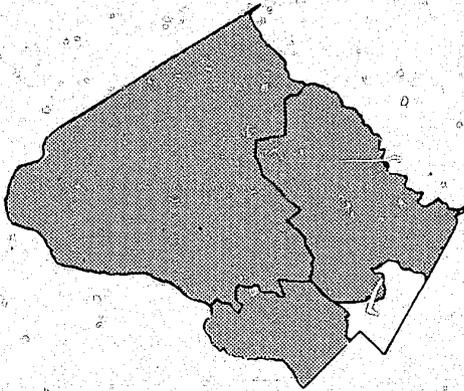


# Managing Criminal Investigations



## FINAL EVALUATION REPORT and EXECUTIVE SUMMARY

**JULY 1979**

**DEPARTMENT OF POLICE  
Montgomery County, Maryland**

**LEAA GRANT  
NO. 76-NI-03-0005**

61360

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# MANAGING CRIMINAL INVESTIGATIONS PROGRAM

## FINAL EVALUATION REPORT

by

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July 1979

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ACQUISITIONS

Prepared under Grant Number 76-NI-03-0005 awarded to the Montgomery County Department of Police by the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U.S. Department of Justice. Points of view or opinions stated in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice or the official position of the Montgomery County Department of Police.

## ACKNOWLEDGEMENTS

The author wishes to acknowledge the ongoing cooperation and support of the many individual members of the Montgomery County Department of Police, the State's Attorneys Office for Montgomery County, and the Management Information Service of Montgomery County without whose assistance this evaluation would not have been possible. More specifically, the author would like to thank the following individuals who were responsible for structuring and coordinating the Managing Criminal Investigations Program. The vision and dedication of these individuals made possible the successful realization of the MCI concept.

Chief Robert J. diGrazia  
(Former Director, Montgomery County Department of Police)

Mr. Philip H. Marks  
(Former Special Assistant to the Director,  
Montgomery County Department of Police)

Major Thomas T. Thear  
(Former Commander, Field Services Bureau,  
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Sgt. Stephen J. Gaffigan  
Director, Research and Planning Division  
Montgomery County Department of Police

It would not have been possible to conduct this evaluation without the invaluable assistance of several research support personnel including, in alphabetical order, Mr. Warren E. Bernard, Mr. Thomas Browne, Ms. Mary Beth Golden, Mr. Brian Reed, Mr. Stephen Stiles, and Mr. Gregory Ulrick. These individuals provided data processing and analytical support throughout the evaluation. In addition, a special thanks is in order for Mrs. Virginia Geer, Ms. Carol Allen, and Mrs. Dawn Stavely who provided editing and typing support for this final evaluation. The contribution of Mr. Thomas Brunner, who provided graphic artwork support, must also be acknowledged.

Further, the author would be remiss in not mentioning the support of the MCI Task Force on the Monitoring System. These officers served as a sounding board for the author in interpreting evaluation findings and developing recommendations for managerial action. Members of this Task Force were:

1st Lt. Don E. Black  
1st Lt. Donald P. Hearn  
Sgt. O. J. Lennon  
Sgt. James J. O'Connell  
Cpl. William E. Crider  
Cpl. Robert C. K. Howell  
Pfc. Bernard J. Forsythe  
Pfc. James F. Hockenberry

The author is also indebted to staff members of the National Institute of Law Enforcement and Criminal Justice, LEAA, particularly Mr. John Bonner, who provided the necessary guidance to conduct this demonstration program. A thank you is also in order for the assistance provided by Mr. H. Jerome Miron of the University Research Corporation, LEAA technical assistance contractor for the MCI Program, and Mr. Thomas White, Ms. Pamela Horst and Ms. Katryna Regan of the Urban Institute, LEAA National Evaluator for the MCI Program.

## PREFACE

In 1976 the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration funded five separate police agencies to develop, implement and evaluate a "Managing Criminal Investigation Program" featuring innovative changes in the organization and administration of the criminal investigation function. The Montgomery County Department of Police was one of five agencies to receive a grant to conduct this demonstration program. Also receiving grants were the Birmingham, Alabama Police Department, the Rochester, N.Y. Police Department, the St. Paul, Minnesota Police Department, and the Santa Monica, California Police Department.

The Managing Criminal Investigations Program was spurred by the publication of several nationally distributed research reports and documents highlighting the need for improvements in the internal management of criminal investigations. The five LEAA demonstration sites were charged with the task of addressing this need and designing and implementing program activities which would facilitate a more efficient and effective management system. Each site was also responsible for completing a comprehensive evaluation of the MCI experience. This evaluation was to include numerous data elements contained in an LEAA released "Request for Proposal" for the MCI Program.

The Montgomery County Department of Police has endeavored to experiment with several new and innovative approaches to managing criminal investigations. This commitment to experimentation has resulted in several constructive changes. It has also provided considerable insight, previously not available, into the administrative and managerial component of the criminal investigations function.

This agency has also been committed to completing a comprehensive evaluation of the MCI Program. The Department developed and utilized a thorough evaluation design to fully assess the strengths and weaknesses of each program component. This evaluation produced numerous findings

and recommendations for future action, all of which are presented in this document. It is sincerely hoped that other police agencies carefully consider the experiences of the Montgomery County Department of Police in developing their own MCI Program.

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## EXECUTIVE SUMMARY

## EXECUTIVE SUMMARY

In November, 1976, the Montgomery County Department of Police received an eighteen month grant from the National Institute of Law Enforcement and Criminal Justice of LEAA to implement and evaluate a demonstration program designed to improve the management of criminal investigations. This grant, entitled Managing Criminal Investigations, was formally implemented in the Silver Spring District in June, 1977. The Department initiated a comprehensive twelve month evaluation (beginning in October 1977 and continuing through September 1978) to assess (1) to what degree program activities were implemented, (2) the results of program implementation on specific objectives, and (3) the overall impact of the program on performance.

The Managing Criminal Investigations Program (MCI) was evaluated by comparing and contrasting effectiveness and efficiency measures collected from the Silver Spring District with similar measures gathered from a pre-selected control area. The control area consisted of nine beats, the same number of beats that exist in Silver Spring. The control area in the aggregate provided a comparable match to the Silver Spring District in terms of crime rates and socio-economic characteristics. Several data sources were used in the evaluation, including a sample of 2,075 selected Part I cases chosen through a stratified sampling design over a twelve month period. These cases were traced through the entire investigative and adjudicatory process. Police officer attitudinal data and victim perceptions were also included as measures.

The MCI program was structured with five distinct components. These components were: (1) Enhancement of the Patrol Role; (2) Case Screening; (3) Managing the Continuing Investigation; (4) Police-Prosecutor Relations; and (5) the Monitoring System. Collectively, program activities devised for each of these components were designed to introduce a new systems approach to managing criminal investigations.

This evaluation analyzes each of these components separately. The specific objectives formulated for each component are evaluated to determine if, in fact, they were achieved and if so what results were produced. Secondly, the evaluation indicates if planned program activities could be correlated with achieved results. The collective impact of all

program components is assessed in an additional chapter. Impact is evaluated by analyzing four measures: arrests, clearance, prosecutions and convictions. In addition, the impact of selected program activities on officer attitudes and victim perceptions is also included in this evaluation. The overall organizational implications of MCI are assessed in the final chapter. Recommendations are offered for integrating successful portions of MCI into the remaining operational units of the organization.

The primary findings from this evaluation are described briefly in this summary. The reader is advised to consult the appropriate section of this evaluation for detailed analyses of program objectives. Specific recommendations regarding each program component have been formulated and are presented at the conclusion of each chapter.

#### Enhancement of the Patrol Role

The primary findings for this component are presented by specific areas of emphasis.

1. Improvement of the Preliminary Investigation Process. This evaluation indicates that Silver Spring patrol officers collected more information per event report than officers in the control beats. Specifically, Silver Spring officers collected and described more suspect descriptions for all crimes analyzed with the exception of rape, a greater frequency of m.o. pattern descriptions for burglaries and larcenies over \$500, a higher proportion of witness identifications and interviews for robberies, burglaries and the total number of crimes analyzed.

The specific advantage of this increased data collection was verified by an analysis correlating the availability of data to higher solvability ratings. Moreover, these higher solvability ratings positively correlated with arrest. Thus, the utilization of the new structured event report form including solvability factors contributed to improved data collection and consequently improved performance.

Other program activities within this component had less affect on this improved data collection (e.g., on-the-job patrol training in investigative techniques, call stacking by supervisors, and overall role changes by supervisors).

The resulting improvement in data collection was accompanied by an increased sense of responsibility among patrol officers and the perception that event reports were more thorough than pre-MCI experience. Furthermore, there was no negative impact on efficiency as measured from the standpoint of time required to complete the initial investigation.

2. Increased Patrol Involvement in the Follow-Up Investigation Process. The MCI Program featured a commitment on the part of management to formally assign follow-up investigations to patrol officers. This objective was achieved despite several operational difficulties, specifically concerning the shift investigator program - a program whereby one officer from each shift was selected to work cases generated from his or her shift and be free for follow-up investigation responsibility. Patrol officers were successful in closing a satisfactory percentage of cases assigned for follow-up investigation. MCI, therefore, resulted in an expanded pool of qualified investigative personnel. This change also produced an increased sense of responsibility for patrol officers and a greater understanding of the investigative process.

Experience has shown that it is difficult to successfully assure patrol involvement in investigations without negatively affecting the patrol capability to respond to calls-for-service. The current 4/10 deployment system complicates this problem. Generally speaking, hours of peak patrol activity coincide with hours in which investigative activity is most likely to occur. In this regard, modifications to the current deployment system would facilitate patrol involvement in the follow-up process.

Through MCI, it has also been learned that the process of assigning cases to patrol officers is further complicated by communication problems across shifts and "peer pressure" difficulties within shifts. The Silver Spring District has taken steps to resolve these problems. The key to effective management of these cases is close monitoring, not only by the shift lieutenant, but also by the MCI Case Screener/Investigative Coordinator.

3. Increase Patrol Effectiveness in the Investigative Process. This objective actually served as a summary objective for the overall patrol enhancement component. Two measures of patrol effectiveness were selected to assess levels of achievement of this objective. First, patrol performance in the initial investigation in terms of arrests and clearances was

considered a measure of effectiveness. The second measure was performance in the follow-up investigation. Arrests and clearances by patrol officers working in a follow-up capacity were tallied for this purpose.

In the preliminary investigation, patrol officers in Silver Spring cleared more cases by arrest than their counterparts in the control area. (Silver Spring officers cleared 7% of all cases by arrest while control area officers cleared 4% of cases monitored - this represented a statistically significance difference). A statistically significant difference was also computed for the specific crimes of robbery (10% cleared by arrest in Silver Spring and 3% cleared by arrest in the control area) and aggravated assault (39% cleared by arrest in Silver Spring and 25% cleared by arrest in the control area).

The previously mentioned correlation analysis of solvability factor weightings and case dispositions showed that there were positive relationships between solvability ratings and arrests in the initial investigation for the crimes of rape, robbery, assault, burglary and larceny. The key solvability factors contributing to such arrests were those pertaining to descriptions by witnesses, suspect descriptions and identifications, and the availability of physical evidence. It was concluded, therefore, that the new structured report form with inclusive solvability factors, as well as attendant changes in the patrol role (e.g., recommending follow-up investigation, being afforded sufficient time to complete comprehensive investigations) should be retained.

The value of the patrol role in follow-up investigations was confirmed by evaluating the results of cases assigned to patrol officers, or in joint status with investigators. Patrol officers cleared by arrest 21% of all cases assigned directly to patrol while clearing by arrest 28% of those cases assigned in a joint capacity. Further, patrol officers produced clearances (arrest or exception) in 28% of all cases assigned. Total clearances for those cases assigned in joint capacity amounted to 31%. These clearance figures closely matched overall clearance rates produced by detectives prior to MCI.

By coupling patrol officer performance in the initial investigation with results produced in a follow-up capacity, it is clear that patrol effectiveness was enhanced during the program. Patrol officers in Silver Spring were responsible, either directly or indirectly, for clearing by arrest

11% of all cases sampled. Patrol officers in control beats cleared 5% of all cases sampled by arrest.

4. Increase Patrol Officer Motivation to be Involved in the Investigative Process. Strained relationships between patrol officers and detectives had traditionally inhibited patrol incentive to complete comprehensive initial investigations and participate in the follow-up investigation process. The MCI Program emphasized the need to break down many traditional communication barriers and misunderstandings between patrol officers and investigators. The primary program focus to rectify these problems was improved working relations. The decentralized operational environment facilitated a smoother working relationship.

An attitudinal survey administered to a sample of Silver Spring officers and a comparable group of patrol officers from other districts confirmed that working relations in Silver Spring were, in fact, more favorable than in other districts. Other findings from this survey provided further insight into this objective. Among these findings were results demonstrating that Silver Spring officers felt that perceptions of detectives had improved since decentralization and that the investigative process became more effective with detectives working in the same district.

Furthermore, this survey indicated that patrol officers perceived "some increase" in investigative responsibilities with the advent of MCI. Officers were split in their analysis of changes in incentive to complete a thorough preliminary investigation since MCI. A total of 47% of respondents stated that their incentive had "increased somewhat" while 44% stated that their incentive had "remained the same."

#### Establishment of the Case Screening System

The findings for each objective formulated for this component are summarized in the following:

1. Reduce the Number of Cases Assigned for Follow-Up Investigation. A greater percentage of cases were actually assigned in Silver Spring than in the control area. It was anticipated that Silver Spring would actually investigate a smaller percentage of cases due to the suspension of unworkable cases. (Silver Spring investigated a total of 44% of Part I crimes sampled while the two centralized units investigated 36% of all

such cases sampled). This was due to the existence of a larger pool of investigators (created by the policy of assigning cases to patrol officers), and the use of an informal screening system in the two centralized units. It was also due to the policy of not re-contacting victims on unworkable cases. Investigators in the MCI unit were not required to expend time making these phone contacts.

When viewed strictly from the perspective of cases worked by detectives, MCI actually investigated a smaller percentage of cases than detectives in the Crimes Against Property and Crimes Against Persons Divisions. (This difference of 13% was determined to be statistically significant).

Assignment decisions in Silver Spring were affected by several program changes. First, it was concluded that patrol officers were providing, for the most part, valid recommendations on the potential for case workability. The Case Screening officer thus had more information upon which to base his assignment decision. Screening decisions were also affected by the MCI practice of centralizing all case review and decision making in one office where uniform criteria could be consistently applied. This enhanced a more appropriate assignment process as the Case Screening officer was able to assign cases according to geographic and victim similarities, investigator aptitude and experience, as well as solvability.

It was concluded that personal and administrative factors played an important role in case assignment. Certain cases were assigned through management direction or victim request, although little solvability was present. Moreover, a substantial percentage of cases were assigned according to investigator workload. An analysis of closure potential with case assignment decisions showed that a considerable number of cases with low solvability were assigned. These cases, in many instances, were assigned due to personal and administrative factors. The screening system was thus less than precise in segregating workable from unworkable cases (60% of all Part I cases sampled were screened correctly) based on the assumption that all cases are assigned based on the potential for arrest, and suspended cases are removed from active assignment due to the lack of solvability.

The weighted screening system did not serve as a valuable tool in case assignment. It did not discriminate accurately between potential for arrest and the likelihood of a case remaining open. An analysis of this system yielded the conclusion that the range of scores resulting in arrest was

too broad to warrant the adoption of a cut-off point above which a case would be automatically assigned. It is recommended that this system be refined and that a cut-off point be adopted. Options for working cases solely due to administrative or personal factors should not, however, be precluded. Such cases should be categorized as assigned due to secondary criteria and not based on solvability.

Research suggests that little was lost in the way of investigator effectiveness or public relations by the new policy of not re-contacting victims on unworkable cases. Of a sample of 97 property crimes occurring during the MCI experimental year and resulting in call backs by members of the Crimes Against Property Division, only 2 or 2% of these cases produced new information leading to arrest.

A victim survey was conducted to assess the impact of this policy change on victim perceptions. A total of 96 burglaries and larcenies were selected from a pre MCI group of cases from Silver Spring, as well as during the MCI period. There was no substantial difference between years in victim satisfaction with patrol statements as to what would be done with the case following the preliminary investigation, although a smaller percentage of victims reported that a detective would re-contact the victim in the experimental year. There was a statistically significant difference in victim perceptions of the manner in which patrol officers handled the case. Victims included in the experimental year sample were less satisfied with the patrol officer's actions. In the pre MCI sample, 98% of the respondents were either very satisfied or satisfied with the way patrol officers handled the case. The comparable percentage for the experimental year was 87%. This loss in victim satisfaction, although statistically significant, must be interpreted in the proper context. The Silver Spring District achieved greater efficiency in investigations by adopting the no call back policy. Management must determine if this loss in victim satisfaction was worth the efficiency gained. It seems that the answer to this question is "yes" considering that the overwhelming majority of respondents still responded favorably.

One additional question concerning the victim's perception of the department's overall response sheds further insight into this issue. There was a slight decrease in satisfaction during the experimental year, although not statistically significant. This tends to support the conclusion

that no irreparable harm was done to victim perceptions through the institution of the no call back policy.

2. Re-enter Cases Previously Defined as Unsolvable Which are Redefined as Solvable. The MCI Program also sought to incorporate a new system for re-entering cases defined as unworkable. Traditionally such cases were re-entered only when multiple closures occurred.

This evaluation concluded that this objective was never actually achieved. The percentage of suspended cases actually re-entered was quite low. Further, this percentage decreased as the evaluation progressed. There was never any routine process established for re-entering such cases. The various files (e.g., victim, m.o.) were searched periodically whenever a case occurred in which similarities to prior cases were noted. This did not represent, however, any systematic case review process.

There is a definite need to integrate the case screening process of the MCI Program with the overall district crime analysis system. This would provide one uniform analytical system which could feature both patrol and investigation case analyses and pattern and trend identification.

### Managing the Continued Investigation

Three specific objectives were assessed in this chapter. The major findings contained in this chapter are summarized below.

1. Improve Performance Within the Follow-Up Investigation Process. There were no significant differences in follow-up investigation performance for either specific crimes or for all crime types between Silver Spring and the control area. Changes in case assignment and management, therefore, could not be correlated to any increase or decrease in either clearances by arrest or total clearances. This can perhaps be viewed as a positive result. MCI featured the assignment of cases to patrol officers as a means of freeing needed investigator time to work difficult cases and interact with patrol officers. An analysis of solvability scores as compared to assignment indicated that permanent investigators did, in fact, work cases with less solvability than patrol officers. Cases with the highest solvability were assigned in joint status with patrol and detectives. Conversely, investigators in the two central units (assigned cases from the control beats) continued to work virtually all cases including these with high solvability.

The MCI Program, therefore, introduced a changed role for investigators. They were no longer asked to investigate all cases regardless of workability, but focused on those cases with limited solvability and requiring investigative expertise. This was accomplished by removing cases with low solvability from assignment status (these cases were generally suspended) and assigning those cases with high solvability thus requiring less expertise, to patrol officers either independently or in conjunction with detective personnel. Additionally, a considerable portion of the investigator's time was devoted to training patrol rotation personnel in investigative procedures and in working cases in a training mode.

The improved working relationships instituted under MCI obviously contributed to the obtained performance figures produced by Silver Spring. Patrol officers expressed a favorable view of detectives and demonstrated an interest in meeting with investigators regularly to discuss ongoing cases. This favorable relationship was enhanced by the working proximity of patrol officers and investigators and the management commitment to creating a harmonious working environment. Similarly, investigator knowledge of the community was enhanced by decentralization.

2. Reduce the Time Period Between Assignment of a Case and Case Closure. This objective addressed the paramount need for improved efficiency in the continuing investigation. It was to be accomplished primarily through close supervisory monitoring of case assignments and the use of suspense periods for the return of assigned cases.

There was no significant difference between the Silver Spring District and the control area concerning days worked for all Part I crimes sampled. The only crime for which any significant difference was noted was assaults. Silver Spring returned such cases in an average of 12.1 days from assignment while control area investigators returned such cases on the average of 22.1 days after assignment.

There was a major decrease in the time required per investigation in MCI during the fourth quarter of the evaluation year. This was due to a concentrated emphasis on the part of the Case Screener/Investigative Coordinator to apply the suspense period more consistently. (It should also be noted that the suspense period was changed from 10 to 15 work days during this quarter to provide a more realistic time frame for investigations.)

An analysis of time periods required for the investigation of cases eventually returned as suspended showed that many such cases were held

for extended time periods by individual investigators. (In many instances these assignments were held for a period exceeding the normal suspense date).

It was concluded, in addition, that 95% of all cases eventually cleared by arrest were cleared within 50 days of assignment. This finding confirmed the assessment that many cases were held beyond a point where any realistic potential of clearing the case by arrest actually existed.

3. Reduce Redundancy in the Investigative Process Between the Patrol and Detective Functions. A critical drain on investigator efficiency was the unnecessary replication of patrol activities completed during the initial investigation. This problem led the MCI Program team to minimize redundancy as much as possible in the follow-up investigation. This was to be accomplished by insisting that patrol officers document the results of investigative steps and that detectives build on solvability identified in the preliminary investigation.

A review of detective activities yields the conclusion that numerous patrol investigative steps were actually replicated. This repetition was necessary in some instances to provide the follow-up investigator with all the facts of the case.

In spite of this replication, which was similar to the practices of central investigative unit personnel, MCI investigators described either modified or new suspect and suspect vehicle information in a significantly greater proportion of cases than their counterparts in the two centralized units. A statistically significant difference was observed between these areas for the crimes of burglary for suspect descriptions and robbery for suspect vehicle descriptions (Silver Spring officers described such information at a greater frequency than investigators in the two central units). The Crimes Against Property Division, on the other hand, identified more stolen property information than Silver Spring investigators for a statistically significant greater percentage of burglary cases.

The value of these findings was confirmed by correlating the availability of such data with arrest potential. It was discovered that the existence of such modified or new information in the follow-up investigation contributes to the likelihood of an arrest.

An analysis of witness interviews in the follow-up investigation indicated that there was no significant difference in re-interview rates between Silver Spring and the control area. MCI, therefore, did not

produce any increase in efficiency in this respect. Similarly, in analyzing the percentage of cases containing any witness interviews, it was concluded that there were no significant differences between the two areas.

These findings suggest that performance can be enhanced without sacrificing the investigator's need to replicate certain patrol investigative activities. The challenge for management is to ensure that investigators replicate where necessary, only tasks which have a solvability potential. As was pointed out earlier, MCI featured an improved ability of patrol officers to rate case solvability. These ratings undoubtedly helped investigators not so much from the standpoint of telling them what was there, but by indicating which cases were not workable. Marginal solvability in many instances was expanded by investigators, as was indicated by the identification of modified and new information in a substantial proportion of Silver Spring cases.

The working proximity and enhanced working relationships between patrol officers and detectives contributed to the noted change in the follow-up investigation. Detectives were able to develop acquaintances and easily solicit information not readily available in the event report.

#### Improving Police-Prosecutor Relations

The primary findings for this component are presented in the following:

1. Increase the Number of Cases Accepted for Prosecution. This objective was formulated, in conjunction with the second program objective seeking increased convictions, to obtain more favorable case disposition results. It was presumed that increased quality in case preparation would produce these results.

Research indicates that there was no significant difference between the number of cases accepted for prosecution in the Silver Spring District as compared to the control area. Of all cases sampled in Silver Spring and resulting in arrest, 48% produced indictments, whereas 40% of those cases resulting in arrests in the control area were prosecuted in the Circuit Court. A total of 83% of all Silver Spring arrests were prosecuted (coupling indictments with District Court acceptances). A total of 73% of control area arrests sampled resulted in prosecution at either the

Circuit or District Court level.

The program evaluation of police-prosecutor activities indicated that the MCI Program produced very little change in police-prosecutor relations. It was unlikely, therefore, that positive change in case acceptance rates would occur.

2. Increase the Number of Cases Resulting in Convictions. By tracking case dispositions for arrests generated in Silver Spring and the control area, it was determined that there was no statistically significant difference in guilty rates between the two areas. There was a percentage difference between these areas (27% of all cases prosecuted from Silver Spring resulted in guilty dispositions, either by plea or verdict, whereas 17% of cases originating from the control area resulted in such dispositions). There were no statistically significant differences, in addition, between the two areas for individual crime types. Secondly, there was no significant difference in guilty dispositions between Silver Spring cases sampled from the experimental year and a countywide sample of cases selected from a period of January 1975 - June 1977.

Further, juvenile cases resulting in arrest were tracked to determine if there was any difference in disposition between Silver Spring and the control area. No differences could be ascertained.

It was concluded that it may have been unrealistic to expect changes in conviction rates due to the existence of many other factors in the court system and pertaining to the individual defendant which undoubtedly influenced dispositions. Moreover, the fact that no major changes in police-prosecutor relations were introduced as part of the MCI Program further reduced the chances of achieving this objective.

3. Increase the Amount of Prosecutor Case Contact on Serious Cases Prior to Judicial Proceedings. This evaluation concluded that there was no major change introduced by MCI to increase the amount of police-prosecutor post arrest contact. The program featured a procedure whereby officers (patrol and investigators) were required to meet with prosecutorial screening personnel within 7-17 days following the arrest to review all elements of the case. This procedure was never fully implemented due to communication and logistical problems between the police agency and the State's Attorneys Office.

4. Increase the Use of Prosecutor Feedback in Case Preparation. The MCI Program attempted to establish a more formalized and consistent method of obtaining case feedback on felony cases. This was desired to apprise the individual officer of case dispositions, to identify policy or procedural difficulties, or pinpoint training needs in the investigative process. This objective was never actually achieved. The Department developed a case feedback form to contain prosecution and disposition decisions, but this was never used consistently. Technical problems with the form regarding techniques of entering the data and, more importantly, lack of support from the State's Attorneys Office in articulating reasons for decisions prevented this form from being utilized effectively.

#### The MCI Monitoring System

This component was the final program link in the MCI system. It was envisioned as a tool to inform management on a regular basis of strengths and weaknesses in other program areas. Three specific objectives were developed for this component. The evaluation findings for each are summarized below:

1. Establish a Monitoring System for the Criminal Investigation Function Based on MBO Principles. The initial impetus to develop an MBO based monitoring system was premised on the Department's experience with a broader, organizational focus on MBO. At the time MCI was initiated, the Department was involved in an overall organizational MBO development process. It was anticipated, therefore, that MCI would be incorporated into this system. Unfortunately, the agency wide MBO process never reached fruition. The MCI Program consequently was required to devise its own unique MBO formatted monitoring system. This system was devised by manually coding data on a variety of investigative activities and outcomes from a stratified sample of Part I cases, computerizing the data and analyzing results. Management was informed at periodic intervals of trends in MCI implementation progress and outcomes. This monitoring system can be best described as an executive and management level based information tool. Very little information was generated and distributed to supervisory and line levels due to resource constraints.

2. Collect and Analyze Data on Investigative Outcomes, Activity and Productivity. The MCI monitoring system incorporated data on

investigative outcomes, activity and productivity. The four separate operational components of MCI (preliminary investigation, case screening, continuing investigation and police-prosecutor relations) were included in this system with appropriate data elements included for each. Data were collected manually and interpreted by a staff of three personnel situated in the Research and Planning Division. This group included the MCI Program Evaluator and two staff assistants. No ongoing mechanism of analyzing these data elements was incorporated into the regular management reporting system once the MCI grant was completed.

3. Interpret Analyses for Program Personnel. This objective was implemented through analyses of MCI program strengths and weaknesses. Results were disseminated through the preparation of management reports and the scheduling of special briefings for executive personnel (e.g., the Chief of Police, the Special Assistant to the Chief of Police, the Commander of Field Services) and MCI management personnel (e.g., the Silver Spring District Commander, MCI Director, MCI Case Screener/ Investigative Coordinator). Such analyses on several occasions resulted in modifications to program strategy, or the initiation of a new program activity.

#### MCI Program Impact

The overall collective impact of the MCI Program was evaluated by tracking clearances by arrest, total clearances, prosecutions and convictions. Results for the latter two of these program measures were summarized in the previous discussion of the police-prosecutor relations component of the MCI Program. Findings pertaining to arrests and clearances are summarized in the following.

1. Clearances by Arrest. An analysis of yearly clearances by arrest in Silver Spring and the control area for the experimental year and three years preceding implementation demonstrated that there was virtually no change in either group for the total number of Part I crimes sampled. (Clearance by arrest rates varied from 9% - 12% in Silver Spring and from 11% - 13% in the control area). Similarly, there were no statistically significant differences in arrest rates for the total year for any specific crime type. A decrease in rape arrests was noted in both Silver Spring and the control area. There were too few arrests included

in the sample, however, to derive conclusive interpretations regarding these decreases.

It was concluded that for all crime types, as well as total crime, there were only two statistically significant increases in quarterly arrest clearances for Silver Spring and no statistically significant changes in the control area. Quarterly arrest rates were predicted for the experimental year using a linear regression formula based on monthly data for the three years preceding MCI implementation. The only statistically significant changes (defined as instances where actual values either were greater or less than predicted) occurred in Silver Spring during the first quarter of the evaluation year. This district cleared by arrest a significantly greater percentage of burglaries and total crimes sampled than predicted during this quarter.

This same regression analysis demonstrated that for the total year the observed arrest rate in Silver Spring exceeded the predicted value for all crimes analyzed with the exception of robbery. In the control area, the observed value was less than predicted for all crimes analyzed.

A trend in robbery arrest rates in Silver Spring coincided with the implementation of the MCI Program. This was the only crime for which any specific trend could be identified in either Silver Spring or the control area. There was a definite positive trend in arrest rates for robbery beginning with the second quarter of 1977 (the quarter in which MCI was implemented). This trend continued through the first quarter of 1978. Observed clearance by arrest rates exceeded predicted values (by considerable percentages) throughout this time period. The trend did not continue throughout the remaining months of the MCI evaluation year.

2. Total Clearances. The same methodology was utilized in assessing total clearance (arrest or exception) ratios for Silver Spring and the control area. This analysis indicated that there were no statistically significant changes in clearance rates during the experimental year in either Silver Spring or the control area. In terms of overall crime, there was very little difference among the four years sampled in either group. There was a slight decrease in robbery clearances in Silver Spring during the experimental year and a slight decrease in clearances for aggravated assault in the control area. These were the only variations which could be observed.

The linear regression of quarterly clearance rates indicated that the Silver Spring District produced statistically different clearance rates during three specific quarters of the evaluation year, although no statistically significant changes were observed for the total year. These changes were as follows: quarter 1 (Oct-Dec 1977) - a greater percentage of burglary cases were cleared than predicted; quarter 3 (April-June 1978) - a greater percentage of aggravated assaults were cleared than expected; quarter 4 (July-Sept 1978) - a smaller percentage of total crimes sampled was cleared than expected.

This analysis demonstrated that exceptional clearance rates were observed for only one quarter in the control area. During the second quarter of the evaluation year (Jan-March 1978), the percentages of aggravated assaults, burglaries and total crime sampled actually cleared was less than expected.

Since significant differences were noted in only unique quarters for specific crime types, it is not possible to conclude that the MCI Program had any significant impact on clearance rates.

#### Organizational Implications

Two final objectives were to be achieved through the decentralization of the investigations function. Each of those is discussed briefly below. In addition, a summary of the organizational impact of MCI (on the Silver Spring District and other units) is presented. Finally, recommendations for adoption of beneficial aspects of the MCI Program are summarized.

1. Establish Improved Working Relationships Between Patrol and Detective Units. This evaluation enumerated several examples whereby improved working relationships between patrol and detective units were enhanced through decentralization. The close working proximity, common goals and objectives, and mutual understanding of each function were facilitated by the organizational structure introduced under the MCI Program.

2. Improve the Overall Productivity of the Criminal Investigation Function. The MCI Program introduced several changes designed to achieve greater efficiency in the investigative process (e.g., not requiring detectives to re-contact victims on unworkable cases, encouraging patrol officers to focus specifically on solvability information in the follow-up investigation, involving patrol officers in the follow-up investigation to free investigator time to work on more difficult assignments). Increased

effectiveness is more difficult to demonstrate although certain examples may be cited (e.g., the improved on-scene arrest rate by Silver Spring officers correlated to improved data collection efforts in the initial investigation).

Overall productivity thus was enhanced through MCI, although impact data indicate little change in performance rates. In this respect, one criterion of improved productivity (improved efficiency) can definitely be identified whereas the secondary criterion (improved effectiveness) cannot be illustrated except in certain instances. The ultimate conclusion to be derived, therefore, is that MCI resulted in an improved utilization of resources with minimal impact on performance. This conclusion must be interpreted in the proper context. The MCI Program introduced several needed changes in the management of investigations (to better utilize personnel and apply a systematic management process). These organizational improvements had no major, discernable impact (either positive or negative). Thus, the beneficial changes introduced caused the organization to be more efficient and at the same time achieve relatively similar performance levels.

3. Departmental Adoption of the MCI Program. Sufficient evidence has been presented to justify departmental adoption of the MCI Program. Two factors should be considered in making this decision. First, careful attention should be given to implementing the MCI systems view of managing the investigative process. Secondly, consideration should be given to determining the ultimate benefits of decentralization on the effective implementation of an MCI system.

In terms of this first factor, evidence suggests that many MCI concepts, particularly those concerning case screening and case management have already been adopted by the central investigations units. These units could adopt a well conceived MCI Program with only limited additional work. There would be little negative impact on these units produced by implementing a centrally based MCI system. Certain other changes would have to be introduced in the patrol function and the police-prosecutor component to complete implementation under this approach.

In analyzing these changes and carefully considering the MCI experience for these components, as well as case screening and case management, it was concluded that MCI can best be implemented under a decentralized structure. The emphasis on effective patrol-detective

working relations, the necessity for quick turnaround in case screening, the need for investigator knowledge of the community, and the importance of involvement of patrol officers in investigations (from the perspective of the MCI rotation and the assignment of cases to patrol officers), among other justifications, emphasize the need for decentralization. For these reasons, it is recommended that the current Crimes Against Property and Crimes Against Persons Divisions be disbanded and that MCI units be established at each of the district stations. These units should be responsible to the patrol district commander to further assure consistent application of the MCI concept.

It is recommended that a Major Crimes Unit be retained in headquarters to handle all death investigations and rapes, and other serious crimes that necessitate cross district cooperation in investigations. The rationale for this recommendation is based on (1) expertise and (2) workload impact. Because death investigations and rapes require a greater investment of investigative resources and more refined investigative skills, it would be beneficial to assign such cases to the specialized, centralized unit.

A centralized coordination unit should also be situated in the Major Crimes Unit to analyze case patterns and trends in the district stations and supervise cases with cross district trends.

The district wide MCI units should be staffed according to workload. In this regard, more investigators would likely be located in certain stations than in others. This investigator pool, moreover, could be further reduced by formally adopting a county wide policy of involving patrol officers in follow-up investigations.

## CHAPTER I

### PROGRAM OBJECTIVES AND EVALUATION METHODOLOGY

#### Project Development and Description of Program Goals and Objectives

In November 1976, the Montgomery County Department of Police received from the National Institute of Law Enforcement and Criminal Justice of LEAA an eighteen month grant to implement and evaluate a demonstration program designed to improve the management of criminal investigations. The program was spurred by several nationally reknowned research projects in the area of criminal investigations. Chief among these programs were innovations and research projects undertaken by the Rochester, New York Police Department, the Multnomah County, Oregon Police Department, the Stanford Research Institute, and the Rand Corporation.<sup>1</sup> Collectively, these studies and programs brought to the attention of police administrators throughout the country and in this department the need for improvements in the management of criminal investigations. LEAA, upon realizing this need, formulated the MCI program.

Upon receiving this grant, this department initiated an analysis of the criminal investigation function. With the assistance of the University Research Corporation, LEAA's technical assistance contractor for the MCI program and selected consultants hired by this department, the MCI Project Director and other members of the MCI program team embarked upon a developmental process to structure a viable and innovative program. Critical to this process was the input provided by four task forces, each with specific program development responsibility. These task forces were:

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<sup>1</sup>For reference to these studies and programs, see a source listing at the end of this chapter.

1. The MCI Task Force on the Establishment of Case Screening Criteria and the Development of a "Screening Model Report Form Based on Pertinent Solvability Factors."
2. The MCI Task Force on "The Improvement of Post Arrest Investigative Processes Through Establishment of Police/ State's Attorney Coordination/Cooperation Feedback System."
3. The MCI Task Force for "Designing a Formalized Training Program Specifically Tailored to Investigative Techniques with Emphasis Placed on Reaching and Maintaining an Acceptable Level of Proficiency in the Conduct of Preliminary and Follow-Up Criminal Investigations."
4. The MCI Task Force for "Designing an Internal MCI Project Monitoring System to Monitor and Evaluate Project Performance."

Each of these task forces was structured to provide a broad spectrum of input and recommendations. Representatives of patrol and investigations units were included on each task force. Those task forces with specific functional responsibility beyond the scope of police operations, such as the task force on police-prosecutor coordination/cooperation and the task force on internal monitoring also included members of non-operational units with particular responsibility for implementing the specific task. For example, the police-prosecutor group consisted of two members of the States Attorney's Office and the Department's States Attorneys Liaison Officer. Similarly, the monitoring task force included representatives of the County's Management Information Services Office - that unit specifically charged with providing information system support for the department.

These four distinct task forces met throughout the first few months of the grant to discuss and develop the key components of the MCI program. These groups received direction and coordination from an advisory group referred to as the "MCI Project Task Force." This group consisted of the directors of the two major operational bureaus within the department,

Criminal Investigations and Patrol, the commander of the Administrative Services Bureau, all key MCI project personnel including the Project Director, the Project Coordinator (Commander of the Silver Spring District), the Program Evaluator and Case Screener, as well as the Special Assistant to the Chief of Police and the Director of Research and Planning. These discussions culminated with the production of the MCI Program Plan approximately six months after the grant was initiated.<sup>2</sup> The level of task force activity was reduced from this point forward although the "Monitoring Task Force" and the "MCI Project Task Force" continued to meet periodically.<sup>3</sup>

The MCI program was thus structured with five distinct components. These components were: (1) Enhancement of the Patrol Role; (2) Case Screening; (3) Managing the Continuing Investigation; (4) Police-Prosecutor Relations; and (5) the Monitoring System. The interfacing of these components was described in the Program Plan.

The goal of the MCI program was to increase the number of arrests for serious crimes that are prosecutable and ultimately lead to a conviction. This goal was to be achieved through a management process designed to produce both increased quantity and quality in investigative operations.

The overall goal itself, was broken down into six separate sub-goals. The sub-goals were then further defined and qualified by individual sets of objectives and sub-objectives listed in the following. This listing of sub-goals and objectives also includes the various activities and tasks involved in implementation. Individual activities in many cases aided in the achievement of more than one objective and cannot, therefore, be directly linked to a specific objective or goal.

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<sup>2</sup>The final Program Plan was submitted to LEAA in September 1977 together with an evaluation design.

<sup>3</sup>The "Monitoring Task Force" met at regular intervals (usually monthly) to review evaluation findings and develop recommendations for program modification. The MCI Project Task Force met periodically to review grant milestones and task activity.

Sub-Goal I: To improve the patrol function in both preliminary and follow-up investigations through increased investigative responsibilities.

- Objectives:
- A. Improve the preliminary investigation data collection process.
    - (1) Collect data not presently collected by patrol.
    - (2) Establish guidelines not now readily available to aid the officer in conducting the preliminary investigation.
  - B. Reduce redundancy in the investigative process between the patrol and detective functions.
  - C. Increase patrol involvement in follow-up investigation processes.
  - D. Increase the effectiveness of the patrol function in the investigative process.
    - (1) Increase the number of arrests made by patrol.
    - (2) Increase the number of case closures made by patrol.
  - E. Increase patrol officer motivation to be involved in the investigative process.

- Activities:
- 1. Define new patrol function responsibilities.
  - 2. Design a new event report to guide preliminary investigation data collection activities and identify case solvability.
  - 3. Train patrol officers in new investigative responsibilities.
  - 4. Train supervisors in new patrol responsibilities.
  - 5. Train investigators in the use of new report forms.
  - 6. Train patrol officers in the use of new report forms.

7. Refine procedure for collecting information on time devoted to preliminary investigations.
8. Allocate time for patrol officers to conduct more complete preliminary investigations and follow-up investigations.
9. Assign patrol officers to Managing Criminal Investigations on a periodic basis to learn investigative techniques and gain experience.
10. Assign cases to patrol officers for follow-up investigations on an as needed basis.

Sub-Goal II: To improve the process of selecting cases for further investigation through the design and implementation of a case screening system.

- Objectives:
- A. Reduce the number of cases assigned for follow-up investigation.
  - B. Identify as quickly as possible for re-entry cases previously defined as unsolvable which are re-defined as potentially solvable.

- Activities:
1. Establish and define the responsibilities of a case screening position.
  2. Design a case screening system based on solvability factors, urgency for action and identified crime patterns.
  3. Prepare and print case screening forms.
  4. Define procedure for re-entering suspended cases.
  5. Screen cases and suspend cases which do not initially merit further investigation.
  6. Define procedure for assigning patrol officers to follow-up investigations.

Sub-Goal III: To improve the management of cases assigned for follow-up investigation through the design and implementation of a case management system.

Objectives: A. Improve performance within the follow-up investigation process.

(1) Increase arrest rate per case.

(2) Increase case closure rate per case.

B. Reduce the time period between assignment of a case and case closure.

(1) Increase the number of case suspensions made within a ten day period from assignment for unsolvable cases.

(2) Increase the number of case suspensions made after a ten day period from assignment.

Activities: 1. Train investigators in methods of using solvability factors.

2. Assign cases by priority as determined through case screening.

3. Implement a system for on-going review of assigned cases based on established reporting and review dates.

a. Set suspense dates for different types of cases.

b. Collect data on case assignments and outcomes.

Sub-Goal IV: To increase the quality of case preparation and investigations through improved police-prosecutor relationships.

Objectives: A. Increase the number of cases accepted for prosecution.

B. Increase the number of cases resulting in a conviction.

- C. Increase the amount of police prosecutor case contact on serious cases prior to judicial proceedings.
- D. Increase the use of prosecutor feedback in case preparation.

Activities:

- 1. Determine case elements necessary for a successful prosecution.
- 2. Prepare a checklist listing those elements of an investigation necessary for successful prosecution.
- 3. Establish a system for conducting conferences within ten days of arrest between investigators and prosecutors on all felony cases.
- 4. Train police officers in important elements of case necessary for prosecution.
- 5. Develop a system for informing officers of case disposition and reasons for the disposition.

Sub-Goal V:

To improve the criminal investigation process through decentralization of the detective function.

Objectives:

- A. Establish working relationships between patrol and detective units.
- B. Improve the overall productivity of the criminal investigation function.
  - (1) Increase the number of arrests.
  - (2) Increase the number of case closures.
  - (3) Increase the case acceptance rate for prosecution.
  - (4) Increase the number of convictions for serious crimes.
  - (5) Increase the efficiency of the investigative process.

- Activities:
1. Decentralize the detective function.
  2. Select those individuals for decentralized assignment.
  3. Define new investigative responsibilities.
  4. Train investigators in their new responsibilities.
  5. Schedule visits by investigators to roll-call sessions.
  6. Jointly assign follow-up cases to patrol officers and investigators.

Sub-Goal VI: To promote the successful performance of other project components through the design and implementation of a monitoring system.

- Objectives:
- A. Establish a monitoring system for the criminal investigation function based on MBO principles.
  - B. Collect and analyze data on investigative outcomes, activity and productivity.
  - C. Interpret analyses for program personnel.

- Activities:
1. Define data requirements to be included in monitoring system.
  2. Identify data sources.
  3. Develop reporting format for the monitoring system.
  4. Establish computerized system for reporting monitoring information.
  5. Implement monitoring system in accordance with MBO framework.

Specific details concerning methods of implementing these objectives are addressed further in the applicable chapters of this report. Each component of the MCI program is evaluated using this matrix of goals and objectives as a guideline.

As an overview of how these goals, objectives and activities are inter-related the MCI program staff, with the assistance of the Urban Institute, the National MCI program evaluation contractor, formulated an MCI program model. This flow chart, which appears as Figure 1-1 in this chapter, delineates the linkages between all program components except monitoring in operational terminology. The monitoring process is depicted in a similar flow chart appearing in Chapter 6: The Monitoring System.

Figure 1-1 is also useful in depicting case processing methodology under the MCI concept. This flow chart depicts the typical case flow originating with the initial call-for-service and terminating with police-prosecutor interface in preparing a case for judicial processing.

#### Program Implementation

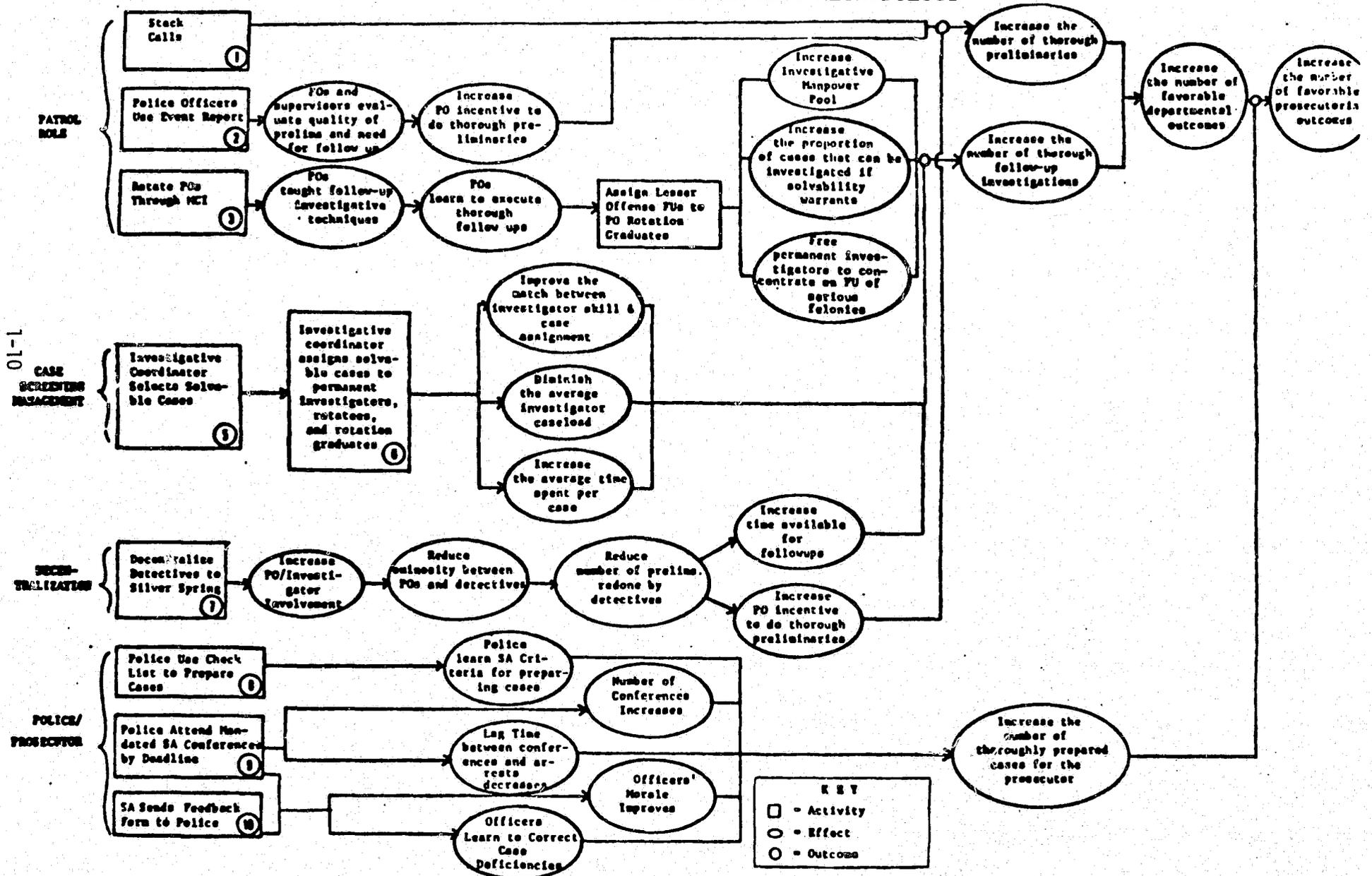
To test these intended changes in investigations management, the Department opted to implement the MCI program in one district only for an experimental period. The Silver Spring District was selected for pilot implementation, primarily because of its high crime rate. It was determined that it would be most beneficial to allow program personnel to work out the bugs in the program and evaluate results before any serious contemplation were given to countywide implementation.

The program was formally implemented in the Silver Spring District in June 1977. It was initially to remain in operation for a twelve month experimental period wherein the final evaluation of its benefits would be made and the program would either be terminated or implemented throughout the remainder of the Department. Delays in hiring the Program Evaluator, finalizing the program evaluation design, as well as receiving formal start up approvals from LEAA pushed back this timetable. The evaluation year started October 1, 1977 and was completed September 30, 1978.

#### Evaluation Methodology

During the latter stages of the MCI program planning period, the Department employed a full time evaluator to work with project personnel

FIGURE 1-1: MCI CASE PROCESSING METHODOLOGY



in formulating an evaluation design and establishing a monitoring system to provide feedback to program personnel on the degree to which project goals and objectives were achieved. The evaluator also assumed primary responsibility for completing the final evaluation of the program.

To accomplish these tasks the evaluator and members of the MCI "Monitoring Task Force" developed an evaluation matrix which depicted the elements of the evaluation design.<sup>4</sup> These same data elements formed the basis of the monitoring system which is discussed further in Chapter 6 of this report. This matrix, which is included as Figure 1-2 appearing at the end of this chapter, was modified throughout the project, but did remain as the foundation for this evaluation. Alterations to this matrix are explained in the pertinent chapter of this report.

Several data sources were used as referenced in Figure 1-2 in completing the evaluation. The primary sources were:

- (1) Data derived from a monitoring sample of selected Part I cases (homicide, rape, robbery, aggravated assault, burglary and larceny over \$500) for a twelve month evaluation period beginning October 8, 1977 and terminating October 7, 1978. Cases were sampled from both the Silver Spring District and a pre-selected control area consisting of nine beats from the three remaining police districts.
- (2) Several pre-implementation data extracted from the Department's automated data base. Comparable samples to the above referenced monitoring sample of reported crimes were selected from this data base for the three year period of October 1974-September 1977. Also extracted from computer based files were disposition data for prior years.

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<sup>4</sup>The evaluation design was finalized in conjunction with the program plan and presented to LEAA in September 1977.

- (3) Data collected in a police officer attitude survey conducted in January - February 1978 with a sample of Silver Spring officers and a matched sample of officers from other patrol and investigative units.<sup>5</sup>
- (4) Data collected from a victim survey for both a pre-MCI-implementation period and a period subsequent to implementation. This survey included random samples of victims of burglaries and larcenies. It was designed primarily to assess victim perceptions of differences in complaint processing attributed to the MCI program.<sup>6</sup>

These variety of data sources were combined in many instances to provide diversified measures of particular program objectives. It was essential to collect such varied data since the MCI project intended to affect officer morale and working relationships, as well as operational procedures. The measure of victim perceptions was dictated by the need to determine what affect, if any, changes in operational procedures has on client perceptions. Collectively, these measures yield a comprehensive assessment of this program.

It was decided to use a control area to provide a comparison between the Silver Spring District and the remainder of the Department. Neither of the other three districts in the Department resembled Silver Spring in crime rate, geography, population, or socio-economic characteristics. The only means of comparing Silver Spring to non MCI operational units, therefore, was to select a control area consisting of several beats from other districts.

This decision was favorable for one additional reason. The selected control beats were not publicized throughout the Department. They

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The complete results of this survey were analyzed in a report entitled Managing Criminal Investigations Police Officer Attitudinal Survey. This report was printed in December 1978. Several findings are integrated in this evaluation report.

<sup>6</sup>The victim survey results were never formally examined in a document. Descriptive results are included, however, as Appendix I to this evaluation report.

were only discussed by members of the evaluation team and the "Monitoring Task Force". This prevented any unnecessary bias in sampled data. It would not have been possible to absolutely assure the lack of such bias if an existing district had been chosen for a control area.

The control area beats were selected by first comparing crime statistics for a variety of nine beat areas. Upper county beats were excluded from this selection since they were too distinctive with respect to crime, population and geography. Once the number of samples was narrowed to a relatively small group, socio-economic data were compiled and contrasted for all remaining beat combinations. These data were extracted from the 1970 Washington, D.C. SMSA Census of Population and Housing.

After applying the possible groupings of beats through several fitness tests, which are described in detail in the MCI Evaluation Design published in September 1977, a control area was selected. Initially, the control area was to include three beats from each of the other three districts. The following nine beats and their respective districts constituted this control area:

- (1) Wheaton/Glenmont District - Beats 410, 412, and 413
- (2) Bethesda District - Beats 211, 212, and 213
- (3) Rockville District - Beats 110, 111, and 113

This selection, however, was modified prior to collecting data for the twelve month evaluation year. The three Rockville District beats were located in the city of Rockville. At the time MCI was implemented, this city's police department and the county police were experimenting with a burglary crime prevention program. This presented an opportunity for bias in data analysis since such crimes were processed differently than cases forwarded to the centralized Crimes Against Property Division. One alternative Rockville beat, located in the city of Gaithersburg, was selected as a replacement for the three Rockville beats. In addition, one extra beat was selected from both the Wheaton/Glenmont District and the Bethesda District. The final control area

configuration thus was structured as follows:

- (1) Wheaton/Glenmont District - Beats 410, 412, 413, and 414
- (2) Bethesda District - Beats 210, 211, 212, and 213
- (3) Rockville District - Beat 115

While this hypothetical area to Silver Spring does not provide an exact match, it does allow for the closest possible comparison in terms of crime data and socio-economic characteristics, such as population, minority population, income level, education and geography. The existence of this control area aided the evaluation team by making it possible to control for variations in the above mentioned crime and socio-economic characteristics when making comparisons between Silver Spring and the remainder of the Department.

To control for fluctuations in crime rates, a sampling design was created for the collection of monitoring data from both the Silver Spring District and the control area. It was used because of the need for ongoing analyses and feedback. It would not have been possible to provide feedback if all reported crimes were coded and analyzed due to the volume of data.

As discussed in Chapter 6, data on all phases of the MCI program were tabulated, analyzed and computerized throughout the evaluation year. Data for specific crimes were coded as they became available. Information on specific activities undertaken by follow-up investigators, therefore, were extracted from supplementary reports, analyzed and added to the initial case through automated data processing. This process by necessity demanded the investment of numerous manhours. Thus, it was imperative that only a small, and yet representative number of cases be selected for monitoring. The sampling design was prepared to allow for a representative number of cases and at the same time facilitate expediency in data collection and analysis.

The specific sampling design attempted to match crime rates in Silver Spring and the control area by accounting for variations in past yearly data. The selected proportions were based on reported crime data for calendar year 1976. The proportions that were chosen are set forth below.

<u>SILVER SPRING</u>	<u>CRIME</u>	<u>CONTROL AREA</u>
100%	Homicide	100%
100%	Rape	55%
45%	Robbery	100%
84%	Aggravated Assault	100%
50%	Burglaries	43%
100%	Larceny Over \$500	100%

This sampling allowed for representativeness in all crime categories. The number of crimes sampled for the entire year for each group are specified in Chapter 7, "MCI Program Impact". In addition, references are made to the number of specific crimes sampled in discussions of MCI program components.

The following chapters analyze the results of tracing these cases and analyzing several measures of efficiency and effectiveness. Together with other data sources, this information provides a three-fold evaluation of the MCI program:

- (1) Program Evaluation - This form of evaluation, as used in this report, indicates whether the intended program activity was ever implemented. Such an evaluation was based on several data inputs, such as personal interviews, and on quantitative information, such as the amount of information gathered in the preliminary investigation. In essence, it provides a basis for determining if what was supposed to happen actually did take place. It is used in the evaluation as a means of determining if the several MCI program objectives were, in fact, implemented.
- (2) Impact Evaluation - This form of evaluation was used to ascertain the ultimate results of implementing certain changes. It provides a mechanism for analyzing the outcome of new operational changes and other internal police agency changes. In terms of this report, impact is measured from a strictly case processing context as stipulated in the program goals. Impact is defined as

any change in clearances by arrest, total clearances, prosecutions and convictions. Impact measures were also defined as perception/attitude changes among officers and citizens.

- (3) Process Evaluation - This form of evaluation was used to measure the relationship between the achievement of program objectives and the impact of such change. It informs the policy maker if there is any reasonable cause to believe that the change in policy or procedure actually produced the desired result. To illustrate, a process evaluation describes the relationship between accomplishment of a specific objective such as improved data collection by patrol and increased arrests by patrol.

FIGURE 1-2

DATA COLLECTION/EVALUATION DESIGN MATRIX

FIGURE 1-2

DATA COLLECTION/EVALUATION DESIGN MATRIX

SUB-GOAL 1: TO IMPROVE THE PATROL FUNCTION IN BOTH PRELIMINARY AND FOLLOW-UP INVESTIGATIONS THROUGH INCREASED INVESTIGATIVE RESPONSIBILITIES

OBJECTIVES	MEASURES	DATA	DATA SOURCE(S)	EVALUATION METHODOLOGY
A. Improve Preliminary Investigation Data Collection Process	1. Amount of Data Collected During Preliminary Investigation	Frequency of Identification of Traceable Property	Event Reports/Supplemental Reports	Comparison Between Experimental & Control Districts
		Frequency of Identification of Physical Evidence	Event Reports/Supplemental Reports	Comparison Between Experimental & Control Districts
		Frequency/Value of Property Recovered in Preliminary Investigations	Event Reports	Comparison Between Experimental & Control Districts
		Amount of Investigative Activities Conducted during Preliminary Investigations; Witness Identification, Descriptions; Stolen Property Identified; Recovered; Vehicle Information; M.O. Identification	Event Reports	Comparison Between Experimental & Control Districts
	2. Thoroughness of Preliminary Investigation	Number of Event Reports Returned for Further Investigation/Information	Event Reports	Comparison Between Experimental & Control Districts
		Number & Frequency of Patrol Classification Changes by Detectives	Event Reports	Comparison Between Experimental & Control Districts
		Number Follow-Up Investigation Reports Not Containing New Information	Event Reports/Supplemental Reports	Comparison Between Experimental & Control Districts

SUB-GOAL 1 (CONT.): TO IMPROVE THE PATROL FUNCTION IN BOTH PRELIMINARY AND FOLLOW-UP INVESTIGATIONS THROUGH INCREASED INVESTIGATIVE RESPONSIBILITIES

OBJECTIVES	MEASURES	DATA	DATA SOURCE(S)	EVALUATION METHODOLOGY
B. Reduce Redundancy in Investigative Process Between Patrol & Detective Functions	1. Preliminary Investigation Activities Repeated by Detectives during Follow-Up Investigations	Amount of Investigative Activities Conducted by Patrol & Replicated by Detectives; Witness Identification, Interviews; Suspect Identification, Description; Stolen Property Identified, Recovered; Vehicle Identification, M.O. Identification	Event Reports/Supplemental Reports	Comparison Between Experimental & Control Districts
C. Increase Patrol Involvement in the Investigative Process	1. Patrol Function Involvement in Investigations	Number of Cases Assigned to Patrol for further Investigation	Investigation Assignment Files/Event Reports	Comparison Between Experimental & Control Districts
		Percentage of Time Spent by Patrol in Investigative Activities		Comparison Between Experimental & Control Districts
D. Improve Patrol Function Performance in Investigative Processes	1. Numbers of Arrests by Patrol	Number/Frequency/Arrests and Warrants Issued	Event Reports/Investigative Assignment Files	Comparison Between Experimental & Control Districts
	2. Number of Case Closures by Patrol	Number/Frequency/cases cleared/Type clearances, Cases Accepted for Prosecution, Convictions	Event Reports/Investigative Assignment Files	Comparison Between Experimental & Control Districts
E. Increase Patrol Officer Motivation To Be Involved in the Investigative Process	1. Patrol Officer Role-Perception of the Investigative Process	Patrol Officer Attitudes Toward: Preliminary Investigative Process; Relationships with Detectives; Prosecution Process; Importance of Job, Duties and Responsibilities	Structured Questionnaire/Structured Interview	Comparison Between Experimental & Control Districts

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**SUB-GOAL II: TO IMPROVE THE PROCESS OF SELECTING CASES FOR FURTHER INVESTIGATION THROUGH THE DESIGN AND IMPLEMENTATION OF A CASE SCREENING SYSTEM**

OBJECTIVES	MEASURES	DATA	DATA SOURCE(S)	EVALUATION METHODOLOGY
A. Reduce the Number of Cases Assigned for Follow-up Investigation	1. Number/Frequency of Cases Assigned for Further Investigation	Number/Frequency and Types of Cases Assigned for Follow-up Investigation	Investigation Assignment Files	Comparison Between Experimental & Control Districts
	2. Number/Frequency Cases Recommended for Follow-up Investigation by Patrol Suspended Early	Number/Frequency of Cases with Demonstrated Solvability Potential Suspended Early	Event Report/Investigation Assignment Files	Comparison Between Experimental & Control Districts
B. Identify as Quickly as Possible for Re-entry Cases previously Defined as Unsolvable Which are Re-defined as Potentially Solvable	1. Number/Frequency Cases Re-entered Following Early Suspension	Number/Frequency of Cases Re-entered for Follow-up Investigation	Investigation Assignment Files	Comparison Between Experimental & Control Districts
	2. Time Lapse Between Re-entry of Case and Identification of New Information	Date of Re-entry/Date of New Information Obtained	Investigation Assignment Files/Structured Interviews	Comparison Between Experimental & Control Districts

**SUB-GOAL III: TO IMPROVE THE QUALITY OF FOLLOW-UP INVESTIGATIONS THROUGH THE DESIGN AND IMPLEMENTATION OF A CASE MANAGEMENT SYSTEM.**

OBJECTIVES	MEASURES	DATA	DATA SOURCE(S)	EVALUATION METHODOLOGY
A. Improve Performance Within the Follow-up Investigation Process	1. Arrest Rate Per Cases Assigned	Number/Frequency/Arrests	Event Reports/Investigative Assignment Files	Comparison Between Experimental & Control Districts
	2. Closure Rate Per Cases Assigned	Number/Frequency/Cases Cleared/Type Clearances, Cases Accepted for Prosecution, Convictions	Event Reports/Investigative Assignment Files	Comparison Between Pre and Post Implementation Periods in Experimental District
B. Reduce Time Period Between Assignment of a Case and Case Closure	1. Investigative Time Spent Per Case Prior to Closure or Suspension	Average Investigative Per Case Prior to Closure or Suspension	Investigative Assignment Files	Comparison Between Experimental & Control Districts
	2. Number/Frequency of Cases Suspended Within 10 days of Assignment	Number Frequency & Types of Cases Suspended Within 10 days of Assignment	Investigation Assignment Files	Comparison Between Experimental & Control Districts
	3. Number/Frequency of Cases Suspended after 10 days of Assignment	Number Frequency and Types of Cases Suspended after 10 days of Assignment	Investigative Assignment Files	Comparison Between Experimental & Control Districts

**SUB-GOAL IV: TO INCREASE THE QUALITY OF CASE PREPARATION AND INVESTIGATIONS THROUGH IMPROVED POLICE-PROSECUTOR RELATIONSHIPS**

OBJECTIVES	MEASURES	DATA	DATA SOURCE(S)	EVALUATION METHODOLOGY
A. Increase the Number of cases Accepted for Prosecution	1. Number/Frequency & Types of Cases Accepted for Prosecution	Number and Types of Cases Accepted for Prosecution	Arrest Reports/Prosecutor Feedback Form	Comparison Between Experimental & Control Districts
B. Increase the Number of Cases Resulting in Conviction	1. Number/Frequency & Types of Cases Resulting in Conviction	Number and Types of Cases Resulting in Conviction	Prosecutor Feedback Form	Comparison Between Experimental & Control Districts  Comparison Between Pre and Post Implementation Periods in Experimental District
C. Increase the Amount of Police-Prosecutor Case Contact on Serious Cases Prior to Judicial Proceedings	1. Number of Times Police Met with Prosecutor Prior to Judicial Proceedings	Number/Frequency of Contacts	Investigative Assignment Files	Experimental District Only.
	2. Elapsed Time Between Arrest Date and Conference Date	Elapsed Time	Event Reports/ Investigative Assignment File	Experimental District Only
D. Increase the Use of Prosecutor Feedback in Case Preparation	1. Number of Cases Incorporating Prosecution Feedback	Number of Times Police Receive Case Feedback	Prosecutor Feedback Form	Experimental District Only
	2. Number of Checklist Items Completed During Investigation	Number and Types of Checklist Items	Investigator Assignment Files	Experimental District Only

**SUB-GOAL V: TO IMPROVE THE CRIMINAL INVESTIGATION PROCESS THROUGH DECENTRALIZATION OF THE DETECTIVE FUNCTION**

<b>OBJECTIVE</b>	<b>MEASURES</b>	<b>DATA</b>	<b>DATA SOURCE(S)</b>	<b>EVALUATION METHODOLOGY</b>
<b>A. Establish Working Relationships Between Patrol and Detective Units</b>	<b>1. Number of Arrests Made on Individual Effort as Opposed to Team Effort</b>	Number of Arrests Resulting from Joint Operational Activities	Event Reports/Arrest Reports	Comparison Between Experimental & Control Districts
	<b>2. Officer Perceptions of Cooperation</b>	Survey Data on Perceived Cooperation	Structured Questionnaire	Comparison Between Experimental & Control Districts
<b>B. Improve the overall Productivity of the Criminal Investigative Function</b>	<b>1. Increase Number of Arrests</b>	Number/Frequency of Arrests	Event Reports/Arrest Reports	Comparison Between Experimental & Control Districts  Comparison Between Pre and Post Implementation Periods in Experimental District
	<b>2. Increase Number of Case Closures</b>	Number/Frequency/Cases Cleared/Type Clearances	Event Reports/Investigative Assignment Files	Comparison Between Experimental & Control Districts  Comparison Between Pre and Post Implementation Periods in Experimental District
	<b>3. Increase Case Acceptance Rate for Prosecution</b>	Number/Frequency/Cases Accepted for Prosecution	Prosecutor Feedback Form	Comparison Between Experimental & Control Districts
	<b>4. Increase Number of Convictions for Serious Crimes</b>	Number/Frequency/Convictions	Prosecutor Feedback Form	Comparison Between Experimental & Control Districts  Comparison Between Pre and Post Implementation Periods in Experimental District
	<b>5. Increase Efficiency of Investigative Process</b>	Time Expended Per Investigation  Man-Hour Costs Per Investigation	Investigative Assignment Files  Investigative Assignment Files	Comparison Between Experimental & Control Districts  Comparison Between Experimental & Control Districts

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## CHAPTER II

### ENHANCEMENT OF THE PATROL ROLE

One of the primary goals of the MCI Program was an altering of the traditional role of the patrol officer in the criminal investigation process. Traditionally, the patrol officer within this Department has been responsible only for report taking. The standard operating procedure dictated that the patrol officer respond to an incident, secure the scene and complete a preliminary report which oftentimes overlooked, or minimized key evidentiary facts. The patrol officer's involvement was discontinued once an investigator responded to the scene, or the case was processed to the appropriate investigative unit. Any follow-up investigation activity was undertaken solely by detectives.

There were several obvious weaknesses in this procedure. In addition to the problem of patrol officers overlooking information, there was an overlap in patrol and investigative roles. Detectives frequently were required to re-interview witnesses, modify suspect descriptions or duplicate other steps previously conducted by the patrol officer. Coupled with this inefficiency was the negative morale factor associated with the traditional patrol role. Some patrol officers tended to view detectives with disdain. There was a strong sentiment that patrol officers would do all the work involved in the investigation and then be pushed aside to watch detectives grab the glory associated with making an arrest.

Collectively, these problems were to be addressed by the MCI sub-goal of improving the patrol function in both the preliminary and follow-up investigation. This sub-goal was to be achieved through five measurable objectives:

- A. Improve the Preliminary Investigation Data Collection Process
- B. Reduce Redundancy in the Investigative Process Between the Patrol and Detective Functions

- C. Increase Patrol Involvement in the Follow-up Investigation Process
- D. Increase the Effectiveness of the Patrol Function in the Investigation Process
- E. Increase Patrol Officer Motivation to be Involved in the Investigation Process

The degree of implementation of each of these objectives with the exception of objective B is assessed in this chapter. It was determined that this second objective could best be addressed in Chapter 4 concerning case management as it pertains to investigative activities, as well as the role and tasks of the initial investigator. A variety of data sources were utilized in analyzing the degree of implementation of these objectives (including cases contained in the monitoring system, data on time expended in preliminary investigations as extracted from the radio dispatch computerized system, patrol attitudes regarding their role, and victim perceptions of patrol officer performance in conducting initial investigations).

Three evaluation questions are included in this and succeeding chapters. The first two of these questions constitute program evaluation measures. First, a qualitative assessment of the degree to which planned program activities were actually implemented during the MCI Program was completed. Provided that there is sufficient reason to believe that the activities were instituted, the second evaluation question is answered. This program evaluation measure assesses the obtained results for each objective. The final evaluation question centers on the relationship between the implementation of planned activities and achieved results. This process evaluation measure indicates whether implemented activities can logically be linked to obtained results. Throughout this and succeeding chapters no attempt is made to complete a process evaluation unless there is reasonable certainty that the planned activities were implemented.

OBJECTIVE A. IMPROVE THE PRELIMINARY INVESTIGATION  
DATA COLLECTION PROCESS

Program Evaluation

A variety of new activities were planned and implemented within the MCI program to achieve this objective. These activities are briefly described below. A further description of these activities is included in the MCI Regional Technology Transfer Conference Report.

1. Program Activities - This objective was to have been accomplished through a redefinition of the patrol role, training in investigative techniques, supervisory training (Sergeants and Corporals) on the new role of patrol officers, and the use of a new single event report form. Each of these activities did take place throughout the course of the MCI experiment. A sixteen hour intensive training course in investigative procedures and the MCI concept was conducted for all patrol officers within the Silver Spring District during the month of June 1977. Special supervisory training sessions were conducted to emphasize the importance of allowing maximum time to complete a thorough preliminary investigation, as well as ensuring that all solvability information on the report form was completed.

In addition, supervisors were instructed via a memorandum from the Chief of Police to use whenever necessary their previously existing authority to stack calls-for-service to allow ample time for intensive preliminary investigations.

A new single event report form was instituted in October 1977 and remains in use today. The new report form replaced three previously used forms: The Incident Report Form; The Crimes Against Property Report Form; and The Crimes Against Persons Report Form. The new form was altered in structure; it also included ten solvability factors and a check block where the officer was required to

indicate the need for further investigation. It was organized into sections with a victim/complainant section, a witness information section, a suspect information section, a suspect vehicle section, and a m.o. section. Within these sections information elements were blocked to improve data processing efficiency. It was felt that this new organization and structuring of data elements would aid officers in completing the form and arriving at recommendations regarding the need for further investigation.

Patrol officer performance in the initial investigation was also to have been enhanced through a new on the job training program through which patrol officers were assigned on a bi-monthly basis to the Silver Spring MCI unit. During this rotation, officers received further instruction in the MCI concept and proper investigative procedures. At approximately the mid point of this training officers were assigned follow-up investigations, initially to be worked jointly with a permanent MCI investigator. A majority of officers assumed primary responsibility for such investigations before the end of their rotation. The importance of this training has been stressed by the District Commander's decision to continue to rotate officers through the program beyond the grant expiration date. As of this writing, approximately 50% of Silver Spring District officers have participated in the training.

2. Result Indicators - It is evident that sufficient efforts were expended by MCI project personnel to accomplish this first objective. To determine the results of instituting these activities, an analysis of preliminary investigation thoroughness was conducted. The measure of thoroughness was a comparison between sampled event reports from the control area and those originating from Silver Spring for the experimental year. Six data elements were identified as measures of thoroughness. Each of these measures is discussed in the following:

- (1) witness canvasses
- (2) suspect descriptions
- (3) suspect vehicle descriptions
- (4) m.o. descriptions
- (5) physical evidence obtained
- (6) stolen property identified and recovered

Table 2-1 presents findings for statistically significant differences in the average number of data elements identified in reports generated by Silver Spring officers as compared to reports originating from the control area. This analysis was conducted to ascertain any difference in the level of detail in the initial investigation. Five data elements were analyzed to ascertain significant differences: average number of witnesses identified; average number of witnesses interviewed; average number of suspect descriptors reported (of a possible 13 items); average number of suspect vehicle descriptors (of a possible 8 items); and average number of m.o. pattern descriptors (of a possible 4 items).<sup>1</sup> Those differences that were statistically significant are presented. A t test is used in this analysis to measure the difference between average number of descriptors observed. The column headed "DF" indicates the degrees of freedom.<sup>2</sup> The significance level depicts the likelihood of obtaining the same result simply by chance. Only differences with

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<sup>1</sup>The following specific data items were analyzed; Suspect descriptions (13) - address, race, sex, date of birth, age, height, weight, build, hair color, hair style, eyes, complexion and clothing; suspect vehicle descriptions (8) - used in crime or known to operate, year, make, body style, body color, license number, license state or year and distinctive characteristics; m.o. pattern descriptions (4) - weapons or tools, point of entry, distinctive action or trademark and route of escape.

<sup>2</sup>A t test is a statistical technique used to measure the significance between average scores. The term degrees of freedom refers to the variability in any set of data. It is used to determine the significance level for obtained t values, among other statistics.

TABLE 2-1

STATISTICALLY SIGNIFICANT DIFFERENCES IN AVERAGE DESCRIPTORS  
IN PRELIMINARY INVESTIGATION FOR SILVER SPRING AND CONTROL AREA

<u>Preliminary Investigation Data</u>	<u>Time Period</u>	<u>Crime</u>	<u>Silver Spring Average</u>	<u>Control Area Average</u>	<u>T Value</u>	<u>DF</u>	<u>Sig. Level</u>
Avg. # Witnesses Identified	Quarter 2	Burglary	.21	.05	-2.75	219	.006
	Total Year	Burglary	.18	.11	-2.38	1119	.017
Avg. # Witnesses Interviewed	Quarter 4	Burglary	.30	.59	2.13	128	.035
Avg. # Suspect Descriptors	Quarter 1	Burglary	9.16	6.12	-3.69	54	.001
		Robbery	8.77	7.09	-2.68	53	.010
		Assault	10.30	5.57	-3.04	15	.008
		Larceny	8.70	4.62	-4.00	16	.001
		Total Crime	8.90	6.56	-5.22	150	.000
	Quarter 4	Assault	10.67	8.10	-3.50	36	.001
		Burglary	8.80	7.21	-2.01	58	.049
		Larceny	9.58	5.27	-3.75	26	.001
		Total Crime	9.32	7.36	-4.89	190	.000
	Total Year	Robbery	8.83	7.61	-3.96	217	.000
		Assault	10.15	7.79	-5.22	136	.000
		Burglary	8.76	6.77	-4.78	216	.000
Larceny		9.21	6.25	-5.06	84	.000	

TABLE 2-1 (continued)

<u>Preliminary Investigation Data</u>	<u>Time Period</u>	<u>Crime</u>	<u>Silver Spring Average</u>	<u>Control Area Average</u>	<u>T Value</u>	<u>DF</u>	<u>Sig. Level</u>
Average # Suspect Vehicle Descriptors	Quarter 3	Robbery	4.00	7.17	4.84	10	.001
		Total Crime	5.09	6.65	3.29	43	.002
	Quarter 4	Robbery	4.40	7.67	2.30	11	.040
		Larceny	7.40	4.00	-3.47	4	.026
Average # m.o. Pattern Descriptors	Quarter 1	Burglary	3.15	2.70	-4.76	248	.000
		Total Crime	3.07	2.69	-4.15	346	.000
	Quarter 2	Assault	2.75	0.00	-11.00	3	.002
		Burglary	3.28	2.72	-5.32	202	.000
		Total Crime	3.18	2.78	-4.04	292	.000
	Quarter 3	Assault	2.25	3.33	2.35	8	.047
		Burglary	3.08	2.41	-6.78	265	.000
		Larceny	2.48	1.90	-3.17	95	.002
		Total Crime	2.96	2.36	-6.83	397	.000
	Quarter 4	Total Crime	3.04	2.52	-6.18	506	.000
	Total Year	Burglary	3.19	2.63	-5.92	341	.000
		Larceny	2.49	1.88	-3.31	93	.001

a significance value of .05 were used in this analysis. This means that all of the noted differences would only have occurred by chance 5 out of 100 times.

The average number of data elements for both Silver Spring and the control area are depicted in the table with the highest average indicated with a box. Of the 31 differences which are statistically significant, 26 were for Silver Spring generated reports. This finding supports the conclusion that Silver Spring officers collected more information in the initial investigation than officers in control beats.

The highest frequency of statistically significant differences was noted for suspect descriptions and m.o. descriptions. Silver Spring officers documented more information for a variety of crime types and for most quarters of the evaluation year for these measures.

An additional analysis was carried out to yield one further measure of preliminary investigation thoroughness. Previous measures concerning witnesses focused on the numbers of witnesses either identified or interviewed. It was deemed appropriate to compare the proportion of cases having witness identifications and interviews in Silver Spring with reports generated in the control area. The intent of this analysis was to assess quality rather than quantity.

All reports from each area were analyzed by quarter and crime type to complete this analysis. Statistically significant differences between the two areas are shown in Table 2-2. A Chi Square test was used to assess statistical difference.<sup>3</sup> This table shows that there were statistically significant differences for robberies, burglaries and total crime. It is quite apparent from this analysis that Silver Spring officers both identified and interviewed a greater proportion of witnesses than control area officers.

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<sup>3</sup>A Chi Square test is a statistical process used to test for differences in frequencies or percentages in two separate samples.

TABLE 2-2

STATISTICALLY SIGNIFICANT DIFFERENCES IN  
PROPORTION OF CASES WITH WITNESS  
IDENTIFICATIONS AND INTERVIEWS FOR  
SILVER SPRING AND CONTROL AREA

<u>WITNESS INFO.</u>	<u>TIME PERIOD</u>	<u>CRIME</u>	<u>SILVER SPRING PROP.</u>	<u>CONTROL AREA PROP.</u>	<u>CHI SQUARE VALUE</u>	<u>DF</u>	<u>LEVEL</u>
Witness Identifications	Quarter 3	Robbery	60%	25%	5.30	1	.021
		Total Crime	20%	13%	4.07	1	.044
	Total Year	Robbery	43%	30%	3.73	1	.053
		Burglary	14%	8%	9.38	1	.002
		Total Crime	19%	14%	7.86	1	.005
	Witness Interviews	Quarter 3	Robbery	60%	25%	5.30	1
Total Year			Robbery	43%	28%	4.93	1
Total Year		Burglary	13%	7%	8.54	1	.003
		Total Crime	18%	13%	9.07	1	.003

A similar analysis was conducted for four other measures: (1) stolen property identified; (2) stolen property recovered; (3) latents processed; and (4) photos taken. The results for the analysis of physical evidence are depicted for the total year in Table 2-3. This analysis was also conducted by quarter with the finding that there were no differences between areas, nor was there a substantial deviation from the total yearly percentage.

There were no significant differences between Silver Spring and the control area concerning percentages of cases with stolen property information included or cases with stolen property recovered. A Chi Square test was used to assess significance. Silver

Spring officers identified stolen property in 19% of all cases sampled while control officers reported identifying stolen property in 14% of all cases. The percentages for burglary and robbery cases were burglary - 14% for Silver Spring and 8% for the control area and robbery - 43% for Silver Spring and 30% for the control area.

Silver Spring officers recovered property in 18% of all cases while control areas recovered property in 13% of sampled cases. For burglary, the percentages were 13% for Silver Spring and 7% for the control area. A total of 43% of all Silver Spring robbery reports included stolen property recovery information while 28% of the control area cases contained this information.

The percentage of cases including latents and photo processing was computed to assess differences in physical evidence collection. The obtained differences are displayed in Table 2-3. There was very little difference in the percentage of cases containing each type of information.

TABLE 2-3

FREQUENCY OF PHYSICAL EVIDENCE  
COLLECTION (PCT. OF CASES) IN PRELIMINARY  
INVESTIGATION: SILVER SPRING AND CONTROL AREA

	SILVER SPRING		CONTROL AREA	
	<u>Latents</u>	<u>Photos</u>	<u>Latents</u>	<u>Photos</u>
Rape	24	58	30	54
Robbery	15	20	17	23
Aggravated Assault	7	23	0	14
Burglary	18	4	14	3
Larceny Over \$500	3	1	2	1

The noted differences were subjected to a Chi Square statistical test to ascertain significance. Through this test it was determined that there were no statistically significant differences between Silver Spring and the control area. (Meaning that there were no findings which could have occurred by chance alone less than 5 times out of 100).

Thus it can be concluded that Silver Spring officers collected more descriptive information than their counterparts in control beats, particularly concerning witnesses and suspects. Silver Spring officers, however, did not process a greater quantity of evidence.

The question of whether or not these preliminary investigation data collection patterns were affected by program activities is addressed in the following process evaluation discussion.

#### Process Evaluation

There is substantial evidence to indicate that actual change occurred during the twelve month evaluation period. A process evaluation was conducted and is reported in this section to determine reasons for this change. This process evaluation was undertaken to determine if the new event report, the on the job MCI training, the supervisory call stacking and/or the change in supervisory roles contributed to this change. Each of these is discussed in the following.

1. New Event Report - The utility of the new event report was assessed by seeking officer input as to the advantages of the new event report and secondly by ascertaining the actual relationship between use of the report and improved data collection efforts. Finally, the time involved in completing more thorough investigations was evaluated to determine if the noted increase in report quality was accompanied by decreased efficiency. The police officer attitudinal survey conducted during the experimental year indicated that officers felt that the new event report contributed directly to officer incentive

in completing thorough investigations. As presented in the survey analysis report, officers in Silver Spring perceived more thoroughness in reports generated from their district station than was expressed by a comparable group of officers in other districts.<sup>4</sup> These same officers indicated that they preferred the new event report form over the three forms it replaced and that the report was helpful in completing a thorough preliminary investigation.<sup>5</sup> Moreover, officers in Silver Spring reported that they were clearly able to evaluate case solvability and that the solvability factors were somewhat useful in determining preliminary investigation thoroughness.<sup>6</sup>

Input from the MCI Monitoring Task Force supported this conclusion. Officers indicated that the report actually was easier to use since the report did not require lengthy narrative discussions about the incident for those cases with no solvability information. This opinion was not held at the onset of the MCI program. Certain officers were of the opinion that the use of a structured report with check blocks would not be useful. This attitude changed, however, over time.

A second process measure was the degree to which the use of the report led to improved data collection efforts. A correlation analysis between data elements and solvability factors was conducted to test this relationship. This analysis sought to determine if there was any merit to the assumption that increased data elements

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<sup>4</sup>See Managing Criminal Investigations: Police Officer Attitudinal Survey. Published by Montgomery County Department of Police, p. 2.

<sup>5</sup>Ibid, p. 13.

<sup>6</sup>Ibid

could be correlated to high solvability ratings, or whether the absence of data elements correlated with a "none" rating on the solvability factors.

Significant correlation results are depicted in Table 2-4.<sup>7</sup> As can be concluded from this table, the existence of data elements at the crime scene correlated directly with solvability ratings for a majority of crimes for five of the ten solvability factors (solvability factors 1, 2, 3, 9 and 10). There were only limited correlations (for one crime only) between data elements and solvability ratings for solvability factors 5 and 6. This indicates that patrol officers consider other variables when rating these solvability factors. Ratings for solvability factors 7 and 8 could not be correlated to data elements.

The significance of these findings can be interpreted by comparing these results to those depicted in Tables 2-1 and 2-2. The data in these tables demonstrate that for selected crime types officers in Silver Spring identified a greater number of witnesses, interviewed more witnesses, provided more in-depth suspect and suspect vehicle descriptions and provided more detailed m.o. descriptions. The use of solvability factor weightings can thus be attributed to all of these results with the exception of m.o. data and suspect vehicle descriptions.

The noted improvement in preliminary investigation data collection is meaningful. This change, however, must be interpreted in the proper context. There is a continual sense of urgency within the Department to respond to calls-for-service as quickly as possible. Thus large increases in the time required to complete preliminary investigations may possibly detract from the patrol officer's ongoing responsibility of responding to calls.

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<sup>7</sup>The statistic Cramer's V is used to test the strength of a relationship between two variables. The strength of relationship is measured within a range +1.0 - 0 with a score of 1.0 indicating direct correlation. Only those scores of .30 or greater, indicating a moderate relationship, were used in this analysis.

TABLE 2-4

RELATIONSHIP BETWEEN DATA ELEMENTS  
AND  
SOLVABILITY WEIGHTINGS  
(Correlations Significant at .05 or  
Better Using Cramer's V)

<u>Solvability Factors and Data Elements</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>	<u>Larceny Over \$500</u>
1) Is There a Witness					
● witness identification	.48	.30	.52	.40	.47
● witness interviews	.71	.43		.40	.58
2) Is a Suspect Named					
● suspect identifications	.82	.68	.63	.46	.53
3) Is a Suspect Known					
● suspect descriptions	.95	.57	.65		
4) Is a Suspect Described					
● suspect descriptions			.68	.52	
5) Can a Suspect be Identified					
● suspect descriptions			.74		
6) Can a Suspect Vehicle be Described					
● vehicle descriptions				.59	
7) Is There a Distinguishable m.o.					
● m.o. descriptions					no relationships identified
8) Is a Pattern Present					
● m.o. descriptions					no relationships identified
9) Is Stolen Property Traceable					
● amount of property stolen		.37	.71	.36	.40
● amount of property recovered					no relationships identified
10) Is Physical Evidence Present					
● latents processed		.44	.60	.56	.52
● photos processed		.79			

An analysis of event service time was conducted to determine if substantial time differences were evident for Silver Spring incidents occurring subsequent to the implementation of MCI. A twelve month sample of cases for events occurring in the year prior to MCI implementation was compared to a comparable sample for the experimental year. The number of cases for each sample and the median event times are depicted in Table 2-5. The median was determined to be a more representative figure since the range of event times, specifically for crimes such as rapes and assaults varied dramatically. The mean (average), therefore, would tend to be skewed by those cases consuming extraordinary time.

TABLE 2-5

EVENT TIMES IN MINUTES FOR CALLS-FOR-SERVICE  
FOR BEFORE AND DURING MCI PERIODS

	Before MCI		During MCI	
	<u>N</u>	<u>Median</u>	<u>N</u>	<u>Median</u>
Rape	30	117	26	132
Robbery	162	52	164	56
Assault	39	73	42	76
Burglary	968	55	1068	53

There is no overwhelming difference in these event times for Part I crimes with the exception of rape. Caution should be used in interpreting this difference for rapes too literally, however, in that the number of cases sampled (N) is small.

Therefore, it can be concluded that the increase in thoroughness was obtained without any substantial loss in efficiency. The event report contributed to this result as officers were not required to initiate lengthy narrative reports on a significant percentage of events.

2. On the Job MCI Training - One fundamental objective of the MCI rotation was improved investigative ability, both as a preliminary investigator and as an individual charged with follow-up responsibility. Officers were expected to improve their report writing ability and investigative skills once they returned to their shift.

To determine if this actually occurred, an analysis of investigative thoroughness for a sample of officers participating in the rotation was conducted. A total of 59 cases from both pre rotation training and 59 cases from post rotation training were randomly selected.<sup>8</sup> These cases were chosen for officers participating in the rotation during the period of January - June 1978 (three actual rotations). Equal numbers of Part I crimes were included in each sample as follows - rapes = 1, robberies = 9, assaults = 5, burglaries = 38, larcenies over \$500 = 6. This proportion represented the total crime sample monitored throughout the evaluation year. For each group (pre and post), an analysis of the percentage of cases including witness identifications, witness interviews, suspect descriptions, suspect vehicle descriptions, and m.o. descriptions was conducted. The results of this analysis are presented in Table 2-6. As is depicted, there were no substantial increases in the post training sample with the exception of witness interviews. Officers once exposed to the MCI training interviewed a greater proportion of witnesses than prior to the training. It should be remembered in analyzing these data that these witnesses are non-victims.

Secondly, the quantity of descriptions and other data elements was analyzed to determine if these same officers gathered greater quantities of information after being exposed to the training. Such an analysis indicates, for example, if the number of suspect descriptors (for those cases having such descriptions) actually increased. The average number of descriptors for each data element is portrayed in Table 2-7. A t test was used to determine if these average differences were statistically significant.<sup>9</sup> The t value and signifi-

<sup>8</sup>These samples each represented approximately 6% of cases sampled from Silver Spring during the evaluation period.

<sup>9</sup>It should be remembered that the maximum number of suspect descriptors is 13, maximum number of suspect vehicle descriptors is 8 and the total possible m.o. descriptors is 4.

TABLE 2-6

PROPORTION OF CASES WITH SELECTED  
DATA ELEMENTS IN PRELIMINARY INVESTIGATION:  
PRE AND POST MCI TRAINING

	<u>PRE</u>		<u>POST</u>	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Witness Identification	58	98	55	93
Witness Interviews	15	25	26	44
Suspect Descriptions	23	39	16	27
Suspect Vehicle Descriptions	11	19	3	5
M.O. Descriptions	49	83	49	83

TABLE 2-7

T TEST OF DIFFERENCE IN AVERAGE  
NUMBER OF DATA ELEMENTS INCLUDED PER  
CASE IN PRELIMINARY INVESTIGATION:  
PRE AND POST MCI TRAINING

	<u>PRE AVG.</u>	<u>POST AVG.</u>	<u>T VALUE</u>	<u>DF</u>	<u>SIG. LEVEL</u>
Witness Identifications	.46	.29	1.07	111	.288
Witness Interviews	1.73	.58	3.47	39	.001
Suspect Descriptions	9.78	8.87	1.01	37	.321
Suspect Vehicle Descriptions	5.63	1.67	4.38	12	.001
M.O. Descriptions	3.10	2.98	.65	96	.517

cance levels are included in the table.

The noted change in the average number of descriptors was unexpected. There were actually two instances in which the average number of such descriptors decreased following the training. Such a result was noticed for witness interviews (officers interviewed less witnesses per case after training) and suspect vehicle descriptions (again more descriptions were included in the pre-training sample). There could be several reasons for this finding including the possibility that officers became more selective in their investigations after receiving the training.

In the final analysis, these data do not suggest that patrol officer data gathering, as measured in these analyses, improved after completing the training. This is not to say the training was not effective. There were perhaps other less tangible results produced by such exposure to MCI concepts.

3. Call Stacking and Changes in Supervisory Responsibilities - Supervisors were continually made aware of their changed role under MCI. Because of their day to day involvement with calls-for-service activity and other duties, however, there was a tendency for supervisors to only superficially review event reports for completeness and accuracy. This subject was addressed throughout the course of the MCI experiment through district meetings and memoranda from the District Commander and the MCI Case Screener. It is a subject which requires continuous management review, for the quality of the preliminary investigation largely influences the final outcome of the case. Therefore, supervisory training and role re-orientation are of critical importance.

Supervisors have not utilized their call stacking authority extensively. There is a strong feeling among supervisors that this is a luxury which rarely can be utilized because of workload levels and a sense of urgency to immediately respond to a call. In this sense, the supervisory roll has not been altered significantly.

Whereas the MCI concept dictates the need for improved thoroughness, it does nothing to actually re-prioritize incoming workload. Supervisors, therefore, still feel the pressure to get a car to the scene as quickly as possible. For a supervisor to allow an officer extensive time to conduct witness canvasses or evidence searches means that during certain times of the day he cannot respond immediately to other calls. Increased thoroughness thus must be achieved within available time parameters. As alluded to previously, officers collected more in-depth information within these time limitations.

The attitude survey completed in January - February 1978 confirms the conclusion that the supervisory role changed only slightly under MCI. When asked to what degree methods of supervision were changed since MCI was implemented, most officers responded that there was no change in how patrol work was supervised.<sup>10</sup> Secondly, most officers indicated that they rarely if ever confer with supervisors about case solvability.<sup>11</sup> Coupled with an additional finding suggesting that supervisors rarely stacked calls to permit more thorough investigations, these results support the overall evaluation finding that the supervisory role has not been altered dramatically under MCI.<sup>12</sup>

#### OBJECTIVE C. INCREASE PATROL INVOLVEMENT IN THE FOLLOW-UP INVESTIGATION PROCESS

##### Program Evaluation

The second objective selected to enhance the patrol officer's role was to increase patrol involvement in the follow-up investigation process. It was anticipated that once patrol officers were trained in investigative

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<sup>10</sup>Managing Criminal Investigations: Police Officer Attitudinal Survey, Ibid., p. 14.

<sup>11</sup>Ibid.

<sup>12</sup>See Chapter IV, Objective B for a discussion of supervisory responsibilities in monitoring cases assigned for follow-up investigation.

techniques that they would demonstrate a continued interest in participating in follow-up investigations. The specific MCI program decision to assign cases to patrol officers was based on this need. The initial method of reaching this objective was to create a "shift investigator's position" within each patrol shift within the Silver Spring District. This position was later disbanded due to practical reasons. Patrol officers did, however, continue to investigate cases under the MCI system throughout the experimental year.

1. Program Activities - In November 1977, the Silver Spring District adopted a new standard operating procedure whereby patrol officers could formally conduct follow-up investigations. Cases were assigned back to patrol officers either directly by the Case Screening Officer upon consideration of several factors including the type of case, other cases of a similar or related pattern, workload of permanent personnel and officer motivation and ability. Secondly, cases were assigned back upon request of the beat officer. Such requests were first approved by the beat officer's supervisor and the MCI Case Screening Officer.

To facilitate patrol follow-up investigations, the beat structure in the Silver Spring District was reconfigured to free one roving patrol officer, free of primary call-for-service responsibility, to conduct follow-up investigations. This officer was designated the shift investigator. Individuals to fill this role were selected by shift lieutenant from the available group of officers who had completed the MCI rotation. The shift investigator position was to be rotated among shift members. Patrol lieutenants were directed to permit variations in working schedules and the wearing of civilian clothes by the shift investigator to facilitate follow-up investigations.

There were three intended benefits of this program. The first was the aforementioned desire to enhance officer morale through participation in follow-up investigations. The second was the interest in expanding the increased investigative knowledge gained by patrol officers among their shift. The shift investigator

was to respond to crime scenes, much as an investigator, to assist beat officers in case processing. It was felt that this would instill among the entire shift improved investigative ability. Finally, the shift investigator concept was to improve productivity in investigations. By assigning those cases with greater clearance potential, or those cases which required less investigative skills to patrol officers, detectives would be able to spend more of their time on the more complex, involved cases which better matched their skill levels.<sup>13</sup>

Initially, cases were assigned back to the individual officer by the MCI Case Screener. This decision was altered, however, following a Silver Spring District meeting in January 1978. Shift lieutenants and sergeants expressed an interest in designating individuals to work cases. It was their contention that they needed to have this control in order to coordinate case work across shifts and to ensure best use of personnel on their shifts.

The shift investigator program was operational for eight months (November 1977 - June 1978). It was discontinued for several reasons, principally communication problems and "peer pressure" among shifts. Because case assignments could not always be concluded during a patrol officer's tour of duty, assignments frequently had to be carried across shifts. This required one shift lieutenant informing the on-coming lieutenant of the status of all on-going assignments. This proved difficult to manage effectively. Secondly, the practice of assigning one officer as shift investigator created "morale problems" on the shift. Through experience, it was determined that the shift investigator oftentimes had difficulty in relating to other beat officers. This was caused, in part, by lack of seniority (beat officers were often senior to shift investigators), and lack of investigative experience in working cases independently. Although the shift investigator did have two months experience working cases, they were by no means "seasoned investigators".

Upon the termination of the shift investigator program, the MCI Case Screener continued to assign a proportion of cases back to the

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<sup>13</sup>A more detailed analysis of case assignment patterns is presented in Chapter 3, The Case Screening System, pps. 3-14 through 3-18

shifts, either arbitrarily or at the request of the beat officer. Thus, specific program activity to accomplish this second objective did continue throughout the duration of the grant period.

2. Result Indicators - With the advent of the shift investigator program a significant portion of cases were assigned to patrol officers for follow-up investigation. Table 2-8 indicates the number of sampled cases assigned to patrol officers by calendar quarter. Case assignments are shown for Silver Spring and the control area. As is demonstrated by these data, officers in Silver Spring participated formally in many more cases in a follow-up capacity than their counterparts in other districts.

It should be noted that cases were tallied as assigned to patrol, or in a combined status if there were any indication on the event report form, investigative assignment forms, or the supplementary report that patrol officers participated in the follow-up investigation. The increase in patrol participation in persons crimes within the control area (rapes, robberies, assaults) occurred halfway through the MCI evaluation year. This was due, in part, to the establishment of a Case Screener/Crime Analyst position in the Crimes Against Persons Unit in February 1978 and an adoption by this unit of certain portions of the MCI concept.<sup>14</sup>

Within the Silver Spring District, the frequency of patrol involvement varied with workload. During those times that workload levels were higher (Quarter 1 and Quarter 4), more cases were assigned to patrol. This was a logical decision since one benefit of patrol involvement in follow-ups was improved use of manpower and thereby increased productivity. During those times when

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<sup>14</sup>The Director of the Crimes Against Persons Division, responsible for centralized investigation of such crimes for the control beats, attended an MCI training conference in April 1978 and expressed support of many MCI concepts, including the use of a screener/analyst to monitor crime patterns.

TABLE 2-8

FOLLOW-UP CASE ASSIGNMENTS TO PATROL OFFICERS  
SILVER SPRING DISTRICT AND CONTROL AREA

	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Total	
	Patrol	Comb.	Patrol	Comb.	Patrol	Comb.	Patrol	Comb.	Patrol	Comb.
SILVER SPRING										
Homicide	0	2	0	0	0	0	0	0	0	2
Rape	0	1	0	1	0	0	0	0	0	2
Robbery	2	2	0	2	3	0	3	2	8	6
Aggravated Assault	12	2	4	4	4	1	6	3	26	10
Burglary	19	2	10	2	14	1	22	3	65	8
Larceny Over \$500	7	0	1	0	5	0	7	1	20	1
Total Crime	40	9	15	9	20	2	38	9	119	29
CONTROL AREA										
Homicide	0	0	0	0	0	0	0	0	0	0
Rape	0	0	0	0	1	0	1	0	2	0
Robbery	0	0	0	0	4	0	9	0	13	0
Aggravated Assault	0	0	1	0	1	0	3	0	5	0
Burglary	1	1	1	0	1	0	0	0	3	1
Larceny Over \$500	0	0	0	0	0	0	0	0	0	0
Total Crime	1	1	2	0	7	0	13	0	23	1

workload levels were at a peak, permanent investigators were more likely to need assistance in working those incoming cases. At other times when workload decreased, these same detectives were more likely to receive assignments for "most workable cases" since their overall caseload decreased.

### Process Evaluation

A quantitative process evaluation is not appropriate for this objective. The mere fact that cases were assigned to patrol indicates that the objective was accomplished. Instead, a qualitative assessment of patrol involvement is presented as a means of ascertaining the operational consequences of introducing this change in case assignment. This practice was not a totally new phenomenon to the Department as successful patrol officers for years have found time to work cases during their regular patrol rotation. What is new is the formal process of assigning these cases to patrol officers with suspense dates. It is this practice which is assessed in the following. An analysis of the impact (in terms of arrests) of this formal involvement is presented in the discussion of Objective D (patrol effectiveness in the investigative process).

There were actually two methods of patrol involvement that were tested under the MCI experiment. The initial approach was to assign cases to those officers with demonstrated investigative aptitude and ability, as ascertained through the MCI rotation, or to beat officers who expressed a particular interest in formally working the case. This second level of assignment was continued throughout the MCI experiment while the first approach was altered. As was discussed earlier, officers were assigned by shift lieutenants beginning in late January 1978 and continuing through June 1978.

In terms of assignments to non beat personnel, the practice of individual assignments is deemed more effective. This process guaranteed greater control of case processing since the MCI Case Screener, charged with ultimate responsibility for case progress, could interact directly with the assigned investigator. Under the second approach, whereby lieutenants would assign the case, the Case Screening Officer frequently

was not apprised of who was working the case. This created several inefficiencies in case processing. Cases would, for example, tend to sit in the lieutenants incoming assignment box for several days before being worked. Further, there was little case monitoring with the result that cases would "stay active" much longer than necessary. These problems were caused by scheduling problems (i.e., shift lieutenants on annual leave or on temporary assignment) and the existence of other pressing priorities. The shift commander's job entailed more than case assignment and monitoring. Frequently, this task was perceived or treated as less important than other ongoing tasks. The net result was that investigative quality suffered. Any time delay in investigations can be critical. Inefficiencies associated with shift assignments only provided a greater opportunity for such time delays to occur.

In retrospect, the shift investigator program may have placed unreasonable expectations on the patrol officer. The average beat officer did not fully comprehend the intended working relationship between the shift investigator and other shift members. Several senior patrol officers were not receptive to the shift investigator's advice concerning techniques of conducting investigations. The shift investigator, moreover, could not function as a detective in that he or she did not actually have an office to work in to make telephone calls or interview individuals, and still was responsible on occasion for calls-for-service. It may be more workable to achieve the objective of increased patrol involvement in investigations through alternative operational configurations, two of which are discussed below.

First, specific types of cases (e.g., residential burglaries with no patterns or larcenies over a certain dollar figure) could arbitrarily be assigned to the beat officer. Such cases would have to be the type of cases that could be worked while on regular patrol. It would be unworkable to expect the beat officer to travel to another jurisdiction, for example, to secure a warrant or to interview a witness. Permanent investigators would have to assist by performing these duties when required. The advantage of such a change is that patrol officers could still respond to calls and when not busy work cases. The disadvantage would be that the Case Screener/ Investigative Coordinator would be required to monitor case assignments closely and perhaps change assignments once an officer went on regular days

off. Such a change would have less impact, however, if the case were given to the officer working the same beat. In this regard, a system of beat accountability, rather than shift accountability as used presently would foster greater cooperation and coordination in working cases.

Secondly, the policy of patrol involvement could be better implemented if patrol shifts were divided into two groups - one for responding to calls-for-service and one for working cases. This practice, implemented in several police agencies, would encourage increased productivity as adequate call response would be assured and investigative resources would be made available when needed.<sup>15</sup> This system will only work effectively, however, if (1) patrol managers are provided with timely, accurate data on deployment so as to be able to identify time periods in which patrol resources could be diverted to investigations, (2) patrol managers become oriented with means of using deployment in decision making, and (3) patrol shift configurations are made more flexible - the current 4/10 system is not conducive to frequent changes in patrol assignments.

Either of these approaches will likely produce a better managed system of involving patrol in investigations. There are practical problems to be overcome, however, with either concept. The challenge to management is to find means of resolving these problems. The MCI Program has demonstrated that patrol officers can effectively work cases. Other recent research has shown that there is time within patrol to engage in more than traditional call-for-service tasks.<sup>16</sup> With an ever diminishing resource pool to perform necessary police functions, these findings become

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<sup>15</sup> See for example, James M. Tien, James W. Simon and Richard C. Larson. An Evaluation Report of An Alternative Approach in Police Patrol: The Wilmington Split-Force Experiment. Cambridge, Mass., Public Systems Evaluation, Inc., 1977.

<sup>16</sup> A recent evaluation of patrol deployment patterns completed as part of the seven shift deployment assessment by the Research and Planning Division suggests that there is considerable non-committed time within patrol. The current 4/10 patrol deployment system was determined to be an ineffective scheduling system from the standpoint of matching personnel to workload.

**CONTINUED**

**1 OF 4**

even more important. The department will ultimately feel continuing pressure to use existing resources more effectively. Involving patrol officers in investigations is one such method of responding to such pressure.

OBJECTIVE D. INCREASE PATROL EFFECTIVENESS  
IN THE INVESTIGATIVE PROCESS

Program Evaluation

This objective actually serves as a summary objective for the entire subgoal of enhancing the patrol role under the MCI program. No specific activities were directed only at increased effectiveness. Instead, the sum of all program activities described thus far, as well as the impact of detective decentralization was to be increased effectiveness.

1. Program Activities - The various program activities described previously were all intended to produce increased patrol effectiveness.
2. Result Indicators - Two result indicators were selected as measures of patrol effectiveness. As the MCI program was designed, each of these two measures, or results, were expected to be direct outcomes of achieving objectives A and C. Objective A addressed patrol performance in the initial investigation. The desired impact of improved performance is obviously increased arrests and clearances. The same logic applies to objective C. Increased patrol involvement in the follow-up investigation was expected to result in increased patrol arrests and clearances. The net result, therefore, of achieving both of these activities was expected to be a more productive patrol force.

Patrol performance in the preliminary investigation was evaluated by monitoring the proportion of cases resulting in arrest subsequent to completing the initial investigation. Included in Table 2-9 are the results of this analysis. Both the actual number of arrests

TABLE 2-9

PATROL ARRESTS IN PRELIMINARY INVESTIGATION  
SILVER SPRING AND CONTROL AREA

2-28

	Quarter 1 Oct.-Dec.		Quarter 2 Jan.-Mar.		Quarter 3 Apr.-June		Quarter 4 July-Sept.		Total Year	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
SILVER SPRING										
Homicide	1	33	0	-	0	-	0	-	1	33
Rape	2	22	0	00	2	18	1	10	5	15
Robbery	5	15	4	17	1	04	2	06	12	10
Aggravated Assault	10	38	8	40	4	27	10	48	32	39
Burglary	10	07	4	03	6	04	4	02	24	04
Larceny Over \$500	<u>1</u>	<u>01</u>	<u>0</u>	<u>00</u>	<u>1</u>	<u>03</u>	<u>1</u>	<u>02</u>	<u>3</u>	<u>02</u>
Total Crime	<u>29</u>	<u>11</u>	<u>16</u>	<u>08</u>	<u>14</u>	<u>06</u>	<u>18</u>	<u>06</u>	<u>77</u>	<u>07</u>
CONTROL AREA										
Homicide	0	-	0	-	0	-	0	-	0	-
Rape	0	00	0	00	0	00	0	00	0	00
Robbery	2	07	0	00	0	00	1	04	3	03
Aggravated Assault	3	16	3	18	3	18	0	00	9	12
Burglary	5	04	4	04	6	04	3	02	18	04
Larceny Over \$500	<u>3</u>	<u>06</u>	<u>2</u>	<u>07</u>	<u>1</u>	<u>01</u>	<u>3</u>	<u>05</u>	<u>9</u>	<u>04</u>
Total Crime	<u>13</u>	<u>06</u>	<u>9</u>	<u>05</u>	<u>10</u>	<u>04</u>	<u>7</u>	<u>03</u>	<u>39</u>	<u>04</u>

and the percentage of arrests over all sampled cases are included for both the Silver Spring District and the control area.

Officers in the Silver Spring District cleared more cases by arrest in each quarter of the evaluation year than their counterparts in the control area. The percentage difference between the two areas for each quarter and the total year are as follows:

- Quarter 1 - 83%
- Quarter 2 - 60%
- Quarter 3 - 50%
- Quarter 4 - 100%
- Total Year - 75%

In terms of specific crimes, Silver Spring officers consistently cleared more robberies and aggravated assaults by arrest than officers in the control beats. The percentage of burglaries cleared by arrest in the preliminary investigation was virtually equal in Silver Spring and the control area.

Whereas the percentage of cases cleared by arrest remains mostly static across the evaluation year in the control area, there is a definite indication in Silver Spring that more arrests were made in the preliminary investigation at the initial stages of the evaluation year. The arrest rate drops off from 11% to 8% and then holds at 6% for the last two quarters.

To test the significance of differences between areas, a Chi Square test was applied to arrest data for both groups. The Chi Square test determines the likelihood of obtaining the same results (percentage clearances by arrest) by chance alone. This test was applied for all sampled crime types and for separate time periods. This analysis demonstrated that several obtained results were statistically significant thus indicating that the observed difference between Silver Spring and the control area was significant. Those

differences that were significant are presented in Table 2-10. Only differences that were significant at a .05 level or better are depicted.

TABLE 2-10

STATISTICALLY SIGNIFICANT  
DIFFERENCES IN PRELIMINARY  
INVESTIGATION CLEARANCES BY ARREST:  
SILVER SPRING AND CONTROL AREA

<u>Time Period</u>	<u>Crime</u>	<u>% Cleared Silver Spring</u>	<u>%Cleared Control Area</u>	<u>Chi Square Value</u>	<u>DF</u>	<u>Sig. Level</u>
Qtr. 4	Assault	48	0	7.68	1	.008
	Total Crime	6	3	21.38	1	.000
Total Year	Robbery	10	3	5.49	1	.019
	Assault	39	25	17.07	1	.000
	Total Crime	7	4	8.78	1	.005

This table indicates that there were five specific instances in which Silver Spring cleared a significantly greater percentage of cases by arrest than officers in control areas. The most important instance was the difference in arrest rates for the total year for all sampled crime. This demonstrates that there was, in fact, a substantial difference in preliminary investigation performances.

The second measure of patrol performance is the results of patrol follow-up investigation activity. As was discussed in the assessment of objective C, Silver Spring officers did participate in a substantial proportion of follow-up investigations. The percentage of cases cleared by arrest and the percentage of total clearances for these cases are presented in Table 2-11. Cases

are tallied either as "patrol" or "combined" in this table. Those cases referred to as "patrol" represent cases which were directly assigned to patrol officers for follow-up. Combined investigations are those which were assigned jointly to a patrol officer and a permanent MCI investigator.

These data provide strong evidence that patrol officers can successfully work cases as follow-up investigators, although assigned to uniform. Further, there is sufficient justification to conclude that patrol officers can successfully investigate a range of crime types. These data suggest that patrol officers are capable of effectively investigating aggravated assaults, and burglaries. There were too few robberies actually investigated to derive this conclusion although other sources, largely informal input, indicate that patrol officers did successfully work these cases once they become aware of the specific characteristics important to robbery investigations.

The differences in quarterly closure rates were interesting considering the change in assignment decisions from individual officers to shifts. As is indicated, patrol officers were more successful in working those cases assigned during the first two quarters of the evaluation year. The decision to assign cases to shifts was implemented in the latter portion of January 1978. Thus, during the first quarter and portions of the second quarter officers were directly assigned cases by the Case Screening Officer. This gives further support to the notion that patrol investigations should be assigned directly by the Case Screener rather than the shift lieutenants.

These data when combined with the data presented in Table 2-9 provide ample quantitative information to conclude that patrol effectiveness was indeed increased under the MCI program. By adding the clearance by arrest data contained in Table 2-11 (follow-up investigation performance) to those data in Table 2-9 (preliminary investigation results) it is evident that patrol productivity

TABLE 2-11

PATROL AND COMBINED CASE ASSIGNMENTS  
CLEARANCES BY ARREST AND TOTAL CLEARANCES  
SILVER SPRING DISTRICT

	Quarter 1 Oct.-Dec.				Quarter 2 Jan.-Mar.				Quarter 3 Apr.-June				Quarter 4 July-Sept.				Total Year			
	Cleared Arrest		Total Cleared		Cleared Arrest		Total Cleared		Cleared Arrest		Total Cleared		Cleared Arrest		Total Cleared		Cleared Arrest		Total Cleared	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Homicide	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Patrol	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Combined	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Rape	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Patrol	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Combined	-	-	-	-	0	00	0	00	-	-	-	-	-	-	-	-	0	00	0	00
Robbery	1	50	1	50	1	100	1	100	0	00	2	67	0	00	0	00	2	25	4	50
Patrol	1	50	1	50	1	100	1	100	0	00	2	67	0	00	0	00	2	25	4	50
Combined	2	100	2	100	1	50	1	50	-	-	-	-	0	00	0	00	3	50	3	50
Aggravated Assault	0	00	0	00	2	50	2	50	0	00	2	50	1	17	3	33	3	9	7	21
Patrol	0	00	0	00	2	50	2	50	0	00	2	50	1	17	3	33	3	9	7	21
Combined	1	50	1	50	-	-	-	-	0	00	0	00	0	00	0	00	1	10	1	10
Burglary	10	52	11	58	2	20	2	20	3	21	4	28	3	15	3	15	18	28	20	31
Patrol	10	52	11	58	2	20	2	20	3	21	4	28	3	15	3	15	18	28	20	31
Combined	2	100	2	100	0	00	0	00	0	00	1	100	2	10	2	10	4	40	5	50
Larceny Over \$500	2	28	2	28	0	00	0	00	0	00	0	00	0	00	0	00	2	10	2	10
Patrol	2	28	2	28	0	00	0	00	0	00	0	00	0	00	0	00	2	10	2	10
Combined	-	-	-	-	-	-	-	-	-	-	-	-	0	00	0	00	0	00	0	00
Total Crime	13	33	14	35	5	33	5	33	3	15	8	40	4	17	6	19	25	21	33	28
Patrol	13	33	14	35	5	33	5	33	3	15	8	40	4	17	6	19	25	21	33	28
Combined	5	55	5	55	1	11	1	11	0	00	1	100	2	22	2	22	8	28	9	31

was improved significantly under MCI. Patrol officers in Silver Spring were thus responsible, either directly or indirectly for clearing by arrest 11% of all cases sampled. As a contrast, officers in other districts (represented by the control area) only were responsible for clearing by arrest 5% of all cases sampled. The specific impact of MCI on patrol activity for specific crimes is demonstrated in Figure 2-1 in which total clearance rates by patrol (either directly or in conjunction with investigators) is portrayed.

The differences reflected in this table depict the overall impact of MCI on patrol performance. In most instances, the clearance by arrest rates are affected predominantly by cases cleared during the preliminary investigation. (A comparison of Figure 2-1 with Table 2-9 provides this conclusion). Nevertheless, patrol performance in follow-up investigations cannot be disregarded. The crime of burglary provides an excellent example. If patrol officers were not assigned follow-up burglary investigations, the performance rate in Silver Spring would be equal to that of officers in other districts.

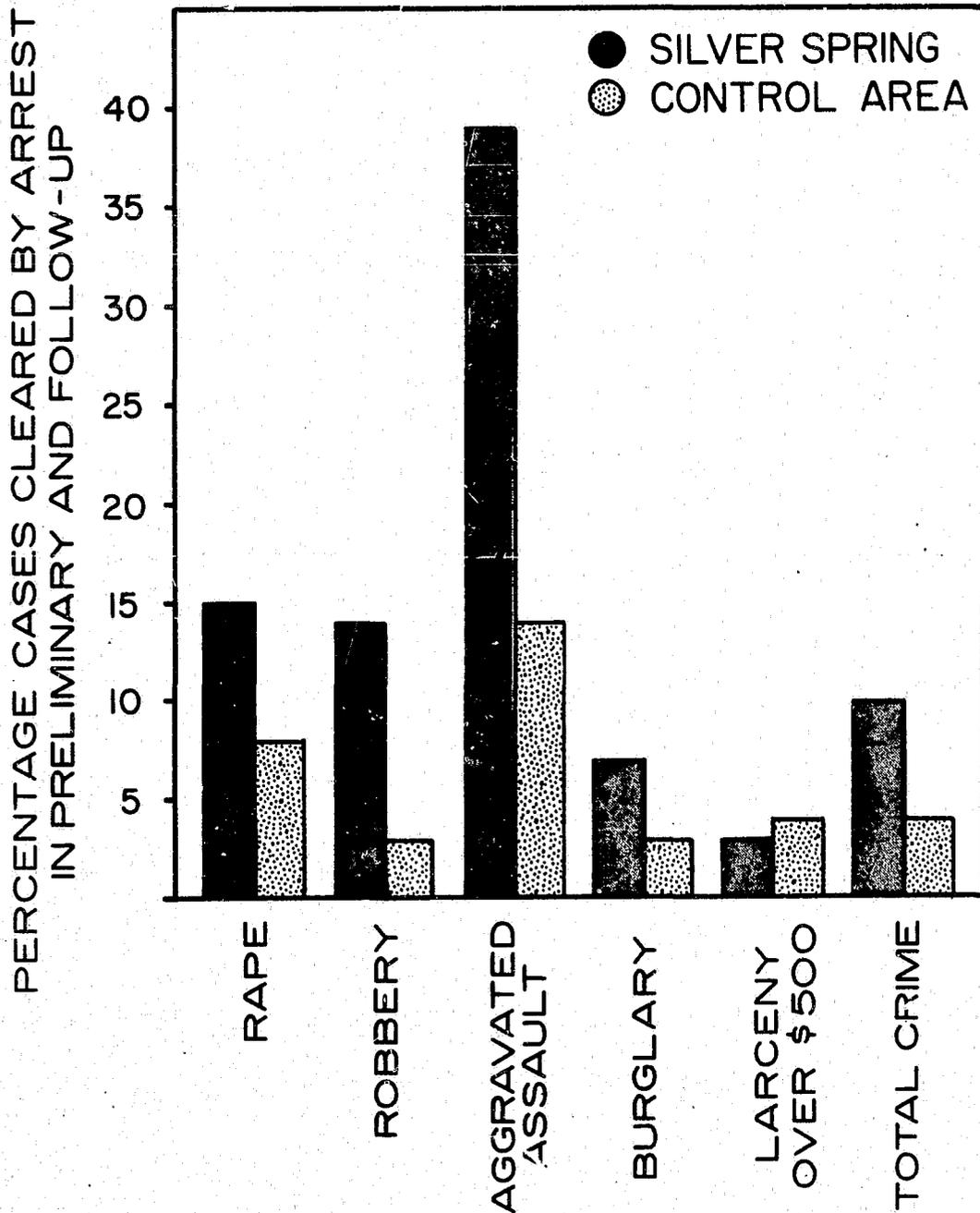
#### Process Evaluation

The three primary MCI activities designed to enhance the patrol role were analyzed in relationship to the actual increase in effectiveness. This analysis was undertaken to determine to what degree, if at all, each of these activities contributed to the change. The three activities analyzed were (1) the new event report; (2) on the job MCI training; and (3) changes in supervisory responsibilities. In addition, one other variable was analyzed. The frequency of MCI investigator response to crime scenes and thereby participation in investigations was analyzed. In this sense, the benefits of decentralization were evaluated.

1. Event Report Form - It has already been shown that Silver Spring officers identified and described more information in the initial

FIGURE 2-1

CLEARANCES BY ARREST BY PATROL  
(either directly or in conjunction with detectives)  
IN PRELIMINARY AND FOLLOW-UP  
INVESTIGATIONS



investigation than officers in the control area. Further, it has been demonstrated that solvability factors were used correctly. As an analysis of effectiveness, it is imperative to ascertain if these changes contributed to the noted increase in patrol effectiveness. A correlation analysis between solvability weightings and arrest was conducted to determine if improved data collection efforts and solvability weightings could be attributed to the increase in arrests.

The analysis was undertaken for all Silver Spring cases included in the monitoring sample. The importance of comparing solvability weightings to arrest can be discussed in light of previous findings. It was demonstrated that increased thoroughness (in terms of data elements) was positively correlated with high solvability ratings. Therefore, a high solvability rating represents, in most instances, a greater availability of evidence present at the crime scene. Therefore, a correlation analysis between solvability ratings and arrest is actually a correlation between evidence at the crime scene and arrest. Such a correlation test was accomplished using Cramer's V, a statistic which depicts the strength of a relationship. Only statistically significant correlations (significance level of .05 or better) were identified and used to analyze the relationship between solvability and arrest. Only those relationships of .30 or better are included indicating moderate to strong relationships. The results of this analysis are portrayed in Table 2-12.

As could be expected, significant correlations between solvability and arrest were obtained for those factors addressing suspect criteria (solvability factors 2, 3, 4, 5). High correlations were also identified for solvability factor 1 (concerning witnesses) and arrest for the crimes of assault, burglary and larceny. Similarly, high correlations were detected for solvability factor 10 and arrest for the crimes of robbery, assault and burglary. Suspect vehicle solvability information was found to be important for the crimes of robbery and burglary - m.o. information and arrest were correlated only for assaults.

TABLE 2-12

RELATIONSHIP BETWEEN SOLVABILITY WEIGHTINGS AND  
CLEARANCE BY ARREST IN PRELIMINARY INVESTIGATION  
(Correlations Significant at .05 Using Cramer's V)

SOLVABILITY FACTOR	RAPE	ROBBERY	ASSAULT	BURGLARY	LARCENY OVER \$500
1. Is There a Witness?			.39	.50	.44
2. Is a Suspect Named?	.81	.74	.54	.56	
3. Is a Suspect Known?	.81	.71	.46	.56	
4. Is a Suspect Described?	.59		.37	.51	.33
5. Can a Suspect Be Identified?				.47	.31
6. Can a Suspect Vehicle Be Described?		.40		.30	
7. Is There a Distinguishable M.O.?			.35		
8. Is a Pattern Present?		No relationships identified.			
9. Is Stolen Property Traceable?		No relationships identified.			
10. Is Physical Evidence Present?		.42	.34	.31	

These findings support the notion that increased thoroughness contributed to arrest. As was demonstrated previously, Silver Spring officers collected more information concerning witnesses and suspects. These data elements were positively correlated with arrest

The noted relationships between arrest and solvability ratings for suspect vehicles can be attributed to data collected and reported on the event report for burglaries, but not for robberies. There was no correlation between actual report information and solvability ratings for robbery.

A similar conclusion can be drawn for m.o. solvability factors. There was a relationship between m.o. and arrest for assaults, however, this relationship cannot be interpreted as due to the event report. (No relationship between event report data and solvability was identified in Table 2-4.)

There were significant relationships between stolen property information and arrest. This relationship did not carry through to arrests for any crime type. The opposite finding occurs for physical evidence. The noted relationship between solvability and evidence collection has a bearing on the correlation between solvability factor 10 and arrests.

These findings support a conclusion that the event report did, in fact, improve effectiveness. Specifically, event report and solvability information concerning witnesses, suspects, suspect vehicles and physical evidence can be correlated with arrest. This suggests that these information elements be retained in the report form and included as solvability factors.

There is less justification, however, for retaining currently captured m.o. data. These data were not considered in evaluating solvability and had no measurable affect on performance. It is suggested, therefore, that these data elements either be modified or removed from the event report.

Stolen property solvability information, similarly, has little measurable impact on performance. These data should still be captured for record keeping and insurance purposes, but should not be included as solvability factors.

2. On the Job MCI Training - In the discussion of results of the MCI rotation, it was concluded that there was no tangible difference in report thoroughness following completion of the two month training. To ascertain if effectiveness, in terms of arrests, actually increased, the same sample of cases was monitored to discern preliminary case status.

The results of this analysis are depicted in Table 2-13. Of the 59 cases sampled in each group, 5 or 8.4% resulted in arrest at the time of the initial investigation for the before training sample, and 4 or 6.8% resulted in arrest for the post training sample. These data suggest that there was no change in effectiveness produced by the training.

TABLE 2-13

ARRESTS IN PRELIMINARY INVESTIGATION  
PRE AND POST MCI TRAINING

	Pre Training		Post Training	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Cleared Arrest	5	8.4	4	6.8
Open	54	91.6	55	93.2

Secondly, for the same group of officers cases were analyzed to determine if officers once exposed to training performed more effectively in follow-up investigations. Performance results for these officers were compared with overall results for cases investigated by officers who had not participated in the MCI rotation. Two analyses were conducted. First, level of effectiveness was measured by comparing arrest and clearance rates for the two groups. Secondly,

elapsed time to complete investigations was assessed to determine efficiency levels.

Table 2-14 depicts the results of this first analysis. It is evident that although there were percentage differences in results there was no statistical difference in the performance of officers who had undergone the training as opposed to officers who had participated in the rotation. (A Chi Square test of statistical difference between groups showed a Chi Square value of .64 for cases cleared by arrest with 1 degree of freedom - A Chi Square value of 3.84 is required to demonstrate significance. A Chi Square value of .46 with 1 degree of freedom was computed for total clearances). It should be pointed out that an equal distribution of crime types was included in this sample thus eliminating any potential for bias by case type.

TABLE 2-14

EFFECT OF MCI TRAINING ON  
PATROL PERFORMANCE IN FOLLOW-UP  
INVESTIGATION :

	<u>No Training</u>	<u>Training</u>
Number of Cases	59	37
Unfounded	0 (0.0%)	2 (5.4%)
Cleared Arrest	7 (11.9%)	6 (17.1%)
Cleared Exception	2 (3.4%)	2 (5.7%)
Total Cleared	9 (15.3%)	8 (22.8%)

\*Note: Clearance percentages exclude cases cleared as unfounded :

The second form of analysis compared the time expended on case assignments for officers who had undergone MCI training with those who had not. Two measures were taken. The average days expended were computed for cases suspended after assignment, as well as for

those actually worked to completion and returned as open or cleared. The results, as depicted in Table 2-15 illustrate that officers who had participated in the rotation were more efficient in working cases while in patrol. In fact, the vast difference between average days for cases suspended after assigned demonstrates that officers who had undergone training were more aware of the suspense policy and thus returned unworkable cases sooner.

TABLE 2-15

AVERAGE DAYS EXPENDED PER CASE:  
COMPARISON OF OFFICERS WHO HAD  
RECEIVED MCI TRAINING WITH  
THOSE WHO HAD NOT

	<u>No Training</u>	<u>Training</u>
Suspended after Assignment	35.7	13.2
Total Caseload	24.6	17.3

The conclusion to be derived from these analyses is readily apparent. Officers became more efficient once exposed to training although their output levels (in terms of arrests and clearances) did not change dramatically.

3. Change in Supervisory Responsibilities - The role of the first line supervisor was not changed dramatically under MCI. Similarly, call stacking was not used extensively under MCI to permit either more in depth preliminary investigations or to allow time for follow-up investigations. Therefore, there is little reason to believe that modifications to the supervisory role affected patrol performance. Specifically, there is little justification to link the noted

increase in effectiveness to specific supervisory activity. The only activity that could possibly be linked was report checking for solvability recommendations and report thoroughness. Demonstrated difficulty in performing this function, as reported by the Monitoring Task Force does not support a link between this activity and results. On the contrary, the difference in arrests seems to have occurred despite insufficient review of reports by supervisors and difficulty in managing cases assigned for follow-up investigation.

4. Investigator Response to Crime Scenes - This process measure was added to detect additional feasible reasons for improved performance. It was anticipated that MCI investigators because of their proximity would be able to respond more quickly to crime scenes, generally speaking, than investigators in centralized units. All cases included in the monitoring data base were analyzed to detect if this greater frequency of response actually occurred. It was discovered that for Silver Spring cases investigators responded to 15.6% of all cases included in the sample. For the control sample, investigators responded to 12.9% of all cases.

The significance of this difference was determined by utilizing a Chi Square test to ascertain the chance of observing such differences in response rates. A Chi Square value of .135 was obtained with one degree of freedom. This value was not statistically significant. (A value of 3.84 or greater would have shown significance). Thus, it can be concluded that there was no difference in investigator response to crime scenes by Silver Spring investigators.

This is not to say that the improved rapport between investigators and patrol officers, as demonstrated by the attitudinal survey did not affect the noted improvement. Officers responding to this survey, as well as other officers communicating informally expressed the sentiment that MCI investigators were helpful in completing initial investigations and that there was an improved rapport between investigators and patrol officers since MCI was

implemented.<sup>17</sup> The only conclusion, therefore, is that the informal relationships built through personal contact and working proximity obviously had some impact on patrol performance although it is difficult to substantiate this impact. The effect did not, however, result from increased responses to crime scenes.

OBJECTIVE E. INCREASE PATROL  
OFFICER MOTIVATION TO BE INVOLVED  
IN THE INVESTIGATIVE PROCESS

One of the primary program interests of MCI personnel was the breakdown in working relationships between patrol and investigative personnel. Many patrol officers were cynical about the investigative role largely because they did not fully understand what investigators did. Further, there was a strong sentiment that detectives would wait until patrol officers had completed all the difficult investigation work involved with a case and then snap up the case and claim arrest. This problem was due in part to centralization. Patrol officers rarely communicated with investigators except on a formal basis. Management saw this negative relationship as a detriment to patrol officer incentive to be involved at a greater level in the investigations process.

Moreover, there was little opportunity for patrol officers to participate in investigations. The patrol officer's role was simply a report taker. When it came to follow-up investigations, this was the province of the detective.

Program Evaluation

1. Program Activities - Shortly after detectives were decentralized to Silver Spring, an in-service training session was held for all patrol officers to orient them in the MCI program. A critical dimension of this orientation was the working relationship between patrol officers and detectives. The District Commander, MCI Project

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<sup>17</sup>Managing Criminal Investigations. Police Officer Attitudinal Survey, Ibid., p. 12.

Director and other management personnel stressed the necessity for utmost cooperation in working relationships. This training set the stage for overall, improved working relationships between patrol and investigations.

Throughout the MCI project, patrol officers and detectives alike were informed that none of the traditional animosity in working relationships would be tolerated. This was emphasized in the MCI rotation training, roll call training (for both investigators and patrol officers) and interpersonal conferences. In addition, the MCI Project Director was prompt to step into any situation where working relations were strained. Such situations if not rectified would have tended to fester thus causing resentment of detectives by patrol officers. Moreover, the interest of MCI project leaders in creating an atmosphere favorable to positive interaction was demonstrated by the frequent consultations concerning crime trends and patterns between patrol personnel and the MCI Case Screener or other members of the MCI unit. Such favorable working conditions were not existent prior to MCI.

Previously described role changes for patrol officers provided the climate for increased officer motivation. The opportunity for recommending follow-up investigations and actually conducting follow-up investigations with management approval created an atmosphere in which ambitious and capable patrol officers could upgrade their job from an initial report taken to an investigator.

2. Result Indicators - The fundamental measure of working relationships under MCI was the attitude survey. Patrol officers in Silver Spring and in other districts were asked to rate working relationships between patrol officers and detectives. While officers in Silver Spring rated these relations as good, officers in other district stations evaluated relations as poor to fair.<sup>18</sup> In addition,

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<sup>18</sup>Ibid., p. IV-10

Silver Spring officers reported that perceptions of detectives had improved since decentralization and that patrol-detective interaction had increased moderately since decentralization. Finally, a majority of patrol officers in this district indicated that effectiveness of the investigative process was improved significantly with detectives working in the same district.<sup>19</sup>

The attitude survey also demonstrated that officers perceived an actual role change under the MCI program. Silver Spring officers reported "some increase" in investigative responsibilities since MCI was instituted and stated that their incentive to complete a thorough preliminary investigation had either increased somewhat or remained the same under MCI.<sup>20</sup> For this last measure, officers were split in their perceptions of change. A total of 47% indicated that their incentive had "increased somewhat" while 44% indicated that their incentive had remained the same.

These quantitative results demonstrate that there was a definite change in police-detective working relationships under the MCI Program. Further, the same results indicate that officer morale was improved essentially from the perspective that their role was changed from only a report taker to a patrol officer responsible for critical investigative tasks.

### Process Evaluation

It is quite obvious that patrol-investigator working relationships improved since decentralization. Formal analyses of officer attitudes, as well as informal indicators support this conclusion. Decentralization has a direct bearing on this improvement. It provides a more favorable atmosphere for working jointly on cases and generally understanding both the patrol and investigations function.

Decentralization alone, however, could not have produced the favorable results obtained under MCI. The positive approach to beneficial working relations was an equally important if not more important factor.

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<sup>19</sup>Ibid., p. V-3

<sup>20</sup>Ibid., pps. V-8, V-10

This approach was fostered by the District Commander and carried out in practice by the MCI Project Director and the Case Screener. Such commitment to improved working relations was demonstrated time and time again throughout the duration of the project.

Breaking down some of the traditional barriers between patrol and investigations obviously contributed to increased officer motivation in the investigative process. In essence, it was the first necessary ingredient to instilling greater motivation. The opportunity to be involved at a level heretofore not possible also was a major factor in the improved motivation. Officers who did have the interest in making recommendations about continued investigation, or in participating in follow-up investigations were provided this opportunity.

In summary, a variety of operational and procedural changes led to the improved motivation and hence an enhanced role for patrol officers. True there were some officers who did not wish to take part in, or benefit from opportunities for greater participation in the investigative process. It can safely be concluded, however, that this was not caused by any deficiencies in the MCI program.

#### CONCLUSIONS AND RECOMMENDATIONS

The sub-goal of enhancing the role of the patrol officer was accomplished through several innovations introduced as part of the MCI Program. This evaluation has demonstrated, both quantitatively and qualitatively, several improvements in the patrol role. It has been shown that the Silver Spring District has been more effective in collecting and processing key preliminary investigation information, particularly concerning witnesses and suspects. The use of a new single event report containing structured data elements and solvability factors has been correlated with this improvement. Additionally, more thorough preliminary investigations have been produced with no substantial loss in efficiency during the preliminary investigation. Other changes, such as the MCI rotation for patrol officers and intended changes in the supervisory role have had less overall impact on the improved

data collection results.

The patrol role in the investigative process was also enhanced under MCI. Patrol officers were given greater responsibility in the preliminary investigation in that they were expected to recommend either case suspension or follow-up investigation. This change also contributed to the noted improvement in initial investigation data collection. Further, patrol officers were afforded the opportunity to participate in follow-up investigations both as a temporary member of the MCI unit and upon returning to patrol.

These changes in the patrol role directly contributed to a significant improvement in patrol effectiveness. Silver Spring officers cleared a significantly greater percentage of cases by arrest in the initial investigation than officers in control area beats. Officers from this district also were successful in clearing a substantial proportion of cases by arrest in the follow-up investigation despite several operational problems experienced in assigning cases to patrol.

Finally, a noted improvement in patrol officer morale was documented in this evaluation. This improvement was due to several factors including decentralization, the change in patrol role and the commitment to successful patrol-detective working relations fostered by MCI Program personnel.

In conclusion, this component of the MCI program can be categorized as quite successful in achieving its intended aims. It is recommended, therefore, that several of the concepts introduced be implemented on a county-wide basis. In carrying out this implementation, several other recommendations should be heeded. These are listed below.

1. Continue to use the single, structured event report currently utilized in the Silver Spring District - This report form, which combines three previously used forms, has been satisfactorily introduced in Silver Spring with the result that improved thoroughness in the initial investigation was achieved.
2. Retain the solvability factors on the event report - The current weighted system has proved to be successful in affording the patrol officer the opportunity to render a decision concerning

the need for follow-up investigation. Thought should be given to improving officer ability to rate solvability concerning m.o. trends and patterns. If this cannot be accomplished, consideration should be given to removing these two solvability factors. Similarly, the rating of solvability concerning stolen property information should be examined. This factor does not appear to enhance investigative effectiveness.

3. Continue to practice the preliminary investigation patrol role changes implemented under MCI - Patrol officers should be provided time to complete thorough investigations and expected to render a decision concerning follow-up investigation.
4. Consider retention of the policy of involving patrol officers in follow-up investigations - This policy was shown to be effective in adding additional investigative resources capable of successful clearing Part I cases. The operational problems experienced with the shift investigator concept should be examined and careful thought given to developing new operational procedures of assigning and monitoring patrol case assignments. A key issue which requires resolution in order for this to work effectively is manpower deployment. The current patrol deployment system (4/10) is not conducive to involving patrol officers in follow-up investigations.
5. Retain the MCI rotation training - This training is useful in exposing patrol officers to investigative concepts and encouraging improved patrol-detective working relations. Although no measurable impact on effectiveness was noted as a result of this change, efficiency in patrol follow-up investigations was produced.

## CHAPTER III

### ESTABLISHMENT OF THE CASE SCREENING SYSTEM

The second sub-goal of the Montgomery County Department of Police MCI Program sought an improvement in the approach to assigning cases for follow-up investigation. It was realized that the current system was not totally effective in that no uniform criteria were applied to the case screening process. Consequently, many cases with little or no investigative leads were assigned to detectives. Further, responsibility for case assignment was not charged to any one individual. It was shared by a number of supervisors within investigative units. The net result was that there was no formal system for assigning cases. Each supervisor applied individual criteria, oftentimes based primarily on factors such as investigator workload and the nature or value of the item stolen rather than the possibility of case clearance.

Investigators also were given the task of contacting victims on all property cases which contained no leads, or solvability information. These "not assigned cases" were distributed randomly to officers within the Crimes Against Property Division. The investigator then performed a "double check" of the facts of the case to ascertain if any information was left off the event report, or if the responding patrol officer overlooked any crucial information during the initial investigation. There were in actuality two purposes served by this contact. First, it was maintained that additional information could be discovered through the contact, normally via telephone, which ultimately could lead to a case clearance. Secondly, this contact was viewed as a public relations factor. Patrol officers had always informed the victim that a detective would follow-up the case. This re-contact on "not assigned" cases served this purpose in that the victim was informed that if nothing else, in terms of information, became available the case would not receive any further investigation.

Finally, it was recognized at the outset of the MCI Program that investigative units had no effective means for re-entering or reassigning cases once it was determined that all investigative leads had been exhausted and the case was returned to file. Normally such a case would not receive any further investigation unless a multiple clearance took place and similarities to filed cases were identified.

These basic deficiencies in the case assignment process were to be rectified through this second sub-goal. Two specific objectives were formulated to accomplish this objective. These objectives were:

- A. Reduce the Number of Cases Assigned for Follow-Up Investigation
- B. Identify as Quickly as Possible for Re-entry Cases Previously Defined as Unsolvable which are Re-Defined as Potentially Solvable.

The degree of implementation of each of these objectives is assessed in this chapter using the same evaluation methodology applied in Chapter 2. The primary data sources for this portion of the evaluation were case assignment tracking cards developed for the MCI project (for Silver Spring cases), a similar case tracking form developed and used for purposes of the MCI evaluation by the Crimes Against Persons Division, and case assignment log books utilized by the Crimes Against Property Division.

#### OBJECTIVE A. REDUCE THE NUMBER OF CASES ASSIGNED FOR FOLLOW-UP INVESTIGATION

##### Program Evaluation

The MCI Task Force on "The Establishment of Case Screening Criteria and the Development of a Screening Model Report Form Based on Solvability Factors" (generally referred to as the Case Screening/Report Form Task Force) identified that one of the basic detriments to investigative quality was caseload. Detectives carried a far too heavy workload and were expected to "clear" as many cases as possible. Because many cases carried no investigative leads, the investigator invariably placed these at the bottom of the "work basket" and concentrated on those cases with greater clearance potential. This informal case screening

system resulted in inflated workloads where an investigator was actually working only a small percentage of those cases assigned.

Moreover, lack of supervisory continuity in case screening exacerbated this problem. Supervisors often looked at "workload" figures rather than true work tasks or work assignments. Such lack of uniformity led to fragmentation in case processing as detectives frequently would be assigned a case generated from the same geographic area as other cases being worked by a different investigator, or assigned cases with m.o. patterns common to other cases being worked in the same office.

1. Program Activities - Several approaches were developed for addressing these problems. First, it was determined that one supervisor should be given authority for all case assignments within the Silver Spring District. This authority was given to the Case Screening Officer (also referred to as the Investigations Coordinator). His function was to ensure coordination and use of valid, uniform criteria in case assignments.

Secondly, patrol officers and shift supervisors were formally brought into the case screening process by mandating the patrol officer to either recommend that the case be followed up by an investigator or that the case receive no further investigation unless additional information was obtained. The patrol officer in making this decision was directed to inform the victim of his recommendation. If the officer was prone to recommend case suspension he or she was to inform the victim tactfully that no further investigation would take place due to the absence of solvability factors, and that the victim should contact either that same patrol officer or the MCI unit if additional information became available. The shift supervisor was to review the officer's recommendation and either indicate concurrence or disapproval. In the event that the supervisor felt additional investigation was required he would so indicate to the patrol officer.

As an additional and yet perhaps most significant change, the Case Screening Officer was given the authority to withhold from assignment those cases which did not include sufficient solvability information, or were deemed "unworkable" for other reasons. These suspended cases would thus remain inactive until such time that additional leads were developed to merit "re-entering" the case.

A related option in the case screening process was the requirement that the Case Screener assign the case according to investigative ability. This was considered an important program activity since MCI assumed responsibility for investigations of nearly all crimes occurring within the Silver Spring District. This option permitted discretion in the case screening process. The Case Screener could assign the case to individuals with demonstrated abilities in working a particular geographic area or with proven capability in working a specific type of case (e.g., strong arm robberies). Additionally, the Case Screener was to bring patrol officers into the investigative process by assigning those cases with greater solvability potential to patrol officers, either individually, or through a combined assignment with an investigator.

Finally, the Case Screening/Report Form Task Force agreed to experiment with a weighted solvability system whereby the Case Screening Officer would apply numerical values, based on solvability factor weightings given by patrol officers, to the case for consideration in the assignment process. It was determined that this system would best be used in a trial mode to assess its utility in case assignment. The weighted system was designed by the Case Screening Officer and used throughout the duration of the MCI project.

2. Result Indicators - The primary measure of accomplishment for this first objective is the number of cases actually assigned for follow-up investigation. This objective was assessed from three perspectives: (1) the total number of cases assigned (despite to whom they were assigned); (2) the total number of cases assigned to detectives; and (3) the total number of cases assigned for "call back" purposes only.

Such analysis was required in order to provide a true picture of investigative workload. Prior to MCI, very few cases were actually assigned to patrol for follow-up investigation. The perception of heavy investigative workload was thus based on detective case assignments only. Secondly, detective workload in the Crimes Against Property Division included "victim call backs". These cases did require a considerable time investment although they were not actually carried as follow-up assignments.

a. Total Case Assignments - Table 3-1 depicts the assignment pattern for all cases included in the monitoring sample. These figures indicate that the Silver Spring District under the MCI concept actually assigned a greater percentage of sampled cases (44%) than did the Crimes Against Persons and Crimes Against Property Divisions for control beat cases (36%). It should be pointed out that these data represent all case assignments, including patrol and combined assignments for MCI. They do not, however, include property crime cases assigned for call back purposes only.

A similar pattern in quarterly assignment trends is evident for both Silver Spring and the control area. The highest percentage of cases were assigned during the second quarter of the evaluation year (56% in both areas). Incoming workload in both areas was at its lightest level for the entire year during this quarter. It is also evident that the percentage of cases assigned decreased in the latter quarters of the evaluation year. The Crimes Against Property Division, for example assigned only 19% of newly reported burglaries from the control beats for the last quarter of the year. Similarly, the percentage of robberies and aggravated assaults assigned by the Crimes Against Persons Division decreased during the last two quarters. A substantial number of the aggravated assaults were originally classified as simple assaults. These events were changed to aggravated assaults by the Report Review Section of the Information Services Division.

TABLE 3-1

FOLLOW-UP INVESTIGATION CASE ASSIGNMENTS  
SILVER SPRING AND CONTROL AREA

	Quarter 1 Oct.-Dec.			Quarter 2 Jan.-Mar.			Quarter 3 Apr.-June			Quarter 4 July-Sept.			Total Year		
	Rep.	Asgnd.	%	Rep.	Asgnd.	%	Rep.	Asgnd.	%	Rep.	Asgnd.	%	Rep.	Asgnd.	%
SILVER SPRING															
Homicide	3	3	100	0	-	-	0	-	-	0	-	-	3	3	100
Rape	9	9	100	3	3	100	11	9	82	10	9	90	33	30	91
Robbery	30	25	83	23	20	87	25	17	68	31	27	87	109	89	82
Aggravated Assault	22	21	95	17	16	94	14	8	57	19	13	68	72	58	80
Burglary	147	60	41	122	62	51	142	39	27	209	55	26	620	216	35
Larceny Over \$500	57	17	30	41	15	37	38	8	21	50	15	30	186	55	30
Total Crime	268	135	50	206	116	56	230	81	35	319	119	37	1023	451	44
CONTROL AREA															
Homicide	1	1	100	0	-	-	0	-	-	0	-	-	1	1	100
Rape	3	3	100	4	3	75	2	2	100	4	3	75	13	11	85
Robbery	29	26	90	34	32	94	28	22	78	23	16	70	114	96	84
Aggravated Assault	19	18	95	16	11	69	17	6	35	23	6	26	75	41	55
Burglary	127	43	34	100	48	48	136	42	31	141	27	19	504	160	32
Larceny Over \$500	52	12	23	29	9	31	74	2	3	62	2	3	217	25	12
Total Crime	231	103	44	183	103	56	257	74	29	253	54	21	924	334	36

Within the Silver Spring District, the number of cases assigned dropped dramatically from the second to the third quarters of the evaluation year (from 50% to 35%). This decrease was continued in the fourth quarter (37% of cases assigned). The decrease was largely due to reduced percentages of aggravated assaults and burglaries assigned during these two quarters. The percentage of burglaries assigned decreased from 51% to 27% between the second and third quarters and remained at 26% for the final quarter. The percentage of aggravated assaults assigned decreased from 94% to 57% between the second and third quarters and then rose slightly to 68% for the fourth quarter.

In comparing Silver Spring to the control area it is apparent that a greater percentage of aggravated assaults and larcenies over \$500 were assigned by MCI. Similar percentages of cases were assigned for other crime classifications.

b. Affect of Patrol Involvement in Investigations on Follow-Up Case Assignment Process - To determine the impact of patrol involvement in follow-up investigations, the number of cases either assigned solely to patrol or in a combined status with investigators were subtracted from the total number of cases assigned. This analysis, as shown in Table 3-2, indicated that permanent MCI investigators were assigned 67% of sampled Part I crimes while investigators in the Crimes Against Persons and Crimes Against Property Divisions were assigned 93% of all cases assigned from the control beats. By calculating the total number of cases assigned to detectives only out of all cases reported (presented in Table 3-3), it can be concluded that the percentage of cases assigned to MCI personnel (30%) was slightly less than the total percentage of cases assigned to Crimes Against Persons and Crimes Against Property Division personnel (34%).

This difference was applied to a Chi Square test to ascertain if the obtained percentage difference was statistically significant. A Chi Square value of 4.57 with one degree of freedom was calculated thus indicating statistical significance at the .0362 level.

TABLE 3-2

PERCENTAGE OF TOTAL CASE ASSIGNMENTS  
TO DETECTIVES ONLY  
SILVER SPRING AND CONTROL AREA

	SILVER SPRING			CONTROL AREA		
	TOTAL ASSIGNED	ASSIGNED DETECTIVES ONLY	%	TOTAL ASSIGNED	ASSIGNED DETECTIVES ONLY	%
Homicide	3	0	00	1	1	100
Rape	30	28	43	11	11	100
Robbery	89	75	84	96	83	86
Aggravated Assault	58	22	38	41	36	88
Burglary	216	143	66	160	156	98
Larceny Over \$500	55	34	62	25	25	100
Total Crime	451	302	67	334	312	93

TABLE 3-3

PERCENTAGE OF TOTAL REPORTED CASES  
INVESTIGATED BY DETECTIVES  
SILVER SPRING AND CONTROL AREA

	SILVER SPRING			CONTROL AREA		
	TOTAL ASSIGNED	ASSIGNED DETECTIVES ONLY	%	TOTAL ASSIGNED	ASSIGNED DETECTIVES ONLY	%
Homicide	3	1	33	1	1	100
Rape	33	28	85	13	11	85
Robbery	109	75	69	114	83	73
Aggravated Assault	72	22	30	75	36	48
Burglary	620	143	23	504	156	31
Larceny Over \$500	186	34	18	217	25	2
Total Crime	1023	303	30	924	312	34

It can be concluded, therefore, that the decision to involve patrol officers in the investigative process substantially altered the case assignment process in Silver Spring. Although it may be said that a portion of those cases assigned to patrol or in a combined status would have been assigned directly to detectives had not these alternative options been available it is unlikely that all such cases would have been assigned. The net consequence of patrol involvement is thus increased case assignments for follow-up investigation and reduced workload for detectives.

c. Affect of Call Back Assignments for Property Crimes - One major program change with MCI was the decision not to re-contact victims on unworkable cases. The Crimes Against Property Division continued its policy of telephoning victims subsequent to case assignment to determine if additional information could be obtained on apparent unworkable cases. This policy was in effect for the duration of the evaluation.

The case assignment figures in Table 3-1 do not include "not assigned" or "call back cases". If added to workload figures these cases would definitely produce a greater workload for the Crimes Against Property Division than MCI. Since all burglaries and larcenies would in effect be assigned and require some work by detectives the total assigned percentage would jump from 36% to 94% (870 of 924 events). The difference between this figure and workload figures for MCI is obvious.

The total effect of these call-backs on workload is difficult to assess. Some officers treat such assignments superficially while others spend considerable time talking with the victim. Even if a minimum time were expended in call backs, however, the net impact would be significant when compared with MCI. Investigators in this unit did not have to invest any time on such cases.

d. Overall Assessment: Objective 1 - It is clear that investigator workload was reduced under MCI. Detectives received a statistically

significant smaller percentage of case assignments than investigators in the two central units. This change was produced by two program activities: (1) the decision not to re-contact victims on property crimes which would not be worked and (2) the decision to formally involve patrol officers in the investigative process. It did not result from the decision to suspend unworkable cases from assignment.

### Process Evaluation

Because it is evident that the case assignment process was directly affected by MCI program changes, it was deemed appropriate to complete a process evaluation to determine the relative merits of program activities. Five particular program activities, each of which is discussed below, are assessed in completing this process evaluation: patrol officer and supervisory recommendations for follow-up investigation; centralized investigative authority within the Silver Spring District; case assignment criteria; the weighted solvability system; and the victim no call back policy.

1. Patrol Officer and Supervisory Recommendations for Follow-Up Investigation - The concept of a patrol officer determining whether specific cases warrant follow-up investigation was tested under MCI. The Department was interested in ascertaining whether patrol officers could accurately assess case workability from a follow-up investigation perspective.

Patrol accuracy in completing this recommendation was measured by first comparing the patrol officer's recommendation with the supervisory decision (either concurrence or non-concurrence), and then comparing the patrol officer's recommendation with the ultimate case screening decision (either assign or not assign).

Information on the percentage of patrol officer recommendations for follow-up investigation and the percentage of cases in which supervisors concurred with such recommendations is presented in Table 3-4. As depicted, there is very little difference in percentage of recommendations for follow-up across the evaluation year.

Similarly, supervisory experience in reviewing these recommendations is consistent. The high degree of compatibility between the patrol officer's recommendation and the supervisory decision suggests that officers are, for the most part, providing valid recommendations.

TABLE 3-4

PATROL RECOMMENDATIONS FOR CASE FOLLOW-UP  
AND SUPERVISORY CONCURRENCE  
(PART I CASES)

	<u>Oct.-Dec.</u>	<u>Jan.-Mar.</u>	<u>Apr.-June</u>	<u>July-Sept.</u>	<u>Total Year</u>
Percent of cases with patrol recommendations for follow-up	55	49	48	51	51
Percent of cases with supervisory concurrence with patrol recommendation	85	87	82	86	85

All recommendations were compared with case screening decisions to assess the overall accuracy of the patrol decision. The results of this analysis are depicted in Table 3-5. Patrol officers were correct in their recommendation for 69% of all cases sampled. This computation was derived by adding the number of cases recommended for assignment which were actually assigned to the number of cases recommended for suspension which were, in fact, not assigned. Patrol officers were more accurate in recommending case suspensions (77%) than assignments (62%).

Thus, it can be inferred that patrol officers perceived that a greater percentage of cases should have been assigned than did the Case Screening Officer. Of course the typical patrol officer, due to lack of experience, and other factors, may be likely to view certain evidence as more critical than the Case Screening Officer.

TABLE 3-5  
 RELATIONSHIP BETWEEN PATROL OFFICER  
 RECOMMENDATION AND CASE SCREENING  
 DECISION REGARDING CASE ASSIGNMENT

	<u>Assigned</u>	<u>Suspended</u>	<u>Total</u>
Patrol recommendation for follow-up	266(62%)	161(38%)	427
Patrol recommendation for suspension	94(23%)	309(77%)	403
			<hr/> 830

Percent Accurate =  $\frac{575}{830} = 69\%$

These data provide empirical evidence that patrol officers can accurately judge case workability and determine the need for a follow-up investigation. Coupled with this finding, was the attitudinal survey result demonstrating that over 60% of Silver Spring Officers reported feeling confident in evaluating case solvability.<sup>1</sup> Further, 57% (a majority) of respondents stated that solvability factors were somewhat useful in evaluating case thoroughness.<sup>2</sup> Together, these findings demonstrate that patrol officers were both capable and confident in their decision making ability. This program activity thus can be determined to be a critical element of the case screening process. It is an important dimension because patrol officers have the capability of rendering a first hand judgement on the workability of the case. This judgement call serves as one additional piece of information available to the Case Screening Officer in making his decision on case assignment.

<sup>1</sup>Managing Criminal Investigations Police Officer Attitudinal Survey  
 Published by Montgomery County Department of Police, December, 1978, p.V-61.

<sup>2</sup>Ibid.

2. Centralized Authority for All Silver Spring Case Assignments - At the outset of the MCI program, it was decided that case screening would work most effectively if centralized in one office where standard, uniform criteria could be applied in reviewing incoming cases. The Case Screener would have maximum control of case processing in such a system and consequently would be in a better position to monitor continuing investigations. The Case Screener acted more as an Investigations Coordinator in this respect. It was his responsibility to direct and monitor all investigative activities initiated subsequent to the preliminary investigation.

The MCI principle of assigning cases based on solvability and investigative ability was directly enhanced by the decision to centralize case assignment and monitoring in one office. Had case assignment responsibility been shared by more than one individual it would not have been possible to realize in practice the uniform application of multiple considerations in case screening and assignment. The Case Screener combined many variables including case solvability, investigator ability, distinct modus operandi, distinct patterns (by victim, time or geography) and administrative decisions.

In addition, cases were distributed during the MCI experiment to many individuals throughout the district (investigators and patrol). The Case Screener/Investigative Coordinator also had the responsibility of monitoring such cases. This element of his job was critical to the case assignment process. In essence, it was essential for him to become familiar with the available skills and abilities of patrol officers working various shifts. This knowledge provided invaluable assistance in case screening/assignment for the Case Screener became familiar with the officers generating the cases. Consequently, he was able to integrate such knowledge into the case review process. After a relatively brief passage of time he was thus able to determine much information about report quality and validity by simply checking the officer's name. This is another intangible result of incorporating centralized case screening and monitoring in one district office.

Another similar result is that the Case Screener was able to develop a positive working relationship with shift personnel, including lieutenants and sergeants. The result of fostering such a relationship was that shift personnel felt free to visit the MCI office and discuss possible crime trends or patterns, or single incidents which could possibly have a bearing on investigations. Based on this input, many new assignments were initiated, and information on ongoing cases was passed on to detectives.

In conclusion, it is evident that case screening authority and responsibility as practiced under the MCI program was critical to a smooth and effective exchange of information throughout the district. The centralization of case screening authority in one office within the district guaranteed that such information was channeled into the case screening process. This centralization of authority was imperative given the various screening decisions available.

3. Case Assignment Criteria and Use of the Weighted Solvability System - The Case Screening Officer, as alluded to above, applied a variety of criteria in the case assignment process. It is difficult to prioritize these criteria by importance as the significance of each varies according to the situation. Nevertheless, it is possible to divide such criteria into two categories: (1) those directly relating to the particular event or related series of events; and (2) those related to personal or administrative factors.

Case solvability factors directly influenced the first set, or primary criteria. Other considerations falling in this category were m.o. patterns, victim patterns, and geographic patterns. This information was generated from the incident case or from information produced either formally or informally from patrol officers or investigators, witnesses, informants, victims and suspects. All such information was integrated into the solvability system. If

pertinent to the incident case, such information was considered in the original case screening process. The Case Screener had the option of either downgrading or upgrading the patrol officer's initial solvability scoring. The availability of other information would invariably lead to an upgrading of particular solvability scores.

Secondary criteria as utilized by the Case Screener included personal influence criteria such as a direct call from the victim or other person associated with the case, or a direct order to investigate the case for public relations purposes. Such orders were received from the MCI Project Director or the District Commander, or in **certain** instances from other Commanders in the Department. When applied, these criteria often outweighed solvability criteria. Numerous cases were investigated, at least superficially for such reasons.

Administrative criteria also were applied in case screening. This category included policy criteria and workload criteria. Policy criteria applied to certain highly sensitive or publicized crimes such as rapes and homicides which would automatically be assigned for investigation despite solvability. A related example would be the instance in which a victim was in grave condition (e.g., a strong arm robbery or assault) and yet little evidentiary information was available. Workload criteria were also utilized. Cases were often assigned despite solvability when workload levels were low.

In assessing the use of these criteria, it is clear that the first set, solvability information, is most important within the MCI concept. The practice of assigning cases with little or no solvability, although other personal influence factors are present, is not directly in tune with the MCI principle of using solvability information as a basis for assignment. There was a practical trade-off, however, which was necessary in assigning those cases where either personal influence or policy matters dictated assignment. The district and the overall Department could not afford the luxury of not assigning such cases.

In practice, however, logic dictated that the number of cases assigned through personal influence or policy criteria would be relatively low. The number of homicides, rapes, and serious armed robberies, all automatically assigned, was small when compared to other crimes. Similarly, the situation wherein personal influence dictated assignment should have a relatively minor impact on overall workload. The Case Screening Officer has often supported this notion. Case assignment, therefore, should have been influenced less by such factors than by solvability.

Workload levels indirectly influenced case assignment. As a practical matter, it was necessary to maintain a fairly consistent workload level within the investigative unit. The assigning of cases with little or no solvability just to keep workload levels at a constant rate, however, is not compatible with the MCI concept. Therefore, this factor should have had only a minor influence in case assignment.

To determine the significance of each criterion in case assignment, an analysis of solvability scores for assigned and suspended cases was conducted. This analysis sought to ascertain whether cases with high solvability ratings were assigned and cases with low solvability ratings were suspended from investigation. As was demonstrated in Chapter II, there is a direct relationship between solvability rating and potential for arrest. Therefore, those cases with high solvability would warrant more consideration in assignment than cases with low solvability.

The range, mean (average) and standard deviation in solvability scores were calculated for specific Part I crimes to complete this assessment. It was necessary to compute the standard deviation, as well as the mean since this statistic can be used to identify the range in which a majority of cases fell. In this instance, the standard deviation was used to calculate the range for 2/3 of all case assignments.<sup>3</sup>

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<sup>3</sup>In all distributions of such data, the range of 2/3 of all scores can be calculated by defining the mean and identifying the range of cases falling within one standard deviation (plus and minus) from the mean.

The results of this analysis are portrayed in Table 3-6. The mean, standard deviation (S.D.) and range in which 2/3 of all cases were located are identified by crime type for MCI assignments, patrol assignments, combined assignments, and total assignments. The same data are also depicted for suspended cases. Homicides were excluded from this analysis since there were so few of these cases during the experimental year. A not applicable (NA) was included if no cases fit the specific cell.

These data support the notion that solvability was a prime consideration in case assignment. The mean (2.9) and range for suspended cases (0.0-9.5) is considerably lower than the mean (24.7) and range (8.4-41.0) for assigned cases. Similarly, it confirms the practice of assigning cases with greater workability potential (i.e., those cases which required less investigative skill) to patrol officers. The range for patrol assignments is higher than for MCI assignments. The range for combined assignments is also higher than the range for patrol assignments. Moreover, this trend is applicable for most crime types.

The ranges for these assignments are, however, quite broad indicating that a variety of factors were considered in assignment other than solvability. Had solvability been the only criterion the range of 2/3 of all assigned cases, for example, would not have been as low as 8.4. This suggests that numerous cases were assigned with low solvability. Obviously, criteria such as personal influence, policy considerations and workload were considered in assignment. The net effect of this practice is that investigative workload was in all likelihood greater than necessary. Thus, it can be concluded that solvability played an important but not primary role in case assignment.

In relationship to the objective of reduced workload, therefore, two patterns emerge. The first is that cases were more effectively assigned according to investigator appetite and experience. The second is that too many cases were actually assigned due to the fact that criteria such as personal influence and investigator workload played an overly important role in assignment.

TABLE 3-6

SOLVABILITY RATINGS FOR CASE ASSIGNMENTS AND SUSPENSIONS  
SILVER SPRING DISTRICT

	ASSIGNED MCI			ASSIGNED PATROL			ASSIGNED COMBINED			TOTAL ASSIGNED			SUSPENDED CASES		
	Mean	S.D.	2/3 Range	Mean	S.D.	2/3 Range	Mean	S.D.	2/3 Range	Mean	S.D.	2/3 Range	Mean	S.D.	2/3 Range
Rape	20.0	12.9	7.1-32.9	NA	NA	NA	40.0	0.0	-40.0-	20.7	13.2	7.5-33.9	NA	NA	NA
Robbery	24.1	12.6	11.5-36.7	26.6	16.2	10.4-42.8	40.2	15.6	24.6-55.8	25.3	13.5	11.8-38.8	9.9	9.0	0.9-18.9
Aggravated Assault	28.5	18.3	10.2-46.8	39.7	10.4	29.3-50.1	44.1	13.0	31.1-57.1	36.4	15.0	21.4-51.4	12.2	15.8	0.0-38.0
Burglary	19.3	14.9	4.4-34.2	26.9	19.5	7.4-46.4	29.7	20.4	9.3-50.1	22.2	17.1	5.1-39.3	2.6	5.9	0.0- 8.5
Larceny Over \$500	21.0	16.5	4.5-37.5	23.8	13.4	10.4-37.2	20.0	10.7	9.3-30.7	22.4	14.7	7.7-37.1	2.6	7.2	0.0- 9.8
Total Crime	21.5	14.7	6.8-36.2	29.3	17.4	11.9-46.7	37.7	16.0	21.7-53.7	24.7	16.3	8.4-41.0	2.9	6.6	0.0- 9.5

This second conclusion was verified by conducting a test of the accuracy of the Case Screening system. All case screening decisions were compared with follow-up investigation results. Investigative outcomes were classified as either arrest or open for this analysis. Cases eventually cleared by exception were categorized as open as were cases ultimately unfounded. This classification was based on the premise that exceptional clearances or unfounded outcomes were not priority considerations in case assignment. A case was usually assigned with the intention of making an arrest. The results of this analysis are displayed in Table 3-7.

These data were used to compute case screening accuracy as follows. A case originally assigned and culminating in arrest was categorized as an accurate decision. Additionally, a case initially suspended and remaining open was taken as an accurate decision. The first percentage in each cell reflects the proportion of assigned cases falling in each category. The second percentage indicates the proportion of cases eventually resulting in arrest or carried as open which fell in each assignment cell.

TABLE 3-7

CASE SCREENING ACCURACY  
SILVER SPRING DISTRICT

	<u>Cleared Arrest</u>	<u>Open</u>	
Cases Assigned	53	398	451
	11.8%	88.2%	
	84.1%	41.4%	
Cases Suspended	10	562	572
	1.7%	98.3%	
	<u>15.9%</u>	<u>58.5%</u>	
	63	960	1023

$$\text{Accuracy Prediction } 53 + 562 = \frac{615}{1023} = 60.1\%$$

Adding the two accurate decisions results in an accuracy figure of 60.1% and an inaccurate ratio of 39.9%. The precision of the case screening system must be questioned based on this result. Specifically, there appear to be too many open cases which actually were assigned. A relatively high percentage would be expected due to the MCI philosophy of assigning cases with limited solvability to detectives and those with higher solvability to patrol. The question which must be asked, however, is whether this practice can still be retained and a more accurate case screening system developed. Such a system would more likely decrease the amount of open cases actually assigned (currently 88% of assigned cases).

4. The Weighted Solvability System - The weighted case screening system was used primarily in an experimental mode during the MCI project. At no point in the program did the Case Screener opt to apply cut-off points which would dictate certain case assignment decisions. Instead, it was decided to let experience be the fundamental factor in assignment. One reason for this decision was the perception that the weighted system did not allow latitude for personal influence, administrative or workload factors. It was deemed important to integrate these criteria into the case screening system.

An analysis of solvability scores for cases leading to arrest in the follow-up investigation was conducted to assess the application of weighted solvability. The mean and standard deviation of weighted scores were computed for all crime types and a range of scores in which 2/3 (67%) of all cases resulting in arrest were located. A 95% range was also computed. It was also anticipated that cases resulting in arrest would follow a pattern (i.e., would fall within a certain range of scores). If this were true, a minimum solvability score could be identified for screening out cases with little or no probability of arrest. The results of this analysis are presented in Table 3-8.

These data demonstrate that the weighted system, as presently used, does not lend itself to any arbitrary cut-off point. The range of scores in which cases resulting in arrest were located is too broad

to justify such a decision. Applying a cut-off, of 15 for example, would mean not assigning approximately 15% of all cases which actually resulted in arrest. A cut-off score should be a cut-off point above which 90-95% of solvable cases are located. To do this with the current system would necessitate assigning any case with a score over 1.0. This in essence would mean assigning a case over the entire spectrum (0-60). This, in fact, occurred during the experimental year. Many cases with little or no solvability (as indicated by the weighted system) were assigned and cleared by arrest.

The data in Table 3-8 indicate that the current weighted system is of little utility in overall case assignment. Only for the crimes of assault and larceny could this system be used with any precision. To illustrate, any assault with a score of 13 or less could be suspended with the net effect that MCI would risk not working 5% of those cases which could be cleared by arrest. The same example could be demonstrated for larcenies over \$500 using a cut-off score of 45. In actuality, however, the number of assaults and larcenies assigned is small when compared with robberies and burglaries. The weighted system cannot be used for these crimes as it does not discriminate between cases with arrest potential and non arrest potential.

TABLE 3-8

SOLVABILITY RATINGS FOR CASES  
CLEARED BY ARREST IN FOLLOW-UP  
INVESTIGATION

	<u>MEAN</u>	<u>S.D.</u>	<u>67% RANGE</u>	<u>95% RANGE</u>
Rape	47.5	12.0	35.5-59.5	23.5-60.0
Robbery	26.2	14.8	11.4-41.0	0.0-55.8
Aggravated Assault	41.9	14.0	27.9-55.9	13.9-60.0
Burglary	32.8	16.5	16.3-49.3	0.0-60.0
Larceny Over \$500	49.0	1.4	47.6-50.4	46.2-51.8
Total Crime	33.7	16.2	17.5-51.2	1.3-60.0

In consideration of the potential provided by a weighted system, it seems appropriate that the MCI unit could refine the current process and ultimately rely more heavily on a modified weighted system. Obviously, investigators would rather work cases with a greater solvability potential. Therefore, the morale factor in producing an even lighter workload would undoubtedly be positive. The only hesitancy in using the system is apparently the loss of discretion.

As an alternative, it would seem possible to refine the weighted system to include such discretion. The first factor, however, in assignment would be solvability. The Case Screener, after calculating this score, would have the option of applying secondary criteria to the process. These criteria would be so structured that the case would be carried as an assigned case based on secondary criteria only. For instance, if a case received a score of 15 after initial screening and the cut-off value for assignment was 20 it would not normally be worked. If, however, after applying secondary criteria in which victim influence were weighted heavily it was decided to work the case, the case could be carried on the merits of secondary criteria assignment only. Such cases could even be treated differently in the monitoring process as it may not be deemed appropriate to allow the same suspense period for such cases. A shorter suspense period may be suitable.

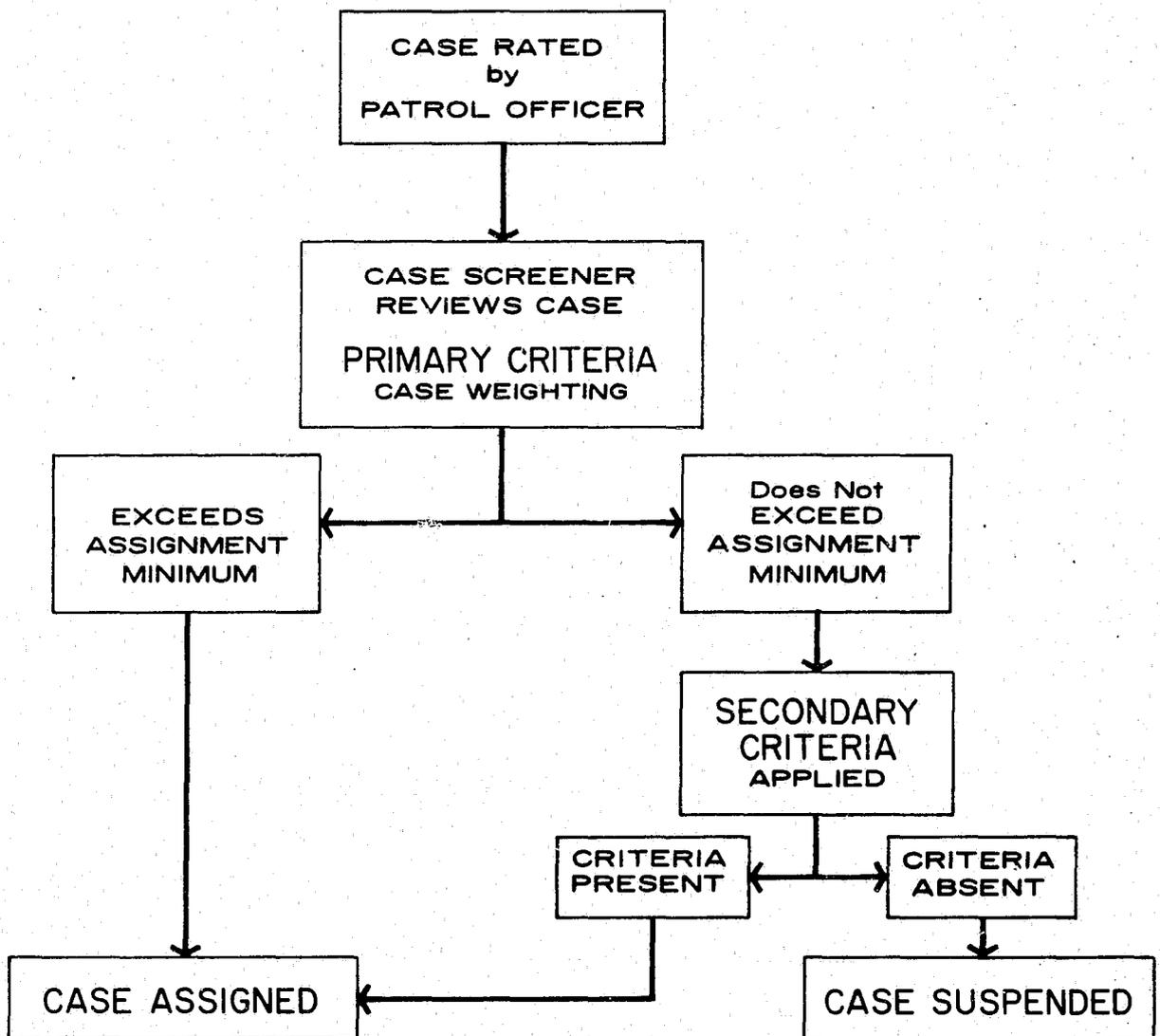
Case processing would then follow a process as outlined in Figure 3-1. Those cases assigned without sufficient solvability would be so identified.

5. The Victim No Call Policy - A significant change introduced by the MCI program was the practice of not re-contacting victims on cases with little or no solvability (cases suspended in screening). It was felt that this change would improve productivity in that officers would not be forced to spend time on such cases.

The contact policy, which was continued during the evaluation year

FIGURE 3-1

CASE SCREENING SYSTEM  
(USING PRIMARY AND SECONDARY  
ASSIGNMENT CRITERIA)



by the Crimes Against Property Division, was based on two premises: (1) that such contact was valuable because additional information would likely be retrieved leading to either arrest, clearance or recovery of stolen property; (2) that such contact was necessary to demonstrate to victims that the Department was interested in investigating all cases. The MCI philosophy centered on the relative value of this contact. It was felt that very little information was actually obtained and that most victims were fully aware of case clearance potential at the time the initial investigation was completed.

Two research activities were conducted to test the validity of the two premises underlying the contact policy. A two month analysis of victim contacts for cases assigned within the Crimes Against Property Division was conducted with the assistance of the MCI Monitoring Task Force. This audit attempted to determine the percentage of cases for which the re-contact resulted in either case clearance by arrest by exception or the recovery of stolen property. Over the two month period, a total of 97 burglaries were tracked to ascertain this information. Call backs were made by detectives for all of these cases. The results of this audit are displayed in Table 3-9.

TABLE 3-9

RESULTS OF VICTIM CONTACT BY DETECTIVES  
FOR TWO MONTH STUDY OF BURGLARIES

	<u>N</u>	<u>%</u>
Cases with no additional information	60	62%
Cases with additional information	37	38%
Cases cleared	3	3%
by arrest	2	2%
by exception	1	1%
Cases with additional recovered property	3	3%
Cases with additional stolen property identified	9	9%
Cases with suspect identification	2	2%
Cases with additional suspect description	8	8%
Cases with development of witness	3	3%
Cases assigned for follow-up after call back	15	15%

These results demonstrate that the call back policy is not cost effective, in terms of producing information resulting in arrests or in the recovery of stolen property. Investigative time would have perhaps been used more effectively in working solvable cases.

The second premise upon which the call back policy was based was good public relations. The MCI concept advocated setting realistic expectations with the victim at the time of the initial investigation. The patrol officer was directed to inform the victim of case workability at the time that he or she finalized the case follow-up recommendation. The principle behind this decision was that it was more efficient, in terms of saving investigator time, it fostered a more honest approach with the victim, and it placed greater accountability with the preliminary investigator.

The MCI evaluation team conducted a telephone survey of 96 burglary and larceny victims from two samples of cases to test these concepts. The first set was selected randomly for the period of October 1976 - March 1977 and the second set drawn for a comparable period during the MCI project (October 1977 - March 1978). A total of 96 cases were selected to assure representativeness.<sup>4</sup> A survey was prepared and pre-tested on a pilot group of victims and then revised according to the pilot experience. All victims were called over a one week period in September 1978. The telephone calls were made during the evening hours to guarantee utmost response.

Several series of questions were included in the survey which is included as Appendix I to this report. Also included in this appendix are actual responses to each question, for both the pre-implementation and the post implementation period. One series of questions solicited information about the patrol officer response to the incident. These questions were included to assess the

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<sup>4</sup>The required sample size was calculated to be 80 cases with a .05 standard error rate. The standard error rate indicates the likelihood of obtaining the same results by chance. A .05 standard error indicates that the obtained results would only have occurred 5 times out of 100 by chance.

relationship, if any, between perceptions of this response and attitudes about the investigation. Other questions addressed victim satisfaction with the manner in which the officer handled the investigation, the officer's crime prevention recommendations, the officer's recommendation concerning follow-up investigation and the actual follow-up investigation, if in fact one occurred. A final question solicited information on prior victimization. This question was included as a control variable to detect any possible differences in perceptions based on multiple victimization. Socio-economic data (e.g., victim race, sex and age) were also included in the survey for the same reason.

Generally speaking socio-economic and victimization characteristics had very little impact on perceptions. Victimization rates were correlated with responses to attitude questions with the result that no relationships could be identified. The only relationships between attitude and socio-economic data pertained to perceptions of non-white victims toward patrol officer response to incidents. Such victims were less satisfied than caucasians although the small number of non-white victims included in the sample precludes any conclusions about this relationship. Any confounding affect of either victimization rates or socio-economic data can, therefore, be discounted.

The primary findings concerning the contact policy were:

- (1) Victims perceived no significant difference between the two years in patrol officer statements about case suspension due to lack of investigative leads (question 26);
- (2) Victims reported that less officers during the MCI implementation year indicated that a detective would initiate contact with the victim concerning the case (question 27);
- (3) There was no significant difference between the two years in victim satisfaction with patrol statements concerning what would be done with the case following the initial investigation (question 28);
- (4) There was a significant difference between the two years in

victim satisfaction with the way patrol officers handled the case (question 25).

Each of these findings are discussed in detail below.

Question 26 was stated as follows: "Did the patrol officer state that due to a lack of investigative leads, your case would most likely not be followed up by a detective?" Survey respondents indicated that a slightly higher percentage of officers elicited such a statement (18% for the pre implementation year as opposed to 17% for the pre-implementation year). This difference was not found to be statistically significant using a Chi Square test. (A Chi Square value of .070 was computed with one degree of freedom - a significance value greater than .50 was calculated for these data). The low percentage of such responses suggests that not many officers were replying in such a manner, even during the MCI program.

Question 27 was stated as follows: "Did the patrol officer state that a detective would contact you to ask further questions about your case?" The responses were: yes - 64% for the pre implementation year and 18% for the experimental year; and no - 36% for the pre implementation period and 82% for the MCI program year. This difference was found to be statistically significant. (A Chi Square value of 4.90 was computed with one degree of freedom, significance level = .0268). This confirms that a change did, in fact, occur.

Question 28 was worded as follows: "Were you satisfied with the patrol officer's explanation of what would be done with your case?" The responses were:

<u>Pre Year</u>		<u>During Year</u>
10 (10%)	very satisfied	20 (21%)
62 (65%)	satisfied	49 (51%)
1 (1%)	dissatisfied	5 (5%)
4 (4%)	very dissatisfied	6 (6%)
19 (20%)	no response	16 (17%)

There was a difference noted in this response. Victims for the experimental year were less satisfied with the patrol officer's explanation. This difference, however, was not found to be statistically significant. (A Chi Square value of 6.72 with three degrees of freedom was obtained with a significance value of .0815 - a significance value of .05 is required).

Question 25 was phrased as follows: "To what degree were you satisfied with the way the patrol officer handled your case?"

The responses were:

<u>Pre Year</u>		<u>During Year</u>
38 (40%)	very satisfied	45 (47%)
52 (54%)	satisfied	36 (38%)
2 (2%)	dissatisfied	6 (6%)
0 (0%)	very dissatisfied	6 (6%)
4 (4%)	no response	3 (3%)

There was a statistically significant difference in this response. (A Chi Square value of 11.20 with three degrees of freedom was obtained for a significance value of .0107). It can, therefore, be concluded that victims were less satisfied with the initial investigation during the experimental year. No discernable reason for this difference can be determined. Cross-comparisons of victim attitudes toward response time questions, investigative thoroughness questions and case processing questions (i.e., questions 26, 27, 28) were conducted with the result that no correlations could be identified.

In summary, these data do not suggest that a major disservice in community relations occurred with the change in the victim contact policy. The survey does, however, substantiate reported changes in policy concerning patrol officer response to the victim in that less officers informed the victim that a detective would contact them. This change, as demonstrated, did not produce overt citizen complaints.

This raises a question about citizen expectations. It is likely that a citizen's expectations about case clearance potential is largely formed at the time of the initial investigation. Such a conclusion was expressed by the MCI Monitoring Task Force. Victims are likely to be more realistic about the chance of property recovery or arrest of a suspect if told initially by the patrol officer that such chances are either very high or quite remote.

From the standpoint of the impact of this policy change on the objective of reduced workload, the only conclusion that can be reached is that it was positive. The decision not to burden detectives with such tasks relieved considerable workload which did not appear to be cost-effective.

6. Summary: Process Evaluation - The objective of reduced workload for investigators was achieved through a combination of program changes. Chief among these activities were the centralization of investigative assignment authority in one office (the Case Screener's Office), the use of patrol officers in the investigative process through the use of solvability in assignments and the policy of not contacting victims on unworkable cases. The practice of requiring patrol officers to recommend investigations had only a minor influence on workload while the weighted case screening system could not be attributed to the achievement of this objective.

OBJECTIVE B. IDENTIFY AS QUICKLY AS POSSIBLE  
FOR RE-ENTRY CASES PREVIOUSLY DEFINED AS  
UNSOLVABLE WHICH ARE REDEFINED AS  
POTENTIALLY SOLVABLE

#### Program Evaluation

The second objective of the Case Screening System was to establish a process for re-entering previously suspended cases based on the availability of new leads. This process had never been approached systematically prior to MCI. Cases generally were re-entered only when suspects were apprehended

and divulged information linking them to previous cases. One assumed benefit of the decentralized case screening system was a closer proximity to information, both from departmental sources and external sources, which would in turn lead to more cases being re-entered in an expeditious manner.

1. Program Activities - The primary means for more quickly re-entering cases was instituting mechanisms to gain better access to information. The fact that case screening was centralized in one office in the district station, as discussed previously, largely improved this information gathering capability.

A new recording system was instituted to keep track of these re-entered cases. The Case Screener used a case tracking card, also containing other key assignment information, to record re-entries by date and assigned officer. One such card would be initiated whenever a case previously carried as suspended was re-entered. Cases were re-entered from several sources, such as common traits, or patterns being identified from newly received reports, or additional information of an intelligence nature being generated by MCI personnel or patrol officers, or intelligence information being received from other departments, districts or offices within the County, victims or informants.

The re-entry process was based largely on the personal recollection and information gathering capabilities of the Case Screening Officer and other MCI personnel. Various reference files were used in this process (e.g., victim file). These files were not regularly searched through any rigorous form of analysis to compare m.o. traits, etc.

2. Result Indicators - A quarterly analysis of the number of re-entered cases in Silver Spring was conducted to determine if (1) a substantial percentage of cases were re-entered; (2) there was any frequency in re-entries as the MCI program progressed; and (3) if cases were re-entered expeditiously. The number and percentage of re-entries for the experimental year are depicted in Table 3-10. Cases were tallied if re-entered during the quarter in which they were reported. The

percentage figure indicates the proportion of cases originating and initially suspended within the specific quarter in which they actually were re-entered.

TABLE 3-10

RE-ENTRIES BY QUARTER  
SILVER SPRING DISTRICT

	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Total	
	Oct.-Dec.		Jan.-Mar.		Apr.-June		July-Sept.		Year	
	N	%	N	%	N	%	N	%	N	%
Rape	0	00	0	00	0	00	0	00	0	00
Robbery	2	40	2	67	1	12	0	00	4	20
Aggravated Assault	1	100	0	00	0	00	0	00	1	07
Burglary	25	29	13	22	3	03	3	02	44	11
Larceny Over \$500	<u>1</u>	<u>02</u>	<u>1</u>	<u>04</u>	<u>0</u>	<u>00</u>	<u>0</u>	<u>00</u>	<u>2</u>	<u>02</u>
Total Crime	29	22	15	17	4	03	3	02	51	09

These data indicate that the case screening system actually re-entered less cases as the evaluation year progressed. Whereas a substantial proportion (22%) of cases initially suspended in the first quarter were re-entered upon the discovery of additional evidence, only 2% of such cases were re-entered during the final quarter. The decrease throughout the year was due to smaller percentages of robberies and burglaries being re-entered throughout the year.

Another factor should be considered in reviewing these results. The number of cases actually suspended increased as the year progressed (see Table 3-1). This was especially true for the crimes of robbery and burglary. The fact that a smaller number of cases were re-entered thus indicates greater inefficiency in the case screening process. If, in fact, cases had been re-entered at the same rate there would have been more re-entries in the third and fourth quarters of the year than in the first and second quarters.

Of all the cases re-entered during the evaluation year, 13 or 45% were cleared. A total of 4 or 14% of all cases were cleared by arrest. The remainder were cleared by exception. This provides further indication that the case screening system did not produce overwhelming results. All but one of the exceptional clearances occurred due to multiple clearances. This suggests that no major change actually took place over prior practice. Investigators assigned to the centralized Crimes Against Persons and Crimes Against Property Divisions have re-entered cases as a result of multiple clearances for several years.

As a further measure of the efficiency of the case screening process, an analysis of the average time between case suspension and re-entry was conducted. This objective stressed the need to re-enter cases as quickly as possible. It was anticipated that a higher frequency of cases could be successfully cleared if re-entries were made quickly. As time continued, there was less likelihood that cases would be re-opened and closed.

The average elapsed days between initial suspension and re-entry are depicted in Table 3-11. The average elapsed time for all re-entries, cases cleared by arrest and by exception are included. These averages were computed only for cases suspended and re-entered within the same quarter. The number of actual cases cleared are depicted in parentheses next to the average elapsed days. These data indicate that the time between suspension and re-entry decreased as the year progressed. Further, the elapsed time for cases eventually cleared was greater than the elapsed time for total cases. It is difficult to draw any conclusions about the relationship between time and clearance potential as there were too few cases actually cleared to permit such an inference.

These data do demonstrate that cases were re-entered more quickly as the year progressed. This does not indicate, however, that the case screening system functioned more efficiently in view of the decrease in re-entries and the fact that no re-entries in the third and fourth quarters resulted in clearances.

TABLE 3-11

AVERAGE ELAPSED TIME (IN DAYS) BETWEEN  
CASE SUSPENSION AND RE-ENTRY

	All Re-entries	Arrests	Exceptions
Quarter I	34.2	12.5 (2)	37.8 (9)
Quarter II	35.2	52.0 (2)	-
Quarter III	21.7	-	-
Quarter IV	13.3	-	-
Total Year	30.7	31.8 (4)	37.8 (9)

NOTE: The number of cases resulting in arrests or exceptions are shown in parentheses.

#### Process Evaluation

The re-entry process within the case screening system was never fully made operational. A successful, useful process would undoubtedly have produced more re-entered cases. The fact that the number of re-entries actually decreased adds further evidence to support this conclusion. For this reason, no process evaluation will be completed for this objective.

The reason for the lack of accomplishment of this objective is quite apparent. The various files maintained in the MCI office were not routinely searched for purposes of identifying similar m.o. data, geographic trends or patterns, or victim characteristics. These sources were generally searched only when intelligence information was obtained and the Case Screening Officer or other investigator, through personal recollection, would link such data to previous cases. This process is workable in conducting routine investigations, but not effective as an on-going analysis capability.

There is a need to integrate crime analysis data with case screening information to improve the re-entry process. Currently, the district crime analyst, located on a separate floor from MCI, undertakes several crime analysis tasks. The results of this work, however, are rarely

channeled to the Case Screener for review and analysis. It is recommended that consideration be given to devising a process to better integrate the work of these two separate, but inter-related analytical functions.

### CONCLUSIONS AND RECOMMENDATIONS

The case screening system instituted under MCI was beneficial in many respects. The Department, through this new system, modified its traditional posture on methods of processing cases for follow-up investigation. The practice of requiring patrol officers and supervisors to elicit recommendations for follow-up instituted greater accountability and assured that the street officer, who invariably will have more initial information about the case than anyone else, has input in the decision making process. The MCI experiment demonstrated, both from an operational and a results perspective, that this practice of including patrol in case screening can function effectively.

A related change to introduce greater cost effectiveness in investigations was the practice of directing patrol officers to inform the victim of the probability of follow-up investigation successful case clearance. This measure of accountability was shown to save considerable man-hours in the MCI unit, with a companion benefit in investigator morale. The impact of this change, in terms of operational effectiveness and victim perception, has proven to be minimal. Victims of property crimes, the victims most heavily influenced by this change, did not react drastically to the no-call back policy. Only a slight decrease in victim satisfaction with pertinent aspects of case processing was identified.

The first objective of the case screening system was reduced investigator workload. This, in retrospect, was somewhat ambiguous. In terms of detective workload, this objective was achieved. Permanently assigned investigators actually worked a smaller percentage of cases than their counterparts in centralized units. The objective was not accomplished, however, when viewed from overall assignment patterns.

Silver Spring actually worked more cases than central investigative units. This was because of the decision to involve patrol officers in investigations (thus adding more resources), the practice of not contacting victims on unworkable cases, and the decision to centralize assignment decisions in one office under one uniform system.

The net effect of this change was that MCI went beyond the objective of reduced investigator workload. The MCI program demonstrated that a systematic decision process, complete with several assignment alternatives, can work effectively. Detectives not only had their caseloads reduced but changed in scope. The change that was introduced was that detectives actually became utilized for their investigative expertise and not as information processors for relatively easy to close cases. This change was an asset to productivity. Detectives were working a smaller percentage of cases and those cases that were being worked were more complex cases requiring greater expertise.

The weighted case screening system used experimentally by MCI was not developed based on explicit, sound research indicating which type of cases should be worked and which cases should not be worked. Consequently, its utility in screening decisions was marginal.

MCI did not achieve its objective of structuring an effective case review and analysis system for purposes of re-entering previously suspended cases based on the identification of new leads. This objective was not achieved because no formal, systematic process was instituted for reviewing suspended cases.

The case screening system, in summary, did produce several changes in case assignment methodology. These changes can be characterized as elements of a better managed, more systematic decision making process. The case screening system could be improved by pursuing the following recommendations. These suggestions are coupled with overall recommendations for this sub-goal:

- (1) Retain the policy of centralized review and decision making authority for case screening with one individual in the district station - This was perhaps one of the major strengths of the MCI

program. As time progressed, the case screening role was shared by three other investigative sergeants within MCI. These sergeants received thorough training in screening criteria, however, from the Case Screener/Investigative Coordinator prior to filling this role. This Case Screener should be an individual capable of providing first line supervision to detectives while at the same time establishing an effective working relationship with patrol supervisors and beat officers.

- (2) Continue to assign cases with high solvability to patrol officers individually or in a joint status with detectives - Experience has shown that the MCI concept of assigning cases to patrol officers reduces detective caseload thus freeing investigative resources to concentrate on more difficult cases.
- (3) Continue the policy of not recontacting victims to notify them of case suspensions - The MCI program has demonstrated that the procedure of requiring patrol officers to inform the victim of case solvability and follow-up potential is a more cost effective approach.
- (4) Maintain the practice of requiring patrol officers to recommend case screening dispositions - Through MCI, this policy has proven effective in fostering greater accountability in patrol and providing valuable information to the Case Screener/ Investigative Coordinator for case processing decisions.
- (5) Use the weighted system and the operational input of the Case Screener to seek an even greater reduction in detective caseload - The MCI program produced a statistically significant decrease in detective workload. Experience has shown, however, that a considerable portion of the current workload may still be reduced without jeopardizing unit performance. This would entail using the weighted system to differentiate between those cases with no solvability potential and those with marginal solvability potential. The former group of cases would then be suspended and the latter assigned during screening.

- (7) Establish a more effective process for re-entering suspended cases - The workload decrease occurring through a decrease in initial assignments could be filled by increased re-entry of suspended cases with new solvability. Attention should be given to integrating the crime analysis function in patrol with case screening as both activities feature district wide analytical tasks and processes.

## CHAPTER IV

### MANAGING THE CONTINUED INVESTIGATION

The third sub-goal of the M.C.I. Program was designed to improve the management of cases assigned for follow-up investigation through the design and implementation of a case management system. This sub-goal addressed the next link in the processing of cases - the work of the follow-up investigator. It was recognized at an earlier date that adequate attention must be given to this phase of the system for the impact of all of the preliminary work in case processing, including the initial investigation and case screening is determined largely by the follow-up investigation.

The Department had traditionally employed a case management system. This system, however, was not fully effective. Caseloads were often inequitable and individual investigators possessed the ability to retain a case in an "active capacity" for extended durations of time although the case was unworkable. Such case retention inflated investigative workloads and contributed to morale problems. Further, these workloads at times kept investigators from working on cases with a higher closure potential simply because the cases eventually required a resource commitment. The net effect of these deficiencies was that the continuing investigation was not operating as smoothly as possible.

Two specific objectives were developed to achieve this sub-goal. These two objectives were:

- A. Improve Performance Within the Follow-Up Investigation Process; and
- B. Reduce the Time Period Between Assignment of a Case and Case Closure.

These two objectives will be examined in this chapter in light of implementation and results. An analysis of the achievement of one additional objective will also be included. Objective B from sub-goal I will be analyzed in this chapter as it pertains most directly to the follow-up investigation. This objective was:

- C. Reduce Redundancy in the Investigative Process Between the Patrol and Detective Functions.

The fundamental data sources for this chapter were M.C.I. case tracking cards, and supplement reports. Attitude survey data was also utilized in specific portions of the chapter.

OBJECTIVE A. IMPROVE PERFORMANCE WITHIN  
THE FOLLOW-UP INVESTIGATION PROCESS

Program Evaluation

The M.C.I. program viewed the function of managing the continuing investigation as an extension of case screening. The suspension of unworkable cases from investigative assignment freed time to focus on those cases requiring greater investigative skill. Solvability information was the key to this change. Investigators were given specific ratings on the nature of the case, as well as narrative data concerning the event. It was anticipated that they could use this data successfully, with the increase in time required to process numerous cases through work load decreases, the closer availability of patrol officers to provide information on incident or related cases, the improved working relationship between patrol officers and detectives, and the refined technique of assigning cases based on ability. Collectively, these activities, each discussed in depth below were designed to accomplish this first objective.

1. Program Activities - The program was designed with the intention of having follow-up investigators add to solvability. Any change in solvability from case screening was to be documented on the supplement report. To assure this documentation, solvability factors were incorporated directly on the supplement report. Unfortunately, such information was never added by detectives. This was due primarily to managerial lack of direction. No policy was devised within the M.C.I. system requiring investigators to complete the solvability section of the supplement report. Consequently, this section remained blank on virtually all supplements.

The improved working relationship between patrol officers and detectives positively affected the continuing investigation. Patrol officers by virtue of (1) the mutual cooperation that was fostered by the District Commander, the M.C.I. Project Director and Case Screener; and (2) the close working proximity to investigators exchanged information more freely with detectives. Such information would assist investigators by supplying them with suspect descriptions, information about witnesses or victims, or geographic calls-for-service trends.

It is difficult to quantify the frequency of contact between patrol and detectives. However, through input provided by the M.C.I Monitoring Task Force, M.C.I. personnel, and through personal observation of the M.C.I. Evaluator it is clear that such contact did occur on a regular basis and was instrumental in case processing.

The M.C.I. attitudinal survey provided further justification to conclude that patrol - detective working relationships did, in fact, improve. The survey verified that perceptions of working relations were more favorable under M.C.I. and that there was a greater frequency of patrol - detective interaction since M.C.I. was implemented.<sup>1</sup> Furthermore, positive attitudes in terms of patrol - detective working relations contributed more than any other factor to favorable officer perceptions of the M.C.I. program.<sup>2</sup>

Close working proximity between patrol and investigations was alleged to provide one additional benefit. Reports could normally be screened and assigned to detectives within a period of 24-48 hours after the event was originally dispatched to patrol. Centralized units did not usually receive cases until 48-72 hours after the event as

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<sup>1</sup>Managing Criminal Investigations: Police Officer Attitudinal Survey, published December 1978, p. 12.

<sup>2</sup>Ibid., p. 33.

reports were first processed through the Report Review Section before being distributed to investigative units. This time gain was deemed to be advantageous for certain cases in which suspects were identified or meaningful m.o. information was present. Timing was also felt to be critical in certain cases where victim or witnesses were identified, but not fully interviewed by patrol.

The practice of assigning cases based on ability was also a significant change introduced by M.C.I. Ability in this context implied several factors. First, cases assigned to M.C.I. personnel at the outset of the program based on demonstrated skills (e.g., certain detectives were more proficient at working robberies than burglaries). These skill levels expanded as time progressed as detectives had the opportunity to work different types of cases. Nevertheless, a certain degree of specialization remained wherein specific investigators were assigned particular types of cases. This practice was not totally new under M.C.I. Previously, certain specializations had developed within centralized units (e.g., homicide specialization, rape specialization). This was new, however, from the perspective that M.C.I. was responsible for nearly all investigations in Silver Spring. Thus, specialized skills had to be identified and developed and refined by management.

Secondly, assignment based on ability referred to less obvious differences about cases. Assignments were often based on the race of the victim, the geographic area of the incident, or other unique case characteristics. The advantage of such assignments were quite apparent. M.C.I. personnel were able to acquire an in-depth working knowledge of certain types of cases and geographic areas within the district. Such developed abilities fostered the acquisition of new leads and information as community members became more familiar with individual investigators. This familiarity was not present under the centralized investigative structure. It was, and still is, impractical to assign cases geographically or according to other case specific criteria due to the fact that centralized units are required to work cases from all districts.

Assignment based on ability was pertinent to patrol involvement in investigations. As alluded to earlier, joint patrol - investigator assignments were made on those cases with high solvability requiring minimum expertise. Detectives were generally assigned to such cases as a technical advisor to facilitate warrant preparation, the taking of witness statements or other similar tasks. Patrol officers received cases with the next highest level of solvability as these cases required some degree of independent investigation beyond simple information processing. Detectives, therefore, received cases with the lowest solvability of all workable cases. The intended benefit of this program activity was better utilization of investigative resources and hence improved productivity.

2. Result Indicators - It is apparent that meaningful changes were introduced in the managing of the continued investigation to warrant an examination of results. Such an analysis was conducted to determine if the M.C.I. program activities did accomplish this first objective.

Investigative performance was measured from the standpoint of this objective as the ability to successfully conclude case assignments in an arrest or a clearance. All cases contained in the monitoring sample and assigned for follow-up investigation were tracked to assess performance levels. Silver Spring performance was compared with results from the centralized investigative units by calendar quarters. These results are displayed in Table 4-1.

Silver Spring officers cleared a total of 14% of all cases assigned by arrest and 22% through total clearances. This compares to a clearance by arrest rate of 18% for the control area and a total clearance rate of 20%. There is no statistically significant difference between these clearance rates. Similarly, there is no difference between either clearance by arrest rates or total clearance rates for the crimes of robbery, aggravated assault or burglary. This conclusion was based on an application of a Chi Square test to these specific crimes and total clearance rates. The

TABLE 4-1

FOLLOW-UP INVESTIGATION PERFORMANCE  
SILVER SPRING AND CONTROL AREA

4-6

	Quarter 1 Oct.-Dec.				Quarter 2 Jan.-Mar.				Quarter 3 Apr.-June				Quarter 4 July-Sept.				Total Year					
	Cleared		Total		Cleared		Total		Cleared		Total		Cleared		Total		Cleared		Total			
	Arrest	%	N	%	Arrest	%	N	%	Arrest	%	N	%	Arrest	%	N	%	Arrest	%	N	%		
<b>SILVER SPRING</b>																						
Homicide	0	00	2	67	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	00	2	67
Rape	0	00	0	00	0	00	0	00	0	00	1	11	1	12	2	25	1	03	3	10		
Robbery	4	16	4	16	4	20	4	20	2	12	4	24	1	03	1	03	11	12	13	15		
Aggravated Assault	2	10	3	14	2	12	5	31	5	62	7	88	3	23	5	38	12	21	20	34		
Burglary	14	23	19	32	6	13	7	16	8	20	12	31	10	18	12	22	38	18	59	27		
Larceny Over \$500	1	12	1	12	0	00	1	07	0	00	0	00	0	00	0	00	1	02	2	04		
Total Crime	21	16	29	21	12	10	17	15	15	18	24	30	15	13	20	17	63	14	99	22		
<b>CONTROL AREA</b>																						
Homicide	0	00	1	100	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	00	1	100
Rape	1	33	2	67	1	33	1	33	1	50	1	50	0	00	1	33	3	27	5	45		
Robbery	5	19	6	23	1	03	3	09	8	36	13	59	7	44	9	56	21	22	31	32		
Aggravated Assault	4	22	6	33	1	09	1	09	5	83	6	100	3	50	6	100	13	32	19	46		
Burglary	6	14	12	28	3	06	3	06	4	10	5	12	8	30	8	30	21	13	28	18		
Larceny Over \$500	1	08	1	08	2	22	2	22	1	50	1	50	0	00	0	00	4	16	4	16		
Total Crime	17	16	27	26	8	08	10	10	19	26	26	35	18	33	24	44	62	18	88	26		

Chi Square values, degrees of freedom and significance levels are presented in Table 4-2. It should be remembered that a Chi Square value of 3.84 must be computed to establish statistical significance at the .05 level.

TABLE 4-2

CHI SQUARE TEST OF DIFFERENCE  
BETWEEN FOLLOW-UP INVESTIGATION  
ARREST AND CLEARANCE RATES

	Chi Square		Significance	
	Value	D.F.	Level	Significant
robberies-cleared arrest	.584	1	.461	no
assaults-cleared arrest	.695	1	.422	no
burglaries-cleared arrest	.330	1	>.500	no
total crimes-cleared arrest	.352	1	>.500	no
robberies-total cleared	.955	1	.323	no
assaults-total cleared	.523	1	.479	no
burglaries-total cleared	.540	1	.474	no
total crime-total cleared	.236	1	>.500	no

In terms of quarterly variations among either arrest or total clearance rates, there is little difference between Silver Spring and the control area. The only quarter in which substantial difference was noticed was the fourth in which a meaningful variation was detected. The two centralized investigative units cleared (by both arrest and total clearances) a considerably greater percentage of cases in this quarter than the M.C.I. unit. This is due more than likely to the vast number of outstanding assignments returned by M.C.I. and patrol investigators during this quarter.<sup>1</sup>

<sup>1</sup>A concentrated emphasis was initiated in July 1978 to return assigned cases in which little or no investigation was still to be accomplished. This followed the publication of M.C.I. six month evaluation which highlighted lengthy assignment figures (in terms of days) for M.C.I.

Perhaps the most critical meaning to be derived from these statistics is that Silver Spring did not vary significantly in follow-up performance despite cases being assigned to patrol officers and the existence of the patrol rotation period. The impact of these program activities was a change in the role of the detective. Such investigators received more difficult cases, as was demonstrated in Chapter III, and were required to spend a considerable amount of time in a training role for rotation personnel. This change apparently did not hamper investigative performance. When coupled with patrol assignments, Silver Spring investigators performed on a par with central unit detectives.

When viewed alone, investigators in the M.C.I. unit cleared a smaller percentage of all cases by arrest, with the exception of burglaries, than detectives in the two central units. Investigators assigned to the Crimes Against Persons Division cleared a greater percentage of rapes and robberies than M.C.I.

TABLE 4-3

FOLLOW-UP INVESTIGATION PERFORMANCE:  
DETECTIVES ONLY  
SILVER SPRING AND CONTROL AREA

	<u>SILVER SPRING</u>					<u>CONTROL AREA</u>				
	Assigned	Cleared		Total		Assigned	Cleared		Total	
		Arrest	N	%	Cleared		N	%	Arrest	N
Homicide	0	-	-	-	-	1	0	00	1	100
Rape	28	1	4	3	11	11	2	18	4	36
Robbery	75	6	8	6	8	83	20	24	29	35
Aggravated Assault	22	8	36	12	54	36*	11	31	17	47
Burglary	143	16	11	34	24	156	21	13	28	18
Larceny Over \$500	34	0	00	0	00	25*	0	00	0	00
Total Crime	303	31	10	55	18	312*	54	17	79	25

\*1 assault and 1 larceny were cleared as unfounded: clearance figures did not include these cases. Thus the total amount of actual assaults worked was 35, larcenies were 25 and total cases were 310.

Silver Spring detectives, on the other hand, cleared a greater percentage of aggravated assaults and burglaries than centralized investigators.

A significant point concerning these clearance rates is that Silver Spring worked a greater percentage of Part I cases and, therefore, investigated more complex cases. This did not produce negative results. On the contrary, M.C.I. investigators were able to produce performance rates similar to those generated by centralized unit investigators.

### Process Evaluation

The program evaluation for this objective demonstrates that the changed role of detectives did not negatively affect either arrest rates or total clearance rates. This change cannot be linked to any improved performance either, at least in the context of traditional performance measures. It did, however, result in a more effective use of resources. Detectives assumed a broader role than occurred prior to M.C.I. implementation. Their role shifted from simply a follow-up investigator assigned a case to work with little or no input from patrol, to a dual role of a trainer and facilitator assigned to work cases requiring greater expertise.

This shift can perhaps be visualized from the perspective of case solvability. All cases can be viewed as having some solvability characteristics, whether quantified as a single score, or simply rated on the presence or absence of specific solvability factors. In this context, solvability can range from a score of zero, indicating no solvability to a maximum score. Workability potential increases as solvability increases.<sup>2</sup>

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<sup>2</sup>An analysis of the relationship between weighted solvability scores and potential for arrest was included in Chapter III, See pg. 3-21

Traditionally, investigators have worked those cases with greatest solvability. This was the practice in the two centralized units during the M.C.I. project. While no specific score was applied to these cases, it can be concluded that these investigators were assigned cases having a range of workability potential from excellent to marginal. Such investigators, however, worked proportionately less cases than Silver Spring personnel. Thus, it can be inferred that their assignments ranged in the higher end of the workability scale. M.C.I. investigators, on the contrary, worked a significant percentage of cases with marginal solvability since numerous cases having higher solvability scores were assigned in a combined status or to patrol.

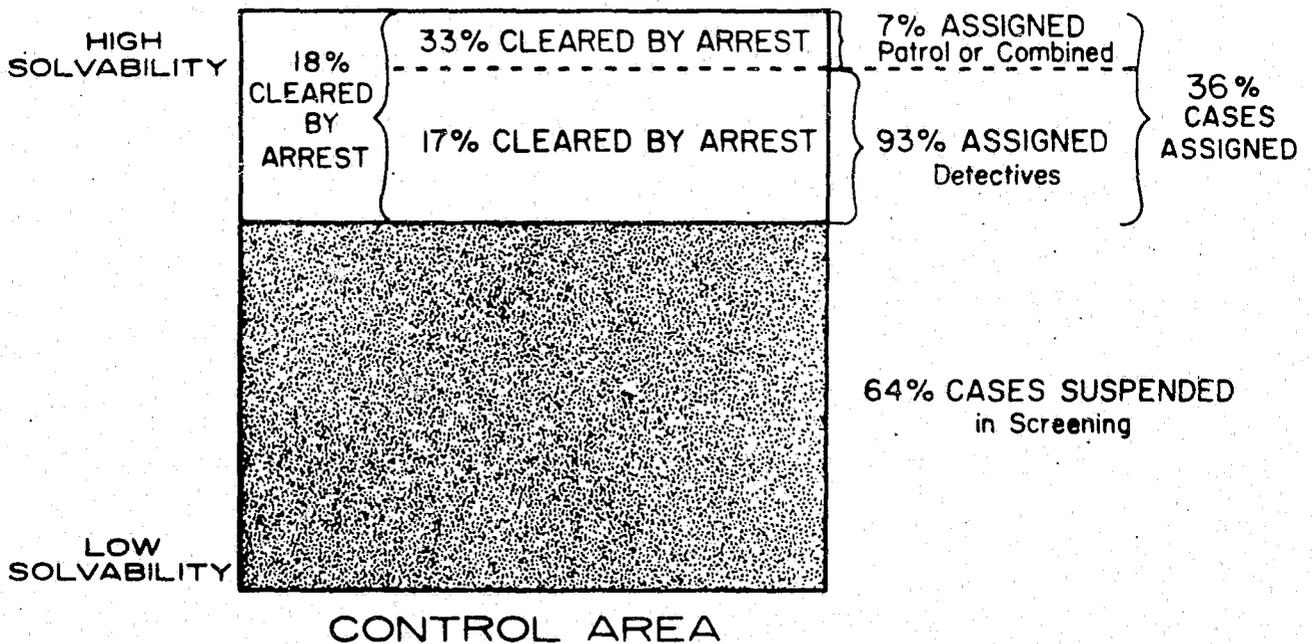
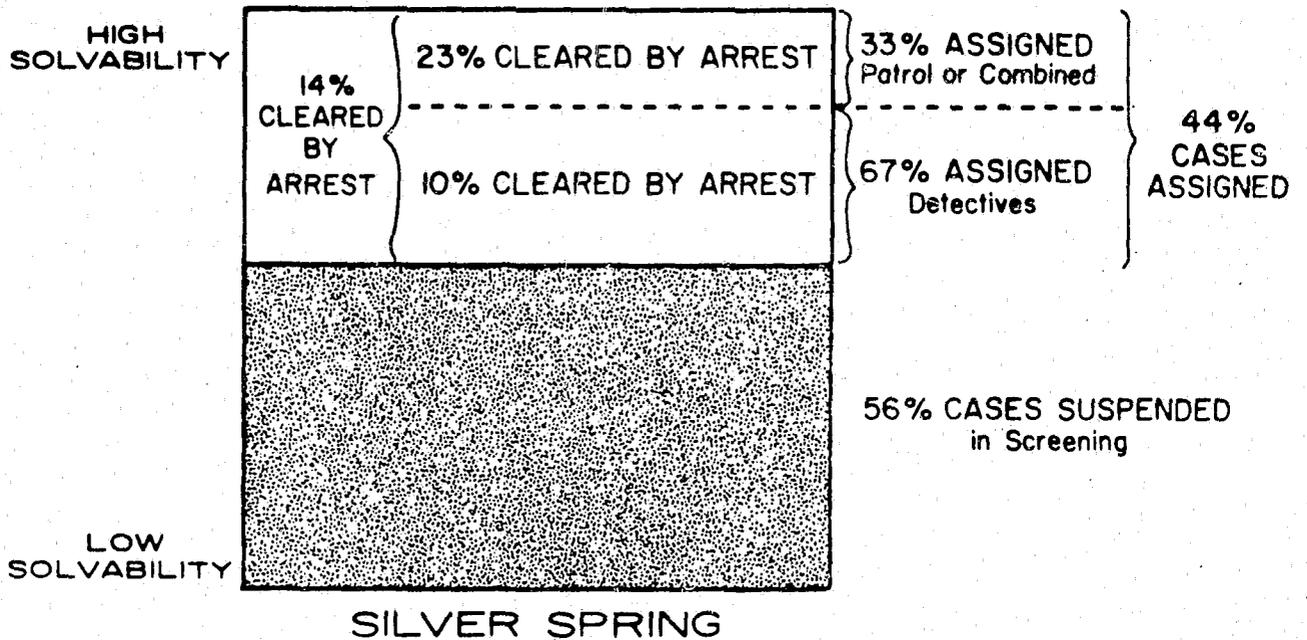
This assignment pattern can be depicted graphically. As shown in Figure 4-1, centralized unit investigators cleared 17% of all cases assigned by arrest, but in conjunction with patrol officers investigated only 36% of all Part I crimes sampled. M.C.I. investigators, together with patrol personnel, cleared 14% of all cases assigned. This district, however, was able to investigate 44% of all cases. The difference demonstrated in this figure is that Silver Spring investigators were able to work more complex cases without suffering any major loss in effectiveness. This resulted in a more efficient use of resources.

This change was evaluated from the perspective of program changes introduced under M.C.I. These were (1) the improved patrol - detective working relationship and (2) the practice of assigning cases based on investigative ability. Each of these is discussed the the following:

1. Patrol - Detective Working Relationships - The improvement in working relationships obviously had some affect on follow-up investigation performance. First, the simple fact that detectives and patrol officers worked in the same district fostered an enhanced environment for discussing cases. A patrol officer assigned a case could easily walk up to the second floor of the district station and discuss investigative issues or strategies with the M.C.I. Project Director, the Case Screener or any other permanent M.C.I personnel.

FIGURE 4-1

SOLVABILITY  
and  
CASE ASSIGNMENT MATRIX



Similarly, detectives had better access to patrol officers. This improved their capability of discussing case elements with patrol officers involved in the initial investigation.

This improved working environment would not have been created however, had it not been for the commitment, initiated by the District Commander and carried through to individual patrol officers, to work cooperatively and dissolve many of the traditional patrol - investigator petty jealousies and other impediments to effective operations. A vital key to successful investigative performance is access to information. Such access was less likely to exist under pre M.C.I. conditions.

2. Assigning Cases Based On Investigative Ability - It is obvious that the improved use of resources demonstrated under M.C.I. would not have occurred had prior case assignment patterns been followed. The ability of the Case Screener to assign cases within the M.C.I. unit based on ability, geography and nature of the victim affected performance levels. Although it cannot be validated quantitatively, it is highly probable that investigator specialization in working certain types of cases and developing contacts within the community contributed to the performance achieved by M.C.I.

Secondly, the practice of assigning cases to patrol officers, either individually or in a joint status with investigators, clearly can be attributed to the attained result. Detectives would not have had the time to work more complex cases if they had been assigned all cases. The Case Screener/Investigative Coordinator opted to maintain a reasonable caseload of 7-10 cases per month per investigator. If the cases assigned to patrol had been worked by detectives and this caseload was maintained a smaller percentage of cases generated within the district would have actually been worked.

OBJECTIVE B. REDUCE THE TIME PERIOD  
BETWEEN ASSIGNMENT OF A CASE  
AND CASE CLOSURE

The second objective of the managing the continued investigation component was to reduce the time period between case assignment and case closure. This objective was designed as a means of instilling greater efficiency in the continuing investigation. Traditionally, investigators had retained cases for extended periods of time although in many instances there was little likelihood of solving the case. This occurred despite a policy which mandated either returning the case or receiving an extension within ten days of assignment. This policy, for all practical purposes, was not enforced by supervisors. To address this problem, M.C.I. supervisors adopted a policy of not encouraging follow-up activity beyond a point when all solvability information is exhausted.

#### Program Evaluation

1. Program Activities - This objective was to be accomplished primarily through close supervisory review of case assignments. The Case Screener/Investigative Coordinator maintained a file of "M.C.I. Case Tracking Cards" showing the name of the assigned investigator(s), the case status (i.e., arrest, exception, open), the assignment status and date (i.e., assigned patrol, assigned M.C.I., re-entered, suspended, suspended after assigned), and the solvability factors present. The Screener reviewed these cards, filed by investigator name or shift (if a patrol assignment) and requested feedback within a ten-day period. If at the end of ten days adequate justification existed to warrant further time for investigation, the Screener would assign the case for another ten-day period.

This policy was reviewed as to its adequacy during the course of the M.C.I. Program. Research was initiated by the M.C.I. Monitoring Team showing that the ten days suspense period was not followed for a majority of investigations. The M.C.I. Project Director, upon learning of this fact, altered the suspense period to 15 days. This was accomplished to provide reasonable time periods for investigations.

Cases were reviewed according to two criteria. If the case was open and little or no solvability was present, the Screener would review the case with the intention of suspending the case from further assignment. If, however, an arrest had been made or was imminent, the Case Screener would review the case from the perspective of assembling all pertinent data for prosecution in an organized, structured manner. Thus, it was anticipated that assignments for cases resulting in arrest would in many instances be retained by the investigator after the arrest was made.

The M.C.I. Program did not include any mechanism for restructuring the work activities of detectives. The investigator's daily schedule has traditionally involved many activities other than follow-up investigations. These tasks, such as discussing crime problems with citizens, responding to crime scenes, briefing patrol officers on patterns in investigations, among others, occupy a considerable portion of the investigator's schedule. Consequently, the detective's ability to promptly return cases is affected by such tasks.

2. Result Indicators - All cases assigned for follow-up investigation were monitored to determine if the intensive monitoring actually produced any changes in the time required to complete investigations. Silver Spring assignments were compared with control area assignments as a source of measurement. Three analyses were conducted: (1) of total elapsed time for all investigations; (2) of elapsed time for cases suspended after assignment; and (3) of cases resulting in arrest.

First, the average expended time (in days) was computed for all cases worked. These results are depicted in Table 4-4. There was little overall difference for individual crime types. The Silver Spring District returned assault cases more expeditiously. The average time of investigation of this crime was 12.1 days for Silver Spring as opposed to 22.1 days for the control area. There were only minor differences between the two areas for all other crimes.

TABLE 4-4

AVERAGE ELAPSED TIME (IN DAYS) PER FOLLOW-UP INVESTIGATION  
SILVER SPRING AND CONTROL AREA

	<u>Quarter 1</u> <u>Oct.-Dec.</u>	<u>Quarter 2</u> <u>Jan.-Mar.</u>	<u>Quarter 3</u> <u>Apr.-June</u>	<u>Quarter 4</u> <u>July-Sept.</u>	<u>Total Year</u>
SILVER SPRING					
Homicide	48.5	-	-	-	48.5
Rape	35.6	43.0	57.2	20.5	43.5
Robbery	21.6	27.4	34.8	16.9	26.1
Aggravated Assault	10.4	17.7	27.3	3.3	12.1
Burglary	25.5	21.8	28.4	11.6	21.6
Larceny Over \$500	<u>13.1</u>	<u>25.4</u>	<u>7.5</u>	<u>8.4</u>	<u>17.7</u>
Total Crime	22.1	23.3	29.7	13.3	22.4
CONTROL AREA					
Homicide	6.0	-	-	-	6.0
Rape	15.6	53.0	-	57.0	45.4
Robbery	20.6	26.8	39.4	8.4	30.1
Aggravated Assault	11.4	37.0	22.0	16.4	22.1
Burglary	20.8	16.0	23.6	21.6	17.5
Larceny Over \$500	<u>17.2</u>	<u>-</u>	<u>6.2</u>	<u>10.4</u>	<u>12.4</u>
Total Crime	20.3	27.1	28.2	18.8	21.1

This difference, however, was not found to be statistically significant. A t test was used to assess the significance of the difference in averages. A t value of 1.18 with 45 degrees of freedom was obtained. The derived significance level for this value was .240. A significance level of .05 is required to establish statistical significance.

This was the only crime type for which such a statistical test was applied. It is readily apparent that the average differences for other crimes are not great enough to test for statistical difference.

It should be pointed out that the elapsed time for Silver Spring cases decreased considerably during the fourth quarter of the evaluation year, an average of 13.3 days during this quarter as opposed to 22.1 days, 23.3 days, and 29.7 days respectively for the first three quarters. There was a general across-the-board decrease in elapsed time for all crimes except larceny. This decrease was due to intensive monitoring of cases by the Case Screener/Investigative Coordinator beginning with the month of July. M.C.I. management at this time placed a priority on greater efficiency in follow-up investigation.<sup>3</sup>

The second level of assessment for this objective was conducted for cases suspended after assignment. The M.C.I. program focused attention on the need to remove unworkable cases from active assignment as quickly as possible. The intent of this emphasis was a reduction in caseload with a corresponding concentration on workable cases. Table 4-5, presents information on the number and percentage of total cases suspended after assignment for the Silver Spring District. The average number of days expended prior to suspension is also presented, as well as the number and percentage of cases suspended within 1-10 days of assignment. No comparable analysis of control area cases was undertaken since there was no valid method of monitoring such data.

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<sup>3</sup>This renewed emphasis was due in part to the publication of the six month M.C.I. evaluation which divulged that cases were being retained by investigators for extended periods of time. It was at this time that the suspense policy was changed from 10 to 15 days.

TABLE 4-5

CASES SUSPENDED AFTER ASSIGNMENT  
SILVER SPRING DISTRICT

4-17

	Quarter 1 Oct.-Dec.					Quarter 2 Jan.-Mar.					Quarter 3 Apr.-June					Quarter 4 July-Sept.					Total Year				
	N	%	0-10 Days	Over 10 Days	Avg. No. Days	N	%	0-10 Days	Over 10 Days	Avg. No. Days	N	%	0-10 Days	Over 10 Days	Avg. No. Days	N	%	0-10 Days	Over 10 Days	Avg. No. Days	N	%	0-10 Days	Over 10 Days	Avg. No. Days
Homicide	1	33	0	1	26	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	33	0	1	26
Rape	1	11	0	1	20	0	00	-	-	-	0	00	-	-	-	4	44	0	4	25	5	17	1	4	24
Robbery	2	08	0	2	35	5	25	3	2	38	6	35	0	6	56	9	33	4	5	13	22	25	7	15	32
Aggravated Assault	2	09	0	2	19	1	06	1	0	31	0	00	-	-	-	6	46	4	2	26	9	16	5	4	25
Burglary	4	07	2	2	39	15	24	4	11	30	12	31	5	7	15	18	33	5	13	32	49	23	16	33	28
Larceny Over \$500	<u>3</u>	<u>11</u>	<u>1</u>	<u>2</u>	<u>21</u>	<u>1</u>	<u>07</u>	<u>0</u>	<u>1</u>	<u>33</u>	<u>4</u>	<u>50</u>	<u>1</u>	<u>3</u>	<u>20</u>	<u>2</u>	<u>13</u>	<u>1</u>	<u>1</u>	<u>10</u>	<u>10</u>	<u>18</u>	<u>3</u>	<u>7</u>	<u>20</u>
Total Crime	13	10	3	10	26	22	19	8	13	32	22	27	6	16	29	39	33	14	22	25	96	21	32	64	27

These data suggest that for the total year little or no change was introduced by MCI. The average number of days expended prior to suspension was 27 and this did not vary substantially by individual crime type. Further, the majority (67%) of all cases suspended were not removed from active investigation until the 10 day suspense period had elapsed. This indicates that the Case Screener/Investigative Coordinator permitted time extensions on case assignments for a considerable portion of cases.

The only conclusion to be derived from this analysis is that the objective of reduced time periods for investigations was not achieved. Numerous cases remained in an assigned capacity beyond the time period allotted when, in fact, many such cases were not closed by investigation. It should be pointed out that the previously mentioned emphasis on returning cases, initiated in the 4th quarter of the year, impacted the return time for assignments. It is likely that this change had an effect during this 4th quarter for cases suspended after assigned, although it is not evident in Table 4-5. Many cases out for several months were returned at this time thus skewing the average (25 days).

This latter point was confirmed by calculating the time required (in days) for investigations of cases cleared by arrest. This computation was initiated for all Silver Spring cases with the exception of homicide, rape, and larceny over \$500. There were too few cases in these crime categories to develop reliable conclusions on the amount of time required per investigation. As shown in Table 4-6, all cases that were cleared by arrest in the follow-up investigation were cleared within 67 days of assignment (equal to 13.4 work weeks at 40 man hours per week). Further, 2/3 of such cases were cleared within 33 days of assignment (equal to 6.6 weeks at 40 man hours per week). Two-thirds of these cases cleared by arrest were cleared within 52 days of assignment. This suggests that robbery investigations required a greater amount of time than aggravated assaults or burglaries.

TABLE 4-6  
DAYS EXPENDED PER FOLLOW-UP  
CASE ASSIGNMENTS CLEARED BY ARREST:  
SILVER SPRING DISTRICT

	<u>Minimum</u>	<u>Maximum</u>	<u>Avg.</u>	<u>S.D.</u>	<u>2/3 Range</u>
Robbery	1	67	29	23.28	5.72-52.28
Aggravated Assault	1	47	13	17.81	1.00-30.81
Burglary	1	59	12	14.20	1.00-26.20
Total Crime	1	67	15	17.59	1.00-32.59

More specifically, it can be shown that 95% of all cases cleared by arrest were cleared within 50 days of assignment. Obviously, this total figure is weighed heavily by assault and burglary clearances. As shown in Figure 4-2, 100% of all assaults cleared by arrest were completed within 49 days of assignment. Ninety-five percent of all burglaries resulting in arrest were terminated within 30 days of assignment. Robbery was the only crime for which extended assignments beyond 50 days could thus be justified on the basis of possibly clearing a case by arrest. One hundred percent of these cases were cleared within 67 days of initial assignment.

Since 95% of all cases cleared by arrest were completed within 50 days of assignment, it seems appropriate to suspend from assignment cases with little or no solvability existent once a 50 day period expires. Retaining such cases in an active status beyond this point only serves to inflate caseloads and contributes little to overall productivity. As shown in Figure 4-2, this finding is true particularly for burglary, and to a lesser extent for assaults.

The key issue highlighted by these data is that investigators oftentimes retain cases too long. As pointed out earlier, the average number of days required per investigation was 22 in Silver Spring and 21 in the control area. Surely, many cases exceeded this average in time expended and at the same time did not result in arrest.

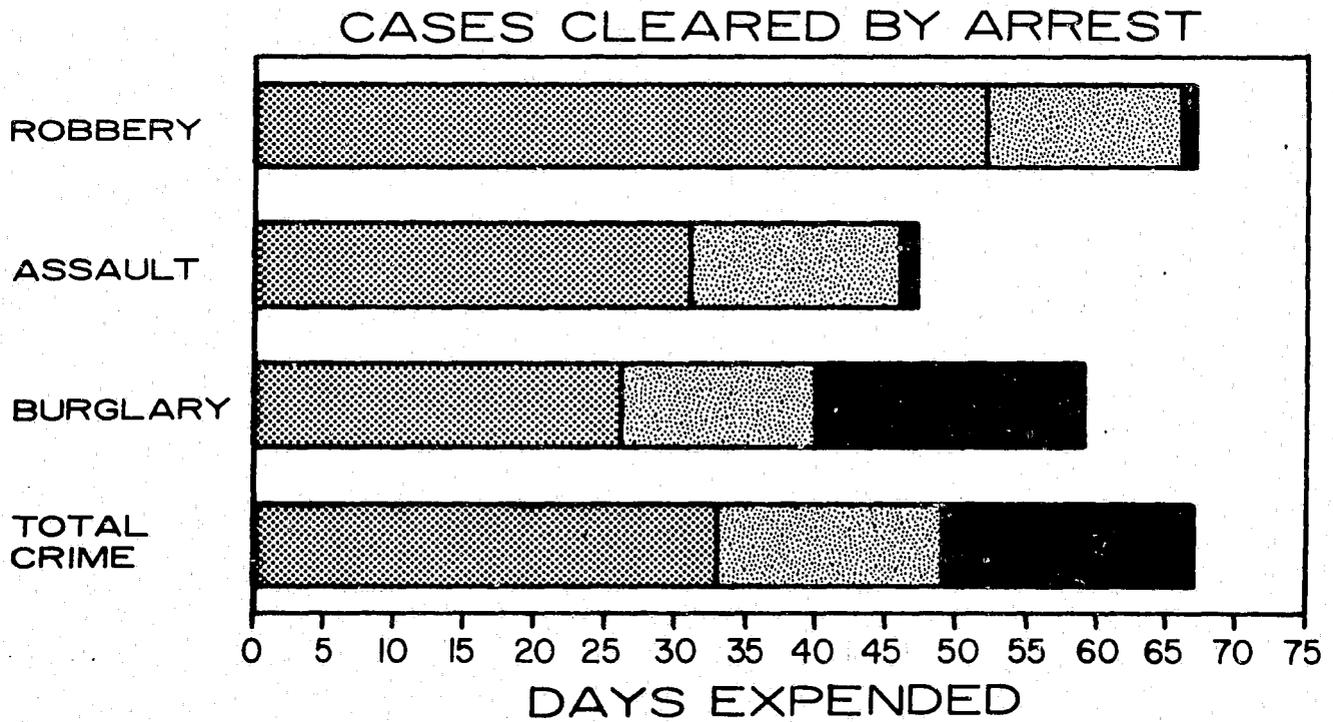
#### Process Evaluation

It was not until late in the experimental year that M.C.I. actively pursued the implementation of this objective. In July 1978, the Project Director altered the case return policy from 10 to 15 days. It was his contention that this was more realistic. This policy was then enforced as is demonstrated by average days expended figures for the fourth quarter of the evaluation year.

The high elapsed time figures for the first three quarters indicate that this objective was not accomplished during these periods. Several factors tended to influence these statistics. First, many cases

FIGURE 4-2

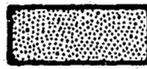
RELATIONSHIP BETWEEN  
DAYS EXPENDED PER CASE  
AND TIME REQUIRED  
TO CLEAR CASES BY ARREST



Percentage Cases Cleared by Arrest



67%



68% - 95%



96% - 100%

assigned to patrol were not monitored vigorously by the Case Screener/ Investigative Coordinator or by shift supervisors. Secondly, permanently assigned investigators did not always rely on solvability as a means of structuring their investigation. Instead they relied on other factors to guide them through the investigation and ultimately determine when the case should be completed, whether it was cleared or not. This approach fosters greater inefficiency as investigators often hung on to cases when solvability information was exhausted.

It is recognized that "days expended" per investigation is not the most accurate measure of investigative efficiency. Detectives frequently complete all their investigative work well in advance of the suspense date, but do not complete the supplementary report until this date has either arrived or is long gone. Obviously using an expended days figure in this instance is somewhat misleading since the actual number of days worked is far less than that shown. One alternative to this situation is to institute an investigator time reporting system in which detectives report the number of hours actually worked per case. Such a system, however, has not proven to be effective in past experience in this Department.

Although a "days expended" measure is less than perfect, it does accurately depict trends in case management. Supervisors are responsible for ensuring that cases are returned promptly. Traditionally, this has not occurred in this Department. With the advent of MCI, little was done to change this situation until the fourth and final quarter of the evaluation year.

OBJECTIVE C: REDUCE REDUNDANCY  
IN THE INVESTIGATIVE PROCESS  
BETWEEN THE PATROL AND DETECTIVE FUNCTIONS

A third and final objective of the case management component was to reduce redundancy between patrol and detective investigative activities. This objective was originally included under the first sub-goal of enhancing

the patrol role. It was relocated under case management due to the fact that detective activities have more direct influence on this objective than patrol investigative tasks.

The predominant reason for attempting to reduce redundancy was to increase detective efficiency. It was deemed more appropriate to focus follow-up investigator activities on those case leads not fully explored by patrol officers, or on leads non-existent in the course of the preliminary investigation. This emphasis was consistent with the overall systems view of investigations. Detectives were expected to build on the work of the preliminary investigator and not duplicate previously completed activities.

#### Program Evaluation

The activities undertaken by MCI and obtained results are examined in the following.

1. Program Activities - Two fundamental steps were initiated to reduce redundancy. Detectives were advised to build on the work of patrol officers, specifically to enlarge upon the solvability designations by patrol officers. All preliminary investigators, at the same time, were instructed to structure event reports as clearly and concisely as possible identifying the merits of particular investigative leads, rather than simply documenting activities. Both of these policies were stressed during initial MCI training sessions. Further, patrol officers participating in the MCI rotation were informed of proper procedure in preparing event reports so as to best assist follow-up investigators. For example, officers were advised to not only state that they had interviewed a specific witness, but were instructed to document the results of the interview and in so doing qualify the value of the witness to the investigation. More explicit information of this type was to minimize the necessity of re-interviewing witnesses in the follow-up investigation.

**CONTINUED**

**2 OF 4**

An informal program activity also decreased redundancy. Because patrol officers and detectives were assigned to the same district station, it was easy for detectives to contact patrol officers to clarify inconsistencies or ambiguities in event reports. It was anticipated that such contact would reduce situations in which detectives were forced to retrace the steps of the preliminary investigator. The aforementioned improved working relationship between patrol and detectives also was beneficial to accomplishing this objective.

An assessment of these program activities yields one conclusion. The informal practice of discussing case elements was the primary program activity fully implemented. Investigators still felt the necessity to carefully review all steps taken by the patrol officer and not simply rely on a solvability score or judgment, as documented in the report. This tendency was generally due to a lack of confidence in patrol investigative abilities. Such a conclusion is supported by statements elicited by detectives indicating that event report quality can be assessed by looking at the patrol officer's name on the bottom of the event report. Through experience, investigators identify officers who prepare good reports and similarly those officers who submit mediocre or inferior reports.

Through such knowledge and personal relationships, detectives were able to develop their own criteria for deciding which cases required a retracing of the preliminary investigation and which cases could be judged predominantly on the basis of the report. This judgment was then followed by personal discussions in many instances with the patrol officer, or if necessary a revision of initial investigation activity. Another alternative also was used. Cases were sometimes sent back to patrol for revision if the report quality was so inferior that the investigator could not make any sense out of the steps taken and the results of the preliminary investigation. Such reports would be sent back to patrol, in most instances, by the Case Screener.

Such informal practices were felt to be satisfactory to minimize redundancy. MCI program managers and investigators did not feel the necessity to incorporate in the case management system any formalized procedure for determining which events required revision and which event reports could be taken on face value.

2. Result Indicators - This objective was evaluated by reviewing supplement reports for those cases included in the monitoring sample. These reports were reviewed by members of the MCI evaluation team with detective activities grouped in one of four possible categories. These alternatives were:

- conducted no investigation - specifically concerning solvability information identified by the patrol officers;
- retraced the steps taken by patrol - in terms of solvability information discovered and documented by the patrol officer; no new information was added to the cases by the follow-up investigator;
- modified or added to the steps taken by patrol - in terms of expanding upon or clarifying solvability information identified by the patrol officer;
- gathered new information unavailable to patrol - concerning specific solvability information collected by the follow-up investigator.

The results of this monitoring activity are presented in Table 4-7. Data are portrayed only for the crimes of rape, robbery, aggravated assault, burglary and larceny over \$500. There were too few homicides to include in this analysis. Percentage data are indicated showing the proportion of assigned cases in which such follow-up investigation activities were noted. This analysis was conducted for the entire evaluation year only. There were too few data to accurately complete this analysis for each quarter of the evaluation year. The following solvability information are included in this table: suspect descriptions; suspect vehicle descriptions, m.o.

TABLE 4-7

FOLLOW-UP INVESTIGATION ACTIVITY: PCT. OF CASES ASSIGNED  
IN WHICH SPECIFIC ACTIVITIES IDENTIFIED  
SILVER SPRING AND CONTROL AREA

	SUSPECT DESCRIPTIONS				SUSPECT VEHICLE DESCRIPTIONS				M.O. DESCRIPTIONS				STOLEN PROPERTY IDENTIFIED				STOLEN PROPERTY RECOVERED			
	No. Inf.	Rep.	Mod.	New	None	Rep.	Mod.	New	None	Rep.	Mod.	New	None	Rep.	Addl.	New	None	Rep.	Addl.	New
<u>SILVER SPRING</u>																				
Rape	0.0	69.7	6.1	24.2	0.0	100.0	0.0	0.0	3.0	93.9	3.0	0.0	75.0	8.3	16.7	0.0	100.0	0.0	0.0	0.0
Robbery	0.0	69.0	8.0	23.0	2.7	87.6	2.7	7.1	1.8	92.9	5.3	0.0	41.9	51.6	4.8	1.6	61.3	22.6	16.1	0.0
Aggravated Assault	0.0	89.3	2.7	8.0	0.0	97.3	1.3	1.3	2.7	96.0	1.3	0.0	83.3	16.7	0.0	0.0	78.6	14.3	7.1	0.0
Burglary	0.2	86.8	1.4	11.6	0.2	98.2	1.6	0.0	1.1	97.0	1.9	0.0	44.4	15.0	38.5	2.1	76.9	5.8	17.3	0.0
Larceny Over \$500	0.6	97.8	1.1	0.6	0.0	99.4	0.6	0.0	0.6	99.4	0.0	0.0	50.0	30.0	20.0	0.0	50.0	20.0	30.0	0.0
TOTAL CRIME	0.2	86.4	2.3	11.1	0.4	97.3	0.4	1.9	1.3	96.8	1.9	0.0	47.9	23.1	27.2	1.7	73.2	10.4	16.4	0.0
<u>CONTROL AREA</u>																				
Rape	0.0	76.9	0.0	23.1	0.0	100.0	0.0	0.0	0.0	100.0	0.0	0.0	83.3	0.0	16.7	0.0	100.0	0.0	0.0	0.0
Robbery	0.9	74.3	2.7	22.1	0.0	98.2	0.0	1.8	0.9	95.6	3.5	0.0	50.0	37.9	10.6	1.5	72.6	11.3	16.1	0.0
Aggravated Assault	0.0	81.3	4.0	14.7	1.3	97.3	0.0	1.3	1.3	96.0	2.7	0.0	100.0	0.0	0.0	0.0	100.0	0.0	0.0	0.0
Burglary	0.6	94.2	0.4	4.8	0.0	99.6	0.4	0.4	0.6	98.6	0.8	0.0	26.3	16.8	44.2	12.6	69.0	10.3	20.7	0.0
Larceny Over \$500	0.0	96.8	0.0	3.2	0.0	100.0	0.0	0.0	1.0	98.6	0.0	0.4	45.0	20.0	30.0	5.0	57.9	5.3	36.8	0.0
TOTAL CRIME	.4	91.1	0.9	7.6	0.1	99.3	0.1	0.5	0.7	98.0	1.2	0.0	43.4	22.0	27.8	6.8	70.6	10.0	19.4	0.0

descriptions, stolen property identification, and stolen property recovery. Witness information was assessed in a separate analysis and discussed in a latter portion of this section.

These data indicate that Silver Spring officers identified in the follow-up investigation a greater percentage of modified or new suspect descriptors and suspect vehicle descriptors. At the same time, these officers were less redundant in their investigations. As documented in Table 4-7, Silver Spring investigators repeated the descriptions of patrol officers in a smaller percentage of cases than their counterparts in the central units. This finding was pertinent to three specific crimes (rape, robbery, and burglary), as well as the total sample. Silver Spring investigators repeated activities for a higher percentage of assault cases than centralized detectives.

The opposite finding was evident for stolen property identified in the follow-up investigation. Investigators in the Crimes Against Persons and Crimes Against Property Divisions added a greater amount of new stolen property information to cases than Silver Spring investigators. This finding was true particularly for the crimes of robbery and burglary.

There was little difference between the two groups for m.o. descriptions and stolen property recovery. The percentage differences for specific crime types were insignificant. Further, these data indicate that detectives in both groups recovered additional property in approximately 15%-20% of all cases assigned.

The differences noted above were tested for statistical significance using a Chi Square test. Only those differences in which substantial variation in percentages were evident were tested. The findings are depicted in Table 4-8. It is evident that Silver Spring investigators contributed a greater percentage of modified or new suspect description and suspect vehicle description information. Further, the noted difference in stolen property identification was statistically significant indicating that control area investigators added more stolen property information to cases.

TABLE 4-8

CHI SQUARE TEST OF DIFFERENCE  
FOR INFORMATION IDENTIFIED IN FOLLOW-UP  
INVESTIGATION

<u>DATA</u>	<u>CRIME</u>	<u>CHI SQUARE VALUE</u>	<u>D.F.</u>	<u>SIGNIFICANCE LEVEL</u>
Suspect Descriptions	Burglary	22.17	4	.000
	Total Crime	14.86	4	.005
Suspect Vehicle Descriptions	Robbery	10.28	4	.036
	Total Crime	13.98	4	.007
Identification of Stolen Property	Burglary			
	Total Crime	8.77	3	.032

The impact of this change is best measured by assessing the outcome of applicable investigations. Follow-up case assignments were monitored to determine if the availability of additional or new information could be correlated to arrest. Silver Spring cases were evaluated from the perspective of suspect descriptions and suspect vehicle descriptions with control area cases assessed from the standpoint of stolen property identified. The status of such cases was calculated and a correlation coefficient computed to assess the relationship that there is a greater potential of arrest with the presence of modified or new information in the follow-up investigation. The statistic Cramer's V was used to test the strength of this relationship (Possible scores for this statistic range from +1.0-0.0 with a higher score indicating a stronger relationship). The results of this analysis are depicted in Table 4-9.

TABLE 4-9

RELATIONSHIP BETWEEN INFORMATION  
 AVAILABILITY IN FOLLOW-UP  
 INVESTIGATION AND ARREST:  
 SILVER SPRING AND CONTROL AREA

	<u>N</u>	<u>Cramer's V</u>	<u>Sig. Level</u>	<u>Significant</u>
<b>Suspect Descriptions</b>				
Burglary	82	.38	.010	yes
Total Crime	164	.38	.000	yes
<b>Suspect Vehicle Descriptions</b>				
Robbery	38	.41	.089	no
Total Crime	164	.26	.013	yes
<b>Stolen Property Identified</b>				
Burglary	25	.77	.002	yes
Total Crime	61	.52	.000	yes

This analysis demonstrates the value of the noted differences in follow-up investigation practices. There are at the minimum moderate relationships between the acquisition of modified or new information and arrest for all of the variables analyzed with the exception of Silver Spring suspect vehicle descriptions for robbery. This infers that Silver Spring District investigators achieved positive results when identifying more suspect and suspect vehicle descriptors during the course of their investigation. Detectives in the Crimes Against Property Division accomplished comparable results when identifying greater percentages of stolen property for burglaries and total crime.

This finding has a significant bearing on future investigations. Detectives who are successful in obtaining either modified or new solvability information of the type identified above are more likely to be successful in clearing cases by arrest.

Witness information was assessed as an additional measure of redundancy. Two measures were taken. First, the percentage of witnesses re-interviewed in the follow-up investigation was calculated by selecting those cases assigned for follow-up with at least one witness named in the preliminary event report. M.C.I. evaluators were

instructed to code the case as a redundant interview if either the first or second witness named in the event report was re-interviewed by the follow-up investigator. This information was extracted from supplement reports. Since supplements are not written for all follow-up investigations it is conceivable that the percentage of re-interviews is actually greater.

This analysis indicated that Silver Spring District investigators re-interviewed a comparable percentage of witnesses to the percentage re-interviewed by detectives in the centralized units. As shown in Table 4-10, the percentage of cases in which witnesses were re-interviewed for Silver Spring cases was 50.0% while the re-interview percentage for the control area was 47.2%. This difference was not statistically significant. A Chi Square test was applied to these data. A value of .178 was obtained with one degree of freedom. A Chi Square value of 3.84 is required to establish significance at the .05 level.

TABLE 4-10

PCT. OF WITNESS RE-INTERVIEWS IN  
FOLLOW-UP INVESTIGATION:  
SILVER SPRING AND CONTROL AREA

	<u>SILVER SPRING</u>	<u>CONTROL AREA</u>
No. Cases Reviewed	58	36
No. Cases With Re-Interviews	29	17
Pct. Re-Interviews	50.0	47.2

The value of these re-interviews was assessed by analyzing cases closed by arrest and by exception to ascertain if there was any pattern between re-interviews and performance. As presented in Table 4-11, a comparable percentage of arrests occurred in cases with re-interviews (39.3% for Silver Spring and 37.5% for the control area). In terms of overall clearances the Silver Spring District shows a higher percentage for cases with re-interviews.

TABLE 4-11

RELATIONSHIP BETWEEN RE-INTERVIEWS  
IN FOLLOW-UP INVESTIGATION AND  
PERFORMANCE: SILVER SPRING  
AND CONTROL AREA

	SILVER SPRING		CONTROL AREA	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
No. Cases Unfounded	1	3.4	1	5.9
No. Cases Resulting In Arrest	11	39.3	6	37.5
No. Cases Cleared (Total)	15	53.6	7	43.8
No. Open	13	46.4	9	56.2

The significant point identified by these data is that: (1) there is no difference in the frequency of re-interviews between Silver Spring and the control area and (2) re-interviews do not appear to be scheduled excessively in either area. This analysis did not seek to establish a statistical relationship between re-interviews and potential for arrest. However, it is evident that arrests occur in well over one third of cases in which re-interviews are present and clearances occur in approximately 50% of cases with re-interviews.

The percentage of cases in which witnesses were interviewed in the follow-up investigation was computed for the second measure of redundancy. This analysis was initiated to determine if Silver Spring investigators actually interviewed witnesses in a higher frequency of cases than control area investigators. It has already been determined that there is no difference in re-interview rates between the two areas. A higher frequency of witness interviews in either group would thus demonstrate variations in interviewing practices

between Silver Spring and the control area. The proportion of cases with witness interviews was calculated for robberies, assaults and burglaries, as well as total crime. There were too few homicide, rape and larceny investigations to derive any conclusions about witness interviews. Cases were selected if assigned for follow-up investigation and having at least one witness named in the initial investigation. The results of this analysis are presented in Table 4-12.

TABLE 4-12

PERCENTAGE OF CASES WITH WITNESS  
INTERVIEWS IN FOLLOW-UP INVESTIGATION:  
SILVER SPRING AND CONTROL AREA

	<u>SILVER SPRING</u>	<u>CONTROL AREA</u>
Robbery	71.4	76.9
Aggravated Assault	80.0	88.9
Burglary	62.1	71.4
Total Crime	66.3	78.9

This analysis indicates that Silver Spring investigators actually interviewed witnesses in a smaller percentage of assigned cases than detectives in the centralized units. After subjecting these data to a Chi Square test, however, it was determined that there was no significant difference between the two areas. The following Chi Square values were computed for these data: robberies=.265; burglaries=.385; assaults=1.11; total crime=2.57. There was one degree of freedom for all such tests. There is no evidence, therefore, to conclude that investigative patterns in interviewing witnesses differed under M.C.I.

Process Evaluation

There is sufficient evidence to indicate that follow-up investigations were conducted differently in Silver Spring under the M.C.I. Program, specifically concerning suspect identifications.

Silver Spring investigators identified a greater proportion of new suspect and suspect vehicle information during the M.C.I. experiment than detectives in central units. Conversely, these same investigators identified a smaller percentage of stolen property than Crimes Against Property Division investigators. There was no difference in witness interview practices.

The issue which requires analysis is whether program activities contributed to these observed differences. The two program activities encouraged to reduce redundancy were (1) utilizing solvability factor information and other data contained in the preliminary investigation; and (2) stressing the need for better structured event reports by patrol officers.

A close analysis of the data examined for the program evaluation reveals one finding. There is little overall difference in the degree of repetition in investigations between the two areas. As shown in Table 4-7 and also in Table 4-10, frequency of repeated activities in Silver Spring closely resembled the pattern in the control area. In fact, there are statistically significant differences between the two areas in terms of repeated activities.

In light of this finding, the noted difference in modified/additional or new information discovered is interesting. There is little reason to believe that these changes are related to modified investigator activities or case management innovations. M.C.I. detectives report that they still must review the entire initial investigation and, on many occasions, re-do the work of the patrol officer. This qualitative finding is supported by the findings concerning similar patterns in repeat information.

The question of whether the noted change is due to improved quality of preliminary investigation must be addressed. Quantitative data and attitudinal survey data indicate that Silver Spring officers have improved their ability to write event reports. This is true particularly for suspect descriptions. In Chapter II, it was pointed out that Silver Spring officers described more suspect information than control area officers. This information most likely assisted investigators in completing investigations. The same pattern does not hold true, however, for suspect vehicle

descriptions. There was a higher average of suspect vehicle information contained in control area reports than in Silver Spring incidents. This infers that the noted change in the follow-up investigation was due perhaps partly to improved event reports but not entirely. Other factors undoubtedly had an influence. It is suspected that informal qualitative factors had such influence.

First, the improved working relationship between patrol officers and detectives fostered an enhanced communication flow concerning cases. This more than likely assisted investigators in obtaining suspect information. Secondly, the fact that detectives were located in the district station with a greater access to the community certainly influenced this change. Detectives were able to obtain more knowledge about crime trends and patterns within the community and able to develop more informants under the MCI system.

The finding that Crimes Against Property investigators identified more stolen property information is best explained by a refocusing of priorities under MCI. Silver Spring investigators were instructed to place greater priority on obtaining arrests and favorable prosecution results than on identifying stolen property. The rationale for this change was that there appeared to be little utility in simply listing quantities of items stolen in a supplement report if no link between such information and an arrest could be completed. The finding that additional stolen property information is correlated with arrest challenges this notion. It supports the view that detectives should engage in searches for additional stolen property.

In summary, the objective of reducing redundancy was not achieved, but there were changes in investigative activity. MCI investigators by necessity replicated certain activities initiated by patrol officers. These repetitive activities (e.g., re-interviewing witnesses), however, did not create such a burden on investigator time that they could not locate modified or new information. The data suggests that Silver Spring investigators under the MCI concept had sufficient opportunity to repeat certain patrol investigative activities and at the same time locate additional or new information. This is due to the combination of an improved event report, improved patrol-detective working relations and greater access to the community. This finding thus suggests that investigators should not be required to simply start fresh with cases, but in many instances should go back over certain patrol investigative activities.

## CONCLUSIONS AND RECOMMENDATIONS

The M.C.I. Program did not incorporate a new approach to case management, at least as viewed from the traditional perspective. Investigators used approximately the same time to complete investigative assignments as centralized, non M.C.I. units. Detectives also felt the necessity to repeat many investigative activities undertaken by patrol officers during the course of the initial investigation. It is likely that M.C.I. investigators were subjected to supervisory scrutiny more than their centralized counterparts due to a smaller span of control. No apparent change, however, in case management techniques was produced by this scrutiny.

The M.C.I. Program, nevertheless, did produce an altered role for investigators. This role change was most predominant in case assignments. Detectives received more complex cases and were successful in producing a performance level similar to that of centralized, non M.C.I. units. This performance rate was achieved, in addition, with the added task of training patrol rotation personnel in investigative techniques and unit standard operating procedures. While this added assignment did not change the detective's role dramatically, it did produce a new job dimension.

One apparent reason for M.C.I. success was access to information. As documented in this chapter, M.C.I. investigators did produce a greater amount of new information during investigations. This ability was undoubtedly enhanced by the decentralized investigative structure which encouraged greater knowledge of the community and better rapport with patrol officers. It is doubtful that equal performance rates in terms of arrests and clearances, could have been achieved under a centralized structure given the same role characteristics incorporated into the M.C.I. Program. Moreover, patrol officers involved in follow-up investigations would not have had the potential of benefiting from the interface with detectives regarding assigned cases. For these reasons, the M.C.I. case management approach was instituted successfully.

Data presented in this chapter, nevertheless, raise additional questions regarding the continuing investigation. M.C.I. investigators were successful despite the lack of implementation of selected program activities (e.g., not utilizing solvability factors, replicating certain activities

carried out by the initial investigator). In fact, timely access to information and the decentralized structure proved to be major determinants of success. The question that remains, in light of this finding, is what tasks and activities are most critical in the continuing investigation. The data concerning follow-up investigative activities suggests that Silver Spring investigators did collect a greater quantity of modified or new information. The question as to how these data were acquired, however, cannot be fully answered. It is suspected that a combination of factors attributed to such results. The challenge which remains is for management to identify and prioritize these factors in the case management process.

In terms of this challenge, certain other recommended actions are offered for future investigative emphasis.

1. Continue to assign cases based on ability - It has been demonstrated that patrol officers can successfully work cases and not jeopardize the performance capability of the investigative unit. Further, assigning cases based on unique skills or interests, or as determined by location of occurrence should be continued. This practice enhanced the capability of MCI to clear cases despite lower workability.
2. Continue the patrol rotation - This practice infringes on permanent investigator time to a degree, but not negatively in terms of performance. The benefits of patrol acquired knowledge and experience and improved working relations out-weighs any negative impact produced by changes in detective roles.
3. Identify more appropriate means of suspending cases after assignment - Evidence suggests that the ten day suspense period is not the most efficient system. Moreover, this system is not enforced. During the MCI project, this period was changed to 15 days. This could be altered based on unique types of cases.
4. Examine follow-up investigation activity to determine if certain repetitive activities between the initial and follow-up investigation can be minimized. This evaluation has shown that it would be ineffective to expect investigators not to replicate any patrol investigative activities. It is conceivable, however, that the percentage of replicated activities could be reduced with the result that additional investigator time would be made available to complete other tasks. This could be accomplished through closer supervisory monitoring, or through integration of the solvability factor system into the continuing investigation.

## CHAPTER V

### IMPROVING POLICE-PROSECUTOR RELATIONS

It was decided at an early point in the M.C.I. Program that project activities and the overall systems improvement effort should not end with the police investigation. The quality of investigations is determined largely through the decision of the prosecutor to either carry the case forward or discontinue it in prosecutorial screening. It is the first option which is most desirable. It was recognized that investigations completed simply for the purpose of making an arrest and/or clearing a case did not contribute to criminal justice system effectiveness. Instead, cases lacking sufficient information to ensure prosecution only burdened the system. For these reasons, the third sub-goal of the M.C.I. program was established. This goal, to be jointly pursued by the Department and the State's Attorney's Office was "to increase the quality of case preparation and investigations through improved police-prosecutor relationships."

This sub-goal was to be accomplished through four objectives as follows:

- A. Increase the Number of Cases Accepted for Prosecution.
- B. Increase the Number of Cases Resulting in a Conviction.
- C. Increase the Amount of Police-Prosecutor Case Contact on Serious Cases Prior to Judicial Proceedings.
- D. Increase the Use of Prosecutor Feedback in Case Preparation.

These objectives were to be achieved through several joint police-prosecutor activities designed specifically for M.C.I. These activities ranged from monthly meetings between the Chief of Police and the State's Attorney to training programs for patrol investigators conducted by members of the State's Attorney's staff.

Initially, implementation of these objectives was to be enhanced by the assignment of one Assistant State's Attorney to the Silver Spring District to serve as M.C.I. liaison. This assignment, however, never was made due to work load pressures within the State's Attorney's Office.

Nevertheless, three specific Assistant State's Attorneys, in particular, demonstrated on-going support for the M.C.I. concept and met with members of the Department on several occasions to discuss new program strategies and individual cases. These assistants served in the prosecutorial screening position for the State's Attorney's Office and, therefore, were apt to be quite familiar with case quality.

The Department also convened a joint police-prosecutor task force to design a formalized training program to upgrade the quality of preliminary and follow-up investigations. It was felt that such improved quality, specifically addressed from the context of prosecutorial needs to establish guilt beyond a reasonable doubt, would contribute to the actualization of this sub-goal.

OBJECTIVE A: INCREASE  
THE NUMBER OF CASES  
ACCEPTED FOR PROSECUTION

This objective, in conjunction with objective B, in essence serves as a criterion measure for assessing the results of program activities implemented for this sub-goal. Joint police-prosecutor interaction, including training programs, post arrest conferences, feedback concerning case results, and the use of a new investigative checklist ultimately was encouraged for two reasons: (1) to achieve a favorable number of prosecutions; and (2) to achieve a favorable number of convictions. Initial evaluation efforts for this objective, therefore, must address program activities. Any analysis of results (i.e., prosecutions and convictions) can then be conducted. Further analyses can be undertaken to identify possible relationships between activities and results.

It should be pointed out that impact data for both objective A and objective B are included in Chapter VII instead of this chapter. Both prosecutions and dispositions are, in actuality, impact measures and thus are assessed separately from this chapter. References are made, however, to relevant findings for objective A and B in this chapter.

### Program Evaluation

The police-prosecutor component of M.C.I. presents a unique situation for this evaluation. There were no actual data sources available to fully evaluate each program activity. Therefore, the evaluation must be qualitative in nature. To facilitate this assessment, interviews were held with the Deputy State's Attorney and a key Assistant State's Attorney familiar with the M.C.I. program. These preceptions were coupled with those of police personnel, ranging from the Chief of Police to individual patrol officers, and the personal observations of the M.C.I. Program Evaluator to form an information base to complete the evaluation.

1. Program Activities - Five specific program activities were envisioned as means to ensure accomplishment of this sub-goal. These activities were: (a) meetings between the Chief of Police and the State's Attorney (usually conducted monthly) for purposes of discussing M.C.I. and related subjects; (b) prosecutor training programs for police in case elements necessary for prosecution; (c) use of an investigative checklist to be used by investigators for purposes of enhancing case quality; (d) establishment of a system for conducting post arrest conferences to informally review case elements for felony investigations; and (e) development of a case feedback system to inform individual officers of prosecutor decisions and to identify training needs. Each of these is discussed in the following:

a. Police Chief-State's Attorney Monthly Meeting - Monthly meetings were held throughout the duration of M.C.I. to explore mutual police-prosecutor problems and needs and develop possible courses of action to address identified problems. These meetings were attended by the State's Attorney, the Chief of Police, and varied staff members, including the Assistant to the Chief, the Commander of Field

Operations, the Director of Research and Planning and the M.C.I. Program Evaluator from the police department, and the Deputy State's Attorney and key Assistant State's Attorneys from the prosecutor's office.

Generally these meetings were useful in identifying specific needs. For example, the State's Attorney identified problems with photo arrays for robbery investigations. Similarly, the Chief of Police identified problems in obtaining case feedback information for training purposes. While such discussions pinpointed these and other unique needs they rarely included follow through. A problem identified in one month, for example, would be brought up several months later with little or no examination of the reasons behind the unsatisfactory resolution of the problem. It may have been unreasonable to expect such dialogue in the meeting. Nevertheless, follow through was necessary as is evidenced by the lack of implementation, as pointed out in the following pages, of many program activities.

It should be emphasized that these meetings were beneficial for general operational purposes and not only M.C.I. The informal setting of these sessions contributed to their success.

b. Prosecutor Training Programs for Police - Like the executive monthly meetings, this program activity had a larger, organizational impact than was originally intended. Initially, this training was conducted for Silver Spring officers as part of the M.C.I. orientation session held in June 1977. Officers were instructed in several case requirements not met at the time in follow-up investigations, and the M.C.I. concept of enhanced quality in investigations.

This training was followed by several informal meetings between individual Assistant State's Attorneys and police personnel (both uniform and investigations). Such meetings invariably resorted to discussions about plea bargaining and misunderstanding with the prosecutor in general, as well as specific program needs. At one

such meeting, for example, the Deputy State Attorney discussed the use of a checklist, similar in form to the checklist developed by the Rand Corporation, for purposes of concisely identifying case elements necessary for prosecution.<sup>1</sup>

Such sessions were also held with patrol officers and investigators from other police districts. The forum at these sessions was also very informal with a mutual discussion of problems and needs encouraged. Such meetings were included in comprehensive in-service programs developed by staff of the Department's Training and Development Division.

c. Use of an Investigative Checklist - Shortly after the M.C.I. program was initiated, the Deputy State Attorney advised the M.C.I. Project Director that the Rand Corporation's list of 39 investigative questions were appropriate in general to summarize prosecutorial case elements. It was suggested that this form be used as a guide in developing a useable checklist for Montgomery County. A work group including both police and prosecutor personnel developed such a checklist. The checklist was to be used as a reference in completing both preliminary and follow-up investigations. It was never intended that the form be filled out for each case, but simply be available to the investigator to ensure that prosecutorial case elements are included in the investigative report.

The checklist was never fully used in follow-up investigations. An informal analysis of its utilization in specific investigations in January 1978 by the M.C.I. monitoring team pinpointed not only that it was not being used, but that many officers, specifically patrol personnel, had never seen the checklist. The form and attendant instructions were, in some cases, never disseminated to uniform personnel. M.C.I. program managers on two occasions distributed the form, but in some instances it was inexplicably

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<sup>1</sup>Peter W. Greenwood, Jan M. Chaiken, Joan Petersilia and Linda Prusoff, The Criminal Investigation Process, Vol. III: Observations and Analysis. Santa Monica, Calif.: The Rand Corporations, 1975, pg. 113

not disseminated beyond the first supervisory level. Regardless of the source of breakdown, the result was that the checklist was never made available or understood by many personnel.

The attitudinal survey confirmed that the checklist was not utilized. When asked how frequently they used the checklist in completing the preliminary investigation, 56% of Silver Spring patrol personnel stated that they had never used the form and 10% stated they used it in only a few cases.<sup>2</sup> These same officers, however, did not feel that the checklist itself was unsatisfactory. A total of 48% of respondents indicated that the checklist was "a good device to ensure investigation thoroughness" and an additional 12% stated that the checklist was an "excellent device."<sup>3</sup>

d. Establishment of Post Arrest Conferences - Since police-prosecutor communication was viewed as critical to case processing and ultimately successful dispositions, it was decided to institute a post arrest conference for felony cases. The arresting officer was required by standard operating procedure to schedule a case review meeting with an Assistant State's Attorney in which all elements of the investigation would be reviewed. Officers were then required to travel to the State's Attorney's Office to attend the conference. This conference differed from the traditional pre-trial conference employed by this county. The pre-trial conference would normally take place 2-3 days before the trial and oftentime several months after the arrest. The new post arrest conference was to take place between 7 and 17 days after the arrest (equal to 1-3 work weeks).

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<sup>2</sup>Police Officer Attitudinal Survey: Managing Criminal Investigations, published December 1978, p. V-12.

<sup>3</sup>Ibid.

Survey and observational data indicated that this conference was never fully institutionalized. The informal analysis of cases in January 1978 indicated that very few officers were attending the conference. Interviews with members of the State's Attorney's Office supported this assessment. Only a small percentage of detectives and an even smaller proportion of patrol officers attended the conference. Moreover, numerous patrol officers were not even aware of the requirement to attend the session. This, again, points to a breakdown in communication as there is evidence that the "Post Arrest S.O.P." was not disseminated to all Silver Spring personnel.

The attitude survey supports the conclusion that the conference system never was fully implemented. A total of 37% of Silver Spring officers indicated that they had not attended any post arrest conferences for felony cases.<sup>4</sup> Another 20% of respondents stated that they attended the conference for only a few felony cases.<sup>5</sup> Most officers (38%) viewed the conference as "of no help in correcting case deficiencies" while 23% rated the conference of very little help.

The lack of implementation was not due solely to internal breakdowns. On numerous occasions, officers attempted to contact the State's Attorney's Screening Assistant only to find that this staff person was tied up in court or unavailable for other reasons. Such logistical difficulties only discouraged further police contacts.

e. Obtaining Case Feedback - The fifth and final program activity to achieve the objective of increased prosecutions was the use of a case feedback form which documented prosecutorial screening decisions and dispositions. The form was to be filled out by the State's Attorney's

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<sup>4</sup>Ibid. p. V-11.

<sup>5</sup>Ibid.

Liaison Officer, inserted in the case jacket and then returned to the police at the time that the case was processed through screening (e.g. sent to the Grand Jury, remanded to District Court).

This program activity, like the others was never fully implemented. Forms were filled out and inserted in case jackets, but rarely documented and never disseminated back to the police. Three reasons were expressed for non-completion of the form. Chief among these was the unwillingness on the part of the Assistant State's Attorney to document on a forced choice form his reasons for not prosecuting a case. Several assistants felt that such documentation would jeopardize future working relationships with patrol officers and most importantly with detectives. Secondly, there was a natural resistance to divulging discretionary reasons for not prosecuting a case, specifically on a forced choice form. This documentation would essentially de-mystify the prosecutor's screening decision. Finally, the form itself was not conducive to expedient feedback. Because both prosecution screening and disposition data were included on the form, prosecutors retained the form in the case jacket. Consequently, feedback information on prosecutions was never extracted. This point was discussed at length during the program with the recommendation that a perforated form be devised to ensure extraction of screening information. Such a form was never developed.

2. Result Indicators - Prosecution data for all cases included in the monitoring sample and resulting in arrest are presented in Chapter 7, page 7-22. These data indicate that a higher percentage of arrests generated from the Silver Spring District resulted in indictments (48% of Silver Spring cases were indicted to Circuit Court while 40% of control area cases were indicted to Circuit Court). This difference, amounting to 20%, was subjected to a statistical test to assess significance. This test demonstrated that there was no statistical difference between the two areas. The same test was applied to percentage differences for individual crime types.

No statistically significant differences were identified. These statistical tests are presented in Chapter 7, page 7-23.

Similarly, a Chi Square test was applied to differences in total prosecutions (indictments plus District Court acceptances: 83% of cases prosecuted for Silver Spring and 73% for the control area). This difference was not statistically significant.

It is not surprising that there was no difference in indictment or prosecution rates between the two areas. No changes of any magnitude in policy or procedure were implemented. Program changes that were planned were intended to positively impact prosecution rates.

#### Process Evaluation

No process evaluation was conducted for this objective since no program changes were implemented and result indicators suggest that no change in prosecution rates actually occurred.

#### OBJECTIVE B: INCREASE THE NUMBER OF CASES RESULTING IN CONVICTION

The second objective formulated for this sub-goal sought an increase in conviction rates for Silver Spring. It was presumed that improved efficiency and effectiveness would produce improved quality in cases presented for prosecution. Such an improvement, it was hypothesized, would foster increased convictions. The previously described program changes in the police-prosecutor relationship were also designed to enhance the likelihood of obtaining increased convictions.

#### Program Evaluation

The same five program activities developed to increase prosecutions were applicable to this objective. As was pointed out in the discussion of this objective, these program activities were never fully implemented. Only the monthly chief executive meetings and sporadic training programs for police were instituted. It would be somewhat unrealistic to expect

an increase in convictions based on these program activities. Moreover, it may be unrealistic to expect any change in these rates even if M.C.I. were totally successful. There are a variety of variables which impact disposition decisions including the nature of prosecution and defense, the philosophy of the assigned judge, the prior record of the defendant, etc.. Further, the time lapse between indictment and disposition is often so great that many other factors surface which ultimately could impact on dispositions. At best, therefore, it may be realistic to expect increased prosecutions with the implementation of an M.C.I. program, but quite ambitious to predict increased convictions.

Disposition data for all monitoring sample cases resulting in an indictment are presented in Chapter 7, page 7-26. These statistics indicate that there was no statistically significant difference in conviction rates between Silver Spring and the control area. There was a slight variation in the percentage of cases resulting in conviction (27% for Silver Spring and 17% for the control area amounting to a 59% difference). Including cases resulting in probation without verdict, this difference was 23% (64% for Silver Spring as compared to 52% for the control area). This variation in total prosecution rates was not statistically significant.

#### Process Evaluation

No process evaluation was completed for this objective since there was no noted difference in conviction rates and the planned program activities for this objective were not implemented.

OBJECTIVE C: INCREASE THE AMOUNT OF  
PROSECUTOR CASE CONTACT ON SERIOUS  
CASES PRIOR TO JUDICIAL PROCEEDINGS

#### Program Evaluation

The fundamental program activity developed to ensure increased police-prosecutor contact was the previously described post arrest conference. This conference was rarely scheduled, therefore, it is

improbable that there would be increased post arrest contact for Silver Spring cases. The conference system never became a regular activity in case processing primarily because of communication and logistical breakdowns in both the police department and the State's Attorneys Office.

There was, however, another equally important reason which prevented full implementation of this conference. Many investigators in the Silver Spring District and other county units have developed their own working relationships with particular prosecutors. These investigators initiate contacts with such prosecutors on specific cases, to discuss unique investigative problems. The general thrust of these discussions normally concerns the legality of certain investigative actions. Such contact is usually conducted via telephone, although some detectives have scheduled their own meetings with prosecutors. The significance of this informal contact system is that it obviates the need for formal case conferences from the perception of many investigators. There is a strong tendency to retain such an informal system based on personal relationships and individual decisions about when a contact is required and reject any management imposed system requiring contact on all felonies within certain prescribed time parameters.

The same tendency is evident in the State's Attorneys Office. Prosecutors have traditionally contacted investigators, normally via telephone, upon discovering some inconsistency in case reports. This contact usually serves to clarify the problem. This system, which appears to work successfully from the viewpoint of the prosecutor, may be satisfactory.

In fact, the State's Attorneys Office has recently formalized this system establishing a procedure whereby one of the Screening Assistants regularly calls the investigating officer, regardless of the assigned district, to go over the supplementary report. This contact, if continued on a routine basis, may ensure sufficient post arrest communication between the police and the prosecutor. It is certainly more efficient than holding special meetings requiring the investigator to travel to the State's Attorneys Office. Such meetings could be held on an as needed basis if the telephone contact is not satisfactory to clarify

ambiguities or inconsistencies in the case.

#### Process Evaluation

No process evaluation was completed for this objective as the intended activities were not implemented and there were no quantitative data available to assess the impact of post arrest conferences on either prosecutions or convictions.

#### OBJECTIVE D: INCREASE THE USE OF PROSECUTOR FEEDBACK IN CASE PREPARATION

#### Program Evaluation

One of the primary elements of the M.C.I. program is feedback, not only from departmental sources, but also from external sources having an effect on police service delivery. The prosecutor has a direct impact on police effectiveness. It is the prosecutor who determines the ultimate disposition of police arrests and concomitantly influences police procedures concerning investigations and arrest processing. Feedback from the prosecutor is consequently ~~important~~ cooperative. It is needed for two reasons. First, to apprise the individual officer of the results of cases presented for prosecution. Secondly, it is necessary to advise management of performance levels and training needs. It was this frame of reference which was considered in developing this objective.

The formal feedback mechanism envisioned as a tool for obtaining such feedback was the Case Feedback Form. This form was never utilized with the result that the Department did not receive regular feedback as to indictment or disposition rates or concerning procedural deficiencies. Two primary reasons have been identified for non-use of the form. Perhaps the major reason is that there was no commitment from the State's Attorneys Office to documenting case decisions. Prosecutors viewed the form as a police tool with little or no utility for their operation. Therefore, there was no benefit to be derived from completing the form.

On the contrary, the form was viewed as a deterrent to effective working relationships between individual prosecutors and investigators. Prosecutors were fearful that subjective information on reasons for non-prosecution would be used negatively by management. This would then impede future working relations.

Secondly, the form itself was too broad. It was an all inclusive form including prosecution decisions, reasons for decisions and final dispositions. In retrospect, it was unrealistic to expect the form to provide all needed feedback information.

In analyzing this objective and the experiences of the M.C.I. program it would seem more appropriate if the Department initiate its own system for obtaining case feedback. If prosecution and conviction data are required for management's review and consideration, such data should be collected by the department. This could be accomplished by issuing a policy requiring officers to document both prosecution and disposition data in a standardized format once they return from court. Such information could be compiled at the district level on a monthly basis and submitted to management for review. In this way, monthly comparisons could be drawn either within districts or across districts. Further, this would be advantageous in that it would stress greater accountability. Officers would know of prosecution decisions and be able to pinpoint their own deficiencies in case preparation. Such a system, of course, could be enhanced by the introduction of automated data systems (e.g., PROMIS) which could provide required officer and unit performance indicators.

#### CONCLUSION AND RECOMMENDATIONS

The police-prosecutor component of the M.C.I. program can be characterized as the least successful project element from the standpoint of achieving stated objectives. M.C.I. had virtually no effect on routine police-prosecutor interactions. Consequently, there was no significant impact on selected performance measures (i.e., prosecutions and convictions). This lack of program accomplishment can be attributed to many factors,

principally the lack of management direction and follow through to achieve stated objectives. This is not to say that the concept of improved communication was not endorsed at the executive level. Whole-hearted support was expressed by top level management in both the Department and the State's Attorneys Office. This commitment, however, stopped at this level. There was little or no follow-up by mid management to ensure that directions were carried out.

This situation was furthered by a satisfaction with the status quo. Managers and investigators in both the Department and the State's Attorneys Office have been for the most part satisfied with the informal relationship that exists. There is little incentive, therefore, to adopt more formalized communication and documentation policies.

This satisfaction with current conditions is obviously encouraged by the overall lack of concern, especially within the Department, with performance measures. Police managers have not been expected to assess investigative performance based on frequencies of prosecutions and convictions. Likewise, there is little incentive for prosecutors to allocate time for purposes of documenting performance measures. In fact, the State's Attorneys Office until very recently did not compile managerial information on prosecution and conviction rates.

There is certainly a question as to whether this overall satisfaction with current conditions can exist in the future. As budgets decrease and workload increases, the pressure for management information will increase. At this point there will be a greater likelihood to adopt more formalized communication and feedback systems. In the event that the County does not have a PROMIS system, or similar automated offender tracking system when this need becomes more apparent, it is recommended that relatively easy to implement procedures be formulated to ensure feedback and communication. Among these should be:

1. The continuation of regular meetings between the Chief of Police and the State's Attorney to discuss mutual problems and needs of a policy or procedural context - This informal meeting utilized under the M.C.I. program is an effective forum in which new priorities can be shared and/or concerns over present practices

identified.

2. The formal adoption of the informal case review process wherein screening prosecutors telephone investigators or uniform officers to discuss the facts of a case - It seems appropriate that this contact can be initiated telephonically provided that officers have the flexibility to meet with the screening prosecutor whenever misunderstandings prevail. The case conference system attempted under M.C.I. was obviously not effective and there is ample reason to believe that the case review can be completed satisfactorily via the telephone.
3. The use of a structured checklist in all felony cases to ensure that prosecutorial case information requirements are included in the report - The informal procedure of distributing the checklist as only a reference item is obviously not viable. The State's Attorney still considers the checklist a useful tool which would serve to streamline the case review process, whether conducted in person or via the telephone. Furthermore, the simple task of checking a small number of items on a checklist and presenting this form with the case report is not an overwhelming paperwork burden for investigators.
4. The establishment a departmentally based feedback system to ascertain both prosecution and disposition data - The feedback system attempted under M.C.I. is too cumbersome. An easy approach to obtaining feedback would be to institute a case disposition recording system in each unit whereby the individual officer would document applicable information; such data could then be compiled and submitted to management. It is recommended that such a process be instituted in the near future with the ultimate aim of automating such data once an offender tracking system such as PROMIS is implemented.

## CHAPTER VI

### THE M.C.I. MONITORING SYSTEM

The sixth sub-goal of the M.C.I. Program was to promote the successful performance of other project components through the design and implementation of a monitoring system. The monitoring system was to provide the feedback loop to management on each of the other sub-goals. It was to be designed to apprise management on a timely basis of inadequacies or problems in any specific program area. This ongoing feedback, in essence, was intended to provide a means for fine tuning the M.C.I. Program as it progressed.

Three specific objectives were generated to institutionalize a monitoring capability within the M.C.I. Program. These objectives were:

- A. Establish a Monitoring System for the Criminal Investigation Function Based on MBO Principles.
- B. Collect and Analyze Data on Investigative Outcomes, Activity and Productivity
- C. Interpret Analyses for Program Personnel

These specific objectives are evaluated individually in the following pages.

As a general caveat concerning the monitoring system, it should be recognized that managerial and procedural monitoring were not, and are not, regularly performed in the Montgomery County Department of Police. In most instances, there is little or no routine feedback based on quantitative data to top management. The Department does expend a significant portion of its budget for computer systems and regularly generates crime and statistical reports. These reports are rarely used for management decision making. The captured data is either too untimely, inaccurate or inconclusive for managerial use.

Further, until recent years the Department exerted only limited energy in measuring individual and organizational unit performance. A greater degree of performance monitoring has been advocated under a proposed Management by Objectives (MBO) System. This system, however, was only in

its early developmental stages at the time that M.C.I. was implemented. It was not possible, therefore, to rely on the MBO system as a means of monitoring M.C.I.

Finally, it should be pointed out that program monitoring activity was conducted principally by the M.C.I. Program Evaluator, an individual hired specifically for the M.C.I. Program. The Evaluator received input from many sources during the course of the project. Chief among these sources was an M.C.I. Monitoring Task Force consisting of both patrol and investigations personnel.

OBJECTIVE A. ESTABLISH A MONITORING  
SYSTEM FOR THE CRIMINAL INVESTIGATION  
FUNCTION BASED ON MBO PRINCIPLES

Program Evaluation

The initial decision to institute a monitoring system based on MBO principles was based on the Department's experience with its MBO program. The Department had contracted with a private contractor in 1975 to design an MBO system. The selected consultants conducted several training programs for management personnel and prepared an MBO manual complete with an example of an MBO matrix for a unique function of the Department. The significance of this developmental work is that it was virtually complete at the time that M.C.I. started. It was thus anticipated that the Department would quickly move to establish specific goals and objectives for all organizational units. It was presumed that the M.C.I. unit would devise working goals and objectives consistent with those of the entire Investigative Services Bureau.

The Management by Objectives Program has never been fully implemented in this Department. Considerable time and resources have been devoted to developing this program over the past two years. These efforts have focused on management training in MBO concepts, techniques of measuring objective attainment and the formulation of unit and/or functional goals and objectives. This has been the extent of MBO implementation, however,

as there has been no formalized, management endorsed system actually implemented.

It was in this environment that the M.C.I. Program was expected to develop and utilize monitoring data for management decision making. Any performance measures formulated for this program were consequently devised in a vacuum. There was no assurance that such measures would be assimilated into a departmental MBO system. This situation compounded the normal difficulties associated with implementing an MBO based monitoring system for M.C.I. as project personnel were required to forge ahead and create a unique MBO type monitoring system. This necessitated selecting and processing specific performance measures with program personnel, orienting M.C.I. managerial personnel in the utilization of quantitative performance measures, and creating an efficient data collection and processing system.

These steps were initiated and in most cases carried through to implementation. Performance measures for each M.C.I. component starting with the initial investigation and ending with case disposition were devised by the M.C.I. Monitoring Task Force. These measures were then incorporated into a data collection and analysis system designed by the M.C.I. Program Evaluator.<sup>1</sup> This system served two purposes. First, it was used to identify to management trends and patterns in M.C.I. implementation. To illustrate, the monitoring system was useful in pinpointing the success of patrol officers in conducting follow-up investigations. Similarly, the system was used to depict and describe case assignment trends in the M.C.I. unit. Such feedback was utilized by top level department managers. It provided a quantitatively based profile of M.C.I. experiences and served to facilitate decisions.

Secondly, the monitoring system was used by the M.C.I. Program

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<sup>1</sup>This system is described fully in the M.C.I. Technology Transfer Conference Report, published in June 1978.

Evaluator to complete a six month and a final evaluation of the project. Since the system included representative samples of cases from both Silver Spring and a pre-selected control area, it was possible to compare M.C.I. with the rest of the County using like measures. This is not always possible using departmental information systems. These systems include data of questionable validity due to non-uniform data collection and coding procedures (e.g., the classification of exceptional closures). Additionally, these systems do not include investigative management information (e.g., number of cases worked, number of cases suspended).

Because the M.C.I monitoring system was based on manual data collection and coding procedures, it tended to be error prone. As is the case with any information system, certain validity checks had to be made to ensure the system's accuracy. These checks, completed at frequent intervals, discovered several inconsistencies in data collection, coding and computerization. These inconsistencies ranged from inaccurate report dissemination procedures by the Report Review Section of the Informational Services Division, coding errors by personnel in the Research and Planning Division, keypunch delays by the County's Management Information Service, and technical programming problems with the M.C.I. automated system. For the most part, these problems were resolved during the course of the M.C.I. project although efforts expended in rectifying these problems slowed overall monitoring system developmental efforts.

The monitoring system was also designed to provide regularly produced reports to management, including the Chief of Police, Commander of Field Services, Silver Spring District Commander and the M.C.I. Project Director. Such reports were to portray quantitative findings for several performance measures. Initially these reports were to be generated monthly. This was first changed to a quarterly production and then to a semi-annual system. The reasons for these changes were: (1) validity and reliability problems concerning collected data; (2) inherent confusion over the best means of displaying collected data; (3) technical difficulties with the

automated M.C.I. data file; and (4) personnel reductions and turnover within the Research and Planning Division (where the monitoring system was situated).

These reports actually were transformed to evaluation reports rather than monitoring reports as assessments of objective implementation were made by the evaluation staff. The evaluation reports were disseminated to management with briefings conducted to identify possible courses of action to address noted problems and needs.

Two separate monitoring reports, to be used on a monthly basis, were designed by the Research and Planning Division and used experimentally during the M.C.I. project. The first of these, displayed in Addendum 6-1, was developed as an intended departmental reporting system. It was included in a draft written directive concerning case closures which was staffed throughout the Department but never implemented. This form was used on a one month pilot basis by the Silver Spring District. It was completed by district personnel using their own data sources. The advantage of this form over the previously used monthly report, included in Addendum 6-2 to this chapter, is that it enumerated workload information, as well as performance data. The form has never been implemented. This is due primarily to overall lack of direction by top management. The report was developed and modified by Research and Planning and M.C.I. personnel, but has never been formally adopted by command level staff.

Another monthly report was designed by the M.C.I. Program Evaluator to report monitoring system data on a monthly basis. This report, included in Addendum 6-3, was also used experimentally for Silver Spring. The difference between this report and that mentioned previously is that this report was completed by Research and Planning personnel and forwarded to Silver Spring District staff. It also included both unit and individual workload and performance measures. Several practical problems were encountered in using this form. Validity problems with the monitoring system complicated its use and delayed forwarding of the form to Silver Spring. This form has never been formally adopted.

The problems experienced in implementing these reports characterize overall problems with the monitoring system. Mid-management personnel, in some cases, do not see the utility of capturing certain performance related data and, therefore, resist implementation of a comprehensive MBO formatted monitoring system. Secondly, the Department's automated data base does not include sufficient data to accurately and quickly apprise managers of trends or patterns in performance. Finally, the Department has experienced continuing difficulty in the design and implementation of new automated systems. The Department does not have the luxury of employing its own programmers and systems analysts. It is reliant on the County's Management Information Service to provide required data processing support. Unfortunately, debates over programming priorities and methodologies seem to prohibit an effective delivery of service to the Department by this agency.

Collectively, these problems have precluded adoption of an MBO based monitoring system. The M.C.I. program included a monitoring capability with MBO type measures, but these were never implemented into a monitoring system complete with regular feedback to management. This capability served predominantly as an evaluation system which featured qualitative and quantitative assessments of M.C.I. progress. Such assessments were provided to top management and to program personnel.

#### Process Evaluation

The monitoring capability developed for the M.C.I. Program was located in the Research and Planning Division and designed to advise executive managers on project status. This system, although successful in achieving its intended role, was not an MBO monitoring system. Therefore, it cannot be concluded that this first objective was satisfactorily implemented. For this reason, no process evaluation will be conducted for this objective.

OBJECTIVE B. COLLECT AND ANALYZE DATA  
ON INVESTIGATIVE OUTCOMES, ACTIVITY  
AND PRODUCTIVITY

Program Evaluation

The M.C.I. monitoring system described previously and examined in the M.C.I. Technology Transfer Conference Report incorporated data on investigative outcomes, activity, and productivity. The four separate operational components of M.C.I. (initial investigation, case screening, case management, and police-prosecutor relations) were included in this system with applicable activity and productivity measures. The system was designed, in fact, to trace sampled cases through these four components to identify exactly what transpired at each level. To this extent, this objective was accomplished. The Department is now much more fully aware from a management perspective of the intricacies of the criminal investigation process, as most of the data collected for the M.C.I. evaluation were not tabulated or analyzed prior to M.C.I. implementation.

It should be remembered, however, that the M.C.I. monitoring system was a manual data collection system. Information was stored and retrieved using automation. The system required the investment of considerable manpower resources to extract and code information prior to computerization. Because of the cost of continuing this labor intensive service, the monitoring system was discontinued shortly after the M.C.I. grant expired.

Process Evaluation

This objective was accomplished during the M.C.I. Program with the allocation of a core group of staff, ranging from 1-3 positions, during the course of the grant to carefully selected, extract, code and analyze data on investigative activities and performance. This dedication of personnel was necessitated by the lack of: (1) a comprehensive reporting system in the Investigative Services Bureau, featuring unit generated data; and (2) the absence of computerized departmental data on such activities and outcomes. The Department has not fully addressed either of these issues since M.C.I. was implemented.

Consequently, there is no current ongoing capability of analyzing investigative activities, outcomes and productivity.

Because Research and Planning staff cannot be continually allocated to investigative service monitoring tasks, it is recommended that a system be designed to regularly collect much of the data captured by the M.C.I. monitoring system. Much of these data could be collected manually and reported by investigative service bureau units. Or, these data could be extracted from offense reports, arrest reports, investigative case assignment cards, or prosecutor files and computerized. This option may be more viable if, in fact, a departmental management information capability is desired. The advantage of an automated system is that it will enable the Department to realize a more accurate, efficient and timely produced information process.

#### OBJECTIVE C. INTERPRET ANALYSES FOR PROGRAM PERSONNEL

##### Program Evaluation

Through the use of the M.C.I. monitoring system, the M.C.I. Program Evaluator on several occasions made presentations to key program staff on quantitative findings, program deficiencies and recommendations for alternative courses of action. This objective was implemented through such briefings and reports.

The primary means for interpreting program findings was for the M.C.I. Program Evaluator or other members of the evaluation team to present data to either the M.C.I. Monitoring Task Force, M.C.I. program managers (e.g., the M.C.I. Project Director or Case Screener/Investigative Coordinator) for interpretation. Based on the feedback received, evaluation team members would either document the results or, if necessary, communicate findings to command staff (e.g., the Chief of Police, Special Assistant to the Chief of Police, or Commander of the Field Services Bureau). Such communication in several instances resulted in alterations in program strategy or the

initiation of a new program activity. This system functioned satisfactorily during the course of the program.

This process was utilized on an as needed basis during the life of the program. It could have been used routinely had a greater quantity of data been available for analyses and interpretation. The previously mentioned difficulties with data collection and coding and the lack of valid and reliable departmentally generated data impeded maximum utilization of this feedback system.

### Process Evaluation

Critical to any management information system is interpretation by operational personnel. The M.C.I. Monitoring Task Force supplied a vehicle for analyzing and interpreting numerous data for management use. This step in the feedback loop was essential to guaranteeing sufficient consideration of operational problems and constraints when developing alternative courses of action. The task force consisted of both personnel from patrol and investigations units, as well as different ranks and, therefore, was able to provide diversified inputs to management.

It is highly recommended that a feedback and policy interpretation group be used continually to review and analyze quantitative findings regarding activity and/or productivity measures. Further, it is suggested that such a group be given an instrumental role in developing recommendations for modifications in policy or procedure based on quantitative and/or qualitative information concerning organizational achievement of goals and objectives. A key to successful utilization of such group input is facilitation. Consideration should be given to developing task group facilitators from various Departmental units. Such individuals could be provided the responsibility for ensuring a particular task group accomplishes its assigned mission.

### CONCLUSION AND RECOMMENDATIONS

The sub-goal of promoting the successful performance of other project components through the design and implementation of a monitoring

system was achieved during the course of the M.C.I. Program. Management, specifically executive level administrators and to a lesser degree program personnel, was briefed on M.C.I. evaluation findings on several occasions. The task force system was an effective tool to review and synthesize several of these findings prior to presenting conclusions and recommendations to management. Input of a similar nature should be obtained for any comprehensive assessment or evaluation effort.

The M.C.I. Program, however, did not result in any lasting, ongoing monitoring capability within the investigations function of the Department. This capability is sorely needed. The Department engages in comprehensive work load studies for patrol, but has yet to adopt a comparable system for analyzing the use of investigative resources. There is little or no ability, moreover, to quantitatively analyze investigative performance. Furthermore, there is very little consensus as to what performance measures are most appropriate for investigations.

The currently used monthly report is not sufficient for management decision making. It does not provide any means of analyzing work load utilization patterns or relating work load to performance. This information is essential if the Department is to ensure that its resources are being used most appropriately. The need for such data has become even more critical with the current and future budget constraints facing this organization.

In this context, several recommendations have been formulated to produce a more useful management information system for the investigation's function. These suggestions are:

1. Identify necessary work load and performance measures to be included in a monthly monitoring system - This process has been initiated through M.C.I. and the MBO Program, but has yet to be formalized. The selected work load and performance measures should include detective activity measures and prosecution data, as well as traditional investigative performance measures (e.g., clearances).
2. Refine the current monthly report to include selected work load and performance measures - Initially this report should be completed manually by respective units. Efforts should be initiated, however, to automate either portions of the system

or the entire system once the manual process is fully implemented.

3. Institute a managerial process reliant on the collected and reported management information - There is little utility in designing a reporting system and allocating man-hours to prepare and distribute monthly reports unless the data is used by management. To this end, there may be a need to conduct an in-service training program for supervisors and managers in methods of integrating quantitative information into the decision making process. Further, investigative unit commanders should adopt mechanisms of deploying personnel based on quantitative information.

ADDENDUM VI-1

Revised Investigative Unit Monthly  
Report Used Experimentally  
During the M.C.I. Program

(Featuring Unit Workload and Performance Measures)

MONTHLY REPORT

DIVISION/UNIT \_\_\_\_\_

MONTH \_\_\_\_\_

PART I OFFENSES

#Cases Rcv'd		#Cases Assigned		#Cases Suspended		#Cases Handled Admin.	
Mo.	YTD	Mo.	YTD	Mo.	YTD	Mo.	YTD
#Cases Cleared By Arrest		#Cases Cleared By UCR Exception		#Cases Unfounded		#Persons Arrested By This Unit	
Mo.	YTD	Mo.	YTD	Mo.	YTD	Mo.	YTD

PART II OFFENSES

#Cases Rcv'd		#Cases Assigned		#Cases Suspended		#Cases Handled Admin.	
Mo.	YTD	Mo.	YTD	Mo.	YTD	Mo.	YTD
#Cases Cleared By Arrest		#Cases Cleared By UCR Exception		#Cases Unfounded		#Persons Arrested By This Unit	
Mo.	YTD	Mo.	YTD	Mo.	YTD	Mo.	YTD

WORKLOAD

	MONTH:	YTD
Open Cases Currently Under Investigation.....	_____	_____
Closed Cases Currently Under Investigation.....	_____	_____
Re-Opened Cases Currently Under Investigation.....	_____	_____
Total Cases Currently Under Investigation.....	_____	_____

PERFORMANCE RELATED

Cases Cleared By Arrest As Result Of Persons Arrested & Turned Over To This Unit By Another Unit.....	_____	_____
Cases Cleared By Exception As Result of Persons Arrested & Turned Over To This Unit By Another Unit.....	_____	_____
Multiple Case Closures Involving Adults.....	_____	_____
Multiple Case Closures Involving Juveniles.....	_____	_____
Cases Cleared By Arrest By This Unit Involving Adults.....	_____	_____
Cases Cleared By Exception By This Unit Involving Adults....	_____	_____
Cases Cleared By Arrest By This Unit Involving Juveniles....	_____	_____
Cases Cleared By Exception By This Unit Involving Juveniles.	_____	_____

Report Prepared By \_\_\_\_\_ Title \_\_\_\_\_ Date \_\_\_\_\_

OFFENSE TYPE	CLOSED						OPEN							
	REFERRED		Arrest		UCR Exception		Unfounded		Suspended		Admin.		Under Invt.	
	MO	YTD	MO	YTD	MO	YTD	MO	YTD	MO	YTD	MO	YTD	MO	YTD
Murder														
Rape														
Assault w/Intent														
Robbery/Weapon														
Assault w/Weapon														
Strongarm														
Assault/Strongarm														
App. Assault/Shooting														
Cut/Stab														
Other														
Burglary/Force														
No Force														
Burglary Attempt														
Res. Housebreaking														
Com. Housebreaking														
School Housebreaking														
Housebreaking Attempts														
Larceny														
Shoplifting														
A.S.F.A.														
Petit Larceny														
Shoplifting														
A.S.F.A.														
Motor Vehicle Theft														
GRAND TOTALS														

STOLEN AND RECOVERED PROPERTY DATA

ASSIGNMENTS	STOLEN		RECOVERED	
	19	19	19	19
BURGLARY FORCE (CUM)				
BURGLARY NO FORCE (CUM)				
HOUSEBREAKING COMMERCIAL (CUM)				
HOUSEBREAKING RESIDENTIAL (CUM)				
HOUSEBREAKING SCHOOLS (CUM)				
LARCENY (CUM)				
LARCENY A.S.F.A. (CUM)				
LARCENY SHOPLIFTING (CUM)				
RECOVERED PROPERTY-COUNTY (CUM)				
RECOVERED PROPERTY-OTHERS (CUM)				
ROBBERY WEAPONS (CUM)				
ROBBERY STRONG ARM (CUM)				
STOLEN MOTOR VEHICLE (CUM)				
THEFT (CUM)				
THEFT A.S.F.A. (CUM)				
THEFT SHOPLIFTING (CUM)				
TOTALS (CUM)				

REMARKS:

OFFENSE TYPE	REPORTED OFFENSES		Arrest		UCR Exception		Unfounded		Suspended		Admin.		Under Invest.	
	MO	YTD	MO	YTD	MO	YTD	MO	YTD	MO	YTD	MO	YTD	MO	YTD
Assault														
Arson														
Forgery Checks														
Other														
Fraud Checks														
Other														
Embezzlement/Larc/Trust														
Stolen Property														
Vandalism														
Weapons														
Sex Assault														
Indecent Exposure														
Other														
Narcotic Drug Laws														
Disorderly Conduct														
Vagrancy														
Suicide														
Attempts														
Fugitive														
Kidnapping														
False Report														
Sudden Death Natural														
Accidental														
Invest. Mont. Cty.														
Other														
Recvd. Prop. Mont. Cty.														
Other														
Missing Persons														
Miscellaneous														
GRAND TOTAL														

ADDENDUM VI-2

Current Investigative Services Bureau  
Monthly Report

MONTHLY/CUMULATIVE COMPARISON REPORT OF INVESTIGATIVE SERVICES BUREAU

DIVISION			MONTH			YEAR							
ASSIGNMENT	OPEN	CLSD	UNF	OPEN	CLSD	UNF	ASSIGNMENT	OPEN	CLSD	UNF	OPEN	CLSD	UNF
MURDER (CUM)							FRAUD CHECKS (CUM)						
RAPE FORCIBLE (CUM)							FRAUD OTHERS (CUM)						
RAPE ASSAULT W/INTENT (CUM)							EMBEZZLEMENT LAR/TRUST (CUM)						
ROBBERY WEAPON (CUM)							STOLEN PROP REC-POSS (CUM)						
ROBBERY ASSAULT W/WEAPON (CUM)							DESTRUCTION PROPERTY (CUM)						
ROBBERY STRONG ARM (CUM)							WEAPONS VIOLATION (CUM)						
ROBBERY ASSAULT STRONG ARM (CUM)							SEX ASSAULT (CUM)						
AGG. ASSAULT SHOOTING (CUM)							SEX-INDECENT EXPOSURE (CUM)						
AGG. ASSAULT CUT-STAB (CUM)							SEX OTHER (CUM)						
AGG. ASSAULT OTHER (CUM)							NARCOTIC DRUG LAW (CUM)						
BURGLARY FORCE (CUM)							DISORDERLY CONDUCT (CUM)						
BURGLARY NO FORCE (CUM)							VAGRANCY ROGUE-VAG (CUM)						
BURGLARY ATTEMPT (CUM)							SUICIDE (CUM)						
HOUSEBREAKING COMM. (CUM)							SUICIDE ATTEMPT (CUM)						
HOUSEBREAKING RESID. (CUM)							FUGITIVE (CUM)						
HOUSEBREAKING SCHOOL (CUM)							KIDNAPPING (CUM)						
HOUSEBREAKING ATTEMPTS (CUM)							FALSE REPORT (CUM)						
LARCENY (CUM)							SUDDEN DEATH ACCIDENT (CUM)						
LARCENY A.S.F.A. (CUM)							SUDDEN DEATH NATURAL (CUM)						
LARCENY SHOPLIFT (CUM)							INVESTIGATION MONT CTY (CUM)						
THEFT (CUM)							INVESTIGATION OTHERS (CUM)						
THEFT A.S.F.A. (CUM)							RECVD PROP MONT CTY (CUM)						
THEFT SHOPLIFT (CUM)							RECVD PROP OTHERS (CUM)						
STOLEN MOTOR VEHICLE (CUM)							MISSING PERSON (CUM)						
ASSAULT & BATTERY (CUM)							MISCELLANEOUS (CUM)						
ARSON (CUM)													
FORGERY CHECKS (CUM)							MONTH TOTALS (CUM)						
FORGERY OTHERS (CUM)													

**STOLEN AND RECOVERED PROPERTY DATA**

ASSIGNMENTS	STOLEN		RECOVERED	
	19	19	19	19
BURGLARY FORCE (CUM)				
BURGLARY NO FORCE (CUM)				
HOUSEBREAKING COMMERCIAL (CUM)				
HOUSEBREAKING RESIDENTIAL (CUM)				
HOUSEBREAKING SCHOOLS (CUM)				
LARCENY (CUM)				
LARCENY A.S.F.A. (CUM)				
LARCENY SHOPLIFTING (CUM)				
RECOVERED PROPERTY-COUNTY (CUM)				
RECOVERED PROPERTY-OTHERS (CUM)				
ROBBERY WEAPONS (CUM)				
ROBBERY STRONG ARM (CUM)				
STOLEN MOTOR VEHICLE (CUM)				
THEFT (CUM)				
THEFT A.S.F.A. (CUM)				
THEFT SHOPLIFTING (CUM)				
TOTALS (CUM)				

REMARKS:

\_\_\_\_\_  
OFFICER IN CHARGE

ADDENDUM VI-3

M.C.I. Monitoring System  
Monthly Report

(Featuring Both Unit and Individual Investigator  
Workload and Performance Measures)

CASE SCREENING REPORT  
Month Of \_\_\_\_\_

Table I: Case Screening Decisions

New Cases Screened	Assigned			Suspended			Number Re-entered	Avg. Solv.	Total No. Assigned
	N	%	Avg. Solv.	N	%	Avg. Solv.			
Murder									
Rape									
Robbery									
Assault									
Burglary									
Larceny Over \$500									
TOTAL									

Table II: Assignment Decisions

Total No. Assigned	Assigned MCI			Assigned Patrol			Assigned Combined		
	N	%	Avg. Solv.	N	%	Avg. Solv.	N	%	Avg. Solv.
Murder									
Rape									
Robbery									
Assault									
Burglary									
Larceny Over \$500									
TOTAL									

INVESTIGATOR WORKLOAD/PERFORMANCE REPORT

Month Of \_\_\_\_\_

FOLLOW-UP INVESTIGATION ACTIVITY ANALYSIS

ACTIVITY ANALYSIS

	Name Of Investigator	Number Cases Returned This Month		Number Supplemented Cases - Initial Investigation Verified Only		Number Supplemented Cases - Initial Investigation Information Modified		Number Supplemented Cases - New Information Added	
		Supplement	No Supplement	N	%	N	%	N	%
1.	MCI								
2.									
3.									
4.									
5.									
6.									
7.									
8.									
9.									
PATROL ROTATEES									
1.									
2.									
3.									
4.									
5.									
SHIFTS 1-5									
1.									
2.									
3.									
4.									
5.									

## CHAPTER VII

### IMPACT OF THE MANAGING CRIMINAL INVESTIGATIONS PROGRAM

The overall goal of the MCI program was to increase the number of arrests for serious crimes that are prosecutable and ultimately lead to a conviction. This goal was to be achieved through the institution of a new management process designed to increase both efficiency and effectiveness in the criminal investigations function. The individual components discussed previously were structured to form this new management process. It was anticipated that collectively, achievement of the specific objectives of these components would ensure that the program goal was accomplished.

To assess the degree of goal achievement, four impact measures were incorporated in the evaluation design. These were: (1) clearances by arrest; (2) total clearances according to Uniform Crime Reporting criteria; (3) prosecuted cases; and (4) case dispositions. Data were collected on the first two of these measures on a monthly basis throughout the experimental year and are reported by quarter in the following. Prosecution and disposition data are presented for the twelve month period only. The small number of cases actually resulting in prosecution and the elapsed time between arrest and disposition negated the value of analyzing these data on a more frequent basis.

In addition, an analysis of reported crime, as sampled through the MCI monitoring system, is presented herein to provide a frame of reference for interpreting impact results. Police performance is directly affected by incoming workload. Since reported crime varies by season and by year it is, therefore, essential to monitor fluctuations in this workload.

Because the MCI project entailed analyses of both patrol and investigative performance, a technique was devised for incorporating

investigator workload into reported crime. Investigative case assignments often extend well beyond the initial month in which the case was reported. Traditionally, successfully completed investigative assignments (either arrest or other types of clearances) have been reported at the time the clearance is made. Clearance rates in Montgomery County are then calculated by taking the percentage of successfully cleared cases (including those cleared on-scene by patrol) divided by the number of cases reported. This is a somewhat misleading statistic since those cases terminated by investigators are not included in the workload picture. Moreover, no attention whatsoever is given to analyzing unsuccessfully closed and yet retrieved investigative case assignments. These cases are not counted as workload.

To rectify this dilemma, terminated cases (either open or cleared) were incorporated under the MCI Monitoring System as actual workload during the month in which the investigation concluded. Thus, monthly impact data were derived by calculating the percentages of cases cleared by arrest, for example, as divided by the total number of cases reported during the month added to the total number of cases returned by investigators during the month. This same approach was followed for the three years preceding MCI implementation, as well as the experimental year.

Tables 7-1 and 7-2 depict respectively quarterly crime rates for both the control area and the Silver Spring District. Crime data are presented for the experimental year (October 1977 - September 1978), as well as for similar periods for the three years immediately preceding the experimental year.

Reported crime for both geographical groupings increased during the experimental year. In the case of the Silver Spring District, sampled crime figures depict a percentage increase in crime of 22% over the year immediately prior to implementation. This yearly change was far more dramatic than that detected between any other year (the highest percentage increase between other years was a mere 4%). The increase was due predominantly to increases in the burglary rate in Silver Spring during the experimental year. The rate of burglary workload increased

TABLE 7-1

SAMPLED CRIME DATA BY QUARTER AND TOTAL YEAR IN SILVER SPRING DISTRICT  
FOR EXPERIMENTAL YEAR AND THREE YEARS PRECEEDING MCI IMPLEMENTATION

	QUARTER I <u>Oct.-Dec.</u>	QUARTER II <u>Jan.-Mar.</u>	QUARTER III <u>Apr.-June</u>	QUARTER IV <u>July-Sept.</u>	TOTAL YEAR <u></u>
<u>PRECEEDING YEAR III</u> <u>(Oct.1974-Sept.1975)</u>					
Homicide	3	2	2	3	10
Rape	3	8	14	11	36
Robbery	39	35	23	27	124
Aggravated Assault	13	14	9	16	52
Burglary	139	133	154	147	573
Larceny Over \$500	17	32	43	44	136
Total Crime	214	224	245	248	931
<u>PRECEEDING YEAR II</u> <u>(Oct.1975-Sept.1976)</u>					
Homicide	2	1	1	0	4
Rape	13	6	9	10	38
Robbery	39	42	28	40	149
Aggravated Assault	10	5	8	12	35
Burglary	142	108	151	165	566
Larceny Over \$500	36	47	45	51	179
Total Crime	242	209	242	278	971
<u>PRECEEDING YEAR I</u> <u>(Oct.1976-Sept.1977)</u>					
Homicide	2	0	5	2	9
Rape	7	6	14	16	43
Robbery	40	33	24	22	119
Aggravated Assault	13	19	17	13	62
Burglary	122	104	162	162	550
Larceny Over \$500	46	46	49	47	188
Total Crime	230	208	271	264	973
<u>EXPERIMENTAL YEAR</u> <u>(Oct.1977-Sept.1978)</u>					
Homicide	3	0	0	0	3
Rape	9	3	13	21	46
Robbery	30	23	34	50	137
Aggravated Assault	22	17	16	22	77
Burglary	147	122	152	304	725
Larceny Over \$500	57	41	41	58	197
Total Crime	268	206	256	455	1185

TABLE 7-2

SAMPLED CRIME DATA BY QUARTER AND TOTAL YEAR IN CONTROL AREA  
FOR EXPERIMENTAL YEAR AND THREE YEARS PRECEEDING MCI IMPLEMENTATION

	QUARTER I <u>Oct.-Dec.</u>	QUARTER II <u>Jan.-Mar.</u>	QUARTER III <u>Apr.-June</u>	QUARTER IV <u>July-Sept.</u>	TOTAL YEAR <u></u>
<u>PRECEEDING YEAR III</u> <u>(Oct.1974-Sept.1975)</u>					
Homicide	2	0	6	2	10
Rape	4	4	1	10	19
Robbery	40	30	46	43	159
Aggravated Assault	16	6	15	17	54
Burglary	107	116	134	169	526
Larceny Over \$500	<u>51</u>	<u>40</u>	<u>48</u>	<u>60</u>	<u>199</u>
Total Crime	<u>220</u>	<u>196</u>	<u>250</u>	<u>301</u>	<u>967</u>
<u>PRECEEDING YEAR II</u> <u>(Oct.1975-Sept.1976)</u>					
Homicide	1	3	0	3	7
Rape	3	3	17	6	29
Robbery	32	34	24	22	112
Aggravated Assault	6	10	13	10	39
Burglary	102	123	124	192	541
Larceny Over \$500	<u>61</u>	<u>51</u>	<u>54</u>	<u>51</u>	<u>217</u>
Total Crime	<u>207</u>	<u>224</u>	<u>232</u>	<u>284</u>	<u>945</u>
<u>PRECEEDING YEAR I</u> <u>(Oct.1976-Sept.1977)</u>					
Homicide	0	1	1	0	2
Rape	3	2	3	6	14
Robbery	36	25	23	22	106
Aggravated Assault	11	13	12	17	53
Burglary	115	102	137	150	504
Larceny Over \$500	<u>48</u>	<u>37</u>	<u>48</u>	<u>62</u>	<u>195</u>
Total Crime	<u>213</u>	<u>180</u>	<u>224</u>	<u>257</u>	<u>874</u>
<u>EXPERIMENTAL YEAR</u> <u>(Oct.1977-Sept.1978)</u>					
Homicide	1	0	0	0	1
Rape	3	5	3	7	17
Robbery	29	39	45	39	147
Aggravated Assault	19	20	29	27	91
Burglary	127	103	139	144	510
Larceny Over \$500	<u>52</u>	<u>35</u>	<u>67</u>	<u>65</u>	<u>213</u>
Total Crime	<u>231</u>	<u>207</u>	<u>283</u>	<u>282</u>	<u>979</u>

by 32% between the periods of October 1976 - September 1977 (Preceding Year I) and October 1977 - September 1978 (Experimental Year). It must be remembered that this does not necessarily indicate that the increase was due to a drastic change in the number of reported burglaries. The increase is due to a change in this reported rate plus an increase in investigative workload.

By closely analyzing the distribution of workload by quarters, it can be determined that a large proportion of the increase in the experimental year occurred during the fourth quarter (July - September). Workload rates are traditionally greater during this season. Additionally, there was an overwhelming number of investigative cases returned by MCI during this quarter.<sup>1</sup>

In the control area, workload increased by 12% between the experimental year and the immediate year preceding MCI implementation. This was atypical to trends experienced in prior years. Sampled crime data demonstrated that there had been consecutive, although slight, decreases in workload in the control beats from October 1974 - September 1977. Unlike the Silver Spring District, the control area did not experience a significant increase in burglary rates. The increase was due to increases in robberies (39%) and aggravated assaults (75%).

As was the case with the Silver Spring District, workload figures were higher for the quarterly periods of April - June and July - September during the experimental year. The drastic increase in workload noticed during the latter quarter in Silver Spring was not observed, however, in the control area.

The significant point concerning these changes in workload is that such fluctuations are likely to produce variations in performance. This subject will be addressed in the following discussion of arrest and clearance rates.

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<sup>1</sup>For further discussion on this point, see Chapter 4 - Managing the Continuing Investigation, p. 4-16

## ARREST AND CLEARANCE RATES

### Clearances by Arrest

To assess the degree to which MCI affected clearance by arrest rates, a quarterly analysis of arrest rates for the experimental year was compared with similar data for each of the three years preceding MCI implementation. These figures are portrayed in Table 7-3 by individual crime classification, as well as overall crime data sampled, for both Silver Spring and the control area.

A review of these clearance rates shows no substantial difference in yearly arrest figures for either Silver Spring or the control area. In terms of overall crime, there is virtually no variation between years in either group (ranging from 9% - 12% in Silver Spring and 11% - 13% in the control area). Similarly, there is little or no difference in the arrest rates for any crime with the possible exception of aggravated assaults. There is greater disparity in arrest rates for this particular crime between years. The variation in arrest rates for this crime between quarters, however, suggests that a wide disparity in such rates is likely to occur.

By plotting quarterly clearance by arrest rates for both Silver Spring and the control area for the experimental year and three years preceding implementation, it is apparent that there is only minimal deviation in performance. This plot is presented in Figure 7-1. Arrest rates for both Silver Spring and the control area were at their highest yearly peak during the first quarter of the evaluation year. The same downward trend then was evident for the remainder of the year for both areas.

To more accurately determine the significance of these arrest rates, a predicted linear regression value was calculated for each quarter during the experimental year, as well as for the entire year.<sup>2</sup>

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<sup>2</sup>The multiple regression statistical technique allows one to predict a value of any given set of data based on past occurrences. In this instance, it is used to predict clearance by arrest rates for given quarters in the evaluation year based on past arrest frequencies. The actual obtained value, or clearance rate can then be compared to this predicted value to determine if a significant change occurred. Quarterly values were based on an initial regression of monthly arrest rates for the experimental year and three years preceding implementation (36 months).

TABLE 7-3

CLEARANCE BY ARREST RATES (PCT.) FOR SILVER SPRING DISTRICT AND CONTROL AREA  
FOR EXPERIMENTAL YEAR AND THREE YEARS PRECEDING MCI IMPLEMENTATION

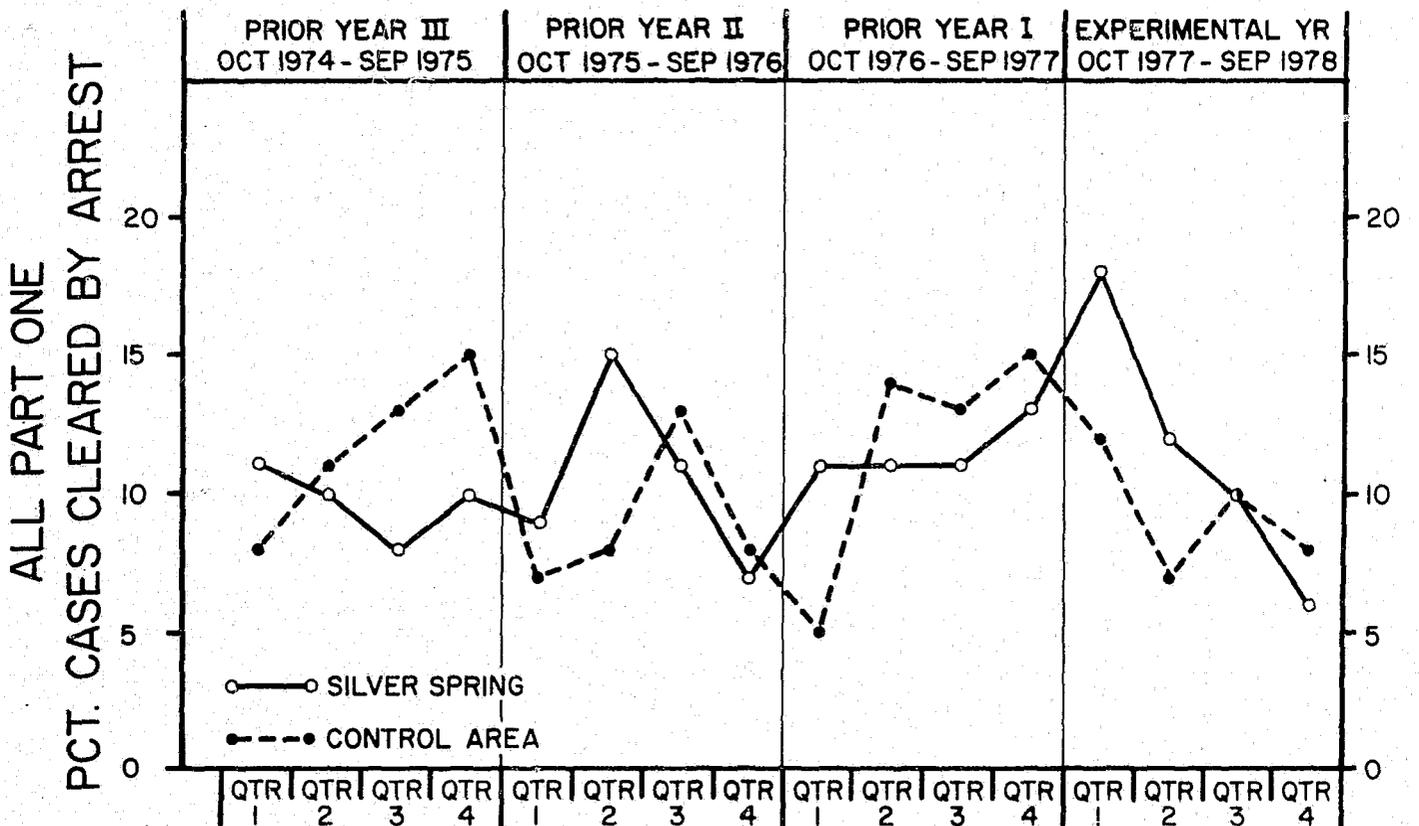
	PRECEDING YEAR III					PRECEDING YEAR II					PRECEDING YEAR I					EXPERIMENTAL YEAR				
	Qtr.1	Qtr.2	Qtr.3	Qtr.4	Total	Qtr.1	Qtr.2	Qtr.3	Qtr.4	Total	Qtr.1	Qtr.2	Qtr.3	Qtr.4	Total	Qtr.1	Qtr.2	Qtr.3	Qtr.4	Total
<b>SILVER SPRING</b>																				
Homicide	50	NA	50	0	43	0	100	100	14	50	50	NA	40	50	44	33	NA	NA	NA	33
Rape	14	17	20	18	18	7	17	14	12	11	0	0	7	25	16	22	0	8	5	9
Robbery	15	6	13	11	18	5	31	18	10	22	5	12	25	27	25	27	35	9	6	16
Aggravated Assault	31	32	33	44	38	70	40	75	42	57	69	47	41	31	47	50	44	50	50	48
Burglary	9	11	6	8	8	8	12	9	5	8	11	8	9	11	10	16	8	9	6	8
Larceny Over \$500	6	2	0	0	3	0	2	0	0	1	0	2	0	0	1	4	0	2	0	2
Total Crime	11	10	8	10	9	9	15	11	7	10	11	11	11	13	12	18	12	10	6	11
<b>CONTROL AREA</b>																				
Homicide	0	NA	25	0	14	100	0	NA	67	43	NA	100	0	0	50	0	NA	NA	NA	0
Rape	25	25	100	17	28	20	0	13	0	12	0	50	33	50	38	33	25	33	0	6
Robbery	5	13	18	16	15	12	3	25	14	21	6	16	18	38	18	21	2	18	20	16
Aggravated Assault	25	60	27	53	66	50	60	50	20	45	18	38	75	53	66	37	15	24	30	23
Burglary	7	9	10	13	11	6	7	12	8	10	5	14	10	13	9	8	5	6	8	7
Larceny Over \$500	4	5	0	5	3	0	4	0	0	1	2	0	4	0	2	8	11	1	3	6
Total Crime	8	11	13	15	13	7	8	13	8	11	5	14	13	15	11	12	7	10	8	10

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FIGURE 7-1

QUARTERLY VARIATION IN CLEARANCE  
BY ARREST RATES  
for SILVER SPRING and CONTROL AREA

FOR PERIOD OF OCTOBER 1974 - SEPTEMBER 1978



This value is based on actual arrest percentages for corresponding quarters in preceding years. These predicted regression values are provided in Tables 7-4 through 7-5 for the crimes of robbery, aggravated assault and burglary and for overall crime rates. No predicted value was obtained for homicides and rapes due to the relatively low frequency of occurrence of these crimes per quarter. Similarly, no attempt was made to predict clearance by arrest rates for larcenies over \$500 since the percentage of cases resulting in arrest was so low (generally ranging from 1 - 4 arrests per quarter).

Included in Tables 7-4 (Silver Spring) and 7-5 (control area) are the predicted clearance by arrest rates, the actual clearance by arrest rates, the difference between the two (expressed as either a plus or a minus) and an indication of whether the difference is statistically significant.<sup>3</sup>

As is portrayed in Table 7-4, there were only two statistically significant differences in clearance by arrest rates for any of the three crime types examined, or for all Part I crimes included in the evaluation. The two significant differences were observed during the first quarter of the evaluation year. Silver Spring cleared 16% of sampled burglaries during this quarter. The predicted rate was 10%. Similarly, Silver Spring cleared 18% of all sampled cases in this quarter. The predicted rate based on past yearly data was 12%. The arrest figure for the total sampled crime rate was undoubtedly influenced by the relatively high burglary arrest rate.

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<sup>3</sup>Statistical significance was determined by analyzing the standardized residuals of obtained arrest rates. The standardized residual is a technique for displaying the deviation of an obtained score from the mean. It can be used to determine the likelihood of obtaining a score which extends beyond two standard deviations from the mean. Such scores, or arrest rates are likely to occur only 5 times out of 100 by chance alone. Such scores are thus determined to be statistically significant.

TABLE 7-4

PREDICTED VS. ACTUAL CLEARANCE BY  
ARREST RATES (PCT.) FOR SILVER SPRING DISTRICT  
DURING EXPERIMENTAL YEAR

	<u>Qtr. 1</u>	<u>Qtr. 2</u>	<u>Qtr. 3</u>	<u>Qtr. 4</u>	<u>Total Year</u>
	Oct/ Dec	Jan/ March	April/ June	July/ Sept	
ROBBERY					
Predicted	15	16	17	18	18
Actual	27	35	9	6	16
Difference	+12	+19	- 8	-12	- 2
Significant	NO	NO	NO	NO	NO
AGG. ASSAULT					
Predicted	50	48	47	46	44
Actual	50	44	50	50	48
Difference	None	- 4	+ 3	+ 4	+ 4
Significant	NO	NO	NO	NO	NO
BURGLARY					
Predicted	10	10	9	8	7
Actual	16	8	9	5	8
Difference	+ 6	- 2	None	- 3	+ 1
Significant	YES	NO	NO	NO	NO
TOTAL CRIME					
Predicted	12	11	10	10	9
Actual	18	12	10	6	11
Difference	+ 6	+ 1	None	- 4	+ 2
Significant	YES	NO	NO	NO	NO

In checking the burglary arrest rates in the preliminary investigation it was discovered that the highest frequency of burglary arrests were obtained in the first quarter. Similarly, the highest rate of follow-up arrests was obtained in this quarter (as well as one other quarter in which the same percentage was observed).

In addition, there does appear to be a pattern in robbery clearances for the first two quarters of the experimental year with substantial increases in arrest rates, but when these rates are applied to a statistical test

they are not found to be significant. It is interesting to note that this same trend with robbery arrests also existed for the last two calendar quarters of 1977, as well as for those two quarters mentioned above and included in the evaluation year. For these four consecutive quarters, therefore, robbery arrest rates increased, although not significantly (see Table 7-4-1 below). This was the only time period within the past four years (experimental year and three years preceding implementation) that such arrest rates demonstrated consecutive increases. This trend is depicted graphically in Figure 7-2.

TABLE 7-4-1  
 PREDICTED VS. ACTUAL ROBBERY  
 BY ARREST RATES (PCT.) FOR SILVER SPRING DISTRICT  
 FOR FOUR QUARTERS (April 1977 - March 1978)

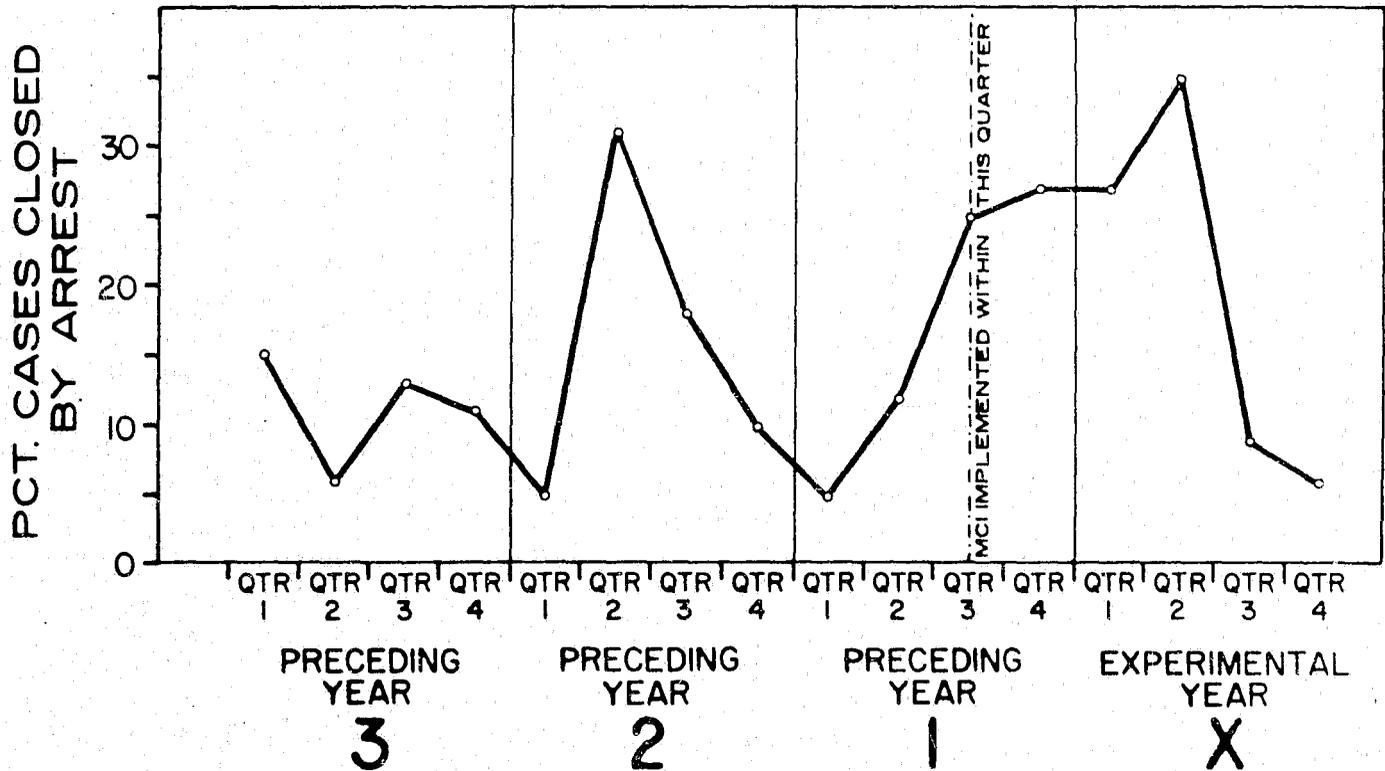
	April-June	July-Sept	Oct-Dec	Jan-March
	<u>1977</u>	<u>1977</u>	<u>1977</u>	<u>1978</u>
PREDICTED	17	18	15	16
ACTUAL	25	27	27	35
DIFFERENCE	+ 8	+ 9	+12	+19

This trend follows closely the implementation of the MCI program in Silver Spring. The program became operational with the decentralization of investigators to the district in June 1977. At this time it was made known that robbery was a target crime of the MCI experiment. This trend continued through the month of March 1978 and then ceased.

It is difficult to conclude that MCI did directly affect clearance by arrest rates for robbery for a substantial time period, especially since the noted changes are not statistically significant when applied to a regression analysis. The increase, however, occurred at such a key time in the life of MCI that the trend cannot be completely discounted.

FIGURE 7-2

QUARTERLY ROBBERY ARRESTS  
in the SILVER SPRING DISTRICT  
for EXPERIMENTAL YEAR  
and THREE YEARS  
PRECEDING IMPLEMENTATION



The trend in robbery arrests is the only pattern or trend that can be observed in clearances by arrest for the experimental year. The only other clearance rate which comes close to a significant improvement is the clearance rate for aggravated assaults during the last quarter of the experimental year. This rate, however, is not statistically significant in that arrest rates for assaults tend to fluctuate more than for most other crimes.

The same regression test was applied to the sampled clearance by arrest rates for the control area. As is presented in Table 7-5, there were no statistically significant differences in this group for the crimes of robbery, aggravated assault or burglary, or for overall arrest rates. The obtained values were, however, less than predicted arrest rates for the overall year for all crime types. Such a result occurred for only one crime in the Silver Spring District (robbery).

No statistical analysis was conducted for the crimes of rape and larceny (there were too few arrests to determine any trend in the data). An observation of these data shows that there was a decrease in rape arrests in both Silver Spring and the control area. There was a slight increase in larceny over \$500 arrests for the control area and no change in Silver Spring. It is difficult to attribute any of these results to MCI program activities.

#### Total Clearances

The second impact measure is total clearances. This was chosen as a means of assessing the success of Silver Spring and the control area in producing on-scene clearances, as well as closing those cases assigned for investigation. Clearances as used in this context includes all cases closed according to Uniform Crime Reporting criteria, either by arrest or by exception. To assess such success, a quarterly analysis of clearance rates was undertaken for both groups for the experimental year and for three years preceding implementation. These figures are presented in Table 7-6

TABLE 7-5

PREDICTED VS. ACTUAL CLEARANCE BY  
ARREST RATES (PCT.) FOR CONTROL AREA  
DURING EXPERIMENTAL YEAR

	<u>Qtr. 1</u>	<u>Qtr. 2</u>	<u>Qtr. 3</u>	<u>Qtr. 4</u>	<u>Total Year</u>
	Oct/ Dec	Jan/ March	April/ June	July/ Sept	
ROBBERY					
Predicted	10	13	16	18	21
Actual	21	2	18	20	16
Difference	+11	-11	+ 2	+ 2	- 5
Significant	NO	NO	NO	NO	NO
AGG. ASSAULT					
Predicted	36	39	42	45	48
Actual	37	15	24	30	23
Difference	+ 1	-24	-18	-15	-25
Significant	NO	NO	NO	NO	NO
BURGLARY					
Predicted	8	8	9	9	10
Actual	8	6	6	8	7
Difference	None	- 2	- 3	- 1	- 3
Significant	NO	NO	NO	NO	NO
TOTAL CRIME					
Predicted	9	10	11	11	12
Actual	12	7	10	8	10
Difference	+ 3	+ 3	- 1	- 3	- 2
Significant	NO	NO	NO	-	NO

TABLE 7-6

TOTAL CLEARANCE RATES (PCT.) FOR SILVER SPRING DISTRICT AND CONTROL AREA  
FOR EXPERIMENTAL YEAR AND THREE YEARS PRECEDING MCI IMPLEMENTATION

	PRECEDING YEAR III					PRECEDING YEAR II					PRECEDING YEAR I					EXPERIMENTAL YEAR				
	Qtr.1	Qtr.2	Qtr.3	Qtr.4	Total	Qtr.1	Qtr.2	Qtr.3	Qtr.4	Total	Qtr.1	Qtr.2	Qtr.3	Qtr.4	Total	Qtr.1	Qtr.2	Qtr.3	Qtr.4	Total
<b>SILVER SPRING</b>																				
Homicide	100	100	100	0	86	100	50	100	NA	80	50	NA	40	50	44	100	NA	NA	NA	100
Rape	14	17	50	27	24	31	67	14	12	26	14	33	14	45	26	11	0	15	14	18
Robbery	32	18	30	26	27	18	38	50	25	32	22	18	38	36	27	27	35	15	18	18
Aggravated Assault	62	47	78	56	63	70	40	75	50	60	69	63	41	38	53	64	76	94	68	70
Burglary	16	15	8	14	12	11	14	14	19	15	11	10	10	15	12	22	11	14	6	13
Larceny Over \$500	6	2	0	0	3	0	2	0	0	1	0	2	0	0	1	5	5	2	2	3
Total Crime	20	16	14	16	16	15	19	15	17	16	15	15	13	18	15	23	17	16	7	16
<b>CONTROL AREA</b>																				
Homicide	0	NA	75	100	57	100	67	NA	67	71	NA	100	0	NA	50	0	NA	NA	NA	0
Rape	67	50	100	17	43	33	33	47	60	46	0	50	67	25	38	100	20	33	28	42
Robbery	32	20	28	28	25	22	47	38	36	36	25	24	23	48	29	28	13	40	31	29
Aggravated Assault	50	80	53	65	67	75	80	58	50	55	82	92	75	94	85	68	20	34	63	40
Burglary	19	14	12	11	13	16	12	16	17	16	12	18	13	16	13	17	6	8	8	10
Larceny Over \$500	4	5	0	1	4	0	4	0	0	1	4	2	4	0	2	8	8	3	3	6
Total Crime	21	17	17	15	17	17	17	19	18	18	16	18	16	18	17	22	10	15	15	12

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A quick review of these data yields the conclusion that there was little or no difference in closure rates in either group during the experimental year. There was a slight decrease in closures for robberies in Silver Spring during the experimental year. This occurred despite an increase in robbery clearances during the last two quarters of Preceding Year I (April - June and July - September 1977) and the first two quarters of the evaluation year (October - December 1977 and January - March 1978).

In the control area, there was a decrease in closures for aggravated assaults, for burglaries and for total crime during the experimental year. There was in addition an increase in closures for larcenies over \$500.

To more accurately test those differences, a regression analysis was applied to sampled closure data for the experimental year. Predicted closure values were obtained and compared with actual closure rates. The results of these analyses are presented in Table 7-7 for Silver Spring and Table 7-8 for the control area.

This analysis demonstrates that there was a significant difference between actual closure figures and predicted rates in Silver Spring for the crime of aggravated assault (quarter 3). There were other positive differences although none were statistically significant. The overall crime trend (with actual rates exceeding predicted rates by 2%) is the same as the result obtained for clearances by arrest.

The data presented in Table 7-8 indicates that closure rates were less than those predicted for previous years in the control area for all crimes included in the regression analysis, particularly for robberies and aggravated assaults. These yearly variations, however, were not found to be statistically significant. Three significant differences were noted, all for quarter 2. The obtained values for assaults, burglaries and total clearances were significantly less than predicted rates.

Since there were no statistically significant differences in either group for the entire year (Silver Spring or the control area) it is not possible to conclude that the MCI program had any impact on clearance rates.

TABLE 7-7

PREDICTED VS. ACTUAL CLEARANCE  
 RATES (PCT.) FOR SILVER SPRING DISTRICT  
 DURING EXPERIMENTAL YEAR

	<u>Qtr. 1</u>	<u>Qtr. 2</u>	<u>Qtr. 3</u>	<u>Qtr. 4</u>	<u>Total Year</u>
	Oct/ Dec	Jan/ March	April/ June	July/ Sept	
ROBBERY					
Predicted	27	28	28	28	28
Actual	27	35	18	18	18
Difference	None	- 7	-10	-10	-10
Significant	NO	NO	NO	NO	NO
AGG. ASSAULT					
Predicted	64	63	62	60	59
Actual	64	76	94	68	70
Difference	None	+13	+32	+ 8	+11
Significant	NO	NO	YES	NO	NO
BURGLARY					
Predicted	14	13	13	13	12
Actual	22	11	14	6	13
Difference	+ 8	- 2	+ 1	- 7	+ 1
Significant	YES	NO	NO	NO	NO
TOTAL CRIME					
Predicted	17	17	16	15	14
Actual	23	17	16	7	16
Difference	+ 6	None	None	- 8	+ 2
Significant	NO	NO	NO	YES	NO

TABLE 7-8

PREDICTED VS. ACTUAL CLEARANCE  
 RATES (PCT.) FOR CONTROL AREA  
 DURING EXPERIMENTAL YEAR

	<u>Qtr. 1</u>	<u>Qtr. 2</u>	<u>Qtr. 3</u>	<u>Qtr. 4</u>	<u>Total Year</u>
	Oct/ Dec	Jan/ March	April/ June	July/ Sept	
ROBBERY					
Predicted	27	28	30	32	33
Actual	28	13	40	31	29
Difference	+ 1	-15	+10	- 1	- 4
Significant	NO	NO	NO	NO	NO
AGG. ASSAULT					
Predicted	67	66	64	62	61
Actual	68	20	34	63	40
Difference	+ 1	-46	-30	+ 1	-21
Significant	NO	YES	NO	NO	NO
BURGLARY					
Predicted	14	14	13	13	12
Actual	17	6	8	8	10
Difference	- 3	- 8	- 5	- 5	- 2
Significant	NO	YES	NO	NO	NO
TOTAL CRIME					
Predicted	18	17	17	16	16
Actual	22	10	15	13	12
Difference	+ 4	- 7	- 2	- 3	- 4
Significant	NO	YES	NO	NO	NO

In addition, the quarterly differences that were significant do not appear to be caused by any change in policy or operations in either area. The only conclusion to be derived, therefore, is that increases were noted in Silver Spring but that no overall trends in clearance rates could be identified.

#### Relationship Between Arrests and Closures and Crime Rates

In the opening section of this chapter, an analysis of crime rates and investigative workload yielded the conclusion that both Silver Spring and the control area experienced substantial workload increases during the experimental year. This section closed with a reference to performance. A research question was raised addressing the impact of this workload increase on performance.

To answer this question, percentage increases in workload were compared with percentage changes in both arrest and closure rates for both Silver Spring and the control area. These data are presented in Table 7-9. Percentage changes are depicted for the applicable yearly quarter, as compared to the preceding year and for the entire year.

This analysis suggests that there was no substantial difference in the relationship between arrests and workload between Silver Spring and the control area. Each area had a comparable increase in workload matched by an even more comparable change in arrest rates. The pattern is somewhat different for total clearances. Silver Spring experienced a 7% increase in total clearances over the previous year while the control area experienced a 29% decrease. An observation of quarterly clearance rates shows that the 7% increase was due largely to increases in the first two quarters of the evaluation year. Silver Spring clearance rates decreased after this point. One point which undoubtedly affected this trend was follow-up investigations. During the first two quarters of the year, very few assigned cases had been returned as open by investigators. These cases began to have an affect on the third and fourth quarters.

## Prosecution and Conviction Rates

The third and fourth impact measures to be analyzed are prosecution rates and conviction rates. It was hypothesized at the outset of the program that the Silver Spring District would experience increases in both of these categories since investigations were to improve in overall quality and the district was to adopt a primary emphasis on closures by arrest and not simply closures in general.

These results were to have been obtained through a combination of program activities including those directed toward such improved investigation quality, as well as new and improved strategies mutually structured with the States Attorney's Office to enhance police-prosecutor interaction. These activities have been discussed at length earlier in this evaluation. As pointed out in respective chapters on the continuing investigation and the police-prosecutor relationship, many of these program activities were never fully implemented as intended. For this reason, it is difficult to draw any linkages between program activities and prosecution and conviction rates. Instead, these measures are discussed in their own right. Any significant finding can be linked only intuitively to elements of the MCI program.

### Prosecution Rates

Throughout the evaluation year, a close monitoring of prosecution rates was undertaken to track sampled cases. Originally, this was to have been done through tallying results entered on the prosecutor's case feedback form. This system, however, proved unworkable (as alluded to in the previous chapter on police-prosecutor relations). Consequently, the evaluation staff, with the assistance of Sergeant Robert Morris, States Attorney's Liaison Officer, was required to manually extract the prosecution data from case files and Circuit Court docket sheets.

The evaluation methodology was designed to compare prosecution rates between the Silver Spring District and the control area. Four possible prosecution decisions were tallied by members of the evaluation

staff: (1) accepted for prosecution with an indictment to Circuit Court, the highest level court in Montgomery County; (2) accepted for prosecution at District Court; (3) accepted for prosecution with a reduced charge; and (4) rejected at prosecution screening (nolle prosequed). These codes were only applicable for adult arrests since any case involving solely juvenile defendants followed a different processing mode.

In order to enhance coding efficiency and yet retain a sound methodology, two coding decisions were formulated: (1) for those cases having more than one adult defendant with two prosecution decisions, the most serious prosecution decision would be carried for the case (e.g., a robbery having two charged defendants with one charge receiving an indictment and the second being nolle prosequed would be coded as an indictment); (2) any case with both juvenile and adult defendants would also be tallied with that charging decision deemed most serious.

Table 7-10 presents the results of this comparison for adult defendants. Both actual data, as derived from the evaluation sample, and percentages are included in the table. It is interesting that although cases originating from the control area were prosecuted at a greater rate (combining both Circuit Court cases and District Court cases) than Silver Spring, (83% to 73%) this latter district received more indictments (48% to 40%) than the control area. An analysis of individual crime types suggests a reason for this. While indictment rates were quite similar for all crime types, District Court acceptances for burglaries occurred more frequently for control area cases. This difference accounts primarily for the overall variation in acceptance rates.

To test the significance of apparent differences in prosecution rates, a Chi Square test was used. This test was applied only to those differences where considerable variation in percentages was evident: total indictments, and total prosecutions on original charges. Presented below in Table 7-10-1 are the obtained Chi Square values and an indication if statistical significance was apparent. (A Chi Square value of 3.84 is needed to establish statistical significance at the .05 level.)

TABLE 7-10

PROSECUTION RATES (ADULT DEFENDANTS)  
FOR SILVER SPRING DISTRICT AND CONTROL AREA  
EXPERIMENTAL YEAR

SILVER SPRING

	<u>Number Cases</u>	<u>Indicted Circuit Court</u>	<u>Accepted District Court</u>	<u>Accepted Charge Reduced</u>	<u>Nolle Pros.</u>	<u>Missing Data</u>
Homicide	1	0	1(100%)	0	0	0
Rape	4	0	1(25%)	0	1(25%)	2(50%)
Robbery	22	18(82%)	3(14%)	0	0	1(4%)
Aggravated Assault	25	6(24%)	11(44%)	3(12%)	0	4(16%)
Burglary	27	14(52%)	4(15%)	3(11%)	0	6(22%)
Larceny Over \$500	3	1(33%)	1(33%)	0	0	1(33%)
Total Crime	82	39(48%)	21(26%)	6(7%)	1(1%)	14(17%)

73%

CONTROL AREA

	<u>Number Cases</u>	<u>Indicted Circuit Court</u>	<u>Accepted District Court</u>	<u>Accepted Charge Reduced</u>	<u>Nolle Pros.</u>	<u>Missing Data</u>
Homicide	0	0	0	0	0	0
Rape	3	2(67%)	1(33%)	0	0	0
Robbery	9	7(78%)	1(11%)	0	0	1(11%)
Aggravated Assault	18	5(28%)	8(44%)	1(6%)	1(6%)	3(17%)
Burglary	13	7(54%)	5(38%)	0	0	1(8%)
Larceny Over \$500	10	0	8(80%)	1(10%)	0	1(10%)
Total Crime	53	21(40%)	23(43%)	2(4%)	1(2%)	6(11%)

83%

TABLE 7-10-1

TEST OF DIFFERENCE BETWEEN  
INDICTMENT AND PROSECUTION RATES  
IN SILVER SPRING AND THE CONTROL AREA

<u>COMPARISON</u>	<u>CHI SQUARE VALUE</u>	<u>D.F.</u>	<u>SIGNIFICANCE LEVEL</u>	<u>SIGNIFICANT</u>
Total Indictments	.74	1	.404	NO
Total Prosecutions	1.58	1	.211	NO

This test supports the contention that there was no significant difference in either indictment rates or total prosecutions between the experimental area (Silver Spring) and the control area.

Conviction Rates

The fourth and final measure of MCI impact is conviction rates. Research was conducted to determine final dispositions on those cases which were included in the monitoring sample and had resulted in an indictment at the prosecutorial screening phase. This was accomplished by manual searching of prosecution case jackets.

Two approaches were used to trace dispositions. For adult defendants, dispositions were analyzed for those cases in which an indictment was received, either through the Grand Jury or on an information. Secondly, dispositions were traced for those juvenile cases which were handled formally through the juvenile court. This tracing of juvenile cases necessitated tracking actions of the Police Department's Youth Division, the Intake Section of the Juvenile Court and finally court

**CONTINUED**

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records. In some instances, juvenile defendants were tried as adults. Circuit Court dispositions were tallied for those offenses.

As was the case with prosecution rates, the most serious disposition was tabulated for those cases involving multiple offenders, involving several charges placed against one defendant, or for those cases with both juvenile and adult defendants. It was determined that obtaining a favorable disposition (e.g., a guilty plea or a guilty verdict) on any one charge was a favorable outcome and that no benefit would be served in reporting non-favorable results on any supplementary charge.

Two comparisons were derived for disposition rates. Results for cases originating from the Silver Spring District were compared with those initiated in any of the control beats. In addition, Silver Spring disposition data were compared to disposition findings produced from a pre-implementation analysis of conviction rates. This latter analysis was based on a case trace of a random sample of pertinent Part I crimes, with the exception of larceny over \$500, originating in the period of January 1975 - May 31, 1977. These cases were selected at random from police records and, therefore, represent dispositions for the entire County not any one district. Larcenies over \$500 were excluded from this sample as there was no feasible method of segregating these cases from all other larcenies. This analysis did not distinguish between dispositions for cases receiving indictments, as opposed to those terminated for lack of prosecution at the screening level. Thus, this comparison was conducted using all monitoring data in which a defendant was charged.

Table 7-11 displays disposition data for both cases initiated in Silver Spring and those originating from the control area. These are cases which successfully passed initial prosecutorial screening and received an indictment. The column headed "no data" represents the number of cases in which no disposition had been made or those cases which could not be traced in either the States Attorney's files or court files. Actual numbers are provided under each heading as well as percentages.

TABLE 7-11

DISPOSITION DATA FOR CASES ORIGINATING FROM SILVER SPRING DISTRICT  
AND CONTROL AREA DURING EXPERIMENTAL YEAR

## SILVER SPRING

	TOTAL CASES PROSECUTED	GUILTY VERDICT		GUILTY PLEA		TOTAL GUILTY AS CHARGED		GUILTY LESSER CHARGE		NOT GUILTY		PROBATION WITHOUT VERDICT		STET		NOLLE PROS.		NO DATA	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Homicide	1	1	100	0	00	1	100	0	00	0	00	0	00	0	00	0	00	0	00
Rape	1	0	00	0	00	0	00	0	00	0	00	1	100	0	00	0	00	0	00
Robbery	21	6	28	2	09	8	38	0	00	1	04	5	24	0	00	4	19	3	14
Aggravated Assault	20	3	15	0	00	3	15	0	00	2	10	9	45	1	05	5	25	0	00
Burglary	21	5	24	1	05	6	28	1	05	0	00	8	38	0	00	3	14	3	14
Larceny Over \$500	2	0	00	0	00	0	00	0	00	0	00	1	50	0	00	0	00	1	50
Total Crime	66	15	23	3	04	18	27	1	02	3	04	24	36	1	02	12	18	7	11

## CONTROL AREA

	TOTAL CASES PROSECUTED	GUILTY VERDICT		GUILTY PLEA		TOTAL GUILTY AS CHARGED		GUILTY LESSER CHARGE		NOT GUILTY		PROBATION WITHOUT VERDICT		STET		NOLLE PROS.		NO DATA	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Homicide	0	0	00	0	00	0	00	0	0	0	00	0	00	0	00	0	00	0	00
Rape	3	0	00	0	00	0	00	1	33	0	00	0	00	0	00	1	33	1	33
Robbery	8	2	25	0	00	2	25	1	12	0	00	3	38	0	00	1	12	1	12
Aggravated Assault	14	2	14	0	00	2	14	0	00	5	36	2	14	0	00	2	14	3	21
Burglary	12	3	25	0	00	3	25	0	00	0	00	6	50	0	00	2	17	1	08
Larceny Over \$500	9	1	11	0	00	1	11	0	00	0	00	5	56	0	00	4	44	0	00
Total Crime	46	8	17	0	00	8	17	2	04	5	11	16	35	0	00	10	22	6	13

An analysis of these data reveals percentage differences in rates of guilty verdicts for total crime (27% guilty on the original charge for Silver Spring as opposed to 17% guilty on original charges in the control area), robberies (38% guilty for Silver Spring and 25% guilty for the control area) and burglaries (28% guilty for Silver Spring cases and 25% guilty for the control area). These differences were subjected to a Chi Square test to determine statistical significance. As delineated below in Table 7-11-1, these variations in guilty rates were not found to be statistically significant. (A Chi Square value of 3.84 is required in order to establish statistical significance).

TABLE 7-11-1

CHI SQUARE VALUES FOR  
DIFFERENCES IN GUILTY FINDINGS  
FOR SILVER SPRING DISTRICT AND CONTROL AREA

	<u>CHI SQUARE VALUE</u>	<u>D.F.</u>	<u>SIGNIFICANCE LEVEL</u>	<u>SIGNIFICANT</u>
Robbery	.74	1	.404	NO
Burglary	.00	1	1.000	NO
Total Crime	1.18	1	.281	NO

The comparison of conviction rates for the Silver Spring District for the current year to disposition data for the overall County for previous years is presented in Table 7-12. As can be observed from reviewing these data, there is little or no difference in conviction rates. In fact, the percentages of guilty findings as charged was greater for the pre-implementation period than for Silver Spring during the experimental year. This finding is present for total crime, robberies, aggravated assaults and burglaries. These difference, however, were not found to

TABLE 7-12

COMPARISON OF CONVICTION RATES FOR SILVER SPRING  
 CASES FOR EXPERIMENTAL YEAR TO OVERALL CONVICTION RATES  
 FOR COUNTY (JANUARY 1975 - JUNE 1977)

	<u>SILVER SPRING EXPERIMENTAL YEAR</u>						<u>OVERALL COUNTY JANUARY 1975 - JUNE 1977</u>					
	<u>TOTAL PRESENTED FOR PROSECUTION</u>	<u>TOTAL GUILTY AS CHARGED</u>		<u>TOTAL GUILTY LESSER CHARGE</u>		<u>TOTAL PRESENTED FOR PROSECUTION</u>	<u>TOTAL GUILTY AS CHARGED</u>		<u>TOTAL GUILTY LESSER CHARGE</u>			
		<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>		<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>		
Homicide	1	1	100	0	00	23	10	44	5	22		
Rape	4	0	00	0	00	31	11	35	0	00		
Robbery	22	8	38	0	00	93	40	43	4	04		
Aggravated Assault	25	3	15	0	00	120	33	28	7	06		
Burglary	<u>27</u>	<u>6</u>	<u>28</u>	<u>1</u>	<u>05</u>	<u>137</u>	<u>28</u>	<u>20</u>	<u>41</u>	<u>30</u>		
Total Cases	79	18	28	1	02	404	122	30	57	14		

be statistically significant. By using the Chi Square test, the likelihood of obtaining these differences was determined. The obtained Chi Square values are presented in Table 7-12-1. Since none of these differences were statistically significant, it can be concluded that such variations in conviction rates could just as likely have occurred by chance and, therefore, are not attributed to any change produced by the MCI Program.

TABLE 7-12-1

CHI SQUARE VALUES FOR  
DIFFERENCES IN GUILTY FINDINGS  
FOR SILVER SPRING DURING EXPERIMENTAL  
YEAR AND OVERALL COUNTY PRIOR TO IMPLEMENTATION

	<u>CHI SQUARE VALUE</u>	<u>D.F.</u>	<u>SIGNIFICANCE LEVEL</u>	<u>SIGNIFICANT</u>
Robbery	.23	1	> .50	NO
Aggravated Assault	1.17	1	.265	NO
Burglary	.23	1	> .50	NO
Total Cases	.36	1	> .50	NO

As a final assessment of the program's impact on dispositions, a case trace of juvenile offenses was completed. This was undertaken to detect any possible differences produced from alternative treatment of cases under MCI. Such treatment could possibly have occurred due to use of solvability factors in the initial investigation, the application of the case screening system or to decreased investigative caseloads, among other reasons.

<sup>4</sup> Chi Square values of less than .46 with one degree of freedom can be obtained at least 50% of the time for any set of data. Thus, significance levels were not specifically calculated.

The total number of cases with a juvenile defendant(s) were traced for both Silver Spring cases and those originating from the control beats. The results are displayed in Table 7-13. Only robberies, assaults, burglaries, and larcenies were included in this analysis as no sampled homicides or rapes involved juvenile offenders. This tracking included determining processing decisions in the department's Youth Division, the Intake Division of the Juvenile Court and finally the Juvenile Court itself. The results of this analysis are depicted in Table 7-13. As can be inferred from this table, there is very little data upon which to base any conclusions about the impact of MCI. A very small percentage of cases actually reached Juvenile Court and, of these, the dispositions were so diverse that it does not serve any purpose to report them here. Such dispositions ranged from an order to pay restitution to placing a juvenile on probation (the highest frequency of cases) to sentencing a juvenile offender to training school. Additionally, the high percentage of cases handled, or disposed of at the Intake Division were so processed for a variety of reasons, most of which are too difficult to quantify and report in this document.

In the final analysis, there is too little data to draw any conclusions about this sample of cases. Moreover, decisions reached in the juvenile court system are based on a multitude of variables including the quality of the initial and preliminary investigation. There is no known process for segregating the importance of these latter factors (most pertinent to MCI) from other variables, such as the background and past record of defendants and the policies and sentiments of individuals working within the juvenile justice system. Any conclusions, therefore, about the impact of MCI on juvenile cases would be only tenuous at best.

#### CONCLUSION

This chapter has presented analyses of four impact measures: arrests; clearances; prosecutions; and convictions. It has been demonstrated that there was very little or no difference in these measures during the MCI Program.

TABLE 7-13

JUVENILE CASE PROCESSING  
FOR SILVER SPRING AND CONTROL  
AREA CASES

<u>SILVER SPRING</u>	NO. CASES	YOUTH DIVISION DISPOSITIONS				INTAKE DISPOSITIONS				COURT DISPOSITION AVAILABLE
		RETAINED		REFERRED		CLOSED		COURT		
		N	%	N	%	N	%	N	%	
Robbery	2	0	00	2	100	0	100	2	100	1
Aggravated Assault	6	0	00	6	100	6	100	0	00	0
Burglary	20	3	15	17	85	10	59	7	41	6
Larceny Over \$500	0	0	00	0	00	0	00	0	00	0
Total Cases	28	3	11	25	89	16	64	9	36	6
<u>CONTROL AREA</u>										
Robbery	8	3	38	5	62	3	60	2	40	2
Aggravated Assault	2	0	00	2	100	1	50	1	50	1
Burglary	24	5	21	19	79	4	21	15	79	15
Larceny Over \$500	4	1	25	3	75	3	100	0	00	0
Total Cases	38	9	24	29	76	12	38	18	62	18

The analysis of clearances by arrests shows a slight upward trend in Silver Spring during the first and second quarters of the evaluation year. The highest frequency of burglary arrests was observed during the first quarter of this year while robbery arrest rates were at their peak during these two quarters. (This peak began during the third quarter of the year immediately preceding implementation - coinciding with decentralization.) Further, the burglary arrest rate and the overall arrest rate for this quarter were significantly greater than was predicted based on a linear regression analysis of monthly arrest rates. The same trend was not observed in the control area. There were no statistically significant differences between observed and predicted rates for the control area during the experimental year.

The analysis of total clearances shows a similar trend in Silver Spring. The number of burglary clearances in this district were significantly greater in the first quarter than was expected based on prior years data. Similarly, the overall clearance rate for selected Part I crimes was at its peak during this quarter in Silver Spring. Unlike arrest rates, the control area also had unusually high performance rates during this quarter. The burglary clearance rate and the overall clearance rate were at their peaks during this quarter.

It is not surprising that peak performance was observed during the initial portion of the evaluation year. The MCI Program was just getting off the ground at this time and there was a heightened awareness concerning detective unit performance. This awareness was shared by the two centralized units. Such program emphasis often produces unusual performance for a short time period. The key issue is whether such performance is sustained over time. In the case of arrest and clearance rates, this was not the case. Thus, it can be concluded that the MCI Program had at best only a temporary impact on Part I arrest and clearance rates.

Prosecution and conviction impact measures were also evaluated in this chapter. No discernable difference in either measure was evident between Silver Spring and the control area. This was not surprising considering that the police-prosecutor component of MCI, that program area intended to impact on these performance measures, was never fully implemented.

## CHAPTER VIII

### ORGANIZATIONAL IMPLICATIONS

The MCI Program introduced several organizational changes in the Silver Spring District. These innovations were collectively intended to achieve the fifth sub-goal of the MCI - To improve the criminal investigation process through decentralization of the detective function. Two specific objectives were formulated to facilitate implementation of this sub-goal. These were:

1. Establish Working Relationships Between Patrol and Detective Units.
2. Improve the Overall Productivity of the Criminal Investigation Function.

These objectives have been analyzed throughout this evaluation report. At several points in the previous chapters, reference was made to the improved patrol-detective working relationship, thus demonstrating that this first objective was accomplished. Little utility would be served by further analyzing this objective. Similarly, numerous discussions concerning patrol and detective effectiveness and efficiency were included in discussions of program components. Since productivity is typically defined as the relationship between effectiveness and efficiency, it can be concluded that sufficient data has been presented to assess the achievement of this objective.

It can be concluded that efficiency was, in fact, improved under the MCI Program. Several program changes were introduced to reach this goal (e.g., not requiring detectives to re-contact victims on suspended cases, involving patrol officers in follow-up investigations to free needed investigator time to work on more complex cases). The specific program activities established to achieve such efficiency were,

in most cases, easily implemented. This evaluation has shown that there were only minimal negative effects produced by these changes in either officer attitudes, victim sentiment or operational considerations. Perhaps the only successfully implemented change which resulted in operational difficulties of any kind was the program activity of involving patrol officers in follow-up investigations. These problems, however, were not so surmountable that they could not be addressed satisfactorily by management initiative.

It is more difficult to pinpoint improvements in effectiveness. Certain examples of such improvements were noted in this evaluation (e.g., the favorable on-scene arrest rate by patrol officers which was correlated to the improved data collection efforts of patrol). In terms of overall impact measures, however, only minimal change was noted as was exemplified by the analysis of statistically significant increases in impact data. This is not to say that more pronounced changes in impact data may never be achieved through the implementation of an MCI Program. This evaluation was conducted for a one year period only. It is conceivable that changes in arrest rates, for example, may take a positive upswing which may not be fully noticed for two to three years. This is often the case with organizational improvement programs where management adopts a commitment to effecting constructive change.

For the present, however, it can only be concluded that the MCI Program resulted in an improved utilization of resources with minimal impact. In essence, the MCI concept introduced needed managerial improvements in the investigations process. These improvements resulted from a new awareness that the investigations function is a system with several components. In this regard, it was recognized that any dysfunction in either of these components consequently creates inefficiencies and operational difficulties. The emphasis on improved data collection efforts in the preliminary investigation is an example. Under MCI, there was an intensive effort toward assuring that such efforts were carried out. Prior to MCI, the benefits of thorough preliminary investigations were realized by management, but little attention was given to obtaining such investigations.

## DEPARTMENTAL ADOPTION OF THE MCI PROGRAM

The MCI concept was implemented in an experimental mode in the Silver Spring District. Since its inception, the institution of many MCI concepts has either been attempted or successfully achieved in other departmental units. Both investigative and patrol units have altered procedures to reap the benefit of MCI concepts. This has occurred because the Silver Spring District does not exist in a vacuum. Training sessions, staff meetings, the distribution of MCI publications, and general word of mouth fostered a heightened knowledge of MCI concepts. Consequently MCI, in concept, has already been implemented in varying degrees by the department. The decision still facing management is determining what advantageous program elements are yet to be implemented and how this can be best accomplished. Because certain MCI concepts cannot be successfully implemented unless investigative units are decentralized while others can be introduced as general management improvements, organizational structure plays a vital role in determining how remaining MCI concepts, proven successful, can be implemented. The following discussion thus refers to organizational configuration issues. MCI concepts are examined from two perspectives: concepts currently adopted by the organization (by central units and MCI); and program areas still to be implemented. References are made to the advantages of decentralization in each area.

### Implementation of MCI Concepts of Central Investigative Units

At the time MCI was implemented, many mid level and executive managers did not readily endorse the program. Several of the effective management practices advocated by the MCI concept, such as case screening and case monitoring were not heeded by the remaining centralized investigative units. This reluctance to change was typical in the department. There was a general sentiment that the investigations function was operating smoothly and that little could be learned from a federal grant.

Over a two year time span this situation has changed. The two remaining centralized units have adopted several MCI concepts. In this sense, the department has moved away from many traditional, ineffective investigative management practices. Management, therefore, is presented with a situation where many parts of MCI have already been implemented.

To illustrate, interviews with the commanders of the Crimes Against Property and Crimes Against Persons Divisions demonstrated that the following changes, consistent with MCI principles, have been adopted in the past six-nine months.

1. The establishment of case screening positions - Both central divisions have implemented the case screening function. The use of the screening position varies in each division. In the Crimes Against Property Division the screener assigns cases subject to an override by the shift supervisor. In the Crimes Against Persons Division the screener functions as a crime analyst responsible for identifying common trends and patterns by time of offense, nature of offense, m.o., and suspect traits. This screener advises shift supervisors when such patterns are detected.
2. The rotation of patrol officers through investigative units - Both central units have met with district commanders to encourage the voluntary assignment, generally on a two week basis, of patrol officers to investigations. This practice has resulted in a breakdown of many traditional communication barriers between patrol and detectives. It resembles the MCI rotation concept very closely with the exception that it is a voluntary program only.
3. Detective attendance at patrol roll calls - The Crimes Against Property Division has adopted a policy of directing detectives to

regularly attend patrol roll calls. This was an MCI program activity designed to break down communication barriers between patrol officers and detectives.

4. Case assignment based on geography - The Crimes Against Property Division now has assigned detectives to the three remaining patrol districts. Investigators work cases generated by these districts and are directed to spend as much time as possible in the district station to be more familiar with crime trends and patterns.

5. Utilization of new case tracking forms - The Crimes Against Persons Division has instituted a new case monitoring card which incorporates many of the data elements contained on the MCI Case Tracking Form. This form was developed to provide supervisors with more accurate information on case assignment dates, return dates and case status.

6. Incorporation of solvability factors into supplement report - The Crimes Against Persons Division recently adopted a procedure whereby follow-up extensions beyond 15 days are not granted unless the investigator indicates that specific leads, or solvability factors remain to be investigated.

These changes indicate that the Case Screening and the Managing Continuing Investigation components of MCI have been implemented satisfactorily throughout the department. In addition, certain aspects of the patrol enhancement component have been adopted (e.g., the patrol rotation policy). The question as to whether these concepts are more successfully practiced under a centralized environment as opposed to a decentralization structure deserves attention.

The case screening function depends primarily on access to information to be successful. Obviously, the introduction of a case

screening capacity in the two central units is an improvement over past practice, but there is some question as to whether screeners in those units can operate as effectively as the MCI case screener. To begin, the central unit screeners are responsible for reviewing and compiling information from three districts not just one. Secondly, they do not receive reports as quickly as cases are still processed by the Report Review Section prior to being distributed to the two central units. Finally, the central screeners are not capable of developing the same working relationship with patrol officers as is possible in Silver Spring. This is not due to any intentional effort to remain aloof from patrol, but to physical separation. Consequently, the screening function as practiced under MCI will likely operate more effectively under a decentralized structure.

The case management concepts introduced by MCI and now practiced by the centralized units, on the other hand, can operate as smoothly under a centralized configuration. The practice of assigning cases by geography, nature of crime and investigator expertise can function effectively under the present centralized structure. The case monitoring tasks associated with MCI also can function as efficiently under a centralized structure. There are certain disadvantages, moreover, associated with full decentralization of this component. Without any centralized coordination capability, it will be difficult to manage cases with cross district m.o. patterns or trends. Decentralized investigative units tend to adopt a district orientation and, therefore, place less priority on crimes with cross-district leads. Further, the management of such cases, once they are identified, is more cumbersome under a decentralized operation.

The patrol rotation policy quite obviously can function more effectively under a decentralized structure. Presently, officers are assigned to the central units on a voluntary basis only. Therefore, it is difficult to assure that all officers have an equal opportunity to participate. More importantly, the logistical problems associated with selecting and assigning officers from each district reinforces the

decentralized approach. Under the Silver Spring system, officers could easily be called back into call-for-service status if necessary. This would be more difficult under the centralized structure.

The advantages in access to information and patrol-detective coordination thus suggests that the decentralized structure should be adopted countywide. The only caveat which must be considered, however, is the paramount need for coordination. Effective case screening practices and case management techniques will not be instituted on a department wide basis unless some process is set up to assure analyses of cross district screening and assignment patterns.

#### Countywide Implementation of Remaining MCI Concepts

Beyond the changes implemented by the Crimes Against Property and Crimes Against Persons Divisions, there are certain other organizational changes which should be introduced prior to fully realizing the benefits of MCI. These are discussed in the following from the perspective of a centralized vs. decentralized configuration.

The remaining program activities deemed successful under the experimental project, and heretofore not discussed, can be categorized by MCI component. Three component areas are analyzed: (1) Enhancement of the Patrol Role; (2) Police-Prosecutor Relations; and (3) The Monitoring System. The Case Screening and Managing Continuing Investigation components have been analyzed above.

1. Enhancement of the Patrol Force - During the experimental project, it was determined that the new event report contributed to improved effectiveness in the initial investigation. This single report form including solvability factors and a patrol recommendation for follow-up block could be implemented under either a centralized or decentralized structure. The form and its successful use are not dependent necessarily on the investigative configuration. The only advantage to be gained

through decentralization is patrol access to detectives to provide more in-depth information to rate solvability.

The MCI Program practice of involving patrol officers in follow-up investigations undoubtedly works more effectively in a decentralized environment. The Screener/Investigative Coordinator has a greater knowledge of officer strengths and weaknesses and a closer working proximity to shift supervisors. The key issue to be addressed concerning this policy is whether management is willing to introduce altered operational strategies to assure that the patrol involvement policy functions smoothly. The two types of strategies recommended in this evaluation could be carried out more effectively under a decentralized environment.

Finally, the supervisory call stacking program activity could be instituted countywide on a more formal basis than now followed, by directive from district commanders. It is not a program activity directly reliant on decentralization for success.

2. Police-Prosecutor Relations - The entire police-prosecutor component could be instituted more effectively than is now practiced, under either a centralized or decentralized mode. The activities of case feedback, case conferences and investigative checklist usage are not dependent on organizational structure to be effective. The broader issue critical to the achievement of a better working relationship is managerial follow-through. Many of the agreements discussed by the State's Attorney and the Chief of Police have not been implemented for lack of such follow through.

The only issue regarding organizational structure is travel for detectives. It is conceivable that travel costs and time incurred in conferring on cases at the States Attorney's Office could be minimized if detectives were centralized. This is not sufficient itself, however, to warrant decentralization.

3. The Monitoring System - This component, like the police-prosecutor area, is not contingent on organizational structure for success. It is a management concept which ought to be implemented with or without an MCI Program. The prospect of decentralization, nevertheless provides further justification for a comprehensive monitoring system. Investigative managers at the bureau level will require in-depth workload and performance data by district station in order to adequately assure optimum use of resources.

This analysis demonstrates that little overall advantage is to be gained through adoption of remaining MCI principles in a centralized structure. With the exception of the issue of cross-district coordination of case assignments, the evidence suggests that greater operational effectiveness can be achieved through a decentralized structure. Further, the findings presented in this evaluation, specifically those regarding improved patrol-detective working relationships and better utilization of resources in case assignment, give further justification for decentralization. For these reasons, it is recommended that the current Crimes Against Property and Crimes Against Persons Divisions be disbanded and decentralized investigative units be situated in each district station.

#### APPROACH TO DECENTRALIZATION

Decentralization of the criminal investigation function should not occur until three remaining organizational issues are addressed and resolved satisfactorily. These three issues are: (1) should the decentralized investigative unit remain under the command of the patrol district commander, as is the case with MCI, or be situated under the command of the centralized investigative bureau commander?; (2) should a major crimes unit be retained in headquarters to work homicides, other death investigations, rapes and other serious crimes

with cross district patterns or trends, and (3) how many investigators are required per district? Each of these issues is examined in the following.

#### Organizational Command of Decentralized Unit

The issue of organizational command of the decentralized unit cannot be resolved through analyses of crime or arrest statistics. There is no accurate method of correlating performance statistics to command structure. It is instead an issue which must be resolved by considering working relationships between patrol and investigative units.

Under MCI, the district commander had the flexibility of setting priorities for the MCI unit and, moreover, had the authority to reconcile any conflicts between patrol officers and investigators since all officers, regardless of position, reported to him. The authority to set priorities and determine manpower needs provides many advantages. First, the district commander was able to use both patrol officers and detectives to address district wide goals and objectives formulated as part of the MBO Program. Detectives worked jointly on many occasions with patrol officers to accomplish set goals and objectives. One such objective was a reduction in the reported robbery rate during the summer of 1978. Detectives and patrol officers both concentrated on this objective, oftentimes through joint tactical activities, such as stakeouts, etc. Further, this authority provides the district commander the flexibility to adjust operating procedures concerning screening priorities, case assignment patterns (e.g., which types of cases should be assigned to patrol officers), and case management techniques. This last example presents an especially important reason for district commander control. During the MCI Program, procedures for assigning and monitoring patrol assignments were altered several times by the district commander in order to attain the best possible system.

These examples and others demonstrate that the MCI concept of patrol-detective integration can best be met by providing the district commander ultimate authority for managing the investigative unit. If this department is to continually encourage this integration and, moreover, place geographic accountability for district performance with the patrol commander, then the investigative unit should come under his command.

Two subsidiary issues need to be examined, however, in view of this recommendation. First, the district commander ideally should be an individual with investigative experience, preferably supervisory experience.<sup>1</sup> A patrol commander with no investigative background is liable to encounter difficulty in managing the investigative unit. The district commander should adopt the posture that the investigative function is an important district responsibility which is not subservient to patrol, but supportive of the patrol function.

Secondly, the issue of departmental coordination of cases with cross-district patterns requires consideration. This is an issue which precludes decentralization in the minds of several current investigative personnel. The department can address this issue by setting up a central investigative coordination unit which would analyze workload and case trends in all districts. Further, this unit could hold regular investigative coordination meetings with case screeners from the five districts for purposes of discussing caseloads. Such meetings would encourage the identification of cases with like patterns. The unit could also be provided the authority to manage cases with cross-district trends or patterns. District wide investigators would be required to work with this coordinator in such cases. This could be accomplished through temporary assignments. It is unlikely that such assignments, which would occur infrequently, would seriously drain manpower at the district level.

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<sup>1</sup>It is recognized that this may not be possible. Patrol administrative personnel do not always have the opportunity to work in an investigative unit. The Department may not be able, therefore, to assign Commanders with investigative experience to all districts. If not, there should be a concerted effort initiated to assure that all Commanders understand fully the operational necessity of integrating the patrol and detective functions in one district.

### The Establishment of a Major Crimes Unit

The issue of whether or not a major crimes unit is required should be decided on two factors: (1) workload impact; and (2) investigator expertise.

The MCI experiment unfortunately did not provide a great deal of statistical data upon which to determine these decisions. The number of homicides, rapes and rape attempts were relatively small for the twelve month evaluation period. This was particularly true for homicides. A difference between arrest rates for rapes was noted between Silver Spring and the control area (6% of cases in Silver Spring resulted in arrest while 9% of control area resulted in arrest). It should be noted, however, that rape arrests declined in both areas as compared to the previous year. Silver Spring, on the other hand cleared a much greater percentage of rapes (42% to 18% for the control area). These statistics could have very easily been biased by small samples of cases (17 cases in the control area and 46 in Silver Spring). Thus, it is difficult to base any conclusions on performance rates.

A more important criterion appears to be workload impact. During the MCI experiment, it was observed that homicides and on some occasions rapes consumed an inordinate amount of investigative resources. This allocation was undoubtedly justified by the nature of the crime. The impact on ongoing workload, however, was serious. At such time that homicides and serious rapes occurred, ongoing, routine case work virtually was discontinued. Investigators were forced to work these routine cases as time permitted. It is highly conceivable that cases with solvability (e.g., robberies, burglaries) were not investigated promptly with the result that possible leads were never followed up, or followed up too late. If, in fact, a centralized major crimes unit had investigated these cases, the probability of such results occurring would be minimized.

Another factor bearing on this decision is experience. Investigators assigned to the central Crimes Against Persons Division have considerable specialized experience in working homicides and rapes.

They have not been expected to work burglaries and larcenies, cases often requiring a different set of investigative skills. Furthermore, this central division currently uses two person male-female rape teams for rapes and rape attempts. This blend of investigative talent has been beneficial in quickly soliciting accurate accounts of rape situations from victims. Evidence collection is also expedited through the use of such teams.

Finally, several experiences with similar sex offenses occurring in different portions of the County give further justification for assigning such crimes to a central unit. Oftentimes, suspects involved in a sex assault in one district may be apprehended for a rape in another district. Centralized responsibility for such crimes provides more assurance that these trends or patterns are identified.

Collectively, these factors dictate the need for a central major crimes unit consisting of a relatively small number of specialized, experienced investigators. The major crimes unit could also assume responsibility for crimes other than death investigations and rapes which have been identified as having cross-district patterns or trends. For this reason, the director of the major crimes unit should be experienced in all forms of investigation. The same can be said for the investigative coordinator, who could work in this unit and be responsible for analyzing crime trends and patterns, as well as coordinating specially assigned task groups to work major cases.

#### District Personnel Assignments

A key issue bearing on the decentralization decision is staffing configurations. Much has been learned about investigator workload during the MCI Program. These experiences provide insight into the personnel allocation decision.

First, detectives should be assigned based on workload. The MCI Program identified the importance of workload in investigative management. For the first time, the number of actual cases worked, and not reported cases was used as the main determinant of workload. Several

program activities were geared toward reducing this figure (e.g., not re-contacting victims on suspended cases promptly, suspending unworkable cases after all solvability was exhausted). These activities were proved successful and, in most cases, should be continued in all decentralized units. If they are, then workload can be addressed similar to the approach used by MCI.

A major decision impacting workload is whether patrol officers will continue to be involved in follow-up investigations. This evaluation has recommended that such practice be continued as a means of using existing resources more effectively. In this regard, the district stations will not require as many investigators if patrol officers participate in follow-up investigations.

To use a hypothetical example, presume that management decides to maintain a monthly caseload per investigator of 10 cases. Utilizing the case screening patterns followed by the MCI unit, the number of investigators required can be calculated by using this figure.

During calendar year 1978, the Silver Spring District investigated a total of 1160 cases<sup>2</sup> excluding homicides, rapes, rape attempts, suicides, suicide attempts and natural deaths. Of these, 879 were Part I crimes while all other classifications accounted for 281 assignments. Part I crimes thus account for the major portion of the investigative workload (76% of all cases worked).

This workload figure can be used to calculate the percentage of cases actually investigated. Workload figures show that 6620 Part I crimes were reported in Silver Spring for the calendar year. Thus, 13.3% of all Part I cases were investigated. For all other classifications, .70% of reported cases were investigated (281 divided by 40,120 cases reported).

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<sup>2</sup>This figure was extracted from the MCI monthly report for December 1978. Patrol assignment figures were also taken from this report.

An analysis of case assignments shows that 946 (or 82%) of all assignments were made to the MCI unit while 214 (or 18%) were forwarded to patrol for follow-up. This figure is important in determining approximately the number of cases that will be worked by patrol officers.

These figures can be used to derive an allocation system for all districts by using the new beat and district configurations developed by the Field Services Bureau to accommodate opening of the Germantown Station.<sup>3</sup> Crime statistics were calculated by district using this configuration for the first five months of 1979 and excluding all death investigations (homicides, suicide, natural death, rapes and rape attempts). The percentage of cases worked by Silver Spring was then used to determine how many cases would be worked during the five month period. The number of investigators is then calculated by allowing for a monthly average of 10 cases per investigator per month. Two figures are provided: the first is based on detective assignments only; the second allows for patrol assignments.

The advantage gained by involving patrol officers in investigations is evident from this example. The department would require eight less positions in the decentralized units. (A total of 33 investigators would be required under the first option with 41 detectives required under the second approach.)

Supervisory levels also must be determined. Each unit should be staffed with a lieutenant (unit director), and a case screener/investigative coordinator (at the rank of sergeant). The MCI unit adds to these supervisory levels by assigning sergeants as shift supervisors. The department must determine if such supervision is required or if one supervisor would be sufficient. (The case screener/investigative coordinator could also function as a supervisor.)

The hypothetical example shown in the following is only one illustration of how investigative manning needs can be computed through

<sup>3</sup> This reconfiguration of districts and beats was recently completed. Workload will be proportionately divided among the five districts using this configuration.

TABLE 8-1

## HYPOTHETICAL INVESTIGATOR ALLOCATION PLAN

(BASED ON CRIME DATA FOR JAN. - MAY 1979 AND  
AN AVERAGE MONTHLY WORKLOAD OF 10 CASES PER DETECTIVE)

		<u>ROCKVILLE</u>	<u>BETHESDA</u>	<u>SILVER SPRING</u>	<u>WHEATON GLENMONT</u>	<u>GERMANTOWN</u>
Part I Crimes (less homicides, suicides, rapes & rape attempts)	a.	2,087	1,948	2,517	2,502	1,608
All Other Crimes Reported	b.	15,241	16,004	18,524	18,075	13,121
Part I Crimes Worked (line a. x 13.8%)	c.	288	269	347	345	222
All Other Crimes Worked (line b. x .70%)	d.	107	112	130	127	92
Total Crimes Worked	e.	395	381	477	472	314
Option 1 (With Patrol Involvement)						
Cases Worked by Detectives	f.	324	312	391	387	257
Cases Worked by Patrol	g.	71	69	86	85	57
Monthly Avg. Detective Cases	h.	64.8	62.4	78.2	77.4	51.4
Investigators Required (at 10 cases per mo.)	i.	6.48 (or 6)	6.24 (or 6)	7.82 (or 8)	7.74 (or 8)	5.14 (or 5)
Option 2 (Without Patrol Involvement)						
Cases Worked by Detectives	j.	395	381	477	472	314
Monthly Avg. Detective Cases	k.	79.0	76.2	95.4	94.4	63.4
Investigators Required (at 10 cases per mo.)	l.	7.90 (or 8)	7.62 (or 8)	9.54 (or 10)	9.44 (or 9)	6.34 (or 6)

workload statistics. Obviously, refinements to this approach could be made to more definitively measure workload needs. For example, a more detailed analysis of Part I crimes may show that the workload percentages used above may be off slightly. Districts other than Silver Spring may actually investigate less Part I crimes because of a smaller assault and robbery rate. Such refinements could easily be made once a decision is made by management to decentralize.

APPENDIX I

VICTIM SURVEY ON INVESTIGATIVE  
PROCEDURES

## FOREWORD

This appendix contains descriptive findings from the victim survey conducted in September, 1978. This survey, administered via telephone, contained 32 questions concerning a variety of topics ranging from victim perceptions of response time to attitudes regarding detective contacts on case assignments.

Included in this appendix are actual survey responses for both the pre-implementation sample and the sample selected for the MCI implementation year. Numerical and percentage scores are provided for each survey question. The survey responses are presented on the survey instrument itself for all questions except socio-demographic data.

SURVEY RESPONSES

DEMOGRAPHIC AND PARTICIPATION INFORMATION

Note: Questions 1 and 2 contained case identifying information only and consequently are not reported in this analysis.

<u>QUESTION</u>	<u>PRE YEAR</u>		<u>DURING YEAR</u>	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
3. Victim's Race				
Negroid	8	8.3	8	8.3
Caucasion	87	90.6	87	90.6
Oriental	1	1.0	1	1.0
4. Victim's Sex				
Male	62	64.6	66	68.8
Female	34	35.4	30	31.2
5. Victim's Age		Mean = 46.7		Mean = 45.2
		Median = 43.5		Median = 39.5
6. Police Reporting Area	No statistics are reported for this question.			
7. Crime Classification				
Burglary	76	79.2	76	79.2
Larceny	20	20.8	20	20.8
8. Crime Classification Specific				
Burglary Residential	65	85.5	67	88.1
Burglary Commercial	10	13.2	9	11.8
Burglary School	1	1.3	0	0.0
Larceny From Auto	6	6.2	6	6.2
Larceny Auto Parts	4	4.2	1	1.0
Larceny From Building	7	7.3	10	10.4
Larceny Other	3	3.1	2	2.0
9. Receipt of Letter Informing Victim of Survey				
Yes	56	58.3	42	43.8
No	34	35.4	18	18.8
Missing Data	6	6.3	36	37.5
10. Agreement to Participate in Survey				
Yes	94	97.9	89	92.7
No	2	2.1	2	2.1
Missing Data	0	0.0	5	5.2

MCI VICTIMIZATION SURVEY

MASTER INTERVIEW INSTRUMENT

OPENING:

CALLER: (IF A CHILD ANSWERS THE PHONE) -  
MAY I PLEASE SPEAK WITH YOUR MOTHER OR FATHER?

CITIZEN: THIS IS MR./MRS. \_\_\_\_\_

CALLER: GOOD EVENING MR./MRS. \_\_\_\_\_, I AM  
CONDUCTING A SURVEY OF INVESTIGATIVE PROCEDURES  
FOR THE MONTGOMERY COUNTY DEPARTMENT OF POLICE.  
AN INTRODUCTORY LETTER WAS RECENTLY SENT TO YOU  
DESCRIBING THIS SURVEY.

DID YOU RECEIVE THIS LETTER?  
(COMPLETE # 9 ON CODING SHEET)

CITIZEN: YES OR NO

IF NO

CALLER: I'M SORRY YOU DIDN'T RECEIVE THE LETTER. LET ME  
READ IT TO YOU.  
(READ LETTER - STARTING WITH DEAR MR./MRS. \_\_\_\_\_)

CALLER: WOULD YOU MIND GIVING ME A FEW MINUTES OF YOUR TIME TO ANSWER A FEW QUESTIONS? PLEASE REMEMBER THAT YOUR ANSWERS WILL BE HELD IN STRICT CONFIDENCE.

CITIZEN: NO, I'M SORRY I DON'T HAVE THE TIME (OR SIMILAR NEGATIVE RESPONSE)

CALLER: THANK YOU FOR YOUR TIME. HAVE A GOOD EVENING.  
(COMPLETE # 10 ON CODING SHEET)

OR

CITIZEN: YES I WOULD BE HAPPY TO RESPOND (OR SIMILAR RESPONSE)

CALLER: THANK YOU. PLEASE BE AS SPECIFIC AS POSSIBLE WHEN ANSWERING THE FOLLOWING QUESTIONS. IF YOU DO NOT UNDERSTAND THE QUESTION PLEASE ASK ME FOR CLARIFICATION. MAY I PROCEED WITH THE INTERVIEW?

CITIZEN: EITHER GIVES AFFIRMATIVE RESPONSE OR MAY ASK A QUESTION TO RECEIVE FURTHER CLARIFICATION.

CALLER: I AM GOING TO ASK YOU EACH QUESTION AND THEN READ A GROUP OF POSSIBLE ANSWERS. PLEASE SELECT THE ANSWER WHICH YOU FEEL IS MOST SUITABLE.  
(START INTERVIEW)

CALLER:

QUESTION # 11: APPROXIMATELY HOW LONG AFTER  
REALIZING THAT THE CRIME OCCURED DID YOU CALL THE  
POLICE?

PRE YEAR

62 64.6%  
11 11.5%  
2 2.1%  
4 4.2%  
12 12.5%  
5 5.2

5. 5 MINUTES OR LESS  
4. 6 - 15 MINUTES  
3. 16 - 30 MINUTES  
2. 31 - 60 MINUTES  
1. MORE THAN 1 HOUR  
9. NO RESPONSE

DURING YEAR

51 53.1%  
12 12.5%  
9 9.4%  
6 6.3%  
15 15.6%  
3 3.1%

QUESTION # 12: APPROXIMATELY HOW LONG DID IT  
TAKE THE FIRST PATROL OFFICER TO RESPOND TO YOUR  
CALL?

PRE YEAR

53 55.2%  
21 21.9%  
11 11.5%  
3 3.1%  
4 4.2%  
4 4.2%

5. LESS THAN 15 MINUTES  
4. 16 - 30 MINUTES  
3. 31 - 60 MINUTES  
2. 1 - 5 HOURS  
1. MORE THAN 5 HOURS  
9. NO RESPONSE

DURING YEAR

51 53.1%  
21 21.9%  
4 4.2%  
8 8.3%  
4 4.2%  
8 8.3%

CALLER:

QUESTION # 13: IN YOUR OPINION, WAS THIS RESPONSE:

PRE YEAR

DURING YEAR

43 44.8%  
46 47.9%  
3 3.1%  
2 2.1%  
2 2.1%

4. VERY SATISFACTORY  
3. SATISFACTORY  
2. SOMEWHAT UNSATISFACTORY  
1. VERY UNSATISFACTORY  
9. NO RESPONSE

41 42.7%  
45 46.9%  
5 5.2%  
2 2.1%  
3 3.1%

QUESTION # 14: IN YOUR OPINION, HOW INTERESTED WAS THE PATROL OFFICER IN YOUR COMPLAINT?

PRE YEAR

DURING YEAR

41 42.7%  
43 44.8%  
8 8.3%  
1 1.0%  
3 3.1%

4. EXTREMELY INTERESTED  
3. INTERESTED  
2. NOT VERY INTERESTED  
1. NOT INTERESTED AT ALL  
9. NO RESPONSE

42 43.8%  
41 42.7%  
10 10.4%  
1 1.0%  
2 2.1%

QUESTION # 15: HOW RESPECTFUL WAS THE OFFICER TO YOU?

PRE YEAR

DURING YEAR

79 82.3%  
15 15.6%  
0 0.0%  
0 0.0%  
2 2.1%

4. VERY RESPECTFUL  
3. SOMEWHAT RESPECTFUL  
2. HARDLY RESPECTFUL  
1. NOT RESPECTFUL  
9. NO RESPONSE

89 92.7%  
6 6.3%  
0 0.0%  
0 0.0%  
1 1.0%

CALLER:

QUESTION # 16: IN YOUR OPINION, HOW COMPLETE WAS THE PATROL OFFICER'S SEARCH FOR PHYSICAL EVIDENCE?

<u>PRE YEAR</u>			<u>DURING YEAR</u>
27	28.1%	4. VERY COMPLETE	27 28.1%
41	42.7%	3. COMPLETE	42 43.8%
6	6.3%	2. INCOMPLETE	3 3.1%
0	0.0%	1. VERY INCOMPLETE	3 3.1%
10	10.4%	8. DID NOT SEARCH FOR EVIDENCE	8 8.3%
12	12.5%	9. NO RESPONSE	13 13.5%

QUESTION # 17: DID THE PATROL OFFICER ASK YOU IF YOU ARE AWARE OF ANY SIMILAR CRIMES OCCURRING IN YOUR NEIGHBORHOOD?

<u>PRE YEAR</u>			<u>DURING YEAR</u>
43	44.8%	2. YES	43 48.8%
34	35.4%	1. NO	25 26.0%
19	19.8%	9. NO RESPONSE	28 29.2%

QUESTION # 18: DID THE PATROL OFFICER DISCUSS THE POSSIBILITY OF RECOVERING YOUR STOLEN PROPERTY?

<u>PRE YEAR</u>			<u>DURING YEAR</u>
32	33.3%	2. YES	49 51.0%
35	36.5%	1. NO	22 22.9%
29	30.2%	9. NO RESPONSE	25 26.0%

IF YES, COMPLETE # 19. IF NO OR NO RESPONSE  
PLACE A (0) IN THE CODING SPACE FOR # 19 AND  
GO ON TO # 20.

CALLER:

QUESTION # 19: HOW SATISFIED WERE YOU WITH  
THE PATROL OFFICER'S RESPONSE?

PRE YEAR

9 9.9%  
25 26.0%  
0 0.0%  
0 0.0%  
62 64.6%

4. VERY SATISFIED  
3. SATISFIED  
2. DIS-SATISFIED  
1. VERY DIS-SATISFIED  
9. NO RESPONSE

DURING YEAR

17 17.7%  
27 28.1%  
5 5.2%  
2 2.1%  
45 46.9%

QUESTION # 20: DID THE PATROL OFFICER RECOMMEND  
ANY CRIME PREVENTION METHODS TO YOU?

PRE YEAR

56 58.3%  
29 30.2%  
11 11.4%

2. YES  
1. NO  
9. NO RESPONSE

DURING YEAR

61 63.5%  
24 25.0%  
11 11.5%

IF YES, COMPLETE # 21 AND 22. IF NO OR NO RESPONSE  
PLACE A (0) IN THE CODES FOR # 21 AND 22 AND GO ON  
TO NUMBER # 23.

CALLER:

QUESTION # 21: IN YOUR OPINION, DID THE PATROL OFFICER ADEQUATELY EXPLAIN HOW YOU COULD USE THESE METHODS?

<u>PRE YEAR</u>			<u>POST YEAR</u>	
12	12.5%	4.	YES, VERY ADEQUATELY	16 16.7%
40	41.7%	3.	YES, ADEQUATELY	41 42.7%
1	1.0%	2.	NO, NOT VERY ADEQUATELY	3 3.1%
0	0.0%	1.	NO, NOT ADEQUATELY AT ALL	1 1.0%
43	44.8%	9.	NO RESPONSE	35 36.7%

QUESTION # 22: DID YOU USE ANY OF THE RECOMMENDED METHODS?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
47	49.0%	2.	YES	44 45.8%
7	7.3%	1.	NO	17 17.7%
6	6.3%	9.	NO RESPONSE	35 36.5%

QUESTION # 23: AFTER DISCUSSING THE CRIME WITH THE PATROL OFFICER, HOW MANY TIMES DID YOU MAKE CONTACT WITH HIM (OR HER) AGAIN?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
8	8.3%	5.	MORE THAN 2 TIMES	5 5.2%
21	21.9%	4.	1 - 2 TIMES	34 35.4%
3	3.1%	3.	NEVER, DID NOT KNOW WHO TO CONTACT	4 4.2%
55	57.3%	2.	NEVER, HAD NO REASON TO	46 47.9%
2	2.1%	1.	NEVER, WAS NOT IMPORTANT ENOUGH	2 2.1%
7	7.3%	9.	NO RESPONSE	5 5.2%

CALLER:

QUESTION # 24: HOW MANY TIMES DID THE PATROL OFFICER RE-CONTACT YOU TO ASK FURTHER QUESTIONS ABOUT YOUR CASE?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
14	14.6%	3. TWO OR MORE TIMES	10	10.4%
14	14.6%	2. 1 TIME ONLY	19	19.8%
52	54.2%	1. NEVER	61	63.5%
16	16.7%	9. NO RESPONSE	6	6.3%

QUESTION # 25: TO WHAT DEGREE WERE YOU SATISFIED WITH THE WAY THE PATROL OFFICER HANDLED YOUR CASE?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
38	39.6%	4. VERY SATISFIED	45	46.9%
52	54.2%	3. SATISFIED	36	37.5%
2	2.1%	2. DIS-SATISFIED	6	6.3%
0	0.0%	1. VERY DIS-SATISFIED	6	6.3%
4	4.2%	9. NO RESPONSE	3	3.1%

QUESTION # 26: DID THE PATROL OFFICER STATE THAT DUE TO A LACK OF INVESTIGATIVE LEADS, YOUR CASE WOULD MOST LIKELY NOT BE FOLLOWED UP BY A DETECTIVE?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
17	17.7%	2. YES	16	16.7%
58	60.4%	1. NO	55	57.3%
21	21.9%	9. NO RESPONSE	25	26.0%

CALLER:

QUESTION # 27: DID THE PATROL OFFICER STATE THAT  
A DETECTIVE WOULD CONTACT YOU TO ASK FURTHER QUESTIONS  
ABOUT YOUR CASE?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
26	27.1%	2.	15	15.6%
47	49.0%	1.	66	68.8%
23	23.9%	9.	15	15.6%

QUESTION # 28: WERE YOU SATISFIED WITH THE PATROL  
OFFICER'S EXPLANATION OF WHAT WOULD BE DONE WITH  
YOUR CASE?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
10	10.4%	4.	20	20.8%
62	64.6%	3.	49	51.0%
1	1.0%	2.	5	5.2%
4	4.2%	1.	6	6.3%
19	19.8%	9.	16	16.7%

QUESTION # 29: DID A DETECTIVE ACTUALLY CONTACT  
YOU TO FURTHER DISCUSS YOUR CASE?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
26	27.1%	2.	14	14.6%
59	61.5%	1.	71	74.0%
11	11.0%	9.	11	11.4%

IF YES, COMPLETE # 30. IF NO OR NO RESPONSE  
PLACE A (0) IN THE CODE FOR # 30 AND GO TO # 31.

CALLER:

QUESTION # 30: HOW SATISFIED WERE YOU WITH THE  
DETECTIVE'S FOLLOW-UP INVESTIGATIVE EFFORTS?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
8	8.3%	4. VERY SATISFIED	6	6.3%
13	13.5%	3. SATISFIED	5	5.2%
2	2.1%	2. DIS-SATISFIED	0	0.0%
0	0.0%	1. VERY DIS-SATISFIED	2	2.1%
4	4.2%	9. NO RESPONSE	9	9.4%

QUESTION # 31: HOW SATISFIED ARE YOU WITH THE  
DEPARTMENT'S OVERALL RESPONSE TO YOUR CASE?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
35	36.5%	4. VERY SATISFIED	31	32.3%
49	51.0%	3. SATISFIED	44	45.8%
5	5.2%	2. DIS-SATISFIED	13	13.5%
1	1.0%	1. VERY DIS-SATISFIED	2	2.1%
6	6.3%	9. NO RESPONSE	6	6.3%

QUESTION # 32: ON HOW MANY PRIOR OCCASIONS  
HAVE YOU BEEN A VICTIM OF A CRIME?

<u>PRE YEAR</u>			<u>DURING YEAR</u>	
3	3.1%	4. MORE THAN 5 TIMES	5	5.2%
15	15.6%	3. 3 - 4 TIMES	9	9.4%
29	30.2%	2. 1 - 2 TIMES	30	31.3%
45	46.9%	1. NEVER	57	53.1%
4	4.2%	9. NO RESPONSE	1	1.0%

**END**