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CITY OF SACRAMENTO
CALIFORNIA

OFFICE OF THE
CITY MANAGER

CITY MANAGER'S OFFICE
RECEIVED
FEB 25 1982

CITY HALL
915 I STREET - 95814
(916) 449-5704

February 3, 1982

APPROVED
BY THE CITY COUNCIL
MAR 2 1982
OFFICE OF THE
CITY CLERK

City Council
Sacramento, California

Honorable Members in Session:

SUBJECT: Grant Application -
Career Criminal Apprehension Program - Crime Analysis Unit

SUMMARY

This report concerns:

1. Approval of a grant application to the California Department of Justice, Office of Criminal Justice Planning (OCJP) for the establishment of a "Career Criminal Apprehension Program - Crime Analysis Unit".

2. The authorization for the City Manager to execute an agreement and any amendment with OCJP for the grant implementation.

3. The authorization for the City Manager to transfer $90,070.00 from the unappropriated balance of the General Fund to the Police Department, Office of Operations account, for the purpose of implementing the first year of the grant.

BACKGROUND

Multiple offenders, who might more accurately be classified as career criminals, are a serious problem in Sacramento and account, in part, for our high crime rate -- particularly in the areas of rape, robbery and burglary. In 1980 these three crime classifications totalled 12,222 offenses, or 56% of our Part I crimes.

As a means of addressing the problem, the Sacramento Police Department submitted a grant application to the California Department of Justice, Office of Criminal Justice Planning, to participate in the California Career Criminal Apprehension Program (C-CAP). The approved grant provides for the enhancement of our Crime Analysis Unit by automating crime and arrest data to systematically examine and identify these crimes for modus operandi (MO) comparisons, and to correlate them with known career criminals.

The overriding goal of this project is to significantly reduce career criminal activity in Sacramento by providing:

1. The development of a highly sophisticated crime analysis capability.

2. The speedy identification of career criminal activity.

3. Coordinated investigation and patrol enforcement against career criminal activity.

4. Rigorous investigative efforts to support successful prosecution.

The Sacramento County District Attorney enthusiastically endorses this grant. To date, the career criminal prosecutions in Sacramento County hold the record for sending career criminals to state prison for the longest average sentence. We believe this grant will help us send more.

FINANCIAL DATA

The total cost of this project is $111,000.00 of which OCJP grant funds will provide 90%, or $99,900.00. The remaining 10%, or $11,100.00 will be the City's hard match contribution taken from the existing Police Department budget. For the remainder of fiscal 1981/82, $9,007.00 of the match will come out of the Office of Administrative Services' budget line for prisoner subsistance and travel. The balance of match, or $1,993.00, will have to come out of the Department's 1982/83 budget.

The majority of the monies ($83,260.00) is directly tied to computer consulting services and equipment. The crime analysis system itself will be installed on the Police Department's back-up message switching computer. The overall systems approach has been reviewed by the City Data Processing Manager and he has recommended approval.

The remaining monies ($37,840.00) will be spent on the following items as necessary: Office equipment, indirect costs, travel and two half-time key data operators.

RECOMMENDATION

It is my recommendation that the following items be approved:

1. Approval of the "Career Criminal Apprehension Program; Crime Analysis Unit" grant application as provided in Exhibit A.

2. Approval of the Resolution on Page 3 which conforms to a format required by the Office of Criminal Justice Planning.

3. Approval of the Resolution on Page 4 which authorizes the City Manager to execute an agreement, and any amendments, with OCJP, and further transfers $90,070.00 from the unappropriated balance of the General Fund to the Police Department Office of Operations for the purpose of implementing the first year of the grant.

Respectfully submitted,

John P. Kearns
Chief of Police

Recommendation Approved:

Walter J. Slipe, City Manager

Attachments

All Districts

JPK:TS:amp

Ref: 2-64

RESOLUTION No. 82-030 136

Adopted by The Sacramento City Council on date of

A RESOLUTION AMENDING THE CITY BUDGET FOR FY 1981/82 FOR THE CAREER CRIMINAL APPREHENSION PROGRAM: CRIME ANALYSIS UNIT BY $90,070

1. The City budget for FY 1981/82 is hereby amended by $90,070 to provide for the implementation of a California Department of Justice, Office of Criminal Justice Planning grant entitled "Career Criminal Apprehension Program: Crime Analysis Unit."

   A. By transferring $81,063 from the unappropriated fund balance, Budget 101-00000000-2721 to the Police Department, Office of Operations Budget 101-1720-5184-4XXX.

   B. By transferring $9,007 from the Police Department, Office of Administrative Services Budget 101-1740-0000-4266 to the Office of Operations Budget 101-1720-5184-4XXX. This amount is specified as the City's hard match contribution for FY 1981/82.

2. The above appropriation increase is to be supported by additional estimated revenue of $81,063 that are forthcoming from the California Department of Justice, Office of Criminal Justice Planning which will be deposited in the General Fund.

APPROVED
BY THE CITY COUNCIL

MAR 2 1982

OFFICE OF THE
CITY CLERK

MAYOR

ATTEST:

CITY CLERK

RESOLUTION NO. 82-929 135

ADOPTED BY THE SACRAMENTO CITY COUNCIL ON DATE OF

RESOLUTION AUTHORIZING THE CITY MANAGER TO EXECUTE A GRANT CONTRACT WITH THE DEPARTMENT OF JUSTICE, OFFICE OF CRIMINAL JUSTICE PLANNING FOR A CAREER CRIMINAL APPREHENSION PROGRAM: CRIME ANALYSIS UNIT

WHEREAS, the Sacramento Police Department desires to undertake a certain project designated Career Criminal Apprehension Program;

WHEREAS, said program shall consist of a Crime Analysis Unit to be funded in part from funds made available through State General Funds FY 81/82 as authorized by Chapter 1167 of the 1978 Statutes for the Career Criminal Apprehension Program, administered by the Office of Criminal Justice Planning (hereafter referred to as OCJP);

NOW, THEREFORE, BE IT RESOLVED that Walter J. Slipe, City Manager, is authorized, to submit the attached Application for Grant for Law Enforcement Purposes to OCJP on behalf of the City Council and is further authorized to execute on behalf of the City of Sacramento the attached Grant Award for law enforcement purposes including any extensions or amendments thereof;

BE IT FURTHER RESOLVED that the applicant agrees to provide all matching funds required for said project (including any extension or amendment thereof) under the Career Criminal Apprehension Program and the rules and regulations of OCJP and that cash will be appropriated as required hereby;

BE IT FURTHER RESOLVED that grant funds received hereunder shall not be used to supplement law enforcement expenditures controlled by this body.

_____

MAYOR

ATTEST:

_____

CITY CLERK

item 21

RECEIVED
CITY CLERK'S OFFICE
CITY OF SACRAMENTO

MAY 27 1 30 PM '82

YOUR ATTENTION IS DRAWN TO THE SPEICAL CONDITION(S)
PLACED ON THIS DOCUMENT.

CITY CLERKS OFFICE
CITY OF SACRAMENTO

OFFICE OF CRIMINAL JUSTICE PLANNING

GRANT AWARD

RECEIVED
CITY CLERKS OFFICE
CITY OF SACRAMENTO

21

The Office of Criminal Justice Planning, hereinafter designated "OCJP", hereby makes a grant award of funds to 1. SACRAMENTO ~~POLICE DEPARTMENT~~, City of Sac. hereinafter designated "Subgrantee", under the provisions of the Career Criminal Apprehension Program (C-CAP), as authorized by Chapter 1167 of 1978 Statutes (SB 2039), as amended, in the amount and for the purpose and duration set forth in this grant award.

Program Category CALIFORNIA CAREER CRIMINAL APPREHENSION PROGRAM (C-CAP)

2. Project Title Career Criminal Apprehension Program: Crime Analysis Unit	Award No. 5. CA24-1-82
	Grant Period 6. 2/1/82 - 1/31/83
3. Project Director (Name, Address, Telephone) Thomas Gregory Stark, Captain Sacramento Police Department 625 H Street Sacramento, CA 95814 (916) 449-5387	Federal Amount 7. N/A
	State Funds 8. $99,900
	Applicant Hard Match 9. $11,100
4. Financial Officer (Name, Address, Telephone) Mr. Robert C. Leland Department of Finance (916) 449-5736 City of Sacramento 915 I Street, Sacramento, CA 95814	Other Match (JJ only) 10.
	Total Project Cost 11. $111,000

This grant award consists of this title page, the application for the grant which is attached hereto as Attachment A and made a part hereof, and the Standard Grant Award Conditions which are attached hereto as Attachment B and made a part hereof.

The Subgrantee hereby signifies its acceptance of this grant award and agrees to administer the grant project in accordance with the terms and conditions set forth in or incorporated by reference in this grant award and the applicable provisions of the Career Criminal Apprehension Program as identified above.

The Subgrantee certifies that federal and state funds received will not be used to replace local funds that would, in the absence of such federal and state aid, be made available for the activity being supported under this agreement.

12. Walter J Slipe Date 3/3/82
Official Authorized to sign for Subgrantee
Name: Walter J. Slipe
Title: City Manager
Telephone: 449-5704
Address: City Hall
915 I Street
Sacramento, CA 95814

OFFICE OF CRIMINAL JUSTICE PLANNING,
STATE OF CALIFORNIA

5-24-82
Executive Director, OCJP Date

APPROVED
GENERAL FUND

Office of Criminal Justice Planning
9719 Lincoln Village Dr.
Sacramento, Ca. 95827

ITEM 810-101-0013 Chap 99/81

I hereby certify that all conditions for exemption have been complied with, and this contract is exempt from Department of General Services approval.

I hereby certify upon my own personal knowledge that budgeted funds are available for the period and purpose of this expenditure stated above.

MAY 19 1982

OCJP Fiscal Officer

SPECIAL CONDITIONS FOR THE CAREER CRIMINAL APPREHENSION PROGRAM (C-CAP) GRANTS

NUMBER ONE

Once the C-CAP Crime Analysis Unit is fully operational, it shall identify specific geographic locations which are high crime rate areas and shall provide this information to the agency's Community Crime Resistance Program.

NUMBER TWO

C-CAP grant funded agencies shall not request or arrange for technical assistance as defined and set forth in sections 4100, 4200, and 4300 of the OCJP Subgrantee Handbook without prior written approval from the OCJP C-CAP Program Manager.

OFFICE OF CRIMINAL JUSTICE PLANNING

STANDARD GRANT AWARD CONDITIONS

Subgrantee agrees that the funds awarded pursuant to this award will be used in accordance with all the terms and conditions set forth or incorporated by reference in this grant award and OCJP's Subgrantee Handbook, as amended.

ATTACHMENT B

OFFICE OF CRIMINAL JUSTICE PLANNING

15. PROJECT BUDGET

BUDGET CATEGORY AND LINE ITEM DETAIL	COST
A. Personal Services - Salaries	
Key Data Operator I - $6.2178/hour 2 positions - 3 months - 480 hours each	$5,969
Under the direction of the Project Leader these two positions would be responsible for entering data into the automated system. The first nine months of the grant will be used to develop the software necessary to implement an automated system therefore data entry personnel will not be needed until the system is operational.	
TOTAL	$5,969

OFFICE OF CRIMINAL JUSTICE PLANNING

PROJECT BUDGET

BUDGET CATEGORY AND LINE ITEM DETAIL	COST
B. Personal Services - Benefits	
Benefits for Key Data Operator I	
2 Positions	
Health Insurance - $141.60/month	$ 850
Social Security - 6.7% ($5,969)	$ 400
Unemployment Compensation - 0.2% ($5,969)	$ 12
Workman's Compensation - 0.15% ($5,969)	$ 9
Retirement - 17.861% ($5,969)	$1,066
TOTAL	$2,337

OFFICE OF CRIMINAL JUSTICE PLANNING

PROJECT BUDGET

BUDGET CATEGORY AND LINE ITEM DETAIL	COST
C. Travel	
Two persons to attend at least six cluster meeting as directed by OCJP.	$2,000
TOTAL	$2,000.00

OFFICE OF CRIMINAL JUSTICE PLANNING

PROJECT BUDGET

BUDGET CATEGORY AND LINE ITEM DETAIL	COST
D. Consultant Services	
To develop software programs for our Digital Equipment Corp. PDP 11/44 computer which will provide an Automated Crime Analysis System. The consultant will be required to design, install, and implement a system and train our personnel in its operation.	$43,621
TOTAL	$43,621

OFFICE OF CRIMINAL JUSTICE PLANNING

PROJECT BUDGET

BUDGET CATEGORY AND LINE ITEM DETAIL	COST
F. Operating Expenses	
1. Desk Top Copying Machine:	
Maintenance and Supplies	
Service Agreement	$2,000
Toner	$2,000
Paper	$1,100
2. Computer Components	$3,500
Maintenance Agreement	
1 Controller	
4 Terminals	
1 Memory Board	
1 Printer	
3. Cobol Operating License	$4,000
4. Indirect 28.98% x Direct Salaries ($5,969)	$1,730
TOTAL	$14,330

OFFICE OF CRIMINAL JUSTICE PLANNING

PROJECT BUDGET

BUDGET CATEGORY AND LINE ITEM DETAIL	COST
G. Equipment	
1. One - Desk Top Copying Machine 30,000 copies a month 35 copies per minute Self-Diagnostic Function Option for a Collator Attachment Stationary Top Reduction & Enlargement Capabilities Copy Paper Sizes of 5½x8½ to 11x17	$ 6,000
2. One - Collator for Copying Maching: 15 Bin	$ 1,500
3. Two - Desks: 60"x30" Steel Beige in color Left or right hand extension to be decided later and be able to support an electric typewriter or tabulating equipment	$ 850
4. One - Electric Typewriter Correction Tape 15½" paper capacity Dual pitch Electric index capacity of 1", 1½", 2", 2½" & 3"	$ 900
5. One - Table: 36"x72" Folding metal legs Dark brown imitation wood grain top	$ 240
6. Two - Chairs Roll around type Adjustable height Armless Swivel Beige in color	$ 120
(Continued on attached)	
CATEGORY TOTAL	
16. PROJECT TOTAL	

17. FUND DISTRIBUTION	FEDERAL	STATE	LOCAL
a. Amount of Funds	(a)	(b)	(c)
b. Percentage of Funds			

OFFICE OF CRIMINAL JUSTICE PLANNING

PROJECT BUDGET

BUDGET CATEGORY AND LINE ITEM DETAIL	COST
G. Equipment	
7. Cables and connections for terminals and printer	$ 500
8. One - Video Terminal Controller 1920 Character Screen	$ 7,230
9. Four - Video Terminal 1920 Character Screens	$11,640
10. One - Printer 180 CPS	$ 7,090
11. One - Modem	$ 450
12. One - Memory - 256K	$ 6,223
CATEGORY TOTAL	$42,743
16. PROJECT TOTAL	$111,000

17. FUND DISTRIBUTION	FEDERAL	STATE	LOCAL
a. Amount of Funds	(a) N/A	(b) $99,900	(c) $11,100
b. Percentage of Funds	--	90%	10%

PROBLEM STATEMENT

The City of Sacramento has a population of 274,100 inhabitants according to the latest census figures, and has the highest crime rate in the State of California among comparable cities. In 1980, it ranked 24th overall in the State. In fact, Sacramento had a total of 21,696 Part One crimes in 1980, a rate of 7,915 Part One crimes per 100,000 inhabitants. These figures were obtained from those compiled by the Bureau of Criminal Statistics (BCS).

Part One crimes have been increasing at an annual growth rate of approximately ten percent, and are outpacing the City's annual rate of population growth. Even though the arrest rate has increased by three percent annually over the last three years and the clearance rate has increased five percent annually during the same time period, it is evident that we are not keeping pace with the crime problem and a more effective means must be found to identify, apprehend and prosecute individuals who are committing Part One crimes in Sacramento.

Of major concern to the Police Department is the high level of career criminal activity, brought about in part by the City's close proximity to several State correctional institutions, which results in a disproportionate amount of parolees being placed in our city. For example, in March of 1981, 1,144 parolees resided in Sacramento County, 535 of which were from counties other than Sacramento. In 1980, 446 parolees were arrested, which was an increase of 44 percent over the 310 parolees arrested in 1979. It is only fair to assume that for every parolee arrested for one crime, he is responsible for others that he is not arrested or prosecuted for, and is involved in career criminal activity.

Rape, robbery and burglary account for 56 percent of the Part One crimes in Sacramento. These crimes are the major target of the department's Crime Analysis Unit and it is believed that through Crime Analysis these crimes can

be impacted by identifying and arresting the offenders.

The following table shows the number and crime rate of rape, robbery and burglary for the year of 1980 in the City of Sacramento:

CRIME	NUMBER	RATE (PER 100,000 POPULATION)
Rape	217	79.17
Robbery	1,604	585.19
Burglary	10,401	3,794.60
Total	12,222	4,458.96

The Department's Crime Analysis Unit was established in 1975 as a manual operation, staffed by one Sergeant, one Officer and a part-time Student Intern. Since that time the staffing has increased to add a Community Service Officer, a second Student Trainee and a full time secretary, which indicates the Department's support of the Crime Analysis concept. The Unit is a manual operation with the exception of an automated vehicle file on a Radio Shack TRS-80 Micro-Computer. As a manual operation the Unit has been unable to keep up with the large increase in the volume of crime reports. This manual operation requires that each offense or incident report be hand sorted and selected reports be hand logged on log sheets in binders. Through the use of these log sheets and pin maps maintained in the Crime Analysis Unit, Crime Patterns and Series are identified.

The Crime Analysis Unit is charged with the responsibility of providing both uniform Patrol and the Crime Suppression Teams with new and updated information on Crime Patterns and Series, as well as providing pertinent information to the Detectives handling the reports. Using the manual system, the Crime Analysis Unit produced 187 Crime Patterns or Series in 1980, with 105 updates to these reports. In order to accomplish this task the Unit had to process approximately 30,000 crime and incident reports manually. The 187 Crime Patterns/

Series and 105 updates identified 2,132 crimes which received concentrated effort by Patrol or Crime Suppression. The Crime Patterns and Series produced by the Unit in 1980 are shown in the following table by type and number produced:

1980 Crime Patterns Issued by Type	
459 Residential	118
459 Commercial	24
459 Auto	12
211	23
Purse Snatch	2
Parking Meter Thefts	4
Rape	2
Vehicle Vandalism	1
Bunco	1
Total	187

Even with this ambitious attempt by the Department's Crime Analysis Unit the needs of Patrol, Crime Suppression Units and Office of Investigations are not being effectively fulfilled. The Unit is hopelessly overloaded by the sheer volume of paper required by the manual processing of individual reports. Serious shortcomings are evident in a number of areas, including but not limited to the following:

1. Early identification of emerging crime patterns.
2. Correlating suspect-crime information.
3. Preparing target profiles and exception reports based on crime thresholds.
4. Evaluating effectively Directed Patrol activities.

And above all, the timeliness of Crime Analysis reports are hampered by the long and arduous process of hand searching multiple crime logs, manually

researching arrest reports and criminal history records, and finally by the 24 to 48 hour delays in the delivery of Data Extract Requests from the Sacramento Crime and Arrest Reporting System (SCARS)*.

PROJECT OBJECTIVES

In its broadest terms, the overriding goal of this project is to significantly reduce career criminal activity in Sacramento. We believe this goal can be attained by the development of a highly sophisticated computerized crime analysis system.

SPECIFIC OBJECTIVES

OBJECTIVE 1 Develop the crime analysis requirements into a set of detailed design specifications.

OBJECTIVE 2 Develop software programs for our existing Digital Equipment Corp. PDP 11/44 computer which satisfy our crime analysis requirements.

OBJECTIVE 3 Implement and install the Automated Crime Analysis system.

OBJECTIVE 4 Train Sacramento Police Department personnel in the use and maintenance of the Automated Crime Analysis sytem.

OBJECTIVE 5 Refine the automated system by using an operational environment to optimize the system's ability to identify problem areas and provide supplemental information about the crime problems.

OUTCOME OBJECTIVES

1. Provide for on line data entry and update capabilities for all data files.
2. Provide machine generated daily sector activity reports on a timely basis.
3. Provide machine generated logs to replace existing manual logs.

*SCARS is principally a records indexing system with full UCR reporting cababilities. It does contain some limited M.O. data.

4. Provide machine generated notifications of potential emerging Crime Patterns or Crime Series in defined geographical areas for the crime analysts to review and evaluate. These notifications will include:
   A. Clusters of Residential Burglaries within 24 hours of being reported.
   B. Citywide Commercial Burglaries that have exceeded established statistical averages in a given time frame.
   C. Citywide Robberies by type (Armed Commercial, Armed Persons, Strongarm, and Purse Snatch) that have exceeded established statistical averages in a given time frame and are committed by a suspect of the same race.
   D. Citywide sex crimes that are committed in a given time frame by a suspect of the same race.
5. Provide machine generated reports comprised of the three targeted crime types broken down by sub-category and sorted into the four sectors of the city. These reports will contain statistical summaries, with comparisons of previous time periods which reflect increases or decreases. Listings of crime patterns and series showing their current status within the sectors.
6. Provide a method of generating computer printed crime patterns and updates.
7. Provide an automated method of searching, selecting and sorting crime reports with similar MO characteristics in order to identify and generate computer formatted crime series. Search criteria will include range searching, coded selections and/or various combinations of parameter matching.
8. Provide an automated support system which contains suspect information. This file will be used to develop possible suspects based upon their prior contact with the criminal justice system. This system must have flexible search capabilities similar to those described in #7.
9. Provide an automated support system which contains suspect vehicle information. This file will be composed of license numbers and vehicle descriptions

obtained from crime reports, field contact and arrest reports. This system must have flexible search capabilities similar to those described in #7.

OPTIMUM BENEFITS

1. Bi-weekly publication of a wanted persons/hot suspect information bulletin.
2. Increase the quantity and quality of information provided for directed patrol and tactical deployment.

METHODOLOGY

The methodology proposed here reflects an approach to achieving C-CAP objectives within the context and structure of the Sacramento Police Department. We believe that Sacramento is in a singularly unique position in that we already have firmly in place all three modules specified in the C-CAP guidelines. For this reason, Sacramento, together with this grant, will realize the greatest impact on career criminals within the shortest period of time and with the least amount of dollars.

Our present status with regard to the three modules outlined in the C-CAP guidelines are summarized below:

Module I: Develop a Crime Analysis Unit.

The Crime Analysis Unit is an operational component of the Selective Enforcement Section within the Office of Operations. It is staffed by one Police Sergeant, one Police Officer, one Community Service Officer, two Student Trainees, and one Clerk.

The Crime Analysis Unit operates seven days a week, eight hours a day. On a daily basis, this Unit produces a crime summary for each of the four patrol sectors. This is a listing and a short narrative of offenses committed, persons arrested, community programs and other special information relating to that sector. In order to assist the informational and analysis function, this Unit maintains hand-written logs for burglary (commercial and residential), robbery (commercial and private person), purse snatch, rape and auto burglary, along with a vehicle information file.

A major function of the CAU is liaison with the different segments of the Police Department which is performed by a Police Officer assigned to the Unit. On a daily basis, he makes personal contact with the Office of Investigations talking with the investigators about a particular crime problem. By maintaining this liaison, he is able to exchange information between the investigators and the patrol officers. This officer also meets with the CAU of the Sheriff's Department on a regular basis. As a result, we have inter-changed information on crime patterns that are common to both agencies.

This Unit receives on a daily basis copies of all offenses, arrests and information reports. Each report is scrutinized for its content and then forwarded to interested parties, i.e., Deputy Chief, Crime Suppression Units, Special Investigations Section, or Community Resources Section. The Unit keeps in file for 30 days all reports relating to those crimes that are analyzed. As a result of receiving these reports, the CAU is able to produce weekly and monthly crime summaries, crime pattern/series notices, crime pattern/series update reports, special bulletins and profiles on crime trends, such as rape, commercial robbery, and auto burglary.

Module II: Develop and implement improved management of patrol operations.

In 1978 and 1979, Sacramento was a test site for the Managing Patrol Operations (MPO) Program. The major goal of MPO was to replace the traditional random patrol model with Directed Patrol. A summary of MPO's four major components are summarized below:

1. Allocating Patrol Resources

   Sacramento has undertaken and is committed to the allocation of patrol resources according to an established analysis of call for service workloads. Our current patrol district design and our Manpower Allocation Plan is the result of MPO studies performed with the aid of two major computer models, Patrol Car Allocation Model (PCAM) and Hypercube. Current plans call for these models to be used again in 1982 with the anticipation of reviewing and refining our Patrol District designs and Resource Allocation Plan.

2. Managing the Call for Service Workloads

   Sacramento employs a number of aggressive programs in the management of calls for service. Our system of call screening has resulted in only 35% of all incoming requests for police service actually being dispatched on a three-level priority system. An active Communications Report Writing Unit presently takes 40% of the total police reports written by the Department; and 15 Community Service Officers assigned to Patrol take an average of 3,000 police reports each year. We will continue these systems and we are in the process of implementing a Mail-out Report System.

3. Crime Analysis

Under MPO a complete reorganization of the Crime Analysis function was undertaken. See Module #1 for a description of the current operating structure.

4. Directed Patrol

Sacramento employs a "split force" concept of Directed Patrol. The Selective Enforcement Section consists of four dedicated teams of officers whose primary responsibility is to engage in a variety of decoy, surveillance and covert operations in response to Crime Analysis reports. Additionally, we have decentralized the responsibility for operational planning to patrol team level. This means that the patrol teams have the authority, and are encouraged, to design and engage in a wide range of directed patrol tactics in response to identified problems including, but not limited to, decoy, surveillance, saturation patrol and covert operations. Sacramento intends to continue its development of Directed Patrol under C-CAP with a primary focus on career criminal activity.

Module III: Develop and Implement Improved Management of Criminal Investigations

Our Investigations Section uses a case screening process dependent upon solvability factors which are indications of the probability of any given offense being solved by further investigation. A large number of our offense reports are now filed without any investigative effort due to a low number of solvability factors and our past experience with these types of cases.

Each of the sections within the Office of Investigations uses a system of continuing case management to ensure that new cases are equitably distributed among investigators and to minimize the delay in beginning the investigative process. The case assignments are continually monitored to ensure the quality of investigation, timely preparation for the District Attorney and to make termination of investigation decisions when appropriate. Feedback from the investigators through the Crime Analysis Unit to our Patrol Division is a very important component of crime analysis responsibility.

CAREER CRIMINAL PROSECUTION UNIT

The Sacramento Police Department supported the efforts of the Sacramento County District Attorney's Office in establishing a Career Criminal Prosecution Unit. The Career Criminal Prosecution Unit was established in 1977 and since its inception, we have contributed manpower to the investigative efforts carried out within the unit. Besides the direct contribution of manpower to the Career Criminal Prosecution Unit in the District Attorney's Office, our Crime Suppression Teams and Investigative FLEX Team operate as Special Investigative Units to pursue serious offenders who have been identified as career criminals prior to their arrests and merit the allocation of resources above that of a single investigator. In many cases, this serious offender information is generated by the Crime Analysis Unit from data submitted by both field officers and investigators. By using these investigative modalities, we have been able to identify career criminals, both pre and post arrest, which have resulted in career criminal prosecutions and stiff prison sentences.

The overall emphasis of this proposal is to concentrate our efforts on the identification and arrest of career criminals so that they may be successfully prosecuted by the Career Criminal Prosecution Unit in the District Attorney's Office.

The most important factor in Sacramento's approach to achieving the C-CAP objectives is the recent purchase and installation of a fully redundant Message Switcher Computer System.

The message switching system makes use of a pair of Digital Equipment Corp. model series PDP-11/44 computers. As designed, one of the PDP-11/44's operates "on line", while the other is available for backup and program development. The backup computer has the capacity to handle an automated crime analysis system. We intend to utilize this backup computer to process crime analysis programs. Our computers and their components are described as follows:

Primary Computer System

1 - SM-40MMA-CK, comprised of:
1 - 11/44 CPU
    256 KB ECC MOS Memory
    8 KB Parity Cache Memory
    Battery Backup for MOS Memory
1 - Disk Controller with two 10 MB disks and drives
1 - LA 120, 120 cps console line printer
1 - Controller for line printer
1 - DV 11 Multiplexor, 12 lines synchronous
1 - Tape controller and drive running at 45 ips. and 1600 bpi.
1 - Expansion cabinet

Backup Computer System

1 - SM-40MMA-CE, comprised of:
    11/44 CPU
    256 KB ECC MOS Memory
    8 KB Parity Cache Memory
    Battery Backup for MOS Memory
1 - Disk Controller with two 10 MB disks and drives
1 - LA 120, 120 cps console/line printer
1 - DV 11 Multiplexor; 12 lines syncronous
1 - Line Printer with CPU Switch
1 - Tape controller and drive running at 45 ips. and 1600 bpi.

With the approval of this proposal we will purchase and install four on-line terminals connected directly to the backup computer. These four terminals will be dedicated for the exclusive use of the Crime Analysis Unit. We also intend

to connect a separate single terminal to the message switcher system which will allow us direct on-line access to CLETS, DMV, County and City automated files.

Although we need some accessory equipment and a few enhancements, the major cost of automation as it relates to hardware is non-existent due to our ownership of the computers listed above. The emphasis and major tasks involved with this grant proposal are the development of the software for Crime Analysis programs. We are in the process of exploring two separate approaches to develop a Crime Analysis software package. The first approach involves a search for current public domain software packages such as CASS and Morgan which will meet our needs. The second approach being explored concurrently with the first, is a detailed Crime Analysis system specification based on the present and future needs of our Department. This document will be used to assess the compatibility of public domain software packages versus the benefits of a customized software program specifically developed to meet our objectives. The possibility exists that some combination of the two approaches would result in a software package that meets our needs.

Our Crime Analysis system design specifications will be developed by utilizing the following outline:

C-CAP SYSTEM SPECIFICATIONS

I. OVERVIEW OF EXISTING SYSTEM

A. Description of Current Crime Analysis Operations

1. Current processes (who performs functions?)
2. Information sources (reports, computers, other?)
3. Volumes of reports proecessed (general stats)
4. Current products (frequency)
5. Problems

II. PROJECT OBJECTIVES

A. Expanded description of each of the project objectives

B. Chart of project schedule with target dates for completion of specific tasks (milestones)

III. SYSTEM REQUIREMENTS

A. Overview of system concept (specify time constraints, etc.)

1. On-line data entry and update
2. On-line inquiry (standard search, selective search)
3. Regular production reports (shift, daily, weekly, monthly)
4. Other special request reporting capabilities

B. Data Elements

1. Statement that files should be designed to make optimum use of available disk storage (variable length records, cross-indexing, data base organizaton, etc.) to avoid storing redundant data or allocating areas that are unused for a large percent of the data records to be stored.
2. Describe data fields to be captured (include charts and sample documents)
   a. Identify source document(s) for each field
   b. Establish field size and field attributes (number of choices, number of characters per choice, coding structure and/or description of field use, etc.)
   c. Priority (mandatory, important, desirable)
   d. Selective search requirements
      (1) Type of search (range, exact, partial, group, keyword)
      (2) Single or multiple choices to be specified?
3. Storage requirements
   a. Volume of reports processed
   b. Retention requirements
   c. Automatic purge requirements

4. Conversion requirements (Any existing files to be loaded? If so, describe requirements.)

   a. Manual

   b. Automated

C. Functions and features (expand each of the "outcome objectives")

   1. Description (elements, computations, selection criteria)

   2. Sample layout of reports (existing report or new design, where possible)

   3. Frequency and timeliness (reports, selective extracts, on-line inquiries, on-line edit/update)

D. Equipment Requirements

   1. List terminal and printer needs (must be compatible with PDP 11/44 and RSX-11 M)

   2. Require vendor to identify all other equipment enhancement requirements (CPU memory expansion, disk storage, cabling, power, air conditioning, phone lines, etc.)

      NOTE: Allow vendor to provide alternative equipment configurations.

We anticipate the completion of the C-CAP System Specifications by May 1, 1982. Based on an expectation of approval of this grant contract at about that same time, we believe the vendor could be selected to implement our Crime Analysis Automated System which we have targeted for completion by November 1982.

The second major component of this proposal, in addition to computerizing crime data on criminal events and wanted subjects, is the publication of a twice-weekly wanted subject bulletin. This bulletin would be compiled by the Crime Analysis Unit and be published on Tuesday and Friday of each week. The bulletin would be divided into three parts. The first section of the bulletin would

contain pictures and information on subjects believed to be actively engaged in criminal activity but where probable cause has not yet been established and more information is needed before an arrest can be made. The second section of the bulletin would contain wants on subjects where probable cause exists for their arrest, but their identity is unknown or a warrant has not been issued by the District Attorney's Office. Examples of subjects who could fit into this section are persons whose pictures are obtained during the commission of a robbery by surveillance cameras, but whose identities are unknown. Subjects who are identified by fingerprint evidence found at the crime scene, where a warrant request is being processed, but it is to our advantage to apprehend this subject as soon as possible. The third section of the bulletin would contain photographs and information on wanted subjects, where warrants have been issued for their arrest.

In order for this wanted subjects bulletin to be successful, the final product must contain clear identifiable photographs of the wanted subjects and concise accurate information of their physical description, addresses where they may be located, and possible vehicles they may be driving. In other words, indepth research must be conducted on each subject before he is targeted as a wanted subject in this bulletin.

Wanted subjects who cannot be apprehended by the normal allocation of police resources, will be turned over to the Community Crime Resistance Program whereby they may become the subject of a Crime Alert Program or a Secret Witness publication, to solicit community input as an aid to their apprehension. Furthermore, surveillance photographs obtained during the commission of robberies where our officers are unable to establish the identity of the subject will also be turned over to the Community Crime Resistance Program.

SUMMARY

The Sacramento Police Department has taken progressive steps to combat the problems associated with career criminal activity. Many of these approaches are consistent with I-CAP and C-CAP program guidelines. However, the Department has been unable to implement a fully modernized and sophisticated crime analysis delivery system. To achieve this end, this grant proposes the following steps:

1. Develop and install a completely automated crime analysis system.
2. To apprehend career criminals engaged in rape, robbery and burglary.
3. To publish a twice-weekly bulletin on wanted subjects to assist patrol and investigative personnel in coordinating their efforts toward apprehension of career criminals.

EVALUATION

The Sacramento Police Department understands that a twelve month project assessment would be conducted by the Office of Criminal Justice Planning and will be used to determine whether grantees are eligible for additional years funding. The Department agrees to participate in the program evaluation and effort. An evaluation form for feedback will be developed and implemented, that will meet OCJP Grant criteria, for evaluating grant effectiveness.

ASSUMPTION OF COST

Assuming the project is successful in meeting its goals and objectives of identifying and apprehending more career criminal offenders, the costs asociated with the operations of the project will be assumed as a part of our annual City Budget.

PROJECT WORK PLAN AND SCHEDULE

TASK TO BE COMPLETED	FEB 82	MAR 82	APR 82	MAY 82	JUNE 82	JULY 82	AUG 82	SEPT 82	OCT 82	NOV 82	DEC 82	JAN 83
1. Develop System Design Specifications	**********	**********	**********	**********								
2. Develop Coded Field Choices			**********	**********	**********							
3. Develop Geo-Coding Systems				**********	**********	**********	**********					
4. Present System Design to Vendors				**********								
5. Select Vendor and Accept Vendor Proposal					**********							
6. Obtain O.C.J.P. Approval of Vendors Proposal					**********							
7. Vendor to Develop Software Program						**********	**********	**********				
8. Order and Install Hard-Ware						**********	**********	**********				
9. Develop Work Schedule for C.A.U. Personnel								**********				
10. Convert Existing (A) Automated Files to Proposed C.A.U System					**********	**********	**********	**********				
11. Design Forms and Computer Formats				**********	**********	**********	**********	**********				
12. Develop Wanted Persons Forms and Procedures							**********	**********	**********			
13. Vendor to Load Program on D.E.C. Equipment									**********			
14. Hire Data Entry-Clerk									**********			
15. Vendor to Train C.A.U. Personnel									**********			
16. Test Period to Start										**********	**********	**********
17. Load Data From Vehicle and Support Files (A)								**********	**********	**********		

PROJECT WORK PLAN AND SCHEDULE

TASK TO BE COMPLETED	FEB 82	MAR 82	APR 82	MAY 82	JUNE 82	JULY 82	AUG 82	SEPT 82	OCT 82	NOV 82	DEC 82	JAN 83
18. System to Generate Automated Reports											**********	**********
19. System to Identify Residential Crime Patterns											**********	**********
20. System to Identify Crime Series												***** *****
21. Test Period Complete												*** ***
22. Acceptance of System												*** ***

(A) Suspect Vehicle File
Probation - Parole File
Known Persons