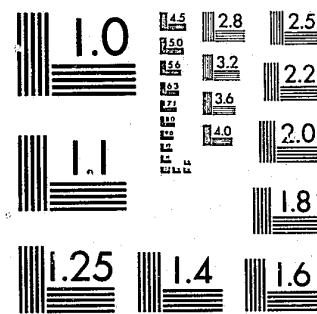


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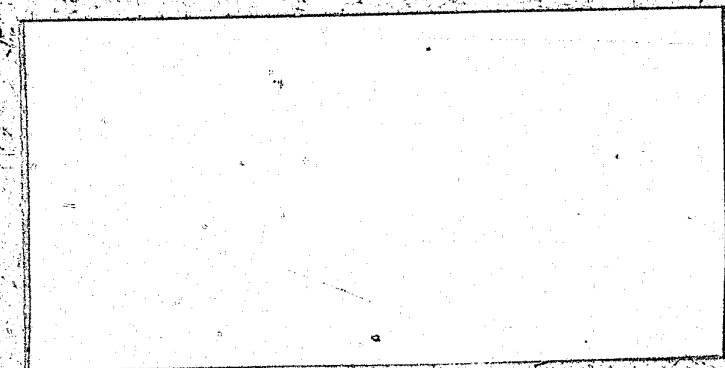
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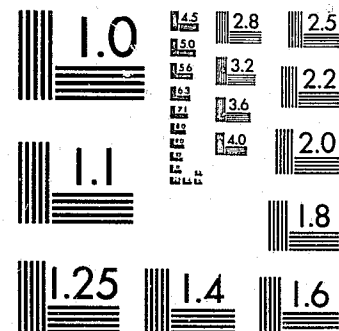


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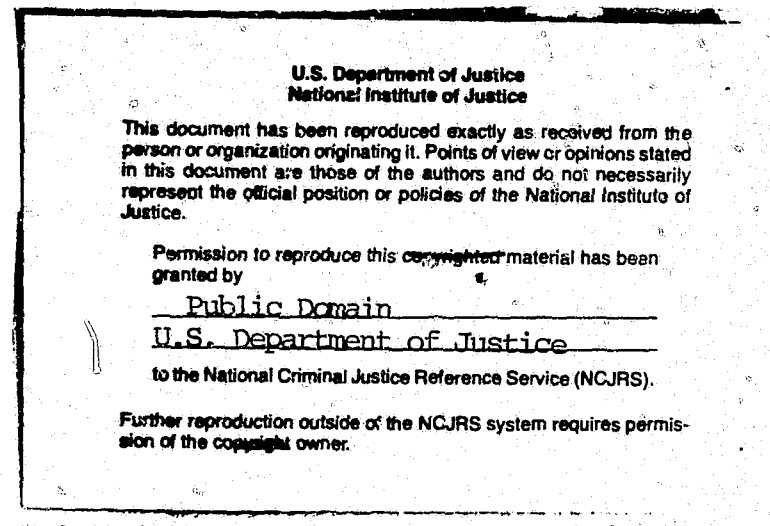
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February 8, 1979

X Managing Criminal Investigations in  
St. Paul, Minnesota:  
A Case Study:

by

Katryna Regan

Paul G. Nalley

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THE URBAN INSTITUTE

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MANAGING CRIMINAL INVESTIGATIONS IN SAINT PAUL, MINNESOTA:  
A CASE STUDY

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B. MAJOR RESULTS

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APPENDIX A

EXHIBIT A-1

TOTAL PART I RATIO OF ARRESTS TO OFFENSES, ARREST AND OFFENSE  
TIME SERIES PLOTS

EXHIBIT A-2

ROBBERY RATIO OF ARRESTS TO OFFENSES, ARREST AND OFFENSE TIME  
SERIES PLOTS

EXHIBIT A-3

BURGLARY RATIO OF ARRESTS TO OFFENSES, ARREST AND OFFENSE TIME  
SERIES PLOTS

EXHIBIT A-4

THEFT RATIO OF ARRESTS TO OFFENSES, ARREST AND OFFENSE TIME  
SERIES PLOTS

PREFACE

In 1976 the Office of Technology Transfer, part of the National Institute of Law Enforcement and Criminal Justice in the United States Law Enforcement Assistance Administration, awarded grants to five police departments to test a process for managing criminal investigations. Generally speaking, this concept involves augmentation of patrol role; reassignment/decentralization of detectives; case screening; police/prosecutor relations and monitoring investigations.

The sites chosen for this test were Birmingham, Alabama; Montgomery County, Maryland; Rochester, New York; St. Paul, Minnesota; and Santa Monica, California.

In late 1976, The Urban Institute received a grant to evaluate this project. During 1977 and 1978, Urban Institute staff visited the sites numerous times and evaluated their managing criminal investigations programs.

An individual case study has been prepared describing the background setting, planning, implementation and results of the managing criminal investigations program at each site.

## I. INTRODUCTION

This case study of the St. Paul Police Department's MCI program is one of five parallel studies by The Urban Institute of police departments that implemented similar revisions in their investigative systems. The police departments of Birmingham, Alabama; Montgomery County, Maryland; Rochester, New York; and Santa Monica, California comprise the other four sites that have conducted MCI programs under grants from NILECJ.

The present report traces the history of the St. Paul Police Department's MCI program from its inception in 1976 through the end of the grant period in mid-1978. It also presents The Urban Institute's evaluation of the results of the Department's MCI activities. The report concludes with a survey of the status of those MCI-originated activities that are still in operation in the Department.

The Urban Institute's evaluation plan involved examining the links between St. Paul's MCI program activities and the outcomes the Department expected those activities to generate. First, the activity/outcome links were studied to determine whether the Department's expectations were plausible. Then, an attempt was made to observe the extent to which the expected outcomes materialized and to relate their occurrence to the relevant MCI activities. Establishing this relationship proved to be an elusive endeavor. The simultaneous reorganization of the Department into a team-policing mode had consequences that overlapped, and may have overshadowed, some of those of the MCI program.

The St. Paul MCI program was studied independently by the local program evaluator, Gerald Cathcart, who also had acted as the program's system analyst.

I-2

The Urban Institute's evaluation has drawn liberally upon the data compiled by Mr. Cathcart. This report also has used as reference material the following sources:

David J. Koenig. "Results of the Burglary Victim Survey: Effects of the St. Paul Letter," St. Paul Police Department, Team Police Evaluation Unit (mimeo), November 30, 1978.

St. Paul Police Department, Team Police Evaluation Unit. "Interim Evaluation Report, Part I: Nine Months of Team Policing Implementation" (mimeo), May 1, 1978.

St. Paul Police Department. "Managing Criminal Investigation: Participant's Handbook," May 1, 1978.

--Application for NILECJ Managing Criminal Investigations Program, July 23, 1978.

--Interim and Final Reports on Managing Criminal Investigations Program, various dates, 1977-78.

--Interoffice communications on managing criminal investigations and on decentralization.

The St. Paul Police Department successfully implemented activities within four component areas of the MCI program:

- Enhancing the role of patrolmen;
- Formalizing the case screening process;
- Improving the management of criminal investigation; and
- Improving police/prosecutor relationships.

The Department's overall goals of increasing the number of offenders that are arrested, prosecuted, and convicted have been at least partially achieved. Though case clearance rates appear to have improved slightly, there was no noticeable change in arrest rates. Based upon sample data for 1976 to 1978, the percentage of convictions among cases sent to the prosecutor appears to have increased. The extent to which the Department's MCI activities contributed to these results could not be isolated from the contribution of the team-policing program.

The Urban Institute generally concurs with the Local Evaluator's conclusion about the program:

The organization and process of investigation have been changed in structure and procedure by the MCI program. These changes seem to be generally accepted and workable. Though the length of time the project was in operation does not allow a complete or decisive conclusion on the activities of the MCI program, the results have been promising.

## II. BACKGROUND AND SETTING

The implementation in mid-1977 of both team policing and the MCI program brought major organizational and operational changes to the St. Paul Police Department. Though the two programs' activities were complementary, team policing was much the greater influence in the changes that occurred. It had been on the drawing board for more than a year when St. Paul's MCI proposal was submitted in the Summer of 1976. The grant period for team policing was twice as long as that for MCI, and the dollar cost far exceeded that of MCI. The MCI program did modify Police Department procedures, but these modifications were submerged in the organizational changes that were occurring at the same time.

### A. THE DEPARTMENT

The St. Paul Police Department is responsible for policing an area of about 52.2 square miles in which almost 300,000 persons reside. In 1976, before the advent of team policing and MCI, the Department employed 647 people, 533 of whom were sworn officers. Eighty-four of these officers were detectives and 342 were patrol officers. The Department was divided into four functional areas--the Administrative, Services, Patrol, and Investigative Divisions--all of which reported directly to the Office of the Chief.

The Investigative Division was organized largely by type of crime; the exceptions were the Law Enforcement Aid and the Juvenile Units. Although investigative personnel are assigned permanently to one unit, they may be shifted temporarily to another to relieve work overloads.

Before 1977, the Patrol Division was organized by tours--or shifts. Each tour covered the entire city. Although a patrol officer generally would always be attached to the same tour, he or she might be assigned during any particular tour to any of the four zones into which the city was divided for policing purposes. Figure II-1 describes this "tour" organization. This form of organization had several drawbacks, primarily related to the fact that criminal activity tends to have a geographical rather than temporal focus. Policing the city by shifts made accountability difficult when an investigation spanned more than one shift--as most do.

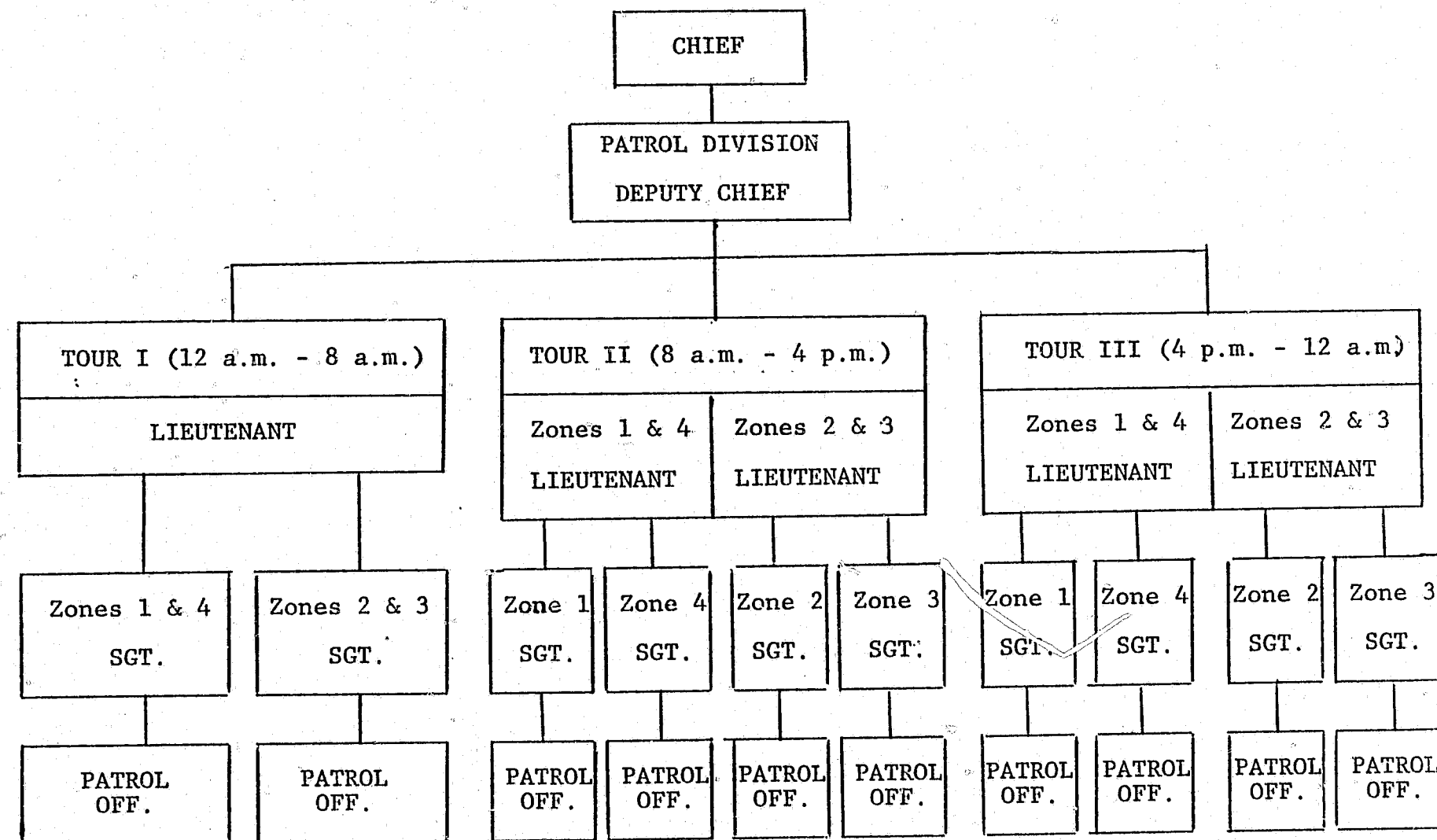
#### 1. TEAM POLICING

Following a two-year planning period, the Department was reorganized in 1977 to decentralize police responsibilities and concentrate them on teams permanently assigned to six geographical divisions of the city. The six areas were determined in such a way as to equalize the case load among the teams. Figure II-2 shows the boundaries of the six team areas. Figure II-3 shows the present, decentralized organization of the Patrol Division.

Decentralization in St. Paul involves only the Patrol Division. The Investigative Division remained under central direction, although in late 1976 it was reorganized into three units--Crimes Against Persons, Crimes Against Property, and Juvenile. The original team-policing plan had called for three extra sergeants in each area who would have investigative duties with regard to property crimes. Although this did not materialize because of cuts in the city budget, the Investigative Division did decentralize part of its Crimes Against Property Unit to provide area-specific investigative capability.



**FIGURE II-1**  
**ORGANIZATION BY "TOUR"**



II-3

Figure II-2: Team Areas in St. Paul

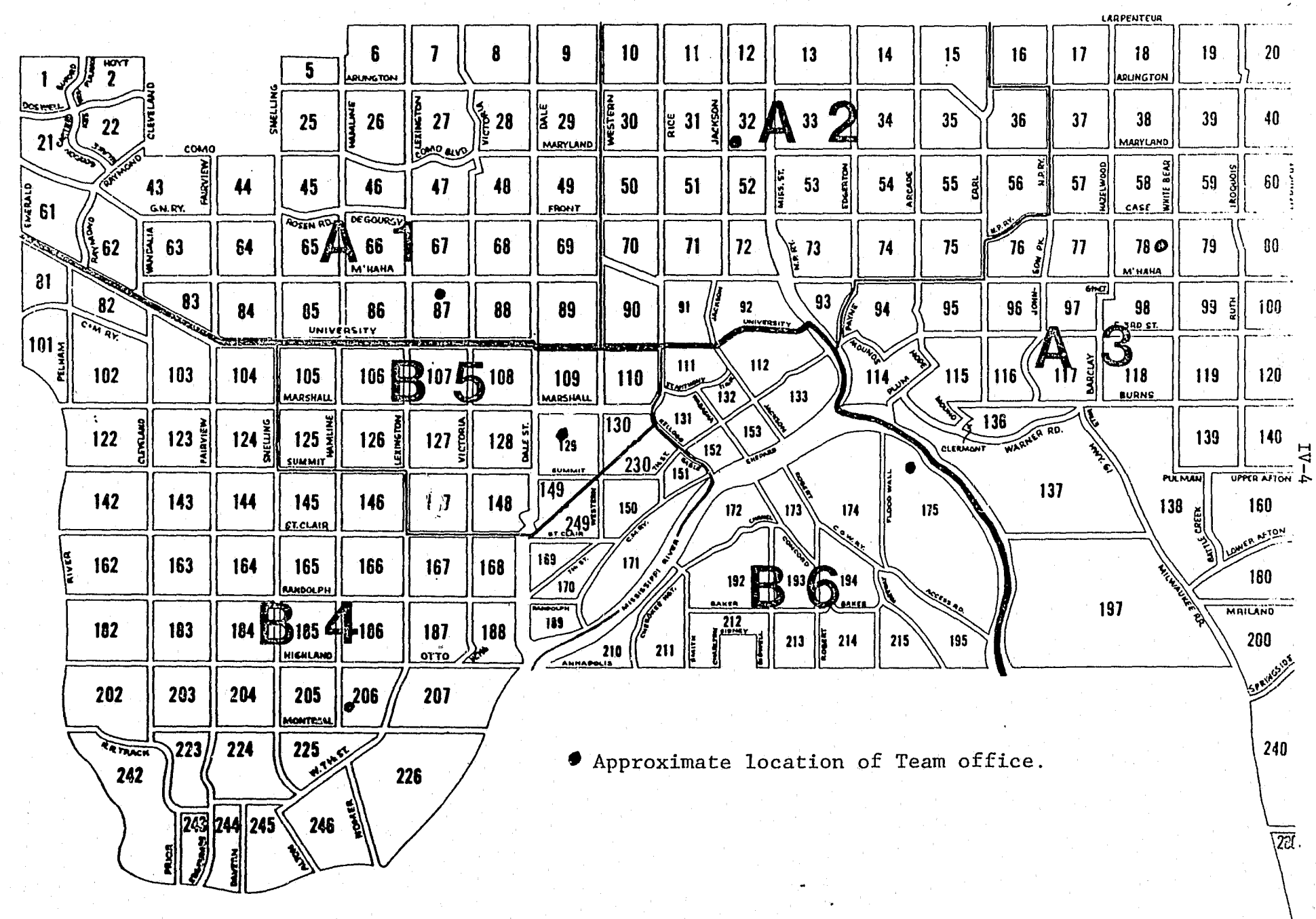
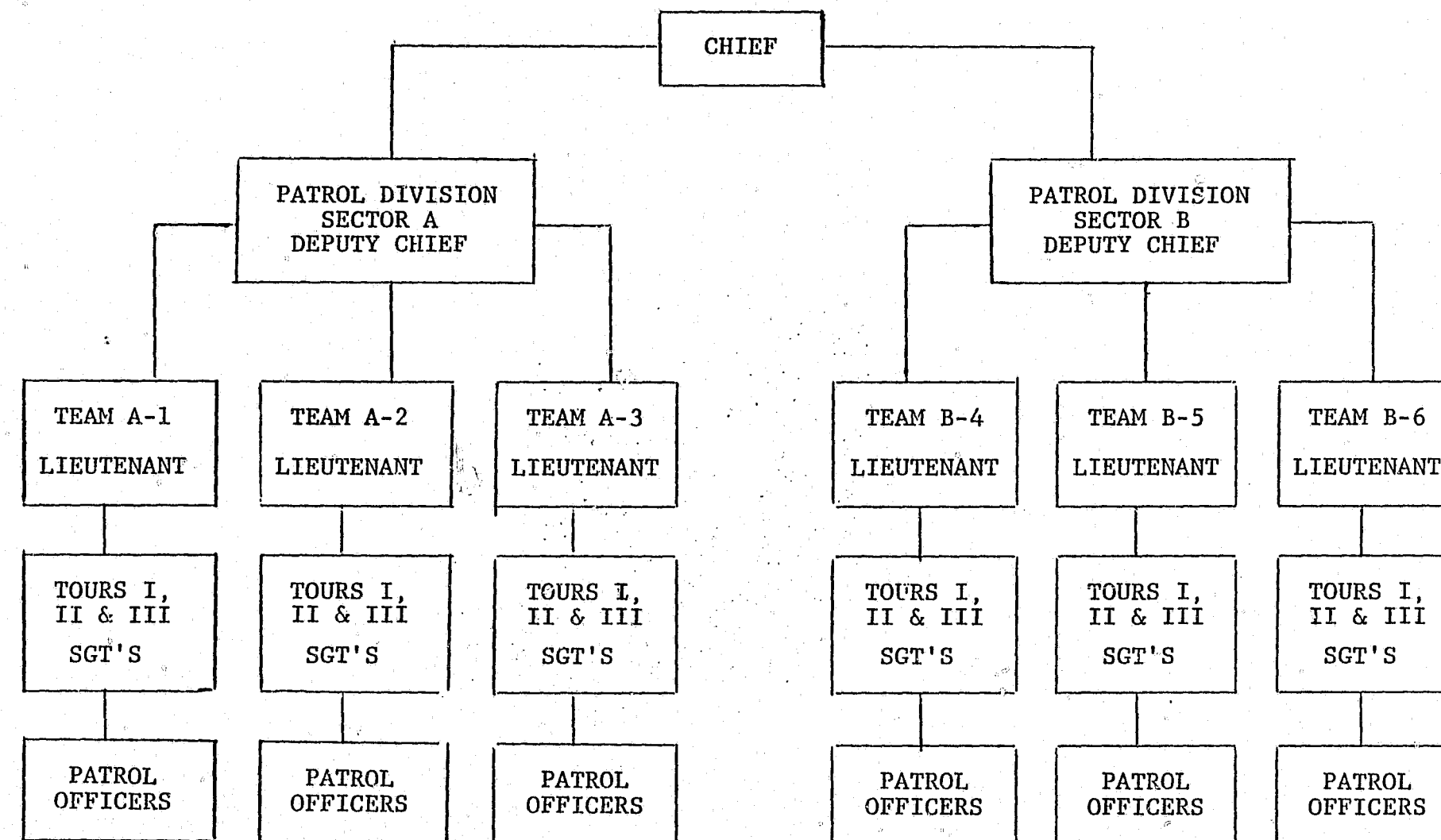


FIGURE II-3  
ORGANIZATION BY TEAM



## 2. THE MCI GRANT

In 1976, during the planning for team policing, the Chicago Regional Office of the Law Enforcement Assistance Administration nominated St. Paul as a potential site for an MCI program. The Police Department was invited to submit a grant proposal. The proposal was submitted in July 1976, and the grant was awarded in August 1976. The Department received the first installment of its grant in late December and began the planning necessary to implement the MCI program during the summer of 1977.

## 3. BUDGET AND STAFFING IMPACTS

Support for the team-policing effort in St. Paul was provided by joint federal-state-local contributions amounting to \$993,967 during a three-year period (see Table II-1). The MCI program was financed principally by the federal grant of \$135,000 for an 18-month period. The budgets for both programs were largely concentrated on personnel additions. The decentralization that took place with the change to team policing required adding patrol personnel. New staff under the MCI program were to fill positions created by the new procedures the program entailed. Table II-1 compares the budgets for the two programs.

TABLE II-1: BUDGETS FOR THE TEAM-POLICING AND MCI PROGRAMS

Item	Team Policing (3 years)	MCI <sup>1</sup> (18 months)
Personnel	\$645,883	\$69,750
Fringe Benefits	168,895	26,198
Contract services (consultants, etc.)	37,500	23,050
Travel	3,960	4,593
Equipment	18,340	4,948
Supplies	16,210	1,200
Other direct charges	49,600	19,730
Indirect charges	23,519	.
Total	\$963,907	\$149,469

The two grants, running concurrently during 1977 and part of 1978, boosted the financial and staffing resources of the Department, particularly its supervisory staff and technical and service personnel (see tables II-2 and II-3). The Investigative Division also expanded during this period, although neither program explicitly called for increasing the number of detectives. However, the threat of a 5 percent city budget cut in 1977 forced the original plans for hiring more patrol officers to staff the newly created teams to be revised to a more modest level.

1. Projected budget based on the Department's MCI proposal, which asked for \$138,997.26. The Department planned to use about \$10,000 of its own funds in the MCI training program.

TABLE II-2: ST. PAUL POLICE DEPARTMENT (JANUARY - DECEMBER)

	1975	1976	1977
Chief	\$105,367	112,147	411,631
Patrol	5,747,023	6,218,691	6,073,424
Investigative	1,642,763	1,801,684	2,228,876
Administrative	2,045,617	2,277,414	4,318,746
Services	1,448,437	1,718,421	
Building Maintenance	305,378	259,149	
Total	\$11,294,586	12,387,506	13,032,677

TABLE II-3: ST. PAUL POLICE DEPARTMENT SWORN PERSONNEL STAFFING

Year	Division						
	Chiefs Office	Adminis- trative	Services	Technical Administrative and Services	Patrol	Investi- gative	Total Sworn
1975	4	103	29	--	313	91	519
1976	4	71	32	--	342	84	533
1977	16	--	--	146	286	107	555
1978	17	--	--	93	313	104	527

Note: In 1977 the Administrative and Service Divisions were combined as the Technical Administrative and Services Division.

Source: St. Paul Police Annual Reports.

Though the budget for team policing was much larger than the MCI program budget, it should be remembered that the programs were complementary, not competing. They had some common elements, such as enlarging the investigative role of the Patrol Division in Crimes Against Property, but mainly they differed in approach. The team policing effort was directed toward reorganization; the MCI program was concerned principally with procedures. Both were attempts to find ways to improve the quality of policing.

## B. PLANNING FOR THE MCI PROGRAM

The MCI grant was scheduled to begin in October 1976, but the first funding--\$8,250--did not come through until December 20. The next seven months were spent planning the program and training personnel. About \$8,500 of the total grant, along with a somewhat greater amount of local funds, was to be devoted to training the line officers, supervisors, and investigators who would be involved in the program. The program also acquired fingerprint kits and extra cameras for use by patrol officers in carrying out their newly widened investigative responsibilities. All Police Academy recruits would be trained in the use of this equipment.

Most of the MCI grant money was earmarked for hiring staff and consultants directly connected with the program. The Department's MCI proposal called for creating the following new functions:

Project Director - To study present methods of investigation and implement modifications aimed at achieving the program objectives, and to develop a training program to improve investigation and acquaint staff with their functions under the program.

Systems Analyst - To design computer programs to provide data for evaluating the program.

Secretary - To assist the Director and his department.

Computer Programmer (by contract) - To modify the existing data system.

Program Consultant (by contract) - To assist in planning and designing the MCI program.

Local Evaluator (by contract) - To plan for and carry out the evaluation of program outcomes.

Research Assistant (part time) - To carry out manual data search.



A key function in the MCI program would be that of Investigative Coordinator, created by the team-policing reorganization. The Investigative Coordinator would take responsibility for the quality of patrol officer's preliminary reports, make the final decision on whether a case should be investigated further, assign cases to detectives for further investigation, track progress on these cases, and rescreen the "live" cases at regular intervals. In other words, this was the function of chief manager of the continuing investigation.

Department personnel directly involved in planning and implementing the MCI program attended several workshops and seminars dealing with the MCI concept. They also visited other MCI sites, including Rochester, New York, which also had team policing. In-house training programs were carried out during the planning period to explain to team personnel the use of new equipment, forms, and procedures.

Table II-4 tracks significant events in the process of planning for the MCI program and in its implementation:

TABLE II-4: CHRONOLOGY OF MCI IN ST. PAUL, MINNESOTA

Date	Activity
May 1975-June 1976	The Department's Decentralization Committee studies the team-policing concept and its possible application in St. Paul; the Committee formulates its preliminary report to city officials.
July 23, 1976	The Department applies to LEAA's National Institute for Law Enforcement and Criminal Justice for a grant to field test the MCI program developed by the Institute's Office of Technology Transfer.
	An MCI Program Director is designated from within the Police Department staff.

TABLE II-4: CHRONOLOGY OF MCI IN ST. PAUL, MINNESOTA  
(continued)

Date	Activity
August 31, 1976	With its approval of the Department's MCI grant application, NILECJ transfers \$135,000 to its Chicago Regional Office to fund St. Paul's MCI program.
September 1976	City officials give final approval to the decentralization plan and authorize the Department to proceed with reorganization for team policing.
November 29, 1976	The Police Chief, three Deputy Chiefs, the MCI Program Director, and a representative of the Ramsey County Attorney's office attend a seminar in Washington, D.C., sponsored by University Research Corporation to give direction to the five MCI-grant cities.
January 3, 1977	The MCI Program Director meets with Investigative Division staff to plan for implementing team-policing and MCI programs; discussion includes timetables, coordination of the two grants, training programs, promotions, and implementation procedures.
	The Investigative Coordinator for team policing is appointed.
January 5, 1977	Further planning sessions are held to define the role of the Investigative Coordinator, explain the concept of case screening and relate it to team policing, and to assign to the MCI Program Director the task of listing offenses suitable for team investigation and of answering questions about reports and the routing of reports.
January 11, 1977	Program Director meets with unit commanders and systems analyst to provide them with background on MCI, to explain the objectives of the program, and to ask for their input during the project.

TABLE II-4: CHRONOLOGY OF MCI IN ST. PAUL, MINNESOTA  
(continued)

Date	Activity
January 13, 1977	A departmental task force is set up to design an offense report emphasizing solvability factors. The task force met several times, ultimately deciding upon six solvability factors to be included in separate report forms for each of the three investigative units.
February 10, 1977	Department representatives visit Rochester, New York, to study its MCI project and team-policing organization.
March 30, 1977	MCI Program Director and the Investigative Coordinator participate in Chicago conference held to explain MCI concepts to chiefs of police throughout nation.
April 1, 1977	Local evaluator is appointed for the team policing programs.
April 15, 1977	The final design for the new offense reports is accepted after being field-tested for about a month.
May 11, 1977	MCI Program Director and Investigative Coordinator attend County Attorney's Law Enforcement Conference held to discuss charge requirements and other information which was ultimately used as the basis for the booklet, <u>The Charging Process</u> .
May 25-27, 1977	St. Paul MCI representatives attend Birmingham MCI conference.
June 3, 1977	Timetable narrative is sent to NILECJ detailing St. Paul's plan to achieve its MCI objectives.
June 13-30, 1977	In-service training courses are held for team personnel to explain purpose and use of new report forms. Video tape is prepared to provide information to personnel not receiving in-service training.
June 16, 1977	Fingerprint kits are ordered to be used in training Police Academy recruits.

TABLE II-4: CHRONOLOGY OF MCI IN ST. PAUL, MINNESOTA  
(continued)

Date	Activity
June 20, 1977	Form letters are designed to be sent to victims of crimes screened out by the Investigative Coordinator; new report forms are ready for distribution.
July 7, 1977	Video tape training provided to personnel who did not participate in in-service training.
July 12, 1977	Narrative continuation report is designed; this will be used in connection with new offense reports.
July 17, 1977	Team-policing and MCI programs are implemented; new report forms are put into use.
July 20, 1977	Form letters to victims of crimes screened by coordinator are put into use.
July 25, 1977	Fingerprint kits put into use in Academy; later, they will be issued to patrolmen on duty.
September 21, 1977	The booklet, the <u>Charging Process</u> is distributed to team personnel.
September 24, 1977	MCI systems analyst is appointed.
October 17, 1977	Proposed prosecutors' feedback information sheet distributed to Records and Unit Commanders; proposal dropped because of lack of resources and/or negative response from Division Commanders.
October 25, 1977	MCI Program Director attends MCI conference in Rochester, New York.
November 16, 1977	Representatives of St. Paul MCI program attend MCI conference in Silver Spring, Maryland.
December 22, 1977	Requested and received the first three-month extension of the MCI grant.
March 27, 1978	Monitoring of the continued investigation is started; Unit Commanders now receive monthly printout showing investigator case loads.
May 1-2 1978	St. Paul MCI conference is held.

TABLE II-4: CHRONOLOGY OF MCI IN ST. PAUL, MINNESOTA  
(continued)

Date	Activity
May 15, 1978	Printout is developed which indicates crime scenes being processed by patrol officers.
July 1, 1978	Requested and received last three-month grant extension.
July 12, 1978	Additional copies of <u>The Charging Process</u> are distributed to local law enforcement agencies and County Attorney Offices.
September 30, 1978	MCI funding is ended.

## III. IMPLEMENTATION OF THE MCI PROGRAM

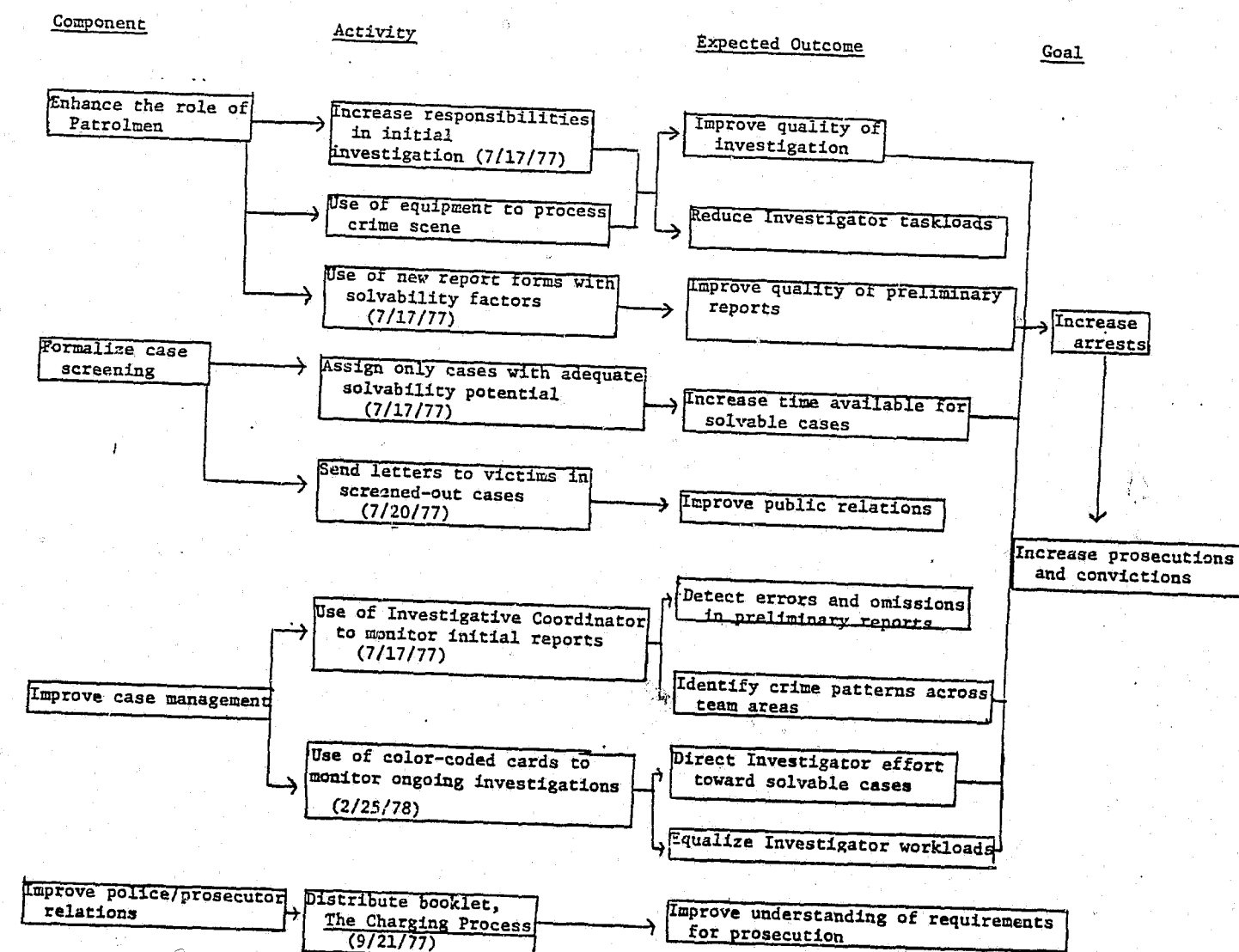
The ultimate goal of the MCI program was to increase the number of cases that result in arrest, prosecution, and conviction by improving the efficiency and effectiveness of the investigative process. The St. Paul Police Department approached this goal in two steps: first, by integrating Patrol investigations and detective investigations; next, by monitoring cases as they proceed through the investigative process and then through the court system in such a way as to provide for accountability by all who are involved in the criminal justice process.

## A. EXPECTATIONS FOR ST. PAUL'S MCI PROGRAM

The Department developed at least some activities with respect to all four components of NILECJ's prescriptive package for MCI programs. It concentrated particularly on reorganizing the investigative function so as to enhance the role of patrolmen, thereby decreasing the taskload of investigators and on screening out cases with a small likelihood of being solved. The Department's efforts to improve police/prosecutor relations were largely confined to issuing a booklet describing the elements necessary for prosecutors to bring charges against an offender. Modifications aimed at improving the management of cases that were not screened out and continued through the investigative process were instituted some seven months after the inception of the program.

Figure III-1 relates the Department's activities to the four components of the MCI program and shows how the Department expected the outcomes of its MCI activities to contribute to the goal of increasing arrests and convictions.

FIGURE III-1: ACTIVITIES UNDER THE MCI PROGRAM AND THEIR EXPECTED OUTCOMES



## B. ACTIVITIES UNDER THE MCI PROGRAM

Most of the modifications that the MCI program introduced were procedural ones. Some organizational changes did occur, but these were largely related to the introduction of team policing.

## 1. THE ROLE OF THE PATROL OFFICERS

On the day the MCI program was inaugurated, St. Paul's Police Chief issued an interoffice communication outlining how the program was to be implemented. Included in this document was a description of the new investigative responsibilities of patrol officers:

In an attempt to improve investigations, the Patrol Officers will have more input during the initial investigation. Instead of simply filling out a preliminary report, they will now take the initial investigation as far as they can before completing their reports. This will include checking for witnesses and processing the crime scene. Then, while making out reports, they will actually make a recommendation as to whether or not an Investigator from a particular Investigative Unit should continue with a further investigation.

This modification involved shifting some of the investigative duties that had been the responsibility of Investigative Unit personnel to the patrol officers who respond to a crime complaint. Normally, these patrol officers are the first police to arrive at a crime scene, and it was expected that their prompt interviewing of witnesses and processing of evidence would provide "fresher," and hence better quality, crime reports. This change was also expected to lighten the workloads of investigators.

## a. FINGERPRINT KITS

A number of fingerprint kits were acquired under the MCI program, and all police recruits now are trained in their use. A stated departmental

goal is to process every crime scene for potential latent prints, and this processing is to be carried out largely by patrol officers. The Department places great emphasis on fingerprint evidence and has an automated fingerprint identification system which will contain all latent prints collected in the Minneapolis/St. Paul area. Along with these kits, the Department has acquired extra cameras to distribute among the police teams.

b. THE NEW REPORT FORMS

Prior to the MCI programs, the Department used two forms--the Robbery and Crimes Against Persons Report and the Theft and Burglary Report--to record investigative data. These have now been replaced by a Crimes Against Persons Report and a Crimes Against Property Report. The new forms are shown here as Exhibit III-1.

The new reports were designed to allow patrol personnel to collect relevant information at the scene of a crime as quickly and efficiently as possible. The new report forms, like the old ones, provide spaces for recording all pertinent data on a crime--type of crime, location, time, persons involved, and so forth. In addition, in spaces darkened for emphasis, the new forms feature information on the presence of solvability factors.

The Department had determined that in most cases that eventually are solved one or more of six types of information are available. The new report forms ask the following questions about the presence of these solvability factors:

1. Was there a witness to the crime?
2. Is there information available about the suspect?
3. Was there a support vehicle?
4. Is stolen property traceable?



1. Page _____ Of _____		CITY OF ST. PAUL						CRIMES AGAINST PERSONS			DEPARTMENT OF POLICE			2. C.N. _____							
3. Day _____ Mo _____ Date _____ Year _____		4. Time _____		5. Team _____		6. Squad _____		7. Offense _____			8. Type of Premise _____			9. Class _____							
10. Location of Call _____						11. Location of Crime Scene _____				12. Date & Time Occurred or Between Hours _____											
13. Victim (firm name if business) _____				DOB _____		Sex _____		Race _____		Address _____		Zip Code _____		Res. _____ Phone _____ Bus. _____							
14. Owner _____				Last _____		First _____		Middle _____		Address _____		Zip Code _____		Res. _____ Phone _____ Bus. _____							
15. Who Reported Crime _____						Age _____		Address _____		Zip Code _____		Res. _____ Phone _____ Bus. _____									
16. If Victim is a Juvenile-Name of Parent or Guardian _____						17. Condition: Sober <input type="checkbox"/> HBD <input type="checkbox"/> Intox. <input type="checkbox"/> Dead <input type="checkbox"/> Drugs <input type="checkbox"/> Conscious <input type="checkbox"/> Unconscious <input type="checkbox"/>						18. Occupation or School _____		Employer _____							
19. Nature of Injury & Location on Body _____						20. Victim Hospitalized-Where/Dead-Who Pronounced _____				21. Signature of Person Reporting Crime X				24. Victims Location at Time of Arrival _____							
22. Weapon or Force Used _____						23. How Used _____				27. 1st Officer at Scene _____											
25. How Offender Approached _____						26. Direction of Flight _____															
28. What Did Offender Say on 1st Encounter _____						During Commission _____				On Leaving Scene _____											
29. WAS THERE A WITNESS TO CRIME? _____ If Yes, Place "X" in Box _____																					
List Addresses Checked _____				List Persons Interviewed _____				Phone _____		Age _____		Information Provided-Use Narrative if Needed _____									
30. IS THERE INFORMATION AVAILABLE ABOUT A SUSPECT? _____ If Yes, Place "X" in Box _____																					
31. No. of Suspects _____				32. Suspect(s) Name or Alias _____				#2 _____		#3 _____											
Arrest Made Yes <input type="checkbox"/> No <input type="checkbox"/>				#1 _____				#2 _____		#3 _____											
33. Suspect May be Located At _____				#1 _____				#2 _____		#3 _____											
34. Suspect Described - Age/Sex/Race/Height/Weight/Scars/Marks/Clothing/Etc. _____				#1 _____				#2 _____		#3 _____											
35. WAS THERE A SUSPECT VEHICLE? _____ If Yes, Place "X" in Box _____																					
Description _____				Year _____		Make _____		Body Style _____		Color(s) _____		Lic. Number & State _____		Identifying Characteristics _____							
36. IS STOLEN PROPERTY TRACEABLE? _____ If Yes, Place "X" in Box _____																					
Property Taken _____						Serial No. or Operation I.D. Number _____						Value _____									
37. Describe Articles Recovered _____																					
Disposition _____														Records <input type="checkbox"/> Crime Lab <input type="checkbox"/> Crime Lab Locker <input type="checkbox"/> Property Room <input type="checkbox"/>							
38. IS THERE PHYSICAL EVIDENCE PRESENT? _____ If Yes, Place "X" in Box _____																					
39. Was Scene Processed _____				40. Officer(s) Who Processed Scene _____				41. Fingerprints Turned In _____				42. Photos Taken _____									
Yes <input type="checkbox"/> No <input type="checkbox"/>								Yes <input type="checkbox"/> No <input type="checkbox"/>				Yes <input type="checkbox"/> No <input type="checkbox"/>									
43. ARE THERE CIRCUMSTANCES OR A NOTICEABLE M.O. PRESENT WHICH WOULD INDICATE THAT FURTHER INVESTIGATION WOULD BE ADVISABLE? _____ If Yes, Place "X" in Box _____																					
CHF _____		CAPERS _____		JUV _____		COORD _____		I.D. _____		SQ _____		LAB _____		PROP _____		REC _____		OTHER _____		PM7R-77	

1. Page _____ Of _____		CITY OF ST. PAUL				CRIMES AGAINST PROPERTY				DEPARTMENT OF POLICE				2. C.N. _____							
3. Day	Mo	Date	Year	4. Time	5. Team	6. Squad	7. Offense		8. Commercial Residence <input type="checkbox"/>	Type of Premise			9. Class								
10. Location of Call						11. Location of Crime Scene				12. Date & Time Occurred or Between Hours											
13. Victim (firm if business)						Address				Zip Code		Res.		Phone Bus.							
14. Owner Last First Middle						Address				Zip Code		Res.		Phone Bus.							
15. Who Reported Crime						Age		Address		Zip Code		Res.		Phone Bus.							
16. Who Discovered Crime						Address				Zip Code		Res.		Phone Bus.							
17. Who Secured Premise						Address				Zip Code		Res.		Phone Bus.							
18. How Entry Gained						19. Tools Used to Gain Entry				20. How Departed											
21. WAS THERE A WITNESS TO CRIME?														If Yes, Place "X" in Box							
List Addresses Checked				List Persons Interviewed				Phone		Age		Information Provided - Use Narrative if Needed									
22. IS THERE INFORMATION AVAILABLE ABOUT A SUSPECT?														If Yes, Place "X" in Box							
23. No. of Suspects				24. Suspect(s) Name or Alias																	
Arrest Made Yes <input type="checkbox"/> No <input type="checkbox"/>				#1				#2		#3											
25. Suspect May be Located At								#2		#3											
#1								#2		#3											
26. Suspect Described - Age/Sex/Race/Height/Weight/Scars/Marks/Clothing/Etc.								#2		#3											
#1								#2		#3											
27. WAS THERE A SUSPECT VEHICLE?														If Yes, Place "X" in Box							
Description		Year		Make		Body Style		Color(s)		Lic. Number & State		Identifying Characteristics									
28. IS STOLEN PROPERTY TRACEABLE?														If Yes, Place "X" in Box							
Property Taken								Serial No. or Operation I.D. Number				Value									
30. Describe Articles Recovered										29. Signature of Person Reporting Crime											
										X											
										Disposition		Records Crime Lab <input type="checkbox"/>		Crime Lab Locker Property Room <input type="checkbox"/>							
31. IS THERE PHYSICAL EVIDENCE PRESENT?														If Yes, Place "X" in Box							
32. Was Scene Processed				33. Officer(s) Who Processed Scene				34. Fingerprints Turned In				35. Photos Taken									
Yes <input type="checkbox"/> No <input type="checkbox"/>								Yes <input type="checkbox"/> No <input type="checkbox"/>				Yes <input type="checkbox"/> No <input type="checkbox"/>									
36. ARE THERE CIRCUMSTANCES OR A NOTICEABLE M.O. PRESENT WHICH WOULD INDICATE THAT FURTHER INVESTIGATION WOULD BE ADVISABLE?														If Yes, Place "X" in Box							
CHF		CAPROP		JUV		COORD		I.D.		SQ		LAB		PROP		REC		OTHER		PM5R-77	

[illegible]

5. Is there physical evidence present?
6. Are there circumstances or a noticeable MO present which which would indicate that further investigation would be advisable?

The Chief's Interoffice Communication of July 17, explained the practical significance of these questions:

If, while conducting the initial investigation, the Patrol Officer finds the existence of at least one of these solvability factors, the case will be recommended for further follow-up. If there is not at least one solvability factor present, the case will be recommended for no further follow-up.

Patrol personnel were given in-service or videotape training in using the new report forms. Although there are still some problems with inaccuracies in filling out the forms and in getting the forms to the Investigative Coordinator within the required 24-hour period, the forms are the basic ingredient of the case screening process.

## 2. CASE SCREENING

Case screening at an early stage of the investigative process permits more efficient use of investigator time. Those cases that appear unlikely to result in arrests can be removed from the system, leaving for follow-up investigation only those cases that are potentially fruitful. Although a similar "sorting out" took place before the inception of the MCI program, it was largely based on individual judgment. The solvability factors provided objective criteria for abandoning or pursuing an investigation.

The responding patrol officer's recommendation is the first step in screening out unproductive cases, but it is the Investigative Coordinator who actually makes the decision on case disposition. He reviews all incoming reports and either refers the case to the proper Investigative Unit--Crimes Against Property, Crimes Against Persons, or Juvenile--or screens it out of the system for lack of sufficient pertinent information.

Those cases that are screened out are closed (pended) as not cleared, and a letter is sent to the victims involved explaining that present information is insufficient to allow further investigation. This form letter is shown in Exhibit III-2. The letter is designed to reassure victims that their cases have not been simply forgotten or lost in the files. The use of the letter is expected to deter public resentment against what might otherwise be perceived as police inaction.

## 3. CASE MANAGEMENT

The new report forms were expected to facilitate the tasks of the Investigative Unit in two respects: they allow unproductive cases to be screened out before they reached the Unit, and they direct the attention of investigators toward the solvable factors in a case. The next step in improving investigative efficiency was to streamline recordkeeping and record processing so as to allow better management control over continuing investigations.

Before the MCI program went into effect, investigative caseloads were managed through the use of logbooks. Except in cases of suspected homicide, a patrol officer responding to an incident would file his report on it with the appropriate investigative unit. The report was then reviewed by the Captain of the unit, who entered the pertinent data--date the case was received, complaint number, and investigator assigned--in the unit's logbook. Entries were made in chronological order.

The logbook was the principal resource for managing a unit's work. Cases were assigned on the basis of investigators' current case loads, and assigned cases were reviewed regularly to see what action might be called for. Gathering this information required scanning the logbook and/or making personal inquiries--a cumbersome and haphazard method for carrying out day-to-day management of investigations.

DEPARTMENT  
OF POLICE  
CITY OF ST. PAUL

III-10

R. H. ROWAN  
CHIEF OF POLICE

EXHIBIT III-2: Letter to Victims  
of Screened Crimes



101 E 10TH STREET  
ST. PAUL, MINNESOTA 55101  
(612)-291-1111

May 1, 1978

Ms. Irene Field  
2001 East Rose  
St. Paul, MN 55119

RE: CN #7,040,742

Dear Ms. Field:

On April 3, 1978, you reported an incident to the St. Paul Police Department.

Our Police Investigators have exhausted all available leads in this matter and, as of this date, insufficient information is available to successfully conclude your case.

If you now have or do become aware of additional information in this matter, please bring it to the attention of the Crimes Against Property Unit of the Police Department. An Investigator from that Unit can be reached between 8:00 A.M. and 5:00 P.M., Monday through Friday, by calling 291-1111, Extension 335.

Your case, although not actively worked on, remains open and has been placed on file. It will remain on file until any new lead has been developed.

Sincerely,

Lieutenant Lawrence McDonald  
Team A-3

"A"

III-11

In March 1978, a new system was put into effect. For those cases which survive the screening process and are sent on to be further investigated, a file card is started which summarizes the information in the preliminary crime report. These cards also provide space to record the eventual disposition of the case. They are color-coded by division so as to facilitate aggregate recordkeeping. Cards for the three Investigative Units are displayed in Exhibit III-3.

As solvable cases are received in an Investigative Unit, they are first assigned by the Captain to particular investigators in such a way as to equalize caseloads among the Unit's personnel. The cards are then placed in a separate file. Unless a case is cleared within a week, the Captain reviews its card after it has been in the file seven days to determine whether the case still should be considered solvable. If it is not, it is removed from the system--or screened out; if it still warrants further investigation, the card is placed in another file to be reviewed in another 21 days. Figure III-2 illustrates the flow of crime reports through the Department since the card system was adopted.

The MCI card system provides data for a 28-day printout listing the names of individual investigators, the number of cases they disposed, and the disposition of these cases. Exhibit III-4 is a sample of such a printout. The printout allows the Investigative Coordinator to monitor the course and results of the Department's investigative activities. The Department plans to expand the use of MCI cards in gaining an overview of the investigative process. The cards, for example, could provide data on the effectiveness of the solvability factors.



III-12

VICTIM'S NAME \_\_\_\_\_ DATE \_\_\_\_\_ CN # \_\_\_\_\_  
 OFFENSE \_\_\_\_\_ INVEST. \_\_\_\_\_ # \_\_\_\_\_ INC. \_\_\_\_\_ DE \_\_\_\_\_  
 CRIME SCENE \_\_\_\_\_ REVIEW: 7 DAY/28 DAY

SOLVABILITY FACTORS CONTAINED: (Please check to indicate)

- (1) WAS THERE A WITNESS TO CRIME?.....(1) \_\_\_\_\_
- (2) IS THERE INFO AVAILABLE ABOUT SUSPECT?.....(2) \_\_\_\_\_
- (3) WAS THERE SUSPECT VEHICLE?.....(3) \_\_\_\_\_
- (4) IS STOLEN PROPERTY TRACEABLE?.....(4) \_\_\_\_\_
- (5) IS THERE PHYSICAL EVIDENCE PRESENT?.....(5) \_\_\_\_\_
- (6) ARE THERE CIRCUMSTANCES OR NOTICEABLE M.O. WHICH WOULD INDICATE THAT FURTHER INVESTIGATION WOULD BE ADVISABLE?.....(6) \_\_\_\_\_

STATUS:

CLEARED BY ARREST \_\_\_\_\_(1)  
 UNFOUNDED \_\_\_\_\_(2)

DISPOSITION DATE: \_\_\_\_\_

NOT CLEARED \_\_\_\_\_(3)  
 EXCEPTIONAL CLEARANCE \_\_\_\_\_(4)

FILE # \_\_\_\_\_

T.O.T. Juv. ☐

CRIMES AGAINST PROPERTY UNIT

PM 478

VICTIM'S NAME \_\_\_\_\_ DATE \_\_\_\_\_ CN # \_\_\_\_\_  
 OFFENSE \_\_\_\_\_ INVEST. \_\_\_\_\_ # \_\_\_\_\_ INC. \_\_\_\_\_ CC \_\_\_\_\_  
 SUSPECT'S NAME \_\_\_\_\_ REVIEW: 7 DAY/28 DAY

SOLVABILITY FACTORS CONTAINED: (Please check to indicate)

- (1) WAS THERE A WITNESS TO CRIME?.....(1) \_\_\_\_\_
- (2) IS THERE INFO AVAILABLE ABOUT SUSPECT?.....(2) \_\_\_\_\_
- (3) WAS THERE SUSPECT VEHICLE?.....(3) \_\_\_\_\_
- (4) IS STOLEN PROPERTY TRACEABLE?.....(4) \_\_\_\_\_
- (5) IS THERE PHYSICAL EVIDENCE PRESENT?.....(5) \_\_\_\_\_
- (6) ARE THERE CIRCUMSTANCES OR NOTICEABLE M.O. WHICH WOULD INDICATE THAT FURTHER INVESTIGATION WOULD BE ADVISABLE?.....(6) \_\_\_\_\_

STATUS:

CLEARED BY ARREST \_\_\_\_\_(1)  
 UNFOUNDED \_\_\_\_\_(2)

DISPOSITION DATE: \_\_\_\_\_

NOT CLEARED \_\_\_\_\_(3)  
 EXCEPTIONAL CLEARANCE \_\_\_\_\_(4)

T.O.T. Juv. ☐

CRIMES AGAINST PERSONS UNIT

PM 477

VICTIM'S NAME \_\_\_\_\_ DATE \_\_\_\_\_ CN # \_\_\_\_\_  
 OFFENSE \_\_\_\_\_ INVEST. \_\_\_\_\_ # \_\_\_\_\_ INC. CC \_\_\_\_\_  
 REVIEW: 7 DAY/28 DAY

SOLVABILITY FACTORS CONTAINED: (Please check to indicate)

- (1) WAS THERE A WITNESS TO CRIME?.....(1) \_\_\_\_\_
- (2) IS THERE INFO AVAILABLE ABOUT SUSPECT?.....(2) \_\_\_\_\_
- (3) WAS THERE SUSPECT VEHICLE?.....(3) \_\_\_\_\_
- (4) IS STOLEN PROPERTY TRACEABLE?.....(4) \_\_\_\_\_
- (5) IS THERE PHYSICAL EVIDENCE PRESENT?.....(5) \_\_\_\_\_
- (6) ARE THERE CIRCUMSTANCES OR NOTICEABLE M.O. WHICH WOULD INDICATE THAT FURTHER INVESTIGATION WOULD BE ADVISABLE?.....(6) \_\_\_\_\_

STATUS:

CLEARED BY ARREST \_\_\_\_\_(1)  
 UNFOUNDED \_\_\_\_\_(2)

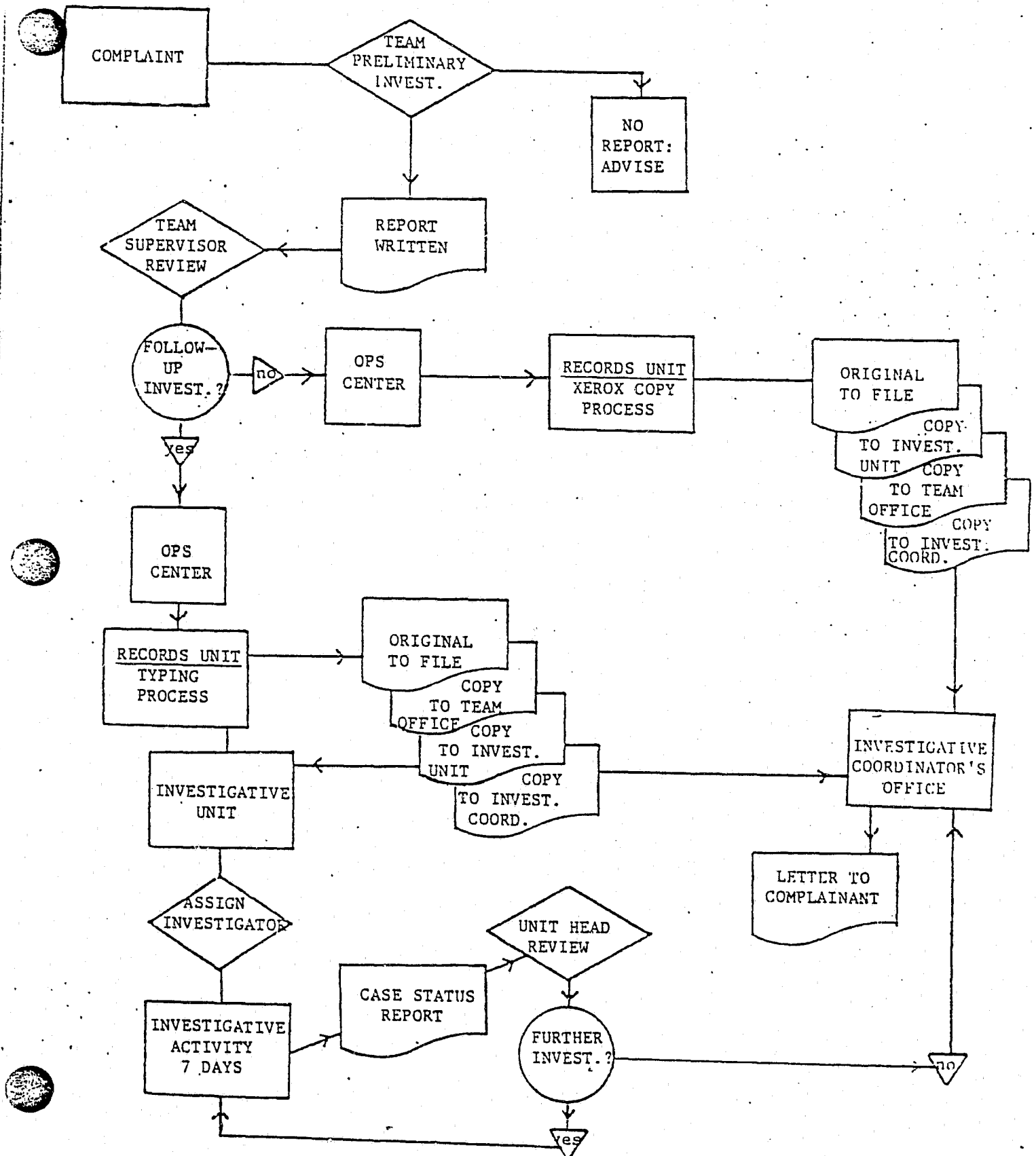
DISPOSITION DATE: \_\_\_\_\_

NOT CLEARED \_\_\_\_\_(3)  
 EXCEPTIONAL CLEARANCE \_\_\_\_\_(4)

JUVENILE UNIT

PM 479

III-13  
 FIGURE III-2  
 REPORT FLOW UNDER MCI SYSTEM



## EXHIBIT III-4: SUMMARY OF CASE DISPOSITIONS

MANAGING CONTINUED INVESTIGATIONS  
 CRIMES AGAINST PROPERTY  
 Report Period 3  
 February 25 to March 25, 1978

CALL #	INVESTIGATOR	NO. OF CASES DISPOSED	STATUS OF DISPOSED CASES			
			CLEARED BY ARREST	UNFOUNDED	NOT CLEARED	EXCEPTIONAL CLEARANCE
730	CAPTAIN D. TROOEN					
731	LT. G. JOHNSON	6	0	2	3	1
732	Matz, J.	42	3	0	37	2
733	Baker, F.	3	0	0	3	0
734	Renteria, A.	25	0	1	24	0
735	Mahoney, J.	40	0	2	33	5
736	Heutmayer, W.	65	6	1	54	4
737	Hale, D.	46	1	3	37	5
738	Hinz, D.	54	3	3	44	4
739	Robilliard, W.	27	2	0	21	4
740	LaChapelle, W.	31	2	0	28	1
741	Hoeller, E.	35	1	1	28	5
742	Opheim, J.	50	0	2	43	5
743	Grosberg, R.	19	3	1	13	2
744	Rosco, S.	46	4	1	33	8
745	Kramer, G.					
746	Michel, V.					
100	Patrol	108	106	0	1	1
110	Office	8	5	1	2	0
	TOTAL	605	136	18	404	47

4. POLICE/PROSECUTOR RELATIONSHIPS

Although some attempt has been made to improve police/prosecutor relationships, this has not been a main point in St. Paul's MCI program. So far, the County Attorney's Office has preferred to deal with specific problems rather than try to devise a program for day-to-day improvement.

The County Attorney's Office provides the Department with some feedback on the status and disposition of cases it receives. An example of such a report is shown in Exhibit III-5. These reports tend to lack the type of information that would provide guidance to police officers in future arrests.

The principal medium for trying to improve police/prosecutor relationships is the booklet, The Charging Process--Offense Elements and Issues, which was developed with the County Attorney's Office. The Charging Process spells out in detail for various types of crimes the evidence the Prosecutor's Office will need to know to bring charges and to have these stand up in court and result in conviction. Sample pages of this booklet are shown in Exhibit III-6. The booklet was issued to all Police Department personnel and to members of the County Attorney's staff. It is expected that the booklet will encourage Police Officers to think beyond arrest toward the successful prosecution of offenders.

III-16

EXHIBIT III-5: CITY ATTORNEY'S CASE REPORT

<u>NAME</u>	<u>POLICE COMPLAINT NUMBER</u>	<u>REASON NOT CHARGED</u>	<u>OCTOBER 1977</u>	<u>REFERRED CITY ATTORNEY</u>	<u>RETURNED, FURTHER INVESTIGATI</u>
<u>10-03-77</u>					
Jerald Bye	7,108,287 Att. Arson	Guy tried to set his own car on fire but didn't get it lit. Took place during a domestic argument. Sent to City.	X		
Olena Bierschbach; Michael Matson	# Unknown Agg. Asslt.; Terr. Threats	Hassle at bar with Def. getting beat up and then going to car to get rifle and threaten people who beat on him. Sent to City for multiple misdemeanors.	X		
Milo Merrill	# Unknown Agg. Asslt.	Domestic - Victim will not prosecute.			
Michael Pientka	# Unknown Agg. Asslt.	After more work they will bring back for charge. Cop did a lousey job at initial investigation.			X
Gary Birch; Michael Watters	# Unknown Fel. Theft	Value of stolen property less than \$100.			
Gerald Loehlein; Joseph Phillips	7,108,447 Auto Theft	Victim reported his car stolen but then got it back and didn't tell police. Then he loaned it to Loehlein and Phillips and police, acting on the reported theft, arrested them.			
Mark Whiting	# Unknown Highway Patrol	Driver without any drink and no abnormal driving hit and killed a 37 year old woman who ran into the highway (#8) in front of car. No evidence of carelessness by driver.			
Parenteau	# Unknown Highway Patrol	Driving after revocation and possession of hashish at same time and place. Charge with driving after revocation (a misdemeanor in this case). Sent to City Attorney.	X		
Jacke	777,780	Passed forged prescription in White Bear Lake and in Forest Lake but Washington Co. has for charge on same prescription. Let them handle.			

#### **TIEFT, M.S.A. 609.52**

##### **Elements of M.S.A. 609.52, Subd. 2:**

1. That on or about a certain day the defendant (took) (used) (concealed) (transferred) (retained) possession of movable property.
2. That he did so without the permission of the owner.
3. That the defendant intended to deprive the owner permanently of the property.
4. That the value of the property was \_\_\_\_\_.
5. That the offense occurred in \_\_\_\_\_ County, Minnesota.

(Note as to valuation: \$0-\$100 is a misdemeanor; over \$100 and up to \$2500, a five-year felony; and over \$2500, a ten-year felony.)

##### **Investigation of Theft:**

1. The fair market value of property must be ascertained. The owner's estimate on this, while it may be admissible in evidence, is probably not too accurate. Independent appraisers should be sought out. State v. Arnold, 292 Minn. 495, 196 NW 2d 125.
2. Venue can be a big problem. If the item is taken in one county, but defendant is caught with it in another county, he should be charged in the county he possesses the property, not with "taking", but with "retaining possession", "concealing" or "transferring", if that fits.
3. The relationship between the owner and the defendant, if any, should be established, as this bears upon the question of whether the defendant might have a claim of right to the property. Note in this regard: one spouse cannot commit theft against the other one.
4. The defendant should be questioned about how he came in possession of the property, and whatever story he gives should be checked out.
5. The bookkeeper or embezzler who steals his employer's money can be charged under this section by alleging he "used" or "obtained" possession of the property. Also, in investigation, search for evidence that the books or accounts were altered, which in itself could constitute a forgery.
6. Identifying features of the property, especially serial numbers and owner's ID numbers, should be established where possible.
7. MSA 609.52, Subd. 3(5) permits aggregation of this class of offense for a period of 6 months for purpose of establishing a value in excess of \$100.

##### **Elements of M.S.A. 609.52, Subd. 2(3):**

1. That on or about a certain date the defendant obtained (possession) (custody) (title) of \_\_\_\_\_, the property of \_\_\_\_\_.  
(Note: need not be movable property, could theoretically be real estate.)
2. That the defendant obtained (possession) (custody) (title) to this property by intentionally deceiving the said \_\_\_\_\_ with a false representation, to wit:
  - a. Issuing a (check) (draft) (order) for the payment of money knowing that he was not entitled to draw upon the drawee therefor, or
  - b. A promise made with intent not to perform, to wit that he would \_\_\_\_\_, or

- a. The unauthorized use of a (credit card) (etc.) issued by an organization to a person for use in purchasing goods on credit, or
  - b. Any other false representation. Paragraphs a, b and c are examples and not limitations.
3. That the defendant knew the representation to be false.
  4. That the defendant intended to defraud by his false representation.
  5. That the victim was defrauded by said representation.
  6. That the property was of a value of (more than \$2500) (more than \$100 but less than \$2500) (less than \$100).
  7. That the offense occurred in \_\_\_\_\_ County, Minnesota.

##### **Investigation of M.S.A. 609.52, Subd. 2(3):**

1. Note: again M.S.A. 609.52, Subd. 3(5), permits "aggregation" of 609.52, Subd. 2(3) (a) & (c), use of false credit cards and bad checks, for purposes of achieving a value stolen in excess of \$100. Therefore, if checks, look for as many as you can find. This aggregation can also cross county lines.
2. "Property" must be obtained in order to charge this offense. If the defendant pays wages, past due rent, or an old indebtedness, this section may not be charged.
3. Any further false representation made by the defendant should be checked out. They help to establish his fraudulent intent, e.g., false address, occupations, and identification cards.
4. Establishing the identity of the defendant if not known can be difficult and should proceed along the lines indicated in the discussion of robbery. Do not assume the person who cashed the check is the one named on the check.
5. Fair market value of the property must be established as in the case of any other theft.
6. The status and history of the bank account should be fully developed. If necessary, a search warrant should be obtained.
7. The check itself should be secured for possible handwriting examination. Handle it carefully; place it in a plastic envelope.
8. The name of the custodian of the bank records which reflects the status and history of the account must be obtained as he is a necessary witness.

##### **FELONIOUS THEFT, M.S.A. 609.52, Subd. 2(1) and Subd. 3(2) (a)**

##### **Elements of Felonious Theft, M.S.A. 609.52, Subd. 2(1) & Subd. 3(2) (a):**

1. That on or about a certain day the defendant (took) possession of movable property without the consent of the owner.
2. That the defendant had no claim of right to the property.
3. That the defendant intended to deprive the owner permanently of the possession of the property.
4. That the defendant took the property from the person of \_\_\_\_\_.
5. That the offense occurred in \_\_\_\_\_ County, Minnesota.

##### **Investigation of Felonious Theft:**

1. No proof of value is needed.
2. This is the "pickpocket" type of offense, occasionally it can be used as a lesser offense to the robbery in which little or no force was used. Investigation should follow along the same lines as those for robberies.

#### IV. OUTCOMES OF THE MCI PROGRAM

Because the team-policing and MCI programs were implemented and carried out concurrently, there is little hope of disentangling their impact. Many of the outcomes the Department expected to result from its MCI program activities were influenced by the reorganization of the Department for team policing. The data permit some "before" and "after" observations with respect to the Department's expectations, but the differences cannot be attributed exclusively to the MCI program.

##### A. THE DATA

The St. Paul Police Department had available before the MCI program began the data processing capability--in both personnel and equipment--to meet requirements for program control and evaluation. The Department maintains on a regular basis a historical data base consisting of manual files, microfilm files, and off-line computerized data. In addition, the County Attorney's Office is legally required to maintain manual historical files.

Among the staff personnel hired to support the MCI program was a systems analyst, whose job it was to design the computer programs that would provide the data required to evaluate the program. In fact, the systems analyst also doubled as local program evaluator. The evaluator had available for both before and after the modifications the following kinds of data:

IV-2

The arrest rate for burglaries and robberies.

Disposition of burglaries and robberies.

The percentage of robbery and burglary cases suspended.

The manhours spent on cases prior to their suspension.

The number of burglary and robbery cases charged by the Prosecutor's Office.

The evaluator also had available for after the modifications the number of cases rejected by the Prosecutor's Office and the reasons for rejection.

The changes under the MCI program in the offense report forms, particularly the clear identification of solvability factors, and in the procedures for recording, assigning, and monitoring criminal investigations permit some new analyses, not possible under the old system. These include the effects of case screening, time patrol officers spent on investigation, the relevance of solvability factors, cases assigned and cleared, case disposition, the lapse of time between case assignment and case disposition, and clearance rates.

##### B. CHANGES ASSOCIATED WITH MCI ACTIVITIES

The Department had expected certain outcomes of its MCI activities (See Figure III-1). These expectations were plausible, and the outcomes, if achieved, could plausibly contribute to the ultimate goal of increasing arrests and prosecutions. It is impossible--partly because of the concomitant team-policing effort--to judge that they did. It is possible in some instances, however, to estimate the extent to which expected outcomes materialized--for whatever reason.



1. THE ENHANCED ROLE OF PATROL OFFICERS

One of the activities that both the MCI and the team-policing programs emphasized was placing more responsibility for preliminary investigation on the shoulders of the patrol officers who first respond to a crime complaint. One plausible outcome of this charge would be to shift some of the investigative workload from investigators to patrol officers.

Although there is no empirical evidence concerning change in investigator workloads, there is some evidence supporting the conclusion that patrol officers assumed a larger role in investigations. Obtaining information for the new report forms and processing the crime scenes should require patrol officers to take more time than before in their investigations. And this was indeed the case.

Table IV-1 shows for four seasonally distributed report periods in 1976, 1977, and 1978 the average time patrol officers spent investigating burglaries. For all the report periods, there was a considerable increase between the pre-MCI and during MCI years. For all four periods, taken together, patrol officers spent about 65 percent more time during a burglary investigation in 1978 than in 1976.

TABLE IV-1: AVERAGE TIME SPENT BY PATROL OFFICERS INVESTIGATING A BURGLARY INCIDENT, 1976, 1977, and 1978 (in minutes)

Report Period	1976	1977	1978
January 1-28	51	52	81
February 26-March 25	51	49	84
April 23-May 20	53	44	79
June 18-July 14	47	45	71

Source: Gerald Cathcart, "Managing Criminal Investigations," St. Paul Police Department (mimeo.), November 15, 1978, p.22.

One of the MCI activities aimed at expanding the investigative role of patrol officers was to encourage them to process crime scenes for fingerprint and other evidence. Although patrol squads were issued fingerprint kits, they apparently made very little use of it during 1978, as Table IV-2 indicates.

TABLE IV-2: CRIMES PROCESSED BY PATROL OFFICERS FOR THREE PERIODS FROM JUNE 18 THROUGH SEPTEMBER 8, 1978

Crime Type	June 18 - July 14		July 15 - August 11		August 12 - Sept. 8	
	Number Reported	Percent Processed	Number Reported	Percent Processed	Number Reported	Percent Processed
Homicide	0	0	2	0	0	0
Rape	12	8	16	12	17	12
Robbery	44	9	75	9	88	8
Aggravated Assault	72	6	86	8	87	5
Burglary	743	22	653	21	682	23
Theft	749	3	771	2	680	3
All Others	785	0.4	678	0.3	710	0.4
Total	2405	8	2281	7	2264	8

Source: Cathcart, "Managing Criminal Investigations," p. 24.

Most cases of crimes against persons, of course, were investigated by detectives, so it is to be expected that few of these crime scenes would be processed by patrol officers. Of the crimes most frequently investigated by patrol officers, only about 8 percent were processed for evidence. In cases of burglary, however, in which fingerprints are more likely to be found, slightly more than 20 percent of the crime scenes were processed by patrol officers. Overall, about half the cases that were processed produced evidence, and virtually all of this was fingerprint evidence.

## 2. CASE SCREENING

There are no "before" and "after" comparisons that might indicate whether the new report forms lead to more or earlier case screening than the old ones. Before the MCI program, case screening was largely discretionary and not based on uniform principles applied systematically throughout the Department.

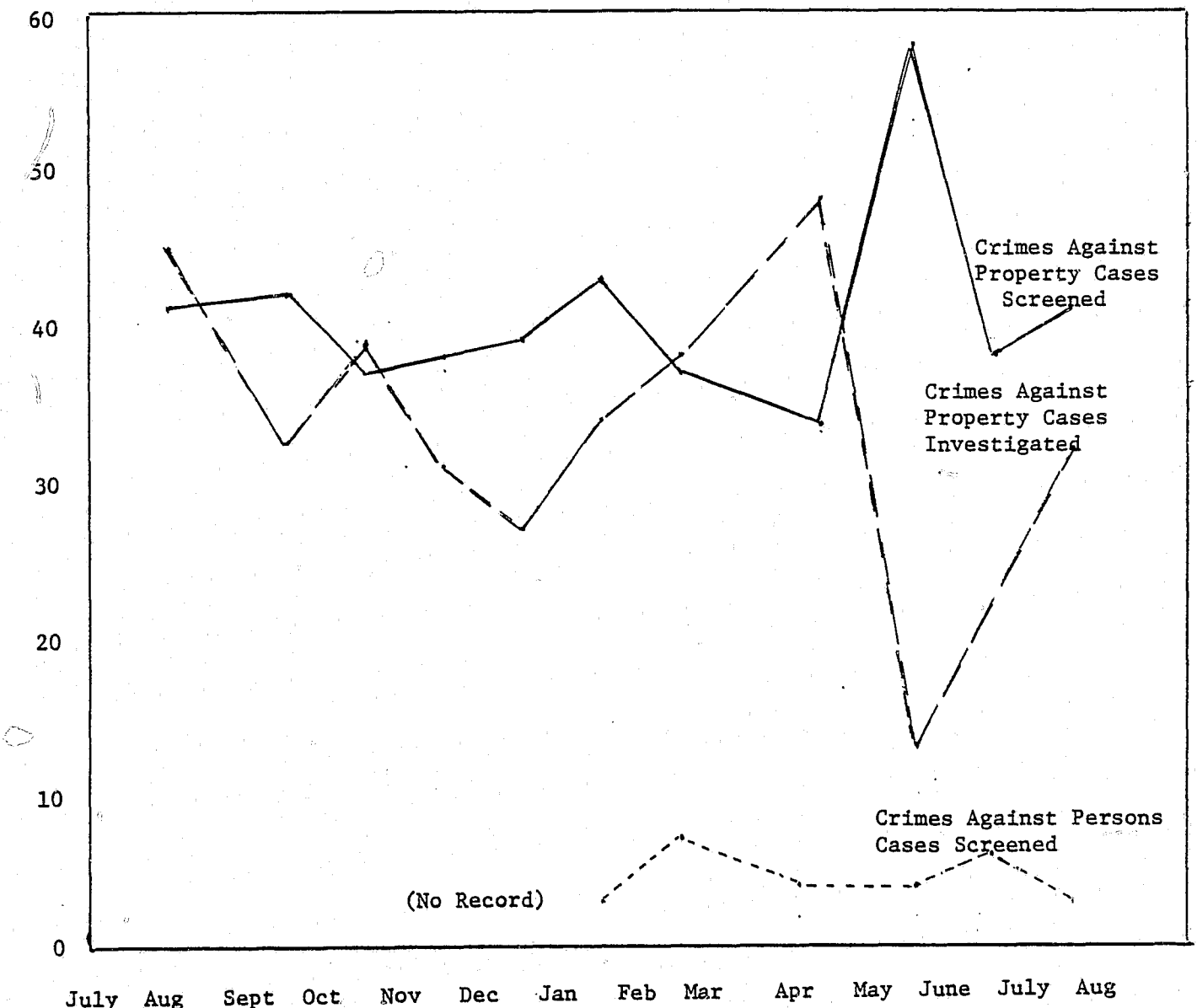
The use of explicit solvability factors to screen cases has permitted the collection of data that indicate the extent to which screening reduces the burden of following up on investigations. These data are shown in Figure IV-1 for Crimes Against Property during the 13-month period following introduction of the new report forms and for Crimes Against Persons during a 7-month period starting in January 1978.

Because there is usually some solvability factor present in Crimes Against Persons, a much smaller percentage of cases are screened out than in Crimes Against Property. Of burglary and theft cases during the 13-month period, about 40 percent were screened out after preliminary investigation, 23 percent did not require investigation, and about 36 percent were investigated further. There was very wide variation in the percent of cases screened out, however, ranging from a low of 33.5 percent during the March-May period to a high of 57.9 percent during the very next period, June-July.

### a. LETTER TO VICTIMS OF SCREENED CRIMES

One of the by-products of formalizing the case-screening process is an explanatory letter sent to victims whose cases are dropped from the investigative system. This element did not directly serve the objectives of the MCI program, but it was expected to contribute to better community relations--an objective of team policing. There was some apprehension that the letters might have a perverse effect, however; that is

FIGURE IV-1: CASE SCREENING RESULTS FOR CRIMES AGAINST PROPERTY AND CRIMES AGAINST PERSONS FROM JULY 17, 1977 THROUGH AUGUST 17, 1978.



Note: All (100%) Incidents of Crimes Against Persons are Investigated. Only those cases requiring screening are shown in Figure IV-1.

Source: Cathcart, "Managing Criminal Investigations," p. 16.

they might call attention to the helplessness of the police department in certain situations.

During the MCI program period, victims in about 40 percent of all reported Crimes Against Property received such a letter. Some were contacted in person or by phone in addition to, or instead of, receiving the letter; some were not contacted at all when their cases were dropped. A survey among a sample of victims whose cases did not warrant follow-up investigation indicates that the letter did not have the negative effects that were feared.

Table IV-3 shows the survey results with respect to victim attitudes about police performance and their own future cooperation with the police. The largest percentage of dissatisfied victims were those who were not contacted by any method. Victims who received letters and who were contacted a number of ways were least dissatisfied. On the other hand, the percentage of letter recipients that were very satisfied--as opposed to just satisfied--with police service was not impressive compared with other methods of contact. The letter does appear to aid public understanding of police efforts, however. More than 80 percent of letter recipients felt the amount of effort expended by police on their cases was about right.

With the exception of those cases that received personal contact, the type of follow-up contact, or even the existence of such contact, made little difference in the likelihood that victims would report crime incidents in the future.

Personal contact appears to be the least desirable method of follow-up. The percentage of persons contacted personally and dissatisfied with police

TABLE IV-3: TYPES OF FOLLOW-UP CONTACT AND PUBLIC EVALUATION OF POLICE SERVICES BY VICTIMS OF BURGLARIES REPORTED FROM JUNE 1 THROUGH JULY 15, 1978

Satisfaction Level:					
	<u>None</u>	<u>Letter</u>	<u>Phone</u>	<u>In Person</u>	<u>Multiple</u>
Very Satisfied	25.4% ( 36)	32.1% ( 27)	41.1% ( 44)	36.7% ( 11)	35.7% ( 15)
Satisfied	56.3% ( 80)	59.5% ( 50)	47.7% ( 51)	46.7% ( 14)	59.5% ( 25)
Dissatisfied	18.3% ( 26)	8.4% ( 7)	11.3% ( 12)	16.6% ( 5)	4.8% ( 2)
	100.0% (142)	100.0 ( 84)	100.1% (107)	100.0% ( 30)	100.0% ( 42)
Likelihood of Reporting Future Incidents:					
	<u>None</u>	<u>Letter</u>	<u>Phone</u>	<u>In Person</u>	<u>Multiple</u>
More Likely	35.5% ( 50)	35.7% ( 30)	46.3% ( 50)	50.0% ( 15)	54.8% ( 23)
Same	61.7% ( 87)	61.9% ( 52)	51.9% ( 56)	36.7% ( 11)	42.9% ( 18)
Less Likely	2.8% ( 4)	2.4% ( 2)	1.9% ( 2)	13.3% ( 4)	2.4% ( 1)
	100.0% (141)	100.0% ( 84)	100.1% (108)	100.0% ( 30)	100.1% ( 1)
Perception of Police Effort on Their Case:					
	<u>None</u>	<u>Letter</u>	<u>Phone</u>	<u>In Person</u>	<u>Multiple</u>
Not Enough Effort	19.7% ( 24)	12.8% ( 10)	16.5% ( 17)	23.3% ( 7)	10.3% ( 4)
About Right	70.5% ( 86)	80.8% ( 63)	72.8% ( 75)	70.0% ( 21)	76.9% ( 30)
Too Much	9.8% ( 12)	6.4% ( 5)	10.7% ( 11)	6.7% ( 2)	12.8% ( 5)
	100.0% (122)	100.0 % ( 78)	100.0% (103)	100.0% ( 30)	100.0% ( 39)

service was nearly as high as among those not contacted at all. Comparatively large percentages felt police had not expended enough effort on their cases or that they would be less likely to report future incidents.

Overall, the letter appears to be an adequate way of informing victims about the disposition of their cases. It is superior to no contact at all, and it produced few negative reactions.

#### b. EFFECTIVENESS OF SOLVABILITY FACTORS

Case screening on the basis of the absence of solvability factors does appear to reduce investigator workloads (see Figure IV-1). It was expected that pursuing only those cases in which solvability factors were present would produce a higher rate of arrest than was the case in previous investigations. To judge whether this expectation has been realized would require comparable pre-MCI data on arrests per continued investigation, and such data are not available.

It does appear, however, that some solvability factors are more likely to produce arrests than others. Data on case disposition by the presence of the various solvability factors have been gathered for the post-MCI period. These are summarized in Table IV-4.

It appears that having a witness or a suspect is an important factor in achieving arrests. It should be noted, however, that a large percentage of cases have more than one solvability factor. The data in Table IV-4, for example, represents 8,790 cases in which 14,971 solvability factors were found. The importance of any single solvability factor may be diluted by the possible presence of others. The extent to which the presence of multiple solvability factors increases the likelihood of arrest cannot be inferred from these data.

TABLE IV-4: PERCENT OF CASE DISPOSITIONS IN WHICH SOLVABILITY FACTORS WERE PRESENT FROM JULY 17, 1977 THROUGH JULY 17, 1978

Solvability Factors	Percent Case Dispositions			
	Cleared by Arrest (N=3266)	Exceptionally Cleared (N=1309)	Not Cleared (N=3929)	Unfounded (N=286)
Witness	39	39	14	27
Suspect	71	76	34	68
Suspect Vehicle	6	27	8	25
Traceable Property	12	8	37	14
Physical Evidence	8	11	13	11
Other M.O.	30	66	46	61

Note: Percentages are for cases within disposition categories and that solvability factors and percentages are not cumulative because of the presence of more than one solvability factor in some cases.

Source: Cathcart, "Managing Criminal Investigations," p. 38.

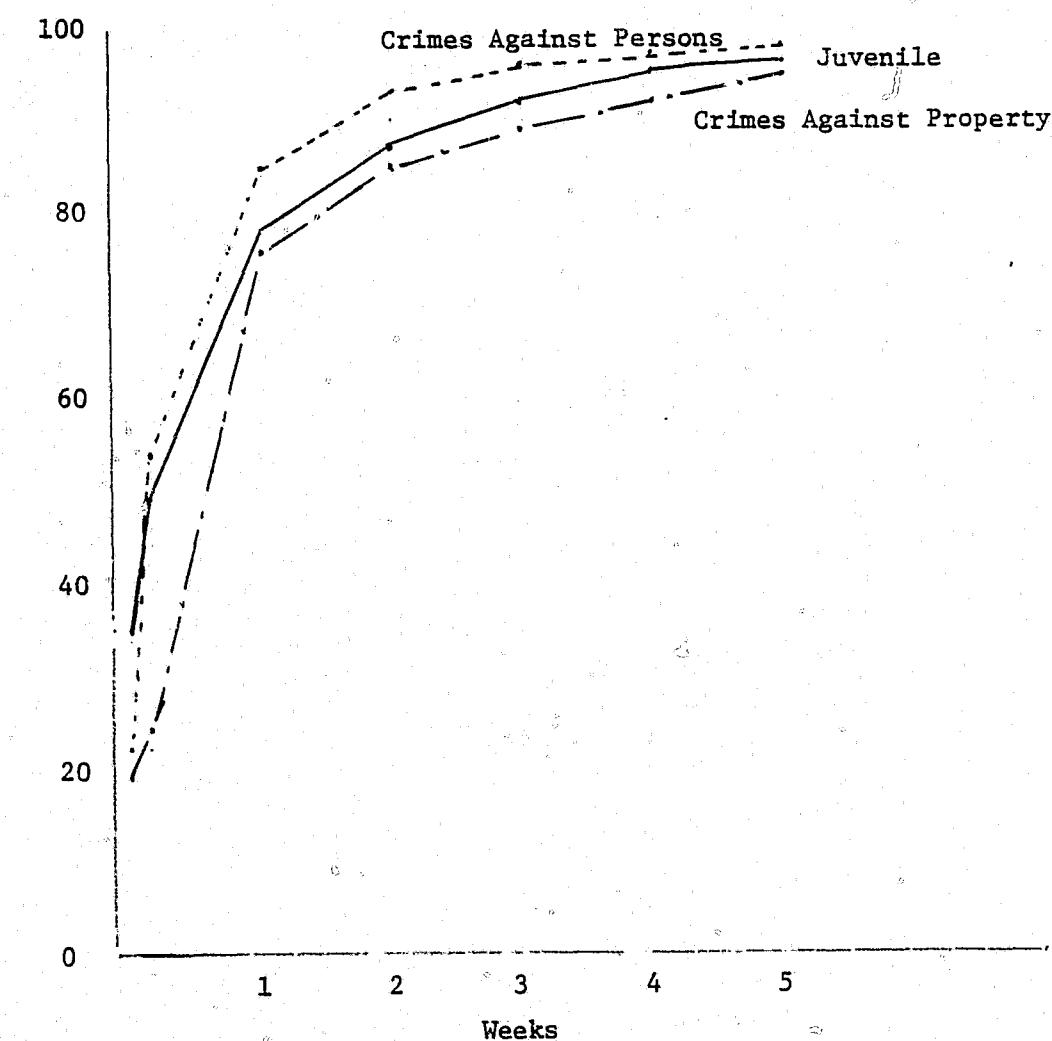
### 3. CASE MANAGEMENT

More intensive use of patrol officers in preliminary investigation and the use of solvability factors to screen out unpromising cases were the Department's first steps in making its investigative process more efficient. Later in the MCI program, the Department began to use MCI cards to assign and track the progress of ongoing cases. The cards were expected to be a more efficient method of equalizing assignments among investigators and of spotting investigations that should be abandoned because they have become too "stale" to warrant further effort.

Under the new system, the Captain of each Investigative Unit reviews the MCI case cards after the cases have been assigned for a week and reaches a decision as to whether the cases should be pursued further or abandoned. As Figure IV-2 shows, most cases that have been assigned to investigators are disposed of within this one-week period. Overall, about 25 percent are solved immediately and 80 percent are disposed of within the first week of assignment. This rapid rate of case resolution might be interpreted as evidence that investigator time is being used fairly efficiently.

The choice of a week's time as the date for second-screening of cases also appears to be justified. If a case is going to result in arrest, it will most likely do so within a week of assignment (see Table IV-5). Almost 40 percent of the arrests that were made occurred immediately, almost three-fourths were made within one day of case assignment, and about 88 percent were made within a week. The likelihood that a case will be disposed by arrest dwindles very rapidly after a week's time. It should be noted as well that a very large percentage of the cases assigned are dropped--or not cleared--at the time of the seven-day review by Unit Captains. In fact, almost one-fourth of the cases assigned were dropped at this time.

FIGURE IV-2: PERCENT OF ASSIGNED CASES DISPOSED WITHIN GIVEN TIME PERIOD



Note: After 5 Weeks all (100%) of Assigned Cases Disposed.  
All (100%) cases are disposed of after 5 weeks.

Source: Cathcart, "Managing Criminal Investigations," p. 29.

TABLE IV-5: CUMULATIVE PERCENT OF CASE CLEARED DISPOSITIONS  
SINCE TIME OF CASE ASSIGNMENT (JULY 17, 1977  
THROUGH JULY 17, 1978)

Time Span	Case Clearance Dispositions			
	Cleared by Arrest (N=3266)	Exceptionally Cleared (N=1309)	Un-Founded (N=286)	Not Cleared (N=3930)
0 (Solved)	39%	22%	21%	16%
1 Day	72%	31%	24%	17%
1 Week	88%	73%	71%	72%
2 Weeks	92%	84%	86%	84%
3 Weeks	95%	89%	93%	90%
4 Weeks	96%	92%	96%	93%
5 Weeks	97%	93%	97%	95%
More than 5 Weeks	100%	100%	100%	100%

Note: Percentages in the Table are cumulative and indicate the percentage disposed within the time span.

Source: Based on Cathcart, "Managing Criminal Investigations," Appendix Tables A-1, A-2 and A-3.

#### 4. POLICE/PROSECUTOR RELATIONS

The principal MCI activity directed at improving police/prosecutor relations was to issue the booklet, The Charging Process, which was designed to acquaint both patrol officers and investigators with the ingredients necessary for a chargeable case and with the types of evidence that would contribute to conviction of an offender. Table IV-6 compares disposition of samples of the first 100 Part I crimes committed in 1976 and 1977--before the MCI program went into effect--and for 1978, after it had been in effect for about half a year.

1. MCI program implemented July 1977. Grant ended September 1978.

TABLE IV-6: SAMPLE OF DISPOSITIONS FOR FIRST  
100 PART I CRIMES FOR 1976, 1977  
AND 1978

CRIME TYPE	CONVIC-TED	WARRANT	RELEASED FURTHER INVSTGN.	NOT GUILTY	DIS-MISSED	RIEP *	PEND-**	TOTAL
<u>1976</u>								
Murder	1							1
Rape	2							2
Robbery	8					9		17
Agv. Asslt	6					21		27
Burglary	8			1		18		27
Larceny	6	2		1		12		21
Mtr.Veh.Theft	4					1		5
TOTAL	35	2	0	2	0	61	0	100
<u>1977</u>								
Murder	1			1	1	1		4
Rape	1							1
Robbery	5			1		2		8
Agv. Asslt	3		5	1		19		28
Burglary	4	2		1		18		25
Larceny	5		1			14		20
Mtr.Veh.Theft	1	1				12		14
TOTAL	20	3	6	4	1	66	0	100
<u>1978</u>								
Murder		1	1			2	1	5
Rape						1	1	2
Robbery	7					6	1	14
Agv. Asslt	4	1				6	5	16
Burglary	14				1	17	10	42
Larceny	5					3	2	10
Mtr.Veh.Theft		1			1	5	4	11
TOTAL	30	3	1	0	2	40	24	100

\* Returned, Insufficient Evidence to Prosecute

\*\* No information since sent to Prosecutor

Excluding from the data the cases still pending, the percentage of convictions achieved in 1978 does show an increase over the earlier years--in fact, the percentage nearly doubled between 1977 and 1978. The percentage of cases returned for insufficient evidence declined, as did the cases in which the offender was found not guilty; the cases dismissed increased slightly. In the latter two instances, however, the number of cases involved was so small that the changes are of little or no significance.

In general, it appears that prosecution of offenders was somewhat more successful in 1978. But whether this is due to better quality of cases, more attention to the details of evidence, or to mere chance is difficult to determine.

#### 5. CLEARANCES, ARRESTS, AND PROSECUTIONS

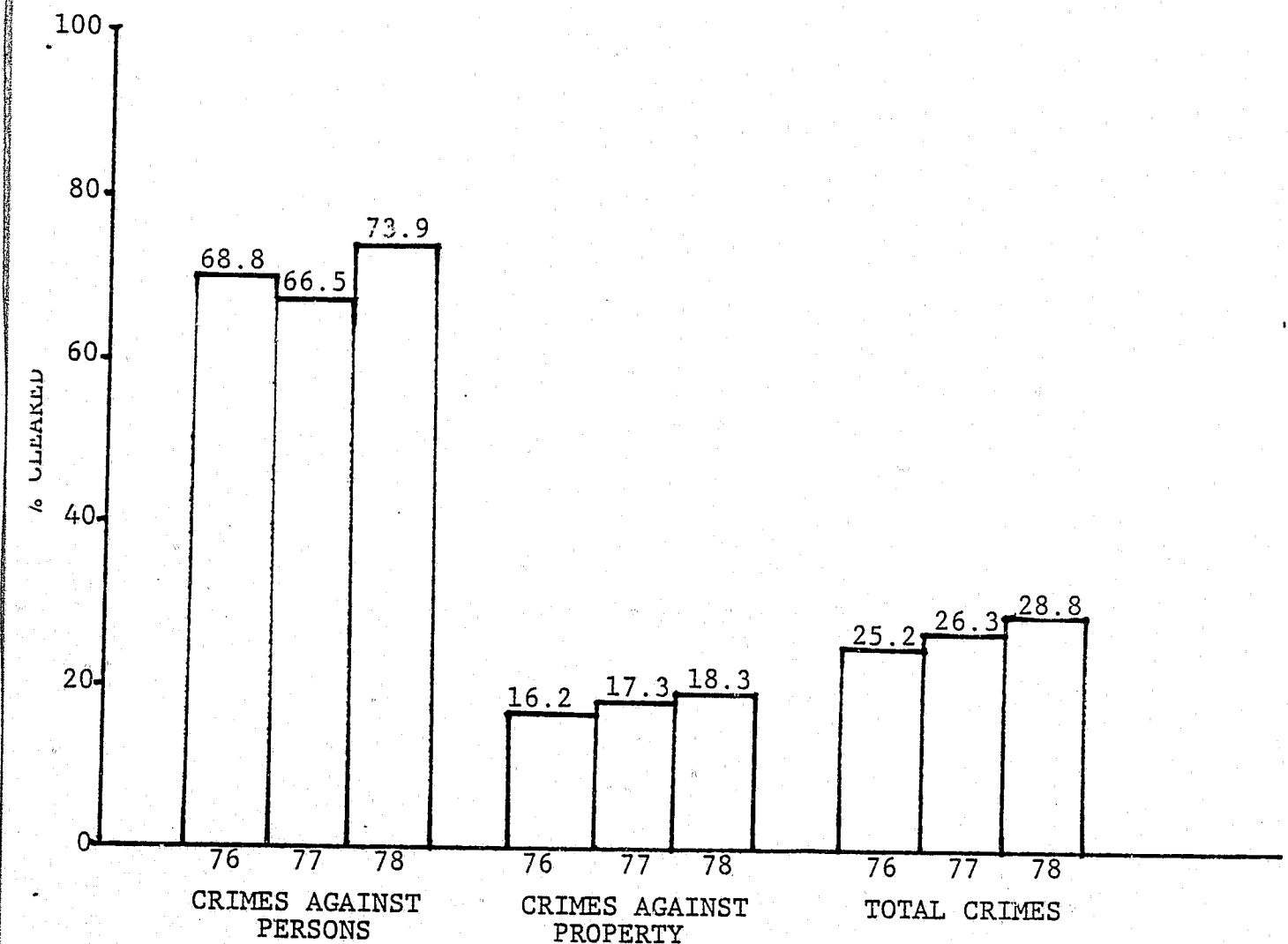
The ultimate goal of the MCI program is to increase the percentage of cases that result in arrest, prosecution, and conviction. If the activities undertaken in connection with MCI were successful, it was expected that such an increase would occur.

##### a. CLEARANCE RATES

Whether due to team policing, the MCI program, or completely extraneous factors, the case clearance rate for the St. Paul Police Department appears to have increased during the period of the team-policing and MCI programs. Clearance rates--the number of cases cleared divided by the number of offenses reported--are recorded regularly by the Department of the FBI's Uniform Crime Report. The rates apply to seven Part I crimes.

Figure IV-3 shows clearance rates for Crimes Against Persons and Crimes Against Property for the first ten report periods of 1976, 1977, and 1978.

FIGURE IV-3: CLEARANCE RATES BY TYPE OF CRIME, 1976, 1977 and 1978





Because the changes made under the MCI program particularly affected investigations of Crimes Against Property, these clearance rates are of special interest. Clearance rates for Crimes Against Property are much lower than Crimes Against Persons, but they increased by 1 percentage point in both 1977 and 1978, and the rate for 1978 was about 13 percent higher than in 1976. The proportionate increase in Crimes Against Persons was somewhat less, and the rate declined between 1976 and 1977, recovering sharply in 1978.

#### b. ARREST RATES

A corollary of the lower clearance rates for Crimes Against Property is that arrest rates also are lower than for the other Investigative Units. Table IV-7 shows the disposition of the cases assigned to Investigators during the MCI program period. The figures for "not cleared" Crimes Against Persons would be much higher in the context of total offenses, because about 40 percent of these cases are screened out of the system and never assigned to an Investigative Unit.

TABLE IV-7: PERCENTAGE OF CASE DISPOSITIONS BY INVESTIGATIVE UNITS  
FROM JULY 17, 1977 THROUGH JULY 17, 1978

Unit	Total Number Assigned	Case Disposition			
		Arrest	Exceptional Clearance	Unfounded	Not Cleared
All units	8790	37%	15%	3%	44%
Juvenile	3080	58%	4%	0.7%	37%
Crimes Against Persons	2090	41%	38%	6%	15%
Crimes Against Property	3620	17%	11%	4%	68%

Source: Based on Cathcart, Appendix Tables A-1, A-2, and A-3

Note: Percentages to not total to 100% because of rounding.

Because comparable data are not available for the pre-MCI period, there is no way of knowing whether the program has increased the percentage of offender arrests. Data are available on arrest rates for 1975 to October 1978. These rates shown in Figure IV-4 compare the total number of arrests to the total number of offenses during a given report period; they do not indicate how many offenders were arrested.

There appears to have been little change in these arrest rates, at least from 1976 to 1978. The rates for all crimes and for theft appear to be somewhat lower during the MCI-program period than during 1975.

Figure IV-4 shows this data in a time series format.

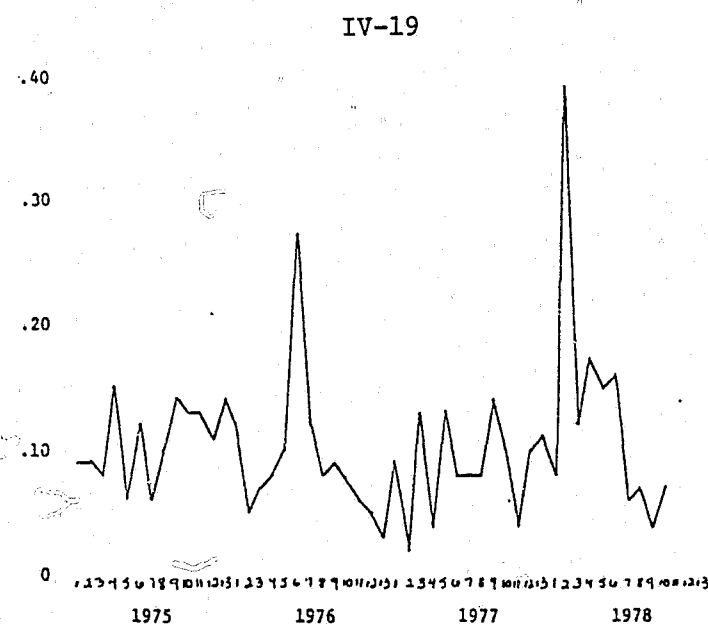
Appendix A shows in a time series format the arrest/offense data and the ratio of arrest to offenses by crime type. The three time series plots by crime type are explained in detail in the Appendix.

#### C. SUMMARY

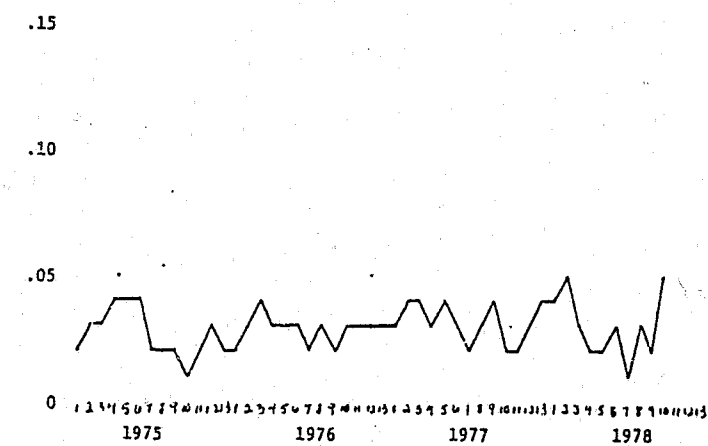
It appears that the St. Paul Police Department's expectations about the outcomes of its activities under its MCI grant were not unreasonable, but it is not impossible to measure the extent to which these expectations have been realized as a result of the MCI program.

Evidence on the results of some aspects of the program--reducing detective caseloads, for example--is nonexistent; evidence in other areas is weak in that "before" and "after" comparisons cannot be made. In some cases, changes are so slight they may due merely to chance. Even in those areas in which the evidence indicates some progress toward expected outcomes, it is not possible to attribute this progress to MIC-program activities because of the concurrent changes introduced by team policing.

ROBBERY



BURGLARY



THEFT

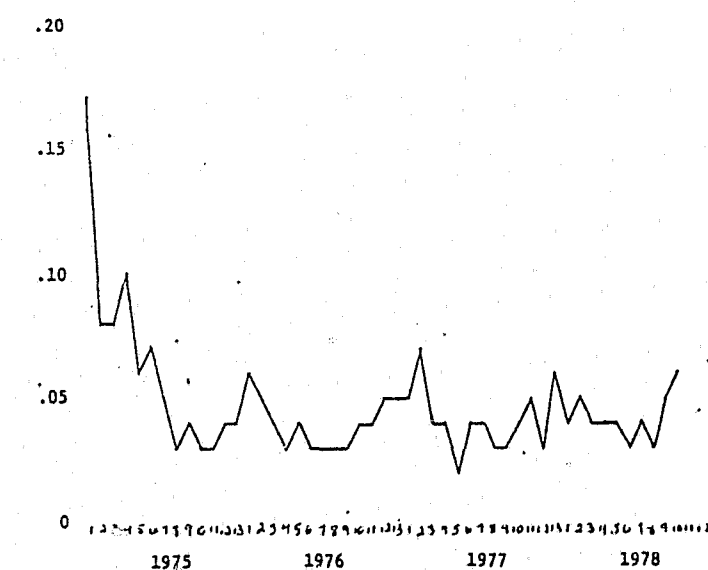


FIGURE IV-4: RATIO OF ARREST TO OFFENSES FOR ROBBERY, BURGLARY AND THEFT FOR 1975, 1976, 1977 and 1978 (13 reporting periods/year)

Source: St. Paul Police Department's Crime Analysis Unit's Statistics

APPENDIX A

## APPENDIX A

### A. OVERVIEW

The arrest and offense data used for analyses were furnished by the Department's Crime Analysis Unit. The analyses covers the period from 1975 through October 6, 1978. It is important to remember that MCI and Team Policing were implemented July 17, 1977 and were complementary, not competing. They had some common elements, i.e., enlarging the investigative role of the patrol officer, but differed in approach. Team Policing effort was toward reorganization and MCI was concerned with procedures. Overall, except for the first part of 1975, the trends are similar prior to the MCI/Team Policing grants and during the grant period. Exhibits A-1, A-2, A-3, and A-4 are discussed below.

### B. TOTAL PART I CRIMES

Examination of the ratio of arrests to offenses shows a similar trend from the first part of 1975. Overall examination of arrests shows a consistent trend with slight fluctuation. Offenses fluctuate more and are at a higher level prior to the grant period but the overall trend is consistent.

### C. ROBBERY

Examination of the plots shows large fluctuations during the period prior to MCI; however, fluctuation is also evident during the grant period. Overall, the number of arrests and offenses are small, therefore, any small change will

A-2

be reflected as a noticeable fluctuation. The ratio of arrests to offenses shows a slight increase from the first of 1977 but overall the trend is consistent.

### D. BURGLARY

Examination of the ratio plot shows a consistent trend. The arrests and offenses fluctuate but their overall trend is similar for the periods examined.

### E. THEFT

Examination of the ratio shows that large fluctuations existed during the first part of 1975. Overall, the trend of the ratio plot is similar for the periods examined. Examination shows the arrest and offense trends to be consistent with offense plots showing more fluctuation.

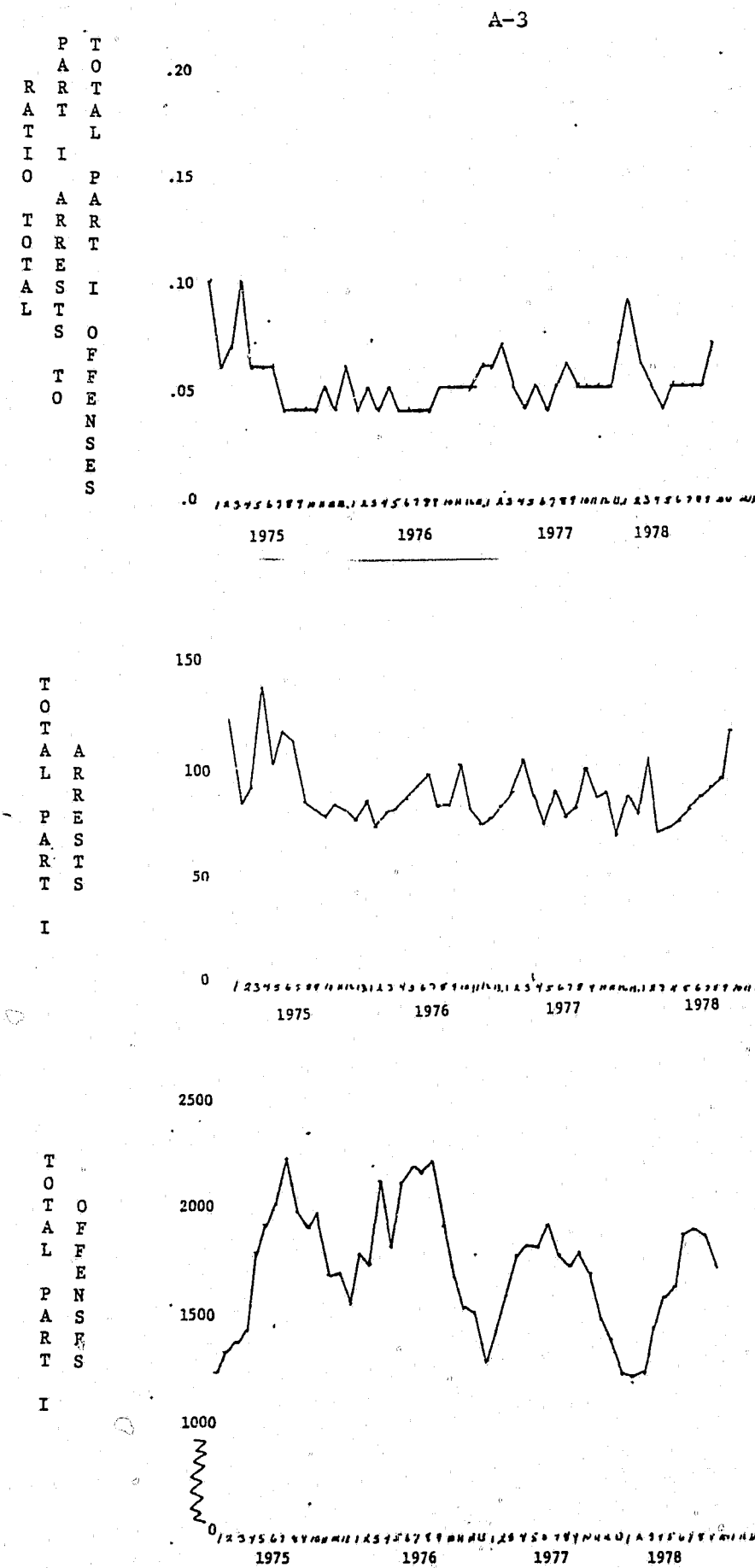


EXHIBIT A-1: TOTAL PART I RATIO OF ARRESTS TO OFFENSES, ARREST AND OFFENSE TIME SERIES PLOTS

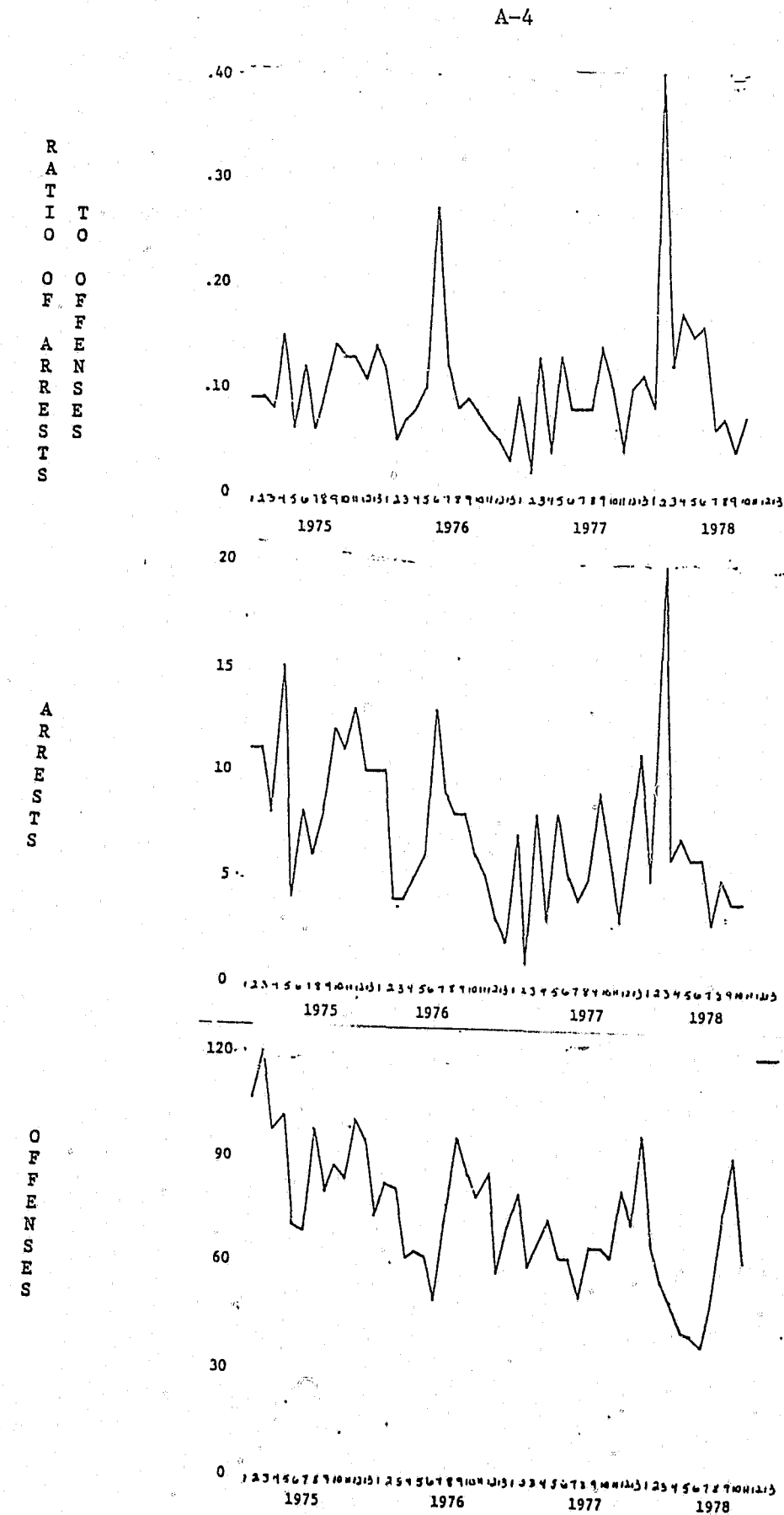
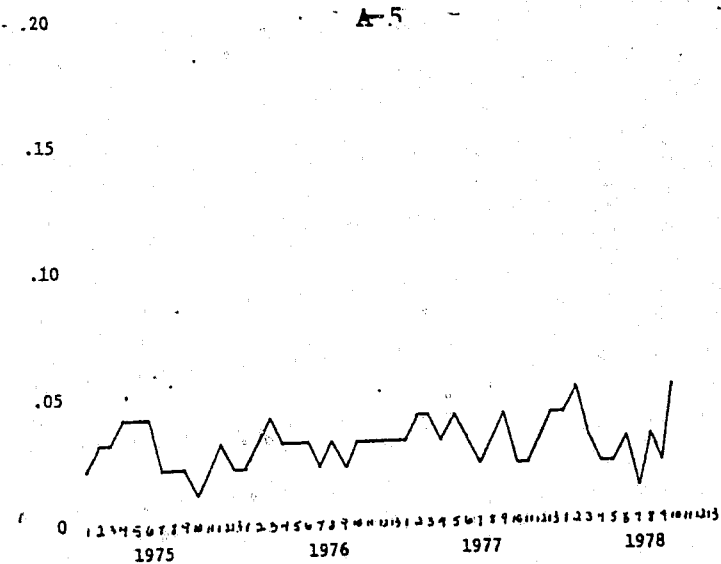
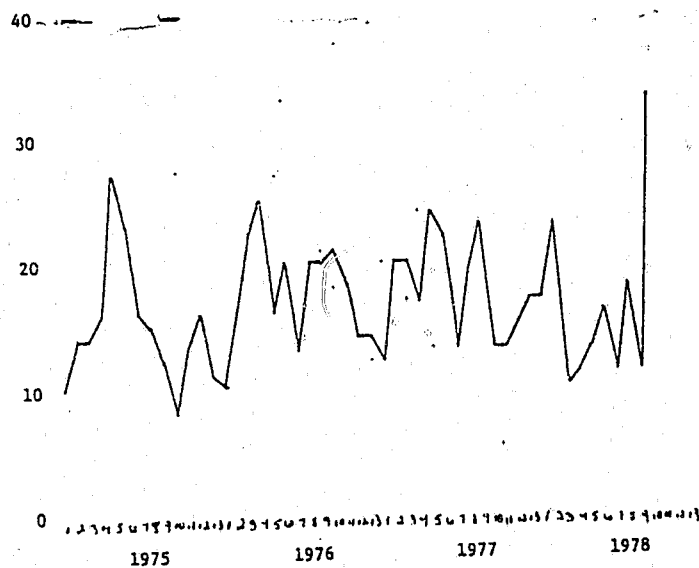


EXHIBIT A-2: ROBBERY RATIO OF ARRESTS TO OFFENSES, ARREST AND OFFENSE TIME SERIES PLOTS

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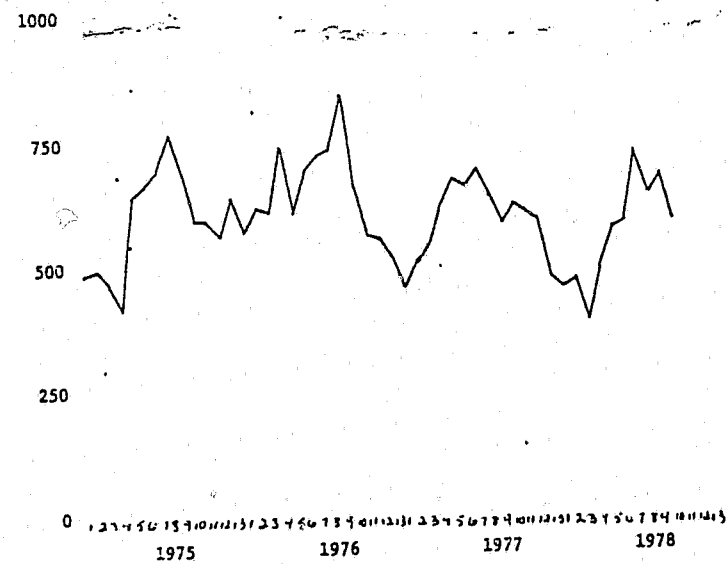
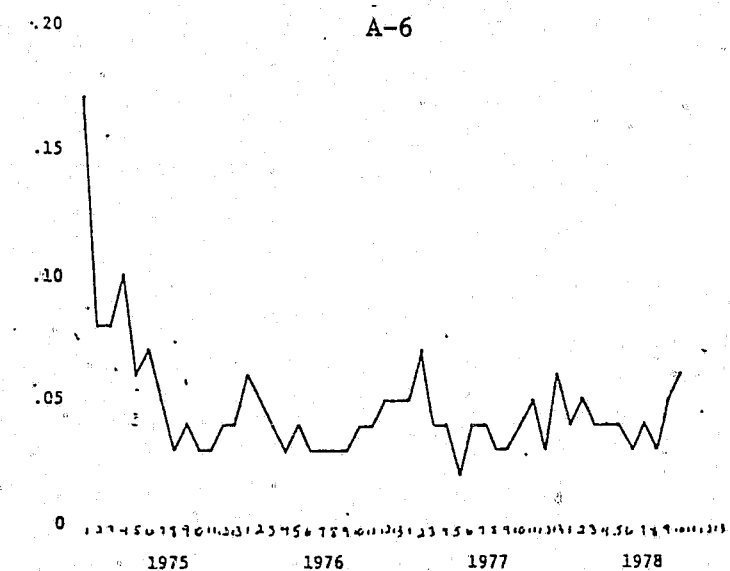
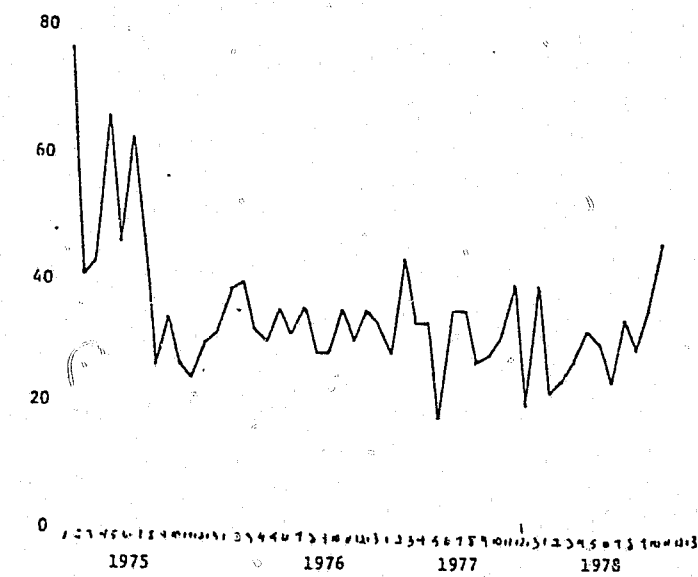


EXHIBIT A-3: BURGLARY RATIO OF ARRESTS TO OFFENSES, ARREST AND OFFENSE TIME SERIES PLOTS

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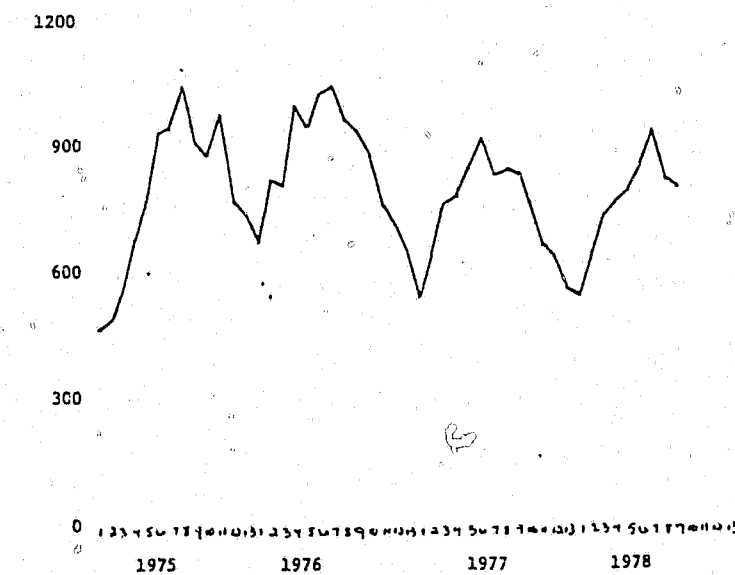


EXHIBIT A-4: THEFT RATIOS OF ARRESTS TO OFFENSES, ARREST AND TIME SERIES PLOTS

**END**