

RECEIVED

SEP 19 1978

Law Enforcement Council

applied systems research and development, inc.

3800 S.W. CEDAR HILLS BLVD. • SUITE 284 • BEAVERTON, OREGON 97005 • TEL. (503) 641-5232

THE QUALITY AND QUANTITY OF POLICE ARRESTS

FINAL REPORT

Marlene A. Young Rifai

Consultant

NCJRS

FEB 7 1979

ACQUISITIONS

July 1978

The research described in this report was prepared for and funded under a contract with Multnomah County Division of Public Safety, Portland, Oregon

54315

TABLE OF CONTENTS

ACKNOWLEDGEMENTS

INTRODUCTION	1
GOALS AND OBJECTIVES.	4
METHODOLOGY	5
I. Methodology for assessing the quantity of police arrests	7
II. Methodology for assessing the quality of police arrests as determined by an analysis of police thoroughness	9
III. Methodology for assessing the effect of the Case Monitoring System on the quality of case investigations and the arrest	16
IV. Methodology for assessing the value of the Case Monitoring System as a management tool for evaluation and tracking police performance	18
FINDINGS	20
I. The Quantity of police arrests and comparisons to case prosecution rates	20
II. Analysis of the investigative thoroughness in cases presented by the police to the District Attorney's Office for Filing	24
III. Analysis of the effect of the Case Monitoring System on the quality of police investigation and arrest.	32
IV. Analysis of the Case Monitoring System as a management tool for evaluation and tracking police performance	36
CONCLUSIONS AND RECOMMENDATIONS	42

ACKNOWLEDGEMENTS

This research report was prepared by Applied Systems Research and Development, Inc. under contract with the Multnomah County Division of Public Safety. Although ASRD, Inc. wishes to acknowledge the courtesy and assistance extended to its staff by the Planning and Research Department, the Records Department, and the individual Team police officers who participated in this study, this report has been compiled independently. The opinions expressed herein are the sole responsibility of the author and are not necessarily shared by the Multnomah County Division of Public Safety.

INTRODUCTION

In recent years there has been widespread concern with the increases in crime. As a result of that concern there has been increasing attention paid to methods and efforts at developing more effective police techniques to deal with crime control. One aspect of developing such techniques involves making an assessment of police performance in critical law enforcement tasks. Without an initial performance assessment it is difficult to determine the effectiveness of standard police activities and to determine if there is a need to develop alternative techniques to improve performance.

One law enforcement function which is critical to crime control is the process of arresting a suspect. The procedures and activities leading up to an arrest, as well as those involved in the actual arrest are an integral part of the whole criminal justice process. If properly prepared, these procedures and activities can provide the basis for a strong prosecution and conviction of a guilty party. If not properly prepared they can provide the reasons for dismissals or rejections of cases involving patently guilty suspects. Dismissals of such cases not only invite widespread public criticisms but also create feelings of frustration among police officers, in part because they are unaware of the impact of the differences in qualities of arrest and case investigations. Through an assessment of the basic police standards in case

investigation and the arrest, it may be possible to provide recommendations for improvements that can help police officers function more effectively. These recommendations may also help them prevent the frustration of dissatisfactory results in case prosecution.

The research in this report was undertaken to assess the quality and quantity of police arrests in Multnomah County. The research involved selection, analysis and application of certain performance measures to data drawn from law enforcement records. The performance measures used involved both quantitative descriptors of what occurs in the arrest process as well as qualitative indicators of how well the case investigation process and the arrest functions were being performed. The quantitative indicators focus on the number and proportions of arrests to reported crime and the number and proportion of arrests disposed of at each successive stage of the criminal justice process. The qualitative measures focus on the proportion of case investigations that contribute positively to actual arrest, the effect of case investigation procedures on final arrests, and the proportion of arrests that positively contribute to efficient case disposition.

Data for quantitative indicators can be drawn from law enforcement records. The data base for qualitative measures can be more difficult to develop. Definition of case investigation and of case investigation procedures can be problematic. However, in conjunction with the initiation of

the Neighborhood Team Policing concept in Multnomah County's Division of Public Safety, the Division has established a case monitoring system designed to promote effective preliminary and follow-up investigation of reported crime. The system essentially has two components, a priority system and a case tracking system. The priority system designates the relative importance of each reported criminal incident. The tracking system establishes the amount of time allowed for substantive investigation of an offense. Data derived from this monitoring system provides some basis for evaluating investigative procedures. The actual arrest files from the time of the initial crime report to clearance and/or arrest provides the other data source for case investigation measures.

GOALS AND OBJECTIVES

This research was undertaken to assess the quality and quantity of burglary arrests in Multnomah County. The purpose of this study was to provide a data base for future efforts at evaluation of police performance in the arrest process as well as to generate concrete recommendations on how to improve the current level of police performance in the area of case investigation and arrest. Due to some preliminary concern by Division of Public Safety members over definition of performance measures and definition of research focus, a month was devoted to discussions with key Division personnel in an attempt to synthesize the desired research objectives. It was determined from that preliminary investigation that the following questions were to be addressed:

- 1.) What is the quantity of police arrests and how do they compare to case prosecution rates?
- 2.) What is the quality of police arrests as determined by an analysis of the investigative thoroughness in cases presented by the police to the district attorney's office for filing?
- 3.) What is the effect of the case monitoring system on quality of police investigation and police arrests?

Although these three questions designated the major research goals, it was anticipated that a tangential question of some use to the management of the Division of Public Safety could also be addressed. That additional question would involve a determination of the value of the case monitoring system as a management tool for evaluating and tracking police investigations.

METHODOLOGY

Because of the different types of research questions to be addressed, several types of methodology were utilized. The project was divided into three phases, each phase dealt with more precise subsets of research questions. Several types of data and sources of data were used for analysis.

The scope of the research was restricted to data derived from burglary cases. This restriction was a part of the original parameters in the definition of the research requirements. Under different conditions, a different data frame might have been chosen. A sampling of all types of cases could have been used as a data frame or in fact the entire data base of all cases in any particular time segment. However, since the definition of the data parameters were pre-determined such possibilities were eliminated. However, despite the limited data frame, the research questions were formulated in general terms of quality and quantity of arrests rather than quality and quantity of burglary arrests. Thus there was the possibility that the data did not provide the scope necessary to answer the general questions. In order to determine if the defined data base was indeed adequate for the development of general conclusions, during the preliminary stages of the research, police files on all major types of cases during the first six months of 1977 were read and reviewed. This review involved 4,200 cases. The number does not reflect the total number of cases reported in the first six months of 1977

because of gaps in the primary data sources and missing or misfiled police reports. In a short manual tabulation it was determined that there were some 669 traceable clearances among those cases. This indicated a case clearance rate on major types of crime of approximately 16%. Data provided by the Planning and Research Department of the Division of Public Safety indicated that there were 3,355 reported burglaries in 1977. There was a case clearance rate on the burglary cases of approximately 9.5%. The comparison of these two rates would suggest that there are fewer burglary clearances than clearances of other major crimes. This would indicate that a study of burglary arrests and case investigations may result in conclusions that may understate the effectiveness of police procedures as a whole. However, in discussions with Division personnel it became apparent that one of the reasons for focusing on burglary data was that burglaries are a type of crime more often connected with extended case investigations than other major types of crime. Thus they may be more reflective of investigative thoroughness of police procedures. A second reason for focusing on burglary data is that most of the other major crimes are not investigated by the average Team police officer. Homicides, robberies, rapes, and organized auto thefts are the exclusive responsibility of the Detective Team. Thus the study of burglary case data is probably the best source of data for understanding the quality of the arrests made by the police officer on regular patrol. Finally,

it also became apparent in reading the various other crime files that in cases where there was follow-up investigation required, those files were similar to burglary case files, although the evidence in cases investigated by specially assigned officers, might be more complete. The conclusion from evaluating these concerns and these preliminary findings, was that generalizations about the quality of police arrest could be adequately made based on burglary case data.

I. Methodology for assessing the quantity of police arrests.

In order to determine the quantity of police arrests, a review of all 1977 burglary police report files was undertaken. All of those reports with arrests or cleared by arrests were used as the initial data base. The report files accessed were cross-checked with a list of case numbers provided by the Planning and Research Department. These case numbers reflected many of the arrests. The list was at first thought to be a complete list of 1977 burglary arrests, however, as the research progressed, it became apparent that the list involved a number of duplicate cases. In cross-checking the arrest files that were reviewed, a number of other case file numbers appeared that should have been included because they involved clearances or physical arrests. When these were discovered they were also reviewed. However, due to the incomplete police files only 209 police arrest files were located. 23 arrest files could not be found. 33 of the case numbers on the original arrest list represented duplicates.

Each entire police report file was indexed in an attempt to obtain meaningful information concerning dismissal rates and eventual prosecution.

There were serious problems with this data base. The primary problem was that since the records are not completely computerized and subject to thorough computer access, there is a manual filing system of all records. Many of these files are incomplete. Although research staff members attempted to trace and access each potential record and were required to make at least 3 separate attempts on 3 separate days in order to obtain complete data records, there are still incomplete data files. Several case files were never found. Many files had only partial information. A number of files lacked even the initial crime report. A related problem was that the files were very often incomplete in case disposition records. Since the District Attorney's office denied the researchers access to those case disposition files, the only recourse was the law enforcement files. As a result of the data gaps, some conclusions must be termed rough estimates rather than precise determinations. As the Division of Public Safety moves toward a greater integration of data processing technology in the production and filing of case investigation and disposition records, the problem of such data gaps should be reduced to a minimum.

II. Methodology for assessing the quality of police arrests as determined by an analysis of police thoroughness.

1977 burglary arrest case file data was used for this portion of the study as well as for the quantity determinations. The same problems in developing complete data files were experienced. In this portion of the study, each arrest case file was analyzed in three different ways. Evaluations were made of how adequately the particular offense involved was described. Evaluation was made of the level and description of available evidence. Finally evaluation was made of completeness of the information content of the report file as a whole. Each level of evaluation was based on the perspective of case screening for prosecution. This perspective was chosen since it is closely related to one of the primary goals of the criminal justice system as a whole, crime control. No matter how urgently a case calls for police action, and no matter how much a police officer may feel a certain case deserves prosecution, unless that case is adequately described and documented when it is presented to the District Attorney's office, it may be rejected, the charge may be reduced, or if accepted the final case disposition may be unduly lenient. The different types of evaluation were selected for two reasons. First, in preliminary interviews with members of the District Attorney's office and with the complaints officers of the Division of Public Safety, there was agreement that most deficiencies in cases presented for filing

were found in the actual crime definition and evidence descriptions. Second, it was felt that although these areas were perceived as the weakest portion of the cases, it would be advisable to perform a more complete analysis in order to assess whether or not this instinctive perception was valid.

Evaluation of the description of the particular offense was based on an analysis of whether or not the basic elements of the reported crime were described on the original police report or on documents reflecting supporting investigation. Since all of the cases reflected arrests connected with Burglaries, it was determined that each file at a minimum should state a case that would meet the Oregon State statutory definition of Burglary: "Burglary is committed when someone enters or remains unlawfully in a building with intent to commit a crime therein." In order to commit a second degree burglary the following elements must be present in a case presented for prosecution: a.) that someone entered or remained unlawfully, b.) in a building, and c.) (s)he had the intent to commit a crime in the building. In order to commit a first degree burglary, the case must include all of the above elements as well as any one of the following additional elements: the building is a dwelling; while in the process of entering, remaining in, or fleeing from the building, the person is armed with a burglar's tool or a deadly weapon; causes or attempts to cause physical injury; or uses or threatens to use a dangerous weapon. Based on some preliminary interviews with staff

members in the District Attorney's office, it was determined that each case file would be graded on a scale of one to five based on the completeness of the description of the elements of burglary. The points represented the following evaluation criteria:

Entering or Remaining unlawfully.....	One Point
A Building.....	One Point
Intent.....	One Point
Any of the Additional First Degree Burglary Elements.....	One Point
The Specific Statement of Each Element in a Narrative Section of the Crime File.....	One Point
The Elements do not fit the Crime Charged....	Minus One Point

It is obvious in administering this scale that First Degree Burglary cases would have a potential of scoring higher than Second Degree Burglary cases if all elements were specifically described. In order to avoid the potential of skewed results, any case in which it was possible to identify all elements of the crime charge received a score of four.

Evaluation of evidence descriptions was accomplished through a similar type of point system. A case was given a one point score for each type of evidence described in the case file. A bonus point was given in cases where a file included a description of how that stated evidence was linked to the incident. Although this scoring system had the potential of giving a case as many as 14 points, in no case was there ever

more than 5 points for evidence. The types of evidence most commonly described were fingerprints, a witness who could positively identify the suspect, tools, blood, footprints, photographs of the crime scene, and a suspect's confession.

The evaluation of the completeness of the information in the crime files as a whole was much more complex. In fact the instrument designed for such evaluation was complicated enough to require that the evaluation be done on a sample of the total number of 1977 arrest files rather than on all 1977 arrest files.

A random sample of 33% of the 209 arrest files was drawn. This produced a total of 70 arrest files for evaluation of the completeness of data information. The instrument used to derive the information on investigative thoroughness was based on an instrument developed in conjunction with a Rand Corporation study. The instrument used in that study analyzed the information content of police reports using 39 questions that might need to be addressed by the police in conducting a robbery investigation. The questions were developed on the basis of discussion with prosecutors and police officers. A copy of that original form and a key to its interpretation is illustrated in Figures I and II. (See: "An Inquiry Into The Relationship Between Thoroughness of Police Investigation and Case Disposition" Petersilia, 1976, Rand Corporation.) Since this original form was designed to analyze robbery cases, there were obviously some changes necessary to adapt the form for use

Defendant Identification _____

Case Identification _____

Date Presented for Filing _____

Case Information Desirable for Prosecution	Interviews Conducted						Other Sources
	VAI	SAI	WAI	VFU	SFU	WPU	
1. What INTERVIEWS were conducted?							
Offense							
2. Is there a verbatim report of the instant OFFENSE?							
3. Is there a verbatim report of the FORCE USED?							
4. What was the PHYSICAL HARM to the victim?							
5. Is there a detailed description of the PROPERTY taken?							
6. What was the method of S(uspect)'s ESCAPE?							
7. What type of VEHICLE was used by S?							
8. What type of WEAPON was used by S?							
9. If a gun was used, was it LOADED?							
10. If a gun was used, when was it ACQUIRED?							
11. Where is the LOCATION of the weapon now?							
Suspect							
12. Was S UNDER THE INFLUENCE of alcohol or drugs?							
13. What are the details of S's DEFENSE?							
14. What is S's ECONOMIC STATUS?							
15. Was S advised of CONSTITUTIONAL RIGHTS?							
16. If multiple suspects, what is their RELATIONSHIP?							
17. Is there evidence of PRIOR OFFENSES by S?							
18. Is there evidence of S's MOTIVES?							
19. Is there evidence of past PSYCHIATRIC TREATMENT of S?							
20. What is S's PAROLE OR PROBATION status?							
21. Does S have an alcohol or drug ABUSE HISTORY?							
22. Where is S EMPLOYED?							
Victim/Witnesses							
23. What is the RELATIONSHIP between S and V(ictim)?							
24. What is the CREDIBILITY of the W(itnesses)?							
25. Can the W make a CONTRIBUTION to the case prosecution?							
26. Were MUG SHOTS shown to V or W?							
27. If shown, are the PROCEDURES and RESULTS adequately described?							
28. Was a LINE-UP conducted?							
29. If conducted, are the PROCEDURES and RESULTS adequately described?							
30. Was an effort made to LIFT FINGERPRINTS at the scene?							
31. If made, were USABLE FINGERPRINTS OBTAINED?							
32. Were PHOTOS TAKEN at the crime scene?							
33. Is the EXACT LOCATION from where the photos and prints were taken given?							
34. Did V VERIFY his statements in the crime report?							
35. Did V have IMPROPER MOTIVES in reporting the offense?							
Arrest							
36. What was the legal BASIS FOR SEARCH AND SEIZURE?							
37. How was the LOCATION OF EVIDENCE learned?							
38. How was the LOCATION OF S learned?							
39. How was the ARREST OF S made?							

Fig. 1 - Investigation Information Form

Figure 2

KEY TO FIG. 1

- VAI, SAI, WAI** — Refers to interview conducted with the victim (V), suspect (S), or witness (W) at the time of the incident or arrest report.
- VFU, SFU, WFU** — Refers to interview conducted with the victim (V), suspect (S), or witness (W) in the course of a followup investigation.
- Other Sources** — Reflects either the patrolman's or investigator's comments, information provided by other agencies (such as criminal records), or other information from police reports (such as physical evidence reports).

Question

- 1** — Applied to any conversation or interview concerning the case between party and police.
- 2** — Must include exact words used by the V, S, or W to describe the offense; also must include description of S's movements before, during, and after the offense.
- 3** — Must include exact words S used in the commission of the offense.
- 4** — A statement indicating what physical injury V incurred as a result of the offense; if no injury, a statement of that fact.
- 5** — Must include an itemized account of the stolen property; if money involved, must include a listing of the denominations.
- 17** — Could include any information on S's prior criminal offenses, either information secured from S, the officer, or official criminal history records.
- 27,29** — "Adequate" descriptions must specify the number of persons or photos shown and the instructions given by the police to the viewer; also must record the verbatim reaction of the viewer to the line-up or mug shot showing.

in analysis of burglary cases. Modification was necessary as well to explicitly address some of the key areas of concern associated with the investigative needs of this jurisdiction. Thus, all of the separate elements of crime are again included in this general information form since it is important to have such elements sharply identified for prosecution. The other major modification occurred in the design of the list of sources for each type of information. The instrument designed in the Rand study focused on interviews conducted and "other sources". In the preliminary review of police case files in this jurisdiction it became apparent that the emphasis is not on verbatim interviews but that other sources are the predominant mode of information gathering. Thus, the form developed for application in this study, categorizes the basic sources of information in the crime file on the basis of the type of report filed and restricts the interview information to whether or not an interview was conducted at the incident or at a later date. Figure III illustrates the information analysis form.

Having constructed and tested this information analysis form, the documents in each of the sampled files were examined for each of the information items. The case file presented for prosecution normally included such items as a crime report, a custody report, property inventory forms used both for an accounting of stolen property and physical evidence, supplementary reports on follow-up investigations, and where a

REPORT ANALYSIS FORM

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Burglary I									
Burglary II									
Other									
Elements of Crime									
Entering Unlawfully									
A Building									
Intent									
Dwelling									
Armed/Tool									
Armed/Weapon									
Physical Injury									
Dangerous Weapon									
Correct Crime									
Witnesses									
Named Suspect									

Figure 3

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Multiple Suspects									
Named Suspect same as arrested									
All Arrested									
Vehicle Involved									
Arrest at Scene									
Interview/Victim									
Interview/Suspect									
Interview/Witness									
Verbatim of Offense									
Verbatim of Force									
Details of Property									
Type of Vehicle									
Type of Tool/Weapon									
Location of Weapon									
Suspect: Influence of Alcohol/drugs									

SUBJECT YES NO I/AI / I/FU C.Report Sp.RP SI.RP A.RP Other

Details of Defense									
Economic Status									
Constitutional Rights									
Multi/Suspect Relation									
Prior Offenses									
Motives									
Psychiatric									
Parole/status									
Alcohol/Drug History									
Employment									
Victim/Witness: Suspect/Victim Relation									
Credibility W									
Contribution W									
Mug Shots									

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Procedures/ Results									
Line-Up									
Procedures/ Results									
Fingerprints/ Scene									
Usable Prints									
Photos/Scene									
Location/Photos Prints									
Victim verify Crime Report									
Victim's/Improp. Motives									
Arrest: Vehicle Search & Seizure									
Building Search & Seizure									
Legal Search & Seizure									
How Learned Evidence loca.									

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
How learned Suspect loca.									
How Arrest of Suspect made									

vehicle was involved, a vehicle report form. Each police report file was examined in connection to decide whether or not the questions on the instrument could be answered from the information in the police report files. If it could be, the source for the information was indicated. By categorizing the arrest file information, it was possible to determine types of information normally collected by the police patrol officer, the types of concerns that are most often not addressed by the police officer, as well as the type of follow-up investigation normally used in pending cases. The information can further be used to suggest whether or not there is any connection between certain information items in the files and eventual case disposition.

There are certain methodological problems in this type of analysis. These problems limit the interpretation but are not severe enough to completely negate the findings from the research. Certainly as a source of primary data collection, the methodology offers a vast range of interesting information. However, several cautions should be mentioned.

First, the quality of the arrest and the case investigation as a whole was measured on data based on written reports filed by police officers. These written reports normally do not reflect the full extent of information that an officer may obtain in his/her investigation. They often do not reflect tangential circumstances that may have influenced a police officer in his decision to arrest but do not directly pertain

to this particular offense. For instance a police officer may arrest a suspect in a burglary case even though the burglary case is not completed, if that officer has reason to believe that the suspect is a runaway, or an instigator of other crimes as well. When that particular case is screened it, individually, may not rate very high in terms of information but in the context of other police files may obviously be a useful arrest. The fact that the written case files are used to measure the quality of the investigation and arrest may be challenged to the extent that the measurement may actually be an evaluation of reporting rather than investigation. However, the research was designed to measure the quality of the information in case investigation and arrests from the perspective of the prosecutor for reasons previously mentioned. The only concrete information that is presented to the prosecutor is that which is in the case file. While it may be true that some verbal information is communicated by the police officer in the transmittal, the chances of that information being lost and/or inadmissible in prosecution is very great. Thus, the written information has been chosen as representative of the quality of the arrest and the case investigation.

(Note: The limitations mentioned above are based on the analysis accompanying the instrument designed in the Rand study.)

III. Methodology for assessing the effect of the case monitoring system on the quality of the case investigation and the arrest.

Three classes of data were used as a basis for developing findings on this area of research. The first class of data was the 1977 burglary arrest files. The second class of data was all of the burglary crime report files for the first three months of 1978. The third class of data was developed from interviews of a cross-section sample of police officers.

The problems inherent in the first class of data already have been delineated. The 1977 arrest files were used in this phase of research to determine whether or not the priority rankings had any relationship to how well the case investigations were processed. In other words a case with a high priority rank should have more investigative attention given to it and the arrest files that are presented for prosecution based on these high priority ranks should be more complete. A special analysis of those cases with high priority ranks based on the same completeness of information form was conducted.

Similar problems with incomplete data files were confronted in the police report files drawn from 1978. However, 255 cases were counted in the month of January; 275 cases were counted in February; and 256 cases were counted in March. The 1978 cases were used in the following manner. First, the cases were reviewed to determine how many arrests were made. Second, a count was made to determine how many cases had priority reports

filed with them. Third, an analysis of the relationship of priority rankings to the probability of arrest and/or case disposition was investigated. Finally, an analysis of the relationship of the priority rankings to time spent in investigation was completed.

The third class of data used for this portion of the research was interviews conducted with police officers. A sample of 60 police officers was drawn. 32 were finally interviewed. 4 officers refused to participate. 15 officers had late shift duties and were unavailable during the research time frame. 1 officer had quit prior to the interview. 2 officers were ill. 3 cancelled and were unable to set up alternative interview times. 3 officers were called in order to arrange interviews and never returned the telephone messages. Each interview lasted approximately 30 minutes. The interview schedule constructed for this phase of the research was designed to record the police officer's perception of the utility and functions of the priority system and the case monitoring system. The interview schedule was pre-tested on 12 individuals prior to implementation in the field. However, the pre-test was done with individuals who had no experience with actually using the case monitoring system. As a result, modifications in the questions were made in the field as well. Since this was not designed to be a statistically precise study and since it was designed primarily as a basis for flexible interviewing, this was not perceived as critical problem. The

original interview schedule is found in Appendix A along with a tabulation showing the general thrust of the question modifications.

Tabulations were made of the interview results and summaries of the answers to the open-ended questions. The findings of the interviews were integrated with the findings from a study of 1978 case priority rankings in the final analysis of the study.

IV. Methodology used to assess the value of the case monitoring system as a management tool for evaluation and tracking police performance.

The data bases used in addressing the three primary research questions was used as a basis for evaluating the value of the case monitoring system as a whole. The goals of the case monitoring system were determined on the basis of discussions with key personnel at the Division of Public Safety and on the basis of written materials originating from Division of Public Safety sources. These goals were set up as general measures for the usefulness of the system. These goals can be summarized as follows:

- 1.) Establish investigative priorities based on the seriousness of crime, the amount of readily available information about suspects, the availability of agency resources and community attitudes.
- 2.) Establish a monitoring system that will ensure that officers investigate cases in a timely manner.

3.) Establish a reliable means of determining an officer's case workload in terms of the relative importance of assigned cases.

4.) Establish a base for evaluation of officer performance.

The theoretical model of the case investigation system designed by the Division of Public Safety was used as a preliminary tool to analyze the processes by which a case proceeds through police investigation to disposition. By using the case data involved in the study, and comparing the actual case progress in each case file with the case progress projected by the theoretical model, problems in the implementation of the system and system break-downs were identified.

Problems were also defined by using the results of the police interviews. A system can only function as well as the operators of the system allow. If the persons responsible for that operation are not implementing it consistently or are using it for different purposes than those for which it was designed, the system will also suffer dysfunctions.

FINDINGS

I. The Quantity of Police Arrests and Comparisons to Case Prosecution Rates.

The data involved in this portion of the research was based on 209 police case files that had been cleared by arrest in 1977. In cross checking arrest and clearance records, it was discovered that 23 additional files had been cleared by arrest but that those files were not accessible.

Of the 209 cases analyzed, 80 involved on-site arrests and 129 involved clearance and/or arrests after some case investigation. There were only 142 clearance reports in the files which reflects the fact that clearances may not be recorded when arrests are made as well as the fact that when several cases are cleared by one arrest, the clearance report is simply not filed with all cases cleared. Table I indicates the number of clearance reports found per case. The fact that a few cases have more than one clearance report is primarily due to multiple filings.

There were 270 custody reports in these files. This would indicate that there are generally more physical arrests than case clearances. Although several cases involved arrests that cleared 10 to 15 other cases simultaneously, there were also a large number of multiple arrests. Table II illustrates the number of custody reports per case. The average number of custody reports per case is 1.29 reports. However, if one

Table I: Clearance Reports per Case

Number of Clearance Reports	# of Cases
0 Clearance Reports per case	67
1 Clearance Report per case	134
2 Clearance Reports per case	6
3 Clearance Reports per case	2

Table II: Custody Reports per Case

Number of Custody Reports	# of Cases
0 Custody Reports per case	52
1 Custody Report per case	82
2 Custody Reports per case	50
3 Custody Reports per case	15
4 Custody Reports per case	8
5 Custody Reports per case	1
6 Custody Reports per case	1

excludes the cases where no custody reports were attached, the average number of reports per case is 1.74 cases. There were 157 cases with at least one custody report; 75 cases with more than one custody report; 25 cases with more than two custody reports; and ten cases with more than three custody reports.

The 209 case files included some case files that had been recorded as clearance of a burglary by arrest seemed to describe another crime. Several files involved charges of several different crimes in the same incident or on the same custody report. Some files involved a crime report based on a crime other than burglary but were related by suspect confession or other evidence to another burglary. The custody reports in ambiguous cases served as the key for assigning the case file to Burglary clearances. The custody report would list all of the charged crimes. Where there was no custody report, then other related data was used to decide whether or not an arrest had been made which related to a Burglary. It should be noted that a case file was selected for inclusion in the data frame if the file involved an offense on the crime report or the custody report of Burglary I, or Burglary II or Attempted Burglary I or Attempted Burglary II. A large number of the missing files related to the type of case that had been cross filed. Table III indicates the breakdown of the 209 cases by type of offense. The reason why the offense tabulations exceed the total number of case files is because of the number of cases involving two or more offenses. Although a

Table III

1977 CASES - N=209

TYPE OFFENSE	CRIME REPORT	CUSTODY REPORT
BURGLARY I	144	176
BURGLARY II	41	74
ATTEMPTED B I	7	10
ATTEMPTED B. II	2	3
THEFT I	4	8
THEFT II	7	9
CRIMINAL MISCHIEF	2	1
ASSAULT	1	1
SEXUAL ABUSE	1	0
FORGERY	0	1
TRESPASS	1	1
CAID	0	3
OTHER	1	28
UNKNOWN		

cursory review of only those offenses described on the crime report would suggest that there are not enough burglary cases to equal the total cases pulled, it should be noted that the numbers on the first four lines in the custody report column exceed 209. The custody report determined final case selection.

The 209 cases involved 120 cases that were residential burglaries and 79 cases that were non-residential burglaries. It was not possible to determine the type of burglary in 10 of the cases. Seven case files did not have crime reports and it was unclear in the custody reports whether or not a residential or non-residential burglary was involved. In three cases there were crime reports available but information was lacking that would determine whether or not it was a residential or non-residential burglary. There was an effort made to determine the property losses involved in the 209 cases. It was determined in order to assess whether or not the amount of property loss had any relationship to the amount of effort involved in the investigation of a case. The property losses by type of burglary is presented in Table IV. The number of cases in each dollar category divided on the basis of commercial and residential burglaries does not equal the total number of burglaries in each dollar category because there were 10 burglaries which could not be assigned to the commercial and residential classifications. The mean property loss for those non-residential burglaries was \$539.56. The mean property loss

Table IV

1977 CASES: N=209 TYPE BURGLARY			
PROPERTY LOSS	COMMERCIAL	RESIDENTIAL	TOTAL
UNKNOWN	7	8	20
\$0-\$24.99	27	32	60
\$25.00-\$49.99	8	1	9
\$50.00-\$99.99	4	7	11
\$100.00-\$149.99	2	8	10
\$150.00-\$199.99	3	9	13
\$200.00-\$249.99	1	6	8
\$250.00-\$299.99	5	8	13
\$300.00-\$399.99	7	8	15
\$400.00-\$499.99	2	7	9
\$500.00-\$1000.00	8	14	22
\$1000.00 +	5	12	19
MEAN	\$539.56	\$358.40	\$432.23

for residential burglaries was \$358.40. The mean property loss for all burglaries cleared by arrests was \$432.23. There seems to be no relationship between amount of property loss and case investigation and arrest. In fact figures derived from the Planning and Research Department would indicate that the mean value of property loss per offense is \$514.98 for residential burglaries, \$366.18 for non-residential burglaries, and \$468.64 for all burglaries. This suggests that there may be slightly less property loss in burglaries that are cleared by arrest.

A final characteristic of the 209 cases was the division of cases with custody reports involving juveniles and those involving adults. As indicated above there were 157 cases with custody reports. Of cases with custody reports, 100 cases involved arrests of juveniles and 64 dealt with arrests of adults. Seven cases involved both juveniles and adults.

Of the 209 cases studied, case dispositions by the District Attorney's office could be tracked in 91 cases. Of these case dispositions, there were 82 cases that were accepted for prosecution and 9 cases which were rejected. However, in 5 of the cases which were accepted for prosecution, there were rejections of the case as it pertained to at least one suspect arrested. Thus in the 91 cases for which data was available, 15% involved case rejections. If one compares these results with a study done by Rand Corporation in 1974, it would suggest that case rejections have decreased significantly in the last 4 years. In 1974, the Rand study indicated that 32% of the

Burglary I cases were rejected by the DA. However, the reasons for case rejection have remained very similar. The Rand study indicated in 1974 that the major reason for case rejection was evidence deficiency. 60% of the Burglary I cases were rejected on this basis. Of the 14 cases rejected in this research, 12 of them were based on insufficient of evidence. 2 cases were rejected with the statement that it was a good case but needed more investigation.

This quantitative data would suggest that the police officers do a fairly effective job in preparing a case that will be accepted for prosecution. However, due to the large number of reports where it was not possible to trace the case disposition, this conclusion may be open to question. Cases that are rejected simply may be administratively suspended without filing the explanation for the refusal to prosecute.

II. The Analysis of the Investigative Thoroughness in Cases Presented By the Police to the District Attorney's Office for Filing.

The first step in this analysis was to rank the 209 case files based on the statements of the elements of the crime for which the case was charged. On the scale of 1 to 5, the mean value for most case rankings was 3.28. This would indicate that in general there is an adequate statement of the elements of the crime being reported. This is due partially to the actual forms used in reporting crime. The forms specify the

type of premises where the crime was committed, the method and point of entry and the instrument and force used. Completion of these items on the form can adequately describe at least two elements of many burglaries: "entering unlawfully" and "a building". It can also provide the element of a Burglary I if that burglary is based on entering unlawfully a dwelling. Many crime reports use the space provided for "unusual actions, methods, speech of suspect" to describe the actions that might explain intent. However, although the forms are of great help in specifying the needed legal elements of a crime, the narrative sections of many reports do not adequately supplement the forms.

Table V indicates how many points each case scored for elements of crime. The two cases in the unknown category are cases in which only residual elements of the case file were available. 19 percent of the cases adequately identified only 2 of the key elements of the crime being charged. If the crime report form is filled out completely, two elements of any burglary can be identified from the report form alone. This would suggest that in 19% of the cases there was little adequate case description. One possible explanation for this is that the cases were cleared by arrests in other cases. As such, copies of the custody reports and the clearance reports which may have provided the necessary additional information may not have been attached. However, it is suggested that if a reliable record is to be made of each crime, it would be

TableV : Elements of Crime Scores

Elements Crime Score	# of Cases
Unknown	2
0 Elements of Crime Scores	7
1 Element of Crime Score	7
2 Elements of Crime Scores	25
3 Elements of Crime Scores	66
4 Elements of Crime Scores	87
5 Elements of Crime Scores	15
Mean	3.28

TableVI : Evidence Scores

Evidence Scores	# of Cases
Unknown	3
0 Evidence Scores	39
1 Evidence Score	38
2 Evidence Scores	63
3 Evidence Scores	48
4 Evidence Scores	15
5 Evidence Scores	3
Mean	1.86

desirable to have the necessary elements of the crime identified on the original report form.

Since in 14% of all the cases analyzed the crime was actually mislabeled, the identification of each element of the crime may be critical to use of the records. The implications of mislabeling a crime in the original crime report may in some instances mean that the custody report charges the suspect with the wrong crime and could cause either dismissing the case or issuing charges on a lesser offense. All elements of a Burglary II were apparent in several cases but there was no indication of any one of the additional elements of a Burglary I. However, the case had been reported as a Burglary I and in some cases the custody report had charged the suspect with a Burglary I. It seems at times that a Burglary II was reported as a Burglary I if there was a large property loss or destruction involved in the Burglary II. Mislabeled and/or lack of complete identification of the crime was most commonly involved in a confusion of Burglary I and Burglary II.

The most difficult element of crime to identify on the crime reports was "intent to commit a crime in the building". There were a few cases among those which could be traced for final case disposition, in which the District Attorney's office had revised the original charge of Burglary I or Burglary II to Criminal Trespass. There were more cases among the remaining cases which could not be traced to final case disposition in which there was considerable question as to whether there was "intent to commit a crime in the building". It should be noted that if the first two elements of Burglary I or II, "enters or

remains unlawfully" and "a building", can be identified, that will describe a case of Criminal Trespass. However, it does not describe a Burglary case unless the intent is identified. It is true that specific intent to commit a crime can be proved by the circumstances surrounding the suspect's presence in the building, however, those circumstances must be definitive enough to describe a crime or an attempted crime. In 33 1/3% of the cases the description of intent or the circumstances that created the presumption of intent were either omitted or very weak.

The second facet of this part of the research was ranking the crime files in terms of their description of items of evidence that were available and useful in proving the crime reported. This was an important preliminary step in the analysis of information in the crime files since most of the arrests in which prosecution was refused, the reason for refusal was insufficient evidence. It is important to recognize that evidence itself is not adequate to support an arrest, there must be evidence which links the suspect(s) to the crime charged. Further there must be evidence which links the suspect with each element of the crime charged. It is that evidentiary link that is omitted in many arrest files. In fact most of the cases that are cleared by arrest are based on suspect confession after circumstantial evidence has been presented to him/her, rather than through the establishment of definitive physical evidence links. The evidence scores on the

cases reflect this problem. The mean value of the evidence scores was 1.86 on a scale of 0-5.

Table VI indicates evidence scores of each case. Of course these scores are not weighted to reflect relative value of types of evidence. As indicated in the methodological section, all general types of evidence were included for score values and each separate type was allotted 1 point. Thus, a suspect's confession was scored 1 point as was useable fingerprints or a witness who could identify the suspect. However, there is some justification for treating these items somewhat equally. Despite the fact that most cases were cleared by confessions, there was one case in which the confession itself was completely untrue, and there were many cases in which the confession was only partially true. Similarly, although identifying witnesses are of great assistance in case solution, there are several cases where the witness who thought (s)he could identify the suspect either identified the wrong suspect or could not make the identification when presented with mug shots and photographs. Thus, while these are potentially very strong evidentiary factors, the errors associated with the potential evidence balances to some extent the assignment of equal scores to all categories of evidence. In a more comprehensive study, it would be extremely interesting to correlate types of evidence with case disposition at later stages in the criminal justice system.

The third aspect of this analysis involved the sample of

arrest files and an in-depth information analysis of each file. This phase of the qualitative analysis of case investigation was fascinating. The full results of the analysis is found in Appendix B. Only some of the key findings will be discussed in this section. To an extent the Report Analysis Form reflects and amplifies some of the considerations in the elements of crime and the evidence evaluations. However, it is far more extensive and offers a broad base for future interpretation.

In reviewing the elements of crime findings on the Report Analysis Form, it is seen that there is confirmation that the intent factor in the elements is the weakest factor on most reports. With the breakdown of categories of information source, it is noted further that in fact in 24% of the cases where intent can be determined from the arrest file, it is not described on the crime report. In some cases this can be explained because the arrest was on site and the officer wrote the narrative on the custody report rather than on the crime report. However, in about 12% of the cases the intent is provided in narratives based on follow-up investigation. This suggests again that there is a weakness in the identification of intent in general case processing. When it is remembered that without the intent element, there is indeed no legally constituted offense of Burglary, the importance of its identification should be clear.

Various factors on the Report Analysis Form are of assistance in understanding the most common types of evidence in cases where arrests are made. In 51% of the cases a named suspect appears on the reports written at the time of the

incident. 92% of those reports are crime reports but in the other 8% of the cases, the named suspect appears on either a custody report or a supplemental report that was written at the same time as the crime report. In 31% of the cases there was a witness that could be have assistance in solving the crime. This means that there was an eyewitness to the actual criminal incident, or that there was a witness who can provide information on suspicious activities or events relating to the criminal incident. An example of the latter type of witness might be one who had observed the sale of the property taken in the Burglary or perhaps had actually purchased the property.

The breakdown of information on the Report Analysis Form reveals that the descriptions of the criminal incident and the potential relationships, leads, and evidence related to the incident could use improvement. Although some of the items of information do not seem as important as others, some of the items are crucial if the arrest is to be adequately prosecuted. For instance, in 41% of the cases there was no indication that the suspect had been given his/her constitutional rights. In about 20% of the cases this could be explained by the fact that the case was cleared by an arrest in relationship to another incident and the file did not contain a copy of the arrests or other reports from that incident. Thus the file did not address the circumstances of the arrest or the question of constitutional rights. However, that still

indicates that in 1/5 of the cases where the case was not cleared by a different arrest, there was no evidence of whether or not the suspect had been advised of these rights prior to questioning or arrest. Although, most officers may in fact advise suspects of these rights on a routine basis, the omission of this fact from any particular file can be a serious problem when the file is reviewed for potential prosecution.

A similar type of information which is critical to prosecution is complete and accurate information derived from suspect, victim or witness interviews. It was quite impressive to note that in 84% of the cases where a witness was available, there was information recorded from a witness interview. However, in only 60% of the cases were suspects interviewed. An interview with a suspect where possible can add important dimensions to the prosecution of the final case. Information pertaining to intent, motivation, whether or not (s)he was under the influence of drugs, alcohol, relationship with other suspects, prior offenses and parole status, all can be gleaned from such interviews, if not apparent in other ways. In fact, some of the cases in which suspects were not interviewed can be accounted for again by the fact that those cases were cleared by arrests in other files and interviews took place in those arrests. However, it may be advisable to interview a suspect with regard to the specific incident, if prosecution is to be completely adequate.

In general, the Report Analysis Form indicated that in 86%

of the cases the case had been properly filed on the correct charges. It also indicated that in 75% of the cases there had been some attempt to pursue a follow-up investigation. The primary problem with the case files was the lack of adequate written information to provide necessary details on the follow-up investigation procedures, the reasons for the investigation, and the results of the investigation. Many police officers feel that there is too little time to adequately pursue investigative efforts. Many officers also resent the heavy amount of written detail required in the reporting stage. The case files would seem to reflect this sense of frustration. As the Division of Public Safety converts to extended data processing use and provides the police officer an alternative to the traditional hand-written report, it may well be that there will be more adequate investigative descriptions.

III. Analysis of the Effect of the Case Monitoring System on the Quality of Police Investigation and Arrests

The first portion of this analysis used the 1977 arrest files as a data base. Of the 209 cases cleared by arrests, 77 had priority reports and 80 involved on site arrests. This indicates that 52 cases investigated through to arrest had no priority rankings. Of the 77 cases with priority reports, 48 were ranked as "D" cases, 19 as "C" cases, 9 as "B" cases and 1 as an "A" case. Table VI~~A~~ indicates the breakdown of points

Table 6A

1977 BREAKDOWN OF PRIORITY SCORES: N=77						
	0	1	2	3	4	MEAN
PROBABITLTY OF SOLUTION	44	17	7	7	2	0.78
GRAVITY OF OFFENSE	0	0	0	2	75	3.97
URGENCY FOR ACTION	50	10	11	2	0	0.78
SUPERVISORY JUDGEMENT	36	22	12	4	3	0.91
1977 CASES BY PRIORITY RANK: N=77						
"A" PRIORITY CASES						1
"B" PRIORITY CASES						9
"C" PRIORITY CASES						19
"D" PRIORITY CASES						48

assigned to various priority categories on 1977 burglary arrest cases. The cases prioritized averaged between 6 and 7 points on the priority scores. This would indicate that the priority scores had little relationship with eventual arrests. The Report Analysis Form was used to more closely analyze the information on the high priority arrest cases in 1977. The "A" priority case was not tabulated because portions of the file were tied to other files and were inaccessible. Of the 9 "B" cases, the tabulations indicated that the files as a whole were more complete than the average file analyzed in the random sample of all arrest cases. An interesting feature of one of those cases was that the police officer reporting the case gave the case a total of 7 points, the supervisor added four points in the Supervisory Judgment category. This case is the only case that was observed where the Supervisory Judgment category was used to really weight a case for increased investigation. The full tabulations of these high priority cases on the Report Analysis Form is included in Appendix A.

The second phase of this analysis focused on the police report files drawn from the first three months in 1978. There were 786 burglary case files accessible from the first three months in 1978. In this portion of the study the determination of whether or not a case was a burglary had to be made on the basis of the crime report data. 680 of the 786 case files had a priority report on file. 58 cases involved on site arrests. This meant that 92% of all the cases had priority reports. In

the preliminary stages of this research, the staff had done a small random sample of all of the 1977 burglary case files. In that sample only 32% of the cases without on site arrests had priority reports. The increase in the percentage of priority reports filed was striking.

Despite the increase in the number of priority reports filed, the effect of the priority system on arrests or case disposition seemed to be minimal. Only 11% of the cases were ranked over the level of priority "D". One case was ranked as an "A" case and seven were ranked as "B" cases. It could be that only 11% of the cases warranted any follow-up investigation, however a perusal of many of the case files indicated that some follow-up might be in order. The cases were then categorized by whether or not they were given a score of over or under 4. The reason for this ranking was that a score of 4 reflected the fact that the criminal incident was a felony. Any case with a score above four had at least one other factor associated with it that might make it more worthy of investigation. Table VII indicates the number of points given to each possible factor on the priority reports other than the seriousness of offense category. The highest number of cases checking any one factor checked the factor of victim concern in the probability of solution category. The second most often checked factor was pattern or frequency in the same category. The third most often checked factor was suspects in the probability of solution category. This Table suggests one

Table VII

1978 Burglary Cases - Priority Points other than Felonies			
Points other than Felonies	January	February	March
Suspects	17	13	22
Physical Evidence	8	14	13
Witness	8	9	7
Undeveloped leads	4	7	23
Total Checked: Prob. of Solution	37	65	65
Danger to others	0	0	0
Need for rapid investigation	2	2	8
Victim concern	36	33	48
Pattern or Frequency	22	19	21
Total Checked: Urgency for Action	100	91	141
Supervisory Judgement:			
# of Points - 1	0	3	0
# of Points - 2	3	7	0
# of Points - 3	0	0	0
# of Points - 4	0	1	0
Total Checked: Supervisory Judgement	6	21	0

possible reason why there is little connection between priority rankings and arrests or case disposition, the factors most often checked do not generally relate to things that can predict case disposition.

41% of the cases had scores above 4. Table VIII indicates the breakdown of # of arrests by priority scores. Only 7 of the cases with scores over 4 had arrests associated with the case. 5 cases with scores under 4 had arrests associated with the case. These minute figures would suggest that the priority rankings had little to do with probability of arrest.

If the priority rankings are not associated with arrests or case investigation, then they may be used simply to encourage timely investigations. However, a closer look at the investigation times suggests that again there is little relationship to the priority system. Table IX illustrates the number of cases in each priority rank and its relationship to completion within the time allotted by the case monitoring system. Only 3 cases were completed according to that schedule and they were all priority level "C". The information compiled from the interviews with the police officers who use the system suggest some explanation for this discrepancy.

The third phase of this analysis was based on the interviews conducted with 32 police officers who have worked with the priority system. The tabulations of those interviews are included in Appendix A. The interviews suggest that most of the officers feel that the priority system is of little

Table VIII

1978 Burglary Cases: Arrests & Priorities						
MONTH	# OF ARRESTS	# ON SITE ARRESTS	PRI. SCORES OVER 4	PRI.4 & UNDER	OVER 4 w ARRESTS	OVER 4 w/o ARRESTS
Jan.	21	21	93	128	0	93
Feb.	21	8	92	156	4	88
March	34	29	95	116	3	92

Table IX

1978 Burglary Cases: Priority Case Investigation Times			
Priority A	January	February	March
Finished in time allotted	0	0	0
Not finished	0	0	1
Not finished in time allotted but finished in # of days	0	0	0
<u>Priority B</u>			
Finished in time allotted	0	0	0
Not finished	3	2	2
Not finished in time allotted but finished in # of days	0	0	0
<u>Priority C</u>			
Finished in time allotted	0	1	2
Not finished	15	12	36
Not finished in time allotted but finished in # of days	0	0	0
<u>Priority D</u>			
Suspended	203	233	170

value in setting investigative priorities or predicting the probability of arrest. One of the foremost reasons for this opinion was that the police officers set their own priorities without the system and they merely use the system to confirm those priorities. Several officers indicated that if they did not want to investigate a case, they simply gave it a low priority. A related problem is that there is considerable difference of opinion on what many of the factors on the priority report actually mean. Individual officers each use the report slightly differently. The officer interviews tend to explain why there is little relationship between quality of police investigation, the timing of the investigation, the ultimate case disposition, and the priority system. If the system does not reflect factors that relate to investigative quality, it will not relate to such factors.

IV. Analysis Of The Case Monitoring System as a Management Tool for Evaluation and Tracking Police Performance.

As indicated in the previous section, the analysis of the data from the 1977 arrest files, the 1978 burglary case files and the police officer interviews, tended to suggest that there was some severe problems with the Case Monitoring System as a whole. However, the effectiveness of the system cannot be completely evaluated without ascertaining what its primary goals are. The goals set forth for the Case Monitoring System have been: to establish investigative priorities; to establish

a monitoring system that will ensure that officers investigate cases in a timely manner; to establish a reliable means of determining an officer's case workload based on the relative importance of assigned cases; and to establish a base for evaluation of officer performance.

The Case Monitoring System does not seem to function to successfully establish investigative priorities for the patrol officer. The priority report is ambiguous and is not clear in its definition. The police officer uses it because he is required to and in that context uses it to confirm his own priorities. 75% of the police officers interviewed indicated that they found absolutely no use for the priority system. 12.5% said it was useful but only as a part of a tracking system. Another 12.5% said that it was not useful but it could be if the Division adequately monitored it and if there was management communication as to its meaning and results. In reviewing case files it was immediately apparent that many times the priority reports did not even reflect what was written in the crime reports. For example a priority report would indicate 2 points for victim concern and 4 points for a felony, giving the case a total of 6 points. However, the officer would fail to also assign a point for 1 witness and a point for a suspect. In speaking with the officers, many of them indicated that by placing low priorities on their cases, they then could investigate according to their own perception of the needs. One supervisor in an interview stated that

officers could not fail to assign appropriate points because the supervisor would read the case and alter the assignment. However, in fact a comparison of priority reports to case reports would indicate that most of the time the supervisor simply confirms the officer's rating. This is true even when there are factors in the case report that should alter the points assigned.

The Case Monitoring System does not seem to ensure that cases are investigated in a timely manner. As indicated above, Table IX suggests that the monitoring system does nothing to ensure that cases are investigated within the suggested time frames. The police officers stated that most cases get processed and investigated within the amount of time needed rather than within any "arbitrary" standards. Those cases that would require a priority "A" would probably not even be given a priority report because most would be finished in a 24 hour period. Priority "A" cases to most officers meant a case that involved on site arrests and/or an immediately available if not apprehended suspect. Priority "B" cases were the type of case that most officers would consider as critical and would process as immediately as possible, but still "you can only do it as fast as you can". Priority "C" cases were perceived as those cases in which there were some leads and an officer was interested in those leads. These cases would be pending and processed when there was time but would not be considered high priority. Anything that was not particularly interesting would

5
simply be categorized as a "D" case and suspended. 88% of the officers felt that the monitoring system did nothing to speed up the investigative process.

Because the theoretical priority system does not seem to relate adequately to actual investigative priorities, it cannot serve as a reliable means of case assignment based on the relative importance of assigned cases. In fact case assignment is rarely based on a priority category. If the case is reported by an officer, and it does not fall into the special category of case to be dealt with by the Detective Unit, there is a 90% chance that the officer will be assigned the case for investigation. The only exceptions to this rule are in those Teams which have an active Team Investigator, or when one particular shift has heavy activity and another has minimal activity and some cases are reassigned to the shift with the minimal activity. On one Team, the Investigator does almost all the pending cases. In others if the case seems to be time consuming and the officer reporting it has several pending cases, it can go to the Investigator.

The Case Monitoring System does not seem to be provide a base for evaluation of police performance because the priority system and the tracking system are not functioning as designed. The evaluation would have to be based on self-reporting and the officers essentially report the crimes based on individual priorities rather than departmental standards. Secondly, even if the priority system was followed

more accurately, it is doubtful that it could be used as a basis for evaluation, because there is little consistent monitoring. Most officers do not receive any feedback on their reports or on their time allotments set by the priority system. About 50% of the officers indicated that they had never been prompted to complete a case when it was past due. This type of implementation does not provide the strong base needed for adequate evaluation.

In comparing the progress of an actual case through the case investigation process to the progress of a theoretical case, several problems became apparent. The theoretical model is illustrated on Figure IV. This model was divided into two segments as shown on Figures V, and VI. By tracking the 1978 cases through the system shown on Figure VI, it was determined that dysfunctions in the system occur primarily in four places. These points are shown on Figure VII. There is a system dysfunction in the actual priority evaluations done by the original reporting officer. This dysfunction occurs because of the following factors: 1.) there is no consistent understanding of the meaning of the priority factors on the priority reports; 2.) there is little relationship between the priority factors and the factors that play an important part in setting case investigative priorities; 3.) the officer sees the evaluation as a meaningless activity and performs it prefunctorily. There is dysfunction at the stage of the Field Supervisor Review. This dysfunction seems to occur because of

CRIMINAL INVESTIGATION FLOW CHART Figure 4

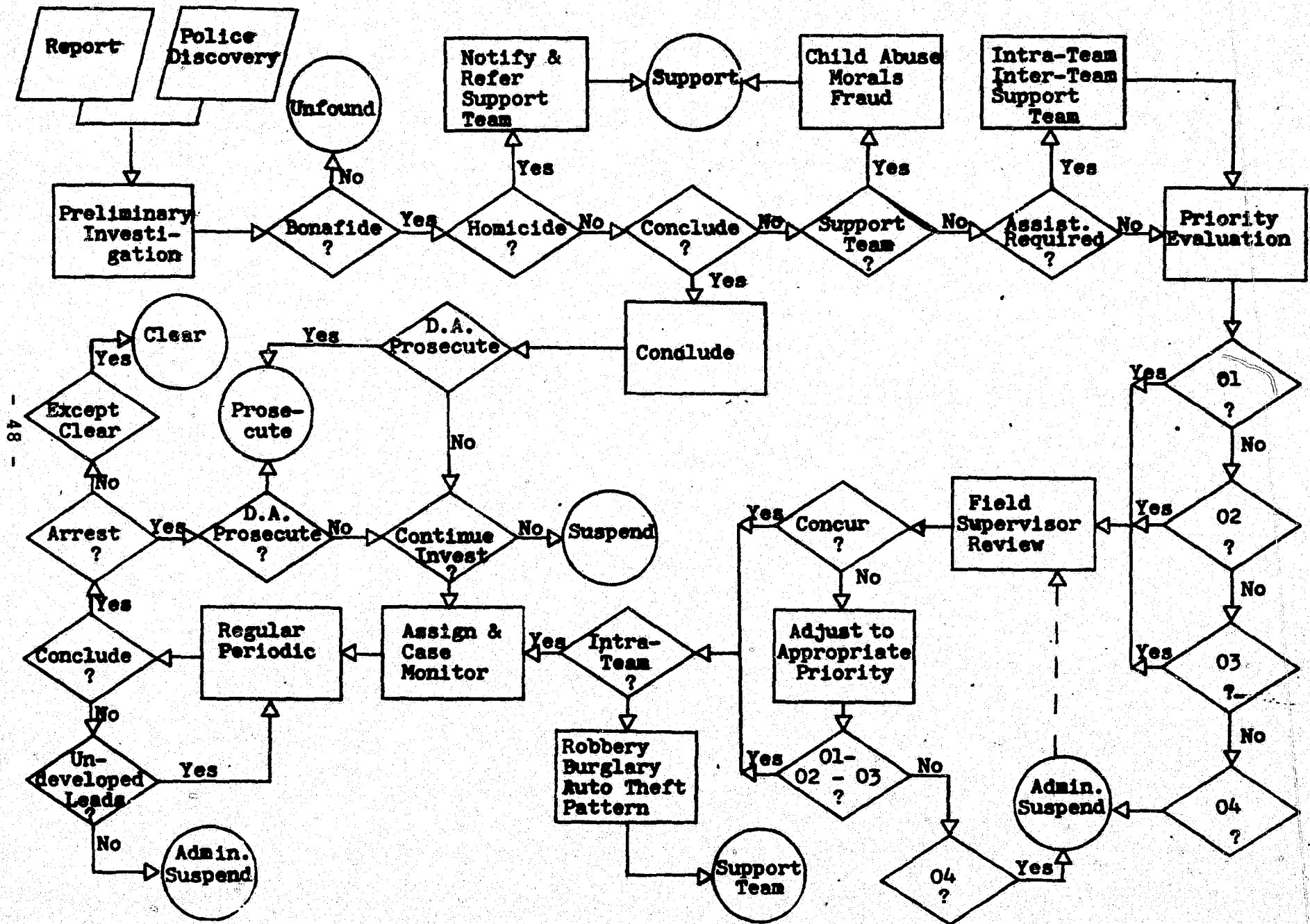


Figure 5

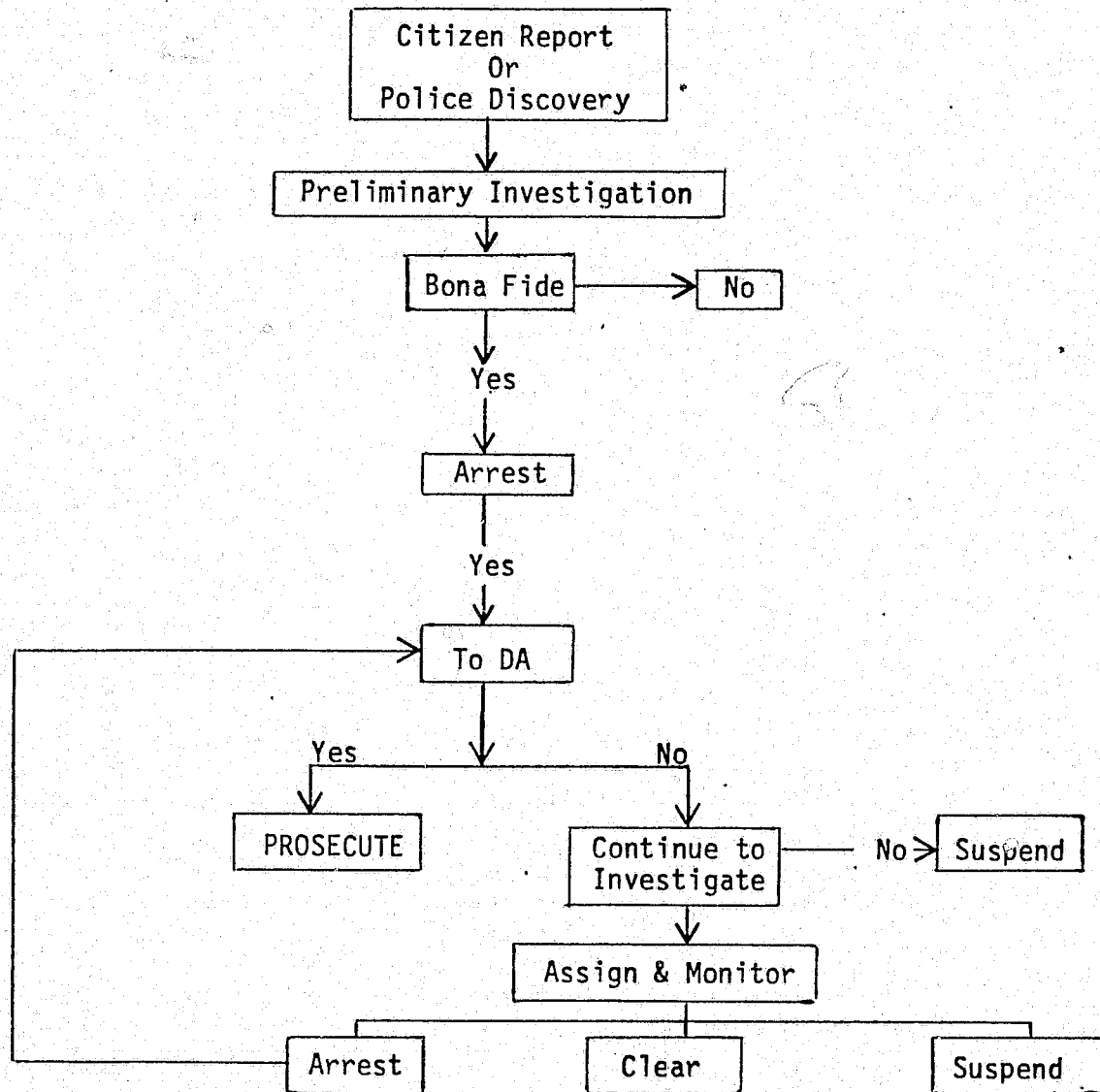


Figure 6

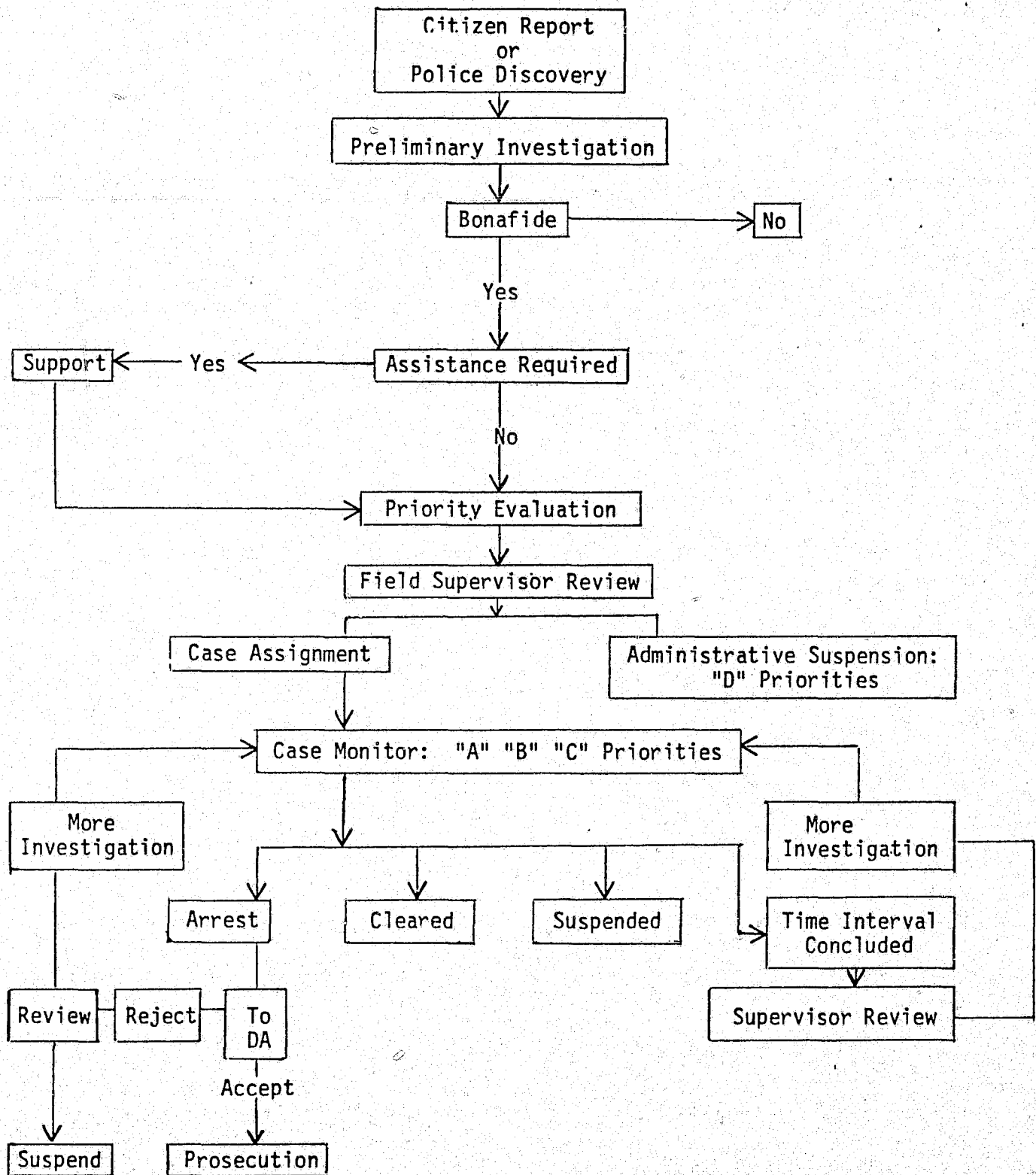
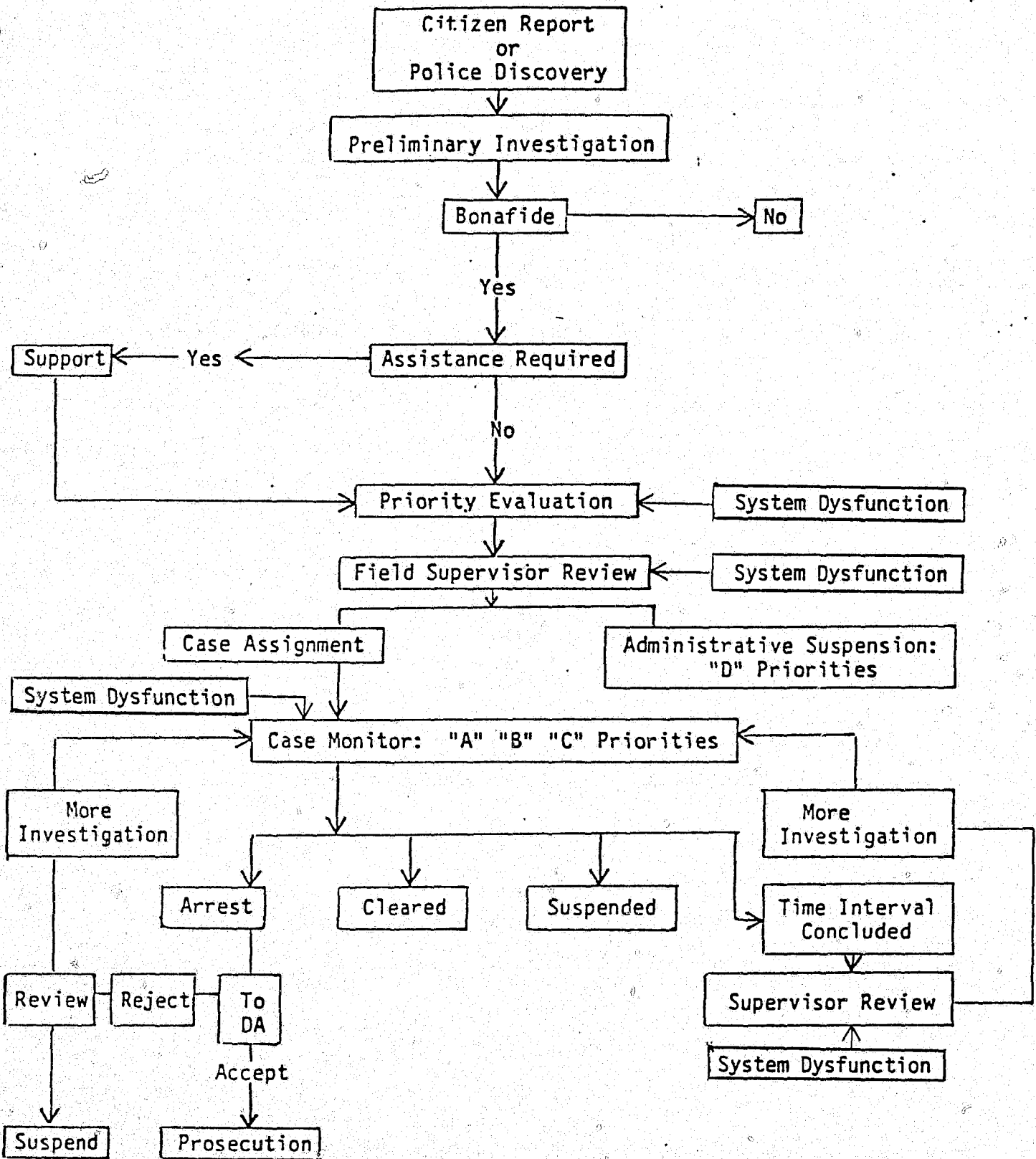


Figure 7



the following factors: 1.) the supervisors have no consistent understanding of the meaning of the priority factors on the priority reports; 2.) some supervisors do not read the crime reports and so are not able to review the priority rankings; 3.) some supervisors feel the review is their way of supporting their officers and simply use the review to affirm the patrol officer's case ranks; 4.) some supervisors see this as a meaningless activity and do not perform the review. There is a system dysfunction in the actual case monitor stage and the supervisory review at this level. This dysfunction seems to occur because of the following factors: 1.) there is no accountability for cases which are not completed in the time allotted; 2.) the officers feel that there is no management that is tracking the cases and so feel no compunction to complete case dispositions.

The case monitoring system as implemented does not meet the goals of the theoretically designed monitoring system because of these three primary areas of system dysfunction. The dysfunction is primarily a management problem, although the design of the actual priority report form also seems to contribute to the problem.

CONCLUSIONS AND RECOMMENDATIONS

The research findings would suggest the following conclusions.

1.) The quality of police arrests in Multnomah County as measured by a quantitative standard based on case prosecution rates is very high.

2.) The quality of police arrests in Multnomah County as measured by qualitative evaluations based on case development and investigation could be assessed as follows:

a.) The description of the basic elements of crime in case files is adequate, although there could be an improvement in the identification of the element of intent.

b.) The description of items of evidence in case files is adequate, however, the logical connection between the evidence and the elements of crime is sometimes missing; the logical connection between the evidence and the alleged suspect is sometimes missing; and the location of key elements of evidence at the end of the investigation is sometimes unclear.

c.) The items of information in case files presented for prosecution include most of the basic information to support probable cause for an arrest.

d.) The items of information in the case files presented for prosecution are often lacking in

information that could be of value to final prosecution. Some particular items which could be available but lack written documentation include: whether or not constitutional rights have been read to the suspect; whether or not the victim, witness or suspect have been interviewed; and if the suspect has been interviewed, whether or not the interview addressed the issue of his/her state of mind at the time of the incident.

3.) The Case Monitoring System as currently implemented does not increase the quality of police investigation or police arrests.

4.) The Case Monitoring System as currently implemented has virtually no use for evaluating or tracking police investigations.

5.) The Case Monitoring System as currently implemented is not meeting the goals originally defined for the system.

The following are recommendations for improvement of the case investigation system and the quality of arrest in Multnomah County.

1.) Officers should be reminded of the importance of intent in establishing the elements of Burglary.

2.) The importance of connecting items of evidence with the crime charged and the suspect charged should be emphasized.

3.) All reports that involve making an arrest or

questioning a suspect should include a written statement confirming that the person was advised of his constitutional rights.

4.) Any information gathered in a personal interview with a victim, witness or suspect that would relate to the definition or description of the crime, the possible motivations for the crime, and the possible excuse for the crime, should be stated as explicitly as possible.

5.) Any information that serves to connect possible items of evidence to the criminal incident or the suspect charged should be stated as explicitly as possible.

6.) The location of any evidence or any witnesses or possible suspects should be stated explicitly where possible so that if further investigation is needed, it can be done expeditiously.

7.) If there is no modification in the implementation of the Case Monitoring System, it is recommended that the system be abandoned.

8.) If the Case Monitoring System is to be retained, it is recommended it be redesigned. The following recommendations are presented for that redesign:

a.) All cases be classed either as suspended or pending based on officer judgment. This classification would be reviewed and revised if necessary by a supervising officer.

b.) All pending cases be assigned a due date for

completion by the officer in charge of the case. That due date should be no later than 30 days from the initial report.

c.) All pending cases be reviewed by a supervising officer on a weekly basis to determine that each case is completed by the time due.

d.) Any case that is not completed by the time due would require a written explanation for why the investigation is not finished.

e.) Each officer be held strictly accountable for the cases assigned.

f.) Each supervisor be held strictly accountable for all cases assigned through his supervision.

9. A final recommendation would be to review the procedures for keeping police report records. Since a number of the records files are incomplete it would suggest that there may be a problem in tracking data and data organization. If there is conversion to a completely computerized records system, this concern may or may not be valid in the future.

Appendix A

Police Arrest Interviews

The Case Monitoring System has two parts - The priority system and the actual monitoring system. I would like your opinions on how both parts work. Let me ask you first about the priority system.

1. The factor termed gravity of offense seems pretty straight forward. However, I have a couple questions.

a.) If there are two types of offenses involved during burglary do you fill out a separate priority report for each?

b.) Do the factors for victimless crimes and status offenses really operate in the priority rankings?

c.) Do you feel that the points accurately reflect gravity?

2. Probability of Solution.

a.) What factors in a crime incident do you think relate most strongly to probability of solution?

b.) Can you give me examples of what is meant by physical evidence?

c.) What is meant by undeveloped leads?

d.) Do you think that the number of witnesses or suspects affect the probability of solution?

e.) Do you think that the points on the priority report accurately reflect probability of solution?

3. Urgency for Action.

Would you explain your understanding of each item:

a.) Danger to others

b.) Need for rapid investigation

c.) Victim concern

d.) Pattern or frequency

e.) Which factor is most important for setting case priorities?

f.) Which factors are most critical to probability of solution?

g.) Do you think the urgency for action points accurately reflect probability of solution?

4. Would you explain items used in Supervisory judgement?

a.) Departmental policy

b.) *Totality of circumstances*

c.) *Personal background and experience*

d.) *Investigator case load*

e.) *What factors do you think are most important in supervisory judgement to set the point priorities?*

f.) *Do you think the point system reflects probability of solution?*

5. *Do you feel the priority system is useful?*

6. *Why is it that some police reports don't have priority reports?*

7. *Do you consider the priority system to be cost effective?*

8. *Do most cases get processed and investigated within time frame set by priority systems? (A - 1-5 days, B - w/n 15, C - w/n 30)*

9. *How long does it normally take for investigations prioritized:*

"A"

"B"

"C"

10. Does the monitoring system speed up the investigative process?
11. How is case assignment done?
12. Do you keep monthly case history summaries?
13. How many cases (do you) does the average officer handle at any one time?
14. Supervisors:
 - a.) When you review investigative progress, how often do you check a case?
 - b.) Is the monthly case activity summary regularly checked?
15. Do you feel the monitoring system works?
16. What are the weaknesses of the system?
17. What are the positive aspects of the system?

TABULATION OF POLICE OFFICER INTERVIEWS

1.) If there are two types of offenses involved during burglary do you fill out a separate priority report for each?

YES 0

NO 32

2.) Do the factors for victimless crimes and status offenses really operate in the priority rankings?

YES 28

NO 4

3.) Do you feel that the points on gravity of offense accurately reflect the gravity of crime?

YES 8

NO 20

NO ANSWER 3 MAYBE 1

4.) What factors in a crime incident do you think relate most strongly to probability of solution?

Witnesses	<u>11</u>
Named suspects	<u>22</u>
Physical Evidence	<u>9</u>
Undeveloped Leads	<u>2</u>
No answer	<u>1</u>

5.) Can you give me examples of what is good physical evidence?

Fingerprints	<u>27</u>
Something left by suspect	<u>9</u>
Tools	<u>8</u>
Blood	<u>2</u>
Pry marks	<u>2</u>
Footprints	<u>4</u>
Weapon	<u>1</u>
Tire prints	<u>1</u>
Car license	<u>1</u>

6.) What do you mean when you say there are undeveloped leads?

Never used it <u>1</u>	Often just a time factor <u>2</u>	Other <u>4</u>
Description of auto <u>2</u>	Suspect to be contacted <u>7</u>	
Check a license number <u>7</u>	Description to be followed-up <u>2</u>	
Don't know <u>2</u>	Possible witnesses to be contacted <u>21</u>	

7.) Do you think that the number of witnesses or suspects affect the probability of solution?

YES 19

NO 10

NO ANSWER 2

CAN'T DECIDE 1

8.) Do you think that the second category of points on the priority report accurately reflect probability of solution?

YES 7

NO 20

NO ANSWER 5

9.) Would you describe some crimes for which you would check the "danger to others" box on the priority report?

Molest or rape 13
Threats of Force or Weapons 11
Mental Cases 7
Certain Assaults 7
Repeat Crimes 3
Kidnap 2
Danger to others 2
High Priority 1
Not Used 7

10.) What kinds of cases would cause you to check "need for rapid investigation"?

Evidence which may disappear 11
You wouldn't mark this 2
Same as danger to others 4
All cases 6
Suspect may leave the area 2
Other 5
Don't Know 3

11.) What does "victim concern" mean to you?

Victim is always concerned 19
Some victims don't care 2
Repeat Crimes 4
Doesn't mean anything 2
Other 6

12.) Would you explain what is meant by "pattern or frequency"?

Series of same type of evidence 2
Series of same type of crime/case 18
Series of similar MO's or suspects 5
Other 2
No Answer 5

13.) Which factor is most important for setting case priorities?

Danger to others 13
Pattern or Frequency 15
Rapid Investigation 2
Victim concern 1
None 3

14.) Which urgency for action factors are most critical to probability of solution?

Pattern or Frequency 18
Danger to others 3
Rapid Investigation 2
Don't know 4
None 6

15.) Do you think the urgency for action points accurately reflect probability of solution?

No 26
Yes 4
Don't know 1
Reflects Urgency for Action 1

16. Do you feel the priority system is useful?

YES 4 NO 24 Could be IF: 4

17. Why is it that some police reports don't have priority reports?

Don't know 15
Some aren't written 7
Many are lost before records 6
No forms on file to be used 3
Don't care 1

18. Do you consider the priority system to be cost effective?

QUALIFIED YES 1 NO 27
COULD BE 3 DON'T KNOW 1

19. Do most cases get processed and investigated within time frame set by priority systems? (A - 1-5 days, B - w/n 15, C - w/n 30)

QUALIFIED YES 13 NO 7
SOME 8 DON'T KNOW 4

20. How long does it normally take for investigations prioritized:

"A"	<u>1-2 days</u> <u>5</u>	<u>1-5 days</u> <u>2</u>	<u>Fast as Possible</u> <u>4</u>		
	<u>NEVER LONGER THAN 30 DAYS</u> <u>2</u>	<u>OTHER</u> <u>9</u>		<u>NO ANSWER</u> <u>10</u>	
"B"	<u>5-10 days</u> <u>5</u>	<u>FAST AS POSSIBLE</u> <u>4</u>		<u>NO ANSWER</u> <u>10</u>	
	<u>NEVER LONGER THAN 30 DAYS</u> <u>2</u>	<u>OTHER</u> <u>9</u>			
"C"	<u>NO ANSWER</u> <u>11</u>	<u>AS FAST AS CAN</u> <u>3</u>			
	<u>UP TO 30</u> <u>7</u>	<u>OTHER</u> <u>9</u>			

21. Does the monitoring system speed up the investigative process?

NO 28

ON "C" CASES 1

DON'T KNOW 3

22. How is case assignment done?

POLICE OFFICER TAKING REPORT TAKES CASE 26

INVESTIGATOR OR DETECTIVE (if at end of shift or special category or graveyard) 6

~~23. Do you keep monthly case history summaries?~~

NO 32

24. How many cases (do you) does the average officer handle at any one time?

0-4
7

5
5

5-10
8

OTHER
3

1-30
4

DON'T KNOW
3

NO ANSWER
2

Supervisors:

25.) When you review investigative progress, how often do you check a case?

2-3 TIMES "A-C" case 1
EVERY 30 DAYS 1

REVIEW SUSPENSE DATES DAILY 2
EVERY WEEK 1

26.) Is the monthly case activity summary regularly checked?

NO 4 (isn't prepared)

DON'T KNOW 1

27. Do you feel the monitoring system works?

YES 3

NO 28

NO ANSWER 1

28. What are the weaknesses of the system?

OTHER 2

CUMBERSOME 2

NO ANSWER 3

NO ACCOUNTABILITY 11

DOESN'T MEAN ANYTHING 2

INCONSISTENT & TOO MUCH PAPERWORK 4

OFFICER USES SYSTEM FOR OWN PURPOSES 6

PRIORITY NOT RELATE TO FOLLOW-UP 2

29. What are the positive aspects of the system?

NONE 17

PR 1

IN ABSTRACT 4

STATISTICAL VALUE 2

AVOID INDIVIDUAL INVESTIGATION 2

TRACKING SYSTEM 7

NO ANSWER 1

Appendix B

REPORT ANALYSIS FORM

SUBJECT N=70	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Burglary I	62								
Burglary II	16								
Other	4								
Elements of Crime									
Entering Unlawfully	60	6			58	4		2	1
A Building	65	1			62	4			1
Intent	46	20			35	7		5	1
Dwelling	42	24			42				
Armed/Tool	18	48			16	1			1
Armed/Weapon		66							
Physical Injury	1	65			1	1			
Dangerous Weapon		66							
Correct Crime	60	10							
Witnesses	22	48			19	2		1	
Named Suspect	36	34			33	4		3	1

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Multiple Suspects	34	36			15	9		10	
Named Suspect same as arrested	32	38			6	3		30	
All Arrested	46	21			1	8		37	1
Vehicle Involved	5	65			3	1			3
Arrest at Scene	15	55			11	2		6	
Interview/Victim	45	25	41	4	41	4			
Interview/Suspect	42	28	11	31	11	19		12	2
Interview/Witness	18	52	13	5	11	4		1	3
Verbatim of Offense	7	63	2		3	4			
Verbatim of Force	2	68	1			2			
Details of Property	47	23			34	12		8	8
Type of Vehicle	4	66				3			2
Type of Tool/Weapon	10	60			8	2		2	1
Location of Weapon	2	68						1	1
Suspect: Influence of Alcohol/drugs	8	62		1	4		2	1	1

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Details of Defense	10	60		1	3	5		1	1
Economic Status		70							
Constitutional Rights	41	29		2	12	15		15	
Multi/Suspect Relation	11	59		1	5	5		2	
Prior Offenses	13	57			6	6		3	
Motives	10	60		1	3	6			
Psychiatric	70								
Parole/status	5	65			3	3			1
Alcohol/Drug History		70							
Employment	31	39				2		31	
Victim/Witness: Suspect/Victim Relation	16	54			9	5		2	
Credibility W	1	69				1			
Contribution W	1	69			1				
Mug Shots	2	68			1	1			

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Procedures/ Results		70							
Line-Up		70							
Procedures/ Results		70							
Fingerprints/ Scene	7	63			1	1	5		
Usable Prints	5	65					5		
Photos/Scene	13	57			2	2	9		
Location/Photos Prints	10	60			1	1	8		1
Victim verify Crime Report		70							
Victim's/Improp. Motives	1	69				1			
Arrest: Vehicle Search & Seizure	1	69				1			
Building Search & Seizure	3	67			2	1		1	
Legal Search & Seizure	3	67			2	1		1	
How learned Evidence loca.	24	46			10	12	2	4	

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
How Learned Suspect loca.	30	40			18	15		7	
How Arrest of Suspect made	30	40			12	11		10	

REPORT ANALYSIS FORM

SUBJECT	(Percentage Scores)								
	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Burglary I	89								
Burglary II	23								
Other	6								
Elements of Crime									
Entering Unlawfully	86	9			97	7		3	2
A Building	93	1			95	6			2
Intent	66	29			76	15		11	2
Dwelling	60	34			100				
Armed/Tool	26	69			89	6			6
Armed/Weapon		94							
Physical Injury	1	93			100	100			
Dangerous Weapon		94							
Correct Crime	86	14							
Witnesses	31	69			86	9		5	
Named Suspect	51	49			92	11		8	3

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Multiple Suspects	49	51			44	26		29	
Named Suspect same as arrested	46	54			19	9		94	
ATT Arrested	66	30			2	17		80	
Vehicle Involved	7	93			60	20			60
Arrest at Scene	21	79			73			40	
Interview/Victim	64	36	91	9	91	9			
Interview/Suspect	60	40	26	74	26	45		29	5
Interview/Witness	26	74	72	28	61	22		6	17
Verbatim of Offense	10	90	29		43	57			
Verbatim of Force	3	97	50			100			
Details of Property	67	33			72	26		17	17
Type of Vehicle	6	94				75			50
Type of Tool/Weapon	14	86			80	20		20	10
Location of Weapon	3	97						50	50
Suspect: Influence of Alcohol/drugs	11	89		13	50		25	13	13

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Details of Defense	14	86		10	30	50		10	10
Economic Status		100							
Constitutional Rights	59	41		5	29	37		37	
Multi/Suspect Relation	16	84		9	45	45		18	
Prior Offenses	19	81			46	46			
Motives	14	86		10	30	60			
Psychiatric	100								
Parole/status	7	93			60	60			20
Alcohol/Drug History		100							
Employment	44	56				6		100	
Victim/Witness: Suspect/Victim Relation	23	77			56	31		13	
Credibility W	1	99				100			
Contribution W	1	99			100				
Mug Shots	3	97			50	50			

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Procedures/ Results		100							
Line-Up		100							
Procedures/ Results		100							
Fingerprints/ Scene	10	90			14	14	71		
Usable Prints	7	93				100			
Photos/Scene	19	81			15	15	69		
Location/Photos Prints	14	86			10	10	80		10
Victim verify Crime Report		100							
Victim's/Improp. Motives	1	99				100			
Arrest: Vehicle Search & Seizure	1	99				100			
Building Search & Seizure	4	96			67	33		33	
Legal Search & Seizure	4	96			67	33		33	
How learned Evidence loca.	34	66			42	50	8	17	

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
How Learned Suspect loca.	43	57			60	50		23	
How Arrest of Suspect made	43	57			40	37		33	

REPORT ANALYSIS FORM

1977 High Priority Cases									
SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Burglary I	6	3							
Burglary II	3	6							
Other	1	8							
Elements of Crime									
Entering Unlawfully	8	1			8				
A Building	9				9				
Intent	9				9				
Dwelling	6	3			6				
Armed/Tool		9							
Armed/Weapon		9							
Physical Injury		9							
Dangerous Weapon		9							
Correct Crime	9								
Witnesses	7	2			6	1			
Named Suspect	8	1			8				

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Multiple Suspects	5	4			3	2		1	
Named Suspect same as arrested	7	2			2	1		4	1
All Arrested	8	1				3		4	1
Vehicle Involved	1	8				1			
Arrest at Scene		9							
Interview/Victim	7	2	6	1	7	1			
Interview/Suspect	6	3	1	3	3	4			
Interview/Witness	6	3	3	2	4	2			
Verbatim of Offense	3	6	1	1	1	3			
Verbatim of Force	1	8			1	1			
Details of Property	7	2			6	1			1
Type of Vehicle	1	8			1				
Type of Tool/Weapon		9							
Location of Weapon		9							
Suspect: Influence of Alcohol/drugs		9							

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Details of Defense	2	7		1		2			
Economic Status		9							
Constitutional Rights	6	3			2	4		1	
Multi/Suspect Relation	1	8				1			
Prior Offenses	1	8				1			
Motives	3	6			1	2			
Psychiatric		9							
Parole/status		9							
Alcohol/Drug History		9							
Employment	4	5				1		3	
Victim/Witness: Suspect/Victim Relation	3	6			3	2			
Credibility W		9							
Contribution W		9							
Mug Shots		9							

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
Procedures/ Results		9							
Line-Up		9							
Procedures/ Results		9							
Fingerprints/ Scene	2	7			2		1		
Usable Prints	2	7			1		1		
Photos/Scene	3	6				2	1		
Location/Photos Prints	3	6				2	1		
Victim verify Crime Report		9							
Victim's/Improp. Motives		9							
Arrest: Vehicle Search & Seizure		9							
Building Search & Seizure		9							
Legal Search & Seizure		9							
How learned Evidence loca.	5	4			2	3			

SUBJECT	YES	NO	I/AI	I/FU	C.Report	Sp.RP	SI.RP	A.RP	Other
How Learned Suspect loca.	7	2			4	4			
How Arrest of Suspect made	3	5				2		1	

END