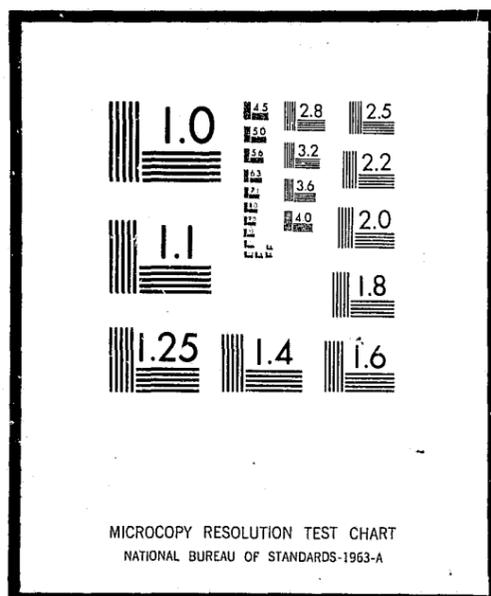


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# DETECTIVE BUREAU



## INTERIM REPORT

ON

## WORKLOAD ANALYSIS

Interim Report

**LOUIS C. COTTELL**  
CHIEF OF DETECTIVES

1921



POLICE DEPARTMENT  
NEW YORK, N. Y. 10013

February 23, 1973

From: Chief of Detectives  
To: Police Commissioner  
Subject: REPORT ON THE WORKLOAD ANALYSIS

Immediately after my promotion to Chief of Detectives, my new Research and Planning Section, began to examine the rationale behind Detective Bureau manpower allocation. It became readily apparent that a proper allocation of detectives could never be achieved until we knew how long the task for which we are allocating manpower takes.

Lieutenant Culley, Commanding Officer of the Research and Planning Section, proposed to undertake a study to determine the average time necessary to conduct different types of investigation. A study of this type had never been done before.

While we were in the planning stage of this project, the work of Mrs. Sue Johnson came to our attention. She was hired as an evaluator under the terms of the Federal Grant for specialization. Basically, the two efforts were similar and therefore were combined. This combination provided me with a very objective and effective evaluation team.

As the study progressed, comparisons were made between cases with positive results and those with no results. This led to a broadening of the original scope of the study into examining the whole role of the detective in the police service. We not only examined what detectives were doing but tried to determine what they should be doing.

This is a report on the findings of that study to date, what I have done with these findings, and what I intend to do.

  
LOUIS C. COTTELL  
Chief of Detectives

eck

#### ACKNOWLEDGMENTS

We wish to acknowledge the assistance of numerous individuals who have contributed to the preparation of this report. We would particularly like to acknowledge the encouragement and support of the Chief of Detectives, not only for urging us on in the face of criticism but his faith in us when the going got rough.

Mr. David Farmer, Special Assistant to the Police Commissioner, was another source of great encouragement and assistance in the formulation of the research design and the interpretation of the results.

Sergeants Richard V. Conlon and Kevin M. Hallinan supervised the field work, data conversion for computer processing, and have provided invaluable assistance at every stage.

The Detectives who served as observers should also be singled out for special acknowledgment. We know some of the criticism that they were subjected to in the field. The following Detectives served as observers and provided general staff support for the project:

Detective 1st Grade James Moore  
Detective 2nd Grade Martin Cavanagh  
Detective 2nd Grade John Lipari  
Detective 2nd Grade Raymond Wood  
Detective 3rd Grade John Haughton  
Detective 3rd Grade William Peeples  
Detective 3rd Grade Vincent Regan  
Detective 3rd Grade Marvin Schechter  
Patrolman George Hess  
Policewoman Domenica Castellano

The following Detectives were chosen for the excellence of their work and were selected by their respective commanders to be observed as they pursued their daily activities:

4th Detective District

Detective 1st Grade Edward Bulger, Robbery Squad  
Detective 3rd Grade James O'Connell, Robbery Squad  
Detective 1st Grade Michael Casale, Homicide/Assault Squad  
Detective 2nd Grade Frederick Cappetta, Homicide/Assault Squad  
Detective 1st Grade Daniel Petersen, Burglary/Larceny Squad  
Detective 3rd Grade William Fredericks, Burglary/Larceny Squad

6th Detective District

Detective 3rd Grade Arthur McAuliffe, Robbery Squad  
Detective 3rd Grade Jack Pearsall, Robbery Squad  
Detective 1st Grade Ralph Redmond, Homicide/Assault Squad  
Detective 3rd Grade Clarence Powell, Homicide/Assault Squad

7th Detective District

Detective 1st Grade William Hoy, Robbery Squad  
Detective 3rd Grade Roger Allen, Robbery Squad  
Detective 3rd Grade James Davis, Homicide/Assault Squad  
Detective 3rd Grade Andrew Lugo, Homicide/Assault Squad  
Detective 2nd Grade Joseph Brundage, Burglary/Larceny Squad  
Detective 3rd Grade Joseph Kozlowski, Burglary/Larceny Squad

8th Detective District

Detective 2nd Grade William Lally, Robbery Squad  
Detective 3rd Grade Martin Browne, Robbery Squad  
Detective 3rd Grade Charles Summers, Homicide/Assault Squad  
Detective 3rd Grade Charles Ullrich, Homicide/Assault Squad  
Detective 3rd Grade Joseph Fagen, Burglary/Larceny Squad  
Detective 3rd Grade Edward Keane, Burglary/Larceny Squad

12th Detective District

Detective 1st Grade Alfred Largo, Robbery Squad  
Detective 2nd Grade Raymond Sherwin, Robbery Squad  
Detective 1st Grade Martin Paby, Homicide/Assault Squad  
Detective 2nd Grade Andrew Viola, Homicide/Assault Squad  
Detective 3rd Grade Thomas Knox, Homicide/Assault Squad

13th Detective District

Detective 3rd Grade James Devereaux, Homicide/Assault Squad  
Detective 3rd Grade John Vigilante, Homicide/Assault Squad

15th Detective District

Detective 3rd Grade James Madden, Robbery Squad  
Detective 3rd Grade Terrence Rasanen, Robbery Squad  
Detective 1st Grade James Gallagher, Homicide/Assault Squad  
Detective 2nd Grade Michael Walsh, Homicide/Assault Squad  
Detective 2nd Grade William Conway, Homicide/Assault Squad  
Detective 2nd Grade Robert Monroe, Burglary/Larceny Squad  
Detective 3rd Grade John Hammond, Burglary/Larceny Squad

Appreciation must also be expressed for the assistance in data processing provided by Dr. Philip Meyers and Dr. David Alberts, Special Assistants to the Police Commissioner.

*Sue Johnson*

SUE JOHNSON  
CONSULTANT

*John A. Culley*

JOHN A. CULLEY  
LIEUTENANT

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INTRODUCTION

Detective specialization has resulted in much greater attention being focused on detective productivity in solving specific types of crimes. One problem critical to improving investigative productivity is the allocation of detective resources. This report is a first attempt at addressing the issues of how many men are required in each squad, each district, and each borough and how many men are required for the entire Detective Bureau.

The manning levels assigned to each specialized squad when specialization was implemented were based upon a non-empirical estimate of the time required for cases rather than upon a scientific workload analysis. As time has passed, it has become apparent that this type of allocation is totally inadequate.

One method that has subsequently been suggested to assign the manning levels to district specialty squads is to allocate the same percentage of manpower as the percentage of investigations referred to that squad. This percentage would be derived by comparison of the number of investigations referred to that squad to the city-wide total of investigations referred to detectives.

This method has two basic flaws. First, the amount of time necessary to complete an investigation varies significantly. This time is dependent upon such factors as the number of investigative leads to be pursued, the degree of cooperation of the complainant and witnesses,

the social impact upon the community, the geographic scope of the inquiry, the need to coordinate with other sections of the department and other law enforcement agencies, and the results achieved.

Second, there is no indication that the total amount of personnel assigned to the Detective Bureau is correct. We may not have enough personnel or we may be overstaffed.

At this time, there is no one who can say with certainty how many men should be assigned to each detective squad, each district, or each borough. The reason is that no data is available specifying how long each job takes for which we are allocating personnel.

To correct these serious deficiencies, the Detective Bureau initiated a project to improve detective resource allocation in August of 1972. (Appendix A) This is an interim report describing the approach used, the preliminary findings of this project and the anticipated results for the final report which will be completed shortly, provided data processing support is forthcoming.

#### OBJECTIVES OF RESOURCE ALLOCATION PROJECT

A principal objective of detective resource allocation (and thus of this project) is to facilitate the achievement of the maximum production of positive results - arrests of perpetrators, return of missing persons, referral of problems to appropriate civil agencies - on assigned cases with the available detective resources.

Achieving this objective will require assigning detectives to specialized squads to provide coverage of all cases in proportion to the likelihood of positive results and the length of the investigation.

In the past, such assignment has been achieved only by happenstance, since there is no systematic evaluation of each case at its inception in terms of its probable length and the likelihood of the production of positive results. In fact, there has been no information about the amount of time required to process the various kinds of cases, classified by seriousness and likelihood of positive results, that could be used as a basis for detective assignment. In short, there has been no systematic case management.

A second related objective has been aimed at providing improved yardsticks for measuring detective productivity. Many detectives and squad commanders still feel that productivity is evaluated by the number of arrests. If we are ever to change this system, we must fill the void created by the lack of criteria other than arrest quantities. Some success has been achieved in this direction with the advent of specialization and evaluation on the basis of arrests on assigned cases.

While this is somewhat useful in measuring productivity, it does not go far enough. We still do not know if a squad has the right amount of men to adequately investigate cases. If a squad has more than enough detectives, then each detective will have more time to devote to each investigation. Therefore, he should achieve more arrests and other positive results on his assigned cases, and the squad should achieve significantly better performance. Conversely, if not enough detectives are assigned to the squad, then each detective will not have enough time to adequately investigate his cases and this

will be reflected in his and the squad's results on assigned cases.

### APPROACH

This initial phase of the Detective Bureau's Resource Allocation Project has been concerned with developing information that would allow the department to estimate the number of detective manhours necessary to conduct different categories of investigations, classified by the likelihood of positive results and the time required for processing. Our work to date has been concerned with determining how the amount of information available at the inception of a case could be used to project the length of the investigation and the likelihood of positive results.

Since there are over 300 major crime codes used by the department, deriving an average time even for the more frequent type of crime investigations would be very time consuming. Our hypothesis was that the probable length and results of an investigation could be estimated from the number of investigative leads present at the inception of the case and other indices of the seriousness of the crime and the strength of public concern, using a few aggregated groups of the numerous penal code infractions. To test this hypothesis, we designed a forced choice form, shown in Exhibit 1, for measuring the number and kinds of investigative leads present at the inception of the case. We also formulated a set of categories, shown in Exhibit 2, for measuring the different activities on which detectives spend time in the course of an investigation.

CASE ANALYSIS FORM

DETECTIVE CASE TIME (HOURS)	DETECTIVE PD 513-15 #	CRIME TYPE	DATE	ASSIGN TO:	CASE R #
GRADE	OUTCOME OF CASE:	ARR. AFTER INVESTIGATION	UNIFORM	UNIT	II
1	ARR. AT SCENE	UNIFORM	DETECTIVE	# of Det	III
2	NO ARREST	UNIFORM	DETECTIVE	GRADE:	IV
3	IF NO ARREST: WAS CRIME CLEARED? <input type="checkbox"/> YES <input type="checkbox"/> NO	PERP. IN CUSTODY OF OTHER AGENCY	PERP. OUTSIDE JURISDICTION, EXTRADITION IN PROCESS	OFF CHART	V
Civilian	METHODS OF CLEARANCE:	PERP. OUTSIDE JURISDICTION & NOT EXTRADITABLE.			
TOTAL:					

CASE FACTOR	CATEGORY ONE	CATEGORY TWO	CATEGORY THREE	CATEGORY FOUR	FACTOR SCORE
<b>SOCIAL IMPACT</b>					
1. Publicity	None <input type="checkbox"/>	Dist/Boro <input type="checkbox"/>	City-wide <input type="checkbox"/>	National <input type="checkbox"/>	
2. Crime Type	Att.Prop.Crime <input type="checkbox"/>	Prop.Crime <input type="checkbox"/>	Att.Crime Against Person <input type="checkbox"/>	Crime Against Person <input type="checkbox"/>	
3. Victim Injury	Not Applicable <input type="checkbox"/>	Slight/E/M/A <input type="checkbox"/>	Hosp. <input type="checkbox"/>	Deceased <input type="checkbox"/>	
4. Value of Prop.	Not Applicable <input type="checkbox"/>	\$100 or less <input type="checkbox"/>	Over \$100 to \$1,500 <input type="checkbox"/>	Over \$1,500 <input type="checkbox"/>	
5. Perp. Armed	None <input type="checkbox"/>	Other Weapon <input type="checkbox"/>	Knife or other Sharp Inst. <input type="checkbox"/>	Gun <input type="checkbox"/>	
6. Sensitivity	Non-Sensitive <input type="checkbox"/>	Sensitive <input type="checkbox"/>	Highly Sens. <input type="checkbox"/>		
SUB TOTAL:					
<b>SOLVABILITY Perpetrator</b>					
7. Nbr. Of Perp.	Unknown <input type="checkbox"/>	Known to be one Perp. <input type="checkbox"/>	Known to be Two Perp. <input type="checkbox"/>	More than Two <input type="checkbox"/>	
8. Named Susp. I.D.	Suspect not named <input type="checkbox"/>	Partial name Address, Race, Sex <input type="checkbox"/>	Race, Sex Ety., & Full name & Address <input type="checkbox"/>		
9. Desc. of Susp.	None <input type="checkbox"/>	Partial/Incomplete <input type="checkbox"/>	Full Desc. <input type="checkbox"/>	Full & Unique <input type="checkbox"/>	
<b>Victim</b>					
10. Comp. Victim I.D.	Suspect not seen <input type="checkbox"/>	Probably not ID Suspect <input type="checkbox"/>	Possibly ID Perpetrator <input type="checkbox"/>	Positively ID Perp. <input type="checkbox"/>	
<b>Witnesses</b>					
11. Witness I.D.	No Witnesses <input type="checkbox"/>	Probably not ID Perp. <input type="checkbox"/>	Possibly ID Perpetrator <input type="checkbox"/>	Positively ID Perp. <input type="checkbox"/>	
<b>Physical Evidence</b>					
12. Stolen Property Traceability	No Property/not traceable <input type="checkbox"/>	One item Serial numbered or unique ID <input type="checkbox"/>	Multiple Items Serial Nbr or Unique ID <input type="checkbox"/>		
13. Motor Veh. ID	No Veh. used <input type="checkbox"/>	Make & Model Known <input type="checkbox"/>	Part.Reg.# Make & Model <input type="checkbox"/>	Full Reg.#, Make & model <input type="checkbox"/>	
14. Fingerprint ID	No Fingerprints <input type="checkbox"/>	Partial <input type="checkbox"/>	Complete set recovered <input type="checkbox"/>		
15. Other Physical Evidence	None or Not Traceable <input type="checkbox"/>	One item Uniquely ID <input type="checkbox"/>	Multiple Items Unique ID <input type="checkbox"/>		
<b>Other Circumstances</b>					
16. Geographic scope	District <input type="checkbox"/>	Borough <input type="checkbox"/>	City-Wide <input type="checkbox"/>	Outside City <input type="checkbox"/>	
17. Recognizable M.O.	No Pattern Observed <input type="checkbox"/>	Definite Pattern Observed <input type="checkbox"/>	Unusual Pattern Observed <input type="checkbox"/>		
SUB TOTAL:					
<b>COMPLICATING FEATURES</b>					
18. Nbr. of Victims	None <input type="checkbox"/>	One <input type="checkbox"/>	Two <input type="checkbox"/>	Over Two <input type="checkbox"/>	
19. Identification of Victims	Victim ID Known <input type="checkbox"/>	Not Known <input type="checkbox"/>	Partial Remains Recovered <input type="checkbox"/>		
20. Nbr. of Witnesses	None <input type="checkbox"/>	One <input type="checkbox"/>	Two <input type="checkbox"/>	Over Two <input type="checkbox"/>	
21. Nbr. of Items of Physical Evidence	None <input type="checkbox"/>	One <input type="checkbox"/>	Two <input type="checkbox"/>	Over Two <input type="checkbox"/>	
22. Scope of Inquiry	District <input type="checkbox"/>	Borough <input type="checkbox"/>	Citywide <input type="checkbox"/>		
SUB TOTAL:					
TOTAL:					

CLASSIFICATION OF DETECTIVE ACTIVITY  
(Used During This Project)

ACTIVITY CODES

<u>Code #</u>	<u>Item</u>
1	Case planning and preparation
2	Case discussion with other detectives
3	Review of case with superior officers
4	Interview witnesses by telephone
5	Interview complainant(s) by telephone
6	Other telephone investigations
7	Interview complainant(s) in person
8	Interview witnesses in person
9	Official notifications, alarms, etc.
10	Tails and stakeouts
11	Other field investigations (except complainant and witness interviews and tails and stakeouts)
12	Typing forms (other than arrest) and clerical duties
13	Dictating
14	At other P.D. units
15	At other Government units
16	Travelling pursuant to investigation
17	Interview suspect and/or prisoners
18	Arrest processing at squad office
19	Other arrest processing (photo, I.D., etc.)
20	Investigative conference with ADA
21	Other investigative activity (specify)

There were two options for collecting the information shown on the form: to give the forms to detectives and let them record their own time - activity data or to use observers to record this data. We decided to use observers to ensure the accuracy of the data, and we decided to use carefully selected, experienced detectives as observers. Experienced detectives could - and did - make judgments about the necessity for each activity observed and whether a job performed by a team could have been performed by a single detective (taking into regard the requirements for officer safety, the availability of vehicles, and other factors influencing work performance).

The need to collect an adequate sample of data had to be balanced against the availability of detective observers. It was decided to observe each specialty in three detective districts for a period of at least one month. Because the time spent on each case was felt to be related to the number of active cases, it was decided to conduct the observations in high, medium, and low activity districts. As discussed in Appendix B, the 7, 4, and 15 Districts were selected for study as representative of high, medium and low activity areas with respect to complaints referred to detectives for investigation and arrests by detectives on assigned cases.

At the end of the one-month observation period, insufficient data had been collected. The observation period was extended for four weeks, and some personnel were reassigned to different districts to collect additional data on specific crimes, such as homicide and robbery.

Table 1 shows the specialties and districts studied and the length of the observation period. Further, data for those cases which were initiated but not closed during our observation period have been recorded so that it will be possible to examine the time used and results achieved in cases which are left open for "long" periods of time.

TABLE 1  
OBSERVED DISTRICTS AND SPECIALTIES  
AND LENGTH OF OBSERVATION PERIOD

<u>District</u>	<u>Specialty</u>	<u>Number of Weeks Observed</u>
4th	Burglary/Larceny	7
4th	Robbery	7
4th	Homicide/Assault	7
15th	Burglary/Larceny	6
15th	Robbery	7
15th	Homicide/Assault	7
7th	Burglary/Larceny	6
7th	Robbery	7
7th	Homicide/Assault	9
6th	Robbery	4
6th	Homicide/Assault	4
8th	Burglary/Larceny	2
8th	Robbery	2
8th	Homicide/Assault	5
12th	Robbery	4
12th	Homicide/Assault	3
13th	Homicide/Assault	4
TOTAL	Burglary/Larceny	21
TOTAL	Robbery	31
TOTAL	Homicide/Assault	39

## 2. IMMEDIATE ACTIONS TAKEN

During the period of observation, it was readily apparent that certain conditions required immediate action. These conditions were brought to the attention of the Chief of Detectives and action was initiated. The areas of concern where this course of action was taken are:

1. Investigation of Motor Vehicle Homicide
2. Referral of leaving the scene of accidents cases to detectives in every instance
3. The duplication of effort in Missing Persons cases being referred to the Burglary/Larceny Squads and the Missing Persons Unit.
4. The need to examine the numerous assignments of warrant to detectives for execution (and elimination of the Fugitive Squad) in light of the manpower commitment made to the Court Division.
5. The need for statistical summaries which supply results achieved on cases assigned to detectives for further investigation (case status report).
6. The need for an activity report and daily projected task list.

## MOTOR VEHICLE HOMICIDES

The current procedure relative to vehicle accidents resulting in deaths or injuries likely to result in death is cumbersome and should be streamlined to avoid duplication of effort, to centralize responsibility, and to save manpower lost in unnecessary court appearances.

The present procedure requires a member of the Highway Patrol to conduct one phase of the investigation and a detective to conduct interviews of witnesses and principals. Basically, the detective is responsible for taking statements from the parties involved and any witnesses regarding culpability, negligence, and any violations of law. The Highway Patrolman takes statements from the operator regarding the condition of the vehicle, his actions prior to the incident, tests the vehicle, and surveys and photographs the scene. This division of responsibility for handling different aspects of the case often leads to duplication and overlapping investigations. The duplication of effort is further compounded when the case gets to court. In every instance where the subject of the investigation dies (82% of the cases which occurred during the first ten months of 1972), the matter must be presented to a court of law whether summary police action was taken or not. Because detectives handle one phase of the investigation and A. I. S. technicians handle another phase, both must be present at the initial and all subsequent court appearances.

An average of three and one-half manhours were expended by detectives on the initial investigation of motor vehicle homicides (at

the scene and in the squad office). The Detective Bureau handled 590 motor vehicle homicide cases for the first ten months of 1972. This accounted for 2065 manhours expended on initial investigations. This 2065 does not include subsequent court time.

An analysis of the police action taken on these cases for the first 10 months of this year reveals 29 incidents where summary police action was taken. Of these, 19 arrests were made at the scene by uniform service, 10 by Homicide/Assault detectives, and none by Highway Patrol personnel. Detective arrests are made upon the basis of Highway Patrol investigations regarding the condition of the vehicle (faulty equipment, etc.) or statements of witnesses regarding a violation of law by one of the operators (disobey a traffic signal, etc.).

Historically, it has been the responsibility of detectives to interview all witnesses and take statements. Our present procedure for handling motor vehicle homicides is nothing but a hold-over from this outmoded method of thinking. These cases are basically traffic incidents and should be handled as such by Traffic experts. When the incident is criminal in nature (i. e. leaving the scene - coupled with a motor vehicle homicide) then the Detective Bureau should assist the Traffic Division in every way possible to apprehend the suspect, but the basic responsibility for the initial investigation should still rest with the Traffic Division.

We recommended that the responsibility for the investigation of motor vehicle homicides be immediately transferred to the Traffic Division. This would allow homicide detectives to devote more time

to the investigation of criminal homicides.

On December 27, 1972 a memorandum (Appendix C) was prepared from the Chief of Detectives to the Police Commissioner which recommended all motor vehicle homicide investigations be handled by the Highway District Accident Investigation Squad.

On December 27, 1972 the report was forwarded by the Police Commissioner to the Chief Inspector for immediate implementation. Effective December 28, 1972, Highway District Accident Investigation Squad assumed full responsibility for the investigation of motor vehicle homicides.

#### LEAVING THE SCENE INVESTIGATIONS

The effective utilization of all the Department's resources requires that the Department make better use of patrolmen in the preliminary investigative process in order to cut down on unnecessary referrals to detectives. It became clear in the course of this project that members of the patrol service and the Detective Bureau should exercise more independent judgment on when a case coming to their attention requires further investigation.

This study has found that almost 12% of all cases assigned to detectives during our observation period dealt with violations of the Vehicle Traffic Law relating to leaving the scene of accidents. These cases constituted 23% of the numerical case workload of the Burglary/Larceny Squads and consumed an average of 1 hour and 30 minutes for each such investigation.

There are virtually no criminal prosecutions resulting from these reports. This is due to several factors:

- . Complainants often only have very sketchy information.
- . There are no witnesses to the incident.
- . No one can identify the operator of the vehicle. A report to the police is made only at the insistence of the complainant's insurance company.

The latter reason seems to be the most prevalent. The insurance companies require that every claim against their company be reported to the police. However, there is no need for every one of these cases to be referred to detectives for further investigation, especially if the complainant is reluctant to prosecute. Even if criminal prosecution is desired, there is often no one who can identify the operator of the vehicle (in 47% of our observed cases).

There is little that can be done in cases where the complainant has the full license plate number of a vehicle that left the scene of an accident but cannot identify the operator. While the owner of the vehicle may be civilly liable, he is not criminally liable. Basically, the extent of the investigation by the assigned detective in these cases consists of nothing but obtaining the name and address of the registered owner, giving it to the complainant, and referring him to civil court and his insurance company.

By referring these cases to detectives, we do nothing but inconvenience the public and decrease the Department's overall effectiveness by removing detectives from their primary function of felony investigations. In addition, this practice increases the

Department's paperwork because a needless referral to a detective requires the preparation of at least one more supplementary complaint report. This last reason should not only be considered in light of the time necessary for the detective to prepare a subsequent report. We must also consider the time required to process this additional report at the Arrest and Crime Coding Section, Electronic Data Processing Division, and the Crime Analysis Section.

Lastly, and most important, we must consider the corruption potential inherent in this practice of referral where no investigation is possible. While the police may know that the owner of a car is not criminally liable, the public doesn't. After an owner has been identified, there is a tremendous potential for a "score". The detective can tell the registered owner that he is going to let him off the hook and not arrest him and only refer the complainant to civil court. This is all he could have done anyway.

To better serve the public and increase the efficiency of the Department, the following procedure for handling Leaving the Scene investigations is recommended:

- a. In all cases involving minor injury and/or property damage, a preliminary investigation should be conducted by a member of the Patrol Services Bureau.
- b. In those cases where a complainant or witness cannot identify the operator of the vehicle but a New York State license plate number is obtained, the member of the service receiving the complaint should:

- . Prepare PD 313-152
  - . Ascertain if the errant auto has been stolen from the Stolen Property Inquiry Section
  - . Make inquiry to the Information Section and record the name and address of the registered owner on the PD 313-152
  - . Give the information to the complainant and request him to receipt the PD 313-152
  - . The case should be closed as "Referred to Court".
- c. In those cases where the circumstance is as above, except that the vehicle is registered in another State, the Station House Supervisor or his designee should request the information through the Correspondence Section from the offender's State. The original PD 313-152 should be marked "closed". The precinct copy of the PD 313-152 shall not be filed until the complainant is apprised of the returned information from the Correspondence Section. A notation indicating the time of notification and person making same should be shown on the PD 313-152 before filing. If no reply is received within 72 hours, a second request should be sent through the Correspondence Section.
- d. In cases where there is no information or partial information that cannot be verified, the case should be closed by the recording officer.
- e. In those cases where there is a complete or partial registration given, and the complainant or witnesses can identify the operator of the vehicle, the case should be referred to the Burglary/Larceny Squad of the District concerned. Every effort will be made by the assigned detective to make a summary arrest in these cases.

On January 10, 1973, the Chief of Detectives prepared a report (Appendix D) to the Chief Inspector regarding leaving the scene of accident cases. This report has been forwarded to the Patrol Services Bureau for study regarding methods of implementation.

#### MISSING PERSONS INVESTIGATIONS

Over 10% of all cases assigned to detectives during our observation period were missing persons cases which consumed an average of one hour and 50 minutes for each such investigation. In 96% of these cases, the missing person returned, although in 83% of these cases the return was only indirectly attributable to detective action.

In "Missing Person/Unidentified Cases" a dual investigative responsibility is mandated by present Rules and Procedures. Reported cases are "caught" by appropriate detectives in district squads in addition to Missing Persons Squad investigators. This co-extensive responsibility is counter-productive, particularly when we consider that singular detective responsibility exists in the investigation of major crimes. The present dual responsibility necessitates duplicate notification by the Patrol Bureau, duplicate report preparation, and duplicate investigative effort.

Investigation of missing person cases should become the sole responsibility of the Missing Persons Squad. Co-extensive investigation with detective field units should be eliminated.

Under the proposed procedure, precinct commands would report all such complaints directly to the Missing Persons Squad, as they are presently doing, and bypass the former method of also reporting the same complaint to a district squad. The elimination of dual investigative responsibility would necessitate that the Patrol Services Bureau conduct the preliminary field investigation of reported cases.

All investigations conducted by the Patrol Services Bureau should be reviewed by the desk officer/station house supervisor.

The exceptions to this proposed procedure would be in those cases of a lost child under seven (7) years of age, a retarded missing person over seven (7) years of age, or person absent under suspicious circumstances indicating involuntary disappearance. These cases require immediate response by a field unit detective and the patrol force to the place of occurrence. These cases require a dual investigation and dual responsibility of the field unit and the Missing Persons Squad as is presently done. When a person reported missing or unidentified is found to be the subject of a crime, the Missing Persons Squad should provide support service to the detective unit charged with the investigation. Any assistance provided in homicide or other criminal situations should be coordinated and controlled by the field superior officer in charge of the investigation.

The problem of missing persons investigations was brought to the attention of the Chief of Detectives early in the course of analysis of the project data. At his direction, a feasibility study of turning all missing persons investigations over to the Missing Persons Squad was undertaken by that squad. A report (Appendix E) was prepared by the Commanding Officer, Missing Persons Squad and has been approved. This procedure will be implemented by March 1, 1973.

#### ELIMINATION OF FUGITIVE SQUAD AND ASSIGNMENT OF WARRANTS TO DETECTIVES FOR INVESTIGATION

In the course of this study, the observers noted that field detectives were receiving a number of warrants for execution. A special survey of all Detective Districts was undertaken to examine the number of warrants assigned, arrests effected, and warrants returned no results, as shown in Table 2.

The problem of warrants and the Fugitive Squad was brought to the attention of the Chief of Detectives. At his direction, the Commanding Officer, Special Investigations Division was directed to look into the possibility of eliminating the Fugitive Squad. A report and recommendation (Appendix F) was submitted to the Chief of Detectives on January 24, 1973.

After conferral with the Court Division and perusal of the report as submitted by them, a second report was prepared for the Chief of Detectives and forwarded to the Chief Inspector (Appendix G). The Acting Chief Inspector has indicated the need to undertake an in-depth study of the situation.

TABLE 2  
WARRANT SURVEY

January 1, 1972 To November 30, 1972

<u>Command</u>	<u>Warrants Received</u>	<u>Arrests</u>	<u>Warrants Returned</u>
<u>Boro Man.</u>	1419	283	1136
1st DD	221	60	161
3rd DD	215	60	155
4th DD	169	30	139
5th DD	412	57	355
6th DD	402	76	326
<u>Boro Bronx</u>	1594	253	1331
7th DD	862	108	744
8th DD	560	91	469
9th DD	172	54	118
<u>Boro Brooklyn</u>	3254	630	2624
10th DD	358	80	278
11th DD	436	86	350
12th DD	706	105	601
13th DD	1005	207	798
14th DD	749	152	597
<u>Boro Queens</u>	727	132	595
15th DD	103	19	84
16th DD	453	90	363
17th DD	171	23	148
<u>Boro Richmond</u>	79	15	64
<u>CITY WIDE TOTALS</u>	7073	1313	5760

PERCENTAGE OF ARREST: 18.6%

CASE STATUS REPORT

To provide the Police Commissioner, Chief of Detectives and subordinate commanders with information on results achieved by detectives on assigned cases, recommendations for a case status report were developed (Appendix H). This report will be machine produced, utilizing detectives to code results on supplementary complaint reports. This data will be retrieved by the Arrest and Crime Coding Section and a computer print-out generated by the Electronic Data Processing Division. The preliminary work has been completed and it is anticipated that detectives will start coding supplementary complaint reports on all cases that originate after 0001 hours, March 1, 1973. The first report will be produced by April 15, 1973. (See Exhibit 3 - proposed detective case status report.).



DAILY PROJECTED TASK LIST  
AND  
DAILY ACTIVITY REPORT

The need to assign observers to field commands for the purposes of this study pointed up the need for more accurate reporting of how a detective spends his time. Field detectives are now required to record where they spend their time in their memo books (PD 112-141), but the format and information they are required to enter does not lend itself to analysis. In addition, there is a need for better daily planning by detectives.

Recognizing the need for better activity reporting, the Research and Planning Section of the Detective Bureau undertook the task of developing a better format for activity reporting.

The formats for the Daily Projected Task List and Daily Activity Report were developed and submitted to the Chief of Detectives and Chief Inspector for approval and are now being field tested.

The Daily Projected Task List will be prepared in duplicate (using carbonless paper). The duplicate will be given to the supervisor at the beginning of the tour, showing how the detective plans to spend his day. The original will be retained by the detective and will serve as his guide for his daily activity. He may deviate from his projected task list but must notify his supervisor prior to or immediately after such deviation. He will record the actual activities performed in his Daily Activity Report for review by his supervisor.

The original report of the Chief of Detectives to the Chief Inspector regarding activity reporting is attached as Appendix I. The final format that was developed and which is being field tested is illustrated in Exhibit 4.



3. STATISTICAL FINDINGS

Four hundred and forty-eight cases were investigated and closed by the detectives under observation during the period of our field research. These cases have been partially analyzed to determine the average time expenditure as a function of crime type and type of results achieved in various aggregated time categories and by district, specialty and squad. These results are presented below. However, the analyses of the observed cases have not been completed and the results are subject to two qualifications: First, the interrelationships of the time expenditures to the number of investigative leads present at the inception of the case have not yet been examined; thus those cases or units showing more positive results with less expenditure of time may not reflect greater efficiency in using investigative time but merely the presence of more leads which make the cases easier to solve. Second, data has been collected but not yet analyzed on an additional 49 cases opened during our period of observation and not yet closed; thus the results presented below represent about 90% of the detective workload. These additional interrelationships will be analyzed and discussed in our final report.

EXPENDITURES OF DETECTIVE TIME ON DIFFERENT TYPES OF CASES

Tables 3 and 4 show the average case time for cases involving different types of crime. The average case time for all 448 cases was 4 hours and 21 minutes. As will be noted, this average varied greatly

TABLE 3  
PERCENTAGE RESULTS AND AVERAGE TIME EXPENDED BY  
DETECTIVES ON OBSERVED TYPES OF CRIME

Crime Type	Number	Percent Arrests	% Other Positive Results	BREAKDOWN OF CASE TIME IN MINUTES						TOTAL CASE TIME	
				Office Investi- gations	Field Investi- gations	Clerical & Notifi- cations	Investi- gative Travel	Arrest Pro- cessing	Travel To Booking (Qns Only)	H	M
Total All Crimes	448	15	35	30	150	29	64	297	37	4	21
Murder	2	100	0	420	2832	670	715	778	0	90	15
Attempted Homicide	3	67	0	37	458	88	242	505	0	19	22
Investigation D.O.A.	9	N/A	89	28	70	16	77	0	0	2	30
Aided & Investigation Aided <sup>2</sup>	13	8	62	29	69	17	60	0	0	2	15
Felonious Assault	39	36	15	23	128	18	12	239	27	5	15
Reckless Endangerment	9	22	44	36	549	81	179	557	30	14	51
Kidnapping <sup>3</sup>	1	0	100	0	225	10	90	0	0	5	25
Vehicle Homicide	3	0	67	3	67	38	103	0	0	3	31
Rape	7	14	0	31	187	36	114	150	0	5	29
Other Sex	5	20	40	15	118	25	45	200	30	6	4
Robbery and Other	14	15	2	38	224	32	64	301	12	5	49
Grand Larceny Purse	4	0	0	12	5	8	0	0	0	4	25
Investigation Gun <sup>4</sup>	11	9	27	33	89	19	52	0	0	2	47
Extortion	1	100	5	0	65	15	30	470	60	10	40
Burglary	39	5	5	18	116	36	26	67	25	3	8
Investigation Other than Aided <sup>5</sup>	10	20	30	26	54	28	32	0	0	1	50
Arson	1	0	0	25	20	0	10	0	0	1	55
Leaving The Scene	53	2	83	33	19	17	32	90	0	1	30
Missing Person	47	0	96	25	107	17	17	0	0	1	50
Criminal Mischief	11	20	50	18	61	26	30	449	0	2	15
Criminal Possession <sup>6</sup>	1	100	-	0	100	10	60	315	0	8	5
Abandonment of Child	1	100	-	40	85	25	80	160	0	6	30
Harassment	6	0	67	20	42	16	27	0	0	1	26
Menacing <sup>7</sup>	2	33	0	26	88	23	123	265	0	5	23
Forgery	2	50	0	17	110	20	75	195	30	5	35
Criminal Trespass	1	0	0	0	15	25	20	0	0	1	12
Simple Assault	20	35	55	24	62	21	50	184	4	3	6
Warrants	5	60	0	16	74	12	112	150	10	5	12
Petit Larceny	11	27	27	16	47	12	35	97	0	3	54
Grand Larceny	10	0	10	15	47	12	29	150	0	1	4

TABLE 3

NOTES:

N/A - Not Applicable

1. The averages in the case activity time expenditure categories were taken over the number of occurrences of the activity. Hence, the category sub-totals do not usually add up to average case time, which is the total time spent divided by the number of cases.
2. Although one arrest was made, no arrest processing time is shown because an appearance ticket was issued.
3. This case shows field investigative time expended without any investigative travel because in-person interviews, even if held in the station house, were counted as field investigation.
4. This category shows 1 arrest but no arrest processing time because the investigating officers checked with the Narcotics Division and discovered an outstanding warrant. The arrest was made by officers of the Narcotics Division after the initial investigation.
5. This category shows arrests but no arrest processing time because one arrest was made by the uniformed force after the initial investigation and the other arrest of an escapee was made by the Department of Correction.
6. This arrest was a pick-up arrest by the uniformed force.
7. Positive results other than arrest were noted when one perpetrator was identified but the complainant refused to press charges.

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TABLE 4

PERCENTAGE RESULTS AND AVERAGE TIME EXPENDED BY DETECTIVES \*  
ON MAJOR CATEGORIES OF CRIME

Crime Category	Number	Percent Arrests	% Other Positive Results	BREAKDOWN OF CASE TIME IN MINUTES						TOTAL CASE TIME	
				Office Investi-gations	Field Investi-gations	Clerical & Notifi-cations	Investi-gative Travel	Arrest Pro-cessing	Travel To Booking (Queens)	Hrs.	Min.
Murder, Att. Homicide Investigate D.O.A., Motor Vehicle Homicide	17	24	70	83	758	126	251	641	0	15	25
Rape, Other Sex	12	17	17	30	158	32	85	175	15	5	30
Felonious Assault, Simple Assault, Reckless Endangerment, Menacing, Harassment	23	30	32	25	137	27	94	253	18	5	22
Robbery, Grand Larceny Purse, Extortion	19	15	17	38	222	31	63	310	15	5	49
Burglary, Criminal Mischief, Criminal Possession, Criminal Trespass	52	13	15	19	100	33	27	148	13	2	57
All Other Investigations (Investigate Aided & Aided, Investigations other than Aided, Investigation Gun, Leaving Scene, Missing Person, Abandonment of Child, warrants)	140	7	73	29	85	19	43	78	3	1	57
All Larcenies (Grand, Petit)	21	14	19	15	68	15	32	97	0	2	

\* The averages in the case activity expenditure categories were taken over the number of occurrences of the activity. Hence, the category sub-totals do not usually add up to the average case time, which is the total time divided by the number of cases.

according to the type of crime and may be inaccurate because some types of crime, notably murder and attempted homicide and sex crimes, which take much longer amounts of time for investigation, are insufficiently represented in the observed case sample. The average is also inaccurate because of the 49 cases not closed during our observation period.

Clearly, 4 hours and 21 minutes is insufficient time to conduct a meaningful investigation. This short average time is brought about by two factors. One factor is the many types of cases being referred on which little or no investigation is possible and little time is therefore expended. The second factor is the large amounts of available time which the Detective Bureau is forced to devote to matters other than investigations. For example, the method of operation of our present court system inhibits and penalizes the good detective and the good squad. The better they are, the greater the number of investigations that are successfully concluded; this requires more time to be spent in subsequent court appearances, thereby reducing the amount of time available for investigations.

RESULTS ACHIEVED VS. DETECTIVE TIME EXPENDED ON DIFFERENT TYPES OF CASES

To understand the variations in case time among the different types of crime, it is necessary to examine the time expended in relation to the results achieved as shown in Tables 5, 6, & 7. As indicated in Table 5, cases with arrests by detectives consumed an average of

CRIME TYPE	TYPE OF RESULTS		BREAKDOWN OF CASE							TOTAL CASE TIME	
	NUMBER OF ARRESTS	NUMBER WITH OTHER POSITIVE RESULTS	OFFICE INVESTIGATION	FIELD INVESTIGATION	CLERICAL AND NOTIFICATIONS	INVESTIGATIVE TRAVEL	ARREST PROCESSING	TRAVEL TO COURT (QUEUES)	CASES WITH ARRESTS	CASES WITH OTHER POSITIVE RESULTS	CASES WITHOUT POSITIVE RESULTS
PIRACY	2	0	420	0	232	0	715	0	30	0	0
ATTEMPTED HOMICIDE	2	0	45	0	42	0	32	0	27	15	0
INVESTIGATE D.O.A.	2	0	0	0	0	0	0	0	0	0	0
INVESTIGATE ANGRY	1	0	0	0	0	0	0	0	0	0	0
FELONY'S ASSAULT	14	8	50	12	40	11	80	0	3	10	0
BECKLESS EMPLOYMENT	2	0	35	18	159	66	144	0	10	7	0
KIDNAPPING	2	0	150	20	115	117	132	0	52	6	0
VEHICULAR HOMICIDE	0	1	0	0	0	0	0	0	0	0	0
RAPE	0	1	10	0	40	0	40	0	4	0	0
OTHER SEX	1	0	25	12	235	117	70	0	10	5	0
ROBBERY + OTHER	17	2	29	10	396	74	74	0	12	52	0
GRAND LARCENY PART	0	2	0	0	0	0	0	0	0	0	0
INVESTIGATION CIVIL	1	0	90	15	240	0	30	0	7	15	0
EXTORTION	1	0	0	0	45	0	0	0	10	40	0
BUREAU	1	0	0	0	0	0	0	0	0	0	0
INVESTIGATION OTHER	2	0	32	0	30	28	20	0	8	0	0
ALSO	2	0	0	0	0	0	0	0	2	32	0
LEAVING THE SCENE	0	3	40	31	30	24	40	0	4	10	0
MISSING PERSON	0	4	0	29	0	11	0	0	0	0	0
CRIMINAL NUISANCE	1	0	7	12	53	40	31	0	12	13	0
CRIMINAL POSSESSION	1	0	0	0	100	0	40	0	8	5	0
ABANDONMENT OF CHILD	1	0	40	0	85	0	80	0	6	30	0
HARASSMENT	1	0	0	0	0	0	0	0	0	0	0
HENRACING	2	0	28	0	150	0	62	0	9	5	0
FORGERY	1	0	20	0	0	0	0	0	0	0	0
CRIMINAL TRESPASS	0	1	0	0	0	0	0	0	0	0	0
SIMPLE ASSAULT	7	0	15	27	68	0	51	0	5	18	0
WARRANTS	0	3	0	0	0	0	0	0	5	4	0
PETIT LARCENY	3	0	25	12	30	0	103	0	4	11	0
GRAND LARCENY	0	1	0	10	82	46	37	0	0	0	0
TOTAL	68	17	223						13	14	36

TABLE 5

TIME EXPENDED BY TYPE OF RESULTS ACHIEVED

Type Result	Number	% Of Total	BREAKDOWN OF CASE TIME IN MINUTES						Total Case Time
			Office Investigations	Field Investigations	Clerical & Notifications	Investigative Travel	Arrest Processing	Travel To Booking (Queens)	
Arrest by Detective	56	12.5	34	360	53	127	296	16	14 hrs 46 min
Arrest by Other	11	2.4	24	146	32	42	0	0	4 4
Total Arrests	67	14.9	32	325	50	113	247	13	13
Not Cleared	223	50.0	23	118	28	40	0	0	3 19
Referred To Other Agency	57	12.7	29	29	22	32	0	0	1 52
Missing Person Returned	43	9.6	23	59	15	16	0	0	1 53
Other Results	41	9.1	13	38	14	33	0	0	1 38
Unfounded	17	3.7	10	54	24	26	0	0	1 54
Total Positive Results Other Than Arrest	158	35.1	21	42	18	27	0	0	1 48

TIME EXPENDITURES VERSUS TYPE OF RESULTS FOR EACH CRIME TYPE

AGGREGATED CRIME TYPE	TYPE OF RESULTS			BREAKDOWN OF CASE TIME IN MINUTES						TOTAL CASE TIME		
	NUMBER OF ARRESTS	NUMBER OF OTHER POSITIVE RESULTS	NUMBER WITHOUT POSITIVE RESULTS	OFFICE INVESTIGATION	FIELD INVESTIGATION	CLERICAL AND NOTIFICATIONS	INVESTIGATIVE TRAVEL	ARREST PROCESSING	TRAVEL TO BOOKING (QUEENS)	CASES WITH ARRESTS	CASES WITH OTHER POSITIVE RESULTS	CASES WITHOUT POSITIVE RESULTS
MURDER, ATTEMPTED HOMICIDE INVESTIGATE DOA MOTOR VEHICLE HOMICIDE	4	10	3	258 11 63	1748 88 163	392 16 42	514 197 73	888 0 0	0 0 0	58 hr 47 min	2 hr 15 min	4 hr 17 min
RAPE, OTHER SEX	2	2	8	18 25 34	38 11 57 77	28 2 0 36	45 22 106	175 0 0	15 0 0	7 hr 19 min	2 hr 49 min	5 hr 45 min
FELONIOUS ASSAULT SIMPLE ASSAULT, RECKLESS ENDANGERMENT, MENACING, HARASSMENT	35	27	31	36 22 20	287 69 67	30 30 16	142 58 78	292 0 0	42 0 0	12 hr 14 min	2 hr 53 min	2 hr 29 min
ROBBERY, GRAND LARCENY PURSE, EXTORTION	18	2	99	28 10 39	374 75 193	27 8 32	71 0 10 6 1	372 0 0	34 0 0	12 hr 45 min	1 hr 46 min	4 hr 30 min
BURGLARY, CRIMINAL MISCHIEF, CRIMINAL POSSESSION, CRIMINAL TRESPASS	6	8	39	9 21 20	143 44 103	20 17 38	31 28 26	178 0 0	40 0 0	6 hr 1 min	1 hr 29 min	2 hr 54 min
ALL OTHER INVESTIGATIONS INVESTIGATE AIDED AND INVESTIGATION OTHER THAN AIDED, INVESTIGATION GUN, LEAVING SCENE, MISSING PERSON, ABANDONMENT OF CHILD, WARRANTS	9	105	26	36 26 36	252 61 67	37 17 20	84 37 49	145 0 0	3 0 0	4 hr 26 min	1 hr 51 min	2 hr 12 min
ALL LARCENIES GRAND LARCENY PETIT LARCENY	3	4	14	25 12 15	82 42 68	15 12 16	37 55 26	145 0 0	0 0 0	4 hr 11 min	1 hr 10 min	1 hr 45 min

14 hours and 46 minutes, compared to the 3 hours and 19 minutes expended on the average case not cleared, and 1 hour and 48 minutes consumed on the average case in which positive results other than arrest were achieved.

As shown in Table 3, one hundred and fourteen robbery cases consumed an average of 5 hours and 49 minutes. At first glance, this seems totally inadequate. However, as shown in Table 6, arrests were made in 15% of the robbery cases, and each case involving an arrest required an average of 12 hours and 52 minutes of which an average of 6 hours and 8 minutes were consumed in arrest processing. This contrasts with an average of 1 hour and 46 minutes expended on two unfounded cases shown under "other positive results" and an average of 4 hours and 20 minutes expended on 95 uncleared cases. Moreover, as shown in Table 6, the average field investigative time was almost twice as great in cases with arrests as in uncleared cases and the differences in the other time expenditure categories between cases with arrests and uncleared cases are on the order of 150%. It seems likely that those cases with useful leads are being pursued and adequate amounts of time expended on them, although we will not be able to tell, until our analyses of the investigative lead data is completed.

Thirty-nine felonious assault cases (Table 3) consumed an average of 5 hours and 15 minutes. This average was elevated by the fact that arrests occurred in 14 of these cases, and each such case involving an arrest required an average of 10 hours and 7 minutes

to complete, of which 4 hours and 38 minutes were arrest processing time. This contrasts with an average of 2 hours and 45 minutes spent on the uncleared cases and an average of 1 hour and 48 minutes spent on the 6 cases with other positive results in which the complainant did not cooperate or refused to pursue prosecution.

Twenty-one grand and petit larcenies consumed an average of 2 hours each as shown in Table 4. However, in the 3 cases where an arrest occurred (Table 7), the average case time expended was 4 hours and 11 minutes with an average 2 hours and 25 minutes of this spent on arrest processing.<sup>1</sup> This contrasts with an average of 1 hour and 45 minutes on the 14 cases without arrests and an average of 1 hour and 10 minutes on the 4 cases with other positive results.

The six categories shown as "All Other Investigations" in Table 4 consumed an average of 1 hour and 57 minutes. Again, the 9 cases with arrests required an average 4 hours and 26 minutes compared to an average of 1 hour and 51 minutes for the 105 cases where other positive results were achieved and an average of 2 hours and 12 minutes for the 26 uncleared cases.

#### CASE TIME EXPENDITURES IN DIFFERENT ACTIVITY CATEGORIES

The expenditures of time on cases were examined in terms of six major categories of detective activities, aggregated from the 21

<sup>1</sup> In one of these cases, an appearance ticket was issued.

activity categories in which time data were collected as shown in Exhibit 5. The times expended in these activity categories were averaged over the number of instances in which that activity occurred, instead of over all the cases. This is why the average times in the six activity categories do not add up to the case time average. Thus, the "average" case involved 30 minutes of office investigation (in 78% of all cases), 150 minutes of field investigation (in 82% of all cases), 29 minutes of clerical and notification activities (in 98% of all cases), and 64 minutes of investigative travel (in 73% of all cases), 297 minutes of arrest processing (in 12% of all cases), and 37 minutes of travel to booking in Queens (in 5% of all cases).<sup>1</sup>

As shown in Table 3, there are wide variations in the amount of time devoted to each category of activity depending on the type of case.

The time of office investigations can generally be separated into two groups: murders in which office investigation time consumes several hours; and all other cases in which the office investigation requires on the order of one-half hour.

<sup>1</sup> These figures do not reflect the 11 arrests made by non-detectives.

Code #	Data Collection Category	Approximate Time Category
1	Case Planning and Preparation	Office Investigation
2	Case Discussion with Other Detectives	
3	Review of Case with Superior Officers	
4	Interview Witnesses by Telephone	
5	Interview Complainant(s) by Telephone	
6	Other Telephone Investigations	
7	Interview Complainant(s) in Person	Field Investigation
8	Interview Witnesses in Person	
10	Falls and Stake Outs	
11	Other Field Investigation	
14	At Other P.D. Units	
15	At Other Government Units	
20	Investigative Conference with Assistant District Attorney	Clerical and Notifications
21	Other Investigative Activity (Specify)	
9	Official Notifications, Alarms etc.	
12	Typing Forms (other than arrest), Clerical Duties	Travel Time
16	Travelling Pursuant to Investigation	

<u>Code</u>	<u>Data Collection Category</u>	<u>Assigned Time Category</u>
17	Interview Suspect and/or Prisoner )	Arrest Processing
18	Arrest Processing at Squad Office )	
19	Other Arrest Processing (Photo, I.D. etc.) )	
	Time Spent Travelling with Prisoner ) Preceding Codes 17, 18, 19 )	Travelling with Prisoner for Booking

The time for field investigations (exclusive of travel) seems to separate into five categories: murders<sup>1</sup> in which the field investigation consumes more than one man week, attempted homicide and reckless endangerment in which the field investigation requires on the order of a man-day; robbery, kidnapping, and rape in which the field investigation consumes on the order of one-half a man-day; aided, burglary, forgery, criminal possession and grand larceny in which the investigation consumes 1 1/2 to 2 1/2 hours; and all other cases in which the field investigation consumes an hour or less.

Clerical time and notifications generally consume one-quarter to one-half an hour. However, it should be noted that some of our observed detectives were doing typing of reports at home. This was necessitated by lack of typewriters, lack of space and frequent interruptions. The present district squads are occupying space which was originally designed for precinct squads, which were generally 1/3 to 1/4 of their size. In these instances, an estimate of the time necessary to prepare the report was added to this category by the observers.

Investigative travel and arrest processing varied widely as shown, but these results cannot be interpreted until an analysis is made on a district (rather than a crime type) basis. Preliminary indications are that this is more a function of where it occurred rather than crime type.

<sup>1</sup> The time required for the two cases in this sample represent the barest minimum necessary for a homicide investigation. In both cases, the identity of the perpetrator was known at the outset of the case.

The effect of central booking in Queens is that the total arrest processing takes an average of 4 hours and 50 minutes there, as compared to an average of 5 hours and 28 minutes elsewhere, resulting in a saving of 38 minutes per case.

Cases generally fall into five categories: murders which require more than two man-weeks; attempted homicides, reckless endangerment, extortion, and criminal possession cases which consume between one and three man-days; felonious assault, kidnapping, rape, other sex, robbery, abandonment of child, menacing, forgery, and warrant cases which consume more than one-half man day but less than one man-day; aided investigations, vehicular homicides, gun investigations, burglary, criminal mischief, and simple assault cases which consume 2 hours to 4 hours; and all other cases which generally consume 1 to 2 hours, except pocketbook snatch cases on which an average of 25 minutes is spent because of the lack of investigative leads.

#### 4. ALLOCATION OF DETECTIVE MANPOWER

##### Investigative Man-Days Available to the Detective Bureau

At present, the Detective Bureau has 1,812 men assigned to the investigative units in the field. At 213 working days per man per year<sup>1</sup>, this gives a figure of 385,956 investigative man-days per year. When the 8.9 average number of days of sick leave per detective (for 1972) are considered, 16,127 man-days (4% of the total) must be subtracted, leaving 369,829 available investigative man-days.

Of the 369,829 working investigative man-days available to the specialized squads, a sizeable proportion is spent on other than investigative activity on assigned cases as noted in Table 8: 34,072 man-days (9%) were spent in court in 1972; 26,348 man-days (7%) were spent on special details and plants; 23,678 man-days (6%) were spent on dispatcher duty; 19,777 man-days (5%) were spent on permanent clerical duty; and 21,591 man-days (5%) were spent on other duties.<sup>2</sup> These various duties accounted for 125,467 man-days of 32.5% of the total available investigative days. We estimate that assignments of men to the night watch should have used an additional 18,615 man-days or 5% of the available investigative man-days.

1 Vacations and holidays have been subtracted from this total.

2 Other duties include: District Attorney assignments, cycle shooting, medical unit assignments, departmental investigations, stake-outs, detective training programs, guarding material witnesses, and pre-promotional training courses.

It should be pointed out that Table 8 was compiled from the monthly reports submitted to the Chief of Detectives by each specialized squad in 1972. Most of these reports are estimated, at best, on the basis of Detective Memo Books, and it must be recognized that these are not 100% accurate. Thus, it is clear that these monthly reports are somewhat inaccurate. For example, they show 23,678 man-days spent on permanent dispatcher duty, whereas a survey taken on January 31, 1973 (Table 11) shows 78 detectives assigned to dispatch duty, which amounts to 28,470 man-days or 7% of the total detective time. However, since this latter figure includes permanent as well as temporary dispatch assignments, it is impossible to evaluate the degree of error. Similarly, the January 31st survey showed 98 detectives assigned to pure clerical duty, which would amount to 20,874 man-days as contrasted to 19,777 reported.

We have used these reported figures not because we believe them, but because we have no better information available. Until better information is obtained through additional studies, proposed in Section 6 of this report, all conclusions about manpower allocation must be regarded as tentative.

Detective Man-Days Used by the Detective Bureau

Data collected in the course of this project can be used to estimate the investigative man hours used by the Detective Bureau. The number of complaints handled by the Bureau in 1971 (223,410) can

TABLE 8

DETECTIVE 1972 - MONTHLY MAN-DAYS REPORT - DISPATCHER, CLERICAL, PLANTS & OTHERS

Month #	Total Man-Days Reported	Total Man-Days Dispatches, Plants	Total Man-Days Dispatcher	Total Man-Days Clerical	Total Man-Days Other
January #	2839	2190	1973	1648	1799
February #	2839	2196	1973	1648	1799
March	3114	2235	2111	1739	2111
April	3060	2332	2113	1620	1760
May	3009	3008	1964	1900	2447
June	2795	2243	1968	1664	1339
July	2888	1809	2023	1619	1389
August	2704	2221	1883	1772	1551
September	2604	2007	1630	1597	1594
October	2995	2294	1908	1616	2094
November	2957	2250	1899	1598	1907
December	2382	1557	2003	1357	1671
TOTAL	34072	26348	23678	19777	21591

\* Statistics for months of January and February are not available and have been approximated, based upon the average monthly percentage for which months statistics are available.

Other duties include the following:

- U.A. Assignments
- 3370 (snootgun course, cyclic shooting)
- Medical Unit - limited duty

- Department Investigations
- Stareouts
- Training Programs
- Guarding Material Witnesses

be multiplied by the average case time (261 minutes) to estimate the number of man-days required. Using this approach, we find that 138,833 man-days were required to handle investigations. A more refined approach has been taken which multiplies each squad's caseload in each crime type by the average amount of time required to handle a case of that type to derive the required manpower for the squad (Table 9). This approach resulted in an estimate of 153,360 man-days used for investigation.

#### Accounting For The Difference Between Man-Days Available and Man-Days Used

Thus far, investigations, related activities, and down time have accounted for 313,569 man-days. This raises the question of what happened to the remaining 72,388 man-days which constitute almost 19% of the Detective Bureau's annual field investigative capability of 385,956 man-days. We do not have a complete explanation, but we can suggest five general reasons why the above calculations of investigative time requirements may be very inaccurate.

First, time spent on major investigations, such as the Black Liberation Army investigation, the organized crime homicides, and the Hotel Pierre robbery, is not consistently reflected in the data collected by the Bureau and shown in Table 8. Even a few cases of this type could account for 78,351 man-days.

Second, the necessity for covering the chart may result in some "lost time". The Chief of Detectives has discussed this issue

at borough and district conferences and has taken the position that working charts are only a guide and should not be considered as inflexible. This position should be formalized and squad commanders should adopt more flexible working schedules depending on local needs.

Third, those cases referred to in the introduction to Section 3 which were not closed out during our observation period accounted for 11% of the workload and have required (to date) an average of 412 minutes each. Preliminary calculations indicate that these calculations might account for another 3% of the total available man-days.

Fourth, as has been pointed out above, the average case time for cases of murder, attempted homicide, and rape could be substantially in error because insufficient data was collected on these types of crime. We really won't know the magnitude of the error in the present data until the special study of homicides is conducted as proposed in Section 6.

Finally, all productivity studies have shown that all operations involve some waste of time. No one works productively 100% of every working day; 19% is not an especially high figure for lost time by detectives.

#### Allocation of Manpower to Borough Commands, Districts, and Squads

The projected investigative man-minute requirements for 1973 for each detective squad can be derived from the number of cases anti-

culated of each type in the squad and the time required to process each type of case, as derived in this study. Division of the man-minute investigative time requirements by 7 hours per day times 60 minutes per hour or 420 man-minutes per man day converts the man-minute requirements to man-days; division of the man-days by 213 man-days per man year converts the investigative man-day requirements to annual investigative manpower requirements. The investigative manpower can then be multiplied by a percentage for each squad, which accounts for the relationships between investigative time and court time, details, plants, other miscellaneous duties, night duty, and sick leave to obtain the manpower requirements for the total squad complement.

Illustrative calculations of this sort have been carried out using 1972 caseload data (without projections for 1973) and one percentage (76.1%) for all squads to account for time spent on other duties. The results are shown in Table 9. Addition of the required number of dispatch personnel, proposed in Table 11, and of the number of clerical officer personnel now assigned completes the calculation of the squad manpower requirements as shown in Table 10.

At first glance, the results would seem to indicate that the Detective Bureau is overstaffed by almost 19%. However, this merely reflects the inaccuracies in the data used to make these calculations. It should again be noted that the original calculation of investigative manpower required is subject to the sources of error discussed above which leave 19% of the detective time unaccounted for. Hence, the

recommended personnel requirements may be in error by as much as 19% and only be taken as tentative. However, since all the calculated results would tend to be too low, they are accurate in indicating imbalances in the present squad assignments.

#### Other Approaches to Detective Manpower Allocation

Thus far, this report has concentrated on examining the time expended on various types of investigations and the implications of these findings for detective investigative manpower allocation. This analysis has suggested how manpower allocations might change generally to support the same level of results. Another approach would be to hold manpower at the present level and allocate it to field units to obtain the maximum improvements in results, but to do this we would have to understand the relationships between manpower and results. While mathematical techniques exist that could be used to allocate manpower to meet either of these extremes or alternatives in between them, our present state of knowledge about detective manning levels, time expenditures, and results would not justify this level of optimization. We are, however, providing for the collection of information that will permit more sophisticated techniques to be used.

**RECOMMENDED ASSIGNMENTS OF DETECTIVE BUREAU SQUAD PERSONNEL  
COMPARED TO PRESENT ASSIGNMENTS ILLUSTRATIVE CALCULATIONS**

UNIT	Recommended Number of Personnel <sup>2</sup>				Present Number of Personnel <sup>1</sup>			
	H/A	ROBB.	B/L	DISTRICT	H/A	ROBB.	B/L	DISTRICT
1 DD	24	27	51	107	35	38	62	135
3 DD	<u>18</u>	27	37	87	38	32	58	128
4 DD	14	24	32	74	26	33	36	95
5 DD	23	36	35	101	31	38	35	104
6 DD	43	39	<u>39</u>	<u>129</u>	45	39	29	113
BORO. MANHATTAN	<u>122</u>	<u>153</u>	<u>194</u>	<u>498</u>	<u>175</u>	<u>180</u>	<u>220</u>	<u>575</u>
7 DD	40	37	<u>62</u>	147	49	45	54	148
8 DD	22	25	<u>41</u>	<u>93</u>	28	25	37	90
9 DD	13	15	27	57	17	20	31	68
BORO. BRONX	<u>75</u>	<u>77</u>	<u>130</u>	<u>297</u>	<u>94</u>	<u>90</u>	<u>122</u>	<u>306</u>
10 DD	10	12	25	48	14	19	48	81
11 DD	<u>10</u>	18	35	68	22	23	37	82
12 DD	17	29	40	91	27	41	53	121
13 DD	26	31	<u>47</u>	112	39	39	46	124
14 DD	16	22	<u>43</u>	88	25	26	38	89
BORO. BROOKLYN	<u>79</u>	<u>112</u>	<u>190</u>	<u>407</u>	<u>127</u>	<u>148</u>	<u>222</u>	<u>497</u>
15 DD	<u>8</u>	13	24	47	19	16	35	70
16 DD	<u>17</u>	31	58	120 <sup>3</sup>	37	41	73	151
17 DD	<u>12</u>	15	35	67	26	27	41	94
BORO. QUEENS	<u>37</u>	<u>59</u>	<u>117</u>	<u>234</u>	<u>82</u>	<u>84</u>	<u>149</u>	<u>315</u>
BORO. RICHMOND	4	6	20	30	12	11	24	47
TOTAL	317	407	651	1469	490	513	737	1740

1. District and borough level clerical and dispatching personnel are shown in the district totals and borough overall totals. Also, all Squad assignments have been rounded up to the nearest man.
2. The recommended number of personnel does not reflect the 19% of available detective time, which cannot be accounted for at present. This is why the recommended strengths are generally lower than the present strength and why, in those instances in which the recommended strength is higher, the present strength should definitely be increased.
3. Six men for the Airport Hi-Jack Squad have been added in here.

 Recommended number of personnel exceeds presently assigned number of men.  
 Recommended number is less than half of presently assigned number.

TABLE 9

**CALCULATION OF RECOMMENDED SQUAD MANPOWER**

UNIT	# Required for Field Investigative Units.				# Of Men Required For Other Units <sup>1</sup>				# Required For Dispatch District	# Required For Permanent Clcl <sup>2</sup>			
	H/A	Robb.	B/L	Sub Total	H/A	Robb.	B/L	Sub Total		H/A	Robb.	B/L	District
1 DD	12	15	26	53	10	12	21	43	3	2	4	2	
3 DD	10	14	19	43	8	11	16	35	3	2	2	2	
4 DD	7	13	17	37	6	10	14	30	3	1	1	1	
5 DD	12	19	18	49	10	15	15	40	6	1	2	1	
6 DD	24	22	22	68	19	17	17	53	6	1	2	1	
BORO. MAN.	<u>65</u>	<u>83</u>	<u>102</u>	<u>250</u>	<u>53</u>	<u>65</u>	<u>83</u>	<u>201</u>	<u>21</u>	<u>4</u>	<u>5</u>	<u>9</u>	<u>8+8</u>
7 DD	21	20	23	74	16	16	26	58	6	3	1	3	
8 DD	12	14	23	49	10	11	18	39	3	1	2	2	
9 DD	6	7	14	27	5	6	11	22	3	1	2	2	
BORO. BRONX	<u>39</u>	<u>41</u>	<u>70</u>	<u>150</u>	<u>31</u>	<u>33</u>	<u>55</u>	<u>119</u>	<u>9</u>	<u>4</u>	<u>3</u>	<u>5</u>	<u>6+6</u>
10 DD	5	6	12	23	4	5	10	19	3	1	1	3	
11 DD	5	9	18	32	4	7	15	26	3	1	2	2	
12 DD	9	15	22	46	7	12	17	36	3	1	2	2	
13 DD	14	16	24	54	11	13	19	43	6	1	2	4	
14 DD	8	11	22	41	7	9	18	34	7	1	2	3	
BORO. BROOKLYN	<u>41</u>	<u>57</u>	<u>98</u>	<u>196</u>	<u>33</u>	<u>46</u>	<u>79</u>	<u>158</u>	<u>19</u>	<u>3</u>	<u>9</u>	<u>13</u>	<u>8+7</u>
15 DD	4	6	12	22	4	5	10	19	6	1	2	2	
16 DD	9	16	31	56	7	13	24	44	6	1	2	3	
17 DD	5	8	17	30	4	7	14	25	9	3	2	4	
BORO. QUEENS	<u>18</u>	<u>30</u>	<u>60</u>	<u>108</u>	<u>15</u>	<u>25</u>	<u>48</u>	<u>88</u>	<u>9</u>	<u>4</u>	<u>2</u>	<u>9</u>	<u>6+4</u>
BORO. RICHMOND	2	3	11	16	2	3	9	14					3

1. Other duties include Details, Planting, Night Watch, other miscellaneous activities, and Sick Leave and require 76.1% as much as investigations.
2. All Patrolmen assigned to District and Borough Offices are shown as permanent clerical.
3. These allocations still reflect time for Burglary/Larceny Squads to work on Missing Persons and Leaving the Scene Investigations.
4. The total on the left is the sum of the District personnel. The figure on the left after the plus sign is additional personnel assigned at the Borough level.
5. Does not include Sergeants for dispatch. (3x17=51 Sergeants)
6. Note % figures rounded up in all cases.

## 5. IMPROVING RESULTS

As the study has progressed to date, some of the directions for improving the results achieved by detectives have become apparent. These suggestions for change are discussed below.

### MEASURING PRODUCTIVITY

If detective productivity is to be improved, we must first have an accurate basis for its measurement. Present statistics compiled by the Department are deficient in this respect. Tables 3 and 4 show the results achieved by detective time expenditures on different types of cases. One result shown is that detectives made arrests in 12% of all observed cases.<sup>1</sup> (This compares with the 1972 detective arrests (pick-up plus assigned) in 12% of all detective cases (pick-up plus assigned) and 11% detective arrests on assigned cases). Taken by itself, this statistic would suggest that detectives were unsuccessful in producing positive results in 88% of their cases. This use of arrest - non-arrest statistics as measures of productivity clearly fails to take into account the use of police resources to achieve other types of positive results in situations in which the making of an arrest is not applicable: the return of a missing person, assistance to complainants in referring cases to civil authorities (e. g. leaving the scene, harassment, etc.), the identification a D.O.A., the location of the owners of guns, and the determination that a case is unfounded. In 35% of the cases observed, positive results other than arrest were achieved.

<sup>1</sup> Non-detectives made 12 of the 68 arrests.

Statistics on productivity compiled by the Department should reflect all the kinds of positive results that use police resources and are achieved in addition to arrest.

Present evaluations of individuals and units emphasize "who made the physical arrest". This has resulted in detectives holding onto cases where they have identified the perpetrator but have not yet had the time to go out and locate him. Two kinds of statistics support this conclusion. First, 49 out of the 68 arrests made during our period of data collection came about because the suspect was named in 37 cases and partially named in 12 cases. However, there were 117 cases with fully named or partially named suspects among our 448 cases. Second, at the end of the year in one district in the Bronx there were 15 homicide investigations where the perpetrator had been identified and indicted, but not apprehended.

We recommend that two kinds of credit pertinent to an arrest be given on an individual and unit basis. First, "arrest credit" should be given for the identification of a perpetrator as evidenced by the submission of a Wanted Card and an alarm. Second, "apprehension credit" should be given for the taking of a perpetrator into physical custody.

To increase the number of arrests of identified suspects, the Detective Bureau is experimenting with Apprehension Squads whose sole responsibility is the apprehension of identified suspects. Our concept is

that these squads would operate with at least one man assigned to each precinct covered by the squad. He would work with the patrol force in effecting apprehensions. Individuals assigned to this squad and the squad as a whole would be evaluated by the number of wanteds assigned to them in which the wanted suspect was apprehended, regardless of who made the apprehension.

#### COMPLAINANT COOPERATION

Police officers cannot be expected to solve cases when the complainant will not cooperate in the investigation. In the course of this study, we noted 40 robbery cases (out of 114) in which the complainant refused to cooperate by viewing photos or submitting to interviews, although in 96% of these cases the complainant admitted he could "probably identify the perpetrator". In 37 cases the complainant was reluctant to lose the time off from work or otherwise interrupt daily activity to view photos and submit to interviews. In only 3 of these cases was there attempted intimidation of the complainant by the perpetrator.

Besides noting unfounded cases, the Department should also record statistics on the number of cases in which the complainant refused to cooperate. This factor should be taken into consideration when evaluating productivity, and these cases should be closed as quickly as possible.

#### GREATER CONCENTRATION ON SELECTED CASES

We recommend that the Detective Bureau should move in the direction of greater concentration on selected cases: first, on those

cases which must be investigated thoroughly, namely all crimes against the person; and second, on these cases where greater expenditures of investigative time will produce a greater percentage of positive results, such as cases in which the suspect was named. To achieve this, cases in which the absence of investigative leads precludes effective investigation should be closed as quickly as possible. We have cases in our sample referred to detectives by the patrol force which should have been closed by them. We should be asking why particular categories of cases and particular cases were referred to detectives. The answer should be framed in terms of what it is expected that detectives can do that the patrol force cannot do as effectively.

#### GREATER SPECIALIZATION

We recommend that the Detective Bureau should move in the direction of greater specialization. Homicide has already become a specialty, with the removal of all crimes except those related to death from the Homicide Squads, and Forcible Sex Crimes should become a sub-specialty within Burglary/Larceny Squads.

The Burglary/Larceny Squad can further specialize by clientele. For example, some detectives could specialize in dealing with juveniles or addicts (whether victim or perpetrator) regardless of the crime being investigated.

#### ASSIGNMENT TO CASES

With the present mode of operation in most detective squads, detectives on duty "catch cases" in that they are assigned to cases in

the order in which cases come into the squad. We recommend that detectives be assigned to cases on the basis of sub-specialties and particular skills by the Squad Commander.

#### CENTRAL DISPATCHER

To facilitate the closing of cases referred to detectives but not amenable to investigation, we recommend the use of a Central Dispatcher in each District. The Dispatcher would be a superior officer assigned to dispatching as a regular job with suitable clerical support and answerable only to the district commander. He would review each case as it came in and assign a priority and a detective or squad to it. Each such incoming case would be classified as "Requiring Immediate Detective Action", "For Detective Follow-Up", or "Closed - Not Requiring Detective Action". Cases with the first priority would have a detective assigned and dispatched as soon as possible. For cases in the second category, the Dispatcher would have the paper work sent to a particular squad after he has determined that further investigation is required by detectives. Cases in the third category would be closed on the dispatcher's authority. Regular summary reports would be prepared of the number of incoming cases in each category.

The plans for the detective radio network are in the final stages. The assigning of a superior officer as central dispatcher with radio contact capabilities will increase coordination, control, and supervision over detective field forces. It will also make it easier for members of the

patrol service to secure detective services when needed. Under the present system members of the patrol service have to decide which specialty would handle the particular incident and then contact members from that squad. Under this system, all requests for detectives or referral of cases to detectives would be channeled through one phone number at one central location. A comparison of the present dispatching method to the proposed centralized dispatching is given in Table 11.

TABLE 11

COMPARISON OF DISPATCHING METHODS EACH TOUR

<u>DIST.</u>	<u>PRESENT</u>			<u>PROPOSED</u>	
	<u>#DET</u> <u>B/L</u>	<u>#DET</u> <u>H/A</u>	<u>#DET</u> <u>Robb</u>	<u>COVER</u> <u>Sgt.</u>	<u>ENTIRE</u> <u>Dist.</u>
1	1	1	1	1	1
3	2	1	1	1	1
4	1*			1	1
5	1	1	1	1	2
6	1	1	1	1	2
7	1	1	1	1	2
8	1*			1	1
9	1*			1	
10	1	1**		1	
11	1	1**		1	1
12	1	1**		1	1
13	1	1	1	1	2
14	1	1**		1	2
15	1*			1	
16	2	1	1	1	2
17	1	1	1	1	1
Rich.	1*	—	—	1	—
Total	19	12	8	17	19
Total personnel per tour		39		36	

\* Covers all three specialties  
 \*\* Covers H/A and Robbery

RE-ORIENTATION OF THE PUBLIC AND THE  
 PATROL SERVICE TO THE DETECTIVE'S ROLE

A principal argument advanced for detective participation in many types of essentially unproductive investigations is their role as public relations agents for the Department. As the saying goes, "People expect a detective to come". It is not usually added that based on television viewing, most people also expect the detective to solve the crime forthwith, using a single hair or one partial print found at the crime scene. In the long run, it will facilitate the job of detectives if the public's expectations are brought into accord with reality.

## 6. FUTURE DIRECTIONS

### COMPLETE ANALYSES OF PRESENT DATA BASE

The next tasks to be executed in connection with this project will involve completing the planned analyses of the presently collected data. One task will involve analysis of the 49 cases which were not closed during our period of observation and which consumed at least 50% more time than cases which were closed. These results will then be used in more refined resource allocations. A second task will be concerned with examining the correlative relationships between the number and type of leads present at the inception of a case, the investigative time expended, and the results achieved. Our intent is to develop a classification of cases that can also be used as a basis for more refined resource allocation.

### SPECIAL STUDIES

Special studies will be undertaken to correct deficiencies in our present data base. One deficiency, already noted, concerns the fact that only two homicides are included in the present sample. Both of these were considered "grounders".<sup>1</sup> This is clearly an inadequate sample from which to make generalizations. Now that homicide squads are handling only homicides and related crimes involving deaths and near deaths, we would like to re-survey three homicide squads for a sufficiently long period to collect an adequate sample of cases (i. e. 3

<sup>1</sup> A "grounder" is detective terminology for a case where the perpetrator is known or identifiable at the outset of the case.

squads for 4 months). We plan not only to utilize the observer method of investigative measurement which we have heretofore used but we will also compare the observed results against those summarized from Daily Activity Reports, if they are introduced into these squads by the time we start our re-survey.

A second deficiency, also already noted, concerns the fact that only 7 rapes and 5 "other sex" crimes are included in the sample. To remedy this situation, a special study of forcible sex crimes will also be undertaken, using the methodology of the present study in conjunction with the Daily Activity Reports to collect data on case activities and the relationships among time expenditures, results, and investigative leads on these cases. This study of investigative time expended on forcible sex crimes will be undertaken in conjunction with another specialized study of these crimes which is presently being planned.

A third special study will be undertaken to examine the amount of court time expended by detectives on different types of cases. Our original intention was to include court time in the average case time. This did not prove feasible because of the large time lag between arrest and final disposition. We propose to take a random sample of arrests on which the court process has been completed, and derive an average court time for each crime type or aggregated crime type. This will be done by taking cases on which we get a final disposition in the next three months and having the arresting detective report on how many

man-days were consumed in court on the case. A sample of how this survey would be conducted is given in Appendix J.

A fourth special study will be conducted to examine cases with named suspects to determine the number of such cases (of various types) in which the suspect has been identified but not apprehended.

A fifth special study will be conducted using the Daily Activity Report to construct a daily profile of detective activity. This effort will be designed to determine if the necessity for manning the chart is causing "lost time" and to determine the amount of time on major cases.

#### THE PROPER ALLOCATION OF DETECTIVE MANPOWER

Allocation of detective resources to squads and districts will involve successive re-calculations of the manpower required and re-adjustments of the manning levels as better information is obtained through analyses of the present data base and special studies as outlined above.

#### METHOD OF ALLOCATION

One month of data from the case status report will be used to derive the number of complaints of each crime type investigated by each squad. This monthly data will then be projected to give the number of cases of each type which will be assigned to investigators in each squad in 1973.

From our workload data, we have the average number of man hours expended in each major type of case. The number of 1973 complaints of each type for each squad can then be multiplied by the average time expended on a case of that type to obtain the yearly man hours required for that squad to handle for that type of case. Since each man assigned now works 7 hours per day for an average of 213 man days per year or 1491 man hours per year, the number of men required in each squad to handle a given crime type can be obtained by division. Addition will then yield the total number of men required in each squad or district.

The required number of men estimated by this method does not take into account sick time and the other uses of detective time enumerated previously: court time, time on details and plants, permanent dispatcher duty, permanent clerical duty, and other duties (District Attorney assignments, departmental investigations, stakeouts, detective training programs, guarding material witnesses, and pre-promotional training courses). These will be accounted for as follows:

1. Court time will be measured through the special study outlined above. Until that study is completed, the manpower required to allow for court time for each squad will be estimated using the average court time reported by each squad in 1972.
2. Average times expended on sick leave, details, and plants, and other duties will be computed and added to the estimated investigative manpower required.
3. Dispatching and permanent clerical manpower requirements will be estimated from current levels (unless the use of a Central District Dispatcher is introduced) and allocated.

4. The study of the daily activity profile will be used to estimate "necessary" lost time needed to man the chart and investigate major cases, and the allocation will be adjusted accordingly.

## 7. CONCLUSIONS

How best can that proportion of the line strength assigned to the Detective Bureau serve the citizens of the city? This question is the crystallization of those questions dealing with productivity, efficiency, effectiveness and other administrative aims sought in evaluating detective service. To answer this question, we are examining the Bureau's role in serving both the criminal justice system and the public. In serving the aims of criminal justice, the Bureau's role is to provide effective criminal investigation culminating in the arrest and conviction of the guilty party. The true measure of detective performance in meeting this object is arrests on assigned, founded cases - not pick-up arrests.

Previous administrations encouraged "pick-up" arrests in the mistaken belief that this activity demonstrated efficiency. This attitude is so ingrained in the Bureau today that the entire unit must be re-educated. Further, we must realize - and our study bears us out - that there are some cases where no arrests are warranted and others in which there is not enough time expended to conduct a meaningful investigation. Thus, utilization of detective time is being examined so that it can be re-allocated to achieve greater effectiveness.

In re-allocating detective time, we must recognize that true service to the public should not be rated in terms of public relations. Unfortunately, detectives have become the public relations men of the Police Department, particularly in the area of crimes against property.

Even when investigative leads are completely lacking, detectives still believe they must visit complainants and reassure them that everything is being done to solve the case. Naturally, this builds up expectations in the public mind that cannot be met. This effort spent on unsolvable crimes against property detracts from detective performance in crimes against the person.

In crimes against the person, our study found the lack of time available to apprehend the perpetrator once he was identified was one of the major causes of cases remaining active. If we can move personnel from the public relations effort to the public service effort, we will see positive results in specialization.

We believe that the Bureau must specialize to a greater extent in concentrating on those serious crimes in which investigative leads are usually present. The expenditure of greater amounts of time on these types of cases will produce more arrests and other positive results.

All parties - the patrol force, the public, and detectives themselves - must be educated to take a more realistic view of the investigator's job - his capabilities and his limitations.

## APPENDIX

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POLICE DEPARTMENT  
NEW YORK, N. Y. 10013

488 29 1972  
CASES OF DETECTIVES

August 18, 1972

From: Lt. John A. Culley, Commanding Officer, Research and Planning Section, Detective Bureau.

To: C.O. Management and Control Division, Detective Bureau.

Subject: PROPOSAL FOR IMPROVING DETECTIVE RESOURCE ALLOCATION  
PHASE I - OBTAINING BASIC INFORMATION

1. THE NEED FOR IMPROVED DETECTIVE RESOURCE ALLOCATION

In conjunction with implementing the Police Commissioner's program for allocating manpower to achieve maximum productivity, it has come to our attention that there is a definite lack of information upon which decisions can be based with respect to assigning manning levels to the specialized squads in the different commands. There is also a lack of criteria for measuring detective productivity and squad-level performance.

Most detectives and squad commanders still feel that productivity is evaluated by the number of arrests. If we are ever to change this system, we must fill the void created by the lack of criteria other than arrest quantities. Some success has been achieved in this direction with the advent of specialization and evaluation on the basis of arrests on assigned cases. While this is somewhat useful in measuring productivity, it does not provide us with information useful for the allocation of detective manpower.

A principal objective of detective manpower allocation is the achievement of the maximum production of quality arrests on assigned cases with the available detective resources. This, in turn, requires assigning detectives to specialized squads to provide coverage of all cases in proportion to the probable length of the investigation and the likelihood of arrests. At present, such assignment is achieved only by happenstance, since there is no systematic evaluation of each case at its inception in terms of its probable length and the likelihood of arrest production. Further, we have no information about the amount of time required to process the various kinds of cases, classified by seriousness and arrest probability, that could be used as a basis for detective assignment.

To correct these serious deficiencies, we propose a project to improve detective resource allocation. Phase I will be concerned with developing information that will allow us to estimate the number of detective manhours necessary to conduct different

categories of investigations, classified by arrest likelihood and time required for processing. Since there are over 300 crime codes used by the department, deriving an average time even for the more frequent type of crime investigations would be very time consuming. Instead, we contend that the probable length of an investigation can be estimated from the number of investigative leads present at the inception of the case and other indices of the seriousness of the crime and the strength of public concern, regardless of the penal code infraction being investigated.

We believe this project will serve several purposes. First, it will allow us to distribute manpower effectively in relation to workload and productivity. Second, it will provide a basis for evaluation of squad performance based on the number of cases assigned in different time consumption categories, their seriousness, and the results achieved. Third, it will facilitate evaluation of detective specialization under the terms of the federal grant. Finally, it will answer some questions that were raised at the time of the last MARS hearing with regard to the need to have detectives work in pairs during all phases of all investigations in all areas of the City.

2. OBJECTIVES

In order to assign manpower more effectively within the Detective Bureau certain basic information must be provided. The first phase of this project will be concerned with determining how the amount of information available at the inception of a case can be used to project the length of the investigation. For purposes of this study, arrest processing and court time will be considered as part of the length of the investigation because these are factors for which manpower must be allocated.

3. METHODS

In connection with developing techniques for investigative time measurement, the Management Information System Group DCA has been visited to discuss the patrol activity measurement project in the 71st Precinct and the initial draft of a forced-choice form for use in our project. The Superintendent of Postal Distribution for Manhattan was also visited to discuss Post Office techniques for time studies. Plans have also been made to visit the Intelligence Division of the Internal Revenue Service to discuss their system of investigative time measurement.

Based on our initial study, we believe that the first task in this project will be concerned with the development of a forced-choice form to specify the number of investigative leads and other factors present at the inception of an investigation which are indicative of the probable length of the investigation. An example of the forced-choice categories is on the top half of the Research

Analysts Work Sheet given in Appendix A. Ultimately, the answers to such simple forced-choice questions will be prepared by the assigned detective as part of his first supplementary complaint report (PD 313-081, formerly DD 1) or by the R&P 3/21.0 man or member of the Uniform Service taking the initial complaint. The latter would be preferred with the development of a complete forced-choice form suitable for machine processing of the initial complaint report.

The illustrated captions on the forced-choice form are not definitive and will be subject to review after field test. However, analysis of the amount of investigative time expended compared to the indices checked on the form will be used to develop categories for investigative time expenditure. An example of the kinds of categories we are seeking to develop is:

CATEGORY A - Exceptional and newsworthy cases to which detectives are assigned from several squads, for example, the killing of a police officer, the Hotel Pierre robbery, the Hotel Plaza robbery, and the Gallo homicide.

CATEGORY B - Major cases to which one or two detectives are taken off the chart and reassigned, for example, homicides, kidnapings, and other cases which have received some degree of notoriety in the local community.

CATEGORY C - Heavy time-consuming cases in which more than eight investigative manhours will be expended due to the number of leads which have to be pursued and/or the high probability of an arrest even on a simple open-and-shut case where time will be consumed in court.

CATEGORY D - Average cases involving the expenditure of between three and eight investigative manhours.

CATEGORY E - Below average cases involving the expenditure of less than three investigative manhours due to the lack of investigative leads and/or the unavailability or reluctance of complainants and witnesses to assist in the investigation.

4. PERSONNEL TO BE UTILIZED

In measuring detectives' time expenditures, we recognize the problem common to all such behavioral studies that the performance of the activities under observation changes because of the presence of observers. To minimize this problem and provide the rapport necessary, the expenditure of investigative time will be measured through field research by experienced detectives who will function as research analysts. These research analyst-detectives will work alongside detectives in the field catching cases and will be responsible for the preparation of the forced-choice form at the inception of each investigation assigned to the field.

detective. They will critically evaluate the captions on the forced-choice form and make suggestions for other indices. In addition, they will record the amount of time expended on every investigative activity using a set of categories like that illustrated in Appendix B. Subsequent work time on cases which result in arrests will be documented by the field detective using a form similar to the one given in Appendix C.\*

Analysis of the completed case time records and forced-choice forms will be performed manually by the Research and Planning Section during the period of field research. However, computerized analysis would be used when such forms are implemented by the Bureau.

5. SCOPE

We plan to use nine detective-research analysts working in each of the three specialty squads in each of three different districts. The three districts would be selected to cover the spectrum of high, medium, and low activity districts. In addition, to observing the specialized squads, two detective-research analysts from the Research and Planning Section will be assigned at the beginning of Category A cases to document the total investigative effort.

6. TIME SPAN

There will be an initial one-week field test to evaluate the forced-choice form and detective activity categories with a limited number of personnel from the Research and Planning Section. This will be followed by an observation period of one month using the nine detective-research analysts.

\*The use of outside consultants as research analysts has been considered and rejected. Outsiders would lack and rapport necessary for data collection and the experience as detectives needed for interpreting observations. Moreover, consultants could not act as partners to the field detectives.

APPENDIX B

U. P. 49



POLICE DEPARTMENT  
NEW YORK, N. Y. 10018

August 31, 1972

FROM: Commanding Officer, Research and Planning Section  
TO: Chief of Detectives  
SUBJECT: CLASSIFICATION OF DETECTIVE DISTRICTS

1. The sixteen detective districts and Detective Borough Richmond, were classified into rank order utilizing the number of complaints referred to detectives for investigation, and also the number of arrests on assigned cases.

2. In some instances, there were variations within the specialty squads within a district as to rank order. However, the overall-rank order for districts as shown in Table I is:

HIGH	MEDIUM	LOW
6	1	9
7	3	10
13	4	11
16	5	12
17	8	15
	14	Rich.
	17	

3. We would propose to conduct our study in the 7, 4th, and 15th Districts, because they are consistently ranked: High, Medium, and Low respectively. In addition, the selected districts are more representative than other districts whose rank classification is also consistent.

4. Since the development of rank classifications has involved some judgments on our part, the figures used in ranking are attached for your review.

*John A. Culley*  
John A. Culley  
Lieutenant  
C.O. Research &  
Planning Section

TABLE I - CLASSIFICATION OF DETECTIVE DISTRICTS BY RANK ORDER IN NUMBER OF ASSIGNED COMPLAINTS AND NUMBER OF ARRESTS ON ASSIGNED CASES JANUARY THROUGH JULY 1972

DISTRICT	RANK BY NUMBER OF ASSIGNED COMPLAINTS			RANK BY NUMBER OF ARRESTS		
	HANDICAP - ASSAULT	GENERAL - ASSAULT	ASSAULT - GENERAL	HANDICAP - ASSAULT	GENERAL - ASSAULT	ASSAULT - GENERAL
1st	M	M	M	M	M	M
2nd	M	M	M	M	M	M
3rd	M	M	M	M	M	M
4th	M	M	M	M	M	M
5th	M	M	M	M	M	M
6th	M	M	M	M	M	M
7th	M	M	M	M	M	M
8th	M	M	M	M	M	M
9th	M	M	M	M	M	M
10th	M	M	M	M	M	M
11th	M	M	M	M	M	M
12th	M	M	M	M	M	M
13th	M	M	M	M	M	M
14th	M	M	M	M	M	M
15th	M	M	M	M	M	M
16th	M	M	M	M	M	M
17th	M	M	M	M	M	M
Richmond	M	M	M	M	M	M



DETECTIVE DISTRICTS RANKED BY NUMBER OF ASSIGNED COMPLAINTS AND NUMBER OF ARRESTS ON ASSIGNED CASES JANUARY THROUGH JULY 1972

RANK ORDER	DISTRICT - DEPT		COMPLAINTS	ARRESTS	DISTRICT - DEPT		COMPLAINTS	ARRESTS
	DISTRICT	DEPT			DISTRICT	DEPT		
1 (Highest)	Richmond	High	1306	1246	Richmond	High	1306	1246
2	Richmond	High	1276	1236	Richmond	High	1276	1236
3	Richmond	High	1246	1206	Richmond	High	1246	1206
4	Richmond	High	1216	1176	Richmond	High	1216	1176
5	Richmond	High	1186	1146	Richmond	High	1186	1146
6	Richmond	High	1156	1116	Richmond	High	1156	1116
7	Richmond	High	1126	1086	Richmond	High	1126	1086
8	Richmond	High	1096	1056	Richmond	High	1096	1056
9	Richmond	High	1066	1026	Richmond	High	1066	1026
10	Richmond	High	1036	996	Richmond	High	1036	996
11	Richmond	High	1006	966	Richmond	High	1006	966
12	Richmond	High	976	936	Richmond	High	976	936
13	Richmond	High	946	906	Richmond	High	946	906
14	Richmond	High	916	876	Richmond	High	916	876
15	Richmond	High	886	846	Richmond	High	886	846
16	Richmond	High	856	816	Richmond	High	856	816
17 (Lowest)	Richmond	High	826	786	Richmond	High	826	786

RANKING OF DETECTIVE DISTRICTS BY NUMBER OF ARRESTS ON ASSIGNED CASES JANUARY THROUGH JULY 1972

RANK ORDER	DISTRICT		COMPLAINTS	ARRESTS	DISTRICT		COMPLAINTS	ARRESTS
	DISTRICT	ARRESTS			DISTRICT	ARRESTS		
1 (Highest)	Richmond	109	109	109	Richmond	109	109	
2	Richmond	116	116	116	Richmond	116	116	
3	Richmond	123	123	123	Richmond	123	123	
4	Richmond	130	130	130	Richmond	130	130	
5	Richmond	137	137	137	Richmond	137	137	
6	Richmond	144	144	144	Richmond	144	144	
7	Richmond	151	151	151	Richmond	151	151	
8	Richmond	158	158	158	Richmond	158	158	
9	Richmond	165	165	165	Richmond	165	165	
10	Richmond	172	172	172	Richmond	172	172	
11	Richmond	179	179	179	Richmond	179	179	
12	Richmond	186	186	186	Richmond	186	186	
13	Richmond	193	193	193	Richmond	193	193	
14	Richmond	200	200	200	Richmond	200	200	
15	Richmond	207	207	207	Richmond	207	207	
16	Richmond	214	214	214	Richmond	214	214	
17	Richmond	221	221	221	Richmond	221	221	



APPENDIX C  
POLICE DEPARTMENT  
NEW YORK, N. Y. 10013

RPS 49  
GD# 115X

December 27, 1972

From: Chief of Detectives  
To: Police Commissioner  
Subject: INVESTIGATION OF MOTOR VEHICLE HOMICIDES

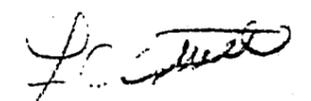
1. The current procedure relative to vehicle accidents resulting in deaths or injuries likely to result in death is cumbersome and should be streamlined to avoid duplication of effort, to centralize responsibility and save manpower lost in unnecessary court appearances.
2. The present procedure necessitates a member of the Highway Patrol to conduct one phase of the investigation and a detective to conduct interviews of witnesses and principals. It is my recommendation that the Highway Patrolman conduct all investigatory phases of motor vehicle homicides. In those obvious criminal cases where the driver leaves the scene, detective assistance will be utilized, but the Highway Patrol experts will still be responsible for the technical investigations involved.
3. An average of four investigative manhours were expended by detectives on the initial investigation of motor vehicle homicides (at the scene and in the squad office). The Detective Bureau handled 590 motor vehicle homicide cases for the first ten months of 1972. (See Appendix A for a borough and divisional breakdown.) This accounted for 2360 manhours expended on initial investigations. This 2360 does not include subsequent court time.
4. Basically, the detective is responsible for taking statements from the parties involved and any witnesses regarding culpability, negligence, and any violations of law. The Highway Patrolman takes statements from the operator regarding the condition of the vehicle, his actions prior to the incident, tests the vehicle, and surveys and photographs the scene. This division of responsibility for handling different aspects of the case often leads to duplication and overlapping investigations. This duplication of effort is further compounded when the case gets to court. In every instance where the subject of the investigation dies (480 out of 590), the master must be presented to a court of law whether summary police action was taken or not. Because detectives handle one phase of the investigation and A.I.S. technicians handle another phase, both must be present at the initial and all subsequent court appearances.

An analysis of the police action taken on these cases for the first 10 months of this year reveals 29 incidents where summary police action was taken. Of these, 19 arrests were made at the scene by uniform service, 10 by Homicide/Assault detectives, and none by Highway Patrol personnel. Detective arrests are made upon the basis of Highway Patrol investigations regarding the condition of the vehicle (faulty equipment, etc) or statement of witnesses regarding a violation of law by one of the operators (disobey a traffic signal, etc.). There is no reason why Highway Patrol personnel could not handle the entire investigation, make summary arrests if one is warranted, and present the case to an Assistant District Attorney for court processing.

6. Historically, it has been the responsibility of detectives to interview all witnesses and take statements. Our present procedure for handling motor vehicle homicides is nothing but a hold-over from this outmoded method of thinking. These cases are basically traffic incidents and should be handled as such by Traffic experts. When the incident is criminal in nature (i.e. leaving the scene - coupled with a motor vehicle homicide) then the Detective Bureau will assist the Traffic Division in every way possible to apprehend the suspect, but the basic responsibility for the initial investigation should still rest with the Traffic Division.

7. It is my recommendation that the responsibility for the investigation of motor vehicle homicides should be immediately transferred to the Traffic Division. This would allow homicide detectives to devote more time to the investigation of criminal homicides and not the investigation of traffic accidents.

JAC/dc

  
Louis C. Cottell  
Chief of Detectives

APPENDIX D

APPENDIX A

Manhattan

1st Homicide/Assault	17
3rd " "	18
4th " "	7
5th " "	12
6th " "	8

Bronx

7th Homicide/Assault	27
8th " "	23
9th " "	33

Brooklyn

10th Homicide/Assault	40
11th " "	72
12th " "	57
13th " "	29
14th " "	32

Queens

15th Homicide Assault	54
16th " "	79
17th " "	54

Richmond	18
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TOTAL 590



POLICE DEPARTMENT  
NEW YORK, N. Y. 10013

January 10, 1973

From: Chief of Detectives  
To: Chief Inspector  
Subject: SUGGESTED PROCEDURES INVOLVING REPORTS OF VIOLATION OF THE VEHICULAR TRAFFIC LAW SECTION 600 - LEAVING SCENE OF ACCIDENT

The effective utilization of all the Department's resources requires that the Department make better use of patrolmen in the preliminary investigative process in order to cut down on unnecessary and time consuming referrals to detectives. The preliminary investigation goes far beyond issuing "black and white" or "do and don't" instructions on when to refer cases to detectives.

Members of the patrol service should exercise independent judgment on when a case coming to their attention requires further investigation. Instead of asking, "Why didn't you refer the case to detectives?", perhaps we should be asking, "Why did you refer this case to detectives?"

A recent study by my Research and Planning Section revealed that 23% of the numerical workload of the Burglary/Larceny Squads dealt with reported violations of the Vehicular Traffic Law relating to leaving the scene of accidents. There are virtually no criminal prosecutions resulting from these reports. This is due to several factors:

- Complainants often only have very sketchy information
- Were not witnesses to the incident
- Usually cannot identify the operator of the vehicle and only report it to the police at the insistence of their insurance companies.

The latter reason seems to be the most prevalent. The insurance companies require that every claim against their company be reported to the police. However, I see no need for every one of these cases being referred to detectives for further investigation, especially if the complainant is reluctant to prosecute. The complainant is invariably reporting the case to the police

solely for the purpose of obtaining the name of the registered owner in order to institute civil action. Even if he does want criminal prosecution, the complainant usually is not a witness to the accident, or there is no one who can identify the operator of the vehicle.

There is little that we can do in cases where the complainant has the full license plate number of a vehicle that left the scene of an accident but cannot identify the operator. While the owner of the vehicle may be civilly liable, he is not criminally liable. Basically, the extent of the investigation by the assigned detective in these cases consists of nothing but obtaining the name and address of the registered owner, giving it to the complainant and referring him to civil court and his insurance company.

By referring these cases to detectives, we do nothing but inconvenience the public and decrease the Department's overall effectiveness by removing detectives from their primary function of felony investigations. In addition, this practice increases the Department's paperwork because a needless referral to a detective requires the preparation of at least one more supplementary complaint report. This last reason should not only be considered in light of the time necessary for the detective to prepare a subsequent report. We must also consider the time required to process this additional report at the Arrest and Crime Coding Section, Electronic Data Processing Division, and the Crime Analysis Section.

Lastly, and most important, we must consider the corruption potential inherent in this practice of referral where no investigation is possible. While the police may know that the owner of a car is not criminally liable, the public does not. After an owner has been identified, there is a tremendous potential for a "score". The detective can tell the registered owner that he is going to let him off the hook and not arrest him and only refer the complainant to civil court. This is all he could have done anyway.

In view of the foregoing, to better serve the public and increase the efficiency of the Department, the following procedure is recommended:

- a. In all cases involving minor injury and/or property damage, a preliminary investigation shall be conducted by a member of the Patrol Services Bureau.

b. In those cases where a complainant or witness cannot identify the operator of the vehicle but a New York State license plate number is obtained, the member of the service receiving the complaint shall:

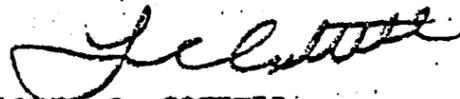
- Prepare P.D. 313-152.
- Ascertain if the errant auto has been reported stolen to the Stolen Property Inquiry Section
- Obtain the name and address of the registered owner from the Information Section
- Give the information to the complainant and request him to receipt the P.D. 313-152
- The case shall be closed as "referred to Court".

c. In those cases where the circumstance is as above, except that the vehicle is registered in another State, the Station House Supervisor or his designee shall request the information through the Correspondence Unit from the offender's State. The original P.D. 313-152 shall be marked "closed". The precinct copy of the P.D. 313-152 shall not be filed until the complainant is apprised of the returned information from the Correspondence Unit. A notation indicating the time of notification and person making same shall be shown on the P.D. 313-152 before filing. If no reply is received within 72 hours, a second request shall be sent through the Correspondence Unit.

- d. In cases where there is no information or partial information that cannot be verified, the case shall be closed by the recording officer.
- e. In those cases where there is a complete or partial registration given, and the complainant or witnesses can identify the operator of the vehicle, the case shall be referred to the Burglary/Larceny Squad of

the District concerned. Every effort will be made by the assigned detective to make a summary arrest in these cases.

The total involvement of all members of the service in expediting this type of complaint will eliminate unnecessary expenditure of manpower within the Detective Bureau and raise public opinion of the uniformed service as being more than "reporters" or "referrers" in criminal matters.

  
LOUIS G. CUFFELL  
Chief of Detectives

JAC/ao



POLICE DEPARTMENT  
NEW YORK N.Y. 10013

December 29, 1972

From: Commanding Officer, Missing Persons Squad  
To: Chief of Detectives  
Subject: RECOMMEND THE ELIMINATION OF DUAL INVESTIGATIVE RESPONSIBILITY

1. In response to a query from the Chief of Detectives Louis G. Cuffell regarding the feasibility of this Command assuming the sole responsibility in the investigation of Missing Persons cases, the following report is submitted for your information and whatever attention you deem appropriate.

2. In Missing Person/Unidentified Cases a dual investigative responsibility is mandated by present Rules and Procedures. Reported cases are "caught" by appropriate detectives in Burglary/Larceny and Homicide/Assault squads in addition to Missing Persons Squad investigators. This co-extensive responsibility is counter-productive, particularly when we consider that singular detective responsibility exists in the investigation of major crimes. The present dual responsibility necessitates duplicate report preparation as well as duplicate investigative effort, and many times consuming record searches by members of this Command to update the district detective's investigation. The present procedures also causes loss of time and effort in those cases in which complainants leave messages for district squad detectives pertaining to cases and fail to notify detectives at Missing Persons Squad.

Elimination of present procedure will also conserve the time of clerical staff of Patrol Services Bureau in that they will only be required to make one notification.

This waste of man-hours cannot be justified in view of today's emphasis on increased productivity by every member of the Department.

3. Recommend that a single investigative unit, the Missing Persons Squad, should be the sole unit making these investigations, and eliminate the procedure of co-extensive

investigations with detective field units. Precinct commands can report all such complaints directly to the Missing Persons Squad, as they are presently doing, and bypass the former method of also reporting the same complaint to a Homicide/Assault or Burglary/Larceny Squad. The elimination of dual investigative responsibility will necessitate that the Patrol Services Bureau conduct the preliminary field investigation of reported cases. Said preliminary field investigations shall consist of duties as indicated in the Patrol Guide, as well as searches of buildings-neighborhood vicinity of residences, etc. All investigations conducted by the Patrol Services Bureau should be reviewed by the desk officer/station house supervisor as is presently done in conjunction with the reorganization of the Detective Bureau.

The exceptions to this proposed procedure would be in those cases of a lost child under seven (7) years of age and missing persons over seven (7) years of age and absent under suspicious circumstances indicating involuntary disappearance. These cases require immediate response by a field unit detective and the patrol force to the place of occurrence. These cases require a dual investigation and responsibility of the field unit and the Missing Persons Squad as it is presently done. When a person reported missing or unidentified is found to be the subject of a crime, this Command, when requested, would assist the detective unit charged with the investigation. Any assistance provided in homicide or crime-type situations should be coordinated and controlled by the superior officer in charge of the investigation to prevent any leaks of information that may impede the investigation.

4. Records are an integral part of the investigative techniques used by the Missing Persons Squad detectives to solve and clear their complaints. That these records are not in any one particular room, building or location, necessitates that each investigator must be mobile to utilize all of these records and he must possess some form of investigative ability. In addition, many complaints processed by the Missing Persons Squad may be solved by themselves or closed by a minor investigation of a record, no one can foresee which complaint will require greater investigative efforts at the onset. The total type of complaints processed by the Missing Persons Squad cannot be separated into those which can be solved by records alone or those which will require greater investigative techniques. Therefore, all of these complaints would have to be handled by an investigative force either decentralized or centralized. The centralized unit appears to have much more merit because priority is given to those specialized cases, expertise is developed and maintained which can reflect in a greater number of solved and closed cases, and also reflects

# CONTINUED

# 1 OF 2

less certain by error. Records that are centralized can be explained by investigators without loss to travel time, and the caseload assigned to each investigator necessitates he devote full time to those cases to accomplish his assigned tasks. Almost all of the present cases are closed by the Missing Persons Squad who perform most of these investigations without much aid from the field units. This proposed procedure will increase the workload though not the caseload in that it will require more travelling by field investigators to visit complainants, interview neighbors, visit station houses to examine property.

5. For the period January 1, 1972 to October 31, 1972 this Command has investigated a total of 22,553 cases, of which 2,703 cases are unidentified dead, 4,244 cases of unidentified aided and 15,711 cases of missing persons. Since specialization has been instituted in the Detective Bureau, citywide, on January 1, 1972, complaints to the Missing Persons Squad have increased nearly 100% over same period 1971. This is due to the fact that patrolmen are now reporting these cases from the field and are not in many instances properly screening and investigating these cases prior to reporting them. These complaints are not being temporarily retained in the Command as was formerly done as per Rules and Procedures 6/32.0. This means that all cases now forwarded for investigation to the Missing Persons Squad were formerly held for preliminary investigation by the local field squad. Many of these cases were cleared within a few hours, therefore not requiring a complaint report to the Missing Persons Squad. Since the above procedure is not applied, many of these complaints are now received at the Missing Persons Squad causing the increase in cases received.

The complement of this Command at present is one Lieutenant, two Sergeants, 39 Detectives and one Policewoman. Of the total personnel assigned, the following are not available for duty:

- 2 Detectives on terminal leave
- 1 Detective assigned to Legal Division
- 2 Detectives assigned since January 1, 1972 to guard material witness
- 3 Detectives assigned to intake desk

In addition to the above non-available personnel, the following are assigned important tasks within the squad and therefore cannot be assigned to field investigative duties:

- 4 Detectives assigned to Morgue Duty
- 1 Detective assisted by
- 1 Policewoman to F.O. investigations

Therefore, of the forty (40) investigative personnel in this squad, only 25 are presently assuming responsibility for processing all the complaints received. In addition, these same twenty-five investigators must perform desk duty for at least 30% of their working days, further cutting down on the available time for the investigative function.

In addition to the desk duty assignments, this Command is continually supplying female detectives to guard material witnesses. For the period January 1, 1972 to November 30, 1972, female detectives assigned to this Command have performed approximately 1,026 eight hour tours guarding material witnesses. These assignments delay investigations assigned to these females and again increase the totals assigned to the other detectives.

Consideration should be given to assigning police-women to guard female material witnesses instead of highly trained, well paid female detectives as is presently done.

To assist in the above shortage, the following personnel are assigned on a temporary basis:

- 2 Restricted Duty Patrolmen - Intake Desk
- 2 Restricted Duty Detectives - Intake Desk

and the following on a permanent basis:

- 1 Civilian - Intake Desk
- 6 Civilians - assisting in records and statistics

6. Conferred with members of the Chief of Detectives Management and Control Division and it was ascertained from their records that for the period January 1, 1972 to October 31, 1972 there were 145,654 total complaints investigated by 1803 detectives assigned to district specialty squads.

Due to the fact that many of the detectives assigned to district specialty squads are off the chart on special assignments, plants, etc., it is extremely difficult to determine the average caseload for each detective. However, Detective Bureau MARS Hearings disclosed that the caseload in burglary/larceny ranges from a low of 5.7 to a high of 50.5 cases per month. The homicide/assault caseload ranges from a low 6.7 to 18.0 per detective per month.

The Detective Bureau MARS Hearings further revealed that missing person type investigations comprise over 40% of the caseload in the 6th Detective District Burglary/Larceny Squad and 24.5% of the caseload in the 7th Detective District Burglary/Larceny Squad.

7. The undersigned is aware that some of the missing person cases are solved without much investigative effort on the part of the detective assigned. However, this is not true in those cases of unidentified dead and unidentified aided, missing adults in their 70's and 80's, etc., missing children under 10 years. These cases require a greater investigative effort on the part of the assigned detective. Of the cases handled by this Command for the first ten months of 1972, 7,252 were unidentified D.O.A. and unidentified aided investigations. These cases are investigated by the 25 detectives performing field investigative duty for an average caseload of 290 cases per detective for this intensive type investigation. Added to these are the 15,711 missing persons cases for a total caseload of 22,963 cases. The caseload for each investigative member averages about 1,000 cases and projected for the year at about 1200 cases. This caseload is in excess of efficient performance standards.

Perusal of records of this Command, as well as conferences held with superior officers and members assigned, has established that the optimum caseload should be between 650 to 750 per investigator per year. To reduce the caseload to the desired figure will require the assignment of sufficient detectives to provide for a field investigative force of 39 detective investigators. At this writing, it will mean the assignment of fourteen additional detectives to this Command.

8. To properly supervise personnel in this office and in the field, consideration should be given to adding two sergeants. This would bring the span of control closer to the 1 to 6 ratio as per S.I.D. 5-5 and will provide the necessary supervision in the field.

9. If the Missing Persons Squad assumes the full investigative responsibility of these cases, it will relieve the detective field units of over 20% of their present caseload and thus justify the assignment of the additional personnel.

10. Recommend that the Missing Persons Squad assume the full investigative responsibility in missing person type investigations, except those cases of children under seven years of age reported missing, and persons reported missing under suspicious circumstances indicating subject is apparently a victim of a crime.

If this recommendation is approved, it will require the assignment of two additional sergeants, and fourteen detectives to provide for a total field investigative force of four sergeants and 39 detectives to absorb the increased workload, while maintaining an optimum caseload.

*Kenneth R. South*  
 Kenneth R. South  
 Lieutenant



POLICE DEPARTMENT  
 NEW YORK, N. Y. 10013

*JK*

January 24, 1973

From: Commanding Officer, Special Investigations Division  
 To: Chief of Detectives  
 Subject: RECOMMENDED ELIMINATION OF THE FUGITIVE SQUAD.

1. The following administrative review of the Fugitive Squad personnel and operations was undertaken by direction of the Chief of Detectives to determine the feasibility of maintaining such a squad within the structural organization of the Detective Bureau.

2. T.O.P. 468 p. 1971, paragraph 4, subdivision "b" established the Fugitive Squad at the same time the Detective Bureau was reorganized in the pursuit of improved performance via specialization. The Squad was placed in the Homicide/Assault Division. Paragraph 11 of said T.O.P. listed the functions of the Squad as follows:

- a) Investigations of fugitives wanted by other jurisdictions, but allegedly in the City of New York.
- b) Investigation of fugitives wanted for federal violations and allegedly in the City of New York.
- c) Pick up in other jurisdictions and return to the City of New York certain fugitives that have been apprehended when specifically directed by the Chief of Detectives.
- d) Assist authorities from outside jurisdictions in the execution of warrants and rendition proceedings.
- e) Cooperate with Interpol (International Police Agency)
- f) Be conversant with those laws applicable to fugitives; advise and assist other members of this department in the handling of fugitives.
- g) Maintain those records and files, necessary for the efficient operation of the squad as directed by the Chief of Detectives.

3. Chief of Detectives Memo #335, dated January 15, 1972 further delineated the Fugitive Squad functions, stating in par-

Paragraph 1 "because of the work load anticipated, certain functions will be delegated to District Burglary/Larceny Squads." This same memo (Paragraph 2) directed the primary concern of the Squad would be;

- a) Federal Warrants
- b) Unlawful Flight Warrants
- c) Liaison between this department and the Federal Government
- d) Interpol and unlawful flight investigations.

It further stated, "because of the quantity of warrants distributed by the Correspondence Unit, ALL SUCH Fugitive Warrants will be forwarded to District Burglary/Larceny Squads EXCEPT in cases of immediacy or where the individual may abscond from our jurisdiction." An added function in this order was, "investigation of fugitives wanted for Federal violations and allegedly in New York City, e.g., Aliens wanted by Immigration and Naturalization.

4. T.O.P. 212 s. 1972 established the Major Crimes Section and placed the Fugitive Squad within their organization structure.

5. Investigation discloses that the primary function of the Squad has evolved into the lodging and execution of warrants against incarcerated subjects. Seventy per-cent (70%) of their work (250 cases) consists of this routine. One hundred twenty (120) of those are on subjects in Federal custody who are wanted by jurisdictions outside New York City. The remaining thirty per-cent (30%) are warrants to be executed on non-incarcerated subjects. None of the other functions play any measurable role in the operation of the squad. The squad does not handle or investigate inquiries from out-of-town police departments regarding fugitives. These are made through the Correspondence Unit as per Rules and Procedures Chapter 1, paragraph 64.5, subdivisions "a" through "c". The large majority of these calls are generated by local arrests which are routinely routed through NCIC and/or FAX. NCIC and/or FAX then notify the demanding state of the arrest of the subject. There are some rare instances when direct written or telephonic inquiry is made of the Fugitive Squad concerning non-jail subjects. These inquiries are also channeled to the Correspondence Unit for record and distribution.

6. All Warrants are received from the Correspondence Unit and are 15% of the 2700 warrants annually distributed by that unit. The remaining 2350 warrants are distributed to specialty squads. For those subjects in Federal custody, all are assigned to the Fugitive Squad.

7. The workload of the Squad is established by its commanding officer, based on on-going assessments of availability, projected court time and time spend on investigations. Note that immediacy, etc., mentioned in subject Chief of Detectives Memo is not a consideration.

8. Clearance rates on jailed subjects are 100% for both the Fugitive Squad and the Specialty Squads. On non-jail cases the Fugitive Squad rate is 22%, Specialty Squad 10-15% based on random sampling.

9. The title "Fugitive Squad" is actually a misnomer since the great majority of the Squad's work is not the apprehension of fugitives, but the execution of warrants. This function is also performed by the Warrant Squads of the Court Division.

10. Conferences on this subject were held with the Commanding Officer, Criminal Justice Bureau and the following recommendations were made to him:

- a) Courts Division to pick up from Correspondence Unit all out-of-state warrants on jailed subjects and lodge these warrants in appropriate institutions.
- b) Court Division personnel to execute all warrants on subjects in Federal custody.
- c) Major Crimes Section of the Special Investigations Division will retain function of record and distribution of New York State Supreme Court warrants.
- d) Special Investigations Division will provide personnel to train Court Division members in rendition, etc., proceedings if needed.

The Commanding Officer, Criminal Justice Bureau has concurred with these recommendations.

11. In connection with the provision of subdivision "c" of paragraph 10, it is recommended that one (1) member of the Fugitive Squad be assigned to the Major Crimes Section for the purpose of recording and distributing indicated warrants.

12. It is recommended that the remaining two hundred fifty (250) warrants a year that are presently assigned to the Fugitive Squad be distributed to Specialty Squads as is currently done with the other 2350 warrants.

13. Should these recommendations be accepted, all warrants presently assigned to the Fugitive Squad members would be re-assigned to the Criminal Justice Bureau or the proper Specialty Squad, depending on the type of warrant (paragraph 10). The criteria used by the Correspondence Unit in the distribution of the warrants is;

- a) If the last arresting officer was a detective, warrant is assigned to him. This permits one member to handle the warrant and the current arrest too.
- b) If the last arresting officer is not a detective, the

warrant is forwarded to the Burglary/Larceny Squad covering the precinct of last arrest.

- c) If subject is not in jail, the warrant is forwarded to Burglary/Larceny Squad covering address in warrant.

These procedures would continue in effect and would apply to the re-assignment of warrants assigned to Fugitive Squad members.

14. The following comments are submitted in connection with the proposed elimination of the Fugitive Squad:

- a) The present system requires the duplication of function in the lodging of out of state warrants by both specialty squads and the Fugitive Squad, in addition to the utilization of specially qualified personnel in a function not associated with their expertise. Approval of the proposal will increase efficiency by transferring this responsibility in its entirety to the Criminal Justice Bureau.
- b) Current assignment of out of state warrants to the Fugitive Squad for execution on Federally held subjects can be more effectively performed by the City Wide Warrant Squad of the Court Division with no increase in their personnel and concurrent release of qualified detectives to duty associated with their qualifications.
- c) There are five (5) detectives currently assigned to the Fugitive Squad. Of the five (5), one (1) is currently on terminal leave and one (1) is recommended for assignment to the Major Crimes Section, (see paragraph 10, subdivision "c"). Approval of this proposal will permit reassignment of three (3) qualified detectives more in keeping with their rank.
- d) Squad commander is currently on terminal leave. Approval of this proposal would negate the necessity for assignment of a replacement.
- e) Administrative machinery for handling warrants in the Specialty Squads is presently available. Approval of this recommendation would NOT necessitate the addition of personnel or equipment to other detective units in order to perform this function.
- f) Record keeping functions and paper work generated by the squad are eliminated.
- g) Office space consisting of three (3) rooms, and equipment would be available in the 105th Precinct station house.

13. Administrative review reveals that the mandated functions of the Fugitive Squad, with one (1) exception, are carried out and/or duplicated by other department units. The one (1) exception as indicated in paragraph 10, subdivision "c" will be retained in the Major Crimes Section. The Commanding Officer, Criminal Justice Bureau has been consulted with and concurs with recommendations relating to their assumption of specified duties, (paragraph 10, subdivisions "a" and "b")

15. It is recommended that the Fugitive Squad be abolished and its duties reassigned as previously indicated.

*Frederick P. Kowalsky*  
Frederick P. Kowalsky  
Assistant Chief Inspector

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1ST ENDORSEMENT

Office of the Chief of Detectives to the Chief Inspector, January 25, 1973. Matter reviewed. Recommend that the Fugitive Squad be abolished in the interest of better productivity.

*L. C. Cottell*  
Louis C. Cottell  
Chief of Detectives

197 (73)



APPENDIX G

POLICE DEPARTMENT  
NEW YORK, N. Y. 10013

C.G. 121  
F.F. 74  
D.S.L.N. 44  
C.D. 197  
R.P.S. 15

P. 49  
P.O. 100-101

January 26, 1973

From: Commanding Officer, Research and Planning Section  
Office of Chief of Detectives  
To: Chief of Detectives  
Subject: ELIMINATION OF FUGITIVE SQUAD

1. The recommendation to eliminate the Fugitive Squad resulted from a directive from the Chief of Detectives to the Commanding Officer, Special Investigations Division to examine the need for the Fugitive Squad. It appeared that there was gross duplication of effort between the Court Division, the Fugitive Squad, and field detectives in the execution of warrants. After examination of the mission and function of the Fugitive Squad, a meeting was held with personnel from the Court Division.

2. The attached communication from Lieutenant Lenny Gregrey, Research and Development Unit to the Commanding Officer, Court Division, relative to the "Functions and Workload of the Fugitive Squad re: Chief Kowsky's intention of eliminating the Fugitive Squad and having the Court Division assume the Fugitive Squad Warrant Workload" reflects a gross misunderstanding of Chief Kowsky's original administrative recommendation.

3. Captain Paul Herry, Special Investigations Division, under the direction of Chief Kowsky, conducted an in-depth study of the Fugitive Squad and found that in the interest of productivity, the squad should be eliminated and detective personnel reassigned to other squads within the Bureau.

4. Investigation showed that the primary function of the squad was the lodging and execution of warrants against subjects already in custody. The apprehension of those wanted persons not presently in custody could just as well be handled by the district Burglary/Larceny Squad covering the area where it is believed that the subject is located. Those in federal custody should be handled by Court Division personnel.

5. At conferences on the subject, held between members of the Special Investigations Division and Criminal Justice Bureau, the following recommendations were made (as outlined by Chief Kowsky to Chief of Detectives, January 24, 1973 (attached):

- a. Court Division personnel will lodge out of State warrants on jailed subjects at appropriate institutions.
- b. Court Division personnel to execute all warrants on subjects in Federal custody.
- c. Major Crimes Section of the Special Investigations Division will retain function of recording and distribution of New York State Supreme Court warrants.

6. Relative to Lieutenant Gregrey's communication, Paragraph 2 (b), at no time was it suggested that Court Division personnel "execute" warrants generated at the Correspondence Unit, which would require "15 to 20 additional members of the service to be assigned to the Court Division Warrant Section". We are interested only in eliminating duplicate effort. To suggest that the elimination of 5 men assigned to the Fugitive Squad being replaced by 20 additional men assigned to the Court Division is ridiculous.

Our workload analysis disclosed that detectives on a city-wide basis received 7,073 warrants to investigate from January 1, 1972 to November 30, 1972. As long as we are studying the duplication of effort, maybe we should examine the necessity of field detectives having to execute warrants in light of the tremendous manpower investment in the Court Division.

7. We concur that the Fugitive Squad be eliminated and that:

- a. The Court Division Warrant Section will assume the processing of the Federal fugitive warrants - with no conditions relating to increasing manpower.
- b. The Correspondence Unit will forward warrants from other jurisdictions to the Court Division Warrant Section for persons who are in the custody of a correctional facility within New York City for lodging purposes only. Court Division personnel will not be required to pick up the prisoner from the correctional facility when he is ready to be released, or perform any of the arrest booking procedure, or make subsequent court appearances in

this case. This will be the responsibility of the last arresting officer, if a detective, or the Burglary/Barcany detective as outlined in A.C.I. Kowsky's report - Page 3 (attached).

For the present, the arrest process and court appearances would be the responsibility of the Detective Bureau personnel. The Court Division feels the personnel assigned to the Warrant Section would not be able to assume the arrest process and court appearances without serious negative effect on the present warrant officer arrest clearance rate and operations of the Warrant Section. This is open to question and should be examined closely.

- c. The Detective Bureau should continue to maintain a central location to receive Supreme Court Warrants from the Court Division and distribute such warrants for investigation by members of the Detective Bureau (as is the current practice) pending further developments.

Richard V. Conlon  
Sergeant - #2406

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APPENDIX H

RPS 46

POLICE DEPARTMENT

NEW YORK

December 13, 1972

From: Chief of Detectives  
To: Chief Inspector  
Subject: CASE STATUS REPORT

At the present time, the only report that is available to me which gives information on the workload and results achieved within the Detective Bureau is the monthly statistical report. This report is prepared by hand in each squad and consolidated at each district and borough. A city-wide consolidation is prepared within my office. I would conservatively estimate that 1000 manhours per month are expended within the Detective Bureau in compiling this data.

This is a gross misuse of investigative manpower. This same information is presently available in several units within the headquarters complex. If we are to function as an efficient investigative body, then we must get staff support from these units. In this day and age, I cannot comprehend why I have to utilize trained detectives to retrieve information for the preparation of consolidated reports.

Members of my staff have made several forays into different units within the headquarters complex in an effort to secure consolidated figures or print-outs on information which we need from time to time. They received answers such as, "We don't keep the figures that way"; "We could do this for you but it will take several months"; "We don't have the manpower", etc. I think the time has come for us to lay out exactly what we want and tell everyone to just do it.

The sample report which is attached is what I want. The information which is requested is now presently available from reports submitted to the Arrest and Crime Coding Section. This information could be retrieved from complaint reports or supplementary complaint reports. I see no reason why a computer program could not be developed to produce this print-out by the 10th of every month for the preceding month. If there is any difficulty in the ready retrieval of information, I will issue a Chief of Detectives Memo instructing members of the Detective Bureau to add any additional captions in the remarks section of the supplementary complaint report that

will assist in the compilation of this data. However, I will not tolerate this for any sustained period of time. If the form does not lend itself to machine processing or ready retrieval, then the processors should re-design the form.

This print-out would supply me with a monthly bird's eye view of the workload and results achieved in every specialty squad, district and borough command within the Detective Bureau. In addition to supplying me with this valuable information, this same information will be supplied to all district and borough commanders. It is information they could use to effectively manage their commands. This print-out will provide me and my district and borough commanders with management information without burdening detectives and squads with additional reports.

I want the retrieval of information for this report to start January 1, 1973, with 25 copies of the first monthly report due in my office on February 10, 1973. I will take care of distributing it to the district and borough commanders. Subsequent reports shall similarly be due on the tenth of every month.

If this cannot be accomplished by units responsible for providing staff support (in this instance Arrest and Crime Coding Section and Electronic Data Processing Division) for field forces, then perhaps we should take a critical look at the returns we realize from the manpower investments in these units. When the staff support I feel should be provided to the Detective Bureau is not forthcoming, I intend to bring this to your attention and the Police Commissioner's attention.

Louis C. Cottell  
Chief of Detectives

JAC/dc

APPENDIX I



POLICE DEPARTMENT  
NEW YORK, N. Y. 10013

RPS 45  
C.D. X1128

U. S. G. P.  
P. O. 100-100

December 20, 1972

From: Chief of Detectives  
To: Chief Inspector  
Subject: PROPOSED ACTIVITY REPORT FOR DETECTIVES

1. The attached activity report pad is a procedure I would like to implement on a trial basis in selected squads within the Detective Bureau. I believe this activity report would better meet the needs of the Detective Bureau than either the current memo book or the activity report that was suggested by the Office of Programs and Policies.

2. The form devised will be in pads of 25 sheets and the current size of the memorandum book. The pages will be printed on two sides and the form will be perforated so that it can be removed easily. Each book and page shall be numbered consecutively.

3. Each member shall prepare this form daily and turn it in at the end of every tour to his supervisor. This form will be examined by the supervisor, signed and returned to the member concerned within 5 days. The completed forms will be maintained by the member as is currently required of the memo book. If the detective is assigned out of his command, the form shall be signed by the person supervising his activities. If for any reason there is a need to keep an activity report, then the detective will be given a receipt, or the report can be xeroxed and returned.

4. Intended Purpose:

- a. To improve supervision over activities of subordinates.
- b. More accurate reporting of activities by detectives.
- c. Provide supervisors with basic information to measure time expended on various functions.

- d. Provide data for after the fact analysis of work performance. This format would lend itself to a computerized workload analysis of any man or any group of men, i.e. squad, district, etc. A computer printout could be generated to tell us how many manhours were expended on any case or group of cases and a percentage breakdown of how the time was spent. This would allow for comparison of an individual to overall squad performance and also comparison of one squad to another. If one squad or an individual member achieves significantly better results, we can analyze what they do on their cases (e.g., they spend more time interviewing complainants, they arrive at the scene faster, etc.). This information will be useful in upgrading performance by telling us how the good detective spends his time and including this in training programs.

5. Desired Results:

- a. Provide ready reference to member concerned.
- b. Provide ready reference to member's supervisor and allowing comparison of individual members whenever desired.
- c. Reduce corruption hazards.
- d. Improve supervisory control of subordinates.

6. If this meets with your approval, I will make arrangements to have a limited number of books prepared by the Printing Section. I will then implement this on a trial basis in squads within the Fraud and Property Crime Section and the 15th Detective District. This would allow us to work the bugs out before the February 1, 1973 date for implementation of activity reporting department-wide, as projected by the Office of Programs and Policies.

Louis C. Cottell  
Chief of Detectives

1st Endorsement

Office of the CHIEF INSPECTOR to CHIEF OF DETECTIVES. December 26, 1972. Implementation on trial basis is approved. A copy has been sent to Programs & Policies for their information.

*Donald F. Cawley*  
Donald F. Cawley  
ACTING CHIEF INSPECTOR

RN/w

cc: P. & P.

# APPENDIX J

February 14, 1973

**Subject: TIME ANALYSIS STUDY OF HOMICIDE COURT APPEARANCE.**

1. The attached charts reflect an analysis of sixteen (16) homicide cases showing the days spent in court from arrest to end of trial.
2. One representative case was selected from each district. This does not represent a sufficient data base upon which to make generalizations and is only presented to show how a study would be conducted.
3. A total of 476 man days were expended in court in the 16 cases surveyed, giving an average of 29.75 man days per case after arrest.

**TIME ANALYSIS STUDY OF HOMICIDE COURT APPEARANCES**

CASE INFORMATION	DATE OCC.	DATE ARR.	DATE DISP.	CRIM. COURT	GRAND JURY	# HEARINGS	PRE-TRIAL	TRIAL	TOTAL DAYS
DET. ASSGND. - ACABA COMMAND - 1st DD H/A VICTIM: - Sobia Rothenberg PERP: - Milton Smith	7/17 1970	8/1 1970	9/6 1972	3	2	3	13	8	29
DET. ASSGND. - DRESCOLL COMMAND - 3rd DD H/A VICTIM: - Roger H. Reingold PERP: - Escobar and Russell	9/29 1971	10/1 1971	10/19 1972	4	8			35	47
DET. ASSGND. - BOLOGNA COMMAND - 4th DD H/A VICTIM: - Dorris Harrison & Louis Frost PERP: - Walter Collins	10/5 1972	10/19 1972		4	12		15	TRIAL EXPECT- ED TO START MAR. 73	31
DET. ASSGND. - GERINARO COMMAND - 5th DD H/A VICTIM: - Ronald Miller PERP: - Flynn and Romero	1/8 1972	1/19 1972	12/5 1972	6	2		10	7	25
DET. ASSGND. - POWELL COMMAND - 6th DD H/A VICTIM: - Beatrice Rouse PERP: - Earl Singleton	8/29 1971	3/29 1971	9/20 1972	4	1		10	10	25
TOTALS FOR BOROUGH OF MANHATTAN				21	25	3	48	60	157

TIME ANALYSIS STUDY OF HOMICIDE COURT APPEARANCES

CASE INFORMATION	DATE OCC.	DATE ARR.	DATE DISP.	CRIM. COURT	GRAND JURY	* HEARINGS	PRE-TRIAL	TRIAL	TOTAL DAYS
DET. ASSGND. - CULLEN COMMAND - BX. HOM. SQD. VICTIM: - Samuel Reiner  PERP: - Joseph A. Wilson	7/4 1970	7/20 1970	4/20 1972	3	2	2	10	17	34
DET. ASSGND. - GROSSO COMMAND - 88 DD H/A VICTIM: - Manuel Lopez  PERP: - Vargus and Alices	8/18 1971	AUG. 1971	2/2 1973	3	2	1	10	20	36
DET. ASSGND. - SCHRECK COMMAND - 52 SQD. VICTIM: - Catrina Viola  PERP: - Willie Atkinson	8/13 1970	AUG. 1970	1/6 1972	3	2		40	PLEADED GUILTY BEFORE TRIAL	45
DET. ASSGND. COMMAND VICTIM:  PERP:									
DET. ASSGND. COMMAND VICTIM:  PERP:									
TOTALS FOR BOROUGH OF <u>BRONX</u>				9	6	3	60	37	115

**TIME ANALYSIS STUDY OF HOMICIDE COURT APPEARANCES**

CASE INFORMATION	DATE OCC.	DATE ARR.	DATE DISP.	CRIM. COURT	GRAND JURY	* HEARINGS	PRE-TRIAL	TRIAL	TOTAL DAYS
DET. ASSGND. -- LONGO COMMAND - 84 SQD. VICTIM: - Cohen  PERP: - Bell	2/24 1971	2/27 1971	4/3 1972	4	2		2	5	13
DET. ASSGND. - CAMBRIDGE COMMAND - 67 SQD. VICTIM: - Higgins  PERP: - Twitty, R. Smith, Alexander and Williams	8/24 1971	9/8 1971 & 1/1 1972	11/15 1972	4	1	11	13	22	51
DET. ASSGND. - CHARYN COMMAND - 120 DD H/A VICTIM: - Hardga  PERP: - Gurley	12/31 1971	2/16 1972	9/15 1972	2	1		6	5 DISMISSED	14
DET. ASSGND. - POWERS COMMAND - 130 DD H/A VICTIM: - Ptl. Stroud  PERP: - Rhodes, Davis, Lee, Rose and Crossland	3/18 1972	4/6 1972	1/26 1973	2	1	10	9	18	40 HUNG JURY
DET. ASSGND. - CUNNINGHAM COMMAND - 140 DD H/A VICTIM: - Jos. Gram  PERP: - Evans and Bennett	10/23 1971	10/23 1971	1/4 1972	2	1		1	2	6
<b>TOTALS FOR BOROUGH OF BROOKLYN</b>				14	6	21	31	52	124

\* DAY OR HUNTLEY, WADE, AND OTHER HEARINGS

Prepared by: Homicide Task Force Cmd.  
Off. of Ch. of Dets.

TIME ANALYSIS STUDY OF HOMICIDE COURT APPEARANCES

CASE INFORMATION	DATE OCC.	DATE ARR.	DATE DISP.	CRIM. COURT	GRAND JURY	# HEARINGS	PRE-TRIAL	TRIAL	TOTAL DAYS
DET. ASSGND. - M. TOLAN COMMAND - 15th DD H/A VICTIM: - Thomas Spinicelli PERP: - Thomas Brodie	4/23 1971	4/3 1972	6/9 1972	1	13		8	19	41 HUNG JURY
DET. ASSGND. - PALMER COMMAND - 16th DD H/A VICTIM: - Carl Flag PERP: - Michael Paul	1/7 1972	1/24 1972	12/22 1972	1	3		5	14	23
DET. ASSGND. - E. BURDEN COMMAND - 17th DD H/A VICTIM: - Sondra Tiniakos PERP: - Michael Tiniakos	2/13 1972	2/17 1972	2/23 1972	2	1		3	10	16
DET. ASSGND. COMMAND VICTIM: PERP:									
DET. ASSGND. COMMAND VICTIM: PERP:									
TOTALS FOR BOROUGH OF <u>QUEENS</u>				4	17		16	43	80

DAYS FOR HUNTLEY, WADE, AND OTHER HEARINGS

Prepared by: Homicide Task Force Cmd.  
Off. of Ch. of Dets.