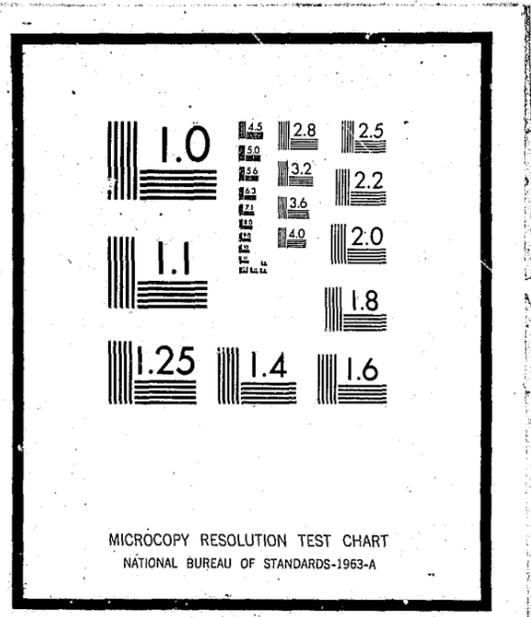


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EXEMPLARY PROJECT SCREENING REPORT

PROJECT CANDIDATES:

PREWARNS - *(Prewarns - Early Warning System)*
(University City)
CAPER - *(California Police Research)*
(Santa Clara County) *(CA) Research*

Submitted to:

Ms. Mary Ann Beck
Technology Transfer Division
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
U.S. Department of Justice
Washington, D.C.
November 8, 1974

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1.0 Introduction

At the request of the National Institute, a representative of Abt Associates attended a three-day conference in St. Louis, Missouri* to conduct a preliminary assessment of three police crime analysis systems and determine the advisability of further validation efforts.

For a brief overview of the objectives and operations of a crime analysis system, the reader may refer to the Appendix, which contains a summary of The Police Crime Analysis Unit Handbook, a Prescriptive Package dealing with the design and implementation of projects similar to those described here.

Three projects were included in this brief screening effort -- PREWARNS (Police Response Early Warning System), CAPER (Crime Analysis - Project Evaluation - Research) and ALERT. Since only two of these are currently operational -- PREWARNS and CAPER -- the discussion in this report will focus on these systems. The Third System, ALERT, is under development in Kansas City, and should be operational late in 1975. It differs from these two systems in several respects. First, it is to be integrated with the manpower allocation and information-retrieval modules of the present computer system of Kansas City, producing semi-automated manpower allocations on the basis of incoming data. Second, it is to be a real-time system designed to provide instant background information for specific calls. The exact nature of this information has yet to be completely defined. Third, it will be a system custom-designed for police problems, with the result that development time is somewhat longer than it was for PREWARNS and CAPER, and that system specificity is considerably higher. Although its promise is high, the relative advantages and disadvantages of this approach have yet to emerge. Consequently, the discussion that follows will not consider this system.

* National Symposium on Methods, Procedures and Techniques for Crime Analysis, Prevention and Planning, October 10-12, 1974.

Information on the PREWARNS and CAPER projects has been gathered almost exclusively from documents supplied by the projects. This has been supplemented by short informal conversations with project staff members and others associated with the two projects. We wish to express our special thanks to Mr. Robert Reeves of CAPER, and to Mr. Peter Richman, designer of PREWARNS, Chief James Damos, of the University City Missouri Police Department, and Professor Gordon Misner of the University of Missouri, St. Louis, for their cooperation and assistance in gathering the information summarized.

In describing these two projects, we shall concern ourselves primarily with presenting the common features of the two systems. There is a considerable commonality of methods and purpose between the two, and it is the underlying concepts, rather than the specifics of execution, which are of most interest in these projects. Where there are significant differences between PREWARNS and CAPER, these will be noted.

1.1 Project Development

Both PREWARNS and CAPER began preliminary development in 1971. Drawing on existing police forms, coding schemes were produced to allow tabulation of the information normally entered in event reports generated by the officers. Details of the coding are discussed below. University computing centers provided both technical assistance and access to computing machinery and software. During its first year of operation, PREWARNS attempted to introduce a vast panoply of sophisticated computing techniques, including optical scanning and several different computer graphics programs. As these proved cumbersome, the system was refined and simplified until in 1972-73 the two systems shared most features in common:

- manual reduction of existing police records to new coding forms for key punching;
- geocoding of events from DIME* files;

* DIME is a standard system for converting addresses to map coordinates.

- use of SPSS* for report generation;
- map displays of crime location.

In 1973 CAPER proposed a significant expansion in concept, which has now been in effect for about one year. Thirteen different police agencies in Santa Clara County all provide data reduced to uniform coding sheets to a central CAPER facility, which enters the data and returns both single agency and aggregate county-wide reports.

1.2 Project Organization

Both projects are small groups serving small-to-medium police departments. In University City, the grant application for 1974 specifies four full-time workers: a research director, research coordinator, programmer, and coder. The actual operating staff is somewhat smaller, since the research coordinator assumed both her own and the research director's responsibilities on his departure. Moreover, the use of canned software has reduced the need for a programmer. In Santa Clara County, each participating police agency has a part-time coder who prepares data for the central CAPER office. Central staff consists of a project director, a part-time administrative assistant, and a secretary.

PREWARNS is located within the University City police department, where it enjoys the enthusiastic support of the chief, and is easily and informally accessible to all members of the department. The county-wide CAPER system is implemented by the Santa Clara County Regional Criminal Justice Planning Board. It maintains contact with participating police agencies through training seminars and briefings as well as through the regular data transmission channels.

1.3 Project Operation

In actual operation the two projects are nearly identical. Both take data provided on existing forms supplied by police officers at the

* Statistical Package for the Social Sciences.

scenes of events and code it to standard formats. The variables* included are:

- Type of offense;
- Date, day of week, and hour of offense;
- Location of offense;
- Target type;
- Victim and offender demographic characteristics;
- Other M.O. information.

A preliminary computer pass replaces street addresses with X-Y coordinates and census tract and block group numbers. In PREWARNS data block groups are aggregated to sectors, defined on the basis of homogeneity of land use (e.g., single family residential, commercial, etc.)

A set of cross-classifications of some of the variables is generated by SPSS. The flexibility of the statistical package allows any user-specified set of variables to be used in setting up a cross-classification. In practice, these typically are limited to type of offense by location or time of day. More detailed breakdowns of specific crimes may be provided showing the type of premises burglarized by time of day, day of week, or location. (An example is attached as Figure 1.)

Maps are also generated, showing the frequency of reported crimes in police sectors (PREWARNS, Figure 2) or the exact locations of the reported crimes (CAPER, Figure 3). With these computer outputs, each project prepares narrative summaries of the conclusions it draws from the data. Police officers are being trained in reading cross-classifications by a local junior college in PREWARNS. CAPER provides its own training.

Crime analysis provided by the projects are distributed both to patrol officers and to department management. No formalized system for use by patrol officers exists in either project, although inquiry indicates

* Taken from the CAPER operations manual: see appendix for details.

FIRST SEMINAR OUTPUT
 BURGLARY SUBANALYSIS
 FILE JANMAR (CREATION DATE = 09/19/74)
 SUBFILE SLNNYVAL

Guide to SPSS CROSSTABULATION
 PRINTOUT AND TABLES

DATE OF RUN 05/24/74
 PAGE 7 OF RUN

COUNTY CAPER JANUARY-MARCH DATA
 Subfile Name(s) used in the TABLE (Name of AGENCY)

CROSS TABULATION OF DAYWKEY BY PREMIO
 CAY OF WEEK OF EVENT EXTENDED NAME CCLLAPSEC PREMISE
 OF VARIABLE

File NAME OF FIRST VARIABLE
 DAYWKEY
 HOYDAY
 TUESDAY
 WEDNESDAY
 THURSDAY
 FRIDAY
 SATURDAY
 SUNDAY

DAYWKEY	HOUSE	APARTMNT OTF DWE NMENT	ENTERTAI SERVICE	DRUG BLDG	PUBLIC	SCHOOL	ALL VEHG	ROW TOTAL
1	13	6	0	2	0	0	4	25
2	20	11	0	9	0	0	4	44
3	18	11	0	2	0	1	4	36
4	19	18	0	0	0	0	6	43
5	19	11	0	1	0	0	3	34
6	7	8	0	2	1	3	4	25
7	9	1	1	3	0	1	3	18
COLUMN TOTAL	105	66	1	19	1	28	225	100.0

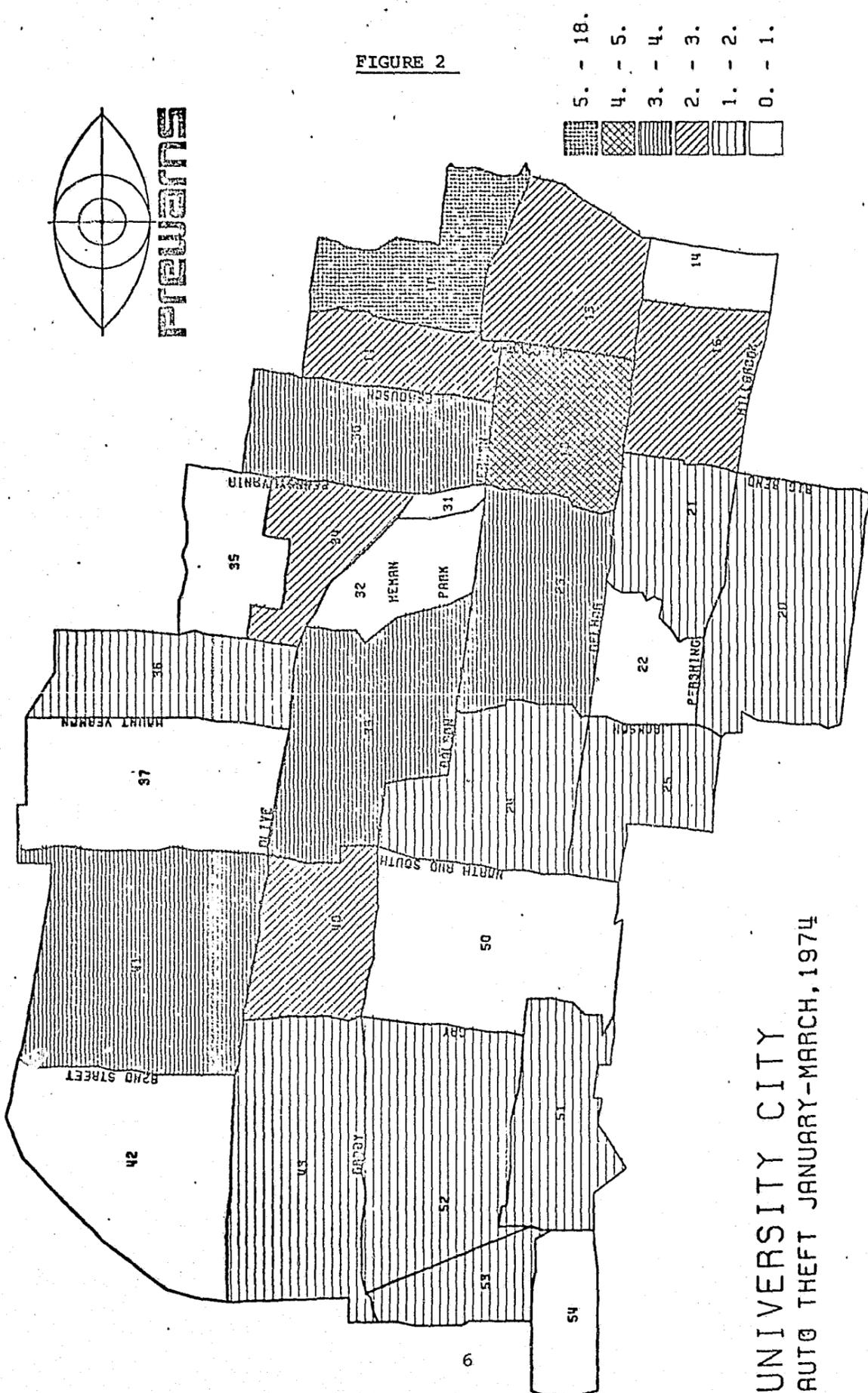
Count (Frequency of Occurance)
 Row Percent (Count divided by Row Total)
 Column Percent (Count divided by Column Total)
 Row Total (All Counts Added Across Cells)
 Row Total Percent (Row Total divided by TABLE Total)
 TABLE TOTAL

* THESE ARE ABBREVIATIONS
 Explaining Numbers in the Cells:
 COUNT: FREQUENCY OF OCCURANCE
 ROW PCT: ROW PERCENT (CELL COUNT divided by ROW TOTAL)
 COL PCT: COLUMN PERCENT (CELL COUNT divided by COLUMN TOTAL)

COLUMN TOTAL (ALL COUNTS Added down THE CELLS)
 COLUMN TOTAL PERCENT (COLUMN TOTAL divided by TABLE TOTAL)

FIGURE 1

UNIVERSITY CITY



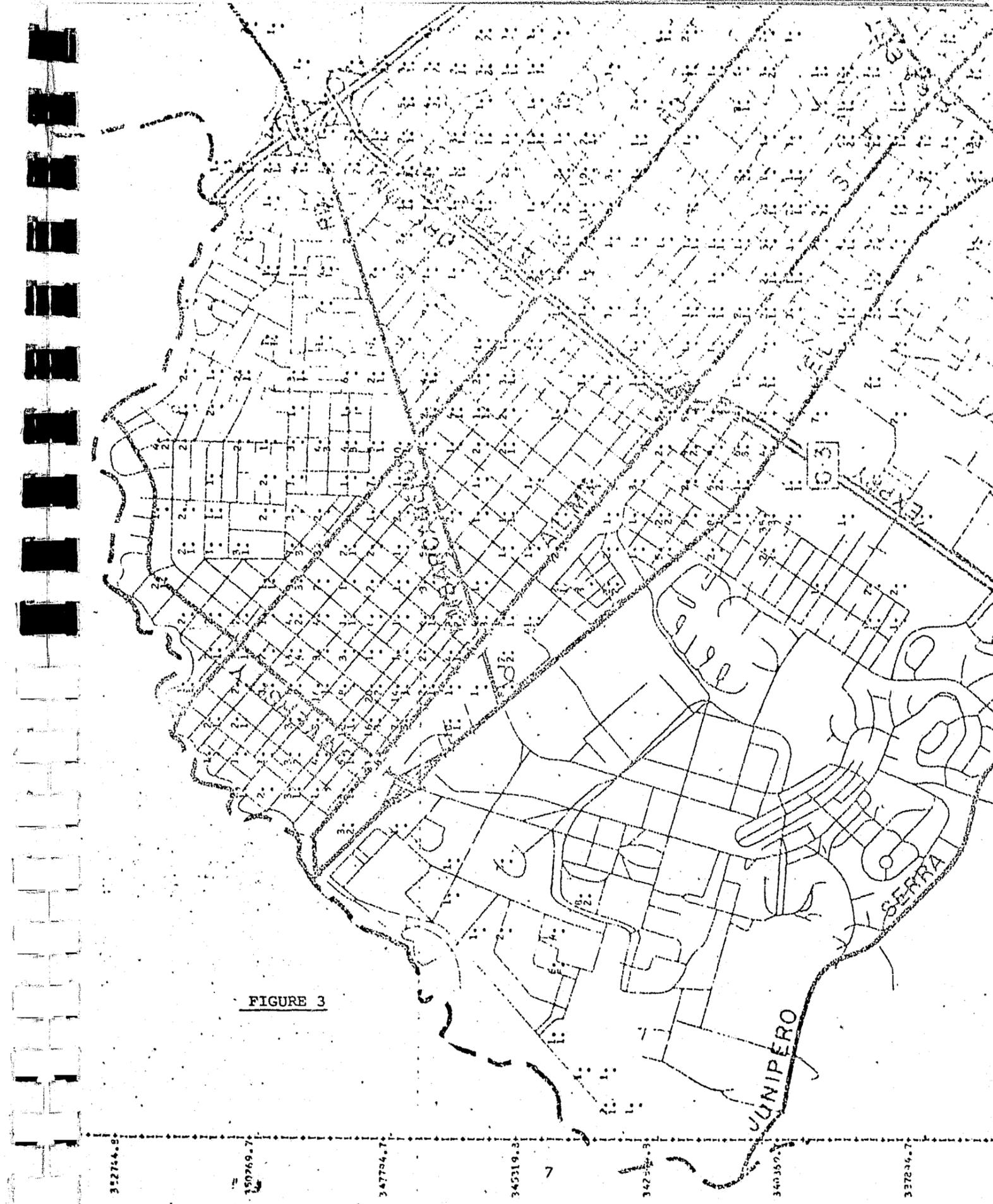


FIGURE 3

352754.8
350269.7
347794.7
345319.3
342843.3
340357.7
337872.7

SERRA

JUNIPERO

03

that the reports are read by officers for background information in preparation for beats. In University City the reports serve a variety of higher-level management functions. Strategic planning for specific crime suppression techniques is based on the maps and cross-classifications. Manpower allocation reflects the tabulated activity levels so that staff can be adjusted to meet peak workloads. In addition, some of the data are provided to other community agencies with interest in the social problems reflected by police activity.

2.0 Selection Criteria

2.1 Goal Achievement

Although almost identical in operational characteristics, the two projects here described have stated substantially different goals. Those for CAPER are oriented toward increasing the efficiency of the crime analysis function in participating police agencies and providing background information for improving and monitoring the efficiency of other projects in these agencies. PREWARNS, by contrast, emphasizes the development of predictive and explanatory models of criminal behavior, as well as providing management and project development information. To the extent that goal achievement can be assessed from the documents provided, it will be discussed separately for each project.

CAPER

- #1. To provide and implement a county-wide system for scientific crime analysis.

Thirteen police agencies in Santa Clara County, regularly provide information to CAPER, giving it nearly complete coverage of its target area. While some crime analysis had been available in most of these jurisdictions before they joined the project, it had been largely informal and limited in its ability to detect trends which crossed jurisdictional boundaries. Crime analysis had proceeded with such traditional tools as pin maps and textual descriptions of M.O.'s.

- #2. To provide the means for conceptualizing and developing crime reduction programs.

What are in fact provided are data which are the basis for such conceptualization. These data do allow a police agency to define precisely the nature and scope of its primary crime problems, thereby encouraging the congruence of programs with actual needs. Significant resources beyond those currently provided by CAPER are required for the full integration of

data with planning, but the data provided are an essential part of the process.

- #3. To encourage the use of crime-related data in the creation of strategic and tactical projects to reduce the incidence of crime and promote improvements in the administration of criminal justice.

In the summer of 1973 the City of San Jose developed and submitted a proposal for the "Development of Prevention Methodology by Burglary Offense Analysis," which represented a concrete attempt to realize this goal. In the project design, a CAPER analysis of burglary incidence in San Jose was used to focus the project's attention on geographic areas of highest reported incidence, the type of premises most frequently attacked, and property targets. Nearly all burglaries occurred in the three highest-crime areas of the city, allowing the police to restrict attention to 32.7% of the total jurisdictional area. Eighty percent of all burglaries were reported in one of: private houses, apartments, "selected commercial premises," schools, and private automobiles. (It is not clear whether this information allowed any actual improvement in crime suppression focus, since these types of premises may represent most of the possible burglary targets in San Jose.) A similar list of commodity categories was developed to cover the primary property targets. As with premises type, the list is rather general: cash, TV, tools, stereo equipment, personal valuables (sic), tape recorders, and radios.

The police response measures proposed on the basis of this information are basically similar to those which have been suggested for other burglary suppression projects:

- security checks of high risk targets;
- a scribe program;
- public awareness programs;
- identification and neutralization of conversion channels.

In addition, however, an analysis unit is proposed to seek common M.O.'s in reported offenses and provide suspect and vehicle descriptions.

The capability of this unit is presumably significantly enhanced by the uniform data provided by CAPER, and the ease with which it can be manipulated to extract specified subsets and cross-classifications.

- #4. To promote multi-jurisdictional crime reduction planning efforts.

(No such efforts are described in the project documentation, nor did any discussion focus on this issue.)

- #5. To provide a dynamic baseline by which the effectiveness of implemented programs and projects may be scientifically evaluated.

The baseline files have been created and are updated bi-weekly with data from reporting police agencies. The information contained on these files make them the most appropriate data source available for conducting evaluations.

This set of goals is clearly directed toward improving the efficiency of police analysis and planning. In comparison to the data-handling systems which existed before, CAPER is undoubtedly capable of providing better service at no major increase in cost. The documentation does not, however, indicate that its success in this area is notably greater than that of other similar projects.

PREWARNNS

- #1. Provide any law enforcement agency with immediate information relative to the location and times of occurrence of any type of crime, disturbance, arrest, or traffic accident, over any selected time period.

Location and time data are recorded in the PREWARNNS file, and can be accessed directly for any specified event description. The immediacy of the information is currently somewhat limited by the interposition of a 6-week delay between the time events occur and the time they finally enter the file. This delay is not, however, inherent in the system, and may be substantially reduced in the future.

- #2. Identify the possible causes of crime, disturbance, or traffic accidents.

The ability of PREWARNS to achieve this goal is severely limited by the complexity of the problem. The nature of PREWARNS' attempt to find causal links is documented in A Macro Sociological Analysis of Burglary.^{*} The statistical methods there described consist largely of ecological correlations between incidence of burglary in sectors and frequencies of demographic characteristics. Based on this preliminary analysis, it is difficult to reach any firm conclusions regarding the ability of PREWARNS to yield trustworthy causal information.^{**}

Apart from the methodological difficulties inherent in this type of analysis, there are other plausible explanations for the results presented that require further exploration. One such alternative hypothesis is that burglaries increase with increasing numbers of targets, i.e., that there is a correlation with population.

- #3. Predict the victims, targets, and possible perpetrators of any crime, disturbance, or traffic accident, based on existing data and proven hypotheses.

PREWARNS provides the capability to record past events, as do most other systems. Development of actual predictive capabilities would call for pattern recognition and time series analysis techniques which are beyond the methodology currently at the disposal of PREWARNS. Given the

^{*}Peter Richman. Master's thesis, Department of Sociology, Southern Illinois University, May 1, 1973.

^{**}In this analysis, the distributions involved are badly skewed, with the result that the outliers seriously distort the size of the correlation. About 45% of the covariance implied by the largest reported correlation is due to the presence of a single sector. Not only are product moment correlations particularly sensitive to departures from normality in the univariate distributions involved, but when used at an aggregate level, they can be badly distorted by the loss of within-cell variance. Depending on the exact influence of the aggregation process, weak associations can be magnified into very large correlations, and conversely, strong associations can be lost completely.

highly stochastic nature of offense data, there may be no existing system capable of effectively responding to this goal.

- #4. Aid any police department in tracking and apprehending offenders.

All the information retrieval facilities of PREWARNS are at aggregated levels, either geographical sectors or the cells in a cross-classification. Finding an individual offender in such an aggregation may be possible, but on the surface, the system does not appear to be well-suited for this task. Further field investigation would, however, be necessary prior to offering any firm judgements in this area.

- #5. Enable any police department to establish effective and realistic police beats and patrol patterns.

Collecting data on the time and place of events requiring police presence is certainly an important preliminary step in assigning manpower to match the workload, and it is one of the major strengths of PREWARNS that such data are gathered and displayed in a way directly conducive to the use of the information in management decisions.

- #6. Readily develop, monitor and evaluate crime and accident prevention programs according to area-specific problems in the community.

PREWARNS has the capability to provide highly specific definitions of crime occurrences in areas. Such definitions are being used by the University City Police Department in the establishment of crime-suppression priorities and the selection of tactics. Monthly reports provide monitoring information on which some judgements can be based about the effectiveness of such tactics.

- #7. Convincingly document the needs of a police department for additional manpower, equipment, funds and other community resources using tested research results. [emphasis in original]

This goal is being achieved in a number of ways. As an activity record, PREWARNS documents the services delivered by police to the community. All calls, including disturbance and accident calls are recorded, allowing management to analyze exactly how police time is being spent. This has shown, in University City, that nearly 80% of all activity is attributable to non-crime problems. In response, the department has called on other city agencies to provide the social services whose inadequacy gave rise to these non-crime calls. With specific tabulations of the location and nature of these calls, it is possible for the police department to make a highly convincing case for alleviation of these problems.

- #8. Provide a police department with the computerized technical and analytical capability to successfully reduce crime in a community, in a form which each officer can immediately utilize in terms of his specific needs.

Although this goal is certainly a desirable long-term outcome, specific evidence of successful crime reduction due to the use of PREWARNS would be difficult, if not impossible, to provide. Because the logical chain from crime analysis through tactic selection and implementation to actual reduction of crime is a long one, statistical inference about the contribution of PREWARNS would be difficult. Again, further field investigation would be desirable to document the utility of PREWARNS information to individual University City police officers.

- #9. Provide this vital service to any progressive law enforcement agency for a minimum cost, according to the size of the jurisdiction and number of incidents involved.

The budget specified by the 1974 grant application is \$73,694, of which \$15,000 is for computer services. This amount probably is close to a reasonable minimum for the services provided. Certainly, the choice of SPSS and the mapping packages is an economically sound one, and an option open to nearly every department. The current staff of the project is of reasonable size, keeping total project costs low.

The objectives stated above are directed toward both specific crime reduction and improvement of efficiency in police operations. In general, those in the latter class seem to have met with demonstrable fulfillment. Showing success in the former would require more evidence than that available in the project documentation. Because of the enthusiastic backing of the police chief, project information has apparently had an extremely positive impact on the decision-making process, and wider dissemination than might otherwise be the case. In this respect, PREWARNS probably enjoys a higher degree of success than the average crime analysis unit. In most other areas, like CAPER, it may be roughly comparable to the state of the art to be found in many smaller police agencies.

2.2 Replicability

Crime analysis is a function performed, in one way or another, in every police agency. As the weight of data becomes larger, the need to automate at least some parts of the process has become universally evident. Most agencies have had some experience with machine records through preparation of FBI Uniform Crime Reports and computer retrieval of offender records. Turning these capabilities to internal crime analysis is a natural step. Even in cases where information is manually displayed, geographic, time-of-day, day-of-week, and M.O. information is usually maintained in some form.

The techniques represented by these projects are neither new nor complex. Documentation is available both from the projects themselves (CAPER has published a manual for data preparation available through NTIS: PB 213-661), and in the general literature (e.g., the SPSS documentation itself provides an excellent non-technical description of the data preparation and manipulation process. See also the LEAA Prescriptive Package summarized in the appendix of this document.)

A feature that may not be documented sufficiently is the logic (as opposed to the mechanics) of the data analysis. Both projects point to the nearly unconstrained flexibility of their data manipulation packages

as an advantage. In some respects, this is correct; however, without guidance in what combinations of variables are relevant, a replicator may find this flexibility more often a multiplicity of blind alleys than a simplification of the problem. Police data, by its nature, fails to fulfill even the most modest of assumptions about experimental design. Moreover, the high variability of most measures makes statistical testing essential to avoid basing interpretation on random fluctuations.

There are neither special features nor community characteristics which are likely to limit the replicability of these projects. San Jose is in the 30th largest SMSA in the U.S.; University City has a population of less than 50,000. As a multi-jurisdictional project, CAPER has shown its comparative independence of any specific police agency. The more highly educationally oriented nature of University City makes it somewhat less than typical in its high degree of acceptance and utilization of sociologically-motivated analysis.

2.3 Measurability

Neither CAPER nor PREWARNS support an evaluation component. As noted above, measuring the ultimate impact of crime analysis on crime rates is a difficult, if not impossible task. Achievement of the process goals can be measured by examining the costs of providing services, since these goals concern themselves primarily with immediate efficiency in providing information. Evaluating whether this information is used, and -- more important -- whether it is useful, is a difficult task not addressed by the information now available except in an anecdotal manner.

2.4 Efficiency

The data handling techniques of the projects are not expensive. While improvements in detail might be possible by changes in form preparation or computer technology, these are more in the nature of possible refinements than major inefficiencies. In any except a very small department, the mechanization introduced by computer mapping and tabulation is an undoubted efficiency.

A more complex and highly mechanized system, involving optical character scanning was considered, and in fact tried, in the early stages of PREWARNS, but discarded as unwieldy and costly. In a jurisdiction with larger volumes of data, more sophisticated data-entry systems are probably available, but for small numbers of cases like those in these projects, key punching is a reasonable method. Moreover, the use of already-developed software saves the expensive, time-consuming, and uncertain system development phase, which small agencies cannot afford.

2.5 Accessibility

Both projects will continue to exist, will welcome visitors, and are active and interested in dissemination of their methods.

3.0 Preliminary Summary of Project Strengths and Weaknesses

Strengths

- Low cost.

Use of packaged software and geographic base files allows the project to concentrate its resources on data acquisition and reduction rather than software design and development. The coding and punching process keeps cost per case low, and the data manipulations are handled efficiently.

- The projects are adapted to the police systems where they reside.

They use regular, existing police department forms, familiar terminology, and easily interpreted reporting formats. Training of police officers encourages their participation in and use of the system. The data analysts are able to comply with specific information requests coming from users.

- The projects are well-integrated with users.

Understanding and awareness appear high. Management support of the crime analysis function has ensured that its information is circulated. Contact with users has assured that this communication works both ways, so that analysts are responsive to user suggestions.

- Simplicity.

By avoiding gadgetry and frills, the systems have been able to remain flexible, to develop quickly, and to be relatively secure from the periodic "crashes" which are a feature of more complex systems. Because there are few modules to the system, the number of possible sources of error is kept to a minimum.

Weaknesses

- Goal Definition.

PREWARNS stands for Police Response Early Warning System. In keeping with the name, it seeks to "facilitate (1) short-term decisions regarding manpower and resource allocation and (2) long-range predictions concerning the changing crime patterns in the community" * As the goals listed in

* James P. Damos, Peter Richman, and Eldon Miller, "PREWARNS," The Police Chief, August 1973, p. 24.

Section 2.1 of this document suggest, the promise of "predicting the victims, targets and possible perpetrators of any crime" may raise expectations the system cannot fulfill.

- No strong guidance for analysis.

Beyond the expected variables of time and place, very little help is given would-be analysts in selecting relevant variables and combinations for study. There appears to be very little methodological or theoretical framework from which the analyst can work.

4.0 Conclusions

Evaluated for what they are -- low cost methods of automating part of the crime analysis function and making data management easier, CAPER and PREWARNS are good examples of a simple and direct solution to part of a common police problem. Their principal attraction over other automated crime analysis systems is their ability to keep complexity to a minimum. As long as it is understood that they provide only a part of the armamentarium of the crime analyst, the projects can certainly be considered valuable tools.

Leaving aside the issues of predictive capabilities of crime analysis and the use of project data for purposes other than crime analysis, the two systems described here seem to represent approximately the state-of-the-art for a modest-scale crime analysis system as described in the prescriptive package, The Police Crime Analysis Unit Handbook. The Handbook provides a variety of options for structuring inputs, and outlines a wider range of sophistication in the available outputs including several software packages besides those used by these systems. As a non-technical presentation of the state-of-the-art, it includes systems like both PREWARNS and CAPER within its scope.

SUMMARY

THE POLICEMAN on the street is frequently limited to his own experience when dealing with reported crimes and individual criminal contacts. Most police agencies have not made concerted efforts toward providing the line officer or supervisor with regular information concerning crime problems and individual criminals. By collecting and analyzing readily available crime data, and making the analyzed information regularly available, crime analysis can make the individual line officer more informationally aware and thus more effective.

Police agencies have been criticized for neglecting to utilize the information collected by them for anything other than variably available records and the compiling of statistics. Crime analysis represents a system utilizing regularly collected information on reported crimes and criminal offenders for crime prevention, suppression, and the apprehension of criminal offenders. Crime analysis supports police operation through strategy planning, manpower deployment, and investigation assistance.

This text provides the police manager with information concerning crime analysis functions, methodologies, capabilities, and limitations. It is intended to provide interested law enforcement agencies with information sufficient to establish a crime analysis unit, evaluate an ongoing operation, and plan for expanding and upgrading existing systems. Considerations of organizational placement, staffing, data collection and storage, correlation methodologies, and identification of critical use areas are discussed.

The crime analysis operational personnel should find this handbook invaluable as a source reference for their operations. By providing examples of functioning crime analysis operations, this text can be used to avoid the mistakes encountered by others.

Some form of crime analysis exists in every police agency. However, in most agencies the individual officer or investigator conducts the analysis of limited crime data in an informal way. Formal crime analysis exists when a specific unit has been established to collect and analyze all of the available crime data and disseminate the "distilled" crime information to operational user groups.

The operation of a crime analysis system requires several basic elements. These include a definition of goals and objectives, crime data input, analysis of crime data, crime information disseminated as output, and feedback and evaluation. In addition, several fundamental prerequisites must be considered. These include formal administrative support, organizational placement, staffing, and a method of guaranteeing the integrity of input crime and offender information.

The crime data collected by a crime analysis operation is generated by a number of data sources. These include sources

within the parent agency, such as patrol, detectives, records, communications, special units, and administration; and sources outside the agency, such as other law enforcement agencies, probation departments, corrections, court records, state records, and private organizations.

Most of the crime data collected by a crime analysis section is received from the operational units within the parent agency. This data consists of offense reports, supplemental reports, arrest reports, field contact reports, special analysis reports, departmental records, and statistical data. In addition to this structured data, the crime analysis section also collects informal data (such as soft intelligence) from other departmental units within the agency.

Outside data sources contribute information to the crime analysis section regarding status and records of known offenders, other law enforcement agency crime problems, and collateral information.

The collection of data for the crime analysis operation requires a determination of the accessibility of data sources, an evaluation of the data validity and reliability, standardization of data elements, and systematic collection methodology. The actual data collection and the format in which data is received is dependent upon the sophistication of the system, the communication vehicle (such as direct routing vs. computer terminal), and the functions performed by the crime analysis operation.

A crime analysis system requires the maintenance of specific records and data storage. The analysis section files are operational as they are based on a nonduplication of other departmental records and stored data accessibility or retrievability. The storage of crime analysis data may be either manual or mechanical. Computer storage has numerous benefits. Necessary crime analysis records include crime description files, known offender files, crime target files, criminal history files, suspect vehicle files, and property files. These files require periodic purging based on data utility and record storage methodology.

Crime analysis is especially suited to those offenders with a high probability of recurrence and is directed toward those criminal offenses the police are most capable of suppressing, or those offenses in which the perpetrator can be apprehended. Some benefits may be attained in analyzing nearly all types of crimes; however, the crimes selected for extensive analysis must be based on priority considerations.

The analysis of different crime types is dependent upon the information available to the analyst for extraction, collation, comparison, and correlation. Several informational factors can be considered universal, such as crime type, geographical factors, chronological factors, victim target descriptors, suspect descriptors, vehicle descriptors, and property loss descriptors. However, these universal factors are only variably available when analyzing a specific crime type. Thus, the analysis of a particular crime type presents specific problems with alternate solutions.

In addition to the universal factors, there are a number of factors that may be considered specific to a particular crime type. These factors are almost always present for the specific crime to be analyzed. The specific crime factors represent the information with which the analyst will usually connect crimes by unique characteristics and identify MO patterns.

The suitability of the various crime types to analysis is discussed

with emphasis on informational availability and value. Specific discussions include the analysis of residential and commercial burglary, armed robbery, strong-armed robbery and theft from persons, auto theft, general theft classifications, forgery and fraud, rape and sex crimes, and aggravated assault and murder. The crime analysis section should review all of these offenses with indepth analysis on burglary, robbery, auto theft, special theft classifications, and rape.

Geographical analysis is the examination of crime type to actual location or within prescribed areas. This analysis is performed to identify geographical crime patterns and trends. Geographical analysis may be performed utilizing mapping, graphical or statistical methods. Specific mapping methods include various manual-visual techniques and computer mapping. In addition to crime type maps, it is suggested that crime analysis also maintain known offender and other special maps.

The collation and correlation of crime analysis data is dependent upon the expertise of the analyst, the analytical techniques utilized, and the availability or retrievability of recorded crime data. Crime analysis is especially suited to correlative listings of possible suspects for particular crimes or listings of crimes having a common offender.

One of the most important functions of the crime analysis operation is to identify crime trends and predictively project criminal activity. By effectively analyzing crime data the analysis section can identify crime patterns or changes in crime patterns and make such information available to others for operational utilization. In addition, crime analysis can undertake the task of identifying potential crime targets for the deployment of special assignment personnel. By recording information on frequent crime targets, the crime analysis section can determine similarities which make these targets most attractive to the criminal and predictions can be made.

For crime analysis to be effective, the analyzed information must be disseminated to operational user groups. Crime analysis information is disseminated by either formal or informal means. The majority of information disseminated by the analysis section takes the form of formal structured publications. The various formal dissemination techniques are utilized for purposes of crime prevention, suppression, and suspect apprehension. The publications are tailored to user needs, and function to increase officer awareness and facilitate short-term special manpower deployment.

Information on criminal offenses is disseminated daily, weekly, monthly, and on an as-needed basis. These publications take the form of crime recaps, information bulletins, crime summaries, and analysis section reports. Information of criminal offenders is disseminated either routinely or on an as-needed basis. Of particular importance are crime pattern information bulletins and investigative lead reports.

A crime analysis operation also communicates information to user groups on an informal basis. Informal dissemination of crime analysis information takes place during discussions between analysis and operational personnel, and during examination of the analysis section by information user personnel. Several law enforcement agencies have attempted to increase informal dissemination of analysis information with successful results.

A crime analysis operation can be evaluated by a number of methods. Utilizing conventional planning techniques, the law enforcement administrator can determine to some degree the areas of increased effectiveness that should result from the implementation of an analysis section. Evaluation of the program is a necessary part of planned change. Various techniques are suggested for evaluating the operation on a functional basis. The analysis section activities also require evaluation on a cost effectiveness basis. This can be largely accomplished by determining costs per output unit and by measuring user reliance or opinions of information recipients. Additional forms may be designed to determine the user utilization of crime analysis information.

A manual crime analysis system is one in which all methods of data collection, data storage, data analysis, and information dissemination rely on manual processes. The manual system has several limitations when compared to semiautomated or fully automated systems. However, most of these limitations can be overcome by increasing analysis staffing levels. The manual methods remain best suited to agencies serving populations below 200,000.

The semiautomated crime analysis system is one in which much of the data is captured by automated data processing. In addition, stored and recorded data is filed mechanically for easy retrievability. The semiautomated system requires fewer personnel actually assigned to the unit but receives support from other departmental units. The semiautomated system may still require manual data extraction and manual analysis.

The fully automated crime analysis system utilizes extensive data capture by electronic means. The analysis function is carried out primarily by computer with special analysis capabilities programmed for use by the analyst as the need arises. The storage of data is completely mechanical and the analyst can employ a wide variety of analysis techniques and search criteria.

APPENDIX B

ELEMENTS THAT ARE TAKEN FROM THE OFFENSE REPORT:

1. LOCATION (I.E., STREET ADDRESS) OF THE EVENT
2. CASE NUMBER
3. HOUR AND DATE OF THE OFFENSE REPORT
4. HOUR AND DATE OF THE EVENT
5. THE BCS OFFENSE CODE OF THE THREE MOST SEVERE OFFENSES
6. DISCOVERER
7. TYPE OF PREMISE
8. COMMERCIAL OR NON-COMMERCIAL TARGET
9. USE OF VIOLENCE
10. TYPE OF ENTRY
11. PROPERTY TARGETS (UP TO 10)
12. TOTAL VALUE LOSS WITH SERIAL NUMBER ON PROPERTY
13. TOTAL VALUE LOSS OF PROPERTY
14. OFFENDER'S AGE, SEX, AND ETHNIC GROUP
15. VICTIM'S AGE, SEX, AND ETHNIC GROUP
16. NUMBER OF OFFENDERS INVOLVED AND NUMBER APPREHENDED
17. NUMBER OF VICTIMS INVOLVED
18. OFFENDER'S MODE OF TRANSPORTATION
19. VICTIM'S BEHAVIOR
20. VICTIM/OFFENDER RELATIONSHIP

BIBLIOGRAPHY

CAPER Exemplary Project Application and Attachments, October 1973.

PREWARNS Exemplary Project Application and Attachments:

- o A Program Review Memorandum
- o PREWARNS 1973 Proposal to MLEAC
- o A.S.P.S. 1974 Proposal
- o Police Chief Article (August, 1973)
- o March 1974 Crime Analysis Package
- o A Macro Sociological Analysis of Burglary
- o PREWARNS Final Report 1st Draft (1974)
- o Crime Prevention through Behavioral Modification, Course Synopsis
- o MLEAC Region V Task Force on Crisis Intervention Proposal (1974)
- o An Analysis of Burglary based on the Social Facts Relative to Crime

California Council on Criminal Justice Grant Award for Development of Prevention Methodology by Burglary Offense Analysis.

Buck, George A., et. al. Prescriptive Package: Police Crime Analysis Handbook. (U.S. Department of Justice, LEAA, November 1973).

PREWARNS EXEMPLARY PROJECT
RECOMMENDATION FORM

(Similar material not available
for CAPER)

EXEMPLARY PROJECT RECOMMENDATION FORM

Exemplary Project recommendations may originate with the LEAA Regional Offices, State Criminal Justice Planning Agencies, local units of government or operating criminal justice agencies. Information on candidate projects should be submitted to the Director, Technology Transfer Division, National Institute of Law Enforcement and Criminal Justice, LEAA, U.S. Department of Justice, Washington, D.C. 20530. A standard format is attached. Each recommendation should have a letter of endorsement from the appropriate State Planning Agency and LEAA Regional Office.

FORMAT FOR SUBMISSION OF EXEMPLARY PROJECT RECOMMENDATIONS

I. Project Description

1. Name of the Program
PREWARNS: A Police Response Early Warning System
2. Type of Program (ROR, burglary prevention, etc.)
"PREVENTIVE LAW ENFORCEMENT"
3. Area or community served
University City
4. Approximate population of area or community served
50,000
5. Administering Agency (give full title and address)
Department of Police
University City, Missouri
63130 (314) 721-4210
6. Project Director (name and phone number; address only if different from 5 above)
Col. James P. Damos
7. Funding agency(s) and grant number (agency name and address, staff contact and phone number)
Missouri Law Enforcement Assistance Council
MLEAC-AC3-73-J1
8. Project Duration (give date project began rather than the date that LEAA funding, if any, began)
March 1971

9. Project Operating Costs (Do not include costs of formal evaluation if one has been performed. See Item 10)

Breakdown of Total Operating Costs, specify time period:

Federal: 87,000

State: 10,000

Local: 15,000

\$112,000

Private:

Total:

Of the above total, indicate how much is

(a) Start-up; one time expenditures: \$39,100

(b) Annual operating costs: \$ 72,900

(A complete budget breakdown should be included with the attachments to this form)

10. Evaluation costs (Indicate cost of formal evaluation if one has been performed)

NA

11. Continuation. Has the project been institutionalized or is it still regarded as experimental in nature? Does its continuation appear reasonably certain with local funding?

Project has been refunded by MLEAC for 1974. See attachment C for copies of PREWARNS 1973, ASPS 1974, and other supporting documentation.

II. Attachments Please attach the following:

Attachment A - Program Review Memorandum

This memorandum should contain the following elements:

- (1) Project Summary - brief statement of the project's goals, objectives and method of operation.
- (2) Criteria Achievement - explanation of the degree to which the project meets each of the Exemplary Project criteria - goal achievement, replicability, measurability, efficiency and accessibility. Cite specific measures of effectiveness, e.g. crime reduction, cost savings, etc.
- (3) Outstanding Features - indication of the most impressive feature(s) of the project.
- (4) Weaknesses - frank statement of those areas of project operation that could be improved. (It is assumed that a project will not be recommended if there are critical program weaknesses).
- (5) Degree of Support - indication of the degree of local support, e.g. criminal justice officials, citizen groups, the news media.

Attachment B - Endorsements

Each project should have a written endorsement from the appropriate SPA and LEAA Regional Office. Endorsements from other sources may be attached if available.

Attachment C

For LEAA funded projects, attach a copy of the grant application(s), all annual progress reports, and the most recent quarterly reports. If a formal evaluation has been undertaken, this report should also be attached.

For non-LEAA funded projects attach a complete budget breakdown and such progress and evaluation reports as may be available.

ATTACHMENT A - PROGRAM REVIEW MEMORANDUM

1.

PROJECT SUMMARY

The goal of PREWARNS is to develop a "preventive law enforcement" system which can:

- (a) provide any law enforcement agency with immediate information relative to the location and times of occurrence of any type of crime, disturbance, arrest, or traffic accident, over any selected time period.
- (b) identify the possible causes of crime, disturbance, or traffic accidents.
- (c) predict the victims, targets, and possible perpetrators of any crime, disturbance, or traffic accident, based on existing data and proven hypotheses.
- (d) aid any police department in tracking and apprehending offenders.
- (e) enable any police department to establish effective and realistic police beats and patrol patterns.
- (f) readily develop, monitor, and evaluate crime and accident - prevention programs according to area-specific problems in a community.
- (g) convincingly document the needs of a police department for additional manpower, equipment, funds and other community resources using tested research results.
- (h) provide a police department with the computerized technical and analytical capability to successfully reduce crime in a community, in a form which each officer can immediately utilize in terms of his specific needs.
- (i) provide this vital service to any progressive law enforcement agency for a minimum cost, according to the size of the jurisdiction and number of incidents reported.

The above is a revolutionary short-term (operational) and long-term (planning) law enforcement decision-making system. Documented, graphically displayed, and correlated data is required for this system. To provide this, the following analytical and technical components were developed:

- (a) A scientific research design which clearly specifies the model, data base, procedures, techniques, methods, hypotheses, and levels of analysis to be used.
- (b) A highly advanced technology which integrates a geographic base file (the DIME File or machine readable street map) with an address matching program (ADMATCH) in order to aggregate any type of observable data to an exact coordinate point, street segment, census block or police sector.

- (c) A highly sophisticated statistical system using crime, disturbance, and accident data aggregated by x-y coordinates (street intersections), block face (street segments), or any other given geographical area (block, sector, tract) as the basic analytical unit, in conjunction with similarly aggregated i.e., correlated, census, time, landuse, driver, vehicle, and road condition information, thus permitting multiple linear regression, as well as Chi-Square analysis, and providing both a predictive model as well as retrospective comparisons.
- (d) A graphic display system using SYMAP, CALFORM and INCIDENT computer mapping techniques in addition to other multimedia packages for the purpose of immediate communication of information, demonstration of relationships, and documentation of results.
- (e) A systematic approach to crime prevention related program development based on the tested results of scientific research which includes the establishment of base lines before, the monitoring of progress during, and the evaluation of effect after a given intervention program is implemented.

Finally, it should be noted that PREWARNS is providing a highly effective, efficient, and inexpensive crime prevention system which takes advantage of available programs, packages, and other technical components, combined with a multidimensional analytical approach, that is both comprehensive and systematic in scope, and which is completely transferable to any other agency or jurisdiction--a system which is ALREADY OPERATIONAL.

2.

CRITERIA ACHIEVEMENT

PREWARNS has demonstrated significant results in achievement of the following criminal justice objectives:

(a) RESEARCH and DEVELOPMENT

By using realistic operational definitions of crime in lieu of amorphous FBI Uniform Crime Report classifications PREWARNS eliminates between 25 and 50% error in crime classification. In like manner, by using representational and statistically comparable recording areas (or exact coordinate points) as opposed to arbitrary grids PREWARNS easily establishes relationships between crime and various community-related conditions (see attachment C-1). On the basis of these prior existing conditions probable future crime patterns can be predicted.

(b) IMPROVEMENT of COMMUNITY RELATIONS

By identifying area-specific problems (see attachment C-2) and assigning areas of responsibility at the family, neighborhood (block), or institutional level within the community, many potential crime problems are prevented before they occur. Coordinated intervention programs by the community, city, and neighboring campus appear to have reduced crime in some high crime areas by as much as 57%. These preliminary results strongly suggest that citizens participation is one of the most effective means of eliminating crime in a community and corollary that police without the support of the community will have little if any effect on crime.

(c) PREVENTION and CONTROL of JUVENILE DELINQUENCY

Since approximately 50% of the persons arrested for crime in the community are under the age of 17 and over half of these juvenile offenders are residents of the community PREWARNNS has directed much of its efforts on this area realizing that in many cases the juvenile court has served merely as an umbrella of protection for the delinquent; this effort again has been focused primarily on the family, the neighborhood, and the school. The emphasis is placed on providing access to the opportunity structure, viable recreation, and educational alternatives especially in the crime prime ages of 14 to 18. Specific attention is given to the disturbed family where a professionally trained crises-intervention officer and police-court-school liason team attempt to find an alternative to arrest and possible detention. Again, PREWARNNS has convincingly documented evidence indicating that a breakdown within this triange involving the juvenile, family, and school provides the destructive conditions for future delinquent behavior. In some cases, this evidence is so strong that future criminal careers can even be predicted.

(d) IMPROVEMENT in APPREHENSION and DETECTION of CRIMINALS

The comprehensive data base and systematic research design of PREWARNNS provides the immediate graphically displayed data regarding recurring crime patterns and time series required not only for anticipating the future victims and targets of crime, but also for tracking the criminals themselves. Many times information not generally gathered by the police regarding social networks, phasing of activities and other environmental conditions are used in the apprehension of suspects. However, arrest is not the only answer. If the perpetrator is removed and the attractions still remain, another criminal will take the original perpetrator's place. (In some cases if the areas previously has been closed to competition the crime may actually increase.) And in other cases, by limiting the available resources and not the needs of the criminal (e.g. the drug addict or delinquent) we may in fact be reinforcing the behavior we are attempting to eliminate (see attachment C-3). It should be noted that the particular police department involved in this program has an annual burglary clearance rate of approximately 30%.

(e) PREVENTION of CRIME (INCLUDING PUBLIC EDUCATION)

The present state of behavioral science and the many uncontrolled variables within any community situation preclude any real measure of the effect of a project such as PREWARNNS. All that can be said, and it can be said very strongly, is that a concerted effort on the part of police, government, and community, based on the best information available, appears to be reducing crime in University City, Missouri. Since January, when PREWARNNS became operational there has been an overall city wide decrease in crime of 19% (see attachment C-4). We anticipate by next year if the program continues, a decrease of 50%. At this time, as far as we know, there is no other operating system like PREWARNNS in the country.

3.

OUTSTANDING FEATURES

The most impressive feature of the PREWARNS project are as follows:

- (a) Its highly innovative and transferable analytical and technical packages, including one of the first successful tests of applied research in social science (see attachments C-5 and C-6). Interesting enough this pioneering research effort was conducted by a police department.
- (b) Its ability to immediately communicate information which can be used by the police officer on the street (see attachment C-4).
- (c) Its highly inventive and imaginative preventive law enforcement approach (see attachment C-7).
- (d) The fact that the system is operating and that it does work, that is, the project appears to be successfully establishing relationships between crime and the environmental situation where it occurs, transferring the information to responsible agencies, and reducing crime in the community.

4.

WEAKNESS

The only weakness of the project is that it appears to be between 4 to 8 years ahead of its time and periodically is involved in a cultural lag phenomenon.

5.

DEGREE OF SUPPORT

The PREWARNS project has received outstanding support from the Missouri Law Enforcement Assistance Council, the City of University City, the University of Missouri - St. Louis, Washington University, Forest Park Community College, numerous business and community organizations, and most of all from the officers and men of the University City Police Department. PREWARNS articles have been published in the URISA Conference papers of San Francisco, 1972, the IAPC Police Chief Magazine, August 1973, the AIP Conference papers in Atlanta, September 1973, and have also appeared in various newspapers and trade journals. In addition the PREWARNS research design (i.e., the theory, methodology, and analysis, and results) have been combined with the ASPS preventive law enforcement approach to form the curriculum for a course called CRIME PREVENTION THROUGH BEHAVIORAL MODIFICATION (see attachment (C-8) which is currently being offered to the metropolitan area through the junior college district. Over half of the police officers (including most of the supervisors) in the University City Police Department and a significant representation from the city of St. Louis, St. Louis County, and various other municipal departments are presently enrolled in this course.

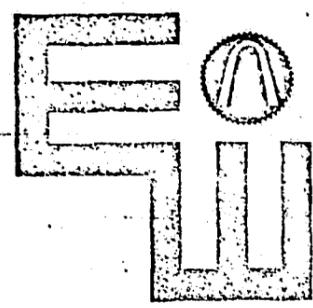
In like manner the PREWARNS project has been used a basis for the recently completed Region V Police Crises Intervention Course (see attachment C-9) which resulted in a proposal prepared by the police officers themselves, to change the present curriculum of the St. Louis Police Academy. This proposal was well received by the academy board of managers on 4/23/74.

Finally, PREWARNS presentations and seminars have been held for numerous other law enforcement and social agencies throughout the country, such as, the Missouri Police Juvenile Officers Association; Missouri Department of Highway Safety; Law Enforcement Association on Professional Standards, Education, and Ethical Practices; Missouri Association of Social Welfare; and the Federal Bureau of Investigation.

ATTACHMENT B - ENDORSEMENTS

1. East-West Gateway Coordinating Council
2. State of Missouri Department of
Community Affairs

cc. P. Richmond
B. Craig



EAST-WEST GATEWAY COORDINATING COUNCIL
720 OLIVE STREET, SUITE 2110 • ST. LOUIS, MISSOURI 63101
AREA CODE 618 274-2750 • AREA CODE 314 421-4220

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Chairman
St. Clair County Board

TREASURER
Douglas Boschert
Presiding Judge
St. Charles County

August 27, 1973

Mr. James P. Damos
University City Police Department
6801 Delmar Boulevard
University City, Missouri 63130

RE: A-95 Review: Police Response
Early Warning System

Dear Mr. Damos:

The East-West Gateway Coordinating Council, in its capacity as a designated regional clearinghouse, is required to comment on applications requesting Federal funding. Our technical staff has reviewed the city's application and finds that it is consistent with area-wide goals, objectives and policies.

As part of this agency's clearinghouse function, we have asked St. Louis County to comment on this application and no negative comments were received.

This concludes review of the application by our agency. Please attach this letter to your final application for Federal assistance.

If you have any questions concerning this review, please feel free to contact us. We feel that this proposed project will be beneficial to the community and, like you, we look forward to timely Federal approval of your project.

Sincerely,

Eugene G. Moody
Executive Director

EGM/FC/bm

John H. Poelker
Mayor
City of St. Louis

James E. Williams, Sr.
Mayor
City of East St. Louis

Nelson Hagnauer
Chairman
Madison County Board

Joseph L. Badaracco
President, Board of Aldermen
City of St. Louis

Raymond Jefferson
President, Southwestern
Illinois Council of Mayors

John W. Cooper, Jr.
President, St. Louis County
Municipal League

R. L. Gardner
President, Southwestern
Illinois Metropolitan
Area Planning Commission

Marvin Leonard
Presiding Judge
Jefferson County

Mike Sasyk
Vice-President, Southwestern
Illinois Council of Mayors

Ralph Smith
Presiding Judge
Franklin County

Elmer Prange
Chairman
Board of Commissioners
Monroe County

Edward J. Delmore, Jr.
Chairman, Bi-State
Development Agency

Robert N. Hunter
Chief Engineer, Missouri
State Highway Commission

Roger Nusbaum
Under Secretary
Chief Transportation Engineer
Illinois Dept. of Transportation

Al Sikes
Director, Missouri
Department of
Community Affairs

Frank Kirk
Director, Illinois
Department of Local
Governmental Affairs

REGIONAL CITIZENS
Rev. James L. Cummings
Henry Eversman, Jr.
Rev. John Q. Owens, Jr.
Roy W. Jordan
Dr. Rosetta Wheadon
Mayor Richard Hirschl

EXECUTIVE DIRECTOR
Eugene G. Moody

cc. P. R. Hoffman
S. Craig



STATE OF MISSOURI

CHRISTOPHER S. BOND
GOVERNOR

DEPARTMENT OF COMMUNITY AFFAIRS

ALFRED C. SIKES
DIRECTOR

505 MISSOURI BOULEVARD
JEFFERSON CITY, MISSOURI 65101
(314) 751-4114

July 17, 1973

Colonel James P. Damos
Chief of Police
Police Department
6801 Delmar Boulevard
University City, Missouri 63130

Re: Police Response Early Warning
System
Police Department
University City, Missouri
DOCA 73060030

Dear Mr. Damos:

The pre-application for the above project has been received and reviewed by the State Clearinghouse in accordance with Office of Management and Budget Circular A-95(Revised) and Section 102(2)(c) of the National Environmental Policy Act of 1969. There were no negative comments in regard to said project.

This project is not in conflict with the goals, objectives or environmental standards of the various state agencies reviewing the application and further review is not required by the State Clearinghouse unless the project is amended or changed. However, this project may be subject to further review by the Regional Clearinghouse if conflicts exist on the regional level.

A copy of this letter must be attached to the Federal Funding Agency's application as evidence that you have complied with the requirements of the State Clearinghouse's project notification and review system.

Sincerely,

Terry L. Rehma
State Clearinghouse
Coordinator

TLR:clk

cc: East-West Cat

ATTACHMENT C - DOCUMENTATION

1. PREWARNS 1973 Proposal to MLEAC
2. A.S.P.S. 1974 Proposal
3. Police Chief Article (August 1973)
4. March 1974 Crime Analysis Package
5. An Analysis of Burglary based on the Social Facts relative to the Crime (1971)
6. A Macro Sociological Analysis of Burglary
7. PREWARNS Final Report - 1st Draft (1974)
8. Crime Prevention through Behavioral Modification, Course Synopsis
9. MLEAC Region V Task Force on Crisis Intervention Proposal (1974)

END