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# PROGRAM BRIEF

## Integrated Criminal Apprehension Program (ICAP)

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**PROGRAM BRIEF**

Information Guide for Police Administrators  
and Planners

**INTEGRATED CRIMINAL  
APPREHENSION PROGRAM  
(ICAP)**

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**NCJRS**

**JUN 27 1985**

**ACQUISITIONS**

## I. INTRODUCTION

The **Integrated Criminal Apprehension Program (ICAP)** is a comprehensive planning, patrol, and investigative program aimed at developing improved systems of service delivery. Initially, ICAP was aimed largely at improving patrol operations, but was later expanded to include the investigative process, warrant service, and serious habitual offender components. This dynamism has characterized ICAP since its inception in 1976.

ICAP seeks to resolve the dilemma of police priorities and proper utilization of resources through a more systematic approach to the planning and integration of police service delivery. Experience has demonstrated that the effective integration and delivery of these services will increase the time available for other, more important activities, such as crime prevention, detection, and investigation.

## II. THE ICAP PROGRAM

ICAP, rather than merely concentrating upon a series of innovative program activities, attempts to instill in the participating agency an ability to use and analyze information to make effective decisions. ICAP has the potential to stimulate not only innovative managerial and operational systems, but also data collection, analysis, and decision making that can be used to nurture future innovative efforts that require analysis and planning skills.

The ICAP decision method is an empirical approach that appeals to researchers and planners and is a practical method of not only making decisions, but also of monitoring the effect of those decisions.

The four basic steps in the ICAP decision method are data collection, analysis, planning, and service delivery, plus a feedback loop.

- A. **Data Collection:** In ICAP, information or data is the basic raw material or tool that police managers use to allocate resources to meet service requirements. ICAP focuses upon the collection, organization, and use of operational data generated by patrol and investigative units.
- B. **Analysis:** To implement the key ICAP components, the police manager must integrate and utilize the following types of analysis in program planning: crime analysis, intelligence analysis, and operations analysis.
  1. **Crime analysis** provides police managers with timely and pertinent information about crime patterns and trends. It assumes that when incidents are not analyzed and classified, patrol managers frequently perceive that all crimes are isolated and that there are no temporal or geographic patterns.
  2. **Intelligence analysis** focuses on organized crime, which includes major rackets controlled by a syndicate, auto theft rings, fraudulent credit card operations, land swindles, and other criminal organizations. Within ICAP, intelligence analysis usually is confined to developing a field interview program and creating a file of serious habitual offenders.
  3. **Operations analysis** provides police managers with information relative to the agency workload, manpower, distribution of patrol personnel, and assignment of agency resources.

- C. **Planning:** ICAP planning is based upon the principle that police agencies operate within an organization that has a framework within which police managers make decisions. ICAP also emphasizes the involvement of a greater range of police managers to develop objectives, set priorities, and make decisions.
- D. **Service Delivery:** This component recognizes the wide variety of police activities ranging from crime to more general social services. It tries to focus more of an agency's resources upon crime-related services by integrating the activities of various units within the agency to maximize crime fighting capabilities.

### III. PROGRAM GOALS AND OBJECTIVES

ICAP's goals are to increase the clearance rate of violent crime cases as well as the arrest and prosecution of serious offenders by instituting improved allocation and deployment of law enforcement patrol and investigative resources.

#### Objectives:

- A. To improve a law enforcement agency's field operations through increased use of information derived from analysis.
- B. To refine a law enforcement agency's managerial capability to deliver services, direct resources, and deal with serious crime.
- C. To make patrol officers primarily responsible for the preliminary investigation of violent crimes.

### IV. CRITICAL ELEMENTS

- A. **Agency Commitment:** Prior to becoming involved with the program, there should be a commitment by the police agency's top management to deploy manpower based on an analysis of crime and crime-related information. An integral part of that decision is the recognition that ICAP is a comprehensive and long-range program that may take up to five years to implement fully.

ICAP embodies the concept of integration. All agency changes under ICAP should be within the organizational context of the agency. ICAP activities should not be perceived as a temporary measure that will cease if funding ends. Rather, ICAP activities should continue after the project terminates and serve as a catalyst for other criminal apprehension efforts. The emphasis on integration is a major element of the ICAP program and the key to improving police efficiency.

ICAP has developed a broad and comprehensive approach to improve the delivery of police services. At the national level, its general goals are improved criminal apprehensions and increased effectiveness and efficiency of police service delivery. At the local level, ICAP seeks to improve various agency functions in accordance with the program's model and goals. Implementation translates the ICAP concept into reality in the local police agency.

The initial implementation phase should begin with an evaluation involving, at a minimum, the key people in the agency to identify and select ICAP objectives and activities. To support and guide this process, ICAP provides literature explaining each element of the ICAP model and a series of related program activities keyed to the program components. This flexible, broad-based approach produces ICAP innovations compatible with agency needs and desires. Thus, they are more likely to be accepted and institutionalized.

- B. **Data Gathering:** Data collection is the first step in the crime analysis process, and the timely collection of appropriate and accurate data is crucial to the effectiveness of a Crime Analysis Unit (CAU). A CAU must collect information that is current, contains few errors or omissions, and contributes to the analysis process. One of an agency's most powerful tools is the offense report. Ideally, it should ensure the maximum collection of information and provide investigators with a complete description of the criminal incident. Minimally, the report should enable investigators to quickly decide what cases to eliminate from further investigation. The report should enable investigators and crime analysts to quickly search for additional information that can lead to case clearances.

To revise an offense report, several factors should be considered:

- Involving officers, investigators, and crime analysts in shaping the document to gain organizational support.
- Developing a report to permit the closing of certain cases by patrol officers during the initial stage of investigation.
- Including additional information and more structured items to generate greater quantities of data.
- Automating the offense report system in order to identify crime patterns.
- Training to ensure proper field use of the new form.
- Establishing a quality control mechanism to identify and correct errors in the completion of these reports.

- C. **Crime Analysis:** The **Crime Analysis Unit (CAU)** is the key component of ICAP and links all ICAP activities. It is a standard feature of the program. Closely allied with crime analysis is the ICAP decision model. It emphasizes the need for police managers to use information to make strategic and tactical decisions. The CAU develops information to make these decisions and provides police managers with data and reports regarding the allocation of resources, the management of service calls, and the development of investigative priorities. To aid decision making, ICAP departments should install telephone report units, develop call prioritization schemes, redesign temporal and geographic deployment patterns, adjust the one versus two-officer units, and develop investigative case management systems.

The second focus of the CAU is the development of tactical information for patrol, special operations, and investigative supervisors to use in their operations. The decisions are tactical in that they address very specific crime problems. CAU reports enable patrol managers to design directed patrol tactics and help investigators clear cases based upon modus operandi and offender characteristics.

The major activities of crime analysis units are the collection, collation, and analysis of criminal activity, followed by the distribution of the information and the reaction of users of the information.

- D. **Analysis and Dissemination:** Analysis involves the assembly and comparison of information to identify patterns. Dissemination is the process of providing this information to potential users. The two are inextricably linked.
- E. **Planning:** ICAP planning is based on a definite decision making process. That is, once an agency establishes goals and objectives, the aforementioned information is used to plan activities, set priorities, and make decisions.
- F. **Management of Patrol Functions:** The patrol management component of ICAP involves application of the ICAP decision method (data collection, analysis, planning, and service delivery) to develop a series of strategic and tactical responses to operating conditions. At the strategic level, operational information regarding calls for service and reported crime enables police to make decisions about the long-term deployment of patrol personnel. For long-term deployment, ICAP refers to several processes:
  - 1. Manage service calls to provide an alternative to dispatching a mobile patrol unit. ICAP urges agencies to develop procedures that permit the taking of offense reports via telephone, ranking and stacking service calls, and using civilians to handle selected service calls.
  - 2. Match the allocation of patrol personnel to the characteristics of the patrol workload. ICAP urges agencies to analyze service call demands and develop deployment plans that match officers' schedules to changes in hourly fluctuations of service calls. In addition, ICAP advocates the design of patrol beats with relatively equal workload levels.
  - 3. Strategic planning and deployment allows patrol commanders (lieutenants and sergeants) to make the most efficient use of their personnel so that service calls can be expedited and blocks of patrol time committed to tactical operations. Thus, strategic deployment decisions should precede tactical operations or the deployment of patrol personnel by location and activity. Many ICAP agencies call these tactical operations directed patrol. Thus, at the tactical level, crime analysis information can be used to plan and implement specific anti-crime activities including stake-outs, high visibility patrol, and investigations.
- G. **Management of Criminal Investigations:** Managing investigations focuses on the development of investigative case management techniques and the enhancement of the investigative activity of the patrol force. The general purpose of this program is to increase arrests for serious offenses. There are six major areas of activity that comprise the investigations management component of ICAP. These six activity areas serve as the conceptual framework for the evaluation of an agency's ICAP project. Each area is listed below and discussed briefly.

1. **Role of Patrol in Initial Investigations:** Whether addressed in terms of case clearances or other results, the quantity and quality of the information gathered by the officer who is the first to arrive at the scene of a crime is the key to solving most cases. This finding has resulted in a re-evaluation of the patrol force in the investigative process and a specific reappraisal of the activities of patrol officers at crime scenes. It has included expanding the role of the patrol officer in determining which cases, based upon the preliminary investigation, should be closed or warrant follow-up investigation by detectives.
2. **Case Screening:** 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 include an assessment of: (a) the accuracy and completeness of crime information; (b) the on-scene determination pertaining to the sufficiency of information and evidence pertaining to case solvability; and, (c) the patrol officer's decision that a follow-up investigation is or is not warranted. In this way, case screening serves as a supervisory decision-making activity and as a general case review process.
3. **Management of Continuing Investigations:** Once a case is continued, the investigation manager must then: (a) assign the case; (b) monitor the investigation activities during the follow-up; (c) maintain quality controls; (d) measure progress; and, (e) determine if sufficient progress has occurred. Essential to continuing investigations management is a formalized system for: (a) distribution of caseloads and assignment of investigative priorities; (b) documentation of case activities and progress; and, (c) case reassessment.
4. **Police/Prosecutor Relationships:** Success in the investigations management component is a function of the relationship between the police agency and the prosecutor. ICAP assumes a relationship that is formalized, institutionalized, and systematic. While a number of factors are involved, certain elements that indicate the existence of a police/prosecutor exchange are: (a) the existence of a continuing and recognized working partnership on matters of mutual interest; (b) the identification of the prosecutor's information needs and their incorporation into the police investigative process; (c) the existence of a formal liaison capability with the prosecutor; and, (d) the existence of a formal feedback mechanism from the prosecutor to the police encompassing, at a minimum, the reasons for dismissal and rejection of cases by the prosecutor.

Other areas of mutual interest include major case/offender screening oriented to prosecutor interest, prosecutive involvement in case preparation and case management, availability of prosecutive personnel to the police, and joint training efforts.

5. **Monitoring of the Investigative System:** Essential to the introduction of formal management systems in the ICAP investigations management component is a sub-system to promote and evaluate the overall success of the component. Continuous monitoring is designed to track all component elements of investigations management. The goal is to afford police managers with reliable indicators as to how well the other components of

investigations management are contributing to the overall performance of the criminal investigation process, and in meeting individual objectives and management expectations. Monitoring the system is, in essence, implementing a management information system to provide continuous feedback on the investigative process. Some common factors that define a fully implemented monitoring system are: (a) the monitoring is a continuous activity as opposed to a one-time occurrence; (b) the system comprises established forms, procedures, and criteria for data collection, analysis, and validation; (c) formal distribution channels are established; and, (d) there is fixed accountability for the process and its reassessment.

#### V. IMPLEMENTATION STEPS/ISSUES

Because of the complexity and comprehensive nature of the program, the implementation of ICAP should be considered in phases. Obviously, agencies vary in size and in their relative state of readiness. Therefore, it is recommended that an agency conduct a self-assessment in order to identify which components it needs or desires to implement. Additionally, based on that assessment, an implementation schedule should be developed. As a "rule of thumb," the average agency should consider a three to five year effort for the implementation of ICAP in its entirety.

#### VI. PROGRAM EXPERIENCES/RESULTS

Each of the agencies involved in the program was required to conduct a self-assessment. Given the vast number of agencies involved, their individual differences, and their length of participation in ICAP, it is virtually impossible to note any generic components that were successfully completed. However, there were some common areas of improvement that the majority of agencies shared. The data information processes and offense report improvements initiated by the program have resulted in the revision and improvement of the management and analysis of information in more than 60 agencies nationwide.

In addition to the self-assessments, an independent evaluation was conducted. The evaluation focused on four agencies: Norfolk, Virginia; Springfield, Missouri; Memphis, Tennessee; and Stockton, California. The preliminary results were mixed. That is, the agencies did not always achieve the original objectives completely. For example, the information generated by the Crime Analysis Unit was not always used fully to enhance the overall operations related to crime prevention/reduction. Further, while ICAP was perceived as a management concept or process that encouraged new ideas, ICAP was difficult to manage as an overall program. However, several agencies did attain some worthwhile benefits.

The elements that were beneficial were as follows:

- . Management of the patrol and investigation workload.
- . Telephone reporting and early case closure.
- . Police managers' awareness of alternative service delivery methods.



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

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

As a consequence, ICAP projects normally concentrate their initial efforts on developing patrol operations and corresponding support systems, such as crime analysis and field reporting. Following that, efforts can focus on the continued development of patrol operations, support capacities, and managing investigations. There is no firm guideline that recommends implementation of some program components over others.

Agencies that already have developed required capabilities in certain areas can use the ICAP project to enhance the development of other functional areas and the establishment of links between the operations unit and the support systems.

## **VII. SOURCES FOR FURTHER INFORMATION AND ASSISTANCE**

### **A. Selected Bibliography**

1. "System Development Guidelines - An ICAP Manual"; Search Group, Inc., National Clearinghouse for Criminal Justice Information Systems, Sacramento, Calif.; National Institute of Justice; 1981; NCJ #81188.
2. "Integrated Criminal Apprehension Program (ICAP) and Career Criminal Program (CCP) - Program Guide"; LEAA; 1979; NCJ #75420.
3. "ICAP - The Role of Communications in Managing Patrol Operations"; Westinghouse National Issues Center, Columbia, Md.; LEAA; 1978; NCJ #52797.
4. "ICAP - Manual for the Design and Implementation of Training"; Westinghouse National Issues Center, Columbia, Md.; LEAA; 1978; NCJ #52796.
5. "ICAP - Review of Patrol Operations Analysis - Selected Readings from ICAP Cities"; Westinghouse National Issues Center, Columbia, Md.; LEAA; 1978; NCJ #49835.
6. "Involvement and Use of Senior Citizens in the San Diego, California ICAP"; Public Administration Service, McLean, Va.; LEAA; 1978; NCJ #47826.
7. "Evaluation of Four Selected Sites"; University City Science Center, Washington, D.C.; National Institute of Justice; 1983; NCJ #95375 (Executive Summary); NCJ #95319 (Final Report).

**B. Technical Assistance Resources**

1. Chief John Tagert  
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## **VIII. PERFORMANCE INDICATORS**

During implementation of the program described in this Program Brief, sponsoring agencies or organizations should find it useful to track and maintain certain program information in order to provide some indication of program performance. While basic in nature, this information will not only provide an indication of program progress and performance, but will also serve as a benchmark for continued program implementation and allow for comparison with similar program efforts in other jurisdictions. Attached is a suggested reporting form listing several performance indicators which should be helpful in tracking program performance.

PERFORMANCE INDICATORS

(Please type)

Program Category: Integrated Criminal Apprehension Program  
(ICAP)

Project No.: \_\_\_\_\_  
(Limited to 10 characters)

Implementing Agency: \_\_\_\_\_  
Address: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Report Date: \_\_\_\_/\_\_\_\_/\_\_\_\_

Period Covered: \_\_\_\_/\_\_\_\_/\_\_\_\_ through \_\_\_\_/\_\_\_\_/\_\_\_\_

Performance Indicators: In order to gather basic information regarding project implementation, please provide responses to the following performance indicators.

(1) Number of staff assigned to project:

(2) Total amount of Federal/non-Federal expenditures:

(3) Types of strategies implemented:

(A) Crime Analysis:

(B) Directed Patrol:

(C) Managing Criminal Investigations:

(D) Call Prioritization:

(E) Other:

(4) Types of crimes targeted:

(A) Part I Crimes (identify by crime):

(B) Part II Crimes (identify by crime):

(5) Clearance rates (by arrest) for targeted crimes during the project period and for the corresponding period prior to the project:

(6) Conviction rates for targeted crimes during the project period and for the corresponding period prior to the project:

(7) Additional comments/information: