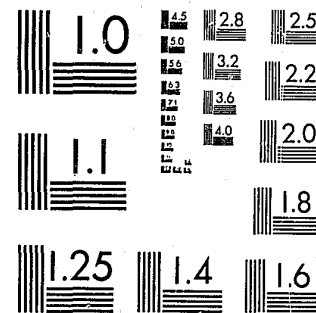


National Criminal Justice Reference Service

ncjrs

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

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

4/13/81

City of New Orleans
The Mayor's Criminal
Justice Coordinating Council

October, 1979

**INTEGRATED CRIMINAL
APPREHENSION PROGRAM**
New Orleans Police Department
#78-DF-AX-0140
Phase II Evaluation Report

Frank R. Serpas, Jr., *Executive Director*
Gilbert D. Litton, Jr., *Director of Evaluation*
Jack L. Ashcraft, *Project Evaluator*

ST N. MORIAL, *Chairman*

75083
18056

INTEGRATED CRIMINAL APPREHENSION PROGRAM

New Orleans Police Department
#78-DF-AX-0140

Phase II Evaluation Report

Prepared by

The Mayor's Criminal Justice Coordinating Council

October, 1979

Frank R. Serpas, Jr., Executive Director
Gilbert D. Litton, Jr., Director of Evaluation
Jack L. Ashcraft, Project Evaluator

The New Orleans Integrated Criminal Apprehension Program
was funded by the LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

The Mayor's Criminal Justice
Coordinating Council
Mayor Ernest N. Morial,
Chairman

MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL

PROCESS EVALUATION

PROJECT: Integrated Criminal Apprehension Program -
Phase II

PROJECT NUMBER: 78-DF-AX-0140

FUNDING SOURCE: Law Enforcement Assistance Administration

SUBGRANTEE: City of New Orleans

OPERATING AGENCY: New Orleans Police Department

PERIOD COVERED BY REPORT: September, 1978 - September, 1979

DATE OF REPORT: October, 1979

PREPARED BY: Jack L. Ashcraft

CLERICAL ASSISTANCE: Gladys Anderson

CUMULATIVE GRANT AWARD:	LEAA	\$134,662
	Subgrantee	14,962
	Total	\$149,624

PROJECT PERSONNEL: John Landry, P. O.
Project Director

AUTHORIZED OFFICIAL: Ernest N. Morial, Mayor
City of New Orleans

EXECUTIVE SUMMARY

Overview

The New Orleans Police Department (NOPD) began implementation of a local version of the Integrated Criminal Apprehension Program (ICAP) during the fall of 1978. However, because of a prior grant through which the Crime Analysis Unit of the NOPD became operational, the local ICAP project was considered to be in its second year of operation or in Phase II. This report includes ICAP project activities during the period September, 1978, through September, 1979.

Developed by the Law Enforcement Assistance Administration (LEAA), ICAP was designed to increase the overall effectiveness and efficiency of local law enforcement agencies. Integrating the methods of a number of previously successful projects, the ICAP concept entails a systematic approach to the management and delivery of police services. Through such an approach, and based on sound, empirical information, it was envisioned that both strategic and tactical decision making would become structured. As such, ICAP is a program of change and the problems generally associated with change are an anticipated part of the environment in which ICAP projects are implemented.

As a model, ICAP provides a step-by-step decision making process for directing police operations. Along with a feedback loop, the ICAP model includes four components: data collection; analysis; planning; and, service delivery. The logic of the model is recursive in that each successive step is some-

what defined by (and dependent on) the previous one. The feedback loop provides the model with a dynamic nature, insuring that future decision making has the benefit of information from previous outcomes.

In the ICAP grant application, the NOPD proposed to implement a local ICAP project. This project, physically located in the Crime Analysis Unit of the NOPD, was intended to supervise and coordinate the activities required to achieve the nine objectives specified in the application, as well as other grant activities not explicitly specified as Phase II objectives. Therefore, this evaluation presents an assessment of project activities specifically related to those objectives, as well as an assessment of two other major project activities.

The local ICAP project defined tasks and anticipated achievements in the following general areas during the first year of operation.

- (1) Training
- (2) The Organization of Crime Information
- (3) The Use of Crime Analysis Information
- (4) Synergistic Crime Analysis
- (5) The Modification of Data Collection Techniques
- (6) Basic Research Into Patrol Decision Making
- (7) Personnel Development
- (8) Increasing the Investigative Capacity
- (9) Administrative Support

It should be pointed out that each of the above objectives was clearly related to the goals of the national ICAP program and that the achievement of these would signify that the NOPD had initiated a viable Integrated Criminal Apprehension Program.

Findings

The grant application proposed ICAP training for the entire Patrol Division of the NOPD during the first year of project operations. Between November, 1978, and the end of August, 1979, approximately 84% of Patrol attended an eight hour training session. Additionally, a significant number of other departmental personnel attended. It is anticipated that the remainder of Patrol personnel will have received the training by the time the current grant period expires. In terms of numbers alone, the ICAP training objective was met. However, data from a survey of Patrol personnel indicated, among other things, that the use of crime analysis information declined with ICAP training. Although inconclusive, that finding raises the question of the effectiveness of the training.

The second objective specified the creation and use of a number of files to regularly produce a series of crime reports. Those files were utilized by the Crime Analysis Unit of the NOPD to produce all the reports specified. Also, several new files were added and some additional reports were initiated. Many of the latter were produced both timely and regularly. The balance were the special information requests which the Unit received on an irregular basis.

The third objective proposed to expand the use of crime information. While some of the crime analysis information may have been used at mid to upper levels of management, survey data indicated that officers (on the street) rarely, if ever, used crime analysis reports.

The sharing of crime analysis information (i.e., synergistic crime analysis) was proposed as the fourth objective. Apparently, information was shared only at administrative levels. As noted above, survey data indicated little utilization of crime analysis by Patrol.

The fifth objective proposed the modification of data collection techniques. This was perhaps the most totally achieved of all the local objectives. The NOPD/ICAP successfully designed and implemented a new offense report which included "solvability factors" and which apparently has reduced the time to service calls.

The sixth objective proposed basic research into Patrol decision making. Responses to evaluator inquiries led to the conclusion that little was actually accomplished - at least under the auspices of ICAP - in this area.

The seventh objective, personnel development, included aspects of the ICAP components MPO and MCI. While the NOPD actually began implementation of MCI, this was apparently done outside of the ICAP project activities. Further, survey data suggested that, while police officers were aware of innovative concepts and while emphasis on these had increased, there was insufficient time available for or allocated to proactive or directed patrol.

The eighth objective included the expansion of the staff of the Crime Analysis Unit and the upgrading of automated information. Little attention seems to have been paid to this objective. During the year, the Unit lost two commanders and the understrength staff has suffered from the lack of continuous leadership. Also, the automated data system remains three to six-months from the completion of reprogramming.

The ninth local objective specified the revision of departmental regulations, together with administrative support of them. As yet, these new regulations have not been forthcoming. While the Superintendent avowed his support and enthusiasm for ICAP during the training sessions, little was actually accomplished with regard to institutionalizing the changes associated with ICAP.

In summary, the NOPD achieved less than full accomplishment of the ICAP objectives. However, during the past year many organizational and administrative changes were initiated, with the majority of these changes falling within the framework of the national ICAP model. The evaluation, therefore, suggests that care be taken to avoid fragmentation of efforts. A consideration of these departmental activities, together with those ICAP objectives which were accomplished, leads to the subjective conclusion that the NOPD has made progress toward implementing an Integrated Criminal Apprehension model.

Recommendations

While the evaluation concluded, albeit subjectively, that the Department had, at least partially, implemented a viable

ICAP project, several problem areas were delineated. The following recommendations address those problem areas.

- (1) Communication between and among key project and Department personnel should become more open and regular and an effort should be made to avoid the fragmentation of project activities.
- (2) Having presented the concept of ICAP to Patrol personnel, future training efforts should address the need to increase the meaningfulness of creative approaches to patrol. In this way, the effectiveness of training may be enhanced by the implementation of new approaches into job performance.
- (3) Action should be taken to insure compliance with requests by the Crime Analysis Unit for feedback. Only in this way can the dynamic nature of the crime analysis function be maintained.
- (4) The ICAP project should become more actively involved in operations research. Specifically, the current research into patrol operations should be increased.
- (5) ICAP personnel should be actively involved in the implementation of various component parts of the project.
- (6) The staff of the Crime Analysis Unit should be brought up to strength.
- (7) The automated data processing system should be re-programmed without delay; specifically, with regard to the identification of career criminals in accordance with the D. A.'s criteria.
- (8) Efforts to revise departmental regulations should be intensified and changes resulting from ICAP activities should be institutionalized as soon as possible.
- (9) The use of cameras purchased through the project should be carefully (preferably, experimentally) documented.
- (10) The activities and products of the management consultants hired by the project should be carefully examined to determine the cost effectiveness of such assistance.

TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS	i
EXECUTIVE SUMMARY	ii
LIST OF FIGURES AND TABLES	ix
INTRODUCTION	1
Overview of ICAP	1
The New Orleans Project	3
EVALUATION FRAMEWORK	10
PROJECT ACCOMPLISHMENTS	16
Training	16
The Organization of Crime Information	24
The Use of Crime Analysis Information	29
Synergistic Crime Analysis	34
The Modification of Data Collection Technique	36
Basic Research Into Patrol Decision Making	38
Personnel Development	39
Increasing the Investigative and Inteligence Capacity	42
Administrative Support	44
Other Project Activities	45
SUMMARY AND RECOMMENDATIONS	48
Summary	48
Recommendations	52
BIBLIOGRAPHY	55
APPENDIX A (Patrol Survey)	A-1

LIST OF FIGURES AND TABLES

	Page
FIGURES	
1. ICAP Functional Logic Flow	2
2. Historical/Experience Model	8
TABLES	
1. ICAP Training by Bureau	19
2. Patrol Participation in Training	21
3. Survey Response to Training Questions . .	22
4. Crime Analysis Reports	25
5. Responses to Question Regarding the Use of Crime Analysis Information	28
6. Monthly Distribution of a Sample of Possible ID Memoranda Sent by Month	31
7. Part I Calls for Service	33

INTRODUCTION

This report contains the evaluation findings of PHASE II of the Integrated Criminal Apprehension Program (ICAP) as implemented by the New Orleans Police Department (NOPD). Previously, with funding through a Career Criminal Apprehension Program grant¹, a crime analysis unit became operational, focusing on the identification of career criminals in conjunction with the more routine activities of such a unit. Because of the centrality of crime analysis to ICAP, the local project, currently with first year funding, is considered to be in its second year- or PHASE II. The grant period covered by this report includes the time since the grant was funded in September, 1978, through September, 1979.

Overview of ICAP

With local law enforcement agencies being challenged by increasing demands for service while simultaneously encountering various austerity programs, the Law Enforcement Assistant Administration (LEAA) designed the Integrated Criminal Apprehension Program

¹ Readers interested in an interim evaluation of this project should see:
Mayor's Criminal Justice Coordinating Council, "Career Criminal Law Enforcement Component (#76-D8-D6-0044): Interim Evaluation Report," October, 1977.

as a "developmental base for increasing the overall effectiveness and efficiency"² of these languishing agencies. Basically, the ICAP concept entails a systematic approach to the management and delivery of police services. Relying on a large body of literature and research from successful programs, ICAP provides an integration of methods which can enhance police organizational effectiveness and efficiency, not just on a short-term basis but in the future as well.

ICAP, more than just a concept, has also been defined as a model. As such, it provides a step-by-step decision making process for directing police operations. Four major components: data collection; analysis; planning; and service delivery constitute the model. As can be seen in Figure 1, what may be considered a fifth part of the process is the continuous feedback loop.

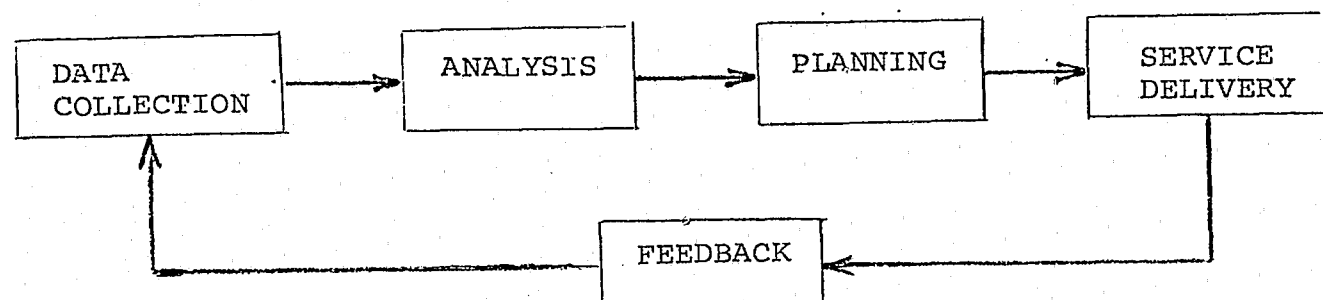


Figure 1.
The ICAP "FUNCTIONAL LOGIC FLOW" MODEL (Grassie and Crowe, op. cit., p. 2-5.)

² Grassie, R. G., and Crow, T. D. ICAP Program Implementation Guide. Arlington, Virginia: Westinghouse National Issues Center; February, 1978; p 1-1.

The decision making process as proposed by the ICAP model depends upon consideration of the alternatives available in any situation and such consideration requires information. Thus, the data collection component, concerned with information generated by various field elements (i.e., data of an operational rather than administrative nature), is essential to the successful integration of the historically fragmented steps involved in making decisions to provide police services. Once collected and ordered, these data provide the information necessary for use by analysts in identifying significant facts and, subsequently, deriving conclusions regarding, for example, crime patterns. In this form, the information can be of value for both strategic and tactical planning. With sound information from analysis, planning (i.e., decisionmaking) can become structured sufficiently at all levels of management to insure that police services are delivered consistently in accordance with departmental goals. Finally, feedback, both formal and informal, provides the model its dynamic nature - responsive to changing demands, new information, and/or technologies, et cetera.

While all components are integral and thus of equal importance to the ICAP model, the Crime Analysis Unit has developed as the central coordination point of many local projects. When the ICAP program (i.e., the national program) is distinguished from the ICAP project and the overall goals of the program are considered, the logic of the above development becomes clearer. The goals of the ICAP program are:

- To increase the effectiveness and efficiency of police field services by systematically using information derived by analysis to direct the deployment of field units.
- To improve criminal apprehension by increasing the number and quality of arrests, clearances, prosecutions, and convictions, with emphasis on the serious, habitual offender.³

Working daily with the most current information, the Crime Analysis Unit can provide sound information which can enhance patrol operations and resource allocations, as well as more tactical information which can enhance the field officer's ability to "make" good cases.

Since it is not the purpose of this report to discuss in any great detail the concept nor the suggested process of the ICAP implementation, the reader interested in a more extensive presentation is directed to the bibliography,

³ Grassie and Crowe, op. cit., P 401.

especially the well documented manuals prepared by the Westinghouse National Issue Center (WNIC).

The New Orleans Project

In order to fully understand the implementation of the ICAP in New Orleans, a brief discussion of the City and the Police Department may be necessary.

New Orleans is one of the largest cities in the United States in total area, covering 363.5 square miles of which 199.4 square miles are land. The city government uses a Mayor-Council system with an appointed Chief Administrative Officer. New Orleans currently has a population base of over 605,000 citizens and, according to population projections, is expected to expand some 4.4% by 1980.⁴

The principal law enforcement agency for the City of New Orleans (as well as for the Parish of Orleans) is the New Orleans Police Department. The Superintendent of Police is appointed by the Chief Administrative Officer in concurrence with the Mayor. As of the end of June, 1979, the NOPD employed just under 1400 commissioned officers.

⁴See current ICAP grant application.

The Department is divided administratively into four bureaus: Administrative Services, Major Offense, Field Operations, and Technical Services. Each of these bureaus is commanded by a deputy chief appointed by the Superintendent.⁵ The Department also has two special units. These are: (1) the Specialized Investigations Division which includes the Vice, Narcotics, and Intelligence Sections; and, (2) the Office of Professional Accountability.

The NOPD has divided the City into eight police districts with each further subdivided into reporting zones. Currently there are 121 such zones. District operations are based in district stations which serve to decentralize patrol operations while maintaining close community contact.

During 1978, the NOPD responded to 346,728 calls for service - an 8.7% increase over 1976.⁶ During this same period, the Department has not only faced the austerity measures demanded by the current economic situation, but also the concomitant problems of personnel attrition and equipment depreciation. With ever

5

The commander of Administrative Services is a civilian with the authority of a deputy chief.

6

Data are from the NOPD Research and Planning Division.

increasing demands for police service coupled to a decreasing ability to satisfy these demands, it has become imperative that the NOPD move toward more efficient utilization of its resources.

Out of these and other associated needs has arisen the Department's participation in ICAP. However, before entering into the formal evaluation, a brief exposition of the programmatic developments leading up to the local ICAP project is in order.

Prior to application for ICAP funding, the NOPD established, under the auspices of the previously mentioned CCLE grant, a completely operational Crime Analysis Unit. A comprehensive crime analysis approach was intended to develop a rigorous series of procedures for analyzing crimes and perpetrator behavior. The major work tasks within the Unit were originally related to the collection and organization of information about repeat offenders, particularly those with a history of the commission of the target crimes of robbery and burglary. Over time, additional tasks and target areas have been added. These include the preparation of reports resulting from special requests, as well as the regularly produced analyses. Also, the Unit has begun to focus on homicide and rape as additional target areas. Providing such information

to various users within the Department (i.e., information which was being used for both strategic and tactical decision making), the Unit's activities fell clearly within the conceptual area that the LEAA had programmatically entitled the Integrated Criminal Apprehension Program.

While the original ICAP application had already been prepared, a new police superintendent was appointed in June, 1978. Upon his arrival, a series of administrative and organizational changes was initiated which was designed with knowledge of recent advances in police science, as well as a cognizance of sound management practices. Apparently, the NOPD was aggressively departing from the historical/traditional mode of law enforcement which could, simplistically, be depicted as illustrated in Figure 2.

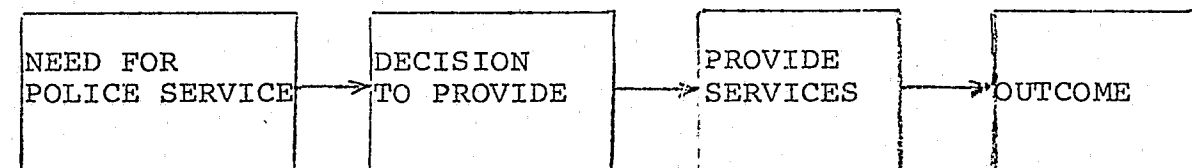


Figure 2.
Historical/Experience Model (Grassie and Crowe, op. cit., p. 2-3).

The NOPD was changing and, given the direction of this change, ICAP provided the logical framework for the transformation of the Department into an effective/efficient police organization. However, change means "to make different," "to alter," or "to modify," and those involved in such a process often find themselves in ambiguous roles - uncertain, occasionally demoralized, and sometimes even resistant. It is within such an environment that the New Orleans Police Department has begun implementation of its Integrated Criminal Apprehension Program.

EVALUATION FRAMEWORK

In general, an evaluation seeks to assess whether that which was intended by those responsible for the grant application was, in fact, accomplished. In order to make such an assessment, the evaluator typically relies on the goals and objectives as formulated in the grant. To the extent that these goals/objectives are specific and quantifiable, the evaluator is able to objectively measure their achievement. Otherwise, only a more subjective assessment is possible. In the case of an ICAP project evaluation, there should also be some linking of the project's activities - as indicated by goals and objectives as well as by the more general activities undertaken under the auspices of the grant - to the goals of the program.

Once again, the goals of the ICAP program are as follows:

- . To increase the effectiveness and efficiency of police field services by systematically using information derived by analysis to direct the deployment of field units.
- . To improve criminal apprehension by increasing the number and quality of arrests, clearances, prosecutions, and convictions, with emphasis on the serious, habitual offender.

By implementing a set of related tasks or objectives, a police department can increase its own effectiveness and efficiency while, simultaneously, satisfying the goals of the program.

While the establishment of local objectives was recommended to follow a self assessment process (designed by the WNIC for the LEAA) by the applying department, it is not known whether such a process occurred prior to the development of the NOPD/ICAP goals and objectives. Nevertheless, as can be seen from the listing below, the goals and objectives of the local ICAP project are, generally, in accordance with the broad goals of the program. The goals of the NOPD/ICAP project are as follows:

- . Increases in the rate of clearances for each target crime.
- . Increases in the rate of case acceptance by the District Attorney.
- . Increases in the percentage of patrol time directed toward proactive patrol.
- . A favorable ratio of directed patrol to success measures of arrests and crime rates.

The objectives of the local project, somewhat less specific, delineate the activities which should facilitate achievement of the project's goals. These are listed on the following page verbatim.

- (1) Training. The delivery of an 8 hour training course to all patrol officers within one year.⁷ The course shall include (a) the theory of crime analysis, (b) the component elements, and (c) application techniques.
- (2) The Organization of Crime Information. The creation and maintenance of the following files: (a) modus operandi, (b) vehicular, (c) geographic, (d) recent prison releases, and (e) career criminals, for the target crimes. The regular use of these files to generate information to all relevant units. To be used in combination with data derived from teletype bulletins, offense reports, crime laboratory reports and workload statistics. All information sources will be used to deliver the following reports: (a) Violent Crime Statistics - daily; (b) Cumulative Violent Crime Statistics - weekly; (c) Current Prison Releases; (d) Violent Crime Trends - weekly; (e) Manpower Allocation and Distribution Report - monthly; and (f) Possible ID Memorandum.
- (3) The Use of Crime Analysis Information By District Officers. The use of the wheel (i.e., the Violent Crime Trends) as the basis for patrol decisionmaking. The use of Possible ID Memoranda as a primary investigative procedure. A re-allocation of manpower, and their deployment on the basis of Crime Analysis information. The maintenance of Crime Analysis files within each district office. Timely responses to Possible ID Memoranda. Documentation for all Crime Analysis based activities. The reduction of calls for service workload by 20%.

⁷In the original grant application this was to be a twelve hour course. A subsequent grant adjustment changed the training to one, eight hour session.

- (4) Synergistic Crime Analysis. The development of a joint analytic enterprise between patrol officers and planners, so that information is freely communicated and feedback loops are institutionalized. The active cooperation between districts and specialized units in terms of information exchange, deployment and patrol strategies. The integration of technical support services into routine district investigative procedures.
- (5) The Modification of Existing Data Collection Techniques. The development of a new offense report form, to be recommended for future application. The incorporation of solvability factors into the new offense report form. The development of a field reporting manual, for officer use with the new offense report form.
- (6) Basic Research Into Patrol Decision Making. The analysis of patrol operations, including resource allocation, mode and effectiveness of supervision, and the documentation of how patrol time is spent. The analysis of patrol decision making that can be related to Crime Analysis techniques.
- (7) Personnel Development. To increase awareness of patrol personnel regarding innovative approaches to patrol. To increase the skills of patrol personnel: (a) to accomplish more effective preliminary investigations and case filings; (b) to conduct crime prevention activities; (c) to use situational analysis information in planning their patrol actions; and (d) to actively participate in patrol planning activities. To expand the effectiveness of the field training for introducing new programs and for monitoring performance. To improve the skills of patrol managers and supervisors to: (a) oversee and facilitate a competent program of directed patrol; (b) facilitate and encourage participative planning; and (c) promote increased patrol officer responsibilities.

- (8) Increasing the Investigative and Intelligence Capacity. The expansion of the crime analysis unit to include civilian planners with experience in operations research, quantitative analysis and information systems. The incorporation of traditional investigative intelligence into crime analysis operations. The up-grading of automated data collection, by reducing the level of mis-information.
- (9) Administrative Support. The single most important element in the success of ICAP will be the level of administrative support. Support must be evident in all of the following forms.
- a. Revisions in existing regulations that outline operational procedures.
 - b. Administrative enforcement of the new regulations.
 - c. The awarding of positive and negative sanctions for accomplishments and violations, respectively.

As evidenced by the above list of objectives, the project was indeed ambitious, if somewhat vague. The present report, representing essentially a process evaluation, will assess individually the nine objectives. The format for discussion will include the following: (1) the relationship of each local objective to the national ICAP program with (2) project accomplishment(s) in each. Data sources included interviews, both structured and unstructured, with project personnel and various other personnel; the NOPD Records and Identification Section; the

NOPD Special Projects Section; the NOPD Data Systems Section; the files of the Crime Analysis Unit; the District Attorney's office; and evaluator observations.⁸ In a separate section, the evaluator will discuss other project activities which were not among the objectives.

NOTE Due to the nebulousness of the language of the grant application, the intention of several of the objectives required explication. Although all personnel interviewed were most cooperative, the evaluator never received the interpretation necessary to clarify certain issues. Because of this difficulty, the scope of this report will be somewhat restricted.

⁸ Survey data referred to within the analysis are the result of a questionnaire completed by Patrol officers in six of the Districts. The methodology of this survey as well as the instrument used are presented in Appendix A.

PROJECT ACCOMPLISHMENTS

As previously mentioned, this report will be limited to a process evaluation. Where possible, the format for discussion will include the following:

- (1) the presentation of the approved project objectives;
- (2) the linking of each objective to the overall (national) ICAP concept;
- (3) evaluator observations and data concerning the extent to which the expectations were realized; and,
- (4) feedback from both participants⁹ and the evaluator regarding success areas, as well as shortcomings and possible improvements.

The discussion format will continue through each of the nine New Orleans ICAP objectives.

Training

Training¹⁰ is an integral part of the ICAP concept. Since several new methods (for example, Managing Criminal

⁹Participants in social programs are known to frequently have positively biased perceptions of program effectiveness. See: Scheirer, Mary Ann. "Program Participants' Positive Perceptions: Psychological Conflict of Interest in Social Program Evaluation." Evaluation Quarterly, Vol. 2, No. 1, February, 1978.

¹⁰ Project objectives were presented verbatim in the Section entitled "Evaluation Framework."

Investigations) and tools (for example, a new offense report) are component parts of the systematic change brought to the Department through ICAP, it is important to inform personnel of the project - its background and development, its goals, and its potential usefulness to them as police officers. Additionally, training could lower the resistance and ambiguity often associated with change.

One of the manuals prepared for ICAP by WNIC details the methods recommended for the design and implementation of training. This manual was used in the development of the local ICAP training.

The implementation of ICAP as a comprehensive departmental model for decision making (cf. Figure 1, p. 2) requires considerable behavior change from all personnel involved, from managers to line officers. Since the training during the year being evaluated was aimed primarily at Patrol, an intensive skills development course was apparently considered the appropriate direction for training. Referring once again to

Figure 1, the line officer in patrol is the primary agent of data collection, as well as the primary agent of service delivery. The quality of information used within the framework of the ICAP model is largely dependent upon the line officer's skills in preparing reports, interviewing witnesses, etc. Also, the quality of service the officer is ultimately able to deliver to the public becomes dependent indirectly on the previous work of himself and his comrades. Recognizing the important role of patrol officers to the whole ICAP process, the NOPD has given considerable attention to the training aspect of the project.

Below, in Table 1, are the attendance figures for the first ten months of the NOPD/ICAP training.

TABLE 1. ICAP TRAINING BY BUREAU*

	Administrative Services	Major Offense	Field Operations	Technical Services	Other	Total
NOV 78	2	21	67	16	1	107
DEC 78	8	15	59	10	7	99
JAN 79	4	15	60	14	11	104
FEB 79	0	0	18	3	5	26
MAR 79	0	0	52	5	7	64
APR 79	0	0	36	1	2	39
MAY 79	2	0	61	2	4	69
JUN 79	3	1	89	1	7	101
JUL 79	2	1	62	1	8	74
AUG 79	2	10	95	14	13	134
TOTAL	23	63	599	67	65	817

*According to the objective as stated in the grant, training was to be provided to all of patrol - a division of Field Operations. While Patrol received the greatest attention, personnel from other divisions/bureaus were also provided ICAP training.

Generally, training sessions were held on Fridays for an eight hour period. The instructors included the Superintendent who presented historical information relative to the development of ICAP, as well as the theory of systematic, structured decisionmaking; a police sergeant who had been instrumental in the development of the Crime Analysis Unit; an Assistant District Attorney from the D.A.'s Career Criminal Bureau; a police officer who was primarily responsible for the development of the new computer aided dispatching system; the ICAP project director; and, others more intimately associated with the development and implementation of various components of ICAP. The topics covered included: Managing Patrol Operations (MPO); Managing Criminal Investigations (MCI); Crime Prevention; Crime Analysis; Computer Aided Dispatching (CAD); and, the District Attorney's Career Criminal Bureau (CCB). Presentation of materials relevant to each area was followed by questions from the floor. (Judging from the questions asked at the training sessions the several times the evaluator attended, student participation was fairly good).

With a contingent of approximately 1400 sworn personnel, the 817 who were provided training represented slightly over 58% of the Department's strength.

However, the grant objective was to provide training to Patrol personnel. As indicated by Table 1, the largest number of training participants (73.3%) came from the Field Operations Bureau, of which Patrol is a division. However, this Bureau includes several other divisions. Patrol participation in training is delineated in Table 2.

Table 2
Patrol* Participation In Training

	Number Attending
NOV 78	66
DEC 78	50
JAN 79	51
FEB 79	16
MAR 79	46
APR 79	34
MAY 79	59
JUN 79	89
JUL 79	60
AUG 79	88
TOTAL	559

*Patrol includes those assigned to a district or to the Urban Squad.

According to Table 2, 559 (68.4%) of the 817 who attended training were actually Patrol personnel. According to the NOPD, as of 30 June, 1979, there were 668 officers assigned to Patrol. Using this number as

a base figure, approximately 83.7% of Patrol received ICAP training during this ten month period. With three months remaining during the current grant period, this objective should be achieved - at least in the sense of providing training to all Patrol officers.

While training records indicate that by the end of August, 1979, some 84% of Patrol had attended an ICAP training session, a recent survey of Patrol officers (See Appendix A) indicated only 68% had attended any departmental training during the past year. Another survey item listed the components of ICAP training and asked respondents whether they had received training in that area during the past year. Table 3 provides responses to this item.

Table 3		
Survey Response To Training Questions		
Check Yes or No, indicating whether or not you have received training in each of the following areas during the last year.	Frequency	
	YES	NO
a. Use of crime analysis data	28	18
b. Integrated Criminal Apprehension Program	30	17
c. Computer Aided Dispatching	27	19
d. Career Criminal Bureau	25	21
e. Managing Criminal Investigations	21	24
f. The new field report	36*	8
*Some field report training was given in the districts where it had been implemented		

If one assumes that the quality of ICAP training was high, one might further assume that participants would retain some knowledge of the component parts - or at least be sufficiently clear to remember them as topics covered during the training session. As indicated by Table 3, although thirty respondents acknowledged having had ICAP training, a smaller number were sufficiently clear about the component parts to acknowledge having had training.

Considering the centrality of crime analysis to the ICAP concept and the attention devoted to crime analysis during the training session, one might assume that those with training would have used crime analysis reports more often. When the six components listed in Table 3 were consolidated into a Training Scale and then cross-tabulated with another survey item which asked respondents how often they had used crime analysis information (never, rarely, occasionally, regularly), a moderate negative relationship ($\text{Gamma} = -0.372$) was found. An interpretation of this statistic would read: for the sample of Patrol surveyed, as the number of ICAP components in which the respondents received training increased, their use of crime analysis reports decreased. As would be expected from such a small sample, the relationship was not statistically significant (i.e., as measured by

Chi square = 15.9274, with 18 df) and, thus, cannot be inferred to extend to all of Patrol. However, the moderate negative relationship is sufficient to point out a possible area of concern.

While the local project director, as well as others interviewed, had pointed out the ICAP training as a major success during the past year, this analysis might suggest that, beyond satisfying the requirement to train a specific number of personnel, consideration be given to enhancing the meaningfulness of such training. Obviously, the project approached its goal of providing training to all Patrol personnel - in fact, provided training to an impressive number of other personnel. Whether the training provided was effective seems questionable in view of the foregoing analysis.

The Organization of Crime Information

This objective relates to the creation, maintenance, and regular use of the following files: modus operandi; vehicular; geographic; recent prison releases; and, career criminal files. According to the ICAP model, the collection, storage, and use of information contained in such files is essential to an empirically based method of decisionmaking. The objective also proposed the delivery of six reports at specified time intervals.

Table 4 provides the report name/topic as well as the frequency with which each should be provided.

Table 4	
Crime Analysis Reports	
Title/Topic of Report	Frequency
Violent Crime Statistics	Daily
Cumulative Violent Crime Statistics	Weekly
Current Prison Releases	Not Specified
Violent Crime Trends ("wheel")	Weekly
Manpower Allocation and Distribution	Monthly
Possible ID Memorandum	As Needed

As noted in the previously mentioned evaluation of the CCLE project which was the predecessor of the local ICAP project, three of the files mentioned above were already being maintained and used prior to this project. Those were the modus operandi file, the vehicular file, and the career criminal files. Those files have been expanded and their use continued during the period of this evaluation. Also the Crime Analysis Unit has added and begun using:

- (1) a file locating career criminals by known residence and places where offenses were committed;
- (2) a file of recent prison releases - i.e., inmates being paroled or otherwise released from the Department of Corrections to addresses in Orleans Parish¹¹; and,
- (3) a file of sex crime (especially rape) offenders.

These files have all been used regularly for analysis and preparation of the above listed reports, as well as numerous special information requests.

The daily crime reports which provide violent crime statistics by district, zone, and by time of crime occurrence are based on the previous day's offense reports. These statistics are available to patrol/district personnel. The cumulative violent crime statistics are compiled weekly from the previous week's offenses and sent to the districts. Current prison releases, compiled quarterly, are listed in a report

¹¹ Sub-files include releases from the Parish Prison, releases from Central Lock-Up, and data from the Clerk of Criminal Court on who is currently out on bond.

prepared annually and, when needed, upon request. The report entitled "Violent Crime Trends", also known as the "wheel", is updated daily and sent to the districts on a weekly basis. A monthly manpower allocation report is prepared for District Commanders. This report includes information regarding the number of personnel assigned to Patrol and the number recommended by date, district, and platoon. Finally, Possible ID Memoranda are prepared daily and sent to the district where an offense was reported for use by the district follow-up team. These memoranda are prepared by the crime analyst working the district of the offense. Upon receipt of bulletins from the districts, the analyst reviews these manually looking for similarities, recognized M.O.'s, or other identifying elements. When something strikes the analyst's attention, the appropriate files are searched for possible perpetrators. The Possible ID Memorandum is then prepared. It includes names/aliases/photographs of possible suspects, as well as last known addresses, and suggests that one of the sonamed known criminals may have been responsible for the offense(s) in question.

In addition to those reports specified in the grant objective, the Crime Analysis Unit prepares a weekly statistical summary which is presented on Monday afternoon to

the Chief and District Commanders; a monthly report to the districts which compares the preceding month's offenses to the same month of the previous year; a weekly robbery worksheet sent to the districts; a weekly burglarly worksheet sent to the districts; and finally, a weekly report to District Commanders based on calls for service (CFS) from the previous week which suggests which zones (by platoon) will be the most active..

From the above discussion, it is apparent that the objective regarding the organization of crime information has been achieved. However, results of the patrol survey indicated that more attention should be focused toward increasing the use of these reports by officers on the street. Table 5 displays the responses of a random sample of Patrol officers to the question: "Have you requested or used information from the Crime Analysis Unit?"

Table 5	
Frequency Distribution of Responses to Question Regarding Use of C.A. Information (N=49)	
Response	Frequency
Never	20
Rarely	18
Occasionally	9
Regularly	2

While the information provided in Table 5 obviously relied on fairly subjective responses from Patrol officers, the datum from the one absolute category (i.e., "never") suggests a tack for future project efforts. Since the Crime Analysis Unit has become fairly well operationalized and since they are producing timely reports, attention should be directed toward increasing the use of these reports - i.e., decreasing the number of patrol personnel who have "never" used crime analysis information.

The Use of Crime Analysis Information

Once collected, analyzed, and turned into reports, information takes on its greatest value. In this form it is useful to decisionmakers for planning the subsequent contingencies - in the case of ICAP, strategical and tactical alternatives of service delivery. With regard to the NOPD/ICAP, there was some indication, although unvalidated, that information from crime analysis was, at least occasionally, used strategically. At mid to upper levels of management, some of this information may have been used in making tactical decisions. However, at the patrol/district level, it was apparent that crime analysis information had gained little acceptance. As noted previously in Table 5, a large proportion of Patrol officers had never used

crime analysis information. Also, while in six district stations conducting the patrol survey, the evaluator noted crime analysis information displayed in only two. Other indicators, discussed below, suggest less than optimal use of the various reports prepared by the Crime Analysis Unit.

For example, records kept of the results of the Possible ID Memoranda sent to the districts suggest either a lack of utilization or, perhaps, the lack of sufficient administrative support for the project. Basically, having provided a list of possible perpetrators for a given offense, the Crime Analysis Unit is concerned with knowing the outcome. Was an arrest made? Was the case cleared? In keeping with the ICAP model, only by receiving feedback can the necessary modifications be made to enhance the accuracy of future predictions. This feedback has not been forthcoming as can be seen in Table 6.

Table 6

Monthly Distribution of a Sample of
Possible ID Memoranda Sent By Month
(Jul, 78 - Jun, 79)

Month	Number Sent	Hits*	No Response
JUL 78	6	1	3
AUG 78	23	6	12
SEP 78	22	0	11
OCT 78	17	4	7
NOV 78	6	2	0
DEC 78	14	0	9
JAN 79	15	3	12
FEB 79	4	2	1
MAR 79	15	2	9
APR 79	16	2	13
MAY 79	10	2	6
JUN 79	30	3	25
TOTAL	178	27	108

*Hits reflect the memoranda which led to an arrest.
Adding a "no-hit" category to hits and no-responses
would yield the total sent.

As indicated by Table 6, 108 (60.7%) of the 178 memoranda received no response concerning the outcome of the prediction(s). While this does not directly indicate lack of use, it is indicative of poor feedback. Appropriate administrative sanctions could alleviate this problem.

A review of this objective as presented in the grant application revealed that it also intended to reduce calls for service by twenty percent. Although the evaluator remains uncertain how this could be accomplished through the use of crime analysis information, data regarding CFS are presented below in Table 7.

Table 7

Part I Calls for Service¹ By
District and Month (Jan - Jul, 1979)²

District	Jan 79	Mar 79	Apr 79	May 79	Jun 79	Jul 79	TOTAL
First	520	472	352	368	319	322	2,353
Second	455	389	429	394	427	572	2,666
Third	214	174	144	112	92	168	904
Fourth	234	175	169	172	144	164	1,058
Fifth	642	479	438	387	420	509	2,875
Sixth	624	444	473	446	434	524	2,945
Seventh	277	232	196	157	177	209	1,248
Eighth	317	228	216	209	201	235	1,406
Urban Squad ³	150	101	113	125	137	143	769
TOTAL	3,433	2,694	2,530	2,370	2,351	2,846	16,224

¹Part 1 calls for service include the seven major index crimes, both emergency and non-emergency.

²For an unknown reason, data were not available for Feb., 1979.

³Urban Squad patrols a housing project in the Fifth District.

As indicated by Table 7, CFS declined between January and July (1979) within all districts except the second. The total Part I CFS received during July were approximately 17% less than the total received during January. However, with no controls for extraneous influences, no explanatory comment can be offered. This decline will be carefully monitored in anticipation of a future attempt at explanation.

In summary, it appears that this objective has not been fully achieved. While there may have been some utilization of crime analysis information, the discussion above indicated less than optimal use. Future project efforts should address this problem.

Synergistic Crime Analysis

The development of what the ICAP application called "a joint analytic enterprise between patrol officers and planners" with the intention that "information is freely communicated and feedback loops are institutionalized" would certainly indicate an important step toward achievement of the ICAP model. Such a synergistic utilization of resources would no doubt move the Department toward meeting its goals effectively, as well as efficiently.

While there has been some information exchange, this has been primarily among the Superintendent, the planning staff, and the various District Commanders. Neither the quantity of information so transmitted nor the value (measured by its usefulness to the investigative process) of this information are known to the evaluator.

Findings from the patrol survey indicated only twenty-nine (59.2%) of the forty-nine respondents had ever used any crime analysis information. Of those who had used it, only six had found it "very helpful," although seventeen responded that the information had been "somewhat helpful." At the street level, the synergistic use of information was questionable.

Active cooperation between districts and specialized units in terms of information exchange, deployment, and patrol strategies, has, in the opinion of the project director, been "forced". While the various Commanders may have "cooperated" in staff meetings, it seems the cooperation stopped there - before being permeated in and among the units. This, of course, is the subjective opinion of the evaluator and, as such, is arguable.

During this past year, the NOPD has made an effort to bring technical support services into routine investigative procedures. For example, crime scene technicians have been made available to the districts to secure evidence. Procedures such as this are indicative of the Department's effort to elicit cooperation among the various units in an effort to improve its overall effectiveness (and efficiency) as a police organization.

The synergistic utilization of resources (including personnel, equipment, and purely fiscal) is an area, not

just of local ICAP development, but of departmental development as well, that should be more clearly specified and attended to in the future.

The Modification of Data Collection Techniques

The refinement of data collection methods was an important objective toward the successful implementation of the ICAP project. While there may be other significant reasons contributing to this import, at least three are immediately apparent. First, and perhaps the most crucial to the ICAP method of empirically based, structured decisionmaking, was the need to improve the quality and comprehensiveness of the data being collected. Not only would this facilitate improvement of subsequent analyses performed with the information, but this also could facilitate the "making" of good cases. Second, by reducing the redundancy of the old methods of data collection, valuable time could be saved, thereby increasing any time available for proactive police work. This possibly would result in a significant increase in departmental efficiency. Third, by incorporating "solvability factors" into a new report form, decisions can be more objectively made regarding which offenses merit follow-up investigation. By screening out those cases with low solvability, further steps toward a more efficient operation

are taken.

During this past year, the NOPD, working through the ICAP project, designed and implemented a new field report. Initially, the report was implemented in two of the eight districts. By now, more than half are using the new form and the rest of the districts are expected to be using the new form before the current grant expires.

This new report consolidated data that previously had been collected separately. After an initial training period during which officers became accustomed to the new form, the average time required to service a call should have dropped. Although this was not measured by the evaluator, a report submitted to him by those responsible for the actual implementation stated that those personnel using the new form estimated a savings of 44% of their time.

Also, the new report contained solvability factors which, over time, should work toward saving follow-up time and increasing the number of cases being accepted and prosecuted successfully by the District Attorney. A subsequent impact evaluation may consider an assessment of this.

Finally, having developed and distributed a new field reporting manual, the project has fully achieved this

objective. Perhaps future research will follow or assess the impact of the implementation of the new data collection techniques and tools.

Basic Research Into Patrol Decision Making

Basic research into patrol decision making obviously fits well into the ICAP model. Increasing the effectiveness of a police organization implies increasing the patrol officers ability to do police work. With large amounts of time being consumed writing, for example, accident reports, the ability of Patrol to perform proactive tasks is impaired. Continuous operations research and regular reports could provide the Department with useful tools for increasing patrol efficiency.

The Crime Analysis Unit received (monthly) automated statistical reports regarding manpower allocation and, apparently, there was other relevant information available. This is to say that there was sufficient information available for on-going operations analysis. In fact, the crime analysts did produce (as noted in the section on the organization of crime information) manpower reports. However, the responses of ICAP, as well as district personnel, indicated that, with the ever-present backlog of calls, few

decisions were made and those reports were seldom used.

Realizing the difficulty the NOPD has had with personnel attrition and other problems associated with the more general fiscal problems faced by the entire City, the evaluator suggests some attention should be directed toward researching the problems (and possible solutions) of the Patrol Division.

Personnel Development

Within this objective which included expected accomplishments that could be considered components of Managing Patrol Operations (MPO) and Managing Criminal Investigations (MCI)¹², the central elements of personnel development were the increased capacity of patrol officers to do investigative work and improvement in patrol accountability thru more effective supervision and management. Since ICAP consolidated many previously successful programs and since both MPO and MCI fall into that category, it was clear that this objective fell within the ICAP framework. As the ability of Patrol officers (i.e., to do investigative work) improved, not only would information be

¹²See section entitled "Evaluation Framework" for a verbatim presentation of objectives.

improved but so, too, would the overall quality of service delivery. Arrests, case acceptances, and prosecutions should all be increased. And further, more effective management of Patrol should enhance this effect. Achievement of this objective would, undoubtedly, move the Department much closer to the goals of effective/efficient operation.

An explicit aim of this objective was to increase the awareness of Patrol personnel regarding innovative approaches to patrol. The patrol survey asked respondents if they were familiar with the concepts of directed and proactive patrol. Of forty-seven responding, thirty-nine (83%) said they were familiar. Then, when asked if (during the last year) there had been a change in "emphasis" or in the amount of "time" spent on directed or proactive patrol, 45.7% responded there had been an increase in emphasis, but only 41.7% said there had been an increase in time devoted to directed patrol. Though the number of actual respondents was too low to allow for conclusive statements from these data, they may be taken as indicative of a problem area and, if so, attention should be directed toward increasing not only the emphasis but also the amount of time spent on directed or proactive patrol.

It should be noted that increased calls for service have been resulting in backlogs of calls awaiting each watch. Faced with this situation, Patrol/District commanders and platoon sergeants have had little opportunity to actually direct patrol in any other than a reactive mode.

Increasing the investigatory skills of patrol personnel was another explicit component of this objective. Generally, this falls within an area labeled MCI. The Department has initiated an implementation of MCI. Originally, two districts were involved and, according to spokespersons of the NOPD, the quality of investigations - as measured by increased arrests, case acceptances, prosecutions, and incarcerations - has increased. However, given the extent of the ICAP project director's involvement with and knowledge of this implementation, it may be inferred that this has not resulted from efforts of the ICAP project.

As an integral part of the ICAP model, this form of personnel development should receive much attention. If the reports of increased arrests, case acceptances, prosecutions, and incarcerations are accurate, the objective is being achieved. While ICAP certainly requires a total departmental involvement, this should not become so

fragmented that those involved are not informed and kept current as to the activities of others.

Increasing the Investigative and Intelligence Capacity

This objective included an intention to expand and improve the personnel of the Crime Analysis Unit and also the improvement of data collection and processing. Obviously, an empirically based method of decision making requires quality data and competent analysts. Without consideration of these two areas, successful implementation of the ICAP model would be most unlikely.

During this past year, the Crime Analysis Unit has remained understrength. Currently, there are three crime analysts, a justice system planner, and a typist. These positions do not provide the complement of staff funded through the grant. Given two changes of commanders during the year, the direction of the crime analysis staff has been less than continuous. Efforts should be taken to alleviate this problem and also to bring the staff up to a level where each analyst can regularly and effectively produce the reports necessary to quality decision making.

Regarding the improvement of data collection, the specific intent of the objective was the reduction of misinformation within the automated data system. A primary

problem which had been noted in the evaluation of the CCLE¹³ was the difference in definitions of career criminals as used by the Department's automated system (MOTION) and by the District Attorney. Career criminals, as identified to the Patrol officer by MOTION, frequently did not meet the criteria required by the D. A.'s Career Criminal Bureau (CCB). The evaluation of the CCLE reported 600 calls to the CCB during the first nine months of 1977, an average of approximately sixty-seven calls per month. More current data supplied by the CCB for a comparable nine month period (October, 1978 - June, 1979) indicated 230 police initiated calls to the CCB; an average of approximately twenty-six per month. Of those 230 calls, only eighty-seven (37.8%) identified career criminal offenders with criteria acceptable to the CCB. According to both the Police Superintendent and the District Attorney, the reason for the declining number of police initiated calls has been the result of those calls where the definition used by MOTION was not sufficient for acceptance by the CCB. Obviously, the data system should have been modified to make the definition used by the NOPD compatible with the one used by the CCB. While work has begun on this

¹³ Mayor's Criminal Justice Coordinating Council (op. cit.)

modification, data systems personnel indicated that, as of this writing, reprogramming efforts remained three to six months from completion.

As an important part of the total ICAP process, intense efforts should be directed toward resolution of the problems outlined above during subsequent project operations.

Administrative Support

Without broad administrative support, the implementation and/or achievement of the previously reviewed objectives will be less than successful. Not only must administrative personnel, from the Superintendent through all levels of unit management, remain actively cognizant of ICAP goals and objectives, but also of the processes involved. Regulations must be revised (and enforced) to facilitate the change brought about through ICAP.

Accordingly, the NOPD has begun a revision of its regulations outlining operational procedure. It is the understanding of the evaluator that this process has not yet been completed. Once completed and disseminated throughout the Department, active administrative enforcement - including the awarding of sanctions, both positive and negative - should become evident.

As an essential part of the overall implementation of ICAP, this objective should be accomplished as soon as possible. Whether explicitly or otherwise, active administrative support should remain a major concern of the project.

Other Project Activities

As with any grant funded project, the local ICAP project undertook several activities which, while perhaps complementing the project, were not explicitly related to the achievement of goals or objectives. Among such activities of the NOPD/ICAP project were two (fiscally) major activities: the purchase of thirty cameras for use in stake-outs of predicted robbery locations and the assistance of management consultants in "developing both short and long term plans for the implementation of ICAP."¹⁴

The cameras arrived in September, 1979. While a sample camera had been supplied by the vendor during the spring, the project was unsuccessful in acquiring the remainder until that time. As has been demonstrated in other cities, these cameras are useful in positively identifying perpetrators of some crimes, especially robbery.

¹⁴ See revised budget submitted along with letter to Mr. Robert Heck, LEAA, on February 2, 1979

In future utilization, ICAP personnel should make an effort to monitor and evaluate the performance of these cameras. The potential for benefit to departmental, as well as ICAP, goals is high and should be documented.

Management consultants were considered necessary to complement the management skills of departmental, especially ICAP, personnel. It was believed that such consultants would provide the additional skills needed to institute the changes associated with ICAP. Directly responsible to both the Superintendent of Police and the ICAP project director, the management consultants were expected to work closely with the latter in developing plans for the implementation of ICAP.

While the management consultants may have performed some of their tasks, the evaluator is concerned about the value of such an enterprise. Since it was the intention that the consultants work closely with the local project director, he was questioned regarding their activities. As of this writing, the project director's involvement with the consultants consisted entirely of the receipt of two (copies) monthly status reports (May and June, 1979).

If the consultants are providing the assistance originally intended, it would seem the project director should be

more fully apprised of their activities.

Both of the above activities can enhance the effectiveness of the local ICAP project. However, especially in light of the lack of cooperation/communication between the project director and the consultants, both activities should be closely monitored by the Department.

SUMMARY AND RECOMMENDATIONS

Summary

The preceding discussion of the New Orleans Police Department's ICAP project raised some questions regarding the degree to which the grant's objectives were accomplished. While some attention was focused on each objective during the year, certain of these apparently received more consideration than others. With those objectives which were fully achieved or implemented in a purely objective, quantified sense, there generally was raised a question of effectiveness, including the degree to which implementation had reached and was supported by all levels of personnel within the Department. With those objectives which were less than fully achieved, similar questions were raised. Below are listed the nine objectives with comments regarding the degree of achievement.

- (1) Training. The local project intended to train all of Patrol. During the first ten months, approximately 84% of Patrol received the ICAP training. Survey data indicated that use of crime analysis data declined with ICAP training. While in terms of numbers alone, the goal appears to have been accomplished, one might question whether or not the training was counter-productive.
- (2) Organization of Crime Information. All the files specified by this objective were created and used to produce regularly a series of crime reports. In addition, a few files and

reports have been added. However, patrol survey data indicated that those reports were rarely, if ever, used.

- (3) The Use of Crime Analysis Information. While some of the crime analysis information may have been used at mid - to upper levels of management, it was apparent that this information was not optimally utilized.
- (4) Synergistic Crime Analysis. Information was shared, apparently, only at administrative levels. Synergy does not seem to have been fully achieved. While some effort was made toward incorporating the services of specialized units into everyday field operations this was also not completely implemented.
- (5) The Modification of Data Collection Techniques. Perhaps the most totally achieved of all the objectives, NOPD/ICAP successfully designed and implemented a new offense report which included solvability factors and which was apparently reducing the time required to service calls.
- (6) Basic Research Into Patrol Decision Making. Responses to evaluator inquiries led to the conclusion that little was actually accomplished - at least under the auspices of ICAP - in this area. Future project efforts might do well to revive this objective.
- (7) Personnel Development. This objective included aspects of what is known as MPO and MCI. While the Department has implemented MCI and covered the topic during ICAP training, the ICAP project does not seem to be implementing it. Efforts should be made to expand knowledge among patrol officers of creative methods of patrol and, further, to expand the time used proactively.

- (8) Increasing The Investigative Capacity. This objective included the expansion of the Crime Analysis Unit staff and the upgrading of automated information available for analysis. Little, if any, attention seems to have been paid to this objective during the past year. The Unit has lost two commanders during the year and the staff which has remained below strength has suffered from lack of continuous leadership. The automated data system remains three to six months away from completion of reprogramming.
- (9) Administrative Support. This objective specified revision of departmental regulations, along with administrative support. As yet, these new regulations have not been forthcoming. While the Superintendent avowed his support and enthusiasm for ICAP during training sessions, little has actually been accomplished with regard to institutionalizing the changes associated with ICAP.
- (10) Other Activities. Two other major project activities - the purchase of cameras and the assistance of management consultants - were discussed. While both of these can enhance the effectiveness of the project, neither has yet done so. Intense monitoring of both the use of the cameras, as well as the products/assistance of the consultants, should document the extent to which they are useful to the project.

Although the above summary indicated less than full accomplishment of the past year's objectives, the evaluator feels compelled to discuss some subjective observations. During the period of association with the local project, the evaluator became aware of rather poor communication between and among persons important to the

project, and the Department. With a change in project directors half way into the year, there was a problem with continuity. At times, the evaluator would ask a question of the project director only to be referred to another source who, in turn, would refer the evaluator back to the project director. Certain components of ICAP (e.g., MCI) were apparently being implemented, but the scope of activities involved was not familiar to the project director. Because some particular departmental activity fits into the overall ICAP framework, should it be considered a grant activity - though not explicitly mentioned within the grant application?

The NOPD has, within the last year, instituted many changes - both administrative and operational. Many of these fell easily within the ICAP model and may even ultimately result in a more effective and efficient delivery of police services. From this perspective, the evaluator would say that NOPD has moved toward successful implementation of ICAP. From the more objective review of the ICAP project as proposed within the framework of last year's grant application, the progress of the local project has not been quite so successful. In fact, several recommendations which the Department and the project should

consider jointly are suggested below. Attention to these might improve subsequent operations and assist the project in fully achieving those objectives still in need of attention.

Recommendations

This report has attempted to assess project activities by pointing out areas of accomplishment as well as areas still in need of attention. From these latter areas, several recommendations have arisen. These recommendations, believed necessary to project success, are listed and commented upon below.

- (1) Communication between and among key people should become more open and regular. Although ICAP includes many components, efforts to implement these should not become fragmented. This is a significant part of what ICAP proposes to overcome. Further, lines of communication between the project and Department administration should remain open and candid comments as well as positive criticism should flow (regularly) in both directions.
- (2) Having presented the concept of ICAP to patrol personnel, attention should be directed toward training aimed at enhancing the meaningfulness of creative approaches to patrol. This would include a detailed and rigorous assessment of subsequent change in the use of crime analysis reports and other techniques (e.g., MCI) which are a part of the ICAP model.

- (3) When the Crime Analysis Unit requests for feedback concerning, for example, the outcome of Possible ID Memoranda do not receive response, administrative action should be taken. Compliance with such requests is necessary for modification of techniques.
- (4) The ICAP project should become more actively involved in operations research. Specifically, the current research into patrol operations needs to be increased. Rigorous methods should be employed to determine more effective and more efficient means of utilizing this dwindling resource.
- (5) ICAP personnel should be actively involved in the implementation of various component parts of the project. For example, MCI activity and progress should not be unknown to ICAP personnel.
- (6) The staff of the Crime Analysis Unit should be brought up to its intended strength. In the future, efforts should be directed toward establishing a sense of continuity among staff.
- (7) MOTION should be reprogrammed without delay. Differences in definitions used by the NOPD and the D. A. should be reconciled so that career criminals can be properly identified.
- (8) Efforts to revise departmental operations regulations should be intensified. Changes brought about through ICAP should be institutionalized as soon as possible if personnel are to take them seriously.
- (9) The use of the cameras can provide the Department with an experimental demonstration of their utility. Initial use should be carefully planned and documented. NOPD would do well to study and attempt to

replicate the Hidden Cameras Project of Seattle.¹⁵

- (10) From the evaluator's perspective, the productivity of the management consultants requires scrutiny. A close monitoring of their activities should question, for example: how closely have they worked with the project; what aspects of the project have been the foci of their attention; have their efforts (in the end) resulted in cost effective assistance; et cetera.

In conclusion, this report has presented an assessment of the implementation of the NOPD/ICAP project. While several of the objectives were not fully achieved, the Department seems to have made progress - occasionally outside the scope of the grant itself - toward implementation of an Integrated Criminal Apprehension Program model. If the problems of fragmentation and poor communication can be avoided, and if the implementation of the various components can be soundly managed, efforts of the local project can help the NOPD insure a more effective and efficient operation.

¹⁵ See: Whitcomb, Debra. "Focus on Robbery; The Hidden Cameras Project; Seattle, Washington." Published by LEAA as an Exemplary Project; April, 1979

BIBLIOGRAPHY

Blalock, H. M. Jr., Social Statistics. New York, New York: McGraw-Hill, 1972

Ernst and Ernst. Evaluation Report (ICAP-Phase 1) Springfield, Mo. Police Dept. Kansas City, Mo. September, 1978.

-----, Evaluation Report; Patrol Emphasis Project - Phase 1; Portland, Maine Police Dept. Kansas City, Mo. November, 1978.

Grassie, R. G., Macsas, D. J., and Wallace, W. D. Crime Analysis Systems Manual. Arlington, Virginia: Westinghouse National Issues Center; April, 1977.

-----, and Crowe, T. D. Program Implementation Guide. Arlington, Virginia: Westinghouse National Issues Center; February, 1978.

-----, Burrows, J. W., White, S. M., and Waymire, R.V. Manual for the Design and Implementation of Training. Arlington, Virginia: Westinghouse National Issues Center; July, 1978.

-----, Sweeney, T. J., Buzz, E. A., Crowe, T. D., Evans, J., and Wallace, W. D. The Role of Communications in Managing Patrol Operations. Arlington Virginia: Westinghouse National Issues Center; August, 1978.

Jones, K. S., and Gebhard, K. Colorado Springs ICAP: Final Report - Year One. Denver, Colorado: Cost Benefit. Submitted to LEAA; November, 1978.

Law Enforcement Assistance Administration. Integrated Criminal Apprehension Program Reference Handbook. Washington, D. C. October, 1978

Mayor's Criminal Justice Coordinating Council. Career Criminal Law Enforcement Component (#77-DF-06-0044): Interim Evaluation Report. Submitted to LEAA/OCJP; October, 1977

Nie, N. H., Hull, C.H., Jenkins, J. G.,
Steinbrenner, K., and Bent, D.H.
Statistical Package for the Social
Sciences. New York, New York:
McGraw-Hill, 1975.

Reinier, G. H., Sweeney, T. J., Waymire, R. V.,
Newton, F. A., Grassie, R.G., White, S.M.,
and Wallace, W.D. Crime Analysis Operations
Manual. Arlington, Virginia: Westinghouse
National Issues Center; June, 1977.

Scheirer, M. A. "Program Participants Positive
Perceptions: Psychological Conflict of
Interest in Social Program Evaluation."
Evaluation Quarterly; Vol. 2, No. 1;
February, 1978; pp. 53-70.

Walton, L. R., and Wallace, W. D. Model Records
System Manual and Reporting Guides.
Arlington, Virginia: Westinghouse National
Issues Center; July, 1977.

Westinghouse National Issues Center. Review of
Patrol Operations Analysis: Selected
Readings from ICAP cities. Arlington,
Virginia. June, 1978.

Whitcomb, D. Focus on Robbery: The Hidden
Cameras Project; Seattle, Washington.
Washington, D.C. Published by LEAA as an
Exemplary Project; April, 1979.

APPENDIX A

Patrol Survey

The local ICAP project directed a significant amount of the current year's funds toward a training program intended to familiarize all Patrol personnel with ICAP, including "the theory of crime analysis" and "the component elements."¹ Since implementation of ICAP entails considerable change in the delivery of police services, one may assume that, perhaps implicitly, the grant planners intended this training to lower resistance to the "new" techniques and tools being made available through the project. This survey of Patrol personnel served to make an initial assessment of the impact of the ICAP training which had, by the time of the administration of the questionnaire, been presented to approximately 84 percent of the Patrol division.

Methodology

Due to a number of restraints, it was not possible to administer the survey to the entire Patrol division. For these reasons it was decided to randomly sample the

¹See Objective #1 of the grant application.

districts and then administer the survey at roll-call on two consecutive days. Decisions as to which district on which day/which watch were also made through random selection. In all, 49 questionnaires were completed by Patrol (no rank) personnel. According to the platoon sergeants, except in two of the districts where the respective watches report to work in split shifts, this was the normal manpower available. This sample represented approximately 9.6 percent of Patrol.

The primary limitation to the use of so small a sample is the difficulty of finding significant relationships between or among variables. However, for this initial assessment it is not necessary that statistical tests of significance be employed. At this stage of the ICAP project evaluation it is sufficient to get even an indication of impact. This knowledge can serve to provide planners with areas of the project which may require concentration and/or modification.

The instrument used to gather the data was read by several departmental and project personnel whose comments concerning clarity were elicited and incorporated. The final draft of the questionnaire is presented on the next two pages. The maximum length of time required to complete the questionnaire was about eight minutes.

PATROL SURVEY

1. Sex: Male _____ Female _____
2. Years Service: _____

ON EACH OF THE FOLLOWING, PLEASE CHECK THE APPROPRIATE RESPONSE

3. a) Have you requested or used information from the Crime analysis Unit?
regularly _____
occasionally _____
rarely _____
never _____
- b) Did you find this information to be...
very helpful? _____
somewhat, or a little, helpful? _____
no help at all? _____
4. Has your supervisor discussed how Crime Analysis reports could be useful?
regularly _____
occasionally _____
rarely _____
never _____
5. Are you familiar with the concepts of directed patrol and proactive patrol?
YES _____ NO _____
6. Has there been a change during the last year in emphasis or in the amount of time actually spent on directed or proactive patrol?
A. EMPHASIS increase _____
no change _____
decrease _____
B. TIME increase _____
no change _____
decrease _____
7. a) Are you aware of a program called the Integrated Criminal Apprehension Program (ICAP)?
YES _____ NO _____

7. b) Do you think such programs can improve patrol operations?
YES _____ NO _____
8. Have you attended any departmental training sessions this year?
9. Check YES or NO, indicating whether or not you have received training in each of the following areas during the last year.
- | | | |
|---|-----------|----------|
| a. Use of Crime Analysis data | YES _____ | NO _____ |
| b. Integrated Criminal Apprehension Program | YES _____ | NO _____ |
| c. Computer Aided Dispatching | YES _____ | NO _____ |
| d. Career Criminal Bureau | YES _____ | NO _____ |
| e. Managing Criminal Investigations | YES _____ | NO _____ |
| f. The new field report | YES _____ | NO _____ |
10. Do you think this training was...
- very helpful? _____
a little helpful? _____
not helpful at all? _____
11. Is any of you work time spent doing what you would call "non-police" work?
- Yes, more than half. _____
Yes, about half. _____
Yes, less than half. _____
No. _____
12. Compared to the time when you started with NOPD, do you like police work...
- more? _____
less? _____
the same? _____

One variable not listed on, or apparent from, the instrument is the Training Scale which was a composite of the responses to the questions asked in item number nine.

Finally, it should be added that there were no significant differences between the responses obtained on the first and second day nor were there any significant differences among responses from the various watches.

Findings

The general findings are presented below in Table 1-A.

Table 1 - A

Frequency Distribution of Responses to Patrol Survey

Variable	Questionnaire Item	Response	Frequency
USED	3a. Have you requested or used information from the Crime Analysis Unit?	regularly	2
		occasionally	9
		rarely	18
		never	20
HELP	3b. Did you find this information to be...	very helpful	6
		somewhat helpful	17
		no help at all	3
		N/A or no response	23
DISCUSS	4. Has your supervisor discussed how Crime Analysis reports could be useful?	regularly	2
		occasionally	21
		rarely	17
		never	7
		no response	2
FAMILIAR	5. Are you familiar with the concepts of directed and proactive patrol?	YES	39
		NO	8
		No Response	2
EMPHASIS	6. Has there been a change during the last year in <u>emphasis</u> or in the amount of <u>time</u> actually spent on directed or proactive patrol?		
A. <u>EMPHASIS</u>		increase	16
		no change	15
		decrease	4
		N/A or no response	14
B. <u>TIME</u>		increase	15
		no change	16
		decrease	5
		N/A or no response	13

AWARE	7a. Are you aware of program called the Integrated Criminal Apprehension Program	YES	43
		NO	4
		No Response	2
IMPROVE	7b. Do you think such programs can improve patrol operations?	YES	37
		NO	6
		N/A or No Response	6
TRAINING	8. Have you attended any departmental training sessions this year?	YES	32
		NO	15
		No Response	2
	9. Check YES or NO, indicating whether or not you have received training in each of the following areas during the last year.		
CA DATA	a). Use of Crime Analysis data	YES	28
		NO	18
		No Response	3
ICAP	b). Integrated Criminal Apprehension Program	YES	30
		NO	17
		No Response	2
CAD	c). Compute Aided Dispatching	YES	27
		NO	19
		No Response	
CCB	d). Career Criminal Bureau	YES	25
		NO	21
		No Response	3
MCI	e). Managing Criminal Investigations	YES	21
		NO	24
		No Response	4
NEWFORM	f). The new field report	YES	36*
		NO	8
		No Response	5

THINK	10.	Do you think this training was...	very helpful?	20
			a little helpful?	23
			not helpful at all?	2
			N/A or No Response	4
NONPOL	11.	Is any of your work time spent doing what you would call "non-police" work?	Yes, more than half.	8
			Yes, about half.	17
			Yes, less than half.	16
			No.	6
LIKE	12.	Compared to the time when you started with NOPD, do you like police work...	No response	2
			more?	12
			less?	13
			the same?	22
TRNSCALE		This variable was computed as a composite of items 9a.) thru 9f.)	No training	2
			Training { one area	13
			two areas	7
			three areas	3
			four areas	5
			five areas	4
			six areas	9
			N/A or No Response	3
				5

END

* It is no mistake that 36 received training in the new field report while only 32 reported having attended departmental training. As the new report was implemented, all officers received instructions in report writing and this was not necessarily departmental training.
