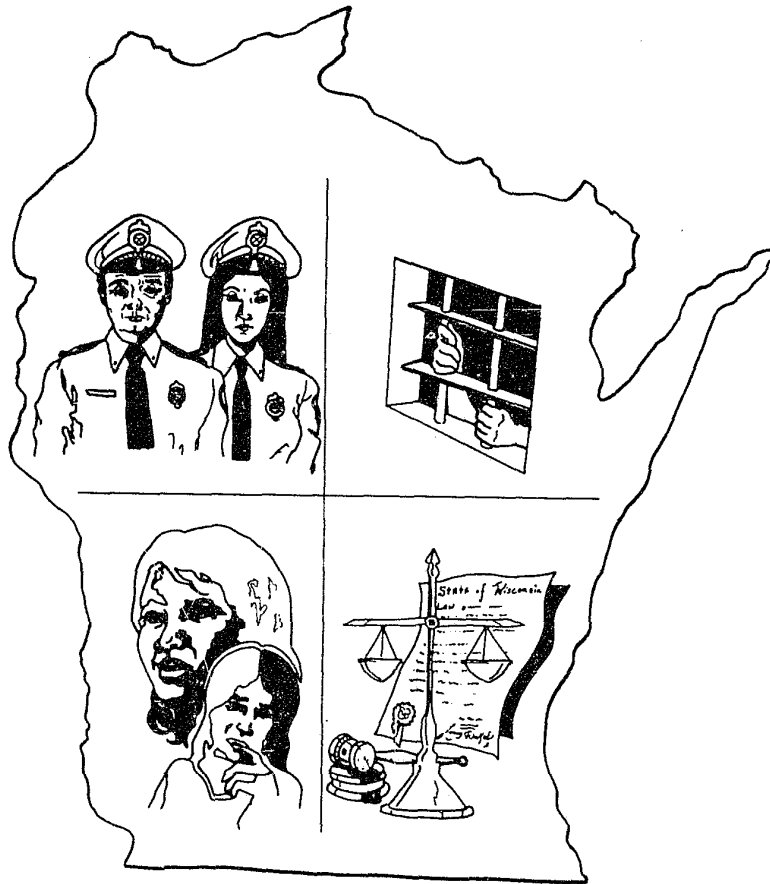
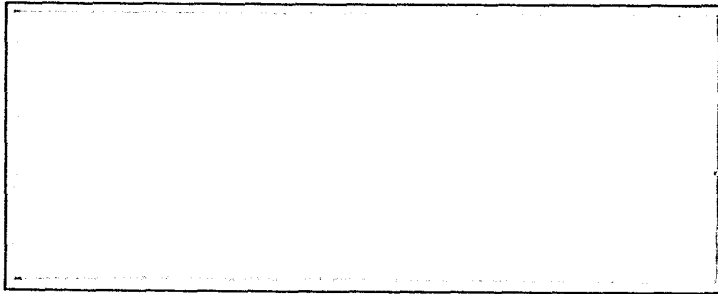




State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE



54913

PROGRAM EVALUATION REPORT

Refunding Report:

Burnett County Sheriff's Department
Criminal Investigator Project

WCCJ Subgrant #78-13C-NW-02-7

by

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NCJRP

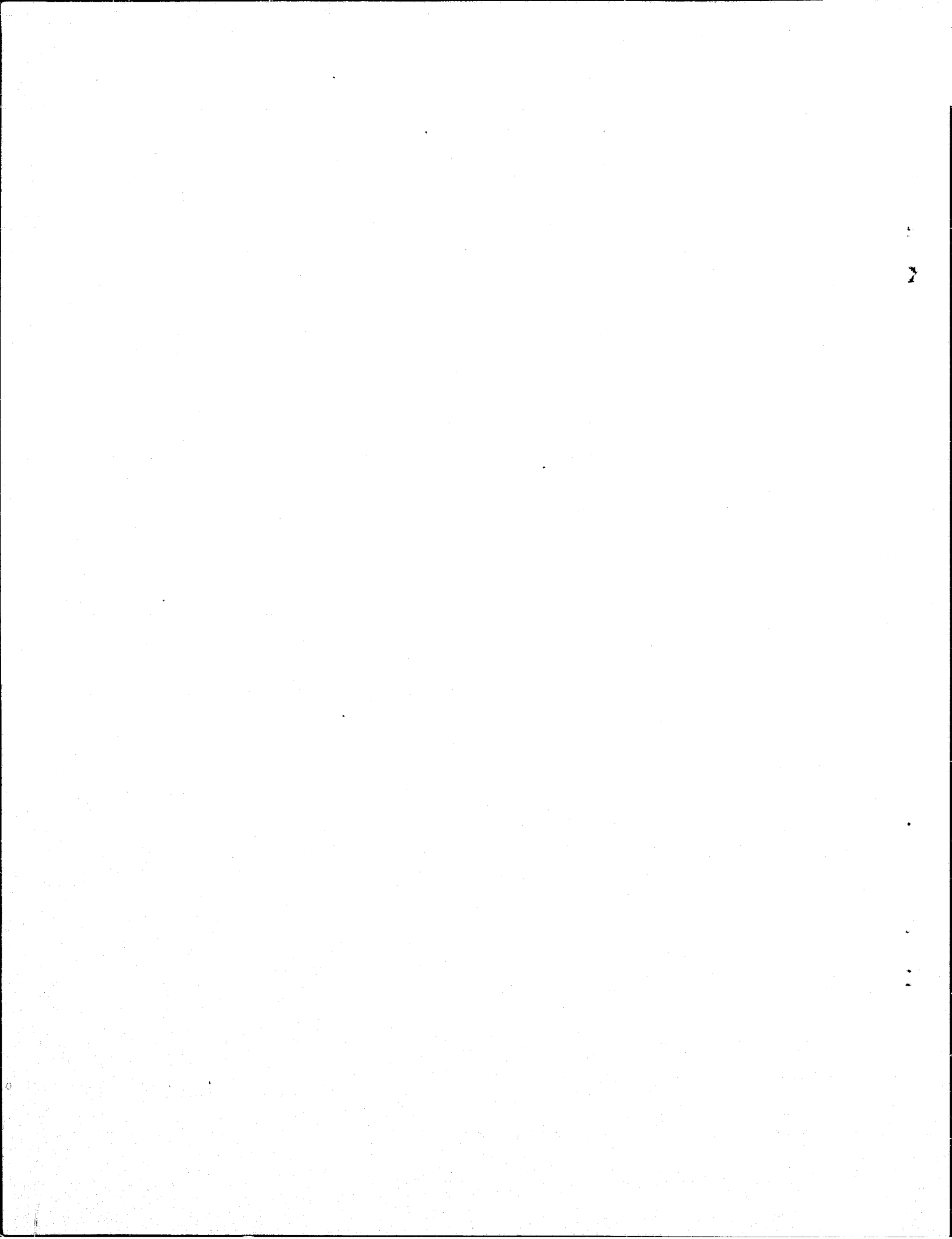
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ACQUISITIONS

Wisconsin Council on Criminal Justice
Program Evaluation Section
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Introduction

The Burnett County Sheriff's Department received a Wisconsin Council on Criminal Justice (WCCJ) grant to develop and implement a county-wide criminal investigator project. Funds of \$30,140 were approved by the Executive Committee on February 8, 1978. First-year funding is scheduled to continue through March 31, 1979. The principle of a special county-wide criminal investigator is consistent not only with the 1978 WCCJ Draft Action Plan: 2C Consolidated Services but also with two goals of the WCCJ Criminal Justice Standards and Goals Report (1976):

1. Goal Number 5: Organization and Support

Subgoal 5.3: Consolidation of Specific Services

Police agencies should evaluate the advantages of consolidating certain services with their neighbor jurisdictions for the sake of efficiency and effectiveness (page 46).

2. Goal Number 6: New Response: Standard 6.1 (d)

Local police agencies should develop special units to experiment with new ideas and concepts and to respond to particularly pressing police situations (page 49).

Burnett County has a pressing crime problem. Although it ranks 62nd out of 72 counties in population with 11,270 full-time residents, Crime Information Bureau (CIB) data for 1977 indicated the County ranked third in burglaries per 100,000 population, sixth in crime index offense per 100,000 population, and thirteenth in theft per 100,000 population. Conversely, the County in 1977 had the third lowest clearance rate in the state. Table 1 below compares Burnett County's crime rates with state averages.

Table 1:

Burnett County Crime Rates and Wisconsin Rates Per 100,000

1977

JURISDICTION	CRIME INDEX	BURGLARY	THEFT	PROPERTY CRIMES
All of Wisconsin	3,813.2	846.8	2,614.1	3,681.6
Rural Areas	2,605.1	571.4	934.2	1,775.5
Burnett County	5,457.0	2,741.8	2,466.7	5,439.2

Table 2 below compares Burnett County with the Northwest Region and the state in terms of crimes cleared by arrest.

Table 2:
Percent of Reported Offenses Cleared by Arrest

1977

JURISDICTION	PERCENT CLEARED
All of Wisconsin	20.8%
Northwest Region	19.6%
Burnett County	6.1%

The grant application noted that two reasons seemed to account for the dearth of solved crime in the County: 1) insufficient personnel, and 2) insufficient time by staff to follow up on reported cases. Several factors can account for this situation.

Burnett County is large in terms of geographic area. Over 300 lakes can be found within the County boundaries. According to the grant file, most of the serious property crimes occur around the lakes and river areas where the County houses thousands of tourists and summer-winter residents. With only ten law enforcement officers to cover the entire County, adequate patrol of these areas is not possible. Table 3 (next page) breaks down the law enforcement positions within the County for the last nine years.

Job constraints often keep present personnel from follow-up investigation of reported crimes. Besides traffic patrol, officers are expected to work crowd control, serve legal papers, monitor vehicle registration, handle domestic complaints, handle accident investigations, and make emergency blood runs.

Organization/Personnel

The Criminal Investigator is housed within the Burnett County Sheriff's Office and is directly responsible to the Sheriff. In addition, a County Law Enforcement Co-ordinating Committee, made up of seven civic and elected individuals, serves as an advisory board. One of the main functions of the Committee is to guarantee the even distribution of the Criminal Investigator's efforts throughout the County. No more than sixty percent of the Investigator's time and work load can be devoted to any one jurisdiction. The Committee meets on a monthly basis to discuss

Table 3:

Law Enforcement Officers - Burnett County

VILLAGE/COUNTY	1970	1971	1972	1973	1974	1975	1976	1977	1978
Burnett County	5	5	6	7	6	9	7	7	8*
Village/Grantsburg	1	1	1	1	1	1	1	1	1
Village/Siren	0	½**	½**	½**	½**	1	1	1	0
Village/Webster	0	½**	½**	½**	½**	1	1	1	1
*Includes the Criminal Investigator position.									
**These two villages shared a law enforcement officer during the years noted above.									
TOTAL LAW ENFORCEMENT OFFICERS, ALL DEPARTMENTS	6	7	8	9	8	12	10	10	10

trends and problems within the County. According to the present project director and the Investigator, a good working relationship exists amongst all parties.

The present Criminal Investigator, Terry Lundgren, was selected by the Law Enforcement Coordinating Committee of Burnett County from seven applicants. Investigator Lundgren holds a Bachelor of Science Degree from the University of Minnesota with a double major in Law Enforcement Science and Fisheries and Wildlife Management. He also has earned 22 graduate credits from the Law Enforcement Training Division of Texas A & M University.

One serious implementation problem existed at the start of this project. The role of the Criminal Investigator was not adequately explained to staff, especially in the area of administrative authority. The former sheriff did not fully explain the role of the Investigator to the satisfaction of some of the deputies. As a result a less than conducive working environment existed. This environment resulted in an initial lack of cooperation and trust amongst some of the deputies and the Investigator. However, newly-elected Sheriff Robert Kellberg (former Under-Sheriff) indicated that the working rapport between the Investigator and the deputies has improved to the point where the mistrust and suspicion no longer present serious obstacles to the project.

Goals and Objectives

Goal 1: To increase the crime index clearance rate to a twenty percent level during the first year of the project.

Objective a: To hire a specialist who will concentrate on and follow up on criminal complaints and will dispose of them in good order.

Objective b: To establish an appropriate record-keeping system by the Investigator.

When the grant was originally written, it was felt that the goal of increasing the clearance rate to a twenty percent level would apply to all police agencies within the County. However, it soon became evident that this goal was not realistic. The goal as now interpreted applies only to those cases handled by the Criminal Investigator. At the time of this report the Investigator had cleared over sixty percent of all the cases he handled, well above the projected level. Table 4 below breaks down the clearance rate per month by the Investigator.

Table 4:

Clearance Rate for Complaints Handled by the Criminal Investigator
April - November 1978

MONTH	COMPLAINTS	#CLEARED/%	CASES INVOLVING OTHER OFFICERS
April	8	1 12.5%	0
May	2	1 50%	1
June	8	4 50%	3
July	34	27 79%	4
August	14	10 71%	2
September	6	3 50%	2
October	5	4 80%	1
November	13	7 56%	6
TOTALS	90	57 63%	19

Both objectives a and b have been met. As noted earlier, the Criminal Investigator was hired by the Law Enforcement Coordinating Committee. A new complaint and record-keeping system has been implemented. In addition, reports on each complaint are now being completed within a few days after the incident was initially handled. Daily briefings have also been initiated to facilitate the flow of information within the department.

Goal 2: To provide criminal investigation training to Law Enforcement personnel within Burnett County.

Objective a: A minimum of eight training sessions shall be coordinated by the Criminal Investigator and will include the following subject material: securing the crime scene, maintaining the crime scene, photograph, fingerprinting, report writing, evidence collection, and maintaining the evidence.

To date neither the goal nor the objective has been met. However, the groundwork has been prepared to conduct training sessions in the following areas:

1. Death Investigation (eight hours)
2. Crime Scene Protection (four hours)
3. Handgun Combat (eight hours)
4. Burglary Investigation (eight hours)

The primary reason for the delay has been the need for the Criminal Investigator to acquire the necessary teaching skills and expertise in these areas before he can pass that knowledge on to the other law enforcement personnel. The training sessions are scheduled for early 1979.

Goal 3: To increase the overall arrest rate by ten percent.

Objective a: To promote consistency and professionalism in arrest and report writing procedures.

Objective b: To develop written guidelines for consistency in working procedures, communications, duties of arresting officers, and all other related departmental relationships.

The data for the eight-month period of this project show that 98 arrests have been made by the department. In all of 1977, 159 arrests were made. If the eight-month arrest figure is expanded to a twelve-month period, it would total 147 arrests. This would

represent a 7.5% decrease in total arrests for 1977 vis-a-vis 1978. However, in the absence of the figures for the entire year, no definitive statement can be made about progress toward this goal.

Regarding objectives a and b, the guidelines are in the process of being written. Heavy emphasis is being placed on more precise and factual information in the reports submitted. In addition, the policies and procedures will stress what an officer should do when coming upon a crime scene and at what point the case should be turned over to a detective. The guidelines are scheduled to be completed in early 1979.

Conclusion

After overcoming initial suspicion and mistrust by some of his fellow officers, the Criminal Investigator has made progress toward addressing Burnett County's serious crime problem. Over sixty percent of the cases he has handled have been cleared. Training sessions are being prepared for all law enforcement personnel. Completion of the policies and procedures manual governing departmental investigation procedures is expected in early 1979. Of equal note, both the Criminal Investigator and Sheriff Robert Kellberg have indicated a good working relationship and good rapport with the Law Enforcement Coordinating Committee and Burnett County deputies.