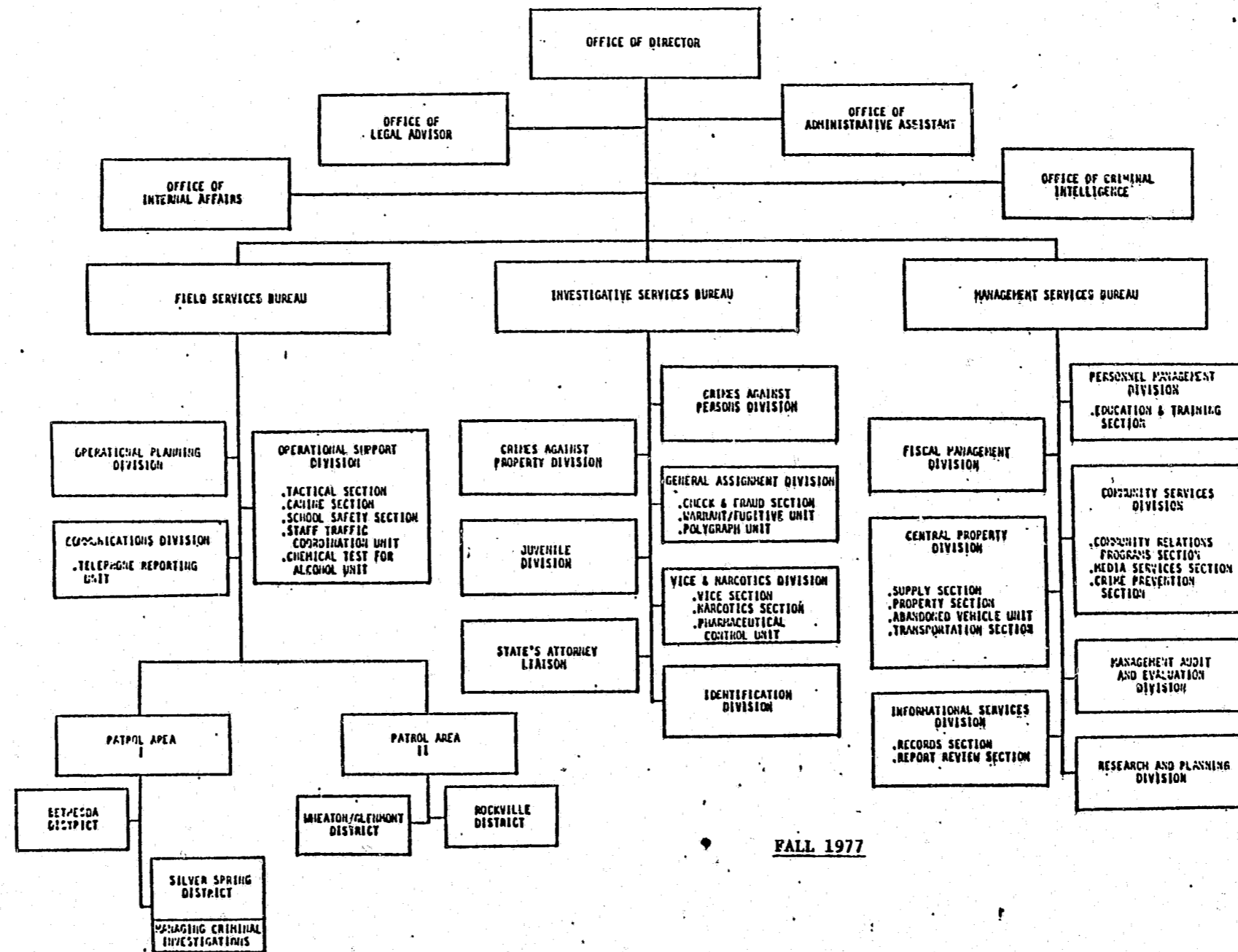
A. MONTGOMERY COUNTY DEPARTMENT OF POLICE

In 1978, the Montgomery County Department of Police (MCDP) had an authorized strength of 780 sworn officers. Its FY 1977 budget was \$21.5 million. The department is organized into three major bureaus (see Figure II-1): Field Services, Investigative Services, and Management Services. The Field Services Bureau includes four patrol districts: Silver Spring, Bethesda, Wheaton/Glenmont, and Rockville. The centralized Crimes Against Persons Division and the Crimes Against Property Division are located at headquarters in Rockville and serve all districts except Silver Spring, the site of the MCI project. The Juvenile, General Assignment and Vice/Narcotics Divisions are also centralized.

The MCI detectives decentralized to Silver Spring investigate crimes against both persons and property. Normally, they do not investigate vice, general assignment or juvenile cases. However, exceptions are made in the following circumstances:

- Silver Spring patrol requests immediate assistance of an investigator;
- the suspect arrested is a juvenile; or
- during an investigation for a persons or property crime, another crime not normally handled by Silver Spring is identified by MCI detectives.

The staffing of the centralized Crimes Against Persons and Property Divisions, and the Silver Spring District Station are shown in Table II-1. The Silver Spring detective and patrol divisions are under patrol command.



FALL 1977

FIGURE II-1: ORGANIZATION FLOW CHART, MONTGOMERY COUNTY POLICE DEPARTMENT, CURRENT AS OF FALL 1977

TABLE II-1: STAFFING AS OF MARCH 20, 1978, MONTGOMERY COUNTY POLICE DEPARTMENT

Rank	Silver Spring		Central Investigations Units	
	Patrol	Investigation Unit	Crimes Against Persons	Crimes Against Property
Captain	1			
Lieutenant	6	1	1	1
Sergeant	6	4	2	3
Corporal	18	4	9	9
Private First Class	27	2	3	7
Private	70	1	4	4
Civilian	10	1	3	3
Total	138	13	22	27

Between January and November 1977, there were a total of 12,056 crimes in Silver Spring, which represents 22.5 percent of the crimes committed in Montgomery County. Table II-2 compares crimes per 100 persons in Silver Spring with the ratio in the other districts. There were 2,398 arrests in Silver Spring during this period--22.2 percent of criminal arrests in the County.¹

TABLE II-2: CRIMES PER 100 PERSONS IN SILVER SPRING COMPARED TO RATIO IN OTHER DISTRICTS IN MONTGOMERY COUNTY

Police District	Population*	Total Crimes 1/77 to 11/77 Number	Crimes Per 100 Persons
Silver Spring	118,896	12,056	10
Other Districts**	459,975	41,526	9

*Estimated as of January 1, 1977 by local MCI evaluation staff.
 **Bethesda, Wheaton/Glenmont, and Rockville

1. Statistical report compiled by the Montgomery County Records Division entitled, "Comparison Study of Selected Items," November 1977.

Prior to implementing the MCI program, all investigative functions in the Department were centralized under the Criminal Investigations Division (CID), which was divided into a Detective Section and a Juvenile Section, each commanded by a captain. The Detective Section had three units:

- Crimes Against Property--31 sworn investigators and three civilian clerical personnel; responsible for follow-up investigations of burglaries, arsons, larcenies, auto thefts, missing persons, and annoying phone calls. Two basic shifts: 8-4 and 4-12, with one officer assigned 12-8. Major focus (80 percent of time) on burglary.
- Crimes Against Persons--Subdivided into Homicide/Sex Squad (14 investigators and two clerical aides) and Robbery Squad (10 investigators and one clerical). Two basic shifts: 8-4 and 4-12, plus one investigator from each squad from 12-8).
- General Assignment--Subdivided into Check and Fraud Squad and the Warrant and Fugitive Squad (staffing levels not shown).

1. PRELIMINARY INVESTIGATIONS

MCDP policy fixed primary on-scene investigative responsibility in the Patrol Division. The patrol officer dispatched to the scene was expected to complete the criminal event form or incident report whether or not an investigator responded. If a detective did respond, however, he or she was to assume responsibility for the preliminary investigation.

The grant application stated that the basic problem with this system was that the performance of patrol officers in the preliminary phase was inconsistent, partly because of lack of supervisory guidance and pressure to get back into service. As a result, the credibility of patrol officer's reports on their preliminary investigations was undermined.

2. FOLLOW-UP INVESTIGATIONS

Traditionally, detectives conducted follow-up investigations with little or no input from patrol officers. An investigator would contact the complainant or victim and any witnesses in an effort to solve the case.

The Crimes Against Property Unit was said to have an informal case screening process using the following criteria for burglaries:

- 1) No suspect observed
- 2) No latent prints obtained
- 3) No vehicle observed
- 4) No weapon or inherently dangerous substance taken
- 5) No physical evidence at crime scene
- 6) No criminal pattern in a geographic area.

If none of these factors were present in any given burglary, the complainant would be called by telephone to see if he or she could supply any further information. If not, the case would not be further investigated.

There was no formal case screening process, however. Each investigator made his or her own decisions as to whether cases were potentially solvable and adjusted the investigative effort accordingly. An obvious weakness of such a system is that screening decisions lack uniformity. A related problem is lack of control over the extent of work done on various types of cases. Often, investigators carried large caseloads, without distinguishing among cases according to their potential for solution.

3. POLICE/PROSECUTOR RELATIONS

In those instances in which a patrol officer retained responsibility for investigating a case and it resulted in arrest, that officer was responsible for preparing the case for presentation in court. Because most such cases were misdemeanors, there was little or no opportunity for discussion between the officer and the prosecutor. Detectives who closed cases also were responsible for preparing them for court, but they had a much closer

working relationship with prosecutors than did patrol officers. Pre-trial conferences with prosecutors were more common--even routine in felony cases. Time delays between arrest and trial reduced the value of these conferences, however.

The police received little feedback on cases from the prosecutor. The Prosecutor's Office did not explain why cases were rejected or dismissed, nor did it provide any guidance in improving future case preparation. The police had difficulty ascertaining the prosecutor's screening criteria.

4. TRAINING

The grant application also cited a lack of training in investigative techniques. Police basic training included some material on investigation, but there was no advanced investigative training, certainly not for patrol officers.

B. GRANT APPLICATION

Montgomery County filed its original grant application on August 15, 1976, requesting \$135,000 to conduct an MCI project in the Bethesda District. The grant was to run 18 months from November 1, 1976, with a six-month planning phase followed by a one-year implementation phase beginning on May 1, 1977. However, a new Director of Police took office in November, and the Department filed an amended grant application with several changes. Among other things, the project was shifted from Bethesda to Silver Spring and the grant period was moved back one month, beginning December 1, 1976 with field implementation on June 1, 1977.

The revised grant application summarized the proposed program as follows:

The department is committed to improving the management of criminal investigations through experimentation with certain concepts which have resulted from past studies in this area. Specifically, the department will decentralize a detective component to work at a patrol district level and team with patrol officers in the process of investigating all UCR Part I offenses. In furtherance of this goal, the department will also design and test a single criminal event report reflecting the Rochester Police Department effort. Additionally, a case screening system will be standardized in an attempt to reduce investigative time spent on the more routine, dead end cases. A prosecutor will interact with the project officers on a regular basis in order to ensure proper case preparation presentation [sic] and to provide a meaningful feedback mechanism. Finally, the development of a Management by Objectives (MBO) based evaluation design will facilitate a systematic analysis of the project's results in terms of the stated goals and objectives.

1. MAJOR ELEMENTS OF THE PROGRAM

The first phase of the program was a six-month planning period during which responsibilities for implementation would be fixed. The project staff was to designate the investigators to be assigned to the program, define training requirements and design appropriate curricula, develop a case screening system, formalize a prosecutorial role in the project, and develop an evaluation design.

The field implementation phase was described as having four major components:

- organizational restructuring and expanding the investigative role of patrol officers
- case screening
- police/prosecutor coordination
- monitoring investigations

a. ORGANIZATIONAL RESTRUCTURING AND EXPANDED ROLE OF PATROL OFFICERS

Although substantial decentralization of investigative functions had been recommended in a consultant's study of the Department, MCDP wanted to proceed cautiously. Among other things, any extensive decentralization would immediately run into severe space constraints. The MCI grant application proposed partial decentralization on an experimental basis in the Silver Spring District. The plan called for 11 investigators (23 percent of the Detective Section) to be reassigned from the centralized Criminal Investigation Division to Silver Spring. The MCI Project Director, a First Lieutenant, was to command this unit, and he was to be under the command of the Silver Spring District Commander, who was also designated Project Coordinator. Coordination of the District's investigators and patrol officers was to be facilitated by reporting to the same District Commander, working out of the same station, and participating in regular joint briefings and in the same training program.

The grant application also contemplated redefining and reallocating investigative responsibilities. The role of the patrol officer in preliminary investigations was to be expanded, and new report forms and procedures would be used. Patrol officers also were to have greater responsibilities for follow-up investigations. They would receive investigative training, a significant part of which was to be temporary assignment to the MCI Investigative Unit, working with experienced detectives. For their part, detectives were to concentrate more of their efforts on UCR Part I offenses. Cases would be screened according to a well-defined set of solvability criteria before assignment, and detective performance would be monitored.

b. CASE SCREENING

A second major component of MCDP's proposed MCI program was development of a screening system to eliminate those cases unlikely to be solved by investigation. The project staff was to fully review the criteria proposed by Stanford Research Institute and compare them with criteria already used by MCDP's Crimes Against Property Unit. The end-product of this work was to be a clearly articulated set of screening criteria for Part I crimes.

c. POLICE-PROSECUTOR COORDINATION

The grant application stated that an Assistant State's Attorney would be designated to work with Silver Spring officers on a permanent basis. This prosecutor was to work on developing the case-screening criteria and establishing follow-up case reporting requirements, a feedback mechanism from the prosecutor's office back to the Project Coordinator and Project Director, and the prosecutor's role in training project officers.

d. MONITORING SYSTEM

The grant application expressed a general intention of using the Department's MBO program structure as the framework for monitoring investigative performance. The MBO structure included a variety of workload measures, based on input and output, measures of primary and secondary impacts, and criteria for program evaluation. The MBO program structure itself was a comprehensive hierarchical array of department goals, objectives, and activities. The various measures were to be used to assess any given activity's value in achieving the Department's goals and objectives.

2. PROJECT BUDGET

The MCI grant proposal projected a budget of \$135,000 for the 18-month program. Because the heart of the MCDP plan was decentralizing and reallocating existing investigative functions, no money was requested for new investigative or supervisory personnel. Table II-3 shows the expenditures proposed.

TABLE II-3: PROPOSED MCI PROGRAM BUDGET

Item	Amount
In-service training	\$ 51,000
Personnel:	44,000
Project evaluator	
Administrative Aide	
Consultants	15,000
Supplies and equipment	15,000
Travel	7,500
Indirect charges	2,500
Total	\$135,000

The largest expenditure was to be for overtime pay for patrol, investigative, and supervisory personnel, training in MCI concepts and procedures. The proposal added two staff positions: a management analyst to evaluate the program and a clerical assistant. In addition, six consulting contracts were projected to obtain assistance on training design and delivery, report form design, improving police/prosecutor relations, systems analysis, and public relations.

C. PLANNING THE PROGRAM

The first six months of Montgomery County's 18-month grant were spent planning for implementation of the program in June 1977. Four principal activities were carried out during this planning phase:

- participation in MCI training workshops sponsored by LEAA and operated by the University Research Corporation;
- visits to other police departments, such as Rochester and Santa Monica, which had already implemented MCI programs;
- assignment of responsibilities under the program; and
- program design by five planning task forces dealing with overall coordination, training, monitoring, State's Attorney liaison, and case screening.

1. THE PLANNING TASK FORCES

In early December of 1976, an MCI Task Force was established both as a policy making body and departmental coordinating body. The following officials were members:

Project Director, MCI Project (Chairman)
 Director of Patrol Division
 Director of Criminal Investigations Division
 Silver Spring District Commander
 Director, Research and Planning Division
 Director, Administrative Services Bureau
 Assistant to the Chief for Administration

This Task Force established four sub-task forces to deal with specific subjects:

- Case Screening Criteria
- Police/Prosecutor Cooperation
- MCI Training
- MCI Monitoring and Evaluation

The work of these task forces led to the articulation of the following program goal:

The overall goal for the program is to increase the number of arrests for serious crimes that are prosecutable and ultimately lead to a conviction. This will be achieved through a management process designed to produce both increased quantity and quality in investigative operations.

The Case Screening Task Force was charged with identifying criteria or solvability factors to determine which cases should be pursued beyond preliminary investigation. In addition, it was responsible for designing a preliminary investigations report form incorporating these solvability factors.

The State's Attorney Liaison Task Force designed a case feedback form for prosecutors to complete and return to the department. This task force also identified training priorities in the area of case prosecution.

The Training Task Force designed a two-day training course for Silver Spring patrol officers to be held in June 1976, at the Police Academy. The course would focus on the investigative process. Lesson plans, a presentation outline, and written performance objectives were developed.

The Monitoring Task Force defined information to be collected during the implementation period. The task force also reviewed, discussed, and critiqued the report and feedback forms prepared by other task forces. This task force continued to meet throughout the MCI program to consider program progress, problems, and possible new strategies.

D. PROGRAM CHRONOLOGY

The following chronology lists events significant in the planning and implementation of the MCI program in Montgomery County:

1975	Rand Corporation publishes the results of a two-year study of the criminal investigative process.
1975	Stanford Research Institute publishes final report, <u>Felony Investigation Decision Model--An Analysis of Investigative Elements of Information.</u>

1975	Report prepared for the National Institute of Law Enforcement and Criminal Justice by The Urban Institute that addresses issues in a police department's management of investigations rather than on techniques of investigation, Peter P. Bloch, Donald R. Weidman, National Institute of Law Enforcement and Criminal Justice, <u>Prescriptive Package: Managing Criminal Investigations</u> .
1976	Office of Technology Transfer of the National Institute selected sites for a National Demonstration Program for Managing Criminal Investigations.
August 15, 1976	Montgomery County Department of Police (MCDP) files MCI grant application requesting \$135,000.
November 1, 1976	Proposed starting date for six month planning phase.
November 1976	Chief di Grazia appointed Director of MCDP.
December 1, 1976	MCI Program begins. Revised date to start planning phase. Planning task forces formed. Project shifted from Bethesda to the Silver Spring District.
February 1977	Lt. Rufty assigned as MCI Project Director.
April 1977	Sgt. Harper assigned as MCI Investigative Coordinator/Case Screener.
May 29, 1977	Chief issues General Order that MCI effective from May 29, 1977 to June 1, 1978.
June 1, 1977	Field implementation of MCI program. All Silver Spring patrol, including sergeants and lieutenants, receive two days of training at patrol academy. Official six-month planning period ends. Ten detectives assigned to Silver Spring. Case screening is initiated in Silver Spring using set of six solvability factors.
June 11, 1977	Silver Spring patrol officers begin two-month rotation through the MCI investigative unit.
September 15, 1977	Chief di Grazia approves the MCI plan.
September 25, 1977	Lt. Lee replaces Lt. Rufty as MCI Project Director.

September 26, 1977	Investigators receive four hours of training in the use of the event report, case screening, and the investigative checklist. Silver Spring sergeants, corporals and lieutenants receive three hours of training on the event report and other subjects.
October 1977	Draft of the monitoring system is prepared.
October 8, 1977	Implementation of new preliminary investigation form with new solvability factors. Use of case tracking card inaugurated.
November 1, 1977	MCI Project Director issues Standard Operating Procedures memo. New procedure for case conference begins.
November 7, 1977	Investigative coordinator begins to assign cases to shift investigators. Chief issues memo giving lieutenants and sergeants permission to stack calls (Silver Spring district only).
February 1978	First tri-monthly monitoring report prepared.
August 31, 1978	Grant completion date.

III. IMPLEMENTATION OF THE MCI PROGRAM

With completion of the six-month planning period, most elements of Montgomery County's MCI program went into effect in June 1977. A few supervisory reassignments were made before this date, and the new report form was not issued until October. Overall, the decentralization, patrol role enhancement, and case screening activities received the most emphasis when the program was implemented.

A. DECENTRALIZATION

Decentralization in Silver Spring involved the following organizational changes:

- Ten detectives were assigned to serve Silver Spring only.
- These detectives were placed under Patrol command.
- The Silver Spring detectives were given responsibility for a wider range of crimes than those in the central units.

In 1977, the Department decided to assign an investigative unit to the Silver Spring District on an experimental basis as part of the MCI program. The change was accomplished in several phases. In February, the MCI Project Director was assigned to Silver Spring; he also assumed the position of Director of the Silver Spring Investigations Unit. In April, the detective sergeant scheduled to become Investigative Coordinator was assigned to Silver Spring. On June 1, ten investigators were assigned to the Silver Spring Criminal Investigations Unit.

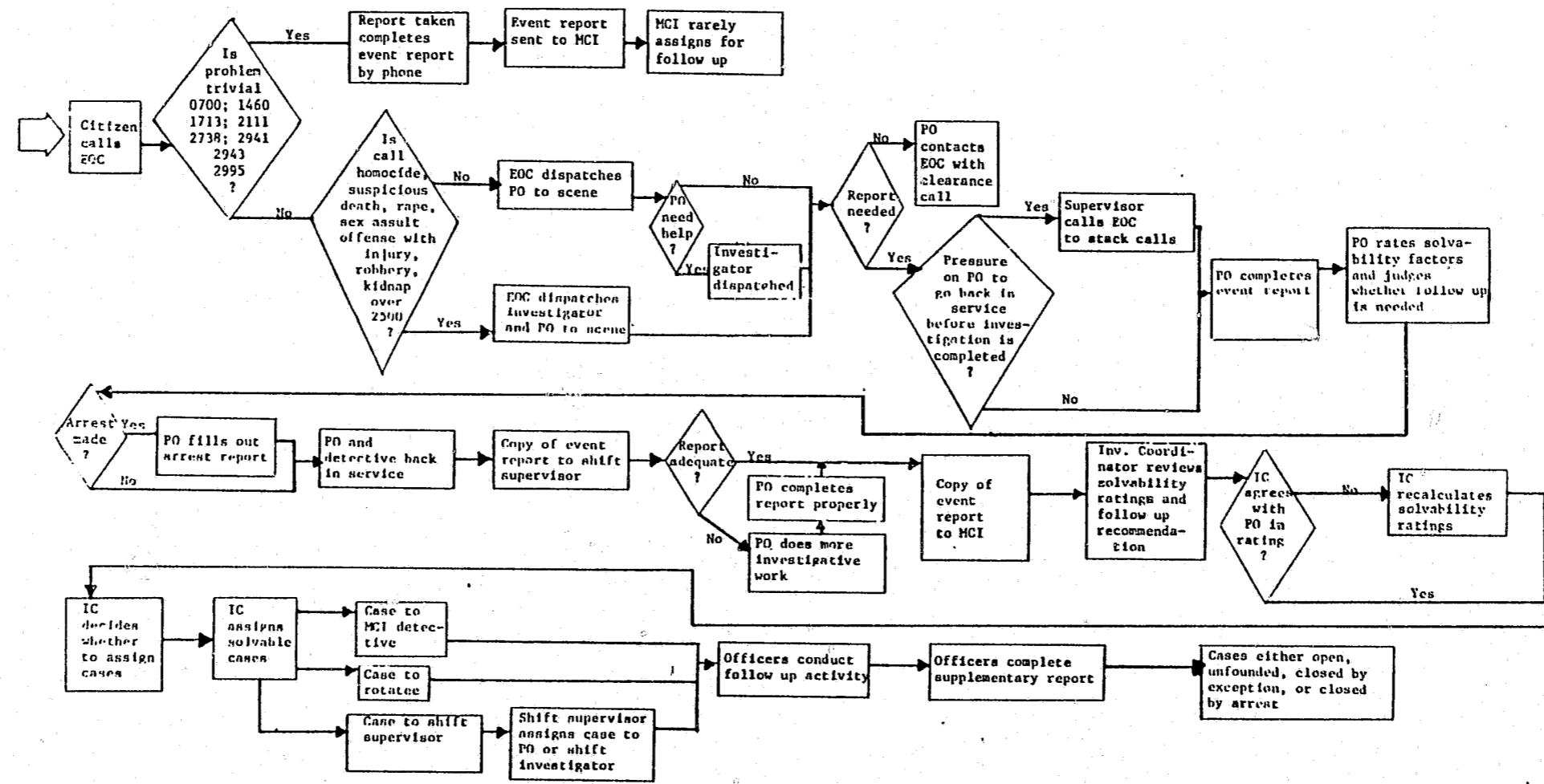
Silver Spring detectives investigate most types of crime, but they do not routinely perform follow-up investigations for the following types of crime: auto thefts, forgery and counterfeit, fraud and false pretenses, embezzlement, narcotics, gambling, and juveniles and runaways. Although they deal with these crimes on occasion, usually such cases are referred to the appropriate centralized unit. If homicides appear to have a pattern extending to other districts, the centralized Crimes Against Persons Division would become involved in the investigation. On occasion, the Silver Spring Investigations Unit asks for assistance from the Crimes Against Persons Unit.

There appears to be some specialization among detectives in Silver Spring. According to the Project Director, the same investigators usually handle all homicide cases and two others usually deal with rape cases. These investigators handle other types of crime as well. Five of Silver Spring's ten investigators had only limited exposure to the range of crimes to be worked in the Silver Spring District. These investigators participated in a 2-day, 18-hour training session held at the police training academy in June 1977. The sessions were designed to refresh their investigative skills.

B. THE INVESTIGATIVE ROLE OF PATROL OFFICERS

The following MCI-generated activities were expected to affect patrol officers in Montgomery County: use of new event report with solvability factors, patrol training rotation through the investigations unit, assignment of follow-ups to rotation graduates, and stacking calls.

Figure III-1 illustrates three of the four patrol role activities in the context of overall patrol case screening.



PO=police officer

FIGURE III-1: CASE PROCESSING MODEL EMPHASIZING PATROL-RELATED MCI ACTIVITY

According to the Project Director, preliminary and follow-up investigations often lacked thoroughness. They generally were incomplete in the following ways:

- insufficient crime scene analysis;
- inadequate interrogation of victims;
- incomplete on-scene search;
- insufficient on-scene protection; and
- incomplete neighborhood checks.

Although the old report forms included many information blocks, the type of information generated in a thorough investigation would require using the narrative portion of the form. But narratives take time. The Project Director felt the primary cause of incomplete investigations was the pressure on patrol officers to get back in service. Were more time accorded to executing the preliminary investigation, the reports would be more thorough.

Under MCI, a new event report, featuring solvability factors, is in use. Rating the solvability factors on the report is designed to get officers to evaluate more critically the information they collect. Patrol officers are asked to recommend whether follow-up investigation is needed. This responsibility gives an officer more of a stake in the investigative process. According to the Investigative Coordinator, "We consider all this an affirmative reinforcement system--an incentive system to get more in-depth preliminaries." These activities, coupled with the new authority to stack calls in order to allow patrol officers more time for investigation, were designed to encourage more thorough preliminary investigations.

As a result of MCI, patrol officers are now trained in investigations through a two-month investigation rotation program. The rotation training and the assignment of lesser offense follow-up investigations to shift

investigators were both designed to increase the investigative manpower and to free the permanent MCI investigators to focus on serious felonies. In turn, these effects were to result in an increased number of thorough follow-up investigations.

1. NEW EVENT REPORT

In June 1977, all Silver Spring patrol officers participated in two days of training, during which the use of solvability factors was emphasized. That fall, all sergeants, corporals, and lieutenants in Silver Spring received three hours of training which focused, in part, on the use of the Department's new event report. The use of the event report was also explained to patrol officers at a series of roll call sessions in October. The Silver Spring District began using the new report on October 8, 1977 (see Exhibit III-1).

The new report form replaced three previous report forms. It is organized into sections for victim/complainant information, witness data, suspect data, vehicle and method, narrative, and case status. The information requirements on the new and the old forms are identical. The principal difference is the addition on the new form of a set of ten solvability factors with space for rating each factor on a five-point scale, ranging from none to excellent. In addition, the form provides space for patrol officers to recommend whether a follow-up investigation is necessary.

2. PATROL ROTATION TRAINING

On June 11, 1977, the Silver Spring District inaugurated the practice of rotating patrol officers through the investigations unit. The Department called for volunteers, and seven or eight patrol officers on each shift

EXHIBIT III-1: MCI PRELIMINARY INVESTIGATION REPORT FORM

PRESS FIRMLY YOU ARE MAKING 6 COPIES

EVENT REPORT
DEPARTMENT OF POLICE
MONTGOMERY COUNTY, MARYLAND

1. CRIME		2. CLASS		3. CL. CHG.		4. RD. NUMBER		17. NATURE AND LOCATION OF INJURIES		SEAT	PWA. NO.	C/L	RD. NUMBER
6. VICTIM/FIRM FOR WHOM COMPLAINT WAS MADE								18. CONDITION		19. TREATED <input type="checkbox"/> ADMITTED <input type="checkbox"/>			
6. ADDRESS								20. ATTENDING PHYSICIAN					
7. DESCRIPTION								21. NAME OF MEDICAL EXAM. NOTIFIED					
9. LOC. OF CRIME ADDRESS OR DIRECT. & DIST. FROM NEAREST KNOWN POINT								22. DESCRIBE TYPE OF AREA OR PREMISES					
10. WHEN OCCURRED								23. COMPLAINANT'S NAME					
11. WHEN REPORTED								24. ADDRESS					
18. VICTIM'S PLACE OF EMPLOYMENT								25. TELEPHONE					
18. ADDRESS OF EMPLOYER OR SCHOOL								26. DESCRIPTION					
27. NUMBER OF WITNESSES								28. NEIGHBORHOOD CHECK REQUIRED					
29. WITNESS NAME								30. CODE					
31. ADDRESS								32. AGE					
41. SUSPECT NAME								42. DESCRIPTION					
44. ADDRESS								45. RADIO					
51. ADDRESS								52. RADIO					
54. ADDRESS								55. RADIO					
58. DESCRIPTION								59. RADIO					
67. METHOD OF OPERATION								68. RADIO					
81. SOLVABILITY FACTORS								82. TOTAL VALUE					
83. NARRATIVE								PROPERTY VALUE					
84. STATUS								85. CLOSED BY					
86. DISTRIBUTION								87. INVESTIGATING OFFICER NO.					
87. INVESTIGATING OFFICER NO.								88. APPROVED BY					
89. DATE								90. REVIEW					
91. RECORDS USE ONLY								92. RECORDS USE ONLY					

requested rotation. The first rotation involved five patrol officers (one from each shift), and lasted three months; all subsequent rotations have been for two months. The District is committed to a continuing rotation program beyond the termination of the grant.

Each trainee is teamed with one of the District's permanent investigators. The first seven to ten days of the rotation period are occupied by an orientation to office procedures. After this period, the investigative coordinator assigns lesser offense cases to the trainee, who conducts follow-up activity with the informal, supportive guidance of the investigator. The Investigative Coordinator escalates the complexity of case assignments according to the trainee's performance. After four to five weeks, trainees handle the same types of cases, with the exception of homicide and rape, as permanent investigators. Upon completion of his rotation, the patrol officer assumes the title of Shift Investigator, and he is assigned investigative cases in addition to his routine patrol duties.

3. FOLLOW-UP INVESTIGATIONS BY PATROL OFFICERS

Before the MCI program, patrol officers might be assigned responsibility for follow-up investigations under one of the following conditions:

- An originating officer requested follow-up responsibilities on his own case.
- An originating officer requested investigative help and continued with the case in a lead or supportive role.
- An investigator reassigned a case to the originating officer if the investigator identified activities the officer should have completed.
- An officer was assigned to follow up a case generated on another shift.

On November 7, 1977, the Investigative Coordinator began assigning the follow-up of lesser offense cases to Shift Investigators (those patrol

officers who had "graduated" from rotation). Typically, a shift investigator works an average of three to five case per month. Shift investigators are not assigned to cases involving rapes, murders, or armed robberies. Investigators keep the cases that take time and experience.

The Investigative coordinator points out that:

Many of the shift investigators may want the involvement of MCI investigators, especially on the more serious Part I offenses. We expect MCI investigators to take the lead in serious felonies with the uniformed men in a support role. However, down the road, we expect the roles to be reversed because we only have ten permanent MCI investigators.

Initially, the Investigative Coordinator assigned cases directly to Shift Investigators, not necessarily to the shift in which the case was generated. In January 1978, this practice was changed. The Investigative Coordinator now assigns cases to a shift, not to a Shift Investigator. The Shift Lieutenant makes the assignment to a Shift Investigator or even to a patrol officer who has not been through the rotation program.

4. STACKING CALLS

A November 7, 1977 memorandum from the Chief authorized Silver Spring lieutenants and sergeants to stack calls. Although patrol sergeant and lieutenant supervisors in all districts have always had the prerogative to call dispatch and stack calls, the Chief's memo encourages the use of this strategy in order to increase the time available for patrol officers to execute preliminary investigations. According to several departmental sources, however, stacking is infrequently used by Silver Spring supervisors, although occasionally calls are stacked on the 4:00 P.M. to midnight shift.

C. CASE SCREENING

Case screening has always been used in the Department to assign or not assign cases for follow-up investigation, but formalized guidelines were not used prior to the MCI program. Units other than the MCI units still use informal case screening methods. The Task Force on the Reporting System and Case Screening compared several case screening systems, including those developed by Stanford Research Institute and the Multnomah County, Oregon Sheriff's Office, with the informal system used by MCDP's own Crimes Against Property Unit. The task force recognized that not all cases can be screened strictly according to a weighted solvability score, and it developed screening priorities based on the gravity of the offense, the potential solvability of the case, and the perceived urgency for action. All murders and rapes, for example, are to be investigated by the MCI unit regardless of the solvability rating. Other factors, such as identified crime patterns, may justify further investigation of a case that in itself may not appear to be solvable.

1. SOLVABILITY FACTORS

On June 1, 1977, new solvability questions were introduced as case assignment guidelines. The new event report, implemented in October 1977, put these factors into use. Listed below are the ten factors and the rating code as they appear on the event report:

SOLVABILITY	81. SOLVABILITY FACTORS: CODE: N-NONE P-POOR F-FAIR G-GOOD E-EXCELLENT			DO YOU RECOM. FOLLOW-UP INVEST. Yes <input type="checkbox"/> No <input type="checkbox"/>	
	(1) N P F G E IS THERE A WITNESS	(8) N P F G E CAN A SUSPECT VEHICLE BE IDENTIFIED		SUPERVISOR CONCURRENCE Yes <input type="checkbox"/> No <input type="checkbox"/>	
	(2) N P F G E IS A SUSPECT NAMED	(7) N P F G E IS THERE A DISTINGUISHABLE M.O.		RETURNED FOR:	
	(3) N P F G E IS A SUSPECT KNOWN	(8) N P F G E IS A PATTERN PRESENT		INCOMPLETE PRELIMINARY INVESTIGATION	
	(4) N P F G E IS A SUSPECT DESCRIBED	(9) N P F G E IS STOLEN PROPERTY TRACEABLE		PATROL FOLLOW-UP INVESTIGATION	
(5) N P F G E CAN A SUSPECT BE IDENTIFIED	(10) N P F G E IS PHYSICAL EVIDENCE PRESENT		62. TOTAL VALUE		
			Stolen \$	Recovered \$	

The officer is supposed to rate the quality of evidence in five increments ranging from "none" to "excellent" with respect to each factor. He also is to recommend whether a follow-up is necessary, and space is provided on the report form for marking supervisory concurrence with the patrol officer's recommendations.

The judgment to request further investigation of a case is based on a score weighted for the quality and significance of the evidence. According to the Investigative Coordinator:

A total of ten factors were hammered out by the report form task force. The points associated with the first five factors are higher because they can make the case. The men on the task force thought the first five were most significant based on their post-investigative experience.

This scoring system is shown in Table III-1.

TABLE III-1: SCORING SYSTEM FOR SOLVABILITY FACTORS

Rating	First 5 Solvability Factors	Second 5 Solvability Factors
None	0	0
Poor	2	1
Fair	4	2
Good	6	3
Excellent	8	4

An "excellent" rating on each of ten factors would yield a perfect score of sixty.

The Investigative Coordinator has not found the weighting system as useful as anticipated:

At this point, there is no cutoff score [above which cases are automatically assigned]. There are too many other outside factors influencing whether a case is assigned. I have assigned cases with a zero solvability and have not assigned some cases with good solvability.

Examples include the following kinds of cases: (1) a low-solvability case in which "political" factors are involved; and (2) a low-solvability case related to another open case.

The Investigative Coordinator does not believe that the scores help him to decide whether to assign the case. It is the presence of any information from "poor" to "excellent" that is the deciding factor. The closest approximation to a rule of thumb linking solvability scores to case assignment is that "to be assigned for a follow-up investigation, there would have to be one weighting [two points at a minimum] for at least one of the first five factors."

2. CASE ASSIGNMENT

The Investigative Coordinator checks the patrol officer's solvability score and recalculates it if he disagrees with the officer's score. He then decides whether to assign the case for further investigation. Three additional case screeners back up the Investigative Coordinator.

According to the Project Director, the use of one case screener to assign most of the work was designed to improve the match between investigator skill and case characteristics. In practice, however, balancing investigative case load has been an overriding consideration in case assignment.

According to the investigative coordinator:

The primary determinant [of assignment] is caseload. The person carrying the least amount of caseload would normally get the next case unless he was carrying a homicide or several rape cases. After that, I take it [the match between case characteristics and background] into account."

There is no formal system for informing victims that their cases will not be pursued. According to the Project Director:

There has been no need to send letters [to the people whose cases were not assigned]. The men on the shift tell them there is nothing investigable [Between June 1 and November 21] we've had only six calls from citizens wondering what's happened to their cases.

The non-MCI units also continue to notify the victim/complainant when his or her case is not assigned.

D. CASE MONITORING

The MCI program has not changed case monitoring appreciably. A new case tracking card was designed, but it contained virtually the same information as its predecessor form.

The Investigative Coordinator uses the file of case tracking cards to monitor follow-up investigations (see Appendix). Each card lists date of case assignment, suspension, and reentry; the solvability factors present and scores; the names of investigative officers; and case status (open; arrest; exception; unfounded; closed by patrol, investigators, or combined). Copies of the cards are sent to the local evaluator and to the patrol unit.

Within ten days of case assignment, the investigator is obliged to file a supplementary report unless he can show that a time extension is likely to result in better evidence and possible closure. Under these circumstances, he is granted a second ten-day suspension. Further extensions follow the same pattern, but are fairly rare. The Investigative Coordinator uses the tickler file to monitor the due dates for the follow-up report. Figure III-2 illustrates detective case processing activities under MCI.

E. POLICE/PROSECUTOR RELATIONSHIPS

The MCI plan anticipated that cooperation between police and prosecutors would be improved by assigning a set of prosecutors to the Silver Spring District. The purpose was to provide opportunity for discussion of mutual problems and needs during case preparation. Pretrial conferences were to be scheduled for all felony cases. In addition, a police liaison officer is assigned to the State's Attorney's Office. The police/prosecutor liaison

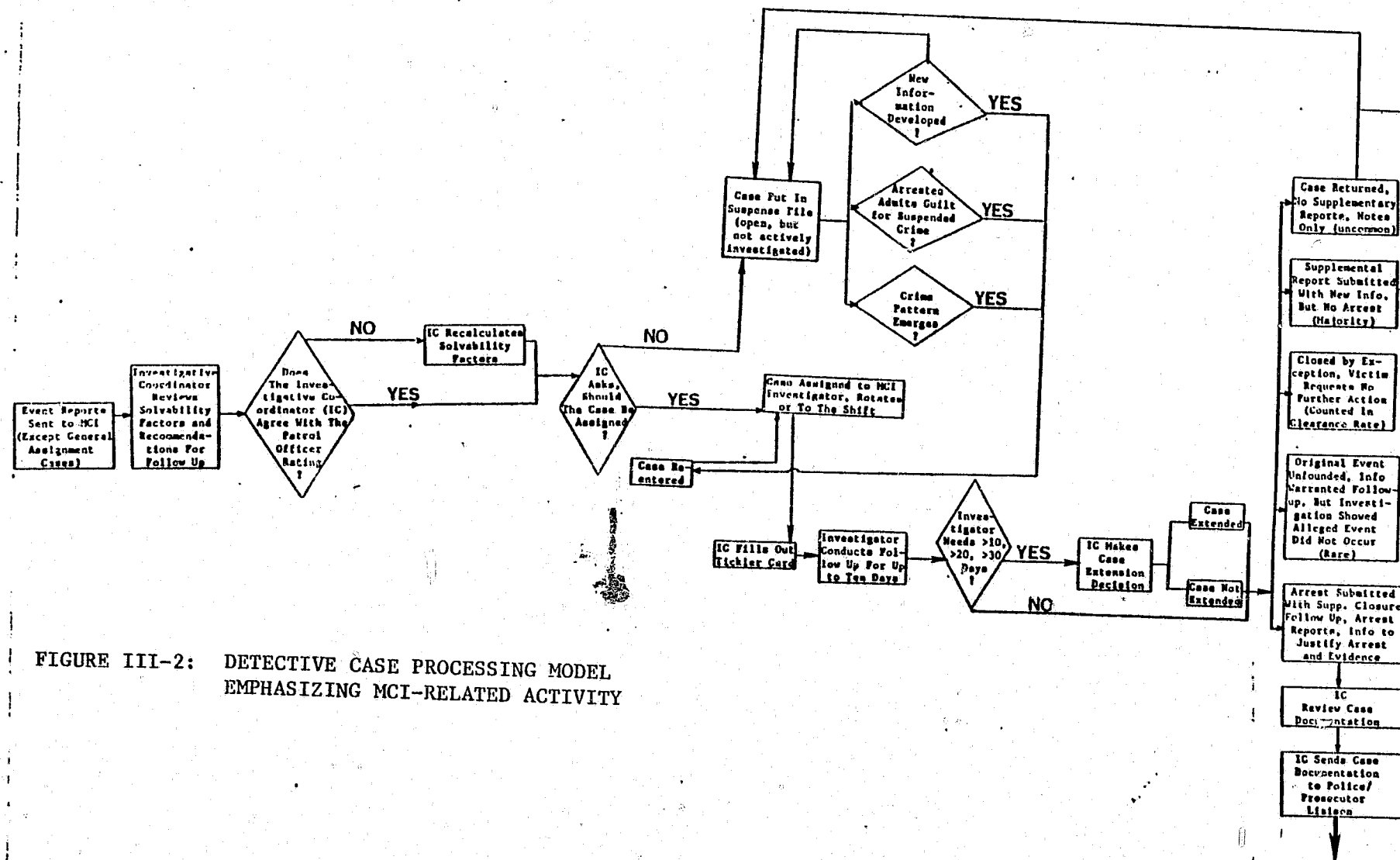


FIGURE III-2: DETECTIVE CASE PROCESSING MODEL
EMPHASIZING MCI-RELATED ACTIVITY

receives all cases from the prosecutor, logs them in and makes a provisional decision whether the case will be assigned to circuit or district court. However, the position of police/prosecutor liaison predates the implementation of MCI.

The MCI Task Force on Police-Prosecutor Liaison developed a checklist to help guide investigative actions (Exhibit III-2). This checklist, to be filled out by the follow-up investigator, contains the investigative information most critical to case chargeability from the prosecutor's perspective. The purpose of the form was to increase the probability of case acceptance by the prosecutor and to "reduce prosecutorial efforts of following up with the investigator to check or review certain aspects of the case." Thus stated, this second purpose is antithetical to the purpose of increasing police-prosecutor communication through personal interaction.

Another form designed by the Task Force was a case feedback form (see Exhibit III-3). The plan called for the police liaison officer assigned to the State's Attorney's Office to complete this form and return it to the District for review. The form was to provide case outcome information, previously not available, and to identify potential areas for investigative improvement.

Case conferences between an officer and an assistant state's attorney are supposed to be scheduled for all circuit court cases between 7 and 17 days after the arrest is made. According to the Project Director, conferences were designed to "see if the report has enough information and for the officer to learn what will happen [to the case]." The schedule was suggested by the State's Attorney's Office to accomodate a new policy requiring a preliminary hearing within 30 days of arrest. The State's

EXHIBIT III-2: MCI INVESTIGATIVE CHECKLIST

I. Offense

- 1. Is there an accurate report of the instant offense? Yes No
- 2. Is there an accurate report of the force used? Yes No
- 3. What was the physical harm to the victim?

 - a. Do photographs exist of injuries? Yes No
- 4. Are there photographs of the crime scene? Yes No
- 5. Is there a detailed description of the property taken? Yes No
- 6. Is the suspect's route of escape identified? Yes No
- 7. Is there a vehicle used in the crime? Yes No
 - a. If yes, what type of vehicle? _____
- 8. What type of weapon was used by suspect? _____
 - a. Who does weapon belong to? _____
 - b. If handgun, was it test fired? Yes No
 - c. If handgun, was it loaded? Yes No

II. Suspect

- 9. Was suspect under the influence of alcohol or drugs? Yes No
 - a. At time of offense? Yes No
 - b. At time of arrest? Yes No
- 10. If multiple suspects, what is their relationship?

- 11. Where is suspect employed? _____
- 12. Was suspect personally known to victim prior to contact? Yes No

III. Arrest

- 13. Is the basis for search and seizure documented? Yes No
- 14. Is the method of locating the evidence documented? Yes No
- 15. Is the method of locating the suspect documented? Yes No
- 16. Is the method of arrest of the suspect documented? Yes No

IV. Evidence

A. Lineups

- 17. Was there a lineup? Yes No
- 18. Was there a show-up? Yes No
- 19. Was there a photo array? Yes No
- 20. Are the procedures described? Yes No
- 21. Was there an identification made? Yes No

B. Fingerprints

- 22. Did you attempt to obtain latents? Yes No
- 23. Were latents obtained? Yes No
- 24. Were latents compared against the suspect? Yes No
- a. If yes, what was the result?

C. Statements: Suspects

- 25. Was suspect advised as per MCP 50? Yes No
- 26. Did suspect make a statement? Yes No
- 27. Was it obtained? Yes No
- 28. Was it oral _____ or written _____?
- 29. Was a copy attached? Yes No

D. Statements: Victim/Witness

- 30. Are written statements from victim or witness attached? Yes No
- 31. Did victim verify his/her statements in the crime? Yes No
- 32. Were EOC tapes held? Yes No
- 33. Who has custody of the evidence?

EXHIBIT III-3: POLICE-STATE ATTORNEYS CASE FEEDBACK FORM

RD# _____
 DC# _____
 CC# _____

DEFENDANT'S NAME _____

CHARGE: _____ DATE RECEIVED BY S/A _____

SUBMITTING OFFICER: _____

A. POST ARREST CONFERENCE

Yes
 No

Post Arrest Conference Conducted

_____/_____/_____
 Mo. Day Year

Date of Conference

_____ Name of Assistant State's Attorney Conducting Conference

B. CASE STATUS

- Accepted for Prosecution
- Accepted for Prosecution but Charge Reduced to _____
- Rejected for Prosecution (nol-prossed)
- Rejected for Prosecution - Needs Further Investigation
- Dismissed by the Court
- Stat Docket
- Indicted to Circuit Court

C. REASON FOR REDUCED CHARGE/REJECTION FOR PROSECUTION/MISMISSAL

- Improper Search and Seizure
- Violation of Suspect's Rights (Miranda)
- Improper Lineups & Showings
- Element of the Offense Missing or not Shown by the Police Investigation
- Case Does not Merit Prosecution (at any given time)
- Low Priority at This Time
- Unavailable or Unwilling Witness or Complainant
- Other, Please Specify _____

D. Disposition Date _____ and Court Disposition if not Dismissed:

- | | | |
|---|--------------------------------------|---|
| <input type="checkbox"/> Guilty Verdict | <input type="checkbox"/> Guilty Plea | <input type="checkbox"/> Nolo Contendre |
| <input type="checkbox"/> PMV | <input type="checkbox"/> Not Guilty | <input type="checkbox"/> Nolle Prosequi |
| <input type="checkbox"/> Guilty of Other Than Original Charge | | |

COMMENTS: _____

Attorney's Office prefers to go before the grand jury rather than participate in a preliminary hearing. To do so, they must schedule the grand jury appearance before the hearing date. The new practice associated with case conferences was initiated on November 1, 1977. Three prosecutors conduct the case conferences on a rotating basis.

There has been little activity associated with the police/prosecutor relations component of the MCI program. The investigative checklist and prosecutor feedback form are rarely used. The conferences with the state's attorneys are a continuation of past practice, but the State Attorney's Office reports that the conferences now are held more frequently than in the past. Also the lag time between arrests and conferences has been reduced. Figure III-3 presents a simplified overview of case processing through the State Attorney's Office.

F. EVALUATION SYSTEM

Procedures were set up so that the MCI program could be evaluated on an ongoing basis, but this system was not a major activity of the program. A requirement of LEAA grant guidelines, the system was to provide continuing feedback on the progress of the program so that its managers could identify and correct problems. The system also was supposed to help the Department to decide what MCI elements to retain or discard and whether to expand the program to other districts in Montgomery County. The system was modeled after the Rochester monitoring system and was designed to be compatible with the Department's Management-by-Objectives (MBO) system.

The MCI Research and Planning Unit collects data on a sample of cases which forms the core of the monitoring system. The Unit also conducts

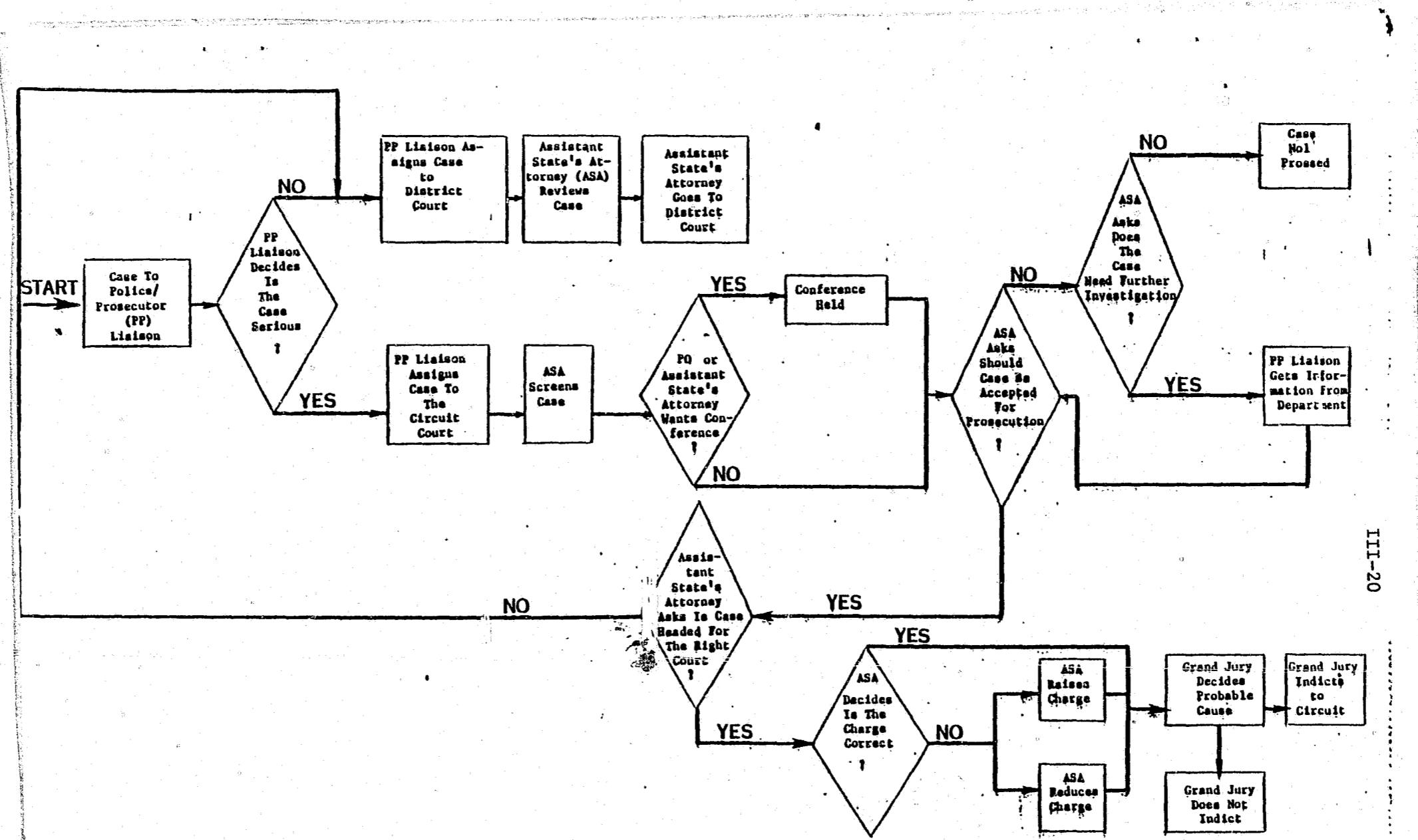


FIGURE III-3: SIMPLIFIED OVERVIEW OF CASE PROCESSING THROUGH THE STATE'S ATTORNEY'S OFFICE

interviews with various Departmental sources. These two activities provide material for briefings and reports designed to:

- ensure that patrol and detective lieutenants, sergeants, and MCI staff are adequately informed of the current status of the project; and
- supply the Chief and Investigative supervisors with data they can use to manage the Department more effectively.

IV. OUTCOMES

A. OUTCOME MEASURES USED

The overall goal for the MCI program was to increase the number of arrest for serious crimes that are prosecutable and ultimately lead to conviction. The success of the program was assessed by examining the number of favorable departmental outcomes and prosecutorial outcomes. The departmental outcomes examined were:

- number of arrests to offenses, and
- percent of cases closed by arrest.

The prosecutorial outcomes that were to be examined were:

- number of cases accepted for prosecution;
- number of indictments to circuit court;
- number of cases rejected for prosecution (state refuses to prosecute);
- number of cases rejected for prosecution (needs further investigation);
- number of cases dismissed by the court.

However, the lack of cooperation in the State's Attorney's Office to provide feedback on cases has precluded any evaluation as to whether the MCI program has led to improved prosecutorial outcomes.

B. DATA AVAILABILITY

A summary of the primary data sources is shown in Table IV-1. Ratios of arrests to offenses by crime type for Silver Spring were derived from the:

- MCPD offenses reported/cases closed statistical printout, and
- MCPD offender/person arrested statistical printout.

The Urban Institute developed a case trace collection sample from January 1978 through August 1978. The case data was from the MCI Case Tracking Cards maintained by the Investigative Coordinator/Case Screener. The crime numbers from the sample were linked to the crime report at the MCPD's record section. Those cases indicating arrest were traced for prosecutorial dispositions.

The only serious problem in data availability concerns the failure of the State's Attorney's Office to provide feedback on cases. The reason suggested for the reluctance of the prosecutors to send the feedback form back to the department is the fear that the data might be used punitively against the investigating officers.

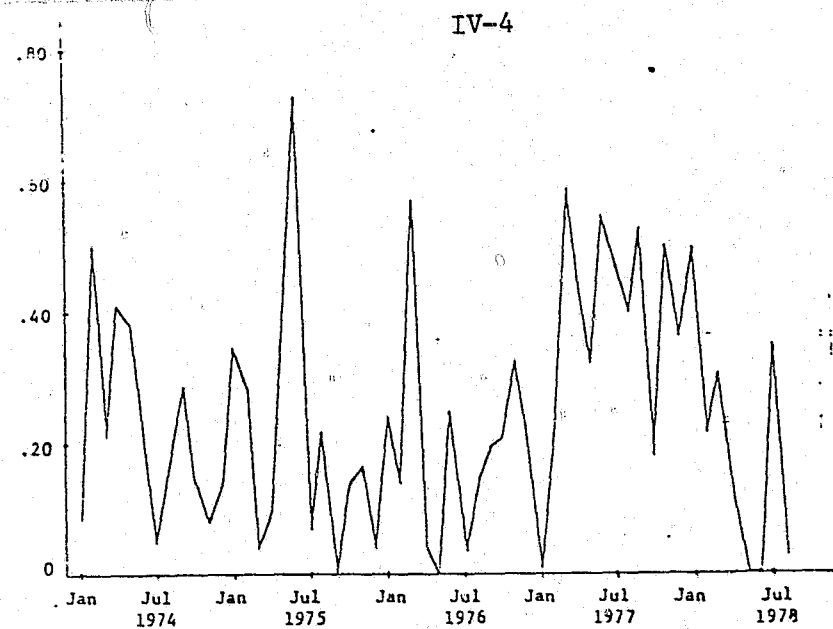
C. ARRESTS TO OFFENSES

Several analyses were performed to determine whether arrests did increase during the period of the MCI program. In a sample of 181 MCI cases during 1978, we found a 19 percent ratio of arrests to offenses--not a significant departure from previous years. Figure IV-1 views the arrest ratio for the Montgomery County Police Department on a month-to-month basis during a period of four and one-half years, which includes the MCI program years. The ratio fluctuates between 11 and 25 percent, but there

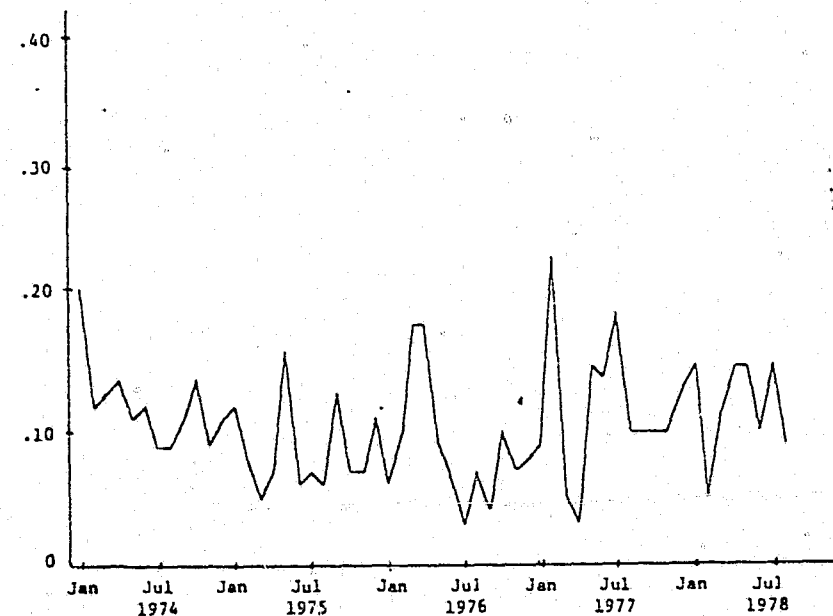
TABLE IV-1: SOURCES AND USAGE OF DATA IN THE MCI EVALUATION

DATA SOURCE	DESIRED USE	HOW DATA USED IN EVALUATION
Grant Applications	<ul style="list-style-type: none"> • Program goals 	<ul style="list-style-type: none"> • List plans and goals
Quarterly Progress Reports	<ul style="list-style-type: none"> • Chronology of program • Assignment changes 	<ul style="list-style-type: none"> • Provides documentation of activities • Trace of personnel assigned to MCI
MCI Case Tracking Cards	<ul style="list-style-type: none"> • Track case assignments to MCI Investigators and Patrol • Track cases with arrest dispositons 	<ul style="list-style-type: none"> • Evaluate case assignment criteria using numerical ratings of solvability factors • Trace cases with arrest disposition for prosecutorial dispositions
MCDP Offenses Reported and Cases Closed Statistical Printouts	<ul style="list-style-type: none"> • Calculate ratio of arrests to offenses by type crime 	<ul style="list-style-type: none"> • Time series format of data to be used to analyze changes in arrests
MCDP Offender and Persons Arrested Statistical Printouts	<ul style="list-style-type: none"> • Same as above 	
Local Evaluators Report	<ul style="list-style-type: none"> • Update program activities 	<ul style="list-style-type: none"> • Use Evaluators data/report to document activities

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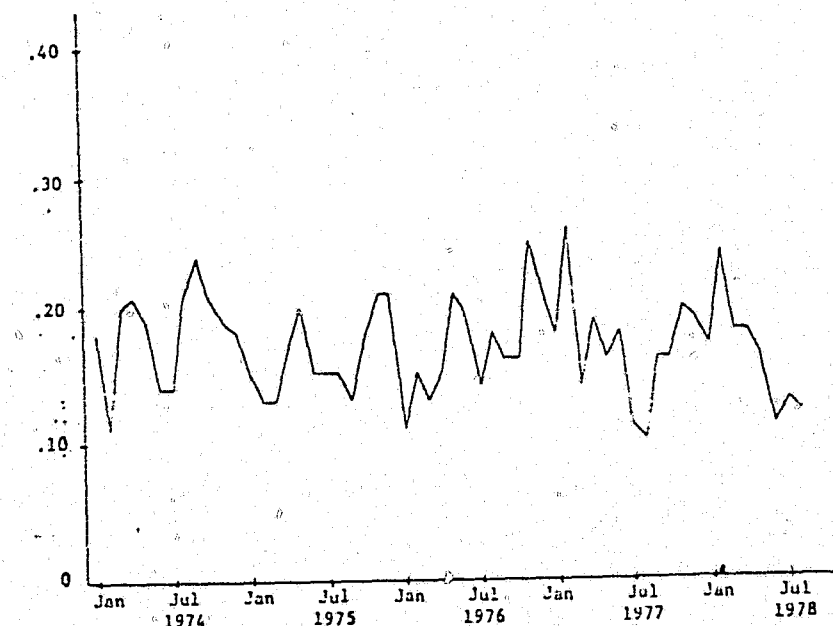


FIGURE IV-1. RATIO OF ARREST TO OFFENSES FOR ROBBERY, BURGLARY AND LARCENY

IV-5

is little difference in the pattern of fluctuations between the MCI period and the previous years. MCI apparently has not led to any sustained increase, and perhaps no increase at all, in arrest-to-offense ratios.

Appendix A gives further details on the analysis of the time series data for arrest, offenses and the ratios of arrest to offenses for robbery, burglary, larceny and total Part I crime data less motor vehicle theft.

D. CASES CLOSED BY ARREST

As already mentioned, to assess whether the MCI program was leading to an increase in cases closed by arrest The Urban Institute examined a sample of 181 cases from January 1, 1978 through August of 1978. The sample was developed from the MCI case tracking cards maintained by the investigative coordinator/case screener.

Only 35, or about 19 percent, of the cases observed were closed by arrest; the data permitted follow-up study of 19 of those arrests. Sixteen of the cases went to preliminary hearing during the period of observation, and two were deferred. Only five offenders--about a fourth of the follow-up group--had been indicted as a result of their arrest. These data reveal little about the quality of either investigations or prosecutions; they do reveal that judicial processes are rather slow.

Table IV-2 shows the Silver Spring data for Part I crime closures. The data were collected for six-month periods (October to March) for the years 1975-75, 1975-76, 1976-77, and 1977-78. Overall, the MCI program had not produced an appreciable change in arrest and closure rates. There was an increase of only about 1 percent in the closure by arrest between 1976-77 and 1977-78. This is the same change as shown between the years 1974-75 and 1975-76.

CLOSURES BY ASPECT	1977-1978									1976-1977									1975-1976									1974-1975									
	Oct. - Dec.			Jan. - Mar.			Total			Oct. - Dec.			Jan. - Mar.			Total			Oct. - Dec.			Jan. - Mar.			Total			Oct. - Dec.			Jan. - Mar.			Total			
	Sample	M	F	Sample	M	F	Sample	M	F	Sample	M	F	Sample	M	F	Sample	M	F	Sample	M	F	Sample	M	F	Sample	M	F	Sample	M	F	Sample	M	F				
HOMICIDES	3	1	33	0	0	-	3	1	33	2	1	50	0	0	-	2	1	50	2	0	0	1	1	100	3	1	33	3	1	50	2	0	-	5	1	50	
RAPE	9	2	22	3	0	0	12	2	17	7	0	0	6	0	0	13	0	0	13	1	7	6	1	17	19	2	10	3	1	14	8	1	17	11	2	15	
ROBBERIES	30	8	27	23	8	35	53	16	30	40	2	5	33	5	12	73	7	10	39	2	5	42	13	31	81	15	18	39	6	15	35	2	6	74	8	11	
AGG. ASSAULTS	22	6	27	17	5	23	39	11	28	13	9	69	19	9	47	32	18	56	10	7	70	5	2	40	15	9	60	13	4	31	14	6	32	27	10	31	
BURGLARIES	147	14	10	122	12	10	269	26	10	122	13	11	104	8	8	226	21	9	142	11	8	108	13	12	250	24	10	139	21	9	133	12	11	272	23	10	
LARCENIES	57	3	5	41	0	0	98	3	3	46	0	0	46	1	2	92	1	1	36	0	0	47	1	2	82	1	1	17	3	6	32	1	2	49	4	4	
TOTAL	268	34	12	206	25	12	474	59	12	230	25	11	208	23	11	438	48	11	242	21	9	209	31	15	451	52	12	247	26	11	224	22	10	471	48	11	
TOTAL CLOSURES																																					
HOMICIDES	3	2	67	0	0	-	3	2	67	2	1	50	0	0	-	2	1	50	2	2	100	1	1	100	3	1	100	3	2	100	2	1	100	5	3	100	
RAPE	9	3	33	3	0	0	12	3	25	7	1	14	6	2	33	13	3	23	13	4	31	6	4	67	19	8	40	3	2	14	8	1	17	11	2	15	
ROBBERIES	30	8	27	23	8	35	53	16	30	40	9	22	33	6	18	73	15	20	39	7	18	42	16	38	81	23	20	39	13	32	35	6	18	74	19	26	
AGG. ASSAULTS	22	9	41	17	8	47	39	17	41	13	9	69	19	12	63	32	21	66	10	7	70	5	2	40	15	9	60	13	8	62	14	9	47	27	17	31	
BURGLARIES	147	29	20	122	15	12	269	44	16	122	14	11	104	11	10	226	25	11	142	16	11	108	13	14	250	31	12	139	20	16	133	16	15	272	26	16	
LARCENIES	57	3	8	41	1	2	98	6	6	47	0	0	46	1	22	92	1	1	36	0	0	47	1	2	82	1	12	17	3	6	32	1	2	49	4	4	
TOTAL	268	56	21	206	32	15	474	88	18	230	34	15	208	32	15	438	66	15	242	36	15	209	39	19	451	75	17	247	47	20	224	34	16	471	81	13	

9-11

TABLE IV-2: ARRESTS AND TOTAL CLOSURES: SILVER SPRING DISTRICT

It is apparent that little change existed between the 1977-78 period and the previous three-year periods. If there is any difference among the years at all, it is for total closure between 1976-77 and 1977-78. The difference that exists between the years can be attributed to the decrease in the 1976-77 total closures.

Table IV-3 shows the clearance rate for the Silver Spring MCI Unit, shift investigators and the total district. Figure IV-2 shows this data in a time series format from June 1977 through June 1978.

The MCI unit closures increased during the first several months following the implementation of the MCI program (June 1977), then declined during the first part of 1978. From February 1978 through June 1978 the closure rate varied from 42 percent to 84 percent. The extreme fluctuations (e.g., 145% closure in December 1977) are due to multiple closures from one arrest.

Examination of shift investigator closures shows that November 1977 was the first formalized comparison reporting. Percent of closure fluctuations are from a high of 260 percent to a low of 0 percent. Fluctuations can be attributed to the patrol officers' experience, time limitations, turnover of personnel in the shift investigator positions and peer pressure. Some officers would react to peer pressure to spend most time on patrol work rather than on investigations when they filled the shift investigator position and as a result closure rates would decline. Again, the extreme fluctuations, as 260 percent closures, are the result of multiple closures.

Examination of the total district shows that the overall trend is consistent for the periods from June 1977 through October 1977 and February 1978 through June 1978. From November 1977 to January 1978 the closure rate increases from 39 percent to 52 percent, then declines to about a 40 percent average from February through June 1978.

TABLE IV-3: CLOSURE RATE FOR THE TOTAL SILVER SPRING DISTRICT MCI UNIT, AND SHIFT INVESTIGATORS

DATE	UNIT					
	Silver Spring District		Silver Spring MCI Unit		Silver Spring Shift Investigator	
	Open (N)	Closed (%)	Open (N)	Closed (%)	Open (N)	Closed (%)
June 1977	696	40	65	40	--	--
July 1977	740	48	36	67	--	--
Aug. 1977	825	36	131	76	--	--
Sept 1977	785	45	117	77	--	--
Oct 1977	666	39	79	94	--	--
Nov 1977	735	49	121	70	15	260
Dec 1977	742	50	80	145	15	53
Jan 1978	649	52	106	91	22	9
Feb 1978	623	41	95	57	14	36
Mar 1978	581	40	82	73	15	20
Apr 1978	726	34	73	41	38	42
May 1978	771	41	87	51	11	82
June 1978	843	40	92	84	12	0

SOURCE: Monthly/Cumulative Comparison Report of Investigative Services Bureau

NOTE: Shift Investigator Reporting Initiated November 1977.

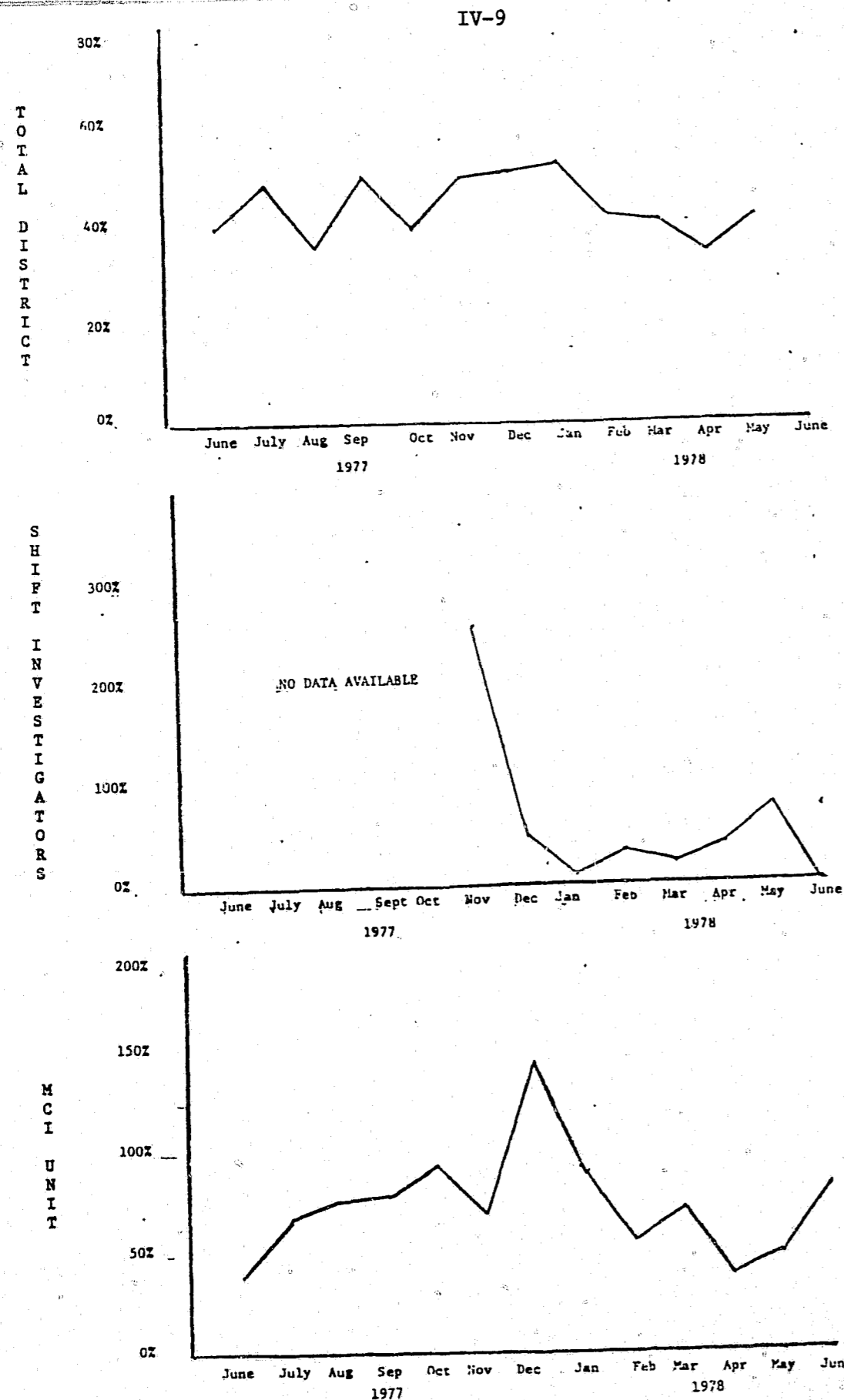


FIGURE IV-2: TIME SERIES PLOT OF CLEARANCE RATES FOR MCI UNIT, SHIFT INVESTIGATORS AND TOTAL DISTRICT

IV-10

Closure averages for the units calculated from Table IV-3 are 43 percent for the total district, 58 percent for the shift investigators, and 75 percent for the MCI unit. Overall there is no marked change with MCI for the period analyzed.

E. NUMBER OF FAVORABLE PROSECUTORIAL OUTCOMES

As noted earlier in this chapter, the prosecutorial outcomes could not be successfully assessed. The failure of the State's Attorney's Office to provide feedback to the department on cases has seriously curtailed efforts to assess the MCI's program impact on prosecutorial outcomes. We did attempt to follow a sample of arrest cases through the court system for an eight-month period in 1978. This lack of feedback on cases has precluded the evaluation of whether the MCI program has led to more favorable prosecutorial outcomes.

F. SUMMARY

The Montgomery County MCI Project has changed the way the Silver Spring District handles its investigative work. Silver Spring now has its own investigative unit with detectives working under the command of the Silver Spring District Commander rather than under the central Bureau of Criminal Investigations. Patrol officers now conduct follow-up investigations that were formerly the exclusive domain of detectives, as well as preliminary investigations. By all accounts, patrol-detective cooperation has replaced patrol-detective rivalry and aloofness.

The case screening and case management systems have focused management attention on solvability. The preliminary investigation has become a quest for solvability factors, and follow-up investigation occurs if a case is thought to have potential for solution. However, the decision to continue the investigation is also based on a variety of factors other than solvability.

The case management system seems to be falling short of its objectives in one significant area. Detectives have not been pushed to suspend cases when they have held them for substantial lengths of time without closing them. Thus, despite its purposes and design, MCI has not changed the earlier practice of detectives' carrying caseloads including a high percentage of cases on which they are not working. But the management system now exists by which to achieve the desired change.

Other factors are not under management control, certainly not at the MCI project level. One is the handling of cases by the prosecutor's office. The MCI Project Task Forces and staff carried their end of the project to improve police-prosecutor relations as far as they could. They designed forms and procedures and provided the necessary training to police personnel. But if the prosecutor's office fails to carry out its part of the project, then no significant improvement in police-prosecutor relations can be expected to result from the MCI project.

The changes that were implemented did not have a noticeable effect on case outcomes. Obviously, the most important factor remains beyond police control: the characteristics of the cases themselves. It is important and useful to identify solvability factors, if any are present. But these factors may be absent despite the best efforts of patrol officers or investigators. Therefore, an MCI project can have a marked effect on investigative organization and procedures without having a corresponding impact on the number of closures or convictions.

This has been the experience in Montgomery County. MCI has brought many desirable internal effects--greater patrol involvement, better patrol-detective cooperation, better focused case management--without producing any perceptible change in the rate of case clearance or arrest.

V. POST-GRANT MCI

The MCI Program continues to operate essentially as it did under the grant. The MCI Investigative Unit remains decentralized in Silver Spring. Patrol officers continue to train for investigation by rotating through the Investigative Unit, and this is expected to continue into 1981, when every patrol officer will have had a rotation opportunity. Patrol officers still conduct preliminary and follow-up investigations, and the case screener still assigns cases for further investigation. The one major MCI activity to be reduced is comprehensive monitoring, especially those parts entailing substantial data processing costs, which had been paid by the grant.

Although there was no question that MCI would continue in Silver Spring, the future extension of MCI to other districts in Montgomery County is uncertain. The questions were whether MCI forms and procedures would be used countywide, whether some or all of the other districts would have MCI Units, whether the whole Criminal Investigation Division would be decentralized. One prediction was that Crimes Against Persons and Crimes Against Property would be decentralized to other districts along the Silver Spring model, but that a Major Crimes Unit would continue to be centralized.

As of early 1979, MCDP was in a period of transition. The Chief of the Department has been dismissed by the newly elected County Executive. The Department is now under the interim leadership of a veteran senior officer of the Department while a search for a new chief is conducted. The implications of this situation for MCI are not clear.

APPENDIX A

APPENDIX A

DETAILED ANALYSIS OF ROBBERY, BURGLARY, LARCENY AND TOTAL PART I
CRIMES LESS MOTOR VEHICLE THEFT

A. OVERVIEW

The arrest and offense data used for analysis were developed from the MCPD's statistical computer printout data. The analysis of the crime types covers the period from 1974 through August 1978. The two periods that are compared are January 1, 1974, through May 31, 1977 ("Pre" MCI) and June 1, 1977, through August 31, 1978 (MCI implementation period). It is important to remember that Silver Spring is a district and a small change in the number of arrests or offenses will be reflected as a significant fluctuation in the ratios. The fluctuations and trends of crime types being analyzed are discussed below.

B. TOTAL PART I CRIMES LESS MOTOR VEHICLE THEFT

The ratio of arrest to offenses for Total Part I is a better overall indicator of arrest performance than the ratios for the individual crime types. There are larger numbers of arrests and offenses and the ratios should be more stable.

Examination of the ratios indicate similar ratios for the "Pre" MCI grant period and the time of the MCI grant. The overall ratio from 1974 through August 1978 is approximately 15 percent. The analysis does not indicate that the MCI program had marked impact on the arrest to offense ratio but neither did it produce negative results.

C. ROBBERY

The arrest to offense ratio during the first six months of MCI is larger than the "Pre" MCI period and the last part of the MCI period. It is important to observe that the number of arrests and offenses are small and for some months there were no arrests. Overall, the ratio does appear to be higher but is greatly influenced by the "no arrest" situation for some months.

D. BURGLARY

Examination shows that the ratio is fairly constant for the MCI period. Further examination shows that the trend line has been decreasing from 1974 until the first part of 1977. The drastic increase at this time can be contributed to an increase in arrests. Again, it must be remembered we are dealing with small numbers that can produce large changes in the ratio. The ratio remained fairly consistent for the rest of the time being analyzed.

E. LARCENY

Examination of the larceny offenses shows increases during the warmer months. The overall ratio from 1974 throughout the MCI period remains fairly consistent at approximately 17 percent.

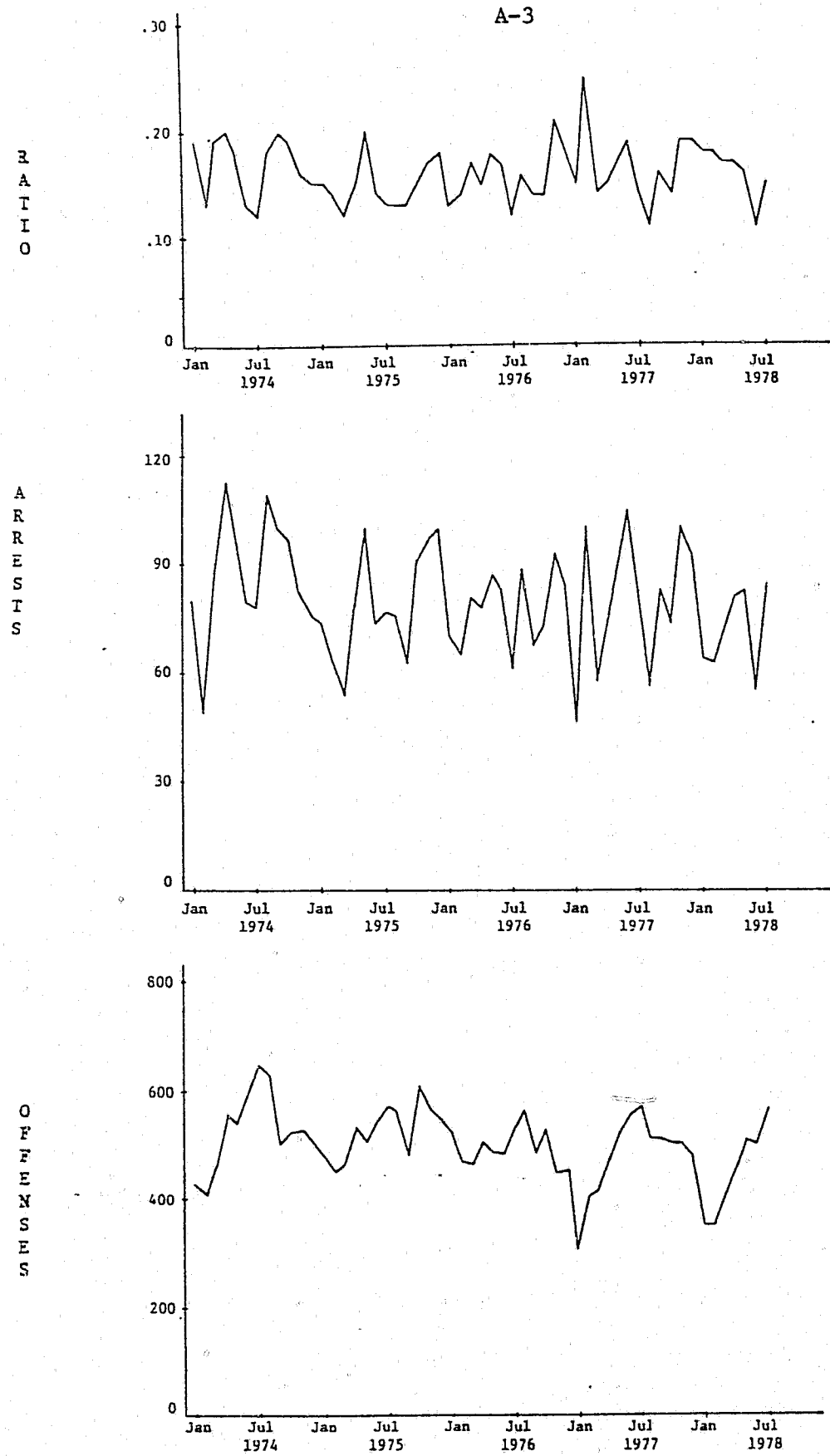


EXHIBIT 1. TIMES SERIES PLOT OF THE RATIO OF TOTAL PART I ARREST TO TOTAL PART I ARREST

SOURCE: MCDP STATISTICAL CRIME DATA

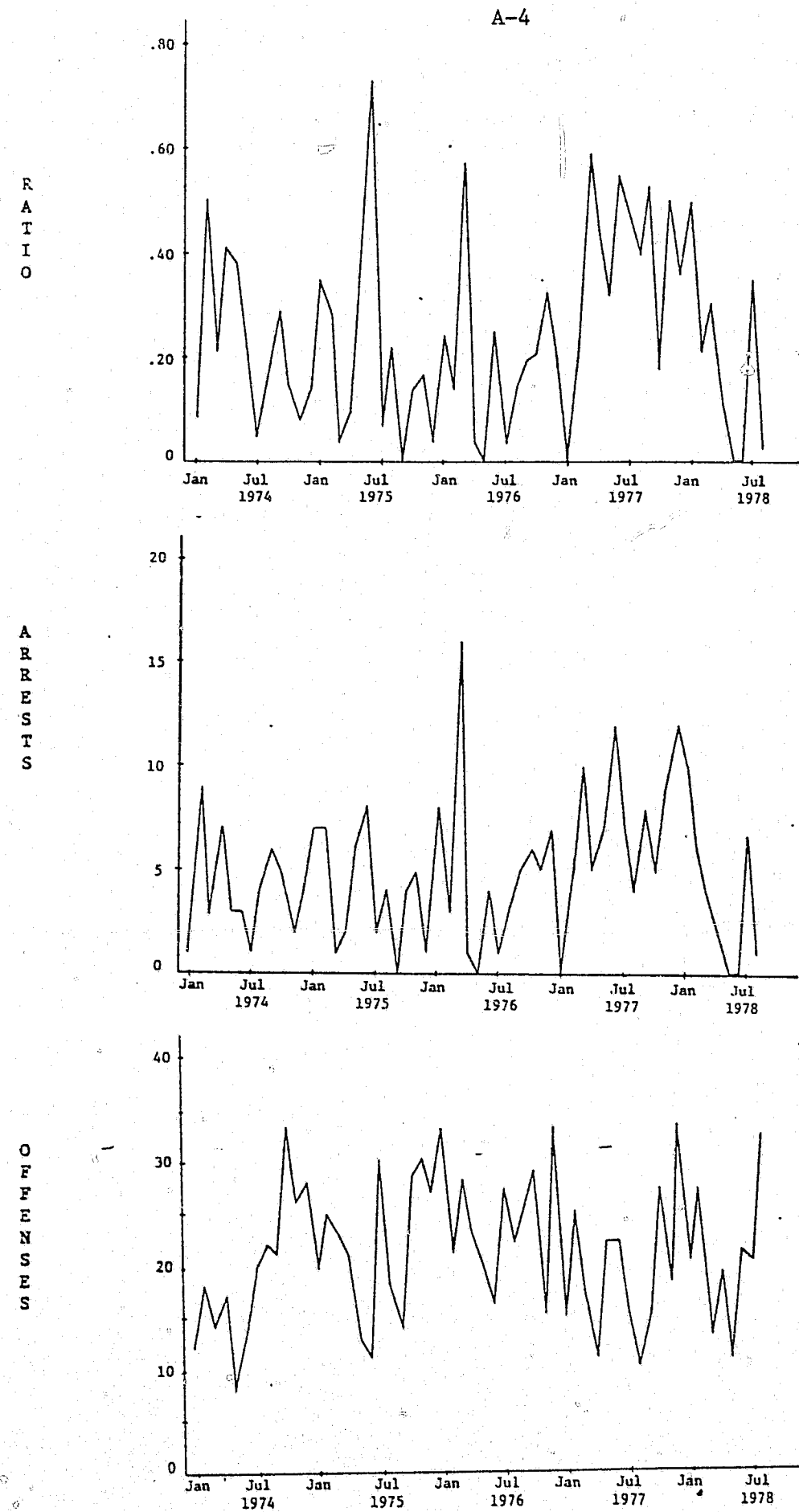
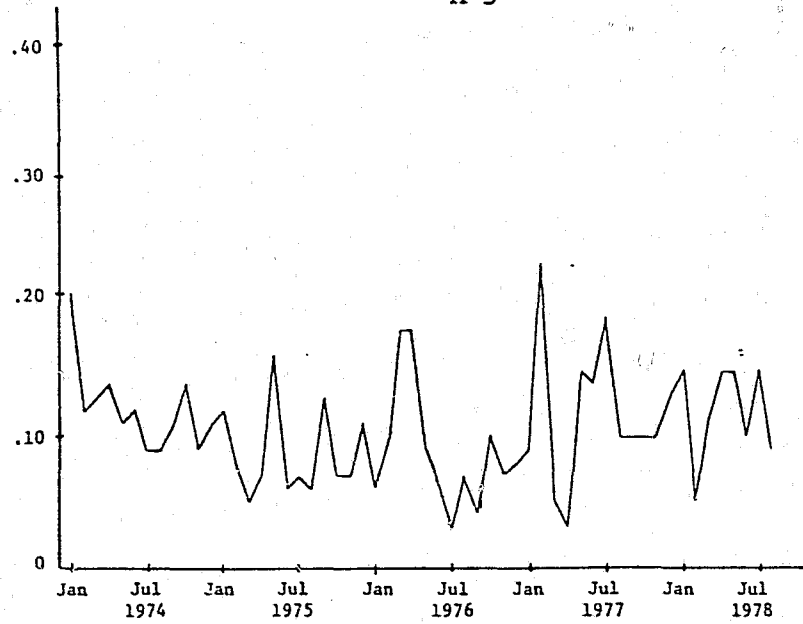


EXHIBIT 2. TIME SERIES PLOT OF THE RATIO OF ROBBERY ARRESTS TO ROBBERY OFFENSES

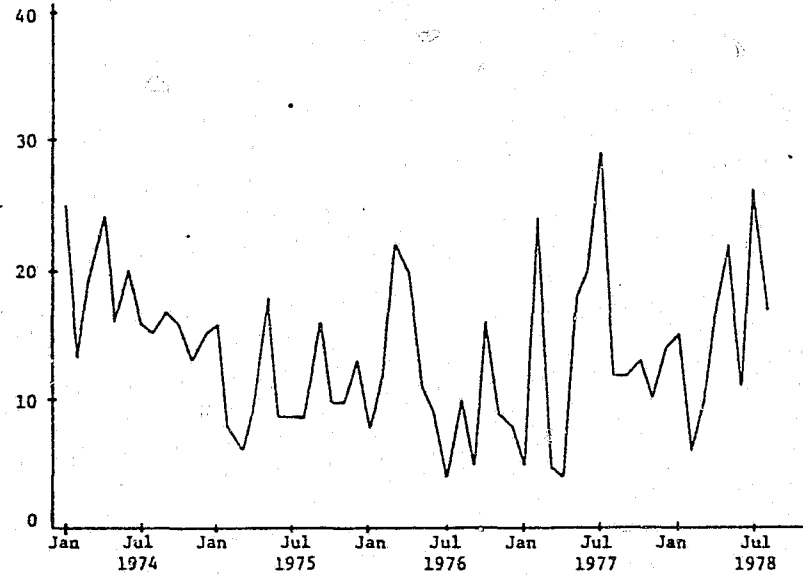
SOURCE: MCDE STATISTICAL CRIME DATA

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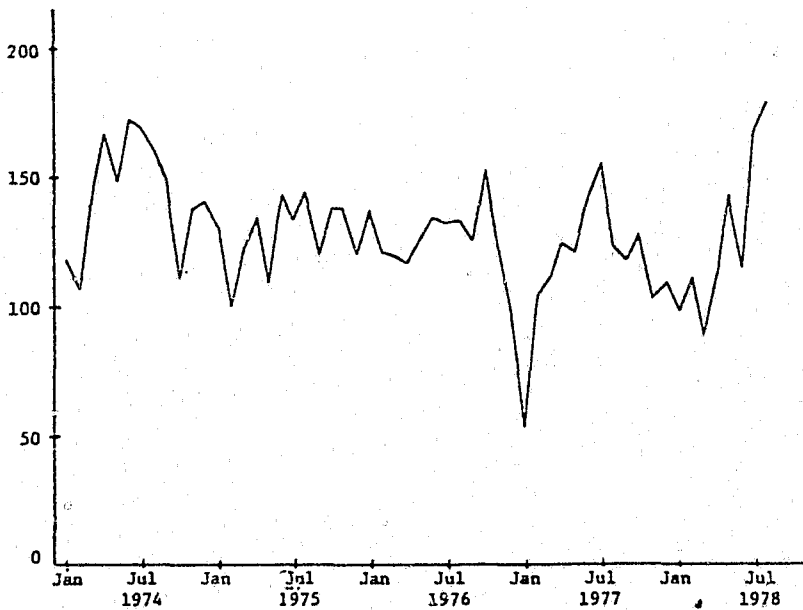
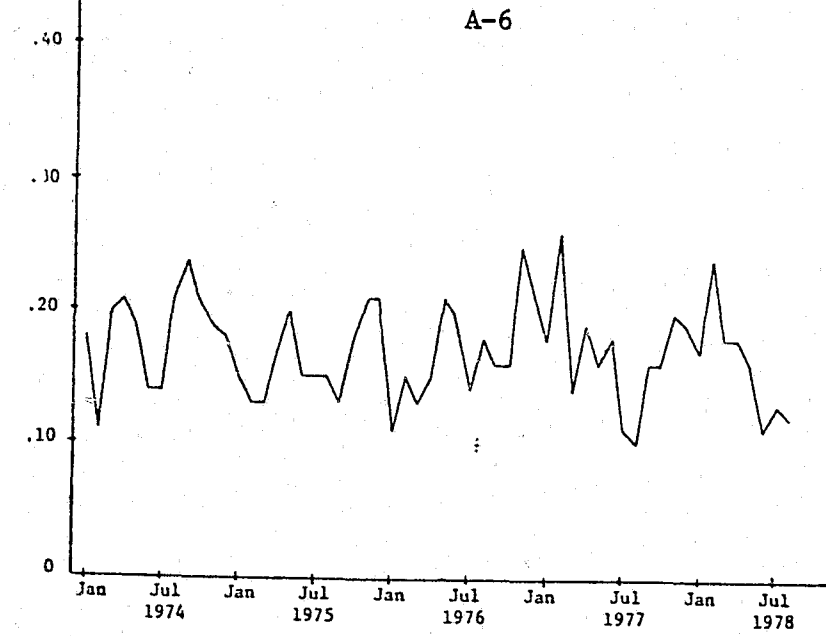


EXHIBIT 3. TIME SERIES PLOT OF THE RATIO OF BURLIARY ARRESTS TO BURLIARY OFFENSES

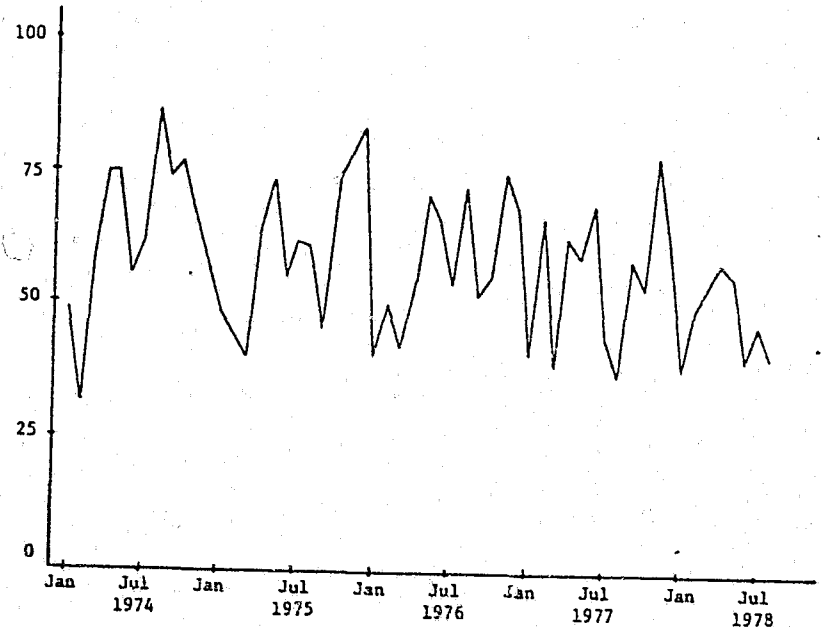
SOURCE: MCDP STATISTICAL CRIME DATA

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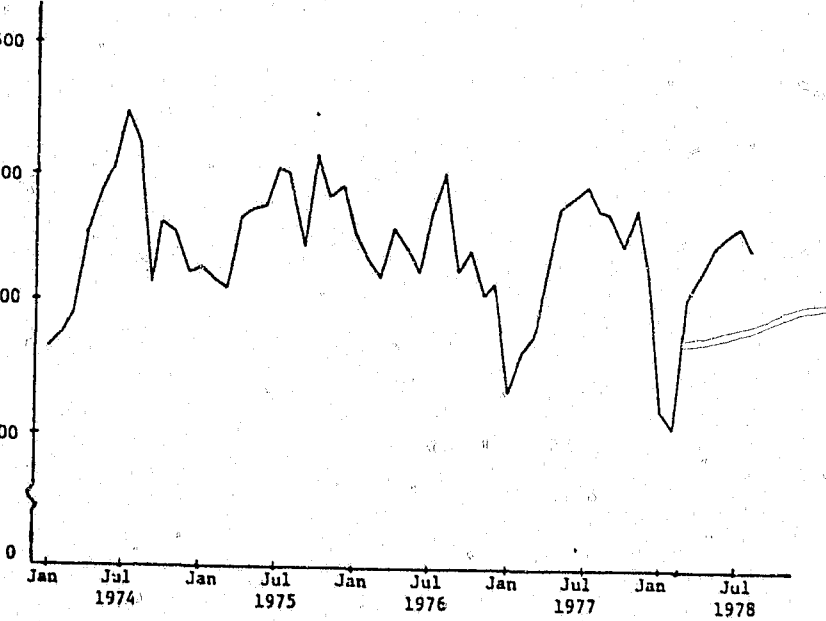


EXHIBIT 4. TIME SERIES PLOT OF THE RATIO OF LARCENY ARRESTS TO LARCENY OFFENSES

END