

SPECIAL ORDER



Title
Investigative Case Tracking and UCR Classification

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Distribution
B

Rescinds
Part III, Section A-B of General Order 304.1 (Operation and Management of Criminal Investigations)
Part II, Section C.1.a-d, Section E, 1-2, and
Part III, B.1-2 of General Order 401.1 (Field Reporting System)

DISTRICT OF COLUMBIA

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I. BACKGROUND

In accordance with the District of Columbia Government Managers Accountability Act of 1995, the District government has been required to submit, to the D.C. Council, a Performance Accountability Report (PAR). In FY 2003 (beginning October 1, 2002), the PAR will incorporate FY 2003 budget measures, Metropolitan Police Department (MPD), Chief of Police performance contract measures and Federal Bureau of Investigation (FBI) Uniform Crime Reporting (UCR) clearance rate statistics, for Crimes Against Persons and Crimes Against Property, by reporting unit. To meet these requirements, a new case tracking system is being implemented to ensure accurate and timely reporting of these performance indicators. For purposes of calculating monthly clearance rates, the following types of case status information must be tracked about all categories of felony investigations:

1. The number of cases classified as “closed by arrest” by Police Service Area (PSA) members.
2. The number of cases classified as “closed by arrest” by Detectives.
3. The number of cases classified as “exceptionally closed.”
4. The number of cases classified as “unfounded.”

Current MPD practices dictate that Office of Superintendent of Detectives (OSD) members assigned to the Districts handle certain Part I Crimes. Those Part I Crimes include Robbery, Assault with a Deadly Weapon (ADW), Burglary, Theft, Theft from Auto, Stolen Auto and Arson. The centralized Violent Crimes Branch (VCB) handles all investigations of deaths, to include homicides, and adult sexual assaults. The Youth and Preventive Services Division handles sexual assaults against juveniles.

¹ Procedures outlined in this Special Order for handling sexual assaults against adults will only take effect once the Sex Squad becomes operational. Until that time, the district procedures outlined here for remaining Part I offenses (excluding homicides) will apply to these crimes also.

The Analytical Services Application (ASAP) has been expanded, for purposes of this project, to capture case status information from the districts, and will help support and serve as a quality control check for, the manual process described herein. District Crime Analysts and Investigative Review Officers (IRO) will use ASAP to record and generate case status and clearance rate statistics. All case clearance statistics tracked and reported, by the MPD, will follow the FBI's Uniform Crime Reports definitions.

II. POLICY

The policy of the Metropolitan Police Department is to properly classify offenses according to the D.C. Official Code, properly code offenses according to FBI Uniform Crime Reports definitions, and track case status information in order to maintain and report accurate and timely UCR case clearance statistics and other performance indicators. (CALEA 42.1.3 & 82.1.3)

III. DEFINITIONS

When used in this directive, the following terms shall have the meanings designated:

1. Analytical Services Application (ASAP) – The MPD Database for the maintenance of preliminary crime statistics. It resides in both the district stations and the Central Crime Analysis Unit at MPD Headquarters. (CALEA 41.13 – c & d)
2. Clearance Rate – The percentage of all UCR-classified offenses that have been closed by arrest or exceptional means (regardless of when the offense occurred), excluding offenses that have been determined to be unfounded. It is calculated as follows:

$$\frac{\text{Total offenses cleared by arrest or exceptional means}}{(\text{Total offenses} - \text{Total unfounded cases})}$$

3. Case Status – The current investigative status of a case associated with an offense. The five types of case statuses are as follows: 'open cases', "cases closed by arrest", "cases exceptionally closed", "suspended cases" and "unfounded cases". Details and examples of case status determinations are included below.
4. Deciding Official – the member who is authorized to make a case status determination. This is limited to the positions of the Police Service Area (PSA) Lieutenant, Investigative Review Officer (IRO) Reporting Sergeant, Detective Sergeant and/or supervisor from the district OSD Units, the Violent Crimes Branch or Youth and Preventive Services Division.
5. Reporting Sergeant – the position in the Violent Crimes Branch or the Youth and Preventive Services Division that is equivalent to the Investigative Review Officer (IRO) position in the districts.

6. Uniform Crime Reports Coordinator – the individual assigned at the Office of Organizational Development, who will be responsible for overall MPD Investigative Case Tracking and UCR Classification activities.
7. Uniform Crime Reporting (UCR) – A city, county and state law enforcement program designed and maintained by the Federal Bureau of Investigation (FBI), that provides a nationwide view of crime based on the submission of statistics by law enforcement agencies throughout the country.

IV. PROCEDURAL GUIDELINES

To ensure that the Metropolitan Police Department (MPD) reports accurate monthly clearance rate figures on all Part I crimes, members shall follow the procedures set forth in this order.

- A. Case Status Determinations (CALEA 42.1.3 – b)
 1. Open Cases - A case is considered “open” when more investigation is required to accumulate additional evidence, to identify the perpetrator or to effect an arrest.
 2. Cases Closed by Arrest - A case is considered “closed by arrest” when a person is arrested, charged with the commission of the offense and presented to the court for prosecution (whether following arrest, court summons or police notice):
 - a. A case may be considered “closed by arrest,” even if no physical arrest is made, when the offender is under 18 years of age and is cited to appear in juvenile court or before other juvenile authorities.
 - b. Even if more than one person was involved in the commission of the offense, the offense is considered closed by arrest if one person is arrested and charged.
 - c. Several associated crimes may be cleared by the arrest of one person:
 - (1) Each offense specified for a particular case must be closed on a separate PD Form 252 (Supplemental Report).
 - (2) Where an offender has been identified, and there is corroborating evidence, the case will be presented to an Assistant United States Attorney.
 - (3) The offender must be specifically associated with each case closed. General statements, based on such things

as similar modus operandi, same offense locations, offender identification, etc., will not be sufficient in themselves for justifying multiple closures.

- (4) In the event the deciding official determines that multiple cases may be closed by the same arrest, he/she will ensure that the complaint number, the date of the original and supplemental reports, the district of occurrence, the offense, the value of property recovered, and/or the value of property not recovered, and specific reasons why the AUSA declined to prosecute are listed for each case closed on the PD Form 252.

NOTE: The recovery of property does not close an offense report. In all cases wherein the recovery of property is the only result, it will not be sufficient for closing the case.

3. Cases Exceptionally Closed - A number of exceptional conditions, not resulting in an arrest, can also close an offense report.

NOTE: The following definition rescinds the one included in General Order 304.1.

- a. To be considered "exceptionally closed," the deciding official must answer, "yes", to all of the following four questions:
 - (1) Has the investigation definitely established the identity of the offender?
 - (2) Is there enough information to support an arrest charge and turn the case over to the court for prosecution?
 - (3) Is the exact location of the offender known so that he/she could be taken into custody now?
 - (4) Is there some reason outside law enforcement control that precludes the arrest, charge and prosecution of the offender?
- b. Examples of cases "exceptionally closed" include:
 - (1) Suicide of the offender.
 - (2) Double murder (two persons kill each other).
 - (3) Deathbed confession.
 - (4) Offender killed by police or citizen.
 - (5) Offender dies by other means not specified above.

- (6) Confession by an offender already in custody or serving a sentence.
- (7) Offender is prosecuted by state or local authorities in another city for a different offense, or prosecuted in another city or state by the Federal Government for an offense that may be the same, and the MPD makes an attempt to return him/her for prosecution, but the other jurisdiction will not allow the release.
- (8) Extradition is denied.
- (9) Victim refused to cooperate in the prosecution (again, only if all four questions in Section 3(a) can be answered "yes").
- (10) Warrant is outstanding for offender, but before being arrested, offender dies (e.g., of natural causes, as the result of an accident or in the commission of another crime).
- (11) Any juvenile offender eligible for diversion.

NOTE: In the event the AUSA declines to prosecute, a general statement that the case lacks prosecutorial merit will not be acceptable for closing the case. The specific reasons given for the declination must be specified.

4. Suspended Cases - A case may be "suspended" by the deciding official when every reasonable avenue of investigation has been pursued and exhausted. Under such circumstances the case will not be considered "closed." Although active work on the case is discontinued, additional information such as new evidence, arrest of a suspect on a subsequent case, etc., may be forthcoming and should be pursued at that time.
5. Unfounded Cases - The deciding official may classify a report as "unfounded" when an investigation proves the report to be false or baseless (i.e., the investigation shows that no offense occurred nor was attempted). Unfounded cases will not be calculated into MPD clearance rates.

NOTE: The recovery of stolen property, the small value of stolen property, the refusal of the victim to cooperate with the prosecution, the failure to make an arrest, and the findings of a coroner, court, jury or prosecutor do not unfound a legitimate offense.

- B. General Responsibilities of Office of Superintendent of Detectives (OSD) Members at the Districts (42.1.3 – a)
1. The Investigative Review Officer (IRO) shall serve as the point of contact between the districts and Staff Review, ensuring that all original reports are forwarded to staff Review within 24 hours of the date for which the report was taken, clarifying any questions Staff Review has about the reports, and resolving any discrepancies between UCR classifications defined by the IRO and Staff Review within 48 hours of receipt of a PD Form 27A (Request for Corrections) from Staff Review. Each day, the IRO shall:
 - a. Review and classify the offense type (using D.C. Official Code and UCR definitions) of all Part I offense reports (PD Form 251) and supplemental (PD Form 252) reports (excluding homicides and sexual assaults), on the original reports and in ASAP.
 - b. Maintain a manual log of, and update ASAP with, case status information on all Part I offenses that were closed by the PSA Officer, or for which there was a case status change, on the PD Form 389 (Monthly Case Status Summary Report). Changes to case status include offenses whose status was changed to closed, exceptionally cleared or unfounded. **Changes may affect offenses that occurred during the current month or in previous months.**
 2. By the 7th of each month, the IRO shall complete the PD Form 389A (Monthly Clearance Rate Report)- a summary of all offenses recorded on the PD Form 389 – and forward both the PD Form 389 and PD Form 389A to the Research and Resource Development (RRD) Unit, Office of Organizational Development (OOD) through Special Services Command (SSC).
 3. Each day, District Detectives who are assigned cases will report their findings on a PD Form 252 or WACIIS-generated PD Form 854 and ensure a copy is sent to the IRO.
 4. Each day, the District Detective Sergeant shall notify the IRO in writing of any change in the status of any investigation currently being conducted by Detectives under his/her supervision.
 5. The District Detective Lieutenant shall ensure a sufficient number of members under his supervision are familiar with the methods and procedures of the IRO position, and have been trained in UCR classification, to perform the procedures outlined in this order.

C. General Responsibilities of District Members

1. Each day, the District Crime Analyst will:
 - a. Enter information for all Part I offense (PD Form 251) and supplemental (PD Form 252) reports into the Analytical Services Application (ASAP) system.
 - b. Prepare a package for the IRO that contains a completed transmittal sheet for all reports going to Staff Review, and all copies and originals (including reports involving events occurring in different Districts) of reports pertaining to:
 - (1) Part I Crimes, other than homicides and sexual assaults, to the IRO;
 - (2) Homicides and sexual assaults against adults to the Violent Crimes Branch; and
 - (3) Sexual assaults against juveniles to the Youth and Preventive Services Division.
2. Officers assigned follow-up investigations by the IRO shall complete the PD Form 384 or PD Form 252 as assigned by the IRO, within 15 days and 48 hours respectively:
3. Each day, the PSA Lieutenant shall:
 - a. Make a case determination when a case is closed by arrest, and
 - b. Ensure that any investigative follow-ups assigned to his/her PSA Officers are complete, and forward copies of the associated PD Forms 384 and 252 to the IRO.
4. The District Commander shall ensure that the District has an adequate number of persons trained and available to fill the role of District Crime Analyst.

D. General Responsibilities of Violent Crimes Branch (VCB) Members

VCB members are responsible for investigating, tracking, and clearing all deaths (including homicides) and sexual assaults against adults that occur within the District of Columbia. He/she is also responsible for maintaining contact with the family of a homicide victim decedent throughout the homicide investigation.

1. The Reporting Sergeant shall serve as the point of contact between the districts and Staff Review, ensuring that all original reports are forwarded to Staff Review within 24 hours of the date for which the report was taken, clarifying any questions Staff Review has about the

reports, and resolving any discrepancies between UCR classifications defined by the IRO and Staff Review within 48 hours of receipt of a PD Form 27A (Request for Corrections) from Staff Review. Each day, the VCB Reporting Sergeant shall:

- a. Review and classify the offense type (using D.C. Official Code and UCR definitions) of all offense (PD Form 251) and supplemental (PD Form 252) reports relating to homicides and sexual assaults against adults on the original reports.
 - b. Document information pertaining to all newly reported homicides and sexual assaults against adults, and changes to case status for previously reported offenses, in two separate databases. Changes to case status include offenses whose status was changed to closed exceptionally cleared or unfounded. **Changes may affect offenses that occurred during the current month or in previous months;** and
2. By the 7th of each month, the Reporting Sergeant shall forward hard copy printouts from, or electronic copies of, the two databases to the Research and Resource Development (RRD) Unit, Office of Organizational Development (OOD) through the Special Services Command (SSC).
 3. Each day, VCB Detectives who are assigned cases shall report their findings on a PD Form 252 or WACIIS-generated PD Form 854 and ensure a copy is sent to the Reporting Sergeant.
 4. Each day, the VCB Detective Sergeant shall notify the Reporting Sergeant in writing of any change in the status of any investigation currently being conducted by Detectives under his/her supervision.
 5. The VCB Commander/Captain shall ensure a sufficient number of members under his supervision are familiar with the methods and procedures of the Reporting Sergeant position, and have been trained in UCR classification, to perform the procedures outlined in this order.
- E. General Responsibilities of Youth and Preventive Services Division (YPSD) Members

YPSD members are responsible for investigating, tracking and clearing all sexual assaults against juveniles that occur within the District of Columbia. YPSD members may also investigate, track and clear other offenses against children that come to their attention, including physical assaults.

1. The Reporting Sergeant shall serve as the point of contact between the districts and Staff Review, ensuring that all original reports are forwarded to Staff Review within 24 hours of the date for which the report was taken, clarifying any questions Staff Review has about the

reports, and resolving any discrepancies between UCR classifications defined by the IRO and Staff Review within 48 hours of receipt of a PD Form 27A from Staff Review. Each day, the YPSD Reporting Sergeant shall:

- a. Review and classify the offense type (using D.C. Official Code and UCR definitions) of all offense (PD Form 251) and supplemental (PD Form 252) reports relating to sexual assaults against juveniles and other offenses against juveniles that come to the Unit's attention, on the original reports;
 - b. Document information pertaining to all newly reported offenses against juveniles, and changes to case status for previously reported offenses, in a database. Changes to case status include offenses whose status was changed to closed, exceptionally cleared, or unfounded. **Changes may affect offenses that occurred during the current month or in previous months.**
 - c. Log information about new cases received and closed on daily statistical reports, and forward copies of these reports to the Central Crime Analysis Unit for entry in ASAP by 0730 hours.
2. By the 7th of each month, the Reporting Sergeant shall forward hard copy printouts from the database to Research and Resource Development (RRD), Office of Organizational Development (OOD) through Special Services Command (SSC).
 3. Each day, YPSD Detectives who are assigned cases shall report their findings on a PD Form 252 or WACIIS-generated PD Form 854 and ensure a copy is sent to the Reporting Sergeant.
 4. Each day, the YPSD Detective Lieutenant shall notify the Reporting Sergeant in writing of any change in the status of any investigation currently being conducted by Detectives under his/her supervision.
 5. The YPSD Inspector shall ensure a sufficient number of persons under his/her supervision are familiar with the methods and procedures of the Reporting Sergeant position, and have been trained in UCR classification, to perform the procedures outlined in this order.
- F. General Responsibilities of the Assistant Chief, Special Services Command (SSC):
1. Review the hard copies and database copies of reports forwarded by the 7th day of each month from the district OSD Units, VCB, and YPSD; and
 2. If approved, forward, within two days of receipt, to the Research and Resource Development Unit, Office of Organizational Development.

- G. General Responsibilities of Staff Review Members, Information Technology Division:
1. Code offenses using UCR guidelines and enter information from all offense reports into WALES;
 2. If there is any information missing from, or inconsistent in the reports, return the original PD Forms 251 and/or 252 with a completed PD Form 27A to the relevant IRO/Reporting Sergeant;
 3. If there are discrepancies between their UCR classification and that of the IRO/Reporting Sergeant on reports pertaining to Part I offenses, return the original PD Forms 251 and/or 252 with a completed PD Form 27A to the relevant IRO/Reporting Sergeant;
 4. Correspond with the IRO/Reporting Sergeant and UCR Coordinator to answer any questions about missing/incomplete information, and to resolve any discrepancies in UCR classifications of Part I offenses; and
 5. Forward a copy of each PD Form 27A and a copy of the accompanying report to the UCR Coordinator for informational purposes.
- H. The Uniform Crime Report Coordinator, OOD, shall have overall responsibility for Investigative Case Tracking and Uniform Crime Report functions. General Responsibilities of the UCR Coordinator:
1. Assume responsibility for reporting monthly statistics to the FBI;
 2. Serve as the agency's representative at federal UCR meetings;
 3. Conduct periodic audits of offense data to ensure the classifications are accurate and consistent;
 4. Conduct training sessions on UCR classification as necessary; and
 5. Have final decision-making authority on UCR classification discrepancies between the district IROs/Reporting Sergeants and Staff Review; or on any questions that arise from those members determining the initial classification.
- I. General Responsibilities of Research and Resource Development (RRD) Unit, Office of Organizational Development Members:
1. Compare the hard copy reports produced by the IRO/Reporting Sergeants to information stored in ASAP and other supporting documentation for auditing purposes; and
 2. Calculate a clearance rate of the UCR classified offenses for each patrol district and the city of Washington, DC as a whole, using the

equation listed in Section III.2 herein; and report these rates to the Mayor's Office on a monthly basis.

V. CROSS REFERENCES

1. General Order 304.1 (Operation and Management of Criminal Investigations)
2. General Order 401.1 (Field Reporting System)
3. GO-SPT-401.10 (Telephone Reporting Unit/Walk-In Reporting System)
4. MPD Uniform Crime Reporting (UCR) Training Manual
5. U.S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reporting Handbook
6. Standard Operating Procedures (Investigative Case Tracking and Uniform Crime Report Classification)

//SIGNED//

Charles H. Ramsey
Chief of Police

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