

R-76-124

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Norfolk, Virginia; Crime Analysis Unit Appraisal
REPORT NUMBER: 75-124
FOR: Norfolk, Virginia, Police Department
Norfolk Population: 287,000
Police Strength (Sworn): 537
Total: 652
City Area: 38 square miles

CONTRACTOR: Westinghouse Justice Institute
CONSULTANT: Cliff J. Macsas
CONTRACT NUMBER: J-LEAA-003-76
DATE: March 1976

34064

Bob Mack

TABLE OF CONTENTS

	<u>Page</u>
Forward	iii
1. Introduction	1-1
2. Understanding of the Problem	2-1
3. Analysis of the Problem	3-1
3.1 Possible Areas of Support	3-1
3.2 Appraisal of Crime Analysis Unit	3-3
4. Findings and Conclusions	4-1
5. Recommendations	5-1

APPENDICES

A. Preapplication -- Patrol Emphasis Program	A-1
B. Listing of Reports Issued by Crime Analysis Unit	B-1
1. Scheduled Reports	B-2
2. Periodic Unscheduled Reports	B-10

LIST OF TABLES

B-1-1 Distribution List for Known Offenders Bulletin	B-6
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LIST OF ILLUSTRATIONS

Figure B-1 Known Offender Bulletin	B-3
Figure B-2 Planning District 59 (Downtown) Crime Report	B-7
Figure B-3 Hampton Boulevard/Lower Granby Street Report	B-8
Figure B-4 Three Weekly Shoplifting Reports	B-9
Figure B-5 Operation Identification (OID) Summary	B-11
Figure B-6 Premises Survey Summary	B-12

FOREWORD

This request for technical assistance was made by the Norfolk, Virginia, Police Department. The requested assistance was concerned with appraising and determining the capability of the Department's Crime Analysis Unit.

Requesting Agency: Norfolk Police Department,
A. J. Brown, Chief of Police

State Planning Agency: Commonwealth of Virginia,
Division of Justice and
Crime Prevention,
Mr. Joseph N. Tucker

Approving Agency: LEAA Region III (Philadelphia),
Edwin S. Schriver, Police Specialist

1. INTRODUCTION

The Crime Analysis Unit in the Norfolk Police Department was established approximately two years ago. The unit was formed and initially commanded by a corporal, who has since transferred to another assignment. The unit is presently staffed by one police officer and two civilian analysts. All of them have a college background and seem to be eminently qualified for their jobs. They are assisted by a permanent police clerk and, also, have the temporary use of rookie officers waiting to enter the academy. The clerk and rookies perform much of the mechanical tasks. The Unit is housed in a large, single office that gives them easy access to each other. They are supplied with adequate file cabinets, office equipment, and some very serviceable spot maps on sliding panels.

The Department is in the process of designing a Patrol Emphasis Program for which they will seek Federal funding (see Appendix A). The main objective of the program will be to involve the beat patrolman to a greater extent in the criminal investigations and crime prevention activities on his respective beat. At the same time, this will make him more responsive and accountable for the total police needs of his beat. To accomplish this, the patrolman must be made much more aware of the beat's crime problems, patterns, and unique characteristics. He would receive some training in crime prevention techniques, and would participate more heavily in initial investigations. It would become his responsibility to carry out crime prevention services on his beat. When this is accomplished to an acceptable level of efficiency, the Department will have made its patrolman a viable asset to the police structure and will have brought the most critical aspects of the police service to a street level, where it will serve a more utilitarian function.

The police administration has had some misgivings about the ability of the Crime Analysis Unit to provide the necessary support service at this point in the Unit's development. The technical assistance assignment was concerned with appraisal of the unit and identification to the police administration of the extent to which the unit can be expected to support the Patrol Emphasis Program. Concurrently, the Consultant was requested to make recommendations regarding what was needed to bring the Unit's efficiency up to the level required.

Specifically, the Consultant was to provide technical assistance and accomplish the following tasks:

- o Meet with members of the Planning and Research Division who would be involved in formulating the Patrol Emphasis Program for the purpose of reviewing and evaluating the Crime Analysis Unit's role in the program.

- Meet with the members of the Crime Analysis Unit to review and evaluate their procedures, techniques, and organizational ability to render the necessary support to the Patrol Emphasis Program.
- Assist the Patrol Division chief and his staff in examining organizational alternatives and establishing program goals for the Crime Analysis Unit.
- Meet with the Chief of Police and his command staff to give a critique of the Crime Analysis Unit's present abilities, and make recommendations for improvements to maximize their immediate efficiency and ensure future growth of the crime analysis function.

Analyses conducted in this study were based on reviewing the Crime Analysis Unit and discussing the Unit's procedures and functions with Unit members, police commanders, and various anticipated users within the Department.

Persons interviewed included the following:

- A. J. Brown, Chief of Police.
- E. M. Towe, Chief of Patrol Bureau.
- C. D. Grant, Chief of Criminal Investigation Bureau.
- F. E. Decker, Chief of Technical Services.
- Ted Miller, Jr., Chief of Administrative Services.
- Captain Scellato, Patrol Administrative Assistant.
- Captain J. M. Morse, Patrol Commander, 1st Precinct.
- Captain C. F. Eason, Patrol Commander, 2nd Precinct.
- Captain D. M. Blair, Commander Management Support.
- Captain Mario Asario, Commander Planning and Research Division.
- Mr. Andy Anderson, Police Planner.

- Mr. R. P. Brunner, Police Officer, Crime Analysis Unit.
- Mr. Stan Lenand, Analyst, Crime Analysis Unit.
- Mrs. Fran Blair, Analyst, Crime Analysis Unit.
- Mr. Jay Nixon, Director, Data Processing.

2. UNDERSTANDING OF THE PROBLEM

The police administration realized that the success of the entire Patrol Emphasis Program would be contingent upon the ability of the individual patrolmen, the patrol supervisors, and the patrol commanders to receive reliable information concerning crime, crime patterns, and criminal activity in the city, the precinct, and on the beats. The information would have to be sufficiently broad-based to allow a commander to allocate his manpower, and specific enough to keep each individual officer informed about his own beat. The information would have to be reliable, timely, and constant. The only logical source of this service would be the Crime Analysis Unit. Because of its critical role in the Patrol Emphasis Program, the Crime Analysis Unit was being carefully examined to ascertain whether it could perform the necessary tasks and functions.

The corporal who first established the Unit had visited several other departments' crime analysis units, including that of Dallas, and designed his Unit accordingly. The members of the Unit receive copies of all offense and arrest reports. The offenses of residence burglary, business burglary, and armed robbery are separated and divided among the members of the Unit. Each member specializes in one of these offenses. The particular offenses are spotted on a crime map and color-coded by month. Several months of data are contained on each map. The offenses are then filed by geographical location for a period of 60 days. It is from these maps and files that the Unit generates its various bulletins and reports to the Department (see Appendix B). While the Unit primarily analyzes burglaries and robberies, all index crimes are kept on file.

Up to this point, the Unit appears similar to every successful crime analysis unit in the country. However, due to the lack of computerized offense information in the Department, the Unit has taken on a most controversial function. To generate geographically based statistical information, the Unit developed its own coding system. Several hours each day are spent coding the offense reports. They are then put on IBM punch cards and periodically sorted for information. The office clerk sorts the cards on a card sorter located in the City Data Processing Division. Because of the time factor, the Unit is only permitted access to this card sorter about once every 6 weeks.

The members of the Unit were quick to defend their coding by asserting that the data base they have compiled is the only one available in the Department; however, the Consultant could not find any practical purpose being made of the data. The Department is in the process of building a computer-assisted dispatch system, and the head of the Data Processing Division stated that it would become the nucleus of an offense data base. This system should be operational within a year. Meanwhile, the Crime Analysis Unit continues to code offense reports, and the practice, be it necessary or not, has caused two very real problems: *

CODING

- Resentment on the part of the Crime Analysis Unit, because they feel they should be relieved of the burden by the Report Section or the Data Processing Division.
- The extreme amount of time spent coding has prevented the Unit from devoting necessary time to analysis, thus affecting its output.

Another problem was observed. The Unit has developed some unfortunate relations with various other units, especially Data Processing. This is due chiefly to one individual whose enthusiasm is sometimes mistaken for arrogance. This individual's demands for service from the Data Processing Division has resulted in the Data Processing director's refusal to deal with anyone in the Crime Analysis Unit. The Unit is now forced to communicate its needs through a sergeant in the Report Section. The Consultant talked with the director of Data Processing and found him to be an extremely able individual who is well disposed toward the Police Department. While being adamant in his refusal to deal with that one particular individual, he did state that he would be glad to work with someone else in the Unit and would certainly be as responsive as possible to the Unit's needs. He stated that he was not aware of the scope of the Patrol Emphasis Program, but would try to provide whatever support was necessary. *

The Consultant spent some time talking with the members of the Crime Analysis Unit and found their attitudes to be very apprehensive concerning the Patrol Emphasis Program. Because of the impending project, the Unit has just been relocated organizationally to the command of the Patrol Bureau chief. This move, which occurred only a few days before the Consultant's visit, has greatly disturbed the Unit members because they are not sure what restrictions it will place on them. They are afraid they will be committed exclusively to the use of the Patrol Bureau and will lose contact with the other users in the Department. The Unit members seemed convinced that their success or failure would be determined and judged upon their ability to accurately predict crime and criminal occurrence. They were uncertain about what other services they might be able to provide the Patrol Emphasis Program. ✓

The work tasks that were expected to be performed by the Consultant did not vary from the request application. The time spent on location was short and did not permit a great deal of time to be devoted to technique instructions for the Crime Analysis Unit. However, the Consultant is convinced that the members of the Unit are familiar enough with the techniques but simply lack confidence in their ability to perform them.

The political climate of the Norfolk Police Department is excellent. The command staff and line units are very receptive to innovations and actually eager for improvement. The concept of crime analysis and directed patrol is staunchly backed by the administration and enthusiastically subscribed to by the line commanders. This is a critical ingredient to the ✓

Patrol Emphasis Program and will certainly assist in overcoming any difficulties that may arise. The outside animosity created by one individual in the Crime Analysis Unit is directed toward that one individual and not toward the Unit or the concept. That can easily be remedied.

The greatest problem encountered in Norfolk is the uneasiness on the part of both the administration and the Crime Analysis Unit personnel concerning the Unit's ability to perform adequately during the upcoming Patrol Emphasis Program. It was not clear if the administration is uneasy because it senses the negative attitude of the Unit, or if the negative attitude exists because the unit senses the uneasiness of the administration concerning its ability. In any case, the feelings of both do not seem to be founded on hard facts. Apparently, the Unit has performed some valuable services in the past, and it is certainly equipped to perform the needed services. These feelings of doubt have only arisen recently and can obviously be mended with a minimum of change in the Department's and the Unit's policies.

3. ANALYSIS OF THE PROBLEM

The limited time on site did not permit an in-depth survey or analysis of each individual Crime Analysis Unit function. Much of the time was spent necessarily in orientation of the proposed Patrol Emphasis Program, which will require the support of the Crime Analysis Unit. The Consultant could only deal with the obvious, and all of the observations and recommendations in this report are based on the Consultant's own experience.

There were two broad areas in which the Norfolk Police Department desired the Consultant to make recommendations. These areas were:

- Overview of the types of support for the Patrol Bureau that can be legitimately expected from a Crime Analysis Unit.
- An appraisal of the current Crime Analysis Unit's ability to provide that support.

The first area simply required a reiteration of things that were already supposed and desired by the planners of the Patrol Emphasis Program. The Consultant could only reinforce what they already knew concerning the crime analysis function. The second area was more complex and had to be approached carefully since, to some extent, it necessitated dealing with personalities. Regardless of the sensitivity of the tasks, it was in the context of these two areas where the need for technical assistance arose, and it is in these areas where the Consultant directed his efforts and recommendations.

3.1 Possible Areas of Support

Any crime analysis unit is only as effective as its information being used. Because of this, the structure of the unit is designed to provide support information to persons within the organization. Because patrol is the basic police unit, the support to the patrol function is almost inherent in the activities of crime analysis. Police departments that have established successful crime analysis units have quickly learned that, given adequate data, the units simply do on a formal basis the things that individual police officers have always done with limited data on an informal basis. The crime analysis efforts are basically directed toward correlating offenses to determine crime patterns and trends; gleaning the bits of information from many offense reports in an effort to increase the solvability factor of one or more of the crimes; and using the available data to make projections concerning criminal activity. For these purposes, the crime analyst practices his art. In accomplishing them, he naturally collects, assembles, and produces the type of information that will support the patrol function. As in other Departments, the Norfolk Patrol Bureau

can expect the Crime Analysis Unit to routinely provide:

- Crime profile information broken down by whatever geographical base required -- precinct, beat or neighborhood.
- Information concerning current specific crime problems.
- Status reports and updates of earlier identified crime problems.
- Information concerning the fluctuation of offenses by type, time, and geography to the extent that adequate decisions can be made regarding manpower allocation and deployment.
- Projections and prewarning of seasonal changes in crime and criminal activity.
- Evaluation information concerning police tactics.
- Identification of crime prevention targets and evaluation information of crime prevention efforts.
- Various investigative assistance, such as suspect identification, M.O. comparisons, and vehicle identification leads.

The various information dissemination methods were not explored with the Crime Analysis Unit. The decision to issue a bulletin, write a memo, or make a phone call becomes a policy procedure with the Unit and should be established by the head of the Unit as need dictates. It was evident that part of the problem with the Crime Analysis Unit in Norfolk is the absence of anyone to make that decision. The possibility of designating a liaison officer at each precinct station was discussed with the Patrol chief. The liaison officer would be responsible for seeing that the information was supplied to the proper person and would provide feedback information to the Crime Analysis Unit. This is the most practical and certain method of disseminating crime analysis information down to the working level. The suggestion was very favorably received, and steps were taken to implement it while the Consultant was still on site.

3.2 Appraisal of the Crime Analysis Unit

Physically, the Crime Analysis Unit in Norfolk possesses all of the attributes necessary to make it a successful operation and to provide the necessary support to the Patrol Emphasis Program. It is engaged in some questionable activities, which were not adequately appraised. In talking with various components of the Norfolk Police Department, the Consultant found two distinct images of the Crime Analysis Unit. The commanders of both Patrol Precincts cited examples of valuable services they had received from the Crime Analysis Unit in the past. Both commanders felt there was a great deal of promise for the future of crime analysis. The Chief of Police spoke of a report that he had been able to get from the Crime Analysis Unit, which was used that very week. The Consultant saw examples of crime bulletins and analyses that more than fortified the opinions of the precinct commanders. In summary, the Crime Analysis Unit is producing some valuable services and, certainly, has the expertise and facilities to produce them routinely.

On the other hand, when the Consultant interviewed the personnel of the Crime Analysis Unit, he found a great feeling of inadequacy and indecision upon their part, and apprehension about the future. They are very reluctant to evaluate their own day-to-day functions for fear those functions would prove useless. Furthermore, they are apprehensive that they would not know what their functions should be. They are desperate for someone to tell them what to do. Each member of the Unit asked the Consultant on several occasions if they were really, in fact, performing crime analysis and seemed surprised to hear that the techniques being used are legitimate. They asked many questions about the background training of personnel in the Consultant's crime analysis unit and seemed surprised to learn that it was similar to their own. The Consultant was given a copy of the Unit's standard operating procedures that the Unit members had drawn up on their own. They did not even know if it was what the Department expected of them. The Consultant talked with the police administration about the procedures manual and learned that they were fully aware of it and in full agreement with it.

The members of the Unit are convinced that the police administration is going to require an accurate prediction of crime on a regular basis. When the Consultant explained that specific crime prediction could only occur under very unique and rare circumstances, they appeared relieved and asked the Consultant to make a point of telling that to the administration. No such expectations were expressed by any commander or officer in the Norfolk Police Department.

The Unit members believe that, with the implementation of computerized offense information, their difficulties will be over. However, they could not name any specific things that could be accomplished then that are not now being accomplished. The volume of offenses handled is not excessive and certainly can be handled manually at this point. Com-

puterization would not improve the quality of their output but would simply broaden the scope of activities they can handle. There are presently several computerized support files, such as fingerprints and suspect files, available that can be useful to the Unit. It was an attempt to speed up computerized offense information that caused the one Unit member to alienate himself, to a large degree, and the Unit, to a lesser degree, from the Data Processing Division. The individual was the first to point out he should not talk to people outside of his analysis duties because of his personality; however, there was simply no one else to do it.

All of the problems encountered in the Norfolk Crime Analysis Unit are the fallout of a single flaw in its structure. There is simply no one to head the Unit. It is located under the direct command of a captain, who is the administrative assistant to the Patrol chief. The duties of this captain are immense and varied. He does not and cannot be expected to manage the day-to-day supervision of the Unit. There is a patrolman who is technically in charge, but he does not have the authority or background to supervise it. Furthermore, he is also responsible for performing the work. The Unit desperately needs a supervisor who has good credibility with the field forces to take over the supervision of the Unit and its activities, and to represent the Unit and its needs to the rest of the Department. This one modification in the Unit structure would solve most of the current problems and ensure that someone would be responsible for providing the needed support to the Patrol Emphasis Program.

4. FINDINGS AND CONCLUSIONS

The following conclusions were reached after completion of discussions with and observations of the Norfolk Police Department Crime Analysis Unit:

- The basic makeup and organizational location of the Unit is adequate, and it is staffed with professionally competent people. However, there have not been any arrangements made for the day-to-day supervision and coordination of the Unit's efforts. There is a strong need for someone to give a sense of direction to the Unit, to represent it to the users and the departmental administration, and to ensure that its efforts are timely and useful. At the present time, there is no one to do these things, and that lack is causing serious internal problems.
- The Unit has the necessary data and facilities to perform the needed support services to an acceptable degree. However, it is spending too much valuable time in coding offense information for the punch card process. This is not a legitimate crime analysis function regardless of its usefulness, if in fact, it is useful.
- The Data Processing Division has already assembled several very good support files that can be useful to the Crime Analysis Unit and to the Police Department. Both the Crime Analysis and Data Processing sections are quite unacquainted with each other's needs and future plans.
- The basic information source for the Crime Analysis Unit is the offense report. Presently, this document is adequate, even though it is not being completely filled out by the reporting officer. Better reports are a function of education and habit. The Patrol Emphasis Program itself will stimulate better reports. As the individual uses the services of the Crime Analysis Unit more, he will become responsive and knowledgeable of Unit needs.
- The street patrolman in Norfolk is barely aware of the existence of crime analysis. Heretofore, the Unit has dealt with commanders and investigators, leaving something of a gap in the dissemination process. It did not permit any feedback of information from the beat level to the crime analyst. This

important source of information has been totally overlooked by the Unit and the patrol command.

- The administrative climate of the Patrol Emphasis Program and the development of a solid Crime Analysis Unit within the Department is excellent. The Consultant found that all of his recommendations were generally taken to implement them.

5. RECOMMENDATIONS

The following recommendations were made to the command staff of the Norfolk Police Department to enhance and optimize the support of the Crime Analysis Unit to the forthcoming Patrol Emphasis Program.

- A competent police sergeant should be recruited and placed in charge of the Crime Analysis Unit. This person should have a practical field background and good credibility with the field elements. He should be given complete responsibility for the day-to-day supervision of the Unit, coupled with the necessary authority to effect whatever changes in techniques and procedures are needed to stay abreast of the Department's needs.
- A patrol officer should be assigned to each of the patrol precincts for the sole purpose of acting as liaison between the Crime Analysis Unit and the line elements. This officer should be trained in the Crime Analysis Unit but be assigned to the direct command of the precinct captains. It should be noted that this assignment is not to become that of an errand boy but rather an active participant and primary catalyst in the two-way flow of information and information needs.
- The supervisor, who ultimately takes charge of the Unit, should be instructed to evaluate periodically each of the tasks being performed to determine if they should be modified or perhaps discontinued. This is especially true of the coding procedure. It is possible that this function, if needed, can be passed on to a more appropriate division within the Department.
- The Crime Analysis Unit should maintain a daily log of its activities, bulletins, requests for service, and problems. This log should also reflect time expended and output produced. The log should be translated monthly into an activity report for the Patrol chief to keep him informed and aware of the Unit's activities. The log is also invaluable as a budget preparation tool.
- The director of Data Processing or his representative should be included in any future planning efforts concerning the Patrol Emphasis Program or, specifically, future plans for the Crime Analysis Unit.

- The Crime Analysis Unit should prepare and be given time to present a brief lecture on its function and service as part of the training curriculum in the Norfolk Police Academy. This will begin to build an awareness foundation within the rank and file of the Department concerning crime analysis. *

APPENDIX A

Preapplication -- Patrol Emphasis Program



November 12, 1975

Mr. Ed Schriver
Police Specialist
Law Enforcement Assistance Administration
U. S. Department of Justice
Mall Building, Suite 800
325 Chestnut Street
Philadelphia, Pennsylvania 19106

Dear Mr. Schriver:

Pursuant to Chief of Police A. J. Brown's letter of October 24, 1975, the attached grant preapplication under the Patrol Emphasis Program is forwarded herewith. The original copy of LEAA Form 4000/5 has been signed by the City Manager and is enclosed. The undersigned may be contacted directly regarding this preapplication (telephone 804-441-2628).

Thank you in advance for your kind interest and consideration.

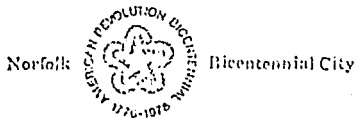
Very sincerely,

A handwritten signature in dark ink, appearing to read "C. L. R. Anderson", with a long, sweeping flourish extending to the right.

C. L. R. Anderson
Police Procedures Analyst
by direction

CLRA/dm
Copy to:

Virginia Division of Justice and Crime Prevention
Southeastern Virginia Planning District Commission
Institute for Criminal Justice



UNITED STATES DEPARTMENT OF JUSTICE
 LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
 WASHINGTON, D. C. 20530

OMB NO. 44-0017

PREAPPLICATION FOR FEDERAL ASSISTANCE PART I		1. State Clearinghouse Identifier	
		2. Applicant's Application No.	
3. Federal Grantor Agency U.S. Department of Justice Law Enforcement Assistance Administration Organizational Unit Region III - Philadelphia, PA Administrative Office 800 Mall Building-325 Chestnut Street Street Address - P.O. Box Philadelphia, PA 19106 City State Zip Code		4. Applicant Name Norfolk Police Department Department Division Box 358 Street Address - P.O. Box Norfolk City County Virginia 23501 State Zip Code	
5. Descriptive Name of the Project Patrol Emphasis Program			
6. Federal Catalog No. 16.501		7. Federal Funding Needed \$ 330,000	
8. Grantor Type State, County, <input checked="" type="checkbox"/> City, Other (Specify)			
9. Type of Assistance <input checked="" type="checkbox"/> Grant, Loan, Other (Specify)			
10. Population Directly Benefiting from the Project City of Norfolk		12. Length of Project Three (3) years	
11. Congressional District a. Second		13. Beginning Date April 1, 1976	
b. Second		14. Date of Application November 10, 1975	
15. The applicant certifies that to the best of his knowledge and belief, the data in this preapplication are true and correct, and the filing of the preapplication has been duly authorized by the governing body of the applicant.			
Typed name Julian F. Hirst		Title City Manager	Telephone Number AREA CODE NUMBER EXT. 804 441-2471
Signature of authorized representative (Original signed by)			
For Federal Use Only			

LEAA Form 4000/5 (7-73)

DEPARTMENT OF JUSTICE
 LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
 WASHINGTON, D. C. 20530
 PREAPPLICATION FOR FEDERAL ASSISTANCE

DMD NO. 80-40187

PART II

1. Does this assistance request require State, local, regional or other priority rating? Yes No
2. Does this assistance require State or local advisory, educational or health clearance? Yes No
3. Does this assistance request require Clearinghouse review? Yes No
4. Does this assistance request require State, local, regional or other planning approval? Yes No SEVERC
5. Is the proposed project covered by an approved comprehensive plan? Yes No
6. Will the assistance requested serve a Federal installation? Yes No US Naval Base, Norfolk, VA
7. Will the assistance requested be on Federal land or installation? Yes No
8. Will the assistance requested have an effect on the environment? Yes No
9. Will the assistance requested cause the displacement of individuals, families, businesses, or farms? Yes No
10. Is there other related assistance for this project previous, pending, or anticipated? Yes No

PART III - PROJECT BUDGET

FEDERAL CATALOG NUMBER (a)	TYPE OF ASSISTANCE LOAN, GRANT, ETC. (b)	FIRST BUDGET PERIOD (c)	BALANCE OF PROJECT (d)	TOTAL (e)
1. 16,501	Grant	196,118	133,882	330,000
2.				
3.				
4.				
5.				
6. Total Federal Contribution		\$	\$	\$ 330,000
7. State Contribution				
8. Applicant Contribution				
9. Other Contributions				
10. Totals		\$	\$	\$

PART IV - PROGRAM NARRATIVE STATEMENT
 (Attach per instruction)

NORFOLK POLICE DEPARTMENT
PREAPPLICATION: PATROL EMPHASIS PROGRAM

The Norfolk Police Department proposes to undertake a multi-year effort to upgrade its patrol system, reemphasizing the central importance of patrol and achieving a more effective and efficient use of resources dedicated to that function. The proposed program is built around the concepts of time management, beat profiling, goal-oriented patrol strategies, and individual and group incentives for improved patrol performance through a positive program of competitive objective-oriented patrol area performance measures. It blends the best programming and research efforts from police agencies across the country with a flexible and a time-phased program of evoking maximum support and participation by patrol personnel.

The proposed program will incorporate preliminary investigation and crime prevention activities into routine patrol operations. It will: 1) develop systems that increase the flow and adequacy of information to patrol; 2) increase the effectiveness of contact between field and crime analysis personnel; and 3) enhance the field-officer's ability to undertake profiling analysis of his own patrol area. This last capacity will be facilitated by increasing the positive interaction between the patrol officer and the residents of his patrol area. Also included will be a patrol beat or sector incentive program enabling competition for personnel assignment to and improved objectives accomplishment

in individual patrol areas.

Cognizant that the department's patrol personnel exhibit highly varied interests in participating in planning and development activities, different preferences for management and leadership styles, and differing degrees of need for job structure and supervision, the proposed program will develop the department's patrol structure along the lines of two distinct and differing organizational models. One element will be reorganized around the concept of area-based patrol teams, placing significant emphasis on consultative and participative modes of decision-making. The other element will remain structured in the traditional hierarchical manner. Deployment in both segments will be constructed proportionate to a precise analysis of called-for services and consistent with a program of directed patrol activities. In the latter case, these structured activities will be defined by the patrol division's project management team.

Project Background

The past five years have seen significant programming and research attention focused on patrol. This emphasis stands in stark contrast to preceding decades in which lip-service was paid to patrol as the "backbone" of the police department. During that era specialized units proliferated, drawing attention, resources, and responsibilities from the patrol element. Patrol remained, in practice, the lowest-status element, staffed by the

least-experienced persons and used as a manpower resource pool for other departmental requirements with consequent effects on personnel stability. The driving motivation for many field personnel was simply to "get out of patrol".

As a result of efforts in recent years, there is now a greater body of knowledge about patrol than any other aspect of police operations. The importance of patrol is again being strongly emphasized, as police administrators are increasingly aware that patrol absorbs the vast majority of a department's resources and that it constitutes the first response to all incidents coming to police attention. Recent studies on specialized patrol and investigative elements have demonstrated that they contribute relatively little, even in the way of traditional measures such as arrests and interceptions, when compared with the volumes of activity generated in patrol. Other research and development efforts have indicated that patrol may contain the largest block of misused or underutilized resources in police departments, and that it may contain individuals with organizationally valuable talents previously not tapped.

The background for this proposal is a complex fabric formed partly by nationwide research and development efforts and by present and anticipated changes in the Norfolk Police Department itself.

At the national level, the most provocative research has been the Kansas City Preventive Patrol Experiment, which implies that resources presently dedicated to general patrol might more advantageously be utilized in alternative goal-oriented activities.

Similarly, Kansas City's Response Time Analysis Study promises to yield findings by September 1976 on the determinants of response time and the effects of rapid police response on differential incident outcomes. Tested by this study is the hypothesis that rapid police response is a relevant strategy only for that relatively small portion of called-for services involving crimes in progress and emergency services. If this hypothesis is supported (preliminary results do not seem to contradict it at this writing) then the extent of resources dedicated to rapid response and the manner in which they are developed should be substantially altered in the near future.

The Kansas City research gives rise to critical and promising issues of "time management".¹ In this regard, the manpower reallocations in Cleveland Heights, Ohio, the dispatched "deterrent run" program in New Haven, Connecticut, and the Directed Patrol concept of the Kansas City Police Department offer significant promise and guidance for structuring more effective time usage within patrol.² Each of these programs

¹A detailed discussion of recent and emergent patrol research and its implications for time management is provided in the recent report Summary Report: A Review and Assessment of Traditional Preventive Patrol prepared by University City Science Center for NILECU (October, 1975).

²The Norfolk Police Department envisions that future deployment will have to consider each of the following in establishing manning schedules: 1) emergency called-for services; 2) routine called-for services; 3) directed patrol activities; and 4) human relief and relaxation factors.

mandates effective crime and/or area analysis support not commonly found in police agencies.³ This requires the development of analysis capacities closely integrated with patrol operations and capable of guiding patrol activities toward the less than "exceptional" crime situation. In this regard the San Diego Community Profile Project offers one of the most promising approaches to enhancing the field officer's skills to employ statistical data, to conduct area analysis, and to develop a proprietary and informed interest in his beat.⁴

The Norfolk Police Department operates a good but fairly traditional patrol system. The Department overcame a series of corruption scandals in the early 1950's to establish a reputation of high integrity and to command a high degree of public support. Internal conflict in the organization is minimal, and there is a high degree of solidarity amongst top command. Apart from the recently-emergent research on patrol which warrants a reexamination of many traditional practices, two facts encourage the initiation of the Patrol Emphasis

³There is a great deal of rhetoric regarding crime analysis in police agencies throughout the United States. On-site program reviews indicate that more crime analysis operations generate either statistics that are not used by field personnel or crime pattern notices whose usage is unknown. Most crime problem-spotting is conducted on a "hit or miss" read and recall basis capable of primarily identifying only the more obvious city-wide patterns for deployment of a department's relatively small "strike force" elements.

⁴A detailed discussion of this project and its results is presented in San Diego Community Profile: Final Report prepared by Systems Development Corporation for the Police Foundation (August, 1975).

Program in Norfolk at this time: First, the department's allotted manpower will be increased by about 10 percent over the next year. Second, several of the top commanders of the Department will attain mandatory retirement age within the next few years; these individuals have already made a significant positive impact upon the Norfolk Police Department and are anxious to optimize their legacy for its future. This arrangement provides an excellent setting in which to phase-in the change process and to test and develop emerging leadership prior to the loss of these key individuals.

Proposed Project

Against this backdrop, the Norfolk Police Department proposes to implement a Patrol Emphasis Program that will:

1. focus the major thrust of department developmental efforts in the area of patrol;
2. achieve a more effective utilization of patrol resources through more accurate allocation of personnel based on crime, called-for services, and goal-oriented patrol strategies;
3. increase the responsibilities and enrich the job of patrol personnel by initiating crime prevention activities; by the conduct of preliminary investigations; by the execution of area analyses as a regular part of patrol operations; and by implementing a competitive "sector incentive" system for individual and team assignment to patrol areas and for improved

- objectives accomplishment while assigned thereto;
4. increase the opportunities for positive interaction between patrol personnel and the communities in which they work and greater citizen involvement in crime control;
 5. establish distinct, yet flexible, organization models that will provide patrol personnel with differing opportunities for participation in program planning and implementation based upon individual interests, preferences and needs for structure and direction.

The proposed program will be executed in three phases: The first entails a detailed period of analysis, program planning, system development, training, and the preparation of the organizational environment for the program implementation that will ensue in Phase Two.

The second phase will see the implementation of the two patrol organizational models outlined below. Patrol activities during this phase will include, as a minimum, patrol area profiling, the conduct of preliminary investigations, and the execution of building security checks and related crime prevention activities. One patrol area will conduct additional directed activities generated by the patrol teams; the second patrol area will execute those directed patrol tasks generated by that patrol division's project management team.

The third phase will entail program refinement, expansion, and modification based upon community problems as they are identified by participating patrol personnel, on the one hand, and upon feedback received from the program's on-going process

evaluation team on the other.

The second phase constitutes the central thrust of the proposal. Although its conceptual framework can be clearly outlined, precise details of that phase must evolve through Phase One planning, the inputs of patrol personnel, and the feedback of the process-monitoring team. Precise program activities can be forecast most clearly only for the more proximate aspects of the program. It is, therefore, projected that the specific program work plans and budgets will be built around the proposed concept in three successive increments that will be submitted to LEAA for approval of continuation funding. This incremental process will permit the most accurate and flexible forecasting of program needs, structure and milestones. It will facilitate the infusion of new research findings and patrol program information, and it will permit LEAA to track the program's evolution more closely.

Phase I Program Activities: This phase is geared toward readying the organizational climate for change and establishing the plans and systems required for the main program activities of Phase Two. This phase will include the following:

- a) workload analysis - a detailed mapping of the precise manner in which patrol time is presently expended, including called-for services, administrative overhead, human relief, and non-structured patrol time;
- b) development of an optimal, yet flexible, deployment structure for Phase Two operations. This will include each of the factors listed in the preceding section. It will examine the potential use of such techniques as the 168 hour graph, and available capabilities for

computer-designed work schedules.⁵ It will also incorporate the research findings regarding response time that will be available by September 1976;

- c) development of the systems required to support pattern analysis by the crime analysts at the division level and community profiling by the field officer. This will entail an extension of the present operations analysis capacities to effect a closer integration with the day-to-day patrol operation. Similarly, through this system provision will be made to capture and make available demographic and land-use information required by the beat officer in executing area analysis;
- d) development of the systems required to support crime prevention activities at the division and individual beat levels. This will entail expansion of the Norfolk Police Department's current crime prevention program, closer coordination with crime analysis (particularly at the division and beat level), and specific crime prevention training for each field officer;
- e) introduction of participative planning processes. A steering committee comprised of all ranks within patrol will guide and oversee program planning during Phase One and will be responsible for the preparation of the Phase Two work plan; a fully-qualified full-time program manager will be retained on a strict two-year limited term basis as project director throughout Phases One and Two;
- f) assessment procedures to establish a profile for all command and supervisory personnel in patrol. These assessments will be utilized to define individual training needs, to determine preferences and abilities for assignment within the Phase Two component, and to stimulate self-appraisal by commanders and supervisors;
- g) patrol manager and supervisor development. Training and travel will be employed to provide patrol managers with an increased exposure to management concepts and techniques⁶ and to acquaint them with patrol programming and management efforts underway throughout the nation;

⁵Computer-assisted police manpower allocation and scheduling is discussed in detail in the research report What Law Enforcement Can Gain from Computer Designed Work Schedules, Nelson B. Heller, Ph.D., NILECJ (November, 1974).

⁶This development program will include an examination of alternative management and organizational styles, planning and problem solving processes, data analysis, work motivation, and personnel development.

- h) patrol officer development. Training will be conducted to acquaint field personnel with innovative approaches to patrol. Training during Phase One will specifically direct itself to training all field personnel in crime prevention techniques, the execution of preliminary investigations⁷ and the conduct of community profile analysis⁸;
- i) establishment of a detailed implementation plan for Phase Two activities. This will entail the specification of necessary policy and procedural instructions and preparation of the Phase Two work plan and budget for submission to LEAA;
- j) monitoring and evaluation procedure to track program progress. This assessment procedure will be integrated with the overall Patrol Emphasis Program evaluation. This procedure will assure more proximate monitoring of activities under this grant to insure consistency with locally defined objectives as well as those of the nationwide Patrol Emphasis Program.

Phase One will establish the foundation for the introduction of significant change in Norfolk's patrol operations. It should serve to "energize" the patrol environment and foster participation by patrol personnel in program planning. It will establish a base of information on patrol personnel and workloads, thereby permitting more competent planning and management of that function. The proposed phasing provides for the smoother introduction of change and the establishment of control and logistic supports often disregarded in hasty planning and implementation. Phase One funding

⁷This training will be done in conjunction with the adaption of new offense report formats that place greater emphasis on preliminary investigations by patrol officers. Specifically examined will be reporting formats from departments which have strongly emphasized preliminary investigations, case closure by field officers and the use of solvability factors.

⁸This will entail the adaptation of the Community Profile Training developed by the San Diego Police Department. This training includes a re-examination of the patrol officer's role, work concepts and motivation, interpersonal communications, patrol problem solving, and methods of community and statistical analysis.

will be allocated to "gear up" activities of patrol officer and supervisory training, personnel assessment, any necessary expansion of operations analysis and crime prevention capabilities, and the requisite travel, planning and logistic support incident thereto. Phase II, then, will translate the expertise developed during Phase I into an action program of improved patrol performance.

Phase II Program Activities: This phase encompasses formal implementation of the revised program of patrol activities. This phase will entail, but not be limited to, the following:

- a) Extension of the patrol officer's role. This includes assumption of responsibilities for the completion of preliminary investigations. Each officer and supervisor with a geographic area of patrol responsibility will be required to submit and regularly update an analysis profile of his assigned area.⁹ Each officer will be capable of conducting crime investigations and prevention activities in accord with the program established for his division of assignment. In addition, the "sector incentive" system previously mentioned will be implemented during this phase.
- b) Development of a hierarchically-based "Directed Patrol" system. Deployment within this framework will be readjusted to more accurately conform to the calls-for-service workload. Problem analysis and strategy planning will be undertaken by the division commander and a project management team.¹⁰ Patrol activities and the time and place for their execution will be directed by that group in the fashion of the structured patrol now being utilized by the New Haven Police Department. Phase One planning will explore alternatives (such as a split force model or the use of a flexible support unit) to achieve the optimal structure to execute such a directed patrol system.
- c) Development of an area team-based patrol system. This organizational structure will seek to maximize planning and decision-making by the patrol officer and his supervisors. Command will play a predominately

⁹Consistent with the format established by the San Diego Police Department, each profile will include a description of the physical and demographic makeup of the area, crime problems, traffic problems and community service problems.

¹⁰It is envisioned that this team will consist of the division commander's selected staff, plus the division's crime analyst.

facilitative and coordinative role. Flexibility of schedules and tactics will be encouraged to address the problems and accomplish the objectives defined by the teams in their area analysis.

- d) Training to prepare personnel to function in the specific organizational mode to which they will be assigned. This training will serve as the transition vehicle between Phase One and Two. After the structure of Phase Two operations has been finalized and personnel assignments determined, training will be accomplished to aid personnel in assuming new roles within the organizational context in which they will be required to work. This will facilitate the transfer from concept to operations and, hopefully, ease the anxiety often associated with role changes.

Phase Two with its two distinct modes of patrol operations is the heart of the proposed project. There is a common base of skills and activities (i.e. area analysis, preliminary investigation and crime prevention) in the two systems. The alternative modes of organization and management to be tested and evaluated should effect greater productivity and job satisfaction, and an increased level of professionalism among patrol personnel. Phase Two funding will provide continued analysis and planning support, training, and consulting assistance. However, Phase II progress will be closely monitored and its organizational structure and operational concepts will be readily amendable as a result of feedback from the project monitoring team.

BUDGET ESTIMATES

PHASE I

1. Program Manager (1 yr.)	\$ 20,000
2. Training Expense	96,944
3. Travel	17,520
4. Consulting	22,300
5. Workload Analysis Study	9,100
6. Reserve for Evaluation	5,500
7. Supplies, Equipment and Operating Expenses	22,754

TOTAL PHASE I \$194,118

BUDGET ESTIMATES (Cont'd.)

PHASE II

1. Program Manager (1 yr.)	\$ 20,000
2. Training Expense	12,963
3. Travel	11,722
4. Consulting	18,000
5. Supplies, Equipment & Operating Expenses	23,442
6. Reserve for Evaluation	5,500
TOTAL PHASE II	\$ 91,627

PHASE III

1. Training Expense	\$ 13,955
2. Travel	12,800
3. Consulting	12,000
4. Reserve for Evaluation	5,500
TOTAL PHASE III	<u>44,255</u>
PROJECT TOTAL	\$ 330,000

NORFOLK POLICE DEPARTMENT PROFILE

The City of Norfolk had a 1970 census population of 308 thousand within the total Norfolk Standard Metropolitan Statistical Area (SMSA) population of 680.6 thousand. Norfolk has a land area of 61 square miles with 140 miles of waterfront fully surrounded by the cities of Portsmouth, Chesapeake, and Virginia Beach, plus the harbor area and Chesapeake Bay. Norfolk employment accounts for 45 percent of the total SMSA, with a total work force of 155.3 thousand workers, of whom 34 thousand represent a daily in-migration to the city. Norfolk has 614 miles of streets and highways.

The Norfolk Police Department is organized as depicted in the attached printed report and currently consists of 570 authorized officers of all ranks plus 103 civilians. An additional immediate augmentation of 47 officers and 7 civilians has been requested for which prompt approval is anticipated; further significant expansion is also likely in the next two years. Three hundred forty-eight (348) officers of all ranks are currently assigned to the patrol function (including Traffic Division and the K-9 Corps) and early augmentation by 30 is planned. Total budget for federal FY 1976 is in excess of \$9 million. The department offers a full range of police services and includes the following special staff divisions:

1. Planning and Research
2. Operations Analysis (a crime analysis and occurrence-prediction staff)

3. Management Support
4. Police-Community Relations, and
5. HIT (a crime prevention unit currently targeted on burglary).

Norfolk crime and related statistics are typical of a concentrated urban small-business and industrial community and are graphically portrayed within the inside back cover of the enclosed booklet. Additional patrol statistics as of the end of calendar year 1974 are as follows:

OFFICERS ASSIGNED (all ranks) as of December 31, 1974	<u>FIRST PRECINCT</u>	<u>SECOND PRECINCT</u>	<u>K-9 CORPS</u>
Arrests	15,853	5,134	1,123
Juveniles Arrested	115	73	94
Juveniles Warned and Released	277	460	152
Radio Messages Received	123,468	119,683	10,889
Hours Spent on Calls-for-Service	70,348	57,177	5,286

The three-year listing of Part I Offenses and clearance rates, in summary, is contained on the attached chart.

ACTUAL OFFENSES BY YEARS

	<u>Percentage Cleared by Arrests</u>					
	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
<u>MURDER</u>						
Offenses	45	39	46			
Cleared by Arrests	44	34	44	97.8%	87.2%	95.7%
<u>MANSLAUGHTER</u>						
Offenses	19	9	13			
Cleared by Arrests	13	2	9	68.4%	22.2%	69.2%
<u>RAPE</u>						
Offenses	144	164	179			
Cleared by Arrests	97	73	132	67.4%	44.5%	73.7%
<u>ROBBERY</u>						
Offenses	823	798	819			
Cleared by Arrests	232	249	315	28.2%	31.2%	38.5%
<u>AGGRAVATED ASSAULT</u>						
Offenses	1,251	1,216	1,200			
Cleared by Arrests	958	849	830	76.6%	69.8%	69.2%
<u>BURGLARY</u>						
Offenses	3,983	4,164	5,156			
Cleared by Arrests	762	997	1,017	19.1%	23.9%	19.7%
<u>LARCENY - THEFT</u>						
Offenses	8,968	9,476	10,710			
Cleared by Arrests	2,436	2,011	2,104	27.1%	21.2%	19.7%
<u>MOTOR VEHICLE THEFT</u>						
Offenses	1,294	1,298	1,377			
Cleared by Arrests	376	421	346	29.1%	32.4%	25.1%
<u>TOTAL ALL OFFENSES</u>						
Offenses	16,527	17,164	19,500			
Cleared by Arrests	4,918	4,636	4,797	29.8%	27.0%	24.6%

APPENDIX B

Listing of Reports Issued by Crime Analysis Unit

1. SCHEDULED REPORTS

Reports produced by the Crime Analysis Unit on a weekly basis are listed below:

- Known Offender Bulletin -- Published every Thursday. It lists all persons arrested for burglary during the past week. Figure B-1 presents a sample bulletin. The distribution list is presented in Table B-1.
- Planning District 59 (Downtown) Crime Report -- Published every Friday. It includes a tally of all Part I offenses reported in the downtown area during the 7-day period ending at 6:00 a.m. on Thursday. Distribution is as shown on the report (see Figure B-2). For reference, pertinent offense reports are filed with the file copy of individual weekly reports.
- Hampton Boulevard/Lower Granby Street Report -- Published every Thursday. It lists all reported burglaries and robberies that occurred between 2100 and 4900 Hampton Boulevard, between 100 and 700 Granby Street, and within two blocks on either side of these strips. The time period covered is the 7 days ending at 6:00 a.m. on Thursday, and the distribution is as shown on the report (see Figure B-3).
- Shoplifting Report -- Prepared for the Chief of Police every Friday. It gives the number of shoplifting arrests that have been made during the 7 days ending at 6:00 a.m. on Friday. Cumulative counts, comparisons, and projections are used to inform the Chief of the status of shoplifting. The report was triggered by concern over a legal interpretation of the law, which was rendered by the local Commonwealth's Attorney. A sample report is presented in Figure B-4.

NON-OK POLICE DEPARTMENT
OPERATIONS ANALYSIS UNIT

ARRESTS FOR RESIDENTIAL BURGLARY
DATE December 19, 1975 TO December 31, 1975

LOCATION OF OFFENSE (ADDRESS)	pn/cn	SUSPECT'S NAME	SUSPECT'S DESCRIPTION					SUSPECT'S HOME ADDRESS	SUSPECT'S AUTOMOBILE				
			DOB	HEIGHT	WEIGHT	HAIR	DISTINCT FEATURES		PD/CY	YEAR	MAKE	COLOR	LICENSE
3826 E.O.V. apt 12	7/ 244	Lois Jean Posti W/F	2-28-28	505	195	BLK	Scar R. elbow	4701 E.O.V.	7/ 244	none			
8063 Wedgewood Dr. (and auto theft)	17/ 246	Jeffrey James Davis W/M	8-5-57	504	114	BLN	none	8009 Wedgewood Dr.	17/ 246	none			
"	"	William Charles Jeffcoat W/M	8-25-57	510	150	BRO	none	8224 Meadow Creek Rd	"	none			
"	"	Richard Francis Nelson W/M	12-19-58	600	140	RED	none	8076 Wedgewood Dr.	"	none			
115 W. Leicester St (garage)	8/241	Scott Allan Herzog W/M	8-29-63	405	73	BRO	none	429 E. Lenox Ave	12/ 242	none			

R-76-124
B-3

Figure B-1. Known Offender Bulletin (Page 1 of 3)

NEWARK POLICE DEPARTMENT
OPERATIONS ANALYSIS UNIT

ARRESTS FOR RESIDENTIAL BURGLARY

DATE December 19, 1975 TO December 31, 1975

LOCATION OF OFFENSE (ADDRESS)	pn/cn	SUSPECT'S NAME	SUSPECT'S DESCRIPTION					SUSPECT'S HOME ADDRESS	SUSPECT'S AUTOMOBILE				
			DOB	HEIGHT	WEIGHT	HAIR	DISTINCT FEATURES		PD/CD	YEAR	MAKE	COLOR	LICENSE
10 W. 31st St. apt 2	52/ 126	Warren Seymour Jernigan N/M	1-17-54	508	120	BLK	scar fore- head	212 W. 34th	52/ 126	none			
72 W. 29th St. apt 11	"	James Kermit Minton N/M	2-7-60	511	210	BLK	none	305 E. 25th	58/ 125	none			
"	"	Joseph Darell Hinton N/M	6-12-57	511	135	BLK	scar both legs	" "	"	"			
"	"	Harvey A. Eggleston N/M	11-15-40	508	145	BRO	none	2324 Hanson Ave	67/ 141	none			
533 Virgilina	13/ 242	Ronald Gordon Cozad N/M	5-12-53	600	180	BRO	scar L. eye	943 Vero St.	15/ 245	none			
241 Granby Apt E-6	52/ 126	Tobby Bridges N/M	3-31-31	600	155	GRY	scar L. eye	526 W. 36th St	52/ 126	none			
333 E.O.V. Apt J	4/ 242	John Charles Brady N/M	8-1-55	507	135	BLN	scar head	1008 Hillside	4/ 242	none			
317 Friden Court	18/ 246	George Edward Clark N/M	10-14-52	?	133	BLX	scar R. eye	910 Coccolia	69/ 141	none			
41 Walke AND 274 Napole	65/ 123 69/ 141	Ricky Alonzo Bryant N/M	2-15-59	509	147	BLX	none	1272 Napole	69/ 141	none			

R-76-124
B-4

Figure B-1. Known Offender Bulletin (Page 2 of 3)

HOUSTON POLICE DEPARTMENT
OPERATIONS MANAGEMENT UNIT

ARRESTS FOR BUSINESS BURGLARY
DATE December 19, 1975 TO December 31, 1975

LOCATION OF OFFENSE (ADDRESS)	PD/CD	SUSPECT'S NAME	SUSPECT'S DESCRIPTION					SUSPECT'S HOME ADDRESS	SUSPECT'S AUTOMOBILE				
			DOB	HEIGHT	WEIGHT	HAIR	DISTINCT FEATURES		PD/CD	YEAR	MAKE	COLOR	LICENSE
1317 Church St.	66/	Gerald Godette Banks	7-6-53	508	150	SLK	none	3300 Lyons	51/	N/A			
New Castle News Stand	12d	N/H							225				
"	"	Victor Eugene Edwards	3-16-60	506	105	BLK	none	1030 Godfrey Ave.	70/	N/A			
"	"	N/H							142				
"	"	Earl Sampson	5-7-60	502	120	BLK	none	1504 Sinoo Placo	"	N/A			
"	"	N/H											

R-76-124
B-5

Figure B-1. Known Offender Bulletin (Page 3 of 3)

TABLE B-1

Distribution List for Known Offender Bulletin

1. Patrol Bureau
2. Special Operations Division
3. Intelligence Division
4. Detective Division
5. Youth Division
6. Vice & Narcotic Division
7. 1st Precinct
8. Traffic Division
9. PCR Division
10. K-9 Division
11. 2nd Precinct
12. Chief Ash-Portsmouth PD
13. Sgt. S.P. Griffin
15. Our Copy

CITY OF NORFOLK

November 7, 1975
Inter Department Correspondence Sheet

TO: _____ Commanding Officer, First Patrol Division _____
FROM: _____ Operations Analysis Division _____
COPIES TO: _____ Chiefs of Patrol and Special Service Bureaus _____
SUBJECT: _____ Weekly Statistics for Planning District 59 _____

For the week October 31, 1975 through November 6, 1975, there were forty-two (42) Part One Offenses in Planning District 59, as compared to a total of twenty-two (22) for the previous week. The breakdown of these offenses is as follows:

- 5 Burglaries - Residential
 - Holiday Inn Scope - 10/31/75
 - 503 Dunmore Street - 10/31/75
- 3 Business
 - First Baptist Church, 418 E. Bute Street-11/3
 - Brand Distributors, 422 Granby Street-11/2, 10:42pm
 - SUMIKIN DUSSAN ASU, INC., 229 W. Bute Street - 10/29, 5:30pm
- 5 Robberies - 4 individuals
 - Market & Court-10:30, 6:15pm
 - Boush & College Place-11/2, 2:35am
 - Fairfax Hotel, 117 W. City Hall Avenue, 4th floor-10/29, 6:00pm
 - 200 block W. Freemason Street-10/31, 8:35pm
- 1 Business
 - Atlantic Hotel, 111 Granby Street-10/31, 9:50pm
- 2 Assaults on Police Officer
 - 2 Felonious Assaults
- 28 Larcenies - 1 Auto Theft
 - 12 From an Auto
 - 1 From a Person
 - 5 Inside of Buildings
 - 8 Shopliftings
 - 1 bicycle

R. R. Brunner, Officer
Operations Analysis Division

RRB/db

Figure B-2. Planning District 59 (Downtown) Crime Report

CITY OF NORFOLK

December 31, 1975
Inter Department Correspondence Sheet

TO: Chief Grant

FROM: Operations Analysis

COPIES TO: Capt. Mares, Lt. McKeown

SUBJECT: Granby St/Hampton Blvd, December 19-31, 1975
100-700 blocks Granby (+ blocks w/ crossing streets)
Bus Burglary: 102 W. Olney, 12/24, 4:30 pm - 12/27, 6am, Norfolk Plasma
273 Granby, 12/24, 7:30 - 11 pm, Fire's Mens Shop
409 Granby, 12/25, 2:30 - 2:59 am, 'He 'N' She
427 Granby, 12/28, 3:45 - 3:56 am, Spot & Berlin
Robbery: 219 E. City Hill, 12/27, 8 pm, individual (at CT's)
100 block Brambleton, 12/27, 12:30 am, individual
231 E. City Hill, 12/29, 7:35 pm, (restroom - 304 Club)
Granby & Olney, 12/30, 6:30 pm, individual (+ abduction)
Randolph & Plum, 12/31, 12:30 am, individual (+ assault)

Hampton Blvd (21st to Balling) & Surrounding Area
Bus Burglary: 1238 W. 26th, 12/18, 5 pm - 12/19, 7:15 am, Sebe Company
1091 W. 37th, 12/19, 9:30 pm - 12/20, 10 am, James Madison
Recreation Center
3822 Hampton, 12/20, 3:30 am - 3:30 pm, Patman's Den
1452 W. 38th, 12/25, 2:30 am, Lee's Market
Robbery: 4301 Caley, 12/28, 9:45 pm, Hank's Market
3806 Hampton, 12/30, 10:05 pm, University Amoco

Jhan

* Special copy to Chief Justice

Figure B-3. Hampton Boulevard/Lower Granby Street Report

WEEKLY SHOPLIFTING REPORT

Oct. 17, 1975

Central files has recorded 15 shopliftings last week and 17 in the week ending 6AM today. These figures are about half of the projected rate, and would appear to signal a drop to the lowest number of shopliftings in at least the past 4 years. As this is a measure of the arrests made, it appears that a smaller percentage than ever are being brought to justice.

Stan

Dec. 1, 1975

Central Files has recorded 21 shopliftings during the week ending 6AM, Friday, Nov 28, and 8 more through this morning for a total of 104 in November (81% of projected.) There is usually a 15% drop from November to December, so the figure for December should be between 80 & 90.

The formal projection for December is 110.

Stan

Jan. 2, 1975

Central Files has recorded 16 shopliftings during the week ending 6AM today compared with 26 the previous week. All were in December. This appears to reflect the end of the Xmas Shopping Spree. The December total was 115 (5 above projection; 11 above November; and 19 below December 1974.)

In view of your request to have these weekly updates "for the next few weeks" (see attached) this will be the last one unless you direct that they continue.

Happy New Year,

Stan

Figure B-4. Three Weekly Shoplifting Reports

2. PERIODIC UNSCHEDULED REPORTS

The reports listed below are prepared on a repetitive basis, but periods covered and due dates vary.

- Operation Identification (OID) Summary -- Recapitulation of the OID statistics for the Norfolk Chamber of Commerce property-marking program, to include measures of impact of membership in OID. It is furnished to the Chief of Police, his staff, and the Chamber of Commerce (see Figure B-5).
- Premises Survey Summary -- Running tally of first and second (followup 6 weeks later) premises security surveys, showing the number businesses and residences where security surveys have been conducted. In addition, the number of survey sites where changes have been made between the first and second surveys is given. The requirement for this report was initially generated by the Consultant evaluating the HIT grant in Norfolk, but the requirement has been retained at the expiration of the grant. (See Figure B-6.)
- Crime Bulletins -- Prepared whenever a series or other information which appears to be of interest to other operating elements of the Department are identified. Format, content, and distribution are a function of the situation, and all vary.
- Crime Summaries -- Prepared from machine sorts and hand tallies of the punch cards comprising the Division's data base. These statistics are maintained by the Division's analysts and are routinely available to the staff and operating elements, and to others upon request.
- Cumulative Lists of Robberies, Residential Burglaries, and Business Burglaries by Street Address -- Prepared several several times each year for division use. Because no comparable listing capability exists in any other element of the Department, copies of the burglary listings are furnished to the Burglary Squad and Youth Bureau, and extracts are prepared for each of the Patrol Divisions (Precincts.)

OID SUMMARY
As of 30 Nov. 1975

PLANNING DISTRICT	37	65	52	55
DWELLING UNITS	2275	2106	3584	1681
" " MARKED	779	1011	251	300
" " REFUSALS	479	395	40	84
NUMBER OF CONTACTS	1402	1554	316	492

OCTOBER RESIDENTIAL BURGLARIES

"	OID	YES	0	5	0	0
	RATE		0	1:202	0	0
"	OID	NO	4	5	0	0
	RATE		1:449	1:219	0	0

NOVEMBER RESIDENTIAL BURGLARIES

"	OID	YES	1	2	0	0
	RATE		1:779	1:506	0	0
"	OID	NO	2	3	13	8
	RATE		1:748	1:365	1:256	1:180

IN ADDITION TO THE ABOVE, CHAMBER REPORTS INCLUDED THE FOLLOWING:

35-1 40-1 41-1 47-3 51-2 53-2 57-25 58-3 62-1 64-1 70-5 72-1 73-1
 CHESAPEAKE-2 VIRGINIA BEACH-1 PORTSMOUTH-5

Figure B-5. Operation Identification (OID) Summary

CRIME PREVENTION SURVEY

SECOND VISIT

		RESIDENCE		BUSINESS		RESIDENCE		BUSINESS	
		2nd	W/changes	2nd	W/changes	2nd	W/changes	2nd	W/changes
1975	MARCH	20, 6, 4, 25, 11, 9, 20, 21, 4, 5, 5, 6, 6, 9, 22, 8, 15	()	5, 11, 4, 25, 16, 14, 6, 5, 2, 2, 3, 2, 1, 7, 6, 3, 9	()				
	APRIL	1, 17, 11, 10, 16, 7, 11, 21, 4, 23, 17, 16, 27, 13, 41, 9, 9, 70, 13, 2	()	1, 12, 2, 4, 6, 4, 6, 3, 4, 14, 4, 12, 6, 8, 14, 5, 4, 32, 4	()	0, 4, 5, 25	2, 1, 2, 17	1, 3, 4, 26	2, 1, 2
	MAY	3, 12, 38, 57, 9, 10, 13, 8, 8, 20, 25, 17, 45, 17, 9, 24	(38)	2, 9, 11, 21, 3, 4, 4, 4, 3, 3, 8, 8, 50, 13, 8	(11)	10, 8, 2, 13, 10, 2, 5, 2, 2, 2, 11, 2, 6, 2, 2, 2, 3, 5, 11, 2, 4, 8, 0, 10, 8, 23	2, 4, 12, 3, 5, 2, 2, 11, 2, 6, 2, 2, 2, 3, 5, 11, 2, 4, 8, 0, 10, 8, 23	1, 2, 7, 10, 0, 5, 12, 2, 1, 6, 10, 2, 0, 2, 11, 7, 3, 0, 2, 11	1, 2, 7, 10, 0, 5, 12, 2, 1, 6, 10, 2, 0, 2, 11, 7, 3, 0, 2, 11
	JUNE	22, 26, 140, 1, 9, 18, 33, 25, 4, 41	(25)	4, 8, 47, 1, 13, 6, 15, 6, 4	(17)	5, 2, 6, 6, 1, 1, 2, 2, 4, 1, 1, 2, 2, 5, 6, 4, 4, 4, 2, 2, 5	1, 2, 2, 4, 1, 1, 2, 2, 5, 6, 4, 4, 4, 2, 2, 5	1, 2, 2, 4, 1, 1, 2, 2, 5, 6, 4, 4, 4, 2, 2, 5	1, 2, 2, 4, 1, 1, 2, 2, 5, 6, 4, 4, 4, 2, 2, 5
	JULY	110, 91, 76, 77, 2	(35)	36, 36, 38, 34, 4, 4	(148)	17, 20, 71, 38, 15	2, 5, 26, 9, 10	1, 13, 30, 0, 6	7, 4, 4, 2
	AUGUST	55, 38, 122, 93	(50)	22, 24, 56, 38	(110)	65, 14, 67, 89	17, 4, 16, 20	38, 7, 45, 36	9, 8, 6, 10
	SEPTEMBER	36, 52, 128, 27, 25, 14	(35)	14, 16, 63, 10, 3, 1	(107)	3, 24, 87, 114, 95	1, 7, 23, 29, 30	2, 14, 38, 32, 55	1, 3, 13, 17
	OCTOBER	10, 23, 39, 10, 45, 71, 30, 13	(21)	5, 5, 30, 5, 16, 22, 19, 2	(11)	12, 118, 12, 52, 22	2, 12, 19, 5	7, 10, 14, 17, 11	1, 1, 0, 4, 2
	NOVEMBER	48, 15, 15, 65	(29)	20, 14, 20, 23	(1)	21, 7, 10, 31, 73	6, 3, 3, 27	20, 6, 2, 12, 11	7, 2, 4, 8
	DECEMBER	19, 35, 69, 62, 12	(25)	35, 4, 24, 22, 7	(92)	60, 50, 30, 25, 31	22, 22, 7, 10, 10	24, 25, 13, 7, 11	3, 6, 5, 2, 10
1976	JANUARY								
	FEBRUARY								

Figure B-6. Premises Survey Summary

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