

EVALUATION OF THE LAWRENCE POLICE DEPARTMENT INTEGRATED CRIMINAL
APPREHENSION PROGRAM

VOLUME VI: The Lawrence Police Department Specific Crime and Criminal
Offenders Program

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ACQUISITIONS

Prepared by: SOCIAL IMPACT RESEARCH, INC.

James Flynn, Project Manager
Cynthia Flynn
Jeanne Suhr
Cris Kukuk

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TABLE OF CONTENTS

The Lawrence Police Department Specific Crime and Criminal Offenders Program

Description	1
Documentation	2
System Analysis	3
Interviews	3
Methodology	4
Summary and Conclusions	4
Appendix A	6

SPECIFIC CRIME AND CAREER CRIMINAL OFFENDERS PROGRAM

Description. The Lawrence Police Department (LPD) had recognized that a major obstacle to efficient and effective police service was the career criminal. A substantial proportion of the crime problem in Lawrence stemmed from the activities of a few known offenders. Other related problems were the weaknesses in investigations and in communication and coordination with the prosecutor's office resulting in failure to prosecute these offenders successfully once they were apprehended. The development and implementation of programs to deal with specific crimes and criminal offenders were goals basic to the ICAP program.

The integration of police objectives in ICAP and prosecutorial emphasis in the Career Criminal Program serves to identify and highlight the common links between the programs and enhances the police and prosecutorial functions as they relate to the common objectives of identification, apprehension, conviction, and incarceration of the serious, habitual offender.
(ICAP Program Implementation Guide, LEAA)

The police department function for this component of the ICAP program was concerned with identifying and defining the term career criminal as it applies to Lawrence, of relating the dimensions of the problem to those who have the authority to activate effective programs, of developing records and procedures for dealing with these crimes and criminals more effectively, and of providing the patrol and investigative resources necessary to reduce the impact of crime attributable to these crime areas and criminal types.

The development of these programs was essentially a continuation of the work of the Task Force through the Detailed Problem Analysis. The Task Force composed of officers from all ranks and divisions of the Department was responsible for the identification of problems and the recommendation of remedial programs. A detailed description of the Task Force operations is presented in Volume IV of this report.

Between 1972 and 1976, the Lawrence Police Department had only minimal communications or coordination with the County Prosecutor's Office. With the elections of 1976, a new prosecutor was installed in the office and relations have improved substantially. As of July 1, 1978, the County Prosecutor was upgraded to become the District Attorney. This expanded the office and the position of the District Attorney. The timing was right for initiation and implementation of a coordinated Career Criminal Program which was made possible through the assistance of the ICAP program.

Documentation. The Task Force was to use data supplied by the CAU and the Citizen's Survey as the basis for identifying problems and crime areas that most demanded police attention. The timing of the survey was such that it could not be effectively included in this process, as is explained above in volumes I and IV:

To address the needs for a career criminal offenders program, the Task Force assigned three members the responsibility for analyzing the problem and suggesting program goals and objectives. The first draft of the Career Criminal Study was dated April 7, 1978. After discussion by the Task Force, this draft was revised. A formal draft of the Known Offenders Program was then prepared. The draft presented evidence of the need for such a program, outlined the purpose and policies of the program and established procedures for the program implementation. On June 6, 1978 General Order 78-8 establishing the Known Offender Program exactly as described in the final Task Force draft was issued. The draft of April 7, 1978 and the final general order are included in Appendix A, below. The Lawrence Police Department implemented its Known Offender Program on June 15, 1978.

The Prosecutor's function in this phase of the ICAP program involved the development of procedures for the identification of career criminals, designation of a special prosecutor to follow related cases from start to finish, and

coordination with the Lawrence Police Department on post-arrest investigations. These activities are scheduled for the second year of the ICAP program in Lawrence.

System Analysis. The career criminal problem was one of the issues under consideration by the Task Force. Trend analyses conducted by the CAU had linked a few suspects to multiple offenses in Lawrence. It is assumed here that the Task Force followed its standard procedures (as described in Volume IV of this report) in studying the problem and recommending the Known Offenders Program.

The criticisms of this process are the same as those cited in Volume IV. Records were not kept on the amount of time and activities expended by Task Force members responsible for the development of this program. A system analysis of the program development process would not be meaningful. However, the Known Offender Program became effective June 15, 1978. Criteria must be set and data collected so that the program evaluation can be carried out in the coming year.

The Prosecutor's Career Criminal program was outlined in the second-year ICAP grant proposal. This program had a start-up date of July 1, 1978. Since this phase of the program is in its early stages the opportunity exists to identify data and personnel involved at the outset, monitor their impact on the program and thus evaluate their final contribution to the success of the program. Evaluation of this program is a second-year ICAP activity.

Interviews. Task Force members and two other Department members were interviewed. (See Appendix E and F in Volume IV of this report.) They were asked to evaluate the quality of the products of the Detailed Problem Analysis process. In all cases the respondents said that except for the training program, the programs, including the Known Offenders Program, were too new to judge.

The impact of these new programs was expected to be more obvious in the second year of ICAP operation. Thus, Department personnel who will be either directly or indirectly affected by the operation of the Known Offender Program should be interviewed at least twice in the coming year. By interviewing personnel in the early stages of the program formative evaluation can be made. The findings can then be used to improve the efficiency and effectiveness of the program.

Methodology. Here again the program has not been functional long enough for activity reports or statistics to be available for evaluation. Specification of program criteria and designation of those statistics and analyses necessary to measure program success are highly recommended.

Summary and Recommendations. The Task Force of the Lawrence Police Department conducted a detailed analysis of problems related to career criminals. It became obvious that a few offenders were responsible for a disproportionately large amount of the criminal activities in Lawrence. By identifying these multiple offenders and concentrating police resources on them, the overall crime picture in Lawrence may be significantly altered. To this end the Task Force recommended and the Chief of Police approved the Known Offender Program. This program became effective June 15, 1978. In coordination with this police program the Prosecutor's office instituted a Career Criminal Program effective July 1, 1978.

The development process of the Known Offender Program is an example of the work of the LPD Task Force and its Detailed Problem Analysis function. The appendices reflect the development process. In reviewing the process and resulting product, several points are pertinent. First, the Task Force did work together successfully to develop a needed program. The rationale and procedures

were well presented and the recommendation was approved without alteration by the Chief. Second, the CAU provided useful data and assistance which laid the foundation for the program's development. However, documentation of the process was very poor. No detailed information was available on specific data used, personnel time expended, or alternatives considered. This made evaluation of the program development extremely difficult and of very limited scope. Recommendations for improvement, thus, cannot deal with substantive issues but must address documentation procedures so that sufficient input is available for future process evaluations.

Both the LPD's Known Offender Program and the Prosecutor's Career Criminal programs are in their initial stages of implementation. At this time no activity reports or statistics are available for program evaluation. Several activities should be completed by the Police Department and the Prosecutor's office to insure the possibility of meaningful evaluation of these programs in the second year of ICAP operation. Criteria for program evaluation should be delineated as well as data expected to reflect changes related to program implementation. Data collection procedures should be formalized. Members of the Department and the Prosecutor's office involved with and affected by these programs should be interviewed twice in the coming year. By interviewing personnel during the programs' first months formative evaluations can be made. These findings can be used to improve the effectiveness and efficiency of the programs.

Appendix A

DRAFT

CAREER CRIMINAL STUDY

April 7, 1978

M. Hall

R. Olin

M. Reeves

Contains Suspect Information

** Police Use Only**

PROBLEM ANALYSIS

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.

An evaluation of certain major offenders known to the LPD indicate that some persons are responsible for numerous crimes. In 1974, a suspect was identified as being a burglar during an eighteen-month investigation. The suspect, [REDACTED], was finally arrested on February 12, 1974 and charged with a four count warrant in March of that year. This subject plead to one of the four counts and was paroled. One year later, February 24, 1975, the suspect was charged with six counts of burglary and theft. On May 12, 1975 the suspect was also charged with unlawful possession of a firearm by a convicted felon. Plea bargaining to one count resulted in a sixteen month prison sentence. During the time that this suspect was operating in our city it is estimated that he was responsible for loss of \$250,000 of merchandise each year.

Another example of repeat offenders is that of [REDACTED], [REDACTED] was arrested for two aggravated assaults, rape, burglary and theft before he was eighteen. In 1977, he was identified as a suspect in cases involving burglary, vandalism, multiple larcenies, unlawful entries, aggravated battery, rape, battery on a law enforcement officer and aggravated sodomy. A third individual, [REDACTED] [REDACTED] was named in numerous larcenies, assaults, burglaries, vandalism and disturbances. This list could illustrate many other examples.

Since the CAU was initiated in September, trend analysis has repeatedly linked suspects to multiple offenses in this jurisdiction. The arrest of [REDACTED] [REDACTED] and [REDACTED] [REDACTED] cleared eleven burglaries by MO. The arrest of [REDACTED] [REDACTED] cleared six sexual offenses and [REDACTED] [REDACTED] several armed robberies. Other suspects have been identified through trend analyses, but no arrests have yet been made.

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.

PROGRAM GOAL

The goal of the Lawrence Police Department Career Criminal Program is to identify career criminals operating in the City of Lawrence and to remove them from the community through judicious application of police resources.

PROGRAM OBJECTIVES

The objectives of the Career Criminal Program are:

- A. To define the Career Criminal.

A. CONTINUED

Suggested criteria for career criminal selection.

Persons who: 1) commit a felony offense while pending trial or appeal of another felony, OR 2) commit a felony offense 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 convictions, OR 5) will be charged as a habitual offender under Kansas statute, OR 6) is identified as a Career Criminal intelligence suspect (see below).

An intelligence suspect is one who is identified by the following selective process:

Persons who: 1) are suggested as a potential career criminal 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.

Option to above--intelligence review board--A review board would be formed composed of three persons, the Crime Analyst, one member of the Lawrence Police Department and one member of the DGSO. The board would convene quarterly and review all records of intelligence suspects for the career criminal program. They will act as both a quality control and auditing body to the above mentioned records and would file reports with the ICAP Project Manager.

B. To familiarize all law enforcement officers with the identity of career criminals as specified under this program. This can be accomplished through:

1. CAU Bulletins, or
2. Other means as designated.

C. To develop and maintain individual files on career criminals. This can be accomplished by CAU compilation and filing procedures.

D. To develop and implement criterion for prioritization of cases involving career criminals. When named as suspects, police resources would be specifically devoted to these cases to assure maximum action and increase the probability of arrest.

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 identify known offenders engaged in illegal conduct in the City and to remove them from the community through the judicious application of police resources.

III. Policy

A. The Known Offender plan of the department is designed to identify and concentrate investigative resources for those persons responsible for a multiplicity of criminal acts. The department will accomplish this task by the coordinated efforts of the departmental units as specified in the procedural order.

B. Definition of a 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 offense 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 convictions, OR 5) will be charged as a habitual offender under Kansas statute, OR 6) is identified as an intelligence suspect.

An intelligence suspect is a person who is:

- A) Suggested as a potential Known Offender by street law enforcement personnel based on knowledge or reliable information, OR
- B) named as a reliable suspect in three or more criminal cases in one year, OR C) Field interviewed in suspicious circumstances in three or more times in one year, OR D) 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 3B of this order. If the person qualifies, a folder will be started in the Crime Analysis Unit or the Known Offender file.

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.

- a. incoming reports will be screened and if applicable to the known offender, included in this file.
- b. Up to date FIC material on address, associates, vehicles, etc., will be maintained in this file.
- c. Monthly list of this file will be included in the CA Bulletin.
- d. 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 procedural 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

- A. 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.
- B. 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.
- C. All members of the Lawrence Police Department will direct known offender information to the Crime Analysis Unit to coordinate info 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 identify 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.

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

GENERAL ORDER No. 78-8

Subject: Known Offender Program

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

IV. B. File Maintenance

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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.
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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

END