

EVALUATION OF THE LAWRENCE POLICE DEPARTMENT INTEGRATED CRIMINAL
APPREHENSION PROGRAM

VOLUME IV: The Lawrence Police Department Detailed Problem Analysis Program

NCJRS

OCT 6 1978

ACQUISITIONS

Prepared by: SOCIAL IMPACT RESEARCH, INC.

James Flynn, Project Manager
Cynthia Flynn
Jeanne Suhr
Cris Kukuk

For: Lawrence Police Department, Lawrence, Kansas
Date: August, 1978

51925

This report was prepared by Social Impact Research, Inc., Lawrence, Kansas, under Contract H. 77-DF-07-0010 awarded to the Lawrence Police Department by the Law Enforcement Assistance Administration, U.S. Department of Justice. The points of view or opinions stated in this document are those of the authors, and do not necessarily represent the official position or policies of the U.S. Department of Justice.

TABLE OF CONTENTS

The Lawrence Police Department Detailed Problem Analysis Program

Description	1
Goals and Objectives	1
Implementation	1
Evaluation	2
Documentation	3
Data Sources	3
Identification of Problems	5
Task Force Process	7
System Analysis	8
Task Force Members' Evaluation	10
Interviews with Other Department Members	15
Summary	16
Recommendations	18
Appendix A	19
Appendix B	23
Appendix C	94
Appendix D	120
Appendix E	138
Appendix F	159

DETAILED PROBLEM ANALYSIS
Department Planning and Decision-Making

A. Description

1. Goals and Objectives

The Integrated Criminal Apprehension Program (ICAP) as implemented by the Lawrence Police Department (LPD) is a comprehensive attempt to improve both the efficiency and effectiveness of the Department's delivery of police services to the citizens of Lawrence. The ICAP program goals and objectives are formulated such that the program is an integral part of departmental operations. One of the goals of the ICAP program is to restructure the planning and decision-making apparatus of the LPD to enhance the role of Department personnel. The objective was the establishment of a task force of officers from all ranks of the Department to develop and implement specific programs.

2. Implementation

This participatory management approach was initiated with the establishment of the Task Force by Chief R. Richard Stanwix on November 15, 1977. The Task Force is staffed with officers representing all ranks and elements of the Department (Appendix A). It operates under the direct supervision of the Assistant Chief of Police, Major Darrel Stephens. The Task Force is charged with the responsibility of identifying problems, seeking solutions and recommending courses of action to the Chief of Police. The Chief of Police receives and reviews the recommendations from the Task Force and makes the final decision on program implementation.

Task Force members operate under the following general guidelines:

1. Program recommendations must fall within the scope of the Integrated Criminal Apprehension Program.
2. The Task Force must be able to show that programs recommended address a specific problem or problems.
3. The programs recommended must not require additional law enforcement personnel.
4. The programs recommended must not consist primarily of the acquisition of equipment.
5. All program recommendations must include information that reflects that several alternatives were considered.
6. The Task Force must specify the desired outcome of the recommended program.

The Task Force began meeting December 22, 1977, and has met nearly every week through June 1, 1978. During January and February members visited seven police departments to study the ICAP programs in operation in these agencies. Copies of these reports are included (Appendix B).

3. Evaluation

This evaluation of the Detailed Problem Analysis component of the ICAP program in Lawrence will include both process and product analyses of the Task Force. The input and the output of the Task Force will be examined, as well as the decision-making processes involved. Interviews with Task Force members provide participants' evaluations of the efficiency and effectiveness of the participatory management process, the usefulness of the approach, the quality of the input data, the relevance of problems considered and the quality of programs generated. Finally, recommendations concerning Task Force operation and informational needs for future evaluation are presented.

D. Documentation

1. Data Source

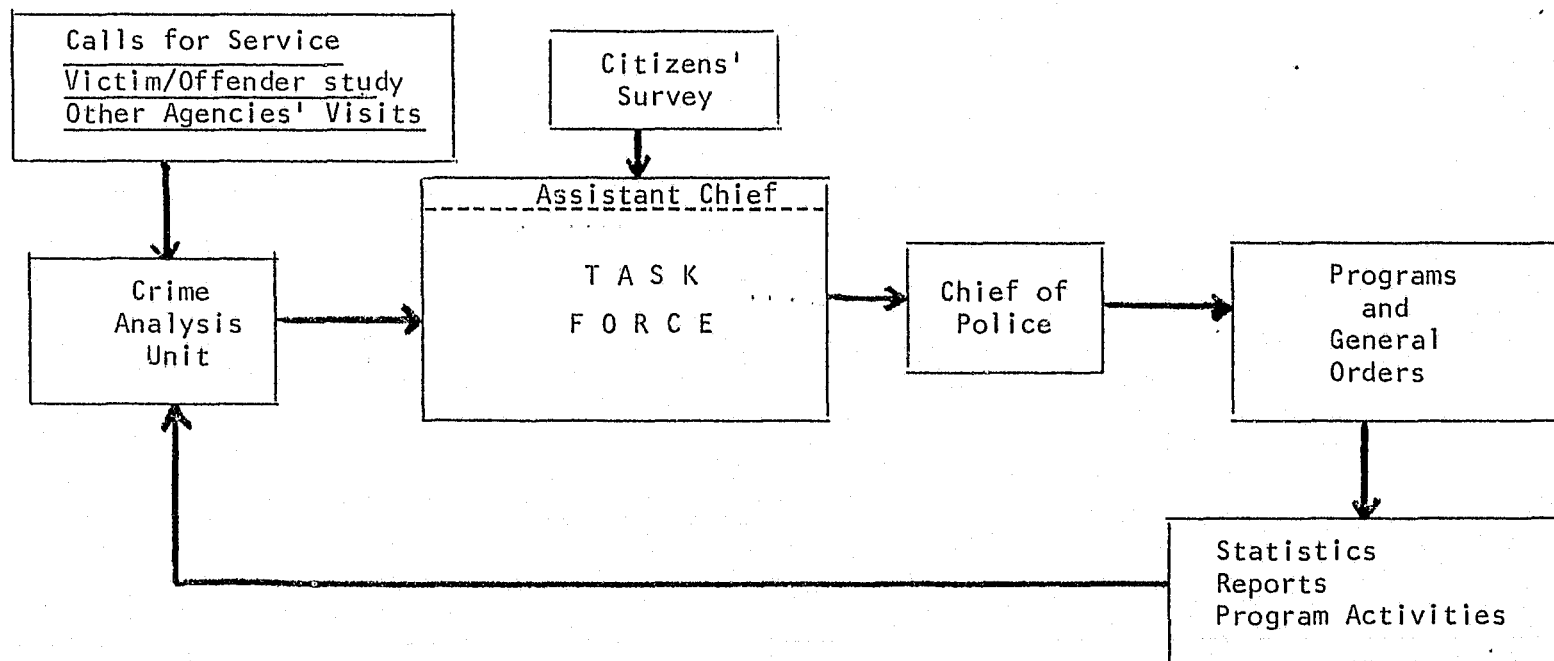
The primary source of information for the Task Force was to be analyses conducted by the Crime Analysis Unit (CAU), including calls for service (CFS) and service workload, a Victim/Offender study and career criminal data. A citizens' survey was to be conducted to determine the present level of citizen's satisfaction with police services and to identify problems with police services from the citizen's point of view. These analyses were to form the bases for specific program planning and development and overall ICAP evaluation, (See Figure 1.)

There have been several delays which impeded the work of the Task Force. After receiving the ICAP grant the LPD sought an organization to design and conduct the citizens' survey. A Request for Proposals (RFP) was issued in October, 1977 with return requested by November. No proposals were received. The RFP was revised and reissued in November and a contract signed with Social Impact Research, Inc. on February 1, 1978. The citizens' survey thus was delayed several months and the final analyses and summary not received until June, 1978.

Another major problem was that the Department's information systems were not adequate, and in some cases not functional. The criminal records were not accurate and not available to officers. No single place in the Department had a complete record system. There was no way to find out what crimes were occurring or where. No crime maps existed, no crime summaries, no analysis of reported crimes. The CAU was established to deal with this area of critical need.

The CAU has been gathering and analyzing data and making information available to the Task Force. Although some data on calls for service since 1975 has been used, only data from the latter part of 1977 are reliable.

Figure 1
DETAILED PROBLEM ANALYSIS



Information on officers' workloads had not been reported accurately or consistently. A daily log procedure has been instituted to rectify these deficiencies. In short, the Victim/Offender study was not available as input and workload data was used cautiously by the Task Force.

2. Identification of Problems

Because of unavailable or unreliable information the Task Force relied heavily on the experience of its members to identify problem areas that needed attention. This experience included visits to other ICAP cities and study of their problems and programs. This rather intuitive approach was supported and supplemented by analyses conducted by the CAU.

The Task Force decided to target on crimes of burglary, robbery, larceny (as related to theft from auto, auto accessories), auto theft, sex offenses and vandalism. (See Appendix E, Vol. II.) In order to impact these areas they determined that formal procedures were needed, that the data collection systems and resource deployment systems required improvement, and that a crime prevention program was warranted and specific training for Department members was necessary.

The ICAP Program Implementation Guide identifies three steps that are needed to move toward a systematic approach to the management and delivery of police service.

First the police must assume the initiative by accepting crime as a responsibility and by organizing themselves to effectively direct activities to maximize time and available resources. Second the large number of police programs and concepts must be integrated into a logical framework, so that positive interrelationships of functions and activities can be defined, properly ordered and effectively utilized. Finally, sound management practices must be adopted to increase the effectiveness and efficiency of police organizations while reducing or at least stabilizing costs.

To date the Lawrence Police Department Task Force has developed the following products:

1. Training Program. A forty hour training program was created and presented to all Department members. The program encompassed the ICAP concept, the Crime Analysis Unit, the Task Force

operation, crime scene training, crime prevention, and new programs to be instituted.

2. Daily Activity Log. Effective June 18, 1978, a revision of the daily activity log for patrol officers was implemented. The revised log will allow the Department to collect data on twenty-two police actions. These statistics are designed to demonstrate the level of individual activity for officers.
3. Patrol Deployment Plan. Effective July 1, 1978, the patrol districts were realigned to equalize workloads among patrol districts.
4. Preliminary and Follow-up Investigations. Effective June 15, 1978, officers are required to conduct investigations of crime scenes utilizing the skills learned in the training program and the equipment purchased to facilitate more thorough investigations.
5. Crime Prevention Program. Effective June 1, 1978, the Department established a crime prevention program that focuses on making educational information available to the community, provides several types of services to community residents, and assists neighborhood groups in developing and implementing programs designed to address specific crime problems in their respective neighborhoods.
6. Known Offender Program. Effective June 15, 1978, the Department will begin to identify multiple offenders that are responsible for a disproportionate number of crimes in this city. The resources of the Department will then be concentrated on them to influence the overall crime picture more significantly.
(See Appendix C.)

As the research was being done to formulate these products, the Department identified deficiencies in data processing. They have sought to remedy this by requesting the purchase of a computer for the Department instituting better control over coding of the data for processing and examining the deployment of resources in the Department.

None of the programs have been operational long enough to have generated any statistics to evaluate their productivity. They do, however, "recognize crime as a responsibility," by inaugurating both an investigation program and a prevention program. The activity log revision and patrol deployment restructuring are efforts to "effectively direct activities to maximize time and available resources." The training program was structured to demonstrate and operationalize the integrated relationships of the programs being created.

3. Task Force Process

The Task Force, composed of all elements of the Department and chaired by the Assistant Chief of Police, met approximately weekly from December, 1977 to June, 1978. All Task Force members were able to put issues on the meeting agenda, and usually the agenda for the next meeting was formulated at the current meeting by the members.

The Task Force has used the CAU as its primary research arm. When a problem area was agreed on by the Task Force, the CAU followed it up with research and documentation. Information on calls for service, reported officer activity, reported criminal activity, and the statistical information requested for DPA have been provided by the CAU. As programs are activated, the reports and statistics will be captured and analyzed for the Task Force by the CAU. Consequently the Task Force relies heavily on the expertise of the CAU and its ability to meet the Task Force's needs in an objective fashion.

During the first two months the Task Force members had some difficulty in learning to work as a cohesive unit. This problem was resolved partially as a result of a structured problem analysis format that systemized their activity. (This problem analysis approach will be discussed further in the next section.) Another factor fostering Task Force cohesion was that consensus of all Task Force members was required before recommendations were presented to the Chief. If any member had serious reservations about a program, the program was not allowed to leave the Task Force until the issue was resolved.

The task force approach to problem solving for the Department has consumed many man hours in meetings, research and in preparation for meetings. The problems analyzed have been examined from multiple viewpoints as each Task Force member represents both his level in the hierarchy and the concerns of his departmental element. The programs developed thus far incorporate the

concerns of all these facets. In addition Task Force members were charged with the responsibility to discuss the problems being analyzed with other members of their sections and incorporate their thinking in the solutions. This keeps Department members abreast of the Task Force activities and allows them to contribute to the program. The objective of this emphasis on communication was to ease the trauma of departmental change. Task Force members interviewed in this evaluation also reported being enthusiastic with the progress to date. Some of the members admit to being converted from resisting change to strongly advocating the changes being implemented.

C. Systems Analysis

The programs developed, and the problems addressed by the Task Force evolved through the group problem analysis. The first two months of Task Force operations produced considerable conflict. There were many different opinions and goals, each headed in a different direction. It took time for the Task Force to "get on its feet" and work as a unit. This is not surprising since it is composed of different departmental elements and different shifts, each with their own problems that they were used to working out by themselves.

In order to curtail wasted effort and to foster group cohesion the analysis process needed to be more highly structured. To this end "A Problem Solving Approach to Program Planning," an in-house document developed from many sources was used by the Task Force for problem analyses (Appendix D). A checklist of considerations was abstracted and used for each problem and program addressed. Furthermore, the Task Force decided that all recommendations it issued must be approved by all Task Force members before presentation to the Chief.

The Task Force members reported that one of the findings of their research in other ICAP cities was that the Department members had to be kept abreast of changes as they developed and they must have the opportunity for input before

new programs will be adopted and become functional. By developing programs through joint action the Task Force members became advocates among their peers for the changes. They provided their units and shifts with information about the ICAP program in general and about specific problems and programs being considered. They also collected suggestions and criticisms from their peers for input to the analysis process. This interaction contributed to a sense of departmental ownership of programs developed and thus increased their viability.

D, Task Force Members' Evaluations

Eight of the ten Task Force members and the chief of police were interviewed regarding the evaluation of the Detailed Problem Analysis (DPA) of the Lawrence Police Department's ICAP program. The officers interviewed were asked to evaluate the impact of the Task Force in terms of the relevancy of the problems considered, the efficiency and effectiveness of the analysis process, the overall usefulness of the effort and the quality of the products of the Detailed Analysis process.

The Task Force is comprised of ten members but because of other obligations they report that most of the research and work was done by four members. The other six still take ownership of the products and express regret that they have not been as active as they would have liked in the DPA process.

The Task Force members were all enthusiastic in reporting on the activities of the group. The members take a great personal pride in the Department and its ability to meet the demands placed on it for service and for change. They are also in agreement that the Department is growing with the help of the ICAP grant and that the growth is needed. Several of the members reported that they had perceived the need to change programs in the Department independently but were unable to effect these changes previously.

The following are verbatim excerpts from these interviews. (See Appendix E.)

1. EVALUATION OF PROGRAM IMPACT IN TERMS OF THE RELEVANCY OF THE PROBLEMS CONSIDERED.

"They have started on problems that had to be dealt with to increase the professionalism of the Department. They have worked on the most obvious problems."

"It is something that has been needed for some time. They are putting the workload where the problem is. They are working on problems that should have been addressed years ago."

"They (the problems) are relevant. They will give the Department information that will help the Department give better service to the community. They will remove criminals from the city and address the problem of burglaries. The redistricting will be oriented toward CFS instead of geographic boundaries."

"One big thing is training in investigations and follow-up investigations and report writing. For the first time we have equipment, like cameras, fingerprint kits, things that we should have been using all along. We needed to get into new areas like crime prevention."

"Most all of the problems considered have been relevant. They were brought up by patrol officers and have been concerns of theirs. The solutions have been theirs also."

"The department needed change. Some of the problems we were not ready to work on and some have been more pressing than others. But all have been relevant."

2. EVALUATION OF PROGRAM IMPACT IN TERMS OF THE EFFICIENCY OF THE ANALYSIS PROCESS.

"It has not been particularly efficient but is a great management tool. The officers have a voice in the programs and develop some ownership in them. The programs could have been designed more efficiently without the Task Force but this loss in efficiency is more than compensated for by the participation of the members."

"We worked on the problems quite well. In other cities we saw the Task Forces did not orient toward the street officer. We have kept the people that are going to run these programs involved and informed."

"To analyze a problem a structured format was used. The system has a ten-step approach. Some things did not fit the process and have dropped out as a result."

"If we had done it another way it wouldn't have worked."

"We have a problem without a computer. The new grant has a request for one. Based on the resources it has, the Task Force does a good job."

"It is efficient. We haven't run into any major problems yet. The Chief is behind us, the Major is head of the Task Force and we have had no objections from City Hall."

3. EVALUATION OF PROGRAM IMPACT IN TERMS OF THE EFFECTIVENESS OF THE PROCESS.

"It has been real effective. Needed changes have been brought about even though to get the end product the Task Force approach took longer."

"We have very definitely affected the Department. The Task Force is the guiding light. All areas of the Department are represented to provide information and serve as checks. Anything we do is justified before it leaves the Task Force or it doesn't leave."

"It has had a good effect. I got this feeling after the first session of the schooling; I have a good feeling about what has taken place."

"The new offense program yields a better grade of report. The new work sheets give credit for what officers do; the old ones did not fit present needs. Before we just worked around a problem instead of changing to handle it."

4. EVALUATION OF PROGRAM IMPACT IN TERMS OF THE OVERALL USEFULNESS OF THE EFFORT.

"Very useful, it has increased morale, forced changes that were needed and the process eased the pain of the changes."

"It has been worth it so far. We have given the officers equipment to work with, like cameras, fingerprint kits and training to use them. The time has been well worth it."

"We reaped 100 per cent more than we put in. There were small changes also, like log sheets that gave people credit for what they did. There was a need for change."

"It was worth the effort. If nothing else it showed it could be done."

"The guys have wanted to put out. They feel that this is a step ahead for the Department. The Department is moving."

"It definitely helps the Department. It cuts into Task Force members time by going to meetings and preparing for meetings but it is worth the time."

"The training has been outstanding. The report writing is more proficient. Arrests have been made that maybe couldn't have been made under the old system because the information just was not there."

5. EVALUATION OF PROGRAM IMPACT IN TERMS OF THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS.

"It has been very good. The impact on the Department has been good ground work but it is only the start."

"I don't know. The CAU has been effective but the Task Force hasn't had much to do with that. I haven't seen crime reports to know how they have worked out; the other areas are just too new to judge."

"I have been evaluating that all along. The things that were turned out are great changes, changes that were needed for the Department to keep up with the times. Team policing has been going on for years here; we just didn't know what to call it."

"I didn't have much input in setting up the training but the parts I'm familiar with were good. If you paid attention during the training you got something out of it."

"It is too soon to tell. Everything is so new. We have put out a lot of things but it is too new to tell how useful it is."

"I think for the resources and analyses available the products are exceptionally good. It is the best thing that has happened in years to improve morale and all-around operations."

"The training program is the Task Force's major contribution."

6. Summary of Interviews

Personnel active in the DPA effort were asked to evaluate the impact of the program in terms of the relevance of the problems considered, the efficiency and effectiveness of the analysis process, the overall usefulness of the effort and the quality of the resulting programs.

The members were also asked to judge the usefulness and thoroughness of the data supplied to them for the DPA tasks. At this time most of the information they have relied on has been supplied by the CAU and was rated as outstanding. They also were able to travel to seven cities that have ICAP programs in operation and used their experiences as a resource. The results of these study trips were used in problem management and in avoiding planning mistakes. While not available during the planning phase, the Citizens' Survey solidified the feeling of a need for a crime prevention program.

The Task Force members were in agreement that the problems that received full consideration were problems that the Department needed to work on to improve the quality of the police service and were areas that were most in need of attention at the present time. The task force approach to problem solving was recognized by the members as consuming considerable time and effort but the payoff in terms of departmental improvement, program ownership and improved morale were felt to be worth the expense. The products of the Task Force analyses have had an effect on the Department. Changes have been instituted in the deployment of personnel, the method of handling calls, the recording of activity and the tracking of repeat offenders. Crime prevention programs have been initiated and an extensive training was designed and presented to all officers. The training program has been completed and evaluation of it is included in this report. However, the usefulness and the quality of the other programs cannot be judged at this time. The members of the Task Force were confident that they have produced programs that are viable, needed and will have a substantial positive impact on the quality of police services.

E. Interviews with Other Department Members

Two Department members who had been somewhat involved with the Task Force were also interviewed (Appendix F). They were questioned about their impressions of the Task Force in terms of the relevancy of the problems considered, the efficiency and effectiveness of the analysis process, the overall usefulness of the effort and the quality of the products produced. These interviews reflected opposite opinions on the quality and usefulness of this participatory management process and the way it was operationalized by the Lawrence ICAP program.

The first officer felt the Task Force had been very productive and efficient. The officers were showing a sincere interest in the improvement of the Department and in their own professional growth by volunteering to work on their own time. While not a member of the Task Force the officer had been actively involved in getting reports and ideas for the members. He felt "they (the Task Force) have done a great job and I'm behind them all the way."

The second officer felt the Task Force was a "waste of time." With the exception of the crime analysis report, he didn't see that anything positive had been accomplished and even these reports needed improvement. He felt the programs may be of some use to the patrol division but he also saw them as an effort by the Major to eliminate the detective division.

While both officers recognized the existence of problems in the Department, the first officer felt the Task Force was successfully attacking them. The second officer stressed that the problems are on the streets and Task Force activities take too many officers off the streets. Both officers mentioned a concern with the unusual influence wielded by the Task Force chairman on the Task Force.

Task Force members stressed the existence of wide-spread Department support. These two interviews confirm this assertion somewhat. However, they also point to the fact that Department support and endorsement are not 100 percent. Given the outspokenness of the second officer, identification of those resistant to change should be obvious. In the interests of Department harmony and successful

program implementation, additional effort should be expended on informing and involving these officers and divisions.

F. Summary

The Lawrence, Kansas, Police Department recognized a need for an improved information system to meet its administrative and criminal records management functions. Consequently they secured a grant to implement an Integrated Criminal Apprehension Program (ICAP), a concept that called for the structuring of a logical framework of interrelated programs to serve the needs of the Department.

A key element in the ICAP program was a detailed problem analysis (DPA) component. This component was operationalized by the establishment of a task force to identify problems and recommend solutions using data supplied by the Crime Analysis Unit (CAU) and the Citizens' Survey. The chief of police reviewed the recommendations and gave final approval to programs developed. Once the programs were implemented, the activities generated are reported back to the Task Force through the CAU for evaluation. The Task Force has been in existence for seven months and has just started to implement programs which address problems identified.

The operation of the DPA differed from its original design. Because of delays in the contracting for the evaluation of the Lawrence ICAP program, the Citizens' Survey was not available to the Task Force until June, 1978. The Victim/Offender study was also incomplete in June. The analysis of calls for service (CFS) while available was based on unreliable data for the most part. There was a need to identify problems and implement programs that could not wait for these results. Given that the information the Task Force had planned to use in the DPA was unavailable or unreliable, it had to rely on the experience and intuition of its members and information supplied by the CAU. This method has the advantage of addressing problems of immediate concern

to police officers and thus likely to gain ready support. However, programs generated on this basis cannot be defended with concrete evidence of need. They can be attacked by opponents as representing only the special interests of Task Force members or the CAU. Objective data supporting the need for each new program should be available and communicated to Department members.

Task Force members reported great pride in their membership and participation. However, four members are reported to be more involved than the other six. In order to maintain the balance established by having all ranks and elements represented, the attendance and involvement of the full membership is desirable. Also more attention should be given to informing and involving other Department members. Representatives of some divisions and shifts seemed to be more active in dispensing information and seeking input. Certain elements are still resisting the changes in the Department. The Task Force should consider adoption of those methods of communication used by those members most successful in informing and involving their peers.

The primary goal of the ICAP program for the Lawrence Police Department is to improve the efficiency and effectiveness of police services. Efficiency and effectiveness are equally desired results. The DPA process has been more effective than efficient. The most efficient decision-making process is autocratic. A democratic process is less efficient and general consensus even less so. Yet agreement on all recommendations by all Task Force members was required. The process consumed many man hours in preparation, in discussion and dissentience. While the tangible products of the Task Force could have been created with fewer personnel in a shorter time or transferred from another ICAP city to Lawrence with minor modifications, most Task Force members felt this approach was optimal. These members believed the Task Force had made a substantial, positive impact on the Department. Increased departmental pride and morale had been cited as evidence of the Task Force's effectiveness.

However, these statements may be a reflection of only Task Force members' feelings. There was no mechanism in operation during this period to measure and evaluate changes in Department morale. Certainly the remarks of one member of the Department reflected a worsening of morale. If improved morale is an important objective, an evaluation scheme should be implemented to measure changes in Department members' attitudes.

The efficiency and effectiveness of programs generated provide one benchmark for evaluating the Task Force and the DPA. An evaluation of the training programs is included as a part of this report. However other programs are too new to allow for meaningful evaluation at this time. Evaluation criteria and data collection mechanisms must be established for each new program so that meaningful evaluation can be performed in the future.

G. Recommendations

1. Programs should be presented with rationales based on objective evidence of need. These presentations should include information on all possible alternatives considered. This documentation should be communicated to all Department members.
2. Attendance and involvement by the full Task Force membership is desirable and, therefore, the Task Force should generate a mechanism for the equitable distribution of Task Force projects.
3. The Task Force should consider identification of and general adoption of those methods of communication practiced by those members most successful in informing and involving their peers.
4. If improved Department morale is an important objective, an evaluation methodology and instrument must be implemented to measure changes in attitudes.
5. Final evaluation of the Task Force and the DPA depends on the success of the programs developed and implemented. Evaluation criteria and data collection mechanisms for each of these new programs must be established so that meaningful evaluation can be performed in the future.

APPENDIX A

MEMORANDUM

November 15, 1977

To: All Officers
From: R. Richard Stanwix, Chief of Police
Subject: Lawrence Police Department Task Force

One of the objectives of the Grant Program the Department is involved with is to create a "Task Force" of officers representing all ranks and elements of the Department that would participate in the development and implementation of specific programs.

The Task Force will also be responsible for recommendations on the training related to the Program. It will operate under the direction of Major Stephens and I will make the final decisions on recommendations made by the group. The general guidelines the Task Force will operate within are listed below:

1. Program recommendations must fall within the scope of the Integrated Criminal Apprehension Program.
2. The Task Force must be able to show that programs recommended address a specific problem or problems.
3. The programs recommended must not require additional law enforcement personnel.
4. The programs recommended must not consist primarily of the acquisition of equipment.
5. All program recommendations must include information that reflects that several alternatives were considered.
6. The Task Force must specify the desired outcome of the recommended program.

Major Stephens and I have selected the members of the Task Force. Every element of the Department is represented and it will be the responsibility of these people to keep officers informed of Task Force activities and to solicit ideas. Members of the Task Force will be:

Capt. V. L. Newman
Lt. Lyle Sutton
Sgt. Francis Alexander
Sgt. Larry Loveland
Officer Gary Browne

Officer Matt Fitzpatrick
Mike Hall
Don Love
David Reavis

In addition, Ron Olin will participate in Task Force activities in a staff capacity to the group.

R. Richard Stanwix
Chief of Police

Task Force Membership

Since the issuance of the memorandum establishing the Task Force the following personnel changes have occurred:

Captain V. L. Newman resigned from the task force and was not replaced.

Sgt. Frances Alexander resigned from the task force and was replaced by Det. Wayne Schmille.

Officer Matt Fitzpatrick resigned from the department and was replaced by Cpl. Mike Reeves.

The current membership consists of the following officers:

Officer	Assignment	Year of Appointment
Major Darrell Stephens	Assistant Chief	1976
Lt. Lyle Sutton	Patrol	1959
Sgt. Larry Loveland	Patrol	1967
Officer Gary Browne	Patrol	1975
Det. Wayne Schmille	Investigations	1970
Cpl. Mike Reeves	Technical Services	1970
Officer Mike Hall	Patrol	1973
Officer Don Love	Patrol	1975
Officer David Reavis	Traffic	1967
Officer Ron Olin	CAU	1971



City of Lawrence

KANSAS

BUFORD M. WATSON, JR., CITY MANAGER

POLICE DEPARTMENT

111 E. 11th St.

913-841-7210

CITY COMMISSION

MAYOR

MARJORIE H. ARGERSINGER

COMMISSIONERS

DONALD BINNS

BARKLEY CLARK

ED CARTER

JACK ROSE

June 26, 1978

Mr. Bill Moulder
7707 East 52nd Street
Kansas City, Missouri 64129

Dear Bill:

I am enclosing the material you requested. The Task Force meeting dates are more difficult. The best I can do is the following set of meeting dates.

December 22, 1977
January 5, 1978
January 12, 1978
January 20, 1978
February 2, 1978
February 16, 1978
February 23, 1978
March 2, 1978
March 9, 1978
March 16, 1978
March 23, 1978
April 6, 1978
April 13, 1978
April 20, 1978
April 27, 1978
May 4, 1978
May 11, 1978
May 18, 1978
May 25, 1978
June 1, 1978

tentatively - June 29, 1978

The meetings lasted an average of two hours each. The major causes for no meetings were: 1) Task Force visitation trips in January, and 2) training interferences. If you desire other information, let me know.

enclosure
WRO:dc

Ron

APPENDIX B

I.C.A.P. EVALUATION
SAN DIEGO, CALIFORNIA POLICE DEPARTMENT
February 8, 9, 10, 1978

The city of San Diego is 212 square miles with a population of 760,000. San Diego harbor leading into the Pacific Ocean consists of 24 square miles which is large enough to put the city of Lawrence in. Three cities within San Diego have incorporated with their own police departments requiring boundary crossings by the San Diego police. So far this has not caused any problems.

The police department is budgeted for 1240 officers, of which 1140 have been hired. Sixty five (65) of these officers are women.

CRIME ANALYSIS UNIT - .

The Crime Analysis Unit consists of several police officers and civilians headed by a civilian employee with almost all computer trained for computer queries used to capture types of structures required for certain crimes, such as locks to force businesses to change their locks, point of attack, how, etc. to get better quality control.

A sixteen man committee was formed to decide on what types and forms would be used, approved by computer programmers, to capture as much as possible to assist the officers in the field.

Questionnaire and Direction forms for Crime Analysis surveys is carried by officers. The questionnaire consists of fifty-seven (57) items that can be queried by computer for type of crime, method of operation, and any names that can be pulled (Most of this was taken from a K.C.Mo. Program.) to reduce the amount of suspects. All field interview cards are placed into the computer. At the present all field interview cards are being stored in the computer until it becomes over-loaded.

All crime analysts are required to take composite training and qualified to be experts in testifying in court.

CRIME PREVENTION/COMMUNITY RELATIONS UNIT -

This unit received a Federal grant in October 1977 for additional personnel and to form different programs. This is a two year grant that will be picked up by the city when it expires. Three police officers and seven store front officers were hired. Some of the programs put into operations were the security ordinance which requires everyone to have proper security or be fined. So far twelve thousand stores have been checked out on robbery prevention. This goes in hand with a community alert program which at the present needs only a strong statement from the chief saying this is what we are going to do.

They also have eighty-seven neighboring awareness and home owners associations with each group providing one person to attend the city council meetings.

Beat officers are very responsive to these programs but in talking to business men downtown, they reply that it is not working and that all they are doing is sitting in their offices shuffling paper. In southeast San Diego which is largely minority and large shopping centers, the programs are working.

Other programs consist of long range crime prevention, community impact, and environmental impact to reduce future potential to crime. All future businesses, shopping centers, and senior citizens apartment plans will be inspected before and after the buildings are constructed by the city building inspector. If they do not comply, the plans will be re-worked and the building constructed will be charged.

SENIOR CITIZENS -

They have bad prospectives in life and are very frightened after dark, although they are less victimized. Most of the fright is caused by themselves and through their meetings. They want the officers watching their homes at all times. They will not call the police because of rumors heard during their meetings of senior citizens, of being threatened by juveniles by telephone, of having their homes destroyed by fire, or bombs; although this has never happened.

Police were urged to work with C.B. groups but found out 66% of calls received were false, but, they are going to purchase C.B. radios.

Also visited was a community relation store front office. It was learned that after visits and talking to awareness groups, the groups would eventually drop off, but more unreported crimes were being reported, therefore, Part II crime statistics began to rise.

CRIME REDUCTION DETAIL -

This program is not in effect at this time having accomplished its objective in 1977. The program was formed by a patrol supervisor (Sgt.) who, during his tour of duty in southeast San Diego, received many complaints of young blacks hanging around and blocking parking lots at business establishments. Fourteen officers were assigned. First, their plans were explained to the owners. These consisted of converging upon the scene silently by two units and talking to the youths explaining what was going on, how much trouble they were causing, and how much trouble they could get into. If this did not work, all fourteen officers would arrive in an unmarked [879 persons were interviewed, 269 F.I. Cards, & 87 arrests were made.] van and silently surround the group. As a result of this, anytime a van arrived everyone would run until the lots were finally cleared. Teenagers and a prostitute interviewed reported they appreciated officers talking to them. At first they thought it was only white "honkie" harrassment. Also interviewed was a taxi driver who thought it was safe now to pick up customers in southeast San Diego. A college professor who used to drive thirty miles to the supermarket to do his shopping reported now he could go to a neighborhood center without as much fear.

COMMUNICATIONS -

San Diego is unique whereas it had the first computer aided dispatch center. This center was started in the spring of 1974 and completed January 1975. The center is approximately a mile from the police department.

There are seventy-six civilian dispatchers consisting of twenty-six Dispatcher II Radio/operators and fifty Dispatcher I telephone/operators. Eleven of the dispatchers are men. The watch commanders consist of a Lieutenant and Sergeant who observes and listens to all calls received and dispatched, or select calls.

Training consists of nine weeks. One week class room four weeks side by side, and two weeks solo next to an experienced dispatcher. There is an additional two weeks for testing and if you fail you may get an additional week. The Dispatcher II makes \$992.00 for 160 hours.

There are eighteen rotary positions, all provided with a keyboard and tube. All dispatchers can contact one another by the computer. They receive approximately 2500 calls and 34,000 telephone calls per month and dispatch 42 percent of calls received, of which the majority are misdemeanors.

Each tube can receive up to two calls on its screen and decide which is the most important without losing a format. Each tube has a standard complaint form on the screen where the telephone/operator can type in the information as they receive it on the telephone. This information is given to the radio/operator who queries the bottom of her screen for beat assignment, officers available, officers on call, and officers out of service. It also will give the street and intersections. New streets are updated from the Fire Department reports and placed into the computer.

There is a two minute response time from receive to dispatch. They have five priorities:

1. Officer needs help, and all medical emergencies
2. Crimes in progress, 2 minute response
3. Fights, prisoners, disturbances, 1½ minutes response
4. Cold crimes (Burglary, etc.), 1 hour response
5. Late calls (close to shift change), 1 hour

They have nine frequencies for dispatch, 1 tact and 1 detective frequencies with the tact and detective frequencies being the most abused.

With sixty-five females they have the same petty problems as a department with five females. One of their big problems is putting light duty officers as telephone/

operators who can't operate the tubes, but do not want to go back on the street as patrolmen for fear of re-hurting their back, but would gladly go back as a detective with no ailments.

The dispatchers rotate every twelve weeks which does not seem to create any problems because they have the bump system for the first, second, or third shift. The new dispatcher does not have a chance, but so far all has worked out well.

The Communication Center was the only secured area of the entire police department. There were two locked steel doors that could be opened by using the telephone if they knew you and a coded keypunch for the second door and another telephone.

They record all frequencies and telephone, and keep all tapes for thirty-six days unless needed, then as long as required.

PATROL -

The patrol consists of three divisions (north, center; south). The shifts consist of 8-4, 4-12, 12-8, and rotate every twelve weeks which I found all officers satisfied with.

All shift meetings are held by sergeants. The division squad room is divided into three sections with sliding dividers where one, two, or all three meetings can be held at once. There are sixty-five beats; size depending upon the amount of crime. The Patrol Sgt. may have several beats that he supervises and all supervisors drive identical equipped units consisting of emergency equipment, shotguns, gas masks, assortment of gas, pry bars, speakers, and emergency lights. He also carries a complete crime scene kit. By order of the city council, no patrol units except supervisors, carry shotguns. Supervisors also have tact radios whereas they can dial and monitor all beats, or select beats, but his beat radio over-rides all tact traffic.

All officers and supervisors talked to seem very satisfied with the exception of being under-staffed, low pay (San Diego is the second largest city in California

and forty-seventh in pay). The female officers enjoyed their work and felt they were treated equal and that all female officers were there only because they wanted to be.

UNIFORMS -

The difference between officers and supervisors uniforms is very noticable as officers have to purchase everything. The only item the city buys is the officer's revolvers. Some wear short sleeve shirts with leather or cloth jackets, very few with the exception of Lieutenants and above wear long sleeved shirts with which you must wear ties. Hats and helmets are not required although some carry helmets in the trunk.

They are entirely a one man unit with back-ups for all calls for service. Self initiated service if you don't call for assistance, you don't receive it. They have quite a few reserves who ride and provide their own uniforms and weapon. They are trained but do not receive any pay.

In conclusion, the Enforcer Program is the same as our ASAP program except they are not federally funded. This, too, is a one man unit who have permission to ride wherever they desire.

The police department has no harbor patrol but is assisted by the Navy and Coast Guard ships and helicopters.

THE GOOD GUYS WEAR YELLOW HATS -

Crime-fighting elite battles lawlessness. Some good guys have been known to wear white hats, but members of an elite undercover unit of the San Diego Police Department wear bright yellow headgear when "taking down" a crime.

The six men of the Crime Suppression Unit work in civilian clothing, and carry with them caps marked "CSU" in black letters so that uniformed officers arriving on the scene won't confuse them with the bad guys.

The unit was formed July 1 to combat what the police call "series" of crimes -

several crimes committed by the same person or persons.

Usually, the criminal sticks to one crime - armed robbery, burglary, or rape.

CSU was formed because series crimes "slop over" into different shifts. This means that uniformed patrol officers can't devote all their time to solving them.

Further, most series require stakeouts in which CSU men hide around a crime target. Uniformed officers seldom have time for stakeouts because they must patrol their beats and answer radio calls.

CSU recently was watching a store and when a suspect went in with his hand in his coat pocket, they suspected an armed robbery.

The suspect left when customers came in, and when confronted by CSU men on the sidewalk, was found to have a butcher knife in his belt.

CSU men also have aborted several burglaries in progress lately by determining an area of town that had been hard hit and then staking it out, waiting for the "crooks" to move.

When CSU operates in an area, it is always with the knowledge and cooperation of the district sergeant. Further, word is passed around that if the uniformed officers run into men in yellow caps with pistols, they are CSU, not the bad guys.

"Everybody on the force can't possibly know our faces, so we put out the word".

In a recent sixty-day period, CSU arrested three suspects linked to more than 120 burglaries and one who "copped out" to four armed robberies.

CSU also made 126 arrests; identified 126 suspects; undertook 57 surveillances; and recovered two new cars stolen from dealers' lots.

Hours of the unit vary, for the men work any time required to cancel a series. Sometimes they even work in uniform, as when they are out looking for purse snatchers in a certain area.

It requires that the men be innovative when figuring out how to arrest a suspect.

This concludes my report.

By: Captain Verner L. Newman, III

ICAP VISITATION
SAN DIEGO, CALIF. POLICE DEPARTMENT
FEBRUARY 8-12, 1978
LYLE R. SUTTON

Report by Lyle R. Sutton from the observation of the San Diego, California Police Department, from February 8, 1978 to February 12, 1978.

San Diego, California is in the very southwestern part of the state with the western boundry being the Pacific Ocean and the southern boundry being Mexico. The city of San Diego has an exceptionally large amount of persons of different nationality. The city of San Diego at the present time has a population of approximately 804,000 persons and covers approximately 395 square miles. The population is growing at the rate of approximately 85,000 persons per year.

The San Diego Police Department has approximately 1,140 officers, with approximately 110 detectives, and 70 female officers. The city had 64 patrol districts or beats, being devided into 3 sections, the Central Section having 35 beats, the Northern Section having 20 beats, and the Southern Section having 9 beats. The Chief of Police is William B. Kolender, who joined the department in 1976 and has been promoted through the ranks to Chief in 1976. The morale of the officers whom we visited with are average, some being for the programs that the police department are conducting, some being against the programs and some not caring one way or another.

FIELD INTERROGATION

The Field Interrogation Project was funded by the Police Foundation, which is a private, nonprofit organization established by The Ford Foundation in 1970 and dedicated to supporting innovation and improvement in policing.

In April 1973 the San Diego Police Department conducted a field interrogation study. The purpose of the study was to see how much impact the field interrogation had to do with the amount of crime and crime prevention in the city. Field Interrogation is defined as a contact by a patrol officer who stops, questions, and sometimes searches a citizen because the officer has reasonable suspicion that the subject may have committed, may be committing, or may be about to commit a crime. The experiment was conducted for a 3 month period in beats 23, 24, and 25 in San Diego. One beat had officers who were trained in field interrogation, one beat had officers that were specially and extensively trained on how to conduct field interrogations, and in the third beat officers were to make no field interrogations at all.

In the Final Report of the Field Interrogation Report made by Systems Development Corporation, an evaluating firm, field interrogation definitely showed merit, however, there was not much difference in the amount of arrests in any of the three beats.

We talked to several officers who were involved and or knew about the project. Everyone that we talked to said that the project was a waste of time and money except that it did show that field interrogation was a must for a police department. Officers said that the 3 beats that were used for the project were very poor beats for this type of study as they were primarily navy housing. Officers said that the officers in the no FI area did not do as they were supposed to. If they saw someone acting suspicious that checked him out whether they were supposed to or not. Everyone except a few administrators said that the project was not long enough to have an accurate report, that the wrong areas were used, many things were done different than they were supposed to be by the project and in general the project was a waste of everyone's time.

Since the Field Interrogation Project, the San Diego Police Department has changed

the Field Interrogations to Field Investigations and initiated a new Field Investigation Report, that the information on the report is used for crime prevention and apprehension and all Field Interrogation Reports are computerized for use in apprehending criminals. A copy of the new FI report is attached.

LAW ENFORCEMENT FOCUS ON CAREER CRIMINALS

The San Diego Police Department Career Criminal Program is a LEAA funded grant dealing primarily with repeat offenders. The assumption of this program is that for certain crimes there is a relatively large number of repeat offenders. The program is directed by George J. Sullivan, a civilian. The staff includes, besides Sullivan, 4 other civilian personnel, 2 secretaries and 2 computer programmers and operators. Besides the 5 civilian personnel there are 3 full time police officers assigned to the program.

The goals of the program are:

- 1) to investigate offenses reported to the police in an effort to solve them and to identify the perpetrators.
- 2) to locate and apprehend individuals as a result of the investigations as having committed an offense and,
- 3) to aid in the prosecution of those against whom criminal charges are preferred.

In short the goals are Identification, Apprehension and Prosecution of repeat offenders.

To start the program, a Crime Analysis Unit was organized and an in-house computer was purchased. An 18 man patrol officer team was selected to organize a new report so the items needed for the computer could be captured. An organizational chart of the program is attached.

By using MO on all major crimes (Detecting Ongoing Crime Series - DOCS). After a series of these elements are computerized the police department hopes to Match Electronically for Career Criminal Apprehensions. (MECCA)

The Identi-Kit is being used in this program. All victims of serious crimes

are contacted by the police department and Identi-Kit numbers are computerized for a later match of a suspect or similar crime.

A stake out/surveillance program has been initiated where after Crime Analysis has determined that there is a good possibility that a crime will occur in a certain store or area.

In areas where stake out or personal surveillance is not possible, a Concealed Camera Program has been initiated. The Police Department has purchased 16 35MM cameras to be put in this type of location. The cameras are maintained by the department. Dissemination of the cameras is determined by the watch commander on duty by decisions of 1) frequency of robbery incidents, 2) crime analysis trend, 3) Tactical Response Analysis, 4) business suitability, 5) camera availability and 6) manager cooperation. The cameras are tripped by a bill in the cash register.

A decoy program has been initiated, which means an officer in an undercover capacity in highly visible settings where they might be construed as a potential victim. These decoy officers are equipped with body transmitters and are under visual contact of fellow undercover officers.

The department uses an undercover vehicle plan in all operations. This plan uses older model or different vehicles frequently.

The San Diego Crime Analysis Unit also used a Varda Alarm Program in potential locations for armed robbery, etc. The Varda alarm is a small transmitter that is activated by a clerk or someone. The Varda alarm silently transmits a pre-recorded message to the district car that an armed robbery is in progress at such and such location.

The San Diego Police Department is well on their way with the use of the Integrated Criminal Apprehension Program and are getting some good results now, by criminal apprehension, etc.

PATROL STAFFING

Patrol staffing was an experiment funded by the Police Foundation where the one

man versus two man patrol cars was studied.

The summary of the experiment indicated that it was much more feasible for units to be one man patrol units. The summary indicated that there was nearly no difference in the amount of safety for officers and financially it was much cheaper to staff one man patrol units with back-up units.

We talked to several officers and I feel the general feeling was that one man units are the best. Some indicated that they felt that an officer did use more caution when he was by himself, but generally sufficient back-up units are available if he needs help. On many calls the dispatcher sends two units anyway.

COMMUNITY PROFILE POLICING

Community Profile policing was an experiment conducted in 1975 which is described by San Diego officers as a more humane way of policing. 24 patrol officers and 3 patrol supervisors (Sgts) were specially trained to utilize the Community Profile Approach to patrol work. The concept of the program was to get acquainted with the people both private and professional in your beat so they would know the beat officer as a person rather than just a police officer.

The results of their experiment were that the police received more information, cooperation, community support, etc., resulting in more crimes cleared and prevented. Later on, after, the entire San Diego Police Department went to the Community Profile Concept.

All officers we talked to thought the Community Profile Concept was definitely good except at the present time due to manpower shortage, the concept is not being used in many beats.

COMMUNITY RELATIONS AND CRIME PREVENTION

The San Diego Police Department Community Relation and Crime Prevention is the same department. The Bureau is under the administrative division of the police department and is staffed by a Captain in charge, two sergeants, ten police officers, and eight secretaries. The concept of having Community Relations and Crime Prevention are both improved communications between police and the total community.

This division has seven store front offices which were placed in key locations in town. The store front officers confirmed that the Community Relations Section was most effective when there were offices readily accessible to persons in the community who wished to make a complaint, ask a question or just talk to a police officer. In 1976, those Community Relation officers were also assigned as Crime Prevention officers and were given additional duties such as setting up crime prevention programs in the community they served.

Duties of the Community Relations and Crime Prevention, besides the store front offices are a three man team out of the main office, setting up City-Wide Crime Prevention Programs. These officers are experts on Home and Business Security systems and alarms. They conduct business and home security checks besides making recommendations for security on new business buildings, shipping centers and homes.

CITIZEN ACTION REQUEST

Any citizen with a complaint or criticism regarding other city departments or services can notify the police and the complaint will be recorded and routed to the proper City department for follow-up.

SPEAKERS BUREAU

This division arranges for presentations to interested groups in the city on all aspects of law enforcement.

RIDE-ALONG PROGRAM

The beat ride-along program allows adults and high school age youths the opportunity to see what the regular beat officer working in their area does during his regular shift. The only restriction is that the person riding either live or work in the section of town they are riding in.

COMPLAINT PRODECURE

All complaints against police officers are taken, recorded, and forwarded to the proper division for processing. The complaining person is informed and explained the results.

PD-5

A musical quintet of Police Officers representing the police department who perform at junior and senior high school assemblies.

CHRISTMAS PROGRAM OPERATION 1000

A program where 1000 needy families are given Christmas dinner and the children are given toys for Christmas. The Police Reserve picks up the toys, food, etc., and later distributes the things to needy families.

POLICE EXPLORER PROGRAM

This program is directed at teen-age youths who show an interest in law enforcement as a career. Bi-monthly meetings are held and off-duty police officers conduct the programs.

SCHOOL SAFETY PATROL PROGRAM

Since 1936, San Diego has operated their School Safety Patrol Program. At the present time there is approximately 1,700 boys and girls engaged in School Patrol in 81 schools. Since 1936, there has never been a child killed or seriously injured in a school crossing.

C.B. RADIO GROUP

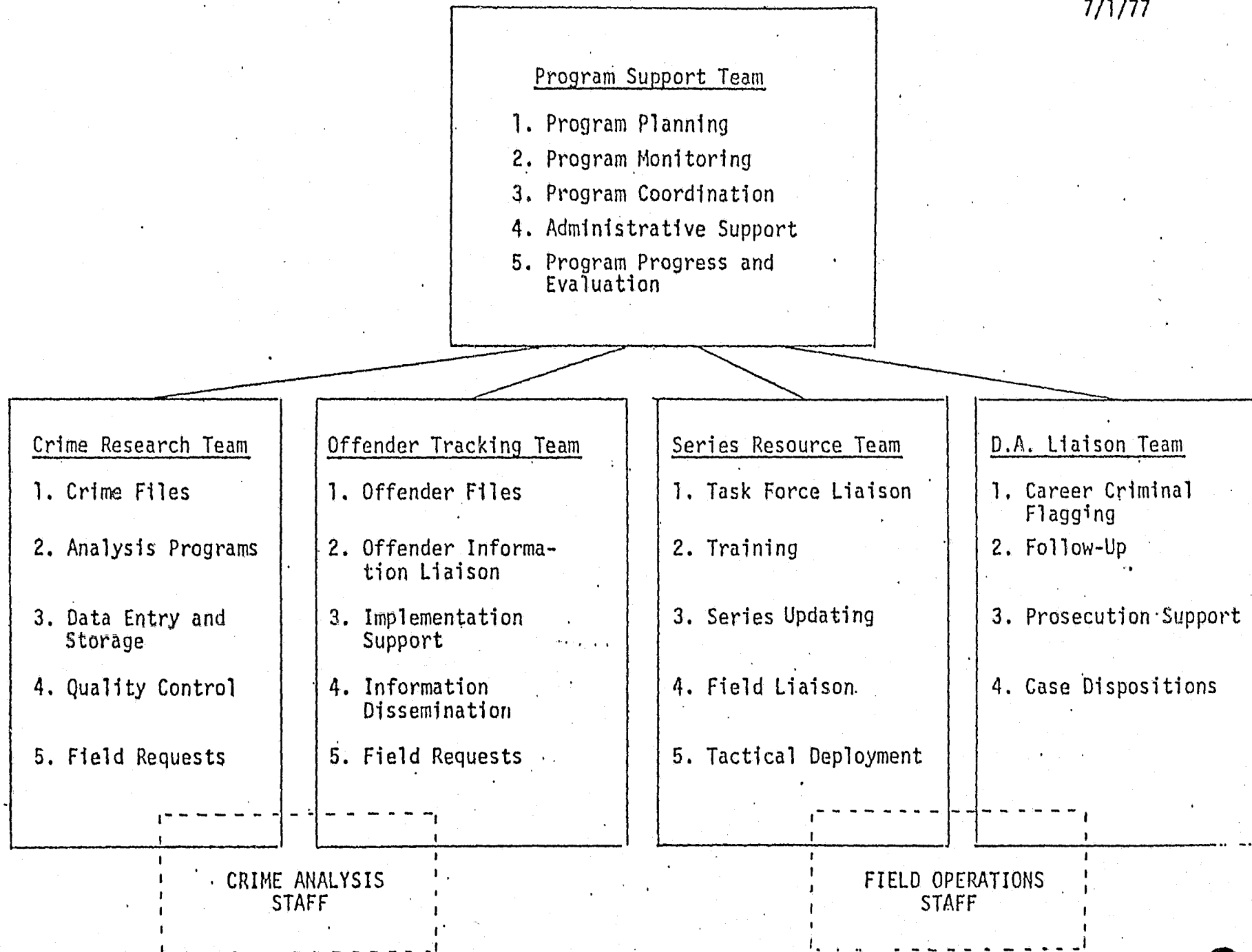
There is several citizen band radio groups in San Diego who meet regularly with members of the police department and discuss ways to help prevent crime. The Police Department has citizen band equipment and monitors have a report channel in which designated persons of these citizen band groups report suspicious situations to the police department.

CRIME ALERT PROGRAM

San Diego has 87 citizens alert groups who meet with Police Department representatives on crime prevention. These groups help patrol their own area by reporting any suspicious persons, cars, etc., in their neighborhood.

SAN DIEGO REGIONAL
FIELD INTERVIEW REPORT

1) DEPARTMENT		CA NUMBER	
2) LOCATION OF INTERVIEW		DATE	TIME
3) NAME (LAST NAME FIRST)		NICKNAME/AKA	ADULT <input type="checkbox"/> JUV. <input type="checkbox"/>
4) RESIDENCE ADDRESS (CITY/STATE)			
5) SOC. SEC. NO.	RACE	SEX	HAIR
			EYES
			HT.
			WT.
6) D.O.B.	DRIV. LIC. NO.		
	STATE		
7) CLOTHING WORN			
8) PHYSICAL COOTIES (SCARS, ETC.)		DRIV. <input type="checkbox"/> PASS. <input type="checkbox"/>	VEH. LIC. NO./STATE
9) V. YEAR	MAKE	MODEL	COLOR
			STYLE
10) PERSON(S) WITH SUBJECT			
11-14) REMARKS (CRIME POTENTIAL, REFERRAL, REASON FOR CONTACT)			
(15) VEHICLE		(16) PHYSICAL	
<input type="checkbox"/> DAMAGE-FRONT	<input type="checkbox"/> RUST/PRIMER	HAIR LENGTH	COMPLEXION
<input type="checkbox"/> DAMAGE-REAR	<input type="checkbox"/> CUSTOM WHEELS	<input type="checkbox"/> LONG	<input type="checkbox"/> LIGHT
<input type="checkbox"/> DAMAGE-FRONT	<input type="checkbox"/> VINYL TOP	<input type="checkbox"/> SHORT	<input type="checkbox"/> DARK
<input type="checkbox"/> DAMAGE-LEFT	<input type="checkbox"/> DECAL/EMBLEM	<input type="checkbox"/> BALD/THINNING	<input type="checkbox"/> ACNE
<input type="checkbox"/> FRONT LOWERED	<input type="checkbox"/> UNIQUE EXT.	HAIR STYLE	<input type="checkbox"/> BUILD
<input type="checkbox"/> FRONT RAISED	<input type="checkbox"/> UNIQUE INT.	<input type="checkbox"/> AFFO/NATURAL	<input type="checkbox"/> THIN
<input type="checkbox"/> REAR LOWERED	<input type="checkbox"/> COLOR VARIA-	<input type="checkbox"/> WAVY/CURLY	<input type="checkbox"/> HEAVY
<input type="checkbox"/> REAR RAISED	<input type="checkbox"/> TION/CUSTOM	<input type="checkbox"/> BRAIDED/PONYTAIL	<input type="checkbox"/> MUSCULAR
		<input type="checkbox"/> FACE	
		<input type="checkbox"/> MUSTACHE	
		<input type="checkbox"/> BEARD/GOATEE	
		<input type="checkbox"/> GLASSES	
INT. COLOR (15a)		ID. NO.	
OFFICER		DEPT. OFFICER	
17		17	



ICAP VISITATION

NEW HAVEN, CONNECTICUT

JANUARY 25 & 26, 1978

DAVID E. REAVIS

On January 24, 1978, Cpl. Michael Reeves and Officer David Reavis left for New Haven, Connecticut. Their specific assignment was to gain an overview of a new and innovative patrol technique used by the New Haven Department of Police Services (NHDPS), called the Directed Deterrent Patrol.

New Haven, Connecticut is a city of approximately 137,200 people and is policed by a department with an authorized strength of 420 Sworn and 146 Civilian Personnel. The NHDPS is divided into five (5) operational divisions: (1) Uniformed Services, (2) Investigative Services, (3) Planning and Evaluation Services, (4) Information Services, and (5) Education and Personnel Services.

In order to acquire an objective overview of the Directed Deterrent Patrol ("D"-Run) Program, I believe it is essential to look at several areas in the development of the "D"-Run Program. This report is divided into the following sections:

1. History of the development of the "D"-Run Project
2. The development and implementation of "D"-Runs
3. Summary of "D"-Run Program
4. Discussion of Ancillary programs of interest.

History of the Development of the "D"-Run Project

In 1968 - 1971, large amounts of Federal and State funds became readily available to police departments for purchasing equipment and developing new policing tactics. These funds were easily acquired due largely to the riots and mass disturbances that were occurring throughout the country.

In 1970, the Municipality of New Haven, Connecticut developed computer capabilities and a workable data base. This computer system

was, and still is, a shared system with 16 other municipalities which comprised the South Central Connecticut Region. Approximately 70% of the computer storage capacity was given to the NHDPS.

In 1973, the NHDPS applied to LEAA for a grant to study and evaluate their department's patrol deployment system. The Connecticut Justice Commission was interested in awarding a grant for assessing street crime. The two agencies combined the grant monies into one single grant of \$150,000 and named the project Street Crime Assessment/Patrol Deployment Study.

Police response time studies done in other locations throughout the country showed that 40% - 60% of an officer's time is discretionary or unaccounted for. This discretionary time was commonly called "Random Patrol". The New Haven Department of Police Services saw, through these response time studies, that an ample amount of manhours was available for use in developing a patrol procedure to reduce the occurrence of specific crimes in a given locale without increasing the patrol force.

The Deterrent Patrol was tested in two neighborhood (patrol districts) areas on New Haven with the objective of reducing specific targetted crimes. The testing period was from October, 1974 to July, 1975. The results were very encouraging and the NHDPS implemented the Directed Deterrent Patrol Program on a city-wide basis in November, 1975.

Development and Implementation of "D"-Runs

The Directed Deterrent Patrol program is innovative in the respect that it is the first police patrol technique that places emphasis on deterring crime as opposed to apprehension. In deciding upon the Directed Deterrent Patrol program, the NHDPS gave consideration to team policing as an alternative. However, team policing was being experimented with in other areas of the country so New Haven decided to stay with the "D"-Run program while simultaneously keeping an eye on the effect of

team policing in other areas.

Directed Deterrent Patrol runs are very structured. Each patrol officer is given a notebook containing detailed step-by-step written instructions for completing a specific "D"-Run. When an officer is dispatched on a "D"-Run that assignment carries the same weight as a regularly dispatched call of police service, and can only be interrupted for emergencies involving life or serious crime.

"D"-Run assignments are made for a full shift period of 28 days. The "D"-Runs are designed by the Planning and Evaluation Division and given to the Communications Supervisor as well as the Patrol Shift Commander. It is the responsibility of the Communications Supervisor to see that a specific "D"-Run is dispatched on schedule. The NHDPS averages 3,000 "D"-Run assignments each month.

After the completion of each "D"-Run assignment, the patrol officer fills out a "D"-Run Findings/Comments Report. The patrol officer is encouraged to note any special problems and/or comments, both pro and con, that he encountered during his assigned Deterrent Run. All comments from patrol officers are responded to in writing by the Planning and Evaluation Staff.

Information Flow

The NHDPS does not have a formal Crime Analysis Unit. The information used to develop Deterrent Patrol Runs is received through batch-processing of reports. This creates a time lag of 56 days from the time the information is received until it is disseminated to the patrol shifts via Deterrent Patrol Run assignments.

In order to get a better perception of this information system, let's follow the flow of a call for police services. All calls for police services are received by a complaint officer. The complaint officer screens the call and determines if a patrol officer is to be

sent to the scene. If the call can be handled over the telephone, the complaint officer will do so, thus eliminating the need for tying up a patrol officer's time on minor matters. Should the call require a police officer's presence the complaint officer will fill out the dispatch card and send it, via conveyor, to the dispatcher for assignment to patrol. Whenever an officer is assigned a call for service, he must write a report. This report is reviewed by the officer's shift supervisor and then sent to Records. In the Records Unit, the officer's report is reviewed by Quality Control Officers. The Quality Control Officers scrutinize each report and change anything that needs to be changed or, if necessary, they return the report to the officer. Once Quality Control is through with the report it is entered into the computer via an on-line system. After entry into the computer, the report is returned to the Records Room for storage.

At the end of each 28-day shift cycle, the Planning and Evaluation Division collects all data in reference to targeted crimes that occurred during that shift cycle. The targeted crimes of the Directed Deterrent Patrol Program are:

- | | |
|-------------------------|------------------------|
| 1. Residential Burglary | 5. Commercial Robbery |
| 2. Commercial Burglary | 6. Residential Robbery |
| 3. Vandalism | 7. Auto Theft |
| 4. Theft from Auto | 8. Purse Snatching |

These crime types have been selected because they are the ones that are most likely to be effected by high police visibility.

The Planning and Evaluation Division receives one geo-coded computer map for each patrol area and for each targeted crime type. These computer geographic maps pinpoint listed offenses within 50 feet of the actual location of occurrence. In addition to these geo-maps,

the division also receives computer print-outs by day-of-the-week and time-of-the-day, broken into 4-hour increments. These computer print-outs are the informational documents the Planning and Evaluation Staff uses to assign "D"-Runs. This information will indicate Crime Trends but is of questionable accuracy because of the great time lag factor in disseminating the information.

Summary

The Directed Deterrent Patrol Program operates on the premise that a high degree of police visibility will deter crime. The information provided by the New Haven Department of Police Service shows that the "D"-Run Program is very effective for "displacing" crime - moving crime from one location to another - but has a questionable value as a "crime preventive" technique.

Perhaps the most important aspect of the "D"-Run Program is the high degree of accountability of a patrol officer's time that this program affords to the Police Manager. Indeed, it seems that the emphasis of the "D"-Run Program has shifted from deterrence to police officer accountability.

Included with this report is a copy of the NHDPS Instructional Manual for the Directed Deterrent Patrol.

Ancillary Programs

The New Haven Department of Police Service has an interesting concept in policing called Part-Time Police Officers. Part-Time Police Officers are identical in all respects to the regular full-time police force. The Part-Time Officers are issued the same uniform, weapons, given the identical training and carry the same police commission as full-time officers.

The Part-Time Police Officers supplement the NHDPS man-power and are used generally in the high-crime, low-income areas of New Haven. Part-Time Police Officers generally are used on foot patrol and operate in squads of six or eight personnel.

The Part-Time Police Program affords the NHDPS a readily available source of fully-qualified, fully-trained police officers from which to fill vacancies within the regular police force.

Michael M. Reeves

Task Force Member

DIRECTED DETERRENT PATROL PROGRAM

NEW HAVEN, CONNECTICUT

The first day in New Haven was eventful but somewhat unstructured. It was learned that the Department had not expected us until the next day, however, the members of the Planning and Evaluation Unit were most helpful and completely at our side the entire day. This Unit consists of a civilian director (Joseph Kenny), a non-uniformed police officer (Ritchie Caccavle), and four other civilians. All are well qualified for their positions and were most cooperative to our every request and questions. It was noticed at one point that two of the civilians became somewhat defensive when asked about the pitfalls of the Directed Deterrent Patrol Program, however, after an explanation of wanting the overview of the program both good and bad they seemed to except the questions and respond in all frankness.

We began our day by walking through the process of determining what areas within the Department were used in the process of establishing a D-Run. First we learned that all incoming reports were collected by the shift supervisors and taken to the Communications Division so that they could be placed in numerical order. This process we were advised was more traditional in nature than expedient. These reports were then sent to the office of Quality Control which is a bureau within the records section of the Department. The officers in this bureau are mostly senior patrol officers with between twenty and thirty years of service. These officers review, check for case numbers and edit each report. They

then take any information of value from each report and enter it into the computer. One of these officers was asked how he felt about the D-Run program and his response was that a police officer should not have to be told to patrol his area or even how to patrol his area, but, it seemed to working. It was apparent that this officer had not recieved any formal training in respcet to the program.

The Planning and Evaluation Unit then drew from the computer any necessary information needed to meet the criteria of the program for a 28 day period corresponding with the Patrol Division's rotation process. This information was then analyzed and put into previously formulated D-Runs. These D-Runs which have been explained in a previous report are updated every 28 days and often are changed to include other areas of concern which occur in the original D-Run area. The planners have to be careful not to create nuisance runs when they are developing mechanisms for high crime rate D-Runs. They are also extremely careful not to allow special administrative projects or political requests and/or pressures while developing or updating the D-Runs. The basic theory is to create a higher risk factor to criminals and a higher visability to citizens in predetermined high crime rate areas. The planners attempt to identify criminal activities within predetermined areas, develop D-Runs tactics to reduce these activities, determine what patrol vehicles will be available at the times of high criminal activities, and then create step by step procedures for the patrol officer to follow in order to reduce the criminal activity. Sometimes the planners attempt to build in other areas of concern to the basic D-Run - i.e. juvenile gatherings

in an area of a structured D-Run for residential burglaries. The D-Run might be changed to include a slow drive-by or a walk-by of the officer for higher visibility.

The Planning Unit claims that they use input from the street officers doing the D-Runs, however, the only area that officers can use is the report form each officer fills out after a D-Run is completed. It was learned that not much information comes back to the Planning Unit from the street officers. Another factor in the evaluation process is that often times the data updating the D-Run program is up to 56 days old by the time the D-Run is activated. This is known by the street officers running the activity and does not lend much credibility to the program.

After the data is formulated the Communications Sergeant fills in the D-Run forms and transfers them to the Dispatchers. The Dispatchers then advise an available patrol unit to begin a D-Run which has been given a number. The officer looks in his D-Run book; goes to the starting point of the D-Run; and begins the activity. This is done on a daily basis and is considered a "minor irritant" by an interviewed Communication Sergeant. He also advised that after so long the professional criminal begins to learn the D-Run times and locations by simple observation, however, the impulse criminal is deterred by the high visibility of the police.

By the time the D-Run works itself down to the street officer it has for the most part taken on a different meaning. After talking to a number of street officers it was learned that they feel that the D-Run is used primarily for accounting of their time while on duty. The better officers feel that it is good for those offices who do not normally initiate any activities but most do not like to do the D-Runs

and even a few refuse to follow the procedure of the D-Run even though they do go to the area of the D-Run. Most street officers do not like the idea of being instructed step by step on how to do the D-Run. A shift commander will become popular if he alters a D-Run in inclement weather even though he does not have the authority to do so.

On the second day of our visit we met Joseph Kenny, the director of the Planning and Evaluation Unit. He provided us with a short history of how the D-Run came into existence. Because of militant factions in the United States in the early 1960's money became available from the federal government to combat militant actions.. At that time Chief of Police Ahearn hired several college people from Yale University to develop programs and create new ideas. After a few years the department had well trained personnel and an abundance of new equipment. In 1970, trouble was expected in New Haven because of the Bobby Seal trial. Rumors became the order of the day but with a month to prepare for the trial's security Chief Ahearn developed a plan for low profile security starting from the central point of the trial scene and gradually increasing manpower hidden from public view as the radius extended outward until most of the Connecticut National Guard was in place surrounding the City. Chief Ahearn became nationally known as being able to handle civil disturbances. During this period the Department began using a computer to build a data base on criminals and their activities. In 1972 and 1973, the Department with the computer tested the response time theory from dispatch to arrival. It was found that the Department was not in bad shape as far as response time, however, the computer began show that

there was an extraordinary amount of discretionary time for random patrol by the street officers. This amount was between 40% and 60% of an officers time per shift. With a federal grant the Planning and Evaluation Unit created the Deterrent Patrol Program. The main idea behind the new program was to place Deterrence above Apprehension and the main instrument in the program was to use the street officers patrol time to its optimum.

There were no claims that a D-Run would reduce crime, however, it was expected to displace criminal activities into other areas. When the D-Runs first were initiated there were only 6 per night. Now there are approximately 3000, per month but even with this extraordinary amount of D-Runs, it is still estimated that the time required for the D-Runs uses only 20%, of the street officers random patrol time. The eight areas selected for the deterrent program were chosen because that particular activity could be suppressed by high police visibility. These areas are: Residential and Commercial Burglary, Vandalism, Auto Theft, Theft from Auto, Residential and Commercial Robbery, and Purse Snatching.

Several problems arose from the inception of the D-Run program both from within and without the Department. On the outside it was readily seen that the D-Run would tend to displace criminal activities into other areas. With this information in the beginning the Department put plainclothes officers in adjacent areas in an attempt towards apprehension, however, this was discontinued after a short time. It was also felt that the professional criminal would eventually begin to see where a D-Run was occurring because of its uniqueness. One indicator was that of

an officer coming into an area, parking his patrol vehicle, and then walking up and down the block. This does not occur outside the business district on a regular basis.

Inside the Department the problems were even greater. Starting with the street officers having been working for two years without a contract it can easily be noticed that the morale is extremely low. Second, a new program initiated by a basically civilian staffed unit leaves little doubt that mistrust and a general dislike of having to take orders from civilians dominates over any rational thinking out of the concept of the program. In the D-Run book the street officer is given step by step instructions not unlike how a Dick and Jane school book reads which tends to insult the intelligence of the officer. Plus the street officer has very little input into the program. The officers also realize that the information they are given is often two months old by the time they receive it.

In an attempt to create a better attitude towards the D-Run program the Planning and Evaluation Unit has begun to restructure the program and develop ways of increasing the street officers input which is essential to the proper operation of the program. The Chief of Police has also instituted a program of daily in-service training to educate all officers in all phases of law enforcement. This includes information on the Planning and Evaluation Unit, who the staff is, and what they do. This training will encourage the street officer to contribute to the program and increase its effectiveness.

The ultimate goal of the D-Run program is aimed towards the street officer and the first line supervisors actually using the raw data from the computer and identifying the problem areas. They would then set up a D-Run and put it into operation. The computer data will eventually be available on a twenty-four hour turn-around time on information on criminal activities which will tend to produce a greater authenticity to the program. It is projected that the program will maintain normal patrol districts and will use extra personnel for special assignments who would be available to move from one high crime area to another measured in part by peak crime times. These extra personnel could in effect patrol in several different areas in an eight hour period all based on computer information. This program could be adapted to a concept of equalizing districts in reference to calls for service currently being discussed by this task force.

End

ICAP VISITATION

Rochester, New York

February 5-8, 1978

Gary Browne
Wayne Schmille

Population--296,000

652 Police Officers

Browne and Schmille left Lawrence on Sunday, 02-05-78, for Rochester, New York, on an ICAP visit. We arrived about two hours late due to delays that were encountered in Chicago due to the weather. We were met at the airport by Lt. Terry Rickard, who was our guide and escort throughout our stay. He took us to the Americana Rochester in his Cadillac Coup de ville, and we had excellent hotel facilities.

The highlight of the trip started with our arrival when we noticed the 51 inches of snow that was already on the ground, and the fact that it was snowing when we arrived. Much to Brownes delight, we received 23 more inches of snow by Tuesday night.

We were not able to see more than two blocks away until Wednesday morning when the weather finally cleared up. It was bad enough on Tuesday that all the businesses were closed, and only the emergency crews were at work. The travel was held to a bare minimum, and many of the Policemen living in the suburbs did not make it in until noon, saying the snow had drifted to fifteen feet deep in places.

We returned to Lawrence on Wednesday evening on schedule, and found small traces of snow had fallen here.

Lt. Terry Rickard is thirty-two years old, and an eleven year veteran of the Rochester Police Department. He came up through the ranks and in reading a profile on him in one of the many volumes of work that he has done, he has been an outstanding officer throughout his career. Lt. Rickard is the Project Director on Managing Criminal Investigations, The Rochester System. A Coordinated Team Policing concept is presently used by the Department and is considered to be a success.

Lt. Rickard receives the backing of the Chief of Police and has the respect from all ranks within the department. During our visit, we did not hear anyone make a remark or comment about Lt. Rickard that was negative.

Since January, 1977, the Rochester Police Department has averaged one visit per week from different agencies across the country looking into their system. Each updated interim report showed that the system was quite popular by the number of visits that are being made.

Rickard travels to many different cities to seminars and teaches the Rochester System of Managing Criminal Investigations. He has been to the Kansas City area and plans to return this spring.

The Coordinated Team Policing was discussed with Rickard, and how CTP was used at the Rochester Police Department. Rickard said that CTP has now been pretty well accepted by the officers, and that the arrest and clearance rates indicate the system is working.

Probably the two most important changes in the Rochester Police Department was the de-centralization of the department and the use of the crime investigation report. The Rochester Police Department has seven "mini" Police departments, each commanded by a Captain. These departments are located in areas that are nearly equally divided according to the crime and service calls. Some of the offices are located in shopping centers, and some are using the extra portable class rooms in school districts. This seems to be working out okay for them.

The administration is housed in a separate building from the "sections," as the districts are called. In addition, the Criminal Investigation Division, Crime

Analysis Unit, Records & Identification, Research & Planning, etc., are under the same roof. They are still making moving changes, and their building does not compare to the Lawrence Police Department.

Each section runs the standard 8 hour shift, which is backed by a fourth platoon tact unit of about 27 men. This tact unit usually runs the evening hours, but varies with each section. The Captain of each section pretty well runs his department as he wants to, and there seems to be a spirit of competition among the different sections.

The Rochester Police Department basically operates with one person cars, with five to six patrol areas in each section. They seem to allow their cars to roam pretty free. Each officer carries a handy talkie on his belt. They operate on five different frequencies and each has its basic area, like one channel for the section area, one for record checks, etc.

The Rochester Police Department has fifteen female Police officers, with two assigned to each section. Some are very good officers, but they have experienced about a 60% divorce rate with the female officers.

The Crime Investigation Report now in use was revised three times since they started using it. The report is structured around the "Solvability Factors" that are present in the preliminary investigation. All officers on the department were asked what they thought was needed and what was not needed to make the most complete report for the Rochester Police Department. An example of two changes that were made is reducing the suspect blocks from three to two to allow more space for description for the suspect, and reducing the space allowed for the narrative. They found that the blocks set out most of the specific information needed in the report. An Addendum report is used if the narrative is longer.

The Solvability Factors that are used by the RPD were obtained by a sample of 500 reports or cases that were cleared, and one or more of the following factors were present in every case:

1. The suspect could be named.
2. The suspect could be identified.
3. The address of the suspect was known.
4. The suspect could be located.
5. The vehicle plate number used in the crime was known.
6. The vehicle could be identified.
7. There was traceable property.
8. There were identifiable latent prints.
9. A significant modus operandi could be developed.
10. It was reasonably suspected that there was a limited opportunity to commit the crime.
11. There was reason to believe that the crime would arouse such public interest that public assistance would lead to a crime solution.
12. There were reasons to believe that further investigative effort would lead to solving the crime.

The Patrol Officer has the responsibility for the preliminary investigation and follow-up investigation. He is not just a report taker. If no solvability factors can be located, the Patrol Officer marks the case closed, and the field supervisors recommend the case be assigned to the office file.

If any one of the solvability factors are present, the Patrol Officer is required to do the immediate follow-up, and to work the case as far as possible. When the Patrol Officer has gone as far as he can, and there still remains one or more solvability factors, the case is assigned to an Investigator within the same Section. An Investigative Action Report is filed by the Investigator. Only the solvability factor leads are checked, and any solvability factors developed through investigation.

Using this system, 78% of the cases are suspended and placed in the office file upon completion of the Preliminary Investigation. 22% of the cases receive follow-up. Of this amount, 9% are cleared at the time of the report. 13% receive

follow-up by an investigator, and 34% of those cases are cleared.

No problems have been encountered on the early case suspensions.

The most important factor to consider when developing a new report form is to create the report to reflect the information and facts that are needed to satisfy the demands for your department and to help in solving the crime. They advised us to structure a report around the solvability factors. They were against using UCR type reports, saying that they are of no value to a Police investigation. UCR data can still be obtained from the reports to be sent in.

INTERVIEW WITH CHIEF HASTINGS: Officers had an interview with Chief Hastings and Deputy Chief Leach on the first day of our visit. Both men were very easy to talk with, and seemed to be very well informed as to what was taking place within the department. They left no doubt in ones mind that they were very capable men.

Chief Hastings remarked that if we plan to make any changes in our department, to observe as many different plans and concepts as we can. No one plan can be copied exactly from one department to the other. Each plan must be tailored to fit the needs of that particular department. Back all changes with facts, and involve all personnel in the changes. Most important of all, keep everyone informed as to what is taking place.

Chief Hastings said that problems do come up after changes are made. As these problems come up, they can direct you toward additional training or changes that are needed to make the system work.

After our visit with the Chief, Lt. Rickard took us back to his office and we talked some more about their system. He said that Managing Criminal Investigation was aimed at the burglary and robbery problem in their area. Under the old system of centralized policing, patrolmen were merely report takers and were not allowed to do any investigations. The reports were then sent to the Detective Division for follow-up. There was usually several days before a Detective would follow-up on a case, and many times no follow-up was done. There were ill feelings between patrol and detectives. They rarely talked to each other and did not know

each other personally. The Patrol was jealous of the Detectives because they made most of the arrests with no mention of the Patrols role in the case. Patrol made no effort to do a good preliminary investigation because Detectives would go back and do it over again. Clearance and arrest rates were very low.

A detailed report of the MCI and CTP concepts was sent to our department and gives details as to how they were initiated and what happened at various stages in the planning and implementation of CTP.

The end result is that the Rochester Police Department is now experiencing better morale in the department, better policing, clearance and arrest rates have doubled, more and better training programs are in effect, there is a tremendous flow of information at all levels, a Crime Analysis Unit receives and puts out good information, there is a system of keeping the information flowing by use of coordinators from each section.

TRAINING: All new recruits are first given two weeks of indoctrination at the department before they take a 13 week training course at the University of Rochester. They are given another two weeks training by the department after they return from the academy. The Rochester Police Department used to have an in-service training once or twice a year, but are now doing away with it as they do not feel that it is very effective.

They are starting to use roll call training using video tape machines which were obtained under their grant. They have purchased some tapes, but are making the most of their own training films. We were shown one film that instructs recruits on how to conduct a preliminary investigation and thought that it was a good film. They use officers from their department to make the films.

Throughout the training of the recruits, they stress the importance of the officers making a complete preliminary report and investigation. We were told that the way they handle this is by the reports being reviewed by the Sgt. and Lt. of the shift. If the crime investigation report is not complete, the report goes back to the officer. If an officer makes a habit of turning in incomplete reports, the report goes to the Captain on the third occasion and the officer is sent back

to complete the report after the shift has ended and is in an on duty status without pay. They advised that this seldom happens.

The above practice is supported by the "LOCUST CLUB", which is the bargaining agent for the Rochester Police Department. The Locust Club includes all officers up to and including the Captains. The only exception is the Captain of Detectives. A copy of the Locust Club agreement is included with this report.

CRIMINAL INVESTIGATION DIVISION: Major Antony Fantigrossi, a 28 year veteran with RPD, heads the CID. There are 39 Detectives in CID and they handle all homicides, rape, kidnapping, check frauds, and a Persons Unit (Juveniles). Under the old system, there were 84 Detectives assigned to CID.

Major Fantigrossi was one who originally opposed the idea of coordinated team policing, and was one who was longer in coming around to accepting the idea. We were able to tell by visiting with him that he still believes that the Detectives should be more involved in the process than they are at this time. One of the areas that he feels should be under the CID is the crime of robbery. He feels that this crime is more of a mobile type crime, and that CID would be better equipped to handle this than the seven sections.

Major Fantigrossi now says that CTP is the greatest thing that ever happened to the RPD. The Patrolmen are doing a great job, but the Investigators are just skating along on the coattails of the Patrol. The Major said that the investigators are not effective, and are not doing the job that they were intended to do.

A recent statistic showed that Investigators are only averaging two cases per week caseload. Part of the problem apparently lies with the mid-level management, the Sgts. and Lts. Steps are currently being taken to correct this problem. A 40 hour school aimed at the mid-level supervisors is to begin on February 20, 1978. Their line of thinking is that the Patrol supervisors were not trained in the field of criminal investigations and were therefore not capable of directing the investigators and making the proper assignments.

Since part of the fault lies with the investigators, and evaluation system for

investigators is being conducted. The evaluation is conducted by a trained facilitator and covers the following areas:

1. INITIATIVE - actively influencing events rather than passively accepting; self-starting.
2. PROBLEM ANALYSIS - effectiveness in seeking out pertinent data and in determining the source of the problem.
3. DECISIVENESS - readiness to make decisions or to render judgments.
4. PLANNING & ORGANIZATION - effectiveness in planning and organizing own activities and those of a group.
5. JUDGMENT - ability to reach logical conclusions based on the evidence at hand.
6. WRITTEN COMMUNICATION SKILLS - do the officer's recorded reports contain the essential information in readable form and is it logically organized?

The facilitator interviews the Investigator, Sgt., and Lt. and lists specific examples of each of the above areas. The facilitator then marks the score on a scale of 1 to 5. The evaluations are reviewed and if an investigator receives a low rating, he is advised by the Captain that he has two months to improve. If at the end of two months, no improvement is shown, the investigator is returned to uniform and takes a loss in salary of about \$2,400.00 per year. This was happening while we were there and rumor has it that there will be more transfers in the future.

Major Fantigrossi was very interesting to talk with and although he has more than enough time to retire, he is still on the job. As far as we could tell, there did not seem to be any problems in the CID.

We then visited with Lt. Norm Knapp, CID, who is head of the coordination unit. Each Section has a coordinator, and Lt. Knapp is in charge of the meetings. Not much information was learned from Lt. Knapp, and he was the only one that we

visited with that seemed reluctant to talk with us.

We then visited with Police Officer Dave Hahn, who said that he had volunteered for plainclothes duty to learn more. He was very interesting and corrected us when we called him a Detective. He pointed out an interesting case that he was involved with concerning burglaries. Investigations had lifted several latent prints from a number of burglaries, but had not come up with any suspects. By going through the FIF's, (same as our FIC) they picked out the ones that were in the area of the burglaries and sent their finger print cards to the Identification Division for comparison to the latent prints found in the burglaries. The I.D. was able to make several cases using this process. It was a simple procedure that utilized existing resources.

A visit was made to the check fraud system, but we found out that the only thing they did was serve warrants on people who write bad checks. They did work closely with the banks, and had a call-alert system on check passers.

Officers did not have time to visit homicide, persons unit, or the ID unit.

On Tuesday afternoon, 02-07-78, we visited the GOODMAN SECTION commanded by Captain G. URLACHER. We arrived about shift change, and it appeared that their routine is similar to ours. Goodman headquarters is located in a shopping center, and is nothing more than another store. There were three office spaces, squad room, locker room, and storage areas for supplies. We were surprised to find out that all of the dispatching is done from the administration center. If a complainant walks into and reports a crime to the local section, they have to call the administration building to punch the case card and dispatch a car.

In visiting with the Captain, we found that he likes the CTP, and enjoys his position. He said that he feels like he has his own police department, and is able to handle most situations that come up in his section. He runs an open door policy in his section, and there seemed to be quite a bit of harmony among the men.

While at the Goodman Section, we visited with Investigator Joe Perticone, who is a 17 year veteran with RPD. Joe said that he was not too happy when they made

the change to CTP, and he was assigned to Goodman. He said that after about a month, that he began to like the idea. He said before the change, that he did not know any of the uniformed officers, and seldom worked with them. He said that now that he knows all of the officers, that they work together much better, and that he thinks they do a better job of policing.

Perticone said that he will be assigned to the homicide section of the CID in the near future, and that he will be looking forward to it, as he used to work in homicide. He said that he would probably miss working with the uniform officers, as he feels that there is a lot of team work under this system.

CRIME ANALYSIS UNIT: Sgt. J. BONNELL runs the Crime Analysis Unit for RPD. He said that the CAU was started in January, 1976 with a \$250,000 grant. He started out with seven civilians assisting him, but said that he now runs the unit alone with the help of a part-time secretary. CAU works closely with the COORDINATION & COMMUNICATION SECTION.

Some of the duties of Sgt. Bonnell in addition to Crime Analysis are offense reporting systems, investigation assessment, and investigation coordination. CAU puts out the following bulletins; CRIME PREVENTION INFORMATION BULLETINS, SPECIAL BULLETIN-MOST ACTIVE OFFENDERS, BURGLARY, CRIME INFORMATION BULLETIN, STOLEN PROPERTY INDEX, & CAR BEAT PROFILE. Copies are with the report.

Sgt. Bonnell also co-chairs the coordination meetings, and is one of the departments trained facilitators.

SUMMARY:

After reading all of the available material on Managing Criminal Investigations, and Coordinated Team Policing, and after our visit to Rochester, we found that there are many similarities with our department. As you read through the reports, one can see where some of the procedures and recent changes in our department are the same principles applied to the Rochester system.

It would appear that some consideration should be given to the use of the solvability factors used in the crime investigation report used by the Rochester

Police Department. This would certainly improve the quality of the initial report, and could serve as a guide in conducting the follow-up on our cases. Training would be needed in preliminary investigations and follow-up investigations.

Our Crime Analysis Unit seems to compare rather good with the quality of information that it puts out. Much work has already been done in crime patterns, offenses and offenders, MO links, field and office investigations, and a known offenders file is already started.

The use of the Field Interrogation Cards can have a positive effect on the information that is available to CAU. This is just another flow of information into CAU, and as earlier described, is successful in making a "hit" on an offender. Some emphasis should be made on the proper use of the FIC.

The use of coordinators at RPD is somewhat in effect at Lawrence inasmuch as there are weekly staff meetings.

The only apparent problem that showed up in the Rochester System was with the investigators assigned to the sections, and with the mid-level supervisors. Training has already been planned for supervisors at LPD, but no specific training has been directed to Detectives.

Some of the suggested training areas could apply to a generalist-investigator, but this writer would suggest that more in-depth training should be offered to the Detectives at Lawrence Police Department. At the present time, all of the detectives are classified as "generalists", and I believe it would be for the betterment of the department if detectives are given the opportunity to develop themselves in certain areas, and to be able to offer "expert" assistance to the police process.

Wayne V. Schmille

ICAP VISITATION

Rochester, New York
February 5-8, 1978
Gary Browne

ROCHESTER REPORT ON TEAM POLICING

Lawrence Police Department
Lawrence, Kansas

The Rochester New York Police Department is comprised of 652 men and women acting in a variety of positions within the "Law Enforcement Field". These 652 personnel serve a population of approximately 290 thousand citizens.

Rochester Police Department decentralized three years ago, with their ultimate goal being the implementation of a complete system of team policing. Through trial and error, additional manpower and continued increases in their monetary budget, the Rochester system of "Team Policing" is according to viewpoints of street police as well as administrators, a complete success.

The success of the Rochester system in Team Policing in addition to the above is directly related to the following aspects:

Incentive: A concentrated effort on the part of the administration which includes city government, reviews personnel performances, and awards outstanding officers for such duty. Patrolman of the month awards are posted in the lobby of the Chief of Police office. A new program of rewarding officers who continually show competent work is in the offing. This program of thanks will reward the officer who on a day to day basis, in contact with his fellow officers and public, continually shows a professionalism and above average competence in all his work. According to Rochester sources, this program will reward the "copper" who continually is on top of his chosen profession and not the officer who by being dispatched, becomes a hero due to one call.

One of the major points of incentive seen and heard of, was one in which individual officers are thanked in person and by letter for jobs well done. The unity in which most all personnel work under has heightened the level of proficiency of the Team Policing theory.

Perhaps the greatest incentive which is evidenced within the program is the fact the officers under the team policing program are not only encouraged to carry on preliminary investigations, but are also required to carry them on all the way to arrest and prosecution. This one important factor has relieved the street officer from merely being a report writer for the detectives, and has enabled the officer to actually see and gain a greater knowledge of the entire "professional law enforcement" procedure.

This officer witnessed an aura about police officers that illustrated a great desire and willingness to achieve levels of proficiency that were easily attainable if a simple desire to prove oneself was continually in effect.

The budget for the Rochester Police Department is 15 million 600 thousand dollars a year. This is the largest budget of any department within the city. Every cent of the allocated monies is used for department needs. No money is returned. The budget is, of course, strictly controlled and applied in areas of need. This is evidenced by the multitude of projects implemented to aid police through citizen assistance, massive training sessions of high quality for officers, and equipment issued to officers which is highly utilitarian as well as lasting and dependable.

The budget has greatly aided the continual refining of the Team Policing theory. As stated earlier, decentralization occurred three years ago. What this really did was divide the city into seven individual "mini departments" which were guided by the decisions of the administration. The administration officers are centrally located to give easy access to all surrounding department sectors.

Each individual sector or department is supervised by a Captain. Below the Captain are a Lieutenant and Sergeant and Patrol. There is no Corporal position. Each individual sector maintains a strong chain of command theory. Ideas, complaints, and requests are all channeled through the chain of command. When channels are followed and the desired solution is not achieved, the door to the Chief's office is

always open and he is available. Within each sector the area is divided into districts. The boundaries of these districts are determined by crime load and serious service calls. The department's Crime Analysis Unit provides the statistical break-down for boundary implementation. Each individual "mini department" is housed in an area of high public access such as shopping centers. These departments maintain a level of approximately fifty-five personnel. Included are supervisors, investigators, and police officers. All police functions for this particular sector are handled within the confines of the mini department.

The majority of patrol is handled by one man patrol units. Each individual officer is assigned a permanent district as well as permanent shift. District units are Dodge Coronets, with bench seats, protective cage, Federal double-bubble lights, five channel radios (G.E.), car to dispatch computer, and no shotgun. Individual officers are outfitted with a sharp navy blue uniform. Sam Broun leather is issued along with S & W model 15, 4 inch... .38 cal. ammo is issued and carried only. Officers are required to present a professional appearance. Hair length is up to the discretion of the officer, but must not be worn in an unruly manner.

Each department maintains one back-up unit which is manned by the tactical unit. This unit is used only on special assignments such as diversion tactics, stake-outs, and special deployments. This tactical unit is used also in addition to the regular undercover activities conducted by specialized groups within the department. Members of the tactical unit are regularly scheduled officers subject to call.

Special assignments such as undercover work, is deployed and coordinated by the CAU. Specific MO's, local and suspect information, is gathered and utilized for a very effective undercover network. These special assignments combine with a maximum of 60 police units roving the city for what citizens regard as effective attempts at curtailing the rising crime rate within the city limits of Rochester.

Administrators and patrol alike agree that in order to thwart the increasing crime element in the city, a relationship of trust and harmony must exist between city

government and the department as well as trust and belief between the department and the city prosecutors. In an effort to provide greater understanding and unity between the department and the city judicial staff, a liaison officers group has been formulated. Through continual contact and verbal exchange the relationship between police and the courts, have greatly improved the individual officer's case preparation, as well as the prosecutor's handling of cases. The understanding gained by both police and prosecutors have enabled the Team Policing project to see a marked increase in the clearance rate of crimes through the courts.

Continued interchange between the department and the city management form of government have continued on a high plain, and enable the department to rely on continued complete support from the government in the area from preliminary investigations all the way to prosecution and incarceration.

Officers of the department state that it is pleasing to work under an administration where constructive change is welcome and ideas from all ranks are weighed with the same possibility for implementation. Understood is the fact that any decision made by the administration will be binding until adequate cause is shown for a change.

Along with the implementation of team policing came an increased need for an effective Crime Analysis Unit. Rochester's CAU is presently staffed by a Sgt. Bonnell. Federal funds in 1976 amounted to a figure of \$250,000. Sgt. Bonnell originally staffed his office with approximately eight personnel. Federal funds dwindled and the city budget was unable to absorb the additional personnel but realized the need to continue the CAU principle. So, at present, CAU is operated solely by Sgt. Bonnell who singlehandedly gathers information from reports, analyzes criminal trends, provides statistics to the department, and formulates a multitude of data which enables the street officer to sometimes be one step ahead of the criminal. According to Sgt. Bonnell the main flux of CAU, "is to provide information that is useful for the copper on the street". The CAU in Rochester concerns itself primarily

with burglary and robbery, and the recidivism rate of offenders. Concentrating on these three areas has enabled CAU and the "street copper" to act and function as an integral portion of team policing. Sgt. Bonnell distributes CAU bulletins weekly to supervisors who in turn relay all pertinent information to patrol. This report along with a very in depth "known offender" file has greatly aided police community protection.

The known offender file is a data bank on all known offenders within the city. Information within the file contains name, alias, all physical data, addresses, description changes, photos, friends, places frequented, and validation sections. Known offenders are contacted bi-weekly by officers. All information is up-dated and verified by officers through FIC cards. The success of the file has been proven repeatedly. For those who believe that this file is a form of harrassment, the Supreme Court has ruled in favor of the procedure. Of course, all information gathered is of a confidential nature.

Under the Rochester System come four individual categories.

1. Crime Analysis
2. Investigative Assessment
3. Offense Reporting System
4. Investigation Coordination or MCI (Managing Criminal Investigation).

Crime Analysis has been discussed earlier.

Investigative assessment involves the practice of utilizing twelve solvability factors for each individual case. The preliminary investigator (officer) gathers all facts applicable to the crime. Officers are required to fill out the offense report at the scene and in its entirety. All spaces are to be completed and all are easily explained in black and white (see attachment). The preliminary investigator analyzes the crime, places solvability factors with the case, and begins his secondary investigation. Again, the preliminary investigator may complete the investigation either by in depth follow-up or by closing the case due to a lack of solvability factors. In the case where solvability factors are lacking, the case is simply put in an inactive file and the complainant is advised of the report's status. In

situations where the preliminary investigator is unable to follow up his investigation after a complete preliminary is finished, the case is turned over to investigators who will follow out all leads and solvability factors. These investigators are permanently assigned to the shift and are accountable to the Sgt., Lt., and Capt. of the shift. All reports of cases unclosed, become general information to all officers and shifts. As the program is "Team Policing", any and all help from any officer is requested to help solve the crime. If and when an arrest is made, it is a team arrest and accordingly the entire team receives credit. Individual accomplishments within the framework of team policing add up to the ultimate goal of law enforcement, criminal apprehension, and team prosecution.

Offenses Reporting System. The Rochester system maintains that in order to best serve the needs of crime reporting and future prosecution, the offense report MUST be geared to the reporting officer and his efforts as an agent of the city to reduce criminal activity and prosecute those responsible. The offense report is an investigative tool which when arranged in a sequential manner, enable the law enforcement community to easily formulate strategies for arrest and prosecution. The offense report should be used solely for this purpose. Officers under the Rochester System receive many hours of instruction in the correct manner in which to complete the report. A large portion of the seventeen week Police Academy is devoted to preparing the officer with a complete understanding of the necessity of flawless preliminary investigation. Under the concept of Team Policing, the uniformed officer is the backbone of the program. If the preliminary investigator fails to adequately report on a crime, the entire concept falters. So as one can see, a great deal of responsibility is on the shoulders of the officer acting as a preliminary investigator. This same responsibility lands on the shoulders of the investigators who fail to continue in follow-up of a complete preliminary investigation by preliminary investigators.

Investigation Coordination and Managing Criminal Investigation's main focus is to provide guidelines and assistance to preliminary investigators, investigators, supervisors, and detectives involved in case preparation. The MCI office secures grants, provides statistical data to the city and manages all training for the department.

Training is scheduled by MCI during off duty hours due to the necessity to maintain adequate manpower on the street. Areas of training included firearms twice a year on a modified PPC course and the shoot, don't shoot film series; search and seizure; plus many other legal aspects which are all covered via video tape. Virtually all training is covered and applied on video tape with personalized instruction immediately following film presentations. The department maintains several hundred thousand dollars worth of training aids which are utilized on a regular basis to insure that the officers are adequately familiar with new protection techniques and legal changes. Officers that were contacted felt secure that enough training was being given, but all wished for a more personal approach than the films.

Officers, supervisors, and administrators all felt that the Team Policing Theory was a great success in Rochester. Officers felt considerably more involved in the system than before. Investigators felt that they sort of had the rug pulled out from under them, as so much more responsibility has been given to patrol.

The following questions were asked of administrators, investigators, and patrol alike. Following the question is the response from each group.

Q - IF THERE IS A WEAK POINT IN TEAM POLICING IN ROCHESTER, WHAT IS THAT WEAK POINT?

A - ADMINISTRATORS - The weak point in our system of Team Policing is the lack of coordination between mid-level supervisors and the street officers. This may be due in part to inadequate training of these supervisors as far as the application of Team Policing procedures go.

A - INVESTIGATORS - The weakest point in Rochester's CTP program is the investigators. They have failed to take the initiative to act independently in investigations. They are in essence riding the coat-tails of the patrol division.

A - PATROL - The lack of adequate time to complete preliminary investigations as well as do a good job in routine patrol and related duties, plus the investigators don't pull their weight in the program.

Q - WHAT IN YOUR OPINION IS THE STRONGEST POINT OF CTP?

A - ADMINISTRATORS - Our strong point under Team Policing is the patrol division. The majority of men in the ranks have accepted their new responsibilities and handled them well. In many instances we have nearly had to tell the "coppers" to slow down.

A - INVESTIGATORS - Perhaps the strongest point of CTP is that patrol has gained a greater knowledge of the entire investigative procedure. This one point has made the majority of officers much better "career coppers".

A - PATROL - Involving the street coppers in the entire process. We now feel involved; we can see the rewards through our own work. We have responsibility now, like if we don't complete a preliminary, and complete it correctly and the shift is over, then we must complete it on our own time, but before we go home. That one little item encourages us to do professional work from the outset.

All 650 personnel, including fifteen women under CTP, are evaluated periodically. Their performances are rated and if they are found to be inadequate, they are told to either shape up or ship out. As of this writing, several members of the department have been shipped out.

The attitude of the majority of personnel is one of complete agreement with Team Policing. Officers work together and with investigators towards a common goal. Accomplishments are shared and thus the team idea prospers. Yes, there are gripes and there are those who are disenchanted, there are personality conflicts, there are men/women relationships that pose a possible problem. But all in all, CTP is working up to all its expectations. The people of Rochester are fortunate to have a professional police force whose main objective is to provide professional police services from many dedicated individuals.

Any questions that you may have I will be glad to try and answer. I could not cover everything I encountered in Rochester, but again if you have a question I will do my best to give an answer.

ICAP VISITATION

LEXINGTON FAYETTE URBAN COUNTY POLICE DEPARTMENT

February 12-15, 1978

Larry Loveland

Don Love

On February 12, 1978, Officer Donald Love and Sgt. Larry Loveland were assigned to observe the Lexington-Fayette Urban County Police Department. We arrived at the Blue Grass Airport, Lexington, Kentucky, on the evening of February 12, and were promptly met by our host, Lt. Lee Morgan. Lt. Morgan is a full-time commissioned officer of the Department and is the commander of the CAU unit. Lt. Morgan is also the coordinator of grant applications and reviews for ICAP.

On February 13, we started our tour of the Police Department. Lexington-Fayette County has a population of approximately 204,000 and covers 283 square miles. Lexington has two colleges: the University of Kentucky, which has an added population of approximately 20,000 students; and Transylvania College, which adds 1,500 more students. This brings the total population to approximately 239,000. The University of Kentucky has its University Police Department, employing approximately 43 police officers. The University of Kentucky Police Department handles most calls within the campus area and one street beyond.

The Lexington-Fayette Urban County Police Department employs 343 sworn police officers with 242 in uniform patrol. Twenty women are employed as sworn officers, with most being used in uniform patrol. One hundred civilians are also employed by the Police Department.

Three divisions operate within the Police Department.

Chief of Police

Legal advisor
Planning and budgeting
Inspector's office
Court Liaison

<u>Bureau of Operations</u>	<u>Services & Administration</u>	<u>Federal Funding Coordination & Special Projects</u>
Patrol ICAP & CAU Criminal Investigation	Central Records Training Communication Community Services Property & Evidence Vehicle Maintenance Building & Grounds Maintenance	Grants CD Liaison Electric Data Processing Student Intern Programs

All Police Department personnel work an eight-hour, five day week, with the exception of the Patrol Division. Patrol Division work under the 4-10 plan, four days a week, ten hours per day. Each shift has a Captain as shift commander, a shift Lieutenant, five shift Sergeants, and approximately 50 officers.

Lexington-Fayette County is divided into three sectors. The center sector, being midtown, is split up into four districts. Each of the other two sectors is split into five districts, each district being split into two beats. This puts 28 beat cars out providing there are not units down.

A special patrol unit, called the "fourth sector" contains four, four-man squads; 1 sergeant per squad and commanded by a Captain, operates in selective areas of high crime. These people are very flexible and operate very loosely. They wear "civies," use non-police vehicles obtained from within the city from prearranged sources. Within this special patrol also falls the K-9 patrol officers, 12 strong.

Lexington-Fayette County Police Department is experimenting with a new report form for all crimes, eliminating numerous other forms. (See attached report book).

Wages for starting police officers start at \$8,838 through six steps to \$12,434. Fifteen percent is added to these wages by the state for completing training at the Police Academy plus completing 40 hours training per year. This brings the wage scale to \$10,163 through \$14,300. The officer is paid

\$1,000 more per year for a degree from an accredited college, one-half paid by the city-county and the other half by the state. Six hundred dollars per year is also paid for clothing allowance; detectives and K-9 officers receive an additional \$50 per month. The officer must buy and maintain his own uniforms. His revolver is furnished (S & W, Model 13).

The Lexington-Fayette Urban County Police Department have a career option program available to police officers with 10 years on more service, exclusive of time of suspension and/or leaves without pay. This program will not prohibit an officer from choosing to participate in a future promotional process. Although should a participating officer achieve a promotion, self-cancellation in the career option program would result. This program adds two more steps to the patrolman's pay scale (Step 7 & 8). These steps are not automatically granted with the proper time in service being gained. They are attained upon completion of a particular qualification procedure.

The program is not competitive among individuals. Officers with more than the required years must enter Step 7 and remain there for one year. The officer shall then be eligible to compete for Step 8. Officers with the exact time in service (Step 7-ten years), shall be required to wait two years for entrance to Step 8 (12 years). Beside having the time required, the officer must take a written test; an oral interview; must have completed all required inservice training, firearms training, first aid, etc; and must have the physical capacity to function in any position available to police officers. Yearly performance appraisal by the officer's immediate supervisor for the past year is also taken into account. An officer failing any of the above must wait one year before applying again for the position.

The Lexington-Fayette Urban County Police Department uses a "Home Fleet" program. Marked police cars are assigned to each officer of the patrol section, crime prevention unit, community relations unit, and training unit. The officers drive the patrol cars to and from work and use them for personal activities while off-duty. The officer is required to have his radio on at all times while in the vehicle in order to be available to respond to calls from the dispatcher. In addition, the off-duty officer is expected to initiate law enforcement activities while driving his take-home car. As a result, the take-home police car program results in additional on-the-street patrol time. This program also gives the division the flexibility to recall any number of officers to duty in case of emergency; when additional officers and vehicles are needed. This Home Fleet Program has now been in existence five years and is very popular with the officers. The initial vehicles were purchased under the revenue sharing program/grant. Plans are to trade in one third of the fleet per year.

The 4-10 plan (four days a week, ten hours a day) was able to be implemented because of the Home Fleet Program. One of the advantages of this plan is the overlapping of shifts. The overlap hours are as follows: 0700-0800, 1600-1700, 2200-0200. These specific overlaps allow more officers on the street to assist with traffic problems, and yet handle crime related calls, armed robberies, burglaries, fights, DWI's, and other serious crimes. Officers are scheduled off in two patterns: Sunday-Monday-Tuesday for one-half, and Thursday-Friday-Saturday for one-half. All officers work on Wednesdays, and this allows extra time needed to conduct various training, Wednesday being training day. This is done on a rotational basis. The officers appear to like the idea of knowing who they will be working with each day, and since the days-off schedule is more uniform, they know exactly who is on or off duty, who is in a particular area, and where they will be.

The communications room houses two side-by-side consoles and a takeover console. There are combined civilians and physical profile officers operating the side-by-side consoles, with their supervisor at the takeover console.

There are two dispatchers at all times. The dispatchers receive call information from a separate operator and classify the calls into four priorities:

Priority I	Emergency/Criminal
Priority II	Emergency/Non-Criminal
Priority III	Criminal/Non-Emergency
Priority IV	Non-Criminal/Non-Emergency

These priorities enable the calls with less importance to be stacked.

The communication system operates on three separate frequencies.

Channel #1	Inquiry Channel (10-28, 10-29, etc.)
Channel #2	Car to Car
Channel #3	Dispatching Calls

All cars are required to be on Channel #3 except when using the other channels. The cars have scan capability for the three channels. It might be interesting to note the dispatchers and the phone operators were in separate rooms with a conveyor belt connecting the two. The belt delivers call cards to the dispatchers. The dispatchers did not use the phones. Also the inquiry dispatcher (10-28, 10-29, etc) was also housed in a different room. This system was obviously superior to our system. It did not overload the dispatchers, thus making service better for the police officer.

The ICAP Unit (CAU) is composed of four people: one commander (Lt. Morgan), two analysts, and a secretary. At present, the CAU uses the computer at the City Hall. The CAU computer has been delivered to the Police Department and preparations to install the unit are being made. The Police Department

bought an IBM Series One, two disk/diskette computer. The Police Department considered this unit to be the most efficient for their requirements.

The University of Kentucky will furnish students to program the machine as needed. A patrol officer has a degree in computer science, and plans are to use him also. A programmer is to be hired in the third year of the CAU. The CAU is operated in almost the same manner as the Lawrence Police Department's unit. Pin maps are kept in three eight-hour blocks instead of all on the same map. A separate map is maintained for auto thefts and recoveries. The CAU unit started operating in December, 1976, by federal grant funding from LEAA and PEP. The program was initiated by the Chief of Police and commission, with the assistance of Lt. Lee Morgan (then a sergeant). At present, a small group of patrol officers use CAU actively, but the bulk of the patrol officers don't believe the unit is helping anything. The unit is being used by the special patrol unit frequently in their low profile operation and do believe strongly in the CAU unit. The detective unit uses the CAU unit frequently also. The CAU unit has an open-door policy to all officers. Being the CAU unit has only been in operation for 14 months, it is too early to show any marked decrease in crime because of the unit. Arrests have been made by information obtained from the CAU and crime downtown is down four percent, although the population has increased by 5,000.

The Lexington-Fayette Urban County Police Department is in the process of setting up a para-professional organization to relieve police officers of non-essential duties (parking tickets, vehicle tows, 10-47's, funeral escorts, etc). Thirty people for this job are hoped for. These people will wear a different uniform than police officers and will not carry weapons. It is hoped the para-professional program will relieve police officers for police follow-up investigations.

The Police Department has gone to the generalist concept in the police officer. The officer is expected to follow up his calls with investigation where required. The detective division will assist in major cases if needed. The patrol officers complain of not having enough people for this program. They feel they can not run their calls for service and investigate too. Lieutenants, sergeants, and patrol officers all have this same feeling. The officers complain they must run "all over" covering calls for service now when several officers are on an investigation. Lt. Morgan advised in this area, "the cart was placed before the horse." Some of the calls for service needed to be taken out of the hands of the Police Department. This is where the para-professional will be used.

The Police Department also backs an Ears Program. In 1977, a formal organized effort was set up to utilize citizen volunteers to observe and report crime, traffic information, and other points of interest to the Police Department through the use of CB radios. At this time, over 400 participants are in the program. A base station was placed in the communications room and is manned by these volunteers. In 1977, 7,579 calls were received through the CB base station. Only 8% of the calls were unlocated. Already, during 1978, the Ears people and their four-wheel drive vehicles were utilized during the recent snow emergency.

After talking with all ranks of police officers within this department, we feel the Police Department has a fairly high moral factor. There are always problems with patrol feeling the detective unit is on an ego trip, the special patrol unit are a bunch of goof-offs, etc, etc. The Chief of Police, Chief Freeman, seems to have high credibility within the department. He is progressive and stands behind ICAP strongly.

Of specific interest to the Lawrence Police Department would be the error the Lexington-Fayette County Police Department made in using the general concept program. Before officers are expected to make competent follow-up investigations, they must be relieved of some of the calls for service (funeral services, escorts, medical emergencies, etc.).

Authors suggest a low profile team to operate out of the CAU office, directed by the CAU office to target areas.

Select mobile CB radio operators to patrol high burglary areas.

The Lexington-Fayette County Police Department officers were outstanding in appearance. (One man was passed over for promotion because he wore non-regulation cowboy boots). Upgrading of uniform appearance of Lawrence police officers should be worked out.

Lawrence police officers need a full explanation of the CAU program, and how it's a tool to assist in their profession. We recommend a CAU employee occasionally attend a shift meeting for creditability.

Some thought should be given to improving service within the dispatching unit. The people employed are highly competent, but are expected to perform beyond reasonable expectations. Should new radios be purchased, a two frequency type is suggested, with one being an inquiry channel. This dispatcher should be housed in another room.

ICAP VISITATION

Arlington, Dallas & Fort Worth, Texas

January 22-25, 1978

Mike Hall

Ron Olin

On January 22, 1978, Mike Hall and Ron Olin were assigned to observe the police departments of Arlington, Dallas and Fort Worth, Texas. The afternoon of the 22nd we were met at the Dallas/Fort Worth airport by Gary Robertson, the Crime Analyst of the Arlington Police Department. Gary was an excellent host and introduced us to other persons of interest in the Dallas and Fort Worth area.

On the morning of January 23, 1978, we were picked up at our motel by Robertson and we began an examination of the Arlington, Texas Police Department..

Arlington Texas is located midway between Dallas and Fort Worth. The population is approximately 155,000 and is approximately 82 square miles. The University of Texas has a campus at Arlington with over 20,000 students. A separate on-campus police department exists. The Police Department is comprised of 172 sworn officers and 36 civilians. Two divisions operate within the Department. One, is Patrol or Operations Division and the other is Services. The Department is broken down accordingly:

Patrol
Criminal Investigation Division
Crime Specifics
Motorcycles (traffic)

Services
Research & Planning
Crime Analysis Unit
Recordskeeping
Crime Prevention
Community Relations

Three equal shifts are deployed at the present time in 14 districts. One man-cars are generally used and the Police Department employs three female officers. No female officers are utilized on patrol.

The Criminal Investigation Division (CID) is manned from Patrol forces on a rotating basis. In fact, while we were there, detectives were requesting reassignment to patrol of their own choice. This system reduces but does not eliminate "elitism" that ruins patrol/CID relations within the Department.

Two channels are used in Police Communications at the Arlington Police Department. One dispatcher on Channel 1 is responsible for all dispatching and vehicle deployment. A second dispatcher on Channel 2 handles all 10-28/29 or other

records check traffic. The two dispatchers are housed separately in the police building.

The Crime Analysis Unit is comprised of two persons, an analyst and an assistant. The CAU has in-house computer capability on a floppy-disc unit. No programmer is now employed, but this is expected to change. Current programs include a list of stolen property and occurrences of targeted crimes.

The Crime Analysis Unit was developed in 1975 after a grant was received for Crime Prevention activities. An analyst was needed in the grant and Robertson was hired. The specific tasks included determining any impact that Crime Prevention may have under the project.

During the history of the Crime Analysis Unit funding has been provided from the crime prevention grant, city funding, a Patrol Emphasis Project (PEP), and currently the city budget again.

In 1975, the Crime Analysis Unit was formed after an examination of Department needs by outside evaluators. These evaluators determined what statistical analysis should be done. The program was initiated by Robertson, who is a civilian, with police administrative oversight.

The program has received considerable backing inside, but primarily outside of the Department. The primary emphasis for expansion comes from City Hall, rather than from within the Department.

The CAU has had some problems receiving patrol or operations input into the unit. This has improved greatly in the last year. Robertson has initiated an aggressive Public Relations campaign and is well respected by street officers. It is only this personal relationship with officers that has kept the Crime Analysis Unit functioning to this point. Recent changes have been made to schedule each officer into the unit on a weekly basis to review reports and exchange information. An "over sight" committee and open door policy has also started to positively influence attitudes. In discussions with patrol personnel a universal regard for Robertson was noted, but an ignorance of the Crime Analysis Unit function or use

was present.

The Arlington Police Department has a highly developed Crime Prevention program. Many specific programs are undertaken for all citizens from youngsters to senior citizens. The Arlington Police Department had one of the first crime prevention programs and contributed one of their supervisors, Captain Anthony Gale, to assist in design of the FBI's Crime Resistance. It should be noted that the name "Resistance" was recommended to be discarded, but the FBI uses it to distinguish their program from others. The concept of "resistance" has cost one individual in Texas his life as he "resisted" an armed robbery. His widow attributed his actions to his belief in the FBI program.

The Arlington Police Department has school programs, business presentations, residence and non-residence survey capabilities and more. A sample of literature was obtained and is included with this report. The Arlington Police Department has experienced its first drop in reported burglaries after initiating this program. No business or residence surveyed has ever been victimized. While this cannot last, it does demonstrate the commitment and belief the Arlington Police Department has in Crime Prevention.

A new program for the ICAP second year grant is anticipated for implementation around March 1, 1978. These changes were developed within the Department and with outside assistance from Dr. James Stevens, of the University of Texas at Arlington. The second year grant anticipates the addition of a strategic planner. This position would be filled by a sworn officer who would act as a liason between the Crime Analysis Unit and Patrol. There is also a plan to use officers on each shift to do Crime Analysis activities and patrol part of each day. Some equipment is also being requested in the grant.

Several observations are relevant to the study of the Arlington Police Department. First is their reporting formats. A sample of the many report forms used by their officers is included in the report. There is little continuity or reason in this variety of forms.

It is the belief of the authors that our reporting policy is far more concise and pertinent than theirs. Also observed was a dedication to the principles of crime prevention. An assortment of crime prevention materials was brought back for reference and use. The authors believe that the addition of Crime Prevention activities would be a great asset to the Lawrence Police Department. Lastly, the Arlington Police Department is suffering from an incredible morale problem because of a lack of written rules of behavior and indiscriminate discipline procedures. The Chief of Police, the head of the local "association" and others were consulted about these problems. It is obvious to the authors that unless immediate and fair solutions to these problems are undertaken by the Chief of Police to defuse this situation, there will soon be a major confrontation. In this event there will be no "winners."

On the morning of January 24th, 1978, we visited the Dallas Police Department. Our contact person was Lt. Cliff Macsas of the Crime Analysis Unit.

Lt. Macsas arranged for a tour of the Departments computerized recordskeeping system, Crime Analysis Unit, Central Dispatch and new AVM vehicle monitoring system.

The Dallas Department has an authorized strength of 890 sworn officers and is currently operating with approximately 840 sworn officers. The department is divided into five precincts with each precinct commanded by a precinct commander. Each precinct is dispatched from a central dispatch located at the main headquarters. Each division has its own in-house investigative staff and Crime Analyst.

The dispatch facilities operate very well. All telephone calls are received in the Central Division with 15 operators, each equipped with a CRT and keyboard. As calls for assistance are received, the operator punches all vital information into the computer on a standardized format. The computer has the capability of reviewing information on previous calls and providing advanced warning to the operator of possible hazards to officers responding. Upon completion of the format, the information is automatically transferred to the appropriate dispatcher who is

responsible for assigning the call. The computer advises the dispatcher of the nearest available unit automatically upon transfer from operator to dispatcher. In the case of emergency calls when its not practical to complete the format, the bare essentials are punched into the computer by the operator and immediately the information is received by dispatch. A patrol unit is then dispatched while the operator completes the format.

The dispatchers handle all communication duties except inquiries by officers into the computer. Computer inquiries are handled at four terminals and all requests are made across a radio channel that operates independently of dispatch.

Dispatch participates in the Cadet Training Program and Cadets work on a one to one basis with an experienced dispatcher. The Cadets actually assume the dispatch duties and are monitored by their dispatch trainer.

The computerized records system of the Dallas Police Department is available to the street officer through the telephone. The officer telephones central records where 12 terminals are available for Part I offenses. All information is relayed to a CRT operator who punches the information directly into the computer. Printers provided print-outs to the Records Division, Investigative Division and all others upon request.

The Part I offenses are kept in the computer base for approximately 13 months and then transferred to micro-film. During the 13 months period all records are available for immediate print-out.

In another area of the records section, several computer operators maintain computerized files on stolen property, pawn records, and criminal histories. Jail records and administrative records are also maintained in the computer.

The Crime Analysis Unit of the Dallas Police Department is located in the Central Precinct with each precinct having its own in-house analyst.

The Unit employs individual analysts for the areas of business burglaries, residential burglaries, crimes against persons and robbery.

The Unit deploys a Tactical Team that acts on information developed by the Unit.

CONTINUED

1 OF 2

The Team is directed solely by the Crime Analysis Unit and is deployed in areas where a pattern of crime is developing or has developed.

The Crime Analysis Unit maintains a 15,000 name computerized suspect file. Information from the file can be matched to name, physical description and vehicle description. As an example, a request was made of the computer for suspects with tatoos on the forehead. The computer listed three known offenders that matched the general description.

The Unit also maintains a manual known offender street name file. The file is maintained in alphabetical order by the street name.

A pin map is maintained on a bi-monthly schedule for business burglaries, residential burglaries, robbery and sexual assaults. Each month a different color is used so the movement of criminal activity in a specific area can be monitored.

The Unit on a weekly basis prints and distributes an arrested persons bulletin. The bulletin lists the names, crimes and areas of arrest for the City of Dallas.

The Central Precinct Crime Analysis Unit keeps current with the precinct crime analysts through weekly meetings that are hosted by the five precincts on a rotating basis.

An automatic vehicle monitoring system is presently being initiated in one of the five Dallas Preceincts. The monitoring system has the capability of locating any patrol unit at any given time and either following its movements on graphic maps or tabular formats. The monitor operator can call a district, 1 mile, 3 miles or 6 miles, map onto the CRT screen. The maps can be centered if needed around a specific unit(s).

Each vehicle is equipped with a terminal that allows the officer to punch in basic ten code messages thus cutting down on radio traffic. The terminal also features an emergency button that can be pushed by the officer for immediate assistance. The emergency button capability can also be used by virtue of a mobile signaling device that can be carried on the officers belt. The mobile device also features a push emergency button that requires no voice communication for immediate

The AVM system was not yet in use but the system was placed in a simulation mode for demonstration purposes.

Concern from patrol officers was expressed with them feeling that the system might be used as a monitoring tool by supervisory personnel. Our guide said that the system would not be used in that manner and that its main function was to assist the efficient dispatch of patrol vehicles and to ensure a higher degree of safety for patrol officers.

A Dallas patrol officer, R. B. Garcia, assigned to the Central Division spoke with us about his department. Officer Garcia was very pleased with his department. He indicated that morale was dependent upon the Precinct Commander and the manner in which he operated the Precinct. Officer Garcia also indicated that policy was set through administrative directives and you either liked them or you quit.

On the morning of January 25, 1978, we visited Lt. Hollingsworth and members of the Crime Analysis Unit in the Fort Worth Police Department. The Fort Worth Police Department is currently involved in the first year of an ICAP grant. The Department has encountered several problems that have resulted in some inactivity. The Crime Analysis Unit at this time is a paper organization.

In 1975, the Fort Worth Police Department received as chief an ex-Captain from Dallas. The chief initiated a voluntary program of team policing in one area of the City. This experiment in team policing was favorably accepted by officers and townspeople and led the Chief to initiate a city-wide program some three months later. The city-wide program was a failure. The first experiment was based on volunteers. The city-wide officers had eight hours of training prior to implementation. The average Fort Worth officer had never followed up a case, done crime scene investigations or procured search warrants. Because of the poor orientation and training, not to mention the intense hatred of the officers for the program, the experiment was a failure. The Fort Worth Police Department has not yet recovered from the experience.

The only section that was a model organization in the Fort Worth Police

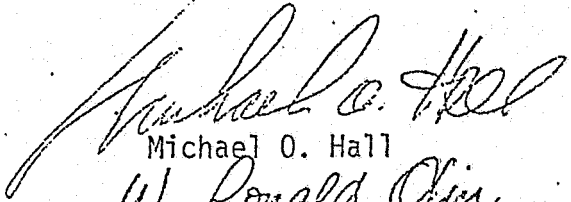
to our host, because in the team policing experiment all detectives were put in uniform. Prior to this time the CID was ineffective and "deadwood." When put into uniforms the detectives were called "Investigator/Training Officers" and given added responsibilities. Hollingsworth reports that "about half" quit the Department, but the other half are now some of their best officers. CID now rotates men in and out on assignment. In all, the Fort Worth Police Department was a study in disaster.

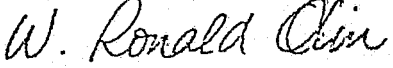
Several points of interest from these three police agencies can be of specific interest to the Lawrence Police Department.

- 1) The Crime Analysis Unit should upgrade its emphasis on "Known Offenders." Since returning, the Crime Analysis Unit now has a cross-index file of all persons arrested in the City of Lawrence since January 1, 1976 and corresponding case numbers. A file now also exists to cross reference any person who has been named as a suspect in the Bulletin. A "known offender" file and map is anticipated.
- 2) Crime Prevention activities should be emphasized by the Lawrence Kansas Police Department and officers should be trained in their use. The Task Force should explore implementation possibilities of a full time Crime Prevention officer and officer training.
- 3) A Crime Specific Unit or Tactical Unit should be deployed out of the Crime Analysis Unit. This unit need not be large, but should be allowed to operate independently, though coordinated with the Detective and Patrol divisions. Such a limit may not be a full time assignment but would depend on available information for deployment. Both Arlington and Dallas successfully use this system.
- 4) Patrol and Detective capabilities should be improved. The Task Force may wish to explore ways of upgrading the performance of both divisions. A system of rotating detectives from patrol is successful in Arlington and Fort Worth.

- 5) In all the Departments visited, appearance was important. All officers looked professional. The Task Force should explore ways to upgrade the physical and uniform requirements of the Lawrence Police.
- 6) No training program may be undertaken without a full, open explanation of what is required of the men employed as officers. The Fort Worth Police Department experiment failed because of poor preparation. Arlington Police Department had trouble with their Crime Prevention activities as the result of poor preparation. Therefore, a minimum of four hours orientation on the theory of the ICAP grant, the Task Force, the Crime Analysis Unit, crime prevention activities and all other suggested changes is believed to be important in determining the eventual failure or success of new programs.

These changes may result in added effectiveness and cooperation among the members of the Lawrence Kansas Police Department. It may also be said that while morale and working conditions may be improved here, there are places that are far worse. Both improvements and criticism has been noted in this report and it is believed that some useful information may be obtained from the other Departments that were visited.


Michael O. Hall


W. Ronald Olin

APPENDIX C

MEMORANDUM

March 3, 1978

TO: Task Force Members

FROM: Michael M. Reeves

RE: Training

The following is a listing of the general areas of training as agreed upon by the Task Force in the meeting of March 2, 1978:

(Each number represents a four hour time increment)

1. Orientation-Explain the goals of the task force, the reasons for the training programs, what the CAU is and the Crime Prevention program.
2. Preliminary Investigation
3. Preliminary Investigations
4. Follow-up Investigation
5. Follow-up Investigations
6. Crime Prevention
7. Crime Prevention
8. Inter-Personal Relationships (two (2) hours)

While the majority of the Officers are in class for the eight hours of Preliminary Investigations, the Detective Division will receive on eight orientation on the new Crime Scene Kit.

This proposed schedule leaves ten (10) hours to be used for training in any new programs the Task Force is able to implement.

Several possible areas of change were discussed and the Task Force felt they deserved further consideration and discussion. These areas include:

1. The possibility of re-districting the patrol areas.
This area includes the possibility of rescheduling the patrol shifts with regard to crime rates and time utilization.
2. The possibility of establishing a Crime Specific Unit to combat selected crimes.
3. Improve the Detective capabilities.
This area includes accountability factors, crime solvability factors, man-power allocation and utilization and/or re-defining the need or area of detective responsibility.

Michael M. Reeves

Michael M. Reeves
Task Force Member

MMR/ca

TASK FORCE 1978
TRAINING
LAWRENCE POLICE DEPARTMENT
LAWRENCE, KANSAS
FOURTH EDITION

1.

CLASS	INSTRUCTOR	DAY	DATE	TIME
I. ORIENTATION.				
A. ICAP PROGRAM	DARREL STEPHENS	TUESDAY	MAY 2	8 AM & 3 PM
B. CRIME ANALYSIS	RON OLIN	TUESDAY	MAY 2	9 AM & 4 PM
C. TASK FORCE	LARRY LOVELAND	TUESDAY	MAY 2	10 AM & 5 PM
	WAYNE SCHMILLE			
	DAVID REAVIS			
	GARY BROWNE			
D. TRAINING <u>CATEGORIES</u> <i>Overview</i>	DARREL STEPHENS	TUESDAY	MAY 2	11 AM & 6 PM
	LYLE SUTTON			
			END	12 NOON & 7 PM

TASK FORCE 1978
TRAINING
LAWRENCE POLICE DEPARTMENT
LAWRENCE, KANSAS
FOURTH EDITION

2

CLASS	INSTRUCTOR	DAY	DATE	TIME
-------	------------	-----	------	------

II. PRELIMINARY INVESTIGATION.

A. PRELIM. INVEST. OVERVIEW	DARREL STEPHENS	TUESDAY/WEDNESDAY	MAY 9 & 10	7 AM
B. FINGER PRINTING	DON DALQUEST	TUESDAY/WEDNESDAY	MAY 9 & 10	8:30 AM
C. PHOTOGRAPHY	JIM HALLER	TUESDAY/WEDNESDAY	MAY 9 & 10	9:30 AM
				10:30 AM
D. CRIME SCENE	F. B. I.	TUESDAY/WEDNESDAY	MAY 9 & 10	11:30 AM
				3 PM END

* * * * *

III. FOLLOW-UP INVESTIGATION.

A. CRIME SCENE KIT	JIM HALLER MIKE McCAFFREY	TUESDAY/WEDNESDAY	MAY 16 & 17	7 AM
B. REPORT WRITING *	LYLE SUTTON	TUESDAY/WEDNESDAY	MAY 16 & 17	7:30 AM
C. INTERVIEW & INTERROGATION	F. B. I.	TUESDAY/WEDNESDAY	MAY 16 & 17	8 AM
				12 NOON
D. CASE PREPARATION & WARRANT PROCESSING	MIKE MALONE (County Attorney)	TUESDAY/WEDNESDAY	MAY 16 & 17	1 PM
				3 PM END

*NOTE: REPORT WRITING WILL BE FROM 10 AM until 12 NOON

TASK FORCE 1978
TRAINING
LAWRENCE POLICE DEPARTMENT
LAWRENCE, KANSAS
FOURTH EDITION

3

CLASS	INSTRUCTOR	DAY	DATE	TIME
IV. CRIME SCENE TRAINING	LYLE SUTTON DAVID REAVIS DON LOVE MIKE HALL GARY BROWNE	TUESDAY/WEDNESDAY	MAY 23 & 24	7 AM
LUNCH				11 AM
V. CRIME PREVENTION	MARK BROTHERS DAVID COBB RON OLIN DOUG NELSON	TUESDAY/WEDNESDAY	MAY 23 & 24	12 NOON 3 PM END
* * *	* *	* *	* *	*
CRIME PREVENTION	MARK BROTHERS DAVID COBB RON OLIN	TUESDAY/WEDNESDAY	MAY 30 & 31	7 AM
LUNCH				11:30 AM
CRIME PREVENTION	MARK BROTHERS			12:30 3 PM END

69

TASK FORCE 1978
TRAINING
LAWRENCE POLICE DEPARTMENT
LAWRENCE, KANSAS
FOURTH EDITION

4

CLASS	INSTRUCTOR	DAY	DATE	TIME
VI. INSTITUTED PROGRAMS.				
A. RE-DISTRICTING BY CALLS FOR SERVICE	GARY BROWNE DON-LOVE Olin	TUESDAY	JUNE 6	8 AM & 3 PM
B. KNOWN OFFENDERS	MIKE-REEVES BROWNE MIKE-HALL Olin	TUESDAY	JUNE 6	9 AM & 4 PM
C. DEBRIEFING	ALL TASK FORCE MEMBERS	TUESDAY	JUNE 6	10 AM & 5 PM
			END	12 NOON & 7 PM

GENERAL ORDER

Subject: Crime Prevention Program	Date of Issue: June 1, 1978	Effective Date: June 1, 1978	No. 78-7
Reference:	Rescinds:		

I. INTRODUCTION

In recent years it has become increasingly clear that the citizens of a community share the responsibility for the problems associated with crime. Citizens can do a variety of things that make them less vulnerable to crime, assist the police in solving crimes, and recovering property lost from crime. In an attempt to obtain the full benefit from citizen action, the department is establishing a Crime Prevention Program that will focus on making educational information available to the community, provide several types of services to community residents, and assist neighborhood groups in developing and implementing programs designed to address specific crime problems in their respective neighborhoods.

II. PURPOSE

The purpose of this Order is to promulgate the department's policy and procedures on the implementation of the department's Crime Prevention efforts.

III. POLICY

- A. The department will provide assistance to citizens interested in taking action to address a specific crime problem and encourages officers to provide crime prevention recommendations during day-to-day contacts with citizens.
- B. Officers may disseminate educational information provided by the department to individuals who have been victims of crimes or upon request.
- C. The department's priority areas for crime prevention educational information and services are the crimes of robbery, burglary, larceny, sexual offenses, auto theft, and vandalism.

IV. PROCEDURES

A. Service Programs

On a city-wide basis the department will provide security surveys for residences and businesses that have been victims of a burglary or upon request. The department will also assist neighborhood groups in establishing programs to address specific problems.

1. Residential Security Surveys

All officers are expected to provide a residential security survey for the victims of residential burglary or upon assignment in accordance with the following procedures:

IV. PROCEDURES - continued

A. 1. Residential Security Surveys

- a. Security surveys must be recorded on the attached form (Attachment A)
- b. Requests for residential security surveys should be recorded on the attached form (Attachment B). These forms should be completed by Administration Division personnel and routed to the appropriate shift.
- c. Security surveys made upon request should be scheduled some time on Sunday through Thursdays from 13:00 Hrs. to 19:00 Hrs.
- d. Completed survey forms will be maintained in a separate confidential file in the Records Unit.

2. Business Security Surveys

Business Security Surveys will be conducted by one of the Crime Prevention specialists assigned to each shift on the request of the owner or operator of the business.

- a. Business Security Survey requests will be recorded on Attachment B by Administration Division personnel and routed to the day shift supervisor.
- b. The Crime Prevention Specialist on days at the time of the request will contact the individual making the request and make an appointment to conduct the survey.
- c. A copy of the completed survey report will be maintained in the Records Unit in a separate confidential file.

3. Other Service Programs

The Department will assist in developing programs in specific neighborhood groups to address crime problems identified by the Crime Analysis Unit, officers, or the neighborhood. The Crime Prevention Specialist on the shift will be responsible for coordinating these activities. Programs for consideration in these areas are listed below:

a. Block Watcher

This program may be appropriate for crimes such as vandalism, burglary, etc., and problems that are concentrated in a relatively small geographic area and members of a group are willing to recruit people to serve in this function.

b. Operation Identification

GENERAL ORDER No. 78-7

Subject: Crime Prevention Program

Page 3

IV. PROCEDURES - continued

A. 3. b. Operation Identification

This program may be appropriate when specific groups are interested in developing a crime prevention project for a particular neighborhood.

B. Community Education

The Department will provide educational information on a city-wide basis concerning methods individuals or groups can use to decrease chances for victimization. The Department's efforts in this area will concentrate primarily on the following areas:

1. Printed Material

The Department will provide printed material for officers to distribute to victims of crime or upon request.

2. Slide Presentation

The Department has developed a slide program for use in group presentations that provides examples of security problems.

3. Neighborhood Association Meeting

Officers are encouraged to attend meetings of neighborhood associations to discuss crime problems in their areas and suggest methods they can use to address the problems. The Crime Analysis Unit will provide crime information support to officers for this purpose.

4. Other Groups

Officers are encouraged to provide information on crime prevention to groups upon their request.

5. Community Education Coordination

All requests for speakers should be handled by the Administration Division. The requests will be forwarded to the appropriate departmental element for handling through the officer's supervisor. The Crime Prevention Specialist should be used by shift supervisors to coordinate the shift's crime prevention activities.

6. Crime Prevention Display

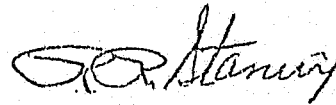
The Department has developed a display of locking devices that have been mounted on a door that can be used for special events or for use on weekends in the various shopping areas to provide educational information to the community.

Subject: Crime Prevention Program

Page 4

V. CONCLUSION

The Department is interested in providing crime prevention services and educational programs that are responsive to the needs of the community. Officers who have suggestions or ideas for programs other than those mentioned in this General Order should submit their ideas through the chain of command for consideration.



R. Richard Stanwix
Chief of Police

I have read the above General Order and understand it.

Signed: _____

Date: _____

LAWRENCE POLICE DEPARTMENT

Subject: 'Crime Prevention Program Request Instructions

1. Enter the date request is received.
2. Enter the name of the person taking the request.
3. Check the type of request. If "Other", indicate the specific type of request, e.g. crime prevention display, etc.
4. Name of person making request.
5. Address of person making request.
6. Telephone number where the person can be contacted.
7. Enter the zone number in which the service or talk will take place.
8. Enter the patrol district in which the service or talk will take place.
9. Enter the address where the activity is to take place.
10. Enter the room number of the activity, if applicable.
11. Date service or talk is expected.
12. Time service or talk is expected.
13. Enter the number of persons expected to attend.
14. Indicate type of audience, e.g. high school, service club, businessmen, neighborhood group, etc.
15. Enter the specific area of interest, e.g. home security, rape prevention, etc.
16. Enter the name of the supervisor that will handle the assignment.
17. The supervisor should indicate the date the request was received.
18. Enter the name of the officer assigned.
19. The officer should indicate the date the assignment is completed.
20. If the assignment is a speech, the officer should indicate the number of persons in attendance.
21. Indicate any films or educational materials used. Note any specific problems raised by the group that should receive further police attention.

Return to Administration Division

LAWRENCE POLICE DEPARTMENT

RESIDENTIAL SURVEY

Name 1 Address 2 Phone 3
Reason 4 Officer 5 Authorized By 6
Structure Type 7 Previous Burglary Victim - Yes [] No []
8

RESIDENCE	ADEQUATE Y-N				RECOMMENDATIONS
	Front	Rear	Side	Side	
Doors	(9)				
Locks	(10)				
Windows	(11)				
Lighting	(12)				
Shrubs	(13)				
Garage	(14)				
Other	(15)				

FINAL RECOMMENDATIONS FOR SECURITY:

16

This image shows a single page of white paper with horizontal black ruling lines. The lines are evenly spaced and run across the width of the page. In the top left corner, there is a small circle containing the number "16". The paper appears to be from a notebook or a set of legal pads.

17

INSTRUCTIONS
RESIDENTIAL SURVEY FORM INSTRUCTIONS

1. Resident's name
2. Address being surveyed
3. Resident's phone number
4. Reason, i.g., burglary follow-up. If burglary, request date and case number
5. Officer doing survey
6. Responsible party present during survey and their signature
7. Frame, brick, block, one story, bi-level, apartment, etc.
8. Yes-No Approximate date if available on line below
9. Yes-No Specify needs such as: Front door needs solid core
Rear door replaced with solid door
10. Yes-No Specify needs such as: Rear door needs armored collar deadbolt
Front door needs double cylinder deadbolt near glass
11. Yes-No Specify needs such as: Side window on south will not lock - suggest pinning window
12. Yes-No Specify needs: Additional lighting needed in rear of home; lights at sides should be operational at night, etc.
13. Yes-No Specify shrubbery problems: Shrubs at front door should be trimmed to remove hiding spots; trim bushes around windows
14. Yes-No Specify needs: Garage door needs track lock during vacation; door will not lock securely, repair locking mechanism, etc.
15. Yes-No Any other needs not normally encountered such as crawl spaces, outside ladder storage, second floor vulnerable, etc.
16. Final recommendations should include:
SMOKE DETECTOR ALARMS, key control problems such as key under mat or hidden near door, etc.
Recommend a key be kept by responsible neighbor.
17. Date and time of survey
18. WHITE COPY to be left with responsible party
YELLOW COPY to CAU
PINK COPY to Services for filing

LAWRENCE POLICE DEPARTMENT

GENERAL ORDER

Subject: Preliminary and Follow-Up Investigations	Date of Issue: June 1, 1978	Effective Date: June 15, 1978	No. 78-5
Reference: 1120 GENERAL INSTRUCT -General Orders 76-8, 76-1, 76-3 & 76-5	Rescinds:		

I. INTRODUCTION

One of the goals of the Department's ICAP project is to improve the quality of preliminary and follow-up investigations. The Department has provided additional training and equipment to assist in attaining this goal. In addition, the Department has implemented a program designed to provide feedback to the victims of Part I crimes and will clarify departmental policy and procedures in this General Order.

II. PURPOSE

The purpose of this General Order is to set forth departmental policy and procedure concerning the conduct of preliminary and follow-up investigations.

III. POLICY

- A. The Lawrence Police Department will conduct a complete preliminary investigation of all reported criminal offenses that are within the Department's jurisdiction.
- B. Follow-up investigations will be assigned on the basis of the seriousness of the offense, its potential for solution, or its relationship to a pattern of offenses.
- C. Departmental employees will be responsible for observing the procedures set forth in this Order.

IV. PROCEDURE

A. Preliminary Investigation

1. The officer dispatched to the scene of the crime will be responsible for conducting the preliminary investigation and completing the offense report.
2. The preliminary investigations will include interviewing the victim and witnesses, processing the scene, collecting physical evidence, conducting an area canvass, making an arrest if appropriate, and completing the proper reports.
3. The Field Supervisor will be responsible for ensuring that the preliminary investigation is properly conducted.

B. Follow-Up Investigation

1. A Patrol Officer may conduct the follow-up investigation of offenses on which the officer conducted the preliminary investigation and are in their district of assignment.

GENERAL ORDER 78-5

Subject: Preliminary and Follow-Up
Investigations

Page 2

- IV. B. 1. a. Patrol Officers must receive the approval of the Shift Supervisor.
- b. The Shift Supervisor will be responsible for ensuring an adequate number of units are available to handle the normal workload.
- c. Officers conducting follow-up investigations will advise Communications Personnel of their location at all times and maintain radio contact, if possible. If not possible to maintain radio contact, a telephone number will be given to the Dispatcher.
- d. Officers should make an attempt to locate the suspect on all cases where the suspect is known at the time of the report.
- e. Follow-Up Investigations conducted by Patrol Officers that are not complete at the end of the tour of duty will be assigned to a Detective for continuation. Further efforts by the original officer on the case must be coordinated with the assigned Detective to avoid duplication of effort.
2. Case Assignments for Detective Personnel will be made by the Investigations Division Lieutenant or Sergeant.
- a. Current procedures concerning victim notification, case assignment cards, and investigative checklists will be maintained.
- b. Follow-Up Investigative activities should be coordinated with the patrol function to the extent possible.
- c. Current practice concerning ceasing active investigation of a case will be followed.
- C. Crime Scene Kits
1. Crime Scene Kits have been placed in each patrol unit for use in processing appropriate crime scenes.
2. The kits contain photographic equipment, latent print processing equipment, a tape measure, and a scribe. When additional equipment is needed to properly process the crime scene, the Detective Division should be requested.
3. The Crime Scene Kit should be checked at the beginning of the tour of duty to ensure the equipment and supplies are available.
4. Supplies for the kits may be obtained from the Technical Services Division

Subject: Preliminary and Follow-Up
Investigations

Page 3

IV. C. Crime Scene Kits - continued

5. Evidence collected from the crime scene should be handled in accordance with Procedural Instruction 76-3 and 78-2.
6. Latent prints lifted from the scene will be turned in with the report and maintained in the Services Division along with the offense report. These will be sent to the lab upon the request of an officer for comparison with a specific suspect or suspects.
7. Officers taking photographs of a crime scene must observe the following procedures.
 - a. Photographs should be taken only when it is believed they will enhance the presentation of the case and should be limited to those items required for Court.
 - b. As a general rule, photographs will be taken with black and white film. Color film will be used only when it is believed it is necessary for evidentiary purposes.
 - c. All photographs will be entered on the attached photo log in the manner prescribed by the instructions.
 - d. The film that has been exposed should be turned in at the end of the tour of duty for processing.
 - e. A completed roll of film will be turned in to the Technical Services Division along with the photo log for processing.

D. Technical Services Division

1. The Technical Services Division will be responsible for maintaining an adequate supply of materials for the crime scene kits.
2. Color film will be processed by commercial sources outside of the Department.
3. Black and white film will be processed within the Department by Department personnel.
4. The photo prints and a copy of the photo log will be filed in the offense file with the report.


GENERAL ORDER 78-5

Subject: Preliminary and Follow-Up
Investigations

Page 4

V. Conclusion

Although the investigation of criminal offenses is not the only service the Police Department provides, it is one of the most important and one that is given a great deal of weight in the community's satisfaction with our services. The policies and procedures set forth in this Order should aid in coordinating and guiding our effort to improve the quality of preliminary and follow-up investigations.



R. Richard Stanwix
Chief of Police

I have read the above Order and fully understand it.

Signed: _____

Date: _____

LAWRENCE POLICE DEPARTMENT

PHOTOGRAPH LOG

Date: [1] Time: [2] Crime: [3] Case: [4]

Camera Type: [5] Film Type: [6]

Location: [7] Direction Taken: [9] Flash: [10]

No.	[8]		Yes	No
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				
11				
12				
13				
14				
15				
16				
17				
18				
19				
20				

Remarks: [11]

LAWRENCE POLICE DEPARTMENT

Subject: PHOTOGRAPH LOG

1. Date Photograph taken
2. Time Photograph taken
3. Enter type of crime
4. Enter case number for which photographs are taken
5. Enter type of camera used. Make and Department number.
6. Enter type of film used
7. Place where photograph was taken. (e.g. "111 East 11th St.")
8. Briefly describe photograph:
 - e.g. Apparent point of entry
 - Trace evidence
 - Second floor east bedroom
9. Describe direction photograph was taken.
10. Mark for each photograph taken with flash or not
11. Enter any remarks concerning photos that would be useful for Court presentation.
12. The officer taking photographs should sign the log.

This form is to be completed and turned in with the film for processing.

LAWRENCE POLICE DEPARTMENT

GENERAL ORDER

Subject: Daily Activity Log	Date of Issue: June 1, 1978	Effective Date: June 18, 1978	No. 78-2
Reference:	Rescinds:		

I. INTRODUCTION

The nature of the police profession makes it difficult to accurately assess the work done by individual officers. While it is difficult to reduce police impact to statistics, the Daily Activity Log measures twenty-two police actions. These daily statistics are designed to demonstrate the level of individual activity for officers.

II. PURPOSE

The purpose of this Order is to promulgate the Department's policy and procedures on the implementation of the Daily Activity Log.

III. POLICY

- A. Commanding officers and supervisors will be responsible for ensuring that the Daily Activity Logs are properly completed.
- B. A supervisor or commanding officer will sign all logs indicating that the information is accurate and that the log has been properly completed.
- C. All personnel will be held responsible for conforming to the procedures set forth in this Order.

IV. PROCEDURE

- A. All patrol officers will complete a Daily Activity Log for each tour of duty and this log will be submitted to the supervisor at the end of the tour-of-duty.
- B. In the case of a two-person car, each officer will complete the Activity Log. In the shift space, officers should use the following numbers to indicate which shift they are on:

23:00 - 07:00	1
07:00 - 15:00	2
15:00 - 23:00	3

 1. Officers assigned to the early cars will use the same shift designation as the rest of their shift, for example, 06:30 to 14:30 would use "2" as the shift designation.
 2. In the space provided for the officer's name, officers should print their first initial and last name on the first line and their badge number on the second line. This will alleviate problems with the activity of officers with the same last name being confused.

GENERAL ORDER No. 78-9

Subject: Daily Activity Log

Page 2

IV. C. "Other Activities"- this space is provided for the purpose of summarizing seven (7) specific activities during a tour-of-duty. All of these activities, with the exception of radio calls, are to be considered self-initiated activities. Procedures for completing this column are as follows:

1. No credit will be given for activities in this column unless it is substantiated by an entry in the Time Record Section of the log.
2. Credit should not be taken for Car Checks, Building Checks, Pedestrian Checks or Residence Checks made while on a radio call.
3. A traffic stop will not be considered a car check unless an arrest is made for a violation other than traffic or the officer decides only to issue the violator a verbal warning. When traffic citations are issued, credit will be taken in the appropriate category in the arrest column.

Examples:

An officer is dispatched on a radio call. As a result of the call, a report is written and an arrest is made. The officer should take credit for one radio call, one report and one arrest only.

An officer is dispatched on a 10-47. The officer should take credit for one radio call, one report, and one traffic arrest, if one is made. No credit for car checks or pedestrian checks should be taken while on a radio call.

An officer observes an automobile occupied by three males and has reasonable grounds to believe the occupants have committed, are committing, or are about to commit a crime, and stops the vehicle. The officer should take credit for one car check and the number of arrests made, if any. No credit will be taken for pedestrian checks on the occupants or the driver.

4. In the "Other Activities" column, both officers will take credit for these activities:

- a. One entry will be made for each of the following categories:

Car Checks	Crime Scene Searches
Building Checks	Community Talks
Bar Checks	Radio Calls
Residence Checks	

- b. Totals will be clearly recorded in Arabic numbers (1, 2, 3, etc.)

- D. Reports - This space is provided to indicate the number of reports an officer completes on a tour of duty. The activity log will not be considered as a report.

GENERAL ORDER No. 78-9

Subject: Daily Activity Log

Page 3

IV. D. 1. In the "Report" column, the officer who actually completed the report will be the only one to take credit for the report.

2. One entry will be made for each of the following categories:

- | | |
|----------------------|---------------------|
| a. Accident reports | d. Security surveys |
| b. Offense reports | e. FIC's |
| c. Follow-up reports | f. Other reports. |

3. Totals will be clearly recorded in Arabic numbers.

E. Arrests - This space is provided to indicate the number of arrests an officer makes while on duty. This section should indicate the number of persons arrested or tickets issued, not the number of charges brought against an individual.

1. In the "Arrest" column, for traffic violations, the officer who issues the citation will be the only one to take credit for the arrest. In the space provided for non-traffic arrests, both officers will take credit for the arrest.

2. The entry will be made for each of the following categories:

- Moving Traffic I - involved in an accident
- Moving Traffic - non-involved
- OUI arrests
- Parking Tickets
- Other Misdemeanor arrests
- Other felony arrests
- Warrant (Misdemeanor) arrests
- Warrant (Felony) arrests.

3. Totals will be clearly recorded in Arabic numbers.

F. Time Record - This space is provided for the officer to record the activities performed during a tour of duty. Procedures for completion of this portion of the log are as follows:

1. All activities performed will be recorded in this section.

2. Symbols to be used to indicate "Other Activities" are listed below:

Car check	C ✓
Building Check	B ✓
Pedestrian "	P ✓
Residence "	R ✓
Radio Call	R

3. The first column in this Time Record portion of the log will indicate the time the officer began the activity.

GENERAL ORDER No. 78-9

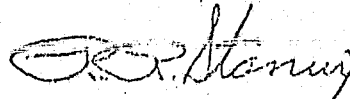
Subject: Daily Activity Log

Page 4

- IV. F. 4. The second column will be used for the symbols listed above to indicate the type of activity.
5. The third column will be used to note the time the activity was completed.
6. The space to the right of the column will be used to record the location of the call or activity, the nature, if not covered by the symbols, the party contacted, report or traffic citation numbers, and the disposition. In situations where a report is completed or a ticket is issued, it is not necessary to record the subjects' name. If vehicles are involved, the license numbers and a brief description of the vehicles should be included.

V. CONCLUSION

All shifts will be expected to complete the Daily Activity Log in the manner described above. Questions about specific situations not covered in the procedures should be directed to your supervisor. There have been some suggestions to revise the present log or adopt a new log. These inquiries are being considered and the possibility exists for the adoption of a new log at some point in the future.


R. Richard Stanwix
Chief of Police

I have read the above Order and fully understand it.

Signed: _____

Date: _____

DAILY ACTIVITY LOG

112

Car Number _____

Shift _____

Date _____ 197_

Speedometer — Out

In _____

District _____

Officers: _____

TOTAL MILEAGE -----

Arrests (Total Person):

Reports:

Other Activities:

Moving Traffic-I _____

M. T. Non-Inv.

QUI

Parking

Other Misdemeanor _____

Other Felony _____

Warrant (M) :

Warrant (F)

Accident

Offense

Follow-up

Security : _____

FIC

Other _____

[illegible]

Car Checks

Bldg Checks

Bar Checks

Res Checks

Crime Scene

Comm Talk

Radio Calls _____

Ped Checks

Time Record (Include Times and Addresses of Building and Residence Checks.)

LAWRENCE POLICE DEPARTMENT

GENERAL ORDER

Subject:	Patrol Deployment Plan	Date of Issue:	June 1, 1978	Effective Date:	July 1, 1978	No.	78-4
Reference:		Rescinds:					

I. INTRODUCTION

In order to provide efficient and effective police service to the Citizens of Lawrence, it is necessary to periodically review the distribution of the department's workload and make the adjustments necessary to equalize the workload among patrol districts. A recent study completed by the department strongly supports the need for realignment of the patrol district boundaries.

II. PURPOSE

The purpose of this General Order is to set forth departmental policy and procedures concerning patrol district boundaries.

III. POLICY

- A. The basic patrol deployment plan of the department will consist of six patrol districts patrolled by one-man cars, a traffic unit, a back-up unit, and a supervisory unit.
- B. The Shift Supervisor should use the basic deployment plan unless circumstances are such that one of the alternate plans for seven, five and four districts should be used. The Shift Supervisor has the authority to use one of the alternate deployment plans but should be prepared to justify their use.
- C. Shift Supervisors must observe the procedures set forth in this General Order.

IV. PROCEDURE

A. Manpower Scheduling

1. The Shift Lieutenant or his designate will be responsible for scheduling personnel. This should be done as far in advance as possible and should reflect known departmental manpower requirements.
 2. As a general rule, enough manpower should be scheduled to fill the basic deployment plan.
 3. Special events will be scheduled, to the extent possible, without using personnel on an overtime basis.
 4. The manpower assignment sheet (Attachment #1) will be completed at the beginning of each tour of duty. One copy will be given to Communications, one to the Assistant Chief, and one will be maintained by the Shift Supervisor.
- B. The department has developed four deployment plans to be used depending upon the conditions in the City and the requirements for police service at any given time.

GENERAL ORDER 78-4

Subject: Patrol Deployment Plan

Page 2

IV. PROCEDURE - continued

B. 1. Basic Deployment Plan

The basic deployment plan is shown in Attachment #2. It consists of six patrol districts, a back unit, a traffic unit and a supervisory unit. Under normal conditions the basic car plan should be utilized. The basic plan will be used to indicate patrol districts for reporting purposes.

2. Seven Car Plan

The seven car plan is shown in Attachment #3. This plan adds one patrol district to the basic plan. This plan may be used on those days and hours where a high number of calls-for-service are anticipated.

3. Four and Five Car Plans

The four and five car plans are shown in Attachments #4 and #5. Both of these plans may be used by Shift Supervisors when circumstances requiring police resources for special activities are present. These plans are the same as the basic deployment plan except they provide for fewer district units. Examples of circumstances where these plans should be used follow:

- a. Special events requiring commitment of resources that cannot be scheduled.
- b. When officers have failed to report to work due to sickness, etc.
- c. When one or two units are expected to be out-of-service for extended periods of time working on investigations.
- d. When one or two units are assigned to a specific crime problem that has been identified by/or with the Crime Analysis Unit.
- e. When one or two units are engaged in crime prevention activities that are expected to involve extended periods of time.
- f. Other circumstances requiring that one or more units be out-of-service for extended periods that cannot be scheduled in advance.

C. Individual Responsibilities

1. Shift Supervisor

The on-duty Shift Supervisor will be responsible for completing the manpower assignment sheet on a daily basis and for determining when the alternative deployment plans will be used. The Shift Supervisor will be responsible for ensuring all personnel are aware of the deployment plan being utilized.

11-15
GENERAL ORDER 78-4

Subject: Patrol Deployment Plan

Page 3

C. 2. Corporal

The Police Corporal will primarily be responsible for manning the back and/or the Supervisory Unit. However, the Shift Corporal can and should be assigned to a district unit when both the Shift Lieutenant and Sergeant are working.

3. Police Officers


Police Officers will be responsible for knowing the boundaries of the various patrol district plans. Patrol Officers will provide police services to the patrol district assigned. Officers on special assignments or details must keep supervisors and dispatchers advised of their location and activities and be available for assignment in the event the shift supervisor deems it necessary.

4. Dispatchers

Dispatchers will be responsible for being thoroughly familiar with the various deployment plans.

V. CONCLUSION

The various deployment plans discussed above are designed to improve the overall quality of service provided by the Lawrence Police Department. The flexibility provided by these plans should allow the department's patrol force to respond in an appropriate manner to short term problems that periodically arise.


R. Richard Stanwix
Chief of Police

I have read the above General Order and fully understand it.

Signed: _____

Date: _____

LAWRENCE POLICE DEPARTMENT
DAILY SHIFT ASSIGNMENT SHEET

Date: ①

District Plan: ② [4] [5] [6] [7]
Shift: ③ (1) (2) (3)

AssignmentsSpecial Duties or
Assignment in District

Unit 119	<u>④</u>	<u>⑤</u>
120		
121		
122		
123		
124		
125		
126		
127		
129		

Officers on Special AssignmentUnit No.Assignment

<u>⑥</u>	<u>⑦</u>	<u>⑧</u>

Officers Off-Duty - (S-Sick) (R-Regular) (P-Personal) (T-Training) (V-Vacation) (I-Injured)

<u>⑨</u>		

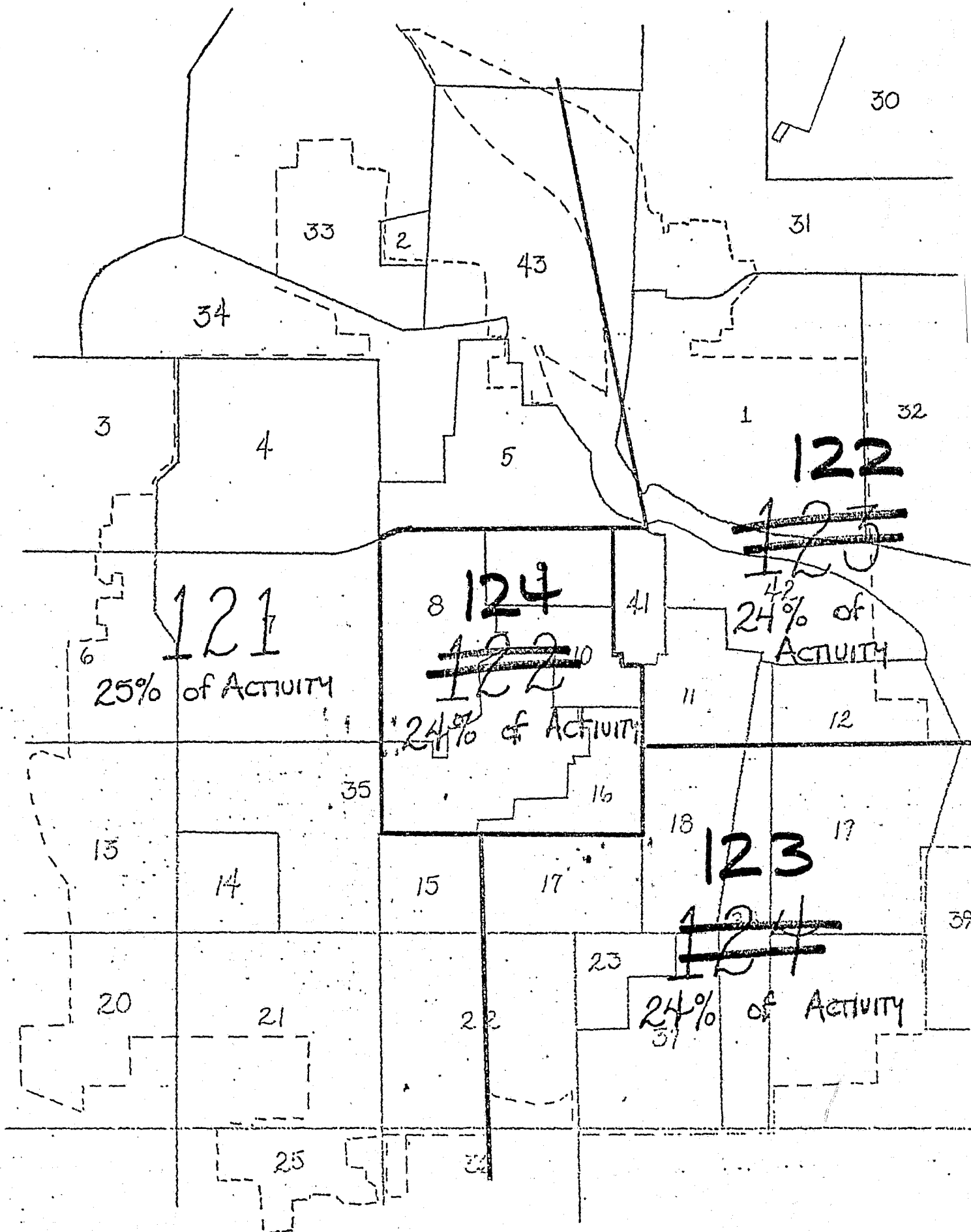
Supervisors: ⑩

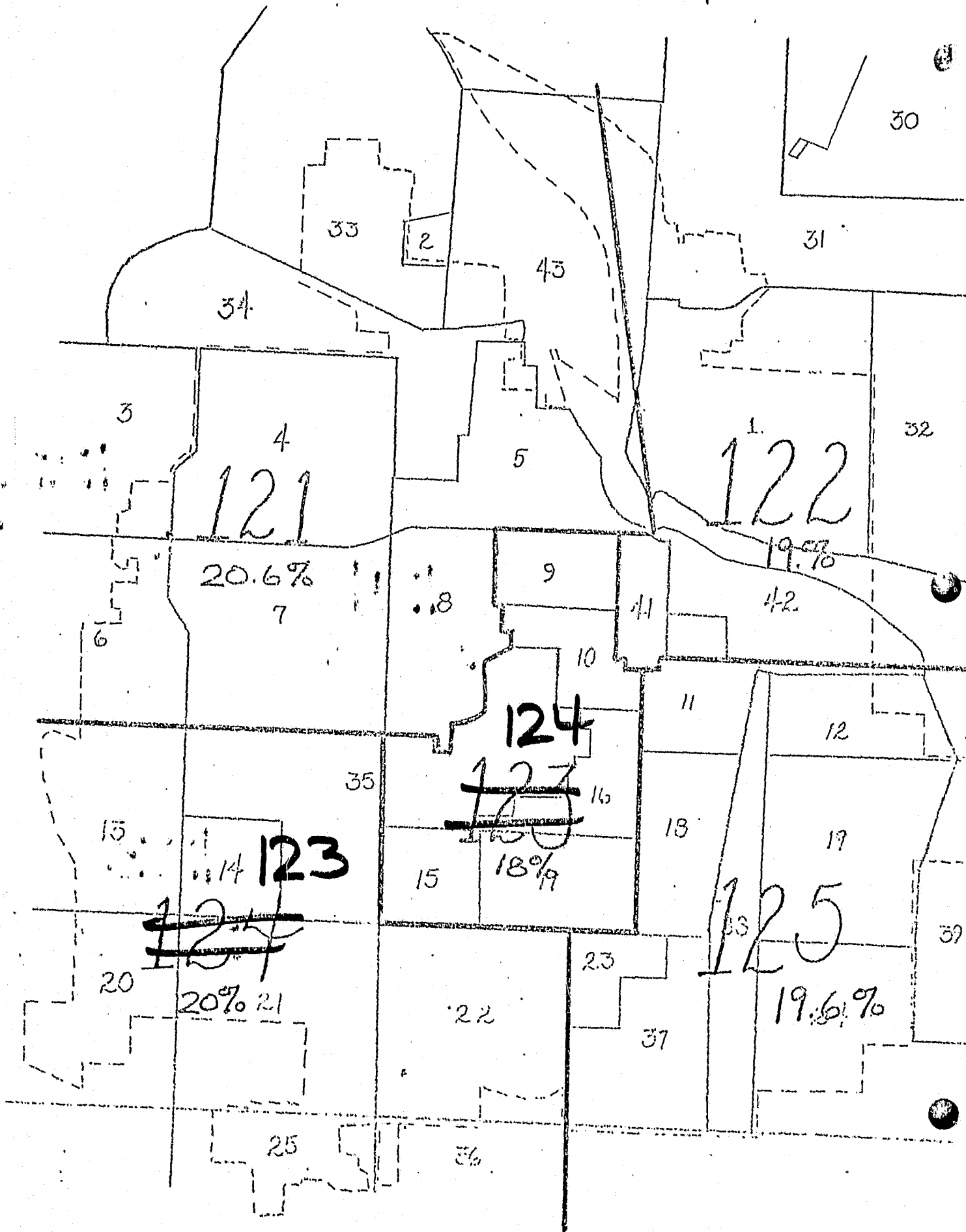
INSTRUCTIONS
DAILY SHIFT ASSIGNMENT SHEET

1. Enter the date of the shift
2. Circle the District Plan utilized for the shift
3. Circle the shift time:
 - (1) 23:00 - 07:00 Hrs.
 - (2) 07:00 - 15:00 Hrs.
 - (3) 15:00 - 23:00 Hrs.
4. Enter the officer(s) name(s) assigned to the unit.
5. Indicate any special problem or assignment the officer has been given for the day in his district. e.g.: traffic at 23rd & Mass., crime prevention survey or talk, etc.
6. Enter the officer(s)' name(s) that are on a special assignment that will involve all or most of the shift.
7. Indicate the unit number the officer is using on the assignment.
8. Indicate the special assignment the officer is working that day.
9. List the names of the officers who are off and the reason, using the codes provided.
- 10.. The signature of the officer that completed the report.

FOUR DISTRICTS

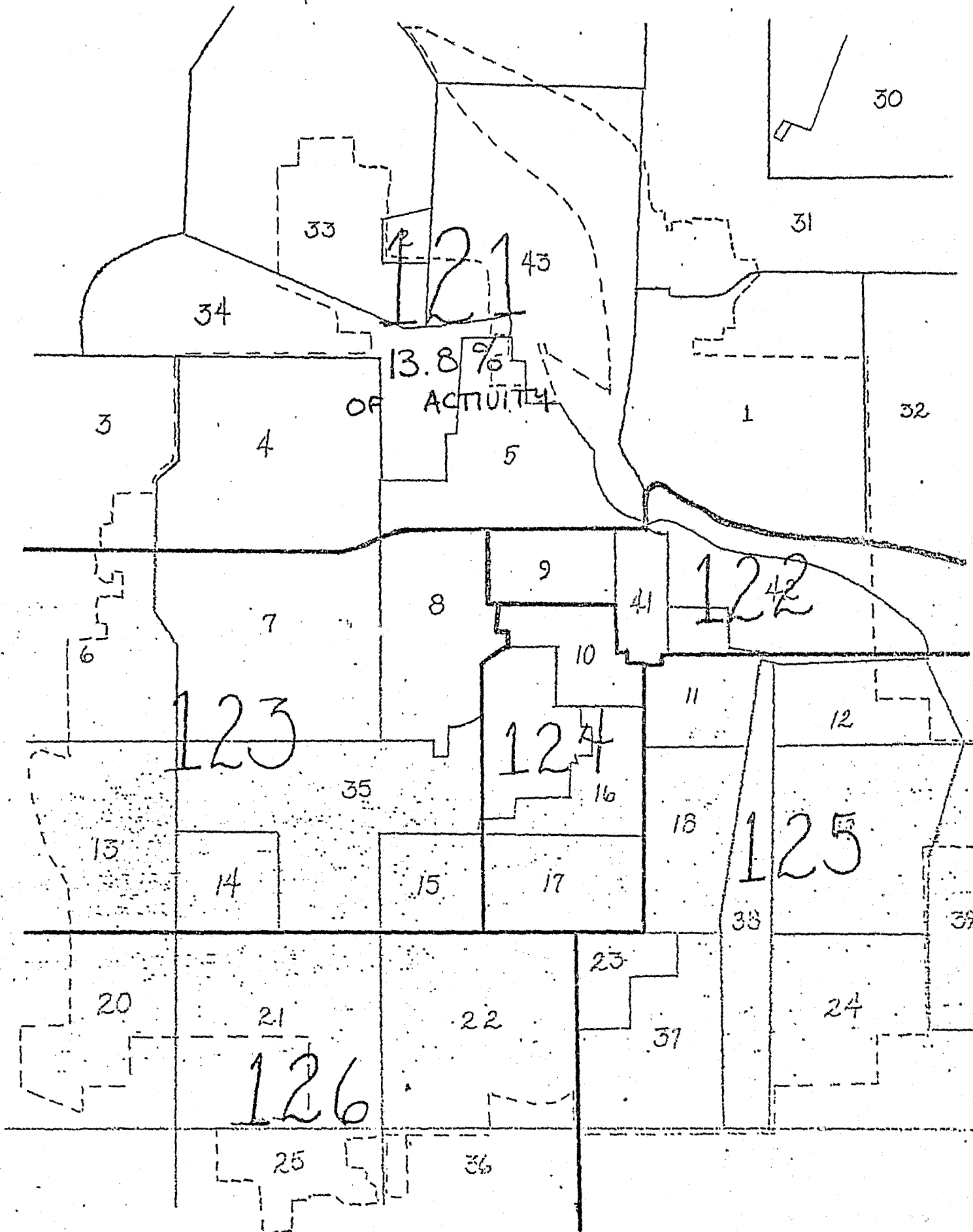
N 116
↑





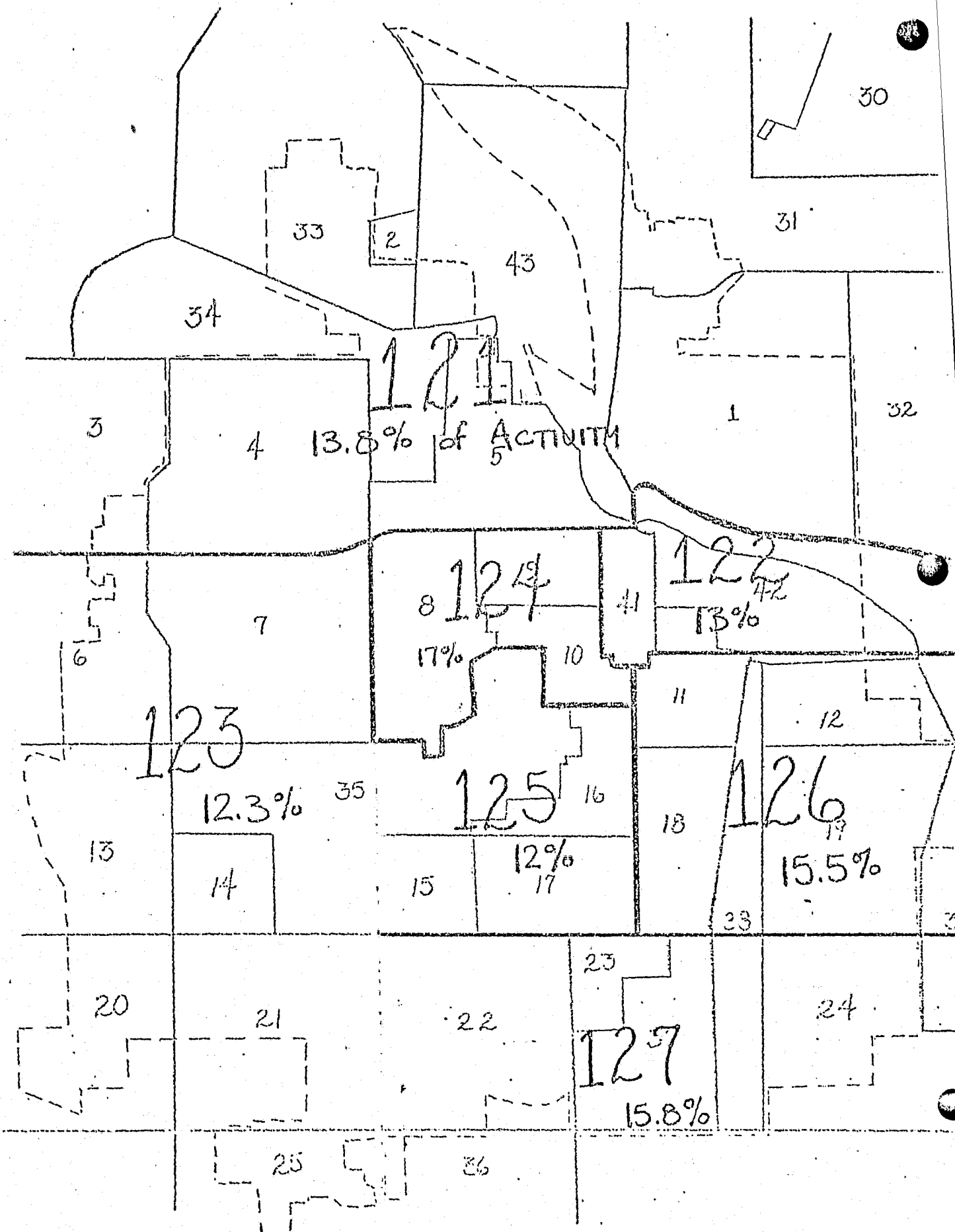
SIX DISTRICTS

N
↑
117



SEVEN DISTRICTS

1178



LAWRENCE POLICE DEPARTMENT

GENERAL ORDER

Subject: Known Offender Program	Date of Issue: June 6, 1978	Effective Date: June 15, 1978	No. 78-8
Reference:	Rescinds:		

I. INTRODUCTION

It has been statistically demonstrated through data collected in recent offender-based studies, specifically the LEAA sponsored PROMIS program, that a small percent of individuals are responsible for a disproportionately large percent of reported crime. This fact, coupled with the fact that a convicted repeat offender stands only five chances in 100 of serving a sentence that includes incarceration, indicates that the odds are definitely on the side of the career criminal. That the offender is well aware of these odds was shown in a recent prison survey where more than one-third of the inmates queried stated that they had committed approximately 40 crimes per year for the three years prior to their being incarcerated and that crime was their career of choice, indicating that these individuals commit many crimes that remain unsolved if reported at all.

The City of Lawrence has a definite crime problem each year. However, when comparing the activities of a few to the overall numbers of criminal activity, it becomes obvious that those few are disproportionately responsible for a great deal of criminal conduct. By specifically identifying these multiple offenders and concentrating police resources on them, the overall crime picture may be more significantly influenced by individual arrests.

II. PURPOSE

The purpose of the Lawrence Police Department's Known Offender Program is to provide the law enforcement agency with a sound data base which legitimately meets the needs of the agency in carrying out its efforts to protect the public and suppress criminal activity. This is done through identifying known offenders engaged in illegal conduct in the City and removing them from the community through the judicious application of police resources.

III. POLICY

A. The Lawrence Police Department will attempt to identify known offenders responsible for multiple crimes and coordinate police efforts on these persons as described in this General Order.

B. Definitions

1. Known Offender File - A Known Offender File consists of stored information of the activities and associations of individuals and groups known or suspected to be involved in criminal acts or in the threatening, planning, organizing or financing of criminal acts.

Material stored in the Known Offender file is restricted to documents of criminal intelligence, investigative information, and related information from public record and media sources. Criminal History Records

III. B. continued

1. continued

Information* (CHRI) and information not meeting the criteria for file input will be excluded from Known Offender file storage.

Other examples of excluded material are religious, political, or sexual information which does not relate to criminal conduct and associations with individuals which may not be of a criminal nature.

* a definition of CHRI is available in the Records Management Manual of the Technical Services Division.

2. Known Offender - A Known Offender is a person who: (1) commits a felony offense while pending trial or appeal of another felony, or (2) commits a felony while on parole or probation for a felony or within one year after the conclusion of such parole or probation, or (3) has one felony conviction within five years preceding the present contact, or (4) has three or more prior felony conviction, or (5) will be charged as a habitual offender under Kansas Statute, or (6) is identified as an intelligence suspect.

a. An Intelligence Suspect is a person who is:

- (1) Suggested as a potential Known Offender by street law enforcement personnel based on knowledge or reliable information, or
- (2) Named as a reliable suspect in three or more criminal cases in one year, or
- (3) Field interviewed in suspicious circumstances in three or more times in one year, or
- (4) Identified by investigation or reliable informant knowledge as a suspect in crimes involving unusual or violent circumstances.

Each of these persons would be individually reviewed by the Crime Analyst to determine their eligibility for this designation.

IV. PROCEDURE

A. Known Offender Identification

A Known Offender may be submitted to the Crime Analysis Unit by a member of the Lawrence Police Department, a suspect extracted from reports, or a person identified through other police techniques.

The subject will be reviewed according to the guidelines specified in III-B of this order. If the person qualifies, a folder will be started in the Crime Analysis Unit or the Known Offender file.

GENERAL ORDER No. 78-8

Subject: Known Offender Program

Page 3

IV. B. File Maintenance

The Known Offender File will be maintained alphabetically in the Crime Analysis Unit and will have relevant case material, cross-index information on prior activity and other data as available.

1. Incoming reports will be screened, and, if applicable to the known offender, included in this file.
2. Up-to-date FIC material on access, associates, vehicles, etc., will be maintained in this file.
3. Monthly lists of this file will be included in the CA Bulletin.
4. Known Offender home addresses will be recorded on the map in the Squad Room to correlate any activity by geographical proximity to these persons.

C. Known Offender Quality Control Check

On the 1st week of Jan., April, July; and October, the Detective Supervisor, the Crime Analyst and one person assigned by the Chief of Police or his designate, will review all Known Offender files to determine their adherence to the criterion established pursuant to this General Order. Known Offender files will be destroyed at the direction of this group with the approval of the Chief of Police.

D. Known Offender Emphasis

1. The Detective Supervisor will work in conjunction with the Crime Analysis Unit and will be fully aware of those persons identified as Known Offenders in this program.
2. During the review of the incoming reports, the Detective Supervisor will check for known offenders noted as suspects in cases. Maximum investigatory priority will be given those cases involving known offenders identified in this program. The Crime Analysis Unit will assist with this task.
3. All members of the Lawrence Police Department will direct known offender information to the Crime Analysis Unit to coordinate information on these subjects and direct it to the appropriate members of the Department.

V. CONCLUSION

The Known Offender Program is designed to familiarize all law enforcement officers with the identity of these persons, to develop and maintain individual files on them. The program will also be used to prioritize cases involving known offenders. In these cases, police resources will be specifically devoted to these cases to assure maximum action and increase the probability of arrest and conviction.

I have read the above General Order and fully understand it. Signed: _____


R. Richard Stanwix
Chief of Police

APPENDIX D

A PROBLEM SOLVING APPROACH TO PROGRAM DEVELOPMENT

In order to better understand this particular approach, try to think of program development in terms of problem solving. What this really means is that a program is conceived of as a solution to a problem. Thus, how a program takes shape should be determined by the nature of the problem and how it is solved. Keeping this in mind, let's discuss problem solving.

Definitions

First of all, what is meant by a problem? Let us assume that a problem exists when a person is dissatisfied with a perceived state of events. (The problem actually surfaces when attempting to deal with the dissatisfaction itself or its source.) Examining this definition leads one to wonder about the words "perceived" and "dissatisfaction". Obviously, if someone determines that a perceived state is quite satisfactory (in terms of the criteria established by that person), then no problem exists for that person. Similarly, if a state exists that would meet a person's criteria for dissatisfaction but he is not aware of that state, then no problem exists for that person. That is not to say that a problem can't be lurking around the corner just waiting to be discovered. Typically, however, people do not dwell on such possibilities, for if they did there would be no room for any optimism whatsoever. This is not meant to imply that people do not try to hedge against potential losses associated with potential problems. But note the emphasis on potential in contrast to actual. What we are talking about here is problem awareness, an awareness that surfaces with dissatisfaction. Also, an important implication of this definition is that the seriousness of the problem is directly related to the degree of dissatisfaction of the state in question. Thus, extreme dissatisfaction should lead to problem solving.

Admittedly, this entire interpretation is a perceptual one, for it is believed that problem solutions do not mean much in the absence of a particular problem. (How can one even begin to talk of solving problems if they are not perceived as problems?)

Within the framework discussed above, it appears advantageous to think of problem solving in a sequence of stages from problem identification to program evaluation. These stages appear in the following order:

1. Problem identification and determination of importance.
2. Problem analysis.
3. Determination of goals.
4. Identification of possible solutions.
5. Analysis and ranking of program strategies.
6. Formulation of program objectives.
7. Program implementation planning.
8. Program approval and funding.
9. Program implementation and refinement.
10. Program evaluation.

Stage I - Problem Identification and Importance

Referring to the definition of a "problem" discussed above, it becomes apparent that perhaps we ought to begin by examining our dissatisfactions in order to determine the state of events that are believed to be at the roots of the problem. This procedure should also enable us to discover whether there exists a definable problem, or our dissatisfaction was a result of faulty perception and not at all a result of an objective state of events. There seem to be two main questions we can ask in this regard: 1) Why do we feel dissatisfied with the state of events? 2) How do we know that our perception of the state of events is correct?

By the mere fact that the above questions are ever addressed indicates that the problem is serious enough to warrant examination. However, relative to other present problems, how serious is this particular problem? In order to answer this question adequately, we should accomplish the following two tasks: 1) Determine what other problems are related to this problem (are we dealing with a problem "family"?); 2) Rank order the particular problem with other related problems in terms of the dissatisfaction felt with each. This second step should help to determine the priority of those problems to be immediately analyzed.

If in the course of work, however, one is handed a problem (or inherits it) then this stage is pre-empted to some extent.

Stage II - Problem Analysis

Problem analysis requires the collection and examination of relevant information associated with the problem and the discovery of as many antecedents and consequences of the problem as possible. In order to minimize the risk of ending the analysis before adequate information is gathered and problem antecedents and consequences are thoroughly explored, use of the attached Problem Analysis Worksheet is suggested.* Utilization of this worksheet should aid in understanding what the problem IS vs what it IS NOT. It should also aid in the collection and examination of information surrounding the problem, and the identification of the most critical symptoms and underlying factors associated with it.

If the analysis is terminated before adequate information is gathered and problem antecedents and consequences are thoroughly examined, the probability of accepting an inappropriate solution is increased.

*Adapted from the Kepner-Tregoe Problem-Analysis Worksheet.

Stage III - Determination of Program Goals

Assuming that we have adequately dealt with Stage II, a determination should be made of how far we wish to go in attempting to solve the problem. This decision results in the formation of standards (or goals) against which we measure a wide range of possible solutions. It is suggested that the standards not be too rigid at this point in time because they might have to be altered somewhat after solutions have been analyzed. Nevertheless, it is deemed necessary to state goals in a complete and unambiguous manner so as to reduce ambiguity with respect to the direction of the program's efforts and the utilization of program resources.

A goal is defined as the end toward which an organized effort is directed; a desired state of events; the elimination of a problem; an aspiration level; it should be 1.) consistent with a particular problem area, 2.) continuous in time, 3.) describing a single purpose or end state, and 4.) able to be operationalized.

Stage IV - Identification of Possible Solutions

It is suggested that during this stage the widest possible range of solutions be listed for later consideration. It is important to stress the necessity for withholding criticism at this point in time providing, of course, that the solutions directly relate to the problem, and particularly to the program goals. A thorough understanding of such relationships is required for either acceptance or rejection of any proposed solution during subsequent stages. At this stage, if the problem is a multi-faceted one, the solutions generated begin to take on the appearance of program ideas or strategies. There are several methods that may be employed for the identification of possible program strategies (e.g., brainstorming, synetics, etc.)

Stage V - Analysis and Ranking of Program Strategies

Once a list of possible program strategies has been produced, each strategy should be carefully analyzed with respect to the goals developed during Stage III. Those that seem promising in this regard should be further evaluated on the basis of established program criteria. It should be stressed that the value of a given program strategy should not be determined only on the basis of a single criterion such as previous failure. As a matter of fact, by using a systematic evaluation scheme and considering a wide range of program criteria, the reasons for previous failures are likely to surface. To aid in the evaluation and subsequent ranking of suggested program strategies, the use of the attached Program Strategy Evaluation Worksheet is suggested.

Stage VI - Formulation of Program Objectives

During the previous stage, sufficient information should have been generated in order to choose the most advantageous program strategy. Once selected, the strategy will require the setting of objectives that are at once realistic and measurable. If one fails to consider measurability, there will be no way of knowing if a solution tested against a problem is successful. Additionally, the establishment of objectives which are impossible to achieve will guarantee the failure of any solution selected for testing.

To account for the above concerns, program objectives are defined as statements of an intent to effect a specific accomplishment that has been planned to result in movement toward a specified goal; an expectation level (in contrast to an aspiration level); the means toward an end; it should include: 1.) a subject(s), 2.) an action verb(s), 3.) a program aspect(s), and 4.) a criterion of success. More specifically, an objective stated in this way will: 1.) identify the entity who will be accountable for the performance (subject), 2.) identify what exactly

the subject will be expected to do or perform (action verb), 3.) identify the dimension in which the subject will perform or state how or what is to be done in the context of the program (program aspect), and 4.) predetermine a level of accomplishment which will be deemed acceptable (criterion of success).

Stage VII - Program Implementation Planning

Once the program objectives have been formulated and checked for compatibility and relevance to program goals, detailed planning will be necessary to insure that the objectives will work toward the realization of program goals. Of particular importance is the specification of the procedures and resources that will be required at the lowest operating levels. In order to aid planners in accomplishing these tasks, A Guide for Program Implementation Planning has been provided here*.

Recognizing the importance of the role of evaluation in judging the value of a program strategy, the Guide also includes a major section on program evaluation and assessment. The primary purpose of including evaluation concerns in this stage is a strong belief that implementation and evaluation designs and procedures should be developed simultaneously with operational concerns. Questions to be addressed relating to the integration of operational and evaluation events should include such issues as the choice of target (as well as control) locations and populations, program commencement and duration, inter-program sequencing, identification of extraneous influences, selection of measurements, manpower allocation, record-keeping, monitoring, report writing, etc.

*The Guide is a list of questions that planners must address prior to implementation. By answering each question conscientiously, a relevant and comprehensive implementation plan is enhanced. The present Guide is a summary of an earlier, more detailed one which posed more than 250 questions.

Stage VIII - Program Approval and Funding

A well conceived and well written plan will greatly enhance the probability of program approval and funding. In fact, many managers and administrators would ask essentially the same questions as those presented in the Guide mentioned in Stage VII. Furthermore, most granting agencies require much of the work suggested in the previous stages (e.g. concise problem statement, program strategy, unambiguous objectives, lists of measures, etc.).

Both the granting agency and the management of the sponsoring organization will probably require a program budget attached to the proposed plan. In order to aid in the preparation of this task the attached Program Budget Outline has been provided.

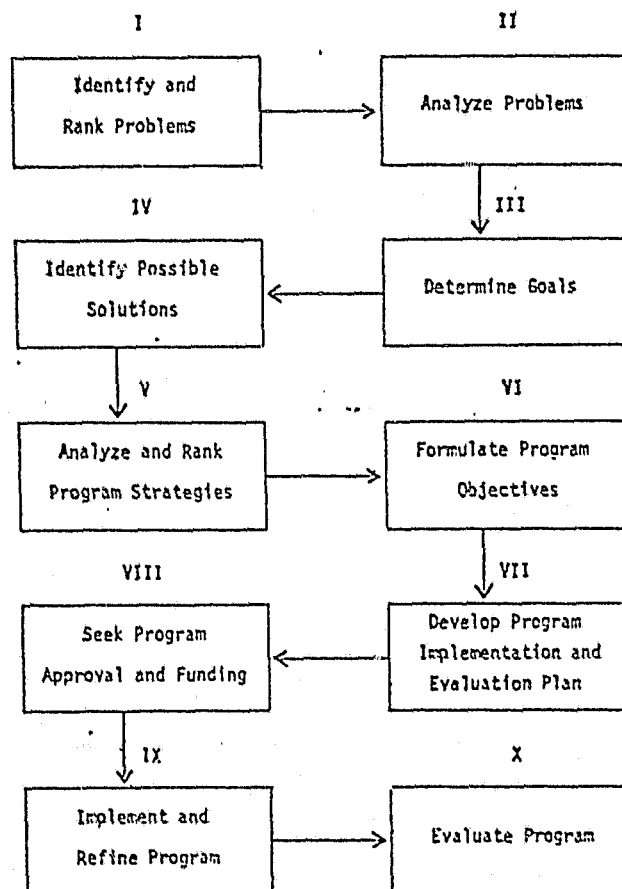
Stage IX - Program Implementation and Refinement

By program refinement is meant making adjustments to the planned procedural design, human and material resources, as well as to specific program techniques and methods. Often, program refinement will take the form of either a pilot program or the initial phase of an actual program. For programs that have potentially serious consequences or require costly inputs, some form of program refinement would be advantageous. This would be particularly true if the program strategy was relatively novel with respect to the scope of implementation (e.g. a new program that has never been tried city-wide might be pilot tested on a neighborhood). For a program that may have both costly inputs and serious effects, it is recommended that a pilot program be used with the provision that adjustments be made during the initial phases (this would necessitate a formative-type evaluation). Depending on the difficulty of getting pilot programs refined, it might be advantageous to plan on running a series of pilot programs.

Stage X - Program Evaluation

Although Stage VII addressed evaluation issues with respect to program planning and Stage IX with respect to program refinement, evaluation during this stage refers to the process of providing information for decisions relating to the problem solution. In other words, the evaluation should allow us now to answer questions such as: To what extent did the program contribute to the solution of the problem? In fact, there are a host of questions that should be addressed in order to make better decisions about the program and its intended effects. In this regard four components of a comprehensive evaluation are proposed: 1.) context; 2.) input; 3.) process; and 4.) product evaluation. A description of each is provided in the attached Evaluation Typology. By orienting the evaluation with respect to these four types, it is believed that as related problems surface in the future, problem solving will be greatly facilitated.

A PROBLEM SOLVING APPROACH
TO PROGRAM DEVELOPMENT
(A Summary of Critical Stages)



PROBLEM ANALYSIS WORKSHEET

NAME:

DATE:

Specifying Question	IS	IS NOT	What is dissatisfying about the IS?	What is dissatisfying about the IS NOT?
Identify WHAT?				
Location WHERE?				
Timing WHEN?				
Magnitude EXTENT?				

UNDERLYING FACTORS from examining sources of dissatisfaction:

TEST for most critical factor. Which specifying facts make this improbable? Note any assumptions.

STEPS TO VERIFY CRITICAL FACTOR

PROGRAM GOAL:

PROGRAM STRATEGY: ¹³⁰

Criteria	Importance Weight					Rating					Performance	
	1	2	3	4	5	1	2	3	4	5	Potential I x R	Actual I :
1. <u>Impact</u> , i.e., the degree to which the strategy can in fact ameliorate or eliminate a problem.												
2. <u>Credibility</u> , i.e., the "believability" of the strategy both from the point of view of the target audience as well as of the personnel who must implement the solution.												
3. <u>Economic viability</u> , the degree to which cost/benefit ratio of development and usefulness are reasonable.												
4. <u>Testability</u> , i.e., the extent to which the effectiveness of the proposed strategy can be determined, including the availability of instruments and techniques.												
5. <u>Practicability</u> , i.e., the ease with which the strategy is implemented, including considerations of staff, facilities, and possible support from other agencies or programs.												
6. <u>Political validity</u> - the power of the strategy to withstand scrutiny from relevant influential persons or agencies.												
7. <u>Legitimacy</u> , i.e., the degree to which the proposed strategy can be justified for pursuit by the agency within its legitimate role function.												
8. <u>Compatability</u> - the degree to which the proposed strategy interfaces with the inputs and outputs of other agency programs.												
9. <u>Permanence</u> , i.e., the power of the strategy to resist backsliding when the support of the sponsoring agency is withdrawn.												
10. <u>Exportability</u> , i.e., the extent to which the strategy can be "packaged" for application elsewhere, and the degree to which such application can be managed independently of the agency that originally packaged the solution.												
11. <u>Innovativeness</u> , i.e., the degree to which the proposed strategy differs from what has been done in the past.												
12. <u>Convenience</u> , i.e., the extent to which the agency finds it possible to work with the strategy in relation to its other tasks and commitments.												
13. <u>Time Perspective</u> (a balance between immediate and ultimate change) - i.e., does the strategy relate both to the present and to the future?												
14. <u>Spin-off power</u> , i.e., the power of the strategy not only to reduce the problem of central concern but also reduce problems of the same or related "families".												

* Concept of criteria, weight, and rating was adapted from Marks, Walter L.; Reinhard, Diane; and Eosenberg, Joel. Input Evaluation Report, Evaluation Center, The Ohio State University.

A GUIDE FOR PROGRAM IMPLEMENTATION PLANNING

I. PROGRAM POLICY AND SPECIFICATION

A. Operational Definitions and Objectives

1. What is the operational definition of this program activity?
2. What is(are) the objective(s) of this program activity?

B. Boundary Conditions

1. In what area of the city will the proposed program be implemented?
2. What specific segments of the area population will be involved?
3. How will they be involved?
4. What difficulties with boundary conditions may develop?
5. How will these difficulties be resolved?
6. What resources will be necessary to aid resolution?

C. Division of Functions

1. What distinct activities or functions are involved in program implementation?
2. How will each department element accomplish their program activity/function?
3. When will each department element accomplish their program activity/function?
4. Who within each department element will be responsible for accomplishing their program activity/function?

D. Administrative FunctionsPolicy

1. What existing policy decisions affect program implementation?
2. What new policy decisions are necessary for program implementation?
3. Who will be responsible for creation and implementation of each policy decision necessary?

Procedures

1. What existing procedures affect program implementation?
2. What procedures are necessary for program implementation?
3. Who will be responsible for establishing, implementing and assessing the operational appropriateness of the procedures?

E. Law

1. What legal restrictions currently exist with respect to implementation?
2. How will each legal restriction affect the program?

3. How will each legal restriction be resolved?
4. Who will be responsible for resolution of each legal restriction?

II. PROGRAM ADMINISTRATION AND MANAGEMENT

A. Decision Making

1. What decisions are made by each department element that affects program implementation?
2. When does each department element make these decisions?
3. Who in each element is responsible for making these decisions?
4. What sources of information are used by each element to make each decision?
5. What decisions will be communicated to interested elements?
6. What interested elements will receive each decision?
7. How will these decisions be communicated to each element?
8. Who will be responsible for communicating these decisions to each element?

B. Delegation of Authority

1. What delegation of authority will be necessary for program implementation?
2. Who will be responsible for insuring that delegation of authority is authorized and implemented appropriately?

C. Informal Organization

1. What existing informal groups will affect program implementation?
2. How can each group facilitate the program?
3. How can each group adversely affect the program?
4. How should each group be dealt with?

D. Communication

1. What informational items need to be communicated for program implementation?
2. Who will be responsible for communicating and receiving each informational item in each element?
3. What "spin-off" impacts will be experienced due to program communication?
4. Who will be responsible, if necessary, for taking appropriate action?

E. Operational Relationships

1. What, non-department, non-patrol, or intra-patrol projects, will affect program implementation? (on-going, planned)
2. How will each project affect program implementation? (program context, program inputs, program process, program products)

3. What projects with potentially favorable impacts can be used to an advantage in program implementation?
4. Who will be responsible for ensuring appropriate coordination?

III. PROGRAM LOGISTICS

A. Development of Information Systems

1. What information systems need to be developed: a) crime analysis? b) program analysis? c) organizational analysis?
2. Who will be the users of the information?
3. Who will be responsible for obtaining and transmitting the information?
4. How often will this information need to be transmitted?
5. What will be the format of the information?
6. What security measures will be required?

B. Equipment and Facilities (Material)

1. What material will be required?
2. What material is presently available?
3. Who will be responsible for acquiring the material?
4. What steps are necessary to develop or acquire this material?
5. What are the costs associated with obtaining it?

C. Human Resource Allocation

1. What tasks will be required?
2. What types of personnel qualifications will be necessary to accomplish these tasks?
3. How many of each personnel type will be needed?
4. Are these personnel presently available?
5. What is the selection process to be used?
6. Of the personnel selected how many will need to be trained?
7. Where will the training take place?
8. Who will be responsible for training?
9. How much will these human resource allocations cost?

D. Development Systems and Plans

1. What relevant non-departmental projects can be identified?
2. What relevant department projects can be identified?
3. What impacts could these identified projects have on the proposed program with respect to: a) program context? b) program inputs? c) program process? d) program products?
4. Who will be responsible for ensuring that impacts from other projects will not be detrimental to this program?

IV. PROGRAM EVALUATION AND ASSESSMENT

A. Evaluation Design

1. Who will be responsible for the design and implementation of the evaluation?
2. What evaluation design(s) is(are) most appropriate?
3. What statistical analyses are suggested by both the research questions and the data?
4. How can defects in the evaluation design be identified?

B. Areas of Data Needs

1. What are the program inputs to be monitored?
2. How is each program activity to be monitored?
3. How will information about the program context be gathered?
4. What impact data about the accomplishment of program objectives are needed?

C. Measurement

1. What measures are relevant to each data need?
2. What are the procedures for insuring reliability and accuracy of the data?
3. When and how frequently will data need to be collected?
4. Who will be responsible for collecting and organizing the data?

D. Accountability of Performance

1. How will accountability be determined?
2. What procedures should be used in the event of accountability failure?
3. How much will the evaluation cost?

E. Evaluation Feedback

1. What data will be fed back to operations for program refinement?
2. What will be the timing of these data?
3. Who will be responsible for the coordination of feedback?
4. When will the final evaluation be disseminated?
5. To whom will it be disseminated?

PROGRAM BUDGET OUTLINE

In addition to a budget summary, it is often necessary to describe a detailed budget for the program based on one year's operation and formatted as follows:

<u>Category</u>	<u>Description</u>	<u>Quantity</u>	<u>Unit Cost</u>	<u>Total Cost</u>
Personal Services	Salaries (by name) Overtime Benefits			
Supplies & Operating Expense	Equipment Lease or Rental Equipment Maintenance Training Office Supplies Postage Telephone Reproduction Printing Motor Vehicle Operation Insurance Space Program Evaluation (by component) Indirect Costs			
Consultant Services	Full Time, Part Time, Temporary (describe duties)			
Equipment	Office Equipment (specify) Special Equipment (specify)			
Travel	In-State and Out-of-State (specify place, duration and reason)			

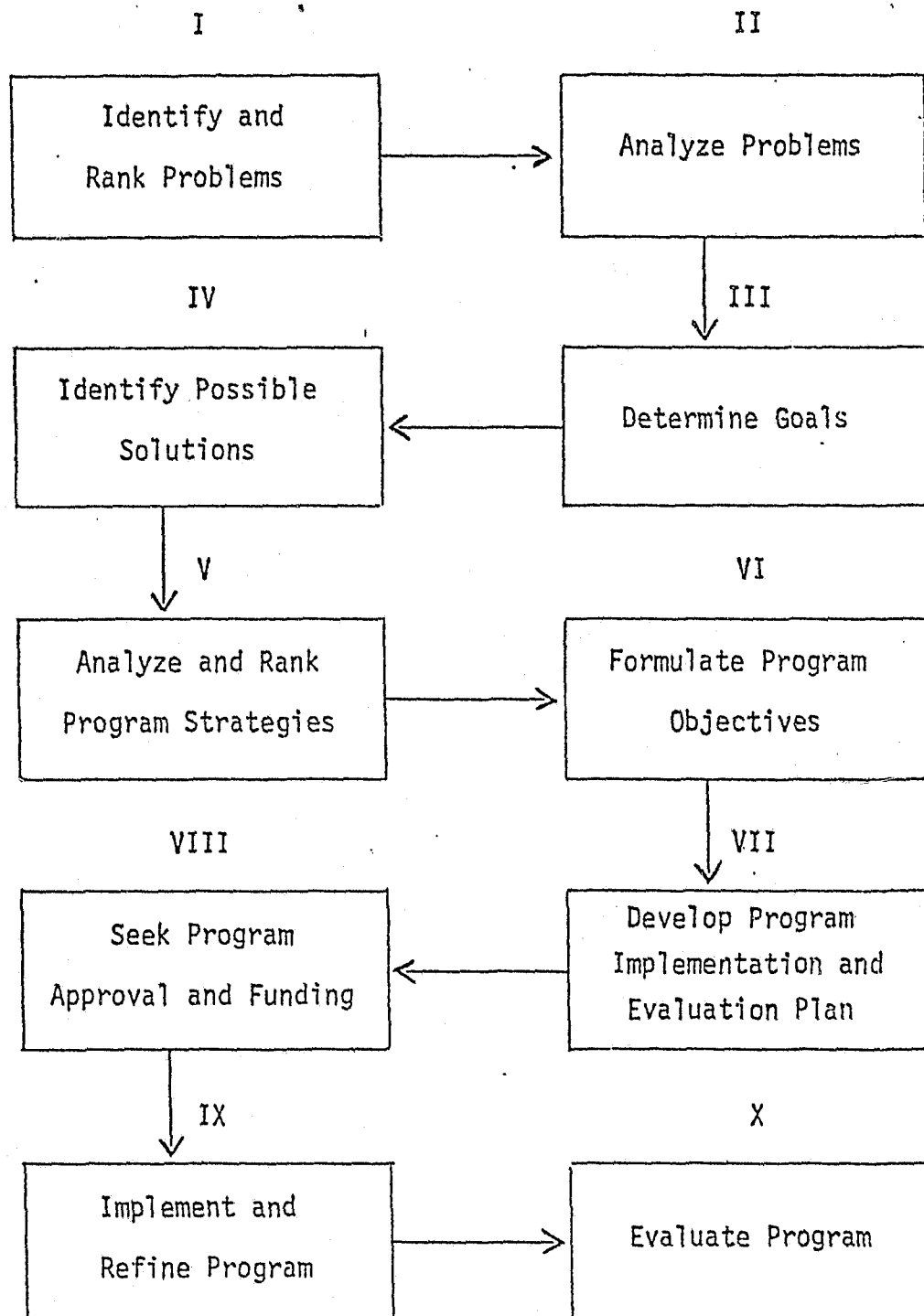
EVALUATION TYPOLOGY

CONTEXT EVALUATION	INPUT EVALUATION	PROCESS EVALUATION	PRODUCT EVALUATION
<p>To define the context in which the program operates. To identify the organizational and political climates that influence program operations and results. To diagnose problems arising from program operation in a specific environment.</p>	<p>To identify and assess the appropriateness of the input strategies and resources utilized during program planning and implementation. To provide indices for program efficiency measures.</p>	<p>To describe the extent to which activities took place as planned. To identify problems in actually implementing program procedures.</p> <p>To provide a record of procedural activities and a chronology of events both planned and unplanned.</p>	<p>To report the extent to which anticipated outcomes were realized. To relate these outcomes to context, input, and process information. To identify unanticipated outcomes and their antecedants.</p>
<p>By describing the program environment. To report contextual events that may have influenced program inputs, processes, and outcomes. By analyzing these influences as they relate to program objectives.</p>	<p>By listing and analyzing the human and material resources utilized. By describing input strategies and logistical procedures. By assessing the contribution of program inputs to the realization of objectives.</p>	<p>By describing the actual stream of program activities. By monitoring these activities for deviations from the implementation plan. By determining effects of program changes on outcomes.</p>	<p>By comparing actual performances with criteria in objective statements. By interpreting these comparisons in terms of the <u>actual</u> processes, inputs, and context.</p>

PURPOSE

METHOD

A PROBLEM SOLVING APPROACH
TO PROGRAM DEVELOPMENT
(A Summary of Critical Stages)



APPENDIX E

Resume of the interview with Task Force Member 1 on June 22, 1978, conducted at Lawrence, Kansas, Police Department. The interview was concerning the Task Force and its role in the Detailed Problem Analysis.

IN THE TASK FORCE MEETINGS WHO SETS THE AGENDA? DO YOU DISCUSS YOUR CONCERNS OR ARE ONLY SELECTED PROBLEMS DISCUSSED? CAN ANYONE PUT AN ITEM ON THE AGENDA OR ADD TO THE AGENDA IN A MEETING?

It is kind of set by the Major at the meetings. I can add on or bring up during the meetings things I'm interested in. There is not a real written agenda but we know what will be talked about from the last meeting.

WHAT ARE THE GOALS OF THE TASK FORCE? WHAT IS TO BE ADDRESSED? WHAT IS USED AS A RESOURCE?

Goals that have been set up were in the forty hour school. We are trying to set up a general police concept where officers will work a call from front to back. The district realignment was to allow all officers to do that instead of all the calls going to one officer.

For instance, the redistricting is from IBM cards. The statistics were compiled by the Major and the front office, the services and administrative division. Information from planning areas in the city was used to balance the workloads between districts. Then the Task Force dealt with accident report forms. We used to have accidents, where there wasn't any injuries, report to the station. The Task Force decided to work all accidents, so now we take the reports in the field.

WHAT IS YOUR INTERACTION WITH OFFICERS NOT ON THE TASK FORCE, WITH REFERENCE TO TASK FORCE ACTIVITIES?

I have real good luck. Interaction is very important. We stressed from the start that anyone can attend the meetings; there are no secrets.

EVALUATE THE IMPACT OF THE PROGRAM IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS CONSIDERED:

It is getting to the point of the Department needing the officers to bring up problems they think need attention. The Task Force decides what is to be handled and how.

2. EFFICIENCY OF THE ANALYSIS PROCESS:

It has been good. Things have gone right through.

3. THE EFFECTIVENESS OF THE PROCESS:

It has been good. It is working. Most people are pleased with it.

4. THE OVERALL USEFULNESS OF THE EFFORT:

It has been very useful. The guys have wanted to put out. They feel it is a step ahead for the Department. The Department is moving. For quite awhile it was just standing still.

5. THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS

It is too soon to tell. Everything is so new. We have put out a lot of things, but it is too new to tell.

DESCRIBE A RECENT MEETING, WHAT HAPPENED, WHAT WAS ACCOMPLISHED? HOW HAVE RECENT MEETINGS CHANGED FROM MEETING HELD BETWEEN NOVEMBER AND FEBRUARY?

The first meetings started out confused. There was no leader; no one knew how to do things. There is more order now. The Major was there but he didn't try to control the meetings on purpose. Things worked out faster because things began to fall right into place. The meetings were heated at first in a good way.

Resume of the interview with Task Force Member 2 on June 22, 1978 conducted at Lawrence, Kansas, Police Department. The interview was concerning the Task Force and its role in the Detailed Problem Analysis.

IN THE TASK FORCE MEETINGS WHO SETS THE AGENDA? DO YOU DISCUSS YOUR CONCERNS OR ARE ONLY SELECTED PROBLEMS DISCUSSED? CAN ANYONE PUT AN ITEM ON THE AGENDA OR ADD TO THE AGENDA IN A MEETING?

At first the agenda was set by the Major and the CAU officer but in the last two months different members have added items to the agenda. I can add things on if I want to. The agenda is issued by the CAU unit but things can be added to it.

WHAT ARE THE GOALS OF THE TASK FORCE? WHAT IS TO BE ADDRESSED? WHAT IS USED AS A RESOURCE?

The goal is to improve the police department in general and improve the operation by the allocation of manpower. Until the CAU started there was no record of what time was spent on activities, crimes, calls for services, etc. Information comes through the CAU. A year or two ago nothing was available. Now records are kept on CFS and the time spent on them.

WHAT IS YOUR INTERACTION WITH OFFICERS NOT ON THE TASK FORCE, WITH REFERENCE TO TASK FORCE ACTIVITIES?

I tell them what is going on. We discuss it at shift change, when we hold shift meetings. _____ does this more than me; he works for me. Anyone is welcome to attend the Task Force meetings. There is nothing secret about what they do. Officers on my shift give suggestions, air their gripes for the Task Force to work on.

EVALUATE THE IMPACT OF THE PROGRAM IN TERMS OF:
1. THE RELEVANCE OF THE PROBLEMS CONSIDERED:

Most all of the problems considered have been relevant. They were brought up by patrol officers and have been concerns of theirs. The solutions have been theirs also. They may not be the best solutions but we have tried. For years we didn't try anything. If something didn't work we just didn't do it.

2. THE EFFICIENCY OF THE ANALYSIS PROCESS:

We have a problem without a computer. The new grant has a request for one. Based on the resources it has the Task Force does a good job. But until the CAU there were no records to support new ideas. Under the old system we put six mem on the street in six districts and they stayed in their districts regardless of what was going on in other districts. With ICAP other things take importance, based on the Kansas City patrol experience. Also in our study of other agencies I have found that our CA Bulletin is the most read of any I've seen in several other departments. The CAU officer does a good job with it. Besides Crime analysis information, general information goes on the bulletin. Some guys don't read it but most of them look for it when they first come to work. I know I used it to help solve a homicide that occurred over east of Kansas City.

3. THE EFFECTIVENESS OF THE PROCESS:

Many programs have not been initiated long enough to tell. The new offense program yields better grade of reports. Blanks have got to be filled in. Better procedures to get information work better. The new work sheets give credit for what officers do. The old ones made 10 years ago didn't fit present needs. There have been a lot of changes in the last two years. Before we just worked around a problem instead of changing to handle it.

4. THE OVERALL USEFULNESS OF THE EFFORT:

I think it definitely helps the Department. It cuts into Task Force members' time for meetings and in preparation for the meetings but it is worth the time. Most officers want a better department or the best department in the country. Some think they are already the best and don't need to change.

5. THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS:

I think for the resources and analysis available the products are exceptionally good. The CAU officer spent many hours in research. So have others. We get a lot of ideas from the patrolmen, generally very good. It is the best thing that has happened in several years to improve morale and all-around operations.

DESCRIBE A RECENT MEETING, WHAT HAPPENED, WHAT WAS ACCOMPLISHED? HOW HAVE RECENT MEETINGS CHANGED FROM MEETINGS HELD BETWEEN NOVEMBER AND FEBRUARY?

One thing now is everyone knows what ICAP is. At first we had to work into it easy. Members have visited other cities and gotten ideas. We work toward goals in later meetings. At first we were working blindly. At first we didn't know what was going on. It was a learning process.

At the outset members got mad at each other. I started to leave during the first meeting. Two patrolmen got hot at each other but we learned to listen to each other. Over time everyone realized that even though they have a good idea, maybe a better idea is available.

Resume of interview with Task Force Member 3 on June 22, 1978, conducted at Lawrence, Kansas, Police Department. The interview was concerning the Task Force and its role in the Detailed Problem Analysis.

IN THE TASK FORCE MEETINGS WHO SETS THE AGENDA? DO YOU DISCUSS YOUR CONCERNS OR ARE ONLY SELECTED PROBLEMS DISCUSSED? CAN ANYONE PUT AN ITEM ON THE AGENDA OR ADD TO THE AGENDA IN A MEETING?

As I understand it we try to decide in one meeting what would be discussed at the next meeting. The Major and CAU officer had a better overview of what we were doing. The members could put anything on the agenda or try to. Items were added after they were cussed and discussed.

WHAT ARE THE GOALS OF THE TASK FORCE? WHAT IS TO BE ADDRESSED? WHAT IS USED AS A RESOURCE

The biggest thing we worked on that we implemented was the redistricting done by the CAU analysis to equalize the CFS. It drew a lot of flack because it was not fully explained. The Task Force had a creditability gap. It was viewed as a change agent for the administration, just a tool to make changes the administration wanted to make. But generally the troops looked forward to the changes. We learned from Texas that the Department needed to be kept up on the changes. I have been guilty of holding back on accepting changes like the kids in records, CETA employees; I am not sure that was a help. I just cannot wait til next year to see the effect of our efforts. Some of the things the CAU officer does were things we tried to do in the detective unit. I used to have a better overview of the crime in this city because I read every crime report. Now the CAU officer does that and I just read the reports on my cases. I don't know the overall picture as well.

WHAT IS YOUR INTERACTION WITH OFFICERS NOT ON THE TASK FORCE, WITH REFERENCE TO TASK FORCE ACTIVITIES?

What I did was I made folders of information we discussed and informed the detectives and a lot of guys outside the division that the folders were available to anyone to read. You can't force people to listen. Those that are interested I talked to, to get their ideas and tell them mine. At first we had a real problem. I came in late. I came in cold and had to catch up on things that should have been studied. The detectives were worried that they would do away with the detective division; they had read the RAND study. In some ways we were way ahead. We already had team policing, we just didn't call it anything; we just did it. _____ was resistive at first, but he has come around a bit. He is apprehensive but not a resister now.

EVALUATE THE IMPACT OF THE PROGRAM IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS CONSIDERED:

Outside of redistricting I think it was well brought out that there were needs or problems in the Department, no question about it.

2. THE EFFICIENCY OF THE ANALYSIS PROCESS:

At the time it seemed the best way to do it and I still believe it is. If we done done it another way it wouldn't work.

3. THE EFFECTIVENESS OF THE PROCESS:

It had a good effect, now. I got this feeling after the first session of the schooling. I got a good feeling about what had taken place.

4. THE OVERALL USEFULNESS OF THE EFFORT:

It was worth the effort. If nothing else it showed it could be done.

5. THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS:

I didn't have much input in setting up the training due to my assignments. The parts I got, even after 18 years in this business, were good. I learned some things. The troops thought it was good, although I'm sure some of it was dry. I'm looking at it as a detective and investigation is my ball of wax. Investigation basics are always important and it is good to review for an experienced investigator as well as for a new investigator. Overall, it had to be good. If you had two years or twenty, if you paid attention, you got something out of it.

DESCRIBE A RECENT MEETING, WHAT HAPPENED, WHAT WAS ACCOMPLISHED? HOW HAVE RECENT MEETINGS CHANGED FROM MEETINGS HELD BETWEEN NOVEMBER AND FEBRUARY?

The last meeting I made was four weeks ago. We were still on the training issue; no, it was five/six weeks--two months ago. When I was on nights I'd miss meetings even though I meant to go.

We pretty well got the shouting over with. By then the guys were working hard. We were running the CAU officer ragged getting stuff out of the CAU.

The meetings at first were to feel everyone out, everyone took a turn at getting tread on, even me. Once the guys got into it they got a feeling something could be accomplished. At first it was seen as just a tool for the administration; we learned we were tools for the Department. At first I thought we were there just to take the flack and we did but we all survived. I have a better feeling now than at the first meeting, mostly a result of not reading the material. After reading RAND and Managing Criminal Investigations, from Rochester, I got a better understanding. I didn't understand the overall project at first. When I understood, it was okay.

Resume of the interview with Task Force Member 4 on June 22, 1978, conducted at Lawrence, Kansas, Police Department. The interview was concerning the Task Force and its role in the Detailed Problem Analysis.

IN THE TASK FORCE MEETINGS WHO SETS THE AGENDA? DO YOU DISCUSS YOUR CONCERNS OR ARE ONLY SELECTED PROBLEMS DISCUSSED? CAN ANYONE PUT AN ITEM ON THE AGENDA OR ADD TO THE AGENDA IN A MEETING?

Basically this is set in the prior meeting. Anyone can add to the agenda.

WHAT ARE THE GOALS OF THE TASK FORCE? WHAT IS TO BE ADDRESSED? WHAT IS USED AS A RESOURCE?

The main goal is to implement new ideas, new procedures to better the Department and help the CAU cut down on crime. The first step was to coordinate patrols, to coordinate information between shifts, and let everyone know what is going on and where. Besides the CAU, we redistricted. When we started one district had a lot more calls and reports than the others. With the redistricting we equalized the work load.

The county attorney's office will have a prosecutor to work on major offenders and a known offenders file to keep felonies from being broken down to misdemeanors. Alaska has gone to that and the defense attorneys started crying the blues after it began to work. Now, you can arrest someone and he'll beat you to the street.

WHAT IS YOUR INTERACTION WITH OFFICERS NOT ON THE TASK FORCE, WITH REFERENCE TO TASK FORCE ACTIVITIES?

Pretty good. Each member is on a different shift and we try to tell what is going on and ask for input for their concerns. Most of our ideas are coming from outside the Task Force; we just add to them.

EVALUATE THE IMPACT OF THE PROGRAM IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS CONSIDERED:

Everything has been relevant. The Department needed change. Some of them we were not ready to work on and some problems were more pressing than others.

2. THE EFFICIENCY OF THE ANALYSIS PROCESS:

It is efficient. We haven't run into any major problems yet. The Chief is behind us; the Major is the head of the Task Force. We have had no objections from the Chief or from City Hall.

3. THE EFFECTIVENESS OF THE PROCESS:

Extremely effective. The arrest rate has come up. After people in the city get used to it (not just the officers) they will see cars in new areas. We have CBs on channel X that we use to talk on. I called ASAP on a drunk in my private car and he was listening to me on his CB and tried to escape because he didn't think the district car was in its area. As soon as people learn the new districts people will learn when a district is open but for awhile we'll have an edge.

4. THE OVERALL USEFULNESS OF THE EFFORT:

Very effective. The training has been outstanding. The report writing is more proficient. Arrests have been made that maybe couldn't have been made under the old system because the information just was not there. Some viewed it skeptically at first. After training and working some of the practice scenes they have learned the value of the program to making arrests. I've learned to record information that will be needed later. Most everyone accepted it. Before there were a lot of gripes but everyone is glad we have done it. Everyone has picked up something and been able to put it to use.

5. THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS:

I have nothing to say but good. We've got CB radios we have needed but no one believed we needed. Known Offenders program and the redistricting have not started yet. The reports have changed so they are easier and more thorough. Everything so far has benefited the Department with no problems.

DESCRIBE A RECENT MEETING, WHAT HAPPENED, WHAT WAS ACCOMPLISHED? HOW HAVE RECENT MEETINGS CHANGED FROM MEETINGS HELD BETWEEN NOVEMBER AND FEBRUARY?

We haven't had one for two weeks. A first the Major was the speaker of the day. We decided it would be better if we had each member talk and so we traded off the chairmanship.

We had come close to battles but we have got it down now. During the first hour it was a struggle. Whatever we talk about the Major plays the devil's advocate. As a result we have discovered some things were not as important to change now and they were tabled.

Resume of the interview with Task Force Member 5 on June 22, 1978, conducted at Lawrence, Kansas, Police Department. The interview was concerning the Task Force and its role in the Detailed Problem Analysis.

IN THE TASK FORCE MEETINGS WHO SETS THE AGENDA? DO YOU DISCUSS YOUR CONCERNS OR ARE ONLY SELECTED PROBLEMS DISCUSSED? CAN ANYONE PUT AN ITEM ON THE AGENDA OR ADD TO THE AGENDA IN A MEETING?

Usually, there were times the CAU officer or the Major set them. I tried to set some. We tried a round-robin of chairpersons but that didn't work too well. Everyone just talked but I could deal with my concerns.

WHAT ARE THE GOALS OF THE TASK FORCE? WHAT IS TO BE ADDRESSED? WHAT IS USED AS A RESOURCE?

The overall goal is to update the police department, to get rid of old programs and replace them with new ones that improve the Department. We are using information from different departments as research, federal programs that are operating and our own ideas, as well as ideas from books, literature and from visits to other ICAP cities.

WHAT IS YOUR INTERACTION WITH OFFICERS NOT ON THE TASK FORCE, WITH REFERENCE TO TASK FORCE ACTIVITIES?

I go out and ask other officers' opinions and see what they think of our ideas. In traffic there are only four of us, one is my partner and the other is the sergeant, so there are only a few of us to talk about it from a traffic standpoint.

EVALUATE THE IMPACT OF THE PROGRAM IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS CONSIDERED:

Yes, they were relevant. The CAU has helped immensely. They will give information that will help the Department give better service to the community. They will take out criminals and address the burglaries. The redistricting will orient toward CFS instead of boundaries. The program will help the Department function even better than it does now.

2. THE EFFICIENCY OF THE ANALYSIS PROCESS:

We worked on problems quite well. In other cities we saw the task forces did not orient toward the street officers. We had an orientation toward training and briefing. We have kept the people that are going to run these programs involved and informed.

3. THE EFFECTIVENESS OF THE PROCESS:

I can only comment on the CAU. It has been effective to the extent that the officers use it. Officers have to learn to use it to get the full benefit. The other things haven't been around long enough. If we get a computer that will help even more.

4. THE OVERALL USEFULNESS OF THE EFFORT:

It has been worth it so far. We have given the officers equipment to work with, like cameras, fingerprint kits, and training to use them. The time has been well worth it. There has been some negative feedback but mostly positive.

5. THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS:

I don't know. The CAU has been effective but the Task Force hasn't had much to do with that. I haven't seen reports to know how they have worked. Other areas are too new.

DESCRIBE A RECENT MEETING, WHAT HAPPENED, WHAT WAS ACCOMPLISHED? HOW HAVE RECENT MEETINGS CHANGED FROM MEETINGS HELD BETWEEN NOVEMBER AND FEBRUARY?

There was definite progress from November to June. I missed the meetings the last month as I'm obligated in other areas. At first we didn't know where to go. When we found where to go, we argued about how to go there. Time got short so we got going together. Some members, four or five have done most of the work and the Department has improved 100 percent since we started. Other areas are going to be examined. I am trying to develop a calendar of events for supervisors. We just handle things as they come along and don't plan for them. Consequently, sometimes, we don't have enough men to handle some problems when they occur.

Resume of the interview with Task Force Member 6 on June 22, 1978, conducted at Lawrence, Kansas, Police Department. The interview was concerning the Task Force and its role in the Detailed Problem Analysis.

IN THE TASK FORCE MEETINGS WHO SETS THE AGENDA? DO YOU DISCUSS YOUR CONCERNS OR ARE ONLY SELECTED PROBLEMS DISCUSSED? CAN ANYONE PUT AN ITEM ON THE AGENDA OR ADD TO THE AGENDA IN A MEETING?

As we got familiar with each other and what we were doing we began to plan the next meeting.

WHAT ARE THE GOALS OF THE TASK FORCE? WHAT IS TO BE ADDRESSED? WHAT IS USED AS A RESOURCE?

I'm not sure but I think the goals are in the grant to guide the Department. I think some are specified and some are not but the goal is to guide the Department through recommendations to the Chief.

WHAT IS YOUR INTERACTION WITH OFFICERS NOT ON THE TASK FORCE, IN REFERENCE TO THE TASK FORCE'S ACTIVITIES?

I use to inform other officers, one on one, or at shift meetings (roll calls). I get input and answer questions. At first we did not understand the Task Force or some of the guys didn't understand why we were doing what we were at that time. Guys at first wanted to work on new uniforms, then they understood we had to work on other problems that were more worthwhile.

I think the Task Force is the greatest thing. We are making great changes. All of a sudden with the CAU we have information coming in that had not been before. Now we have a clearing house for that information. The daily bulletin is great for me. It carries Field Interview people, crime information and other things. The changes came about as a result of the Major. We had a burglary problem cleared as a result of the bulletin. The reports are filed so that you can find things. I got this guy on a burglary as a result of the bulletin and went out to search his house. I took all of the reports with me. The CAU officer keeps them in a file so that all I had to do was pull the folder, and when we searched his house we were able to identify everything we recovered as being taken in a burglary except for two items.

EVALUATE THE IMPACT OF THE PROGRAM IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS CONSIDERED:

One big thing is training, the training in investigations and follow-up investigations and report writing. For the first time we have equipment like cameras, fingerprint kits, things that we should have been using all along. Those areas were needs of the Department. We needed to get into new areas like crime prevention. The Department erred when we got away from that, the after-the-fact remedy is worthless.

2. THE EFFICIENCY OF THE ANALYSIS PROCESS:

To analyze problems a structured format was followed. We found in some early stages we were creating problems. The system we use now is a 10 step approach. Some things did not fit and were canned through the process. We had problems of communication at first.

3. THE EFFECTIVENESS OF THE PROCESS:

Very definitely affected the Department. The Task Force is a guiding light. All areas of the Department are represented. We make no decisions, only recommendations. People from each element are present to provide information and serve as checks. Anything we do we justify before it leaves or it doesn't leave. We are there to change the Department.

4. THE OVERALL USEFULNESS OF THE EFFORT:

We reaped 100 percent more than we put in. If you compare efforts to benefits there is no comparison. Real productive, we got a lot from a little effort. First we were seen as elitists but not anymore. There were small changes also, like log sheets, changes that gave people credit for what they did. There was a need for change.

5. THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS:

I have been evaluating that all along. I'm pro for change, not just the Task Force but things that were turned out are great changes, changes that were needed just to keep up. We were better than some departments and behind others. Team policing has been going on for years here, we just didn't know what to call it. We were not just holding a scene for the detectives. We have quality people that have been doing things for years. I am a ----- union man but we get things done for the Department. We don't just fight it.

DESCRIBE A RECENT MEETING, WHAT HAPPENED, WHAT WAS ACCOMPLISHED? HOW HAVE RECENT MEETINGS CHANGED FROM MEETINGS HELD BETWEEN NOVEMBER AND FEBRUARY?

A lot of meetings were involved in the training, setting the schedule. It took awhile to get on our feet and learn to work as a group. The group had a lot of different opinions and goals and headed in different directions. Now we work together two hours at a time. I don't care where you go you won't find a task force that works closer than ours. There is no rank. I don't feel that I'm not important because I am a patrolman. I am equal. The best thing is we have demonstrated we can change some things; that hasn't happened for a long time.

Resume of the interview with the CAU officer conducted at Lawrence, Kansas, Police Department on June 15, 1978.

TELL ME ABOUT THE DEPARTMENT'S DETAILED PROBLEM ANALYSIS, WHO IS INVOLVED, WHAT IS GOING ON?

The Task Force began in November, 1977. It is made up of several officers from all elements of the Department. They get together once a week and have a brainstorming session. When they develop an area of interest the CAU does the follow up with research and documentation. The Task Force must develop several solutions to each problem, recommend the one they think will work best, and recommend it to the Chief along with the alternatives.

The first two months the Task Force spent learning to work together. They had a very difficult time at first and did not do anything productive until about February. In February they almost came to blows fighting over issues. The group met again the next day and seemed to have realized that they had to work together as equals and have done so since then.

The CAU developed the three-year comparative study and discovered the unbalanced workload between districts. The Task Force designed a new patrol deployment plan. It distributes the cars so that each district has 14 percent of the work load. The old system had been around since 1968 or 1969. It was always unbalanced, at least for the seven years I've been around. It was designed to facilitate getting around town rather than any distribution of work. The victimization study, being done on a sample of the 1977 victims, will be given to the CAU soon and then we will help the Task Force to use it in planning.

The Task Force must be in agreement on all their recommendations. If they cannot come to an agreement they continue to work on the problem until agreement is reached. To do otherwise would create winners and losers, so when everyone agrees they are all winners.

WHAT WAS USED BEFORE DETAILED PROBLEM ANALYSIS?

Individual officers identified problems and did what they thought was best about them. No one worked together, each shift was different and so were the detectives. It was like four different police departments. One shift was required to stay in their districts while another was encouraged to make follow-up investigations. Everyone did things their own way.

WHAT ARE THE GOALS OF THE DETAILED PROBLEM ANALYSIS, WHAT ARE PROBLEMS TO BE ADDRESSED?

The goal is to improve the management and performance of the Department, to measure moving violations, traffic arrests and other arrests, self-initiated activities, reports and radio calls, to balance the workload between the districts. One of the biggest problems so far is that these programs have to be implemented on a piecemeal basis and it is difficult to convey the whole concept to the officers. Since they get it a piece at a time they tend to be more critical that if they were able to see the whole program.

WHAT RESOURCES ARE BEING USED IN THE DETAILED PROBLEM ANALYSIS, WHAT GOES INTO THE SYSTEM, WHERE DOES IT COME FROM?

Several computer programs gather data that is analyzed by the CAU. Also the crime reports are analyzed and given to the Task Force by the CAU. Almost all the information the Task Force uses comes from the CAU.

WHAT ARE THE OUTPUTS OF THE DETAILED PROBLEM ANALYSIS AND TO WHOM ARE THEY DIRECTED?

The formal outputs go to the Chief in the form of recommendations. Informally, one of the shifts tried out the new district plan and suggested some changes that were incorporated in it before it was adopted in the final form. The changes were to address geographical needs; the workload stayed the same, 14 percent for each district.

WHAT HAS HAPPENED SO FAR WITH THE TASK FORCE?

There has been an emphasis on recording activity, and the statistics have increased, probably as a result of better recording of activity. The change in follow-up investigations has been implemented. Before only one watch did follow-up investigations because that watch's supervisor had been a detective. Now all three watches do them. There is greater consensus in deciding what should be going on.

HOW HAS THE CRIME ANALYSIS UNIT BEEN INVOLVED?

All of the studies and the statistical data are prepared by the CAU. It is a resource for information. Informally the Unit functions as a sounding board. Task Force members will try out ideas with the Unit before presenting them to the group. The Unit provides all the documentation for the Task Force.

HOW HAS THE CITIZENS' SURVEY BEEN INVOLVED?

It is too new to have had any effect.

HOW HAS THE TRAINING PROGRAM IMPACTED THE DETAILED PROBLEM ANALYSIS?

It has helped by presenting the overall concept of ICAP.

EVALUATE THE IMPACT OF THE PROGRAM IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS CONSIDERED:

They have started on the problems that had to be dealt with to increase the professionalism of the Department. They have worked on the most obvious problems.

2. THE EFFICIENCY OF THE ANALYSIS PROCESS:

It is not particularly efficient but is a great management tool. The officers have a voice in the programs and develop some ownership in them and are more enthusiastic about them. The programs could have been designed more efficiently without the Task Force but this loss in efficiency is more than compensated for by the participation of the members.

3. THE EFFECTIVENESS OF THE ANALYSIS PROCESS:

It has been real effective. Needed changes have been brought about even though to get the end product the task force approach took longer.

4. THE OVERALL USEFULNESS OF THE EFFORT:

Very useful, it has increased morale, forced changes that were needed and the process eased the pain of the changes.

5. THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS:

It has been very good. The impact on the Department has been good ground work, but it is only a start.

WHAT ARE YOUR PERCEPTIONS OF THE USEFULNESS AND THOROUGHNESS OF THE DATA SUPPLIED AS THEY APPLY TO THE DETAILED PROBLEM ANALYSIS?

The data were deficient. We had to create programs to get the data needed. Some of them were not there and those that were needed to be improved. In comparison to previous years the data are phenomenal. It is adequate for now but we could do better with a computer and better collection tools.

HOW DO YOU SEE THE SPECIFIC CRIME AND CRIMINAL OFFENDERS PROGRAM, THE PROSECUTOR'S ROLE, IN RELATION TO THE LAWRENCE ICAP? HOW DO THEY FIT TOGETHER?

Between 1972 and 1976 the Lawrence Police Department had no cooperation or interaction with the district attorney. Since the election of the new prosecutor things have improved. The Career Criminal Program can have a major impact on crime if the CAU and the Prosecutor's office can cooperate. I see people that were responsible for crimes when I came on the Department still committing crimes today. With cooperation maybe we can get these people off the streets.

The Known Offenders' file begins tomorrow and it is expected that about 24 people will fit into the Known Offender categories. These may not mesh with the prosecutors Career Criminal definition the first time he is arrested, but it probably will the second time. At least everyone will know about him.

Resume of the interview with the Chairman of the Task Force conducted at Lawrence, Kansas, Police Department on June 15, 1978.

TELL ME ABOUT THE DEPARTMENT'S DETAILED PROBLEM ANALYSIS, WHO IS INVOLVED, WHAT IS GOING ON?

The Department realized it had some major problems with its information systems, both management information and criminal records information. The crime statistics were not reliable and were not organized to meet the Department's needs. The activities of the officers were not recorded in a fashion that would allow for planning to meet service needs or even evaluate the activities being done. Information that was captured faced extensive delays before it could be organized by the computer owned by the high school. The lack of timeliness of the information eroded its value even further.

To address these problems, as well as others, the Lawrence Police Department applied for and received a grant to implement an Integrated Criminal Apprehension Program (ICAP). Under this program a task force was formed to analyze the problems of the Department. The Task Force began on November 15, 1977, and was composed of members of all departmental elements and ranks.

There have been several delays that have impeded the progress of the Task Force. After receiving the ICAP grant the Department began searching for an organization to do the Citizens' Survey which is a major portion of the Detailed Problem Analysis. A Request for Proposals (RFP) was put out in October, 1977, asking for a return in November but there was no response. The RFP was revised and put out again in November and a contract signed with Social Impact Research on February 1, 1978. Therefore, the Citizens' Survey was delayed several months. Since it was started late, it was received only a week ago.

There was a need to identify and begin programs to meet the grant guidelines so the Task Force has done much of their work based on assumptions and intuition as well as using information learned by visiting other cities with ICAP operations. Initially the Detailed Problem Analysis was to have been done by considering the Citizens' Survey, the victimization study and the workload analysis (calls for services, CFS). The Citizens' Survey was completed a week ago. We are expecting the victimization study soon and the CFS information is only reliable for the latter part of 1977.

The Task Force decided to target on crimes of burglary, robbery, larceny (as related to thefts from autos and auto accessories), auto theft, sex offenses, and vandalism. They have started by designing a Crime Prevention Program implemented June 1, 1978, creating a Known Offender Program that will start today, and designing a new Patrol Deployment Program that goes into effect July 1, 1978. They also formalized a Preliminary and Follow-up Investigations program that will begin today. The redeployment design was done using the CFS for the years 1975, 1976 and 1977. While dealing with this program they realized that the Department was not gathering the information needed to assess the work loads accurately so they also created a new Daily Activity Log, implemented June 1, 1978. Changes were made in the keypunch operations also.

These changes came after the Task Force began meeting in December and after they visited ICAP departments in five or six other cities. The Task Force meets once a week to analyze and address problems. They also designed the training programs needed for supervisors to upgrade their skills.

Some of the Task Force members have changed since it began. The present members are Lt. Lyle Sutton, patrol lieutenant, Det. Wayne Schmille, investigations (Det. Schmille replaced Sgt. Francis Alexander on the original Task Force), Sgt. Larry Loveland, patrol sergeant, Officer Gary Browne, patrol officer, Corporal Mike Reeves, technical services (he replaced Officer Matt Fitzpatrick who left the Department in February, 1978), Officer Mike Hall, patrol officer, Officer Don Love, patrol officer, Officer David Reavis, traffic officer, and Ron Olin, who participates in a staff capacity to the group. I chair the group. Captain V.L. Newman was a member and he resigned from the Task Force and was not replaced.

WHAT WAS USED TO DEAL WITH THE DEPARTMENT'S NEEDS BEFORE DETAILED PROBLEM ANALYSIS?

There was no formal program, only ordinary response to problems as they were discovered. There was no officer involvement in any planning.

WHAT ARE THE GOALS OF THE DETAILED PROBLEM ANALYSIS, WHAT ARE THE PROBLEMS TO BE ADDRESSED?

The programs developed in the Task Force were to be directed toward crime specific targets, to do something about crime, to identify problems in terms of crime and citizens' satisfaction and design a police response to these areas. The major problems that we have encountered is that the information systems were not adequate, and in some cases not functional. The criminal records were not accurate, and not available to the officers. No single place in the Department had a complete record system. The sheriff's office helped us to clear up this area quite a bit. There was no way to find out what crimes were occurring and where. No crime maps existed, no crime summaries were prepared, no analysis of reported crimes was being conducted. In order to deal with much of these areas we discovered a critical need for an automated process. The one presently being used is owned by the high school and the Department's needs have very low priority on the system.

Supervisory training was an area that needed to be improved and was identified by the Task Force. Supervisors had no concept of management. They were just one of the guys. They identified management as the people that worked 8 to 5, Monday through Friday and had developed a them vs. us orientation. Until this was changed we would have been unable to implement the programs. The training was done to teach supervisors how to work as a group. Before, all the training for the supervisors had been the same as the officers. No programs were established and what was established was unstructured and haphazard.

WHAT RESOURCES ARE BEING USED IN THE DETAILED PROBLEM ANALYSIS, WHAT GOES INTO THE SYSTEM, WHERE DOES IT COME FROM?

The Department has hired a keypunch operator and a programmer to assist the CAU in gathering data and analyzing the information that is made available to the Task Force. They also use information on CFS for 1975, 1976 and 1977. The data for 1977 are the most reliable and changes have been made for 1978 to make the information as nearly correct as possible. Also changes have been made that enable us to gather information that had not been available

before. Officer workloads were just not reported. If the officer was out on an administrative assignment, or minor detail the dispatcher kept track of him only until he returned to service. The information was then thrown away. There was no way for us to know what was done and how long it took. Changes have been made here also.

For the most part the Task Force has had to rely on the experience of its members and the CAU for information.

WHAT ARE THE OUTPUTS OF THE DETAILED PROBLEM ANALYSIS AND TO WHOM ARE THEY DIRECTED?

The formal outputs are to the Chief of Police in the form of recommendations. He then decides if they are to be implemented. Several of the programs have been in the form of general orders which the Chief then signs approving the recommendation. Informally the members interact with their peers. The interaction affects the Department members and the Task Force operations. Some of the Department members see the Task Force members as officers that have sold out to the administration. The Task Force members also keep the Department members aware of what is going on and deal with rumors.

WHAT HAS HAPPENED SO FAR WITH THE TASK FORCE?

That is best demonstrated by referring to the general orders that deal with the new Daily Activity Log, the Patrol Deployment Plan, Preliminary and Follow-up Investigations, the Crime Prevention Program and the Known Offender Program.

HOW HAS THE CRIME ANALYSIS UNIT BEEN INVOLVED?

They are responsible for the crime data and to do a statistical analysis of the data. They also analyzed the calls for service workloads.

HOW HAS THE CITIZENS' SURVEY BEEN INVOLVED?

It has not been involved as yet as it was received only last week. It does however solidify the feeling of a need for a crime prevention program. It provided another service in that it was a positive contact between the Department and the community instead of the Department just reacting to community demands.

HOW HAS THE TRAINING PROGRAM IMPACTED THE DETAILED PROBLEM ANALYSIS?

It was used to explain the ICAP process in broad detail. I doubt if many of the officers are aware of the problem analysis function.

EVALUATE THE IMPACT OF THE PROGRAM IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS CONSIDERED:
2. THE EFFICIENCY OF THE ANALYSIS PROCESS:
3. THE EFFECTIVENESS OF THE ANALYSIS PROCESS:
4. THE OVERALL USEFULNESS OF THE EFFORT:
5. THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS:

The delays at the start forced the Task Force to use assumptions for guides. They could not wait for the data to be created. Since they were not led by the

data the Task Force has to be considered separate from the Detailed Problem Analysis. The training program is the Task Force's major contribution.

WHAT ARE YOUR PERCEPTIONS OF THE USEFULNESS AND THOROUGHNESS OF THE DATA SUPPLIED AS IT APPLIES TO THE DETAILED PROBLEM ANALYSIS?

The information from the CAU is very accurate concerning criminal activity and the CFS information in the last half of 1977. I'm not comfortable with the information concerning activity prior to that time. It had too many mistakes.

HOW DO YOU SEE THE SPECIFIC CRIME AND CRIMINAL OFFENDERS PROGRAMS, THE PROSECUTOR'S ROLE, IN RELATION TO THE LAWRENCE POLICE ICAP? HOW DO THEY FIT TOGETHER?

The main way they fit together is that there is no plea bargaining. One attorney will see a case all the way through. The relationships between the two agencies is improving and will continue to improve as we cooperate on specific offenders. We will learn to prepare better cases and will provide post-arrest investigations for the prosecutor.

Resume of the interview with the Chief of Police conducted on June 22, 1978 at Lawrence, Kansas, Police Department. The interview was concerning the Task Force and its role in the Detailed Problem Analysis.

EVALUATE THE IMPACT OF THE PROGRAM IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS CONSIDERED:

It is something that has been needed for some time. I've attended only a couple of the meetings. They are putting the workload where the problem is. The patrolmen have input. They are working on problems that should have been addressed years ago. I've been wanting to do some of these things for years.

2. THE EFFICIENCY OF THE ANALYSIS PROCESS:

It is good. I have no objections.

3. THE EFFECTIVENESS OF THE PROCESS:

Right now it is still new. They've been in study session for a long time. They have visited other cities and transferred information to be used by our Department.

4. THE OVERALL USEFULNESS OF THE EFFORT:

It will be useful; what they've shown is useful.

5. THE QUALITY OF THE PRODUCTS OF THE DETAILED PROBLEM ANALYSIS:

The quality is there.

IS THERE ANYTHING ELSE YOU WOULD ADD TO THIS EVALUATION OF THE DETAILED PROBLEM ANALYSIS?

I'm a believer in trying something new. I have given them the chance to try even if it flops. If it is successful, ---- will get the credit and if it flops I'll take the heat. I told ----- that I wanted him to take the credit if it works. He is doing a good job in getting the program going.

The older heads on the Department objected when we started changing things but the majority are accepting the changes now. Only about 5 holdouts still oppose what is being done. The CAU officer is a sharp officer. We chose him to set up the CAU instead of getting someone from the outside. We believed he would have more creditability with the troops. We are moving along as a result of ----- experience. I think we are as much as two years faster than other cities have been with this program. But ----- knows how to get it done. He worked in Washington and whenever we need to write a grant he just sits down and writes it out.

APPENDIX F

Resume of the interview with Department Member 1 conducted at Lawrence, Kansas, Police Department on August 11, 1978. The interview was concerning the Task Force and its role in the Department.

TELL ME WHAT YOU KNOW ABOUT THE TASK FORCE OPERATION OF THE ICAP GRANT PROGRAM?

The program has done an extensive amount of work, particularly in training. They planned the training and conducted some. Officers even worked on their own time to get the training to improve themselves as professionals. These were things the officers had wanted for years, things like handling a crime scene. They were taught in the academy how to lift prints but now they were learning how to actually process the scene and are expected to do it and not just guard the door and wait for the detectives. We fully overhauled the records and the reporting system also.

FROM YOUR IMPRESSIONS HOW WOULD YOU EVALUATE THE TASK FORCE IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS THEY CONSIDERED?

Excellent. The officers themselves determined what was needed. While on the Task Force there was no rank; everyone was an officer. The officers set up the programs and carried them out. The people involved got wore out they worked so hard. But it was good. They enjoyed it. They even came in off-duty and volunteered their time to do the job. We covered crime prevention. People went to Louisville to learn how to make buildings and houses secure. They came back and taught others. Now whenever a burglary report is made a crime prevention survey is done right then and filed with the report.

We trained officers in CPR (Cardio-Pulmonary Resuscitation). We used to send people to Topeka for the training and not everyone got it. Now we have our own teachers for CPR and everyone has received the training.

One of the best things we did was to go to other cities to get ideas for use here, for example the trip to Louisville for the crime prevention program.

2. THE EFFICIENCY OF THE ANALYSIS PROCESS?

Very efficient. There was no differentiation by rank. Each meeting one officer was in charge of the meeting. Officers gave their own time to solve Department problems and we have some. It was very efficient, very dedicated. It affected other members of the Department. They had input through the Task Force members to upgrade the Department.

Supervisors learned to evaluate officers under their supervision for the first time. Before they were just given a rating sheet and told to fill it out; they were not told how or what to do with it.

3. THE EFFECTIVENESS OF THE PROCESS?

It had a great effect on the whole Department. When you get officers to go to school on their own time it is effective. It affected everyone except the detective division. They thought that it was an attempt to do away with them. They read the RAND report and didn't want any part of it.

Officers were interested in what was going on in the Task Force. We told them about the programs at shift meetings, except the detectives; they didn't want to hear about it. It caused one of my officers to go back to college to broaden his knowledge. I'm not sure the Task Force was the direct cause but ever since he became involved he has been more interested in being a better, professional officer. He writes better now anyway. He also helped formulate the new reports.

4. THE OVERALL USEFULNESS OF THE EFFORT?

In the Department you can see improvements in report writing. They are better, more detailed reports. The CPR may have saved lives. Last month they brought one woman back. She died later in the hospital. By training the officers here we know what they get and what they learn. When we sent them to Topeka we didn't know how well they did; they just got credit for going. Now we know and if they don't learn it, we send them through the school again.

In the Task Force arguments we learned from each other. The Task Force got things done where as individuals we didn't. Everything we recommended was implemented. It got me to thinking again. I have tried to write an ordinance on security; it hasn't been enacted but people are aware of it. I suppose it couldn't be made to affect existing housing around campus. If they changed the locks on the doors and put a hole in it, they would lose their deposits. Now whenever they leave for a week the locks are so weak people just kick the door in and go in. I guess it could only be used in new construction. I got the ordinance from San Diego when I surveyed their department. It works out there. If you don't do what they say they put you in jail.

5. THE QUALITY OF THE PRODUCTS THE PROGRAM HAS PRODUCED?

Personnel are better, more professional police officers. They are more dedicated because of the Task Force getting them involved in upgrading the Department. Officers are volunteering to work overtime without pay to work with the detectives. This never happened before. It is a result of the training. It made the officers qualified to do these tasks. The Task Force provided a means for input from the officers. Someone was listening for a change!

The Task Force brought in outside consultants to assist us in upgrading the Department. That only happened once before. The Department was in really bad shape in 1971-72 and they hired a retired chief from California to look it over and tell us what was wrong. Things got better after that. We were headed toward real problems again until the Task Force and the ICAP program came along. Now we are back to being the best department in Kansas.

Resume of the interview with Department Member 2 conducted at Lawrence, Kansas, Police Department on August 11, 1978. The interview concerned the Task Force and its role in the Department.

TELL ME WHAT YOU KNOW ABOUT THE TASK FORCE OPERATION OF THE ICAP GRANT PROGRAM?

I'm not a member. I never attended a meeting. I was against it from the start. He (the Major) told me I was still living in the old world and against new ideas. That is not so. I think we have immediate problems on the streets that need to be solved before we get involved with a task force. The Task Force is all right when we have the time for it but right now our problems are in the streets.

The Major has redone everything. We used to work crimes as they came in. Now, the Lieutenant reviews the cases and decides if anything can be done on them and assigns them to someone. I help them and keep track of the cases that were assigned.

FROM YOUR IMPRESSIONS HOW WOULD YOU EVALUATE THE TASK FORCE IN TERMS OF:

1. THE RELEVANCE OF THE PROBLEMS THEY CONSIDERED?

From the beginning the Major has been against the detective division. He is trying to do away with it. I suppose the patrol division has come up with some good things. We had done most of the things they wanted before. We kept records on what was going on and would give the information to anyone when they wanted it.

2. THE EFFICIENCY OF THE PROCESS?

Waste of time. It takes too many people off the street. The Task Force programs take them off and we need people on the street; that is where the problems are.

3. THE EFFECTIVENESS OF THE PROCESS?

I'm sure there is some effect. Some people think there is. I can't see how it has affected the Department; crime is still going on. We never had 6 or 7 murders in one year but we did last year. I don't see any effect there.

4. THE OVERALL USEFULNESS OF THE EFFORT?

They could have done the same thing. We tried to do these thing without the grant but couldn't, so I guess it's good.

5. THE QUALITY OF THE PRODUCTS OF THE TASK FORCE?

I can't see where there is much of anything except the crime analysis report. That is probably useful to the patrol officers. Several of them use it but it could be improved.

IS THERE ANYTHING ELSE YOU THINK I SHOULD KNOW TO EVALUATE THE PROGRAM?

Lawrence is the smallest city to have an ICAP grant. I don't see how these programs in other cities can work here. They do things different in the larger cities and we do things different here.