

FINAL REPORT
I.C.A.P. WORKING GROUP
MANAGEMENT OF CRIMINAL INVESTIGATION
MIAMI POLICE DEPARTMENT

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INTRODUCTION

I. I.C.A.P. Overview

The Integrated Criminal Apprehension Program (I.C.A.P.) is both a program and a process. It is a program in the sense that it has identifiable key components which give the I.C.A.P. process its present look. Components, such as crime analysis, operations analysis, management of calls for service, directed patrol activities, case management, career criminal program, tactical crime prevention, and structure decision processes are all parts of effective I.C.A.P. programs today. However, these components are only an outer shell which is supported by the superstructure of the I.C.A.P. process or logic flow. The I.C.A.P. process contains four major elements; data collection, analysis, planning, and service delivery; these elements form a progressive logical base for a police management system. What the I.C.A.P. process says is that as an organization collects information, it should take the time to analyze that information and put it into useful and understandable formats for operational use. This is accomplished through units such as crime analysis and operations analysis. Based on the information given out by these units, operational elements can make tactical plans based on facts rather than on gut feeling or instinct.

The Management of Criminal Investigations or MCI is an important I.C.A.P. component. I.C.A.P. through the use of informational systems, aids in the more efficient management of police operations. Other than patrol C.I.S. represents the largest operational component of the Department. Investigative work is by its very nature labor intensive. The need to properly manage this important operational aspect is apparent. The I.C.A.P. program provides us with the informational tools necessary to manage criminal investigations. The M.C.I. process provides the means to most effectively manage resources and thereby more effectively investigate crimes.

II. The Working Group

The composition of the working group on MCI, as with all other Working Groups, was broad based and included all those effected by the MCI program. The following individuals comprised the MCI Working Group and represented the listed organizational entities.

Capt. William Starks	- C.I.S.
Lt. Robert Rice	- Criminal I.D.
Lt. William Berger	- Persons Crime
Lt. Arthur Dyer	- Property Crimes
Lt. Dean DeJong	- I.C.A.P.
Sgt. George Adams	- Property Crimes
Sgt. Kenneth Lillies	- Fraud & Forgery
Sgt. Glenn Tiller	- C.I.C.
Officer Robert Fielder	- Property Crimes
Sgt. Joseph Distasi	- Persons Crimes
Officer Charles Lincoln	- Patrol

MCI

Group Approach

The MCI working group approach was twofold. First it was necessary for us to examine the current investigative process in the Miami Police Department. We hoped to identify the strengths and weaknesses of the process and thereby develop a task list which would assist us. Secondly, we identified and defined all the elements of an MCI program for the Department.

The Mode of the investigative process in the Miami Police Department.

The following source documents were used to assist us in our investigation.

1. The Miami Police Department: A Self-Assessment.
2. The P.A.S. report of Mr. T. Crowe "Miami Police Department I.C.A.P. Program."
3. Various technical manuals and information from other departments.
4. A Goals and Objective statement of the Miami Police Department MCI approach.
5. C.I.S. section and Unit S.O.P.s.

(A summary of applicable material can be seen in Annex A)

In summary, each of these reports pointed out the need for a better system of managing criminal investigation. The MPD Self-Assessment stated the needs as follows: "Case management, like so many other processes within the Department, is handled informally at the unit level. Currently, there is no procedure for early case closure at lower levels and there is no formal set of solvability factors available for the patrol officer or investigator."

It was the group's opinion that while lip service has been paid to Case Management in the past, no real system presently exists in C.I.S.

Based upon this analysis the group set out to design a comprehensive system of case management. The key was the identification of the major elements of an MCI system.

The elements of MCI

If a large group of people were asked to define what the MCI process is there would be a variety of answers. Some might say that MCI involves the use of Solvability Factors in the assignment of cases. Another person might say that MCI is a computer program which monitors investigative workloads and individual performance and still others might say that the MCI process seeks alternate investigative methods other than the traditional assignment of cases to detectives for follow-up investigations.

Who would be correct? The answer of course is that each of the answers is partially correct. Each of these concepts is a very important component of a system for Managing Criminal Investigations but they do not give a total picture.

In an effort to identify all the elements of MCI the group examined the investigative process from beginning to end. As a result a flow chart identifying the key elements and procedures of the investigative process and of MCI were developed. (See Exhibit I)

In summary the MCI process begins at the preliminary investigation. This is the first and unfortunately most overlooked element of the MCI process. The quality of the preliminary investigation done by the patrol officer is the basis on which the entire MCI process is built. Several critical areas of concern, including training needs, reporting formats, and the use of solvability factors, were identified and will be discussed at greater length later.

The second major step was the development of a process for hot-lead follow-up investigation done by the Patrol Officer with a Sergeants approval. The identifications of the types of investigations which can be followed up, as well as the necessary procedures to assure that the MCI process is not disrupted by Patrol investigation, had to be developed.

The third step was in examining the role of an MCI unit in the review, assignment, notification, and monitoring of the incident reports that will go to CIS.

The fourth step involved the identification of various investigative alternatives including assignment to Detectives, (the traditional approach), or assignment back to Patrol for follow-up investigation.

And the final step involved the ongoing function of the MCI Unit in the monitoring, analyzing, and in some cases the re-evaluation of crime reports based on investigative efforts at all levels of the organization.

From the flow chart the following key elements were identified.

1. The Preliminary Investigation
 - a. Key components of a preliminary investigation
 - b. The identification of the types of crime requiring an immediate C.I.S. response.
2. The Patrol "Hot Lead" follow-up investigation.
 - a. The kinds of cases which can be followed up immediately by Patrol Officers:
 - b. The development of necessary procedures to assure that the

follow-up investigation is conducted in a timely and efficient manner.

- c. The development of necessary procedures to assure the complete documentation of the Patrol investigative effort.

3. MCI Unit

- a. The volume of reports (workload) of an MCI Unit.
- b. Initial screening of case reports
 - (1) Assignment Criteria
 - (2) Assignment of these cases to appropriate investigative response.
- c. Maintenance of C.I.S. files and Patrol follow-up investigations in a central location.
- d. Serves as an investigative resource unit for Patrol personnel.
- e. Review and reassignment of cases based on new information.
- f. Serves as a central clearing house for:
 - (1) Entry of additional property loss
 - (2) NCIC and UCR update
 - (3) Citizen requests for case status updates.
- g. Tracking and monitoring of case progress and status. This would include the initial and ongoing status of assigned cases.
- h. Collection, collation and analysis of performance measures.

4. Alternate investigative responses

- a. Crime Analysis
 - (1) Used for directing Patrol activities
 - (2) Multiple case clearances
 - (3) The building of composite cases

- b. Assignment of cases to C.I.S. investigations
 - c. Assignment of cases to Patrol for follow-up investigations.
 - (1) The types of cases to be assigned
 - (2) The development of a necessary procedure to assure case tracking.
 - (3) The need for training patrol officers in investigative techniques.
 - d. Assignment of cases to Community Relations
 - (1) The types of cases assigned
 - (2) The development of a necessary procedure to assure case tracking.
5. Victim notification
- a. The identification of times in the MCI process when victim notification is most appropriate.
 - b. The identification of responsibility for notification
 - c. The exploration of alternative means for victim notification.

MCI for the Miami Police Department

Having identified the key elements of an MCI process for the Department, we will now discuss these major areas in greater detail. In some instances this report will give specific recommendations, in others it will merely offer basic guidelines. It is our opinion that much of the detailed work on S.O.P.s, physical plant, and personnel, is best left to the new MCI unit.

1. The Preliminary Investigation

The key components of a good preliminary investigation were identified as follows.

(1). Responding to the scene.

Prior to an officer's arrival at a crime scene, he should be alert to activities in the general area. He should also begin to mentally prepare himself for arrival at the scene.

(2) Verification of Occurance

a. Upon arrival it is a good practice for the preliminary investigator to make a quick visual survey of the scene and to render assistance to the victim if it is needed.

b. Next an officer should attempt to verify through interviews and physical evidence exactly what has occurred and what type of crime it is.

c. Apprehend the offender if he/she is still on the scene.

d. Upon verification, the appropriate C.I.S. Detail will be notified as per the guidelines established below. (Section 2)

(3) Identify and interview victim (if possible). This will enable the officer to further clarify the elements of the crime and better identify the extent of the crime scene.

(4) Broadcast available offender information ref. apprehension and officer safety.

(5) Preservation of the Crime Scene for physical evidence.

(6) Identify and interview additional witnesses.

a. To obtain additional information; to coordinate information already obtained;

b. May include a neighborhood canvas.

(7) Identify Solvability Factors
(to be addressed later)

(8) Documentation of investigative efforts as to.

a. Elements of the crime

b. Date, time, location, type of business or victim

c. Person interviewed including name, age, address

d. Physical evidence obtained

- e. M.O. including but not limited to actions, weapons, tools, and dress.
- f. Identification of property taken and amount of loss.
- g. Suspect information including name, physical description, vehicle information, dress, mannerisms.
- h. Identification of those investigative tasks completed and of those yet to be done.

* The Knoxville Police Department of Knoxville, Tenn. has published a small booklet on "Initial Investigation".

2. Case requiring the timely notification of a C.I.S. investigator.

Persons

- Homicides
- All unattended deaths
- Rapes
- Robberies
 - where victim is severely injured
 - where property loss is extremely high
 - where offender is apprehended.
- Kidnapping
- Extortions
- Bombings w/injury
- Child Abuse

Property

- Burglary requests that an investigator be notified immediately
 - Where property loss is extremely high
 - Where the nature of the crime is such, that it may generate unusual public interest
- Safe jobs

- Auto Theft - should be notified when
 - a business suffers multi-thefts at one time
ex. Chevy dealership loses several cars one night.
 - when offender or passenger is willing to talk
 - when offender or witness indicates that the theft is part of an organized ring involved in multiple thefts.

3. The identification of solvability factors.

The group devoted a great deal of time and effort in this task. In addition to the traditional approaches used in determining solvability factor (Example "Can the suspect be named?") The group considered other factors which could impact on investigative efforts. As a result items such as "Will the Victim prosecute?" were included in our list. We have substituted "M.C.I. Selection Criteria" for solvability factors in that some of the factors listed have nothing to do with the "solvability" of a particular case but do have a real impact on the "assignability" of a particular incident.

MIAMI POLICE DEPARTMENT

M.C.I. SELECTION CRITERIA

Was an arrest made? Yes or No*

If an arrest was made are all of the offenders in custody? Yes or No

1. Can the suspect be named? Yes or No
2. Can the suspect be identified? Yes or No
3. Does the suspect have any unique clothing, jewelry, appearance, characteristics, or mannerisms? Yes or No
4. Can the suspect be located? Yes or No
5. Is there a witness to the crime? Yes or No
6. Can the suspect's vehicle be identified? Yes or No
7. Can the vehicle be located? Yes or No
8. Was physical evidence obtained from the scene? Yes or No
9. Is there a significant M.O.? Yes or No
10. Will the victim prosecute? Yes or No
11. Is there other reason to believe that this case could be solved with a reasonable amount of investigative efforts? Yes or No
12. Have similar type incidents occurred to the same person/business in the last year? Yes or No If so how many times? _____

* In the event an arrest was made and all the suspects are in custody, it would not be necessary to fill out the Selection Criteria.

4. The use of M.C.I. Selection Criteria.

The following subsection was developed to assist as a general guideline and training aid for the identification of Selection Criteria.

1. Can the suspect be named? Yes or No

A yes response would be appropriate if:

1. The suspect's full name can be given. AKA.
2. Part of the suspect's name is given first or last.
3. Initials.
4. Street names.

2. Can the suspect be identified? Yes or No

A yes response would be appropriate if:

1. If the witness expresses confidence that they could I.D. the suspect if seen again or if they are able to I.D. from a picture.

3. Does the suspect have any unique clothing, jewelry, appearance, characteristics, or mannerisms? Yes or No

1. A yes response would be appropriate only when the victim or witness can describe some distinctive characteristic about the suspect. These would include items such as birthmarks, scars, tattoos, physical deformities, unique hairstyles (mustache, beard) or jewelry. A general type of description such as a young white male would constitute a 'no' response.
2. If they believe that they can I.D. a voice recording of the offender.

Note: A no response on "Does the suspect have any unique clothing, jewelry, appearance, characteristics, or mannerisms?" would not preclude a yes response to "Can the suspect be identified?" because in this particular instance we are looking for unique identifiers.

4. Can the suspect be located? Yes or No

A yes response would be appropriate:

1. If suspect's last known home or business address can be ascertained.
2. If a specific geographic area or landmark that the suspect frequents can be identified.

Ex. He lives in the Grove or he hangs around the "Machine Shop" at Coral Way & 31 St.

3. If identification of an address or place of work through physical evidence left on the scene or through information noticed by a victim/witness.

Ex. Offender leaves payroll check stub or he is wearing a company uniform.

4. If the victim/witness obtains tag numbers etc. which can be traced to a specific address.

5. Is there a witness to the crime? Yes or No

Note: This category includes the victim.

A yes response is appropriate only if the victim/witness can provide specific information which can assist in furthering the investigation. In other words that they can supply information in some other area of assignment criteria.

6. Can the suspect's vehicle be identified? Yes or No

A yes response would be appropriate:

1. If the license number or partial tag (½ or more) can be obtained from witnesses.
2. If the VIN is obtained.
3. If the approximate year, make and color can be

obtained along with some distinctive characteristics.

Example: A 73 yellow Chevy is not sufficient. But a 73 yellow Chevy with a blue trunk lid would be.

4. If the vehicle has some distinctive characteristics including

- rare/expensive
- very old
- damage
- customized
- multi-colored parts
- unusual bumper stickers
- unusual accessories
- unusual interior

7. Can the vehicle be located? Yes or No

A yes response is appropriate:

1. If the tag or VIN is obtained and it comes back to an address or business.
2. If a victim/witness can specify a geographic area or landmark where the vehicle has frequently been seen.
3. If the vehicle has been located by the officer after the criminal incident.

8. Was physical evidence obtained from the scene? Yes or No

The following is a guide for the types of physical evidence the officer should look for and if any of these were obtained a yes response is appropriate.

Physical Evidence

Visible Impressions:

- a. fingerprints
- b. footprints
- c. tire tracks
- d. tool marks

Biological Materials:

- a. blood
- b. semen
- c. hair

Articles left on scene by offender

- a. tool (s)
- b. weapon (s)
- c. projectile (s)
- d. vehicle
- e. clothing
- f. personal property

Article (s) touched by offender

9. Is there a significant M.O.? Yes or No

This question can only be answered after a complete preliminary investigation.

What often appears to be a common M.O. (example: Removed jealousy windows) may upon further investigation reveal distinct M.O. characteristics which make it significant. Ex. Removed jealousy window by back door and opened door to gain entry. Jealousy stacked on top of each other under window. The more effort put into the

preliminary investigation the better the chance of identifying some unique M.O. characteristics.

While it is impossible to give exact guidelines the following are a general summary of things to look for in particular crimes.

Burglary

- Entry M.O.

1. a particular location such as door, wall, roof.
2. a particular method of entry such as cut hole, smashed through wall, picked locks.
3. Tools used.

- torch
- channel locks
- crow bar

- Crime Scene M.O. (once the suspect inside)

- ransacks
- neatly search
- takes only certain types of items
- unnatural act - such as defecating on the crime scene.

Larceny

- working in groups
- targets of opportunity
- take particular items
- create a distraction or disturbance
- grab and run
- certain locations or businesses

Fraud & Forgery

Type of checks

- business or personal

Method of cashing

- split deposit at bank
- cash at store (ex. Robert Drugs)

Pigeon Drops

- story given to the victim
- role played by the offender
- Ex. Police Officer, Foreigner, Solicits for Charity.
- type of victim approached, elderly, etc.
- type of teams
 - Black & White
 - Male & Female

Auto Theft

At the time of theft - car not present

- Method of entry - glass on the street other physical evidence

Type of area

- Valet Parking
- Exclusive clubs, condos, etc.
- Possible involvement of a wrecker/tow truck

At the time of recovery

- Area of recovery to determine area stolen vs. area recovered
- M.O. in terms of how vehicle was stolen
 - Hot wired
 - Ignition pulled
- If the car is stripped
 - particular items taken

Robbery

- Actions taken prior to robbery
 - Purchase items, etc.
- type of premises robbed
- items taken or not taken
- physical and emotional condition of the offender
- clothing or other items used to disguise appearance
- methods used to control the victims during a robbery
- words or phrases used during the robbery
- type of weapon
- methods used for leaving scene. Ex. Locks victims in bathroom.
- type of target (victim) elderly, drunk, tourist, etc.
- equipment used.

Rape

- actions of the victim prior to attack
- environs of victim prior to attack

- place of attack
 - home
 - street
 - vehicle
- physical and emotional condition of offender
 - gentle/violent
 - sober/drunk
- weapons or threats used
- actions taken during the attack including
 - conversations
 - types of sexual activity
 - methods for concealing identity
- type of victim

Note: Depending on the circumstances of the rape items common to robbery and/or burglary M.O.'s must also be considered.

10. Will the victim prosecute? Yes or No

This question should be asked but the victim should be made aware of the steps involved.

STEPS:

1. Must appear for pre-trial conference
 - A. To determine probable cause to file case
2. Deposition
 - A. By Assistant State Attorney

B. By Public Defender or Defense Attorney

3. Criminal trial

A. Usually a continuance by defense

B. Usually a continuance by the state

11. Is there other reason to believe that this case could be solved with a reasonable amount of investigative efforts?

Yes or No

A yes response must include some explanation in the narrative as to the reasons for this belief.

They might include

- limited opportunity to commit the crime
- the severity of the injuries received by the victim
- large loss of property *
- large amount of traceable property
- very unusual type of crime or one that creates a lot of public interest
- unique types of property with limited ability to fence

12. Have similar type incidents occurred to the same person/business in the last year? Yes or No

If yes how many.

* "LARGE LOSS" defined as follows:

Burglary: \$20,000 Commercial

\$10,000 Residential

B & E Items from autos: \$10,000

Fraud & Forgery: \$10,000 Business
\$1,000 Private Citizens

Auto Theft: N/A

Larceny: \$20,000 Business
\$10,000 Individual

Robbery: \$500.00

2. The Patrol "Hot Lead" follow-up investigation

The idea of a Patrol Officer continuing an investigation past the point of the initial call is nothing new. Good Police Officers have been and will continue to do this type of follow-up as routine. Two major problems, however, have occurred under this informal system of Patrol "Hot Lead" Follow-up. First, unless a Patrol Officer was able to make an arrest he received no credit for his extra effort, and, second, there has been very little documentation of the additional investigative efforts of the Patrol Officer. This led to an unnecessary duplication of effort.

a. Hot Lead Follow-ups

Types of calls which can be immediately followed up by Patrol Officers with approval of Sergeants.

Persons

Agg. Battery - injuries not likely to result in death.

Agg. - Assaults

Sex offenses - such as indecent exposures, lewd and lascivious

Robberies - other than the ones mentioned above (Note: It would be requested that Patrol Officers attempt to contact Robbery Detective for assistance and in any case bring offender to the Robbery Unit if he is arrested.

Property Crimes

Burglary - others than those identified as requiring immediate CIS response.

Larcenies - where loss is in excess of \$100.00 and therefore a felony.

Fraud and Forgery - in progress or offender in the immediate area.

Auto Theft

1. Grand Theft Auto

2. Accessory thefts

b. Procedures for "Hot Lead" follow-up investigation.

Procedures must be developed in three areas. First, we must assure that if a Police Officer is investigating a particular crime, a copy of the incident report is immediately forwarded to assure computer entry and proper documentation and tracking of the incident in the M.C.I. Unit. Second, we must limit the amount of time spent on a "Hot Lead" follow-up investigation. Four working days would be a

recommendation. Third, we must develop a procedure to assure that if the Patrol Officer opts to continue an investigation he must document his investigative efforts with a Supplementary Report.

3. The M.C.I. Unit

The major concern in this area was whether or not we wanted a centralized M.C.I. Unit or wanted case screening done at the individual C.I.S. Unit level.

After considering the pros and cons of each approach the group opted for a centralized unit for the following reasons.

- (1) By turning over the majority of the administrative functions to M.C.I. we can free up more of the Unit Sergeant's time for operational supervision.
- (2) By centralizing M.C.I. we can centralize management and criminal information.
- (3) By turning over the tracking and monitoring of investigative progress to a centralized M.C.I. unit we will get a more objective evaluation of the timeliness of work products.
- (4) With an M.C.I. unit we will be able to provide a single location for inquiries by members of the public as to case status and additional information.
- (5) With an M.C.I. Unit we will be better able to co-ordinate, control and assist with investigations assigned to other Sections such as Patrol or Community Relations.

It must be understood that the M.C.I. Unit's purpose is not to usurp the authority of individual C.I.S. units, but instead to remove many of the administrative functions which cut into a Detective's work day.

MCI UNIT COMPONENTS

a. M.C.I. Unit Workload

Tables 1 and 2 illustrate by Report type and unit of assignment the approximate monthly flow of reports to C.I.S. By eliminating certain minor cases from the process (simple assaults, shoplifting, etc.) we believe that M.C.I. will have a manageable load.

b-h All involve a variety of specific tasks which the M.C.I. Unit must carry out. This list may not be all inclusive and may be expanded as we begin the M.C.I. process. The development of specific procedures to accomplish these tasks is best left to the M.C.I. Unit itself. These tasks include

1. Initial Screening of case reports

- (1) Based on Assignment Criteria
- (2) Assignment of these cases to appropriate investigative response.

2. Maintenance of C.I.S. files and Patrol followup investigations in central location.

3. Serves as an investigative resource unit for Patrol personnel.

4. Review and reassignment of cases based on new information.

5. Serves as a central clearing house for:

1. Entry of additional property loss
2. NCIC and UCR updates.
3. Citizen requests for case status updates.

6. Tracking and monitoring of case progress and status. This would include the initial and ongoing status of assigned cases.

7. Collection, collation and analysis of performance measures.

MCI PROJECTED WORKLOADS

Monthly Average

Type of Crime	Total Reports	Those to be assigned regardless of MCI Review	Those that would not be sent to M.C.I. (NFI'ed immediately)	Total Cases requiring MCI Review
Homicide	18	18	0	0
Rape	28	28	0	0
Agg. Assault	310	0	0	310
Simple Assault	185	0	185	0
Robbery (includes abductions, etc.)	505	0	0	505
Burglary	950	0	0	950
Larceny (Includes cases currently assigned to auto theft and Burglary)	2000	0	200 (shop lifting)	1800
Auto Thefts	430	-	-	430
Fraud & Forgery	142	-	15 (counterfiet)	127
Vandalism	230	-	-	230
Found Property	120	-	120	-
Lost or Stolen	130	-	130	-
Total	5048	46	650	4352

MCI PROJECTED WORKLOADS

By Unit of Assignment

Unit	Total Report	Those Assigned Regardless of MCI	Those that would not be Sent to MCI	Total Reports Require MCI Review
Homicide	18	18	0	0
Battery Unit	523	28	185	310
Robbery	505	0	0	505
Burglary	2660	-	450	2210
Auto Theft	1200	-	-	1200
Fraud & Forgery	142	-	15	127
	<hr/> 5048	<hr/> 46	<hr/> 650	<hr/> 4352

TABLE 2

4. Alternative Investigative Responses

A. Crime Analysis Unit

The Crime Analysis was formed in November 1981 as part of our I.C.A.P. program. They currently analyze Robberies, Business Burglaries and Residential Burglaries. As part of the M.C.I. process the Crime Analysis Unit can play an important role. This role is not the traditional manpower intensive investigation, one man one case, but is an organizationally intensive approach.

Through the review of all burglary and robbery cases the Crime Analysis Unit can pick out the pieces of information, contained in the low solvability cases, analyze them, and generate important and useful information which can be used by all the operational entities of the Department.

Through Crime Analysis investigative efforts three major work products can be generated which will enhance the overall investigative process.

(1) Directed Patrol Activities

Crime Analysis and Radio Patrol will be routinely conducting Directed Patrol Activities aimed at apprehending criminals. With increased apprehensions C.I.S. will be able to better focus their resources on known offenders.

(2) Multiple Case Clearance.

A further benefit of increased arrests will be the ability of the Robbery and the Burglary Detail, working with Crime Analysis, to build multiple case files on offenders.

(3) Composite Cases

Many crimes which occur have very low solvability factors when viewed on an individual basis. Through the Crime Analysis process these individual and isolated facts when combined with hundreds of other individual facts will enable us to build composite cases with higher solvability factors.

B. Assignment of Cases to C.I.S. investigators

This is the traditional method of investigation. There will be, however, substantial differences under the M.C.I. system. First of all much of the administrative work currently done by the Unit Sergeants will be handled by M.C.I. This will give them more time to supervise the operational aspects of the ongoing investigation. Second, better quality cases will be going to the individual investigators and should result in more arrests per cases assigned as well as a larger number of multiple case clearances. And, third, through the M.C.I. process, case tracking and monitoring will be more efficiently handled to assure timeliness of information.

C. Patrol Follow-up Investigations

The types of cases assigned to Patrol will include felony crimes which ordinarily are not investigated by C.I.S. Units. These would include Aggravated Assaults and Aggravated Batteries with minor injuries, Grand Larcenies and B & E of Motor Vehicles.

It is important to note that these cases would not be the ones which C.I.S. chose not to investigate because of low solvability factors. All cases assigned would have high solvability factors and the Patrol Officer will have the "first crack" at them.

Patrol Officers would have approximately two weeks to work on these cases and would receive no more than two a month. The time necessary to conduct the investigations will be blocked out in the Directed Patrol Daily Assignment Sheet.

Specific procedures must be developed in the following areas:

- (1) The procedure for assigning cases back to Patrol. Areas of concern would include: How the cases would be distributed; how they would be reviewed and returned; how the necessary time for these investigations will be made available.
- (2) Procedures for tracking and monitoring Patrol investigations.
- (3) Procedures to insure that Patrol Officers have access to the necessary files, forms and equipment needed to conduct criminal investigations.
- (4) Procedures to insure that Patrol Officers can get assistance from MCI if they have questions about the investigative process.

Additional training of Patrol Officers in the investigative process will be needed in these areas.

- Interview and taking of formal statements from offenders
 - Handwritten confessions
 - Tape recorded confessions
 - Stenographic confessions
- Interview and formal statements from victim/witnesses of a crime.

- Documenting investigative efforts - Notebook procedures.
- Obtaining arrest and search warrants from the State Attorney's Office. Procedures and necessary elements.
- Preparation and legal requirements of line-ups
 - Photo
 - Video
 - Live
 - Street
- Information resources
 - Crime Analysis
 - CIC
 - CIS Units
 - SIS
- Submission of information to ID Unit
 - Lab request
 - Latent request
 - Individuals
 - Area search
 - Rockwell
 - Photo request
- Building a case file
 - Contents
- Use of polygraph
 - When
 - Legal restrictions
- Investigative tactics
 - Stake outs

- Surveillance
- Area canvas
- Completion of necessary reports supplements, 30ls, etc.

D. Community Relations follow-up investigations.

The procedures and training needs as developed for Patrol investigations will be the same for the Community Relations Section. The specific types of crimes which Community Relations would investigate could include:

- (1) Vandalism to schools and houses of worship.
- (2) Felony crimes which occur within the general environ of schools.
- (3) Felony crimes which are linked with juveniles.
- (4) Crimes linked to gang activities.

5. Victim Notification

A. The notification of victims on the investigative status of their case is another important element of the M.C.I. process for three reasons.

- (1) Because it makes good sense from a public relations stand point to do it.
- (2) Because timely notification of the victim can save a Police Officer's time.
- (3) Because important new information can sometimes be obtained from these victim contacts.

B. Specific procedures must be developed which identify.

- (1) Specific places in the M.C.I. process when victim notification takes place. (For all investigative options)
- (2) Specific responsibility for victim notification must be identified.
- (3) Specific methods of documenting these contacts should be addressed.

C. Alternative means for victim notification should be explored. Standardized letters are the most common. Phone contacts are another possibility and use of the Tele-Service Unit should be considered.

SUMMARY

The need for a better system to manage criminal investigations is evident. As a working group we believe that we have identified the key elements of an M.C.I. process. The Department has already begun this process by the creation and staffing of an M.C.I. Unit. With guidance from this report and the experience and expertise of the personnel assigned to M.C.I. and C.I.S. we believe that this program will become a model for the Nation.

RECOMMENDATIONS

- (1) That the M.C.I. model as proposed in this report be adopted.
- (2) That the Department make the commitment to the personnel and equipment needs of the M.C.I. Unit (Exhibit 2)
- (3) That the "Assignment Criteria" developed by the group be incorporated into the reporting process of the Department.
- (4) That the M.C.I. process be implemented on an experimental basis beginning with the Robbery Unit.
- (5) That during this experimental period the Major of C.I.S., M.C.I. Unit personnel, and the I.C.A.P. Project Manager working in concert with C.I.S. Units and details monitor, evaluate and change as necessary our M.C.I. approach.

- (6) That following this two to three month period S.O.P.'s, training materials, and equipment be finalized and presented to the Department.

MANAGEMENT OF CRIMINAL INVESTIGATIONS

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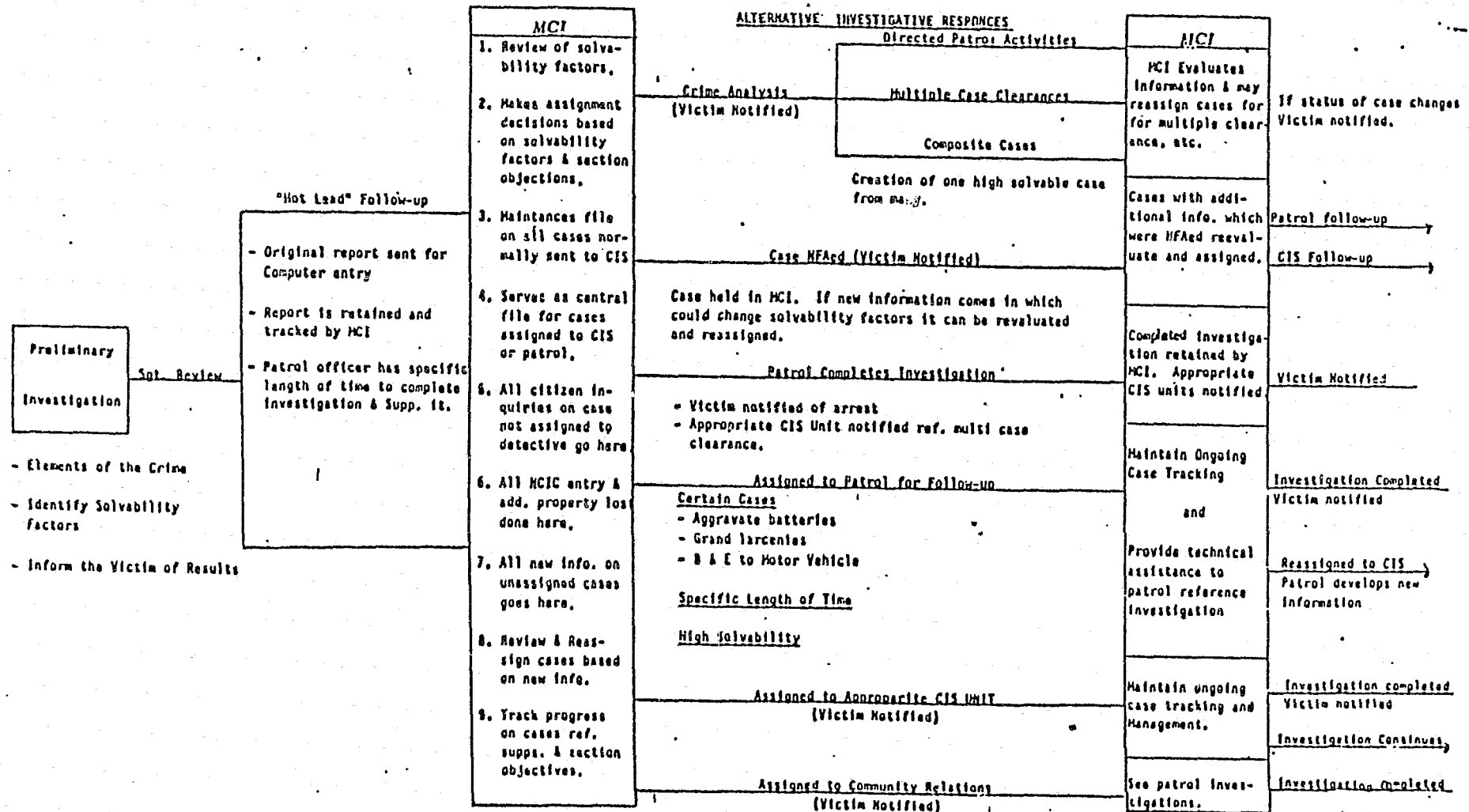


EXHIBIT 2

Estimated Personnel and Equipment Needs for M.C.I.

Personnel

1 - Lieutenant

2 - Sergeants

3 to 5 Clerical

& Staff from 24 hour desk if NCIC/FCIC entry is to be done by MCI Unit.

Equipment Cost

Filing Equipment - \$5,000 to \$6,000

Phone Installation - \$1,000

Office Equipment & Supplies - \$2,000

ANNEX A

MIAMI POLICE DEPARTMENT

ICAP PROGRAM

Public Administration Service
1497 Chain Bridge Road, McLean, VA 22101 (703) 734-8970 Telex 64462 Washington, DC
1313 East Sixtieth St., Chicago, Illinois 60637 (312) 947-2121

- Many of these problems reveal that an overly passive approach to the roles of senior officers, sergeants, and lieutenants exists (in some cases sergeants and lieutenants were observed doing police work when their "troops" were not).
- Prisoner handling procedures were observed to be very time consuming and potentially dangerous; this should be studied particularly in view of one versus two officer cars.
- The use of task force personnel currently obscures productivity problems in patrol; patrol should assume the bulk of tactical activities on a sector basis leaving task force to a higher productive, three part function:
 1. Technical, planning, and training assistance to patrol in tactics.
 2. Overlapping sector or district crime patterns.
 3. Complex and/or continuous crime patterns.
- Roll calls had all of the appearances of a "we-they," "control-the-troops" style; there was no physical evidence of sector level planning or communications; some sergeants indicated that they waited until they were on the street to discuss things (one-on-one); as CAU and QPS products begin to emerge, the roll call time will have to be better managed.
- The function of the patrol officer in criminal investigations and crime prevention is poorly understood by the rank and file.
- Traffic unit personnel and managers should be more closely involved with directed patrol and tactical planning to take advantage of overlap situations.
- There is a high degree of competency and enthusiasm in patrol that should be put to more productive use.

3.2.3 Critical Issues for Uniform Services:

1. Uniform services is the largest unit in MPD--the one capable of achieving greatest productivity in service delivery; yet, it is the least managed; it must move into

a controlled, risk-oriented management style, away from its current supervisory style (active vs. passive).

2. MPD must identify and put to use alternative methods of police service delivery--ones that are more appropriate to the type of need (e.g., other than dispatch or teleservice).
3. The communication function has to be the major vehicle for workload management; uniform services will have to rethink its current approach to and use of communications.
4. The roles of uniform services should be redefined in crime prevention, criminal investigations, and habitual offenders; uniform services is potentially the biggest and most effective provider of these services.

3.3 Field Services

3.3.1 Description. Field Services is headed by a Deputy Chief. There are three distinct parts: Criminal Investigation Section (CIS), Community Relations and support (the Crime Information Center and Identification--CIC and ID). CIS and Community Relations are each headed by majors who report to the Deputy Chief; and CIC and ID are headed by lesser ranks.

CIS, at one time, was sufficiently staffed and enjoyed good informational support from CIC and technical support from ID. After the 1980 riots, CIS lost a large number of personnel and cases cleared went down commensurate with the loss of personnel. The numbers of cases that went unassigned rose dramatically during this period. The loss of personnel contributed heavily to the decline of CIS, but this decline was further exacerbated by the virtual disbanding of a previously well-staffed CIC. CIC had clearly contributed heavily to the prior success of CIS.

CIS has, perhaps, the most comprehensive and specific SOP's in MPD. The SOP's cover objectives, requirements, basic procedures for each unit, policies, duties, victim follow-up, and handling procedures. The SOP's refer to the roles of senior citizen workers in CIS. Case screening criteria are covered in the SOP's and the use of field interview cards, crime analysis, and property logs are noted for reporting purposes. However, it was not clear that these standard operating procedures were actually in use.

Persons interviewed in CIS (overall commander, persons unit, property unit/s, CIC, and ID) provided the following comments on needs:

- Commander of CIS (prior to 11/12/81) - desires new approach that will:
 1. Evaluate detectives' work.
 2. Allocate staffing according to needs, instead of tradition.
 3. Obtain increased productivity.
 4. Institute case management concepts throughout CIS.
- Persons and Property Unit Commanders (prior to 11/12/81) - identified the following needs:
 1. Direct Crime Analysis Unit (CAU) support for groups of low solvable offenses.
 2. Either reduced case screening or increased reliance on CIC and CAU.
 3. Target offenses
 - burglary
 - robbery
 - street crimes
 - repeated crimes
 4. Improved quality of preliminary investigations.
 5. Foster retrieval of information on offense reports and other computerized reports.
 6. Means of having supervisors review call in reports.
- Other CIS Personnel Comments and Needs
 - Auto theft reports are usually of poor quality; yet there is little difference between reports taken in the field by officers versus those taken by PSA's.
 - Auto theft detectives identified problems in records and report flow; there is still confusion on clearance rates and CARE entry.
 - Homicide - feels that rape victims are not handled well and that valuable information is lost as a result; they feel that homicide cannot continue to handle rape.

- General - a number of individuals felt that more word processing support would improve case management and records.
- General - not enough vehicles.
- General - inequitable case loads between robbery and burglary.

Community Relations, the other major unit in Field Services, seems to have suffered the least personnel cuts over the years, perhaps a direct reflection of MPD's attempts to be more responsive to community problems. This unit has a number of successful programs including the Comprehensive Crime Prevention Program (CCPP), the Community Pulse report (activated during times of crisis), and delinquency prevention activities.

3.3.2 Observations

CIS

- The absence of a uniform case screening and continuing case management system has hurt productivity; the complaints about inequitable case loads from unit to unit may be a direct result of the absence of good case management.
- Although SOP's are comprehensive and specific, they do not seem to be followed in practice because of a need to adjust to lower numbers of personnel.
- Although the SOP's are specific regarding victim follow-up and services, in reality, this seems to have dropped in priority--no callbacks or letters are routinely provided to victims.
- There is no formal attention provided to the identification, apprehension, and special case preparation for the serious habitual or repeat offender; (since the November 12, 1981, reorganization, the new CIS commander has identified this as a priority.)
- Warrant service was given no special attention; (this has also been identified as a special priority by the new CIS commander.)
- There was no evidence of any routine feedback and communication with patrol; this is a shortcoming that must be corrected because of the emerging importance of

preliminary investigations, criminal intelligence, warrant service, and habitual offenders.

CIC/ID

- CIC has shown an increase in productivity since the summer of 1981, but it has not reached the level of support on number of products that it generated prior to the riots in 1980 (which precipitated a reduction in CIC personnel).
- The new CAU will relieve some of the former burden of the CIC personnel, but the CAU will not be maintaining the files or records that were formerly maintained by CIC (e.g., GACHA, FIVO); the extreme tactical approach being taken by the CAU with a primary emphasis on nonroutine products leaves a void--particularly for investigative and case clearance support--that must be filled by CIC.
- It was not apparent that subunits (and their personnel) in CIS had a clear understanding of the use of CIC and CAU; this should be corrected through a series of special briefings or training events with the objective of increasing the routine access and use of both units--CIC and CAU.
- Uniform officers in the field were observed to refer a large number of cases to ID for on-scene fingerprinting; this observation was verified in discussions with patrol and ID personnel; this practice is an incredible waste of time and a "placebo" to citizen demand for services unless the following conditions are met:
 - The results of ID personnel crime scene search are evaluated in regard to case closures, clearances, and investigative leads.
 - The results are routinely used by the CAU to enhance basic criminal intelligence and crime pattern analysis.
 - A comparative analysis is made of the effectiveness of crime scene search by police officers versus ID personnel for target offenses; the relationship of "search" decision by police officers (by type and number) should be reviewed in the context of the enhanced role of the uniformed police officer in preliminary investigations. A case follow-up, an

analysis of cost-effectiveness of alternative methods and selective use of ID personnel should be conducted in light of anticipated changes in sector responsibility for crime and service patterns.

- It was not apparent that units throughout the operations division had a clear understanding or awareness of the value and services of the ID section; this should be resolved through special briefings, training programs, and performance monitoring.

Community Relations

- Community relations and crime prevention seems to be viewed as a specialized function; tactical crime prevention concepts are nonexistent; uniform services (patrol, SPU, and task force) do not currently use crime prevention tactics.
- Crime prevention unit personnel respond nearly exclusively to problems identified through community input; use of crime analysis for problem identification and for community information/service is not done currently.
- There appears to be very little formal, routine communication between community relations (CCPP and delinquency prevention) and patrol; at a minimum CCPP personnel and unit output should be geared to an objective of 50 percent^{1/} direct involvement with uniform services in:
 - Technical assistance to sector sergeants, SPU managers and task force personnel in tactical planning (tactical crime prevention).
 - Interface between the CAU, patrol, and community organizations (including the crime information tapes available through AIM).
 - Joint field operations with sectors in the actual conduct of tactical crime prevention.

^{1/}This is emerging as a minimum objective for direct field service delivery of crime prevention in ICAP and related national crime prevention efforts.

- The role of victim and witness involvement and service does not appear to be clearly understood; it should be given a distinct identity in all operations functions as a direct contributor to improved effectiveness and efficiency (as opposed to a soft community relations or "do-gooder" program); the Community Relations section should coordinate the study and implementation of emerging victim/witness concepts as an integral function of police service delivery (see ICAP Program Guide, pp. 1-2, 3-4, 3-8, 3-9, 3-10, for references to the integration of community organization and a broadened concept of victim/witness and community involvement in field service delivery).

3.3.3 Critical Issues for Field Services

- The function of investigations is one that cross-cuts the whole police department; CIS and uniform services are not mutually exclusive functions--they are highly interdependent tactically, as well as in the handling of investigations; the success of ICAP implementation in MPD will depend in large part on the ability of CIS to make a shift from its current "passive" management style to an "active" style that is more aligned with other service delivery elements of MPD.
- ICAP centers on the use of information to make rational decisions; all units in Field Services need to reorient their perspectives on the functions of CIC, ID, AND CAU.
- Cutback management dictates the need for organizations to focus resources on their primary missions, yet to be more effective from an overall perspective with less resources ("do more with less and do it better"); crime prevention is now required to move into a more direct, active involvement with service delivery; MPD's already high quality crime prevention program must become an integral element of ICAP implementation.
- The habitual offender--both adult and juvenile--accounts for a major portion of all the offenses; habitual offenders account for the major portion of outstanding felony warrants; they are guaranteed to repeat their criminal behavior after release from initial arrest, while awaiting court action and after release from prison or jail; they are the one subset of the total offender population that is most amenable to crime analysis and warrant service; finally, the serious habitual offender--

the one that does the most harm--represents a small portion of the total offender population.

MPD must develop a departmentwide strategy against habitual offenders that covers the roles of CAU, patrol, CCPP, task force, and investigations.

Managing Criminal Investigations

Goal: The goal of M.C.I. is to assure that the investigative process is efficiently managed. This is accomplished by the proper assignment of the various stages of the investigative process to the most appropriate unit; by the proper screening of cases for the most appropriate investigative response, and by the on-going management of information and progress on all cases regardless of investigative method.

Objectives:

- To define the roles of each of the major units in the investigative process.
- To evaluate, train, and provide the tools necessary for Patrol to provide a good preliminary investigative response.
- To build solvability factors into our incident reporting system and to train police officers in their use and meaning.
- To provide alternative investigative responses such as: referred to Crime Analysis, assigned to Patrol for follow-up, or assigned to CIS units for further investigation. This should be based on solvability factors, seriousness of the crime, and other appropriate factors.
- To provide a centralized information handling capability that can supplement and pass on additional information on crime reports regardless of investigative response.
- To provide this same unit with the authority to re-evaluate original investigative response and re-assign if appropriate.
- To create a centralized system which will monitor the on-going process of a case regardless of the investigative response for an appropriate time period.
- To create a SOP which will advise citizens who are the victims of crime what is being done with their particular case and to update those citizens if appropriate.

- To increase the number of multiple clearance arrests through better management and integration of the MPD information system.
- To redefine performance measures by which our CIS personnel and section are judged. These measures should be based on ICAP principles. For example, not the total cases assigned to an investigator but the % clearance of those limited cases assigned.

The following is a proposed task list for the M.C.I. working group. This list is not chronological and our order of business may change.

1. Define the roles of each of the major units (Patrol, C.I.S., etc.) in the investigation process.
2. Identify the elements of a good preliminary investigation.
3. Provide training necessary for Patrol Officers to do a good preliminary investigation.
4. Define solvability factors and place them within our reporting format.
5. Define the Case Management System of M.P.D. as to the following:
 - Flow of reports through the system.
 - Responsibility for reports along the way.
 - Define alternative investigative responses.
 - Identify the resources both equipment and personnel necessary for an M.C.I. systems.
 - Monitor on an ongoing basis the progress of a case.
6. Define the procedures and responsibilities of an M.C.I. unit within C.I.S.
7. Define Patrol follow-up investigations as to:
 - procedures
 - training
 - types of crime to be investigated
 - role of C.I.S.
 - time parameters
8. Identify procedures for the proper notification of victims.
9. Identify those crimes which require an immediate C.I.S. response.