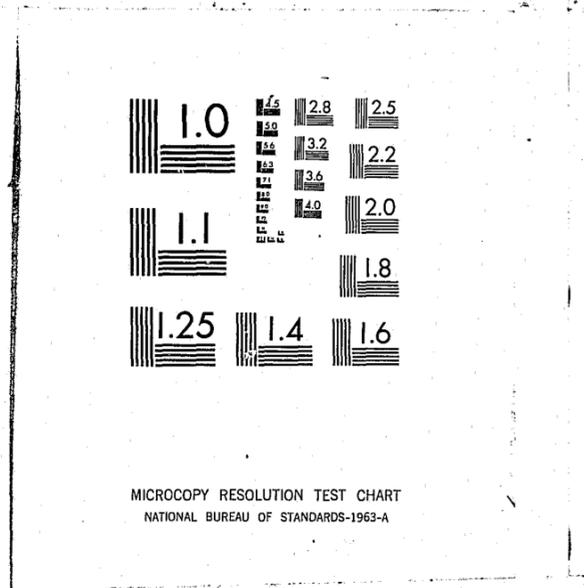


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✓ Evaluation of the Third Year ICAP:
Implementation of the Operations
Support Unit

✗ SAN JOSE POLICE DEPARTMENT

San Jose, California

U.S. Department of Justice
National Institute of Justice

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✓ Evaluation of the Third Year ICAP:
Implementation of the Operations
Support Unit

✗ SAN JOSE POLICE DEPARTMENT

San Jose, California

February 25, 1981

Prepared By:

NCJRS

Hughes, Heiss & Associates
San Mateo, California

APR 13 1981

ACQUISITIONS

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February 25, 1981

Chief Joseph McNamara
San Jose Police Department
201 Mission Street
San Jose, California

Dear Chief McNamara:

We have completed our evaluation of the Operations Support Unit and the report which follows describes our findings, conclusions, and recommendations. This letter summarizes the essential evaluation findings.

EVALUATION APPROACH

Given the fact that the OSU began operations only two months before this evaluation was completed, it is virtually impossible to draw definitive conclusions about impact and effectiveness. It is possible, however, to establish baseline data against which future performance can be assessed by updating the contents of this evaluation; and to draw some preliminary conclusions about OSU impact after two months of operation.

To conduct the evaluation, the following approaches were employed:

- . A "tag along" program was used to document how Burglary Unit investigators used their time with two week observations conducted before and after implementation of the OSU. The goal of the "tag-along" exercise was to determine if shifts in investigator time utilization could be observed after implementation of the OSU - - shifts resulting in investigators spending more time on high priority work tasks.
- . A questionnaire was distributed to burglary unit investigators before and after implementation of OSU to determine if attitudes toward various components of the investigative job and its problems since implementation of the OSU.
- . RIS reports were analyzed to identify shifts in Burglary Unit assignment practices and results - - shifts which could be linked to OSU services and activities.

- . Cases processed by the OSU were sampled to analyze the specific content and results of OSU services.

In addition, staff members of the OSU and the Burglary Unit were interviewed before and after implementation.

EVALUATION FINDINGS

All evaluation results point to a positive finding regarding the design, implementation, and current operation of the OSU. While development of definitive findings regarding OSU impact and effectiveness will need to await 6 to 9 months of experience with unit operations, preliminary findings suggest the OSU concept is successful.

- . Pre- and post- measurements indicate positive changes in Burglary Unit operating patterns.
 - Patterns of time wage investigators showed positive changes in three of the five areas OSU was designed to impact. In total, time usage shifts represent about .6 person years of investigator time made available for shift to higher priority investigative work tasks. The potential impact of OSU on investigation time utilization will be more significant when the OSU becomes involved in property handling and victim/witness contact services as currently intended.
 - Investigator responses to questionnaires showed modest positive shifts when pre- and post- survey results were compared. Most significant survey attitude shifts related to the perceived impact on investigators of OSU case enrichment and enhancement activities.
 - Since OSU's implementation, some significant shifts in Burglary Unit operations were documents.
 - .. A higher proportion of cases classified as assignable are being assigned and receiving some follow-up investigation.
 - .. Burglary complaints filed have increased in both numbers and as a proportion of assigned cases.
- . Analysis of OSU case processing, enrichment, and enhancement activities indicates that:
 - Most low probability cases are being screened out by the OSU.
 - The great majority of cases forwarded to burglary are subjected to enrichment and enhancement.

- A high proportion of enrichment and enhancement activities are successful - - of those cases forwarded to burglary and subjected to enrichment and enhancement, more than 58% involved the addition of some incremental information beyond data contained in the basic crime report.
- About 11% of those cases forwarded to burglary by OSU had new solvability elements (new suspect; auto I.D.; etc.) added through enrichment and enhancement activities.
- Most importantly, there appears to be a direct link between OSU enrichment activities and ultimate disposition of those cases by Burglary. For non-in custody cases (suspect not in custody at time case dealt with by OSU), the rate at which complaints are ultimately filed is three times as high for those for which successful enrichment is accomplished by OSU.

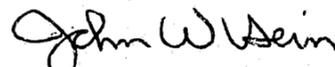
OTHER CONSIDERATIONS

Much of our evaluation has focused on trying to measure OSU's impact based on the approaches noted in the preceding paragraphs. However, the OSU process is only part of the equation. Perhaps as importantly, the establishment of the OSU process has set the stage for improved and viable management in regard to the entire process for dealing with burglary cases within the San Jose P.D. Response in the area of management has been a major contributor to successes achieved to date to include managers at both the Burglary and OSU levels. Experiment with the concept has provided the opportunity for these managers to employ their skills and enthusiasm to address efficiency and effectiveness issues. The importance of the OSU process in providing this environment for improved management cannot be overstated.

* * * * *

In summary, the OSU experience to date appears to be a positive one. Management and staff commitment, the relatively minimal investment in the OSU concept considered in light of the potential impact which could be achieved, and the preliminary indications of success achieved to date all indicate that the experiment shall be continued and assessed by expansion potential once operations related to burglary cases are firmly in place.

Sincerely yours,



HUGHES, HEISS & ASSOCIATES

John W. Heiss
Principal

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I. EVALUATION FINDINGS

I. EVALUATION FINDINGS

The November 23, 1980 start-up of the case control component of the operations support unit of the San Jose Police Department represents the culmination of many months of planning and implementation. Funds made available through the integrated criminal apprehension program of LEAA supported the conceptualization and implementation planning related to the development of the operations support unit - - a model for integrating decision making and information collection/analysis/dissemination involving investigative assignments in particular and the processing of crime incident related information, in general. ICAP funds were supplemented with an LEAA block grant which provided partial support for staffing the OSU once implemented.

The OSU began operations, from the perspective of screening and enhancing cases prior to assignment to departmental investigators, on November 23, 1980 - - approximately two and one-half months ago. While the planning process has been lengthy, OSU, in terms of actual day-to-day operation, is basically a fledgling operation. As a result, it is really too early to definitively assess impact of case control, enhancement, screening and assignment activities related to the OSU operation. However, by drawing on the attitudes of involved personnel, analyzing the characteristics of OSU screening and enhancement activities, and reviewing assignment and investigative practices in the burglary detail, it is possible to draw a number of preliminary conclusions about the success of the OSU effort to date. The report which follows contains the following:

- . A summary of investigator attitudes, measured on a pre- and post- basis, toward characteristics of their work which might be expected to be impacted by the OSU.

- . Data outlining the nature and scope of screening and case enhancement activities accomplished by the OSU.
- . Data indicating the outcome of cases screened and enhanced by the OSU and ultimately assigned to the burglary unit of the San Jose Police Department.
- . Selected base line data which can be used in subsequent years to assess the impact of OSU on overall investigative efficiency and effectiveness.
- . Some general conclusions about factors contributing to OSU successes achieved to date.

1. THE OPERATIONS SUPPORT UNIT WAS ESTABLISHED TO ENHANCE THE EFFICIENCY AND EFFECTIVENESS OF INVESTIGATIVE SERVICES IN THE SAN JOSE POLICE DEPARTMENT.

As noted above, the ultimate development of the OSU was the result of a lengthy analytical and conceptualization process. For approximately twenty-four months prior to the unit's actual start-up on November 23, 1980, departmental staff had been involved in a variety of analytical activities related to the development of the OSU. They included the following:

- . A series of conceptualization exercises designed to develop a basic framework within which the department could increase investigative efficiency and effectiveness.
- . Detailed data collection activities directed at determining strength and weaknesses of the department's process for dealing with and assigning crime reports for followup investigation. This portion of the project involved extensive flow charting of both records processing activities and the overall flow of crime reports and subsequent, followup investigative activities within the San Jose Police Department.
- . In-depth workload measurement activities directed at determining staffing requirements once a centralized, case control unit was established and in operation.
- . Concurrent with the ICAP activities outlined above, the department was in the process of implementing an automated field interrogation information system termed ACES. Automation of the FI system was viewed by the department as an important aspect of the overall approach to increasing investigative efficiency and effectiveness.

- Defining organizational frameworks and responsibilities necessary for OSU implementation. This included determining unit staffing requirements; placement of the unit within the overall framework of the San Jose Police Department; and resolving issues related to assigning staff to the unit once operations began.

- During the fall of 1980, conducting extensive training and orientation activities to facilitate start-up of OSU case control operations. This included a variety of training activities:

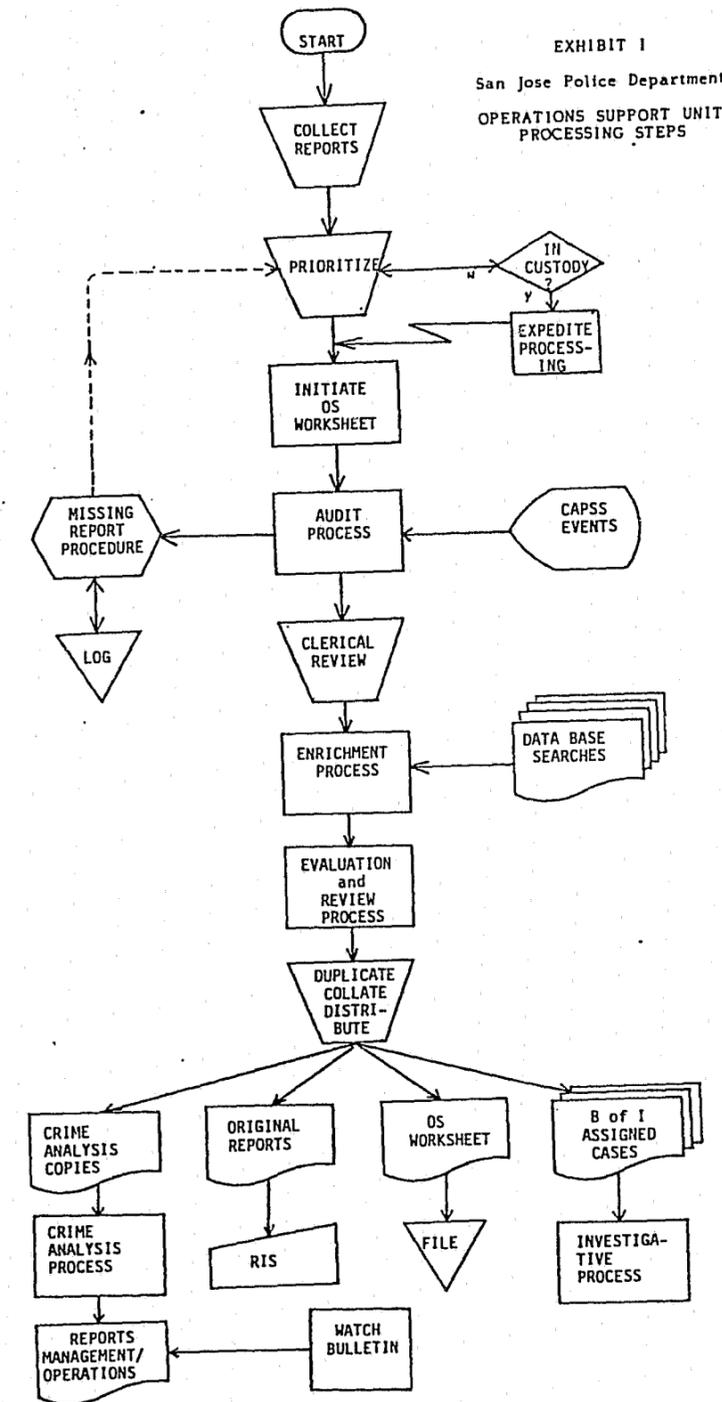
- Training and orienting investigative staff on what OSU would be expected to accomplish and how implementation of the OSU would impact day-to-day investigative activities.
- Conducting extensive training for clerical and sworn staff who were to be assigned to the OSU unit.

- As noted above, these planning, implementation, and training activities culminated in the start-up of OSU operations on November 23, 1980.

The paragraphs which follow focus on the case control component of the OSU.

(1) The OSU Has Been Established To Enhance Investigative Effectiveness By Screening Out Low Probability Cases And Focusing Departmental Informational Resources To Upgrade Investigative Results.

Exhibit I, which follows this page, shows the planned, overall sequence of OSU processing steps related to dealing with crime reports received by the San Jose Police Department. Initially, planning called for the establishment of the OSU to handle all crime reports initiated by field officers, screen them prior to assignment to an investigative unit, enhance them from available information sources to the extent enhancement was possible, and screen out low probability cases with little likelihood of investigative success. As the OSU concept passed through the various planning phases, this initial plan was modified to focus screening and enhancement activities on cases handled by the burglary unit of the San Jose Police Department. It



was felt by departmental management that focusing on burglary would provide an ideal test of the OSU concept -- a test whose results would determine whether or not the concept was expanded to all cases and all investigative units within the Police Department.

Implementation and actual operating procedures closely follow the steps outlined in Exhibit I. Only major modification to the process, in addition to the focus on burglary cases noted above, has been the move of the evaluation and review process to a point immediately after a crime report is received by the OSU. Under current operations, sworn officers assigned to the unit review cases immediately upon their receipt by the unit, determine the solvability elements present in the crime report prepared by the field officer, and prepare enhancement instructions for clerical staff assigned to the OSU. This process adjustment was implemented to increase the efficiency and effectiveness of both investigative screening and case enhancement activities.

The process displayed in Exhibit I was expected to have the following impacts on the overall sequence of processing and investigating burglary cases:

- . Through the enhancement process, it was expected that cases forwarded to the burglary unit for assignment to investigators would be "better" cases with a higher probability of either solution or for filing a complaint on in-custody defendants. Through this process, it was anticipated that a higher proportion of the burglary cases received by the San Jose Police Department would be assigned to an investigator for some follow-up activities.
- . Through centralizing responsibility for case processing, quality control and provision of enhancement information, it was anticipated that establishment of the OSU would enhance the time utilization of investigative personnel in the burglary unit.

As a result of upgraded services accomplished by the OSU, it was expected that burglary investigators could reduce personnel time devoted to selected low-priority working tasks. This involves such elements as:

- Searching and accessing information systems to attempt to complement data provided in the basic crime report.
- Reduce the amount of time individual investigators had to spend responding to public inquiries.
- . Through improved screening and case enhancement activities, it was hoped that OSU operations would increase the probability of apprehending offenders in cases where potential suspects were either named or described, or other information was available which had the potential of linking a suspect to a burglary case.
- . Through accelerated case handling practices available through the OSU, it was hoped that the department's handling of in-custody burglary defendants would be upgraded. This included ensuring that complaints for in-custody defendants were filed within the time limit maximum so that the proportion of burglary arrests which ultimately culminated in 849 releases was reduced.
- . It was also anticipated that OSU services and activities would enhance and increase the effectiveness of on-site investigations conducted by field patrol officers.
 - Review of crime reports prepared by field officers by OSU sworn staff was expected to identify weaknesses in report preparation and evidence collection and processing. Findings resulting from these reviews were to be fed back to field patrol units for input into report writing and evidence collection training for field officers.
 - OSU activities were to include audit of all case numbers assigned by communications personnel for incidents involving burglary or burglary related offenses. This audit was designed to ensure that field officers submitted crime reports on a timely basis for all field incidents which they investigated and dealt with.

(2) Implementation Development And Planning Culminated In Full Start-Up Of The OSU Operation In November 1980.

As noted earlier in this section, the OSU began operations on November 23, 1980 following selected training and orientation activities for OSU staff. Exhibit II, which follows this page, shows the current organization, staffing, and funding plan for the

POSITIONS BY FUNDING SOURCES

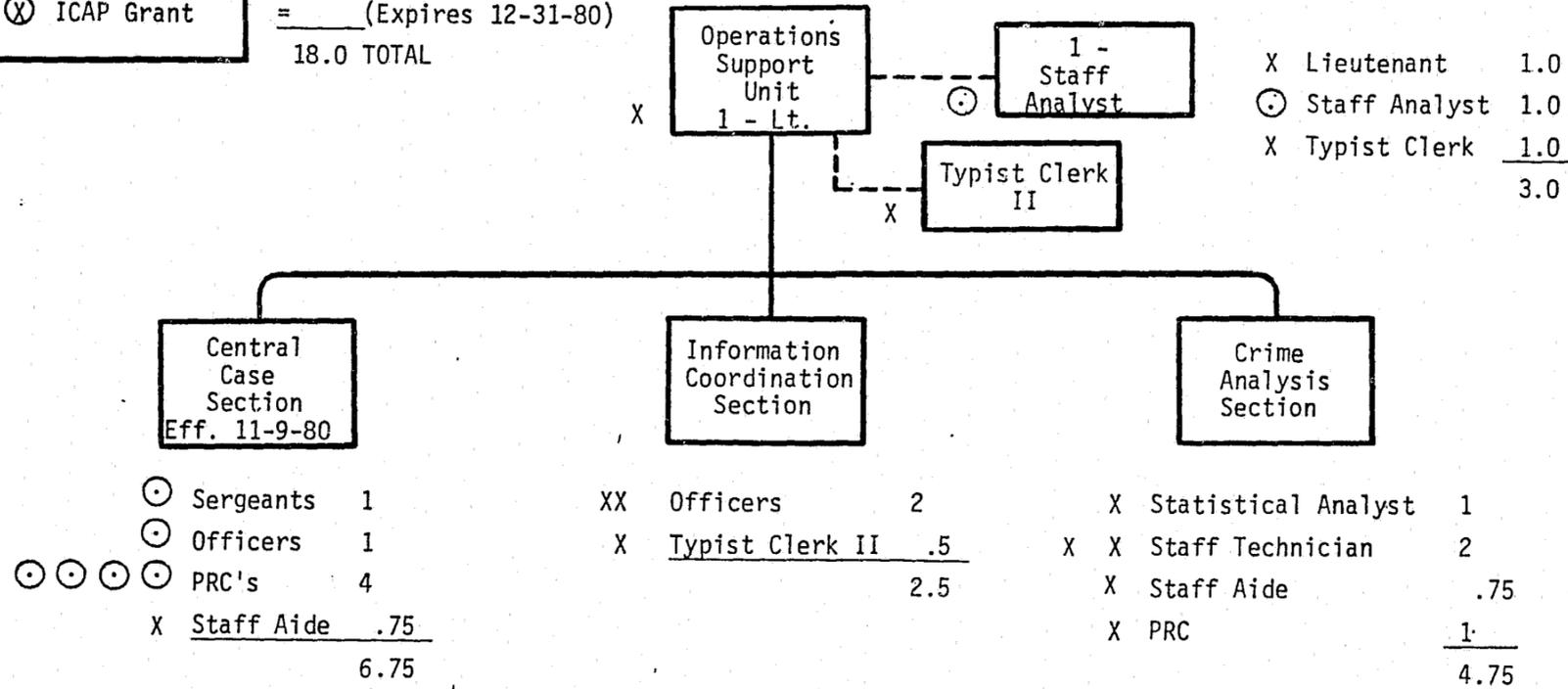
EXHIBIT II

San Jose Police Department

ORGANIZATION AND STAFFING*

X	General Funds	= 11.0
⊙	CCCP Grant	= 7.0
⊗	ICAP Grant	= _____ (Expires 12-31-80)
		18.0 TOTAL

POSITIONS
 = 11.0
 = 7.0
 = _____ (Expires 12-31-80)
 18.0 TOTAL



TOTAL = 10.0

* As of January 31, 1981

OSU unit. In reviewing the data displayed in Exhibit II, the following factors should be noted:

- . A number of the ICAP funded positions have been absorbed by the department on general funding. In total, one staff technician and two staff aide positions were moved to general funding once ICAP funding expired.
- . Basic incremental staffing required for unit start-up have actually been quite limited due to staffing shortages and position underfillings throughout the department, the real, incremental positions required to establish the OSU have been:
 - The Sergeant who acts as case control unit supervisor is essentially a position which was transferred from the burglary unit and accomplished case screening and assignment activities at the burglary unit prior to his assignment to OSU.
 - The police record clerks assigned to the case control section were essentially individuals who were transferred from case processing in the records unit of the San Jose Police Department. As such, they represent a transfer of function rather than incremental personnel.
- . Initial plans called for the department to replace grant funded personnel transferred to the OSU. However, initial operating experience has indicated that establishment of the OSU has resulted in workload shifts (e.g. from records processing to the Police Records Clerks assigned to the OSU). If these workload shifts are maintained as experience is gained with OSU operations, the requirement to "backfill" all of these positions may be eliminated.

As a result, given the above, the real incremental impact from the long-term financial perspective of establishing the case screening and enhancement capability involves one sworn officer assigned to the case control unit, the unit manager, and the staff analyst who devotes a substantial proportion of day-to-day working activities to case control unit operations. In total, this represents an annual investment of approximately \$100,000 in incremental expenditure for the San Jose Police Department.

The paragraphs which follow discuss the impact of OSU implementation.

2. ESTABLISHMENT OF THE OSU HAS SIGNIFICANTLY SHIFTED WORKLOAD RELATED TO THE PROCESSING AND SCREENING OF BURGLARY CASES.

A major impact of the new OSU has involved change in the way individual burglary cases are reviewed and processed before they are assigned to an individual investigator for follow-up investigation or processing prior to filing of a complaint. Previously, all burglary cases, once they had been handled by the records unit, were forwarded to the burglary unit for screening and enhancement. This involved:

- . Having an assigned investigator in the burglary unit review incoming cases and sort out those which appeared to be assignable and those which lacked sufficient data or evidence to warrant further expenditure of investigative time.
- . Use of clerical staff or investigator personnel assigned to the unit to search available information systems in an attempt to complement data contained in the initial crime report prepared by the field patrol officer who responded to the incident.
- . Given the organizational division between records personnel who handle the initial processing of burglary cases forwarded by field patrol units and the burglary unit which screened those cases and determined which were assignable and which were not, there was some fragmentation in the overall comprehensive processing of burglary cases handled by the department. A major impact of this fragmentation was the timeliness with which cases were forwarded and ultimately assigned to an investigator for follow-up.

Exhibit III, which follows this page, provides some selected indicators of the impact of the existence of the OSU on cases received by and assigned to the burglary unit of the San Jose Police Department. As the data displayed in Exhibit III indicate, establishment of the OSU has sharply reduced the number of cases received by the burglary detail and reviewed for assignment to investigative personnel. The pre- and post-receipt and assignment data displayed in Exhibit III vividly illustrate the impact of the OSU on screening out low probability cases before they

EXHIBIT III

San Jose P.D.

SELECTED BASELINE
DATA RELATED TO
ASSESSING OPERATIONS
SUPPORT UNIT
EFFECTIVENESS

CASE ASSIGNMENT PERFORMANCE: BURGLARY UNIT

MONTH		RESIDENTIAL BURGLARIES				COMMERCIAL BURGLARIES			
		NUMBER RECEIVED FOR REVIEW	PROPORTION ASSIGNABLE AS A PERCENT OF RECEIVED	PROPORTION ASSIGNED AS A PERCENT OF RECEIVED	COMPLAINTS FILED AS A PERCENT OF THOSE RECEIVED	NUMBER RECEIVED FOR REVIEW	PROPORTION ASSIGNABLE AS A PERCENT OF RECEIVED	PROPORTION ASSIGNED AS A PERCENT OF RECEIVED	COMPLAINTS FILED AS A PERCENT OF THOSE RECEIVED
January	1981	205	97.6%	69.3%	10.7%	68	100.0%	75.0%	23.5%
December	1980	190	99.5	60.5	6.3	57	98.2	75.4	22.8
OSU Start-up									
September	1980	871	23.1%	11.4%	1.7%	258	24.0%	18.2%	7.0%
August	1980	893	26.2	11.6	1.1	237	21.1	13.1	5.5
July	1980	762	25.2	9.7	1.4	243	22.6	11.9	3.7
June	1980	767	21.1	10.6	.8	244	22.1	13.5	4.1
May	1980	678	22.9	12.4	1.0	224	18.8	10.3	3.1
April	1980	728	15.7	9.9	.5	254	20.1	13.4	4.3
March	1980	912	12.8	11.3	1.6	226	20.3	15.9	6.6
February	1980	720	9.4	7.8	1.4	211	13.7	12.3	2.4
January	1980	901	12.6	10.4	2.7	256	16.8	12.1	1.9
December	1979	849	9.8	8.8	1.5	247	15.8	14.6	5.3
November	1979	869	12.9	11.4	1.4	262	11.4	9.9	5.0
11 Month Total/Average		8,950	18.8	10.5	1.4	2,662	18.8	13.2	4.5

MONTH		RESIDENTIAL BURGLARIES		COMMERCIAL BURGLARIES	
		PERCENT ASSIGNED OF THOSE CLASSIFIED ASSIGNABLE --(PERCENT)--	COMPLAINTS FILED AS A PERCENT OF ASSIGNED CASES --(PERCENT)--	PERCENT ASSIGNED OF THOSE CLASSIFIED ASSIGNABLE --(PERCENT)--	COMPLAINTS FILED AS A PERCENT OF ASSIGNED CASES --(PERCENT)--
January	1981	71.0%	15.5%	75.0%	31.4%
December	1980	60.8	11.3	76.8	30.2
OSU Start-up					
September	1980	49.3%	14.9%	75.8%	38.5%
August	1980	44.3	9.5	62.1	62.1
July	1980	38.5	14.4	52.7	31.1
June	1980	50.2	7.5	61.1	30.4
May	1980	54.1	8.1	54.8	30.1
April	1980	63.1	5.1	66.7	32.1
March	1980	88.3	14.2	78.3	41.5
February	1980	82.5	17.9	89.8	19.5
January	1980	82.5	21.4	72.0	15.7
December	1980	89.8	15.3	92.4	36.3
November	1980	88.4	12.3	86.8	43.9
11 Month Average		55.8	13.3	70.2	34.1

* Includes cases received by and screened out by the OSU.

are received by the burglary detail. Principal conclusions which can be drawn from the data displayed in Exhibit III include the following:

- Cases previously screened out after initial review within the burglary unit are now generally screened out at the OSU level. For example, prior to the establishment of OSU, approximately 20% of residential burglary cases contained sufficient information to qualify as an assignable case - - a case which would warrant further investigative effort. Since the establishment of the OSU, cases received by the burglary unit average from 97% to 99% assignable. As a result, an extremely high proportion of those cases forwarded to burglary by the OSU are now assigned and receive follow-up investigative attention.

- When the initial months of OSU operations (December 1980 and January 1981) are compared with the months preceding the OSU, some interesting assignment patterns can be noted. For example, in January 1981 and December 1980, from 60 to 70% of cases classified as assignable were in fact assigned to investigators for follow-up activities within the burglary unit. This represents a dramatic departure from assignment patterns registered over the previous five to six months. During the period from May, 1980 through September, 1980, from 50 to 54% of cases received by burglary and classified as assignable were actually assigned for follow-up investigation. This contrasts sharply with the 60% to 70% performance registered during the first two full months after the OSU began operation.

- While some significant changes in assignment practices appear to be evident in these first two months following OSU start-up, it is probably too early to determine if:

- A real trend in changes in assignment practices appear to
- Whether this trend, if it exists, can be attributed solely to the start-up of OSU. During the same period, several management changes were instituted in the burglary unit, changes which could also expect to have influenced assignment proportions displayed in Exhibit III.

Nevertheless, the OSU concept has had major impact on how cases are screened prior to assignment to investigative personnel. In addition to the data displayed in Exhibit III, this impact is vividly illustrated by the material contained in Table 1 which follows.

Table 1
OSU Screening Impact
Nov. 23, 1980 Through
Jan. 31, 1981

	No.	%
Total Cases Received By OSU	3,266	100.0
Cases Screened Out And Held By OSU	2,594	79.4
Cases Forwarded By OSU To Burglary Investigation Unit	672	20.6

As can be seen from the data displayed in Table 1 approximately one out of five burglary cases reported to the San Jose Police Department actually are ultimately assigned to the burglary unit for follow-up investigation. Establishment of the OSU has facilitated screening out four out of the five cases received which lack practical solvability elements and do not justify the expenditure of time related to follow-up investigation. In addition, it should be noted that the total cases handled by the OSU represent 40% of the felony cases reported to the San Jose P.D.

These preliminary indications of OSU impact have been achieved through the expenditure of assigned staff time as shown in Exhibit IV, which follows this page. The data displayed in the Exhibit reflect staff hours allocated to the various case screening, records processing, and enrichment functions accomplished by the case control unit from the start-up date of November 23, 1980 through the end of December, 1980. As the data displayed in the Exhibit indicate, approximately 59% of the staff hours expended by the unit involve activities which can have direct impact on investigative operations. These include staff hours devoted to:

- Case evaluation and review.
- Case enrichment.
- Victim-witness contacts.

EXHIBIT IV

San Jose Police Department

TIME UTILIZATION BY
OPERATIONS SUPPORT UNIT
STAFF

<u>WORK ACTIVITY -- SERVICE FUNCTION</u>	<u>PROPORTION OF OSU STAFF TIME DEVOTED TO BASIC SERVICE ACTIVITIES</u>
Audit	9.1%
Case evaluation and review	27.6
Case enrichment	29.4
Indexing -- Case Status Update	12.9
Filing	1.2
Duplication and distribution	11.1
Victim -- witness contacts	1.0
Inter-Department/Inter-agency Contacts	1.2
Training	.7
Miscellaneous activities	3.6
Administration	2.2
TOTAL	100.0%

- . Inter-department/inter-agency contacts and coordination.

The remaining staff hours contributed by the unit involve accomplishing activities and functions previously accomplished by the case processing component of the department's overall records unit.

In reviewing the time utilization data displayed in Exhibit IV, it should be noted that the current state of OSU implementation has yet to include several services which will be established and were included in the initial unit design. These include:

- . Handling property releases for all cases "owned by" the OSU.
- . Handling victim/witness inquiries for cases. As of the time of the evaluation, brochures designed to notify the public to contact the OSU with case related questions was not yet being handed out by field offices.

Once these services are in place, staff time utilization data can be expected to shift.

3. ANALYSIS OF AVAILABLE DATA, WHILE NOT CONCLUSIVE, SUGGESTS THAT THE OSU IS HAVING A POSITIVE IMPACT.

To accomplish this evaluation of OSU impact and operations, a variety of approaches were taken to include the following:

- . The utilization of available work time by investigators in the burglary unit was measured on a pre- and post- basis. The purpose of this time measurement activity was an attempt to determine the extent to which shifts in investigator time utilization could be observed and linked to OSU service activities and operation.
- . Burglary unit investigators were requested to complete attitude questionnaires prior to the start-up of OSU and following approximately two months' experience with OSU operations. The purpose of the investigator attitude questionnaire was to attempt to assess shifts in investigator attitudes regarding various areas of their day-to-day work activities.
- . The project team selected and analyzed a random sample of cases processed by the OSU since the unit's start-up. The purpose of this random sampling was to document OSU disposition of cases; to analyze case enhancement activities accomplished by the unit; and to "track" case disposition for those cases forwarded to the

burglary unit for assignment and action.

The paragraphs which follow assess OSU impact as a result of these evaluation activities.

(1) Modest Shifts In Investigator Time Utilization Have Been Observed Since Implementation Of The OSU.

This section of the evaluation presents data and conclusion on the time usages of investigators in the burglary unit both before and after the OSU became fully operational.

(1.1) A "Tag Along" Program Was Initiated To Record Investigator Time Utilization.

To determine how investigators in the burglary unit were utilizing their time, a number of steps were taken.

- . Major work activities (and other time usage areas) were defined and finalized in a group meeting with San Jose Police Department staff. Initially, 27 time usage areas were identified and these were subsequently expanded to 29 categories to be monitored during "tag along" programs.
- . A research assistant was trained in work sampling and time recording and oriented to the investigative process.
- . The research assistant "tagged along" with 10 different investigators (five Sergeants and 5 Officers) to record time utilization on 10 separate work days. Two days of each work day in the week (Monday through Friday) were monitored.
- . "Tag alongs" were conducted for 10 days in October 1980 before the OSU became fully operational, and 10 days in January, 1981, after the OSU was established and in full operation.
- . The same 10 investigators were involved in the "tag alongs" conducted in both October and in January. This ensured that comparable work habits and work approaches were dealt with in both sample "tag alongs".

During the "tag alongs", the time utilization of each investigator was recorded against the 29 time usage areas (codes) which had been established. Of specific interest was whether time utilization would change in 5 key work activity areas which were expected to be impacted by OSU services; (1) Case status inquiry handling (i.e. reacting to inquiries from victims and witnesses on the status of the cases they are involved in); (2) Crime trend analysis (i.e. linking suspects to cases); (3) Crime report review; (4) Data system searches (e.g. accessing CJIC and FI files); and (5) Missing document and data searches.

(1.2) The Pattern Of Time Usages For Investigators Changed Somewhat Between The October 1980 And January 1981 Work Sampling Period In Three Of The Five Areas The OSU Was Designed To Impact.

Exhibit V, which follows this page, presents a profile of time utilization for burglary investigators in the October, 1980 and January, 1981 work sampling periods. The minutes spent in each time usage area and their percent of total minutes worked are shown. It should be noted that the total work minutes of ten investigators was less in January, 1981 than in October, 1980 since one investigator went home sick after working only part of a work day.

Based on the minutes recorded for each work usage area, it appears that the OSU may be reducing the time spent by investigators in three areas as shown in Table 2 which follows.

Table 2
Comparative Investigator
Time Utilization In Selected
Impact Areas - - Pre- and
Post- OSU Start-up

	October 1980		January 1981	
	Min.	% of Total	Min.	% of Total
Case status inquiry handling	317	6.4%	176	3.9%
Crime report review	481	9.7%	392	8.6%
Data system searches	203	4.1%	164	3.6%
Total	1,001	20.2%	732	16.1%

If these time usage reductions were to continue in the future, overall, about 4% of an investigator's time would be available for other work tasks. For fourteen investigators actually working

EXHIBIT V
 San Jose Police Department
 TIME UTILIZATION
 PROFILE OF INVESTIGATORS
 ASSIGNED TO THE
 BURGLARY UNIT

WORK ACTIVITY	CODE	10 INVESTIGATORS IN OCTOBER 1980		10 INVESTIGATORS IN JANUARY 1981		TOTAL FOR BOTH TIME PERIODS	
		MINUTES	% OF TOTAL	MINUTES	% OF TOTAL	MINUTES	% OF TOTAL
		T = 4,953 Min.		T = 4,558 Min.		T = 9,511 Min.	
Administration	ADM	155	3%	25	-	180	1.9%
Arrest/Book Suspect	ABS	43	1%	93	2%	136	1.4%
Assist Others	AO	-	-	180	4%	180	1.9%
Court Appearance	CA	105	2%	525	12%	630	6.6%
Court Case Coordination	CCC	22	-	137	3%	159	1.7%
Case Status Inquiry Handling	CSI	317	6%	176	4%	493	5.2%
Crime Trend Analysis	CTA	148	3%	27	1%	175	1.8%
Crime Report Review	CRR	481	10%	392	9%	873	9.2%
Data System Searches	DSS	203	4%	164	4%	367	3.9%
Eating/Breaks	E/B	390	8%	545	12%	935	9.8%
Filing Complaints/ Citations	FC	240	5%	432	9%	672	7.1%
Fingerprint Comparison	FPC	15	-	30	1%	45	0.5%
Proactive - Geographic work	GWP	-	-	-	-	-	-
Idle Time	IT	283	6%	50	1%	333	3.5%
Information Exchange	IE	123	2%	35	1%	158	1.7%
Interview Suspect	IS	198	4%	239	5%	437	4.6%
Interview Victim	IV	243	5%	199	4%	442	4.6%
Interview Witness	IW	97	2%	-	-	97	1.0%
Interview Others	IO	218	4%	144	3%	362	3.8%
Investigate Crime Scene	ICS	75	2%	35	1%	110	1.2%

EXHIBIT V (2)

WORK ACTIVITY	CODE	10 INVESTIGATORS IN OCTOBER 1980		10 INVESTIGATORS IN JANUARY 1981		TOTAL FOR BOTH TIME PERIODS	
		MINUTES	% OF TOTAL	MINUTES	% OF TOTAL	MINUTES	% OF TOTAL
		T = 4,953 Min.		T = 4,558 Min.		T = 9,511 Min.	
Line-Ups	LU	186	4%	65	1%	251	2.6%
Missing Document/ Data Searches	MDS	12	-	35	1%	47	0.5%
Other Tasks	OT	20	-	-	-	20	0.2%
Property Processing	PP	202	4%	59	1%	261	2.7%
Personal	P	125	3%	130	3%	255	2.7%
Report Writing	RW	158	3%	250	5%	408	4.3%
Arrest and Search Warrants	SW	55	1%	135	3%	190	2.0%
Subpoena Service	SS	40	1%	-	-	40	0.4%
Travel	T	799	16%	456	10%	1,255	13.2%
Victim		94		85			
Witness		207		-			
Suspect		255		108			
Other		243		263			

1800 hours annually, this 4% change in time utilization could generate about 1008 work hours for more productive work activities over the course of a year. This represents approximately .6 of an investigator position.

However, the two sample work periods did not produce any positive changes in two areas: (1) crime trend analysis (where the minutes decreased from 148 to 27, or from 3% to .6% of total work time, respectively); and missing document and data searches (where the minutes increased from 12 to 35 minutes, or .2% to .8% of available work time, respectively). It is possible that these two time usage changes are not necessarily representative of a typical year in the burglary detail. The same also might be true for the three time usage areas where the OSU may be making a positive impact.

Overall, the five time usage areas where the OSU is hoped to have an effect constituted 23.4% of work time in October, 1980 and 17.4% in January, 1981.

(1.3) Time Usages Of Investigators Present A Wide Range Among Possible Activities.

Time usages of investigators in the two sample time periods have been arrayed from the highest to lowest, in terms of time utilization, as shown in Exhibit VI, which follows this page. As can be seen from the itemization displayed in the Exhibit, a wide variety of activities comprise the actual work day of a burglary investigator. Analysis suggests that from 20% to 25% of the total time represented by these work activities could be impacted by the OSU.

(1.4) Several Other Factors Ought To Be Considered When The Results Of Time Utilization Data Are Considered.

Additional factors and conclusions related to the analysis of investigator time utilization include the following:

- . Time utilization impact on the burglary unit commander has not been considered. Interviews indicate that, prior to the establishment of the OSU, the unit commander spent about three hours daily reviewing cases before assignment to investigators. Since OSU's start up, this daily time commitment has been reduced to one hour.
- . Some important OSU services, which will be but have not yet been implemented, can have significant major impact on investigator time utilization. These include:
 - Centralization of response to victim/witness contacts.
 - Handling property releases for cases. Review of investigation time utilization data displayed in this section indicates that up to .4 of an investigator person year is currently devoted to property handling by investigative staff. Assumption of a portion of property handling responsibility by OSU should positively impact investigative time utilization.

EXHIBIT VI

San Jose Police Department

SUMMARY OF INVESTIGATOR
TIME UTILIZATION

<u>TIME USAGE CATEGORY</u>	<u>% OF TOTAL TIME EXPENDED</u>
Interviews	14%
Travel	13%
Eating/Breaks	10%
Crime Report Review	9%
Filing Complaints	7%
Court Appearances	7%
Case Status Inquiry Handling	5%
Report Writing	4%
Data System Searches	4%
Idle Time	4%
Personal Time	3%
Property Processing	3%
Line-Ups	3%
Arrest/Search Warrants	2%
Administration	2%
Assist Others	2%
Crime Trend Analysis	2%
Court Case Coordination	2%
Information Exchange	2%
Arrest/Book Suspects	1%
Investigate Crime Scene	1%

EXHIBIT VI (2)

TIME USAGE CATEGORY

% OF TOTAL
TIME EXPENDED

Under 1%

Fingerprint Comparisons
Missing Document/Data Searches
Other Tasks
Subpoena Service
Proactive Geographic Work

(2) Questionnaire Results Suggests A Modest Positive Shift In Investigator Attitudes.

As part of the evaluation, an attempt was made to document investigator's attitudes toward various aspects of their work and caseload on a pre- and post- OSU implementation basis. The content of the questionnaire was developed in part to answer the question regarding whether or not OSU was having a major impact on selected aspects of investigative efficiency and effectiveness. Appendix A to this report contains a sample of the questionnaire which was employed on both a pre- and post- OSU implementation basis. The questionnaire was developed based on the following:

- As noted earlier, group interviews were conducted with investigators from the burglary unit. These interviews focused documenting areas of investigator time utilization and day-to-day work activities which they felt detracted from their overall efficiency and effectiveness.
- Based on the results of this group interview and review of expected impact of the OSU as perceived by key management personnel, a set of questions were formulated to attempt to document attitudes in those areas which could reasonably be expected to have some impact as a result of implementation of the OSU.
- The questionnaire was then administered to burglary unit investigators prior to the implementation of the OSU, and then again, approximately 1 1/2 months after the OSU had gone into operation.

Exhibit VII, which follows this page, provides a summary analysis of investigator responses to questionnaires on a pre- and post- OSU implementation basis. The questions contained in the questionnaire which asked investigators for a specific response are displayed in the exhibit. The questions are reproduced exactly as they were stated on both the pre- and post- questionnaire. Responses are tallied in regard to the proportion of respondents who strongly agreed

with the statement on the questionnaire, simply agreed with the statement, had no opinion, disagreed, and strongly disagreed. In addition, to facilitate analysis, a weighted average factor was developed. To develop this weighted average factor, a value of five was accorded to all responses involving strong agreement, four to those responses involving simple agreement, three to those responses involving no opinion, two involving those responses related to disagreement with the statement on the questionnaire, and one for all strong disagreements. These factors were then multiplied by the percent of responses for each statement to develop a single numerical factor related to all responses to the statement. Comparison of weighted average factors will enable the reader to rapidly identify shifts in response patterns for the pre- and the post- questionnaires.

Analysis of questionnaire results as displayed in Exhibit VII do not provide any overwhelming trend of either positive or negative response by investigators which can be related to the implementation of the OSU. Principal conclusions which can be drawn from the questionnaire responses include the following:

- Section 1 of the questionnaire covers investigator attitudes regarding the nature and quality of cases which they are assigned. As can be seen from the Exhibit, responses are mixed:
 - There is some modest deterioration in investigator attitudes regarding the expenditure of time on cases where no real follow-up appears to be feasible.
 - Conversely, investigators appear to be more positive in terms of their ability to work cases where there is some potential to generate suspects.
 - Given these conflicting response patterns, Section 1 provides

EXHIBIT VII

San Jose Police Department

SUMMARY ANALYSIS OF
INVESTIGATOR RESPONSES TO QUESTIONNAIRE

QUESTIONS	PRE-OSU RESPONSE					WEIGHTED AVERAGE RESPONSE	POST - OSU RESPONSE					WEIGHTED AVERAGE RESPONSE	ATTITUDE SHIFT
	AGREE STRONGLY	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE		AGREE STRONGLY	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE		
1. <u>Of the cases assigned to me for follow-up investigation:</u>	----- (PERCENT RESPONDING) -----						----- PERCENT RESPONDING -----						
a. I spend only a small portion of my time reviewing crime reports where no real follow-up is feasible.	13.3	66.7	13.3	6.7	-	3.87	8.3	41.7	8.3	41.7	-	3.17	-
b. Generally, my caseload has a high proportion of cases with leads that can be followed-up.	13.3	66.7	13.3	6.7	-	3.87	8.3	75.0	-	16.7	-	3.75	-
c. "Dead end" cases significantly reduce the time I can spend on cases with a higher probability of success.	33.3	40.0	13.3	13.4	-	3.93	16.7	41.7	16.7	25.0	-	3.50	+
d. The largest % of my time is spent on in-custody cases.	6.7	20.0	13.3	60.0	-	2.73	-	8.3	8.3	75.0	8.3	2.17	+
e. I can adequately work cases with suspects (not-in-custody) or vehicle description.	13.3	40.0	13.3	26.7	6.7	3.27	-	75.0	-	8.3	16.7	3.33	+
f. I can adequately work cases where it might be possible to generate suspects.	13.3	20.0	20.0	40.0	6.7	2.93	-	83.3	8.3	-	8.3	3.67	+
2. <u>The initial crime reports assigned to me for follow-up:</u>													
a. Generally have data gaps which should have been filled by the responding patrol officers.	33.3	40.0	20.0	-	6.7	3.93	25.0	50.0	16.7	-	8.3	3.83	+
b. Generally are received by me in a timely manner.	-	26.7	20.0	40.0	13.3	2.60	-	33.3	-	33.3	33.3	2.33	-
c. Generally are accurate in the data provided.	6.7	40.0	26.7	20.0	6.7	3.20	-	41.7	-	50.0	8.3	2.25	-
d. Generally cause me no problems in responding to in-custody cases.	6.7	13.3	13.3	53.3	13.4	2.47	-	25.0	16.7	41.7	16.7	2.50	+

* + indicates positive shift in weighted average response considering OSU influence. - indicates a negative or undersirable shift since establishment of the OSU.

EXHIBIT VII (2)

QUESTIONS	PRE-OSU RESPONSE					WEIGHTED AVERAGE RESPONSE	POST-OSU RESPONSE					WEIGHTED AVERAGE RESPONSE	ATTITUDE SHIFT
	AGREE STRONGLY	AGREE (PERCENT RESPONDING)	NO OPINION	DISAGREE	STRONGLY DISAGREE		AGREE STRONGLY	AGREE (PERCENT RESPONDING)	NO OPINION	DISAGREE	STRONGLY DISAGREE		
3. <u>When I receive an assigned case:</u>													
a. I have to spend a lot of time accessing automated information systems or records to support my investigation.	6.7	66.7	6.7	13.3	6.6	3.53	-	16.7	16.7	58.3	8.3	2.42	+
b. I spend a lot of time searching manual data or record systems to enhance the case.	13.3	60.0	13.3	13.4	-	3.73	-	33.3	8.3	58.3	-	2.75	+
4. <u>In performing follow-up investigations of burglary cases:</u>													
a. I have to spend excessive time in responding to inquiries from victims/witnesses on the status of the case.	6.7	46.7	13.3	33.3	-	3.27	8.3	66.7	8.3	16.7	-	3.67	-
b. I am kept adequately informed on crime trends and MO's that can help me in my investigative work.	-	20.0	26.7	40.0	13.3	2.53	8.3	8.3	-	33.3	50.0	1.92	-
5. <u>In utilizing the time I have available for investigative work:</u>													
a. Handling/releasing recovered property requires excessive time from my work day.	33.3	33.3	13.3	20.0	-	3.80	50.0	25.0	16.7	8.3	-	4.17	-
b. Time is wasted in obtaining DA approval of a complaint.	20.0	20.0	6.7	40.0	13.3	2.93	25.0	8.3	25.0	33.3	8.3	3.08	-
c. I can devote an adequate amount of time in "pro-active" work in the geographic area I am assigned.	-	-	20.0	33.3	46.7	1.73	-	-	8.3	33.3	58.4	1.50	-
d. I have to spend excessive time in writing reports.	20.0	33.3	33.3	13.3	-	3.60	8.3	16.7	25.0	50.0	-	2.83	+
e. I have to waste much of my time in coordinating cases going to court.	26.7	46.7	13.3	13.3	-	3.87	25.0	41.7	25.0	8.3	-	3.83	No Change

no real opportunity to draw basic conclusions about the overall impact of OSU on caseload handled by investigators.

- . Section 2 involved questions related to the quality of crime reports assigned to investigators for follow-up activities. Again, investigator responses indicate no major shift in terms of the quality of crime report contents which they are assigned to work on.
- . Section 3 of the questionnaire deals with investigator activities and time utilization required upon receipt of an assigned case. Here, OSU impacts, in terms of investigator attitudes, appears to be significantly positive. When pre- and post- implementation responses are compared, investigators indicated that they spent less time in attempting to enhance cases by accessing automated information systems or accomplishing other research. This would appear to reflect the impact of OSU case enhancement and enrichment activities.
- . Section 4 of the questionnaire involved a set of questions regarding the activities which could either enhance or detract from the conduct of follow-up investigations. In neither case, were there substantial positive changes in investigator responses. This involved both the amount of time spent on dealing with victim and witness inquiries as well as investigator access to analytical information on crime trends and MO's that could help investigators with their day-to-day work.
- . Section 5 of the questionnaire dealt with some broader questions of time utilization - - largely involving areas which would not be immediately impacted by the OSU. As can be seen from the data displayed in Exhibit VII, pre- and post- implementation responses are either comparable, or reflect some deterioration over time.
- . Prior to the implementation of the OSU, investigators were asked about their attitudes regarding the potential usefulness of the OSU in assisting them in the conduct of day-to-day investigative activities. Following implementation, investigators were again asked about the helpfulness of OSU in terms of their day-to-day job. In general, the substantial majority of questionnaire respondents, about 75%, were positive about the services provided by the OSU.

In addition to those questions where "forced responses" were required, the questionnaire involved several questions where investigators were asked to enter their own unique and special comments. Exhibit VIII, which follows this page, provides a summary

EXHIBIT VIII

San Jose Police Department

COMPARATIVE COMMENTS --
PRE- AND POST- OSU IMPLEMENTATION
ATTITUDE SURVEY RESPONSES
OF BURGLARY UNIT INVESTIGATORS

1. Burglary investigators, when asked how they could increase their own effectiveness, mentioned the following activities with frequencies as noted below:

ACTIVITY	MENTIONED BY PROPORTION OF RESPONDENTS	
	PRE-OSU QUESTIONNAIRE	POST-OSU QUESTIONNAIRE
. Increase time spent on field interviews; reduce office time.	40.0%	58.3%
. Increase time spent on investigation and reduce time spent on ancillary, non-investigative tasks.	26.7%	8.3%
. More follow-up on FI activities.	13.3%	-
. More direct work and closer working relationship with Field Patrol Officers.	13.3%	8.3%
. Coordination with other agencies.	6.7%	16.7%
. More intense geographic specialization -- better information on assigned geographic areas.	6.7%	25.0%
. More analysis/research of recovered stolen property.	13.3%	-

2. When asked how the department could expand its burglary clearance rate, investigators mentioned the following steps with frequencies as noted below:

IMPROVEMENT STEP	MENTIONED BY PROPORTION OF RESPONDENTS	
	PRE-OSU QUESTIONNAIRE	POST-OSU QUESTIONNAIRE
. More investigators/more time per case.	46.7%	33.3%
. Improved crime reports by Field Patrol Officers.	40.0%	25.0%

MENTIONED BY PROPORTION OF RESPONDENTS
PRE-OSU QUESTIONNAIRE POST-OSU QUESTIONNAIRE

. Improved investigation and evidence collection techniques and performance by Field Patrol Officers.	40.0%	8.3%
. More Field Patrol Officers; more suppression.	41.7%	8.3%
. More competent clerical assistance.	26.7%	-
. Improved coordination of information available in the department.	6.7%	8.3%
. Improved print analysis capability.	-	8.3%

3. Investigators were asked about their preferences for OSU's impact and services (pre-implementation) and their attitudes toward actual impact (post-implementation) based on two months' experience with operations.

MENTIONED BY PROPORTION OF RESPONDENTS
OSU IMPACT DESIRED IMPACT ACTUAL ATTITUDE
PRE-OSU POST-OSU

. Improved coordination of FI results.	13.3%	See Below
. Improved case preparation to include providing enhancement information and tying "loose ends" together.	46.7%	See Below
. No mention.	53.3%	0.0%
. Handling telephone inquiries on inactive cases.	-	16.7%
. Provision of suspect information drawn from CJIC/ACES.	See Above	66.7%
. CJIC Rap Sheets for cases being forwarded to District Attorney.	See Above	16.7%
. Tying together reports and providing assembled cases on a timely basis.	See Above	16.7%

analysis of the most frequently mentioned comments on a pre- and post- OSU implementation basis. Responses in these open ended areas are generally comparable to the responses described and analyzed in Exhibit VII earlier in this section. In general, investigators appear to be most positive about the OSU impact in regard to case enrichment and information enhancement activities. The most frequently mentioned areas of OSU impact involve case enrichment and "tying loose ends together" - - thus providing investigators with a complete case package at the time of assignment.

Like the time utilization data discussed earlier in this chapter, no clear, overwhelming positive conclusion can be drawn as a result of investigator responses. However, it would appear that investigators recognize OSU's impact in terms of case enrichment and case enhancement. From the perspective of the evaluation, this should be viewed as a positive impact.

(3) Some Modest Shifts In Burglary Caseload Composition Have Been Observed Since Start-Up Of The Operation's Support Unit.

In an attempt to establish both baseline data and to assess preliminary impact of the OSU, Records Improvement System reports were analysed to attempt to identify shifts in burglary unit caseload composition after start-up of the OSU operation. Exhibit IX, which follows this page, provides some selected processing indicators for burglary cases forwarded to the burglary unit both before and after start-up of the OSU. Previous discussion, centering on Exhibit III, suggested that there was some indication that a higher proportion of assignable cases were in fact being

EXHIBIT IX

San Jose Police Department

SELECTED PROCESSING
INDICATORS FOR
BURGLARY CASESDISPOSITION OF
MONTHLY BURGLARY CASES

MONTH		ASSIGNED		BEING INVESTIGATED	COMPLAINT FILED	PROSECUTION COMPLETED	DETER- MINED TO		OTHER CLOSURE
		NUMBER	PERCENT				BE UNFOUNDED	INACTIVATED	
January	1981	266	100.0	59.4 %	19.9 %	-	-	7.1 %	13.6 %
December	1980	228	100.0	66.7	16.2	-	.4	5.7	11.0
O.S.U. Start-up	November	159	100.0	48.4	21.3	-	1.9	10.1	18.2
September	1980	178	100.0	51.7	15.7	-	1.1	8.4	23.0
August	1980	152	100.0	42.8	17.8	-	.7	9.2	29.6
July	1980	135	100.0	54.8	16.3	-	.7	7.4	20.7
June	1980	220	100.0	40.5	8.6	.5	3.2	12.7	34.5
. Burglary Detail		103	100.0	56.3	17.4	1.0	-	6.8	18.4
. Juvenile Burglary		117	100.0	26.5	.9	-	6.0	17.9	48.7
May	1980	196	100.0	45.4	11.2	-	2.5	13.3	27.5
. Burglary Detail		93	100.0	59.1	21.5	-	1.1	10.8	7.5
. Juvenile Burglary		103	100.0	33.0	1.9	-	3.9	15.5	45.6
April	1980	163	100.0	52.8	12.3	.6	2.4	9.3	22.7
. Burglary Detail		91	100.0	62.6	19.8	1.1	1.1	5.5	9.9
. Juvenile Burglary		72	100.0	40.3	2.8	-	4.2	13.9	38.9
March	1980	194	100.0	33.5	17.0	-	3.1	16.5	29.9
. Burglary Detail		100	100.0	48.0	32.0	-	4.0	10.0	6.0
. Juvenile Burglary		94	100.0	18.1	1.1	-	2.2	23.4	55.3

EXHIBIT IX (2)

MONTH	ASSIGNED		BEING INVESTIGATED	COMPLAINT FILED	PROSECUTION COMPLETED	DETER- MINED TO BE UNFOUNDED	INACTIVATED	OTHER CLOSURE
	NUMBER	PERCENT						
February 1980	151	100.0	32.4	11.2	-	.7	12.6	29.8
. Burglary Detail	66	100.0	54.5	24.2	-	1.5	18.2	1.6
. Juvenile Burglary	85	100.0	38.8	1.2	-	-	8.2	51.8
January 1980	202	100.0	42.1	19.3	-	.5	9.4	28.7
. Burglary Detail	105	100.0	44.8	35.2	-	.9	13.3	5.7
. Juvenile Burglary	97	100.0	39.2	2.1	-	-	5.2	53.6
December 1979	144	100.0	45.8	20.1	-	2.1	13.8	18.1
. Burglary Detail	91	100.0	45.1	29.7	-	3.2	7.7	14.3
. Juvenile Burglary	53	100.0	47.2	3.8	-	-	24.5	24.5
November 1979	174	100.0	38.5	19.5	-	1.7	10.9	29.3
. Burglary Detail	93	100.0	44.1	36.6	-	2.1	8.6	8.6
. Juvenile Burglary	81	100.0	32.1	-	-	1.2	13.6	53.1
11 MONTH TOTALS PRE-OSU	<u>1,909</u>	<u>100.0</u>	<u>44.4</u>	<u>15.2</u>	<u>.1</u>	<u>1.7</u>	<u>11.4</u>	<u>27.2</u>

assigned for follow-up investigation since the start-up of the OSU. Exhibit IX provides another perspective on assignment policies in the burglary unit both before and after implementation of the OSU process. The data displayed in the Exhibit portray the number of cases assigned to the burglary unit on a monthly basis starting in November, 1979. In addition, the data then display the monthly status of those cases at the end of a month of assignment. This includes:

- . The proportion of cases being investigated by the unit.
- . The proportion of cases on which complaints have been filed.
- . The limited number of cases received during the month for which prosecution was completed during that month.
- . The number of cases reviewed by the unit and determined to be unfounded.
- . The proportion of cases inactivated during the course of the month.
- . Other cases closed during the course of the month.

As the data in Exhibit IX indicate, there appears to be an indication that a higher proportion of cases are under active investigation at the end of the month since the implementation of the OSU than was the case in the months preceding implementation. This could reflect the impact of enrichment, enhancement, and quality screening activities being accomplished at the OSU level. Several factors need to be taken into account before conclusions can be clearly drawn about the overall impact of OSU on investigative effectiveness. These include the following:

- . Trends observed in Exhibit IX will need to be maintained for a period of 6 to 9 months before any clear shift can be identified.

The data displayed in Exhibit IX involving proportion of cases being investigated need to be considered in conjunction with data presented and discussed earlier in this report -- primarily proportions of assignable cases actually worked by investigative staff; the proportion of cases which are assignable of the total cases received -- increases in which could be expected to be a function of enrichment and enhancement activities accomplished at the OSU level; and growth in the trends of complaints filed for burglary cases received and processed by the burglary unit.

Table 3 which follows provides some rough indicators of trends and complaints filed as compared to total cases assigned by the burglary unit on a pre- and post- OSU implementation basis.

Table 3
Complaints Filed
Pre- and Post-
OSU Implementation

Monthly Average	Assigned	Complaints Filed	
		No.	As A % Of Assigned
Post - OSU	247	82	33.4%
11 Months Pre-OSU	174	50	28.6%

The data displayed in Table 3 provide a rough comparison of total cases assigned within the burglary unit to total complaints filed for the period under question. The data displayed in Table 3 have been drawn from Records Improvement System report IR41 and include: (1) cases assigned within the investigative unit during the period in question; and (2) complaints filed involving all portions of the burglary unit caseload for the period in question -- reflecting AC and NC categories on the IR41 report to include cases received during the period as well as complaints filed involving cases previously assigned. While it is too early to determine if a significant trend can be identified, the data displayed in Table 3

suggest a relatively substantial increase in the proportion and number of assigned cases upon which complaints are filed for the two month period since the OSU unit began operations compared to the eleven month period preceding start-up of the OSU.

As noted at numerous points above, these trends may be extremely preliminary and may not be associated with OSU impact. For example, during the period under analysis, management of the burglary unit was shifted in a variety of new management and case control approaches instituted. Shifts in proportions discussed above may well be a function of these management changes. As will be discussed later in the report, these trends need to be monitored on a continuing basis in an attempt to isolate a defensible OSU impact.

(4) Analysis Of Operations Support Unit Processing Activities Indicates That Useful, Incremental Information Is Added To Cases Before They Are Forwarded To The Burglary Unit For Investigation.

In conducting the evaluation, members of the project team sampled cases handled by the OSU in an attempt to document the impact and content of processing activities. The following procedures were employed to select a sample of cases for analysis:

- Cases were randomly selected from OSU files for analysis. These included cases "screened out" by OSU as well as cases forwarded to the burglary unit for additional follow-up investigation.
- Each case which was extracted from the file was analyzed in terms of the following data elements:
 - The case was classified as a residential, commercial, or other burglary.
 - The attached crime report was reviewed to determine if the case included:
 - .. An in custody suspect or suspects.

- A suspect name.
- A suspect description.
- A vehicle description or license number which could legitimately be linked to a potential suspect.
- No basic solvability information.

Both the cover sheet and attached information sheets were reviewed to document the nature, scope and results of enrichment activities undertaken by the OSU. Analysis was directed at determining:

- The number of cases on which some enrichment activity was attempted.
- The results of that enrichment activity to include differentiation between the following types of information:
 - .. Expansion of basic data contained in the offense report. For example, this would include a case which involved an in-custody suspect on which OSU staff were asked to run CJIC and ACES checks. If these checks were conducted and they provided information about the in-custody individual, this was recorded as a "hit" for the system's query.
 - .. For cases in which suspects were named, back-up documents were reviewed to determine the extent to which additional information was provided about that suspect - - for example, a CJIC rap sheet or ACES contact and description.
 - .. For cases in which a vehicle description or license number were provided, enrichment activities were analysed to determine the extent to which these data produced a vehicle identification and/or were linked to an individual.
 - .. For cases where suspect descriptions were included, enrichment activities were analysed to determine the extent to which a name or vehicle link could be provided.
- OSU disposition of the case as well as disposition of the case by the burglary unit, in terms of assignment and/or complaint filed, were also tallied as a result of the sampling exercise.

Overall, approximately 500 cases, representing about 15% of total cases processed by the OSU through the end of January, 1981, were sampled and analysed according to the criteria listed above.

Exhibit X, which follows this page, summarizes the result of the case sampling analysis. The Exhibit divides our analysis of cases

EXHIBIT X

San Jose Police Department
INDICATORS OF OPERATIONS
SUPPORT UNIT PERFORMANCE

1. OVERALL COMPOSITION OF SCREENING ACTIVITIES

• Composition of Cases Received:

- Residential Burglaries: 72.9%
- Commercial Burglaries: 23.2%
- Other Burglaries: 3.9%
- 100.0%

• Characteristics of Cases Received, Including Solvability Elements:

- In-custody suspects: 7.2%
- Named Suspects: 6.7%
- Person or vehicle description: 7.9%
- No Leads: 78.2%
- 100.0%

• Disposition of Cases by the OSU:

- Held by the OSU: 79.9%
- Forwarded to Burglary Detail for Investigation: 20.1%
- 100.0%

• Characteristics of Cases Forwarded to the Burglary Detail by OSU:

- In-Custody Suspects: 33.4%
- Named Suspect: 32.2%
- Person or vehicle description: 30.1%
- No Firm Leads: 4.3%
- 100.0%

2. SERVICE RESULTS OF OSU SCREENING AND CASE ENRICHMENT ACTIVITIES

• Enrichment Activities For All Cases Forwarded to Burglary:

- Cases where some enrichment was attempted: 87.9%
- Cases where enrichment was attempted and some incremental information added as a result of those enrichment activities: 58.2%

• Enhancement of Reports As a Result of OSU Result of OSU Screening and Case Enrichment Activities

- Cases where solvability elements included in report prepared by Field Officer: 83.1%
- Cases where solvability elements added as a result of enhancement by OSU staff: 60.6%

• Enrichment Activities For All Non-In Custody Cases Screened by the OSU and Forwarded To The Burglary Detail

- Cases where some enrichment was attempted: 85.2%
- Cases where enrichment was attempted and some incremental information added as a result of those enrichment activities: 52.5%

• Source of Enrichment Data Provided By OSU Activities

- No additional data provided beyond information contained in the report. Enrichment activities not attempted or no "hits" made as a result of information system queries: 41.8%
- Enrichment data provided as a result of querying/searching information systems available to the SJPD: 54.9%

EXHIBIT X (2)

- Cases forwarded to Burglary by the OSU where no firm solvability elements included: 6.3%

- Enrichment data provided as a result of comments by investigators assigned to the OSU (linking cases, etc.) 3.3%

3. RESULTS OF CASES FORWARDED TO BURGLARY AFTER OSU SCREENING

• Disposition of Cases Forwarded to the Burglary Unit After OSU Screening and Enrichment.

- Complaint Filed: 24.6%
- Assigned and investigated and either inactivated, transferred to other jurisdiction, or closed without prosecution: 22.2%
- Not worked because manpower unavailable: 24.6%
- Not worked because insufficient leads in case to justify assignment to an investigator: 28.6%
- 100.0%

• Characteristics of Cases For Which Complaints Filed By Burglary Detail After Processing By OSU.

- Suspect in custody when case received by Burglary: 69.0%
- Name provided in crime report and additional information provided as a result of enrichment/enhancement activities accomplished by OSU: 24.1%
- Name or person/vehicle description provided in crime report and no additional information provided as a result of enrichment/enhancement activities accomplished by OSU: 6.9%
- No leads in initial crime report: -
- 100.0%

• Relationship Between OSU Enrichment of Cases And Burglary Unit Disposition of All Cases Received.

	DISPOSITION OF CASES BY BURGLARY UNIT				TOTAL
	COMPLAINT FILED	INVESTIGATED	NOT MAN-POWERED	NOT WORKED	
------(PERCENT)-----					

Cases on Which OSU Made Enrichment Hit 31.1 24.6 19.7 24.6 100.0

Cases on Which No Enrichment Hit Made 17.4 4.3 47.9 30.4 100.0

Relationship Between OSU Enrichment of Cases And Burglary Unit Disposition of Cases In Which Suspect Not In Custody At Time Report Received By OSU.

	DISPOSITION OF CASES BY BURGLARY UNIT				TOTAL
	COMPLAINT FILED	INVESTIGATED	NOT INVE- TIGATED NO MAN- POWER	NOT WORKED	
	-----Percent-----				
Cases on Which OSU Made Enrichment Hit	17.6	23.5	27.5	31.4	100.0
Cases on Which No Enrichment Hit Made	5.3	10.5	57.9	26.3	100.0

handled by the OSU into three distinct categories:

- . An overall summary of the composition of initial screening activities.
- . Display of some broad indicators of the results of OSU screening in case enrichment activities.
- . Analysis of the results of cases forwarded to burglary after the initial OSU screening to include some attempt to link OSU enrichment activities to the ultimate disposition of those cases by the burglary unit.

Principal conclusions which can be drawn from the data displayed in Exhibit X include the following:

- . Section 1 of Exhibit X provides an overview of the composition of cases received by the OSU in screening activities accomplished in relation to those cases. The section indicates that:
 - OSU is "screening out" approximately 80% of burglary cases received by the San Jose Police Department. These cases are approximately 73% residential burglaries, 23% commercial burglaries, with the remainder being miscellaneous burglaries - - largely involving schools.
 - The principal reason that cases are screened out are the lack of solvability elements available in the body of the crime report as a result of enhancement and enrichment activities accomplished by the OSU. Approximately 78% of the cases received by the OSU contain no leads. The great majority of these cases are "screened out" by the OSU.
 - In general, only cases with some potential leads are forwarded to the burglary detail for review and potential assignment. As shown in Exhibit X, approximately one-third of the cases forwarded to burglary by OSU involve in-custody suspects; about 32% contained named suspect information; approximately 30% involve person or vehicle descriptions; and only 4% contain no firm leads. Cases in this category which are forwarded to burglary by OSU generally involve large losses, property stolen which could pose a public safety risk, and other cases assigned high priority by the department.
- . Virtually all cases forwarded to burglary are subjected to enhancement and enrichment activities by the OSU. Section 2 of Exhibit X provides some perspective on the content and results of enrichment and enhancement activities undertaken by the OSU.

- As shown in the Exhibit, the great majority of cases forwarded to burglary are subjected to enrichment and enhancement by the OSU. Of the sample analyzed by the project team, nearly 88% of the cases which were ultimately forwarded to burglary involved some attempt to enrich and enhance information contained in the basic crime report.
- In general, it appears that a high proportion of enrichment and enhancement activities are successful. Analysis indicated that, of those cases forwarded to burglary, and subjected to enrichment and enhancement activities, more than 58% involved the addition of some incremental information beyond data contained in the basic crime report. It should be noted that this proportion includes the provision of new suspect information as well as provision of additional information about individuals already named in the report. For example, this would include the production and attachment to the report of CJIC and ACES output for in-custody suspects.
- It is interesting to note that enrichment activities are nearly as successful for non-in-custody cases as they are for in-custody cases. Of the non-in-custody cases forwarded to burglary by the OSU, enrichment attempts and delivery of incremental information are proportionately the same as those observed for in-custody cases. As noted in Exhibit X, non-in-custody cases are subjected to enrichment 85% of the time with approximately 52% of those cases resulting in the addition of incremental information as a result of enrichment activities.

An attempt was also made to determine the proportion of cases in which "new" information was added as a result of enrichment and enhancement activities. OSU impact in this area was approached from two perspectives as shown in Section 2 of Exhibit X. These include the following:

- Analysis indicates that OSU has had some impact on adding solvability elements to cases prior to their forwarding to burglary. Case sampling indicated that approximately 10.6% of those cases forwarded to burglary included instances where solvability elements had been added as a result of enhancement by OSU staff.
- Information system queries appear to be the major source of case enrichment and enhancement. Of the cases forwarded to burglary where enhancement was attempted, over half those cases involved the addition of incremental information as a result of querying or searching information systems. A small proportion of those cases - - approximately 3.3% - - involved enrichment data provided as a result of the individual knowledge of OSU sworn staff assigned responsibility for review in cases.

Section 3 of Exhibit X traces the results of cases forwarded to burglary after OSU screening. As can be seen from the data displayed in the Exhibit, there are indications that OSU activities can be linked to instances where burglary unit activities have culminated in the filing of a complaint against the suspect. Section 3 of Exhibit X displays the characteristics of cases for which complaints were filed by the burglary detail after processing by OSU. Sample data indicated that approximately 24% of the cases upon which complaints were filed involved cases in which a suspect was not in custody at the time the report was received and that OSU activities provided additional name or vehicle information through enrichment and enhancement activities.

Section 3 of Exhibit X also attempts to establish a relationship between OSU enrichment and enhancement activities and ultimate disposition of cases by the burglary unit. Analysis addresses all cases forwarded by the OSU to the burglary unit and isolates the body of cases in which a suspect was not in custody at the time the report was received by the OSU. In both instances, there appears to be a direct relationship between the success of OSU enhancement and enrichment activities and the ultimate disposition of cases by the burglary unit. A significantly higher proportion of cases in which OSU had enrichment and enhancement success involve either ultimate filing of a complaint by the burglary unit or submission of the case to some degree of investigation.

In total, the results of the case sampling activity clearly indicate that OSU is providing "incremental value" to cases forwarded to burglary. Case enrichment and enhancement activities appear to have significant impact in terms of providing incremental information to cases prior to their receipt by the burglary detail, and also appear to have a direct relationship to burglary detail "success" in dealing with those cases once received.

(5) Audit Activities Appear To Have Had Some Impact On The Timeliness And Completeness With Which Crime Reports Are Prepared And Submitted By Field Officers.

As noted earlier in this section, a rather significant proportion of available staff time (approximately 8% of total work hours expended) has been devoted to audit of the CAPS log to ensure that field patrol officers have prepared and submitted crime reports for

all burglary and burglary related incidents. The purpose of the audit is to ensure that reports are submitted when required, and that those reports are submitted on a timely basis. During the period from the start-up of the OSU project in November, 1980 through the end of January, 1981, audit activities have resulted in the identification of 49 missing reports. This represents approximately 1.5% of total burglary cases processed by the OSU. Analysis conducted by the manager of the OSU suggests that a significantly smaller proportion of these reports are in fact actually missing. During the period from start-up through the end of January, 1981, of the 49 missing reports noted above, actually only 8 had not been prepared and submitted by field patrol officers when required. The remaining reports were either delayed in distribution from field patrol through the records unit to the OSU; were incidents noted in the log for which reports were actually not required; and the like. The 8 missing reports represents approximately .2% of total cases processed by OSU during the period from start-up through the end of January.

Audit activities have also focused on reports which have been prepared but have not been submitted through channels on a timely basis. Audit activities resulted in the identification of approximately 51 burglary reports which arrived at the records unit in excess of two days from the date of the incident. These late reports represent an additional 1.5% of the total cases processed by the OSU.

For both late and non-existent reports, OSU activities have included follow-up to ensure that reports are submitted by

responsible field patrol officers. Based on continuing follow-up by OSU, virtually all missing and late reports identified through audit have been accounted for. Over the long term, it can be expected that the existence of audit activities will influence field patrol officers and supervisors to ensure that reports are prepared and submitted on a timely basis.

4. MANAGEMENT EMPHASES AT THE OSU AND BURGLARY UNIT LEVELS CAN BE ASSOCIATED WITH THE POSITIVE FEATURES WHICH SURROUND OPERATIONS TO DATE.

To this point, the evaluation has focused on the establishment OSU as a process and has measured OSU impact from the process perspective. Our analysis indicates that process is only part of the equation in terms of the apparent, positive impact that OSU has had on investigative operations since its establishment. The establishment of the process has set the stage for improved and visible management in regard to the entire process of dealing with burglary cases within the San Jose Police Department. Consider the following:

- . Establishment of the OSU has focused attention on departmental success and effectiveness in dealing with burglary cases.
- . Establishment of the unit has provided an opportunity to streamline and upgrade records processing activities; to better coordinate available information systems within the department to support investigative activities; and to focus management accountability for both case processing and investigative activities.

Response in the area of management has been a major contributor to successes achieved to date.

- . Managers at both the OSU and burglary unit levels are employing analysis of quantitative indicators to monitor unit performance and tighten day-to-day operations.
- . Managers have effectively identified and are focussing on key issues which impact both case processing and burglary unit

efficiency and effectiveness.

- . Managers have shown enthusiasm for the OSU concept and have made a commitment to make it work.
- . Management attention has been focused on increasing staff productivity at both the case processing and investigative level.

In summary, management activities observed to date are a critical element for the successful implementation of the OSU concept in the San Jose Police Department. To a great extent, experiment with the concept has provided the opportunity for these managers to employ their skills and address efficiency and effectiveness issues. The importance of the OSU process in providing this environment for improved management cannot be overstated.

5. WHEN VIEWED FROM THE INVESTMENT PERSPECTIVE, THERE ARE COMPELLING REASONS TO MAINTAIN THE OSU APPROACH IF THE PRELIMINARY SUCCESSES INDICATED IN THIS EVALUATION ARE MAINTAINED OVER THE COMING MONTHS.

As noted earlier in this report, it is clearly too early to tell if OSU is having major impact on significantly increasing the efficiency and effectiveness of the investigative process related to burglary cases in the San Jose Police Department. However, most preliminary indicators suggest a positive impact.

- . While it is too early to identify trends, there appear to be some significant shifts in indicators related to the functioning of the burglary unit and successes it is achieving.
- . All analysis indicates that OSU, as a unit, is accomplishing something. Enrichment and enhancement activities appear to have significant impact on the nature and quality of cases forwarded to the burglary detail for assignment and investigation.
- . All indicators suggest that the entire case processing and investigative process is being tightened as a result of the establishment and testing of the OSU concept.

Overall, the decision of whether or not to continue the OSU once grant funding expires is essentially an investment decision

for the San Jose Police Department. As noted earlier in this report, the real incremental cost of the unit is limited - - involving primarily the unit manager, one sworn officer assigned to the unit, and the staff analyst position. In total, this represents an incremental investment of approximately \$100,000 per year. One way to look at the validity of this investment is the potential impact of OSU activities if successes registered to date are maintained. Some national studies have indicated that the average burglar, over the course of a year, will steal approximately \$100,000 per year with a net return to the burglar, considering fencing prices, of approximately \$25,000 in income. From the investment perspective, if the OSU is successful in apprehending an additional four burglars per year, an investment return of four to one has been achieved through establishment of the unit. Considering some of the indicators related to the impact of enrichment and enhancement information on burglary assignment and complain filing practices noted earlier in this report, an annual increase of four burglar apprehensions may significantly understate OSU's impact. If so, the unit presents a relatively low-risk opportunity to provide a relatively high return on investment. If only four burglars are pulled off the street as a result of improved coordination of case processing and investigative activities, the return on the OSU investment is four to one. Considering the relatively minimum nature of the investment, it would seem to us that the OSU concept and implementation should receive close attention from the management of the San Jose Police Department.

Clearly, it is too early to pull out of the OSU experiment. All activities undertaken to date have been directed toward making it a successful investment - - from both the process and impact perspective:

- . To date the entire process has been surrounded by effective management at both the OSU and burglary unit level.
- . The process has been implemented without significant expenditure of funds on sophisticated systems and processes. Essentially, it has involved the reorganization of existing resources within the San Jose Police Department to increase the efficiency and effectiveness with which they are applied.
- . While operation of the unit still involves an investment risk decision, it is our conclusion that exposure is minimal and the potential return high. For these reasons, the experiment should be continued, monitored to ensure preliminary indications of success are achieved, and expanded if monitoring results tie preliminary successes to a continuing pattern.

6. THERE ARE SELECTED ADJUSTMENTS WHICH SHOULD BE CONSIDERED TO ENHANCE THE EFFECTIVENESS OF THE OSU PROCESS.

During the course of the evaluation, the project team identified several areas which ought to be considered as the experiment with the OSU continues. These issues include the following:

- . Given the relatively low frequency of unprepared, unsubmitted, or untimely crime reports, the hundred percent audit of the CAPS log could be reduced without having major detrimental impact on OSU effectiveness. In that the audit currently consumes approximately 8% of available staff time, and a relatively low hit rate in terms of unsubmitted reports, it appears that much the same end could be achieved through periodic, random audits of these CAPS log to identify missing reports. 100% samples of four or five days per month to identify trends in missing reports and untimely reports could probably achieve the same results, freeing staff time for other OSU activities with higher impact on the efficiency and effectiveness of the investigative process. As an alternative, attention should be given to automating the audit process.

As noted at numerous places throughout this report, it appears that the enhancement and enrichment activities of the OSU staff are having payoff. Considering their importance in terms of enhancing the efficiency and effectiveness of the investigative process, it appears that much could be achieved by formalizing investigator feedback to staff involved in the enhancement and enrichment activities. While recent steps involving requesting

investigators to note results on the back of face sheets provides some feedback to OSU staff, the impact of the enrichment and enhancement process could probably be improved on a continuing basis if this feedback mechanism were formalized. Conduct of periodic group meetings involving investigators from the burglary unit and OSU staff to discuss enrichment and enhancement results, problems, and issues could have positive impacts on both sides of the equation. This would enable enrichment and enhancement staff to get some feedback regarding the impact of what they are doing, as well as enabling investigators to communicate to enrichment and enhancement staff key issues and areas where activities might be improved. A formalized feedback process, in the form of such a group meeting, should be seriously considered by both OSU and burglary unit management.

While it is recognized that the OSU is in its infancy, some attention should be given over the coming months to the capacity of the existing unit to handle additional workload if the OSU concept is expanded to other crime types and investigative units. While the evaluation did not include detailed work measurement of OSU staff, there are some potential indications that excess capacity may exist in the unit during certain days of the week. While incoming workload, in terms of burglary cases, is subject to significant peaks and valleys, the existence of excess capacity should be closely monitored to determine if OSU, if maintained by the department, has the capability to assume additional processing, enrichment, and enhancement responsibility for other crime types. No decision should be reached on the capacity issued until OSU has its full service scope in operation. Assumption of property handling and processing; increasing involvement in handling victim/witness queries; and expansion of indexing activities all can have major impact on the capacity question.

There appears to be an opportunity to increase the effectiveness of the enhancement and the enrichment process by the provision of a second computer terminal with printer capability in the immediate area of the OSU unit. Provision of that second terminal would increase the unit's input capabilities; would provide immediate resources for assigned sworn staff to use information systems as part of their case review, enrichment, and enhancement process; and would upgrade opportunities for utilizing staff assigned to the OSU unit. While terminals are available elsewhere in the police building, the provision of a second terminal in the immediate area of the OSU unit would clearly facilitate day-to-day operations and staff employment effectiveness.

In summary, the OSU experience to date appears to be a positive one. Management and staff commitment, the relatively minimal investment in the OSU concept considered in the light of the

potential impact which could be achieved, and the repliminary indications of success achieved to date all indicate that the experiment should be continued by the San Jose Police Department, and assessed for expansion potential once operations related to burglary cases are firmly in place.

II. RECOMMENDED EVALUATION APPROACHES

II. RECOMMENDED EVALUATION APPROACHES

Over the coming months, it will be important for the San Jose Police Department to maintain a continuing evaluation of the OSU and its impact on investigative operations. To the extent possible, evaluation approaches should meet the following criteria:

- . Draw on existing data sources to the extent possible, limiting staff time requirements necessary to collect and manipulate data.
- . Be able to be accomplished by in-house staff. Given the intensive evaluation focus accorded the OSU process over recent years, subsequent in-house evaluation activities should be able to "update" previous evaluations accomplished by outside consultants without expending more departmental funds on contractual assistance.
- . Continue to focus on both impact, as measured by indicators of burglary unit operations, and content, as measured by the nature and scope of services accomplished and provided by the OSU.

The paragraphs which follow suggest a framework for continued in-house evaluation of the OSU to support departmental decision making once external grant funds are no longer available.

1. IMPACT MEASUREMENT

Impact measurement should be directed at attempting to assess OSU effect on two key areas: (1) Trends in complaints filed by burglary unit investigators; and (2) extent to which a higher proportion of burglary cases received by the department are assigned to and worked by burglary unit investigators. Measurement data and subsequent conclusions can be developed as follows:

- . Complaints filed Data: On a monthly basis, compute complaints filed as a percent of both cases received in total and as a percent of assignable and assigned cases as reported for the burglary unit. Draw data from the RIS system IR41 and IR43 reports as follows:
 - On a quarterly basis, compare percents with the baseline

data provided in the first chapter of this report and note differentials based on the following questions:

- .. Have total complaints filed as a percent of burglary cases received increased compared to the pre- OSU implementation baseline period?
- .. Have total complaints filed as a percent of assignable and assigned cases (within the burglary unit) changed since the pre- OSU implementation baseline period?

Assigned and Assignable Cases Data: Again, on a monthly basis, employ the IR41 and IR43 reports to track trends in the proportion of cases which receive some degree of investigative attention. To the extent that this proportion increases, some link can be assumed between the impact of OSU's enhancement and enrichment activities and the "workability" of cases. Draw data from the RIS system IR41 and IR43 report as follows:

- Total burglary cases received by the department and handled by the OSU - - in other words, all those cases which previously would have gone directly to the burglary unit for screening and potential assignment.
- Percent of cases received which, after receipt, are classified as "assignable" by the burglary unit.
- Percent of cases actually assigned within the burglary unit compared to:
 - .. Total cases received by the unit.
 - .. Cases classified as "assignable" by the burglary unit.
- The data and computations noted above should then be tested, on a quarterly basis, against the following questions:
 - .. To what extent are a higher proportion of burglary cases assigned and worked compared to total burglary cases received by the department than was the case in the pre- OSU implementation period?
 - .. To what extent are a higher proportion of burglary cases classified as assignable by the burglary unit when compared to total burglary cases received by the department than was the case during the pre- OSU implementation period?
 - .. Has the proportion of cases assigned and worked increased compared to total classified as assignable when

compared to comparable proportions describing performance during the pre- OSU implementation period?

Once computed, these percentages should be considered in relation to each other in addition to comparison with the pre- OSU implementation period.

2. PROCESS AND CONTENT MEASUREMENT.

Process and content measurement should focus on maintaining a continuing portrait of what the OSU process is achieving in terms of case screening, enrichment, and enhancement activities. Data elements which should be collected and reviewed on a monthly basis include the following:

- . Total cases received by type (i.e. residential burglaries; commercial burglaries; other burglaries) during the course of the month.
- . Number and type of cases screened out and "owned by the OSU" and number and type forwarded to burglary for review and assignment.

In addition to the broad volume data noted above, monitoring and data collection activities should focus on the content of what OSU activities are accomplishing in regard to case enrichment and enhancement. There are essentially two ways to collect and portray these performance data:

- . Tally information for all cases received and processed.
- . Conduct periodic sampling of cases on a monthly basis to develop indications of unit performance.

Given the volume of workload processed by the OSU, tallying of performance on all cases received would probably impose an unnecessary extra workload impact on staff. Experience dictates that the same results, from the management and decision making perspective, can be

produced through periodic sampling of a portion of the cases dealt with by the unit. To this end, toward the end of each month, a sample equivalent to 15% to 20% of the total cases processed by the OSU should be retrieved from the unit's files. While more sophisticated techniques such as assignment of random numbers could be employed to ensure the randomness of the sample, simple selection of the required number of cases from the various Julian dates contained in the files is probably sufficient to ensure the development of representative data.

Given this sampling approach, the following data elements should be tallied on a continuing basis:

- . Characteristics of the case in terms of basic solvability elements contained in the initial offense report to include specification of the nature of the solvability data such as:
 - In custody suspect(s).
 - Named suspect(s).
 - Vehicle license number.
 - Vehicle description.
 - Suspect description.
 - No leads.
- . Enrichment activities accomplished by OSU, measured as follows:
 - Provided background information on an in-custody suspect (i.e. CJIC rap sheet; etc.).
 - Linked in-custody suspect to other potential offenses through ACES check or the like.
 - Provided background information (criminal history, etc.) on a named suspect.
 - Linked named suspect to other burglary case or to the area of the offense in question (e.g. through ACES check).

- Provided named suspect based on vehicle data contained in the offense report to include background data about that suspect through check of other systems.
- Provided potential license numbers and potential suspects' name(s) based on vehicle description contained in the offense reports.
- Checked information systems but provided no incremental data.

Disposition of the case by the OSU to include:

- Case held and "owned" by OSU.
- Forwarded to burglary unit for review and/or assignment.

Disposition of the case by the burglary unit based on RIS code entered on the face sheet sent to and returned by the burglary unit.

Appendix B to this report includes a sample form which could be employed to conduct this monthly sampling of OSU cases.

Once sampling activities have been completed, the data should be summarized to portray the following relationships:

- Nature of cases in terms of solvability elements, received and screened by the OSU.
- Results of enrichment activities compared to the characteristics of cases received.
- Burglary unit disposition compared to the results of OSU enhancement and enrichment activities.

3. OTHER EVALUATION CONSIDERATIONS.

There is one additional data element which the department may wish to consider monitoring as a partial indicator of OSU impact - - that portion of burglary arrests and bookings which culminate in 849 releases. Exhibit XI, which follows this page, drawn from Santa Clara County's CJIC system, shows 849 releases for the San Jose Police Department and other Santa Clara County law enforcement agencies for the

EXHIBIT XI
 San Jose Police Department
 COMPARATIVE 849 SANTA CLARA
 COUNTY LAW ENFORCEMENT AGENCIES

YEAR	SAN JOSE P.D.			SANTA CLARA COUNTY SHERIFF			SANTA CLARA P.D.			SUNNYVALE P.S.D.		
	TOTAL 459 ARRESTS	849 RELEASES #	AS A % OF ARRESTS	TOTAL 459 ARRESTS	849 RELEASES #	AS A % OF ARRESTS	TOTAL 459 ARRESTS	849 RELEASES #	AS A % OF ARRESTS	TOTAL 459 ARRESTS	849 RELEASES #	AS A % OF ARRESTS
1976	765	52	6.8	292	7	2.4	159	3	1.9	128	9	7.0
1977	623	70	11.2	283	11	3.9	132	8	6.1	136	13	9.6
1978	769	131	17.0	279	17	6.1	119	0	0	109	9	8.3
1979	774	121	15.6	309	11	3.6	123	7	5.7	140	14	10.0

YEAR	MOUNTAIN VIEW P.D.			PALO ALTO P.D.			TOTAL FOR ALL SANTA CLARA COUNTY LAW ENFORCEMENT AGENCIES		
	TOTAL 459 ARRESTS	849 RELEASES #	AS A % OF ARRESTS	TOTAL 459 ARRESTS	849 RELEASES #	AS A % OF ARRESTS	TOTAL 459 ARRESTS	849 RELEASES #	AS A % OF ARRESTS
1976	133	1	.7	112	1	.9	1,769	85	4.8
1977	127	0	0	136	5	3.7	1,612	88	5.5
1978	107	2	1.9	111	3	2.7	1,707	141	8.3
1979	109	2	1.8	105	5	4.8	1,794	184	10.3

period 1975 through 1979. Data shown in the exhibit show burglary arrests recorded in CJIC for each of the calendar years in question and the number and percent of those individual CJIC events which culminated in 849 releases.

Based on planned adjustments to CJIC, comparable data should be available for 1981 and subsequent calendar years upon request by the department.

Some care needs to be taken in interpreting any positive or negative shifts in the 849 release rate as a plus or minus for the OSU. While enhancement can be expected to positively impact case quality and expeditious processing can hopefully reduce the odds that complaints for in-custody cases can be filed before the "clock" expires, field officer performance probably has more impact on 849 release issues. Accuracy in charging; understanding of the detailed elements of proof related to the offense; and on-scene evidence collection are probably of far more import in terms of impacting the 849 release rate than the immediate activities of the OSU. To the extent that the OSU begins to provide feedback to the Bureau of Field Operations in general and specific field officers in particular as a result of case review activities, some positive impact in the 849 area could be associated with OSU services and activities.

APPENDIX A
SAMPLE QUESTIONNAIRE
EMPLOYED TO ASSESS
INVESTIGATOR ATTITUDES

7. Currently, caseloads among investigators in the burglary detail generally seem to be equitably distributed.

8. Overall, I generally am able to spend most of my time on work activities which are productive and worthwhile.

9. Overall, the most important thing the department could do to increase its burglary clearance rate would be:

10. I feel my own case clearance rate could be improved by:

11. In general, my existing caseload is excessive given what actually can be done on these cases.

12. The activities of the Operational Support Unit are helpful to me in performing my job.

13. Of the assistance provided to me by the Operational Support Unit, the best help comes in the areas of:

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
/	/	/	/	/
/	/			
/				

APPENDIX B
 SUGGESTED DATA COLLECTION
 SHEET FOR MEASURING
 O.S.U. MONTHLY PERFORMANCE

END