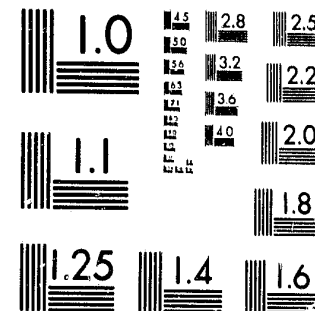


National Criminal Justice Reference Service

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Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

Date Filmed

OCTOBER 13, 1980

I.C.A.P.



FINAL REPORT

77-DF-04-0018

63046

I N D E X

QUARTERLY REPORT - APRIL THROUGH JUNE, 1979

I.C.A.P. FINAL REPORT - NARRATIVE

I.C.A.P. PROGRAM ELEMENTS

- I. Patrol-level and Mid-management Information System/Crime Analysis Unit

Organization and Operational Procedures

Development of the Crime Analysis Unit

- II. Problem-oriented Directed Patrol

Patrol

Mid-management

- III. Managing Criminal Investigations

- IV. Resource Allocation

Operations Analysis

Scheduling

Patrol Plan

- V. Impact and Evaluation

NCJRS

NOV 14 1979

ACQUISITIONS

Enclosure 1

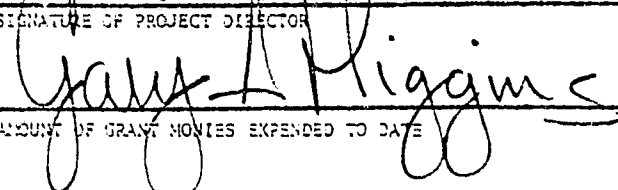
Enclosure 2

Enclosure 3

Enclosure 4

Enclosure 5

Enclosure 6

 U.S. DEPARTMENT OF JUSTICE ENFORCEMENT ASSISTANCE ADMINISTRATION		DISCRETIONARY GRANT PROGRESS REPORT	
GRANTEE Bureau of Criminal Justice Assistance, State of Florida	LEAA GRANT NO. 77-DF-04-0018	DATE OF REPORT 10-19-79	REPORT NO. 7
IMPLEMENTING SUBGRANTEE Office of the Sheriff Jacksonville, Florida	TYPE OF REPORT REGULAR ☐ SPECIAL REQUEST ☐ FINAL REPORT ☒		
SHORT TITLE OF PROJECT Project C.A.P.S. Crime Analysis for Patrol Strategies	GRANT AMOUNT \$300,000.00		
REPORT IS SUBMITTED FOR THE PERIOD April 1, 1979		THROUGH June 30, 1979	
SIGNATURE OF PROJECT DIRECTOR 	TYPED NAME & TITLE OF PROJECT DIRECTOR Gary S. Higgins, Commander Planning and Research Unit		
AMOUNT OF GRANT MONIES EXPENDED TO DATE \$258,048.53	EXPECTED GRANT END DATE June 30, 1979		
NAME, ADDRESS, TEL. # OF LOCAL EVALUATOR Terry W. Koepsell (703) 759-4147 Koepsell Associates, Post Office Box 212, Great Falls, Va. 22066			
SECTION 1: GENERAL DEPARTMENT INFORMATION 1.1 CRIME STATISTICS Provide the following data for Part I offenses for the current report quarter (as reported in the Uniform Crime Reports).			
TYPE	ACTUAL OR KNOWN OFFENSES	OFFENSES CLEARED	ARRESTS
MURDER	17	20	19
FORCIBLE RAPE	57	84	65
ROBBERY	344	175	157
AGGRAVATED ASSAULT	1,445	1,171	752
BURGLARY	2,649	907	723
PROPERTY-THEFT	5,112	1,610	1,513
MOTOR VEHICLE THEFT	409	140	117
TOTAL PART I CRIMES	10,033	4,107	3,346

1.2 PERSONNEL ACTIVITY

(for Patrol Personnel)

Number of Sick Days (Patrol only)	<u>398</u>
Number of Injury Days (Patrol Only)	<u>375</u>
Number of Requests for Transfer from Patrol to Other Units	<u>27</u>
Number of Requests for Transfer from Other Units to Patrol	<u>1</u>

1.3 MANPOWER ALLOCATION

Please indicate the numbers of sworn personnel assigned to major department divisions and total sworn personnel. (Has this changed since the last report period? Yes ☒ No ☐ If there has been no change proceed to question 1.4).

Patrol	<u>625</u>
Investigations	<u>110</u>
Civil Process	<u>49</u>
Crime Prevention	<u>8</u>
Special Operating or Tactical Units	<u>46</u>
XXXXXX Police Recruits	<u>26</u>
Other Police Services	<u>19</u>
Public Services/Community Relations	<u>26</u>
Administration, Training, Personnel, Planning	<u>37</u>
Total Sworn Personnel	<u>946</u>

1.4 ORGANIZATIONAL CHANGES

Please describe changes in key personnel or organization (chief, program director, manager, crime analyst or overall organizational structure). Further, describe significant changes in city administration. Indicate the time frames involved, the impact of the changes on department operations and ICAP implementation.

On February 9, 1979, Captain B. H. Quesinberry, Commanding Officer of the Planning and Research Unit, retired. On February 21, Undersheriff John Nelson announced his replacement to be Gary Higgins, the Senior Police Planner of the Unit and a key member of the I.C.A.P. Management Team. The impact of this change is both positive and significant.

On 4/1/79, two additional officers were assigned to the Crime Analysis Unit from Patrol, and one officer from the Unit was re-assigned to Patrol. The net increase of one crime analyst will be most beneficial to the Unit's operations.

Also during the reporting period, reassignments were made of captains as zone commander, head of the Inspections Unit, and Administrative Captain in the Detective Division. The variety of skills and experience of these individuals will enhance the overall operation of the Department.

And finally, the City's general elections were held in May, the results of which were a change in mayor, city council, and tax collector. Appointed positions within the Mayor's Office also changed. The Sheriff won re-election to a new four-year term, once again to be lending continuity of leadership to the Department's overall operation.

SECTION 2: MAJOR ICAP COMPONENTS

2.1 CRIME ANALYSIS -- PROCESS AND OUTPUT

2.1.1 Indicate files maintained and/or utilized by crime analysis.

"Files maintained" include those for which the crime analysis unit is responsible for input and editing of data/materials. "Files utilized" include those files used by the unit for purposes of data collection and analysis. The unit may use certain files without maintaining the file. (Has this changed during the report period?

Yes ☐ No ☒

If no, proceed to question 2.1.2. If yes, please indicate all files now maintained or utilized by crime analysis. Do Not indicate only the additions or deletions.)

FILE	MAINTAINED BY CRIME ANALYSIS	USED BY CRIME ANALYSIS
OFFENSE REPORTS	☐	☐
NON-CRIMINAL INCIDENT REPORTS	☐	☐
SUPPLEMENTAL REPORTS	☐	☐
ARREST REPORTS	☐	☐
CAREER CRIMINAL FILES	☐	☐
SUSPECT FILES	☐	☐
SUSPECT VEHICLE FILES	☐	☐
FIELD INTERROGATION FILES	☐	☐
WANTED PERSONS REPORTS	☐	☐
PHYSICAL CHARACTERISTICS FILE	☐	☐
PROPERTY FILE	☐	☐
OTHERS _____	☐	☐

2.1.2 Indicate use by the crime analysis unit of other files maintained by the Data Processing Division or other department units, e.g., a property file maintained by Investigations, on-line warrant files, etc. (Has this changed during the report period? Yes ☐ No ☒
If no, please proceed to question 2.1.3. If yes, list all files now used; do not note just the deletions or additions).

MAINTAINING UNIT/DIVISION

FILE

2.1.3 Indicate crime analysis products, the frequency of their distribution (monthly, weekly, daily, as needed) and to whom they are distributed (patrol commanders and officers, investigations, crime prevention unit, etc.). (Has this changed during the report period? Yes ☐ No ☒
If no, please proceed to question 2.2.1. If yes, please complete for all items.)

CHECK HERE, IF APPROPRIATE	PRODUCTS	FREQUENCY (E.G., DAILY, WEEKLY, ETC.)	DISTRIBUTION (PATROL, INVESTIGATIONS, CRIME PREVENTION)
	INFORMATION BULLETINS		
	CRIME ANALYSIS RECAPS		
	CRIME SUMMARIES		
	PATROL OPERATIONS BULLETINS		
	CRIME SPECIFIC MEMORANDA		
	CAREER CRIMINAL BULLETINS		
	OTHERS:		

2.2 CRIME ANALYSIS -- ACCEPTANCE AND UTILIZATION

2.2.1 Indicate the number and source of special requests for crime analysis information. (Sources, for example, include Patrol, Investigations Division, Crime Prevention Unit, Administration, Tactical Unit, etc. Also note requests from outside agencies.)

REQUESTING DIVISION/OUTSIDE AGENCY	NO. OF REQUESTS
Patrol	63
Investigations	17
Crime Prevention	38
Administration	17
Tactical Units	5
Other Police Depts. and City Agencies	20
TOTAL REQUESTS FOR THE QUARTER	160

2.2.2 Indicate the number of responses made to special requests this quarter. The number of responses includes responses to "new requests" received this quarter and any responses made in the current report period to a request which was received in a prior quarter. Total responses within the quarter are sought.

TOTAL RESPONSES FOR THE QUARTER 225

2.2.3 Have crime analysis products directly supported (i.e., provided the basis for) any tactics or strategies initiated during this quarter? Provide specific examples for each area listed below. Where data is available, quantify those responses (e.g., "X" stake-outs conducted based on tactical information provided by crime analysis).

CRIME PREVENTION ACTIVITIES: YES ☒ NO ☐

IF YES, PROVIDE AN EXAMPLE Crime Analysis Unit quantified convenience store robberies by location and time of day. In May, 1979, a crime prevention meeting on robbery was held with convenience store personnel.

A new form was developed to assist in stake-outs. A decrease in robberies of the stores represented at the meeting was noted.

TACTICAL/SPECIAL OPERATING UNIT ACTIVITIES: YES ☒ NO ☐

EXAMPLE(S) Based upon crime analysis information, convenience store stake-outs were conducted over a several-week period by beat officers, tactical units, and reserves. Results included the arrest of four persons at one store and multiple clearances of robberies to other stores.

PATROL DEPLOYMENT:

YES ☒ NO ☐

EXAMPLE(S) In addition to stake-outs, patrol units used special deployment patterns, based upon crime analysis, to eliminate a rash of rapes in one area of the City. Deployment strategies included saturation patrol, writing more field contact reports, etc.

INVESTIGATIVE SUPPORT:

YES ☒ NO ☐

EXAMPLE(S) A Crime Analysis Unit report on prostitutes, topless bars, and areas known to attract sex offenders assisted Vice and Patrol in making twelve arrests in one area and nine in another. Decoy and surveillance operations were the primary tactics used.

OTHER

YES ☒ NO ☐

EXAMPLE(S) In the area of Juvenile Crime, a crime analysis report noted an increase in burglaries to schools and truancy. Unmarked police cars and increased patrol resulted in 24 arrests and a forty percent decrease in burglaries to residences during the daytime hours.

2.3 OPERATIONS ANALYSIS

2.3.1 Total number of calls for service 188,810.

2.3.2 Number of calls for service handled through:

Patrol Unit dispatch	<u>157,692</u>
Telephone/Mail-in Reports	<u>5,225</u>
Walk-in reports	<u>2,236</u>
Community Service	
Officer or	
Civilian Aide	

2.3.3 Proportion of CFS by Time. Please indicate the percent of CFS the department receives by time of day. Frequently departments breakout CFS by 8 hr blocks. The grid below provides space to note the times of day for three eight hour blocks and the percent of calls received within those blocks. Other departments have a more refined breakdown of CFS by time (e.g., by the hour). Please provide the most refined data available. Attach additional sheets (or add to the grid) as required.

TIME OF DAY	% OF CFS
2300 - 0700	26
0700 - 1500	32
1500 - 2300	42

2.3.4 Does the department have a formal policy for:

PRIORITIZING CFS	YES ☒	NO ☐
STACKING CALLS	YES ☒	NO ☐

With the first submission of this report form please attach formal department policy/criteria for prioritizing and stacking calls. For all other submissions, attach only revisions.

2.3.5 Patrol Manhours

Indicate the proportion of patrol hours consumed by:

	% OF TIME
Calls for Service	49
Officer Initiated Activity	34
Personal & Administrative Activities	13
Other (SPECIFY) <u>Preventive</u>	4
<u>Patrol</u>	
Total Patrol Manhours	250,943

Indicate the basis for the percents shown and the time frame within which the data was collected (e.g., a study conducted June 1977, CAD information for the current report period, an estimate based upon a sample of dispatch and activity logs for the period October to December 1978.) A review of the reports generated by the CAD

System for the months of April, May, and June, 1979.

2.3.6 Average Time per CFS 00:33.

2.4 PATROL AND INVESTIGATIONS

2.4.1 Number of patrol personnel assigned to each shift on the last day of the reporting quarter.

	TIME OF WATCHES	NO. OF PATROL PERSONNEL
FIRST WATCH	2300 - 0700	147
SECOND WATCH	0700 - 1500	149
THIRD WATCH	1500 - 2300	148
FOURTH WATCH	1630 - 0030	49
TRAFFIC	0700 - 1800	46

2.4.2 Indicate the number of investigations conducted during the quarter according to:

	PATROL	INVESTIGATORS
PRELIMINARY	7,761	-
FOLLOW UP	279	441

Please attach written policy governing investigative case screening criteria to the first submission of this report form. Indicate changes/new policies on subsequent submissions.

2.4.3 Charging and Disposition Data

Number of felony cases presented by the department to the prosecutor's office during this report period.

Felony Cases Presented _____

Number of felony cases filed by the prosecutor during this report period. (Only for the department cases).

Felony Cases Filed _____

Number of felony convictions obtained this report period (Only for department cases).

Felon Convictions Obtained _____

2.5 CRIME PREVENTION ACTIVITIES

2.5.1 Number of residential and commercial surveys conducted this report quarter.

Residential	83
Commercial	56
TOTAL	139

2.5.2 Indicate the number/proportion of surveys conducted by:

	NUMBER	PERCENTAGE
Patrol	<u> </u>	<u> </u>
Crime Prevention Unit	<u> 28 </u>	<u> 20 </u>
Others (Specify)	<u> 111 </u>	<u> 80 </u>

2.6 DIRECTED PATROL

The following questions apply to those departments with a directed patrol program. If not appropriate to your department, please indicate in the space provided and proceed to question 2.7

NOT APPLICABLE ☐

2.6.1 Describe, by checking one or more of the following, and quantify the department's directed patrol activities during the quarter.

- ☒ Community Education and Organization 6 officers
- ☒ Tactical Deployment 55 officers
- ☒ Saturation Patrol 97 officers
- ☐ Investigative Follow-Up
- ☐ Other. Please indicate

2.6.2 Total number of directed patrol plans/runs prepared 28 .

2.6.3 Number assigned/dispatched 28 .

2.6.4 Number completed as scheduled 24 .

2.6.5 Number canceled, delayed, or interrupted 4 .

Optional

2.6.6 Number of hours consumed during the quarter by directed patrol 1,264 .

2.6.7 Number of arrests attributed to directed patrol activities 50 .

2.7 WARRANT SERVICE

2.7.1 Felony warrants issued in the quarter 587 .

2.7.2 Felony warrants served in the quarter 321 .

2.7.3 Felony warrants outstanding as of the last day of the report quarter 273 .

2.8 ICAP TRAVEL

2.8.1 Describe travel undertaken with ICAP funds -- to other departments conferences, or training sessions -- during the quarter. (Exclude attendance at ICAP cluster meeting). Indicate the individuals who made the trip, the dates and purpose. Attach to the Quarterly Report trip reports completed by those who made the visits.

None

2.8.2 Describe visits made to your department by other ICAP departments. Indicate the visiting department individuals who made the trip, dates and general purpose (e.g., to observe crime analysis unit operations, provide technical assistance in crime analysis, etc).

a. Captain D. G. McCloud and Mr. Peter Bellmio, Virginia Beach, VA

Police Dept. visited during the period 4/17-18/79 to review the re-
source allocation model and crime analysis unit functions.

b. Officers from San Mateo, CA were scheduled to visit the Depart-
ment to observe warrant service activities, but due to the gasoline
shortage, postponed their visit until a later date.

c. Lt. Lund, Sgts. Stuart and Dougherty, and Ms. Marquez from
Stockton, CA, arrived on 6/27/79 to observe MCI procedures and visit
the crime analysis unit.

2.1.2 Indicate use by the crime analysis unit of other files maintained by the Data Processing Division or other department units, e.g., a property file maintained by Investigations, on-line warrant files, etc. (Has this changed during the report period? Yes ☐ No ☒
If no, please proceed to question 2.1.3. If yes, list all files now used; do not note just the deletions or additions).

MAINTAINING UNIT/DIVISION

FILE

2.1.3 Indicate crime analysis products, the frequency of their distribution (monthly, weekly, daily, as needed) and to whom they are distributed (patrol commanders and officers, investigations, crime prevention unit, etc.). (Has this changed during the report period? Yes ☐ No ☒
If no, please proceed to question 2.2.1. If yes, please complete for all items.)

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	CRIME SUMMARIES		
	PATROL OPERATIONS BULLETINS		
	CRIME SPECIFIC MEMORANDA		
	CAREER CRIMINAL BULLETINS		
	OTHERS:		

2.2 CRIME ANALYSIS -- ACCEPTANCE AND UTILIZATION

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<u>REQUESTING DIVISION/OUTSIDE AGENCY</u>	<u>NO. OF REQUESTS</u>
<u>Patrol</u>	<u>63</u>
<u>Investigations</u>	<u>17</u>
<u>Crime Prevention</u>	<u>38</u>
<u>Administration</u>	<u>17</u>
<u>Tactical Units</u>	<u>5</u>
<u>Other Police Depts. and City Agencies</u>	<u>20</u>
<u>TOTAL REQUESTS FOR THE QUARTER</u>	<u>160</u>

2.2.2 Indicate the number of responses made to special requests this quarter. The number of responses includes responses to "new requests" received this quarter and any responses made in the current report period to a request which was received in a prior quarter. Total responses within the quarter are sought.

TOTAL RESPONSES FOR THE QUARTER 225

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CRIME PREVENTION ACTIVITIES: YES ☒ NO ☐

IF YES, PROVIDE AN EXAMPLE Crime Analysis Unit quantified convenience store robberies by location and time of day. In May, 1979, a crime prevention meeting on robbery was held with convenience store personnel.

A new form was developed to assist in stake-outs. A decrease in robberies of the stores represented at the meeting was noted.

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EXAMPLE(S) Based upon crime analysis information, convenience store stake-outs were conducted over a several-week period by beat officers, tactical units, and reserves. Results included the arrest of four persons at one store and multiple clearances of robberies to other stores.

PATROL DEPLOYMENT:

YES ☒

NO ☐

EXAMPLE(S) In addition to stake-outs, patrol units used special deployment patterns, based upon crime analysis, to eliminate a rash of rapes in one area of the City. Deployment strategies included saturation patrol, writing more field contact reports, etc.

INVESTIGATIVE SUPPORT:

YES ☒

NO ☐

EXAMPLE(S) A Crime Analysis Unit report on prostitutes, topless bars, and areas known to attract sex offenders assisted Vice and Patrol in making twelve arrests in one area and nine in another. Decoy and surveillance operations were the primary tactics used.

OTHER

YES ☒

NO ☐

EXAMPLE(S) In the area of Juvenile Crime, a crime analysis report noted an increase in burglaries to schools and truancy. Unmarked police cars and increased patrol resulted in 24 arrests and a forty percent decrease in burglaries to residences during the daytime hours.

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2.3.1 Total number of calls for service 188,810.

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2.3.3 Proportion of CFS by Time. Please indicate the percent of CFS the department receives by time of day. Frequently departments breakout CFS by 8 hr blocks. The grid below provides space to note the times of day for three eight hour blocks and the percent of calls received within those blocks. Other departments have a more refined breakdown of CFS by time (e.g., by the hour). Please provide the most refined data available. Attach additional sheets (or add to the grid) as required.

TIME OF DAY	% OF CFS
<u>2300 - 0700</u>	<u>26</u>
<u>0700 - 1500</u>	<u>32</u>
<u>1500 - 2300</u>	<u>42</u>

2.3.4 Does the department have a formal policy for:

PRIORITIZING CFS	YES ☒	NO ☐
STACKING CALLS	YES ☒	NO ☐

With the first submission of this report form please attach formal department policy/criteria for prioritizing and stacking calls. For all other submissions, attach only revisions.

2.3.5 Patrol Manhours

Indicate the proportion of patrol hours consumed by:

	% OF TIME
Calls for Service	<u>49</u>
Officer Initiated Activity	<u>34</u>
Personal & Administrative Activities	<u>13</u>
Other (SPECIFY) <u>Preventive</u>	<u>4</u>
<u>Patrol</u>	<u></u>
Total Patrol Manhours	<u>250,943</u>

Indicate the basis for the percents shown and the time frame within which the data was collected (e.g., a study conducted June 1977, CAD information for the current report period, an estimate based upon a sample of dispatch and activity logs for the period October to December 1978.) A review of the reports generated by the CAD
System for the months of April, May, and June, 1979.

2.3.6 Average Time per CFS 00:33 .

2.4 PATROL AND INVESTIGATIONS

2.4.1 Number of patrol personnel assigned to each shift on the last day of the reporting quarter.

	<u>TIME OF WATCHES</u>	<u>NO. OF PATROL PERSONNEL</u>
FIRST WATCH	<u>2300 - 0700</u>	<u>147</u>
SECOND WATCH	<u>0700 - 1500</u>	<u>149</u>
THIRD WATCH	<u>1500 - 2300</u>	<u>148</u>
FOURTH WATCH	<u>1630 - 0030</u>	<u>49</u>
TRAFFIC	<u>0700 - 1800</u>	<u>46</u>

2.4.2 Indicate the number of investigations conducted during the quarter according to:

	<u>PATROL</u>	<u>INVESTIGATORS</u>
PRELIMINARY	<u>7,761</u>	<u>-</u>
FOLLOW UP	<u>279</u>	<u>441</u>

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Number of felony cases presented by the department to the prosecutor's office during this report period.

Felony Cases Presented _____

Number of felony cases filed by the prosecutor during this report period. (Only for the department cases).

Felony Cases Filed _____

Number of felony convictions obtained this report period (Only for department cases).

Felon Convictions Obtained _____

2.5 CRIME PREVENTION ACTIVITIES

2.5.1 Number of residential and commercial surveys conducted this report quarter.

Residential	<u>83</u>	.
Commercial	<u>56</u>	
TOTAL	<u>139</u>	

2.5.2 Indicate the number/proportion of surveys conducted by:

	NUMBER	PERCENTAGE
Patrol	_____	_____
Crime Prevention Unit	<u>28</u>	<u>20</u>
Others (Specify)	<u>111</u>	<u>80</u>

2.6 DIRECTED PATROL

The following questions apply to those departments with a directed patrol program. If not appropriate to your department, please indicate in the space provided and proceed to question 2.7

NOT APPLICABLE ☐

2.6.1 Describe, by checking one or more of the following, and quantify the department's directed patrol activities during the quarter.

☒ Community Education and Organization	<u>6 officers</u>
☒ Tactical Deployment	<u>55 officers</u>
☒ Saturation Patrol	<u>97 officers</u>
☐ Investigative Follow-Up	_____
☐ Other. Please indicate _____	_____

2.6.2 Total number of directed patrol plans/runs prepared 28.

2.6.3 Number assigned/dispatched 28.

2.6.4 Number completed as scheduled 24.

2.6.5 Number canceled, delayed, or interrupted 4.

Optional

2.6.6 Number of hours consumed during the quarter by directed patrol 1,264.

2.6.7 Number of arrests attributed to directed patrol activities 50.

2.7 WARRANT SERVICE

2.7.1 Felony warrants issued in the quarter 587.

2.7.2 Felony warrants served in the quarter 321.

2.7.3 Felony warrants outstanding as of the last day of the report
quarter 273.

2.8 ICAP TRAVEL

2.8.1 Describe travel undertaken with ICAP funds -- to other departments conferences, or training sessions -- during the quarter. (Exclude attendance at ICAP cluster meeting). Indicate the individuals who made the trip, the dates and purpose. Attach to the Quarterly Report trip reports completed by those who made the visits.

None

2.8.2 Describe visits made to your department by other ICAP departments. Indicate the visiting department individuals who made the trip, dates and general purpose (e.g., to observe crime analysis unit operations, provide technical assistance in crime analysis, etc).

a. Captain D. G. McCloud and Mr. Peter Bellmio, Virginia Beach, VA

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c. Lt. Lund, Sgts. Stuart and Dougherty, and Ms. Marquez from
Stockton, CA, arrived on 6/27/79 to observe MCI procedures and visit
the crime analysis unit.

SECTION 3: PROJECT ACTIVITIES

This section of the report is to capture the unique activities of each ICAP department, and to document those activities in relationship to stated individual project objectives. Each agency's implementation plan and schedule will be the basis for assessing agency activities and results. This section of the report includes *Quarterly Objectives, Present Activities/Results, Problems Encountered, and Status of Implementation*. Grantees should follow the instructions provided for completing each section. Additional sheets and appendices may be attached as required.

3.1 *Quarterly Objectives*: Major implementation steps and objectives for the reporting period are to be listed. These should include all objectives for the reporting period which are included in the Project Implementation Plan.

1. To continue to develop, modify, and/or adapt computer routines so as to enhance the crime analysis, operations analysis, and resource allocation capabilities of the Office of the Sheriff.
2. To continue to act as a liaison with the I.C.A.P. Steering Committee and the Command Task Force by providing them with data generated from the patrol and mid-management information system.
3. To continue to educate sworn personnel, through in-service training at the Police Academy, as to the make-up, availability, and benefits of the patrol-level information system and as to the I.C.A.P. concept in general.
4. Administratively, to take action to request a grant period extension; to submit completed documents on I.C.A.P. grant continuation to L.E.A.A. and City government for processing.

3.2 *Present Quarter Activities/Results*: Provide the highlights of the report period's project activities and the results obtained. Activities should be presented in a brief format, and linked directly to the objectives listed above. Significant activities which do not directly support a specific objective may be presented under the category of "Other". Detailed appendices may be attached as deemed necessary. To the extent possible, answers should be quantified.

1. The I.C.A.P. Applications Analyst devoted a large amount of time to putting on-line a computerized resource allocation model, Patrol Plan II, that has extensive capabilities for aiding in operations analysis. Coordination was also effected with other cities concerning their case management system, the development of which is an objective of the continuation grant. Several sub-routines were developed to aid the Crime Analysis Unit in its efforts.
2. Project personnel were present at all meetings of the I.C.A.P. Steering Committee and the Command Task Force. Exchange of information facilitated improvements to the existing information system and allowed for the input necessary for the development of the continuation grant application.
3. Two hundred and nineteen (219) officers were the recipients of a one-hour orientation to the Crime Analysis Unit and its capabilities. Classes were conducted by the C.A.U.
4. Sufficient funds allowed for a request for a two-month extension to the grant. The extension could not be granted, but the budget revisions were. Planning and Research developed and submitted a continuation grant. The new grant is scheduled to begin 8/1/79; the present one terminates 6/30/79. The Sheriff's Office will fund the project for the month of July.

3.3 *Problems Encountered:* Briefly outline the problems encountered, corrective actions planned, and changes in program objectives or schedules.

The conversion of the resource allocation model Patrol Plan II from a TRS 80 to a Burroughs 7700 was a major conversion effort with the usual accompanying difficulties. The benefits of having the system on-line are now being realized.

Late notification of a negative response to our request for a grant period extension required a substantial effort to have the continuation start-up date changed at both the federal and local level. If salaries had been allowed to lapse, the resulting lay-offs and rehiring would have been extremely problematical. Project momentum would have ceased.

3.4 *Status of Implementation:* Using the following code, indicate the level of success attained for each of the objectives listed:

- "1" reflects an objective partially attained
- "2" indicates an objective totally attained
- "0" indicates that the objective was not implemented

Additional information may be provided in explanation of the assigned rating.

1. Computer program modification/development (1)
2. Liaison with I.C.A.P. Steering Committee and Command Task Force (1)
3. Education of sworn officers (1)
4. Administrative activities (2)

I.C.A.P. FINAL REPORT NARRATIVE

Background

The citizens of Jacksonville and Duval County consolidated their governments in 1968, making the City of Jacksonville the largest city in land area in the continental United States. At the time of Consolidation, the Jacksonville Sheriff's Office was forced to operate from a number of scattered temporary facilities which made the law enforcement function very difficult to carry out both organizationally and operationally.

Shortly following Consolidation, the citizens of Jacksonville passed a nine-million-dollar bond issue to construct a modern new police building. Its design reflected a commitment to Consolidation by drawing the Department together into a highly centralized organizational structure. In the ten years from Consolidation to occupancy of the new Police Memorial Building, the Department made considerable progress centering principally on technological advancement to improve its ability to meet the police service demands of a rapidly growing community.

In anticipation and preparation for occupancy of the new Police Memorial Building and the bringing together of the entire Department under one roof, department leadership felt that growth and development in advanced operational methods could be best achieved through the Integrated Criminal Apprehension Program model (I.C.A.P.), or what was then called the Patrol Emphasis Program.

The application and award of the I.C.A.P. assistance were targeted to coincide with the Department's moving into its new building in August, 1977. The thrust of the initial I.C.A.P. award was the establishment of a comprehensive patrol-level and mid-management information system designed

By way of a patrol-level and mid-management information system designed to serve operations, the Department's ability to adopt and operate through advanced policing methods would be greatly enhanced. This information system would serve as the foundation for the broader goal of moving the Department from operating in the rigid traditional model of policing as a totally service-oriented, report-taking, random patrol methodology to a limited resource/service-oriented, preliminary investigation, case screening, directed patrol approach.

Organization for Change and Development

Because of the multitude of complex program elements, each demanding individual development and separate but inter-related time tables, it was decided that the project director would operate in close coordination with the Planning and Research Unit. This would bring the I.C.A.P. project staff into the close working relationships already established with the Operations Division and the Sheriff and Undersheriff.

To organize for change, change agents for input and program development were established at every level as follows:

I.C.A.P. Policy Team

Dale Carson Sheriff
John Nelson Undersheriff
M. P. Richardson Director of Operations
John Riley Smith Director of Services

I.C.A.P. Project Management Team

M. P. Richardson Director of Operations
. . . . I.C.A.P. Project Manager
R. L. Ervin Deputy Director of Operations
J. E. McMillan Chief of Patrol
R. A. Miley Chief of Detectives
Gary Higgins Commander, Planning and Research
Tom Spann I.C.A.P. Project Director
Terry Koepsell I.C.A.P. Evaluator

I.C.A.P. Development and User Groups

Steering Committee: Patrol Officers
Detectives
Crime Prevention
Records/Identification Personnel
Receiving/Dispatch Personnel
Training Academy Personnel

and Task Force: Zone Commanders
Chief of Patrol
Chief of Detectives
Special Unit Commanders (Vice, Intelligence,
Street Crimes Units)
Chief of Public Services (Crime Prevention)

I.C.A.P. Planning Evaluation and Development Groups: I.C.A.P. Staff
I.C.A.P. Evaluator
Crime Analysis Unit
Planning and Research Unit
Inspections Unit

I.C.A.P. Program Elements

I. Patrol-level and Mid-management Information System

The patrol-level and mid-management information system by design has as its central control the Crime Analysis Unit. By developing a comprehensive, highly credible, operations-oriented Crime Analysis Unit, acceptability by patrol for carrying out structured and planned directed patrol efforts was greatly enhanced. Further, it was decided for reasons of institutionalization and the attendant labor-intensive nature of crime analysis units to use sworn, in-house resources. Aside from their organizational and operational responsibilities (Enclosure 1), they would assist as an important user communication link in major

program development with street level activity and thinking. As reflected in Enclosure 1, development of the Crime Analysis Unit was a lengthy process involving a number of changes and many individuals throughout the Department.

II. Problem-oriented Directed Patrol

The development of our directed patrol effort was divided into two major efforts.

Patrol. The first effort, aimed at the individual patrol officer, was designed both in our approach and method to deal with the multitude of psychological factors concerning acceptance and use. Through the efforts of the I.C.A.P. Steering Committee, it was determined what kinds of information would be most usable by the patrol officer. This included the frequency of distribution, formats, level of detail, and content. No matter what this information was, it was our approach to be low-key, to soft-sell, and to get informal feedback with regard to use and impact. Additionally, because of the high volume and requirement for timeliness, the planned approach for delivery would be in a direct-line, automated fashion. This would allow rapid updating for accuracy and would also be cost-effective. Information requiring in-depth analysis and compiling by the Crime Analysis Unit was limited for reasons of priority and demand.

Mid-management. The design effort for mid-management was entirely different in that as managers they are obligated to allocate and re-allocate manpower under their charges to carry out the police mission. The approach was very direct, structured and required tactical responses and formal, after-action reports.

The mechanism for implementing and coordinating the entire process is outlined in the Operations Deployment Strategies Plan, Enclosure 2,

and began with the formation of the Command Task Force. It was the decision of the Department's leadership to limit structured, coordinated, directed patrol efforts to tangible and positively identified problems in the zone commander's areas of responsibility. It was also felt that limited availability of resources necessitated carefully planned tactical responses to known problems so as not to unnecessarily jeopardize service calls and M.C.I. activity.

To assist mid-managers in assessing available resources by time of day and geographical area over and above that required for service calls, Planning and Research developed and distributed graphics reflecting potential levels of activity and manpower. This allowed mid-managers to plan tactical responses to given problems against available manpower.

III. Managing Criminal Investigations

The development of the M.C.I. program was considered to be a major I.C.A.P. advancement toward expanded roles for patrol officers. Well in advance of program implementation, department leadership laid the groundwork by rotating leadership positions in the Patrol and Detective Divisions to facilitate the change management necessary for program success. Additionally, the implementation plan was designed to minimize the rate of change to a very controlled and low level of disruption on operations. Although there were fully operational program goals, the minimum objectives for the first year were a basic introduction of the concept, development of base-line procedures and forms for further refinement based on our operational experience in the first year, and to go operational with basic operating instructions on a limited scale with burglaries and larcenies. This approach allowed us to test, develop, and modify our operational procedures and then evaluate our

training needs at all skill and management levels. Outlined in Enclosure 3, M.C.I. Implementation Plan, are the working papers used to develop, implement, test, tailor, and evaluate our specific program.

Based on this experience, the Department will solidify the program, expand the procedures, and train to operate for the long term in Phase II of I.C.A.P.

IV. Resource Allocation

Of extreme importance to the Department was the capability to quantitatively measure the effectiveness and impact of changes in our organization and operation. The key to the goal was the development of an advanced, comprehensive operations analysis capability that included such elements as timely information concerning service call activity against the number of units fielded.

In order to optimize the time available for handling the number two and three priorities of Patrol (expanded preliminary investigations and directed patrol efforts), a number of resource allocation methodologies were studied and utilized. A manpower scheduling staff study was undertaken by Planning and Research and a new work schedule was adopted that allocated manpower more proportional to workload. A computerized resource allocation tool known as Patrol Plan II was also used to tell mid-managers by time of day and geographical area what levels of manpower were available to handle special deployment strategies geared toward impacting on a specified crime problem. Studies are also underway that are geared toward evaluating and redesigning the beat structure so as to equalize workload. Enclosures 4 and 5 detail the Schedule Staff Study and Patrol Plan II.

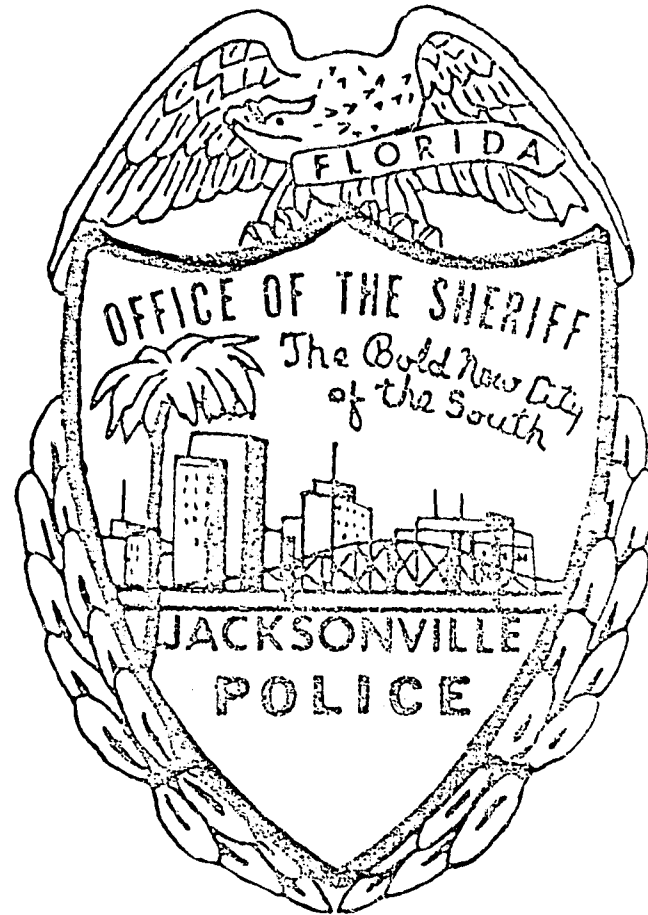
Impact and Evaluation

The collective impact and meaning of the aforementioned events and program components spanning 22 months reflect positive, substantive change which clearly has profound impact on the way the Jacksonville Sheriff's Office goes about the business of policing. Of critical importance to assuring continued adoption of these new and expanded roles and methodologies is the Phase II I.C.A.P. continuation support for following through in management of these important changes for the future.

Arriving at this point was not without its critical stages and moments of hesitation. However, never was the sense of direction, purpose or commitment lost in the course of moving from the old to the new.

Enclosure 6 is Mr. Terry Koepsell's contract evaluation of events and developments coupled with impact indicators.

I.C.A.P.



CRIME ANALYSIS UNIT

- I. ORGANIZATION AND OPERATIONAL PROCEDURES
- II. DEVELOPMENT OF THE CRIME ANALYSIS UNIT

CRIME ANALYSIS FUNCTION

The Crime Analysis Unit of the Jacksonville Sheriff's Office performs a key function for the I.C.A.P. project. In addition to providing the Department with a crime analysis capability, it serves as a critical link between the patrol-level and mid-management officers and detectives, the Command Task Force, and the specially designated tactical leaders.

Initially established in October, 1977, with the assignment of two additional sworn officers to the Planning and Research Unit, the Crime Analysis Unit has steadily evolved to the point where it now is comprised of five sworn officers headed by a sergeant and physically housed in the Patrol Division. Operationally, the Unit has progressed from a strictly manual function to one which has at its disposal a wide variety of automated reports which vastly increase the speed at which the analysis tasks can be performed.

In addition to the analysts' sworn status being a key factor in their early acceptance by user groups, was the decision to locate the Unit within the physical proximity of its primary user group.

Enclosed are narratives describing the Crime Analysis Unit's evolution from its start-up in October, 1977, to its present status and its responsibilities and duties. Included also is a copy of the type of information available through the Crime Analysis Unit.

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Attachments: Operations Deployment Strategies Worksheet and Summary	
Organizational Chart	

CRIME ANALYSIS

UNIT RESPONSIBILITIES

MANPOWER AND DUTY HOURS

(1) Sergeant Supervisor	8:00 a.m. - 5:00 p.m.
(1) Patrolman Analyst	6:00 a.m. - 3:00 p.m.
(1) Patrolman Analyst	6:30 a.m. - 3:30 p.m.
(4) Patrolmen Analysts	7:45 a.m. - 4:45 p.m.

The Crime Analysis Unit operates during the hours of 6:00 a.m. and 5:00 p.m. This permits patrol and investigative personnel contact with the unit to request and relay information.

The analyst arriving at 6:00 a.m. begins the unit's functions by readying the on-line printer to receive the automated 24 hour report. This report is distributed to all patrol personnel by zone, after being reproduced in the Department print shop. One complete copy of this report is distributed to the Administration, as well as the Homicide, Robbery, Burglary, Auto Theft, Vice, Intelligence, and Civil Division of the Investigation Division. (See attach distribution chart for complete dispensing.)

Upon completion of the distribution, this analyst and the analyst arriving at 6:30 Pick up all the offense, supplement, arrest, and field investigation reports from the print shop. These reports are sorted by type of offense and delivered to the other analysts working in specific crime areas. These two early analysts are available to meet with officers arriving for the day watch and officers checking off from the midnight watch.

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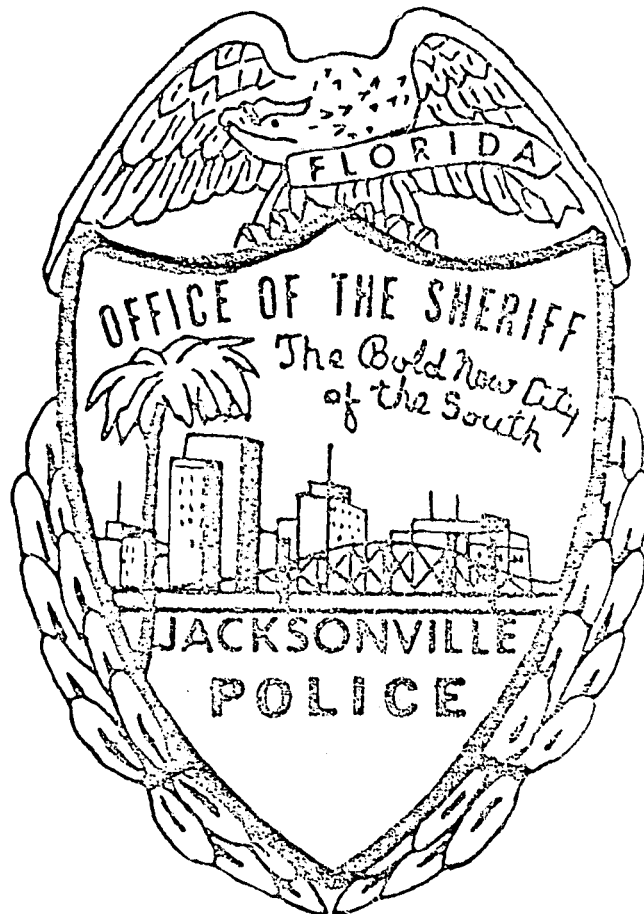
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Upon the arrival of the other unit members, each analyst reviews his reports, makes notes of similar MOs, and suspect descriptions, as well as time, date, day of occurrence, and locations. From this point the analyst employs the systematic analytical processes necessary to identify crime patterns and trend correlations.

All analysts are familiar with the operation of the computer terminal and printer, a quick and reliable source of stored information to aid the analyst and/or patrol and investigative personnel in the performance of their duties.

The following are synopses of job functions assigned individual analysts as depicted in the Unit's Organizational Chart:

SEX OFFENSE ANALYST

This analyst receives all Sex Offense, Child Abuse, Abductions, Drug and other Vice related reports. After sorting, reading and recording these reports, this analyst submits regularly scheduled reports, and requested or self-initiated products. Also generated in this category is an automated sex offense printout comprised of information received from the Computer Assisted Dispatch and Uniform Crime Reporting systems.

ROBBERY ANALYST

The main objective of this analyst is to provide information to Patrol, Investigative, and Street Crimes Units about armed as well as unarmed robberies of businesses and individuals. This analyst produces regularly scheduled weekly and monthly reports, along with

special requested reports and those issued when the analyst feels pertinent information should be distributed.

Also maintained are purse and wallet related theft reports. This allows coordination of strongarm robberies and purse snatchings, crimes which lend themselves to similar suspects.

BURGLARY ANALYST

The Burglary Analyst maintains files on all burglary reports of residences and businesses.

After scrutinizing, analyzing, and filing these reports, the analyst reports to command personnel on an as needed basis, normally when a geographic area (reporting area or beat) exceeds its normal weekly average of burglaries by two or more.

Prowler reports and reports of persons in possession of Burglary tools are also maintained by this section. Correlations between these reports and burglary reports are sought.

THEFT ANALYST

This analyst is tasked with the job of maintaining files on all thefts (excluding purse and wallet related which are handled by the Robbery analyst).

After the offense reports are read and sorted into twenty-two various categories, they are charted on a graph by date, time, Zone and beat; Files are maintained by type of theft in Zone and Beat order.

This analyst is also maintaining an arson/bomb threats file in an attempt to show a trend in this crime, since it is now a Part 1 Offense.

Analyst written reports are submitted when it is felt that a particular trend is developing.

AUTO THEFT ANALYST

This analyst maintains an automated auto theft and recovery file. After elements of the reports are entered into the automated system, the reports are filed by C.C.R. number in the month of the reports.

This analyst also maintains the Known Offender file, all Micro-fiche files, and acts as a liaison between the Crime Analysis Unit and the Information Systems with the city.

Reports are submitted to command personnel on an as needed basis.

BURGLARY/AUTO THEFT ANALYST

This analyst is assigned the task of reading, sorting, and maintaining files and submitting reports to command personnel on vehicle related crimes (burglary to auto, larceny of auto accessories, etc...), as well as assisting the burglary analyst.

This analyst and the auto theft analyst work closely together also, due to the fact that the crimes could be related in several incidences.

DISTRIBUTION LIST FOR 24-HOUR REPORT

(Discontinue Both Daily Bulletins)

Zones 1, 2, 3, and 4 of the Patrol Division each receive 45 copies daily of the 24-hour Report (15 each of the morning, afternoon, and evening reports)

Watch 6 (Zone 3) receives seven copies of the morning report only, and one copy of the morning report only is to be distributed to the following:

- Clipboard
- Sheriff
- Undersheriff
- Director of Operations
- Chief of Patrol and Traffic
- Planning and Research Unit
- Internal Investigations
- Police Public Services
- Academy
- Special Investigations Unit
- Brentwood
- Duty Desk
- Intelligence
- Robbery
- Homicide
- Chief of Detectives
- Captain of Detective Administration
- Burglary
- Auto Theft
- Vice
- School Board Security
- Patrol/Traffic Special Operations
- Warrants/Fugitive Section
- Civil Division
- Inspections and Control Section
- Communications Officer

Zone copies will continue to be picked up by a member of the Crime Analysis Unit or Review Desk personnel on weekends, with the remainder of distribution to be put in the regular distribution system.

There is a total of 33 copies on regular distribution.

DAILY OFFENSE REPORT SORTING

(In UCR Order by the Major Offense)

REPORTS

ANALYST

SEXUAL BATTERIES:

Information Reports on Sex Offenses
All supplements and arrest dockets

CHILD MOLESTING

CHILD ABUSE

ABDUCTION

PROSTITUTION RELATED REPORTS

All information and supplement reports

All arrest dockets for:

INDECENT EXPOSURE

LEWD AND LASCIVIOUS

PROSTITUTION

SOLICITING FOR PROSTITUTION

DRUG POSSESSION REPORTS

All information, supplement, and dockets

ROBBERIES:

Information Reports on Robberies,
bank bags found, etc...

All supplements and arrest dockets

CARRYING CONCEALED FIREARMS/WEAPONS

All supplements and arrest dockets

THEFTS - PURSE AND WALLET RELATED (Council forwards)

SUICIDES and ATTEMPTS

Accidental Deaths

Unclassified Deaths

All supplements

POLICE IMPERSONATIONS

Lost and Found Police Equipment, etc...

All supplements and arrest dockets

LOOSE LIVESTOCK

All supplements

All theft reports (Council forwards)

BURGLARIES:

All Information Reports, Supplements,
and Arrest Dockets on:

BURGLARIES

DEALING IN STOLEN PROPERTY

PROWLING

POSSESSION OF BURGLARY TOOLS

J.O. SEDA

V.D. GEISER

C.C. JAKOB

DAILY OFFENSE REPORT SORTING (con't.)

REPORTS

ANALYST

THEFTS: (except Auto. Acc.)

Information Reports on Thefts

All supplements and arrest dockets

WORTHLESS CHECKS AND FORGERY

All supplements and arrest dockets

COUNTERFEITING REPORTS

All supplements and arrest dockets

FOUND AND LOST PROPERTY REPORTS

ARSON and BOMB THREAT REPORTS

All supplements and arrest dockets

TRESPASS DOCKETS

A.B. COUNCIL

AUTO THEFTS:

Information Reports on Auto Thefts

All supplements and arrest dockets

ABANDONED VEHICLE REPORTS

FOUND VEHICLE REPORTS

J.R. HARRIS

BURGLARY/AUTO THEFT:

All Offense Reports, information reports,

supplement reports, and arrest dockets:

BURGLARIES TO VEHICLES

AUTO ACCESSORIES THEFTS

J.F. BRITT

NOTE: IF ANY OF THE ABOVE REPORTS SHOULD HAVE TWO OFFENSES LISTED (ex. ROBBERY/RAPE), "MAKE COPIES" AND GIVE EACH TO THE RESPECTIVE ANALYSTS.

REPORTS RETAINED FOR THE FILE, NOT ASSIGNED TO AN ANALYST

ASSAULTS - no supplements.

ASSAULTS ON POLICE OFFICERS and SUPPLEMENTS.

ASSAULTS ON FAMILY (Husband/Wife Battery or
Common-Law) and dockets.

DAMAGE TO PROPERTY - including vehicles and
supplements.

HOMICIDE/MURDER - and supplements.

MISSING PERSONS - no supplements.

NOTE: THE ANALYST SORTING OFFENSE REPORTS WILL BE RESPONSIBLE FOR MAINTAINING THESE FILES AND UP-DATING THEM EACH MONTH.

REPORTS NOT RETAINED (UNLESS A SPECIFIC PROBLEM DEVELOPS)

ACCIDENTAL INJURY
CRUELTY TO ANIMALS
DEATH - NATURAL
MENTAL OR SICK PERSONS

OTHER REPORTS RECEIVED

PRISONER SURVEYS	Put in marked notebook.
INTELLIGENCE BULLETINS	Put in marked notebook.
HELICOPTER INCIDENT RPT.	Put in marked notebook.
RESISTING ARREST DOCKETS	Put the reporting area of the arrest on the top and send them to Planning and Research to be filed.
OFFENDER RELEASES	Intelligence section provides names of prisoner releasees to the CAU, which are then given to the data input clerks for entry into the Known Offender File, in order to up-date the offender's status. These listings are returned to Crime Analysis indicating the names up-dated.
FIELD INVESTIGATION RPT.	These are given to the Supervisor. He separates and distributes them to the appropriate analyst. Reports of no particular concern are filed immediately. Reports are filed after being read by the analyst. All reports are filed by Zone in either the "current" or past month folders, with the most current date forward.

CRIME ANALYSIS PRODUCTS

REGULARLY SCHEDULED REPORTS

TIME SCHEDULE	REPORT DESCRIPTION	DIRECTED TO:	ANALYST
Weekly (Wed)	Suicides & Attempts	Crisis Int.	Geiser
Mo. (1st wk)	Safe House Report	4th Dim.	Seda
Mo. (1st wk)	Conv. Store Robberies	4th Dim.	Geiser
Mo. (1st wk)	Outstanding Auto Thefts Report (autom.)	Patrol/Det.	Harris
Mo. (2nd wk)	Prostitution Report	Vice/Patrol	Seda
Mo. (2nd wk)	Robbery Charts	Robbery/CAU	Geiser

REGULARLY SCHEDULED COMPUTER PRINTOUTS

REPORT TYPE	WHEN PRINTED
24 - Hour SIGNAL REPORT	DAILY - every 8 hours
28 - Day SIGNAL REPORT	WEEKLY - on Tuesdays
SIGNAL REPORT, BURGLARY and ROBBERY	MONTHLY - 1st week
PART 1 OFFENSES	MONTHLY - 1st week
STOLEN VEHICLE REPORT	MONTHLY - 1st week
BEAT TREND ANALYSIS REPORT	MONTHLY - 2nd week
CRIME TREND ANALYSIS REPORT	MONTHLY - 2nd week
JUVENILE REPORT FOR CRIME PREV.	MONTHLY - 2nd week
CONTACT CARD LISTING	MONTHLY - 2nd week
STREET LOCATOR	UNDETERMINED

PRINTOUTS UPON REQUEST

BEAT ANALYSIS REPORT
KNOWN OFFENDER FILE LISTING
SEX OFFENSE REPORT

OPERATIONS DEPLOYMENT STRATEGIES PLAN

The Operations Deployment Strategies Plan (ODSP) is designed to identify crime problems confronting the department, as well as analyze the problem and insure accountability for the operational response.

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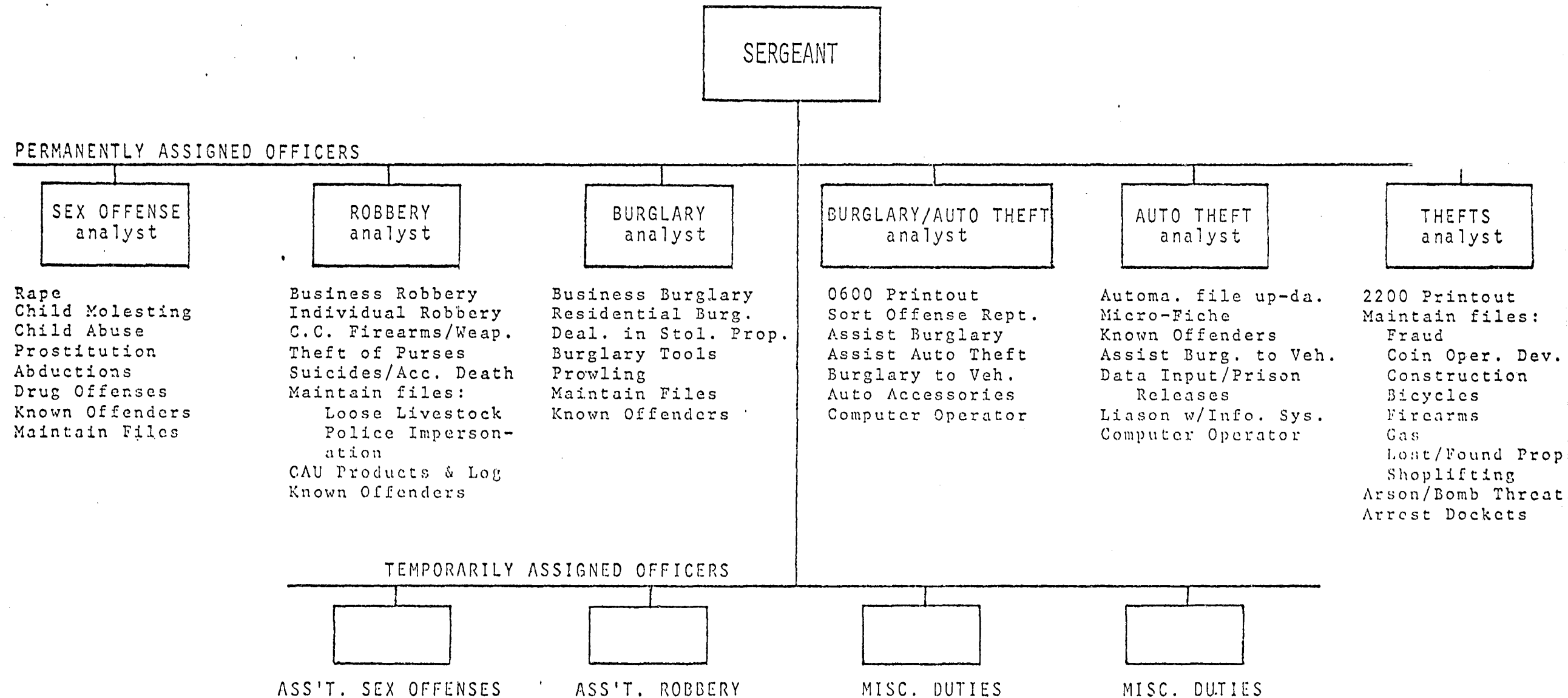
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CRIME ANALYSIS UNIT

ORGANIZATIONAL CHART



CRIME ANALYSIS PRODUCTS

REGULARLY SCHEDULED REPORTS

<u>TIME SCHEDULE</u>	<u>REPORT DESCRIPTION</u>	<u>DIRECTED TO:</u>	<u>ANALYST</u>
Weekly (Wed)	Suicides & Attempts	Crisis Int.	Geiser
Mo. (1st wk)	Safe House Report	4th Dim.	Seda
Mo. (1st wk)	Conv. Store Robberies	4th Dim.	Geiser
Mo. (1st wk)	Outstanding Auto Thefts Report (autom.)	Patrol/Det.	Harris
Mo. (2nd wk)	Prostitution Report	Vice/Patrol	Seda
Mo. (2nd wk)	Robbery Charts	Robbery/CAU	Geiser

REGULARLY SCHEDULED COMPUTER PRINTOUTS

<u>REPORT TYPE</u>	<u>WHEN PRINTED</u>
24 - Hour SIGNAL REPORT	DAILY - every 8 hours
28 - Day SIGNAL REPORT	WEEKLY - on Tuesdays
SIGNAL REPORT, BURGLARY and ROBBERY	MONTHLY - 1st week
PART 1 OFFENSES	MONTHLY - 1st week
STOLEN VEHICLE REPORT	MONTHLY - 1st week
BEAT TREND ANALYSIS REPORT	MONTHLY - 2nd week
CRIME TREND ANALYSIS REPORT	MONTHLY - 2nd week
JUVENILE REPORT FOR CRIME PREV.	MONTHLY - 2nd week
CONTACT CARD LISTING	MONTHLY - 2nd week
STREET LOCATOR	UNDETERMINED

PRINTOUTS UPON REQUEST

BEAT ANALYSIS REPORT
 KNOWN OFFENDER FILE LISTING
 SEX OFFENSE REPORT

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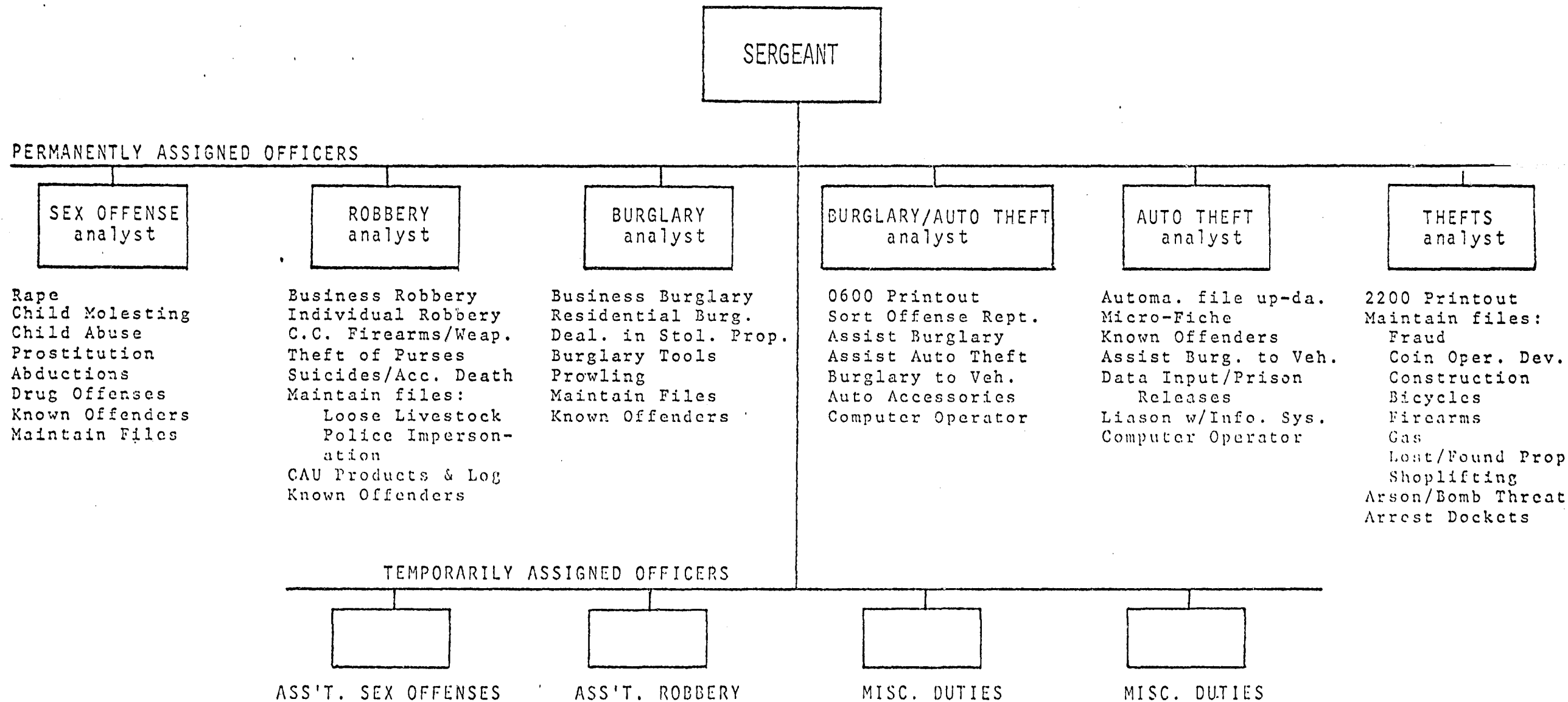
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CRIME ANALYSIS UNIT

ORGANIZATIONAL CHART



OPERATIONS DEPLOYMENT STRATEGY WORKSHEET

IDENTIFIED CRIME PROBLEM

TYPE () LOCATION () TIME PERIOD ()

EXTENT:

DESCRIPTION:

DEPLOYMENT STRATEGY IN RESPONSE TO IDENTIFIED CRIME PROBLEMDescription of StrategyTime Period: Hours () Day () Date ()Resources:Manpower: .
Equipment:
Vehicles:
Other:Restrictions:Tactical Leader:EXPECTED RESULTSAPPROVING AUTHORITYAFTER ACTION REPORT (Summary of action taken, results of action, resource shortages, observations)

CRIME PROBLEM ANALYSIS BY: _____ Date: _____
DEPLOYMENT STRATEGY BY: _____ Date: _____
AFTER ACTION REPORT BY: _____ Date: _____

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OPERATIONS DEPLOYMENT STRATEGIES-SUMMARY REPORT

ZONE BLEM#	STRATEGY	ANALYST	TACTICAL LEADER	RESOURCES REQUIRED	RESOURCES AVAILABLE	EXPECTED RESULTS	ACTUAL RESULTS	RESOURCES LACKING

P-8

3/79

CRIME ANALYSIS UNIT

I. Initial Beginning

- A. Officers assigned
- B. Reviewing other cities' units
- C. Setting up Jacksonville's system
- D. Failure of first system

II. Travel to Other Cities by Analysts

III. Place in the Department

- A. Reactions/acceptance
- B. Feedback
- C. Move from P & R to Patrol area
- D. Manpower need - increased workload

IV. Manual to Automation

- A. Signal Report
 - 1. Doing away with the Daily Bulletin
 - 2. Change from 16-hour to 24-hour
 - 3. Move from City Hall to Police Station
- B. Known Offender File - Offense Report change
- C. Terminal in the C.A.U. - printer - microfiche
- D. Computer printouts
 - 1. Auto Theft Report
 - 2. Signals 21 and 23 Monthly Reports
 - 3. Crime Trend Analysis Report
 - 4. Beat Trend Analysis Report
 - 5. Different terminal screens

V. Problem Statements - Operation Deployment Strategies Plan Worksheet

FINAL REPORT - MANUAL CRIME ANALYSIS

Initial Development - October through December, 1977

The original Crime Analysis Unit of the Jacksonville Sheriff's Office had its beginning in October, 1977 with the assignment of two additional sworn officers to the Planning and Research Unit. These two officers, who formed the nucleus of the present Crime Analysis Unit, spent many hours reviewing the I.C.A.P. material and studying other cities' crime analysis projects. They visited other police agencies in the Florida area, including the Crime Analysis Section of the St. Petersburg Police Department, where they gained much information about the unit's design and plans for the future. Considering Jacksonville's state of consolidated city and county governments, the Crime Analysis Unit was able to combine methods used by other cities, and through a "trial and error" method, thus developed its own unique system.

System of Operation and Failure of First Design - January through March, 1978

The system of identifying geographic crime patterns, similar suspect patterns, time patterns, etc. was methodologically the same as that of other cities with crime analysis capabilities. To aid the analysts in their tasks, a filing system was set up wherein 3x5" information cards were filled out by the analysts for each report that was read. The card file was broken down into the following subdivisions: the offense file (burglary, robbery, and sexual battery), known offender file, suspect file, M/O file, and vehicle file. This system appeared to possess the elements of a workable crime analysis operation, however, it was virtually impossible for only two analysts to completely handle all the tasks involved for a city the size of Jacksonville. The target offenses being already narrowed down to burglary, robbery, and sexual battery, clearly any further

elimination would have defeated the purpose of a crime analysis unit. A new means of operation and systems design had to be developed and new sources of information had to be gathered.

Cluster Meeting, Colorado Springs - April, 1978

The I.C.A.P. meeting in Colorado Springs was primarily for the "analysts" from the I.C.A.P. cities to discuss the problems they were having and for a comparison of products. Jacksonville was mainly in search of a more workable system than the one in use. However, it was discovered that other cities also had a manpower shortage and it appeared that those departments did not want to place street officers on desk jobs. Feedback was another major problem encountered by all cities. Considering the common problems experienced by most departments, it is thought that Jacksonville maintained equal if not better products than most of the other cities.

Problem Areas

Initially, reports from the Crime Analysis Unit were of a general nature dealing with depicted crime areas and were used only by a few patrolmen and detectives. However, once the patrolmen realized what data could be obtained from the Unit, more information was requested. As the reports were expanded to satisfy more needs in the Department, it was evident that the Crime Analysis Unit was gaining credibility.

Dissemination Problem

Since November 15, 1977, the Crime Analysis Unit had been submitting various reports to respective divisions as needed. At first, it was discussed whether or not to forward reports primarily to the division chief or to the individual captains. Time being an important factor in crime analysis, it was decided that the reports should be placed at the captain's level. This would

enable the Captains to react and disseminate the reports as soon as possible, as they felt necessary, to meet their individual needs.

Various methods of dissemination had been tried with pros and cons for each type:

1. Forwarding reports to captains by mail runner
 - a. Not sure if captain gets report
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3. Reports forwarded to captains, as well as being posted on assembly hall bulletin board
 - a. More response from patrolmen
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The third choice proved to work with much better success and cooperation from all those involved.

Feedback

As already mentioned, feedback was a problem not uncommon to I.C.A.P. cities. The analysts would actually have to ask the recipient of each report if it helped him in any way. As the number of reports increased, this became a harder task to accomplish. A feedback form was developed which included all the information

Crime Analysis Unit's Move from Planning and Research to Patrol Area - May 1, 1978

From the beginning, the Unit was actually removed from its operational users by its location in Planning and Research, thus hampering requests for services, informational coordination, and feedback. In order for it to be physically located so as to be easily accessible to its user groups, the Crime Analysis Unit was moved to the Patrol Division area. Additional personnel were acquired as a result of this relocation, however, the increase in workload it brought about still had not been compensated for.

From Manual to Automation

Since the City of Jacksonville already had a massive computer system, the Sheriff's Office was able to utilize established programs, namely the Master Name Index, the Uniform Crime Reporting System, and the CAD (Computer-aided Dispatching) System. The Crime Analysis Unit was readily able to convert from a totally manual system to an automated system (with a manual back-up), which allowed the analysts more time to perform their crime analysis function.

The first automated report which was to be used directly by the line personnel was the 16-hour printout, later to be changed to the 24-hour printout at the suggestion of the I.C.A.P. Steering Committee. This report, the "Daily Crime Analysis Report", is given to each patrolman before he begins his tour of duty. The first report contained all the calls that were received on the beat during the previous sixteen hours. After discussion with the Steering Committee, the number of signals was decreased and information was combined to show the trouble spots on the officer's beat, as well as those on adjacent beats. The Steering Committee then suggested that the report contain only selected signals, but that it should be expanded to 24 hours. The information contained in the report consists of all the calls of the selected signals which have occurred in an officer's designated patrol beat(s) and his neighboring beats for the past

24-hour period. Numerous changes have been made on this report in order to meet the needs of the users. The Crime Analysis Unit put a suggestion box in the assembly room for input from the users through which many good suggestions were received and related procedures implemented. This report eventually replaced the old manual "Daily Bulletin".

In the initial stages of the program, a five-day report of this same nature was printed, but due to the need for a broader view of the crime situation, the five-day report became a 28-day report and was generated weekly.

The Unit was also experimenting with other automated reports at this time in order to ease the workload on each analyst. The "Crime Trend Analysis Report" depicts the major crimes and arranges them in occurrence order for a given period of time. The "Beat Analysis Report" arranges these crimes in beat order. Both of these reports proved to be valuable aids to the analysts.

The "Known Offender File" has been an on-going project from the very beginning of the Unit and has had considerable impact on the Department. It was originally set up as a manual system, then automated. Jacksonville was able to develop this system from a study of other cities' coding sheets and report forms. Then, in order to satisfy the evident need for more descriptive information, a few report changes were made which particularly affected the General Offense Report and the Field Investigation Report. It was anticipated from the inception of the Known Offender File that it would be of assistance to the State Attorney's Office in their Career Criminal Program. This is another reason why more complete information was needed, requiring the report changes to be made.

The installation of the CRT computer terminal in the Unit was the next major step toward automation. With this task accomplished and the terminal placed on-line, each analyst was familiarized with its operation. The addition of the printer made it possible to retain screen information, as well as to produce crime analysis printouts on a timely basis.

As a back-up for the automated system, a microfiche reader and files were added to the Unit which enabled the analysts and user groups to maintain access to the Master Name Index, U.C.R. information, traffic accident reports, tag listings, gun registrations, boat registrations, and the Master Street Locator File.

More and more programs have been developed to aid all the various elements of crime analysis. The computer terminal being easily accessible has been a great benefit to the analysts. Listed below are some examples of the automated products:

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Other special reports can be requested on an as-needed basis. Only the 24-hour Crime Analysis Report and the Auto Theft Report are sent to the user groups in printout form, while the other reports are tools for the analysts. The information is gathered from the automated reports and then assembled into the format of the analyst-written Crime Analysis Report. These reports are utilized as an information source or are in the form of directed problem statements as components of the Operations Deployment Strategies Plan.

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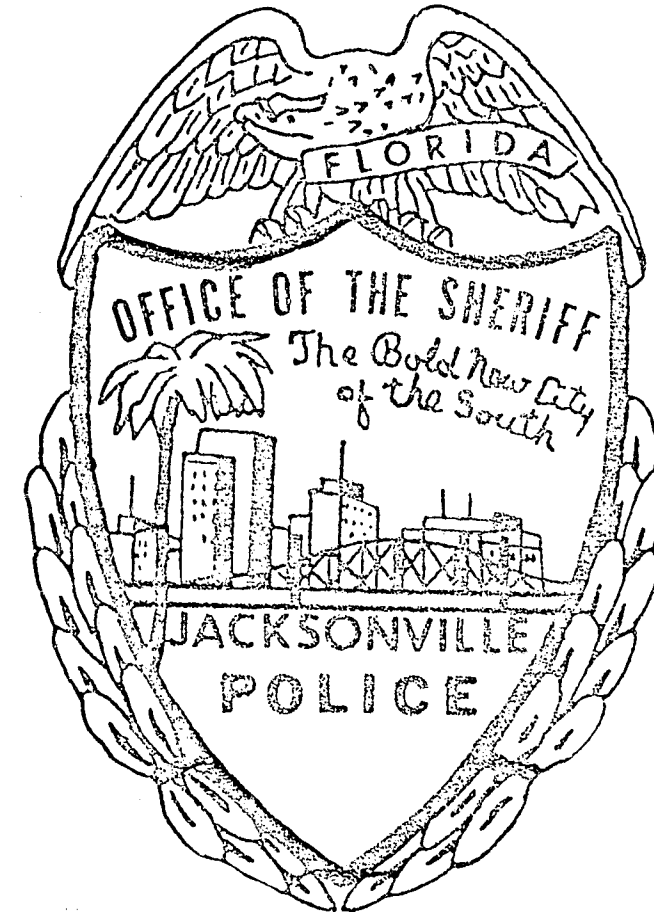
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I.C.A.P.



OPERATIONS DEPLOYMENT STRATEGIES PLAN

THE OPERATIONS DEPLOYMENT STRATEGIES PLAN - O.D.S.P.

The Operations Deployment Strategies Plan, conceived in late 1978, was designed to provide a conceptual framework and a mechanical system for drawing together all of the elements of the I.C.A.P. project so as to demonstrate their utility to the Sheriff's Office for providing an operations analysis capability.

Before the Plan's implementation in early 1979, use of the patrol-level information system in the form of the sixteen- and later 24-hour signal reports, the weekly recap reports, and specifically requested crime analysis information has been left to the initiative of individual officers. However, the O.D.S.P. was designed to force utilization of crime analysis and resource allocation information by mid-managers through the creation of a Command Task Force. Members of the Task Force are charged with the responsibility of drawing together the many tools, techniques, and resources available and actively resolving identified crime problems. Not only are the problems of specific geographical areas addressed, but Task Force members also are required to pool resources for handling city-wide problems. Forced feedback through the use of a carefully designed O.D.S.P. worksheet provides the data upon which the Office of the Sheriff's operations analysis capability rests.

The thrust of the Operations Deployment Strategies Plan has been more efficient and effective use of our patrol resources. Employment of specialized patrol strategies and tactics toward specifically identified crime problems has become the Department's third major patrol priority (behind answering calls for service and performing expanded preliminary investigations). Through the Plan's implementation, the Sheriff's Office is able to more effectively carry out the police mission.

OPERATIONS DEPLOYMENT STRATEGIES PLAN

I. Purpose

The purpose of this Operations Deployment Strategies Plan is two-fold: 1) To serve as a vehicle for drawing together the several newly developed crime analysis components and capabilities into a department-level working model illustrating the I.C.A.P. Project's capability to perform in meeting the stated goals and objectives. 2) To provide for a structured test period which will serve to assist department leadership in re-affirming or identifying weak areas in which additional resources should be applied to improve our operational, organizational, and administrative capability to better capitalize on the crime analysis resources.

II. Discussion

In the initial twelve months of the I.C.A.P. Project, there has been considerable progress through intensive efforts at all levels of the Sheriff's Office in the development and dissemination of vast quantities of crime analysis, resource allocation, preliminary investigative and mid-management and patrol level information. Realizing that the development and dissemination of this information is not an end-unto-itself, but serves only as a tool, the Director of Operations instructed a plan to be developed which would draw together all the elements necessary to allow a demonstration of the project's capability and its potential use for the Department.

Accordingly, the Operations Deployment Strategies Plan, by design, focuses on tying together various resources, units, and leadership groups with their associated capabilities into an inter-active coordinated effort, one which is ultimately targeted toward impacting on the arrest of offenders and the subsequent clearance of crimes.

The pivotal point upon which the success of this plan rests is to be a Command Task Force composed of zone commanders and special unit commanders. The task force's ability to coordinate support resources and mid-management information systems, develop problem statements and appropriate tactical responses, and implement these strategies in accordance with the stated goals and objectives will reside in its members, both individually and collectively.

Similarly, support functions on a priority basis will respond to meet the needs of the Command Task Force in accordance with their outlined assignments.

The Operations Deployment Strategies Plan does not supersede or remove the tasks, duties, or responsibilities of the I.C.A.P. User Steering Committee. Through close coordination between all concerned parties, it is anticipated that each group's role and function will be enhanced and insights as to the need for new types of mid-management and patrol level information will be gained. It is of paramount importance that the informal one-to-one patrol-level information continue to flow, including all feedback mechanisms concerning results from informal or unstructured strategies or tactical responses

yielding benefits attributable to the newly developed crime analysis information system.

Of equal importance is the application of mid-management information and the development of tactical responses which are formal, pre-planned, and structured toward solving broad, city-wide crime problems and needs by utilizing department-wide assets in a coordinated manner.

Through the individual and collectively coordinated efforts of all program components, the Office of the Sheriff will have met the challenges posed by the I.C.A.P. theme.

III. Goal Statement

To increase apprehensions of both casual and career criminals.

IV. Objective Statement

To maximize the efficiency and effectiveness of both patrol and investigative manpower through the design and utilization of flexible and results-oriented deployment strategies.

V. Sub-objectives and Associated Tasks

Develop patrol deployment strategies for implementation as alternatives to unstructured preventive patrol time through the following inter-related activities:

- A. Identify the slack periods in CFS activity during the 24-hour, 7-day patrol cycle.

Task

This task will be carried out through joint interaction between the Planning and Research resource allocation staff members and the Command Task Force members.

Through the utilization of the Patrol Plan Model, which will identify workload patterns for the individual zones, and tempered with the intuitive judgement of the zone commanders, a schedule of probable slack periods will be identified and graphed for strategy planning purposes.

- B. Identify the type and quantity of operations resources available during the identified and plotted slack periods.

Task

The responsibility for identifying available resources rests with the individual zone commanders. Advanced planning numbers of probable cars available can be obtained from the Patrol Plan Model; however, at the point of strategy implementation, zone commanders must judge the activity level and special events which might occur and result in postponement of the deployment.

- C. Develop crime problem analysis statements.

Task

Through joint coordination between the Command Task Force and the Crime Analysis Unit, criminal activity will be identified on a priority basis by the Crime Analysis Unit for the Task Force by zone and in specified time blocks. The Crime Analysis Unit will be responsible for generating crime problem analysis statements for the Command Task Force.

- D. Develop appropriate deployment strategies in response to the identified crime problem analysis statements.

Task

The Command Task Force, based on the crime problem

analysis statement, will develop a deployment response consistent with the available resources, time constraints, and without infringing upon or jeopardizing the broader responsibilities, i.e. calls for service, etc., assigned the zone.

- E. Submit for review and concurrence.

Task

The Command Task Force members will be responsible for submitting Operations Deployment Strategy Worksheets to the Chairman of the Task Force for review. He will review the problem analysis and corresponding tactical response for impact on normal operations.

- F. Implement deployment strategy.

Task

The responsibility for any zone-level deployment strategy implemented rests with the individual zone commander. The actual tactical supervision can be delegated to a tactical leader. In strategies involving more than one zone or special forces, the Chief of Patrol (Task Force Chairman) will be responsible and field supervision will be performed by the individual he designates.

- G. Submit After-action Report.

Task

The designated tactical leader will be responsible for completing the After-action Report segment of the Operations Deployment Strategy Worksheet. It is the I.C.A.P. Project Director's responsibility to review the finished document for comprehensiveness and assemble the information

and worksheets for the final report's mandated Patrol Deployment Strategies Document.

VI. Pre-implementation Planning

- A. It is recommended that the program period be 1 January 79 through 30 June 79. During the month of December, 1978, a number of briefings should be conducted to introduce and familiarize all participants with the program and its objectives. The first briefing should be to the Command Task Force which should review the programs for input and decision-making concerning operational procedures and line organization.
- B. Following the Command Task Force meetings for operational input, a series of briefings for coordination and input should be conducted with the Crime Analysis Unit and I.C.A.P. personnel for preparing for plan start-up in January, 1979. Information flow, coordination, and prioritization of functions should be developed to ensure proper roles and support to the various user groups.
- C. Just prior to implementation and once operational procedures are ironed out, orientation and information briefings should be held for the steering committee, patrol lieutenants and sergeants, and special unit personnel.
- D. Program process and results.

As reflected by the Process Flow Chart (see enclosure), Planning and Research will develop a Workload Analysis Plan (see sample enclosure), coupled with the Crime Analysis Unit's identified crime problems (see enclosure),

which will be provided to the Command Task Force as information tools. The Task Force will jointly consider each crime problem as to its scope, timing, pattern, M.O., etc., and weigh the resources that could possibly be re-allocated, reorganized, and instructed to carry out a specific tactical response designed to resolve the identified crime problem. Following implementation by a designated tactical leader, an After-action Report will be completed outlining events as they occurred, including any result and problems encountered. This will facilitate development of a Program Comprehensive Report, Impact on Crime Report, and assist in identifying areas in need of improvement (to be addressed in the I.C.A.P. continuation grant), such as training, equipment, procedures, mid-management and patrol-level information.

E. I.C.A.P. information systems utilization.

Because of the many and diversified sources, types, users, and applications of I.C.A.P. generated information, it is important to understand, broadly speaking, the two areas having the greatest impact (see chart).

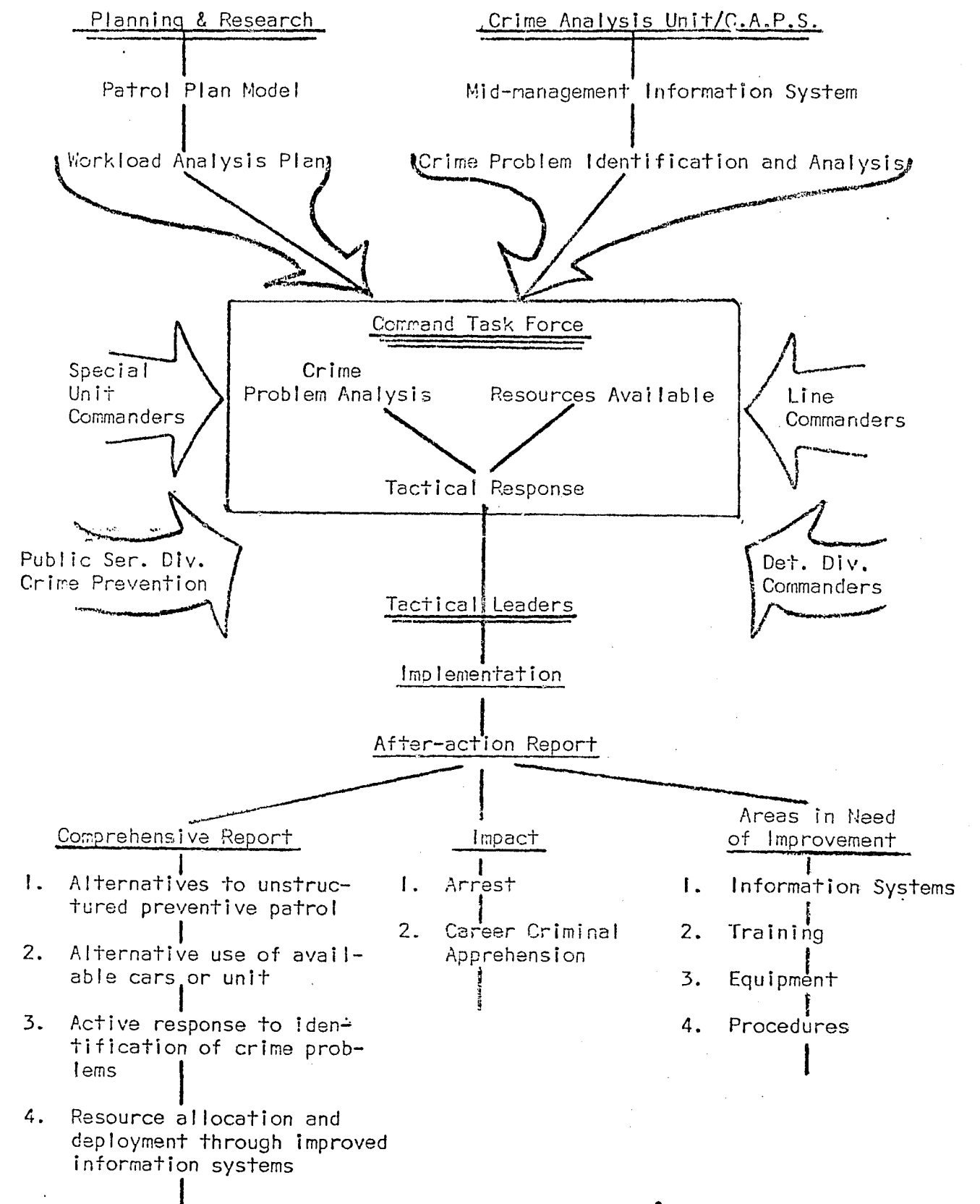
1. Patrol level information: By way of the user steering committee, considerable information is becoming available to patrol officers. This information is in two forms: first, direct line data from the automated systems in the forms of the 16-hour signal report and the weekly recap reports; the second form is derived from patrol's request for analyzed data developed manually and semi-automatedly from the Crime Analysis

Unit. Because the acceptance of the information by patrol is critical, the dissemination has been passive, requiring the individual patrolman to have an interest and to take initiatives to acquire use and give feedback on results of the information. The feedback has been informal and unstructured to minimize barriers to its acceptance and utilization.

2. Mid-management information: In the last six months of Project I.C.A.P., it is important that a demonstration be designed which will illustrate an enhanced operational capability through mid-management and patrol-level information. The Operations Deployment Strategies Plan has been developed to organize a Command Task Force specifically charged with the responsibility of drawing together the many tools, techniques, and resources available, and actively, timely, and forcefully identifying and resolving crime problems using the full manpower resources of the department. This objective requires a highly structured, pre-planned approach with formal feedback mechanisms to enable department leadership to gauge effectiveness.

OPERATIONS DEPLOYMENT STRATEGIES PLAN

PROCESS FLOW CHART



I.C.A.P. INFORMATION SYSTEM UTILIZATION

Mid-Management Information

Patrol-Level Information

User Group	Command Task Force	Patrol (Steering Committee)
Source of Information	Patrol Plan Model (Planning & Research Computer (C.A.D. System Master Name File) Crime Analysis Unit	Computer (C.A.D. system, Master Name File) Crime Analysis Unit
Information Product	Operations Deployment Strategy Worksheet	16-hour Report Crime Analysis Summaries and Recaps
How Utilized	Zone-wide to city-wide active deployment strategies using department-wide resources interactively	Individual officer-initiated patrol action
Process of Dissemination	Formal, structured	Informal, unstructured
Probable Results and Impact	Increased arrests Better utilization of resources Increased morale	Preventive patrol better directed Increased officer safety Increased crime interceptions and/or deterrence
Feedback	Formal After-Action Reports	Informal, usually verbal

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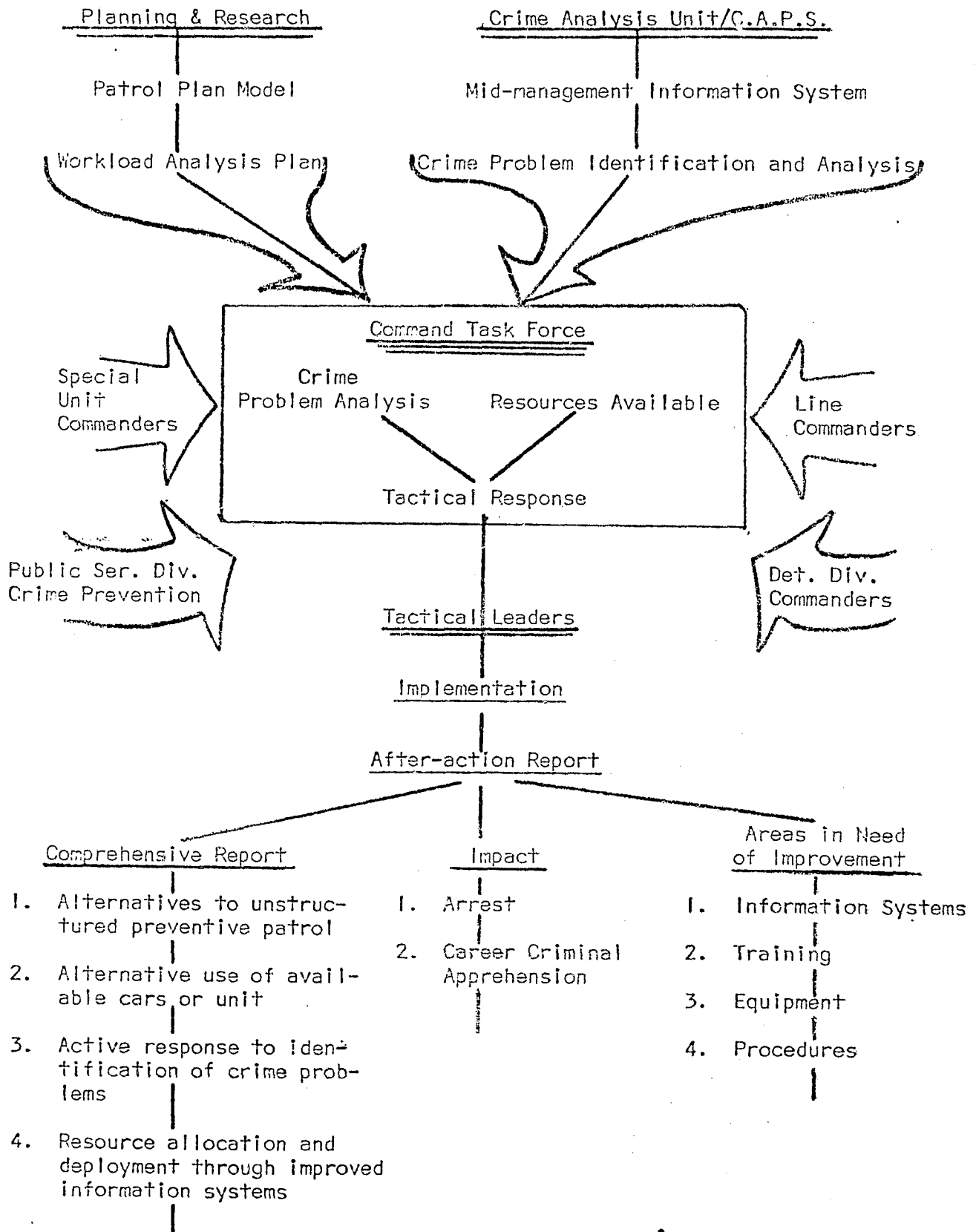
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OPERATIONS DEPLOYMENT STRATEGIES PLAN

PROCESS FLOW CHART



I.C.A.P. INFORMATION SYSTEM UTILIZATION

Mid-Management Information

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Feedback	Formal After-Action Reports	Informal, usually verbal

7 8 September 79

BEAT	LOCATION	DATE	TIME
303	320 N. Hogan St. Budget Office Equip.	19 Aug.	12:55am
309	400 N. Main St. Young Men's Shop	19 Aug.	2:15am
309	38 W. Duval St. Marks Womens Wear	21 Aug.	12:50am
311	1313 Haines St. Josephs Food Service	5 Aug.	3:15am
311	838 N. Florida Av. 45 Sundries	27 Aug.	1:45am
312	443 E. 7 St. Residence	12 Aug.	3:45am
312	328 E. 8 St. Wagon Wheel Bar	29 Aug.	1:15am
313	1929 Phoenix Av. Manns Grocery Store	12 Aug.	4:30am
313	1929 Phoenix Av. Manns Grocery Store	16 Aug.	5:00am
314	41 E. 4 St. Residence	25 Aug.	3:00am
321	2114 Flag St. Apartment #14	21 Aug.	11:15pm
323	3610 N. Pearl St. Reese Service Co.	12 Aug.	1:00am

cc: Chief McMillan
Zone 3 Commander
File

ICAP



ANALYSIS

TO: Lt. H. LePrell, Zone 3 Watch Commander
FROM: Officer C.C. Jakob
SUBJECT: Burglaries In Zone 3, Watch 1

7 Sept 79

Upon your request of 7 September 79. The following page contains the location, business name, date and times, where suspects were apprehended on the crime scene.

The time period covers 1-31 August 79, watch 1, Zone 3.

OPERATIONS DEPLOYMENT STRATEGY WORKSHEET

IDENTIFIED CRIME PROBLEM

TYPE (Burglary) LOCATION (309, 311, 312, 313, and 314.) Beats
TIME PERIOD (Month of July) During July
EXTENT: There were 28 burglaries during the month of July.
DESCRIPTION: Five residential/ Three non-residential burglaries during the last week of July.

DEPLOYMENT STRATEGY IN RESPONSE TO IDENTIFIED CRIME PROBLEM

Description of Strategy

- #1. Assign ET's to ride problem areas when not on ET calls.
- #2. Make beat Patrolmen aware of this problem.
- #3. Have wagon driver ride problem area.

Time Period: Hours (11:00 P.M.-) Day () Date (8-1-79 to 8-31-79)
7:00 A.M.

Resources:

Manpower: Beat Officers, ET's, Wagon Driver and Sergeants.
Equipment:
Vehicles: Marked police units
Other:

Restrictions: ET's to stay in problem areas unless on call.
Wagon driver to stay in problem area unless on call.
Sergeants to spend as much time as possible in problem area.

Tactical leader:

Lt. H. H. LePrall

EXPECTED RESULTS To reduce the number of burglaries and to apprehend violators.

APPROVING AUTHORITY

Capt. K. R. Brown

AFTER ACTION REPORT (Summary of action taken, results of action, resource shortages, observations)

During the month of August, 19 arrests for burglary were made in the problem areas. Fourteen different residential and non-residential burglaries were solved directly as a result of these arrests. It is believed that by the arrest of these suspects, many more cases of burglary will be solved.

Reports attached where arrests were made.

CRIME PROBLEM ANALYSIS BY: CC Jakes Date: 1 Aug 79
DEPLOYMENT STRATEGY BY: Lt. H. H. LePrell Date: 1 AUG 79
AFTER ACTION REPORT BY: Lt. H. H. LePrell Date: 8 Sep 79
ZONE COMMANDER: Capt K.R. Brewer Date: 13 Sept

P-382-547

WORKLOAD ANALYSIS COMPONENT
OPERATIONS DEPLOYMENT STRATEGIES PLAN
PATROL PLAN II

PATROL/PLAN

A Resource Allocation Planning Tool

Patrol/Plan is structured to be an easy-to-use planning tool for evaluating and improving the deployment of police field operations units by time and geographic area. Mathematical formulas developed and tested by police professionals, operations research analysts, and computer scientists form the basis upon which estimates of a number of field operations performance characteristics are generated. These performance characteristics are usually calculated by geographical area (in this case, by zone), and by time block. Time blocks are periods of time over which the number of CFS cars on duty does not change. In Jacksonville, the patrol day is made up of five time blocks:

1A - 11:00 p.m. to 2:00 a.m.

1B - 2:00 a.m. to 7:00 a.m.

2 - 7:00 a.m. to 3:00 p.m.

3A - 3:00 p.m. to 6:00 p.m.

3B - 6:00 p.m. to 11:00 p.m.

The following performance characteristics can be estimated by using the Patrol/Plan Model:

1. Average service time per call - average total work in minutes, counting all cars involved, arising from a single incident.
2. Average service time per dispatch - Average time any single car is busy as a result of being dispatched to a CFS incident.

3. Adjusted call rate - a scaled up value of calls per hour which accounts for non-CFS work.
4. Actual work per car - average number of minutes per hour each patrol car is occupied by CFS and non-CFS work. Can be greater than 60 minutes per hour per car if not enough cars are available.
5. Percent of time entire patrol force in a region is busy - average percent of time when all cars in a region are simultaneously busy.
6. Average number of free cars - Average number of patrol cars which are engaged in preventive patrol work and are free to be dispatched.
7. Minimum number of cars - smallest number of patrol cars needed to achieve a certain level of performance (travel time, percent of time all cars are busy, workload per car, etc.).

Input Data

The formulas used by Patrol/Plan to estimate the field operations performance characteristics listed above require as input a number of averages describing the workload and how it is handled in the region and time block of interest.

data element: Calls per hour - average number of CFS per hour for the region and time block of interest.

methodology: Using a special computer program developed by the CAPS project entitled "Calls for Service Rate for the Month of _____", in which the average number of

calls by hour by day of week were made available from the CAD System, Planning & Research staff was able to isolate time blocks and obtain an average of the number of calls for service for the five time blocks of each day. Three months of data were used to get an average for the year 1978.

data element: Number of CFS cars - number of CFS cars assigned to the region and time block of interest.

methodology: Using three months of historical data in the form of actual Patrol Division Strength sheets, P & R staff was able to compute by time block and day of week the average number of patrol units (cars) on duty for each zone.

data elements: Percent of calls that require one and two cars:
Percent of calls for service for which the dispatcher assigns one or two cars to respond.

methodology: C.A.D. generated "Zone Activity Report" printouts by zone and by month include a category "Percent of calls requiring a back-up". Three months of data were used by P & R staff to get an average of the percent of calls requiring one car and the percent of calls requiring two cars.

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methodology: The figure of ten minutes per car for all zones and time blocks was chosen after discussion with patrol administrators and research into what is commonly accepted in lieu of actual statistics.

PERFORMANCE INDICATOR CHART

The corresponding charts graphically depict the type of information which can be obtained from the Patrol/Plan resource allocation tool.

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The five performance indicators are:

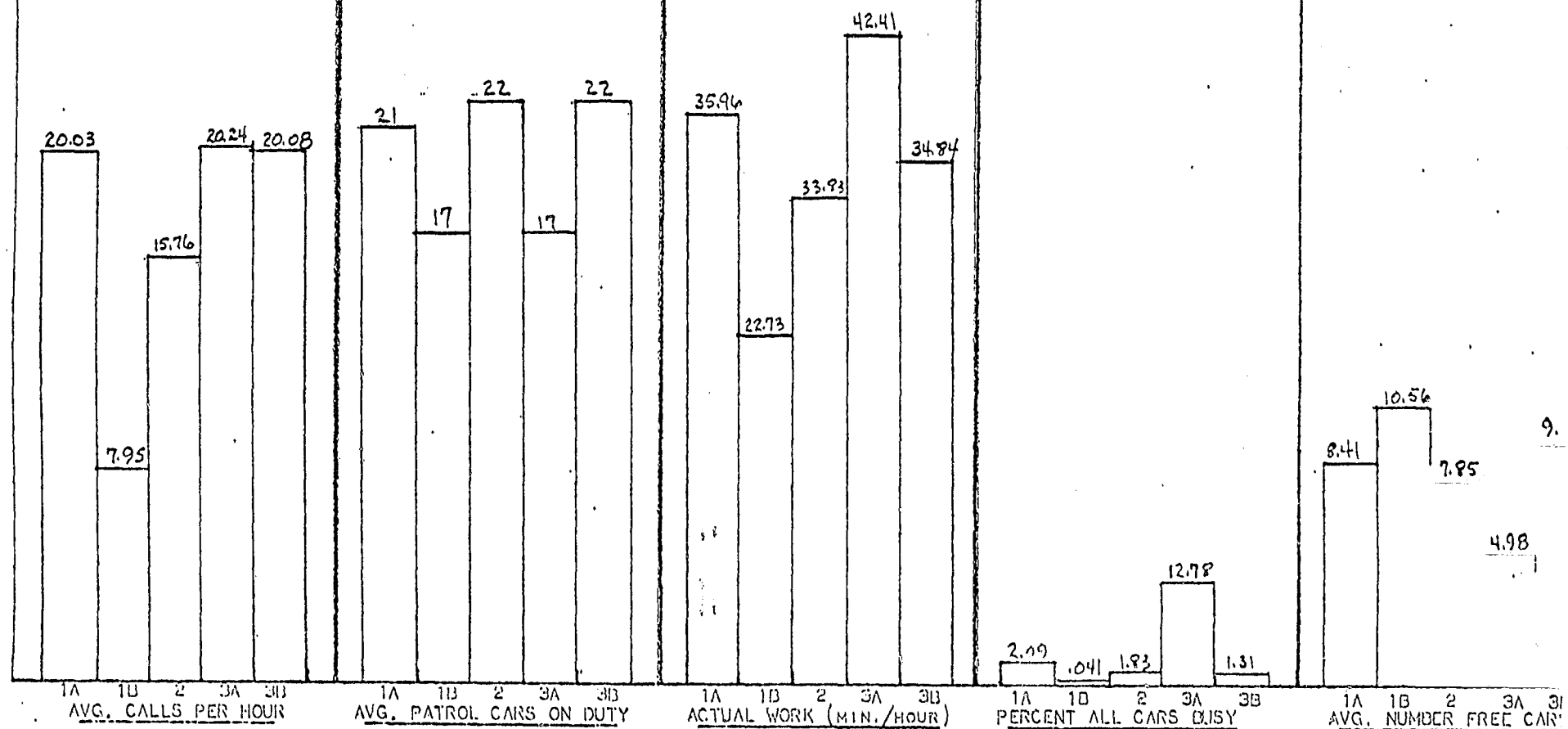
*average calls per hour
average patrol cars on duty
actual work (min./hr.)
percent all cars are busy
average number of free cars*

They should be examined separately as they are graphed according to different scales. In other words, these are actually five different bar graphs on each page, all corresponding to the same day of the week.

TIME FRAME

1A 11PM-2AM
1B 2AM-7AM
2 7AM-3PM
3A 3PM-6PM
3B 6PM-11PM

SAMPLE



ZONE 1

DAY OF WEEK WEDNESDAY

MONTH AVG

YEAR 1978

PATROL/PLAN

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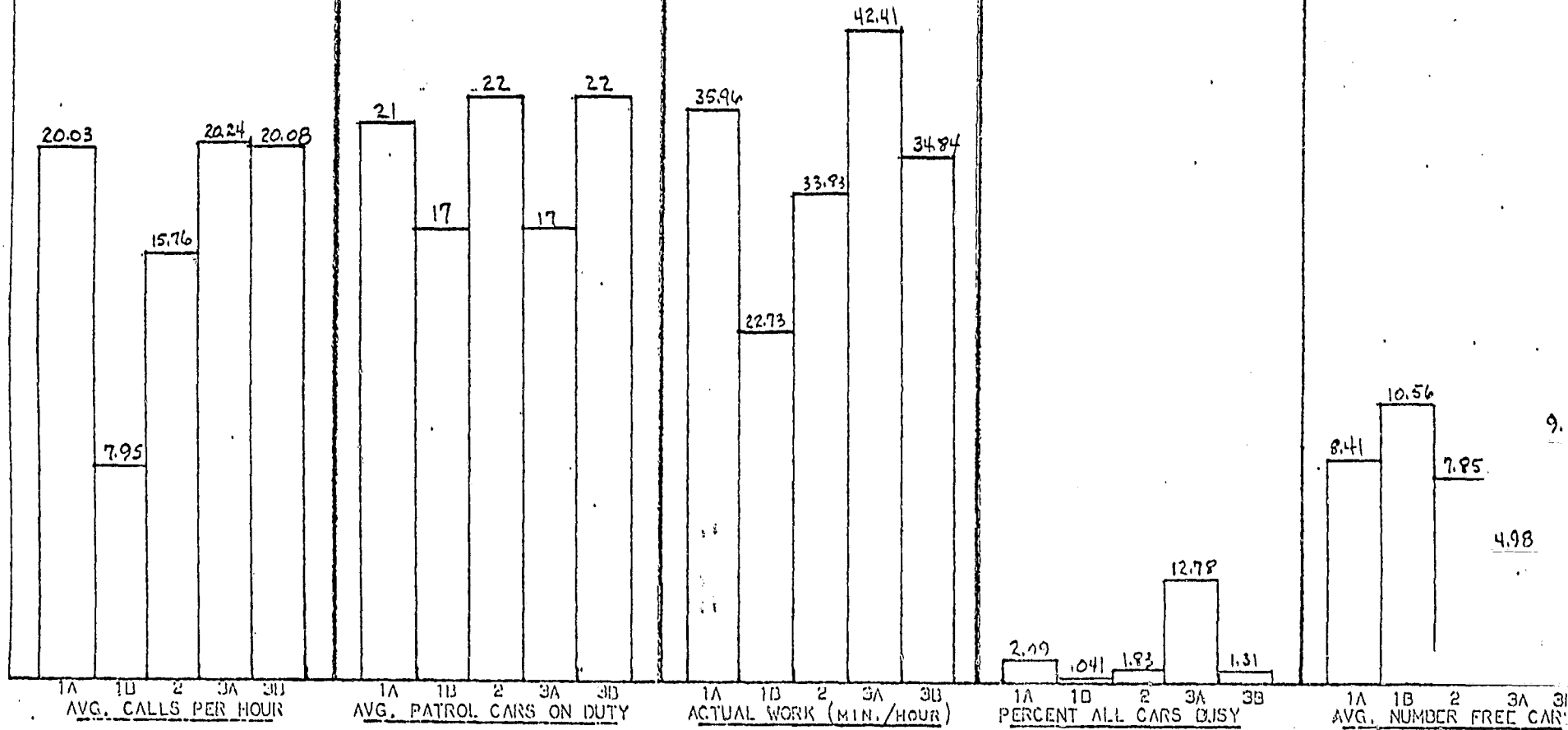
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ZONE 1

DAY OF WEEK WEDNESDAY

MONTH AVG

YEAR 1978

APRIL '79

OPERATIONS DEPLOYMENT STRATEGIES-SUMMARY REPORT

ZONE 1

PROBLEM#

STRATEGY

ANALYST/
TACTICAL
LEADERRESOURCES
REQUIREDRESOURCES
AVAILABLEEXPECTED
RESULTSACTUAL /RESOURCES
RESULTS /LACKING

SAMPLE

1-2 Burg	Covert car, plainclothes officer surveillance - call beat car for backup. SAT 4/7/79, 4:30pm-12:30am	Sgt. Thorburn Jakob	1 officer, 1 radio, 1 cov. car, 1 shotgun.	3B:LTD 5.3 1A:LTD 5.5	Decline in burglaries by arrest or prevention.	9 juvenile arrests for burglary to Junior High School (covert vehicle unavailable)
1-3 Rob	Covert cars, plainclothes officers, roving patrol. 4/13/79, 3:00pm-12:30am. FRI	Sgt. C.L. Wilson Sgt. Speiser Geiser	12 officers 6 res.off. 11 radios, 8 shotguns 3 cov.cars	3A:LTD - 3B:EXT 5.8 1A:LTD 5.3	Robbery arrest and prevention	2 arrests for burglary to coin-oper. machine, 384 man-days used. (covert vehicle unavailable)
1AP1 Burg	Stakeout, covert vehicle, 2 officers in plainclothes. Apr 6,7,8, '79, 4:30pm-12:30am. FRI: SAT: SUN	Lt. Edwards	2 officers 1 cov.car, 2 portable radios.	3B:EXT 5.6 1A:LTD 5.5	Arrests of burglary suspects, Public Relations to Holiday Inn management.	No arrests, maintenance man blew cover by chatting with officers.
1AP2 Rob, Burg PR	Surveillance of area & education of merchants during crime incidences. 4/6/79, Watch 3 3-11pm. FRI	Sgt. Glasscock	1 marked car, 2 uniform officers, 1 pt.radio	3A:LTD - 3B:EXT 5.8	Arrests of suspects & public awareness.	3 citations issued, citizens informed. (portable radio unavailable)
1AP3 Burg Theft	Roving patrol with 2 marked cars, public relations with merchants. 4/5/79, 2-10pm. THURS	Sgt. Glasscock	2 marked cars, 4 uniform officers, 2 pt.radios	3A:NPD - 3B:EXT 5.8	Reduce thefts, burglaries, & traffic accidents. Public awareness.	8 citations issued. 1 capias arrest. Public relations.
1AP4 Burg; Rob;	Surveillance & random stake-outs in troubled area. 4/6/79, 11pm-7am. FRI	Sgt. Moore	3 priv.veh 6 officers 3 pt.radios	1A:LTD 5.8 1B:EXT 4.6	Arrests of suspects during Robbery.	Strategy changed for drug buy resulting in arrest. Radios unusable in outlying area - used C.B. radio.
1AP5 Theft	Observation of business where known thefts are occurring. 4/16/79 MON	Sgt. Moore	1 priv.veh 4 officers 1 pt.radio	1A:LTD 5.8 1B:EXT 4.6 2 :EXT 4.6 3A:NPD - 3B:LTD 4.6	Arrests of suspects stealing stereos.	No arrests.

APRIL '79

OPERATIONS DEPLOYMENT STRATEGIES- SUMMARY REPORT

ANALYSTS/
TACTICAL
LEADER

RESOURCES
REQUIREDRESOURCES
AVAILABLE

EXPECTED
RESULTS

ACTUAL / RESOURCES
RESULTS / LACKING

ZONE 1
PROBLEM# STRATEGY

1-4 DWI	Field test mobile sobriety unit to accomplish DWI arrests. 4/24/79	Capt. Thomas Geiser; Seda Sheddan	4 test veh.	N/A	Increase in arrests & con- viction rates.	Grant processed.

P-875 3/79

SAMPLE

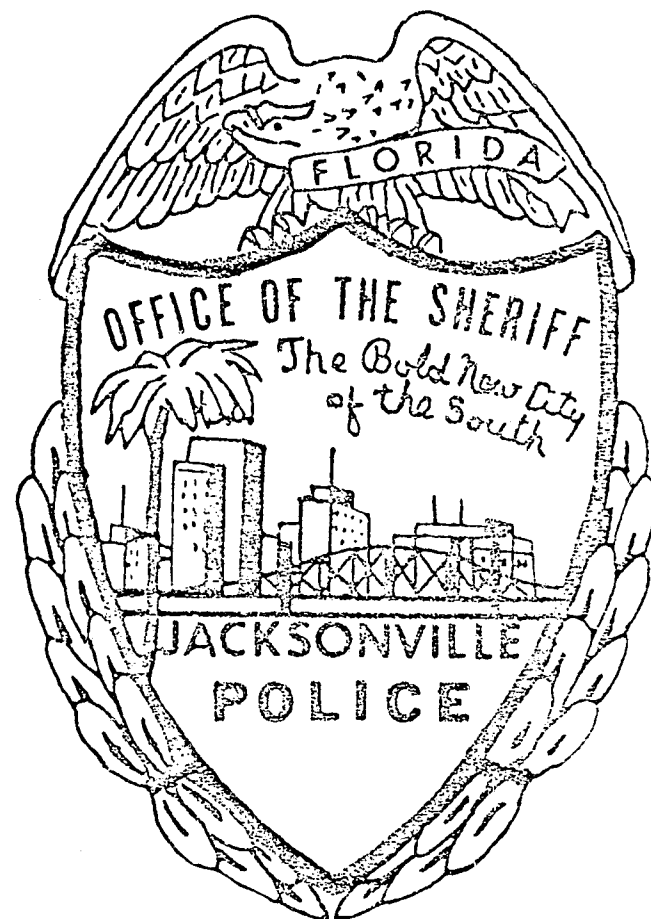
July 1979
Special Units (Strategic Investigations)

OPERATIONS DEPLOYMENT STRATEGIES-SUMMARY REPORT

J. H.

LEAD	STRATEGY	ANALYST	TACTICAL LEADER	RESOURCES REQUIRED	RESOURCES AVAILABLE	EXPECTED RESULTS	ACTUAL RESULTS	RESOURCES LACKING
179 very Indiv- als	Deploy Decoy Units	V. D. Geiser	Lt. H. E. Connell	9 Officers 7 Portable radios 9 Covert veh 1 Unitel 121 Portable Intelligence Kit 1 Night vision scope		Reduction of crime and apprehension of Larceny and Robbery suspects	fifteen (15) arrests for Grand Theft	

I.C.A.P.



M.C.I. IMPLEMENTATION PLAN

I. C. A. P.

M.C.I. Implementation Plan

Jacksonville Sheriff's Office

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 - 2. All Patrol Officers
 - 3. All Patrol Sergeants and Lieutenants
 - 4. All Communications Center Personnel
 - 5. All Duty Desk Personnel
 - B. Revised General Report
 - C. Case Information Card
 - D. Press Release
 - E. Coordination with User Groups
 - F. Training
- III. Changes Made After Implementation and Preliminary Evaluation Measures
 - A. Memorandums Issued
 - 1. All Watch Commanders
 - 2. All Patrol Officers and Sergeants (7/21/78)
 - 3. All Patrol Officers and Sergeants (5/02/79)
 - 4. Department of Operations and Services Division Personnel
 - 5. M.C.I. Procedures
 - B. M.C.I. Questionnaire (Patrol) - Final Results
 - C. M.C.I. Status Report - September, 1978
 - D. Changes in Response Time Activity - Pre- and Post-M.C.I.
 - E. Changes in Case Clearances - Pre- and Post-M.C.I.
 - F. Preliminary Statistical Report
 - G. Sample Form for Recording Larcenies Returned to Patrol for Follow-up

OVERVIEW

In 1976, the Planning and Research Unit was asked by the Director of Operations to examine the feasibility of a team policing mode of operation for the Jacksonville Sheriff's Office. After a lengthy staff study of the concept and its adaptability to Jacksonville's peculiar situation, Planning and Research concluded that team policing, in the usual, pure sense, was not possible for the City as a whole. A number of circumstances led to this conclusion, the more important of which are as follows:

1. The City's large land area and the Department's comparatively low police-to-population ratio effectively precluded the formation of small teams geared to handle police service in specific geographic areas.
2. The Department's commitment to a highly centralized, consolidated organizational structure, as exemplified by the new 9.5 million dollar Police Memorial Building, would not facilitate decentralization in the form of store fronts, sub-stations, etc.

However, there were some elements of the team policing concept that were applicable to the Sheriff's Office and that would serve the total police mission. In 1977, Planning and Research began to look into an expanded role for patrol officers that would be a logical extension of its Integrated Criminal Apprehension Program (I.C.A.P.). The initial efforts of I.C.A.P. were centered on the development of a crime analysis capability that would form the basis of a patrol and mid-management information system. An expanded role for patrol officers was necessary if the information system was to have any utility.

The Managing the Criminal Investigation (M.C.I.) concept incorporated an expanded role for patrol officers that allowed them the authority, based upon thorough preliminary investigations, to recommend the need for further investigative follow-up. It also allowed for complete follow-ups by Patrol in certain

cases. For detectives, it provided reduced caseloads, more time for productive investigations, and a system that would facilitate better management of the continuing investigation.

In March of 1978, the State Bureau of Training presented an M.C.I. workshop to the Sheriff's Office lieutenants. The decision was made by departmental leadership to implement its own M.C.I. Program with a planned implementation date of July 1, 1978. Planning and Research was assigned the responsibility of coordinating the transition.

Because of the limited time available for implementation planning, it was decided that our M.C.I. Program would be put into operation in two phases. Phase I dealt primarily with changes in the patrol function and in key support areas such as Communications, the secondary receiving function, and the Detective Division. Training in the concepts of M.C.I. and I.C.A.P. had already begun with the 1978 In-service Training Sessions. However, more intense training in the concepts of thorough preliminary investigations, solvability factors, and case screening was deemed necessary, and throughout the month of June patrol officers underwent training in two-hour blocks.

Efforts designed to provide police officers with additional time for more thorough preliminary investigations were also undertaken. The secondary receiving function was expanded in two ways: it became operational around the clock and the number and type of calls it handled was increased. Policy changes were effected in the communications center as well. Prior to the implementation of Phase I of M.C.I., dispatchers were encouraged to dispatch all calls as quickly as possible, even if this meant that patrol officers had to "stack" calls in the car and set their own priorities. Following M.C.I. implementation, dispatchers began to hold low priority calls at headquarters for the beat officer until he was available, or for 30 minutes, whichever came first.

The Sheriff's Office's approach was to "wade" into M.C.I., as opposed to "jumping" in, and as such, M.C.I. procedures were limited to the crimes of burglary and larceny. The General Report, on which these offenses are recorded, was revised to incorporate a list of solvability factors and a review process. As operational procedures solidified, it was planned that the M.C.I. program would be expanded to encompass additional offenses.

One of the interesting developments which grew out of the Department's experience with M.C.I. dealt with the level and extent of the follow-up by patrol officers in burglaries and larcenies. After much experimentation within the individual zones, it was decided that patrol officers would conduct actual follow-up investigations if there were "hot" leads and an arrest appeared imminent. However, at the end of the shift in which the case was initially received, the patrol officer would turn in his report with all investigative work documented and record any additional information obtained later on a supplement report. In return, the detective assigned the case would coordinate his efforts with the patrol officer who had worked the case, thereby eliminating duplication of effort and fostering a rapport between the two units.

One area of investigative follow-up that is the exception to this general procedure deals with particular larcenies. Because of the tremendous volume of larcenies reported each year, the Department's larceny detectives have been forced to not assign some larcenies that are potentially solvable. In June of 1979, a new procedure was adopted whereby the larceny sergeant would return to Patrol for complete follow-up certain larcenies with solvability factors that, due to their high workload, could not receive even cursory treatment by the detectives. Patrol officers assigned these cases are given three working days to handle the case, issue a supplement report, and hopefully solve a case that otherwise would not have been investigated.

Phase II of the M.C.I. Program has been geared toward achieving a number of objectives for the Detective Division. Through the development of a Standard Operating Procedure Manual by a Detective Task Force in late 1978, the objectives of more structured case assignments, systematic review of investigations by detective supervisors, and more systematic investigations by individual detectives should be better realized. In addition, in conjunction with the I.C.A.P. systems analysis personnel and the Planning and Research Unit, a management/monitoring system for those offenses assigned to detectives for follow-up is being designed, and when operational, should provide usable feedback on the total investigative process.

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CONTINUED

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M. C. I.

200 2

Steps Taken and Changes Made

Prior to July 1, 1978

Implementation Date

OFFICE OF THE SHERIFF

MEMORANDUM 78-21

June 29, 1978

TO: ALL SHERIFF'S OFFICE PERSONNEL

SUBJECT: M.C.I. - MANAGEMENT OF THE CRIMINAL INVESTIGATION

Effective July 1, the Sheriff's Office embarks on a new program known as M.C.I. - Management of the Criminal Investigation. The purpose of M.C.I. is to assist in increasing the number of arrests for serious crimes that are prosecutable, ultimately leading to a greater number of convictions.

The initial thrust of our M.C.I. program is aimed primarily at the role of the patrol officer. Based upon a thorough preliminary investigation, the patrol officer will be able to use his experience, training, and judgment to make a recommendation as to the need for further detective follow-up in burglaries and larcenies. The General Report has been revised to incorporate a list of questions geared to directing the patrol officer in his preliminary investigation. If, in his professional judgment, the facts of a particular larceny or burglary do not merit the assignment of detective resources, he may make a recommendation to that effect. If his sergeant and watch commander concur with his recommendation, the case will be administratively reviewed. This procedure will screen away from the Detective Division unsolvable cases and allow detectives to concentrate their efforts on those that are potentially solvable. In return, detectives will be readily accessible for the patrol officer to call to the scene of those serious and/or high dollar crimes requiring immediate, intense follow-up.

In order to provide the patrol officer with the additional time necessary to conduct more thorough preliminary investigations, changes in key support procedures are also being made. The availability of secondary receiving will be increased to 24 hours per day, seven days per week. In addition, at the dispatch center, low priority calls will be stacked until the beat officer is available to handle them. These two measures will greatly assist the beat officer in better meeting his responsibilities to the citizenry and to the Sheriff's Office.

Not only does M.C.I. involve the patrol officer's role in the preliminary investigation, it also impacts at the detective level upon the management of the continuing investigation. Efforts are currently underway to design a management system for this phase of the criminal investigative process.

DALE CARSON
SHERIFF

John C. Nelson

JOHN C. NELSON
UNDERSHERIFF

JCN:Ctw

Distribution: I-C

OFFICE OF THE SHERIFF

MEMORANDUM 78-22

June 29, 1978

TO: ALL PATROL OFFICERS

SUBJECT: M.C.I. PRELIMINARY INVESTIGATION PROCEDURE
FOR CRIMES REQUIRING A GENERAL REPORT

Recent efforts to enhance the criminal investigation procedure have prompted a number of changes in forms and methods of operating. These changes are part of an overall project called M.C.I. - Managing the Criminal Investigation. They are designed to better utilize the talent and judgment of the first officer at the scene. Current studies indicate that the majority of crimes are solved by the patrol officer responding to information and leads immediately upon his arrival at the scene. Correspondingly, it is the patrol officer who is in the best position for making a determination concerning the need for a follow-up investigation.

The following, then, will be the new procedure for handling crimes requiring a General Report, in particular, burglaries and larcenies:

When an officer responds to a crime requiring that a General Report be written, he will fill out the report according to the instructions in the Field Reporting Manual. On the back of the report is a series of questions which prescribe a directed search for solvability factors, those elements which have proven dominant in the successful clearance of crimes. Answering these questions properly will require that the patrol officer assume a more active role in the investigative process by conducting a thorough preliminary investigation.

In the past, for example, officers have spent an average of forty minutes on a burglary call. Under the new procedure the officer may take additional time to conduct a more thorough preliminary investigation by undertaking neighborhood canvasses and other such procedures. HOWEVER, THE PATROL OFFICER'S PRIMARY RESPONSIBILITY IS TO HIS BEAT. Answering calls for service takes priority.

Listed below are specific guidelines to be followed in conducting a preliminary investigation.

1. For those serious and/or high dollar cases in which the officer's preliminary investigation indicates the need for immediate, intense follow-up, the reporting officer will call a detective to the scene.

2. If time is available, and an officer receives concurrence from his sergeant, he may leave his beat to complete his preliminary investigation and/or make an arrest. Only unusual circumstances should warrant his leaving his zone.
3. As of July 1, multiple calls will no longer be dispatched to the patrol officer. Low priority calls will be stacked at H.Q. for the beat officer. The patrol officer will IC-43 as soon as he fills in the required general information on the front of the General Report before conducting a neighborhood canvass or other preliminary investigative procedure. He should IC-43 periodically during the course of his preliminary investigation in order to prevent an overload of stacked calls. Every attempt will be made to have all stacked calls handled before the close of the shift.
4. For those cases that the patrol officer feels do not warrant detective follow-up, a correctly filled out Case Information Card should be left with the victim.
5. The victim should not be told that a detective will be in touch with him unless it is obvious that this will be the case.

All preliminary investigative efforts will be well documented within the report's narrative. FOR THE OFFENSES OF BURGLARY AND LARCENY ONLY, the officer will conclude his report by recommending one of the following case dispositions:

Cleared by arrest of all suspects

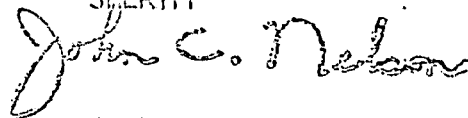
Follow-up investigation needed - yes

Follow-up investigation needed - no

This recommendation will be based upon his professional judgment and the presence or absence of sufficient solvability factors.

It is the patrol officer's responsibility to turn into his sergeant during his shift all written reports.

DALE CARSON
SHERIFF



JOHN C. NELSON
UNDERSHERIFF

JCN:Ctw

Distribution: 5-B

OFFICE OF THE SHERIFF

MEMORANDUM 78-20

June 29, 1978

TO: ALL PATROL SERGEANTS AND LIEUTENANTS

SUBJECT: M.C.I. REVIEW PROCEDURE FOR CRIMES
REQUIRING A GENERAL REPORT

As emphasized during M.C.I. training, the success or failure of M.C.I. rests with the quality of supervision given the patrol officer. Enhancing the role of the patrol officer by allowing him the opportunity to conduct a thorough preliminary investigation dictates that the patrol supervisor exercise good judgment and leadership to ensure that the patrol officer fulfills his primary responsibility to his beat - responding to calls for service. At the same time the patrol sergeant will take care to not unduly stymie the patrol officer's efforts in conducting a complete preliminary investigation.

When a patrol officer completes a General Report on a burglary or larceny, the sergeant will read the report and note his concurrence or lack of concurrence with the patrol officer's recommendation for case disposition. The sergeant will pass the report on for final review to the watch commander who will indicate his concurrence or non-concurrence with the patrol officer's recommendation by checking the appropriate box. If for some legitimate reason (such as pressing calls for service) the officer is unable to complete his preliminary investigation to the point of making a recommendation as to case disposition, the watch commander will refer the case to the Detective Division for follow-up. It is then his responsibility to see that the reports are received at the duty desk for review.

DALE CARSON
SHERIFF

John C. Nelson

JOHN C. NELSON
UNDERSHERIFF

JCN:Ctw

Distribution: 5-D

OFFICE OF THE SHERIFF
DEPARTMENT OF POLICE SERVICES

MEMORANDUM 78-11

June 29, 1978

TO: ALL COMMUNICATIONS CENTER PERSONNEL

SUBJECT: COMMUNICATIONS CENTER PROCEDURES UNDER M.C.I. -
(MANAGEMENT OF THE CRIMINAL INVESTIGATION)

Effective July 1, the Sheriff's Office embarks on a new program known as M.C.I. - Management of the Criminal Investigation. The initial thrust of the program involves changes in the role of the patrol officer. Instead of acting merely as a report-taker, he will take a more active part in the investigative process by conducting a thorough preliminary investigation. Based upon his professional judgment and the presence or absence of certain key factors, he will make a recommendation as to the need for detective follow-up. Those cases for which follow-up is not recommended will be administratively reviewed, thereby freeing up the detective resources for potentially solvable cases.

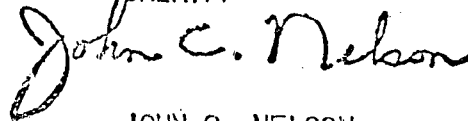
In order to provide the patrol officer with additional time for conducting thorough preliminary investigations, effective July 1 the following procedural guidelines will be observed by Communications Center personnel:

1. All signals with a priority rating of 0, 1, 2, 3, or 4 will be dispatched immediately to the closest available car.
2. All signals with a priority of 5, 6, 7, 8, or 9 will be held for the beat officer. Exceptions include any call for service that has the potential for injury or death or other mitigating circumstances. Example: Signal 8 (Missing Person) when it involves a juvenile under nine years of age or an individual incapable of caring for himself.
3. When a complaint receiver takes a call with a priority of 5, 6, 7, 8, or 9, he should tell the caller, "As soon as the beat officer is available, he will be dispatched to the scene." Care should be taken to avoid mentioning the expected time of arrival unless the complaint receiver is sure of the E.T.A.
4. When the complaint receiver takes a call from an individual who has previously called for police service, he should refer the call to his supervisor.

5. Stacked calls should be dispatched within 45 minutes if at all possible. However, a low priority call that has been held 45 minutes will not be dispatched at the expense of a high priority call.
6. Dispatchers should attempt to keep beat officers and their sergeants aware of the number of stacked calls on their beats. Every attempt should be made to have all calls handled by the close of the shift so as not to overburden the on-coming watch.
7. When the number of beat cars available for dispatch is significantly reduced, the dispatcher should advise the sergeant of the situation.
8. With secondary receiving being made operational 24 hours per day, seven days per week, every opportunity should be taken to utilize this function for calls not requiring the physical presence of a police officer.

The above listed procedures are guidelines to be used in conjunction with the professional judgment of Communications Center personnel.

DALE CARSON
SHERIFF



JOHN C. NELSON
UNDERSHERIFF

JCN:Ctw

Distribution: 7-E

OFFICE OF THE SHERIFF
DEPARTMENT OF OPERATIONS

MEMORANDUM 78-22

June 29, 1978

TO: ALL PERSONNEL ASSIGNED TO THE DUTY DESK

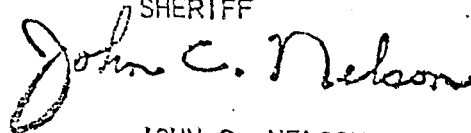
SUBJECT: SECONDARY RECEIVING PROCEDURES UNDER M.C.I. -
MANAGEMENT OF THE CRIMINAL INVESTIGATION

Effective July 1, the Sheriff's Office embarks on a new program known as M.C.I. - Management of the Criminal Investigation. The initial thrust of M.C.I. is to enhance the role of the patrol officer by allowing him to better utilize his training, education, and experience to conduct a thorough preliminary investigation. Based upon the results of his investigation and his professional judgment, the reporting officer will make a recommendation as to the need for detective follow-up. By screening away from the Detective Division those cases with a low probability of being cleared, the Patrol Division will enable the Detective Division to concentrate their resources on potentially solvable cases.

In order to provide the patrol officer with the additional time necessary for conducting thorough preliminary investigations, changes in certain support procedures have to be made. One of the key areas with a great potential for achieving this objective is secondary receiving. Secondary receiving personnel should make every attempt to handle over the telephone all calls not requiring the presence of a police officer.

Effective July 1, secondary receiving will be made operational 24 hours per day, seven days per week. This is an anticipation of an increased number of calls concerning supplemental information from victims whom have been given a Case Information Card by the reporting officer.

DALE CARSON
SHERIFF



JOHN C. NELSON
UNDERSHERIFF

JCN:Ctw

Distribution: 5-E

GENERAL REPORT
POLICE DEPARTMENT
JACKSONVILLE, FLORIDA

1 BEAT 13 R/A 14 UCR CODE			1 VICTIM'S NAME (Last, First, Middle)		2 CCR #	
15 PREMISES TYPE			16 ENTRY MADE ☐ LEGAL ☐ ILLEGAL		3 VICTIM'S ADDRESS CITY	
17 METHOD USED A ☐ PRIED LOCK B ☐ BROKE GLASS C ☐ REMOVED OBSTACLE D ☐ PICKED OR SLIPPED LOCK OR USED KEY H ☐ CONCEALED SELF E ☐ FORCED OPEN (Kicked, etc.) I ☐ KNOCKED OR CUT HOLE F ☐ CRAWLED THROUGH, OVER OR UNDER J ☐ THROUGH UNSECURED DOOR OR WINDOW G ☐ WALKED IN K ☐ OTHER			4 VICTIM'S PLACE OF EMPLOYMENT OR SCHOOL CITY		5 VICTIM'S SEX-DESCENT-AGE-DOB 6 RES. PHONE 7 BUS. PHONE	
18 POINT OF ENTRY DOOR WINDOW OTHER A ☐ FRONT E ☐ FRONT I ☐ WALL B ☐ REAR F ☐ SIDE J ☐ ROOF/CEILING C ☐ SIDE G ☐ REAR K ☐ VENT. DUCT D ☐ SLIDING H ☐ PLATE L ☐ FENCE GLASS GLASS M ☐ UNKNOWN			8 OFFENSE OR INCIDENT		9 LOCATION OF INCIDENT (Address)	
19 TOOL USED A ☐ PRY TOOL F ☐ KEY, PICK, OR PLASTIC CARD B ☐ BLUNT/HEAVY OBJECT G ☐ GUN C ☐ CUTTING TOOL H ☐ KNIFE D ☐ OTHER HAND TOOL I ☐ NOTE E ☐ PHYSICAL FORCE J ☐ BOMB OR THREAT OF K ☐ OTHER (Specify Below)			10 DATE/TIME OCCURRED 11 DATE/TIME REPORTED		21 WITNESSES AND ADDITIONAL VICTIMS CODE: V-VICTIM (Other than Blk. 1) P-PARENT OR GUARDIAN R-PERSON REPORTING CRIME W-WITNESS	
20 DESCRIBE HOW ENTRY OR APPROACH WAS MADE, BE SPECIFIC.			(1) NAME CODE SEX-DESCENT-AGE-DOB ADDRESS PHONE NO.		(2) NAME CODE SEX-DESCENT-AGE-DOB ADDRESS PHONE NO.	
22 DESCRIBE PHYSICAL EVIDENCE LEFT AT SCENE. (Tool Marks, Footprints, Tire Marks, Clothing, etc.) BE SPECIFIC.			(3) NAME CODE SEX-DESCENT-AGE-DOB ADDRESS PHONE NO.			
23 IDENTIFY SUSPECTS BY NO. (Name-Address-Sex-Descent-Age-Ht.-Wt.-Hair-Eyes-Complexion-Clothing-Identifying Characteristics) IF ARRESTED INCLUDE BOOKING NO. AND CHARGE.						
24 VEHICLE USED BY SUSPECT(S) (Year-Model-Body-Color-Tag No.)						
STOLEN PROPERTY	25 IN THE SPACE PROVIDED, INDICATE THE DOLLAR AMOUNT LOST IN EACH GROUP.					
	A. CURRENCY, NOTES, etc. \$ _____		E. OFFICE EQUIPMENT \$ _____		J. CONSUMABLE GOODS \$ _____	
B. JEWELRY, PRECIOUS METALS \$ _____		F. TV, RADIO, CAMERAS \$ _____		K. LIVESTOCK \$ _____		
C. CLOTHING, FURS \$ _____		G. FIREARMS \$ _____		L. CONSTR. MACH. \$ _____		
D. VEHICLES \$ _____		H. HOUSEHOLD GOODS \$ _____		M. BOATS, MOTORS \$ _____		
Z. MISCELLANEOUS \$ _____		WAS ANY PROPERTY RECOVERED? YES ☐ NO ☐ If yes, show on Supplement Report. TOTAL LOSS \$ _____				
ORTHLESS DOCUMENT	26 COLOR OF DOC.		27 TYPE OF DOCUMENT		28 DATE OF DOC.	
	29 DOCUMENT NUMBER		30 NAME OF CHECK			
	31 NAME AND NUMBER OF BANK CITY		32 MADE PAYABLE TO		33 SIGNATURE ON FACE	
34 REASON NOT HONORED		35 TYPE OF PROPERTY OR SERVICE OBTAINED		36 AMOUNT OF DOCUMENT		
37 EVIDENCE TECHNICIAN ☐ YES ☐ NO NAME AND SERIAL NUMBER					38 WEATHER CONDITIONS	
39 DISPOSITION OF EVIDENCE/PERSONAL PROPERTY ☐ PROPERTY ROOM ☐ OTHER					40 CONTROL NUMBER	

ITEM
NO.

42. PATROL OFFICER

- A. IF AN ARREST WAS MADE, IS FURTHER INVESTIGATION NECESSARY? N/A ☐ YES ☐ NO ☐
- B. ARE THERE EYE WITNESSES LISTED IN LINES 21 (1-3)? YES ☐ NO ☐
- C. CAN A SUSPECT BE NAMED, LOCATED, DESCRIBED AND/OR IDENTIFIED? YES ☐ NO ☐
- D. IF A VEHICLE WAS USED BY THE SUSPECT, CAN IT BE IDENTIFIED? N/A ☐ YES ☐ NO ☐
- E. IS STOLEN PROPERTY TRACEABLE BY SERIAL NUMBER, COLOR, etc.? YES ☐ NO ☐
- F. IS THE VALUE OF THE STOLEN PROPERTY GREATER THAN 1,000.00 DOLLARS? YES ☐ NO ☐
- G. IS THERE SIGNIFICANT M.O. DESCRIBED IN THE NARRATIVE? YES ☐ NO ☐
- H. IS THERE SIGNIFICANT PHYSICAL EVIDENCE DESCRIBED IN THE NARRATIVE? YES ☐ NO ☐
- I. IN **YOUR** OPINION, IS THERE SIGNIFICANT REASON TO BELIEVE THAT THE CRIME
CAN BE SOLVED WITH A REASONABLE AMOUNT OF INVESTIGATIVE EFFORT? YES ☐ NO ☐
- DISPOSITION: CLEARED BY ARREST OF ALL SUSPECTS ☐ FOLLOW-UP INVESTIGATION NEEDED? YES ☐ NO ☐

43. REPORTING OFFICER

SERIAL #

44. CONCUR ☐

SERGEANT

SERIAL #

DATE

TIME

DO NOT CONCUR ☐45. CONCUR ☐

WATCH COMMANDER

SERIAL #

DATE

TIME

DO NOT CONCUR ☐

46. STATUS DATE/SERIAL #

NSR ☐
ASSIGNED ☐

47. FOLLOW-UP BY:

☐ DETECTIVE ☐ PATROL-TRAFFIC ☐ FILE

48. REVIEWER

SERIAL #

49. DATE/TIME REPRODUCED

SERIAL #

OFFICE OF THE SHERIFF - JACKSONVILLE POLICE
CASE INFORMATION CARD

Investigating Officer(s) _____
Date _____ Time _____
Location _____
Crime _____

If you obtain any additional information which might help us solve your case, call the telephone number listed below:

633-3772

Tell the person answering that you have information on case number:

As a crime victim, I'd like to advise you that all investigative leads in this case will be followed. The Sheriff's Office will make every effort to locate your property and/or arrest the offender, but we must rely on you to supply the most accurate and up-to-date information available. You have a responsibility to:

Make every effort to obtain any serial numbers of articles stolen. Property can not be returned to the victim unless it can be positively identified.

Keep the Sheriff's Office advised of any information you may learn that may be of assistance to the investigation by calling the telephone number on the front of this page.

Make sure that you describe all stolen items in your report as accurately as possible so that law enforcement personnel will have the best possible description of your property.

Keep the Sheriff's Office notified of any change of address. We can not return your property or prosecute an offender without you.

Sincerely,


Dale Carson P-825 6/78
Sheriff

MANAGING THE CRIMINAL INVESTIGATION (M.C.I.)

AS YOU ARE AWARE, A NUMBER OF CHANGES IN OUR PROCEDURES ARE TAKING PLACE. THESE OPERATIONAL CHANGES ARE AN EXTENSION OF OUR CONTINUING EFFORTS TO PROVIDE POLICE SERVICE THROUGH THE MOST ADVANCED POLICE METHODS AVAILABLE. BY ENHANCEMENT OF THE PATROL OFFICER'S ROLE IN PRELIMINARY INVESTIGATIONS WE HOPE TO GIVE GREATER JOB SATISFACTION TO THE INDIVIDUAL POLICE OFFICER WHILE VASTLY IMPROVING THE RESPONSE AND SERVICE TO PROPERTY CRIME VICTIMS. THIS CAN BE ACHIEVED THROUGH BETTER UTILIZATION OF PATROL OFFICERS' TALENTS, EDUCATION AND TRAINING AS POLICE OFFICERS.

THE TRADITIONAL APPROACH FOR YEARS HAS BEEN TO RESTRICT THE PATROL OFFICER'S ROLE TO RAPID RESPONSE TO CALLS FOR POLICE SERVICE, WRITING OUT A REPORT, AND PREVENTIVE PATROL.

THE NEW PROCEDURES WILL EXPAND THE ROLE BY ALLOWING THE PATROL OFFICER TIME TO CONDUCT A THOROUGH PRELIMINARY INVESTIGATION AND TO MAKE A RECOMMENDATION REGARDING ITS COMPLETION. ASSISTANCE FROM THE VICTIM IN OBTAINING FOLLOW-UP INFORMATION WHICH WOULD HELP SOLVE THE CRIME IS AN INTEGRAL AND VERY IMPORTANT PART OF THIS APPROACH. THIS, COUPLED WITH A STREAMLINING OF OUR CASE MANAGEMENT IN THE DETECTIVE DIVISION, WILL ALLOW BETTER RESOURCE ALLOCATION AND A VASTLY IMPROVED LEVEL OF SERVICE TO THE CITIZENS OF JACKSONVILLE.

III. COORDINATION WITH USER GROUPS

SINCE THE FIRST OF THE YEAR STAFF HAS HELD OR PARTICIPATED IN A NUMBER OF MEETINGS DESIGNED TO INTRODUCE THE CONCEPT OF M.C.I. AND SOLICIT IDEAS FOR ITS IMPLEMENTATION.

AN INTRODUCTION AND ORIENTATION BRIEFING TO THE C.A.P.S. GRANT, CRIME ANALYSIS, AND M.C.I. WAS INITIATED AS AN INTEGRAL PART OF IN-SERVICE TRAINING. STARTING IN JANUARY AND AS OF APRIL 24, SOME FOURTEEN CLASS GROUPS COMPRISED OF APPROXIMATELY 420 OFFICERS HAVE BEEN BRIEFED ON THE PURPOSE, INTENT, BENEFITS, AND INTER-RELATIONSHIP OF C.A.P.S., CRIME ANALYSIS, AND M.C.I.

ON FEBRUARY 16 AND 17 FOUR SIMILAR BRIEFINGS WERE HELD WITH THE FOLLOWING INDIVIDUALS IN ATTENDANCE: LIEUTENANTS CORISTAN, MCVEIGH, BRANCH, C. D. TAYLOR, STELMA, STRINGER, KICKLIGHTER, SUBER, GRAY, G. S. TAYLOR, FRASER, THORNTON, CONNELL, MCGIVNEY, GRANT, GORDON, DAUSEY, COLLINS, NICHOLSON, BENNETT, MICKLER, EDWARDS, TYSON, W. H. TAYLOR, DODSON; CAPTAINS HAMWEY, WINGATE, TOMLINSON, CROUSE, GREEN, BROWN; CHIEF MILEY; DEPUTY DIRECTOR ERVIN; AND DIRECTOR RICHARDSON.

THE LAST THREE DAYS OF MARCH AN EXTENSIVE CONFERENCE ON M.C.I. WAS HELD IN JACKSONVILLE AND ATTENDED BY OPERATIONS LIEUTENANTS. THE CONFERENCE PROVIDED A COMPREHENSIVE OVERVIEW OF THE PROJECT AND IMPLEMENTATION PLAN.

ON APRIL 6, COORDINATION FOR IMPLEMENTATION PLANNING WAS BEGUN BY A BRIEFING TO TWENTY-TWO DETECTIVES, CHIEFS MCMILLAN, TOUCHTON, AND MILEY, CAPTAIN GREEN AND DIRECTOR ERVIN. THE GENERAL REPORT WAS EXAMINED AND BRIEFING PARTICIPANTS WERE SOLICITED FOR CHANGES IN THE FORM WHICH WOULD BE MORE CONDUCTIVE TO OBTAINING PROSECUTABLE ARRESTS.

BOTH DATA INPUT PERSONNEL AND THE CRIME ANALYSIS UNIT WERE ASKED FOR THEIR INPUT IN THE FORM REVISION, AND THEIR SUGGESTIONS, ON THE WHOLE, INCORPORATED INTO THE DRAFT.

Training in the concept of the Management of the Criminal Investigation (M.C.I.) Program and the changes it entails is essential to the success of M.C.I. Because of budgetary constraints, training of all affected individuals will be conducted during their normal working hours throughout the month of June. Based on the monthly roll call, it is expected that approximately 550 patrol officers, 55 sergeants, and 24 lieutenants in the Patrol Division alone must be scheduled for training.

Given twenty-two working days per month, an average of twenty-five patrol officers must be trained per day. The classrooms located in the building are conducive to classes of this size. The minimum time to be allotted to each training session should be two hours, and the topics to be addressed should include the following:

I. PATROL OFFICERS

A. Specific M.C.I. training

1. Overview of M.C.I. - the concept, the need it meets, the advantages, etc.
2. Overview of solvability factors - what they are, what they do, how they're used to facilitate case screening.
3. Changes in the patrol role - what the officers can and can not do; specific examples and a film of a typical burglary would be useful.
4. Use of new general report - importance of answering all solvability factors carefully and thoroughly; what crimes are affected?

B. General training

1. Preliminary investigative techniques
2. Interrogation and interview techniques
3. Community relations and how M.C.I. in particular, case screening, affects the public. Include specific answers to victim questions about follow-up of their cases.

II. PATROL SUPERVISORS

A. Sergeants

1. Same overview of M.C.I., solvability factors, case screening, etc., as patrol.

2. Changes in role of sergeant - the importance of the sergeant to the success of M.C.I.

B. Lieutenants

1. Brief overview of M.C.I. and new roles of patrol officers and sergeants.
2. Explanation of lieutenants' role in the review process.
Lieutenants are the final determinant in the decision to follow-up, unless additional information is received.

M. C. I.

Changes Made After Implementation
and
Preliminary Evaluation Measures

OFFICE OF THE SHERIFF
PATROL AND TRAFFIC DIVISION

MEMORANDUM 78-2

July 21, 1978

TO: ALL WATCH COMMANDERS

SUBJECT: SPECIAL INSTRUCTIONS FOR NEW GENERAL REPORT

After a two week initial testing period for M.C.I., a number of procedural problems have been identified. With respect to the watch commander's role in the review process of burglaries and larcenies, special instructions are as follows:

The watch commander will read carefully all burglaries and larcenies, and then assess the patrol officer's recommendation. If he agrees with it, he will mark "concur" in BLOCK 45 and if he does not agree, he will mark "do not concur." He will then sign his name, serial number, date, and time.

In BLOCK 46, he will mark whether the report should be NSRed or assigned, and again, mark the date and his serial number. When the patrol officer has cleared the case by arrest of all suspects, the watch commander should use his judgment to decide if further follow-up by the Detective Division would be of any benefit, such as in multiple clearances, and mark BLOCK 46 accordingly. The watch commander must fill out this block correctly in order for the Review Desk to properly stamp the report.

And finally, in BLOCK 47, the watch commander should mark whether follow-up will be conducted by detective or patrol-traffic personnel, or whether it will be reviewed for trends and filed.

It is imperative that the watch commander recognize and understand his role as the last individual in the patrol review process for burglaries and larcenies. As such, he is responsible for correcting any errors in judgment made by the patrol officer and overlooked by his sergeant. In order for the Detective Division to have confidence in the patrol officer's recommendation, the watch commander must ensure that all of the patrol officer's preliminary investigative efforts are well-documented within the report's narrative and that his reasons for his recommendation are clear. If the sergeant is performing his job correctly, there should be very little extra effort required of the watch commander.

DALE CARSON
SHERIFF

J. E. McMillan
Chief
Patrol and Traffic Division

Distribution: 5-D

OFFICE OF THE SHERIFF
PATROL AND TRAFFIC DIVISION
MEMORANDUM 78-1

July 21, 1978

TO: ALL PATROL OFFICERS AND SERGEANTS

SUBJECT: REPORTING AID FOR M.C.I.

July 1 marked the beginning of our initial stage of the M.C.I. Project. After a two week test period, it is the consensus of all that report writing in general has greatly improved. However, a number of procedural problems have been identified. The following narrative represents an attempt to provide a more thorough introduction and more specific guidelines for writing a General Report and conducting a preliminary investigation.

The preliminary investigation is the first link in the total investigative effort. The quality of this initial effort will determine the department's overall success in solving crimes.

Throughout the preliminary investigative process the police officer searches for leads (solvability factors) upon which further investigative efforts can be based. To avoid duplication of effort, the patrol officer must convince the follow-up investigator that all leads or solvability factors have been explored. If the case is not closed immediately by arrest of all suspects, the work of the patrol officer concludes with his decision that the investigation should be continued or halted. IT IS AT THIS STAGE THAT HE MUST INSURE THAT HIS WORK IS AS COMPLETE AS TIME AND CIRCUMSTANCES WILL PERMIT, AND THAT IT IS PROPERLY DOCUMENTED.

The framework of the preliminary investigation, then, is based upon the following major tasks:

1. Verification that the offense actually occurred.
2. Identification of the victim, place of crime, and time crime occurred.
3. Identification of solvability factors (witnesses, evidence, suspect descriptions, M.O., etc.).
4. Communication of the circumstances of the crime.
5. Identification of those investigative tasks completed and of those yet to be done.

More specifically, the narrative section of a good report consists of two basic parts: 1., a synopsis or brief explanation of what the report is about, and 2., the details of the patrol officer's investigation.

The synopsis should include the following details:

1. The type of crime and location
2. Whether the victim is a business or residence
3. The name of the owner
4. The point of entry and/or M.O.
5. Date and time of the incident
6. Items taken, description, I.D. markings, etc.
7. Loss value

The details of the patrol officer's investigation should:

1. Connect his presence with the incident.
2. List all witnesses and their statements.
3. State the details of his neighborhood canvass. (This was done in the past by the Investigative Section, but with the Field NSR program, must now be done by the patrol officer. Each case will be different, but generally at least four different residences should be visited by the investigating officer in a search for additional information regarding the crime. Each contact's full name, sex, race, age, address, and phone number should be reported. If for some reason the neighborhood can not be canvassed, such as the location of the crime is in an isolated area with no neighbors, or all neighbors are asleep, the report should so state).
4. List all suspect information, if any.
5. List any other pertinent details.

Some do's and don'ts:

1. For items 17, 18, and 19, do not transpose the letter checked into the box at the right. That box is reserved for data input.
2. For 42 B, do check "yes" if the victim was an eyewitness.

3. For 42 I, do not check "yes" if there are no solvability factors or very weak solvability factors unless you have explained in the narrative why you think the case can be solved.
4. For 42 I, do not check "no" if there are several solvability factors, unless you have stated in the narrative why you think the case can't be solved.
5. For 42 I, under disposition, check only one of the three possible choices.
6. Do 10-43 more often. Remember, your primary responsibility is to your beat.

Attached are two exemplary general reports: one for a burglary recommended for assignment, and one for a burglary to be NSRed.

DALE CARSON
SHERIFF

James E. McMillan
Chief
Patrol and Traffic Division

JEM:Ctw

Distribution: 5-B

OFFICE OF THE SHERIFF
PATROL AND TRAFFIC DIVISION

Memorandum 79-

May 2, 1979

TO: ALL PATROL OFFICERS AND SERGEANTS

SUBJECT: IMPENDING CHANGES IN PATROL PROCEDURES

In July of 1978 when the M.C.I. concept was implemented in the Patrol Division, a careful monitoring/evaluation of activities as they evolved was also put into operation. It was anticipated that as the program developed and grew in scope that modifications in procedure would be necessary. The purpose of this memorandum is to make you aware of some impending changes that will be provided to you at a future date.

1. As a result of your recommendations in last year's in-service M.C.I. questionnaire, Planning and Research has begun a forms consolidation study which should be complete sometime this summer.
2. In the near future, a revision to Memorandum 78-1, "Reporting Aid for M.C.I.", will be issued to handle needed changes. Included in the revision will be sample burglary reports which better illustrate report-writing procedures. Two changes effective immediately are the requirement to fill in all blocks that are applicable to the crime and the elimination of the narrative synopsis lead-in.
3. Procedures for referring follow-up investigations to patrol, actually conducting the investigation, and for coordination between the Patrol and Detective Divisions have varied among the zones. Standardization of procedures is underway and will result in the issuance of a memorandum.
4. Also as a result of your recommendations and the evaluation of the program, plans are underway to initiate a training program which will address, among other things, field interrogation and interview techniques, evidence collection and preservation, and report-writing to ensure prosecution.

In general, the preliminary evaluation results are quite positive. The capabilities and initiatives of patrol are being used to a greater extent than ever before, and with good results. The changes outlined above should serve to reinforce these benefits.

DALE CARSON, SHERIFF

James E. McMillan, Chief
Patrol & Traffic Division

DC/JEM:par
Distribution 5-B

OFFICE OF THE SHERIFF

Memorandum 79-19

May 22, 1979

TO: DEPARTMENT OF OPERATIONS AND SERVICES DIVISION PERSONNEL

SUBJECT: CHANGES IN COMMUNICATIONS PROCEDURES - EFFECTIVE JUNE 1, 1979

Over two months ago, the Communications Center began observing a new priority system. Its purpose was to provide Comm Center personnel with the flexibility needed to assign calls in a manner that would facilitate the departmental objective of providing police service in as effective and efficient way as possible. The following definitions, examples, and procedures are designed to clear up any misunderstandings and confusion and provide assistance in this critical decision process. However, all employees must always be cognizant of the fact that rigid, written procedural guidelines are no substitute for flexible, situational judgment and common sense.

1. Priority 1 - those calls for which the dispatch must not be delayed under any circumstances and which are "hot-lined" from the complaint receiver to the dispatcher.

Examples: Felony-in-progress calls; accidents with injuries; coronary or breathing cases; 22s and 63s with violence; 29s in populated areas where wire is known or suspected to be "hot".

2. Priority 2 - calls which must be dispatched as soon as possible, not to exceed five (5) minutes from receipt of call.

Examples: All traffic accidents without injuries; in-progress calls that are not felonies; signal 8s involving individuals unable to care for themselves; 22s and 63s with the potential for violence; 33s near occupied buildings.

3. Priority 3 - routine calls for police service which do not involve any of the circumstances for the other priority calls.

Examples: 54s not blocking traffic; 63s involving loud music or a party but no violence.

Priority 3 will be handled in the following manner:

- a. If the beat car is unavailable, Priority 3 calls should be held until the unit is available, but for a period not to exceed thirty (30) minutes.

- b. No beat car should have more than one Priority 3 call holding for him at any given time. When this situation arises, dispatch the most important call or the call that has been holding the longest to the closest available car within a two-beat radius. If there is no car available that meets this definition, multiple dispatch the call to the beat officer.
- 4. Priority 4 - all calls which are to be referred to the RPT function. The following is a list of calls that can be accepted by RPT:
 - Signal 8 - where "runaways" or routine missing persons are from non-delinquent juvenile care institutions.
 - Signal 9 - where property value is \$250.00 or less, there is no suspect, and the possibility of physical evidence is not present.
 - Signal 10 - which involves a vehicle leased, rented, or missing from inventory from factory dealerships or leasing companies. (Victim must have on file with NCIC a sheet authorizing the Sheriff's Office to tow the vehicle if recovered and victim cannot be contacted.)
 - Signal 14 - where property damage is less than \$250.00, there is no suspect, and the possibility of physical evidence is not present.
 - Signal 31 - where the property check is for an extended period of time.
 - Signal 50 - all property too large to be transported to the property room in a patrol car. Small items such as wallets, purses, tags, etc., should be handled by the beat car.
 - Signal 51 - where additional information is to be added to the original report or in the cancellation of missing persons.
 - Signal 52 - all garbage complaints.
 - Signal 79 - in all cases except where the complainant is upset or wishes to see an officer.
 - Signal 86 - any lost property where the value is \$500.00 or less.
 - Signal 87 - damaged property where no physical evidence is present.
 - Signal 94 - all information calls.

Additionally, the following instructions are applicable in a general sense:

1. Shift change should have no bearing on the way calls are dispatched.
2. If more than ten calls are holding in a zone at any given time, the dispatcher should notify the communications watch supervisor. The watch supervisor will make a record of the time and date, the number of calls holding, the name of the patrol watch commander he notified, and the action taken.

While these definitions, examples, and guidelines are not intended to cover every conceivable situation, they should provide assistance in making these important judgments.

DALE CARSON, SHERIFF

JOHN C. NELSON
UNDERSHERIFF

DC/JON:par

Distribution 2-B
7-C

OFFICE OF THE SHERIFF
DEPARTMENT OF OPERATIONS

Memorandum 79-13

June 1, 1979

SUBJECT: M.C.I. PROCEDURES

The past eleven months of M.C.I. implementation have demonstrated the willingness and capability of patrol officers to make sound judgments as to the existence of solvability factors in individual burglaries and larcenies and the need for further detective follow-up. The zones have, to a large extent, experimented with a variety of procedures in handling burglaries and larcenies, the net result of which has been to provide a good basis for determining what has worked best. In the interest of uniformity, revisions to current procedures are outlined below. In addition, the evaluation has uncovered an area which will provide patrol officers with an even greater opportunity to demonstrate their skills and capabilities and also increase the clearance rate for larcenies. This new area is also outlined below.

I. Revision to Present M.C.I. Procedures--effective immediately

The Patrol Division will continue to conduct thorough preliminary investigations for all crimes. All applicable blocks will be filled out and all solvability questions answered for burglaries and larcenies. Because of the necessity of timely detective involvement, all burglaries and larcenies which the patrol officer deems to be in need of follow-up will be marked "Follow-up by Detective Division". This in no way relieves a patrol officer from his responsibility to conduct a thorough preliminary investigation and make an arrest if one is imminent. Detectives are available to be called to the scene to provide assistance. Any activity undertaken after the original report is turned in will be noted on a supplement report. In return, the detective assigned to the case will attempt to coordinate with the patrol officer who conducted the preliminary so as to minimize duplication of effort.

II. Expanded M.C.I. Procedures--effective immediately

Last year almost 20,000 larcenies were reported to the Sheriff's Office. This represents more than fifty cases per day, the majority of which are not followed up due to a lack of solvability factors. There are, however, a number of larcenies with excellent solvability factors that can be handled in a timely manner by Patrol. It is with these cases that the Patrol Division will be able to continue to expand its role and function and at the same time provide the Department with the benefit of increased clearance for larcenies.

A system has been devised whereby larcenies with good solvability factors will be re-routed to the Patrol Division for a complete follow-up. The M.C.I. lieutenant will receive applicable larcenies from the larceny sergeant. He will then distribute them to the appropriate zone commander, who will in turn make sure they are assigned to a patrol officer. The patrol officer will then have three working days to conduct the follow-up investigation and issue a supplement with one of the following case dispositions:

1. Cleared by Arrest
2. Exceptionally Cleared
3. Investigation Continuing
4. Case Suspended
5. Unfounded

An offense is cleared by arrest when at least one person is (1) arrested, and (2) charged with the commission of the offense, or (3) a misdemeanor summons is issued. Arrest of a principal, aider, abettor, or conspirator permits a clearance by arrest even if charged with a lesser offense.

An offense may be considered exceptionally cleared when (1) the investigation has definitely established the identity of the offender, (2) there is enough information to support an arrest, charge, and prosecution, (3) the exact location of the offender is known by the officer, and (4) there is some reason beyond law enforcement control that prohibits the officer from arresting, charging, and prosecuting the offender. Examples: death of the offender; victim refuses to cooperate in the prosecution; offender is being prosecuted in another city; offender is a juvenile, the offense is minor, and the officer prefers to handle the case orally or by written notice to parents.

Investigation continuing should be marked when a supplement is due but the officer is still following leads and there is still a good chance the case will be solved.

A case should be suspended when all leads have been followed and there is nothing more the officer can do to solve the case, unless new leads develop.

A case should be marked unfounded only if the officer's investigation reveals that the offense never actually occurred.

The patrol officer's supplement should be reviewed by his sergeant and watch commander and the original turned in to the M.C.I. liaison lieutenant by his zone commander. All zones will keep a record of these cases.

The revised and new procedures should work to enhance the role of the individual patrol officer, streamline the case management of

Department of Operations
Memorandum 79-13
Page three (3)
June 1, 1979

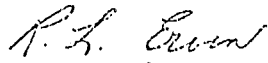
the Detective Division, and provide the Department with more and better case clearances.

Plans for the future include more intensive training in the conduct of investigations (ie., field interrogations, evidence collection, witness interview techniques), and revisions to affected General Orders. Also, very soon there will be available a pocket-sized card imprinted with "Suspect Rights" which will be carried by all officers.

Patrol officers are also reminded that following a felony arrest they are to file with the State Attorney's Office and show probable cause promptly. In no cases will this time period exceed 72 hours.

DALE CARSON, SHERIFF

M. P. Richardson, Director .


R. L. Ervin, Deputy Director
Department of Operations

RLE:par

Distribution 2-B

FINAL RESULTS

OFFICERS.

M.C.I. QUESTIONNAIRE (PATROL)

LEGEND: SA - Strongly Agree
A - Agree
N - No Opinion, Neutral

D - Disagree
SD - Strongly Disagree

		SA	A	N	D	SD	
A	* 1.	11	69	16	17	3	11/2
A	* 2.	30	60	9	15	2	11/2
A	* 3.	12	65	28	9	1	
A	4.	6	53	26	31	2	
D	5.	2	15	31	43	26	11
	6.	8	50	22	27	11	11
D	* 7.	7	9	22	59	20	11
	8.	4	53	11	35	15	
A	* 9.	15	77	19	6	1	11
A	* 10.	16	72	16	13	1	11
D	11.	1	27	31	54	5	
	12.	6	35	30	35	13	11/2
D	* 13.	4	8	28	72	6	11

* $\frac{2}{3}$ or more majority

D

14. I have found it necessary to call upon an E.T. to process the crime scene more often under M.C.I. than in the past.

SA	A	N	D	SD
5	29	16	64	2

A

* 15. I think that the type of calls handled by secondary receiving needs to be expanded.

49	53	10	4	2
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A

* 16. I am spending more than ten minutes extra on burglaries now than I did before M.C.I. was implemented.

24	68	16	10	
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A

* 17. I am spending more than ten minutes extra on larcenies now than before M.C.I. was implemented.

18	66	18	15	1
----	----	----	----	---

A

18. More often than not, calls are still being dispatched more than one at a time.

15	52	19	31	
----	----	----	----	--

19. If I think the case should be FIELD NSRed, I usually tell the victim that he won't be having a detective assigned to his case.

5	45	29	35	3
---	----	----	----	---

A

20. I know I'm supposed to IO-43 often, but it's difficult to do when I'm on a preliminary investigation.

17	48	29	23	1
----	----	----	----	---

A

* 21. I approve of the changes made in Com Center procedures (stacking of low priority calls, no more batch dispatching, etc.).

31	56	19	4	5
----	----	----	---	---

22. I feel that detectives should be doing neighborhood canvasses, not patrol officers.

17	22	32	40	7
----	----	----	----	---

A

* 23. I would like to see the new procedures (use of solvability factors, patrol recommendations, etc.) applied to other crimes in addition to burglaries and larcenies.

17	61	28	15	7
----	----	----	----	---

A

* 24. I think M.C.I. makes better use of my talents and judgment than did the old procedures.

18	65	20	10	5
----	----	----	----	---

25. If given the chance, I would like to have been involved in the planning for M.C.I.

11	34	43	23	7
----	----	----	----	---

D

* 26. I feel the Case Information Card is a waste of time.

	8	26	71	13
--	---	----	----	----

27. I think the public is not happy with the new procedures, and would rather have a detective always assigned to the case.

7	49	31	35	6
---	----	----	----	---

A

* 28. I think we have too many report forms and I favor consolidating the many into a few.

29. I feel like I'm doing the detective's work.

30. I feel like my work is not appreciated nor trusted by the Detective Division.

A

31. The new M.C.I. procedures ought to be beneficial in increasing the number of convictions.

A

32. For controlling crime, I feel preventive patrol is the best way to spend my unstructured time.

A

* 33. I feel the new General Report better serves the needs of the department than the previous version.

A

34. It is my understanding that detectives are more available now to be called to the scene.

A

* 35. I feel it is a policeman's job to handle every call for service to the best of his ability, regardless of whether the call is crime-related.

D

36. I think preventive patrol is more productive than is doing preliminary investigations.

A

* 37. I think M.C.I. has the potential for greatly improving police procedures.

A

38. I think one of the results of M.C.I. ought to be reassignment of some detectives to the patrol division.

A

* 39. I would like the Sheriff's Office to have some kind of formal system for letting me know the outcome of cases I've worked on.

A

* 40. I think M.C.I. will lessen a patrol officer's chances of ever making it to the Detective Division.

SA	A	N	D	SD
59	36	5	5	1
12	31	28	43	5
19	35	32	33	1
10	56	35	14	3
20	49	22	21	6
12	63	20	14	9
4	56	31	24	5
22	59	3	21	13
7	22	27	53	9
13	62	29	14	1
19	51	33	12	3
55	51	10	1	1
33	45	21	17	2

M.C.I. STATUS REPORT - 9/78

Jacksonville's M.C.I. Program has been planned and implemented in two primary stages, Phase I and Phase 2. Operational now for over two months, Phase I deals with changes in the role of the patrol officer and the ensuing changes and impact on the Communications Center, the Duty Desk, and the Detective Division. Phase 2 is geared primarily toward establishing a management system for the continuing investigation but will also encompass the Sheriff's Office's relationship with the prosecutor's office.

Phase I

The monitoring/evaluation of this phase of the total M.C.I. Program is well underway with the use of questionnaires, manually compiled and computer-generated statistics, monthly reports, interviews, and a number of other instruments. Concurrent with the assessment of Phase I has been the planning for implementation of Phase II.

To assess the patrol officers' perceptions and attitudes toward the changes brought about by the July 1 implementation of M.C.I., Planning and Research began administering a forty item questionnaire to the in-service training classes. From the three classes (38 patrol officers) who have taken part, a definite trend has been established. The officers appear to be extremely supportive of the new concept and procedures. Suggestions for improvement include more intensive training in preliminary investigative techniques, expanding the program to cover crimes in addition to burglaries and larcenies, communications center adherence to MCI

procedures, and the establishment of a system for letting patrol officers know the outcomes of cases they have handled.

On August 25th, another questionnaire was administered to communications center dispatchers. While the results are not as conclusive as the patrol questionnaire results, there is evidence that the dispatchers are relieved at no longer having to dispatch all calls within five minutes and are appreciative of the flexibility that the new system formally allows them. However, there is also evidence that relinquishing the old philosophy has been difficult and that stacking of low priority calls for the beat officer is not a procedure marked by strict adherence. Neither have dispatchers eliminated the practice of multiple dispatching. In summary, while the MCI guidelines for the Communications Center are not being strictly followed, the dispatchers are in favor of the program because it has eliminated the arbitrary five minute rule and has provided them with a formal mechanism for exercising their judgment. A problem experienced and noted by a number of the dispatchers is the computer-generated signal priority system. For the benefit of new and inexperienced dispatchers and complaint receivers who have not yet developed sufficient judgment, the priority system is being examined by representatives from Patrol, Communications, and Information systems for possible revision.

Other instruments are also being used to assess the impact of changes in the Communications Center. A computer-generated monthly printout on response times indicates that the average time per call from receiving to dispatching for July was 6.9

minutes, 6.7 minutes in August, compared to 4.9 minutes in June. This significant difference can be attributed to the relaxation of the five minute rule and the use of call stacking. The average "arrived to completed" time per call for July was 28.1 minutes, 28.9 minutes for August, compared to 27 minutes for June. The difference between the two is too small to be significant. Trying to ascertain any changes in the level of complaints to the Communications Center has been impossible to quantitatively document. There are no useable records of numbers of complaints from prior months to be compared with the records being kept now, and of those records being kept now, very few of the Form 1 Cards reflect the time between the initial call and the call-back, data which is necessary in order to weed-out illegitimate complaints. Complaint receivers and dispatchers are of the opinion that call-backs have increased since the implementation of M.C.I., but patrol officers, according to their questionnaire responses, have not experienced an increase in citizen complaints at the street level. To quantify and clarify the impact of M.C.I. on response times, a computer program is being written that will break down calls by priority. The data generated should clearly show the degree to which call stacking procedures are being used.

The impact of Phase I of M.C.I. on the Detective Division has been substantial. In addition the verbal reports from Lieutenant Grant of Burglary attesting to an overall improvement in report writing and preliminary investigations and the M.C.I. Lieutenant's report, there is strong evidence to support the validity of patrol's recommendations as to case dispositions. In comparing

patrol's recommendation with what the Burglary Sergeants actually did with the August cases, it was found that in less than 6% of the 926 burglaries reported was there a discrepancy between the two divisions. Of this 6%, almost 3/4 were cases in which patrol recommended assignment and the Burglary Sergeants decided to NSR the case.

Because of the M.C.I. case screening procedures, the number of burglaries and larcenies assigned for follow-up to a detective dropped drastically. In Burglary for the month of August, each detective averaged between nine and fourteen new cases, depending upon the particular zone. This reduced caseload not only provides them with more time to investigate potentially solvable cases but it also makes them more available for the patrol officer to call to the scene if necessary.

In addition to the Phase I monitoring and evaluation described above, a narrative of the pre-planning and planning for implementation of M.C.I. is being structured for inclusion in a written analysis of our total Patrol Emphasis Program.

Phase II

Phase II of the M.C.I. Program, the Detective Phase, is currently underway. Planning and Research structured a draft of a proposal for Chief Miley in which the following objectives were outlined:

1. For detective supervisors to assign cases based upon specific criteria.
2. For detective supervisors to review continuing investigations systematically.

3. For individual detectives to systematically carry out and conclude investigations according to specific guidelines.
4. To develop and implement a training program for new detectives.
5. To determine what information is needed to produce a computer-based monitoring component that would generate useable feedback on the total investigative process.

It is Chief Miley's plan to achieve the first three objectives through the development of a procedural manual for the Detective Division. In order to accomplish this task he has appointed Lieutenant Grant and Sergeants Huggins, Mangum, and Patterson to act as a liaison with the other detectives and to sit on a Task Force whose initial job is to pull together the S.O.P. The Task Force will also address itself to developing a training program for new and experienced detectives. The fifth objective will be achieved by a different Task Force at a later date.

ALL ZONES

Pro-M.C.I.

<u>Categories</u>	<u>April 1978</u>	<u>May 1978</u>	<u>June 1978</u>	<u>Avg. In Min.</u>
Received to Dispatch	4.1 (20,970)	3.9 (22,290)	4.9 (21,495)	4.3 (64,755)
Dispatch to Arrived	10.2 (15,163)	9.6 (15,296)	9.8 (15,210)	9.9 (45,669)
Received to Arrived	13.7 (15,163)	12.7 (15,296)	14.0 (15,210)	13.5 (45,669)
Arrived to Completed	26.8 (15,163)	27.1 (15,296)	27.0 (15,210)	27.0 (45,669)
Dispatch to Completed	33.8 (20,970)	33.4 (22,290)	33.9 (21,495)	33.7 (64,755)
Received to Completed	37.9 (20,970)	37.3 (22,290)	38.8 (21,495)	38.0 (64,755)
Percent dispatched less than three min.	72.4 (15,184)	72.2 (16,096)	67.5 (14,514)	71% (45,794)

Post-M.C.I.

<u>Categories</u>	<u>August 1978</u>	<u>September 1978</u>	<u>June 1978</u>	<u>Avg. In Min.</u>
Received to Dispatch	6.7 (23,050)	6.5 (21,403)	6.5 (22,425)	6.6 (66,878)
Dispatch to Arrived	12.1 (16,210)	9.4 (15,322)	10.9 (15,918)	10.8 (47,450)
Received to Arrived	17.9 (16,210)	14.8 (15,322)	16.3 (15,918)	16.4 (47,450)
Arrived to Completed	28.9 (16,210)	27.7 (15,322)	28.2 (15,918)	28.3 (47,450)
Dispatch to Completed	37.8 (23,050)	34.6 (21,403)	36.0 (22,425)	36.2 (66,878)
Received to Completed	44.5 (23,050)	41.1 (21,403)	42.3 (22,425)	42.7 (66,878)
Percent dispatched less than three min.	66.4 (15,300)	63.0 (13,482)	64.3 (14,410)	65% (43,192)

COMPARATIVE ANALYSIS OF CLEARANCE RATES FOR THE PERIODS
JANUARY THROUGH JUNE, 1978, AND JULY THROUGH DECEMBER, 1978

<u>Offense</u>	<u>Jan. - June, 1978</u> <u>(pre-M.C.I.)</u>		<u>July - Dec., 1978</u> <u>(post-M.C.I.)</u>		<u>Percent</u> <u>Difference</u>
Homicide:					
Actual offenses	28	35.4%	51	64.6%	+29.2%
Number unfounded (% of total reported)	6	17.6%	3	5.6%	-12.0%
Total cleared	26	92.9%	38	74.5%	-18.4%
Cleared by arrest	22	78.6%	35	68.6%	-10.0%
Exceptionally cleared	4	14.3%	3	5.9%	- 8.4%
Rape:					
Actual offenses	128	46.0%	150	54.0%	+ 8.0%
Number unfounded (% of total reported)	61	32.3%	76	33.6%	+ 1.3%
Total cleared	89	69.5%	104	69.3%	- .2%
Cleared by arrest	56	43.8%	58	38.7%	- 5.1%
Exceptionally cleared	33	25.8%	46	30.7%	+ 4.9%
Robbery:					
Actual offenses	632	46.9%	715	53.1%	+ 6.2%
Number unfounded (% of total reported)	43	6.4%	56	7.3%	+ .9%
Total cleared	331	52.4%	225	31.5%	-20.9%
Cleared by arrest	267	42.2%	184	25.7%	-16.5%
Exceptionally cleared	64	10.1%	41	5.7%	- 4.4%
Assault:					
Actual offenses	1,231	46.2%	1,435	53.8%	+ 7.6%
Number unfounded (% of total reported)	26	2.1%	17	1.2%	- .9%
Total cleared	926	75.2%	1,020	71.1%	- 4.1%
Cleared by arrest	559	45.4%	674	47.0%	+ 1.6%
Exceptionally cleared	367	29.8%	346	24.1%	- 5.7%
Burglary:					
Actual offenses	4,994	47.3%	5,570	52.7%	+ 5.4%
Number unfounded (% of total reported)	177	3.4%	109	1.9%	- 1.5%
Total cleared	1,143	22.9%	1,036	18.6%	- 4.3%
Cleared by arrest	810	16.2%	843	15.1%	- 1.1%
Exceptionally cleared	333	6.7%	193	3.5%	- 3.2%
Larceny:					
Actual offenses	9,292	47.1%	10,418	52.9%	+ 5.8%
Number unfounded (% of total reported)	82	.9%	68	.6%	- .3%
Total cleared	1,963	21.1%	1,960	18.8%	- 2.3%
Cleared by arrest	1,778	19.1%	1,803	17.3%	- 1.8%
Exceptionally cleared	185	2.0%	157	1.5%	- .5%
Vehicle Theft:					
Actual offenses	880	48.5%	933	51.5%	+ 3.0%
Number unfounded (% of total reported)	114	11.5%	111	10.6%	- .9%
Total cleared	254	28.9%	193	20.7%	- 8.2%
Cleared by arrest	180	20.5%	149	16.0%	- 4.5%
Exceptionally cleared	74	8.4%	44	4.7%	- 3.7%

M.C.I. EVALUATION: PRELIMINARY STATISTICAL REPORT

<u>Offense</u>	<u>First 6 Months of 1978 (Pre-M.C.I.)</u>	<u>Last 6 Months of 1978 (Post-M.C.I.)</u>	<u>Difference</u>
Burglaries & Larcenies	$\frac{3,106 \text{ cleared}}{14,286 \text{ offenses}} = 21.74\%$	$\frac{2,996 \text{ cleared}}{15,811 \text{ offenses}} = 18.95\%$	-2.79%
Burglaries	$\frac{1,143 \text{ cleared}}{4,994 \text{ offenses}} = 22.89\%$	$\frac{1,036 \text{ cleared}}{5,393 \text{ offenses}} = 19.21\%$	-3.60%
Larcenies	$\frac{1,963 \text{ cleared}}{9,292 \text{ offenses}} = 21.13\%$	$\frac{1,960 \text{ cleared}}{10,418 \text{ offenses}} = 18.81\%$	-2.32%

<u>Offense</u>	<u>1977</u>	<u>1978</u>	<u>Difference</u>
Burglaries & Larcenies	$\frac{7,193 \text{ cleared}}{30,152 \text{ offenses}} = 23.85\%$	$\frac{6,102 \text{ cleared}}{30,097 \text{ offenses}} = 20.27\%$	-3.58%

Total volume of burglaries and larcenies decreased by .002% from 1977 to 1978.

Changes in Response Time

<u>Categories</u>	<u>Pre-M.C.I.</u>	<u>Post-M.C.I.</u>	<u>Difference</u>
Received to dispatch	4.3 min.	6.6 min.	2.3 min.
Received to arrived	13.5 min.	16.4 min.	2.9 min.
Received to completed	38.0 min.	42.7 min.	4.7 min.
Percent dispatched in less than three minutes	71%	65%	6%

Changes in Response Time by Call Priority

<u>Priority</u>	<u>Categories</u>	<u>Feb. 1978</u>	<u>Feb. 1979</u>
0	Received to dispatch	3.01 min.	1.74 min.
0	Received to arrived	4.35 min.	4.85 min.
1	Received to dispatch	2.02 min.	2.42 min.
1	Received to arrived	5.87 min.	5.86 min.
2	Received to dispatch	2.42 min.	1.70 min.
2	Received to arrived	6.94 min.	6.06 min.

Questionnaire Results - 118 Patrol Officers

#24. I think M.C.I. makes better use of my talents and judgment than did the old procedures.

70% agreed
17% no opinion
13% disagreed

#37. I think M.C.I. has the potential for greatly improving

Vehicle Theft:

Actual offenses	880	48.5%	933	51.5%	+ 3.0%
Number unfounded	114	11.5%	111	10.6%	- .9%
(% of total reported)					
Total cleared	254	28.9%	193	20.7%	- 8.2%
Cleared by arrest	180	20.5%	149	16.0%	- 4.5%
Exceptionally cleared	74	8.4%	44	4.7%	- 3.7%

Questionnaire Results - 118 Patrol Officers

#24. I think M.C.I. makes better use of my talents and judgment than did the old procedures.

70% agreed
17% no opinion
13% disagreed

#37. I think M.C.I. has the potential for greatly improving police procedures.

63% agreed
24% no opinion
13% disagreed

#23. I would like to see the new procedures (use of solvability factors, patrol recommendations, etc.) applied to other crimes in addition to burglaries and larcenies.

61% agreed
22% no opinion
17% disagreed

CASES RETURNED TO PATROL BY THE DETECTIVE DIVISION

FOR FOLLOW-UP INVESTIGATION

	Date Case Turned Over to Patrol	CCR #	Patrol Officer Assigned	Supplement Due Date	Date Supplement Received	Case Status
1.						
2.						
3.						
4.						
5.						
6.						
7.						
8.						
9.						
10.						
11.						
12.						
13.						
14.						
15.						
16.						
17.						
18.						
19.						
20.						
21.						
22.						
23.						
24.						
25.						
26.						

RESOURCE ALLOCATION FUNCTION

The resource allocation element of the I.C.A.P. Model, in particular, the Operations Deployment Strategies Plan, provides data critical to the decision-making process involved in utilization of the patrol resources. Ideally, in order for patrol officers to have time to carry out their number two and three priorities of extended preliminary investigations and directed patrol strategies, they must be allocated over time and space proportional to their call-for-service workloads. In other words, unless patrol resources are allocated proportional to workload, there will be significant blocks of time in which they can do nothing but handle their number one priority--responding to calls for service. On the other hand, there would also be other blocks of time that would be conducive to extended neighborhood canvasses and convenience store stake-outs but for which the workload does not exist. It is the objective of efficient resource allocation methodologies to identify and describe by geographical area and time of day field operations in terms of such performance indicators as average service time per call, percent of time the entire patrol force in a specified geographical area is busy, average number of cars that are free to be dispatched, etc. Only then can decisions consistent with good operations analysis concerning the special deployment of the Department's limited patrol resources be made.

The Jacksonville Sheriff's Office has attacked the problem of efficiently allocating its resources in three major ways. First, it has adopted a work schedule that combined the needs of the Department for a schedule that provides manpower closely proportional to call for service workload with the needs of the officers for a schedule that satisfied them in a personal sense. A copy of the scheduling staff study, recommendation, and attendant implementation plan is attached.

The second major resource allocation methodology in use by the Sheriff's Office is a computer planning tool known as Patrol Plan II. Patrol Plan II is designed to evaluate and improve the deployment of police field operations units by time and geographic area. Input data is a number of averages that describe the workload and how it is handled in the region and time block of interest. Patrol Plan II is then able to estimate a number of field operations performance characteristics such as average percent of time all cars in a region are simultaneously busy, average number of cars that are free to be dispatched, minimum number of cars needed to achieve a certain level of performance such as a specified travel time or workload per car, etc. With this type of information, the Sheriff's Office is able to evaluate its present operations and also, by varying its input data to take into account possible changes in allocation, project performance characteristics based upon any plans for altering the present allocation system.

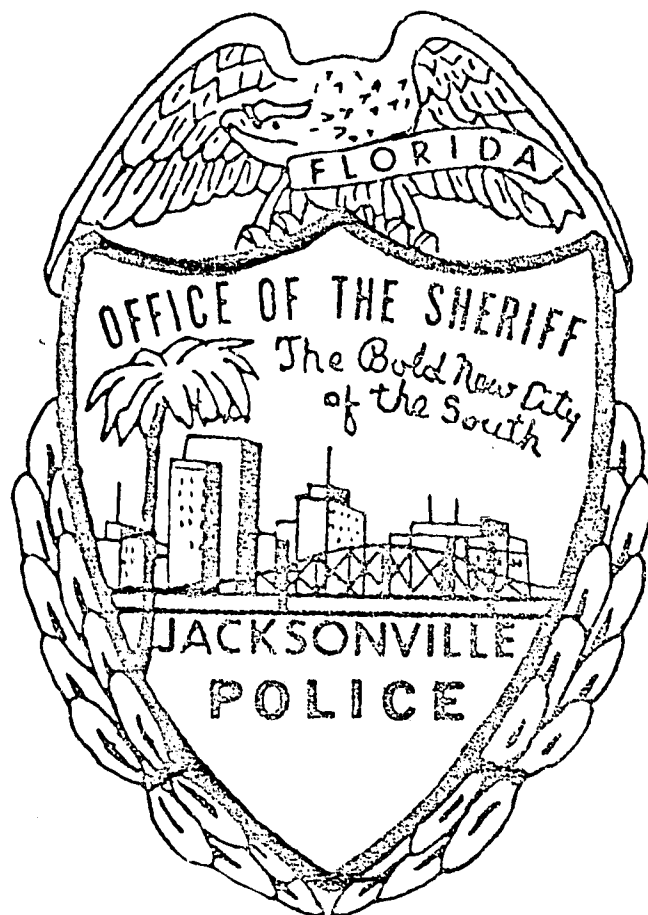
The utility of Patrol Plan II for the Sheriff's Office is still being explored, but its potential benefits are recognized. Already it has been used to evaluate the new work schedule. When the Command Task Force is presented with a crime problem statement from our Crime Analysis Unit or from its line personnel, it is able to better take into account the level of patrol resources available when it plans its tactical response. Such knowledge makes the difference in deciding between a tactic such as saturation patrol that still leaves the officers available to handle calls for service and a tactic such as the use of stake-outs in convenience stores, which calls for the removal of officers from the street.

Initial use of Patrol Plan II involved manually gathering and calculating the input data and feeding it into a programmable hand-held calculator. The process was both tedious and time-consuming, requiring almost one man-week to use. At present, input data is gathered and calculated automatically. The

Patrol Plan software has been converted for use on the City's mainframe computer. Data is still input manually, but an entire run now consumes less than one man-day. Plans for the future include the development of computer program(s) that will automatically feed input data and print out the associated performance characteristics both in tabular formats and easily comparable graphic formats. Man-hours will then be expended on analysis of trouble spots and on using Patrol Plan prescriptively and on-line to diminish unsatisfactory performance characteristics.

The third and final step being taken in this resource allocation component of the I.C.A.P. project involves a complete analysis, and, if necessary, redesign of the existing beat configuration. Through the use of such tools as Patrol Plan and the Computer-assisted Dispatch (C.A.D.) generated Workload Analysis Study, the existing beat structure will be examined as to the total number of beats needed and the geographic boundaries of each that are necessary to equalize workload.

I.C.A.P.



RESOURCE ALLOCATION:
MANPOWER SCHEDULING STAFF STUDY

SCHEDULING

I. Statement of the Problem

II. Analysis of Current Manpower Utilization

A. Description

B. Analysis

1. Relationship between number of units fielded, calls for service, beat coverage, etc.
2. Patrol/Plan findings

III. Alternatives

A. Minimal Change - Expanded Fourth Watch

1. 4-10 Plan

2. 5-8 Plan

B. Radical Change - Proportional Rotating Schedules

1. Alternative 1: shift starting hours 0030, 0830, 1630; 13 squads per zone
2. Alternative 2: shift starting hours 0200, 1000, 1800; 13 squads per zone
3. Alternative 3: shift starting hours 0200, 1000, 1800; 11 squads per zone

C. Radical Change - Combination Expanded Fourth Watch and Four-squad Rotating Watches

D. Expanded Fourth Watch and Four-squad Rotating Watches

IV. Recommendation - Supporting Data

V. Implementation Plan

I. STATEMENT OF THE PROBLEM

I. Statement of the Problem

The Jacksonville Sheriff's Office is currently faced with a critical manpower shortage which is making it extremely difficult to provide adequate police service to the citizens of Jacksonville. Even if our available manpower were able to be allocated in exact proportion to the calls-for-service workload, we still would be undermanned. Lack of manpower leads to delays in the dispatching of a call, which ultimately affects travel time and response time in general. Our ability to respond to priority calls in a timely manner is a direct function of the relationship between the numbers of men on the street and the volume of calls for service.

In an attempt to alleviate this situation to the extent possible through internal organizational and/or operational change, we have instituted changes in the form of an expanded secondary receiving function, decreased strength in support functions, and we have examined the system by which our patrol resources are allocated over time and space. The following discussion examines the efficiency of our present allocation system. A number of alternative allocation systems are presented and analyzed, and a recommendation is offered. Finally, an implementation plan for putting the recommended alternative into effect is provided.

II. ANALYSIS OF CURRENT MANPOWER UTILIZATION

II. Analysis of Current Manpower Utilization

A. Description

At present, manpower allocation over watches 1, 2, and 3 is basically uniform with the peak service hours supplemented by an overlay watch. For each watch of each zone, manpower is allocated to three color squads, two of which are on duty at all times with the third acting as a relief squad for when the other two are off duty. Friday is the exception with all three squads on duty. The squads work a 21-day sequence of 8 days on, 4 off, 7 days on, 2 off before repeating, and rotate watches every calendar month.

B. Analysis

The utilization of manpower by time of day and in proportion to workload under the present system is reflected in the accompanying charts and diagrams. Input data from the month of April was fed into the Patrol/Plan II Resource Allocation Model and performance factors were calculated. Staff then asked the model to determine the number of additional units needed to satisfy for each time block of each zone the constraint of a $\leq 40\%$ probability of saturation. Because of the present system of shift rotation, an average for each zone was determined and this figure was multiplied by 5.04 to get the number of additional officers needed to provide 24-hour a day, 7-day a week coverage within the constraints given. If all time blocks had a $\leq 40\%$ probability of being saturated, response time would be dramatically reduced.

1. Advantages

- a. Because of its relative simplicity, this plan is easy to remember and easy to administer.
- b. The patrol officers are happy with the day off schedule.
- c. Requires no increase in number of sergeants.

2. Disadvantages

- a. Utilization of manpower is not as efficient as other alternatives provide.
- b. Unity of command for fourth watch is not possible.
- c. Span of control for sergeants is too great to provide adequate supervision.

III. ALTERNATIVES

III. Alternatives

A. Expanded Fourth Watch

1. 4-10 Plan

a. Description

This schedule plan is designed for a 4-squad, 16-man overlay watch for each zone for the peak workload hours of 3:00 p.m. to 1:00 a.m. It encompasses a 4-day a week, 10-hours a day work week and an eight week cycle of 4 days on, 6 off, 4 on, 3 off, 5 on, 3 off, 4 on, 3 off, 6 on, 3 off, 4 on, 3 off, 5 on, 3 off. The schedule provides for 75% of the manpower to be on duty Friday and Saturday nights and 50% coverage Sunday through Thursday.

b. Analysis

(1) Advantages

- (a) Provides for increased beat coverage during the hours when it is most needed (1500 - 0100 hours).
- (b) Increases efficiency of allocation plan with minimal change to the Department (only fourth watch affected).
- (c) 4-10 Plan provides an incentive for officers and sergeants to join the fourth watch voluntarily.
- (d) Eliminates need for a separate roll call.

(2) Disadvantages

- (a) Reduces beat coverage slightly during regular rotating watches.
- (b) Does not alleviate the supervision problem that exists with fourth watch now.
- (c) Requires that four additional sergeants be assigned to fourth watch (however, 4-10 Plan provides incentive).

(d) Conflict with existing F.O.P. contract would have to be resolved.

(e) Possibility other watches may demand a similar 4-10 Plan. The Department does not have enough manpower for a city-wide 4-10 Plan.

2. 5-8 Plan

a. Description

This allocation plan is based on the same concept as the 4-10 Plan (that of increased beat coverage during peak work-load hours) but uses a five-day a week, eight-hour a day plan. Each zone's fourth watch would encompass four squads of three or four men each (depending upon the decision of the leadership) and would cover the hours of 4:30 p.m. to 12:30 a.m. The Shift rotation schedule covers a four-week period and has the following day off schedule: 7 on, 4 off, 6 on, 2 off, 7 on, 2 off. 75% of the manpower would be on duty every night of the week but Sunday, which would be covered by 50% of the manpower.

b. Analysis

(1) Advantages

- (a) Provides for increased beat coverage during heavy work-load hours due to change in day off schedule and beefed-up fourth watch.
- (b) Increased efficiency of allocation plan with minimal change to the Department (only fourth watch affected).
- (c) Officers enjoy thirteen Sunday/Monday combinations off each year.

(2) Disadvantages

- (a) No incentive for officers to volunteer for fourth watch.
- (b) Supervision of four squads still a problem, even if

four additional sergeants are allocated to the fourth watch.

(c) Officers have thirteen four-day weekends per year compared to seventeen now.

(d) Beat coverage during regular rotating watches slightly reduced.

B. Proportional Rotating Schedule

1. Alternative 1: shift starting hours 0030, 0830, 1630

a. Description

This proportional rotating schedule calls for thirteen squads and thirteen sergeants per zone and eliminates the need for a fourth watch. An officer would work four weeks on the day watch, three weeks on the midnight shift, and six weeks on the evening shift, and then would repeat the entire thirteen-week cycle. His day on/off sequence for the thirteen weeks is as follows: 7 on, 4 off, 6 on, 2 off, 7 on, 2 off, 8 on, 4 off, 7 on, 2 off, 7 on, 4 off, 8 on, 2 off, 8 on, 4 off, 7 on, 2 off.

For the day shift, Monday through Saturday three of the four squads will be on duty. Sunday will deploy two of the four squads.

For the midnight shift, all days but Thursday deploy two of the three squads with Thursday deploying all three squads.

For the evening watch, Tuesday, Wednesday, Friday, Saturday, and Sunday deploy four of the six squads. Monday and Thursday deploy five of the six squads.

b. Analysis

(1) Advantages

- (a) Allocation of manpower overtime is much more proportional to calls for service than other alternatives.

Day: 34.7% CFS, 31% manpower

Midnight: 21.9% CFS, 23% manpower

Evening: 43.4% CFS, 46% manpower

- (b) Eliminates need for fourth watch.

- (c) Has desirable characteristics of sixteen four-day weekends and four Sunday/Monday combinations per year.

- (d) Reduces supervision ratio from one sergeant/twelve patrol officers to one/eight or nine.

- (e) Requires total of 52 sergeants (compared to 49 patrol sergeants now).

(2) Disadvantages

- (a) Radical change for entire patrol force.

- (b) Midnight watch has a fat Thursday (three of three eight- or nine-man squads on duty.

- (c) Requires change in shift starting hours.

- (d) Will not mesh with Comm Center and Jail rotations.

- (e) First hour of watch 1, from 0030 to 0130, workload will be somewhat heavy.

2. Alternative 2: shift starting hours 0200, 1000, 1800; thirteen squads per zone

a. Description

This proportional rotating schedule calls for thirteen squads and thirteen sergeants per zone and eliminates the

need for a fourth watch. An officer would work three weeks on the midnight watch and five each on the day and evening watches, and then he would repeat the entire thirteen week sequence. His day on/off schedule for the thirteen weeks is as follows: 8 on, 4 off, 7 on, 2 off, 7 on, 4 off, 5 on, 2 off, 7 on, 2 off, 6 on, 2 off, 7 on, 4 off, 5 on, 2 off, 7 on, 2 off, 6 on, 2 off.

For the day and evening shifts, Friday, Saturday, Tuesday, and Thursday would deploy four of the five squads. Sunday, Monday, and Wednesday would deploy three of the five squads.

For the midnight watch, Saturday through Thursday would deploy two of the three squads; Friday would deploy three of three.

b. Analysis

(1) Advantages

(a) Allocation of manpower overtime is more proportional to calls for service than other alternatives.

Day: 38.1% CFS, 38.5% manpower

Midnight: 21.6% CFS, 23% manpower

Evening: 40.3% CFS, 38.5% manpower

(b) Eliminates need for fourth watch.

(c) Reduces supervision ratio from one sergeant/twelve officers to one/eight or nine.

(2) Disadvantages

(a) Radical change for entire patrol force.

(b) Midnight watch has a fat Friday.

(c) Change in shift starting hours much different from present.

(d) Will not mesh with Comm Center and Jail rotations

(e) The hours from 0800 to 1000 may be somewhat heavy for the midnight watch to handle.

(f) Provides for twelve four-day weekends and eight Sunday/Monday combinations compared to the seventeen four-day weekends the officers now enjoy.

3. Alternative 3: shift starting hours 0200, 1000, 1800; eleven squads per zone

a. Description

This proportional rotating schedule calls for eleven squads and eleven sergeants per zone and eliminates the need for a fourth watch. An officer would work three weeks on the midnight watch and four weeks each on the day and evening watches, and then would repeat the entire eleven week sequence. His day on/off sequence for the eleven weeks is as follows: 8 on, 4 off, 7 on, 2 off, 7 on, 4 off, 6 on, 2 off, 7 on, 2 off, 7 on, 4 off, 6 on, 2 off, 7 on, 2 off.

For the day and evening shifts, Monday through Saturday three of the four squads would be on-duty. Sunday would deploy two of the four squads.

For the midnight watch, Friday through Wednesday would deploy two of the three squads with Thursday deploying three of three squads.

b. Analysis

(1) Advantages

(a) Allocation of manpower overtime is more proportional

to calls for service than other alternatives.

Day: 38.1% CFS, 36% manpower

Midnight: 21.6% CFS, 27% manpower

Evening: 40.3% CFS, 36% manpower

(b) Eliminates need for fourth watch

(c) Has desirable characteristics of fourteen four-day weekends and nine Sunday/Monday combinations a year.

(d) Reduces supervision ratio slightly, from one sergeant/twelve officers to one/ten.

(e) Requires no additional sergeants.

(2) Disadvantages

(a) Radical change for entire patrol force

(b) Midnight watch has a fat Thursday; day and evening watches have skinny Sundays.

(c) Change in shift starting hours much different than present.

(d) Will not mesh with Comm Center and Jail rotations.

(e) The workload for the two hours from 0800 to 1000 may be somewhat heavy for the midnight watch to handle.

(f) Does not reduce the supervision levels to a desired level.

C. Radical Change - Combination Expanded Fourth Watch and Four-squad Rotating Watches

1. Description

This alternative provides for a beefed up fourth watch and more efficiently scheduled rotating watches. A total of 64 officers

would be assigned to the fourth watch and would work under the 4-10 Plan already outlined above. The remaining 386 officers would be allocated evenly among the watches, twelve squads and their sergeants per zone. The squads of the rotating watches would work a 28-day sequence of 7 days on, 4 off, 6 days on, 2 off, 7 days on, 2 off. Watches 1, 2, and 3 would have on duty every day of the week but Sunday 75% of their assigned manpower. Sunday would utilize 50% of the manpower.

2. Analysis

a. Advantages

- (1) Change in day-off schedule affords better utilization of manpower; increased beat coverage.
- (2) Level of supervision enhanced; ratio reduced from one sergeant/eleven or twelve patrolmen to one sergeant/eight patrol officers.
- (3) 4-10 Plan for fourth watch provides incentive.
- (4) Schedule could be applied to Comm Center and Jail.

b. Disadvantages

- (1) Requires a total of 56 sergeants compared to the 49 we already have in patrol.
- (2) Rotating watches lose four long weekends per year but pick up thirteen Sunday/Monday combinations.
- (3) Requires renumbering of watches.
- (4) From 0700 to 1500 hours on Sunday, and from 0100 to 0700 hours on Monday, beat coverage is minimal.
- (5) Two fourth watch sergeants per zone would not completely solve the supervision problem, but it would help.

D. Expanded 4th Watch and 4 Squad Rotating Watches

1. Description

This alternative provides for a beefed up fourth watch and more efficiently scheduled rotating watches through a 4 squad concept. The 4th watch would be comprised of a total of 48 police officers (12 per zone). The remaining 402 officers would be distributed equally across the watches, 4 squads per watch per zone. All squads would work a 28 day sequence of 7 days on, 4 days off, 6 on, 2 off, 7 on, 2 off. Three of the four squads of each zone's watch would be on duty at all times except for Sunday, when 2 of the 4 would be on duty.

2. Analysis

a. Advantages

- (1) Change in day off schedule affords better utilization of manpower and increased beat coverage.
- (2) Level of supervision increased; ratio of sergeants to patrol officers reduced from 1 sergeant : 12 patrolmen to 1 : 8 or 9.
- (3) Schedule can be applied to the Jail and to the Communication Center.

b. Disadvantages

- (1) Requires a total of 56 sergeants compared

to the 49 already in patrol.

- (2) Schedule of days off provides for 13 four day weekends per year compared to 17 the officers now enjoy. This is offset by the addition of 13 Sunday/Monday combinations.
- (3) Requires renumbering of watches. (Watch 1 would have to start at 7:00 a.m.)
- (4) From 0700 to 1500 hours on Sunday, and from 0030 to 0700 hours on Monday, beat coverage is minimal.

IV. RECOMMENDATION - SUPPORTING DATA

IV. Recommendation

After careful study of available information on each alternative presented, and based upon the constraint that a schedule applicable to the Communications Center be chosen, the last alternative offered is recommended for implementation. It is built around a four-squad, three-watch structure, and for Patrol, has an overlay watch.

PROPOSED SCHEDULE FACT SHEET FOR PATROL

Number of Sergeants by Zone Currently

Zone 1	13	
Zone 2	12	
Zone 3	11	(plus two traffic sgts. and Brentwood sgt.)
Zone 4	13	
	49	patrol sergeants

<u>Watch</u>	<u>Percent of Workload</u>	<u>Percent of Manpower</u>
0700 - 1500	33.3	29.8
* 1500 - 2300	41.7	40.4
2300 - 0700	24.9	29.8

<u>Week/Squad</u>	Thu	Fri	Sat	Sun	Mon	Tue	Wed
1	X	X	X	X			
2				X	X		
3						X	X
4							

7 on, 4 off (weekend), 6 on, 2 off, 7 on, 2 off

*Includes fourth watch.

WORKLOAD BY HOUR OF DAY*

<u>Time</u>	<u>Average Number of Calls for Service</u>	<u>Percent of Total</u>
0000 - 0100	21.3	4.9
0100 - 0200	17.4	4.1
0200 - 0300	14.7	3.4
0300 - 0400	10.2	2.4
0400 - 0500	7.1	1.6
0500 - 0600	5.0	1.2
0600 - 0700	5.8	1.3
0700 - 0800	15.1	3.5
0800 - 0900	18.5	4.3
0900 - 1000	19.4	4.5
1000 - 1100	19.8	4.6
1100 - 1200	16.9	3.9
1200 - 1300	17.8	4.1
1300 - 1400	17.9	4.2
1400 - 1500	18.0	4.2
1500 - 1600	23.1	5.4
1600 - 1700	24.9	5.8
1700 - 1800	25.1	5.8
1800 - 1900	20.4	4.7
1900 - 2000	21.4	5.0
2000 - 2100	21.4	5.0
2100 - 2200	23.1	5.4
2200 - 2300	20.6	4.8
2300 - 0000	25.7	6.0

*Based upon Patrol/Plan And the Computer Assisted Dispatch System

Hour of Day	Current		Proposed*	
0000 - 0100	115/92	173/139	137/101	91/67
0100 - 0200	92	139	101	67
0200 - 0300	92	139	101	67
0300 - 0400	92	139	101	67
0400 - 0500	92	139	101	67
0500 - 0600	92	139	101	67
0600 - 0700	92	139	101	67
0700 - 0800	92	139	101	67
0800 - 0900	92	139	101	67
0900 - 1000	92	139	101	67
1000 - 1100	92	139	101	67
1100 - 1200	92	139	101	67
1200 - 1300	92	139	101	67
1300 - 1400	92	139	101	67
1400 - 1500	92	139	101	67
1500 - 1600	92	139	101	67
1600 - 1700	92/115	139/173	101/137	67/91
1700 - 1800	115	173	137	91
1800 - 1900	115	173	137	91
1900 - 2000	115	173	137	91
2000 - 2100	115	173	137	91
2100 - 2200	115	173	137	91
2200 - 2300	115	173	137	91
2300 - 0000	115	173	137	91

*Based on 450 patrol officers and takes into account regular days off but not sick, annual, or holiday leave.

COMMUNICATIONS CENTER

	CURRENT (without LETs)		without LETs		P R O P O S E D with LETs as- signed to squads		with LETs working per- manent Sunday - Thursday		
	SAT-- THURS	FRI	MON-- SAT	SUN	MON-- SAT	SUN	MON-- THURS	FRI-- SAT	SUN
Watch 1	13.1	19.7	14.8	9.9	16.7	11.2	16.7	14.7	12.5
Watch 2	13.1	19.7	14.8	9.9	16.7	11.2	16.7	14.7	12.5
Watch 3	13.1	19.7	14.8	9.9	16.7	11.2	16.7	14.7	12.5

At present, the Comm Center operates with a total of 59 ECO Is and IIs, six ECO supervisors, and eight LETs. Because of a lack of manpower, overtime averages 43.6 hours per week (including holidays). Under the proposed scheduling, it can be hypothesized that the average number of overtime hours per week*, exclusive of holidays, will be:

Alternative 1:	No LETs	58.4 hours per week
Alternative 2:	LETs assigned to color squads	28.8 hours per week (Watches 2 and 3 will require 3.6 posts x 8 hours every Sunday)
Alternative 3:	LETs working permanent Sunday through Thursday	8.0 hours per week (Watch 2 <u>or</u> 3 will require one additional person every Sunday)

Alternative 2 provides greater coverage on Fridays and Saturdays, the days of high workloads.

*Based upon the requirement that a minimum of eleven posts on the midnight and thirteen posts on the day and evening watches be manned.

V. IMPLEMENTATION PLAN

OFFICE OF THE SHERIFF
NEWS BULLETIN

TO: All Sheriff's Office Employees

SUBJECT: New Schedule Plan

June 29, 1979

The Sheriff's Office is tasked with the primary mission of providing the community with police service. Because of the economic realities for the City as reflected in the austerity of the upcoming budget year, we have been forced to critically examine the way we allocate our personnel so that we can better meet the needs of the citizenry. We are already under-manned to the point that we can no longer maintain 100 percent assignment of manpower for training on Fridays. Instead, we must redistribute our manpower so that it is on duty when it is most needed.

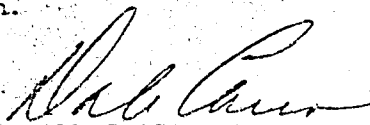
After examining a number of alternative schedule patterns, the Sheriff's Office has selected one that not only redistributes manpower so that "Training Friday" is eliminated, but also meets another main criterion--that of reinforcing family life by allowing family members more time together. This includes that, where possible, support functions such as the Jail, the Communications Center, the Prison Farm, and Fairfield House will also follow the same schedule cycle as Patrol. The schedule sequence involves 28 days (compared to 21 now) and has the following day on/day off pattern: 7 days on, 4 days off (Thursday, Friday, Saturday, and Sunday); 6 on, 2 off (Sunday/Monday); 7 on, 2 off (Tuesday/Wednesday); repeat.

Employees on this schedule will enjoy thirteen four-day weekends per year and thirteen Sunday/Monday combinations. This means that employees will have off two out of every four Sundays of the year. In addition, you will note that there are no more eight-day stretches.

For the Patrol Division, the new schedule involves a beefed-up Fourth Watch (twelve patrol officers and two sergeants distributed over four squads per zone) and a four-squad structure for the rotating watches. In other words, for each watch of each zone, there will be four squads: red, blue, green, and orange, each manned by a sergeant. The plan calls for a total of 56 sergeants, which is seven more than currently assigned to Patrol. The supervision ratio of sergeants to patrol officers will reduce from one sergeant per twelve patrol officers to one sergeant per eight or nine officers.

Other attributes of the schedule include a distribution of patrol officers in which six days of the week, Monday through Saturday, three of the four squads will be on duty. In addition, the numbers designating the watches will be changed. Watch 1 will begin at 7:00 a.m., Watch 2 at 3:00 p.m., and Watch 3 at 11:00 p.m.

Implementation planning for the selected schedule is currently underway with a proposed start-up date of September 1 and with the phase-in period spanning late August and early September. Considering the complex, multiple problems to be dealt with during the phase-in period, we solicit your comments in the implementation planning and ask that the Form 4s be directed to Planning and Research, Room 301, for consideration and integration into the implementation plan.


DALE CARSON, SHERIFF

GSH/DC:par

Distribution: 1-C

DALE CARSON, SHERIFF
OFFICE OF THE SHERIFF
CONSOLIDATED CITY OF JACKSONVILLE
P. O. BOX 2070
JACKSONVILLE, FLORIDA 32202

13 July 1979

MEMORANDUM:

TO: J. E. McMillan, Chief, Patrol Division
D. R. White, Chief, Services Division
M. A. Berg, Chief, Duval County Jail

FROM: S. E. Nichols, Administrative Services

SUBJECT: NEW SCHEDULE PLAN

Working with Planning and Research, we feel the additional Roll Call, per the attached list, should accommodate the new Schedule Plan.

I would appreciate it if you would review them, give a written reply if you feel this is acceptable or give such changes as you feel may be needed.

Since it may take considerable lead time to implement these changes in the system, I would appreciate your reply as early as possible.


S. E. NICHOLS

SEN/vlj

Attachment

cc: John Riley Smith, Director, Police Services
Planning and Research ✓

ADDITIONAL ROLL CALLS BEING ADDED TO SYSTEM

ACTIVITY	ROLL CALL NUMBER	TITLE	REPORTING AREA	DEPT.	DIV.	SECTION	UNIT
J A I L	1112	Jail/Orange Squad/Group A	S2009	S	Jail	None	Watch A
	1142	Jail/Orange Squad/Group B	S2011	S	Jail	None	Watch B
	1172	Jail/Orange Squad/Group C	S2013	S	Jail	None	Watch C
C O M M C E N T E R	2175	Services Division/Comm Center/Orange Squad/Group B	S6109	S	Serv.	Sec. 1	Watch B
	2185	Services Division/Comm Center/Orange Squad/Group A	S6105	S	Serv.	Sec. 1	Watch A
	2195	Services Division/Comm Center/Orange Squad/Group C	S6115	S	Serv.	Sec. 1	Watch C
P A T R O L	3082	Patrol/Zone 1/Orange Squad/Group A	04111	0	Patrol	Zone 1	Watch A
	3112	Patrol/Zone 1/Orange Squad/Group B	04113	0	Patrol	Zone 1	Watch B
	3152	Patrol/Zone 1/Orange Squad/Group C	04115	0	Patrol	Zone 1	Watch C
	3192	Patrol/Zone 2/Orange Squad/Group A	04211	0	Patrol	Zone 2	Watch A
	3222	Patrol/Zone 2/Orange Squad/Group B	04213	0	Patrol	Zone 2	Watch B
	3262	Patrol/Zone 2/Orange Squad/Group C	04215	0	Patrol	Zone 2	Watch C
	3302	Patrol/Zone 3/Orange Squad/Group A	04311	0	Patrol	Zone 3	Watch A
	3332	Patrol/Zone 3/Orange Squad/Group B	04313	0	Patrol	Zone 3	Watch B
	3362	Patrol/Zone 3/Orange Squad/Group C	04315	0	Patrol	Zone 3	Watch C
	3442	Patrol/Zone 4/Orange Squad/Group A	04411	0	Patrol	Zone 4	Watch A
	3472	Patrol/Zone 4/Orange Squad/Group B	04415	0	Patrol	Zone 4	Watch B
	3512	Patrol/Zone 4/Orange Squad/Group C	04415	0	Patrol	Zone 4	Watch C

SEN/vlj

July 13, 1979

JUSTIFICATION FOR ADDITIONAL
SERGEANT POSITIONS

Because of the economic realities with which the City of Jacksonville is now faced, the Sheriff's Office has devised a new manpower allocation system which has the net result of putting more police officers on the street. The new system is based upon a 4 squad concept, 4 week cycle, as opposed to the current 3 squad concept in a 3 week cycle. The new schedule eliminates 100% assignment on Friday and 66% assignment the rest of the week in favor of 75% assignment Monday through Saturday. (Sunday is manned by 50% of the manpower.) This provides for an increase of 9% in available manpower.

The new schedule calls for 4 squads per rotating watch per zone for a total of 48 squads, each supervised by a Sergeant. In addition, the overlap watch is manned by 4 squads per zone with a Sergeant for every two squads. The total number of Sergeants required under the new allocation system is 56. There are presently 49 Sergeants assigned to the patrol function, excluding the Brentwood Sergeant and the two traffic Sergeants. Of the 7 additional Sergeants needed, 3 vacant slots exist now. The Sheriff's Office is in need of 4 additional Sergeant positions.

56	Sergeants required under new schedule
- 49	Sergeants currently in patrol
7	additional Sergeants needed
- 3	unfilled Sergeant positions
4	new Sergeant positions need to be authorized

OFFICE OF SHERIFF
JACKSONVILLE, FLORIDA
INTER-DEPARTMENT CORRESPONDENCE

TO: PATROL ZONE COMMANDERS

FROM: CHIEF J. E. McMILLAN

SUBJECT: NEW SCHEDULE IMPLEMENTATION PLAN

DATE 7/18/79

Implementation planning for the new schedule is currently underway. A number of tasks need to be carried out at the zone level in order to insure an orderly transition by September 1st. The following entails a majority of these tasks, many of which I'm sure you're already working on.

1. Division of each zone into three sectors. Because the new plan provides for three squads to be on duty six days of the week, each zone should be divided into three sectors to be manned by three permanent squads. The fourth squad will serve as a relief squad. Of course, Sundays will have only two of the four squads on-duty, and beat assignments should be made accordingly.

Planning and Research will have at its disposal by July 25 the yearly workload analysis study. I desire that you coordinate with P & R so that the division of sectors will be based not only upon your experience and natural geographic boundaries, but also upon equalization of workload.

2. Changes in assignment. Patrol officers changing color squad assignments and those being assigned to the fourth watch need to be identified as soon as possible, preferably by Friday, July 27. Sergeant Hawkins needs to be aware of all changes at least one month in advance of the September 1 change-over date in order to calculate and assign new court dates. In addition, Sam Nichols of Administrative Services needs the personnel changes for the new automated roll calls.
3. Transition from old schedule to new schedule.
 - a. Because of the variety of techniques available for establishing the orange squad, a standard transition from the old schedule to the new schedule is not possible. Therefore, it is requested that each zone handle the transition on an individual patrol officer basis to ensure that all receive the appropriate number of days off by no later than September 8. To aid in this task, Planning and Research plans to have available for distribution new color-coded schedules for the rest of 1979 and all of 1980 by the end of July.

Patrol Zone Commanders

Page two (2)

July 18, 1979

- b. Because of the change in watch number designation, there are, in effect, two midnight shifts for August 31. Thus, the hours from 2300 Friday, August 31 to 0700 Saturday, September 1 (watch 1 under the old schedules, watch 3 under the new schedule) are not scheduled for regular staffing. Therefore, some arrangement must be made to assure adequate numbers of patrol officers on the street for that time period and at the same time keep the overtime cost to a minimum. Since August 31 is the last Friday with 100% assignment, one alternative is to split the squads so that half man the hours from 2300 August 30 (Thursday) to 0700 Friday and the other half, plus some over-time help, man the hours from 2300 August 31 (Friday) to 0700 September 1.

If you have any questions about the implementation plan, Planning and Research is available to help you.

DGC/JEM:par

OFFICE OF SHERIFF
JACKSONVILLE, FLORIDA
INTER-DEPARTMENT CORRESPONDENCE

TO: CAPTAIN V. R. THOMAS *Libu*

FROM: PLANNING & RESEARCH

SUBJECT: WORKLOAD ANALYSIS FOR ZONE 1
PROPOSED SECTOR BREAKOUT

DATE 7/24/79

<u>Beat</u>	<u>Man-hours Spent</u>	<u>Beat</u>	<u>Man-hours Spent</u>	<u>Beat</u>	<u>Man-hours Spent</u>
101	1,861.4	108	1,820.6	113	2,105.4
102	2,645.7	109	2,511.3	114	1,854.4
103	2,263.4	110	2,681.5	118	2,311.0
104	1,857.0	111	1,065.5	119	3,733.8
105	1,995.4	115	1,738.8	120	2,375.1
106	2,144.9	116	2,589.7	121	2,265.4
107	3,024.7	117	2,485.4	122	2,377.8
112	<u>2,011.8</u>		<u> </u>	123	<u>2,160.2</u>
TOTALS:	17,804.3		14,892.8		19,183.1
Avg./Beat:	2,225.5		2,127.5		2,397.9

ZONE TOTAL: 51,880.2

AVG./BEAT: 2,255.7

DGC:par

P-004 11/71

OFFICE OF SHERIFF
JACKSONVILLE, FLORIDA
INTER-DEPARTMENT CORRESPONDENCE

TO: CAPTAIN J. C. GREEN

FROM: PLANNING & RESEARCH *C. J. Alpert*

SUBJECT: WORKLOAD ANALYSIS FOR ZONE 2
PROPOSED SECTOR BREAKOUT

DATE 7/24/79

GREEN SQUAD		RED SQUAD		BLUE SQUAD	
<u>Beat</u>	<u>Man-hours Spent</u>	<u>Beat</u>	<u>Man-hours Spent</u>	<u>Beat</u>	<u>Man-hours Spent</u>
213	2,378.5	206	1,899.4	210	1,981.7
212	2,282.4	207	1,940.8	208	2,169.9
214	2,058.7	205	2,681.5	211	2,135.3
215	2,571.1	204	2,249.5	209	3,505.8
218	2,651.2	202	1,803.7	216	1,458.1
219	3,110.9	203	2,382.0	217	2,388.5
220	<u>3,024.4</u>	201	<u>2,112.1</u>		
TOTALS: 18,077.2		15,069.0		13,639.3	
Avg./Beat: 2,582.46		2,152.71		2,273.22	

ZONE TOTAL: 46,785.9

AVG./BEAT: 2,339.3

CGA:par

OFFICE OF SHERIFF
JACKSONVILLE, FLORIDA
INTER-DEPARTMENT CORRESPONDENCE

TO: CAPTAIN K. R. BROWN

FROM: PLANNING & RESEARCH *Delve*

SUBJECT: WORKLOAD ANALYSIS FOR ZONE 3
PROPOSED SECTOR BREAKOUT

DATE 7/24/79

BLUE SQUAD		RED SQUAD		ORANGE SQUAD	
<u>Beat</u>	<u>Man-hours Spent</u>	<u>Beat</u>	<u>Man-hours Spent</u>	<u>Beat</u>	<u>Man-hours Spent</u>
301	1,411.4	306	942.0	315	2,322.7
302	696.8	308	2,785.7	317	1,864.4
304	1,795.3	303	1,268.7	322	2,053.9
319	1,226.9	309	2,067.3	323	2,581.4
305	1,550.3	312	2,559.3	324	3,478.4
307	1,393.7	313	2,668.3	325	2,666.7
316	3,110.0	314	4,210.6	326	2,693.8
318	1,719.8	310	637.4		
320	2,361.3	311	1,790.6		
321	<u>2,919.6</u>				
TOTALS:	18,185.1		18,929.9		17,661.3
Avg./Beat:	1,818.5		2,103.3		2,523.0

ZONE TOTAL: 54,776.3

BEAT AVG.: 2,106.8

DGC:par

P-004 11/71

OFFICE OF SHERIFF
JACKSONVILLE, FLORIDA
INTER-DEPARTMENT CORRESPONDENCE

TO: CAPTAIN M. L. CROUSE

FROM: PLANNING & RESEARCH *C. J. Albrecht*

SUBJECT: WORKLOAD ANALYSIS FOR ZONE 4
PROPOSED SECTOR BREAKOUT

DATE 7/24/79

BLUE SQUAD		RED SQUAD		ORANGE SQUAD	
<u>Beat</u>	<u>Man-hours Spent</u>	<u>Beat</u>	<u>Man-hours Spent</u>	<u>Beat</u>	<u>Man-hours Spent</u>
401	2,283.1	413	2,651.9	407	2,421.5
402	2,039.4	414	2,466.5	408	3,513.1
403	2,422.9	415	2,490.6	421	3,457.8
404	2,030.0	416	2,170.5	422	1,907.1
405	2,878.0	417	2,544.3	423	1,137.6
406	2,429.9	418	2,558.5	424	1,246.8
409	2,095.6	419	1,961.7	425	3,348.2
410	3,055.8	420	3,141.0	426	2,698.5
411	2,381.7				
412	1,918.6				
TOTALS:	23,535.5		19,985.0		19,730.6
Avg./Beat:	2,353.5		2,498.13		2,466.33

ZONE TOTAL: 63,250.6

BEAT AVG.: 2,432.72

CFA:par

F-004 11/71

OFFICE OF SHERIFF
JACKSONVILLE, FLORIDA
INTER-DEPARTMENT CORRESPONDENCE

TO: ZONE COMMANDERS

FROM: CHIEF J. E. McMILLAN *J.E.M.*

SUBJECT: NEW SCHEDULE IMPLEMENTATION
PLAN INFORMATION AND GUIDELINES

DATE 8/03/79

Attached is some information that should make it easier for your watch commanders to plan a smooth, orderly transition from the old schedule to the new schedule. The chart depicts by watch commander's name those color squads that will be on duty during the transition period. In addition, your watch commanders should make sure that those going FROM RED TO RED receive two additional days off during August to compensate for the two days they are shorted because of the schedule change. Those going FROM RED TO ORANGE should be given OFF FRIDAY, August 31 in order to break the thirteen-day stretch they would be working otherwise.

In order to give all affected employees plenty of notice as to any changes being made during the transition period, please have your watch commanders prepare mock roll calls for the days August 31 and September 1. Those individuals working the TRANSITIONAL WATCH 3 should be identified on the August 31 roll call, and the mock roll calls turned in to me by August 13.

If you or your watch commanders have any questions or need any help, please see Debra Cook in Planning and Research.

DGC:par

Attachment

	August 31 Friday			Transitional Watch 3	September 1 Saturday			September 2 Sunday		
	W-1 Midnight	W-2 Day	W-3 Evening		W-1 Day	W-2 Evening	W-3 Midnight	W-1 Day	W-2 Evening	W-3 Midnight
	2300	0700	1500	2300	0700	1500	2300	0700	1500	2300
Zone 1	Collins	Gordon	Branch		Branch	Collins	Gordon	Branch	Collins	Gordon
Zone 2	Gray	Thornton	Johnson		Johnson	Gray	Thornton	Johnson	Gray	Thornton
Zone 3	LePrell	Fraser	Mickler	**	Mickler	LePrell	Fraser	Mickler	LePrell	Fraser
Zone 4	McVeigh	Tyson	Bennett		Bennett	McVeigh	Tyson	Bennett	McVeigh	Tyson
	Red*	Green	Red*		Red	Red	Red	Blue	Blue	Blue
	Blue	Red*	Blue		Blue	Blue	Blue	Orange	Orange	Orange
			Green		Orange	Orange	Orange			

*Those going FROM RED TO ORANGE are off.

** To be manned by Blue Squad from August day watch and Green Squad from August midnight watch.

ESTIMATED PATROL MANNING FOR AUGUST 31

Watch 1
 Watch 2
 Watch 3
 Transitional Watch 3

ZONE 1	ZONE 2	ZONE 3	ZONE 4
21**	17**	20**	21*
19**	19**	22**	21**
	26***	31***	32**
22**	20**	21**	22**

*Includes one ET.

**Includes two ETs.

***Includes three ETs.

OFFICE OF THE SHERIFF
PATROL & TRAFFIC DIVISION

Memorandum 79-12

August 31, 1979

TO: All Patrol and Traffic Division Personnel

SUBJECT: New Day-off Schedule and Attendant Policy Changes

As you are all aware, effective Saturday, September 1, at 0700 hours, the Patrol and Traffic Division will begin a new day-off schedule which involves a four-squad concept, a 28-day sequence, and monthly watch rotation. The new day-off schedule has necessitated changes in a number of policy areas which are outlined below. In addition, because of the energy crisis we all face, a new procedure for 10-82ing in the field will also become effective with the day watch on September 1. While these procedures will be detailed at the zone level, the change is also addressed briefly.

I. LEAVE POLICY

Sergeants may allow one officer off per squad Monday through Saturday. On Sunday, no officer will be allowed leave unless it is part of pre-scheduled extended leave. Watch commanders can make exceptions for emergencies or hardship reasons.

II. TRANSITIONAL WATCH

The hours from 2300 Friday, August 31 to 0700 Saturday, September 1 will be considered Watch 2 in order to simplify check-on and check-off. We realize that this is not in keeping with either the old schedule or the new schedule, but the computer cannot easily handle two shifts back-to-back designated with the same number. Thus, for clarification, the shifts are as follows:

August 31	1500 - 2300	Watch 3
	2300 - 0700	Watch 2
September 1	0700 - 1500	Watch 1
	1500 - 2300	Watch 2
	2300 - 0700	Watch 3

III. NEW 10-82 PROCEDURES

Sergeants and their squads will meet at a specific time at a specific place to 10-82. Sergeants will check off their own officers and they

Office of the Sheriff - Patrol & Traffic Division

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will continue to meet with their officers periodically throughout the shift in order to pick up reports. These procedures should be greatly facilitated by the reduced squad sizes.

Additional information concerning the new 10-82 procedures will be available at the zone level. In addition, officers are reminded that because there will be increased numbers of officers on the street, proper radio procedure is imperative.

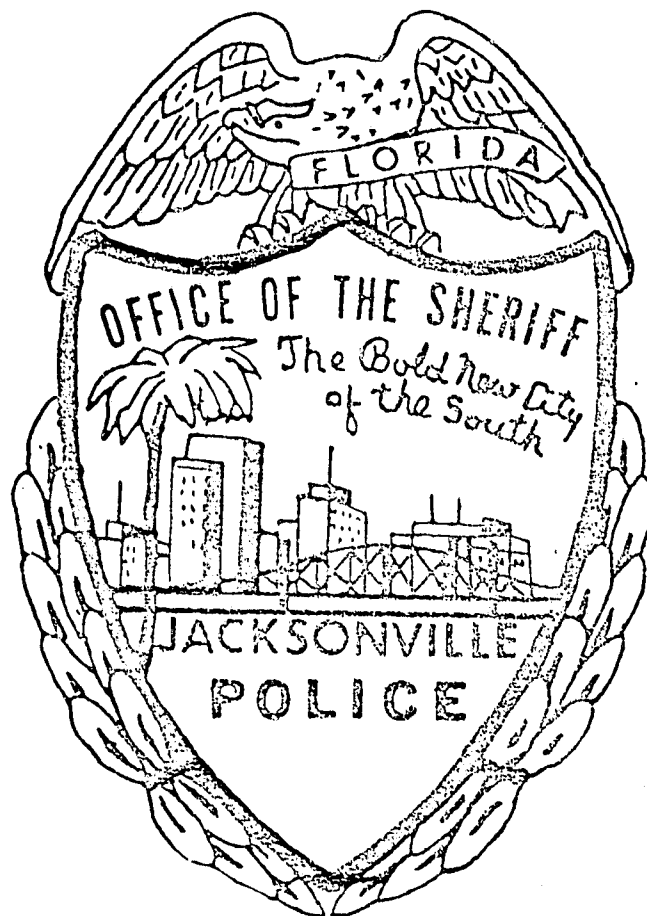
Thank you for your cooperation in making a change of this magnitude as smooth as possible.

J. E. McMillan, Chief
Patrol & Traffic Division

DGC/JEM:par

Distribution 5-B

I.C.A.P.



RESOURCE ALLOCATION:

PATROL PLAN II

PATROL/PLAN

A Resource Allocation Planning Tool

Patrol/Plan is structured to be an easy-to-use planning tool for evaluating and improving the deployment of police field operations units by time and geographic area. Mathematical formulas developed and tested by police professionals, operations research analysts, and computer scientists form the basis upon which estimates of a number of field operations performance characteristics are generated. These performance characteristics are usually calculated by geographical area (in this case, by zone), and by time block. Time blocks are periods of time over which the number of CFS cars on duty does not change. In Jacksonville, the patrol day is made up of five time blocks:

1A - 11:00 p.m. to 2:00 a.m.

1B - 2:00 a.m. to 7:00 a.m.

2 - 7:00 a.m. to 3:00 p.m.

3A - 3:00 p.m. to 6:00 p.m.

3B - 6:00 p.m. to 11:00 p.m.

The following performance characteristics can be estimated by using the Patrol/Plan Model:

1. Average service time per call - average total work in minutes, counting all cars involved, arising from a single incident.
2. Average service time per dispatch - Average time any single car is busy as a result of being dispatched to a CFS incident.

3. Adjusted call rate - a scaled up value of calls per hour which accounts for non-CFS work.
4. Actual work per car - average number of minutes per hour each patrol car is occupied by CFS and non-CFS work. Can be greater than 60 minutes per hour per car if not enough cars are available.
5. Percent of time entire patrol force in a region is busy - average percent of time when all cars in a region are simultaneously busy.
6. Average number of free cars - Average number of patrol cars which are engaged in preventive patrol work and are free to be dispatched.
7. Minimum number of cars - smallest number of patrol cars needed to achieve a certain level of performance (travel time, percent of time all cars are busy, workload per car, etc.).

Input Data

The formulas used by Patrol/Plan to estimate the field operations performance characteristics listed above require as input a number of averages describing the workload and how it is handled in the region and time block of interest.

data element: Calls per hour - average number of CFS per hour for the region and time block of interest.

methodology: Using a special computer program developed by the CAPS project entitled "Calls for Service Rate for the Month of _____", in which the average number of

calls by hour by day of week were made available from the CAD System, Planning & Research staff was able to isolate time blocks and obtain an average of the number of calls for service for the five time blocks of each day. Three months of data were used to get an average for the year 1978.

data element: Number of CFS cars - number of CFS cars assigned to the region and time block of interest.

methodology: Using three months of historical data in the form of actual Patrol Division Strength sheets, P & R staff was able to compute by time block and day of week the average number of patrol units (cars) on duty for each zone.

data elements: Percent of calls that require one and two cars:
Percent of calls for service for which the dispatcher assigns one or two cars to respond.

methodology: C.A.D. generated "Zone Activity Report" printouts by zone and by month include a category "Percent of calls requiring a back-up". Three months of data were used by P & R staff to get an average of the percent of calls requiring one car and the percent of calls requiring two cars.

data element: Average service times for cars one and two - average total "out-of-service" time per call for car one and for car two.

methodology: Because back-up (car two) service time could not be

PERFORMANCE INDICATOR CHART

The corresponding charts graphically depict the type of information, which can be obtained from the Patrol/Plan resource allocation tool.

Using data from three selected months of 1978, Planning & Research staff was able to use the model to describe performance characteristics, by zone, for each day of the week of an "average" month.

The five performance indicators are:

- average calls per hour
- average patrol cars on duty
- actual work (min./hr.)
- percent all cars are busy
- average number of free cars

They should be examined separately as they are graphed according to different scales. In other words, these are actually five different bar graphs on each page, all corresponding to the same day of the week.

CONTINUED

2 OF 3

obtained by time block, P & R used the CAD generated "Zone Activity Report" to obtain average service times per call and per back-up for each zone.

data element: Non-CFS minutes per hour per car - average number of minutes per hour per car, other than response to a CFS, in which a car is unavailable for dispatch (meals, personal activities, vehicle maintenance, meetings with supervisor, etc.).

methodology: The figure of ten minutes per car for all zones and time blocks was chosen after discussion with patrol administrators and research into what is commonly accepted in lieu of actual statistics.

USES AND LIMITATIONS OF THE WORKLOAD ANALYSIS
COMPONENT OF THE OPERATIONS DEPLOYMENT STRATEGIES PLAN

The performance characteristics generated by the Patrol/Plan model provide a quantitative reinforcement for what patrol commanders know through experience. They should be used as tools in changing the allocation of patrol resources to meet identified crime problems in conjunction with the patrol commander's knowledge of such things as special events and occurrences that would impact on patrol operations at a particular date and time. For example, while the model might show an average of ten free cars during 6:00 p.m. - 11:00 p.m. on a Thursday in Zone 3, if it happens to be the 4th of July and a fireworks celebration is planned, the Zone 3 Commander would not want to schedule a special stake-out that would tie up five patrol officers.

The numbers generated by Patrol/Plan are not especially significant in and of themselves, but they do demonstrate workloads in a relative sense and this is how they are best used. Time blocks by day can be compared among zones for an understanding of how equitably manpower is distributed among the zones. If one zone is consistently less busy than another, then perhaps a transfer of one or more unit cars is in order.

Comparisons among time blocks are a little more difficult, as solutions are not as easily forthcoming as in the situation cited above. Because of our rotating shift assignments, adding police officers to a busy time block and deleting them from a less busy one can only be accomplished through the expansion and/or modifications of the overlay watch. However, a comparative understanding

of workload by time block and zone will be beneficial in the planning of special strategies and tactics.

The above discussion is intended to provide, in a general sense,³ an understanding of how the Workload Analysis Component of the Operations Deployment Strategies Plan can best be used, given the limitations of the Patrol/Plan resource allocation model. In connection with the identified Crime Problem Analyses provided by the Crime Analysis Unit, the Workload Analyses will provide the starting points from which innovative special strategies and tactics can be developed.

AVERAGE CALLS PER HOUR

	11pm - 2am	2am - 7am	7am - 3pm	3pm - 6pm	6pm - 11pm
MONDAY					
ZONE 1	18.41	6.95	15.88	22.42	21.06
ZONE 2	13.74	5.01	12.14	18.02	16.57
ZONE 3	12.42	4.97	18.79	22.92	17.77
ZONE 4	17.8	6.5	18.5	26.1	21.6
TUESDAY					
ZONE 1	19.69	8.58	15.57	21.05	20.52
ZONE 2	17.67	6.92	14.06	17.22	16.32
ZONE 3	17.79	6.35	16.85	22.38	19.22
ZONE 4	20.4	8.2	16.8	23.8	21.4
WEDNESDAY					
ZONE 1	20.03	7.95	15.76	20.24	20.08
ZONE 2	16.54	7.53	13.1	17.56	16.1
ZONE 3	17.39	6.22	15.73	22.19	19.3
ZONE 4	21.6	7.5	18	25.3	19.9
THURSDAY					
ZONE 1	21.26	7.92	15.44	22.82	19.23
ZONE 2	17.14	8.42	13.06	17.77	17.58
ZONE 3	16.79	7.27	15.59	22.9	18.3
ZONE 4	21.8	9.0	18.7	23.1	20.4
FRIDAY					
ZONE 1	25.39	10.02	18.19	24.93	24.33
ZONE 2	19.79	7.93	16.48	19.82	22.37
ZONE 3	19.95	7.38	18.33	24.47	22.77
ZONE 4	22.4	9.7	20.3	26.5	24.5
SATURDAY					
ZONE 1	24.53	10.25	13.25	20.4	21.18
ZONE 2	21.47	8.65	10.94	18.18	16.27
ZONE 3	20.92	10.15	13.23	17.92	19.11
ZONE 4	26.9	10.8	14.5	20.2	20.6
SUNDAY					
ZONE 1	23.11	9.15	12.41	17.48	17.36
ZONE 2	18.52	7.75	9.33	12.7	14.11
ZONE 3	19.69	8.14	11.31	12.02	13.8
ZONE 4	24.5	10.6	12.4	18.4	16.4

AVERAGE CFS CARS ON-DUTY

	11pm - 2am	2am - 7am	7am - 3pm	3pm - 6pm	6pm - 11pm
MONDAY					
ZONE 1	21	17	18	17	21
ZONE 2	21	13	14	13	19
ZONE 3	20	14	14	15	21
ZONE 4	23	19	20	20	25
TUESDAY					
ZONE 1	22	18	18	18	22
ZONE 2	19	14	14	14	19
ZONE 3	20	14	15	15	21
ZONE 4	24	19	19	19	24
WEDNESDAY					
ZONE 1	21	17	22	17	22
ZONE 2	19	13	14	14	19
ZONE 3	22	15	16	16	21
ZONE 4	24	19	19	20	24
THURSDAY					
ZONE 1	23	19	18	17	22
ZONE 2	19	14	14	14	19
ZONE 3	21	15	14	15	20
ZONE 4	24	19	20	19	23
FRIDAY					
ZONE 1	27	23	24	22	29
ZONE 2	22	16	17	16	23
ZONE 3	25	19	20	20	26
ZONE 4	29	25	27	24	30
SATURDAY					
ZONE 1	24	17	17	17	22
ZONE 2	22	15	15	15	21
ZONE 3	21	15	14	15	20
ZONE 4	25	19	19	19	24
SUNDAY					
ZONE 1	23	18	17	17	22
ZONE 2	19	13	13	13	19
ZONE 3	19	14	14	16	20
ZONE 4	23	18	19	19	23

ACTUAL WORK PER CAR IN MIN/HR

(includes 10 min. per hour of non-CFS work)

	11pm - 2am	2am - 7am	7am - 3pm	3pm - 6pm	6pm - 11pm
MONDAY					
ZONE 1	33.9	21.1	34.0	45.9	37.3
ZONE 2	27.3	20.2	33.0	46.7	33.1
ZONE 3	29.4	21.1	51.8	57.6	36.4
ZONE 4	36.8	21.9	42.1	55.2	39.9
TUESDAY					
ZONE 1	34.4	23.0	33.6	41.8	35.4
ZONE 2	34.6	23.1	36.6	42.6	32.7
ZONE 3	37.7	24.1	45.0	56.5	38.5
ZONE 4	39.5	25.0	40.6	53.4	40.9
WEDNESDAY					
ZONE 1	36.0	22.7	33.8	42.4	34.8
ZONE 2	33.1	25.3	34.8	43.2	32.4
ZONE 3	34.6	22.9	40.6	53.2	38.6
ZONE 4	41.2	23.7	42.8	53.8	38.7
THURSDAY					
ZONE 1	35.2	21.4	33.4	46.5	33.8
ZONE 2	33.9	25.9	34.7	43.6	34.5
ZONE 3	34.9	25.1	44.7	57.6	38.5
ZONE 4	41.5	26.4	42.4	52.1	40.7
FRIDAY					
ZONE 1	35.6	21.9	30.6	40.9	32.8
ZONE 2	33.8	23.1	35.7	42.8	35.8
ZONE 3	34.9	22.1	38.6	48.1	37.3
ZONE 4	36.8	23.4	36.1	48.3	38.3
SAUNDAY					
ZONE 1	37.8	26.4	31.2	42.7	36.2
ZONE 2	35.8	25.3	29.3	42.1	30.5
ZONE 3	41.0	31.1	39.5	47.2	39.8
ZONE 4	47.3	29.7	36.4	46.8	39.7
SUNDAY					
ZONE 1	37.4	23.8	29.8	38.0	31.5
ZONE 2	35.8	25.8	29.0	35.9	29.7
ZONE 3	42.3	28.1	35.2	33.4	31.5
ZONE 4	46.9	30.4	32.6	43.6	34.7

PERCENT OF TIME ALL CARS ARE BUSY

	11pm - 2am	2am - 7am	7am - 3pm	3pm - 6pm	6pm - 11pm
MONDAY					
ZONE 1	1.13	.018	1.92	21.9	2.98
ZONE 2	.099	.066	2.9	30.4	1.25
ZONE 3	.293	.062	50.1	82.8	2.33
ZONE 4	2.05	.012	9.45	62.91	3.85
TUESDAY					
ZONE 1	1.13	.032	1.69	10.66	1.55
ZONE 2	1.93	.148	6.24	16.7	1.12
ZONE 3	3.72	.221	21.81	75.36	4.02
ZONE 4	3.73	.059	7.8	52.48	5.32
WEDNESDAY					
ZONE 1	2.09	.041	1.83	12.78	1.31
ZONE 2	1.24	.472	4.35	18.3	1.02
ZONE 3	1.23	.095	10.31	54.7	4.14
ZONE 4	5.69	.032	11.78	54.05	3.09
THURSDAY					
ZONE 1	1.25	.009	1.60	23.96	.945
ZONE 2	1.57	.419	4.28	19.33	1.86
ZONE 3	1.55	.228	22.37	82.53	4.48
ZONE 4	6.09	.115	10.1	45.36	5.58
FRIDAY					
ZONE 1	.835	.002	.206	6.24	.21
ZONE 2	.95	.071	3.37	14.7	1.5
ZONE 3	.086	.014	4.53	26.07	1.65
ZONE 4	.974	.003	.976	22.7	1.46
SATURDAY					
ZONE 1	2.42	.204	1.05	13.33	1.96
ZONE 2	1.76	.243	.92	14.32	.36
ZONE 3	7.1	1.52	10.33	29.06	5.94
ZONE 4	18.47	.417	3.09	22.6	4.02
SUNDAY					
ZONE 1	2.38	.049	.693	5.61	.426
ZONE 2	2.64	.54	1.38	6.28	.41
ZONE 3	10.69	.835	4.72	2.29	.63
ZONE 4	18.92	.661	1.09	13.38	1.09

AVERAGE NUMBER OF FREE CARS

	11pm - 2am	2am - 7am	7am - 3pm	3pm - 6pm	6pm - 11pm
ZONE 1	9.2	11.0	7.8	4.0	8.0
ZONE 2	11.4	8.6	6.3	2.9	8.5
ZONE 3	10.2	9.1	1.9	.6	8.3
ZONE 4	8.9	12.1	6.0	1.6	8.4
ZONE 1	9.4	11.1	7.9	5.5	9.0
ZONE 2	8.0	8.6	5.5	4.1	8.6
ZONE 3	7.4	8.4	3.8	.9	7.5
ZONE 4	8.2	11.1	6.1	2.1	7.6
ZONE 1	8.4	10.6	7.9	5.0	9.2
ZONE 2	8.5	7.5	5.9	3.9	8.7
ZONE 3	9.3	9.3	5.2	1.8	7.5
ZONE 4	7.5	11.5	5.4	2.1	8.5
ZONE 1	9.5	12.2	8.0	3.8	9.6
ZONE 2	8.3	8.0	5.9	3.8	8.1
ZONE 3	8.8	8.7	3.6	.6	7.2
ZONE 4	7.4	10.6	5.9	2.5	7.4
ZONE 1	11.0	14.6	11.8	7.0	13.1
ZONE 2	9.6	9.8	6.9	4.6	9.3
ZONE 3	10.5	12.0	7.2	4.0	9.8
ZONE 4	11.2	15.2	10.8	4.7	10.9
ZONE 1	8.9	9.5	8.2	4.9	8.7
ZONE 2	8.9	8.7	7.7	4.5	10.3
ZONE 3	6.6	7.2	4.8	3.2	6.7
ZONE 4	5.3	9.6	7.7	4.2	8.1
ZONE 1	8.7	10.9	8.5	6.2	10.5
ZONE 2	7.7	7.4	6.7	5.2	9.6
ZONE 3	5.6	7.4	5.8	7.1	9.5
ZONE 4	5.0	8.9	8.7	5.2	9.7

AVERAGE NUMBER OF PATROL CARS ON DUTY

	2 am--6 pm	6 pm--2 am
ZONE 1	18.5	22.9
ZONE 2	14.2	20.0
ZONE 3	15.5	21.2
ZONE 4	20.0	24.6

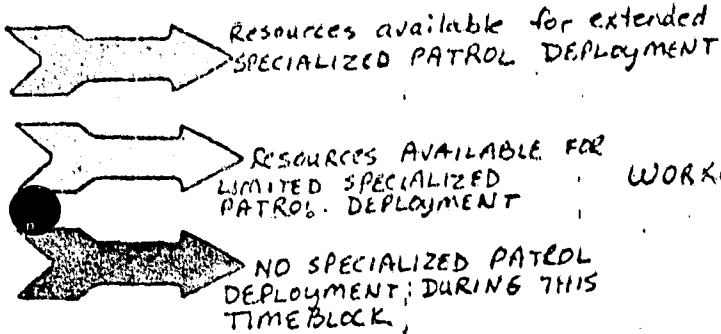
MINIMUM NUMBER OF FREE CARS THAT ON THE AVERAGE MUST BE AVAILABLE BEFORE SPECIALIZED PATROL DEPLOYMENTS CAN BE UNDERTAKEN

	For Limited Specialized Patrol Deployments:		For Extended Specialized Patrol Deployments:	
	2 am - 6 pm	6 pm - 2 am	2 am - 6 pm	6 pm - 2 am
ZONE 1	2.8	3.4	7.4	9.2
ZONE 2	2.1	3.0	5.7	8.0
ZONE 3	2.3	3.2	6.2	8.5
ZONE 4	3.0	3.7	8.0	9.8

Methodology for Determining Above:

It was decided that at least 15% of the patrol cars on duty must be free on the average at any given time to handle calls for service. Patrol cars above the 15% cut-off could be used to handle limited specialized patrol deployments (i.e., they must be easily returned to service). When more than 40% of the patrol cars on duty are free at any given time, then the excess can be used in extended specialized patrol deployments (e.g., stake-outs and decoy operations).

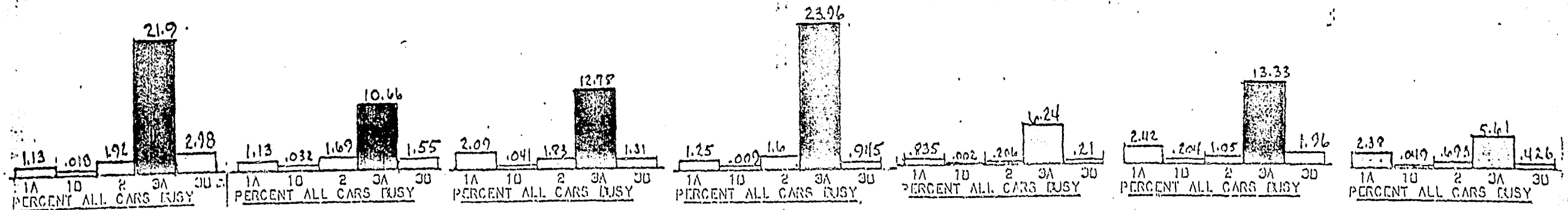
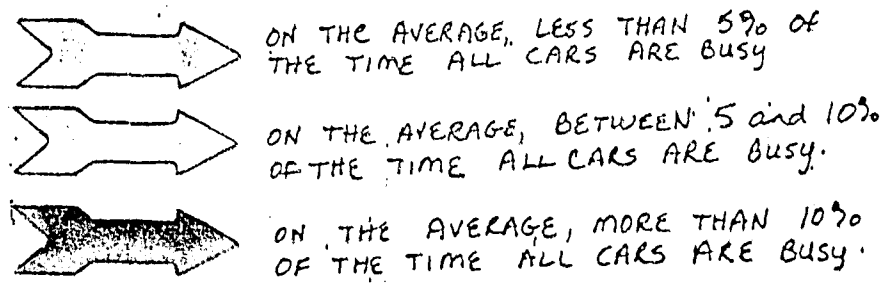
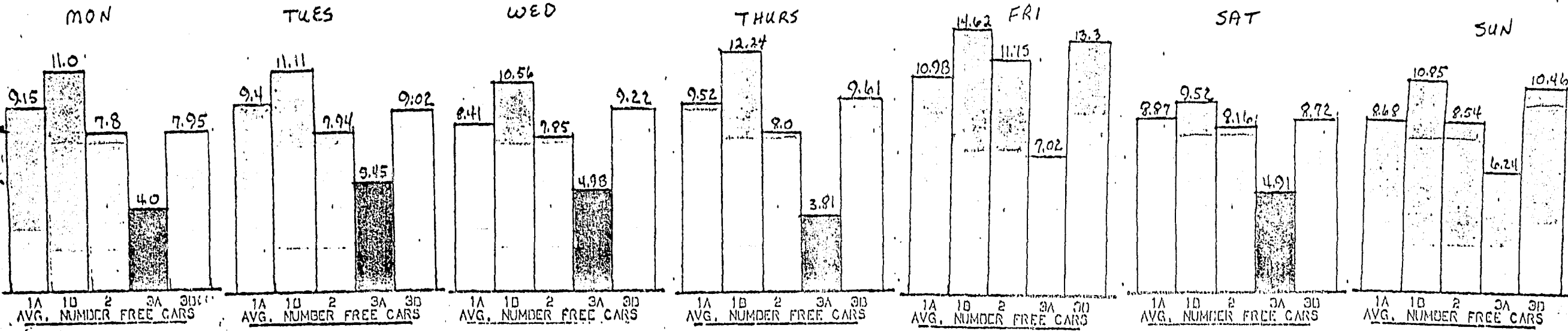
ZONE I



OPERATIONS DEPLOYMENT STRATEGIES PLAN WORKLOAD ANALYSIS FOR SPECIALIZED PATROL DEPLOYMENT

TIME BLOCKS

1A	11PM - 2AM
1B	2AM - 7AM
2	7AM - 3PM
3A	3PM - 6PM
3B	6PM - 11PM



OPERATIONS DEPLOYMENT STRATEGIES PLAN
Resources Available for Patrol Deployment

Z O N E 1

Monday

<u>Time Block</u>	<u>Maximum Activity Level</u>	<u>Cars Available for Patrol Deployment</u>	
		<u>Extended</u>	<u>Limited</u>
1A	Limited		5.8
1B	Extended	3.6	4.6
2	Extended	.4	4.6
3A	No patrol deployment		
3B	Limited		4.6

Tuesday

1A	Extended	.2	5.8
1B	Extended	3.7	4.6
2	Extended	.5	4.6
3A	No patrol deployment		
3B	Limited		5.6

Wednesday

1A	Limited		5.0
1B	Extended	3.2	4.6
2	Extended	.5	4.6
3A	No patrol deployment		
3B	Limited		5.8

Thursday

1A	Extended	.3	5.8
1B	Extended	4.8	4.6
2	Extended	.6	4.6
3A	No patrol deployment		
3B	Extended	.4	5.8

Friday

1A	Extended	1.8	5.8
1B	Extended	7.2	4.6
2	Extended	4.4	4.6
3A	Limited		
3B	Extended	4.1	5.8

Saturday

1A	Limited		5.5
		2.1	4.6

Saturday

1A	Limited		5.5
1B	Extended	2.1	4.6
2	Extended	.8	4.6
3A	No patrol deployment		
3B	Limited		5.3

Sunday

1A	Limited		5.3
1B	Extended	3.5	4.6
2	Extended	1.1	4.6
3A	Limited		3.4
3B	Extended	1.3	5.8

ZONE 2

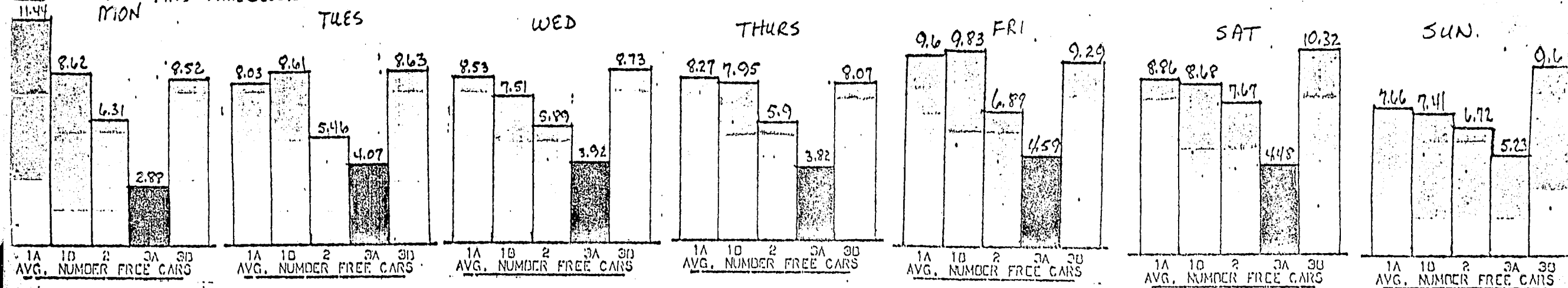
OPERATIONS DEPLOYMENT STRATEGIES PLAN WORKLOAD ANALYSIS FOR SPECIALIZED PATROL DEPLOYMENT

1A 11PM - 2AM
1B 2AM - 7AM
2 7AM - 3PM
3A 3PM - 6PM
3B 6PM - 11PM

RESOURCES AVAILABLE FOR
EXTENDED SPECIALIZED
PATROL DEPLOYMENT

RESOURCES AVAILABLE FOR
LIMITED SPECIALIZED
PATROL DEPLOYMENT

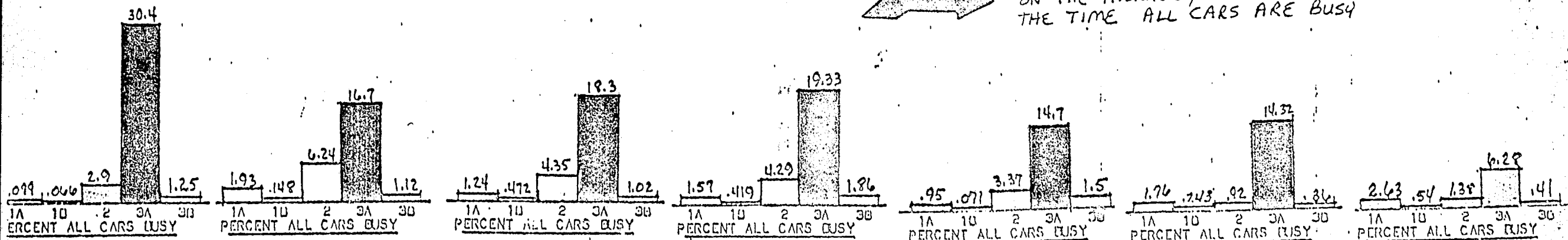
NO SPECIALIZED PATROL
DEPLOYMENT DURING
THIS TIME BLOCK



ON THE AVERAGE, LESS THAN 5% OF
THE TIME, ALL CARS ARE BUSY

ON THE AVERAGE, BETWEEN 5 AND 10%
OF THE TIME ALL CARS ARE BUSY

ON THE AVERAGE, MORE THAN 10% OF
THE TIME ALL CARS ARE BUSY



OPERATIONS DEPLOYMENT STRATEGIES PLAN
Resources Available for Patrol Deployment

Z O N E 2

Monday

<u>Time Block</u>	<u>Maximum Activity Level</u>	<u>Cars Available for Patrol Deployment</u>	
		<u>Extended</u>	<u>Limited</u>
1A	Extended	3.4	5.0
1B	Extended	2.9	3.6
2	Extended	.6	3.6
3A	No patrol deployment		
3B	Extended	.5	5.0

Tuesday

1A	Extended	.03	5.0
1B	Extended	2.9	3.6
2	Limited		3.4
3A	No patrol deployment		
3B	Extended	.6	5.0

Wednesday

1A	Extended	.5	5.0
1B	Extended	1.8	3.6
2	Extended	.2	3.6
3A	No patrol deployment		
3B	Extended	.7	5.0

Thursday

1A	Extended	.3	5.0
1B	Extended	2.3	3.6
2	Extended	.2	3.6
3A	No patrol deployment		
3B	Extended	.07	5.0

Friday

1A	Extended	1.6	5.0
1B	Extended	4.1	3.6
2	Extended	1.2	3.6
3A	No patrol deployment		
3B	Extended	1.3	5.0

Saturday

1A	Extended	.9	5.0
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Saturday

1A	Extended	.9	5.0
1B	Extended	3.0	3.6
2	Extended	2.0	3.6
3A	No patrol deployment		
3B	Extended	2.3	5.0

Sunday

1A	Limited		4.7
1B	Extended	1.7	3.6
2	Extended	1.0	3.6
3A	Limited		3.1
3B	Extended	1.6	5.0

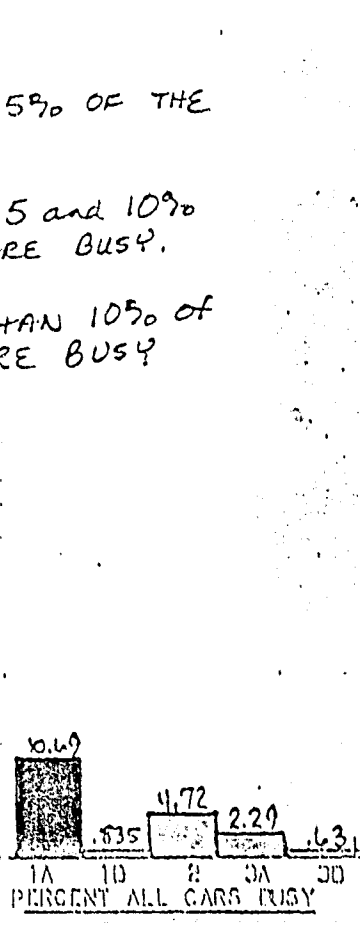
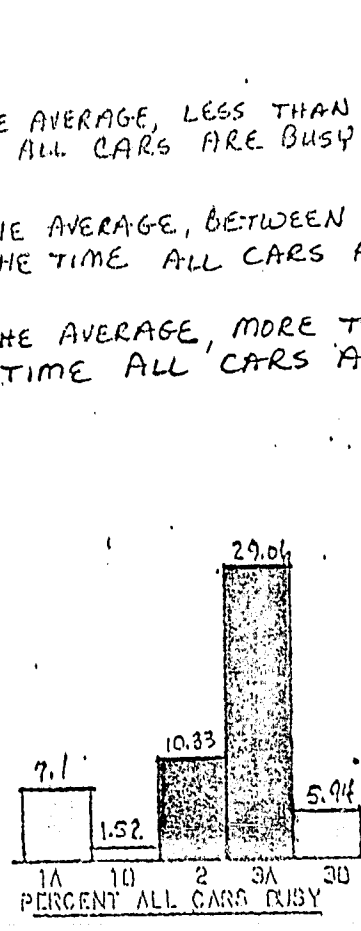
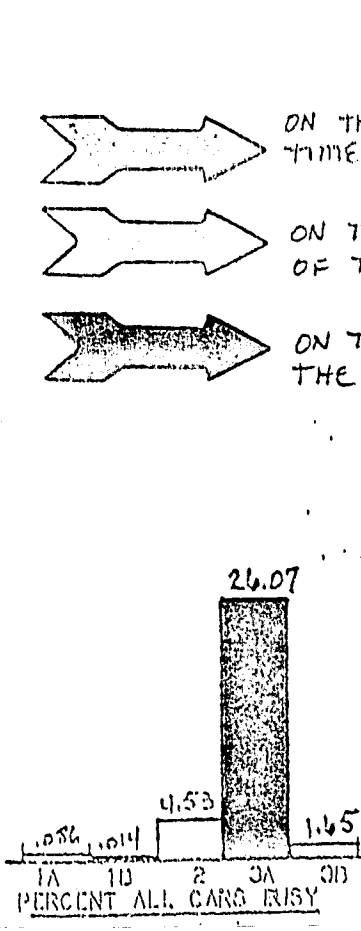
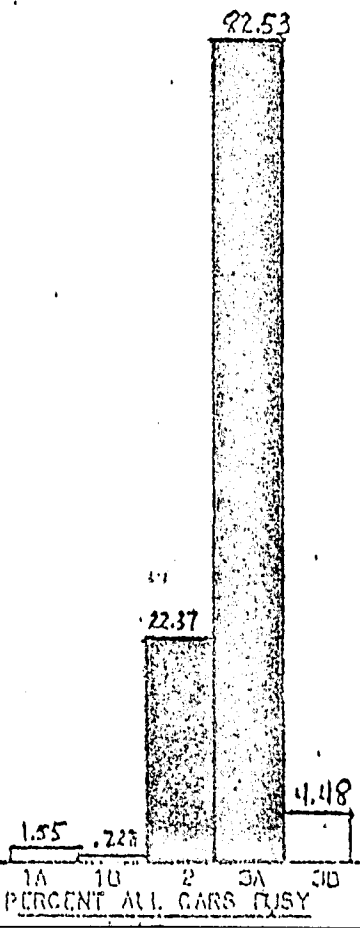
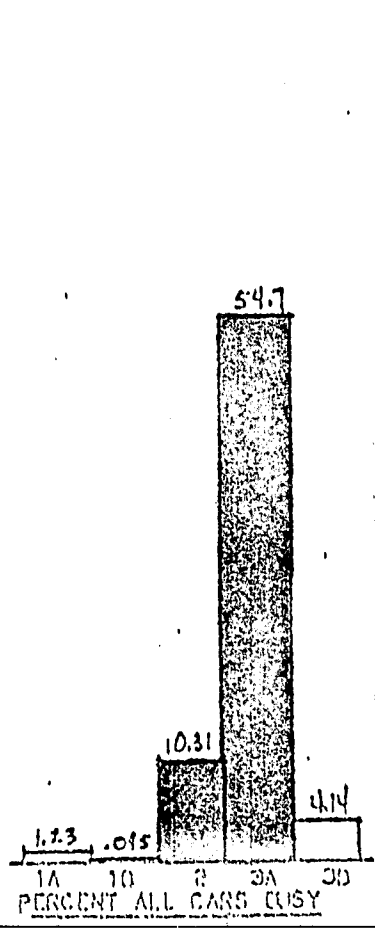
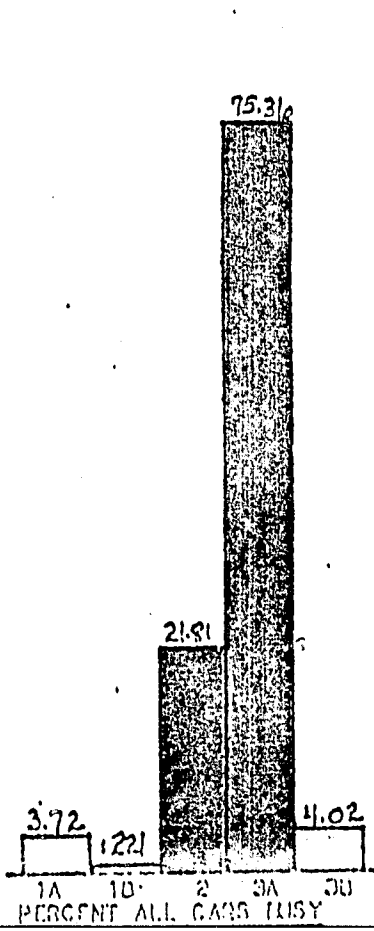
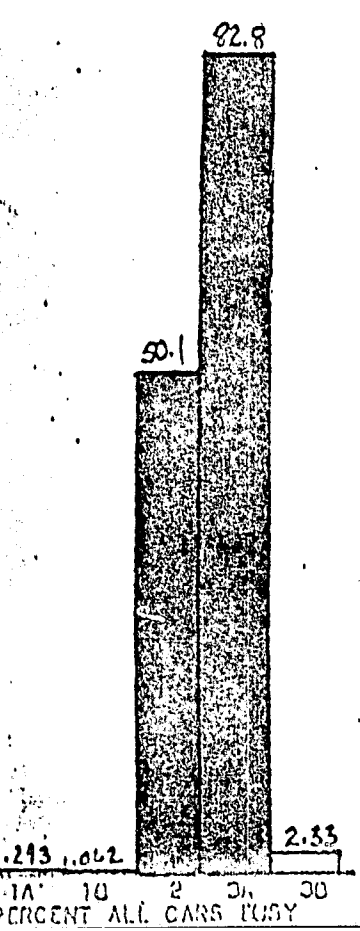
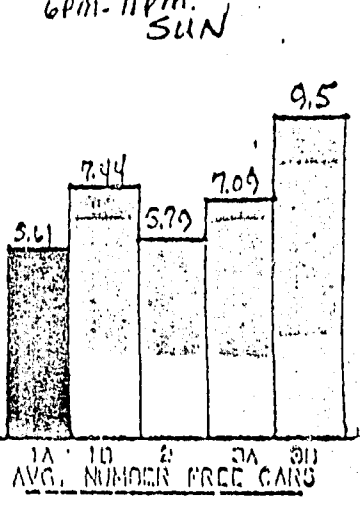
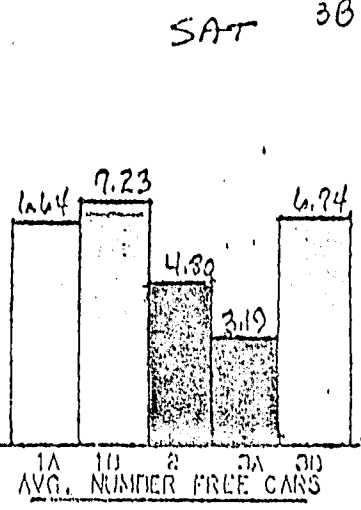
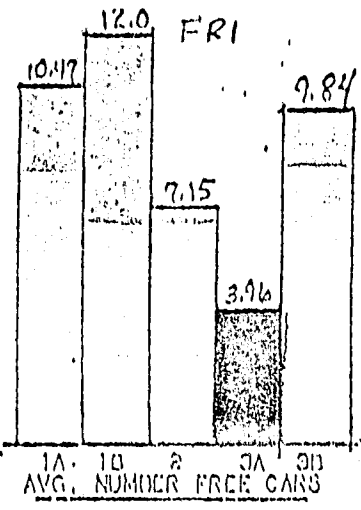
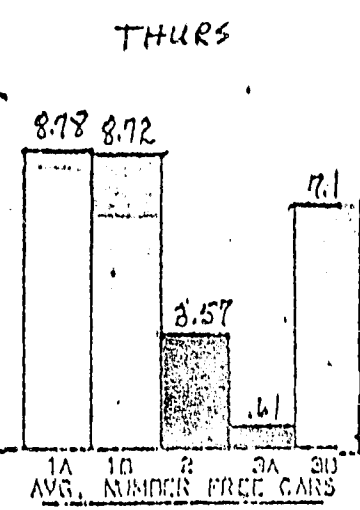
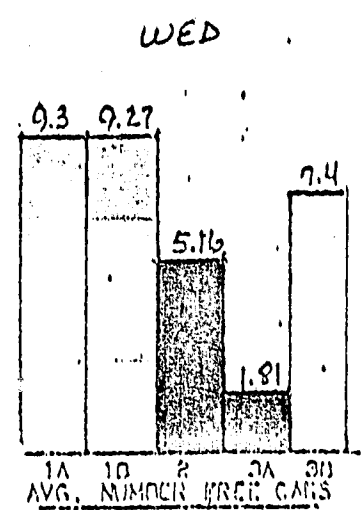
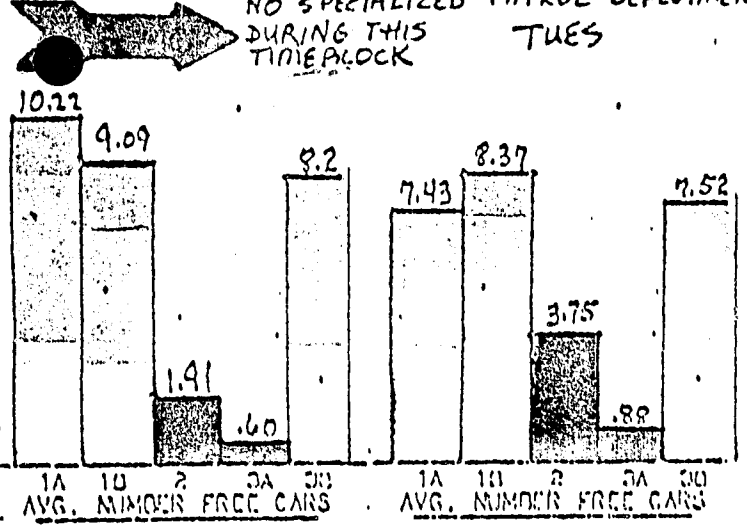
RESOURCES AVAILABLE FOR LIMITED SPECIALIZED PATROL DEPLOYMENT

RESOURCES AVAILABLE FOR LIMITED SPECIALIZED PATROL DEPLOYMENT

NO SPECIALIZED PATROL DEPLOYMENT DURING THIS TIME BLOCK

OPERATIONS DEPLOYMENT STRATEGIES PLAN WORKLOAD ANALYSIS FOR SPECIALIZED PATROL DEPLOYMENT

TIME BLOCKS
1A 11PM-2AM
1B 2AM-7AM
2 7AM-3PM
3A 3PM-6PM
3B 6PM-11PM
SUN



ON THE AVERAGE, LESS THAN 5% OF THE TIME ALL CARS ARE BUSY

ON THE AVERAGE, BETWEEN 5 AND 10% OF THE TIME ALL CARS ARE BUSY.

ON THE AVERAGE, MORE THAN 10% OF THE TIME ALL CARS ARE BUSY

OPERATIONS DEPLOYMENT STRATEGIES PLAN
Resources Available for Patrol Deployment

Z O N E 3

Monday

<u>Time Block</u>	<u>Maximum Activity Level</u>	<u>Cars Available for Patrol Deployment</u>	
		<u>Extended</u>	<u>Limited</u>
1A	Extended	1.7	5.3
1B	Extended	2.9	3.9
2	No patrol deployment		
3A	No patrol deployment		
3B	Limited		5.0

Tuesday

1A	Limited		4.2
1B	Extended	2.2	3.9
2	No patrol deployment		
3A	No patrol deployment		
3B	Limited		4.3

Wednesday

1A	Extended	.8	5.3
1B	Extended	3.1	3.9
2	No patrol deployment		
3A	No patrol deployment		
3B	Limited		4.2

Thursday

1A	Extended	.3	5.3
1B	Extended	2.5	3.9
2	No patrol deployment		
3A	No patrol deployment		
3B	Limited		3.9

Friday

1A	Extended	2.0	5.3
1B	Extended	5.8	3.9
2	Extended	1.0	3.9
3A	No patrol deployment		
3B	Extended	1.3	5.3

Saturday

1A	Limited		3.4
1B	Extended	1.0	2.0

Saturday

1A	Limited		3.4
1B	Extended	1.0	3.9
2	No patrol deployment		
3A	No patrol deployment		
3B	Limited		3.5

Sunday

1A	No patrol deployment		
1B	Extended	1.2	3.9
2	Limited		3.5
3A	Extended	.9	3.9
3B	Extended	1.0	5.3

Resources Available for
Extended Specialized
Patrol Deployment

Resources Available for
Limited Specialized
Patrol Deployment

No Specialized Patrol
Deployment during this
Time Block

MON

TUES.

WED.

THURS.

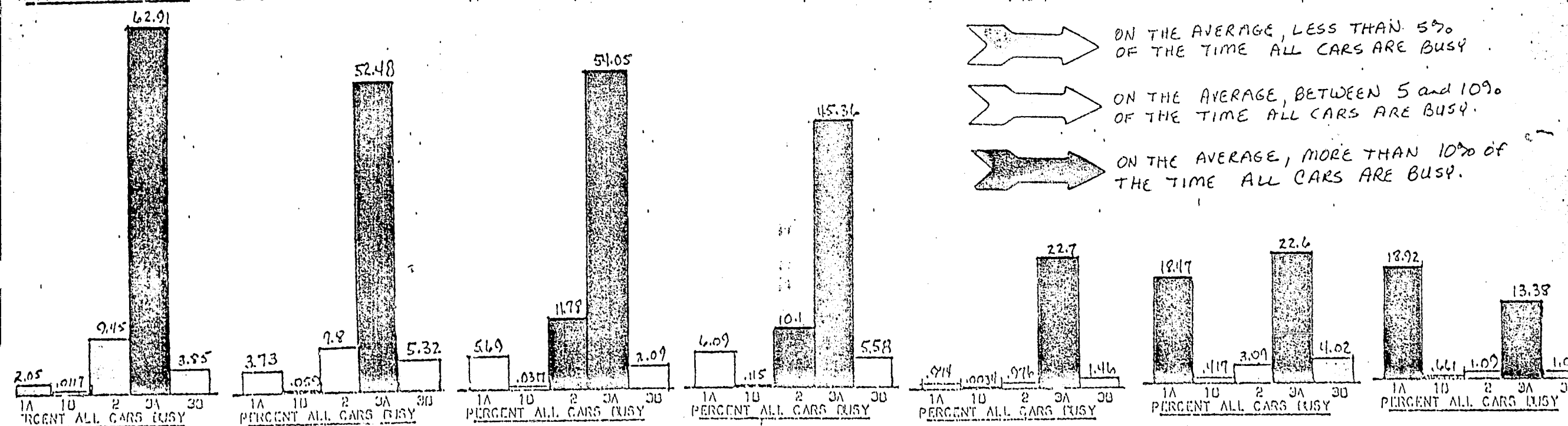
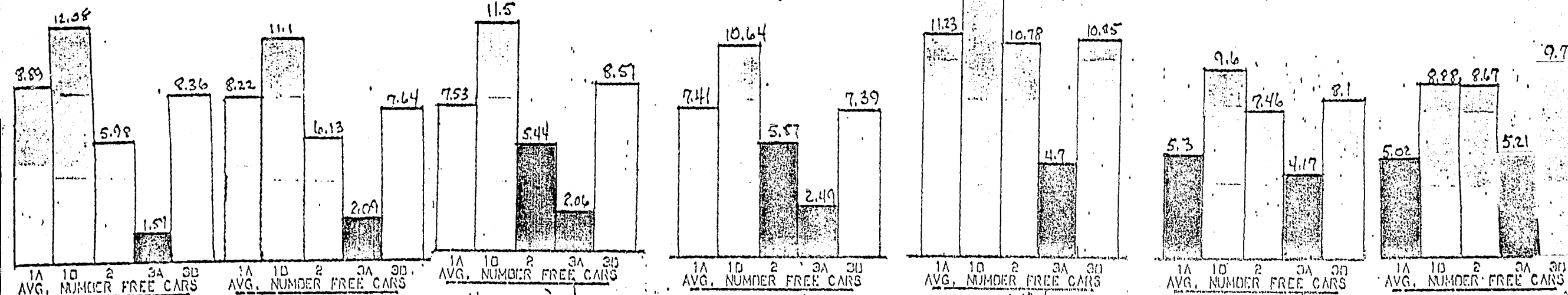
FRI

SAT

SUN.

ZONE 4 OPERATIONS DEPLOYMENT STRATEGIES PLAN WORKLOAD ANALYSIS FOR SPECIALIZED PATROL DEPLOYMENT

1A 11PM - 2AM
1B 2AM - 7AM
2 7AM - 3PM
3A 3PM - 6PM
3B 6PM - 11PM



ON THE AVERAGE, LESS THAN 5%
OF THE TIME ALL CARS ARE BUSY

ON THE AVERAGE, BETWEEN 5 and 10%
OF THE TIME ALL CARS ARE BUSY

ON THE AVERAGE, MORE THAN 10%
OF THE TIME ALL CARS ARE BUSY

OPERATIONS DEPLOYMENT STRATEGIES PLAN
Resources Available for Patrol Deployment

Z O N E 4

Monday

<u>Time Block</u>	<u>Maximum Activity Level</u>	<u>Cars Available for Patrol Deployment</u>	
		<u>Extended</u>	<u>Limited</u>
1A	Limited		5.2
1B	Extended	4.1	5.0
2	Limited		3.0
3A	No patrol deployment		
3B	Limited		4.7

Tuesday

1A	Limited		4.5
1B	Extended	3.1	5.0
2	Limited		3.1
3A	No patrol deployment		
3B	Limited		3.9

Wednesday

1A	Limited		3.8
1B	Extended	3.5	5.0
2	No patrol deployment		
3A	No patrol deployment		
3B	Limited		4.8

Thursday

1A	Limited		3.7
1B	Extended	2.6	5.0
2	No patrol deployment		
3A	No patrol deployment		
3B	Limited		3.7

Friday

1A	Extended	1.4	6.1
1B	Extended	7.2	5.0
2	Extended	2.8	5.0
3A	No patrol deployment		
3B	Extended	1.1	6.1

Saturday

Saturday

1A	No patrol deployment		
1B	Extended	1.6	5.0
2	Limited		5.5
3A	No patrol deployment		
3B	Limited		5.1

Sunday

1A	No patrol deployment		
1B	Extended	.9	5.0
2	Extended	.7	5.0
3A	No patrol deployment		
3B	Limited		6.0

MINIMUM MANPOWER REQUIREMENTS
FOR FY 79-80 AS PER PATROL PLAN II

After determining the number of additional units needed to satisfy the less than 40% probability of saturation for each zone and time block, an over-all zone average of additional units for any point in time was calculated. This zone averaging was done to compensate for the rotating shift methodology utilized by the Department.

<u>Zone</u>	<u>Additional Units</u>
1	2
2	2.67
3	5.67
<u>4</u>	<u>2</u>
Total, all zones:	12.34
24 hrs./day; 7 days/wk.	x 5.04
Total number of additional units:	62.19

Taking into account the new academy class (28 officers) an additional 34 officers (62-28) would have to be hired, trained, and placed into patrol to affect the 40% saturation constraint.

The effect of the 40% saturation constraint on response time (time call received to unit arrived) is clear cut and an essential element in quality police service.

<u>Zone</u>	<u>In Limits</u>	<u>Out of Limits</u>
	(Average response time time blocks less than 40%)	(Average response time time blocks greater than 40%)
1	10.17 min.	30.53 min.
2	10.12 min.	32.77 min.
3	3.52 min.	26.57 min.
4	9.46 min.	35.84 min.

Once additional manpower is allocated to the out of limits timeblocks, corresponding response times are reduced: Zone 1, 16.95 min.; Zone 2, 15.87 min.; Zone 3, 7.19 min; Zone 4, 15.9 min.

The Jacksonville Sheriff's Office is currently faced with a critical manpower shortage which is making it extremely difficult to provide adequate police service to the citizens of Jacksonville. Lack of manpower leads to delays in the dispatching of a call, which ultimately affects travel time and response time in general. Our ability to respond to priority calls in a timely manner is a direct function of the relationship between the numbers of police officers on the street and the volume of calls for service.

During the past year the Sheriff's Office has made a number of changes, both organizational and operational, that have helped to alleviate this situation to the extent possible through internal measures.

In July of 1978, we instituted a program known as M.C.I.--Managing the Criminal Investigation--in which patrol officers are encouraged to exercise through judgment at the scene of a crime as to the need for further investigative follow-up. Detectives are now able to concentrate on potentially solvable cases. This reduced caseload for detectives has led to a 15% decrease in detective strength. In addition, the Department is examining where sworn officers can be returned to the Patrol Division. A long-range goal is civilianization of all functions not requiring a police officer's presence.

The Sheriff's Office has also greatly expanded its secondary receiving capability. Now operational 24 hours a day, secondary receiving allows for certain calls for service to be handled over the phone, thereby providing those patrol officers on the street with additional time to handle situations requiring their presence.

In addition, the Sheriff's Office has just completed a major staff study of the way in which its patrol, correctional, and communications resources are allocated over time and space. As a result of this study, beginning September 1,

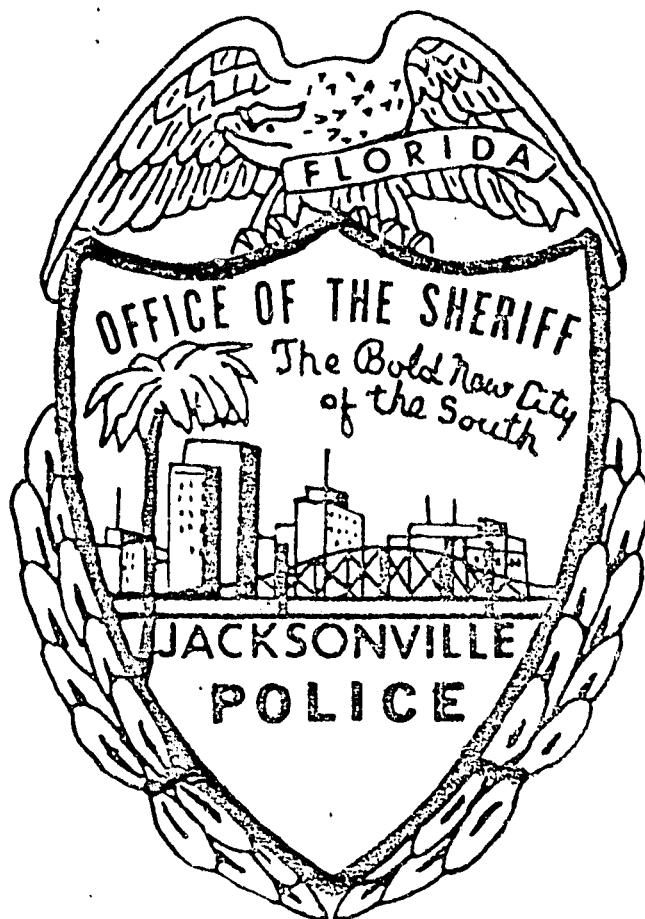
the Patrol Division, Communications Center employees, and correctional officers will have a new day off schedule that provides for 75% of available manpower to be on duty six days of the week. This compares to 66% at present. A complete description of the new schedule is attached.

One of the planning tools the Sheriff's Office has at its disposal is a computer resource allocation model known as Patrol Plan II. Patrol Plan II requires as input data a number of averages which describe workload and how it is handled by geographical area and time of day. From this input data, the model is able to generate performance characteristics such as average response time per call, percent of time all cars in a zone are simultaneously busy, minimum number of cars needed to achieve a certain level of performance such as a specified response time, etc.

The Sheriff's Office has decided that at a minimum, in order to provide adequate police service, we should never exceed a 40% saturation level (i.e., 40% of the time all fielded units are busy). Patrol Plan II indicates that in order to meet this constraint, the minimum number of additional fielded units required is 34. The model shows that by allocating 34 additional fielded units, response times could be cut significantly, in some cases from more than 35 minutes, on the average, to less than 16 minutes.

And finally, the Sheriff's Office has plans to conduct a thorough analysis of the existing beat structure. At present, the majority of the time we are able to field but 70 units onto our 95 beat structure. Even with the new schedule, we will not gain but an additional ten units, on the average. It is hoped that a realignment of the beat structure will help to equalize workload and response time within the zones.

I.C.A.P.



FINAL EVALUATION OF PHASE I

TECHNICAL MEMORANDUM

TO: Gary Higgins, Unit Commander
Planning and Research Unit
Office of the Sheriff

FROM: Terry W. Koepsell, ICAP Evaluator
Koepsell Associates

SUBJECT: Final Evaluation of Phase I ICAP Grant

DATE: September 15, 1979

In mid-August, I spent a week in Jacksonville gathering information and talking with both sworn and non-sworn personnel as a means of evaluating the overall accomplishments of your Phase I ICAP grant. Information and materials were gathered regarding two aspects of your activities: prescribed work activity--or work which was specified in your grant application; and, activity which was performed beyond that specified in the grant.. With regard to both areas, information was also sought regarding action taken relative to recommendations made in earlier evaluation reports. Following are my findings and observations regarding the program, together with suggested next steps to be taken.

PREScribed WORK ACTIVITY

ICAP Staffing

Staff Acquisition and Duties. Seven (7) persons were to be retained to staff the ICAP project. They were to include a Project Director, who was to report to the Director of Operations, Office of the Sheriff; one (1) Senior Applications Analyst and one (1) Computer Programmer, who were to report to the Director of Information Services, Department of Central Services; and, four (4) persons who were to be classified as PST-1, who were to serve as data input clerks and were to report to the Project Director and the Data Input Supervisor of the Department of Police Services.

Current Status. Each of the persons/positions described above were retained during the first grant period. They each reported to the persons designated in the grant application.

The Project Director was retained in September, 1977, and served in this position through the end of the grant period. The Senior Applications Analyst was retained in November, 1977, and served in this capacity until March, 1978, when he was upgraded and relocated within the Department of Central Services. The Computer Programmer, who was retained at the same time as the Senior Applications Analyst, served in his initial capacity until the promotion of his superior. At that point, he began assuming the added responsibilities of the Senior Applications Analyst, given the skills and familiarity with the program which he developed through his ICAP involvement.

Approximately three months after the start of the grant period, four additional computer programmers were retained. Shortly thereafter, however, it was determined that the services of these individuals would not be required to handle the automated functions of the project and, therefore, action was taken to reclassify the positions. This ultimately resulted in the filling of four (4) PST-1/Data Input Clerk positions. These positions were filled as a means of mitigating report input delays which commonly extended to as much as seven days. Working under the direction of the Data Input Unit, Records and Identification Section, Services Division, these delays have been all but eliminated. Further, the utilization of these personnel, which was originally scheduled during the day shift, has been expanded to cover two working shifts. During the final stages of the initial grant period, one of the PST-1 positions was opened and has not yet been filled.

ICAP Steering Committee

Originally Prescribed Activity. In the initial grant application, Jacksonville was to form a twenty-four (24) person crime analysis task force and an eight (8) person crime prevention unit/committee. As the program evolved, it became clear that: (1) only one, rather than two, committees would be necessary; and (2) the committee should provide general feedback and assistance on a variety of aspects of the ICAP program, rather than being limited to crime analysis and crime prevention. As a consequence, an ICAP Steering Committee was officially designated in August, 1973. The Chairman and Vice-Chairman positions were filled by a lieutenant from the Patrol Division and the Investigation Division, respectively. The remaining thirteen (13) positions were filled by two patrol sergeants, one detective sergeant, five patrol officers, two communication specialists, two crime prevention specialists (one sworn and one non-sworn), and one sworn training officer. To facilitate meeting attendance and continuity, all sworn members of the

committee were selected from the same shift. The primary roles of the committee were to:

- comment on operational aspects of ICAP which affected primarily the patrol and detective functions within the department, but which was to include crime prevention, communication, and other field and support activities;
- seek and provide feedback from patrol and detective field personnel regarding selected forms, procedures and other activities.

Between August, 1978, and August, 1979, the Steering Committee met on twenty-four occasions. Formal minutes were maintained for each such meeting. No meetings were held during one month of each quarter due to the fact that most sworn members rotated to the midnight shift.

During the course of committee deliberations, eight subcommittees were established. They focused on the following general topics:

- the substance, format and methods of disseminating the original sixteen-hour signal report;
- the substance, dispatch procedures, and other aspects of BOLO reports;
- call stacking;
- the frequency and substance of signal reports in general;
- the use of contact cards versus field investigation reports;
- the development of deployment strategies on the basis of Crime Analysis Unit information;
- education and training.

Several significant actions resulted from the activities of the Steering Committee. They included the following:

- the refinement, increased utilization and improved acceptance of the original sixteen-hour signal report;
- the refinement of BOLO information and procedures;

- the establishment and refinement of a seven-day recap report;
- the establishment of a "reading file" in CAU offices to permit field personnel to review signal reports;
- the refinement of dispatch/signal priorities from nine priorities to three basic priorities;
- the establishment and refinement of call stacking procedures;
- the replacement of the original sixteen-hour signal report by an expanded twenty-four-hour report which is reissued for each shift;
- the replacement of the original seven-day signal report by an expanded twenty-eight-day recap report which is reissued weekly;
- because of the substance, utilization and frequency of the twenty-four-hour and twenty-eight-day signal reports, an Inspection Unit report recommended the discontinuation of the long-standing Daily Bulletin;
- the inclusion of Time of Occurrence information (versus Time of Report) in general offense reports;
- the provision of assistance in a department-wide forms consolidation study.

Members of the Steering Committee also assisted grant personnel in the provision of initial and other periodic in-service training classes.

During the course of the grant year, two potential difficulties were identified relative to the Steering Committee. The first related to the membership composition of the Committee. More specifically, as noted above, members were selected from a single shift in order to maintain meeting continuity. This approach was also used because it was found difficult for persons attending Steering Committee meetings during off-duty hours to receive compensatory time or "late time," and it became a policy decision not to provide overtime from the department's operating budget. A significant negative consequence of this action was the generally limited understanding, involvement and participation in the overall ICAP process of a major segment of the department.

That is, committee inputs from persons from other shifts were generally not provided; familiarity with and utilization of ICAP reports and related information was minimal; and, the exchange of ICAP information between persons on other shifts became quite limited.

As a means of alleviating this difficulty, it was recommended that eight additional patrolman-level persons be assigned to the committee. They were to be drawn from the two watches which were not represented, with one person being selected from each of the four operational zones.

As a means of avoiding a committee of unmanageable size, it was further recommended that once the initial recommendations had been implemented, persons assigned to Watch One (midnight shift) should not be required to attend committee meetings. This recommendation was designed to serve a practical purpose as well, since persons working the 11:00 p.m. to 7:00 a.m. shift would find it physically difficult to effectively participate in early-morning meetings and would most likely find it quite inconvenient to participate in meetings at other times of the day.

Moreover, the recommended net increase in committee membership was to have been limited to four, which meant that the committee would be comprised of nineteen regular attending members. Further, this was to mean that members would miss committee meetings during only one month out of every three, so that the continuity of their involvement would be upset in only a minimal fashion.

Finally, it was recommended that some remuneration to persons who would be required to attend committee meetings during off-duty hours be provided.

From discussions with project staff, as well a review of the Phase II grant application, it was found that these recommendations will be fully implemented by the start of the second grant period. Thus, the newly-structured committee will allow for the following:

- inputs from all zones and all shifts will be insured;
- direct feedback of Steering Committee activities, as well as the work of ICAP and its related programs, will be relayed to each zone and shift much more readily;

- an increase in internal program publicity will result which, in turn, should produce much broader acceptance and utilization of the products generated from the ICAP program.

A second concern identified through regular evaluation visits concerned the rôle and activities of the committee. As the Phase I grant drew to a close, a number of comments were received toward the end that the committee was tending to become involved in matters of policy and, on some occasions, sought direct contact with top command. As a means of directing and utilizing the energies and talents of this group, while at the same time avoiding role and policy conflicts with the command structure, the following was recommended:

- With regard to future activities, the Project Director, in conjunction with the Chairman of the Steering Committee, should identify actions taken in the 1978-79 program which were not yet completed, plus expected areas of activity during the 1979-80 program. These points were to be developed as a tentative mission statement for the committee for the Phase II grant period. Although it was understood that additional areas of activity may emerge, it was felt that this approach would provide an initial framework for future committee deliberations.
- With regard to committee policies, it was recommended that the Project Director, with the advice and assistance of members of the department's command structure, should establish certain operating policies regarding the role and activities of the Steering Committee. The policies should deal with such topics as the chain of command regarding direct contacts between committee members and the command structure; the nature of issues with which the committee should deal (e.g., operational problems versus policy issues); and, the working relationships between the Steering Committee and the Command Task Force (which will be discussed later).

Drawing from discussions with project staff, this evaluator has been assured that these recommendations will be fully implemented during the initial stages of the Phase II grant period.

Information Files and Reports

Originally Prescribed Activity and Subsequent Modifications. At the outset of the ICAP program, it was envisioned that the Master Index File was to be transposed into a computer-generated mapping system reflecting, on a real time basis, the geographic locations of offenses coded by type and nature. As a means of confirming both the desire and potential utilization of such a system, a variety of contacts were made with operational personnel. These contacts included informal discussions with members of the Steering Committee; discussions between project staff and various field personnel; and, the development and distribution of a needs questionnaire. The results of these contacts produced a variety of desires, but in only one instance was it indicated that a computer-generated mapping system would be useful.

The next step in the process involved visits to agencies which utilized graphic terminals and printers. These visits sought to obtain information on system outputs as well as financial and other considerations. Upon assessing this information, it was found that the costs of equipment, operations, personnel, and other support requirements of a geo-coding system were excessive when compared with the demand and potential utilization of such a system within the Jacksonville ICAP program. Moreover, it was felt that an expansion of the department's Master Index File, in conjunction with the development of a Known Offender File, would be far more cost efficient and useful.

Jacksonville's Master Index File is an automated information outlet which produces, on a real time basis, information relating to offenses which have occurred over specified periods of time. It indicates the geographic location, specific type and nature of offense, and related information on a easily-retrievable and correlative basis. It is used as the source of a variety of Crime Analysis Unit reports.

The Known Offender File aggregates preliminary investigation and arrest information with regard to common characteristics (e.g., MO's, criminal profiles, victim profiles, repeat offenders, and career criminals).

Current Status. The Master Index File is currently available on an historical and a current basis. Arrest-related information is available from 1975 onward, while offense

information is available from 1976 onward. Inputs to the Master Index File are derived from offense reports, arrest reports, field investigation reports, gun registrations, stolen vehicle reports, wanted persons lists, contact cards, and other registrations and files.

The Known Offender File contains information on offenders who have at least a record of two arrests. The file has been initiated and most pertinent information has now been encoded into the system. Data items which are incorporated in the file include the following:

- offense;
- premises type at which offense occurred;
- point of entry;
- point of exit;
- method used to gain entry;
- tool or weapon used to gain entry;
- outstanding features of suspect;
- property taken;
- target victim;
- age of target victim;
- time offense occurred;
- vehicle used by suspect;
- color of vehicle;
- physical description of suspect (e.g., sex, race, height, weight, hair color, facial hair, complexion, eyes, hand use, suspect disposition, amputations, scars or tattoos, teeth, speech, physical aids, deformities, and unique clothing);
- occupation of suspect.

During period evaluation visits, it was found that although most field personnel had a general understanding of the information available through the automated information

systems, there was little evidence of a thorough understanding of this data base. That is, most persons could identify several elements within the system, but were limited in their ability to comprehend the full value and capabilities of the system. It was, therefore, recommended that an operational-level manual be prepared which identified the types and nature of information within the system and which described, in either a narrative or matrix format, the types of output information which could be requested and produced through the system. At the close of the Phase I grant period, an initial draft of this operational manual and matrix was developed by project staff. The manual is now in the process of refinement and should be ready for distribution in the near future.

ACTIVITY BEYOND MINIMUM GRANT REQUIREMENTS

Crime Analysis Unit

One of the first steps taken in the Phase I ICAP program was the establishment of a Crime Analysis Unit (CAU). When first established, the unit was located on the third floor of the Police Memorial Building in offices shared with the Planning and Research Unit. Within a few months, however, it was found that this location clearly inhibited open communication between the unit and its primary users--patrol and detective field personnel. As a result, the Crime Analysis Unit was relocated to the second floor in general space shared with the patrol and traffic division. From information discussions with patrol personnel, as well as on the basis of the volume of CAU report requests, this move appears to have produced the desired results.

Organizationally, the Crime Analysis Unit consists of six permanent staff positions, in addition to that of the unit director. These positions are designed around areas of analysis, which include sex offenses; robbery; burglary; burglary from autos; auto theft; and general thefts. Through this division of responsibility, personnel have been able to develop special skills, expertise and understanding of their assigned areas. This appears to have produced a much more sensitive analytical capability and resulting products. For purposes of review, the above six analysis areas include the following sub-sets:

- Sex Offenses. This includes information on rape, child molestation, child abuse, prostitution, abduction, drug offenses, known offenders, and general file maintenance.

- Robbery. This includes business robbery, robbery of individuals, firearms and weapons, thefts of purses, suicides and accidental deaths, known offenders, and general file maintenance.
- Burglary. This includes business and residential burglaries, dealings in stolen property, burglary tools, prowling, known offenders, and general file maintenance.
- Burglary from Autos. This includes responsibility for the preparation of the 0600 print-out, the sorting of offense reports, the provision of assistance to burglary and auto theft specialists, burglaries to vehicles, the burglary of auto accessories, and general file maintenance.
- Auto Theft. This includes responsibility for the automatic file update and the development of micro-fiche materials, known offenders file; assistance to the specialists in burglary to vehicles, data input and prisoner releases, and general file maintenance.
- Thefts. This includes responsibility for the preparation of the 2200 print-out, and the maintenance of files relating to fraud, coin-operated devices, construction thefts, bicycle thefts, firearms thefts, gasoline thefts, lost and found property, shoplifting, arson and bomb threats, and maintenance of the arrest documents.

It is also the general policy of the department to assign certain temporarily-injured officers to assist the permanent Crime Analysis Unit staff. This additional assistance has proven quite valuable in meeting the increased work loads and the demands which have been placed on the unit.

It should be noted that although most of the files maintained by the CAU staff are computerized, heavy reliance is still placed on the manual review of offense reports and other forms and files. This commonly results in the preliminary identification of patterns and trends, and aids in the development of useful computer runs for analysis purposes.

A variety of types of products are produced by the Crime Analysis Unit. Among regularly-developed products are a 24-hour signal report, which is revised three times daily, and a 28-day recap report, which is revised every fourth Tuesday. Both reports include BOLO information relating to stolen vehicles, missing persons where foul play is suspected, and other information.

The unit also responds to a variety of requests for specific analysis reports. Between May, 1978, and July, 1979, approximately 450 individual reports were prepared on the basis of specific requests. Approximately 60 percent of these requests were prepared for persons in the Patrol and Traffic Division. Another 15 percent were prepared for the Detective Division. Table 1, at the end of this report, provides a more detailed breakdown of the number of reports requested, and the source or recipient of the requests.

Although there has been some fluctuation in the volume of monthly requests for reports, there has been a significant increasing trend in the number of requests since the initiation of such reports in May of 1978. Another interesting fluctuation concerns the rank of those person requesting CAU reports. For example, from May through September of 1978, the preponderance of requests were received from patrol officers. By year-end, the distribution of requests was about equal between patrol officers and sergeants and above. Between January and July, 1979, however, nearly two-thirds of the requests were received from persons holding the rank of sergeant or above.

The significance of this changing pattern relates not only to the expanded interest of ranking officers with regard to crime analysis reports, but to the use to which the reports are put. In particular, a study performed by the Planning and Research Unit found that the overall cost of producing an individually-requested analysis report was frequently in excess of \$500 (e.g., when salaries, fringe benefits, equipment costs, and other expenses are combined). When such requests are generated by patrol officers, the resulting reports are most commonly used to inform the officer of activities within his prescribed beat and to permit that officer to modify his patrol patterns in a way to ameliorate the identified problem. Correspondingly, when a first-line supervisor, mid-manager or manager within the department receives a report, he is in a position to take much broader tactical or strategical actions in dealing with a crime problem. This, in turn, has the potential of a much broader impact than can be achieved by the action of an individual

TABLE 1
PRIMARY USERS OF CRIME ANALYSIS UNIT PRODUCTS
May, 1978 through July, 1979

<u>Organizational Unit</u>	<u>Products Received</u>	<u>Subtotals</u>
<u>Undersheriff</u> (Command Level)	4	
Inspections	6	
Planning and Research	13	
Information Officer	4	27
<u>Operations</u> (Command Level)	7	
Intelligence	2	
Vice	8	17
<u>Patrol and Traffic</u>		
Patrol	251	
Traffic	1	
Street Crimes	15	267
<u>Detectives</u> (Command Level)	6	
Homicide	11	
Burglary	7	
Robbery	29	
Auto Theft	9	
Missing Persons	1	
General Detail	5	68
<u>Public Services</u>		
Public Service Officer	3	
Crime Prevention	46	
Crisis Intervention	<u>17</u>	<u>66</u>
TOTAL	445	445

officer. This relationship was identified by the Planning and Research Unit and, subsequently, a conscious effort was made to give increased priority to requests received from police supervisors and managers. Table 2, on the following page, provides a breakdown of monthly requests for Crime Analysis Unit reports by rank.

The unit also produces a variety of self-initiated reports. These reports include "problem statements" (e.g., analyses which describe a particular crime problem or trend which appears to be developing within a beat or zone, including common factors, MO's, or other characteristics); crime thresholds (e.g., these reports identify cases in which criminal activity in a beat significantly exceeds the average of such criminal activity); general crime projections based on historical patterns and trends; fluctuations in criminal activity by geographic area, time, type of crime, etc.; MO and suspect correlations based on information contained in the Known Offender File; and general crime profiles.

Since January, 1979, the volume of self-initiated reports has increased sharply. This increase is related to the familiarity of the crime analysts with the automated and manual files which they maintain, as well as with the nature of patterns which appear to be developing. Table 3, following, identifies the number of reports which were developed at the initiative of the unit since January and the units within the department which were the recipients of the reports. As the table indicates, the Patrol and Detective Divisions received in excess of three-fourths of the self-initiated reports.

Based on formal feedback reports as well as informal contact with user groups made by CAU staff and this evaluator, unit reports appear to be considered valuable and of significant utility. Use of the reports has resulted in numerous felony and misdemeanor arrests, as well as in a variety of alternate patrol strategies and tactics. CAU outputs have also contributed to modifications in shift assignments, as the department's fourth watch, which is an overlap watch during late afternoon and evening hours, has been increased.

The reports have also been of value to non-field units. For example, interviews with personnel from the Crime Prevention Unit indicated that CAU reports were used to direct crime prevention staff activities; to launch various preventive programs; and to develop statistical documents which are

TABLE 2

CRIME ANALYSIS UNIT REQUESTS BY RANK

May, 1978 through July, 1979

<u>Month</u>	<u>PATROLMEN</u>		<u>SERGEANT & ABOVE</u>	
	<u>For Month</u>	<u>Cumulative</u>	<u>For Month</u>	<u>Cumulative</u>
May, 1978	1	1	0	0
June	7	8	7	7
July	8	16	5	12
August	15	31	6	18
September	6	37	6	24
October	3	40	16	40
November	12	52	15	55
December	6	58	18	73
January, 1979	23	81	45	118
February	9	90	15	133
March	10	100	19	152
April	12	112	18	170
May	9	121	12	182
June	11	132	10	192
July	7	139	19	211
	—	—	—	—
TOTAL	139	139	211	211

TABLE 3

SELF-INITIATED REPORTS PREPARED BY THE CRIME ANALYSIS UNIT

January through July, 1979

<u>Organizational Unit</u>	<u>Reports Produced</u>
<u>Undersheriff</u>	
Inspections	0
Planning and Research	1
Information Officer	0
<u>Operations</u>	5
Intelligence	0
Vice	0
<u>Patrol and Traffic</u>	
Patrol	66
Traffic	0
Street Crime	0
<u>Detectives</u>	8
Homicide	5
Burglary	0
Robbery	6
Auto Theft	2
Missing Persons	0
General Detail	0
<u>Public Services</u>	
Public Service Officer	2
Crime Prevention	7
Crisis Intervention	12
TOTAL	114

used in various prevention programs. Information of particular value relates to convenience store robberies, confronting incidents (e.g., involving children), and beat profiles and neighborhood crime profiles. According to one Crime Prevention Unit official: "ICAP is used as a basic intelligence arm of the Crime Prevention Unit." A variety of reports are also prepared for a special Crisis Intervention Program.

During the course of interim and other evaluation visits, three areas in need of possible strengthening were identified. They related to the need to incorporate time of occurrence information to the department's offense reports, as well as expanded information relating to possible suspects; the need to more carefully examine crime patterns as they develop and to make specific comments or suggestions relative to these patterns; and, the need for increased familiarity of field personnel with the steps necessary to request and receive Crime Analysis Unit products.

With the perservance of the Steering Committee and others, steps have now been taken to include time of occurrence information in the department's offense reports. The expansion of suspect information is under consideration. Significant improvements also appear to have been made in the degree to which CAU staff monitor crime patterns and profiles, as well as in the way the significance of these patterns or elements thereof are described in CAU products. Although steps taken regarding additional role call training relative to procedures for requesting CAU reports was not documented, the increase in patrol officer requests for service, coupled with the policy decision to stress requests from supervisory and managerial personnel, makes it appear that the basis for the initial problem definition is no longer relevant.

Operations Deployment Strategies Plan

Operations analysis, in conjunction with crime analysis, are two of the key analytical tools in the ICAP process. Jacksonville's approach to utilizing operations analysis was embodied in an "Operations Deployment Strategies Plan." The approach represented a formal, structured process for utilizing crime analysis information and available departmental resources. This differs substantially from the informal and general unstructured approach used when individual patrol officers request CAU reports and execute modifications in their own, individual patrol activities.

The first step in executing the plan involved the establishment of a vehicle to draw together those organizational entities which would enable the pooling of resources to alleviate identified crime problems. This resulted in the designation of a Command Task Force, which was chaired by the Chief of Patrol and whose membership was comprised of the Chief of Detectives, Chief of Public Affairs, the four zone commanders (captains), the commanders of the Intelligence Unit, Vice Unit and Street Crimes Unit. The Committee was assisted by staff of the Planning and Research Unit and ICAP.

The objective of the committee was to maximize the efficiency and effectiveness of patrol, investigative and other special unit resources (e.g., manpower and equipment) through the design and utilization of flexible and results-oriented deployment strategies. Steps taken to achieve this objective included the following:

- the identification of slack periods and call for service activity during the 24-hour, seven-day patrol cycle. This involved the utilization of a manual and computerized version of the Patrol Plan Model which identifies workload patterns for individual zones and schedules of probable slack periods.
- the identification of the type and quantity of operations resources available during identified slack periods.
- the development of crime problem analysis statements. This role was performed by the Crime Analysis Unit, based on the Master Index Data base, Known Offender File and other files and records.
- the development of appropriate deployment strategies in response to the identified crime problem analysis statements. These strategies and the consideration of various alternatives was primarily the responsibility of the Command Task Force. The problems and possible operational options were developed and presented in an Operations Deployment Strategy Worksheet.

- the submission of the worksheets for the review and concurrence of the Chairman of the Task Force.
- the development and submission of after-action reports. Following execution of operational strategies to deal with identified crime problems, mid-managers who were designated and held responsible for execution of the strategies prepared after-action reports for submission to the Crime Analysis Unit for summarization and, subsequently, to the Command Task Force.

Key features of this approach were not only in the designation of the Command Task Force and the combination of crime and operations analysis information. Making the system work required both innovative techniques and strategies. Innovative technique included the graphic and color-coded presentation of resource availability. This technique made what could have been a very complicated and possibly threatening concept much more acceptable and readily received by command staff, zone commanders and mid-management. An innovative strategy involved the pre-testing of the concept within a zone commanded by the most recent (and very energetic) zone commander.

By combining the crime and operations analysis information, together with other ICAF-related concepts (e.g., the expanded use of patrol officers for purposes of directed patrol, more extensive preliminary investigations and, occasionally, follow-up investigations), the experiment demonstrated the versatility and impact of the process in a way that not only enlightened other members of the command structure, but which placed a professional challenge on the part of the other zone commanders.

Although the Command Task Force and the Operations Deployment Strategies Plan have gone through a series of refinements since the initiation of this approach in early 1979, the basic thrust and outcomes of the process have continually improved. Crime analysis problem statements have become more definitive; problem statements, depending upon the extent of resources necessary, now go directly to the Command Task Force or to individual zone commanders; both mid-managers and first-line supervisors are becoming active in the definition of alternative tactics and strategies; and, based on interviews with patrol personnel,

individual officers are becoming increasingly involved in activities other than responding to calls for service. The Planning and Research Unit has prepared a variety of materials dealing with the design and implementation of the Operations Deployment Strategies Plan. These documents are available through the Planning and Research Unit offices and have already been distributed to LEAA and a number of other ICAP agencies.

During the course of evaluation site visits, two potential shortcomings to the operations analysis element of Jacksonville's ICAP program were identified. First, information produced through the utilization of the Patrol Plan Model was being compiled on a semi-automated basis. The development of necessary information for decision making by the Command Task Force was found to be exceedingly time consuming--taking from seven to ten days for the preparation of each month's information. Further, through experience gained in using the Model, certain systems shortcomings and oversights were identified by Planning and Research Unit staff.

Secondly, based on comments from a number of individuals, it was found that first-line supervisors and mid-managers have not yet been made fully aware of the nature and intent of the Operations Deployment Strategies Plan, and their specific roles and responsibilities within this framework.

Specific recommendations to mitigate these problems were presented in previous evaluation reports. Since that time, processing of Patrol Plan Model information has been incorporated within the city's central data processing system. This has substantially reduced the amount of time required for the processing of resource information and has produced a much more accurate and more refined application of the Model. With regard to the need for additional training for first-line supervisors and mid-managers, it appears that this action will be taken as one of the initial elements in the Phase II grant.

Managing Criminal Investigations

Without the benefit of additional federal funding, on July 1, 1978, the Jacksonville Sheriff's Office initiated a program of Managing Criminal Investigations. The initial thrust of the program was aimed at expanding the role of the patrol officer by permitting him to make recommendations on

the need for further detective follow-up in cases of burglary and larceny. This determination was to be made as a result of expanded preliminary investigations on the part of patrol officers, and the completion of solvability factors. The more extensive preliminary investigation was to include neighborhood canvasses and other such procedures. Solvability factors, where the need for detective follow-up was to be determined for cases of burglary and larceny only, the officer was to provide information on factors which have generally led to arrests and case clearances. The opportunity to perform expanded preliminary investigations was made possible through the initiation of call prioritization and stacking, and the expansion of secondary receiving to a 24-hour-a-day, seven-day-a-week schedule.

Following initiation of the program, a number of refinements and revisions were made. They included modifications to the call prioritization procedures of the Communications Center; the stacking of calls and the expanded time limit within which patrol officers were to respond to those calls; the types of calls which could be received and processed through secondary receiving officers; etc. In addition, modified in-service training was developed and executed, and additional, more technical training was designed (e.g., field interrogations, crime scene search, etc.).

In addition, a system was established whereby larcenies with good solvability factors were rerouted to the Patrol Division for complete follow-up. Specifically, an MCI lieutenant receives applicable larcenies from the larceny sergeant. He then distributes them to the appropriate zone commander, who, in turn, makes certain they are assigned to a patrol officer. The patrol officer then has three working days to conduct the follow-up investigation and issue a supplement with one of the following case dispositions: cleared by arrest, exceptionally cleared, investigation continuing, case suspended, or unfounded.

As part of in-service training relative to MCI, the Planning and Research Unit designed and distributed student questionnaires to evaluate both the training and the overall program. The response to both was very positive.

Overall, much progress has been made in incorporating MCI into the overall ICAP model. Although MCI has not been adopted and utilized uniformly in each of Jacksonville's four command zones, those officers that have been exposed to the "expanded patrol model" appear both positive and

enthusiastic. This same opinion was derived from first-line supervisors and mid-managers who were interviewed during various evaluation site visits.

As with the Operations Deployment Strategies Plan, the Planning and Research Unit has prepared a variety of useful documents which describe the chronology of events, ongoing results and in-house evaluations regarding the Managing Criminal Investigations program. One is entitled "ICAP/MCI Implementation Plan." Another significant product of the MCI program is a Standard Operating Procedures Manual for the Detective Division. In addition to a discussion of organization and command structure, the manual includes a series of revised and clearly-presented investigative procedures for each crime type under the division's purview. It also includes elements on the training of new detectives and a package of various forms and instructions.

During an evaluation site visit conducted in the latter stages of the Phase I grant, a number of recommendations were made to strengthen the MCI program. These recommendations included:

- Operational procedures should be established on the substance and nature of preliminary investigations to be performed by patrol officers. (A reference was made to an upcoming ICAP Technical Assistance Newsletter article.)
- A policy should be established which specifies when patrol officers should be permitted to conduct follow-up investigations (e.g., solvability, available time, beat and zone workload, nature of crime or suspect, etc.).
- The amount of time to be permitted for patrol follow-up investigations should be formalized (e.g., a point beyond which cases should be turned over to detectives should be established).
- Case management procedures should be developed regarding the coordination of detective and patrol resources (e.g., to avoid double follow-up), the equitable assignment of cases to investigative personnel, coordination with local prosecutors, and emphasis on serious and habitual offenders.

One of the most significant indicators that the MCI program is having a positive effect on departmental operations is the reduction of personnel assigned to the Detective Division. More specifically, in the early stages of the ICAP program, the Detective Division consisted of more than 150 members. Presently, and for the first time in recent history, the Division is comprised of less than 100 detectives. During the initial stages of the Phase II grant period, the evaluator will examine the action taken on the recommendations noted above.

Communications and Dispatching

As noted earlier, a variety of modifications have been made to the communications and dispatching process since the initiation of the ICAP program. They have included the establishment of call for service prioritization and stacking procedures, and the use of a 24-hour secondary receiving capability. Although only a small percent of calls for service are now handled through the secondary receiving vehicle (e.g., about two percent of all calls received during the two quarters of operation), steps are now being taken to increase this "syphoning off" process. Two areas being given special attention include improved training for Emergency Communications Officer I's who receive the initial complaints, and the modification and training of persons assigned to secondary receiving (e.g., in the past, many disciplinary cases were assigned to secondary receiving, which resulted in a less-than-desirable attitude among persons responding by phone to complainant needs).

Records

Jacksonville presently has a centralized records function. Since the initiation of ICAP, the filing of field reports, and the encoding of such reports into the automated system has been substantially improved with the hiring of the previously-referenced data input clerks. The Planning and Research Unit has also initiated and nearly completed a department-wide forms consolidation study which should further streamline the records system.

During the Phase II grant period, a number of areas will require examination relative to the records system. They will include the nature and procedures regarding the flow of reports; the actual consolidation of files which has occurred as a result of forms consolidation study; the numbering system presently used by the department regarding

records management; reviews made to insure the accuracy and quality of records; etc.

Warrents

The Warrents Service process is an integral part of the overall ICAP concept. Although Jacksonville has developed an innovative "Deputy Tester Program" wherein persons with active warrents on their name are contacted by mail and requested to make return telephone contact with the department, the entire warrents system has not yet been formally incorporated into the department's ICAP process.

PROGRAM IMPACT AND EFFECT

A number of efficiency and effectiveness indicators were articulated in Jacksonville's initial evaluation design. During the course of the Phase I grant, data concerning these indicators was gathered and tested for availability, accuracy, and relevance with regard to the results which they were to measure. In each instance, both historical and current data has been gathered and initial analyses have been conducted. Current findings indicate that the nature of the indicators and the availability of the data have met expectations. In each of these instances, the indicators and data elements will continue to be gathered during Phase II of the ICAP program. In terms of results, no significant changes or variations could be identified. This must be attributed to the fact that Jacksonville's program has only completed its first grant period. It is expected that as the Phase II grant is initiated and matures, it will be possible to draw conclusions regarding program efficiencies and impacts.

For purposes of summarization, following is a review of the indicators which are being used and the nature of data which is being collected:

Efficiency Indicators

Changes in Deployment or the Development of Deployment Strategies Based on ICAP/CAU Information. This indicator was developed as a means of testing the hypothesis that the ICAP/CAU information is being used and that this information is influential in the development of deployment strategies. The primary source of this measure is the individual crime analysis reports prepared by the CAU at the request of operating units within the department. The utility of these reports and the units which were the primary recipients of the reports has been previously discussed.

In-Progress Apprehensions. Modified deployment strategies may well result from ICAP/CAU/operations analysis information. This, in turn, may lead to increases in in-progress apprehensions. As a means of measuring this eventuality, departmental offense reports are reviewed to seek cases which include a number one and a number three code (felony arrests). This is done through a computer search process. Of those reports which possess these codes, a manual check is made to determine the number which involves apprehensions within thirty minutes from the point of dispatch.

Criminal Apprehensions Per Patrol Hour. This indicator assesses the efficiency of new patrol strategies. That is, through the information provided to zone commanders, patrolmen, and others, it was hypothesized that increases in Part I criminal arrests would be possible, and the corresponding time in manhours to make these arrests would be reduced. The means used to test this hypothesis involve two sources of information. First, offense reports contain the necessary data on arrests, by beat and zone, month and specific type of offense. Second, Administrative Services maintains monthly data on patrol strength by beat and zone and by shift. The end results are arrived at by dividing the number of arrests (by crime and beat) made by patrol officers each month into the total manhours provided in each beat during that month.

Percent of Actual Offenses Cleared by Arrest. It was hypothesized that the availability of ICAP/CAU information would increase the number of actual Part I offenses cleared by arrest. It was recognized that this indicator represented a "gross measurement," since it was not possible to differentiate arrests made by patrolmen, investigators, or special unit personnel. The baseline data which is used to test this hypothesis involves monthly summary data, supplemented by daily and weekly activity and offense reports, as necessary, in which actual offenses and clearances by arrest data are broken down by month, beat and zone, and by type of offense. The end result is a pre- and post-trend analysis of the ratio of clearances by arrest to actual offenses.

Multiple Exceptional Clearances as a Percent of Total Clearances. It was hypothesized that the availability of information on known offenders, common MO's, etc. may lead to increases in multiple clearances as a result of individual arrests. This indicator is tested by means of time trend data on the number of arrests for Part I offenses

(by offense) which result in the closing, or clearing, of other presumably-related cases. This data is drawn from the manual review of arrest reports. Data which was isolated includes multiple clearances as a percent of total arrests by month, time and beat.

Effectiveness Indicators

Increases in Criminal Apprehensions. This indicator attempts to compare criminal arrests as a function of actual (founded) offenses. This involves the development of a profile of arrests for Part I offenses as a proportion of the total number of actual cases reported by month and beat. It draws from standard, computerized data files.

Increased Clearance Rates. This indicator attempts to measure the effectiveness of ICAP/CAU information in clearing increased numbers of cases. The information which was gathered draws from standard monthly reports available within the computerized data system. It consists of clearance rates by Part I offense, month and beat.

OVERVIEW

Given a relatively slow start, which is common among most Phase I ICAP programs, significant accomplishments were achieved in a number of areas. These included the development of manual and automated information files; the development of a variety of crime analysis and operations analysis reports and procedures; the active use of both a resource level steering committee and a command level task force; the incorporation of MCI procedures into the ICAP process; and the development of methods for syphoning off non-critical calls for service from the duties of patrol personnel.

As a result of Phase I, it appears that Jacksonville has set the stage for implementing a number of key ICAP elements as well as for expanding and incorporating a variety of other elements. These "other elements" include a refined warrant service system, improved records system activities, the incorporation of intelligence analysis into the system, and the prioritization of serious, habitual offenders into the apprehension and prosecution elements of the overall ICAP model. Although much additional progress can be made in all aspects of Jacksonville's ICAP effort, progress to date appears to have demonstrated not only its commitment to ICAP, but its ability to identify key program elements and to devise methods and means for their design, testing, incorporation, and ultimate institutionalization within the Office of the Sheriff.

END