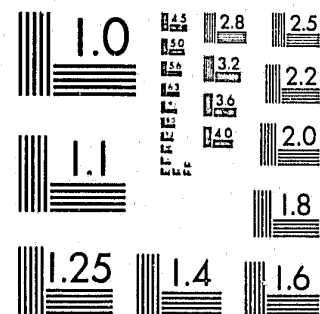


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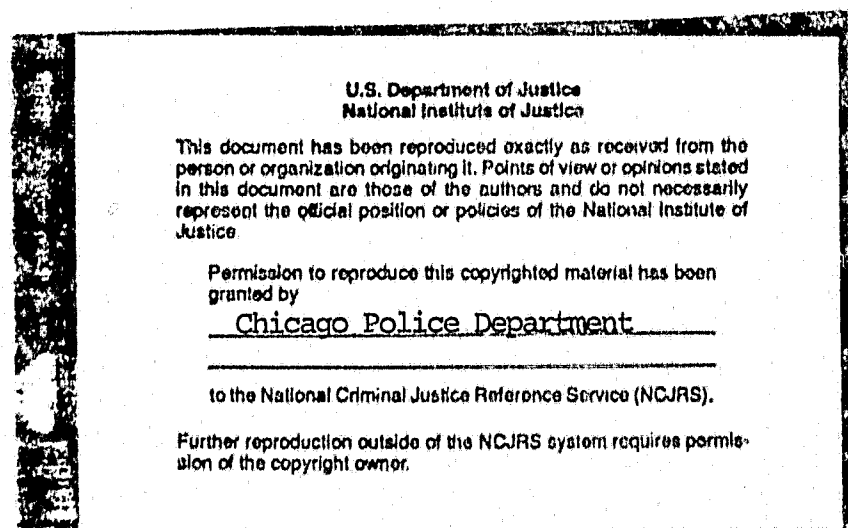
U. S. DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION  
ADMINISTRATIVE SERVICES  
AUDITING AND INTERNAL CONTROL DIVISION

91933

DETECTIVE DIVISION  
REPORTING PRACTICES

BUREAU OF ADMINISTRATIVE SERVICES  
Auditing and Internal Control Division

DETECTIVE DIVISION CRIME REPORTING PRACTICES



BUREAU OF ADMINISTRATIVE SERVICES

14 April 1983

To: Richard J. Brzeczek, Superintendent

From: Dennis E. Nowicki, Deputy Superintendent  
Bureau of Administrative Services

Subject: Audit A-82-35 Detective Division Reporting Crime Reporting Practices

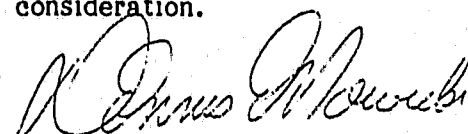
Attached for your review is Audit A-82-35 regarding Detective Division Crime Reporting Practices.

This Audit is a forthright and honest analysis of the Detective Division's unfounding and multiple clearing practices. The audit clearly identifies problem areas within the present system and makes specific recommendations for improvement.

Accurate, reliable crime reporting data is essential to ensure that police resources are effectively and efficiently deployed to deter future criminal activity and to identify and arrest those responsible for crimes that have occurred. Implementation of the Audit recommendations will significantly enhance the integrity of the Chicago Police Department's crime reporting practices, the reliability of the information recorded, and the credibility of crime statistics generated by the Chicago Police Department.

The recommended changes will result in an increase in the number of offenses reported to the Uniform Crime Reporting Program. However, this will be a one time occurrence attributable to the procedural modification. The increase will not reflect an increase in actual victimization. I strongly urge that the audit recommendations be implemented.

Submitted for your review and consideration.

  
Dennis E. Nowicki  
Deputy Superintendent  
Bureau of Administrative Services

**BUREAU OF ADMINISTRATIVE SERVICES**  
Auditing and Internal Control Division

14 April 1983

To: Dennis E. Nowicki, Deputy Superintendent  
Bureau of Administrative Services

From: James S. Stampnick  
Commander  
Auditing and Internal Control Division

Subject: **DETECTIVE DIVISION CRIME REPORTING PRACTICES**

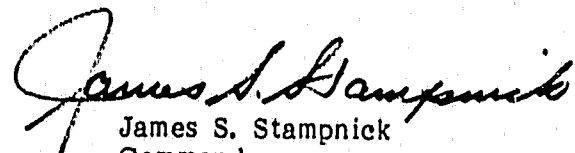
RE: Audit #A 82-35

The Auditing and Internal Control Division has conducted an audit of the Detective Division's crime reporting procedures relative to conformance with uniform crime reporting procedures.

Our examination was conducted in accordance with generally accepted auditing standards and included interviews of selected Detective Division personnel as well as victims/complainants, inspection of related recorded data and such other auditing procedures as we considered necessary in the circumstances.

In our opinion, the Detective Division is not in compliance with uniform crime reporting guidelines as recommended by the Uniform Crime Reporting Handbook of the Federal Bureau of Investigation.

The attached audit report outlines the audit methodology, findings, conclusions and recommendations of the audit team.

  
James S. Stampnick  
Commander  
Auditing and Internal Control Division

Attach.

**BUREAU OF ADMINISTRATIVE SERVICES**

14 April 1983


To: James Stampnick, Commander  
Auditing and Internal Control Division

From: Bernard R. Stahl, Inspector  
George J. Banks, Inspector  
Robert E. Voight, Inspector  
William C. Alexander, Inspector  
Auditing and Internal Control Division

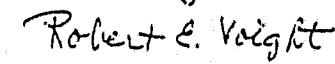
Subject: Analysis of the Detective Division's Reporting Practices

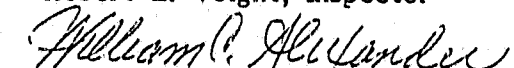
RE: Audit #A 82-35

We have conducted an examination of the Detective Division's crime reporting practices with regard to unfounded and multiple clearing reports. The attached audit report details the findings of the audit team.

  
Bernard R. Stahl, Inspector

  
George J. Banks, Inspector

  
Robert E. Voight, Inspector

  
William C. Alexander, Inspector  
Auditing and Internal Control Division

Attachments

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**NCJRS**

OCT 31 1983

**ACQUISITIONS**

## DETECTIVE DIVISION REPORTING PRACTICES

### I. FOREWORD

On 7 November, 1982, an investigative news team employed by a local television station began a week long series of reports entitled "Killing Crime: A Police Cop Out". In those reports, it was alleged that members of the Chicago Police Department's Detective Division made deliberate efforts to lower crime statistics by falsely reporting the results of their investigations. The investigative team reported that it had examined "thousands of police documents", and concluded that the practice has been in existence for decades and was widespread throughout the Detective Division.

On 1 February, 1983, the same investigative team presented an additional report in its series on "Killing Crime" in which it addressed the issue of multiple clearing reports. The team reported that hundreds of additional crimes are "wiped off the books" by detectives who deliberately and erroneously classify them as cleared. The allegations were repeated by the print media in both news stories and editorial columns, ending in requests for an independent external audit.

The Superintendent of Police directed the Auditing and Internal Control Division to conduct an examination of the crime reporting practices employed by members of the Detective Division and to report those findings. This report details the findings of the audit team.

## DETECTIVE DIVISION REPORTING PRACTICES

### II. DEFINITIONS

In order to comprehend the contents of this report, it is necessary to be familiar with certain terminologies which have specific meanings in the police context. The following definitions are provided to facilitate understanding:

1. U.C.R. - Uniform Crime Report. A voluntary national crime data collection system operated by the Federal Bureau of Investigation since 1930.
2. I.U.C.R. - Illinois Uniform Crime Report. A mandatory statewide crime statistical reporting system operated by the Illinois Department of Law Enforcement Bureau of Identification since 1970.
3. Unfounded\* - The result of an investigation of a citizen's complaint which determines that no offense occurred or was attempted.

\*Uniform Crime Reporting Handbook, Page 39 (U.C.R.)

Complaints which are false or baseless.

\*Illinois Uniform Crime Reporting System Handbook, Page 47 (I.U.C.R.)

A complaint which after preliminary investigation by officers is determined to be false or baseless.

4. Clearances by Arrest - An offense is CLEARED or SOLVED when a person is:
  - a. arrested
  - b. charged with the commission of the offense
  - c. (and) turned over to the court for prosecution.

## AUDIT A-82-35 Definitions

5. Exceptional Clearances - An offense can be cleared exceptionally. Both Federal and State U.C.R. handbooks document identical rules for exceptional clear-ups. They are:

"In certain situations, law enforcement is not able to follow the three outlined steps under 'clearance by arrest' to clear offenses known to them. Many times all leads have been exhausted and everything possible has been done in order to clear a case. If the following questions can all be answered 'yes', the offense can then be cleared 'exceptionally' for crime reporting purposes:

- a. Has the investigation definitely established the identity of the offender?
- b. Is there enough information to support an arrest, charge, and turning over to the court for prosecution?
- c. Is the exact location of the offender known so that he could be taken into custody now?
- d. Is there some reason outside law enforcement control that precludes arresting, charging, and prosecuting the offender?"

6. Crime Reporting System - A law enforcement agency's established procedures for recording and documenting a citizen's complaint of a crime. The citizen's report and the response by the police become a matter of record and are retrievable either manually or electronically.
7. Preliminary Investigation - That inquiry into the alleged commission of an offense which is conducted by the first officer(s) who responds to the scene.
8. Follow-Up Investigation - Those investigative activities engaged in by officers other than those initially responding to the scene of a criminal offense.

AUDIT A-82-35 Definitions

9. Suspended - Those cases which have not been "cleared" (solved) where additional investigative activities will not normally be undertaken.
10. Case Report - The police document (or form) used to record the commission of a criminal offense. Each distinct offense requires the completion of a separate case report with the exception that a continuous series of offenses committed by one offender may be recorded on a single report. These case reports are typically prepared by the preliminary investigators.
11. Supplementary Report - The police report of additional activities undertaken in furtherance of the investigation of a criminal offense once the preliminary case report is completed.
12. Case Management System - The method of determining which case reports are assigned to detectives for follow-up investigations.
13. Detective - The police officer responsible for conducting follow-up investigations
14. Records Division Number (R.D. #) - A unique alpha-numerical identifier, issued in sequence and used to identify and distinguish a particular case report. (eg. A-123456)
15. Violent Crimes - For purposes of this report, the offenses of rape and robbery.
16. Property Crimes - For purposes of this report, the offenses of burglary and theft (excluding auto theft).
17. Part I Crime (Index Crime) - The offenses of criminal homicide, rape, serious assault, robbery, burglary, theft, auto theft, arson.
18. Part II Crime - Those offenses not included in Part I.
19. Period-Police Period - A 28 day period of time beginning every fourth Thursday. The police year is divided into 13 police periods.

AUDIT A-82-35 Definitions

20. District - A geographical subdivision of the city for purposes of providing police patrol services.
21. Area - A geographical subdivision of the city, consisting of from three to five districts, for the purpose of providing police services.
22. The following definitions are referred to as audit findings throughout this report. After examining each case report and its accompanying supplementary report, an interview was conducted with the reported victim. Based on the results of both the review of documents and the interview, the auditors arrived at one of these findings:
  - a. Supported - The auditors were able to render an opinion that the conclusions reached by the detectives in their investigative reports were correct.
  - b. Not Supported - The auditors were able to render an opinion that the conclusions reached by the detectives were incorrect, inaccurate, or based on inadequate information.
  - c. Unable to Determine - The auditors were not able to make contact with the reported victim in order to render an opinion relative to the detective's conclusion. Attempts were made in all circumstances to locate the victims through personal visits when phone contact was not possible.

## DETECTIVE DIVISION REPORTING PRACTICES

### III. THE CHICAGO POLICE DEPARTMENT CRIME REPORTING SYSTEM

The Chicago Police Department is, in most cases, made aware of a criminal offense by a citizen's call to its Communications Section through the emergency number 911. The calls are received by either a police officer assigned as a dispatcher or a civilian dispatcher aide. That person must determine if the call is in fact an emergency and if it is a police, fire, or medical matter. If the call is not an emergency, but merely informational, the information is supplied, if possible. If the information sought is not available, the city's non-emergency number is supplied to the caller. With the exception of a recording being made of the conversation and its being tallied for statistical purposes, no other record of its occurrence exists. This process is known as call screening. Examples of these types of calls are malfunctioning street lights, trees down, or poor sanitary practices in eating establishments.

If the call is a fire or medical emergency, the call is fast-forwarded to the Fire Department's emergency dispatch center. A fire dispatcher answers the call and determines if a fire or emergency medical technician response is appropriate. While the conversation with the fire dispatcher is taking place, it is monitored by the police dispatcher. For every call of a fire, a police unit is also dispatched. For Emergency Medical Technician calls, a police unit is dispatched if the call occurs in designated areas where paramedics have experienced problems, such as gangs or other unruly citizens.

If on the other hand, the call relates to the commission of a criminal offense or breach of the peace, it is a matter of police concern. In these circumstances the dispatcher/dispatcher aide secures sufficient information from the caller to prepare an assignment card, and a police unit is sent to the location. Upon arrival, the police unit determines if a crime or a breach of the peace has occurred.

## AUDIT A-82-35 The Chicago Police Department Crime Reporting System

If a breach of the peace has occurred, the police officers attempt to restore order. When order is restored, the unit returns to service by using a number/letter code to indicate the type of action taken. Under such circumstances, no written report of the incident is required and no R. D. # is obtained. The assignment card prepared by the dispatcher serves as the Department's record of the incident. Certain data contained on the card is captured by the Data Systems Division and used for planning purposes. The cards are then forwarded to the police district of occurrence where they are reviewed by command personnel and filed chronologically in accordance with a published retention schedule. These assignment cards are not given an R. D. number and are retrievable only by date, time, and location of occurrence.

When the call relates to the commission of a criminal offense, the responding officer is required to conduct a preliminary investigation into that act. The activities of that preliminary investigation include, but are not limited to: rendering assistance to the victim, effecting the arrest of the offender, securing the premises, locating witnesses, interviewing the victim, arranging for the collection of evidence, protecting the crime scene, and maintaining control. When it is determined that no additional preliminary investigative steps can or need be conducted, the officer is required to prepare a written report of the incident and any actions taken. Upon the completion of the written report the officer secures, via radio from the dispatcher, an R.D. number. That R. D. number is used to identify the report of the investigation of that particular case throughout the entire criminal justice system. This report is known as a case report. An abstract copy of the case report containing the R. D. number is given to the complainant/victim.

The dispatch card, containing the R.D. number, is forwarded by communications to the Records Division, where certain information is extracted for data entry. This card serves as a temporary file copy pending receipt of the case report. The case report is presented by the preparing officer to his immediate supervisor for review. If approved,

AUDIT A-82-35 The Chicago Police Department Crime Reporting System

the original copy is forwarded to the Records Division for matching with the corresponding radio dispatch card. If not approved, it is returned to the preparing officer for correction and re-submission prior to the completion of his current tour of duty. The duplicate copy of the approved report is filed at the District of occurrence following an examination by a review office.

The Records Division matches the case report with the dispatch card and makes a number of photocopies. One copy is sent to the Data Systems Division, where additional information is extracted to build the data record initially opened on the R. D. number by the Records Division. The original copy of the case report is then filed at the Records Division.

Several of the photocopies are sent to the detective unit having jurisdiction for the geographic area of occurrence. Upon arrival, the cases are separated according to violent crimes and property crimes by clerical personnel. They are then given to the case management sergeant assigned to these specialties. The case management sergeant reads the report and determines what type of investigation each will receive. The choices available are administrative, summary and field. Administrative cases are marked appropriately and returned to the Data Systems Division. No further investigative action is taken. Summary investigations are those in which the facts indicate that telephone or mail contact with the complainant/victim is deemed an appropriate investigative measure. Field investigations are those where traditional investigative actions are warranted. The decision as to the type of investigation to be conducted is made by the case management sergeant based upon his experience. (See page 11)

AUDIT A-82-35 The Chicago Police Department Crime Reporting System

Both summary and field investigations require the completion of a written supplementary report by the assigned investigator within seven calendar days, documenting the investigative findings. These supplementary reports are submitted to the investigator's supervisor for review and approval. If deficient, the report is returned to the detective for correction. If approved, the original copy is forwarded to the Records Division for filing. A photocopy is forwarded to Data Systems, where the data record of the case is updated by making any status changes or required modifications.

The Data record then consists of information extracted from the radio dispatch card prepared by the dispatcher, the case report prepared by the beat officer, and the supplementary report prepared by the follow-up detective. Management reports and statistical summaries are prepared from this completed Data record by Data Systems personnel. Information for preparation of the U. C. R. is extracted from these statistical summaries.

For a comparison of the Chicago Police Department System with the systems employed in other major cities, see the companion volume entitled "Uniform Crime Reporting, Systems Analysis, Seven Major Cities".

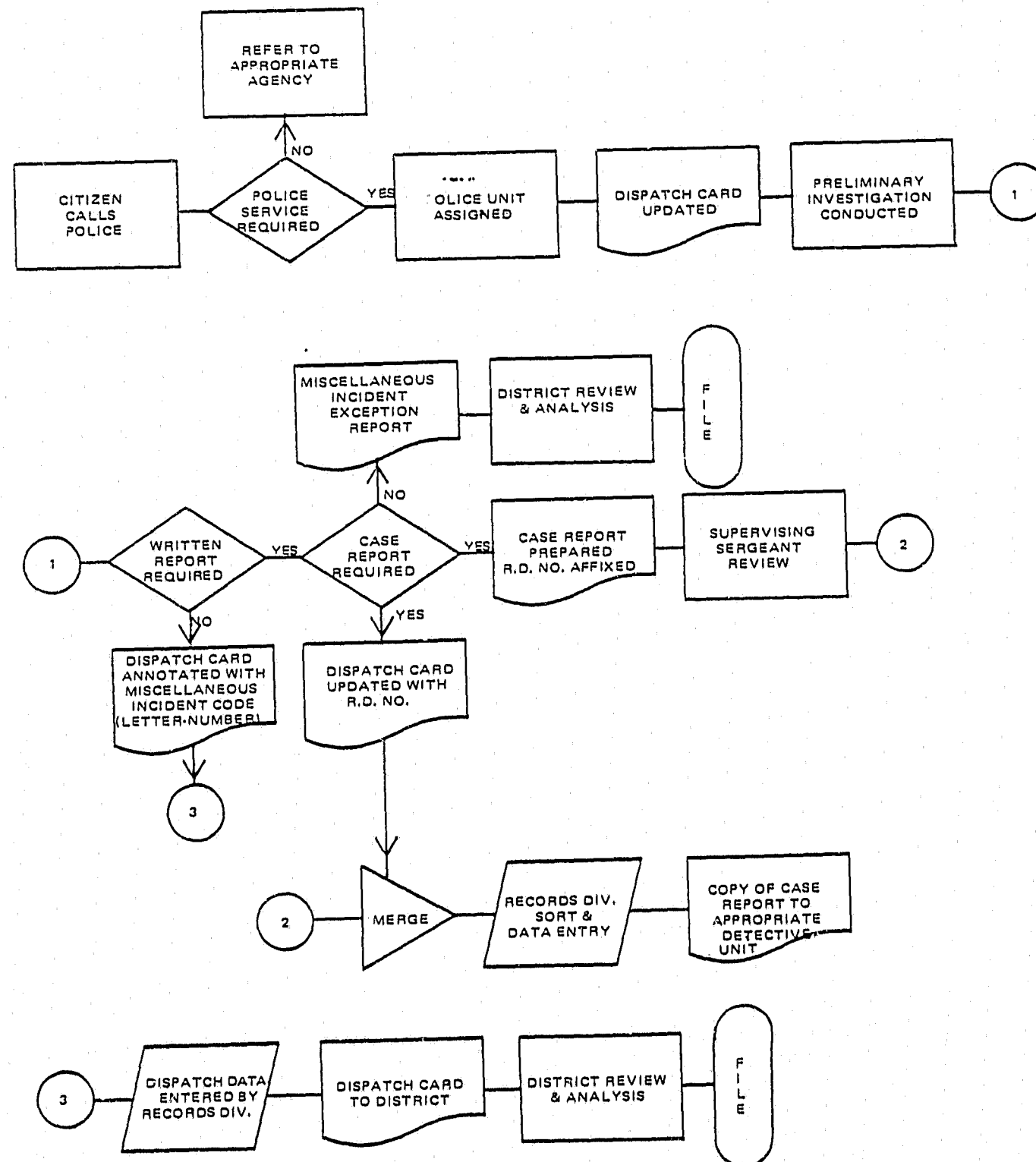


# DETECTIVE DIVISION CASE MANAGEMENT

On 8 January 1981, the Detective Division underwent a reorganization. Prior to that date the detectives were organized along crime specialty lines: homicide, robbery, burglary and general assignments. Auto theft, arson, and financial crimes were specialties not affected by this act. Homicide and robbery were combined to form Violent Crimes; burglary and general assignments were combined to form Property Crimes. The detectives were cross-trained to enable them to handle any case they might be assigned.

Approximately nine months prior to the reorganization, the Division turned its attention to the problem caused by the size of the individual detective's case load. To remedy this problem, a case management system was adopted utilizing models from a Rand Corp. study. (Appendix A) This system created the position of case management supervisor as a key point in the operational units of the Division. This supervisor is required to read each case and determine the type of investigation it will receive. Although "Solvability Factors" are considered, they are not weighted as suggested in the models of the Rand study. Interviews indicate that each supervisor uses a system unique to his individual experience. Consequently, there are diverse systems directly linked to the experience of twelve individual case management supervisors plus alternates. Under the current case management system the case management supervisor assigns cases for investigation as follows:

1. Administrative Investigation - Those cases which have been cleared by district arrests and are complete in all details; are unfounded on their face; are neither felonies nor Part I offenses and are low in "Solvability Factors"; or indicate the victim refuses to prosecute. In effect, these cases receive administrative review rather than investigation.



2. Summary Investigations - Those cases which indicate that a personal interview will not significantly contribute to arrest and prosecution. These cases are normally assigned to a summary investigator for purposes of verification and to determine if additional investigation is required.
3. Field Investigations - Those cases amenable to traditional investigative techniques, including all serious felonies. Traditional investigative techniques would include but not be limited to witness interviews, collection of evidence, use of informants, crime pattern analysis, etc.

The Administrative units are responsible for the management and control of area equipment, development and distribution of area crime analysis patterns, coordination of efforts among Detective Division units within the area, review of all incoming original case reports and all supplementary reports submitted by area members and other activities as directed by the area commander.

Their duties include but are not limited to:

1. Assure that necessary documents are submitted by case management supervisors and that these documents are correct.
2. Compile area daily, weekly, period and yearly statistics.
3. Assure that the classification of supplementary reports meets Uniform Crime Reporting Standards.
4. Assure that the narrative portion of the investigative report justifies its final Department classification.

The unit also performs various other clerical and supply functions.

Prior to the reorganization of the Detective Division, the review function was performed at the Section level. Each unit, Homicide, Burglary, Robbery and General Assignments, had an independent headquarters review. Each of the six area units submitted their reports for review to their own section-wide review process.

DETECTIVE DIVISION REPORTING PRACTICES

IV. Methodology

A. Unfounded Reports

In order to conduct this audit, it was necessary to determine what period of time should be studied, the number of cases occurring during this time period, the types of cases to be examined, the method of examination to be employed, and the number of personnel to be assigned.

The auditors examined the Department's U.C.R. monthly "Return A" for the years 1978 through 1982 in an effort to determine if there were appreciable differences in the returns for those years. The following table lists the rates at which the subject offenses were unfounded.

	<u>RAPE</u>	<u>ROBBERY</u>	<u>BURGLARY</u>	<u>THEFT</u>
1978	36.7	34.6	16.8	13.4
1979	37.2	36.4	18.3	13.6
1980	51.5	36.4	16.8	10.8
1981	47.7	36.6	19.9	14.4
1982*	41.6	33.1	15.8	11.1
Average				
1978-1981	43.6	36.0	17.9	13.0
1982	41.6	33.1	15.8	11.1

\*1982 figures are 1 January through 30 September.

The time period chosen for examination was from 4 January 1982 to 10 November 1982. This would include cases which were investigated recently and whose retrieval could be easily facilitated. Cases from prior years were not examined because the focus of the examination was upon current practices. The auditors determined that all cases classified as unfounded which occurred during the first eleven periods of 1982 should be included in the number of cases to be examined. Assigned audit personnel were all Lieutenants of Police designated as Inspectors in the Department's Auditing and Internal Control Division. The initial team consisted of two inspectors and was expanded to a high of eleven inspectors as the audit progressed.

It was determined by the auditors that the types of cases to be investigated were rape, robbery, burglary and theft. The logic for the selection of these types of cases was that all are Part I offenses whose frequency of occurrence was large enough to apply a scientific sampling methodology. Another consideration was the operational structure of the Detective Division, namely Violent Crimes and Property Crimes. Two of the crimes fall into the jurisdiction of each specialty. Rape and robbery are investigated by Violent Crime units, burglary and theft by Property Crime units.

The technique of a survey based solely on the examination of the information contained in the case/supplementary report was discussed and rejected as being potentially shallow and subjective. Therefore, every case/supplementary report was read and examined by the auditors and the victim/complainant interviewed relative to the circumstances of the incident.

A search of Department records determined the size of the population. The population, as previously stated, is defined as all rape, robbery, burglary, and theft cases (including attempts) which were classified as unfounded by detectives between 4 January 1982 and 10 November 1982. The Detective Division's Period Activity Report (CPD 23.172), which is compiled every 28 days, was examined. The total number of

cases classified as unfounded for the eleven periods involved was determined. To verify this information, the Data Systems Division was asked to generate a similar report by computer. That report is identified as DPOL 027A. The Detective Division report yielded a total of 20,755 unfounded cases. The Data Systems report yielded a total of 20,495. The auditors determined that this match of 98.75% was sufficient to fix the approximate number of unfounded reports in the target population. Since the Data Systems report listed the cases by Records Division numbers, it was used as the actual count. The Detective Division report listed only aggregate sums.

The auditors then used a standard statistical sampling table to determine the number of cases to be selected for examination. We chose a sample size which would result in a confidence level of 95%  $\pm$  3%. (3% margin of error)

An example of the procedure follows:

Area 1 Violent Crimes reported 176 unfounded rapes during the target time period. Utilizing the table for a precision level of  $\pm$  3% it was determined that 76 cases should be selected for examination.

A similar procedure was followed for each of six areas, which resulted in the following 2,368 case sample size:

<u>AREA</u>	<u>RAPE</u>	<u>ROBBERY</u>	<u>BURGLARY</u>	<u>THEFT</u>	<u>TOTAL</u>
1	76	114	101	109	400
2	67	110	105	112	394
3	55	107	102	111	375
4	67	114	114	116	411
5	55	109	112	118	394
6	<u>67</u>	<u>109</u>	<u>107</u>	<u>111</u>	<u>394</u>
TOTAL	387	663	641	677	2,368

This sample size selection methodology was followed so that any inferences which were made would be statistically valid for the city wide total, as well as the area totals.

Once the number of cases to be included in any one subset of the population was decided, the question of which cases to examine remained. In order to insure that bias be kept to a minimum, a total randomized selection procedure was employed. The total number of cases in the subset was divided by the required sample size independently for each subset. This resulted in the determination of the interval (Nth Case). The problem of which case to begin with was solved by using a table of random numbers.

<u>Example:</u>	Number of Cases in Subset	1,370
	Sample needed for desired precision	114
	Interval	12
	Random Number (starting point)	8

We thus began with the eighth case and proceeded by an interval of 12 until 114 cases had been selected.

After the Records Division numbers of the sample cases were drawn, the cases and their corresponding supplementary reports were retrieved from the Records Division files, photocopied and delivered to the audit team. This delivery was our first contact with the cases to be examined. Development of the audit program involved no prior contact with actual material, only inductive reasoning and refinement of research design.

To insure consistency among the auditors a questionnaire for use in the audit was developed. Discussion between the auditors narrowed the questions to those essential for the capture of the desired information. Although precise wording of the questions

to be asked was suggested, latitude was allowed each auditor. Prior to each member being added to the audit team, he was given a one-hour briefing and observed interviews in progress. The questions to which answers were sought were:

1. Did you report that you were a victim of a crime on ———? (Give date of occurrence from report)
2. Will you explain to me what happened? (This question was included to test the original classification of the event.)
3. Were you contacted by a detective?
4. How were you contacted?

The questionnaire to be completed by the auditor required the Records Division number of the case, the crime code (a 3-digit identifier specific to each of the subject crimes), the name of the person interviewed by the auditor, the date, time and manner of the interview by the auditor, whether the victim supplied a phone number on the original case report, whether the victim was contacted by a detective concerning the present case, how that contact, if any, was made, the type of investigation conducted by the detective (Field, Summary, Administrative), and the auditor's finding as to whether the detective's conclusion was supported, not-supported, or no determination could be made. The auditor was then required to initial the questionnaire. In addition, open space was left on the form to document attempts at contact which resulted in no response.

AUDIT A-82-35 Methodology

R. D. #	_____		
Crime Code	_____		
Det. Unit	_____		
Person Interviewed	_____		
Date, Time, Manner	_____		
Phone # Supplied	Y	N	
Victim Contacted	Y	N	
How	In Person	Phone	Letter
Type Investigation	F	S	A
Finding	S	N	U

It was determined that a pre-test of the audit methodology and questionnaire might be helpful in identifying any problems unforeseen by the audit team. For this pre-test, the computer generated listing of Records Division numbers was again employed. Two cases of each type for each area were selected randomly. Rapes in Area 3 were excluded due to their extremely small number (Compare numbers). The result was a pre-test sample population of 46 cases. The auditors then contacted the complainants/victims using telephone and/or personal interviews. The preliminary interviews revealed no unanticipated problems. The results of the pre-test are as follows:

	<u># CASES</u>
Supported	10
Not-Supported	34
Unable to Determine (no contact)	<u>2</u>
	46

AUDIT A-82-35 Methodology

The audit began with the first phone interviews being conducted in the 2nd Police District on 24 January 1983. The field interviews commenced in the 2nd Police District on 7 February 1983. The interviews terminated on 25 March 1983.

In each case selected for examination, an attempt was made to interview the victim. In those cases where phone contact was not made, a visit was made to the victim's home or employment address. Only if no contact was able to be made was a case listed as Unable to Determine.

B. Detective Division Personnel Interviews

The Detective Division was reorganized in January 1981. Since that time there has been no Operational Procedures Manual in effect. A series of memoranda dated 8 January 1981 superseded a manual that had been in effect dated 1980.

A second task of the audit team was an attempt to determine if members of the Detective Division possess a workable knowledge of established policy and uniform crime guidelines relating to unfounding criminal incidents.

To make the necessary assessments of the level of understanding possessed by members of the Division, a series of personal interviews were conducted. These interviews lasted approximately 15 minutes each and were held at the detective's unit of assignment. The dates and times of the interviews were announced well in advance and only one restriction was applied - Detective Division supervisory members could not select the interviewees. The auditors randomly selected the interviewees from among those detectives present for duty on the date of the interview.

After preliminary questions as to their assignment, length of service in that assignment and specific duties, our key question was posed. "What are the guidelines that you use to determine that a crime you are investigating is unfounded?"

A total of 36 interviews with detectives were scheduled, three from each Property Crimes unit and three from each Violent Crimes unit of the six areas. Of the 36 scheduled, 35 were actually conducted.

During these interviews some detectives displayed perceptions that unfounded cases had greater value than suspended cases with respect to the Division performance evaluation system. However, none claimed to have been told by any supervisor that this was in fact true.

To clarify the statements of the detectives regarding the value of unfounded reports, interviews were conducted with supervisors to determine the criteria by which individual detectives were evaluated.

One supervisor from each Property Crimes and Violent Crimes units of the six areas was interviewed. The interviews were non-structured and were held at the supervisor's unit of assignment. A total of twelve supervisors were interviewed, eleven sergeants and one lieutenant.

C. Multiple Clearing Reports

A third task with which the auditors were charged was an examination of the Detective Division multiple clear-up practices. Multiple clear-ups are a part of the class of clearances generally known as exceptional clear-ups, defined earlier.

A multiple clear-up occurs in the following fashion. An offender is arrested for the commission of a criminal offense and taken to a police facility. A detective is assigned to conduct a follow-up investigation into the commission of the offense and to determine what charges are to be placed. One of the duties of the investigator is to conduct an investigation into similar offenses for which the current offender may be responsible. This inquiry includes the traditional processes such as line up identifications and the location of witnesses. The detective is also required to be aware of patterns of offenses developed by crime analysts and when similar crime patterns exist, attempt to connect the offender with those crimes. When the detective is successful in these endeavors and more than one offense is cleared on a single report, the result is a multiple clear-up.

In order to prepare this phase of the audit, it was necessary to determine the number of multiple clear-ups submitted by detectives. Our inquiries to Detective Division headquarters personnel disclosed that this data is not captured, therefore not available. The auditors, in conversations with Data Systems personnel, were told that there exists no method to electronically retrieve such data. The auditors found, however, that

Records Division personnel reproduce file copies of these reports on distinctively colored paper.

The auditors randomly selected the 6th Police Period of 1982 for purposes of the examination. Each distinctively colored piece of paper representing a multiple clear-up was retrieved. These files represented every offense which was initially reported during the 6th Police Period and was subsequently cleared on a multiple clearing report, regardless of when that clearing report was submitted. The auditors then retrieved each multiply cleared case file in its totality. The file included the original case report, the closing supplementary report, and the multiple clear-up supplementary report. The total number of cases for the sixth period was 660, and the number of cases cleared on any one report ranged from a low of 4 to a high of 102 cases.

Using the same standard statistical procedure explained earlier, a sample of 98 cases was drawn from the population for examination. The auditors selected this sample based on a confidence level of 95%  $\pm$  4%.

The same process of interviews with the complainants/victims as used in the unfounded portion of the audit was followed, except that all interviews were conducted by phone. The basic questions led to asking the complainants/victims if they had been contacted by a detective, told that the offender in their case had been apprehended, and offered an opportunity to participate in the prosecution.

# DETECTIVE DIVISION REPORTING PRACTICES

## V. FINDINGS

### A. Unfounding

The findings of the auditors with regard to Unfounded cases are presented in the following series of tables. The tables show the results of the 2,386 examinations in percentages for ease of understanding.

In the audit program, a table showing samples by area and class of offense was shown. The following table shows the number of cases actually examined.

<u>AREA</u>	<u>RAPE</u>	<u>ROBBERY</u>	<u>BURGLARY</u>	<u>THEFT</u>	<u>TOTAL</u>
1	72	113	99	103	387
2	65	109	103	108	385
3	52	103	100	106	361
4	67	111	112	115	405
5	55	107	108	118	388
6	<u>66</u>	<u>103</u>	<u>186*</u>	<u>105</u>	<u>460</u>
TOTAL	377	646	708	655	2,386

\*Clerical error resulting in larger than necessary sub-sample.

TABLE 1

FINDING BY CRIME TYPE

FINDING Frequency Col Pct	CRIME TYPE				TOTAL
	RAPE	ROBBERY	BURGLARY	THEFT	
Not Supported	68 18.04%	235 36.38%	330 46.61%	338 51.60%	971 40.696%
Supported	134 35.54%	67 10.37%	116 16.38%	115 17.56%	432 18.106%
Unable to Determine	175 46.42%	344 53.25%	262 37.01%	202 30.84%	983 41.199%
<b>TOTAL</b>	<b>377</b>	<b>646</b>	<b>708</b>	<b>655</b>	<b>2386</b> <b>100%</b>

TABLE 1 shows finding by crime type for the 2386 cases in the sample studied by the auditors.

TABLE 2

FINDINGS BY UNIT

FINDING Frequency Col Pct	UNIT						TOTAL
	Area 1	Area 2	Area 3	Area 4	Area 5	Area 6	
Not Supported	129 33.33%	176 45.71%	120 33.24%	190 46.91%	170 43.81%	186 40.43%	971
Supported	93 24.03%	86 22.34%	62 17.17%	56 13.83%	63 16.24%	72 15.65%	432
Unable to Determine	165 42.64%	123 31.995%	179 49.58%	159 39.26%	155 39.95%	202 43.91%	983
<b>TOTAL</b>	<b>387</b>	<b>385</b>	<b>361</b>	<b>405</b>	<b>388</b>	<b>460</b>	<b>2386</b>

TABLE 2 shows the findings by area for the 2386 cases in the sample studied by the auditors



TABLE 3

FINDINGS BY CRIME TYPE  
AREA 1

FINDING	CRIME TYPE				TOTAL
	RAPE	ROBBERY	BURGLARY	THEFT	
Frequency					
Col Pct					
Not Supported	9 12.50%	33 29.20%	45 45.45%	42 40.78%	129
Supported	31 43.06%	12 10.62%	18 18.18%	32 31.07%	93
Unable to Determine	32 44.44%	68 60.18%	36 36.36%	29 28.16%	165
TOTAL	72	113	99	103	387

LE 3 shows the finding by crime type for Area 1

TABLE 4

FINDINGS BY CRIME TYPE  
AREA 2

FINDING	CRIME TYPE				TOTAL
	RAPE	ROBBERY	BURGLARY	THEFT	
Frequency					
Col Pct					
Not Supported	18 27.69%	56 51.38%	48 46.60%	54 50.00%	176
Supported	33 50.77%	10 9.17%	20 19.42%	23 21.30%	86
Unable to Determine	14 21.54%	43 39.45%	35 33.98%	31 28.70%	123
TOTAL	65	109	103	108	385

TABLE 4 shows the findings by crime type for Area 2

TABLE 5

FINDINGS BY CRIME TYPE  
AREA 3

FINDING	CRIME TYPE				TOTAL
	RAPE	ROBBERY	BURGLARY	THEFT	
Frequency					
Col Pct					
Not Supported	6 11.54%	35 33.98%	36 36.00%	43 40.57%	120
Supported	14 26.92%	12 11.65%	11 11.00%	25 23.58%	62
Unable to Determine	32 61.54%	56 54.37%	53 53.00%	38 35.85%	179
<b>TOTAL</b>	<b>52</b>	<b>103</b>	<b>100</b>	<b>106</b>	<b>361</b>

TABLE 5 shows the findings by crime type for Area 3

TABLE 6

FINDINGS BY CRIME TYPE  
AREA 4

FINDING	CRIME TYPE				TOTAL
	RAPE	ROBBERY	BURGLARY	THEFT	
Frequency					
Col Pct					
Not Supported	14 20.90%	48 43.24%	61 54.46%	67 58.26%	190
Supported	18 26.87%	5 4.50%	19 16.96%	14 12.17%	56
Unable to Determine	35 52.24%	58 52.25%	32 28.57%	34 29.57%	159
<b>TOTAL</b>	<b>67</b>	<b>111</b>	<b>112</b>	<b>115</b>	<b>405</b>

TABLE 6 shows the findings by crime type for Area 4

TABLE 7

FINDINGS BY CRIME TYPE  
AREA 5

FINDING	CRIME TYPE				
	RAPE	ROBBERY	BURGLARY	THEFT	TOTAL
Frequency					
Col Pct					
Not Supported	8 14.55%	32 29.91%	52 48.15%	78 66.10%	170
Supported	20 36.36%	18 16.82%	17 15.74%	8 6.78%	63
Unable to Determine	27 49.09%	57 53.27%	39 36.11%	32 27.12%	155
TOTAL	55	107	108	118	388

TABLE 7 shows the findings by crime type for Area 5

TABLE 8

FINDINGS BY CRIME TYPE  
AREA 6

FINDING	CRIME TYPE				
	RAPE	ROBBERY	BURGLARY	THEFT	TOTAL
Frequency					
Col Pct					
Not Supported	13 19.70%	31 30.10%	88 47.31%	54 51.43%	186
Supported	18 27.27%	10 9.71%	31 16.67%	13 12.38%	72
Unable to Determine	35 53.03%	62 60.19%	67 36.02%	38 36.19%	202
TOTAL	66	103	186	105	460

TABLE 8 shows the findings by crime type for Area 6

TABLE 9

FINDINGS BY  
TYPE OF INVESTIGATION

FINDING	TYPE OF INVESTIGATION			TOTAL
	ADMIN	FIELD	SUMMARY	
Frequency Col Pet				
Not Supported	18 14.63%	397 34.95%	556 49.33%	971
Supported	66 53.66%	277 24.38%	89 7.90%	432
Unable to Determine	39 31.71%	462 40.67%	482 42.77%	983
TOTAL	123	1136	1127	2386

TABLE 9 shows findings by type of investigation for the 2386 cases in the sample

TABLE 10

FINDINGS BY  
VICTIMS CONTACTED

FINDING	VICTIMS CONTACTED			TOTAL
	NO	UNKNOWN	YES	
Frequency Col Pet				
Not Supported	523 80.21%	116 10.69%	332 51.16%	971
Supported	45 6.90%	160 14.75%	227 34.98%	432
Unable to Determine	84 12.88%	809 74.56%	90 13.87%	983
TOTAL	652	1085	649	2386

TABLE 10 shows findings by victim contacted

TABLE 11

FINDINGS BY  
METHOD OF VICTIM CONTACT

FINDING Frequency Col Pet	HOW CONTACTED			TOTAL
	IN PERSON	LETTER	PHONE	
Not Supported	135 39.59 %	28 90.32 %	166 61.25	329
Supported	129 37.83 %	2 6.45 %	94 34.69 %	225
Unable to Determine	77 22.58 %	1 3.23 %	11 4.06 %	89
<b>TOTAL</b>	<b>341</b>	<b>31</b>	<b>271</b>	<b>643</b>

TABLE 11 shows findings by method of contact with victim

## B. Detective Division Interviews Findings

No detective interviewed was aware of any current guidelines issued either at the unit or division level which controlled the unfounding process. However, some detectives could recall past memoranda issued at the section level which addressed the subject.

When asked how they learned of the requirements necessary for this procedure they stated they were assigned to work with an experienced Detective upon first being assigned to the Detective Division. While working with these experienced detectives, the intricacies and techniques of investigation and report preparation were passed on to them by word of mouth. Among them were general guidelines for what kinds of cases could be unfounded and under what circumstances.

The only documentation the auditors were able to obtain consisted of a report dated 10 February 1976 issued by the then Commander of the Robbery Section. Pages two and three of that report list 6 reasons a person might report a fictitious robbery and eleven conditions which might raise the suspicions of the investigator that a reported crime might be unfounded.

The responses given by detectives were grouped into the following eleven general categories. It should be noted that none of these factors, standing alone, is sufficient grounds for unfounding a case, however, a combination of them may lead a detective to conclude that the "false or baseless" criteria of U.C.R. have been met.

1. Criminal History of Victim - Prior criminality of victim is given significant weight by the detective when considering whether a case will be founded. The veracity of a rape victim who has extensive arrests for prostitution may be questionable.
2. Victim - Offender Relationship - Victim and offender are more than passing acquaintances, particularly if they have a prior romantic involvement,

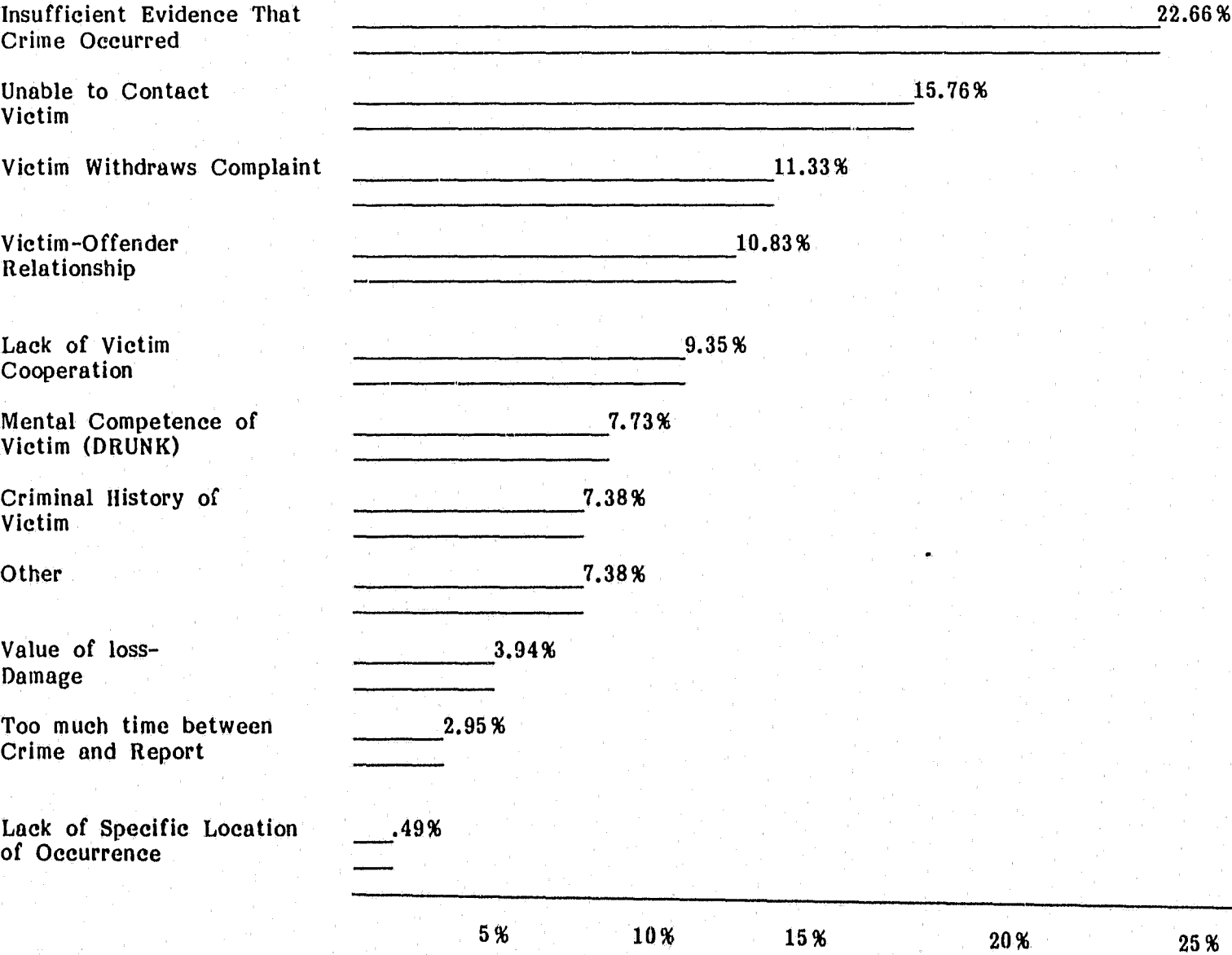
AUDIT A-82-35 Findings

3. Lack of Victim Cooperation - Victim fails to respond to requests for interviews, view line up or scan photo books.
4. Value of Loss - Damage - Value of the property lost or the damage sustained is minor.
5. No Visible Injury - Complainant has no injuries discernible to the naked eye on normally exposed portions of the body.
6. Insufficient Evidence that Crime Occurred - Crime reported lacks statutory element(s).
7. Too Much Time Between Crime and Report - Victim delays reporting the crime to the police for whatever reason.
8. Unable to Contact Victim - Complainant's phone number is erroneously listed, he fails to respond to a letter mailed to him, or does not answer his door bell.
9. Victim Withdraws Complaint - Victim may indicate that the pursuit of the investigation is more trouble than it is worth.
10. Lack of Specific Location of Occurrence - Victim is unsure of the location where the offense occurred and cannot give a specific address.
11. Mental Competence of Victim - Through impairment the victim appears deficient. Drug abuse, alcoholism, etc.

As previously mentioned, 35 detectives were interviewed. The following chart is presented graphically and includes the relative percentages of responses. Some detectives offered more responses than others, which resulted in a total of 102 responses.

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WHAT ARE THE GUIDELINES THAT YOU  
USE TO DETERMINE THAT A CRIME  
YOU ARE INVESTIGATING IS UNFOUNDED?



AUDIT A-82-35 Findings

All of the supervisors interviewed displayed a thorough knowledge of the Detective Division Performance Evaluation system. This system requires a quarterly evaluation of each detective assigned to their units. However, the auditors found that there are several different methods utilized to arrive at this quarterly evaluation.

The term used to identify the current evaluation system used by the majority of units is the "Modified Point System". Each unit of work produced by a detective is tallied. Arrests, cases assigned, their dispositions, court convictions, property recovered, et cetera, are weighted. Not all units assign identical weights to felony and misdemeanor arrests. Some units assign no weights at all.

In each of the units, case disposition, i.e., Cleared, Cleared Exceptional, Unfounded, and Re-Classified, is recorded. A majority of the supervisors state that no particular weight is attached to any classification for evaluation purposes. However, the absence of space to record the disposition, "Suspended", was observed on the work records of two units.

In a majority of the units, the work of the detectives are weighted qualitatively. Each detective is evaluated at a conference of the supervisors assigned to that unit. No supervisor was able to articulate the exact weight assigned to any one event or product. Although this evaluation is required to be performed quarterly, it is done every police period in the majority of the units. The quarterly evaluation thus becomes a meld and/or average of the period evaluations.

When asked if newly assigned detectives are informed of the process or system by which they are rated, ten supervisors answered yes and two, no.

Each of the supervisors indicated that all of their personnel were aware of the rating system. Two of the supervisors stated there is a predetermined point value for activities in their unit; however, they were unable to tell us what those values were.

AUDIT A-82-35 Findings

C. Multiple Clearing Reports

As stated in the methodology section, the total population of cases listed as multiple clear-ups during the target period 27 May 1982 to 23 June 1982 was 660. The number of cases included in the sample for examination was 98 with a confidence level of  $95\% \pm 4\%$ .

Interviews were conducted with 74 of the 98 complainants whose cases were subjected to examination. Of the 74 persons, 6 persons reported actually having been contacted by a detective, being told that the offender in their case had been apprehended and offered an opportunity to participate in the prosecution. Three of those victims indicated that their cases are still in one or another phase of prosecution. Sixty-eight of the victims indicated that no contact of this nature had been made. Twenty-four persons could not be located by the auditors using the telephone survey method.

The findings in table form are presented below:

	<u># Cases</u>
Supported	6
Not supported	68
Unable to Determine	<u>24</u>
TOTAL	98



## DETECTIVE DIVISION REPORTING PRACTICES

### VI. ANALYSIS

#### A. Unfounded

Table 1 (page 24) represents the tabulation of findings in percentages by type of crime for the city as a whole. The sample consists of 2,386 cases. In the opinion of the auditors, the facts contained in the supplementary reports did not support the investigative conclusion reached by detectives in 971 cases. In 432 cases the facts did support the investigative conclusion reached by detectives. In 983 cases the auditors were unable to make a determination as to the supportability of the investigative findings due to the inability to contact the victims. (Erroneous addresses, moved, etc.).

The highest percentage of supported cases occurred in the rape category and the lowest percentage of supported cases occurred in the robbery category. The highest percentage of non-supported cases occurred in the theft category, and the lowest percentage of non-supported cases occurred in the rape category.

Table 2 (page 25) shows the findings by type of crime for each of the six police areas of the City of Chicago. Direct comparisons between areas are possible since the percentages are column percentages. Example: The 387 cases occurring in Area 1 are treated as 100% of Area 1's cases. Thoses cases are separated into three categories: not-supported, 129 cases or 33.33%; supported, 93 cases or 24.03%; unable to determine, 165 cases or 42.64%. This totals 387 cases, 100% of the cases occurring in Area 1.

Tables 3 through 8 (pages 26 thru 34) show findings by area by type of crime. These tables are similar to Table 1 in showing findings by type of crime, with the difference that each table shows the information for a specific area, while Table 1 shows the information for the city as a whole. Example: when the not-supported rape category of Table 3 (12.50%) is compared with not-supported rape category of Table 5 (11.54%), it is apparent that both areas had a very similar experience in the rate at

### Audit A-82-35 Analysis

which unfounded rape investigative findings were not supported by the auditors. Similiarly, when the not-supported theft category (40.78%) of Table 3 is compared with the not-supported theft category (66.10%) of Table 7, it is apparent that the two areas had disparate experiences in the rate at which unfounded theft investigative findings were not supported by the auditors.

Table 9 shows the findings by type of investigation conducted for the city as a whole. Reading across a row of the table yields comparisons of auditor findings by investigative method.

Table 10 shows the findings by victim contact. Victim contact is defined as a two-way communication either telephonically or in person between a victim and a detective. The not-supported contact column shows that in 80.21% of the cases where there was no contact with the victim by a detective, the auditors rendered an opinion that the investigative finding could not be supported. The supported column shows that in 34.98% of the cases where there was a victim contact by a detective, the investigative finding was supported.

Table 11 shows the manner in which the victim was contacted by detectives. A total of 643 contacts with victims by detectives were made. The not-supported column shows that in 28 of the 31 contacts made by letter, it was the opinion of the auditors that the investigative conclusions reached by the detectives could not be supported.

#### B. Detective Interviews

While U. C. R. guidelines list only false or baseless complaints as criteria for unbounding a case, the interpretation of that guideline into practice goes beyond the specifics of the established standard. The analysis of detective interview responses yielded the following:

1. 15.76% of the responses offered by the detectives interviewed indicated that they would consider unfounding a case based on their inability to contact a complainant/victim.
2. 7.38% of the responses indicated detective would consider unfounding a case based on the criminal history of the victim.
3. 10.53% of the responses indicated that detectives would consider unfounding a case based on offender relationship.

The remaining categories and their percentages are included in the graph on page 38.

#### C. Multiple Clearing Reports

The data indicates that in 69.4% of the cases examined, the victim was not contacted by the detective clearing the case. Since there was no notification, it follows that the victim could not decline to prosecute. The phrase, "All victims were contacted, where possible, and declined to prosecute", recurred in the narrative of supplementary reports.

In 6.1% of the sample examined, the victims were contacted and afforded an opportunity to prosecute the offender.

Additionally, the ability to clear 102 offenses (the largest in our sample) is subject to question. It is difficult to imagine anyone being able to remember the details of that many offenses even if he were, in fact, the offender.

### DETECTIVE DIVISION REPORTING PRACTICES

#### VII. CONCLUSIONS

The auditors have reached several conclusions based upon their findings and analyses during the conduct of this audit. These conclusions and associated comments follow:

A. The quality of investigations as documented in detective supplementary reports is in need of improvement.

In many cases the basic investigative questions raised in the original reports are not discussed in the detective's supplementary reports. The findings reveal that investigative reports are too brief, of poor quality and lack documentation of victim contact.

B. There is inadequate supervisory review of detective's supplementary reports. Cases were observed where the gender of the victim in the detective's report differs with the original report.

Some case management supervisors stated that a copy of the original report is not submitted with the detective's supplementary report to the reviewing supervisor. Consequently, the focus of review is on form rather than content. We found examples of named offenders and license numbers of offenders' vehicles in original reports, and no mention of this informational data in detective's supplementary reports.

C. Detective Division crime reporting practices do not provide adequate controls to ensure victim/complainant contact. Data indicates a low level of contact with victims by detectives. The lack of contact in multiple clear-up cases questions the validity of these clear-ups.

We found reports where cases were unfounded because victims did not respond to letters requesting contact. These form letters are not made a part of the R.D. file, nor are the Post Office returns. The auditors are therefore unable to render an opinion as to their actual use rate.

Audit A-82-35 Conclusions

D. The accuracy and integrity of detective supplementary reports suffers as a consequence of inadequate supervisory review. The auditors found erroneous information contained in investigative reports in the sample. There were reported contacts with people at non-existent addresses. Cases were found where a relative was the alleged offender yet no such person existed. Due to the apparent focus on quantity rather than quality of investigations, standardized narratives have become common place.

We found the following "standardized" narratives in supplementary reports:

1. Complaint: Theft of auto battery where cables were cut.  
**Report: Family member removed same to have it charged.**
2. Complaint: Burglary of apartment where stereo/radio/television taken.  
**Report: Family member borrowed same to watch ball game, etc.**
3. Complaint: Burglary of garage where lawn tools, grills, furniture were taken.  
**Report: Neighbor saw items in backyard and took "protective custody" of same.**
4. Complaint: Theft of merchandise from auto/trunk/passenger compartment.  
**Report: Victim recently visited a suburb and the possibility exists offense occurred there.**

E. There exists a perception that detectives are expected to unfound, clear or reclassify a certain percentage of their cases.

No detective interviewed could quantify this expectation or tell us the relative worth of a closed, cleared, unfounded or reclassified case. They did however, display perceptions that suspended classifications (unsolved), ranked lower than the other classifications.

Audit A-82-35 Conclusions

F. There exists among detectives an insensitivity to the victim's plight. This is evidenced by the number of cases which are classified as unfounded because of lack of cooperation. Victimization is often traumatic to its sufferers. In violent crimes where confrontation with the offender occurs, or even where property alone is the object of the attack, victims suffer from this phenomenon. To interpret a broken appointment as apathy and a basis for unfounding is a misinterpretation.

G. The case management system adopted by the Detective Division was intended to streamline paper flow and allow detectives to concentrate their efforts on more serious and solvable crimes. It was introduced as a pilot program in Area 2, beginning 18 September 1980, expanded to Area 6 on 25 September 1980, to Areas 1 and 3 on 2 October 1980, and to Areas 4 and 5 on 3 October 1980. The rapidity with which the program was expanded throughout the Division raised the question as to whether adequate analysis was performed on the pilot program to support its expansion.

H. Completed investigative reports are not returned to the case management supervisor; therefore, he cannot determine if his assignment strategy is leading to the desired results. A concept of a system implies a feedback mechanism which we find conspicuously absent in the system under examination.

I. The review process within the case management system is not adequate. Although the review function is the responsibility of the administrative section at the Area level the auditors found that the review process focuses its concern on form rather than content.

## DETECTIVE DIVISION REPORTING PRACTICES

### VIII. RECOMMENDATIONS

The audit team, as a result of this audit, recommends:

A. **The Detective Division develop an operational procedural manual with distribution to all personnel of the Division.** In addition to distribution, there should be a training curriculum to familiarize these personnel with all procedures and standards contained therein. The manual should address and establish proper reporting/investigation procedures, crime classification policies and criteria, standard report formats, detective evaluation system, sufficient line internal controls to ensure integrity of the crime reporting system, and any other information pertinent to Division operations.

B. **Performance standards for detectives be established.** Detective interviews suggest that personnel have preconceived ideas as to the relative worth or importance of various investigative conclusions; i.e., unfounded, cleared by arrest, cleared exceptional, and multiple clear-ups. If an evaluation system is existent, it should be documented and every detective should be so informed. Whatever standards are established, command should consider the effect on performance.

C. **All levels of command and supervision of the Division be required to conduct and document tests on the integrity of the system as part of their regular duties.** Case reports should be selected at random and victims interviewed to verify information contained therein. If erroneous information is discovered, training and/or discipline should be utilized, whichever is appropriate.

D. **The Detective Division develop a case management system with weighted solvability factors and responsive feedback systems.** A component of this system must be a stringent review process to ensure proper content, consistency, and integrity of investigative reports. The function of "summary investigator" should be re-evaluated.

### Audit A-82-35 Recommendations

A decision table with weighted solvability factors should be devised and periodically adjusted when necessary to maintain workable case loads of individual investigators.

E. **The Chicago Police Department correct the public misapprehension that a detective will conduct a personal follow-up investigation into every reported criminal offense.** This should be accomplished by the training of uniformed personnel in the area of detective operations. Beat officers should inform victims/complainants that they will not be contacted by a detective if the crime is minor in nature and little or no possibility of an arrest exists.

F. **The Auditing and Internal Control Division conduct periodic pre-announced and unannounced audits of the Detective Division.** In addition to these independent audits, immediate staff to the Deputy Superintendent, Bureau of Investigative Services, should also be involved in some type of periodic review activity and submit appropriate reports.

G. **The Detective Division implement a system of internal control relative to multiple clearing reports.** These reports should be approved by the commanding officer of the individual unit (Property and Violent Crimes), as well as the immediate supervisor. Random telephone verification of victim contact by the supervisor should be required.

In the opinion of the auditors, the implementation of these recommendations will result in a noticable rise in the reported crime rate. This rise however, will be a one time occurrence as the rate reaches its valid level. Once that level is reached, it will accurately reflect the true rate of criminal activity in the city. The system will have built in controls sufficient to insure integrity and accuracy of crime rate data which it generates. Subsequent changes in the crime rate will then be a function of the societal factors which affect it rather than a function of the reporting process. Additionally, this crime rate data will enable police planners to more accurately assess and evaluate police manpower requirements and deployment, crime pattern information and other research which is dependent upon accurate crime reporting.

IX.

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X.

APPENDIX A

Approximately ten years ago, a federally funded study of the investigative process was undertaken by the Rand Corporation. The findings, while not revolutionary, gave legitimacy to what every police executive already knew. The traditional practice of assigning each reported offense to a detective for a follow-up investigation is not an efficient use of resources. The Rand Study generated a series of other reports whose objectives were to arrive at a new approach which was useful to police administrators. A mass of data was collected and subjected to analysis in several jurisdictions. The thrust was to determine the commonalities among the cases which were successfully concluded (cleared) by detectives. These commonalities were called "solvability factors", those factors which, in combination, led to the solving of cases. These factors were analyzed and subsequently weighted as to their efficacy. Models were developed and tested and the weights adjusted. There thus entered a new term in police jargon, "solvability factors".

Two models and their weights follow:

# BURGLARY CASE DISPOSITION DECISION RULE

INFORMATION ELEMENT	WEIGHTING FACTOR
Estimated range of time of occurrence:	
Less than 1 hour	5
1 to 12 hours	1
12 to 24 hours	0.3
More than 24 hours	0
Witness' report of offense	7
On-view report of offense	1
Usable fingerprints	7
Suspect information developed — description or name	9
Vehicle description	0.1
Other	0
TOTAL SCORE	

## INSTRUCTIONS

- (1) Circle the weighting factor for each information element that is present in the incident report.
- (2) Total the circled factors
- (3) If the sum is less than or equal to 10, suspend the case; otherwise, follow-up the case.

# ROBBERY INVESTIGATION DECISION MODEL

INFORMATION ELEMENT	WEIGHTING FACTOR
Suspect named	10
Suspect known	10
Suspect previously seen	10
Evidence Technician used	10
Places suspect frequents named	10
Physical Evidence	
Each item matched	6.1
Vehicle Registration	
Query information available	1.5
Vehicle stolen	3.0
Useful information returned	4.5
Vehicle registered to suspect	6.0
Offender Movement Description	
On foot	0
Vehicle (not car)	0.6
Car	1.2
Car color given	1.8
Car description given	2.4
Car license given	3.0
Weapon Used	1.6

## INSTRUCTIONS

- (1) Circle the weighting factor for each information element that is present in the incident report
- (2) Total the circled factors.
- (3) If the sum is less than 10, suspend the case; otherwise, follow-up the case.
- (4) Weighting factors do not accumulate; i.e., if both the auto license and color are given, the total is 3.0, not 4.8.

**END**