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PAZ CIUDADANA

# Achievements and Challenges in Promoting Crime Analysis: Chile's experiences and best practices in South America<sup>1</sup>

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Patricio Tudela Poblete (Ph.D./Ms.)<sup>2</sup>

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<sup>2</sup> Ph.D. in Anthropology (Germany) and Master in Safety Management (Spain). Director of Analysis and Studies of Paz Ciudadana Foundation. Email: ptudela@pazciudadana.cl y ptudela3@yahoo.es

## **Achievements and Challenges in Promoting Crime Analysis: Chile's experiences and best practices in South America.**

Patricio Tudela (Ph.D./Ms.)<sup>1</sup>

First of all, I would like to thank the members of the Board of the IACA for giving me the opportunity to be here at the XXII Conference. As you know, this year the Chilean delegation has 2 representatives of the Chilean Ministry of Interior, one member of Carabineros de Chile, another member of the Policía de Investigaciones (PDI).

This year we are not alone. There are three delegates of Colombia as well: 2 of them are from the General Prosecutor's Office and the other one is Head of the Crime Unit Prevention of Medellin. Later you will understand why and how they have come to attend this Conference.

You are probably interested in knowing why we are here. Let me explain our contribution to improve crime analysis en Latin American countries.

Paz Ciudadana Foundation is a nonprofit institution whose purpose is to promote, produce, adapt and test innovative technologies that help develop effective public policies in reducing crime, creating empirical data at a national level, and putting special emphasis on the systemization of the knowledge of international best practices and recommendations, achievable, effective and profitable design of methodologies for crime reduction.

We understand crime as a result of multifactor situations and risk factors. We assume a comprehensive perspective, and we promote intervention in causes and effects, on offenders and victims, as well as, on the role of prevention, prosecutions and rehabilitation institutions, focusing on situations that generate a lack of safety, looking for a better quality of the public and private intervention and management. Of course crime analysis has a particular role.

As I mentioned before, our aim is to contribute with knowledge (that means information, methodologies and tools) to the design and assess public safety policies.

In this context, in 2008 Christopher Bruce visited Chile and signed a cooperation agreement between IACA and Paz Ciudadana Foundation. During this first visit, the first Conference on Smart Prosecution and Crime Analysis was held.

As a result of this one-day meeting, which was attended by over 150 members of the two Chilean police institutions and prosecutors of Public Prosecutor's Office - we identified four major problems and arose new challenges that we had to tackle if we

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<sup>1</sup> Ph.D. in Anthropology (Germany) and Master in Safety Management (Spain). Director of Analysis and Studies of Paz Ciudadana Foundation. Email: ptudela@pazciudadana.cl y ptudela3@yahoo.es

wanted to continue our task and achieve our goal for promoting a more effective crime analysis:

Among all the problems, we detected four:

1. - Chile did not have any integrated information system, linking the institutions and facilitating data exchange. That was not a technical problem, but a problem of work's philosophy and a lack of clarity about the uses of information and the virtues of sharing data and report between institutions with a shared purpose: reducing crime, identifying offenders, and generate better condition for a better quality of life.
2. - There were no standards for good information and knowledge management within and between organizations, especially in the field of crime analysis, so -at that moment- the crime analysis – their function, role, importance and value- was not something what people were talking about.
3. - If an officer, for example, needed to know what a crime analyst does, he or she couldn't find current, easily accessible, and free of charge any literature in Spanish. And if a public policy designer or a decision maker on prevention and prosecution needed to make good decisions, he or she did not know about crime analysts.
4. - An additional problem was that crime analysis was not taught anywhere in Chile or any other country in the region, in a practical way, and using simple and friendly technology. There was no ability to teach and no place to learn. And if there was any, it was just for self use or for internal propose.

Among the challenges, that time, we identified fundamental question:

1. Why isn't crime analysis well-performed?
2. How can we create helpful or proper conditions so that prevention and prosecution institutions in Chile understand what an effective crime analysis is, and how it must be done (or it should be done).
3. What does Chile need to build capacities for a more effective crime analysis in each institution?

Additionally the following question arose: What or how should be an appropriate strategy to address or resolve these challenges?.

We then started working with two guidelines:

1. We created a set of beliefs or convictions that encouraged our efforts:

- a) Crime analysis is not an exclusive police role and a need only in police organizations.
- b) We noticed that the problem was shared among several institutions, and so was the solution.
- c) We worked and promoted a philosophy of teamwork and "co-production".

2. We noticed that we had to persuade several police chiefs, political authorities, among others, but with evidence, that is, results and products, such as publications, promoting training workshops and expert meetings.

In 2010 the Board of Paz Ciudadana Foundation estimated that if we wanted to create a safety environment for people and improve the quality of life, then we had to invest time, effort and money.

We decided to build strategic alliances with both Chilean police institutions, the Ministry of the Interior, and the Public Prosecutor's Office. I have no doubt that good relationships, trust between individuals, social capital and technical capital made it easier to build those alliances. As I mentioned before, our philosophy has always been "win-win"

In 2010 we published the first book with texts translated from English into Spanish (Análisis delictual: enfoques y metodología para el análisis del delito)<sup>2</sup>. This book has 4 translated texts of your book of 2004 "Exploring Crime Analysis". We assumed the cost of translation. Today anyone can download this and others books too, that we have uploaded.

Our priority was the improvement of crime analysis in police and in attorney. For that objective, three months before we made a new comprehensive diagnosis, with our partner institutions.

The results were following:

- 1) There is not a shared vision and no integrated system between institutions
- 2) Some institution make their own basic crime analysis and they are not oriented to the solution of them, for example, they didn't have a Crime Analysis Unit for each district. Usually, there was a very centralized information management unit.
- 3) Only some institutions have a Crime Analysis Unit but they work for internal purposes. They do not share information (self-referential).

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<sup>2</sup> Tudela, Patricio (Ed). Análisis delictual: enfoques y metodología para el análisis del delito. Fundación Paz Ciudadana, IACA, Santiago, 145 p. [http://www.pazciudadana.cl/docs/pub\\_20101129130944.pdf](http://www.pazciudadana.cl/docs/pub_20101129130944.pdf)

- 4) The institutions have different "customers" for their products (crime analysis).
- 5) There are few common standards, routines and validated processes for exchanging and accessing information. There were no instances or mechanism for joint analysis on territorial problems.
- 6) In special case, criminal investigation, for example, is difficult to exchange data and information.
- 7) Problem with register. Lack of information standards: each has classification of offenses that are not unique, which complicates the unification of data in an integrated system.
- 8) The technology is not similar: Each institution has separate databases and related professionals for further analysis of information and each is at different stages of technology use and competencies for crime analysis.
- 9) Lack of development policies: to standardize the technology, to identify the better tools and to guide the information management and training management for better crime analysis.
- 10) The lack of policies affects the processes for better crime analysis between the institutions, for the production and dissemination of information. There are no rules to regulate and set demands for providing information and feedback.
- 11) There is still a lack of appreciation of the role of "crime analyst" in institutions, but it is recognized as "very necessary". They are considered "desk officers", who lack knowledge about police work in the street.
- 12) No instances of formal and systematic training, for example, with outside experts. This causes a very low level of standardization of procedures for the crime analysis and undermines the integration and learning new techniques.
- 13) Information management and knowledge management are in early stages

With this diagnosis in mind, we decided to hold the 2nd International Conference to promote the agenda on crime analysis, and we prepared the first basic training course.

In April 2011 we held the Second International Conference - three years had passed since the first one - which was attended by 250 delegates from different institutions, and lectured by Christopher Bruce, Ericka Jacson and Jim Mallard.

The attendance of top leaders, authorities and institutions allowed to table issues and challenges. The main topics covered were:

1. Diagnosis and state of the art for more effective crime analysis in Chile.
2. Identification of critical nodes for information management.
3. Policies for training institutions for the development of crime analysis units.

The need of training was established as one of the "most important critical points".

- a) The expertise of analysts is given by the praxis of their own experience, since their formation has occurred informally
- b) There is no systematic training or academic teaching
- c) If we take the IACA standard, given the characteristics of the system of Chile, the profile of crime and police reports, then,

- \* Carabineros will need about 700 analysts,
- \* The Police for Investigations (PDI) will need about 250 analysts and
- \* The National Attorney will require about 150 analysts

This finding was very important, as it allowed us to measure the extent of the training process.

After the conference we conducted a course with support of Chris, Ericka and Jim. 136 students participated in this course, including delegates from Chilean police institutions, prosecutors, professionals from the Ministry of the Interior, and NGOs involved in the development of studies and analysis of crime prevention policies. The course lasted two days.

We then evaluated these activities, and a couple of months later, we received an invitation from Motorola Solutions Foundation to participate in an international competition, as part of their corporate social responsibility. We believed it was the right decision.

We prepared a project in two weeks, we filled in a 7-page form, and after three months, we were told that we had won the award.

The title of the project was "Promoting Crime Analysis among the Police and the Public Prosecutor's Office, and Reducing Crime in Cities in Chile" and received a contribution of U.S. \$ 45,236 (Request Amount).

The project had the following characteristics:

- As a General Objective, it was “Generating abilities among the Police and Law Enforcement Institutions for better crime analysis, based on international experience applied in Chile.
- As a Specific Objective, it was “Developing a set of initiatives through the adaptation of the analysis models management promoted by the International Association of Crime Analysts (IACA), and the identification of appropriate and functional technology according to the Latin-American reality.

We had 10 months for that project. But, with that money we did more than what we had actually committed. We did following:

1. We attended the 21st Annual Conference held by IACA and Massachusetts Association of Crime Analysts (MACA) in Cape Cod, Massachusetts, in order to arrange and select training materials.
2. We translated, adapting and creating the teaching materials for a basic and intermediate level for a pilot course
3. We selected the teaching team for the workshop and validated the elaborated teaching material
4. We conducted the 1st International Invitation to select Best Practices in Crime Analysis
5. We conducted the 2nd Crime Analysis Workshop for law enforcement members of Chile and other South American Countries
6. We Conducted the 3rd Crime Analysis Conference in Latin America
7. We evaluated the results and created a final report
8. And finally, we presented a continuity proposal for the second phase for promoting and improve crime analysis in South America

We published two books and a workbook.

The first book is titled "Crime Analysis -Techniques and Methodologies for Reducing Crime" (2012)<sup>3</sup>. This book is a continuation of the book of 2010 and reflects our idea of having all the recent texts available for all interested people, especially those papers

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<sup>3</sup> Varela, Fernanda (Ed.) 2012. Crime Analysis -Techniques and Methodologies for Reducing Crime" Fundación Paz Ciudadana, International Association of Crime Analysts (IACA), Motorola Solutions Foundation. Santiago, 156 p. [http://www.pazciudadana.cl/docs/pub\\_20120614144644.pdf](http://www.pazciudadana.cl/docs/pub_20120614144644.pdf)

that focus on teaching how to do crime analysis. So, with the permission of authors, we published new eight texts. This book is for free and anyone can download it from our website or even from yours.

The second book is titled: "Best Practices in Crime Analysis"<sup>4</sup> (2012) and this addresses the experiences of several countries in South America and describes them with a common mold for all.

I would like to discuss more this point. We organized the first competition to select the Best Practices in Crime Analysis in Latin America. For the dissemination of this contest we were helped by INTERPOL, AMERIPOL and Chilean institutions.

We have worked with the conviction to show the experience in developed countries. As you know, it is sometimes complex to achieve certain objectives, for example, that crime analysis can be done well, and that you don't need to speak English to do so, or have the latest technology and information recourses Moreover, crime analysis must be done well, and people in our countries are also doing interesting and necessary innovations.

That was the goal of the contest and the book. We were able to make a diagnosis, but we also provided incentives to organizations and individuals. The main incentive was the recognition and the opportunity to publish, disseminating this positive experience, then inviting them to show us their own experiences at the Third International Conference of IACA in Latin America.

So, as a result of this competition, which took three months, we received 19 proposals (from Argentina, Brazil, Colombia, Venezuela and Chile) and selected only 11.

We review different approaches to response what is good practice or a best practice. A best practice is a method or technique that has consistently shown results superior to those achieved with other means, and that is used as a benchmark. In addition, a "best" practice can evolve to become better as improvements are discovered. Documenting and charting procedures and practices is a complicated and time-consuming process often skipped by organizations, even though they may practice the proper processes consistently.

And then, we drew up the following approach: the choice of the best practices to promote better crime analysis should take into account the following minimal elements:

1. The needs assessment

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<sup>4</sup> Tudela, Patricio (Ed.) 2012. "Best Practices in Crime Analysis in Latin America". Fundación Paz Ciudadana, International Association of Crime Analysts (IACA), Motorola Solutions Foundation. Santiago, 173 p. [http://www.pazciudadana.cl/docs/pub\\_20120622125143.pdf](http://www.pazciudadana.cl/docs/pub_20120622125143.pdf)



2. The problem
3. The profile of crime
4. The responsiveness of the organization and professionals in the solutions
5. The empowerment and ownership opportunities with the innovation
6. The actions to promote methods and types of crime analysis (tactical, strategic, investigative, administrative), and
7. The innovation itself

With this schema we demand papers or proposals with the following information:

- a. Title
- b. Institutional Information
- c. Description of the elements (problems) that lead to innovating, introducing or implementing technologies and practices of crime analysis in the organization and / or territory
- d. Description of the conceptual and / or theoretical bases
- e. General background of the program, project, intervention or format of the crime analysis, objectives (general, specific targets, indicators)
- f. Description of the information management model and the tools used (identifying what or which is the innovation)
- g. Report about the benefits of the program, project, intervention or new way of analysis
- h. Description of the problems and obstacles that had to be overcome to implement the innovation
- i. Identify and explain what processes are critical for better crime analysis (discussion)
- j. Report of results and evaluation process of the program, project or innovation

#### k. Bibliography

With input from Colombia, Venezuela, Argentina, Brazil and Chile, as a result of this competition, we could make a new diagnosis and detect the following:

- 1) The poor quality of the data records in the police and prosecution institutions;
- 2) The poor quality and limited use of non-police information, for example, referring to territories or social-demographic profiles of victims, vulnerable groups at risk, and offenders, among others (outdated data);
- 3) Problems for accessing and data flow within the organization and between institutions;
- 4) Little knowledge of techniques and limited use of qualitative data and sources;
- 5) The limited use of victimization surveys to complement police sources for crime analysis;
- 6) The lack of a formal and functional definition of roles of the analysis units and analysts within the organization;
- 7) The poor awareness (will) of the need to innovate in crime analysis. For example, if any institution is not the main demand of improvements of the capacities and uses of crime analysis, there will be not significantly progress, creating a hostile work environment;
- 8) The lack of formal training and opportunities for learning;
- 9) The ignorance and lack of awareness of the role and contribution of the crime analyst. Most of the times, it is known by intuition, but rarely evidenced in and out of an organization;
- 10) The belief that the work of the analyst is a "desk job" and ignoring that the analyst could be a bridge to reality, for residents and people of law enforcement agencies;
- 11) Crime analysis does not prosper in the organization if it is not connected with a intentional change / innovation in the organization;
- 12) The impact of crime analysis product is directly related to the ability of the organization's headquarters and prosecutors or other institutions to assess and demand the services of the " crime analysis units", and

- 13) Limited feedback mechanisms. It affects negatively the required understanding between the demand (user or leader / decision maker) and the supply of analysis. It is necessary to reduce the gap.

We learn a lot of such 11 experiences. For a better the crime analysis, following our convictions, it is necessary to promote the solutions working with guidelines and criteria like this:

1. Establishment of trust relationships between people, institutions and authorities, as part of a working philosophy of mutual collaboration and co-production,
2. Introduction and institutionalization of crime analysis (as a usual practice and work unit) on the basis of a policy and development program in the organization,
3. Development of a plan to promote organizational learning and innovation in crime analysis (introducing new processes and approaches), and
4. It is important to improve the information management, but more useful is to concentrate our effort in knowledge management. We have to systematize the experiences of the organization.

However, even though this may be considered a major achievement, we believe that the most important are four points:

- a) Having developed the first teaching workbook
- b) Having designed a training curriculum at a basic and intermediate level, following the contents of the IACA training courses
- c) Having realized the four-day 2nd course. This was attended by 104 delegates from the police agencies in Argentina, Brazil, Chile, Uruguay, Colombia and INTERPOL. One of them is with us at this conference, and
- d) Another positive point was that we could test the course and identify a team of interdisciplinary and inter-institutional professionals.

In fact, for preparing this workbook and training course we analyzed the contents of the training courses IACA, that you were lecturing, and we designed a course consisting of 20 chapters -addressing the essentials in relation to tactical, strategic and investigative analysis, the use of software (such as Excel, Access and GIS) criminological knowledge and theories, professional skills and expertise, among other subjects.

This is the first workbook in Spanish, which also includes literature translated into Spanish. We built a test for selecting the candidates to take part in the course, based in question on papers that the candidates had to read before taking the course. And we selected the supporting literature in each chapter too, and a final test as well.

The 104 students received the training handbook.

Finally, for the 3rd IACA Conference, at 7 June 2012, 505 people were enrolled (inscription), 376 of these actually attended. Other 60 persons attended during the inauguration and the morning. The overall attendance was more than 460 people. Later, in the afternoon, we estimated that an average attendance of 350 people.

Argentina, Colombia, Venezuela, USA and Chile were represented and professional of Motorola, SPSS and ESRI show their technologies for crime analysis.

As a conclusion of these experiences, I can say that the problems today are different than those of the past. We have more tools to face that challenges. I believe, we created a network, alliances and mechanisms to cooperate by improving the crime analysis in the region

Now, we have 2 goals that we consider the most important:

- Continuing the promotion of opportunities for training and
- Improve of crime analysis through identifying and disseminating best practices in Chile and the region.

Now, we are planning to have the 4<sup>th</sup> Conference in Chile or Colombia in May 2013. We hope to see you there.

Thanks again to the Board of IACA, especially to Chris Bruce, without their support we couldn't d have achieved all this, and -to all of you- thanks for your attention.