

FBI BUREAU

NOVEMBER 1982

FBI LAW ENFORCEMENT BULLETIN

laborator

86583
-86587



FBI LAW ENFORCEMENT BULLETIN

NOVEMBER 1982, VOLUME 51, NUMBER 11

EMU

Contents

- Investigative Aids** [2 **Visual Investigative Analysis: Charting a Criminal Investigation** 86583
By Gilbert J. Burgoyne
- Operations** [8 **Meeting the Need for Crime Analysis Through Volunteers** 86584
By Stephen Stiles
- Crime Statistics** [12 **Crime in the United States Stabilizes** 86585
- Crime Problems** [16 **Outlaw Motorcyclists: A Problem for Police (Conclusion)**
By Roger H. Davis 86586
- The Legal Digest** [23 **Probable Cause: Informant Information (Part I)**
By Robert L. McGuiness 86587
- 32 Wanted By the FBI**



The Cover
The FBI Laboratory marks its 50th year of distinguished scientific assistance to law enforcement, as noted in the Director's Message on p. 1.

Federal Bureau of Investigation
United States Department of Justice
Washington, D.C. 20535

William H. Webster, Director

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of the Office of Management and Budget through February 21, 1983.

Published by the Office of
Congressional and Public Affairs
Roger S. Young, Assistant Director

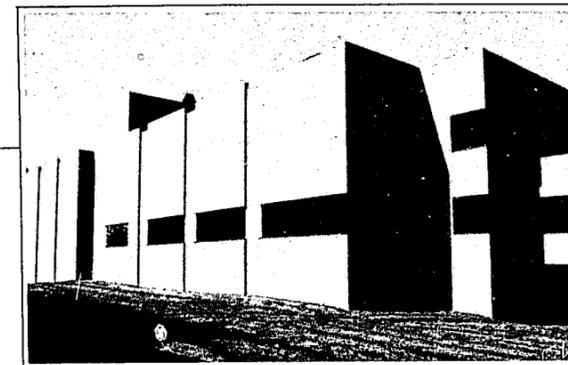
Editor—Thomas J. Deakin
Assistant Editor—Kathryn E. Sulewski
Art Director—Kevin J. Mulholland
Writer/Editor—Karen McCarron
Production Manager—Jeffrey L. Summers
Reprints—Mary Ellen Drolar



ISSN 0014-5688

USPS 383-310

Director's Message



In 1932, 50 years ago this month, the FBI Laboratory was established with one examiner and one microscope. Today, the Laboratory has grown to 119 Special Agents, 309 support personnel, and an equipment inventory of \$12.5 million. From a beginning of 963 forensic science examinations in 1934 (the first year statistics were maintained), the Laboratory conducted more than 51,000 examinations in 1942, and has about doubled this number every decade, reaching more than 910,000 examinations the past fiscal year.

FBI Laboratory services, including both examinations and testimony in support of the findings, are available without cost to Federal agencies and military tribunals in criminal and civil matters and to all State, county, and municipal law enforcement agencies in this country in connection with criminal cases.

As the value of forensic science became apparent to the law enforcement community, larger police departments established local crime laboratories. The number of these laboratories was rapidly expanded in the past decade and a half as a result of funding provided by the "Omnibus Crime Control and Safe Streets Act of 1968." Then, in 1973, individual State and local crime laboratory directors requested the FBI to take a more direct and active role in the areas of training and research. In 1974, the FBI began offering specialized scientific courses for State and local crime laboratory personnel at the FBI Academy. In fiscal 1981, more than 1,300 personnel were thus trained.

The need for forensic science research was recognized by the American Society of Crime Laboratory Directors in their recommendation for a laboratory building at the FBI Academy for this purpose. In June 1981, this building was dedicated, with 7,000 square feet of its space devoted to research facilities used by a permanent FBI Laboratory research staff, research personnel representing academic institutions, and others from specialized areas of forensic science. The Forensic Science Research and Training Center has as research goals: (1) To develop new and reliable methods in forensic science, (2) to develop new methods to overcome problems in forensic science, and (3) to apply current technology to forensic science. This training and research, given proper funding and support, can assist the Nation's criminal justice system by improving the competency of crime laboratory personnel and reducing State and local law enforcement reliance on Federal laboratories for routine case examinations.

From a beginning devoted to proving the worth of forensic science analysis to both the public and the police profession, the FBI Laboratory has moved on to research and training. This has been a vindication of both the worth of forensic science and our system of service to local government.

These achievements make our anniversary an occasion for translating pride into rededication.

William H. Webster

William H. Webster
Director
November 1, 1982

"Crime analysis is a set of systematic analytical processes providing timely and useful information on crime patterns and trends."

Meeting the Need for Crime Analysis Through Volunteers

By
STEPHEN STILES
*Program Specialist
Criminal Justice Services
National Retired Teachers Association
American Association of Retired Persons
Washington, D.C.*

The value of crime analysis to effective law enforcement operations has been demonstrated. Programs sponsored by the U.S. Department of Justice have allowed law enforcement agencies to apply the benefits of analysis to an ever-expanding range of operational and administrative functions.¹

From the local police administrator's perspective, today's economic realities require the greatest efficiency possible in the use of law enforcement resources.² Crime analysis can bring about greater efficiency, as well as effective use of resources, but the analysis process itself places man-hour requirements upon the department.

Analytical processes are continually developed; however, a priority objective within the law enforcement field is the proliferation of existing techniques. The Justice Department, State and local agencies, and public service organizations are involved in this effort. The National Retired Teachers Association and American Association of Re-

tation procedures is looked upon as a viable approach to continuing crime analysis efforts. NRTA-AARP contributions to this are but a part of a much larger effort.³ The end result, however, is worthy of attention from all quarters.

What Crime Analysis Can Do

Crime analysis is a set of systematic analytical processes providing timely and useful information on crime patterns and trends.⁴ Information collected by the patrol officer for incident and followup reports and information received from other sources is organized, analyzed, and disseminated in usable form to officers. Crime analysis is an information tool that assists law enforcement in pinpointing crime problems in the community, allowing the officer to be more effective in his task of protecting the community by resolving problem areas.

Effective crime analysis impacts all areas and operations of a law enforcement agency by refining and distributing useful information. Analysis

tired Persons (NRTA-AARP) are examples of public service organizations.

Some agencies are now using volunteer assistance from their respective communities to help meet the manpower requirements of crime analysis. In many cases, volunteers are retired community members who are now proving their ability to enhance crime analysis operations.

The combination of technical assistance and cost-effective implemen-

facilitates patrol alignment and deployment, provides investigative leads, gives direction to crime prevention efforts, upgrades administrative processes, and strengthens management decisions.

Departments implementing crime analysis have increased the investigative and crime prevention responsibilities of their patrol officers. Work assignments are based on analysis information, and officers are more accountable for crime in their sectors,



Mr. Stiles

including investigative followup. With training in preventive techniques, patrol officers are given the responsibility and means for preventive action based on reliable information.⁵

Crime analysis has modified the patrol deployment system in many departments to correspond with service demand. For example, one department has assigned patrol squads according to greatest need, and officers are kept on the same beats as much as possible to enhance their familiarity with the areas. The squad supervisor maintains close contact with the crime analysis unit to determine patrol deployment, assess training needs, and conduct performance evaluations. A rise in the burglary cases solved and a decline in burglary occurrences indicate the effectiveness of this approach.⁶

The following statements about crime analysis from leading practitioners in the field serve to highlight the general benefits of crime analysis to departments:

- * "It has provided excellent support to tactical and strategic planning. The commitment and support of crime analysis personnel have enabled us to do so much more than we could before, such as with investigative leads."
- * "Directed patrol is well structured, and the forced feedback from patrol commanders monitors the efforts and progress of their shifts."
- * "We can better trace information through the system. We recently had an MO pattern that fit a known burglar who was supposedly in jail. Our analysis unit checked further and found that the guy had escaped the day before."
- * "The structured information flow of systematic centralized crime analysis provides us with a total

picture of the problem. Importantly, it monitors the changes in the problem as well."

- * "It enables the most efficient use of personnel. When there is down time, patrol officers can address target areas identified by crime analysis."
- * "The immediacy of information provided by crime analysis has increased the effectiveness of our suspect interrogations."
- * "Crime analysis has significantly promoted regional information sharing among the many departments within our county jurisdiction."⁷

Dispelling Myths

While crime analysis can be defined simply, its effects on a law enforcement agency are wide-ranging. However, the implementation of crime analysis often raises concerns that other undesirable effects may appear. Experience has disproven myths about possible negative effects of crime analysis, including:

- MYTH: Crime analysis is just another "exercise"—a program for the sake of having a program.
- REALITY: Crime analysis is not a program in and of itself—it is a system of information support to the operations and administration of law enforcement.
- MYTH: Crime analysis results in more people telling officers how to do their jobs.
- REALITY: Crime analysis provides the information that allows the officer to better determine what he can do.

“Law enforcement agencies conducting crime analysis across the country have turned to the older community as a resource.”

MYTH: The crime analysis process will never gain internal acceptance and thus will never be used.

REALITY: Internal acceptance and credibility come about primarily as a result of useful information.

MYTH: Crime analysis could produce too much information, placing additional responsibility on personnel.

REALITY: Crime analysis identifies problem areas. It cannot distort a problem beyond its actual magnitude.

MYTH: Crime information can create external political pressure on the department.

REALITY: Information is analyzed for users *within* the department. These persons determine any external uses. The majority of crime analysis information should not go outside of the department because of tactical and legal requirements.

MYTH: Crime analysis will become a game of administrative number counting of no operational use.

REALITY: Adequate safeguards must be built into the system to protect its operational value. The primary objective of crime analysis is to provide *operational* support.

MYTH: Civilian crime analysts cannot understand the needs of the officers on the street.

REALITY: Crime analysts may be either civilian or sworn personnel. A sworn officer generally supervises the overall operation and provides guidance to civilian personnel when needed.

MYTH: Crime analysis will change all the districts and beats.

REALITY: Crime analysis does not necessarily require any change in patrol areas. It may indicate desirable changes, but the decision remains with the responsible command staff.

There is nothing mysterious or self-serving about crime analysis. It is an information tool that serves the department's needs.

Police Administrator's Considerations

Escalating crime and shrinking police budgets have made crime analysis a priority for effective law enforcement, but the responsible police administrator must implement crime analysis in the most cost-effective manner. Two important considerations—time and cost—accompany this implementation.

Crime analysis, in its simplest form, requires staff time to accomplish a variety of tasks. The more comprehensive it becomes, the more man-hours it requires. Whether the system is computerized or manual, considerable effort goes into the preparation of information used for analysis.

A sworn police officer represents a substantial department investment. Training, equipment, salary, and benefits make the officer a much-valued resource, especially when his abilities are enhanced by law enforcement experience. The most effective use of these abilities is essential.

With the proper training, a law enforcement professional possesses the expertise needed to perform in-depth, comprehensive analyses of crime patterns, trends, and strategic/tactical responses. Many support functions, however, do not require professional expertise. Volunteers today are performing these support functions, including:

- 1) Extraction and collection of needed information from various sources;
- 2) Organization and filing of collected information into usable categories for analysis (collation);
- 3) Rudimentary file searches for data base construction;
- 4) Information plotting for visual analysis;
- 5) Developing information dissemination instruments;
- 6) Administrative recordkeeping, including quality control checks; and
- 7) Related clerical duties.⁸

What the Older Community Offers

Law enforcement agencies conducting crime analysis across the country have turned to the older community as a resource. Retired citizens contribute their time on a volunteer or minimum wage basis and are supervised by professional crime analysts who devote more of their time to the technical analysis function itself and to expanding the realm of information developed by their units.

Older persons are a valuable asset to the crime analysis operation. They possess abilities and characteristics that match many of the department's needs, including:

- 1) Availability—approximately one in every nine Americans is 65 or older. Retirees generally do not have the time-consuming responsibilities of full-time employment or raising families.
- 2) Skills—older persons offer a wide range of experience, knowledge, insight, know-how, and personal contacts to the departments.
- 3) Motivation—millions of older persons want to continue their contributions to society and their involvement in meaningful work.
- 4) Conscientiousness—strong work ethic and attention to detail, essential to crime analysis, generally prevail among the older population.
- 5) Dependability—older volunteers and workers have impressive attendance records, low turnover rates, and demonstrate steady performance in their work.
- 6) Influence—many older persons are actively involved in the community, and know how to get things done.
- 7) Support—older persons often have a strong desire to assist the efforts of law enforcement officials.⁹

The concept of older persons in law enforcement support roles is not new. It is, however, an area in which NRTA-AARP have been active for many years and have seen tremendous accomplishments. Beyond cost-effectiveness, departments drawing upon the older community have directly affected crime problems while simultaneously nurturing a community-wide

responsibility for and involvement in crime reduction.¹⁰ The public's understanding and support of law enforcement function increases with its involvement, and the overall quality of life is enhanced.

What the NRTA-AARP Can Do

The criminal justice services section of the NRTA-AARP has been active over the past several years in working to increase the role of crime analysis in law enforcement agencies. With many agencies, this means identifying the resources and processes that help existing crime analysis systems grow. With other agencies, it is a matter of stimulating the initial development of any system at all.

By virtue of funding from the Law Enforcement Assistance Administration (LEAA), the NRTA-AARP have aided law enforcement agencies around the country in involving the older community in crime analysis. This has taken place primarily within existing integrated criminal apprehension program processes, which is another national project funded by the Department of Justice,¹¹ and has allowed departments to better use their crime analysts' professional training. Older workers are trained to perform the precursory support activities leading up to analysis, freeing the analysts to pursue the more technical functions that lead to crime pattern and trend identification, better officer deployment, and a host of other benefits.

The criminal justice services section has available the following materials related to crime analysis and its enhancement:

- 1) *Simplified Crime Analysis Techniques*—a manual on the technical development of crime analysis for the practitioner new to the processes;

- 2) *Older Persons In Crime Analysis: A Program Implementation Guide*—a step-by-step guide for bringing older workers into crime analysis support roles; and

- 3) *The Criminal Justice System: A Guide for Citizens*—an explanation of the criminal justice system in layman's terms for the older worker.

With these materials, NRTA-AARP can assist a department in developing basic analysis techniques and procedures, using outside resources, to operate cost-effectively. Such an approach is designed to encourage every department's involvement in crime analysis, yielding on a much larger scale the many benefits seen in today's working models. **FBI**

Footnotes

¹For greater detail of this, see U.S. Department of Justice, National Crime Justice Reference Service, *Crime Analysis: A Selected Bibliography*, (Washington, D.C.: U.S. Government Printing Office, 1980).

²U.S. Department of Justice, National Institute of Justice, *Crime Analysis* (Washington, D.C.: U.S. Government Printing Office, 1980), p. 1.

³*Ibid.*, p. 10.

⁴U.S. Department of Justice, Law Enforcement Assistance Administration, *Crime Analysis System Support Manual* (Washington, D.C.: U.S. Government Printing Office, 1979), p. XV.

⁵International City Management Association, *Target*, vol. 8, No. 3, 1979.

⁶*Ibid.*

⁷A telephone survey conducted by NRTA-AARP, March 1981.

⁸National Retired Teachers Association and American Association of Retired Persons, *Older Persons In Crime Analysis Support Roles* (An unpublished paper, NRTA-AARP, Washington, D.C., 1980).

⁹*Ibid.*

¹⁰National Retired Teachers Association and American Association of Retired Persons, *Law Enforcement And Older Persons: Revised Edition* (Washington, D.C.: NRTA-AARP, 1980), section V.

¹¹For more information on the integrated criminal apprehension program, see U.S. Department of Justice, Law Enforcement Assistance Administration, *IACP Reference Handbook* (Washington, D.C.: U.S. Government Printing Office, 1978).

END