

Applicant: Connecticut Division of Criminal Justice

Project Title: Law Enforcement Civilian Support Project

Amount Requested: \$220,737

Funding Request Category: IV -- Hiring of Civilian Staff in Law Enforcement Agencies

The goal of this project is to maximize the amount of time the Division's Cold Case Unit Inspectors spend on core functions such as victim/witness activities, arrest-related activities, and activities relevant to evaluating the probative status of each case file. This goal shall be attained through the accomplishment of the following specific objective:

The identification, hiring, and training of the newly created position of Research Analyst who will relieve the Cold Case Unit Inspectors of vital but lower-level case preparation tasks such as development and tracking of timelines; organization of physical evidence, scheduling and requesting follow-up records such as medical reports, toxicology analyses, ballistic test results, etc.; organization of subpoenas; conducting public data base searches; acquisition of photographs, telephone numbers and addresses; preparation of reports, statements, and affidavits; tracking of evidence chain of custody; initial level liaison activities with outside agencies and organization and tracking of post-arrest investigative measures.

The above activities are all designed to allow the Research Analyst to create an in-depth wide-ranging case file (when possible, a digital/electronic one) to be used by Cold Case Unit Inspectors as a comprehensive resource as they develop and conduct their operational investigations. Over the 24 month project period, the full time Research Analyst will free up 4,160 Cold Case Inspector man hours for high-level pre-arrest, post-arrest, pre-trial and post-trial investigative activities of violent crimes. At an estimated Research Analyst effort of 120 hours a case, this project will allow Cold Case Inspectors to concentrate on an additional 35 cases. Based on the Unit's past success, the Division expects that 40%, or 14 of those cold cases will be solved. Given that violent cold case offenders are prone to repeat offense and often have left the most telling evidence at the scene of their earliest crimes, it is expected that the project's net impact on the criminal justice system will be multiplied beyond initial project-specific dispositional counts. A project-inspired conviction will take a violent recidivist off the streets.

Major Deliverables:

- 1: 4,160 hours of case preparation by project-funded Research Analyst, resulting in:
- 2: 35 additional violent (homicide/kidnapping), not subject to statute of limitations, cold cases receiving high level operational investigation, resulting in:
- 3: An additional 14 of said cases (40%) being solved.

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Section I: Statement of Problem

The Division of Criminal Justice (the Division) is responsible for the investigation and prosecution of all criminal matters in the State of Connecticut. It is an independent agency of the executive branch of state government, established under the Constitution of the State of Connecticut. The Division is composed of the Office of the Chief State's Attorney, located in Rocky Hill, Connecticut, and the Offices of the State's Attorneys for each of the thirteen Judicial Districts in the State of Connecticut.

Pursuant to its statutory charge, the Division employs 83 Inspectors – sworn law enforcement officers with statewide police powers whose area of authority is the investigation and preparation of criminal cases under prosecution. Among the busiest of these Inspectors are the two assigned to the Division's Cold Case Unit, housed at the Office of the Chief State's Attorney, who hold ultimate investigative responsibility for well over *1,000* crimes that are not subject to the statute of limitations, chiefly kidnappings, violent crimes involving unlawful restraint (such as aggravated sexual assaults), and homicides. Such cases are, by their nature, extremely labor intensive. Therefore, Cold Case Unit Inspectors spend a disproportionate amount of time on important but low-level case preparation tasks (physical evidence organization, backgrounds, public database searches, record requests, preparation of statements and affidavits, timelines) as opposed to core functions such as victim/witness interviews, assessing victim and witness testimony credibility, extraditions, preparing and serving arrest

warrants, ensuring court appearance of victims/witnesses, and analyzing all documentation for accuracy and adequacy so as to determine viability of proof beyond a reasonable doubt.

The Division estimates that lower-level case preparation tasks for crimes such as kidnapping and homicide take up, on average, fifteen days per case. Thus such tasks take an Inspector “off of the street,” and/or preclude them from initiating a new investigation for 120 man hours per *case*.

Section II: Program Design and Implementation

The goal of this project is to maximize the amount of time the Division’s Cold Case Unit Inspectors spend on core functions such as victim/witness activities, arrest-related activities, and activities relevant to evaluating the probative status of each case file. This goal shall be attained through the accomplishment of the following specific objective:

1. The identification, hiring, and training of the newly created position of Research Analyst (see Job Description in Attachment 4) who will relieve the Cold Case Unit Inspectors of lower-level case preparation tasks. These tasks include, but are not limited to:
 - Development and tracking of timelines;
 - Organization of physical evidence;
 - Scheduling and requesting follow-up records, such as medical reports, toxicology analyses, ballistic test results, etc.;
 - Organization of subpoenas;

- Conducting backgrounds, public data base searches;
- Collection and analysis of information from subscription data bases such as CLEAR by Westlaw;
- Acquisition of photographs, telephone numbers and addresses;
- Preparation of reports, statements, and affidavits;
- Tracking of evidence chain of custody;
- Initial level liaison activities with outside agencies and;
- Organization and tracking of post-arrest investigative measures.

The above activities are all designed to allow the Research Analyst to create an in-depth wide-ranging case file (to the degree possible, a digital/electronic one) to be used by Cold Case Unit Inspectors as a comprehensive resource as they develop and conduct their operational investigations. Over the 24 month project period, the full time Research Analyst will free up 4,160 Cold Case Inspector man hours for high-level pre-arrest, post-arrest, pre-trial and post-trial investigative activities of violent crimes. At an estimated Research Analyst effort of 120 hours a case, this project will allow Cold Case Inspectors to concentrate on an additional 35 cases. Based on the Unit's past success, the Division expects that 40%, or 14 of those cold cases will be solved.

But the impact on the criminal justice system of Cold Case Inspectors focusing on high-level investigative activities is multiplied well beyond 35 cases, as the Cold Case Unit specializes in investigating cases involving violent (homicide, kidnapping, aggravated sexual assault with restraint) offenders -- offenders with extremely high recidivism rates -- offenders who are learning from their earlier crimes (and, sadly, from television) how best to cover their

evidentiary tracks. Thus, the earliest, “coldest” cases the project will allow them to concentrate on (many with named suspects) are often the ones for which the perpetrators have left the most evidence. This provides the Cold Case Unit Inspectors with a unique opportunity to leverage their project efforts as many of the successful prosecutions resulting from project activities will have the net effect of taking an ongoing repeat violent offender off the streets.

In regard to category-specific Performance Measures, the project creates one full time job and will greatly increase the efficiency and effectiveness of the Division of Criminal Justice’s Cold Case Unit through providing 4,160 hours (the equivalent of two full man years) of time for Unit Inspectors to focus on core investigative, probative functions.

Section III: Capabilities/Competencies

The Connecticut Division of Criminal Justice, established by constitutional amendment as an Executive Branch agency in 1984 (although Connecticut established the concept of public prosecution in 1705), handles over 350,000 criminal and motor vehicle cases each year. The Cold Case Unit, to whom the project-funded Research Analyst will be assigned, was established in 1998 to focus special investigative efforts on crimes that have gone "cold," that is, unsolved for a prolonged period of time. Since it began operation, the Cold Case Unit has undertaken numerous investigations, resulting in convictions in more than a dozen previously unsolved homicides. Additionally, the Cold Case Unit has been involved in investigations that resulted in the Federal court convictions of three individuals in homicide cases. The Unit, which received a Solving Cold Cases with DNA grant award from the National Institute of Justice in 2005, currently has over 1,000 cases worthy of an active investigation.

The Cold Case Unit utilizes experienced Inspectors from the Office of the Chief State's Attorney to work closely with the Connecticut State Police and municipal police departments. These investigators start from scratch, reviewing all evidence and taking a fresh look at the crime.

This work relies upon the latest investigative techniques and the newest technology, including highly sophisticated DNA analysis. Many of these techniques were not available when the crimes occurred and the original investigations were undertaken. The Unit maintains a toll-free statewide tip hotline.

In addition to Inspectors from the Office of the Chief State's Attorney, The Division of Criminal Justice Cold Case Unit currently includes investigators from:

- State of Connecticut Department of Correction;
- Bloomfield Police Department;
- East Hampton Police Department;
- East Windsor Police Department
- Farmington Police Department;
- Hartford Police Department;
- Wethersfield Police Department and;
- Windsor Police Department.

The project-funded Research Analyst will report to the Cold Case Unit's Supervisory Inspector who reports in turn to the Division's Chief Inspector who is a direct report to Connecticut's Chief State's Attorney. All project-related activities will issue from the Office of

the Chief State's Attorney, where all of the Division's Bureaus with statewide responsibilities (Public Integrity, Elder Abuse, Statewide Prosecution, etc.) are housed.

The Division maintains its own Financial Services Unit, housed at the Office of the Chief State's Attorney, which greatly enhances its ability to segregate and track all grant expenditures. This mechanism, supervised personally by the Division's Director of Financial Services, involves the establishment of a unique account code for the grant. All financial activity for the grant is captured under that unique identifier.

Section IV: Impact/Outcomes, Evaluation, Sustainment, Data Collection Plan

The project certifies that it is both willing to and capable of participating in an NIJ-managed evaluation. The Cold Case Unit provided both narrative and tabular data for semi-annual progress reports under its NIJ Solving Cold Cases with DNA grant award and is scheduled for an onsite field Grant Assessment/DNA Audit for the same award this June.

The project-funded Research Analyst, as well the Cold Case Unit Inspectors, will maintain weekly activity logs in addition to the traditional time sheets. This will enable the project to demonstrate 1.) that the Research Analyst is putting in full time hours justifying the claim of one full time job being created, and 2.) the goal-critical division of labor detailed in Sections I and II above. Operational case files will be created by the Research Analyst, maintained and pursued by Cold Case Inspectors, and reviewed by the Chief Inspector. Summary tabular data, similar to that provided on a semi-annual basis to NIJ by the Division during its Solving Cold Cases with DNA grant (an inventory of active/inactive grant-relevant investigations containing case #, appropriate victim information, police department contact

information, accused information, redacted information on targeted suspects, and summary case status) will be created and reviewed by the Chief Inspector, and submitted in turn for grant review and report to the Division's Grants and Contracts Manager.

The data collected and analyzed above will substantiate that the project-funded Research Analyst will perform 4,160 hours of activity during the two year project period, which will free up Cold Case Inspectors to perform active operational investigations on 35 additional "cold" homicide/kidnapping cases (at approximately three weeks or 120 hours per case). Based on the Unit's history and national penetration figures (40%), it is estimated that project activities will result in an additional fourteen cases will be solved. As stated previously, given that violent cold case offenders are prone to repeat offense and often have left the most telling evidence at the scene of their earliest crimes, it is expected that the project's net impact on the criminal justice system will be multiplied beyond initial project-specific dispositional counts. A project-inspired conviction will take a violent recidivist off the streets (one NIJ-funded Cold Case Unit case resulted in the exoneration of a wrongly convicted individual, and the identification and arrest of the actual perpetrator who has been indicted for *three additional homicides*.)

Project timeline:

Recruitment for the Research Analyst will commence immediately upon communicated notice of grant award. It is expected that this process will take six weeks and that the Research Analyst will commence all project activities immediately upon hire. The keeping of time and activity logs for the Research Analyst and Cold Case Unit Inspectors will commence immediately upon the Research Analyst's hire. One month into the project period the Research

Analyst will be sent to Mclean, Virginia for basic training in the use of Analyst's Notebook software (see budget narrative). Tabular and narrative data regarding project impact on cold case investigations will be provided to the Division's Grants and Contracts Manager on a quarterly basis beginning three months into the project period. Twelve months into the project period the Research Analyst will be sent to Mclean, Virginia for advanced training in the use of Analyst's Notebook software (see budget narrative). A compendium of project results and best practices/policies/procedures identified will be authored and made available for reproduction at project close. The timing of suspect identification, arrests, trial preparation and presentation, and dispositions are part of a fluid and ongoing process during the project period.

Project sustainability: should the project prove viable, the Division will seek inclusion of the Research Analyst position in its ongoing biennial budget. Should this prove impractical due to State-level financial considerations, the Division will seek to identify a vacant position within its approved budget and use that vacancy to sustain the Research Analyst position.

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The position description for the project-funded Research Analyst is attached.