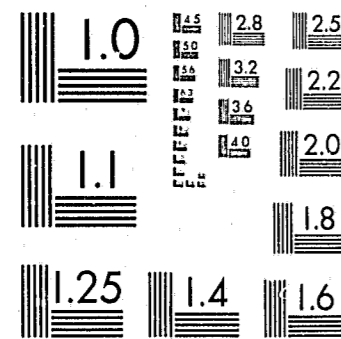


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CENTER FOR URBAN RESEARCH AND SERVICE
OLD DOMINION UNIVERSITY
NORFOLK, VIRGINIA

COMPREHENSIVE EVALUATION OF PHASE II OF THE
PORTSMOUTH, VIRGINIA POLICE DEPARTMENT'S
INTEGRATED CRIMINAL APPREHENSION PROGRAM

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Final Report

Prepared for the
PORTSMOUTH POLICE DEPARTMENT
City of Portsmouth, Virginia

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ACQUISITIONS

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Submitted by the
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December 1979



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THE PORTSMOUTH POLICE DEPARTMENT
UNDER PHASE II OF ICAP

Overall Summary

The fourteen months of Phase II of ICAP have presented unique opportunities and challenges to the Portsmouth Police Department. The department worked on improving its data collection, analysis, planning, and service delivery activities. As the various reports in the Phase II evaluation indicate, a great deal of progress was made in each of these areas, but much remains to be accomplished.

In the area of data collection, field reporting procedures, information flows, field report review processes, and records management have all improved. The timeliness and accuracy of information for analysis and decision-making have improved. At the same time, all data collection problems have not been resolved. Decision makers, such as sector commanders, have information needs which are not currently being met. Sometimes too much information is provided, sometimes it is not provided in a useable form. The department is working on these problems by establishing a close working relationship with city computer personnel and by conducting on-going information needs analysis.

Data analysis for operational planning, strategic and tactical decision-making, resource deployment, and monitoring crime situations, has improved. The Crime Analysis Unit (CAU) has undergone numerous changes. The CAU, which is currently staffed by two officers, a sergeant, and a full-time clerical person, should greatly improve its analysis capabilities during Phase III of ICAP.

Planning and service delivery are closely held together under the ICAP model. Improved police procedures at crime scenes have led to improvement in the quality of cases prepared for prosecution. Improved investigative case management should enable the Criminal Investigations Division to follow up on serious crimes. The sector command system, directed patrol, and fixed shifts should improve service delivery under Phase III of ICAP.

Although many positive changes have been made, a great deal of work remains to be done. Specific recommendations have been made throughout the

I. OVERALL SUMMARY OF THE COMPREHENSIVE EVALUATION OF
PHASE II OF THE PORTSMOUTH, VIRGINIA POLICE DEPARTMENT'S
INTEGRATED CRIMINAL APPREHENSION PROGRAM

Phase II evaluation report. In addition, the following general areas deserve more attention.

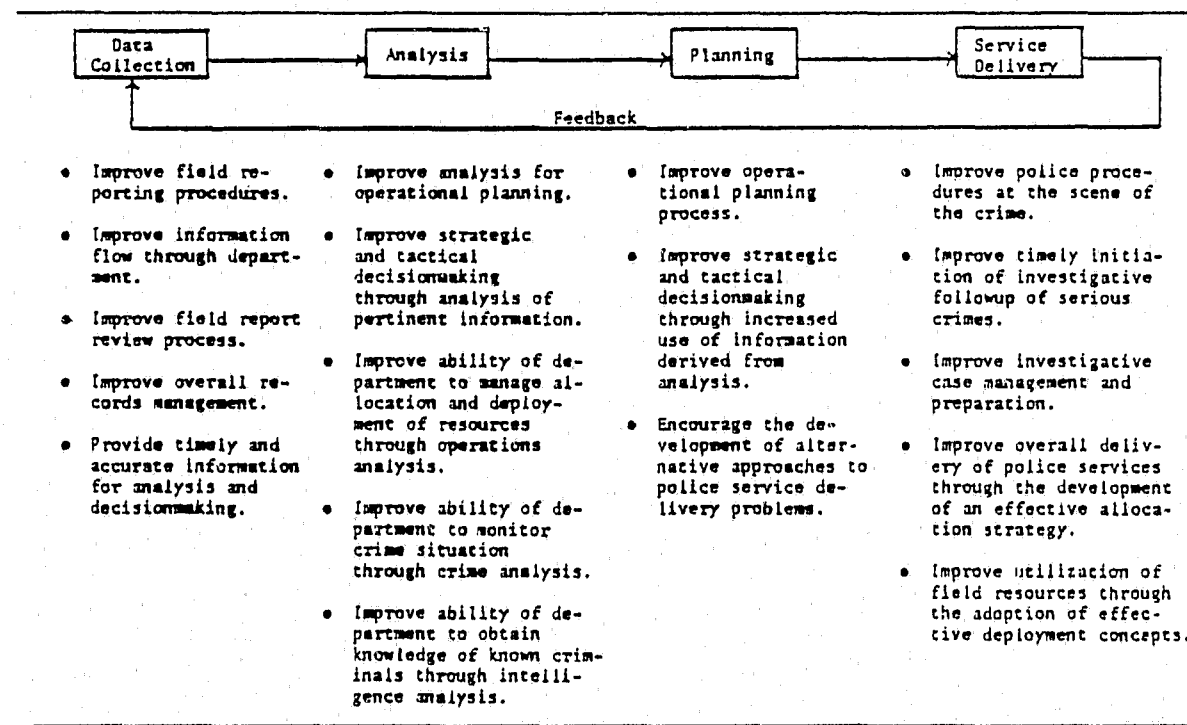
1. Directed patrol activities need to be upgraded and instituted on a more consistent basis.
2. The activities of crime analysis must be closely monitored to ensure that the Crime Analysis Unit receives high quality data and provides useful information for decision-making.
3. The management capabilities of individuals at the various levels of the organization who must allocate resources must be upgraded. Top management must encourage planning by the lower levels of management and give managers, such as sector commanders, the freedom and support to make the resource allocation decisions they consider necessary.
4. The effect of fixed shifts on the job performance and job satisfaction of patrol officers must be closely monitored.
5. Attention must once again be focused on the needs of patrol officers. The function of patrol should be further upgraded. The role of patrol in preliminary investigations should be increased.
6. The flow of information between crime analysis, patrol, detective, and crime prevention personnel needs to be further improved.

INTRODUCTION

The ICAP Model

In September, 1978 the Portsmouth Police Department received a grant from the Law Enforcement Assistance Administration (LEAA) to implement Phase II of the Integrated Criminal Apprehension Program (ICAP). The Integrated Criminal Apprehension Program is based upon a decision-making model which links the functions of data collection, analysis, planning, and service delivery. The implementation of an ICAP project requires the department to engage in formal planning in order to make decisions based on empirical information. The decision model is based on program components such as Crime Analysis Unit operations, managing patrol operations, managing investigations, and identifying, apprehending and convicting serious habitual offenders. Figure 1, presented below, illustrates the complexity of the ICAP model.

Figure 1
ICAP MODEL LOGIC FLOW AND PROGRAM OBJECTIVE



ICAP in Portsmouth

The Portsmouth Police Department began the necessary steps to implement the ICAP model during mid-1977 when it received the Phase I ICAP grant. The evaluation of Phase I indicated that the police department was able to accomplish substantial improvements in its management information system, service delivery, citizen satisfaction, identification and prosecution of habitual offenders, and in the job satisfaction and training of police personnel.

During Phase II of ICAP, which began in September, 1978 the Portsmouth Police Department was able to build onto the accomplishments of Phase I. Particular attention was paid during Phase II on more effective investigative follow-through and on installing the management information system necessary for better patrol operations and management.

Methods of Data Collection

The data were collected by a variety of means:

1. analysis of police department records such as dispatch records, offense reports, case files, logbooks, and crime analysis patterns and information sheets;
2. analysis of records held by the Commonwealth's Attorney's Office such as records maintained in central files, logbook entries made by the attorney on call, and felony case files;
3. surveys of citizens who requested service by police officers responding in person or by the telephone service unit (Tele-Serv);
4. organizational analysis of communication flows and information processing systems;
5. in-depth interviews with police personnel and members of the Commonwealth's Attorney's Office;
6. on-site observations of the Tele-Serv Unit, the Crime Analysis Unit, patrol aides, and the Pager System.

The research methods were used to obtain both qualitative and quantitative information about the progress made during Phase II of ICAP. Data were collected throughout Phase II of ICAP. All appropriate data were updated during the period of August - October, 1979 in order to reflect the current status of the police department's progress.

Methods of Data Presentation

The results of the various studies were presented to appropriate police officials throughout the program year. The results of the data collection efforts were first presented in written form and contained the study results and recommendations. In addition, the principal evaluator and his staff presented each study verbally to the appropriate police officials including the project manager, chief of police, the police command staff, the ICAP steering committee, and any other officials who were affected by the results of the study. The ICAP project manager determined who should be made aware of the evaluation results.

The data were presented by using percentage tables, tests of significance, and measures of association where appropriate. The principal evaluator discussed both the results of the studies and the limitations of the data collection procedures with appropriate officials of the Portsmouth Police Department.

Utilization of Portsmouth ICAP Evaluation Results

The key purpose of the Portsmouth Phase II ICAP Evaluation was to make sure the results could be utilized in program decision-making. In order to accomplish this the following steps were taken.

1. Regular meetings were held with police administrators and the ICAP manager to determine how the evaluation data could best be presented. Brevity and clarity were emphasized while complex data presentation formats were de-emphasized.
2. Interim evaluation reports were submitted throughout the contract year based on the schedule of ICAP Program implementation. The interim reports enabled the ICAP manager and the police management team to make program changes while the programs were still in progress.
3. Responsiveness to program needs was assured by conducting numerous on-site visits which enabled the evaluators to observe on a firsthand basis the progress of the Phase II ICAP activities.
4. The philosophy that program implementation and program evaluation are closely tied was emphasized throughout the evaluation process.

5.

5. Police department officials responded in writing to each of the evaluation reports and indicated the changes made based on the results of the evaluation.

Limitations of the Evaluation

Evaluation research, like all other types of research, contains certain inherent limitations which must be recognized by individuals using the data obtained. The Portsmouth Phase II ICAP project evaluation has certain limitations which relate to the availability of data and the complexity of the ICAP project.

1. Not all data are available in a form which is useful for evaluation purposes. For example, data on directed patrol activity were to be collected by analyzing dispatch records. Police officers and dispatch personnel were to use a "D" suffix for all directed patrol runs. Due to the difficulty in implementing the use of the "D" suffix, hard data on directed patrol activity could not be accurately reported. Steps have now been taken to resolve this problem and it is anticipated that hard data will become available.
2. Program impacts are difficult, and sometimes impossible, to measure. For example, crime reduction and crime prevention are difficult to attribute to any given activity because of the highly complex nature of police activity and the many variables which affect the level of criminal activity.
3. Controlled experimentation using random assignment methods and classical experimental designs is not appropriate for most small-scale project-type evaluations. Therefore, the evaluator must rely on time-series analysis and cannot always determine that a particular activity "causes" a certain result.
4. Evaluation of an ongoing program like ICAP is a continuous process. Any evaluation report only shows the program at a certain point in time, despite any efforts to update the data obtained. The ICAP project is constantly changing and therefore the evaluation approach must be very flexible and also constantly changing.

6.

5. The question of how large an effect is needed to show success is difficult to answer. A project-level evaluation requires that the evaluator make judgments about whether or not the net outcome from the program has been in a positive direction or in a negative direction. Program success represents an informed judgment based the best data available.

III. PATROL MANAGEMENT

TELE-SERV USER SURVEY

Executive Summary

During January, 1979 a telephone survey of a random sample of citizens who reported incidents to the Tele-Serv Unit was conducted. The survey was undertaken in order to ascertain if problems existed with the Tele-Serv operation, and if citizens were satisfied with the services provided by the telephone reporting system.

The results of the study indicate that the Tele-Serv Unit is operating efficiently. Very few citizens have trouble contacting the Tele-Serv Unit. Citizens are satisfied with the personnel in both the dispatch office and the Tele-Serv Unit. Statistically, less than one individual in five objects to reporting a complaint by telephone. The only problem evident in the Tele-Serv operation was the lack of follow-up action on the telephone report. About half of the complainants expected follow-up, but only about one in five received some type of follow-up. Blacks were significantly more likely than whites to expect some type of follow-up action.

The major recommendations made as a result of this analysis is that follow-up action on reports is needed. This follow-up, which need be nothing more than a telephone call, could be done either by sworn officers such as members of the Tele-Serv Unit, clerical personnel, or by volunteers. As a result of this study the Portsmouth Police Department is currently adopting a procedure to provide for follow-up on telephone complaints.

TELE-SERV USER SURVEY

Introduction

The purpose of the Tele-Serv Users Survey is to gauge citizen satisfaction with the services provided by the tele-serv operation. The survey was designed to determine the following types of information:

1. Citizen problems in contacting the dispatch unit;
2. Citizen satisfaction with the actions of the dispatcher who received the call;
3. Problems related to transferring the call from the dispatch officer to the Tele-Serv Unit;
4. Citizen satisfaction with the Tele-Serv Unit's officers who handled the call and took the report over the telephone.

Research Design

The sample for the Tele-Serv Users Survey was drawn from approximately 190 offense reports taken by the Tele-Serv Unit during November, 1978. Each report was screened for inclusion in the sample based on the following criteria:

1. The report must have been taken by telephone by a member of the Tele-Serv Unit.
2. Complainants must have had a home or business phone number listed in the offense report.
3. Naval personnel whose only place of residence was listed as a ship were excluded.
4. Reports involving large commercial businesses as offense sites were excluded.
5. Reports listing out-of-state telephone numbers were excluded.
6. Reports involving individuals who reported in person to the Tele-Serv Unit were excluded.

One hundred and forty-seven (147) reports met the criteria stated above. Based on these reports a sample of 102 individuals was selected for interviews.

The telephone interviews were conducted by two interviewers during January, 1979. The interviews consisted of twenty-six (26) questions which

took about 15 minutes to administer (see Appendix A). Interviewers and respondents were matched by race to avoid the possibility of biasing responses. The majority of the individuals were white (63%), and three-fifths (60%) were males.

In Table 1 the types of offense sites are given in percentages and numbers. Table 2 shows the socio-economic status of the neighborhoods where offenses occurred.

Table 1
STATUS OF OFFENSE SITE

Type of Site	Percentage	Number
Business-Industrial	28	29
Mixed	10	10
Residential	<u>62</u>	<u>63</u>
	100	102

Table 2
RESIDENTIAL BREAKDOWN
(62% of Site Total)

Socio-Economic Status	Percentage	Number
Upper/Middle Class	31	32
Working Class	26	26
Poverty Area	1	1
Public Housing	4	4
Other	<u>0</u>	<u>0</u>
	62	63

Table 3 provides the percentage breakdown for the types of crimes which were reported and indicated by the "ten code" categories.

Table 3
TYPE OF OFFENSES REPORTED

Offense Type	Percentage	Number
Grand Larceny	44	45
Petit Larceny	41	42
Missing Person	5	5
Lost Items	3	3
Destroying Property/Vandalism	6	6
Annoying Phone Calls	<u>1</u>	<u>1</u>
	100	102

As can be seen in Table 3, most of the offenses (85%) reported to Tele-Serv during the period of this study involve grand or petit larceny.

Table 4, which follows, shows that 84% of all offenses reported involved some dollar loss. About two-fifths (41%) involved losses of over \$100.

Table 4
ESTIMATED DOLLAR LOSS FOR REPORTED OFFENSES

Estimated Loss	Percentage	Number
No Loss	6	6
Under \$10	4	4
\$10 - \$50	25	26
\$50 - \$100	14	14
\$100 - \$500	31	32
Over \$500	10	10
Not Applicable	<u>10</u>	<u>10</u>
	100	102

Difficulties in Contacting the Dispatch Office

Only 4% of the respondents reported some difficulty in their contact with the dispatcher's office. The following comments were made:

- The line was busy several times. Then someone answered and put me on hold for about 15 minutes without even asking if it was an emergency. (Grand larceny from auto.)
- It took 45 minutes of being switched back and forth after talking to the dispatcher before an officer was able to help me by taking a report. (Petit larceny.)
- The dispatcher asked my name and what the problem was. Then I was asked a lot of questions that I did not think were necessary like the serial number of the stolen items. (Grand larceny from auto.)
- The dispatcher asked a lot of questions over and over.

Satisfaction With the Dispatch Office

Individuals were generally satisfied with what the dispatcher told them. About three-fourths were satisfied with their contact, 99% reported that the dispatcher was either polite (87%) or neutral (12%). Only one individual felt that the dispatcher was impolite. In much the same vein, 93% said that the dispatcher was either helpful (70%) or neutral (23%).

Very few problems exist in the process of transferring the call from the dispatcher to the Tele-Serv Unit. One individual said it took 15 minutes to transfer the call. Another waited 45 minutes. Only 6% experienced some problems in transferring the call. Of those who remembered how long it took to transfer the call (84%), 76% reported that the call was transferred in less than one minute, 15% said it took 1-2 minutes, 5% reported waiting 3-5 minutes, while 4% reported waiting more than 5 minutes. None of these calls for service involved an emergency situation which would demand an immediate police response. The breakdown for responses regarding satisfaction with the dispatch office is revealed in Table 5 in percentages and numbers.

Satisfaction With Tele-Serv Personnel

Table 6 reports the satisfaction with Tele-Serv personnel of citizens who called for service. As the data indicate, an overwhelming majority ranging from 88% to 74% of the respondents were satisfied with the officer who took the report.

Table 5
SATISFACTION WITH THE DISPATCH OFFICE

	<u>Percentage</u>	<u>Number</u>
<u>Trouble On Initial Contact With Dispatcher</u>		
Yes	4	4
No	<u>96</u>	<u>97</u>
	100	101
<u>Satisfaction With What Dispatcher Said</u>		
Very satisfied	40	41
Satisfied	35	36
Neutral	17	17
Somewhat dissatisfied	4	4
Very dissatisfied	<u>4</u>	<u>4</u>
	100	102
<u>Politeness of Dispatcher</u>		
Very polite	62	63
Somewhat polite	25	26
Neutral	12	12
Somewhat impolite	1	1
Very impolite	<u>0</u>	<u>0</u>
	100	102
<u>Helpfulness of Dispatcher</u>		
Very helpful	25	26
Somewhat helpful	45	46
Neutral	23	23
Somewhat unhelpful	4	4
Very unhelpful	<u>3</u>	<u>3</u>
	100	102

Table 6
SATISFACTION WITH TELE-SERV UNIT PERSONNEL

	Percentage	Number
<u>Satisfaction With Officer Who Took Report</u>		
Very satisfied	55	56
Somewhat satisfied	29	30
Neutral	9	9
Somewhat dissatisfied	6	6
Very dissatisfied	<u>1</u>	<u>1</u>
	100	102
<u>Politeness of Officer</u>		
Very polite	71	72
Somewhat polite	17	18
Neutral	10	10
Somewhat impolite	2	2
Very impolite	<u>0</u>	<u>0</u>
	100	102
<u>Helpfulness of Officer</u>		
Very helpful	47	48
Somewhat helpful	31	32
Neutral	14	14
Somewhat unhelpful	5	5
Very unhelpful	<u>3</u>	<u>3</u>
	100	102
<u>Respectfulness of Officer</u>		
Very respectful	68	69
Somewhat respectful	17	18
Neutral	13	13
Somewhat disrespectful	1	1
Very disrespectful	<u>1</u>	<u>1</u>
	100	102

The percentage dissatisfied is very low and ranges from a high of 8% to a low of 2%. Clearly, the citizens' contact with the police officers assigned to the Tele-Serv Unit is an extremely positive one.

Satisfaction with Reporting Incidents by Telephone

In response to the question HOW SATISFIED WERE YOU WITH YOUR REPORT BEING TAKEN BY PHONE? almost three-fourths expressed satisfaction (see Table 7). About one-fifth (17%) were dissatisfied and expressed some type of preference for direct service from a police officer. This suggests that the telephone reporting system is well accepted by the citizens of Portsmouth. It also suggests that more publicity is needed about the scope and purpose of the Tele-Serv operation. Increasing publicity, through the mass media, the Police-Community Relations Unit, and groups such as the ICAP steering committee could reduce the number of individuals who do not feel comfortable with making a report by telephone.

Table 7
SATISFACTION WITH REPORT BEING TAKEN BY PHONE

	Percentage	Number
Very satisfied	57	58
Somewhat satisfied	17	18
Neutral	8	8
Somewhat dissatisfied	13	13
Very dissatisfied	4	4
No response	<u>1</u>	<u>1</u>
	100	102

Follow-up Action on Reported Incident

Table 8 reports whether or not citizens expected follow-up action, the action taken by Tele-Serv personnel, the satisfaction with the follow-up action taken, and whether or not police officials made any suggestions for avoiding future problems of a similar nature.

Table 8
FOLLOW-UP ACTIVITY BY TELE-SERV

	Percentage	Number
<u>Citizen Expected Follow-Up</u>		
Yes	45	46
No	51	52
Don't know	4	4
	100	102
<u>Actual Follow-Up Action Taken By Police</u>		
Yes	17	17
No	83	83
	100	100
<u>Evaluation of Follow-Up Action (N=18)</u>		
Very satisfied	65	11
Somewhat satisfied	12	2
Neutral	6	1
Somewhat dissatisfied	17	3
Very dissatisfied	0	0
	100	17
<u>Officer Made Suggestion on How To Avoid Similar Problems</u>		
Yes	13	13
No	87	89
	100	102

Forty-five percent expected the police to take some sort of follow-up action, while 51% expected no follow-up. Actual follow-up action was taken in 17% of the cases. When follow-up action was taken, 65% were satisfied with the suggestions. In 13% of the cases the Tele-Serv officer made suggestions dealing with how to avoid similar problems in the future.

Table 9 reports the relationship between whether or not the citizen expected action and whether or not actual follow-up was done. It is particularly interesting to note that only 36% of those who expected follow-up actually had some follow-up action taken. Only 2% of those who expected no follow-up had follow-up action taken.

Table 9
EXPECTATION ABOUT FOLLOW-UP ACTION
RELATIVE TO ACTUAL FOLLOW-UP ACTION TAKEN

Actual Follow-up	Expectation About Follow-up			
	Expected Follow-up %	Expected Follow-up N*	Did Not Expect Follow-up %	Did Not Expect Follow-up N
Follow-up action taken	36	16	2	1
Follow-up action not taken	64	28	98	51

gamma = 0.93; chi-square = 6.24; sig. = .0001

*The number of respondents in this category is only 44 because two did not answer the question about actual follow-up action taken.

Contact With the Police Department

The final tables in this section present information on the respondents' experience with the Portsmouth Police Department in the past, and their overall evaluation of the department. Table 10 provides a general idea of the extent of contact which the respondents have had with the Portsmouth Police Department over the last two years. One-half had no prior contact with the police over the last two years, while about one-fourth contacted the police three or more times.

Table 10
CONTACTS WITH PORTSMOUTH POLICE
OVER THE PAST TWO YEARS

Number of Contacts	Percentage	Number
None	50	51
Once or Twice	24	25
Three or Four Times	16	16
Five or More Times	10	10
	100	102

Table 11 illustrates the attitudes which the respondents said they held about the Portsmouth Police Department before their most recent contact with

the department. While most (46%) regarded it as an average department, more rated it above average than below average.

Table 11

RATING OF PORTSMOUTH POLICE DEPARTMENT
BEFORE THIS INCIDENT

<u>Rating</u>	<u>Percentage</u>	<u>Number</u>
One of the best	9	9
Above average	34	35
Average	46	47
Below average	9	9
Very Poor	<u>2</u>	<u>2</u>
	100	102

Table 12 presents the results of a question the respondents were asked about how their present opinions compared with the opinions which they held prior to their most recent contact. Most (79%) did not change their opinions as a result of the service they received. Those respondents who did change their opinions tended to be more favorable (14%) rather than less favorable (7%).

Table 12

COMPARISON OF OPINION OF PORTSMOUTH POLICE DEPARTMENT
BEFORE AND AFTER INCIDENT

<u>Opinion</u>	<u>Percentage</u>	<u>Number</u>
Somewhat more favorable	14	14
About the same	79	81
Less favorable	<u>7</u>	<u>7</u>
	100	102

Responses to Open-Ended Questions

The response to the question WHAT WAS THE FOLLOW-UP ACTION TAKEN? pointed to three major categories of follow-up action: (1) tighten patrol in the area of offense; (2) police officer going and talking to complainant in person and checking the offense area; (3) recovery of the stolen item. A listing of responses to this question is provided below.

- Police said they would put a tighter patrol in my area. They have done that.
- The suspect was apprehended. (Grand Lacey)
- The police came out and talked to me after the phone report.
- I found my car later the same night. A policeman spotted me parking it and came up to investigate.
- An officer was sent out immediately to check the place I thought the car might be. The police stopped my son (who was also out looking) to ask what he was doing at that time of night. When the car was returned the next day, the police came out to tell me my alternatives and to find out if I wanted to charge the boy who took the car.
- Police checked the neighborhood and pawn shops and reported back.
- An officer came out and took fingerprints from the car.
- I don't know. A neighbor found the purse in a trash can days later.
- Police came out and looked at the car. Patrol cars were sent around more frequently.
- An officer called to say he had been assigned to the case.
- The witness was questioned.
- The police came out and talked to me. They picked my husband up and then let him go.
- The police came one week later and staked out the roof for about forty-five minutes.
- The police finally found the car.
- The police said they would put out an "all points bulletin".

The comments of the respondents answering the question WHAT ELSE DO YOU FEEL THE POLICE SHOULD HAVE DONE? fall into two major areas: (1) follow-up call to inform about the status of the report; (2) officer going out and talking to complainant in person. A listing of responses to this question is provided below.

- Would have appreciated at least a follow-up call. (Most frequent response.)
- They should give you a progress report.
- Contacted me to let me know what, if anything, had happened.
- The police should have made a follow-up call to say they hadn't found anything but that they would be in touch if they did.
- The police should have increased patrols as the same things were happening all over the neighborhood.
- The police should have come out to the house to talk to me. (Second most frequent response.)
- The police should send someone to take a report; it would act as a deterrent.
- Police should have sent an officer out. I was unable to give them all the information they needed over the phone.
- An officer should be sent out to check on fingerprints, etc., and to look things over.
- The police should at least have found him, or let me know that they were looking. (Missing person.)
- Nothing else. They were very good and made me feel very confident.
- Don't know if they could have done anything else.
- The police should pretend they care a little.
- I would like to feel that the police would make some effort toward recovery, but I realize they don't have the time or the manpower.

When asked the question WHAT ARE YOUR SUGGESTIONS FOR IMPROVING THE SERVICE THAT YOU RECEIVED? the suggestions of the respondents focused around four major areas: (1) some kind of follow-up system to provide information to the complainants; (2) a police officer going to the scene and talking to the complainant in person later on; (3) better training (for police officers) in the human relations area to develop more sensitivity and understanding; (4) increase police patrol. A listing of responses to this question is provided below.

- They could follow-up and let me know if they found anything or if they are still looking or if they have given up. (Most frequent response.)
- Make a follow-up call maybe a month after the incident, maybe start some public relations program.

- When you don't hear from them (the police), you assume that they have forgotten you, and that they don't intend to do anything. They should let people know something, even if it is just to say "we haven't been able to find anything."
- Personal contact and some kind of follow-up even if they just call and say they haven't found anything yet. I didn't hear from them again after the phone conversation and I feel they just forgot about me.
- Have a follow-up system so people will know that the police don't just take reports and toss them somewhere and forget them.
- Would have preferred an officer to come to my house. (Second most frequent response.)
- They (the police) should have come out to the house to talk to me and to look things over. I didn't hear from them again -- like they forgot.
- I told the officer that the same thing had happened to about thirty other people in the neighborhood. I was told the police had to treat it as an isolated incident unless others called in. I think I should have been allowed to talk for the whole area. (Stolen gas caps, sugar in gas tank, nails in tires.)
- Would have preferred that the police come out to the scene and look around. They should have found out about the five or six other incidents that had happened recently in the same area.
- It would be nice if you did not have to tell your story more than one time.
- The police need to take a course in human relations. They don't know how to deal with people. (Third most frequent response.)
- I felt as though the officer was past due for retirement. He wasn't in the least interested, his mind was not on what he was doing and he just didn't care one way or the other.
- Better training in the area of social contact. (Officer) did not seem interested at all.
- Have people (officers) specially trained to handle certain types of calls that require some degree of sensitivity.
- Be more alert to what the person is saying. Don't ask the same questions over and over. They (the officers) seemed very incompetent.

- Treat black citizens more fairly, especially in traffic cases.
- Police seemed impartial during missing persons report.
- Should have police officers patrolling the neighborhood. (Fourth most frequent response.)
- Beef up the patrols in the area of the offense.
- The officer who took the report was fine, but that didn't help me with the problem. I've been burglarized five or six times in the past two years; it is a chronic problem. Maybe more police visibility in the area would help.
- The police do the best they can with what they have to work with. Great respect for Chief Boone, but there is only so much one person can do.
- For what they have to work with, I'm pretty well satisfied with them.
- They should have answered a few of my questions. The officers were too busy asking questions to answer any of mine.

Analysis of the Effect of Sex and Race on Survey Responses

Responses to each of the questions in the survey questionnaire were analyzed to see if variation in these responses were related to the sex and race of the service recipients. As will be discussed below, very few statistically significant differences based on either sex or race were evident.

Sex of the respondent did not impact statistically on satisfaction with either the dispatch office or the Tele-Serv office. The only noticeable affect of sex is that women are slightly more likely than men to be in the highest satisfaction categories of Tele-Serv users.

Race of the respondent was also not a significant factor in determining the response pattern with the exception of the cases which will be discussed below.

The general effect of the respondents' race is that blacks are less likely to be in the highest satisfaction categories. Stated in another way, both blacks and whites are generally satisfied but whites are somewhat more likely than blacks to be very satisfied.

Table 13 reports the opinion held of the Portsmouth Police Department before the incident reported to the Tele-Serv Unit. The data indicate that blacks are somewhat more likely than whites to rate the department as below average (21% black versus 5% whites). At the same time it should be noted

that 60% of all blacks rate the department as at least average. Clearly, neither blacks nor whites are dissatisfied. Whites are, however, more likely to give the department the highest positive ratings.

Table 13
OPINIONS OF THE PORTSMOUTH POLICE DEPARTMENT
BEFORE THIS INCIDENT BY RACE

Race of Respondent	Very Poor		Below Average		Average		Better than Average		One of the Best		Total	
	%	N	%	N	%	N	%	N	%	N	%	N
Black (38)	5	2	16	6	60	23	16	6	3	1	100	38
White (64)	0	0	5	3	38	24	45	29	12	8	100	64

gamma = 0.6; chi-square = 18.13; sig. = .001

Table 14 reports the change in opinion about the police department before and after contact with Tele-Serv. The data show that black opinions shift equally into the more favorable and the less favorable categories. Whites are somewhat more likely to form a more favorable opinion about the department (see Table below).

Table 14
COMPARISON BY RACE OF OPINIONS HELD NOW
WITH OPINIONS HELD BEFORE

Race of Respondent	Opinion After Contact Is:						Total	
	Less Favorable		About the Same		Somewhat More Favorable		%	N
	%	N	%	N	%	N	%	N
Black	13	5	74	28	13	5	100	38
White	3	2	83	53	14	9	100	64

The only other effect of race is on whether or not the respondent expected follow-up action. Here the difference based on race is statistically significant. Blacks are much more likely than whites (60% black versus 38% white) to expect follow-up action (see Table 15).

Table 15
RACE AND EXPECTATION OF FOLLOW-UP ACTION

	Race of Respondent			
	Black		White	
	%	N	%	N
Expected follow-up	60	23	38	23
Did not expect follow-up	40	15	62	37
	100	38	100	60

gamma = 0.42; chi-square = 3.75; sig. = .05

Conclusions and Recommendations

1. Very few individuals (4%) had difficulties in contacting the police for assistance. A majority of the respondents (75%) were satisfied with the dispatcher (see Table 5). Periodic monitoring of the call-in system in the dispatch office is necessary to ensure that citizens can make their reports in an efficient manner.
2. Although a majority of the respondents (84%) were satisfied with the Tele-Serv personnel, some individuals felt that the officers in Tele-Serv did not seem interested and concerned about their problems.
3. Nearly three-fourths of the respondents were satisfied with their report being taken by telephone (see Table 7). It is important, however, to develop a clear policy to determine the Police Department's response to citizens who would like to have direct service from a police officer after contacting the Tele-Serv Unit.
4. Forty-five percent (45%) of the respondents expected some kind of follow-up action by the Police Department, but only 17% received it (see Table 8).

The Portsmouth Police Department could reduce dissatisfaction and enhance cooperation by following-up with a telephone call to the citizen who makes a report. Call-backs by sworn officers, clerical assistants, and/or volunteers would assure citizens that the police are, in fact, doing something about their reports. The initiation of follow-up action could heighten the satisfaction of blacks with the Portsmouth Police Department, since blacks were more likely than whites to expect follow-up action.

5. Eighty-nine percent (89%) of the respondents rated the Police Department as average or better. Contact with the department did not change the citizens opinion of it. However, when change in opinion did occur, it was usually in a more favorable direction (see Tables 11 and 12).
6. The sex of the respondents did not have an impact on the level of satisfaction with the Portsmouth Police Department.
7. Although both white and black respondents were satisfied with the Police Department, whites are more likely to give the department the highest positive ratings. Similarly, blacks are somewhat more likely than whites to rate the department as below average (21% blacks versus 5% whites). (See Table 13.)

OFFICER CONTACT SURVEY

Executive Summary

During February, 1979 a telephone survey was conducted of a random sample of citizens who requested assistance from a police officer after a crime occurred. The survey was undertaken in order to ascertain citizens' satisfaction with the manner in which Portsmouth police officers responded to requests for assistance.

The results of the study indicate that citizens are highly satisfied with the response time of police officers to their calls for service. Citizens report that officers are polite, helpful, and respectful. Follow-up action was actually taken in about one-third of the cases, although victims in over two-fifths of the cases expected some type of follow-up action. After contact with the police department, citizens were more likely to develop a more favorable attitude toward the department than a less favorable attitude. Race and sex of the respondents did not significantly affect the perception of the quality of services provided. A comparison of the results of this survey to similar surveys conducted during December, 1977 and May, 1978 indicated that officers have continued to be polite and helpful. It is, however, important to note that the most recent survey showed individuals to be more dissatisfied with police follow-up action than in the December, 1977 and May, 1978 surveys. On the positive side, almost one-half of the police officers were now making crime prevention suggestions compared to less than one-third in December, 1977, and less than one-fourth in May, 1978.

The results of the survey continue to support the need for the police department to conduct regular and effective follow-up on citizen requests for service. The reasons for the increasing dissatisfaction with the follow-up action taken need to be determined and appropriate remedial action taken. As a result of this survey and the analysis of offense reports, the department has established a call-back procedure.

OFFICER CONTACT SURVEY

Introduction

The purpose of the Officer Contact Survey is to gauge citizen satisfaction with the services provided by Portsmouth patrol officers. The survey was designed to determine the following types of information:

1. Citizens' problems in contacting the police department.
2. Police response time, and citizens' expectation and satisfaction with the response time.
3. Citizens' opinion about police officers' handling of the case, and officers' attitudes.
4. Citizens' rating of the Portsmouth Police Department in general.

Research Design

The sample for the Officer Contact Survey was drawn from approximately three hundred and seventeen (317) offense reports taken by patrol officers in person and sent to the Crime Analysis Unit during the month of October, 1978. Each report was screened for inclusion in the sample based on the following criteria:

1. The report must have been taken personally by a police officer.
2. Complainants must have had a home or business phone number listed in the offense report.
3. Naval personnel whose only place of residence was listed as a ship were excluded.
4. Offenses involving juveniles or rape were not included.

Two hundred and fifty-eight (258) met the criteria stated above. Based on these reports, 118 individuals were interviewed. In eighteen of the cases, respondents did not personally make the phone call to the police department. The breakdown of these cases is as follows:

6 cases - police informed the victim (five business burglaries and one residential burglary);

- 4 cases - the police were seen outside; respondent did not have to call;
- 3 cases - neighbors called the police (one business burglary and two residential burglaries);
- 2 cases - individual went to the police station to report;
- 2 cases - someone else called the police;
- 1 case - a passerby informed the police.

The difference in type of police contact, plus the fact that not all respondents answered all questions, explains the variation in sample number shown on the tables.

The telephone interviews were conducted by three interviewers (one black, two white) during February, 1979. The interviews consisted of twenty-four (24) questions which took about fifteen minutes to administer (see Appendix B). Interviewers and respondents were matched by race to avoid the possibility of biasing answers.

Social Background of the Sample

Table 1 illustrates the racial and sex composition of the sample.

Table 1		
RACE AND SEX COMPOSITION OF THE SAMPLE		
<u>Race</u>	<u>Percentage</u>	<u>Number</u>
Black	32	38
White	<u>68</u>	<u>80</u>
	100	118
<u>Sex</u>		
Female	36	42
Male	<u>64</u>	<u>76</u>
	100	118

Sites where the reported offenses were committed were categorized according to function. This revealed that twenty-four percent (24%) of the offenses occurred in business areas and sixty-six percent (66%) occurred in residential

neighborhoods. In the residential areas, most of the reported offenses were committed in middle-/upper-middle-class neighborhoods (48%), followed by working-class neighborhoods (32%).

Burglary comprised forty-eight percent (48%) of the reported offenses in the sample, followed by larceny (27%), vandalism (20%), and robbery (4%). There was only one case involving a suspicious person. Eighty percent (80%) of all offenses reported involved some dollar loss as follows:

<u>Value of Loss</u>	<u>Percentage of Cases</u>
Below \$ 50	29
\$50 - \$100	14
\$101- \$500	26
Over \$500	11
No Loss	20

Difficulties in Contacting the Police

Ninety-one percent (91%) of the respondents (N=100) did not have any problem in contacting the police. Only nine percent (9%) had some difficulty in receiving a response to their request for assistance. The following comments were made:

- Dispatcher said they were changing shifts and would try to get someone to come out here. (Delay in police arrival; petit larceny from auto.)
- There is a lack of response from the police department. They take information by phone (Tele-Serv) and usually don't send anyone out. Only one officer has been out in this area in the last year. (Burglary.)
- Officer did not arrive for one hour after the call for service. (Petit larceny from auto.)
- Dispatcher promised to send an officer out but one never came. I had to flag an officer down. (Petit larceny from auto.)
- Wasted thirty minutes and no one showed up. Called three times before a police officer came.
- The first time the dispatcher took the call, but he said they did not get the call. I had to call a second time.
- I had to call back. The police could not find the street.

Satisfaction With Police Response Time

Table 2 presents information about complainants' expectation of the time it would take a police officer to arrive after the call was made, their perception of the actual time it took the officer to arrive, and their satisfaction with the response time. A majority of the respondents (78%) expected a response time of from five to thirty minutes, and the actual response time was in this range in most of the cases (68%). Over three-fourths of the complainants were satisfied with the response time of the police officer.

It seems that satisfaction with police response time was directly related to the respondents' perception of the time it took for the police to arrive (Table 3a). One hundred percent (100%) of those who reported a response time of less than five minutes were satisfied with the response time, while ninety-one percent (91%) of those who reported a five to ten minute response time, and sixty-four percent (64%) of those who reported a sixteen to thirty-minute response time were satisfied. On the contrary, forty-two percent (42%) of the respondents who reported a response time of thirty-one minutes to one hour were dissatisfied, and eighty-six percent (86%) of those who complained of a delayed response time (over one hour) were very dissatisfied. Table 3b presents the respondents' perception of police response time compared with actual response time. In the majority of cases, actual response time was the same as perceived response time.

Nearly ninety-two percent (92%) of the respondents (N=95) also felt that quick arrival of the police officers may not have affected the outcome of the incident. The most frequent reason given was that the crime had been undetected for a period of time and the suspect had fled the area (80%). Eight percent (8%) of the respondents felt that quicker response time may have resulted in the apprehension of a suspect.

Police Officers' Action and Attitudes After Arrival on the Scene

Table 4 presents data on police officers' handling of the case after arrival on the scene of the offense. Most of the complainants were satisfied with the action taken by the officers.

Table 2
SATISFACTION WITH POLICE RESPONSE TIME

<u>Expectation of Response Time</u>	<u>Percentage</u>	<u>Number</u>
5 minutes or less	13	12
5 - 10 minutes	26	24
11 - 15 minutes	30	27
16 - 30 minutes	22	20
31 minutes to 1 hour	7	6
More than 1 hour	<u>2</u>	<u>2</u>
	100	91
<u>Perception of Response Time</u>		
5 minutes or less	13	13
5 - 10 minutes	24	23
11 - 15 minutes	22	21
16 - 30 minutes	22	22
31 minutes to 1 hour	12	12
More than 1 hour	<u>7</u>	<u>7</u>
	100	98
<u>Satisfaction With Response Time</u>		
Very satisfied	74	73
Somewhat satisfied	7	7
Neutral	5	5
Somewhat dissatisfied	7	7
Very dissatisfied	<u>7</u>	<u>7</u>
	100	99

Table 3a

SATISFACTION WITH POLICE RESPONSE TIME
BY PERCEPTION OF TIME INTERVAL BETWEEN CALL AND POLICE ARRIVAL
(In Percentages)

	Minutes					
	5	5-10	11-15	16-30	31-60	Over 60
Very satisfied	100	91	100	64	25	0
Satisfied	0	9	0	18	8	0
Neutral	0	0	0	4	25	14
Somewhat dis- satisfied	0	0	0	14	17	29
Very dis- satisfied	0	0	0	0	25	57
	100%	100%	100%	100%	100%	100%

Table 3b

PERCEPTIONS OF TIME INTERVAL COMPARED WITH ACTUAL TIME INTERVAL

Actual Time (Minutes)	Perceived Time (Minutes)					
	5	5-10	11-15	16-30	31-60	Over 60
5 minutes	58	13	0	5	0	0
5 -10 minutes	25	54	11	5	0	0
11-15 minutes	0	13	54	10	17	0
16-30 minutes	17	8	19	50	17	50
31-60 minutes	0	8	8	15	66	50
Over 60 minutes	0	4	8	15	0	0
	100%	100%	100%	100%	100%	100%

Table 4

EVALUATION OF POLICE ACTION TAKEN AFTER ARRIVAL

Action Taken by Police	Percentage	Number
Only report was taken	33	38
Fingerprints taken	12	14
Looked and checked around	24	27
Asked questions	9	10
Apprehended suspect	3	4
Searched for suspect	4	5
Recovered property	2	2
Both took fingerprints and checked around	11	13
Other	2	2
	100	115
<u>Satisfaction with the Action</u>		
Very satisfied	70	82
Somewhat satisfied	16	19
Neutral	2	3
Somewhat dissatisfied	7	8
Very dissatisfied	5	6
	100	118
<u>Officer Made Suggestions on How to Avoid Similar Problems</u>		
Yes	45	53
No	55	64
	100	117

Table 5 presents data on the complainants' perception of the attitudes exhibited by the police officers. The majority of the complainants considered officers to be polite (96%), helpful (82%), and respectful (93%).

Table 5
KIND OF ATTITUDES EXHIBITED BY THE POLICE OFFICER

<u>Politeness</u>	<u>Percentage</u>	<u>Number</u>
Very polite	91	107
Somewhat polite	5	6
Neutral	1	1
Somewhat impolite	1	1
Very impolite	2	3
	<u>100</u>	<u>118</u>
<u>Helpfulness</u>		
Very helpful	64	74
Somewhat helpful	18	21
Neutral	15	17
Somewhat unhelpful	1	1
Very unhelpful	2	3
	<u>100</u>	<u>116</u>
<u>Respectfulness</u>		
Most respectful	86	102
Somewhat respectful	7	8
Neutral	0	0
Somewhat disrespectful	3	3
Very disrespectful	4	5
	<u>100</u>	<u>118</u>

Follow-up Action on Reported Incident

Table 6 reports whether or not citizens expected follow-up action, the action taken by police, and the satisfaction with the follow-up action taken.

Forty-three percent (43%) expected the police to take some sort of follow-up action, but actual follow-up was taken in only 33% of the cases. Fifty-seven percent (57%) of those who had follow-up were very satisfied with it.

Table 7 reports the relationship between whether or not the citizen expected follow-up action and whether or not actual follow-up was done. Forty-four percent (44%) of those who expected follow-up received some follow-up action, but 56% of those who expected follow-up action did not get any follow-up. It is interesting to note that 82% who did not expect follow-up

Table 6
INDICATION OF FOLLOW-UP ACTION

<u>Expected Follow-up</u>	<u>Percentage</u>	<u>Number</u>
Yes	43	46
No	57	61
	<u>100</u>	<u>107</u>
<u>Actual Follow-up Action Taken by Police</u>		
Yes	33	38
No	67	78
	<u>100</u>	<u>116</u>
<u>Evaluation of Follow-up Action</u>		
Very satisfied	57	21
Somewhat satisfied	16	6
Neutral	11	4
Somewhat dissatisfied	11	4
Very dissatisfied	5	2
	<u>100</u>	<u>37*</u>

* One respondent did not answer the question.

Table 7
EXPECTATION ABOUT FOLLOW-UP ACTION RELATIVE TO ACTUAL FOLLOW-UP ACTION TAKEN

<u>Actual Follow-Up</u>	<u>Expectation About Follow-up</u>			
	<u>Expected %</u>	<u>N</u>	<u>Not Expected %</u>	<u>N</u>
Follow-up action taken	44	20	18	11
Follow-up action not taken	56	26	82	50
	<u>100</u>	<u>46</u>	<u>100</u>	<u>61</u>

gamma = 0.55; chi square = 7.06; sig. = .008

did not get any. (It seems as though the fact that they had received the follow-up action affected their response to the question: "Did you expect any follow-up action?")

Overall Evaluation of the Police Department

Table 8 presents information on respondents' overall evaluation of the Portsmouth Police Department before and after the incident. As the table illustrates, while more than half of the respondents (52%) regarded the Portsmouth Police Department as an average department, more rated it as above average than as below average.

Table 8
OPINION ABOUT PORTSMOUTH POLICE DEPARTMENT

<u>Rating Before the Incident</u>	<u>Percentage</u>	<u>Number</u>
Very poor	2	2
Below average	16	16
Average	52	53
Above average	23	23
One of the best	<u>7</u>	<u>7</u>
	100	101
<u>Change in Opinion About the Portsmouth Police Department After the Incident</u>		
Less favorable	3	3
About the same	76	84
More favorable	<u>21</u>	<u>23</u>
	100	110

Similarly, most (76%) of them held the same opinion about the Portsmouth Police Department even after their present contact with it. Those who changed their opinion tended to become more favorable (21%) rather than less favorable (3%).

Table 9 is a comparison of respondents' prior opinions about the Portsmouth Police Department, and their opinions after the recent contact with patrol officers. Any change in their opinions is considered a result of the recent contact. The table shows that the typical response was no change of opinion after the incident. Respondents who changed their opinion as a result of their contact with the patrol officers tended to change in a positive direction. For example, 22% of those who rated the Portsmouth Police Department as below average rate them more favorably now. At the same time, those who scored it below average before recent contact were also more likely than any other group to assess the contact negatively.

Table 9
CHANGE IN OPINIONS AFTER THE INCIDENT
COMPARED TO PRIOR OPINIONS

	<u>Less Favorable</u>		<u>About the Same</u>		<u>More Favorable</u>		<u>Total</u>	
	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>
Below average	11	2	67	12	22	4	100	18
Average	2	1	87	46	11	6	100	53
Above average	0	0	73	22	27	8	100	30

Analysis of the Effect of Sex and Race on Survey Responses

Responses to each of the questions in the survey questionnaire were analyzed to see whether variation in these responses was related to the sex and race of the service recipients. As will be shown below, very few statistically significant differences based on either sex or race were evident.

Responses by Sex of the Respondent

Although sex did not affect the responses to the majority of the questions, it is interesting to note that a much higher percentage of females (54%) expected follow-up action than did males (36%). Females were somewhat more likely than males to be satisfied with the follow-up action received (62% versus 54%). The only noticeable finding which is statistically significant is that most of the females rated the Portsmouth Police Department as average compared to males. The percentage of males rating the department as either below or above average is much higher than the percentage for females (see Table 10).

Although a majority of both males and females were satisfied with police arrival time and police action after arrival, the percentage of females showing strong negative feelings was somewhat higher than the percentage of males reporting negative feelings.

Table 10
 OPINION OF PORTSMOUTH POLICE DEPARTMENT
 BEFORE THE INCIDENT, BY SEX

Opinions Before	Sex			
	Male		Female	
	%	N	%	N
Below average	24	15	8	3
Average	43	27	68	26
Above average	<u>33</u>	<u>21</u>	<u>24</u>	<u>9</u>
	100	63	100	38

gamma = 0.05; chi square = 7.06; sig. = 0.03

Responses by Race of the Respondents

The race of the respondent did not significantly affect the individual's satisfaction with the services provided by the Portsmouth Police Department. Whites were somewhat more likely than blacks (41% versus 28%) to call the police within five minutes after an incident occurred. An equal percentage of whites and blacks (94%) had no difficulty in contacting the police.

Whites tended to expect the patrol officers to arrive sooner than did blacks. Forty percent (40%) of the blacks, compared to 25% of the whites, expected an arrival time interval of 11 to 15 minutes. Forty-three percent (43%) of the whites expected an arrival time interval of less than 10 minutes. The actual arrival time interval was 16-30 minutes for 36% of the blacks, compared to 16% of the whites. The arrival time interval was less than 10 minutes for 40% of the whites as compared to 29% of the blacks. This is certainly due in part to the fact that whites were somewhat more likely than blacks to report the incident immediately after it occurred.

It is, therefore, not surprising that satisfaction with arrival time was somewhat higher for whites than for blacks, although most of the blacks are satisfied. Seventeen percent (17%) of the blacks compared to 10% of the whites were dissatisfied. These differences are very small and should not be considered significant.

More blacks than whites felt that quicker response after contact would have affected the outcome, as the suspect might have been apprehended (16% of the blacks versus 5% of the whites). Even though a majority of both blacks and whites were satisfied with the police action taken after their arrival, blacks (17%) were somewhat more dissatisfied than whites (10%).

A higher percentage of whites found the police officer very helpful (68%) than did blacks (55%). Twenty-four percent (24%) of the blacks categorized the police officer as neutral.

Race does not have an effect on the expectation for follow-up action. A few more whites (35%) received the follow-up action than did blacks (27%). This difference is not statistically significant. Surprisingly, more whites (18%) were dissatisfied with the follow-up action received than blacks (10%). While 90% of the blacks were satisfied, only 67% of the whites were satisfied.

Statistically, the most significant effect of race was found in the respondents' opinions of the Portsmouth Police Department before the incident. Seventy-six percent (76%) of the blacks considered the police department as average, compared to 39% of the whites. Forty-two percent (42%) of the whites rated the department as above average, compared to only 8% of the blacks (see Table 11).

Eighty-seven percent (87%) of the blacks considered the Portsmouth Police Department's performance the same after contact with the department, and 13% rated the department more favorably after contact. In comparison, 71% of the whites rated the department the same, 25% rated it more favorably, and 4% less favorably (see Table 12).

Responses to Open-Ended Questions

The response to the question WHAT WAS THE FOLLOW-UP ACTION TAKEN? pointed to three major categories of follow-up action: (1) tighter patrol in the area of the offense; (2) recovery of the stolen item; and (3) police officer bringing pictures and goods to complainant to identify. A listing of responses to this question is provided.

Table 11
 OPINIONS OF THE PORTSMOUTH POLICE DEPARTMENT
 BEFORE VICTIMIZATION, BY RACE

Opinions Before	Race			
	Blacks		Whites	
	%	N	%	N
Below average	16	6	19	12
Average	76	28	39	25
Above average	<u>8</u>	<u>3</u>	<u>42</u>	<u>27</u>
	100	37	100	64

gamma = 0.41; chi square = 15.24; sig. = 0.0005

Table 12
 OPINIONS OF PORTSMOUTH POLICE DEPARTMENT
 AFTER VICTIMIZATION, BY RACE

Opinions After	Race			
	Blacks		Whites	
	%	N	%	N
Less favorable	0	0	4	3
Same	87	33	71	51
More favorable	<u>13</u>	<u>5</u>	<u>25</u>	<u>18</u>
	100	38	100	72

Responses to the question WHAT WAS THE FOLLOW-UP ACTION TAKEN?

- The police increased patrol in the area. (Most common response.)
- The police put surveillance on the house for two days until the locks could be changed. (Robbery .)
- The police made an investigation that led to getting the stolen item back. (Second most common response.)
- Police brought pictures to see if I could identify the suspect. (Third most common response.)
- The police brought out rings to see if I could identify them.
- Went to court.
- There was a trial.
- Two detectives came by and wanted to know how the person got in.
- The officer came back two days later and gave me information on what they had found thus far.
- I called the officer the next day because I wanted to talk to him about it again.
- The police came back and forth for about two weeks but with no results.
- The police brought goods that might have been the lost goods.
- The police attempted to locate stolen property through pawnshops, etc.
- The officer made a special trip to bring me the list on how to secure my home.
- The police questioned a few suspects but with no results.
- The police promised to come by with a picture, but they never did. I got a couple of calls later.
- The police made calls to me and checked up on the suspects.
- I received a letter from the police in the mail advising me on how to secure my home.
- The police called for more information.
- Crime Lab personnel were sent out and they made an investigation.
- The police checked with me to see if everything was all right.

The comments of the respondents answering the question WHAT ELSE DO YOU FEEL THE POLICE SHOULD HAVE DONE? fall under three major areas: (1) finger-

prints should have been taken; (2) thorough search of the area and inquiry with other persons who may provide more clues; (3) quicker response time.

A listing of some of the responses to this question is provided below.

- Feel they should have taken fingerprints. (Most common response.)
- Nothing fingerprinted. They do in other cities, not in Portsmouth.
- Should have investigated more thoroughly. A bagger in the store thought he saw him. (Second most common response.)
- Does not look like they did anything. Should have looked for him. (Auto theft.)
- Police should get there sooner. (Third most common response.)
- Should have extra manpower to catch the criminal in action.
- They did all they could considering it was dark outside.
- Should have issued an APB.
- Police failed to contact stores relating to stolen pennies. (Approximately \$100 worth.)
- Secure building better, make sure all doors and windows are locked.
- Nothing. Had three burglaries and never caught thief.
- Nothing else they could do. (Two times.)
- There was a rash of burglaries in the area. After a pattern was set the police should have watched more closely.
- Wonder how they could not find the car as they had the license number. (Robbery by force.)

In reference to the question WHAT, BRIEFLY, WERE THE SUGGESTIONS MADE BY THE OFFICER? suggestions made by the police officer to the complainant can be grouped into three major categories: (1) getting better locks; (2) suggestions for good parking location; (3) advice on how to secure doors and windows in a better way. A list of the responses is provided below.

- To use better locks. (Most frequent response.)
- To purchase extra locks and to list serial numbers on a separate sheet for reference.
- To put different locks on the car; straight buttons so no one could break in easily.
- Put nails in the windows and add special locks.
- To park my car elsewhere. (Second most frequent response.)
- To park my car in lighted places.
- To keep the car in a locked compound. (Attempted larceny from auto.)
- The officer asked us not to park on the street and to pull the auto in the yard if at all possible.
- To put in an alarm system. (Third most common response.)

- To put in an alarm system and to make a request for a special watch by officers on duty.
- The officer showed me how to fix my door and other ways to secure my building.
- To file a form asking for closer checks at night, to secure the building better and to mark all items of value.
- To keep my car locked.
- To leave valuables in the trunk of the car.
- To nail down the windows.
- To buy plexiglass for windows.
- To turn lights on when working at night and to leave the radio on.
- To improve security of the area; addition of metal gratings over windows on the ground floor.
- To cut the grass to make the building look used (a storage shop) and to wire the burglar alarm.
- Not to keep a lot of money in the shop overnight and to leave the register open.
- To file a report with the postal inspector. (Destruction of property: mailbox.)
- The officer suggested that I move from my present address. (Burglarized three times.)
- To bring a dog home for protecting the house and to put a longer chain on him.
- To call the police when anything is out of order and not to enter the house if there are any broken windows.
- To put an I.D. number on personal articles and to secure windows better.
- To move my business to the north district because it is in a high crime area.

When asked the question WHAT ARE YOUR SUGGESTIONS FOR IMPROVING THE SERVICE THAT YOU HAVE RECEIVED?, the suggestions of the respondents focused around four major areas: (1) some kind of follow-up system to provide information to the complainants; (2) increase police patrol; (3) quicker response time; (4) higher salary for police officers. A listing of responses to this question is provided below.

- There should be more follow-ups, if only to let the people know that the police did try to find their belongings. (Most frequent response.)
- It would have been nice to hear from the police periodically. There has been no communication at all. I feel like this is negligence on their part.
- Police should patrol the area more frequently. (Second most frequent response.)

- The police should patrol more during the day as well as at night.
- The police should try to arrive at the scene more quickly. (Third most common response.)
- The police should respond more quickly and more quietly.
- Police should answer calls sooner.
- The police should be there right away, in a matter of a few minutes. If police officers were on-the-beat it might improve the crime rate.
- Portsmouth should pay officers a higher salary. (Fourth most common response.)
- Raise pay for police and recruit more officers.
- Pay the police more money; it might help.
- Don't hire just anyone as an officer. Better pay could attract better men.
- Don't send a single officer out with lights flashing when a crime is "in progress."
- More officers should be on duty.
- The police should put more black officers in Southside to patrol and they should try to correct some of the problems we are faced with in Portsmouth.
- Police should improve attitude.
- The police should check their attitudes when a person is very upset.
- More attention could be placed on politeness to citizens in general by the officers.
- Publicizing vandalism in a given area (through the shipyard area) might help.
- The police should do more about speeders in my neighborhood.
- Put burglars in jail; don't give them probation right away.
- They only gave the guy ten days in jail and a \$30 fine.
- They should reduce the number of radar cars and concentrate on investigations.

Comparative Analysis of the Three Survey Results

This section presents the comparative analysis of three service users' surveys conducted in December 1977, May, 1978, and February, 1979. (Users were personally contacted by the patrol officer in all three surveys.) Tables are presented to show the changes in citizens' attitudes and opinions.

Table 13 points to the changes in citizens' perceptions of the kinds of attitudes exhibited by the police officer. An overwhelming majority of the citizens in each survey feel that police officers are respectful. Very few report that police officers exhibit a disrespectful attitude.

Table 13
ATTITUDES EXHIBITED BY OFFICERS:
A COMPARISON OF THREE SURVEYS
(in percentages)

Kind of Attitude	Dec., 1977 (N=100)	May, 1978 (N=95)	Feb., 1979 (N=100)
Respectful	94	92	93
Neutral	3	4	0
Disrespectful	3	4	7

Table 14 points out that there is an increase in the percentage of complainants receiving some kind of follow-up action, but the increase is very small. On the contrary, among those who received follow-up, the percentage of those satisfied with the action has decreased substantially in the most recent survey as compared to the prior two samples. Similarly, the percentage of dissatisfied respondents has increased fourfold since the first survey of December, 1977.

Table 14
INDICATION AND EVALUATION OF FOLLOW-UP ACTION:
A COMPARISON OF THREE SURVEYS
(in percentages)

	Dec., 1977 (N=100)	May, 1978 (N=94)	Feb., 1979 (N=118)
<u>Actual Follow-up Action</u>			
Yes	27	31	33
No	73	69	67
<u>Evaluation of Follow-up Action</u>			
Satisfied	92	83	73
Neutral	4	10	11
Dissatisfied	4	7	16

Table 15 presents the service users' opinions of the Portsmouth Police Department, gathered from 1977, 1978, and 1979 samples. It shows that a slightly higher percentage of citizens in the recent survey gave the Portsmouth Police Department a rating of "below average" than in the two previous surveys. The majority did not change their opinion about the department after contact with a police officer.

Table 15
OPINION OF THE PORTSMOUTH POLICE DEPARTMENT:
A COMPARISON OF THREE SURVEYS
(In Percentages)

	Dec., 1977 (N=96)	May, 1978 (N=95)	Feb., 1979 (N=101)
<u>Rating Before Incident</u>			
Below average	13	10	18
Average	52	56	52
Above average	35	34	30
<u>Change in Opinion After the Incident</u>	(N=99)	(N=95)	(N=110)
Less favorable	11	4	3
Same	61	73	76
More favorable	28	23	21

Table 16 shows that in the most recent sample, there is a substantial decrease in the percentage of blacks who categorize the Portsmouth Police Department as "above average": 8% in the February 1979 sample, as compared to 38% in the December 1977 sample. An increasing percentage of blacks are rating the Portsmouth Police Department as "average". On the contrary, the percentage of whites rating the police department as "average" is decreasing slightly.

Table 17 shows that there is a substantial increase in the percentage of citizens getting suggestions from the police officer to avoid similar problems in the future. This indicates that officers are spending more time on crime prevention activities than they did about one year ago.

Table 16
OPINIONS BY RACE OF THE PORTSMOUTH POLICE DEPARTMENT
BEFORE VICTIMIZATION: A COMPARISON
OF THREE SURVEYS
(In Percentages)

Rating of Portsmouth Police Department	Dec., 1977		May, 1978		Feb., 1979	
	Blacks	Whites	Blacks	Whites	Blacks	Whites
Below average	15	11	6	13	16	19
Average	47	55	85	40	76	39
Above average	38	34	9	47	8	42

Table 17
INDICATION OF SUGGESTIONS MADE BY OFFICER TO AVOID SIMILAR
PROBLEMS: A COMPARISON OF THREE SURVEYS
(In Percentages)

<u>Suggestions Made</u>	Dec., 1977 (N=97)	May, 1978 (N=95)	Feb., 1979 (N=118)
Yes	30	24	45
No	70	76	55

Conclusions and Recommendations

1. Very few individuals (9%) had problems contacting the police for assistance. Efforts should be undertaken in concert with the dispatcher's office to reduce problems in contacting the police.
2. Over 80% are satisfied with police response time (see Table 2).
3. The perceived response time and the actual response time coincided in most cases (see Table 3b).

4. Only 8% of the respondents felt that a more rapid response time might have resulted in the apprehension of a suspect.
5. Over 80% of the citizens are satisfied with the actions taken by police officers, and report that the police officer was polite, helpful, and respectful (see Tables 4 and 5).
6. Follow-up action was taken in one-third of the cases. At the same time, over one-half of the citizens who expected follow-up did not receive any follow-up. It appears that policies related to taking follow-up action should be clarified (see Tables 6 and 7).
7. Contact with the police department did not change the citizens' opinion of the department. When a change in opinion did occur, it was usually in a more favorable direction (see Tables 8 and 9).
8. Men were somewhat more likely than women to give the police department a below-average rating (see Table 10).
9. Whites were somewhat more likely than blacks to rate the police as above average (see Table 11).
10. Both blacks and whites were more likely to rate the department in a more favorable manner rather than in a less favorable manner after contact with the police (see Table 12).
11. A comparison of the December, 1977, the May, 1978, and the February, 1979 surveys indicates that citizens are becoming dissatisfied with follow-up action in increasing numbers (see Table 14).
12. Ratings of the police department continue to be favorable in all three surveys (see Table 15). The percentage of blacks who rated the police department as below average increased slightly (see Table 16).
13. An increasing number of police officers are making crime prevention suggestions (see Table 17). The number making suggestions should be increased.

PATROL AIDE PROGRAM EVALUATION

Executive Summary

This report presents the results of an analysis of the patrol aide program conducted in January and February, 1979. The patrol aide study was conducted with four purposes in mind. First, to report on how patrol aides perceive their tasks and how they impact on the public they deal with; second, to report how patrol officers view the patrol aide program; third, to ascertain supervisors' views of the program; and fourth, to assess the impact of the program on the type of tasks performed by patrol officers.

The data for this study was gathered from the following sources: (1) interviews with patrol aides, patrol officers, and supervisors; and (2) limited ride-along observations of patrol aide activity.

The results of the study indicate that the patrol aide program is a success in every respect. Patrol aides feel they receive numerous benefits from the program. Patrol aides perform their tasks in a competent manner and through their actions reflect favorably on the police department. Patrol officers are enthusiastic about the program because it relieves them of many routine tasks. Supervisors at all levels view the program in a favorable manner. Departmental records indicate that patrol aides perform a substantial portion of the department's routine tasks.

Various recommendations for improving the patrol aide program were made. These related to better screening of applicants, more training, clearer supervision, and more direction of patrol aide activity. The department has implemented these recommendations.

PATROL AIDE PROGRAM EVALUATION

Introduction

This report is an analysis of the Portsmouth Police Department's Patrol Aide Program. The program, which became operational in late 1977 when three patrol aides were hired, was established in order to: (1) free patrol officers from time spent on routine duties; and (2) set up a "base" for recruiting individuals between the ages of 18 and 21 for police work. A fourth patrol aide was hired in mid-1978.

Patrol aides are selected in much the same manner as sworn officers. The following steps are followed:

1. Positions are advertised in newspapers and through the city personnel department.
2. Application is made through city personnel.
3. City personnel department conducts the interviews and sends findings to police department.
4. Psychological Profile Test is administered.
5. Background is checked.
6. Applicant is given polygraph test,
7. Physical exam, and
8. Physical agility test.

Upon the completion of these steps all qualified applicants meet with an oral review board consisting of patrol officers, training officers, and police administrators. The patrol board lists the candidates in order of priority; from this list the ICAP Project Manager appoints patrol aides.

After selection, the patrol aides receive about one month of training which is fairly evenly divided between classroom training and field training. The training is in such areas as:

- Orientation to the Department
- Firearms handling (very limited)
- Radio procedures
- In-service training
 - taking reports
 - procedures
- General field training with police officers
- Traffic handling and control

- Accident investigation
- Police code of ethics
- Interpersonal relations training

Goals of the Evaluation

The patrol aide program evaluation was designed to gather information about the following:

1. Sector commanders' perceptions of the program.
2. Patrol officers' attitudes toward the program.
3. Sector sergeants'/patrol aide supervisors' perceptions of the program.
4. Patrol aides' attitudes toward the program.
5. Observation of the kinds of duties performed by patrol aides during a "typical" work day.
6. Observation of interaction with the public.
7. Amount of workload reduction for patrol officers due to the patrol aide program.

Research Design

A random sample of 44 patrol officers were interviewed during shift changes using an eleven-item, self-administered questionnaire (see Appendix C). Watch commanders, sector lieutenants, and sector sergeants were interviewed in person by a member of the evaluation team using a ten-item questionnaire (see Appendix D). Patrol aides were interviewed as part of the ride-along observations. The ride-along was also used to assess patrol aides while they were performing their tasks and to observe, in general terms, how the public relates to the patrol aides.

Patrol Aides' Feelings

Essentially, the duties of the patrol aides include any function in which the presence of a sworn officer is not necessary. These duties include:

- Funeral and other escort services.
- Traffic control.
- Assisting disabled motorists.
- Standing by abandoned vehicles.
- Calling for tow trucks.

- Delivering police cars to and from the city garage.
- Issuing parking tickets.
- Picking up supplies.
- Delivering city council agendas.
- Notifications.

The patrol aides seemed to have a clear understanding of their responsibilities. One patrol aide expressed the desire to have more responsibilities including the power of arrest. All of the patrol aides expressed their preferences for certain types of duties over others. The patrol aides were observed performing their various duties and seemed to accomplish their tasks in a competent manner. One example of excellent work performed by a patrol aide occurred while an abandoned vehicle was being investigated. A potentially volatile situation arose when the vehicle's driver returned while the investigation was in progress. This patrol aide was able to keep the situation under control to the extent that the driver became very cooperative. An example of a problem occurred when a patrol aide had to be reminded by the evaluator that a minor accident which took place next to the patrol aide's vehicle should be checked in case a patrol officer might have been needed.

It was not surprising to observe that the more experienced patrol aides were more comfortable in a variety of situations than those with less experience. This suggests that much of the learning occurs in the field, and that the department should consider giving more emphasis to field training.

The patrol aides' perceptions of the program's objectives differed from those of supervisors and patrol officers. Three of the four patrol aides considered the primary objective to be the use of the program as a "training ground" for future police officers, the secondary objective being assisting patrol officers in routine duties. It is not surprising that patrol aides see the performance of routine tasks as the means through which they can experience police work.

Patrol aides spend a substantial portion of their time in random cruising in the city. However, we were not able to document how much of their time was spent in this type of activity. It appears that this random cruising time could be directed, with input from crime analysis, into those areas of the city having the greatest number of accidents.

Patrol Aides' Perceptions of Program Benefits

The patrol aides viewed the benefits of the program as twofold: giving them the chance to get a clearer understanding of what police work is like, and "freeing up" patrol officers from routine duties. The responses given were:

- Keeps the patrol officers from being tied up with routine duties.
- Gives the patrol aide a chance to decide if he or she wants to do police work.
- Gives good training to become a patrol officer -- we might have a better chance of making it.
- Training at the police academy might be easier.
- Leaves the patrol officer free to concentrate on problem areas in the city -- it enhances directed patrol.
- It provides a person with the opportunity to find out more about police work.
- Gives the opportunity to see what police work is like.
- Gives a clearer understanding of what a patrol officer does.

In terms of what the patrol aides considered to be particular problems of the police aide program, the responses varied a great deal. One patrol aide stated that "I haven't run into any." Another expressed the feeling that some of the patrol officers "looked down" on the patrol aides, but otherwise felt it was a very good program. A third expressed dissatisfaction with the limited number of applicants to the program, and felt that the program needed more and wider advertising for applicants. Another expressed dissatisfaction with particular aspects of the program, and felt that the police department needs to decide whether the patrol aides are civilian workers or are closer to sworn officers. This patrol aide also said that patrol aide vehicles need a siren and more speed. A concern was expressed that the patrol aides need to be assigned to a specific watch and shift just as regular patrol officers are. The patrol aides generally felt that there were many more positive aspects to the program than negative aspects.

Patrol aides generally felt that their training was adequate. Only one felt that the training was inadequate in that the patrol aides needed more on-street training and more training in radio procedures and in map reading.

Patrol aides were aware that they were being regularly supervised and evaluated. They are assigned to different sector lieutenants who are their commanding officers. They are supervised by different watch sergeants. They are required to attend lineup, during which their initial assignments are given. Further assignments are received through the dispatcher. Their supervision differs from that of patrol officers in that they are not assigned to one watch sergeant but must report to the sergeant responsible for the watch the patrol aide is working. The sector lieutenant is responsible for discipline.

Patrol Officers' Feelings

The patrol officers were administered a questionnaire soliciting their perceptions of the patrol aide program. They were asked questions on: (1) whether they had worked with the patrol aides,* (2) approximately how many hours per week they worked with patrol aides,* (3) the number of different patrol aides they had worked with,* (4) the patrol aide program's influence on the department,* (5) the patrol aides' ability to perform their duties,* (6) what they liked about the patrol aide program, (7) what they disliked about the program, (8) what should happen to the program,* and (9) recommendations for improvement.

The responses reported in Table 1 indicate that about three-fourths of the patrol officers have worked with various patrol aides on an ongoing basis. Patrol officers feel that the patrol aide program has a positive influence on the department (95%), and that patrol aides perform their duties effectively (95%).

Patrol Officers' Responses

All of the responses to the question WHAT DO YOU LIKE ABOUT THE PATROL AID PROGRAM? can be grouped under one category: the lightening of the work load for the sworn officers. A listing of some of the responses to this question is provided following Table 1.

*Percentages of responses to these questions are given in Table 1.

Table 1
PATROL OFFICERS' PERCEPTIONS OF THE PATROL AIDE PROGRAM
(In Percentages)

	Percent Responding (N=44)
1. Have you worked with any of the patrol aides?	
Yes	74.4
No	25.6
2. Hours worked with patrol aides in an average week:	
1 hour	36.0
2 hours	12.0
4 hours	12.0
5 hours	4.0
6 hours	8.0
16 hours	4.0
20 hours	4.0
35 hours	4.0
40 hours	16.0
3. Number of patrol aides worked with:	
none	6.1
one	3.0
two	21.2
three	45.5
four	24.2
4. Patrol aide program's influence on police department:	
positive	95.2
negative	4.8
5. Patrol aides have ability to perform duties effectively:	
yes	95.3
no	4.7
6. What should happen to the patrol aide program? It should be:	
expanded	72.5
continued at present level	27.5
reduced	0.0
eliminated	0.0

Patrol Officers' Responses (Cont.)

- It frees officers from escorting vehicles and from paper work.
- Patrol aides perform many tasks formerly handled by street officers, allowing for more law enforcement-related activities by the patrolmen.
- The patrol aides do help in the transporting of vehicles to the garage, directing traffic, and in some cases handling accidents, freeing the officer for more important duties.
- Patrol aides relieve the sworn officer from having to handle non-priority messages, and they assist with traffic duty, transport vehicles to the city garage, and assist with parking ticket violations.
- The program takes many small time-consuming non-essential police functions off patrol officers and gives them more time for directed patrol activities and follow-up investigations.

When asked the question WHAT DO YOU DISLIKE ABOUT THE PATROL AIDE PROGRAM? most patrol officers said: "Nothing." Those who disliked something focused on three major complaints: (1) patrol aides' use of police cars, (2) the misuse of patrol aides, and (3) the need for more training. A listing of some of the responses is provided below.

- I do not think patrol aides should patrol in regular marked police cars as that could prove dangerous to their personal safety as they are not armed officers.
- Presently there are not enough vehicles provided for patrol aides. At times the patrol division must give up a car for their use. Only two cars are provided for four patrol aides working overlapping shifts.
- Sometimes patrol aides are used by ranking officers for personal errands rather than for police business.
- Seems they stay busy doing a lot that isn't police-related.
- I don't like it when patrol aides are used for non-police duties.
- Some aides think they are full-fledged police officers -- need more training as far as what their authority covers.
- Insufficient vehicles for personnel and training. Training needed in traffic direction and control. Aides should be allowed to take certain types of offense reports (such as) vandalism.

When asked the question WHAT RECOMMENDATIONS WOULD YOU MAKE TO IMPROVE THE PATROL AIDE PROGRAM? the recommendations of the patrol officers focused around four major areas: (1) improvement in the equipment and training

provided to the patrol aides; (2) hiring more and better patrol aides; (3) assigning patrol aides to a regular watch; (4) better supervision and discipline. A listing of responses to this question is provided below.

- Give patrol aides more cars, more training.
- Improve equipment -- vehicles with fixed units.
- Radios need to be put in cars.
- Increase the number of patrol aides.
- Better availability (of patrol aides) to uniformed patrol.
- An aide should also work on Sunday evenings. I believe the present four aides should be assigned to a watch, but should not work days when that watch is on midnight.
- Change working hours for better coverage to include weekends.
- Place patrol aides in a position where they are to adhere to a strict discipline and are to answer for wrongdoings.
- Proper supervision is needed to insure that these designated units are utilized.
- Give them more responsibilities -- should be checked more closely.
- (Program needs) more vehicles and increased training. More authority (for aides) to implement the original plan of 11-7 shift for house checks.
- Assemble the aides and find out their problems. (Let them) have some input or at least think they have some input into their problems.

Supervisors' Evaluations

The patrol aide supervisors -- the captain of the uniform patrol division, three sector lieutenants, and eleven sector sergeants -- were administered a questionnaire soliciting more detailed responses than those from the patrol officers. It was felt that, because of their supervisory capacity, they would be familiar with both the individual aides and the program as a whole. The results of these interviews have been divided into two sections: the first reflects the attitudes of the uniform patrol captain and sector lieutenants, and the second reflects the attitudes of the sector sergeants.

Patrol Captain and Sector Sergeants

Two of the four individuals interviewed were aware of the two-fold objective of the patrol program -- to relieve patrol officers of routine

administrative duties, and to serve as a basis for the training and observation of potential police officers. The other two were aware of the first objective but did not mention the second.

All agreed that the major benefit of the program is that it relieves the patrol officer from time-consuming routine tasks, which frees the patrol officer to do crime preventive work and allows the supervisor to distribute the work force more strategically. One mentioned that another benefit was that it gives the patrol aide a "taste" of police work. Another felt that the patrol aide program provided a side benefit of enhancing good public relations with the community. The following types of positive statements were made:

- I like it very much, although I was not impressed with it at first.
- I have a positive impression. I would like to see it enlarged -- it has a great deal of potential.
- It's good. It can be used as a source for qualified people. It looks to the future -- gives us a chance to see whether the person is fit for police work.
- Excellent. I wish it could be expanded.

Two of the persons interviewed felt that the program is relatively problem-free. One said that what problems did occur were no different than those occurring with regular patrol officers. Another supervisor believed that the training should be more extensive. One commented that a problem lay in the fact that the patrol aides' powers are very limited (for example, they cannot write tickets other than parking tickers) and that age (or lack of maturity) is sometimes a drawback. All mentioned problems with one particular patrol aide but emphasized that the problems were because of the individual involved and not necessarily with the program.

Two of the supervisors knew very little about the specific training that the patrol aides received. One of them knew that the patrol aides received training in procedures; the other knew that they received a general job orientation and that new aides were given on-street training with an experienced aide. The other two supervisors were more knowledgeable about training procedures (one had been involved in the formal training process). Only one person felt that the training was inadequate. He suggested that they receive more training in ordinances, and perhaps more training in community relations.

All of the responses given about the kinds of supervision the patrol aides receive differed somewhat. One felt that the only difference between patrol aide and patrol officer supervision was in the sense of the duties of each. One described the chain of command from sergeant to lieutenant to captain, and then added that patrol aides are basically responsible to the sergeant on the street as are regular patrol officers. Another explained the supervision of patrol aides as having an extra level -- that of the patrol officers. One described the supervisory process by explaining that the patrol aides do not come under the supervision of only one sergeant, as do regular patrol officers, but that they are supervised by twelve sergeants.

The supervisors differed in their views of what should happen to the program. Two felt that, for the time being, it should be kept at the present level because of the feeling that the patrol aide work load has not increased enough to justify expansion. The other two persons indicated that the program should be expanded because the program has a lot of possibility and because the police department could always find a use for "these young people."

The following recommendations were made for improving the patrol aide program:

- Patrol aides should work with various field training officers.
- The individual selection process could be improved.
- The training process could be improved.
- Periodic written reports on the progress of individual patrol aides is needed.
- Priority in hiring should be given to persons expressing an interest in law enforcement as a career.
- Better selection of candidates.
- Candidates should go through the same screening process (polygraph test and psychological evaluation) as regular patrol officers.

Sector Sergeants' Evaluations

The sector sergeants/supervisors differ somewhat from the patrol captain and sector lieutenants in their perception of the program objectives in that the supervisors consider the primary goal to be the reduction of routine administrative duties of patrol officers. Only three supervisors mentioned that the patrol aide program could be used as a means to recruit

new police officers. One individual felt that the patrol aide program was a "morale booster" for sworn officers because it freed them from routine duties.

While all of the supervisors were aware of some of the patrol aides' duties, few of them were aware of the full range of those duties. Responses ranged from a blanket "calls for non-priority messages, handle traffic, and other miscellaneous messages," to an exact listing of all of the duties. Most frequently the responses cited patrol aide duties as including traffic control, escorts, transfer of cars and materials, and any other routine activities not requiring a sworn patrol officer.

The major problem of the program was seen as the lack of patrol aide vehicles and the need for more aides. Other problems drew the following remarks:

- It is difficult, if not impossible, to weed the bad apples from the bunch.
- Lack of specific supervisory control.
- The program needs tighter restrictions on hiring practices and applicant requirements.
- Quicker and more direct action by top administrative personnel to get rid of problem personnel within the program when it is indicated by lower supervisors. This problem is present and no action has been taken.
- They work a split shift under different sergeants. Have too much in which they patrol.

In response to the question IN GENERAL, WHAT KIND OF IMPRESSION DO YOU HAVE OF THE PATROL AIDE PROGRAM? all but one of the supervisors had a very favorable view of the program. One felt that the program "helps somewhat." Another stated that the program is "great (with some exceptions)." These exceptions were not outlined.

Nine of the eleven respondents were unaware of the specific training received by the patrol aides. Two supervisors were aware that the aides received on-the-job training with a field training officer; one also mentioned training in traffic control and report writing. The other pointed out some instruction by senior patrol aides for newer aides. Five supervisors made no comment on the adequacy of the training; four felt that the training was adequate for duties performed; one called for more training

in handling emergency situations and disorderly or emotionally upset persons; and one saw the training as inadequate.

The supervisors were divided in their perceptions of patrol aide supervision. Responses ranged from "not enough" and "very little from patrol supervisors" to "the same supervision given police personnel except the aides work for different sergeants each week." Two supervisors pointed out that the aides required little supervision.

With one exception, all of the sector sergeants felt that the patrol aide program should be continued and/or expanded. The following recommendations for improving the patrol aide program were made:

- More patrol vehicles are needed.
- More patrol aides should be hired.
- Screen the applicants in the same manner as police applicants, if not already done this way
- More aides on 1600 to 2400, also on Sundays. Aides should not be in sectors. Their records should be kept by one sergeant instead of several.
- The patrol aide cars could be equipped to handle jumping dead batteries which would be of great help during peak traffic times. More training in the area of human relations. Patrol aide records should be kept by one sergeant.
- I feel the supervision of aides should be delegated to one sergeant, one lieutenant, etc. All complaints, commendations, etc. should be directed to this one office. As to which office or line officers should control the program, I'm not sure. Maybe one could be created, or maybe it could be handled out of the uniform patrol commander's office.

Recommendations

Despite the overwhelmingly favorable attitudes toward the patrol aide program, some recommendations are needed:

1. A detailed job description of the patrol aide program needs to be designed and distributed to patrol aides, the city personnel office, and patrol aide supervisors, and kept on file in the ICAP office.

2. Selection criteria need to be clarified. Consideration should be given to having patrol aides follow the same selection process as sworn officers.
3. A process to be followed for the dismissal of patrol aides needs to be designed. In addition, a list of infractions which would be cause for immediate dismissal needs to be developed and distributed.
4. A more formalized training process with greater emphasis on field experience needs to be designed and followed.
5. More patrol aide vehicles need to be purchased in order to reduce the reliance of patrol aides on regular police vehicles.
6. Periodic formal evaluations of patrol aides by sector sergeants and/or lieutenants to review weaknesses and strengths of the aides should be developed and administered. Recommendations for retaining aides should be made at this time. The patrol aide should be made aware of the recommendation and the reasons for the recommendation.
7. Consideration should be given to assigning all patrol aides to the day sergeant (Sgt. Zirkle) who is assigned to the Uniform Patrol Division. This would clarify the line of supervision.
8. The activities of patrol aides should be more carefully directed. Consideration should be given to reducing the amount of time patrol aides spend on undirected random "cruising" of the city.
9. The assignment of patrol aides should be more carefully related to the hours and days which indicate the greatest need for patrol aide activity.

HIGH SCHOOL STUDENT CO-OP PROGRAM

Executive Summary

The student co-op program was established in September, 1978 in order to provide a select group of high school students with job experience by placing them in actual working situations within the Portsmouth Police Department. From the perspective of the police department, the program was initiated in order to provide the department with additional clerical assistance and to provide a pool of candidates for the police aide program.

An analysis of the co-op program conducted in January and February, 1979 shows that the co-op program is clearly meeting its objectives. The five co-op students are performing a number of routine clerical tasks in an effective manner. The students enjoy their work assignments and have a positive image of the police department. Sworn personnel, who supervise the co-op students, feel that the program is meeting its goal of reducing the backlog of clerical work.

The following recommendations for improving the program were made: (1) Closer supervision of the co-op students; (2) a closer link between on-the-job experience and academic experience; and (3) periodic meetings of the co-op students as a group to share experiences. The recommendations were adopted.

HIGH SCHOOL STUDENT CO-OP PROGRAM

Introduction

The ICAP Co-op Student Program was begun on September 25, 1978. Originally it was written in the ICAP grant that senior citizens would be used but because of various complications the use of senior citizens for certain clerical tasks was not feasible and high school students were used instead. The co-op program is run in conjunction with the cooperative education program at I. C. Norcum High School. The main objectives of the program are to provide students with job experience by placing them in actual working situations, while providing the police department with employees to reduce the backlog of routine administrative tasks and providing a source of candidates for the police aide program.

Thus far, five students are employed in the co-op program, in the following departments: Central Records, ID Division, Crime Analysis, Planning and Analysis, and the Detective Bureau. They work 15 hours per week, at a salary of \$2.91 hourly.

The five students were chosen by the following process: outstanding students were observed, their discipline records and attendance charts were reviewed, the co-op coordinator talked with the students' other teachers, and finally, the students were approached and asked whether or not they would like a job.

Goals of the Evaluation

The evaluation of the student co-op program was designed to determine the following:

1. The impact of the co-op program on the clerical tasks which must be accomplished by the police department;
2. Supervisor and student views about the problems and benefits of the program

Research Design

The co-op program was analyzed by conducting personal interviews with the students and their supervisors. In addition, a general analysis of the types of clerical tasks performed by the students was conducted.

Tasks Performed by Co-op Students

The types of tasks performed by the co-op students varied greatly from typing, to filing, to assisting in film processing. The co-op students:

- answer the telephone
- run license number, social security number, name and nickname checks
- enter pawn records in the NCIC machine
- pick up offense reports and update sheets
- update offense reports on DELTA, put in dispatch cards
- update policy and procedures manuals, send new ones to office
- update offense reports when needed
- type ticket summonses for parking tickets
- type crime analysis bulletins, traffic bulletins
- file traffic accident cards
- file offense reports
- file updates
- file Field Interview cards
- pull records to be searched
- prepare case files when needed
- retrieve data from CRT
- help with various projects
- collate data for auxiliary officers
- proofread
- assist darkroom technician
- develop and process film
- mix chemicals to be used in photo processing
- print finished photographs

Students are directly responsible to the supervisors in their various offices; however, they receive little supervision as such -- they are given direction and guidance and provided with tasks to perform. Students are given periodic evaluations by their supervisors.

Attitudes Toward the Co-op Program

Few of the supervisors were aware of the multiple objective of the co-op program. One described it as "getting part-time labor at a minimum cost." Another described it as a means for students to learn the systems of the police department, and what actually goes on there. The students said the program had three objectives: (1) to help out at the police department; (2) to

have first choice in the police aide program; and (3) to try to place students in jobs similar to their career areas.

Both students and supervisors expressed very positive attitudes toward the co-op program. The students feel that they receive valuable experience. The supervisors feel that they are receiving an excellent worker. No supervisor expressed dissatisfaction with the work of the students. All of the supervisors remarked on the students' willingness to work and the effective job that the students perform. All of the supervisors emphasized, however, the fact that they were familiar with the one student in their office, and that they have little, if any, contact with other co-op students.

The students feel that the basic strength of the program consisted of their receiving actual job experience -- that they put the skills they learned at school "to work," and that they are in an actual work environment where they must deal with a variety of people and situations. The supervisors felt that program strengths consisted of the actual job experience received by the students and the amount of work taken off regular police personnel. The only weakness mentioned was that the program needed to be more related with school functions.

The supervisors felt that the program should continue at the present level or be expanded, although they were not sure in what offices the students might be placed. All supervisors felt that the co-op students relieve the regular clerical employees from certain routine duties.

The co-op supervisors made the following general recommendations for improving the program:

- Need a more related function at school -- they do not have a formal program at school (with work book, class, study system, etc.
- Need to have more meetings.
- Co-op department should advise the police department of the educational capabilities of the student.
- Co-op students should not work together in the same office.
- Co-op students should be limited to one supervisor.

Conclusions and Recommendations

1. The student co-op program appears to be cost-effective in that it enables the department to perform necessary clerical tasks at a cost lower than if the tasks were performed by regular full-time employees.

2. The co-op student program is contributing to building a positive image of police work. This could be enhanced if the co-op students could periodically meet as a group and share their experiences with each other. It is possible that the ICAP secretary could facilitate these meetings.
3. Co-op student supervisors could increase the value of the program by discussing their assessment of the students' work performance with the students on a regular basis.
4. Co-op students are under the impression that they will be first in line for consideration as patrol aides. This needs to be clarified, otherwise confusion and dissatisfaction might arise.
5. The link between the students' academic program and their on-the-job experience is unclear. It is recommended that a closer contact be established between the students' co-op teacher and the students' job supervisor(s).

PORTSMOUTH POLICE JOB SATISFACTION:
A COMPARATIVE ANALYSIS OF 1977 AND 1978 DATA

Executive Summary

This report presents the results of two general job satisfaction surveys which were conducted in August, 1977 and September, 1978. The purpose of the report is to show differences in opinion which might be attributable to the operation of Phase I of the ICAP program. The data is presented in tabular form and indicates the net percentage difference between 1977 and 1978.

The results of the 1978 survey indicate numerous positive shifts in police officer satisfaction. Attitudes toward the department, the nature of patrol, and training, are very positive. Attitudes toward the role and utility of crime analysis have improved very substantially. Crime analysis is now viewed as an essential tool of police work. Task forces, Tele-Serv, and the utilization of field interview cards are all viewed in a positive manner.

Dissatisfaction was expressed by police officers with the personnel evaluation currently in use. A substantial number also feel that their pay is inadequate.

The general picture that emerges by comparing the 1977 and 1978 survey results is that ICAP has been of great benefit. The Portsmouth Police Department consists of individuals who like their department, job, and their general work situation. This is particularly shown in the fact that 90% think the department is the best in the country and by the fact that over four-fifths would always like to remain in police work.

IV. PATROL ORGANIZATION

PORTSMOUTH POLICE JOB SATISFACTION:
A COMPARATIVE ANALYSIS OF 1977 AND 1978 DATA

Introduction

This report is an analysis of the general job satisfaction of the full-time sworn personnel of the City of Portsmouth Police Department. The job satisfaction survey containing 88 items was prepared by the ICAP staff and first administered to all full-time sworn officers during August, 1977 -- very early during Phase I of ICAP. The same survey was administered in September, 1978 in order to determine shifts in opinions which might be attributable to the operation of the ICAP program (see Appendix E).

Research Design

The general job satisfaction survey is based on a one-group, pre-test/post-test, quasi-experimental research design. This type of design was selected as the one most appropriate to evaluate the changes in a police department's operation due to the implementation of the ICAP program. Since all personnel are affected by the ICAP program, the establishment of a control group or comparison group is not feasible. The user of this survey should keep in mind the fact that a quasi-experimental design does not make it possible to verify that all attitude changes were due to the operation of ICAP. At the same time, as Campbell and Stanley point out, "Quasi-experiments have the advantage of being practical when conditions prevent true experimentation...they have a form and logic of their own.... Quasi-experiments require the same rigor as do experimental designs."*

Data Presentation and Analysis

The survey was administered to all officers during August, 1977 and September, 1978. The response rate in 1977 was 96%. In 1978 the response rate was 87%. To allow survey participants the greatest freedom of response, the ICAP staff decided that no attempt would be made to identify the individual officers who responded. However, one can present a "picture" of the

*Donald T. Campbell and Julian C. Stanley, Experimental and Quasi-Experimental Designs for Research (Chicago: Rand McNally, 1966).

department as a whole in 1977 and 1978. There is every reason to assume that the survey results are comparable given the fact that the department's component of sworn officers remained stable between 1977 and 1978.

The data is presented in tabular form and indicates the net percentage difference between 1977 and 1978. Net percentage difference, rather than percentage increase or decrease, is reported in order to present the most conservative estimate of change. A "D" test* was used to determine the percentage of difference necessary for significance at the .05 level. Data generated by the survey are presented in Tables 1 through 16.

Since some statements in the questionnaire (for example, "I have little opportunity to discuss problems with my supervisor!") are presented in a negative form, a decrease in negative feeling is considered a positive change.

Table 1 reports changes in the patrol officers' general feelings toward the department, certain supervisors, and opportunities for promotions and self-growth. Two general findings are of particular importance. First, a majority expressed a favorable attitude toward the department on all but one question asked. Second, attitudes toward the department are generally more favorable in 1978 than they were in 1977. The specific findings reported in Table 1 are presented below:

1. Nine out of 10 individuals feel that the department is one of the best in the country. This positive feeling has increased a statistically significant 22 percentage points since 1977.**
2. About 9 out of 10 feel that the department is open to change. This positive feeling has increased a statistically significant 15 percentage points since 1977.
3. About three-fifths feel that the command staff picks the most qualified person for the job. This positive feeling has increased a statistically significant 24 percentage points since 1977.

*Percentage difference necessary for statistical significance at .05 given the proportions and sub-sample numbers. Formula: $D = [P_c - P_f]$. Taken from Understanding Political Variables, William Buchanan, Charles Scribner's Sons, New York, 1974.

**The phrases "percentage increase" and "percentage decrease" are used throughout this report to describe positive or negative differences between the percentage of individuals responding to each item in 1977 and 1978.

CONTINUED

1 OF 4

Table 1
 COMPARISON OF PORTSMOUTH PATROL OFFICERS' EVALUATIONS
 OF THE DEPARTMENT FOR 1977 AND 1978
 (In Percentages)

	Percentage Agreeing With Each Statement		Net Percentage Difference
	1977 %	1978 %	
Department is one of the best in the country.	68	90	22*
Department is open to suggestions for change.	74	89	15*
Command staff picks the most qualified person for the job.	35	59	24*
Little opportunity to discuss problems in my district with my supervisor.	34	27	-7
Command keeps me in the dark.	59	55	-4
Belonging to cliques gives a better opportunity for advancement.	77	66	-11*
Department provides an opportunity for more formal education.	93	94	1
Department provides an opportunity to advance skills.	55	69	14*
The officers who get promotions usually deserve them.	49	73	24*
Opportunities for self-growth are good.	59	67	8

*Percentage difference necessary for statistical significance at .05 given the proportions and sub-sample numbers. Formula: $D = [P_c - P_f]$. Taken from Understanding Political Variables, by William Buchanan Charles Scribner's Sons, New York, 1974.

4. Less than 30% feel that there is not ample opportunity to discuss problems in their districts with their supervisors. This decrease of 7 percentage points since 1977 for this negative feeling represents a positive change. It should be noted that supervisory positions have changed since 1977 due to implementation of ICAP.
5. Although a majority of 55% still feels that the command staff keeps them in the dark, this response was reduced by 4 percentage points since 1977.
6. Two-thirds feel that belonging to cliques gives better opportunity for advancement. This is a statistically significant reduction of 11 percentage points since 1977.
7. The very high percentage indicating that the department provides an opportunity for more formal education (9 out of 10 in 1977) has been maintained.
8. Approximately 7 out of 10 feel that the department provides an opportunity to advance skills. This positive response increased significantly by 14 percentage points since 1977.
9. Nearly three-fourths feel that officers who get promotions usually deserve them. This is a statistically significant improvement of 24 percentage points since 1977.
10. The positive evaluation of opportunities for self-growth (59% in 1977) has been maintained and increased by 8 percentage points in 1978.

Table 2A presents patrol officers' opinions of uniform patrol duty in specific areas of police work as compared to other assignments in the department.

Improvement in patrol officers' positive perception of patrol work versus other assignments can be seen in over one-half of the items used in the comparison. Most items showing improvement deal with the officers' relations with the public and with the department. Item ratings which showed no significant changes for better or worse indicate that patrol officers see their situation in that particular aspect as the same as that for other assignments. Specific findings of the comparison follow, after Table 2A.

Table 2A

PATROL OFFICERS' COMPARISON OF UNIFORM PATROL DUTY WITH OTHER ASSIGNMENTS
IN THE DEPARTMENT WITH RESPECT TO SPECIFIC ASPECTS OF POLICE WORK
FOR 1977 AND 1978
(In Percentages)

	The Public Image Of Patrol		Net Percentage Difference	The Nature Of The Patrol Officers' Contacts With The Public		Net Percentage Difference	Citizens' Respect For The Patrol Officer		Net Percentage Difference
	1977 %	1978 %		1977 %	1978 %		1977 %	1978 %	
Better	55	67	12*	61	76	15*	42	40	-2
Same	20	19	-1	25	18	-7	30	37	7
Worse	25	14	-11*	14	5	-9*	27	23	-4
				Supervision		Net Percentage Difference			
				1977 %	1978 %				
				Better	47	59	12*		
				Same	30	29	-1		
				Worse	23	12	-11*		
	Promotion Opportunities		Net Percentage Difference	Pay & Benefits		Net Percentage Difference	Recognition By The Department		Net Percentage Difference
	1977 %	1978 %		1977 %	1978 %		1977 %	1978 %	
Better	13	13	0	15	10	-5	29	37	8
Same	47	54	7	44	61	17*	35	41	6
Worse	40	33	-7	41	28	-13*	36	21	-15*

73.

*Significant net difference between percentages at the .05 level of statistical significance.

1. The majority of officers who feel that the public image of patrol is better than the public image of other divisions was maintained and increased by a statistically significant 12 percentage points.
2. Three-quarters feel that the patrol officers' contacts with the public are better than the public contacts of other divisions. This positive response has increased a statistically significant 15 percentage points since 1977.
3. Four out of 10 feel that citizens respect patrol officers more than they respect individuals assigned to other divisions in the department. There was a percentage decrease (2 percentage points) in this response for 1978. This percentage difference shifted to the feeling that respect for patrol officers is the same as that for individuals in other divisions.
4. The majority feeling in 1977 that supervision of patrol is better than supervision of other divisions was maintained and increased by a statistically significant 12 percentage points (note that supervisory positions have changed since 1977 due to the implementation of ICAP).
5. Although there is a decrease of 5 percentage points since 1977 in the percentage feeling that patrol receives better pay and benefits than other divisions, there is also a statistically significant decrease in the percentage indicating that pay and benefits are worse for patrol.
6. A majority of officers feel that promotion opportunities are the same for patrol and other divisions. This response increased by 7 percentage points.
7. Thirty-seven percent feel that patrol has better departmental recognition than other divisions. This is an 8 percentage point increase since 1977. The percentage indicating that departmental recognition of uniformed patrol was worse than that for other assignments decreased significantly by 15 percentage points.

Table 2B presents officers' assessments of changes in specific aspects of their job over the last year. Overall responses indicate either perceptions of improvement or no change in these aspects of the patrolmen's job situation. A majority in 1977 and 1978 feel that the situation has gotten

Table 2B

PATROL OFFICERS' ASSESSMENT OF CHANGES
IN SPECIFIC ASPECTS OF THEIR JOB OVER THE LAST YEAR
FOR 1977 AND 1978
(In Percentages)

	My Influence On De- partmental Decisions		Net Percentage Difference	Relations With My Supervisor		Net Percentage Difference	Communications With Shift-Mates		Net Percentage Difference
	<u>1977</u> %	<u>1978</u> %		<u>1977</u> %	<u>1978</u> %		<u>1977</u> %	<u>1978</u> %	
Better	23	33	10	59	68	9	63	61	-2
Same	50	53	3	34	26	-8	30	28	-2
Worse	27	14	-13*	7	6	-1	6	11	5
	Conctns. With De- tective Division		Net Percentage Difference	Satisfaction With My Work		Net Percentage Difference	Effectiveness As Patrol Officer		Net Percentage Difference
	<u>1977</u> %	<u>1978</u> %		<u>1977</u> %	<u>1978</u> %		<u>1977</u> %	<u>1978</u> %	
Better	43	41	-2	55	63	8	75	72	-3
Same	40	49	9	31	22	-9	15	22	7
Worse	17	10	-7	14	14	0	10	5	-5
	Patrol Officers' Un- derstanding of People In Community Patrolled		Net Percentage Difference	Citizen Cooperation With Police		Net % Difference	Patrol Officers' Con- tacts With The Public		Net % Difference
	<u>1977</u> %	<u>1978</u> %		<u>1977</u> %	<u>1978</u> %		<u>1977</u> %	<u>1978</u> %	
Better	66	69	3	44	55	11	58	63	5
Same	33	30	-3	40	37	-3	38	34	-4
Worse	1	1	0	16	8	-8	4	2	-2

*Significant net difference between percentages at the .05 level of statistical significance.

better or remained the same over the previous year. Specific findings indicate this positive trend did not hold in one area -- communications -- with other officers on the same shift. More individuals in 1978 felt this aspect of their job had worsened. This slightly negative shift was not statistically significant.

1. Approximately one-third feel that their influence on departmental decisions has improved over the last year. This is an increase of 10 percentage points since 1977. Those feeling that they have less influence decreased by a statistically significant 15 percentage points since 1977.
2. The majority feeling that relations with their supervisor have improved over the previous year was increased by 9 percentage points in 1978. This change is consistent with the improvement in response to other items measuring officers' attitudes toward supervision.
3. Although a clear majority of officers still feel that communications with other officers on the same shift have improved, there is a slight increase in the percentage feeling that these communications have gotten worse over the previous year. Although this percentage is still relatively low (approximately 1 out of 10), this negative shift should be noted.
4. A majority of officers feel that communications with the detective division have improved or have remained the same. The percentage feeling that communications are worse is 7 percentage points lower in 1978 than in 1977.
5. About 6 out of 10 officers are satisfied with their work. This majority has increased by 8 percentage points since 1977.
6. An overwhelming majority feel that their effectiveness has improved over the last year (72%). The slight decrease of 3 percentage points shifted to feelings that their effectiveness had not changed. Fewer officers in 1978 felt that they were less effective over the last year.
7. Approximately 7 out of 10 feel that their understanding of the community patrolled has improved over the last year.
8. A majority feel that citizen cooperation with the police has improved over the last year. This is an 11 percentage point increase since 1977.

9. The majority feeling that patrol officers' contacts with the public have improved was maintained and increased by 5 percentage points.

Table 3 presents a comparison of patrol officers' evaluations of their supervisors. Responses in this area reflect the trend of improvement or continuation of past positive response noted in the prior analysis.

Table 3
COMPARISON OF PATROL OFFICERS' EVALUATIONS OF SUPERVISORS
(In Percentages)

	Percentage Agreeing With Each Statement		Net Percentage Difference
	1977 %	1978 %	
My supervisor is well informed about general problems in my area.	76	90	14*
My supervisor is knowledgeable about police science.	82	86	4
My supervisor is a good personnel manager.	66	82	16*

*Significant net difference between percentages at the .05 level of statistical significance.

1. Nine out of 10 feel that their supervisor is well informed (a statistically significant increase of 14 percentage points since 1977).
2. Over four-fifths feel that their supervisor is knowledgeable about police science.
3. Approximately 8 out of 10 feel the supervisor is a good personnel manager. This response increased a statistically significant 12 percentage points since 1977.

Table 4 presents a comparison of patrol officers' evaluations of planning and crime analysis. The findings indicate statistically significant improvements across the board in this area.

Table 4
COMPARISON OF PATROL OFFICERS' EVALUATIONS
OF PLANNING AND ANALYSIS¹

	Percentage Agreeing With Each Statement		Net Percentage Difference
	1977 %	1978 %	
Information provided by planning and analysis is helpful.	67	94	27*
Planning and analysis is useless.	31	12	-19*
Planning and analysis makes my job easier.	51	80	29*

¹Includes crime analysis operation

*Significant net difference between percentages at the .05 level of statistical significance.

1. Ninety-four percent feel that information provided by planning and analysis is helpful. This is a statistically significant 27 percentage point increase.
2. The percentage indicating that planning and analysis is useless (31%) decreased by a statistically significant 19 percentage points.
3. Eight out of 10 feel that the planning and crime analysis sections make their job easier, a statistically significant increase of 29 percentage points.

The response represented by Table 5, Patrol Officers' Evaluations of Personnel Policies, suggests that less than a majority of patrol officers indicate dissatisfaction with the method of defining personnel policies. Greater dissatisfaction is reflected in the evaluation of the personnel form since less than a majority of the respondents (40%) feel that the form is satisfactory.

1. Thirty-six percent feel that personnel policies are poorly defined. This is a slight decrease of 2 percentage points since 1977.
2. Four out of 10 feel that the personnel evaluation form is satisfactory. This has remained the same since 1977.

Table 5
COMPARISON OF PATROL OFFICERS' EVALUATIONS
OF PERSONNEL POLICIES
(In Percentages)

	Percentage Agreeing With Each Statement		Net Percentage Difference
	1977 %	1978 %	
Personnel policies are poorly defined.	38	36	-2
The personnel evaluation form is satisfactory.	39	40	1

Table 6 is a ranking of training areas that patrol officers feel most benefit them on the job. Training areas are presented in order of the highest to the lowest percentage of officers choosing them as most beneficial. Little change is evident in the comparison of the 1977 and 1978 rankings. Only in the patrol area was there more than a one-rank change up or down. Patrol in 1978 ranked 2.5, and in 1977 ranked first.

Patrol officers' evaluations of communication breakdowns within the chain of command appear in Table 7. There are two significant findings in this area. First, in 1978 patrol officers expressed the opinion that communication breakdowns occur between sergeants and lieutenants, a statistically significant increase of 21 percentage points since 1977. This shift was a result of the statistically significant decrease in the percentage who were of the opinion that breakdown occurred between lieutenants and captains or between captains and the assistant chiefs. This change follows the increased responsibility given sergeants and lieutenants since implementation of ICAP. The shift in responsibility down the chain of command has resulted in shifting of a potential problem inherent with increased responsibility -- effective communication in the chain of command.

Table 6

RANKING OF SPECIALIZED TRAINING AREAS THAT PATROL OFFICERS
FEEL MOST BENEFIT THEM ON THE JOB

(Presented in order of highest percentages received and number
of officers choosing each training area as most beneficial)

1977			1978		
Rank	Training Area	%	Rank	Training Area	%
1	Patrol Methods and Techniques	79	1	Interrogation- Interviews	76
2.5	Interrogation- Interviews	72	2.5	Management- Supervision	73
2.5	Management- Supervision	65	2.5	Patrol Methods and Techniques	73
4	Burglary-Auto Theft-Larceny	61	4	Burglary-Auto Theft-Larceny	63
5	Police Instruc- tor School	54	5	Crisis Inter- vention	51
6	Crisis Inter- vention	52	6	Police Instruc- tor School	47
7	Hostage Situa- tion Negotiation	44	7	Hostage Situa- tion Negotiation	44
8	Drugs-Vice	42	8	Rape-Sex Crimes Investigation	38
9	Rape-Sex Crimes Investigation	35	9	Drugs-Vice	34

Secondly, officers' opinions of where these breakdowns occur and their experience of communication breakdown at a given level in command were similar for both 1977 and 1978. In 1977 the highest percentage of officers responding to this item were of the opinion that communication broke down between lieutenants and captains (31%). Approximately the same percentage (35%) indicated that they had experienced communication breaking down at this level in the chain of command. In 1977 the highest percentage of officers were of the opinion that communication broke down between sergeants and lieutenants (41%). Approximately the same percentage (42%) indicated that they had experienced a breakdown at this level.

Table 7

PATROL OFFICERS' EVALUATIONS OF COMMUNICATION BREAKDOWNS
 WITHIN THE CHAIN OF COMMAND¹
 (In Percentages)

Note: That communication breakdowns exist was agreed upon by 43% of patrol officers in 1977 and by 43% in 1978. Following are patrol officers' opinions, then their experience, as to where these breakdowns occurred or are occurring.

Officers' Opinions Of Where Communication Breakdowns Occur Most Frequently Within The Chain Of Command

	<u>1977</u>	<u>1978</u>	<u>Net % Difference</u>		<u>1977</u>	<u>1978</u>	<u>Net % Difference</u>
	<u>%</u>	<u>%</u>			<u>%</u>	<u>%</u>	
Patrolmen-Sergeant	27	23	-4	Sgt.-Lieutenant	20	41	21*
Lieutenant-Captain	31	16	-15*	Captain-Asst. Chief	19	7	-12*
Asst. Chief-Chief	4	3	-1				

Officers' Experience Of Where Communication Breakdowns Occur Most Frequently Within The Chain of Command

	<u>1977</u>	<u>1978</u>	<u>Net % Difference</u>		<u>1977</u>	<u>1978</u>	<u>Net % Difference</u>
	<u>%</u>	<u>%</u>			<u>%</u>	<u>%</u>	
Patrolmen-Sergeant	27	21	-6	Sgt.- Lieutenant	23	42	19*
Lieutenant-Captain	35	18	-17*	Captain-Asst. Chief	12	10	-2

¹In 1977 two individuals said there was a communication breakdown between the assistant chief and the chief. In 1978 one individual gave this response.

*Significant net difference between percentages at the .05 level of statistical significance.

Table 8 presents evaluations of auxiliary police staff performance and management. The most notable findings in this evaluation are: (1) all auxiliary police staff maintained high ratings of effectiveness. Over three-quarters of the patrol officers feel that auxiliary police, chaplains, and community service workers are effective. (2) Over four-fifths feel that chaplains are managed well while a majority feel that community service workers are well managed. (3) Less than a majority feel that auxiliary policemen are well managed.

Table 8
PATROL OFFICERS' EVALUATIONS
OF AUXILIARY POLICE STAFF PERFORMANCE AND MANAGEMENT
(In Percentages)

	Percentage Agreeing With Each Statement		
	1977 %	1978 %	Net % Difference
Auxiliary police are effective.	63	80	17*
Auxiliary police are managed well.	33	46	13*
Chaplains are effective.	74	85	11*
Chaplains are managed well.	71	84	13*
Community service workers are effective.	73	77	4
Community service workers are managed well.	52	56	4

*Significant net difference between percentages at the .05 level of statistical significance.

Specific findings show:

1. Eight out of 10 feel that auxiliary officers are effective. This is a statistically significant increase of 17 percentage points.
2. Less than a majority feel that auxiliary police are managed well; however, the percentage giving this response increased significantly by 13 percentage points.

3. Over four-fifths feel that chaplains are effective. This very positive evaluation was increased by a statistically significant 11 percentage points since 1977.
4. Over four-fifths feel that chaplains are managed well. Positive response to this item was also significantly increased by 13 percentage points.
5. The high percentage indicating that community service workers are effective was maintained and slightly increased by 4 percentage points.
6. A majority feel that community service workers are managed well. This is a slight increase in positive response of 4 percentage points since 1977.

Table 9 presents officers' attitudes toward training. A majority of officers feel that general training is helpful and that specialized training has been adequate.

Table 9
PATROL OFFICERS' ATTITUDES TOWARD TRAINING
(In Percentages)

	Percentage Agreeing With Each Statement		
	1977 %	1978 %	Net % Difference
General training is helpful.	76	76	0
Specialized training has been adequate.	55	54	-1

1. Over three-quarters feel that general training is helpful. The number giving this response remained the same since 1977.
2. A majority feel that specialized training has been adequate. This majority decreased by less than 1 percentage point since 1977.

Table 10 presents officers' attitudes toward work-related factors that have been influenced by ICAP. These influences have included: (1) increased utilization of task forces in implementing new programs brought about through

ICAP; (2) implementation of the Tele-Serv process to handle routine calls which were previously handled by dispatching patrol cars; (3) revision of the field information card. In addition, there has been a change in the composition of the review board since 1977.

Table 10
PATROL OFFICERS' ATTITUDES
TOWARD WORK RELATED FACTORS
(In Percentages)

	Percentage Agreeing With Each Statement		
	1977 %	1978 %	Net % Difference
Task forces are important in new programs.	84	92	8
Many routine calls can be handled without dispatching a patrol car.	21	65	44*
The review board is fair and honest.	61	65	4
I benefit from information on field cards.	58	92	34*

*Significant net difference between percentages at the .05 level of statistical significance.

1. Approximately 9 out of 10 officers feel that task forces are important. This positive response increased by 8 percentage points since 1977.
2. A clear majority feel that many routine calls can be handled without dispatching a patrol car. The effects of Tele-Serv can be seen in the statistically significant 44 percentage points increase in response to this item.
3. The majority feeling that the review board is fair and honest has increased by 4 percentage points.
4. Approximately 9 out of 10 feel that they benefit from information gathered on field identification cards. This positive response

increased a statistically significant 34 percentage points since 1977.

Table 11, a comparison of patrol officers' sense of self-satisfaction, shows little overall change since 1977. Change that did occur was not statistically significant. Responses indicate that a majority of patrol officers are satisfied with their occupation. Specific findings follow:

1. Less than a majority feel that salary directly influences the quality of their work, despite an increase of 3 percentage points for those agreeing that their salary affects the quality of work they do.
2. Less than one-third feel they have no real sense of accomplishment in their job. The number agreeing with this statement decreased slightly (3 percentage points) since 1977.
3. Forty-nine percent (49%) feel their job gives them more satisfaction than things they do in their spare time. This response decreased by 3 percentage points since 1977.
4. Over four-fifths would always like to remain in police work. This percentage remained the same.
5. An unchanged majority indicated that they would decline an opportunity to change their present job for one of equal pay, security, and status.
6. Eight out of 10 indicate that they like their present job better than any other they have had. This response remained the same.
7. Approximately 7 out of 10 feel their lives would be empty without their work. There was a slight increase giving this response since 1977.
8. Approximately 2 out of 10 indicate that they would prefer a job in another occupation. This percentage remained the same.
9. More than four-fifths expressed interest in their present job. This positive response declined slightly since 1977. (Two percentage points.)
10. Sixty-eight percent would choose the job of police officer over other types of work. This is a decrease of 3 percentage points from the 1977 response.

11. The majority of officers expressing satisfaction with their jobs was maintained. This majority decreased by less than one percentage point since 1977.

Table 12 presents patrol officers' perceptions of their ability to handle their job effectively in comparison to other officers in the department. The table indicates little change in officers' ratings of their own effectiveness in comparison to their fellow officers.

1. Approximately 6 out of 10 rate their effectiveness as above average (an 8 percentage point increase since 1977).
2. Seven out of 10 officers rate their ability to handle a family crisis situation as above average. This is a 2 percentage point increase since 1977.
3. Sixty-seven percent rate their ability to make a difficult arrest without trouble as above average. This has not changed since 1977.
4. Sixty-four percent rate their overall ability compared with other officers as above average. This percentage increased by 2 percentage points.

Table 13 presents a comparison of patrol officers' feelings about their role in the department. Response to those items which pertain to the officers' relationships within the department since implementation of ICAP reflect continued or increased positive response. These items are:

- I have no influence on new programs.
- My immediate supervisor is open to suggestions for change.
- I don't receive recognition for my work.
- I feel there is a lack of understanding between the officer and the supervisor.
- I feel as though I will get ahead in the department.

The two items dealing with the effect of the job on officers after the work day indicate a lessening of the officers' inclination to carry the job home with them. These items are:

- I find my work so interesting that it is on my mind when I am not at work.
- I am so interested in my work that I talk about it a great deal even after working hours.

Table 12

PATROL OFFICERS' RATING OF THEIR OWN ABILITY TO HANDLE THE JOB EFFECTIVELY
IN COMPARISON TO OTHER OFFICERS IN DEPARTMENT

(In Percentages)

	Ability to get good information for an investigation			Ability to handle a family crisis situation			Ability to make a difficult arrest without any trouble			Rating of overall ability compared with other patrol officers in the department		
	1977 %	1978 %	% Dif.	1977 %	1978 %	% Dif.	1977 %	1978 %	% Dif.	1977 %	1978 %	% Dif.
Above Average	51	59	8	68	70	2	66	67	1	66	64	-2
Average	42	38	-4	31	30	-1	34	32	-2	32	36	4
Below Average	7	3	-4	1	--	-1	--	1	1	1	1	0

Table 13
COMPARISON OF PATROL OFFICERS' FEELINGS
ABOUT THEIR ROLE IN THE DEPARTMENT

	Percentage Agreeing With Each Statement		
	1977 %	1978 %	Net % Difference
I have no influence on new programs.	67	54	-13*
My immediate supervisor is open to suggestions for change.	76	87	11
I don't receive recognition for my work.	56	51	-5
I feel there is a lack of understanding between the officer and the supervisor.	38	28	-10
I find my work so interesting that it is on my mind when I am not at work.	69	62	-7
I am so interested in my work that I talk about it a great deal even after working hours.	55	52	-3
I feel as though I were getting ahead in the department.	50	56	6

*Significant net difference between percentages at the .05 level of statistical significance.

Specific findings for Table 13 follow:

1. Although still constituting a majority, fewer officers believe that they have no influence on new programs. This is a statistically significant decrease of 13 percentage points.
2. More than four-fifths feel that their immediate supervisor is open to suggestions for change. This response increased by 11 percentage points since 1977.
3. A majority of officers feel that they do not receive recognition for their work. This percentage decreased by 5 percentage points since 1977.

4. Less than 30% feel that there is a lack of understanding between the officer and the supervisor. This is a decrease of 10 percentage points since 1977.
5. Approximately 6 out of 10 find their work so interesting that it is on their mind when they are not at work, a decrease of 7 percentage points since 1977.
6. A majority talk about their work after hours. This response was reduced by 3 percentage points since 1977.
7. One-half (50%) feel as though they are getting ahead in the department.

An analysis of Table 14 reflects an overall improvement in those aspects of the job that patrolmen view as impediments to their work. The greatest change indicated a reduction in obstacles to effective work on patrol.

Table 14
COMPARISON OF PATROL OFFICERS' PERCEPTIONS
OF IMPEDIMENTS TO THEIR WORK
(In Percentages)

	Percentages Agreeing With Each Statement		
	1977 %	1978 %	Net % Difference
Too bogged down by paper work.	63	51	-12*
Overburdened with administrative duties.	35	31	-4
Not enough time to devote to criminal activities.	58	48	-10
Too few opportunities for promotion in patrol work.	70	69	-1

*Significant net difference between percentages at the .05 level of statistical significance.

1. Although a majority still feel bogged down by paper work, this percentage (51%) decreased by a statistically significant 12 percentage points since 1977.

2. A slight change (-4 percentage points) can be seen for the 35 percent who in 1977 felt overburdened with administrative work.
3. Less than 50% feel that they do not have enough time to devote to investigating criminal activities. This is a reduction of 10 percentage points since 1977.
4. Approximately 7 out of 10 feel that there are too few opportunities for promotion in patrol work. This has remained unchanged since 1977.

Table 15 presents a ranking by patrol officers of impediments to effective patrol work. This ranking involves other public agencies as well as private agencies which officers feel impede their effectiveness. Some shifting can be seen for agencies ranked as impediments in positions 3-6. The first and second ranked positions of (1) private security guards, and (2) motorized private security guards have remained the same. The intermediate positions -- 3rd ranked to 6th ranked -- have changed positions.

Table 15
RANKING OF IMPEDIMENTS TO EFFECTIVE POLICE WORK
(Presented in order of highest percentages received
and number of officers choosing each group)

1977			1978		
Rank	Impediment Group	%	Rank	Impediment Group	%
1	Private Security Guards	90	1	Private Security Guards	95
2	Motorized Security Guards	87	2	Motorized Security Guards	89
3	City Employees	62	3	Public Utilities Workers	64
4	Deputy Sheriffs	49	4	City Employees	58
5	Public Utilities Workers	48	5	Court Officers	46
6	Court Officers	44	6	Deputy Sheriffs	40
7	Ambulance Attendants	36	7	Ambulance Attendants	38
8	Fire Fighters	23	8	Fire Fighters	18

Table 16 presents a perception of patrol officers' needs. Analysis of the table indicates little change since 1977. Specific findings are presented following the table.

Table 16
COMPARISON OF PERCEPTION OF NEEDS BETWEEN 1977 AND 1978
(In Percentages)

	Percentage Agreeing With Each Statement		
	1977 %	1978 %	Net % Difference
New and/or better equipment is needed to do a more effective job.	84	83	-1
New programs are more effective when patrol officers are encouraged to assist in planning and implementation.	96	98	2

1. Approximately 8 out of 10 officers report that new or better equipment is needed to do a more effective job. The number responding in this way changed by less than one percentage point since 1977.
2. Nearly 100% (96% in 1977 and 98% in 1978) indicate that new programs are more effective when patrol officers are involved in planning and implementation.

Recommendations

These recommendations are based on the results of the 1977 and 1978 Portsmouth Police Officer Survey. The recommendations are based only on the problems perceived by department personnel.

1. Greater effort should be made by the command staff to inform departmental personnel about ongoing activities and proposed changes in procedures. (See Table 1.)
2. The feeling that belonging to cliques gives better opportunities for advancement needs to be further reduced. (See Table 1.)
3. Communications with other officers on the same shift need to be improved. (See Table 2B.)

4. Personnel policies need to be revised and more clearly defined. (See Table 5.)
5. The personnel evaluation forms need to be analyzed and revised in order to increase the feeling that the form is satisfactory. (See Table 5.)
6. Training needs should be clearly assessed by the command and an appropriate task force of line officers. (See Tables 6 and 9.)
7. The management and communications capabilities of sergeants and lieutenants should be enhanced by providing further on-the-job and other types of management training. (See Table 7.)
8. The management of auxiliary police personnel needs to be examined and further improved. (See Table 8.)
9. The feeling that patrol officers have few opportunities for forward advancement needs to be examined. (See Table 14.)
10. Time spent doing paper work and administrative tasks should be further reduced. (See Table 14.)
11. The equipment needs of officers need to be systematically ascertained to determine what equipment is needed to enable them to do a better job. (See Table 16.)
12. The various activities showing the very substantial improvement should be continued and monitored in order to keep up the good work that is going on.

CRIME ANALYSIS UNIT

Executive Summary

The evaluation of the Crime Analysis Unit (CAU) is composed of three separate studies dealing with the unit's operations, workload, and output. The operational analysis revealed that information used by the CAU is delivered promptly and on a regular basis. There appear to be no major problems with the unit's receipt of pertinent data. The timeliness of receipt of offense reports has been improved since the Quality Control operations have been moved to the CAU. The time elapsing between when officers submit offense reports and when the CAU receives their copy should be further reduced when the new offense report form is instituted. The files the unit maintains are well designed and can be easily cross-referenced, making it possible to enter the files with only partial information. The files appear to be updated on a regular basis. The unit's procedure for analyzing information is systematic and logical. The analysts read all offense reports tracking target crimes and all field interview cards in order to correlate similar crimes and match possible suspects to crimes. Spot maps and the update book are checked on a regular basis for possible patterns. The operational problems which were identified during the operational analysis have been addressed by the unit and appropriate changes have been made to eliminate these problems.

The Crime Analysis Workload Study revealed that the majority of the unit's time is devoted to non-analysis functions. Based on these findings, several recommendations have been made suggesting ways to reduce the non-analysis-related workload.

The evaluations of the unit's output revealed that individuals are requesting information from the CAU regularly. The CAU also provides certain information automatically, without being specifically requested, in order to keep appropriate individuals advised of information which can help them in performing their duties. The amount of information disseminated during August and September 1979 averaged 1.2 pieces of information daily. Requests for information were handled promptly. For 19 of 24 requests (80%), the unit responded on the same day the request was received.

Based on the analysis of reply memos, it appears that tactical decisions are being generated from the Crime Analysis Bulletins. The memos reflect that one or more activities resulted from each of the eight bulletins. Uniform Patrol responded most frequently to the identified patterns, which is consistent with the directed patrol strategy. The most common tactics employed were increased patrol and alerting patrol officers to field-interview possible suspects in the area. The success rate of the actions resulting from bulletins is difficult to calculate since reply memos are many times submitted before tactical responses to the pattern are terminated. However, after checking the update book to determine the status of these patterns, it was found that all the identified patterns but one have ceased. Three of the patterns were cleared by arrest, three patterns ceased due to increased patrol activities in the target area, and one pattern ceased after security measures were taken at the target business. Further surveillance activities are planned for the pattern which is still active.

CRIME ANALYSIS UNIT

Introduction

This report is composed of three separate studies on the Crime Analysis Unit which were undertaken as part of the 2nd year ICAP evaluation. The first section, a descriptive summary of the Crime Analysis Unit's operations, resulted from a preliminary evaluation of the unit conducted during the months of February and March, 1979. An overview of the operational elements of the CAU (data input, information analysis, information output, and feedback) is included. A formal evaluation could not be made at the time of this report due to a lack of valid information on informal output of the CAU and the absence of feedback on actions resulting from Crime Analysis Bulletins. This report resulted in the identification of several operational problems. A follow-up on the report was conducted to determine what actions have been taken to eliminate these problems.

Section two contains the results of a workload study conducted to assess the unit's time devoted to various functions, and to determine if these tasks are related to the fulfillment of the unit's objectives. This study was conducted during August, 1979.

The third section is an evaluation of the Crime Analysis Unit's output. Both informal and formal information disseminated by the unit was analyzed to determine the recipient of the information, the type of information provided, resource allocations resulting from crime analysis information and by results of actions taken based on information obtained from the CAU. This study was conducted during October, 1979.

OPERATIONAL ANALYSIS

A. Background

The Portsmouth Crime Analysis Unit began operations February 1, 1978. Presently the unit consists of two full-time uniform crime analysts and a part-time clerical employee. The CAU is located within the operations division of the Portsmouth Police Department and is under the direct command of the Commander of Field Operations.

The basic function of the CAU is the analysis of available data to detect possible geographic or similar offense patterns in the

following target crimes: commercial and street robberies, residential and non-residential burglaries, sex crimes, larceny from autos, stolen vehicles, recovered vehicles and destruction of property. The CAU collects data on vehicle accidents to aid in determining possible problem areas. On January 1, 1979, the CAU began tracking fire incidents which involve arson, false alarms, or are otherwise of a suspicious nature. In addition to its pattern detection function, the CAU serves as a repository of information on crime incidents, suspects, suspect vehicles and known offenders.

B. Data Inputs

The major source of information for crime analysis is the offense reports. Information obtained from these reports includes location of the incident, date, time, day of the week, items taken, suspect description, means of attack, and mode of entry. These variables are used to correlate crimes and discern possible patterns.

The crime analysts daily receive copies of all offense reports submitted during the previous twenty-four hours which report target crimes. Upon receipt of the offense reports, they are carefully read and the incidents are located on spot maps (acetate overlay maps which provide a visual representation of crime locations). The dots placed on the spot maps are coded with the date and approximate time of the incident. The basic data necessary for geographic pattern detection (location, date, and time) are presented on the spot map.

After the crimes are spotted, the reports are returned to Quality Control for update. Update sheets are prepared listing crimes by crime type and census tract where the incident occurred. This process can take from two days to over a week. The completed update sheets and corresponding offense reports are returned to the CAU and filed.

The CAU receives all supplemental reports related to target crimes. Supplemental reports are submitted to provide additional information on the crime, state investigative process, or report clearance of the crime (by arrest or other means). Supplemental reports are attached to the corresponding offense report and filed in the Offense Report File.

Another important source of information is the field interview card (FI card). These cards are filled out on individuals who have been field interviewed due to their suspicious activity. Upon receipt of the FI cards, the crime analysts enter the census tract where the interview was conducted and the census tract of residence. Records are checked to determine if the individual interviewed has a criminal record; if so, his/her record number is recorded on the card and offenses committed are listed. If the individual is considered a possible suspect for a reported crime, the FI card is xeroxed and immediately delivered to the appropriate investigation squad.

Field interview cards are the major input source for the suspect name file, suspect descriptor file, nickname file, and the suspect vehicle file. If the person field interviewed has committed crimes of burglary, robbery, sexual assault, or larceny, a key sort card is prepared and added to the known offender file. After the necessary cards are prepared, the FI card is then filed by census tract where the interview occurred in chronological order. FI cards serve as an important means of patrol officer input into the investigative process. Investigative personnel are provided information on possible suspects through these cards.

Probation and parole release forms are reviewed for possible additions to the known offender file and career criminal file. Arrest printouts furnished by the Data Processing Unit provide information on the current status of known offenders and suspects. In addition, the data processing unit provides the CAU with an alphabetical listing of juvenile offenders and juvenile offenders' nicknames.

Information is provided by surrounding Tidewater cities on various occasions. This interaction among cities is an important component in detecting crime patterns which transcend city boundaries. It appears that this information is provided on a sporadic and not on a regular basis.

In September, 1978 the CAU began tracking traffic accidents. Incidents are spotted on a map to provide a visual picture of possible problem areas. Traffic accident reports serve as the information input. At the request of the Portsmouth Fire Marshall the CAU began

analyzing fire incidents which involve arson, false alarms, or are of a suspicious nature. Fire reports are supplied to the CAU and incidents of the above nature are spot mapped.

C. Files Maintained

SUSPECT NAME FILE	Alphabetical index file of individuals on whom the CAU has information.
NICKNAME FILE	Alphabetical index file of nicknames of persons field interviewed, or of known offenders.
SUSPECT DESCRIPTOR FILE	Keysort file containing descriptions of persons field interviewed.
KNOWN OFFENDER FILE	Keysort file on known offenders of burglary, robbery, sex crimes, and larceny. Information recorded on cards includes description and MO.
SUSPECT VEHICLE FILE	Keysort file containing descriptions of vehicles of individuals field interviewed or of known offenders.
FIELD INTERVIEW CARD FILE	FI cards are filed by census tract where interview was conducted, chronologically.
CAREER CRIMINAL FILE	Folder file containing criminal history data sheets and photos of parole and probation individuals.
OFFENSE REPORT FILE	Offense reports filed chronologically by crime type and census tract.
UPDATE SHEETS	Notebook maintained which lists target crimes by crime type and census tract of occurrence. Information recorded includes date, time, day of week, location, and additional remarks.

The following files are purged due to limited filing capacity and contain only six months of information at any given time:

Offense Report File

Suspect Name File (known offender cards not purged)

Suspect Descriptor File.

After six months field interview cards are purged from the FI Card File and then filed alphabetically by suspect's last name.

D. Analysis of Information

Analysis of data is an ongoing process in the CAU. The major analysis function is the detection of possible crime patterns. This process basically involves studying the spot maps to determine geographic concentrations of crimes, as well as looking for similarities in times and days of the week of occurrences. When a possible pattern is detected, the offense reports describing these crimes are retrieved from the Offense Report File. Information of the offense reports is studied and summarized on a log sheet which states date, time, day, and location of occurrence, items taken, MO, and any additional comments. These log sheets facilitate the analysis process by condensing necessary data into a manageable format.

In addition to studying the spot maps, the crime analysts carefully read all offense reports and field interview cards received in order to retain and correlate information reported. The data contained in these sources aids in detecting similar offense patterns (i.e., similarities in crime types, suspect description, suspect vehicle or MO) which may not be limited to a particular geographic area.

E. Output

Crime Analysis Bulletins are prepared when crime patterns are detected. The format of the bulletin is designed to increase its readability; description of the pattern is provided through brief statements citing the major similarities. The standard layout of the bulletin includes the subject, area involved, beat, census tract, and a brief description of the pattern (i.e., days of preference, MO, and possible suspects). Each pattern crime is described separately on a log sheet; the offense report number is included to facilitate retrieval of additional information. Recommended tactics are stated in the bulletin to aid sector commanders and patrol officers. Update Bulletins are released when crimes occur which are associated with a pattern previously identified or when additional information on the pattern is obtained. Approximately ten Crime Analysis Bulletins are released per month and the CAU released ninety-eight (98) bulletins and twenty-one (21) updates during the first year of operation (February, 1978 through January, 1979).

A Season Analysis Bulletin for Christmas, 1978 was prepared to supplement regular Crime Analysis Bulletins. Commercial burglaries and robberies for the previous two Christmas seasons were analyzed to discern possible areas of crime concentration.

Special Reports are prepared at the request of police personnel. Reports prepared in the past include monthly breakdowns of crimes by sector. The CAU began preparing monthly Traffic Analysis Bulletins in September, 1978. Traffic Analysis Bulletins cite areas with a disproportionate number of accidents. The City Planning Department and uniform patrol personnel receive copies of the monthly bulletins.

In addition to written reports and bulletins, the CAU provides informal information of more limited scope to system users (i.e., possible suspects, stolen goods information, known offenders living in a particular area, etc.). Information requestors include, but are not limited to, detectives, patrol officers, patrol supervisors and neighboring cities' CAUs. Requests for information are sometimes recorded in a chronological log. It appears that many requests are not properly entered. Therefore the full scope of the CAU's activity cannot be determined.

F. Dissemination of Bulletins

Crime Analysis Bulletins are distributed to the following individuals:

- Chief of Police
- Assistant Chief of Operations
- Commander of Field Operations
- Uniform Patrol Night Commanders
- Criminal Investigation Commander
- Detective Bureau Commander
- Public Information Officer
- Sector Commanders
- Sector Sergeants of sector involved
- Appropriate Investigative Squad(s)
- Crime Prevention Division (as appropriate)
- Emergency Operations Center (as appropriate)

In the past, Crime Analysis Bulletins were distributed to patrol officers assigned to the sector where the pattern was occurring. Bulletins were handed out at roll call by the sector sergeant in command. On many occasions bulletins were left in the roll call room and various other locations by patrol officers. This action caused potential problems due to the confidentiality of the information reported in the bulletins. Due to this situation, the distribution system has been revised such that bulletins are only distributed to officers who request them from the CAU.

Generally the crime analysts hand deliver copies to the sector commanders and investigative personnel, and discuss the information. The Crime Prevention Unit receives copies of the bulletins that contain information of which they should be aware.

G. Feedback

Feedback is a critical component of the crime analysis process. Only through proper feedback can the validity and usefulness of CAU output be assessed. Presently the Portsmouth CAU has no formal feedback system. A reply memo form has been designed and distributed to sector commanders; however, the reply system has not been formalized and presently replies are voluntary, rather than required. Memos are received from the Crime Prevention Unit stating activities which have been undertaken based on information received from bulletins.

H. Accessibility of the CAU

The CAU operates from 8:30 a.m. until 5:00 p.m., Monday through Friday. These hours of operation correspond with those of Central Files, Planning and Analysis, and the command staff. Limiting operations to a forty-hour week reduces crime analysis personnel requirements.

The physical location of the CAU office makes it highly accessible to the patrol division. The office is located in the basement of police headquarters, across from the sector commanders' office and next to the sector sergeants' office. In addition, the patrol roll call room is located on the same floor. The CAU was located

for approximately six months with the administrative offices on the first floor. Walk-in traffic during this period dropped significantly. Since relocating in the basement, walk-in traffic has increased and the more informal surroundings seem to have increased the degree of communication between the CAU and system users, particularly patrol personnel.

I. Operational Problems

1. Proper Maintenance of Request Log

Although the CAU maintains a log of requests for information, it appears that requests are only randomly entered (approximately half of all requests are logged). A systematic procedure for recording all information requests should be instated in order to provide more valid data on which to quantify CAU output.

2. Reply Memo System

At this time we are unable to ascertain actions taken in response to Crime Analysis Bulletins since there is no source of formal feedback from supervisors responsible for resource allocation. One means to obtain data on actions taken is to adopt a reply memo system. Formal feedback will provide a means to assess the utility of CAU output in determining resource allocation. General information bulletins would not require a reply. However, commanders should respond by written reply to bulletins which identify a strong pattern and where the likelihood of reoccurrence of incidents is great. The above reply memo system should apply to patrol, investigative, and crime prevention commanders, as appropriate.

3. Update Sheets

a. One of the major problems with the update sheets appears to be the update procedure. Offense reports are returned to Quality Control for update due to lack of clerical support in the Crime Analysis Unit. The update process can take from two days to two weeks. If information is needed from offense reports being updated, the crime analyst must retrieve the offense report from Central Files or Quality Control with limited information with which to work (date, time of incident, location). This procedure creates a potential time delay

in the analysis process. One possible solution would be to provide an additional clerical employee in the CAU so that the update process could be handled within the unit. Another possible alternative would be to duplicate an additional copy of the offense report so that Quality Control retains a copy for update purposes, and the CAU could file their copy immediately after reading it and spotting the incident.

- b. Presently offense report numbers are not listed on update sheets. Information on crimes committed prior to the previous six months must be obtained from Central Files since the CAU purges its Offense Report File. Offense reports are filed numerically by offense report number in Central Files. The inclusion of offense report numbers would facilitate the retrieval of information. Therefore, it is recommended that offense report numbers be recorded on update sheets.
- c. Status of crimes should be kept current. Crimes cleared by arrest or determined closed should be promptly marked to increase the reliability of information contained within the update sheets.
- d. It is recommended that update sheets be placed in the roll call room to provide patrolmen with a readily available source of information on crimes which have occurred in their beat.

4. Data Inputs

- a. Patrol officers should be encouraged to supply information on suspicious vehicles and suspicious activities. While information is provided on individuals interviewed who are engaged in suspicious activity, no form or procedure exists for recording information on suspicious activities or vehicles. A special form should be designed to record this information, or FI cards could be used, filling in appropriate blanks.
- b. The CAU is not receiving sufficient information on individuals interrogated by the Criminak Investigation Division and then released. This information could serve as an additional input to the suspect and known offenders files (name,

nickname, description, vehicle information, etc.). Therefore, it is recommended that a procedure be developed so that the CAU can obtain this information.

- c. The Crime Prevention Unit works directly with communities and has the opportunity to identify neighborhood problems, including unreported crimes. Information provided by the Crime Prevention Unit based on their contacts with residents and neighborhood surveys could aid the crime analysts in detecting possible crime patterns or problem areas. This input could serve as a means to deter problems in their initial stages.
- d. A system should be devised to obtain information from the Commonwealth's Attorney's Office on major offenders. Major offender information would provide an additional data source for the known offender file.
- e. It is recommended that all reports be assigned an offense report number prior to their delivery to the CAU.

5. Dissemination of Bulletins

- a. It appears that bulletins are seldom read or discussed at roll call. This lack of attention may result in patrolmen disinterest toward bulletins. A possible solution would be to hold brief meetings of patrol officers assigned to the beats cited in the bulletin, during which the bulletin would be discussed and officers would be given the opportunity to provide additional information relating to the pattern.
- b. The new distribution procedure decreases the ease with which patrol officers can obtain bulletins. This extra effort required by the new system may work as a disincentive to reading and utilizing bulletins. Requests for bulletins should be closely studied during the next few months to ensure that the new distribution system does not adversely effect bulletin utilization.
- c. The crime analysts should adopt a systematic procedure for discussion of Crime Analysis Bulletins with patrol, investigative and crime prevention supervisors to ensure that implementation of tactics is a coordinated effort.

- d. Patrol commanders (sergeants, lieutenants) should more actively make the officers aware of CAU information.

6. Spot Map Placement

The movement of target crime spot maps into the roll call room may create problems since their accessibility to the crime analysts is reduced. The crime analysts should keep a close check on the degree to which patrol officers utilize the maps, and any inconveniences caused by the removal of the maps from the CAU office.

7. Clerical Support

Crime analysis operations generate a substantial amount of clerical work. Presently typing services are provided to the unit by clerical workers in the Quality Control Unit and ICAP office, while the CAU part-time clerical employee is responsible for filing and purging files. It appears that the work load existing in the CAU merits a full-time clerical employee. The clerical employee would assume the appropriate functions (i.e., file maintenance, looking up criminal records of suspects, typing of update sheets and Crime Analysis Bulletins), thus reducing the time devoted by analysts to non-analysis related activities.

8. Analysis of Traffic Accidents and Fire Incidents

LEAA identifies as crimes most amenable to analysis person-to-person crimes such as rape and robbery, and property crimes (burglary and auto theft). Neither traffic accidents nor arson fall within these categories. In addition, arson is cited as a crime which cannot be analyzed on a regular basis. Since neither traffic accidents nor fire incidents appear to be conducive to analysis, and due to difficulty in applying traffic and arson information to resource allocation decisions, it is recommended that the CAU discontinue its analysis of these incidents. Eliminating the tracking of the above will provide additional time to analyze major target crimes.

9. Crime Analysis Training Session

A training session should be held to orient system users to the CAU's purpose and functions. During this training, an explana-

tion of what the unit has to offer system users could be presented. In addition, personnel could be informed of input they are expected to provide to the CAU.

J. Operational Changes Resulting from Preliminary Report

1. Request Log

The request log is no longer maintained. The crime analysts now record all information disseminated, both information specifically requested and information automatically provided, on Work Request/Dissemination forms. The supervisor-analyst reviews the work request forms and assigns the tasks based on the existing workload. Once the tasks have been completed, the forms are filed for future reference.

2. Reply Memo System

A reply memo system has been instated. A standardized form is being utilized which reports actions taken based on information reported in Crime Analysis Bulletins, and the results of these actions (i.e., arrests, suspects interviewed, etc.). Initially, commanders were not consistently returning reply memos to the CAU. However, in recent months the response rate has improved considerably. Since July 1, eleven Crime Analysis Bulletins requiring a reply memo have been distributed. Memos were received for eight of these bulletins, resulting in a response rate of 73%. Reply memos are submitted by Uniform Patrol, Criminal Investigation Division, and Crime Prevention commanders, when appropriate. The memos provide the CAU important feedback on the impact of Crime Analysis Bulletins on resource allocation decisions, as well as outcomes of the activities. (See Appendix F.)

3. Update Sheets

The CAU is now responsible for quality control. An additional analyst was assigned to the unit at the time of the change who is responsible for quality control of offense reports and the overall supervision of the CAU. This change in the quality control process eliminated two problems in the update procedure identified in the preliminary report. (1) The update sheets are now prepared by the part-time clerical employee within the

CAU. This new process eliminates the confusion and time delay caused when the update procedure was handled outside the CAU. (2) Under the new procedure reports are assigned an offense number before the CAU's copies are delivered. Therefore, reports used for update purposes have been assigned a number and this number can be conveniently recorded on the update sheet.

4. Data Inputs

- a. Field interview cards are being used to record information on suspicious vehicles and suspicious activities.
- b. Criminal Investigation Division supervisors have been requested to inform detectives to provide the CAU with information on individuals who are interrogated and released. Some information has been received; however, such information is not being supplied on a regular basis.
- c. The information flow between the CAU and the Crime Prevention Unit appears to have increased. The Crime Prevention Unit submits reply memos to the CAU on any crime prevention activities undertaken as a result of information received through Crime Analysis Bulletins.
- d. Offense reports are assigned a report number before the CAU's copy is duplicated and delivered. The new offense report form will have preassigned numbers and an additional carbon copy which will be used by the CAU, thus eliminating this step in the report process and improving the timeliness of information received by the CAU.

5. Dissemination of Bulletins

- a. The crime analysts held weekly roll call briefings for approximately two months. These briefings are now held only when the analysts have pertinent information to provide the patrol officers (i.e., information on a crime pattern, known offenders, etc.).
- b. Sector commanders are now responsible for distributing Crime Analysis Bulletins to their men. A check should be made to ensure that all patrol officers are receiving bulletins which pertain to their beat.

6. Clerical Support

Actions are being taken to establish a full-time clerical position in the CAU.

7. Target Crimes

The CAU no longer analyzes traffic accidents and fire incidents. The unit is now tracking prowler calls since these incidents may be correlated with burglaries and sex crimes.

8. Crime Analysis Training Session

A training session on the function and uses of crime analysis is planned during Phase III of the ICAP Grant. The training will be conducted by the crime analysts during a roll call training session.

CRIME ANALYSIS UNIT WORKLOAD STUDY

Introduction

During the period July 12 through August 3, 1979, the three analysts in the Crime Analysis Unit were requested by the ICAP evaluators from the Center for Urban Research and Service to keep an accurate record of time expended on tasks which they performed. These daily task sheets serve as the source of data for the following analysis of the unit's workload distribution. The purpose of this workload study is to assess the time devoted to various functions, and to determine if these tasks are related to the fulfillment of the Unit's goals. This study will provide a means to determine if revisions in the unit's responsibilities are necessary.

On 14 of the 17 regular work days which constituted the sample for the workload study, only two of the analysts were present due to vacation time taken. This sample may not give a completely accurate representation of time spent on various tasks; however, any distortions caused by the absence of one of the analysts are believed to be minor. For example, less pressing responsibilities of the unit may have been neglected since the workload normally handled by three individuals was distributed between only two analysts. It was necessary to document time expended on the various tasks as soon as possible so that any necessary revisions can be instituted promptly.

A. Workload Distribution

The distribution of work hours expended by the three analysts on various tasks is presented in Table 1. Tasks dealing with actual analyses of crimes consume the largest portion of the analysts' time (39%). However, miscellaneous functions, including inter-city communications, meetings, and special reports, constitute a significant portion of the analysts' workload. Quality control responsibilities which were recently reassigned to the Crime Analysis Unit require 28 percent of total work hours. Upon analyzing the time sheets submitted, it appears that the supervisor-analyst's time is devoted entirely to quality control and supervisory functions, with little or no time available for crime analysis. Therefore, actual crime analysis tasks are carried out by only two of the analysts.

Table 1
DISTRIBUTION OF WORKLOAD

Period: July 12 through Aug. 3		
Tasks	Total Time Expended (in minutes)	Percentage of Unit's Total Work Hours
I. Quality Control of Reports		
A. Review all offense and supplemental reports. Classify all offense reports for UCR. Mark all offense reports for routine distributions.	3,000	18.4
B. Kick-back all unacceptable reports and track overdue reports which have been returned for corrections.	930	5.7
C. Re-review corrected reports	265	1.6
D. Deliver associated and miscellaneous papers and forms to various departments and bureaus.	235	1.4
E. Take reports to Central Files and make sure they are entered on the machine.	105	.6
F. Deliver reports to rotation.	50	.3
TOTAL, Task I.:	4,585	28.0
II. Analysis		
A. Re-read tracked crime reports.	1,725	10.6
B. Check spot maps, all reports; update book, computer printouts, and daily crime tabulation for situations which merit additional analysis.	1,495	9.2
C. Read FI cards.	930	5.7
D. Provide information on request.	675	4.1
E. Supervise CAU (review bulletins, daily time sheets, etc.)	625	3.8

(continued on next page)

Period: July 12 through Aug. 3

Tasks	Total Time Expended (in minutes)	Percentage of Unit's Total Work Hours
II. Analysis (continued)		
F. Discuss with officers and investigators patterns, suspect information, problem areas, lost, property, etc.	330	2.0
G. Provide all information for directed patrol.	250	1.5
H. Notify responsible persons in department of unusual or noteworthy events reported in offense reports.	195	1.2
I. Receive and assign requests for CAU information.	80	.5
J. Prepare bulletins or profiles on specific problems as directed by command staff.	60	.4
K. Prepare and update reports for update books. File supplemental reports and mark clearances in update book.	0	0
L. Provide roll call briefings.	0	0
TOTAL, Task II.:	6,365	39.0
III. Miscellaneous		
A. Inter-city communications.	1,430	8.8
B. Meetings.	1,215	7.4
C. Assist with identifying problems in reporting system, offense reports, and other problems.	750	4.6
D. Computer: Request printouts, attend task force meetings, familiarize Uniform Patrol with information available, define CAU and Uniform Patrol user needs.	525	3.2

(continued on next page)

Period: July 12 through Aug. 3

<u>Tasks</u>	<u>Total Time Expended (in minutes)</u>	<u>Percentage of Unit's Total Work Hours</u>
III. Miscellaneous (continued)		
E. Maintain time charts for workload study.	375	2.3
F. Special reports.	270	1.6
G. All other.	<u>795</u>	<u>4.9</u>
TOTAL, Task III.:	5,285	32.8

The daily quality review and classification of reports was the task requiring the largest percentage of the unit's time (18.4%). Re-reading tracked crime reports is also a time-consuming task. The analysts read each offense report on target crimes in order to extract relevant data for detection of patterns. As the reports are read, the date, time, and location of the incident are noted and the spot map is updated. Reports which require additional attention are noted. The analysts also compile a daily crime sheet when reading the reports, which is distributed to the assistant chief of operations, the captain in charge of operations, and the sector commanders who request them. The above tasks constitute 10.6 percent of the unit's present workload.

The information which the analysts maintain is continually checked to discern possible patterns. When a potential problem is identified, a list of crimes in the pattern, with dates and times of occurrence, suspects, and possible targets, is prepared. If a pattern is identified, a bulletin is issued. This detection of crime patterns occupies 9.2 percent of the unit's time. Inter-city communications is another major component of the analysts' work day. This task includes sharing pertinent information with neighboring cities, as well as hosting on-site visits by representatives of other law enforcement agencies who desire to obtain information on the unit's operations.

B. Conclusion

Sixty percent of the analysts' time is spent on tasks not directly related to analysis of crimes. Tasks which could be more easily carried out by other individuals or departments should not be the responsibility of the Crime Analysis Unit. While quality control is a necessary process to ensure that accurate data is relayed to the Crime Analysis Unit, several functions could be assigned to clerical personnel. These tasks include the delivery of reports to rotation, papers and forms to various departments, and offense reports to central files for entry on the machines. Other tasks which could be assumed by clerical employees include checking records of individuals field-interviewed, copying field interview (FI) cards needed for other units, and noting on the FI card the census tract where the interview occurred and the census tract of the person's residence.

Inter-city communications and meetings serve to keep the unit informed of important crime information as well as the needs of other units, therefore it is doubtful that any less time could be spent on these functions. However, it should be noted that time spent on inter-city communications can fluctuate substantially -- in particular, time devoted to on-site visits by other law enforcement representatives. During these visits considerable time may be spent on explaining the operations of the unit, with little time available for checking information for possible patterns, analyzing patterns, and preparing bulletins.

The responsibilities of the Crime Analysis Unit should be clearly defined so that information which might be more easily obtained through other sources is not requested from the Crime Analysis Unit. Certain operational data such as monthly crime rates for particular areas and yearly comparisons might be more appropriately supplied by Planning and Analysis. The capabilities of the two units should be well defined so that information can be provided through the easiest and least time-consuming process. Duplication of work between the two units should be eliminated. If Planning and Analysis would handle some of the requests presently received by the Crime Analysis Unit, time spent on the preparation of special reports, bulletins, and profiles requested might be reduced.

As the Portsmouth Police Department increases its reliance on directed patrol, the analysts will find it necessary to devote more time to supplying

crime-specific information to supervisors and patrol officers. In order to provide such information, more time will be spent on checking data sources to detect possible patterns. Time requirements for other tasks must be lessened so that adequate time is available for crime analysis. Appropriate functions of the Crime Analysis Unit must be prioritized so that sufficient time is devoted to those responsibilities deemed most important.

C. Recommendations

Based on the above analysis, the following recommendations are offered.

1. The responsibilities of the Crime Analysis Unit and Planning and Analysis should be clearly defined to avoid any duplication of work. The delineation of responsibilities should take into account the general purposes of the two units. In addition, the capacity of the Crime Analysis Unit to handle the task should be considered.
2. The department should determine a means to reduce the amount of time the supervisor-analyst presently devotes to quality control so that he has more time for supervising the unit's operations and for crime analysis.
3. Clerical tasks should be assigned to clerical employees to free more time for the analysts to devote to crime analysis.
4. The responsibilities of the Crime Analysis Unit should be prioritized so that adequate time is allocated to the unit's most important functions. When the unit's workload exceeds the time available, an ordering of tasks is essential so that the most pressing and pertinent responsibilities are not neglected.
5. Time devoted to on-site visits by representatives of law enforcement agencies might be minimized by having one analyst take responsibility for explaining the operation of the unit and hosting the visitors, while the other analysts continue with their regular duties.

D. Status of Unit's Functions

A meeting was held to present the results of the workload study and to establish the objectives of the Crime Analysis Unit. The ultimate objectives of the CAU were targeted as the seven crime analysis functions identified in the C.A.S.S. report published by L.E.A.A. A report has been prepared by the CAU which states the extent to which the unit is performing these functions, and the unit's potential for handling those functions which are not presently being addressed.

The CAU is now performing three of the seven tasks cited in the C.A.S.S. report: crime pattern detection, crime suspect correlation, and forecasting of crime potentials. The CAU report states that to effectively carry out these functions two analysts' time (or approximately 66% of the unit's time) must be devoted to crime analysis. However, the workload study revealed only 39% of the unit's time is expended on crime analysis tasks. The CAU report concludes that to successfully carry out these three functions: (1) the analysts' time devoted to non-analysis functions must be reduced, or (2) additional manpower for the unit must be provided.

Quality control of offense reports is the most time consuming of the non-analysis functions. If some method is developed to reduce the quality control workload (such as reviewing only a random sample of reports), then time available for crime analysis functions could be significantly increased. The assignment of an additional full-time clerical employee, as proposed, will reduce time devoted by the analysts to non-analysis functions, and will also improve the maintenance of CAU files since the clerical employee will have adequate time to update information.

The CAU study projects the unit's potential to handle three of the remaining four functions: generating exception reports which identify areas where crime is "out of control", forecasting crime trends, and target profiling on a limited basis. However, additional manpower, training, and equipment (basically data processing needs) will be required. The resource allocation objective, as identified in the C.A.S.S. report, cannot be achieved now or in the immediate future since major investments in manpower and equipment would be necessary.

AN EVALUATION OF THE CRIME ANALYSIS UNIT'S OUTPUT

Introduction

The following report summarizes the results of an evaluation of the Crime Analysis Unit's output. Both informal and formal output were analyzed to determine the level of output, the major recipients of information, the timeliness of information provided, resource allocations resulting from the information, and any results of actions taken in response to crime analysis information.

A. Analysis of CAU Work Request/Dissemination Forms

The crime analysts record all information disseminated (excluding bulletins) on Work Request/Dissemination forms. These forms allow the analysts to account for the level of information exchange -- both information specifically requested and information automatically provided. In addition, the supervisor-analyst uses these forms to assign work tasks.

Work Request/Dissemination forms for the months of August and September, 1979 were analyzed to assess the flow of information out of the CAU. Table 2 presents the information disseminated by the CAU during this period by information type and recipient. Other agencies were the major recipients of information (52%), followed by the Criminal Investigation Division (35%) and Uniform Patrol (13%). Information automatically provided consists of that information which the CAU provides without being specifically requested to. The CAU passes on this data to inform appropriate individuals of information which may aid them in their duties. Information which the CAU regularly supplies to users includes data on possible suspects, known offenders, and recovered or stolen property.

The majority of requests for information were for data on suspects and general crime. The CID and Uniform Patrol requested information most frequently on general aspects of crime such as crime trends, patterns, and specific incidents. A listing of requests from the two divisions follow.

- Arrest figures for rapes during 1978 obtained from uniform crime reports (UCR).
- Information on convenience store robberies to match incident with possible suspect.
- Major crimes in a particular residential area.

Table 2

INFORMATION DISSEMINATED BY CAU IN TWO-MONTH PERIOD
(August - September, 1979)

Type of Information	Information Automatically Provided				Information Specifically Requested				Total Information Disseminated
	UP	CID	Other Agencies ¹	Total	UP	CID	Other Agencies ¹	Total	
Suspect Information	0	6	4	10	1	4	6	11	21
General Crime Information ²	0	1	2	3	3	6	2	11	14
Information on Unit's Operations (i.e., Site Visits)	0	0	0	0	0	0	9	9	9
Stolen and Recovered Property	0	0	3	3	0	1	1	2	5
Roll Call Meetings ³	2	NA	NA	2	NA	NA	NA	0	2
Traffic Accident Info.	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>1</u>
Total	2	7	9	18	7	11	18	34	52

¹Other Agencies include other police departments, State Police, National Evaluators and Federal Agents.
(One request recorded in this category was from a citizen.)

²General information consists of information on crime patterns, crime trends, and specific crime incidents.

³Roll Call Meetings are held by the analysts to inform UP officers of existing problems and patterns.

- Information on all burglaries with a particular method of operation.
- Information on larceny from autos involving citizens' band radios.
- Offense Report giving details of a larceny from auto.
- Information on incidents of larceny from autos in a given area in order to match crimes to suspects.
- Information on trends of larceny from autos for a particular area.
- Analysis of burglaries in a given neighborhood to determine if there was an increase in daytime occurrences.
- Information on burglaries at a specific business establishment to aid in planning details of a stake-out.
- Update on crime analysis bulletins.

Of the above, three requests might have been more easily provided by Planning and Analysis, since this division has greater access to computerized data on rape arrest figures, trends of larceny from autos, and the analysis of burglaries to determine if there had been an increase in daytime occurrences. In addition, a request for information on traffic accidents at particular intersections might have been more appropriately handled by Planning and Analysis, since the CAU no longer tracks traffic incidents and such requests are not crime related.

The most frequent requests by other agencies were for details of the Crime Analysis Unit's operations. Eight of these nine requests were handled through site visits to the CAU so that the general operations of the unit could be directly explained to agency representatives. The amount of information disseminated during this time period averaged 1.2 pieces daily.

The time taken to provide requested information varied substantially and was dependent on the urgency of the request as well as the level of effort required to obtain the information. Table 3 reports the average time taken to provide requested information. In 19 out of 24 cases (80%), information was provided on the same day the request was received.

B. Analysis of CAU Bulletins and Reply Memos

Commanders of the Uniform Patrol, Criminal Investigation, and Crime Prevention divisions are required to submit a reply memo to the CAU in response to bulletins which impact on their division's operations. Information reported on the reply memos include actions taken in response to

Table 3
AVERAGE TIME TAKEN TO PROVIDE INFORMATION

	Average Time	Number of Cases
General Crime Information	5 hrs., 55 mins. ¹	11
Stolen and Recovered Goods	5 minutes	1
Suspect Information	5 hrs., 12 mins. ²	11
Traffic Accident Information	48 hours	1

¹Time taken to respond ranged from a high of 34½ hours to supply a trend analysis on burglaries for a particular area, to a low of less than one minute to check files for incidents of larceny from auto, while request- or waited for information.

²Time taken to respond ranged from a high of 24 hours to a low of seven minutes.

the information reported in the bulletin and any results of these actions. During the period of July through September, reply memos were submitted on eight of thirteen bulletins distributed. A total of twelve reply memos were received (three separate memos were submitted on two of the bulletins), eight from Uniform Patrol, two from the Criminal Investigation Division, and two from Crime Prevention.

Table 4 reports the actions taken in response to these eight bulletins by division. In all twelve reply memos, commanders reported that personnel were informed of the pattern. Increasing patrol and alerting patrol officers to field-interview possible suspects were the next most frequent actions taken. Surveillance activities were conducted on four of the patterns.

The results of actions taken on the eight bulletins are as follows. One arrest was made as a result of increased patrol, and spot checks were undertaken to counter a vandalism problem identified in a Crime Analysis Bulletin. A suspect was chased but no arrest was made when various activities were undertaken in response to a burglary/prowler pattern identified by the CAU. The pattern was cleared by arrest after the reply memo was submitted.

Table 4

ACTIONS TAKEN IN RESPONSE TO EIGHT CRIME ANALYSIS BULLETINS
(July through September, 1979)

Action Taken By:	<u>Number of Times</u>
<u>Uniform Patrol</u>	
Personnel informed	8
Increased patrol	6
Patrol alerted to field-interview possible suspects	6
Spot checks	3
Moving surveillance	2
Surveillance stake-out	2
Rooftop surveillance	1
Unmarked patrol	<u>1</u>
Total	29
<u>Criminal Investigation Division</u>	
Personnel informed	2
Moving surveillance	1
Rooftop surveillance	1
Surveillance stake-out	<u>1</u>
Total	5
<u>Crime Prevention</u>	
Survey conducted	2
Area residents and/or owners contacted	2
Security inspections	1
Block watch organized	<u>1</u>
Total	6

A stake-out was held in response to a larceny and burglary problem cited in another Crime Analysis Bulletin. Although the stake-out was unsuccessful, spot checks and increased patrol activities conducted after the reply memo was submitted resulted in an arrest. Three of the patterns identified in the bulletins ceased due to increased visibility of patrol. Surveillance

activities conducted in response to a larceny from auto problem described in one of the bulletins were unproductive; however, further surveillance is planned at a later date. The other pattern identified in the bulletins has ceased apparently because of improved security at the target business.

After a recent discussion with the crime analysts it was learned that a stake-out was conducted based on information received in a Crime Analysis Bulletin distributed the first week in October. The stake-out was successful, resulting in three arrests and termination of the pattern.

C. Utility of Crime Analysis Information

Based on the responses of management personnel interviewed in September, 1979, information received from the Crime Analysis Unit is very useful. (See report on Sector Command, Directed Patrol, and Investigation activities.) Crime analysis information is viewed as an important and reliable tool for the identification and development of patrol planning. The major problem identified was that information is generally received too late. The lack of timely information decreases the likelihood of successful results from directed patrol activities, since crime patterns may shift or perpetrators may change locations.

D. Summary

The evaluation of the Crime Analysis Unit resulted in the following general conclusions. The CAU appears to be operating effectively. The operational analysis revealed that information used by the CAU is delivered promptly and on a regular basis; there appeared to be no major problems with the unit's receipt of pertinent data. The timeliness of receipt of offense reports has been improved since the Quality Control operations have been moved to the CAU. The time elapsing between submission of offense reports by officers and CAU's receipt of its copy will be further reduced when the new offense report form is instituted. The unit-maintained files are well designed and can be easily cross-referenced, making it possible to gain access to the files with only partial information. The files appear to be updated on a regular basis. The unit's procedure for analyzing information is systematic and logical. The analysts read all offense reports tracking target crimes and all field interview cards in order to correlate similar crimes and match possible suspects. Spot maps and the

update book are checked on a regular basis for possible patterns. The operational problems which were identified during the analysis have been addressed by the unit and appropriate changes have been made to eliminate these problems.

The Crime Analysis Workload Study revealed that the majority of the unit's time is devoted to non-analysis functions (60%). Based on these findings, several recommendations have been made for reducing workload not relevant to analysis.

The evaluation of the unit's output revealed that individuals are requesting information from the CAU regularly. The CAU also provides certain information automatically, without being specifically requested, in order to keep appropriate personnel advised of information which can help them in performing their duties. The amount of information disseminated during August and September, 1979 averaged 1.2 pieces daily. Requests for information were handled promptly. For 19 of 24 requests (80%), the unit responded on the same day the request was received.

Based on the analysis of reply memos, it appears that tactical decisions are being generated from the Crime Analysis Bulletins. The memos reflect that one or more activities resulted from each of the eight bulletins. Uniform Patrol responded most frequently to the identified patterns, which is consistent with the directed patrol strategy. The most common tactics employed were increasing patrol and alerting patrol officers to field-interview possible suspects in the area. The success rate of the actions resulting from bulletins is difficult to calculate since reply memos are many times submitted before tactical responses to the pattern are terminated. However, after checking the update book to determine the status of these patterns, it was found that all the identified patterns but one have ceased. Three of the patterns were cleared by arrest, three patterns ceased due to increased patrol activities in the target area, and one pattern ceased after security measures were taken at the target business. Further surveillance activities are planned for the pattern which is still active.

Based on the findings of the evaluation of the Crime Analysis Unit, the following recommendations are made.

1. The Criminal Investigation Division should be reminded to provide the Crime Analysis Unit with information on individuals interrogated and released. Some information of this type has been received, but is not consistently supplied.
2. Crime analysts should make sure all officers are receiving bulletins that pertain to activity on their beat. The department should also attempt to determine the extent to which information reported in Crime Analysis Bulletins influences patrol activities.
3. Reducing the amount of time the supervisor-analyst spends on quality control would free more time for supervision of the unit's operations and for crime analysis. One possible method would be to review only a sample of offense reports.
4. The responsibilities of the Crime Analysis Unit and Planning and Analysis should be clearly defined to avoid duplication of work.
5. The objectives and functions of the Crime Analysis Unit must be determined so that the unit can establish its priorities. If the functions of crime analysis defined in the C.A.S.S. report are established as the unit's objectives, steps should be taken to obtain necessary equipment and provide appropriate training in order for the unit to perform those functions which it presently is not addressing. However, if the unit undertakes these functions, the analysts should take care to see that the specific needs of crime analysis information users are not neglected in favor of methodical functions.
6. The reply memos provide a means to assess the level of directed patrol activities and manpower decisions resulting from Crime Analysis Bulletins. These memos should be reviewed on a regular basis to ensure that the unit is reporting useful and reliable data.

THE SECTOR COMMAND, DIRECTED PATROL SYSTEM
AND INVESTIGATIVE ACTIVITY

Executive Summary

Sector command, directed patrol, and the role of patrol officers in investigative activity were evaluated by conducting in-depth interviews with the management personnel in the Portsmouth Police Department. This method of research was chosen because, particularly in the area of directed patrol, quantitative information could not be retrieved from the department's computer system.

In the opinion of sector commanders, lieutenants, and sergeants, the sector command has led to increased accountability, higher morale, and a more effective allocation of resources. Directed patrol planning occurs on a fairly regular basis and is often based on information provided by the Crime Analysis Unit. It appears that directed patrol has impacted positively on both the quality of some arrests and the deterrence of criminal activity. Patrol officers are conducting a very limited number of preliminary investigations.

The evaluator has recommended that (1) a data collection system which would allow assessment of directed patrol activity on a quantitative basis be instituted; (2) communication between the sectors be improved; (3) the scope of patrol activity in preliminary investigations be defined; and (4) the management roles and responsibilities of individuals at the various levels in the organization be clarified.

V. THE SECTOR COMMAND/DIRECTED PATROL SYSTEMS

THE SECTOR COMMAND/DIRECTED PATROL SYSTEMS
AND INVESTIGATIVE ACTIVITY

Introduction

In September of 1979, the management personnel of the Portsmouth Police Department participated in in-depth interviews to assess the impact of the Sector Command/Directed Patrol Systems upon the operation of the department. The specific purposes of the interviews were to present data on (1) the effects of the Sector Command System on services provided to the public, on supervision, resource allocation, information flow, and the accommodation of citizen feedback; (2) the effects of crime analysis, patrol officers' information, and citizen feedback on directed patrol; (3) changes and improvements in patrol planning that have come about since implementation of ICAP procedures; (4) the effects directed patrol has had on arrests, criminal activity, and patrol officers' job satisfaction; and (5) investigative activity by patrol officers.

Research Design

To assess the effects of the Sector Command and Directed Patrol Systems the evaluators decided to conduct in-depth interviews with the key management personnel most involved in the implementation and operation of these new ICAP procedures. Personal interviews, consisting of a combination of focused and open-ended questions, were administered by the staff of the Center for Urban Research and Service to 10 members of the Portsmouth Police Department holding the rank of Captain, Lieutenant, and Sergeant (see Appendix G).

The Sector Command System

The respondents generally agreed that the Sector Command System has had a favorable impact on the services rendered to the public, exchange of information, and accommodation of citizen feedback. Supervision and resource allocation was perceived to have also been improved by the Sector Command System although to a somewhat less degree than in the above areas.

The supervisors unanimously agreed that services to the public have been improved through use of the Sector Command System. The reasons most often given for this improvement was sector command's ability to (1) enhance efficient deployment of personnel, (2) improve communication and trust at all

levels of the sector, (3) reduce geographic areas and familiarize personnel with them, and (4) identify and focus on problems.

Generally, supervision and resource allocation have improved under the Sector Command System with increased control and involvement. The improvement of accountability, morale, and assignment of personnel were the most frequent responses given for explaining the positive impact of the Sector Command System on supervision and resources allocation. Negative responses in this area were concerned with the lack of, and confusion over, manpower allocations that have come about since the Portsmouth Police Department's switch to a fixed shift system. The inability to control the radio dispatch system, operated by the Civil Defense Agency, was also cited as a problem and source of conflict in this area.

Nine respondents replied that exchange of information within sectors has improved since implementation of the Sector Command System. However, five of the respondents suggested that flow of interaction between sectors still needs improvement.

Responding to questions regarding the accommodation of citizen feedback, all 10 respondents perceived an improvement in the exchange of information between police officers and citizens. Trust has been enhanced due to the consistency of contact and familiarity with police officers that has come about since implementation of the Sector Command System.

Directed Patrol

The use of directed patrol as perceived by the supervisors involves the concentration of personnel for a specific purpose within a defined place and time. Patrol planning is generally initiated daily by the sector commander.

In general, implementation of the Directed Patrol System has resulted in an improvement in the quality of arrests, type of information received by the police officer, and flow of information from the citizen. Job satisfaction among the police officers has also been improved since the Directed Patrol System was begun.

The Crime Analysis Unit is viewed by respondents as a source of valuable information regarding crime patterns within the city of Portsmouth, and the identification of target areas for patrol plannings. Information from the Crime Analysis Unit has been beneficial for sector commanders in the

preparation of daily patrol plans. Crime analysis information, because it is accurate and reliable, has been used extensively in the Directed Patrol System for preparation of bulletins, for briefings, and identification of crime patterns. Major criticisms of the Crime Analysis Unit identified by the respondents were that the information is generally received too late and the crime patterns identified have either shifted or the perpetrators have changed location. Use of citizen information and feedback acquired through complaints and informal reports, although viewed as a valuable source of information, is generally considered either invalid or inappropriate for patrol planning and more reliance is being given to patrol officer information and Crime Analysis Unit reports.

The respondents agreed that since implementation of the Directed Patrol System a more organized and efficient procedure for patrol planning has been developed. Specific areas of improvement cited were in the identification of neighborhood characteristics, increased attention given to crime patterns, and more awareness of problem areas within each sector. The Directed Patrol System has resulted in police officers' obtaining more information on, and becoming more familiar with, each sector, and this increased awareness of problem areas is viewed as a benefit for police in resolving most problems. Although directed patrol is not seen as a means of increasing the number of arrests, it is considered a valuable tool in both improving the quality of arrests and in deterring criminal activity in specified areas. Examples of the deterrent effect of the Directed Patrol System which were identified by the respondents were in the High Street and Academy Park areas in which concentrated efforts by police officers resulted in a reduction of criminal activity.

Investigative Activity by Patrol Officers

Of the 10 supervisors interviewed, seven considered that patrol officers were qualified to conduct investigations in all crime categories (homicide, assault, robbery, etc.). Two supervisors felt that the capability to conduct investigations is not possessed by all patrol officers -- some are adequately qualified, others are not. One supervisor stated that patrol officers should confine their investigative activity to less serious crimes and those that are not complex in terms of evidence gathering, search and seizure, and interrogations.

All supervisors interviewed had the opinion that patrol officers should become more involved in investigations, although one had mixed opinions and was concerned about the time involved.

In regard to the question as to whether patrol officer involvement in follow-up investigations would interfere with effective patrolling, opinion was almost evenly split. Four of the 10 supervisors felt that the interference would be substantial, four considered that there would not be any interference, and two thought that there would be some interference. The negative reaction was prompted primarily by manpower considerations rather than any resistance to the general idea of substantial investigative activity by patrolmen. The concern was that the beats would not be covered because of insufficient manpower to fill in while the normally assigned officer was pursuing an investigation.

Conclusions

1. Supervisors were very favorable in their assessment of the impact the Sector Command and Directed Patrol Systems had upon the operation of the Portsmouth Police Department. Specific improvements were cited in the areas of resource and manpower allocations, exchange of information among police officers, and flow of information and feedback from citizens.
2. Information received from the Crime Analysis Unit is viewed as an important and reliable tool for the identification and development of patrol planning although improvements could be obtained in this area if the exchange of information between the Crime Analysis Unit and sector commanders were faster.
3. The Sector Command System has improved services provided to the public, enhanced management control of personnel, and prompted good relations and trust between citizens and police. The reduction of geographic areas has resulted in more efficient deployment of personnel and improved communication within each sector.
4. Directed patrol, which concentrates the allocation of resources into targeted areas, has been improved through the use of crime analysis information and police officer feedback. The Directed Patrol System has enhanced the accuracy with which problem areas within sectors can be

identified; this has increased police officers' awareness, familiarity with their beat, and ability to resolve problems.

5. The overall reaction to the idea of more investigative activity by patrol officers was favorable; however, extensive involvement for extended periods of time or the conduction of follow-up investigations was seen as an over-commitment of current patrol manpower.

VI. PATROL ROLE EXPANSION

CRIME PREVENTION/POLICE-COMMUNITY RELATIONS

Executive Summary

The Crime Prevention/Police-Community Relations (CP/PCR) Unit was assessed by conducting a survey of (1) the attitudes of sworn personnel toward the CP/PCR Unit; (2) the attitudes of sworn personnel toward the relative importance of the CP/PCR Unit; and (3) the interaction between sworn personnel and the CP/PCR Unit. The purpose of the survey was to provide the CP/PCR Unit with information about its own operations and to inform department personnel about the unit's activities.

The general evaluation of the CP/PCR Unit was favorable. At the same time, a majority of Portsmouth's police officers felt that the unit did not provide them with useful information. Communication between the CP/PCR Unit and other units in the department was very limited.

Based on the results of the survey, the CP/PCR Unit is working to redefine its functions and to improve its relationships with patrol officers, detectives, and crime analysis personnel. During Phase III of ICAP the results of these efforts will be assessed.

CRIME PREVENTION/POLICE - COMMUNITY RELATIONS

Introduction

In April, 1979 the ICAP research evaluation team from Old Dominion University conducted a survey to ascertain police officers' attitudes and opinions on the Crime Prevention/Police - Community Relations (CP/PCR) Unit of the Portsmouth Police Department. This report presents an analysis of the survey responses received. The survey instrument, a questionnaire containing 22 separate items (see Appendix H), was designed to obtain information on sworn personnel's perceptions of the functions of CP/PCR, their general attitudes toward the CP/PCR Unit, their interpretation of the relative importance of various CP/PCR activities, and the level of interaction between sworn personnel and CP/PCR officers. The survey was administered to 140 sworn officers; 122 of the questionnaires were completed and returned, resulting in a response rate of 87%.

Background of the Respondents

Table 1 summarizes the background of the respondents. Sworn personnel responding to the survey were predominantly white (92%) and male (93%). The majority of the respondents had served as police officers for ten years or less (68%), with the greatest number of respondents falling in the category of 6-10 years of service (36%). Fifty-six percent (56%) of those responding were in the uniform patrol division and 28% were in criminal investigations. The remaining officers (16%) were assigned to various divisions, including K-9, administration, support services, training, planning and analysis, IAU, and the warrant bureau. The greatest number of respondents were patrol officers (81%); 15% were sergeants, 3% were lieutenants, and 2% were captains.

General Evaluation of the CP/PCR Unit

Four questions in the survey (1 through 4) dealt with officers' general attitudes toward the CP/PCR Unit. Table 2 summarizes the responses to these questions.

As seen in Table 2, in only one area (helpfulness of CP/PCR information) did the majority of respondents display a negative attitude toward the CP/PCR Unit. Only 39% of the officers agree with the statement: "Information provided by the CP/PCR Unit has been helpful to me in performing my duties."

Table 1
BACKGROUND OF OFFICERS

	Percentages	Number
<u>Sex</u>		
Male	93	101
Female	7	8
<u>Race</u>		
Black	8	9
White	92	99
<u>Number of Years in Police Force</u>		
1 - 5 years	32	31
6 - 10 years	36	35
11 - 15 years	23	23
16 - 20 years	8	8
More than 20 years	1	1
<u>Current Division</u>		
Uniform Patrol	56	61
Criminal Investigation	28	30
Other	16	17
<u>Rank</u>		
Patrol Officer	81	83
Sergeant	15	15
Lieutenant	3	3
Captain	2	2

Table 2
SWORN PERSONNEL'S EVALUATION OF CP/PCR UNIT

Statement in Questionnaire	Percentage Agreeing
Information provided by CP/PCR Unit is helpful in performing duties.	39
The CP/PCR Unit helps deter criminal activity.	52
The CP/PCR Unit is effective.	58
The department would be just as well off if CP/PCR Unit didn't exist.	46

The majority of the respondents feel that the CP/PCR Unit is effective (58%). Fifty-two percent (52%) feel that the unit has helped to deter criminal activity, and 54% of the officers disagree with the statement that the police department would be just as well off if the CP/PCR Unit did not exist.

A breakdown of responses to the questions by rank (see Table 3) reveals that in general, the sergeants and higher-ranking officers responded more favorably toward the CP/PCR Unit. However, in most areas, the responses of patrol officers and those of higher-ranking officers did not differ significantly.

Table 3
SWORN PERSONNEL'S EVALUATION OF CP/PCR UNIT BY RANK

Statement	Percentage Agreeing With Statement	
	Patrol Officer	Sergeant and Above
Information provided by CP/PCR Unit is helpful in performing duties.	39	33
CP/PCR Unit helps deter criminal activity.	49	65
CP/PCR Unit is effective.	59	65
Department just as well off if CP/PCR Unit didn't exist.	44	40

Responses of the two groups differed by more than 10% on only one statement. In response to the statement on deterrence of criminal activity 65% of the sergeants, lieutenants, and captains agree that the CP/PCR Unit helps to deter criminal activity, while only 49% of the patrol officers agree with the statement. Sixty-five percent (65%) of the respondents ranking as sergeant or higher feel that the CP/PCR Unit is effective, compared to 59% of the patrol officers. Only 40% of the respondents ranking as sergeant or higher feel that the department would be just as well off without the unit, compared to 44% of the patrol officers. Thirty-nine percent (39%) of the patrol officers feel that the information provided by the CP/PCR Unit is helpful to them in performing their duties, while only 33% of the sergeants and above feel the information is useful to them.

A breakdown of the evaluation of the CP/PCR Unit by division (Table 4) shows that Uniform Patrol responded positively to the CP/PCR Unit's performance to a much greater extent than did the criminal investigations division.

Table 4
SWORN PERSONNEL'S EVALUATION OF CP/PCR UNIT BY DIVISION

	<u>Percentage Agreeing With Statement</u>	
	<u>Uniform Patrol</u>	<u>Criminal Investigations</u>
Information provided by CP/PCR Unit is helpful in performing duties.	50	21
CP/PCR Unit helps deter criminal activity.	55	40
CP/PCR Unit is effective.	68	43
Department just as well off if CP/PCR Unit didn't exist.	40	60

Fifty percent (50%) of the Uniform Patrol personnel responded that information provided by the CP/PCR Unit was helpful in performing their duties, compared to only 21% of the respondents in the criminal investigations division. The majority of Uniform Patrol officers feel that the CP/PCR unit helps deter criminal activity (55%) and is effective (68%), while a minority of Criminal Investigation personnel feel that the unit is helpful in deterring crime (40%) and is effective (43%). The largest percentage of Criminal Investigation respondents feel that the department would be just as well off if the CP/PCR Unit did not exist (60%), while only 40% of Uniform Patrol officers agree. The majority of officers included in the "Other" category responded favorably toward the CP/PCR Unit in every area except helpfulness of CP/PCR information in performing their duties. The "Other" category was omitted from the above table due to the relatively small number of respondents in this category.

Interaction Between Sworn Personnel and CP/PCR Unit

Table 5 presents the number of times the respondents contacted the CP/PCR Unit for information during March, 1979. The largest percentage of respondents (67%) requested no information.

Table 5
NUMBER OF TIMES RESPONDENTS CONTACTED CP/PCR UNIT FOR INFORMATION DURING MONTH OF MARCH, 1979

<u>Number of Times</u>	<u>Percentage</u>	<u>Number of Respondents</u>
0	67	80
1	8	9
2	10	12
3	7	8
4 or more	8	10

Table 6 reports whether or not the information requested was provided, and if the information was useful.

Table 6
INFORMATION REQUESTED FROM CP/PCR BY RESPONDENTS

<u>Information Requested Was Provided</u>	<u>Percentage</u>	<u>Number</u>
Yes	92	34
No	8	3
<u>Provided Information Was:</u>		
Useful	84	31
Not Useful	16	6

Table 6 reveals that:

1. Of the respondents who requested information, the largest percentage stated that the information requested was provided (92%).

2. A greater percentage of respondents feel that the information provided was useful (84%) than not useful (16%).

Table 7

NUMBER OF TIMES CP/PCR OFFICER PROVIDED INFORMATION TO RESPONDENTS DURING MONTH OF MARCH, 1979

Number of Times	Officers Responding	
	Percentage	Number
0	71	85
1	11	13
2	11	13
3	5	6
4 or more	2	2

Table 7 reveals that 71% of the officers responded that a CP/PCR officer had not come to them with information related to their duties during the month of March, 1979.

Table 8

EVALUATION OF INFORMATION PROVIDED BY CP/PCR OFFICER AND REQUESTS FOR INFORMATION ON REGULAR BASIS

Information Provided Was:	Percentage	Number
Useful	41	33
Not useful	25	20
CP/PCR officer has <u>never</u> come with information	34	27
<u>Would Like Information Provided On Regular Basis</u>		
Yes	88	98
No	12	14

Table 8 presents the officers' feelings toward the usefulness of the information they received and whether or not they would like the CP/PCR Unit to provide them with information on a regular basis. Table 8 reveals that:

1. A greater percentage of officers found CP/PCR information useful (41%) than not useful (25%).
2. Thirty-four percent (34%) of the respondents reported that no CP/PCR officer had ever come to them with information.
3. A substantial percentage of respondents (88%) would like to receive information on a regular basis.

In conjunction with Question 10 ("Would you like CP/PCR to provide you with information on a regular basis?"), Question 11 asked: "What type of information would you like to receive?" Table 9 presents the responses.

Table 9

TYPE OF INFORMATION RESPONDENTS WOULD LIKE TO RECEIVE FROM CP/PCR UNIT, BY CATEGORY

Category	Number of Responses
Known offenders or suspect information	16
Information on criminal activity	7
Crime patterns and trends	6
Possible problem areas and areas' general needs	5
Narcotics information	3
Suspicious activity	3
Information on CP/PCR Unit's programs and activities	3
Possible informants	3
Witness information	2
Training needs	1
Citizens' opinions	1
General information pertaining to sector	1

Two officers responded that the unit could provide no useful information, and one respondent stated he did not understand the function of the unit.

Sworn personnel's participation in crime prevention functions is presented in Table 10.

Table 10
PARTICIPATION IN CRIME PREVENTION FUNCTION

	Percentage	Number
Has taken part in crime prevention function	49	60
Felt participation was useful	85	50

Findings for Table 10 revealed:

1. Approximately one-half of the respondents have taken part in a crime prevention function.
2. Of those who have participated, the majority feel that the participation was useful (85%).

CP/PCR Activities

Table 11 presents the respondents' attitudes toward the level of CP/PCR activities in the nine areas which the unit presently services.

Table 11
LEVEL OF CP/PCR ACTIVITIES DESIRED IN SERVICED AREAS
(In Percentages)

	Expand Activities	Keep Activities At Same Level	Decrease Activities	Unable to Comment
Cavalier Manor	22	23	13	42
Port Norfolk	26	28	5	41
Southside	21	28	14	37
Parkview	19	35	7	39
Jeffry Wilson	36	26	7	31
Ida Barbour	32	24	8	35
Mt. Hermon	22	30	8	40
Academy Park	32	28	3	37
Cradock	35	31	2	32

Table 11 reveals that:

1. The responses of "expand activities" ranged from a high of 36% (Jeffry Wilson) to a low of 19% (Parkview).
2. The range for "keep activities at the same level" ran from a high of 35% for Parkview to a low of 23% for Cavalier Manor.
3. The range for "decrease activities" ran from 14% for Southside to 2% for Cradock.
4. The range for "unable to comment" ran from a high of 42% for Cavalier Manor to a low of 31% for Jeffry Wilson.
5. The largest percentage response in all but two areas (Jeffry Wilson and Cradock) was the "unable to comment" category.
6. In no areas did the "decrease activities" responses exceed the "keep activities at same level" or "expand activities" responses.
7. Excluding the "unable to comment" category, the largest percentage of officers responded that services should be expanded in the following areas:
 - Jeffry Wilson (36%)
 - Cradock (35%)
 - Academy Park (32%)
 - Ida Barbour (32%)

Table 12 summarizes the responses received to the question: "What other areas of the city, if any, do you feel need more activities by the CP/PCR Unit?"

Table 12
OTHER AREAS OF CITY NEEDING MORE CP/PCR ACTIVITIES

Area	No. of Responses	Area	No. of Responses
Churchland	25	West Norfolk	1
Simonsdale	4	Park Manor	1
Hodges Manor	3	Washington Park	1
Westhaven	3	Lincoln Park	1
All areas of the city	3	Brighton	1
Sugar Hill/Shea Terrace	2	London Oaks	1
Olive Branch	2	Indian Lakes	1
Downtown	2	Collinswood	1
Olde Towne	1		

The only area named a considerable number of times was Churchland. Fifty-one of the officers responded that no other areas of the city need more CP/PCR activities. Four officers stated that predominantly white middle-class neighborhoods should also be serviced by the CP/PCR Unit.

Importance of Various CP/PCR Activities

Table 13 reports officers' attitudes toward the importance of various CP/PCR activities; these attitudes varied widely.

Table 13
IMPORTANCE OF VARIOUS CP/PCR ACTIVITIES

	Very Important	Somewhat Important	Not Important	Not Familiar With Activity
Business Security Surveys	59	31	4	5
Residential Security Surveys	64	27	4	5
Saturation of Problem Areas in City	55	20	9	17
Sponsoring Youth Teams	29	40	24	7
Civilian Radio Motor Patrol	20	32	40	8
Sponsoring Trips for Senior Citizens, Youths, & Others	15	39	37	9
Neighborhood Block Security Programs	58	31	6	4
Block Mothers	33	33	14	20
Operation Identification	61	27	8	5
Crime Prevention Programs on Personal Security	47	34	10	10
Slow Down for Tots	57	29	10	5
Concerned Citizens Program	38	40	18	4
Community Service Officer Program	30	41	20	10
Contacts with Navy Personnel	15	39	32	15
Mental Health Runs	7	29	34	30
Safety Town	40	37	15	8
Blue Light Program	16	35	17	32

1. The range for responses of "Very Important" ran from a high of 64% for Residential Security Surveys to a low of 7% for Mental Health Runs.
2. The percentage of officers responding to "Somewhat Important" ranged from 41% for Community Service Officers' Program to 20% for Saturation of Problem Areas.
3. The range for responses of "Not Important" ran from a high of 40% for Civilian Radio Motor Patrol to a low of 4% for Business and Residential Security Surveys.
4. Those responding that they were not familiar with the activity cited ranged from 32% for the Blue Light Program to 4% for the Concerned Citizens Program and the Neighborhood Block Security Program.

After excluding the "not familiar with activity" responses, each activity was ranked according to its perceived importance. The score for each activity was calculated by multiplying the percentage of officers giving a particular response by the point assignment for that response. (Points assigned are: very important - 2 points; somewhat important - 1 point; unimportant - 0 points.) The results were then summed. Table 14 ranks the activities from those perceived most important to those perceived least important.

Item 17 of the survey solicited verbatim responses to the question: "What should be done to improve the services provided by the CP/PCR Unit?" Table 15 presents the general responses given.

Suggested improvements ranged from developing more effective communication between the CP/PCR Unit and other police officers to eliminating the unit completely and getting CP/PCR officers back into regular police work. In particular, officers not familiar with the unit would like to know its functions, and suggest that CP/PCR officers accompany them on their beats to see the kinds of problems they work with and the information they need. Regular officers also seem to feel that CP/PCR officers tend to forget that they themselves are sworn personnel and owe their primary allegiance to the police department.

Table 14

RANKING OF ACTIVITIES BY PERCEIVED IMPORTANCE
(From Most Important to Least Important)

<u>Activity</u>	<u>Score</u>	<u>Rank</u>
Residential Security Surveys	165	1
Business Security Surveys	159	2
Saturation of Problem Areas in City	156	3.5
Operation Identification	156	3.5
Neighborhood Block Security Programs	154	5
Slow Down for Tots	150	6
Crime Prevention Program on Personal Security	141	7
Safety Town	128	8
Block Mothers	123	9
Concerned Citizens Program	122	10
Community Service Officer Program	112	11
Sponsoring Youth Teams	105	12
Blue Light Program	99	13
Contacts with Navy Personnel	80	14
Civilian Radio Motor Patrol	77	15.5
Sponsoring Trips for Senior Citizens, Youths, & Others	77	15.5
Mental Health Runs	62	17

Table 15

WAYS TO IMPROVE SERVICES OF CP/PCR UNIT

<u>Response</u>	<u>Number of Times Response Given</u>
Improve communications for better understanding between the CP/PCR Unit and the rest of the department.	21
Concentrate on crime prevention activities rather than social service activities. Act as police officers -- not social workers.	11
Provide more "street" information to patrol officers and investigators.	9
Eliminate program.	2
Put CP/PCR officers back on the street. Make them police officers again.	2
Spread activities through all areas of the city.	2
Direct community relations activities toward particular groups (i.e., anti-police persons, school-age children to improve rapport at an earlier age).	2
Inform public of services which are provided.	1
Expand burglary and robbery programs with businesses.	1
CP/PCR officers should be more familiar with their assigned areas.	1
More effective management.	1
Decrease number of assigned personnel.	1
Encourage victims to prosecute.	1

Conclusions

1. Sworn personnel have positive attitudes toward the CP/PCR Unit's performance in three categories: helpfulness in deterring criminal activities, effectiveness, and usefulness of the unit to the police department. In only one category, usefulness of CP/PCR information in performing duties, did the majority of officers respond negatively to the CP/PCR Unit's performance.
2. Higher-ranking officers generally evaluated the CP/PCR Unit more favorably than did patrol officers.
3. Uniform patrol personnel evaluated the CP/PCR Unit more highly than did criminal investigations personnel.
4. Based on responses received in the questionnaire, the degree of information exchanged between sworn personnel and the CP/PCR Unit appears to be severely limited. Sixty-seven percent (67%) of the officers had not contacted the CP/PCR Unit for information during the previous month. Seventy-one percent (71%) responded that a CP/PCR officer had not come to them with information related to their duties during the previous month, while 34% responded that the CP/PCR Unit has never come to them with information.
5. The CP/PCR Unit did supply information to the majority of respondents who requested it (92%).
6. A majority of respondents who had received information from the CP/PCR Unit feel that the information provided was useful. These responses suggest that the type of information which the CP/PCR Unit can provide is helpful to sworn personnel in their day-to-day activities.
7. A high percentage of the sworn officers (88%) would like to receive information on a regular basis, suggesting that sworn personnel would like to increase their interaction with the CP/PCR Unit. Information desired includes criminal activity in neighborhoods, names and addresses of known offenders and suspects, crime patterns, and problems in the community. While providing information on crime patterns, known offenders, and suspects is basically a function of the Crime Analysis

Unit (CAU), the CP/PCR Unit could provide valuable information to the CAU, which could then disseminate the information to other sworn personnel.

8. Although less than one-half of the respondents had participated in some type of crime prevention function, the majority of those who did participate in such functions felt that they were helpful, therefore officers should be encouraged to participate in these functions.
9. Based on a combination of verbatim and close-ended responses, many of the officers demonstrated an unfamiliarity with the functions of the CP/PCR Unit.

EVALUATIONS OF POLICE/PROSECUTOR RELATIONS

Executive Summary

Police/prosecutor relations were assessed using a variety of research methods including a review of case preparation, surveys, analysis of log-books held by prosecutors, and analysis of the pager system.

The results of the analyses show that a very close and effective working relationship exists between the Portsmouth Commonwealth's Attorney and the Portsmouth Police Department. The quality of case files and the disposition of felony cases have improved. Career criminals are receiving more severe sentences in less time from date of arrest, and are less involved in plea bargaining than individuals charged with the same crimes two years ago. Prosecutors report that the number of cases weakened by poor police performance in Phase II of ICAP has declined substantially in comparison with the previous year.

Various procedural changes were recommended which could further increase the close police/prosecutor relationship. The use of revised Screening Intake Reports should improve the flow of feedback and advice between police and prosecutors. The evaluators recommended, based on interviews with prosecutors and an analysis of case quality, that the police focus more training efforts on evidence-gathering and on interviewing witnesses.

VII. POLICE-PROSECUTOR RELATIONS

EVALUATIONS OF POLICE/PROSECUTOR RELATIONS

Introduction

During the spring of 1979, Portsmouth Commonwealth's Attorney James A. Cales and his assistants, along with selected members of the Portsmouth Police Department, were interviewed and administered questionnaires developed to assess various aspects of police/prosecutor interaction within the Portsmouth criminal justice system. The purpose of this report is to present data on (1) the impact of new procedures developed under ICAP on case file quality and disposition of felony cases (particularly the Major Offender Program and the Pager System); (2) the problems and successes evident in teaming the prosecutor with the police officer early in the process of preparing felony cases; (3) the impact of the new procedures (Major Offender Program and Pager System) on the relationship between the Commonwealth's attorney's staff and the Portsmouth Police Department, particularly its Criminal Investigation Division; and (4) the impact of the Major Offender Program on processing selected felony cases.

Research Design and Procedure

In order to establish a sufficient and reliable information base, the evaluators decided to study five distinct sources of data. First, all entries made in the on-call attorney's logbook during the 1978 calendar year were examined. During 1978, 849 calls for service were reported in the on-call attorney's logbook. At least one warrant was issued for 466 of the calls for service (418 felony warrants and 48 major offender warrants).

Second, the quantitative data gathered from the logbook was supplemented by interviews conducted with the Commonwealth's attorney and his deputies. Third, interviews were conducted with 40 of the 48 members of the Portsmouth Police Department's Criminal Investigation Division. These interviews, discussed in detail in later sections of this report, enabled the evaluators to report and analyze the opinions of individuals who were the primary users of the Major Offender Program and the Pager System. Fourth, data pertaining to processing burglary and robbery felony cases were obtained from the Commonwealth's attorney's case files. Finally, field observations were conducted on the operation of the Pager System in Portsmouth.

Format of This Report

The evaluation report contains eight sections. Section One is a general discussion of the Portsmouth Commonwealth's attorney's Major Offender Program and the operation of the Pager System. Section Two presents information relating to the utilization of the Pager System by the Criminal Investigation Division. This section focuses on the frequency of use, the number of warrants issued, the source of calls, and the time of day and day of week calls were made. Section Three discusses the effect of the Major Offender Program and the Pager System on the operation of the Commonwealth's Attorney's Office. Section Four is an assessment of the Major Offender Program and the Pager System from the perspective of the Portsmouth Police Department's Criminal Investigation Division. Section Five is an evaluation of police performance from the perspective of the Commonwealth's Attorney's Office. Section Six is a comparative analysis of burglary and robbery cases prior to, and after implementation of, the Major Offender Program in September, 1977. Section Seven presents a flow chart which tracks the possible dispositions of felony cases through the adjudicatory process of the Portsmouth criminal justice system, and identifies the basic focus points which decide the final disposition of a case. Section Eight contains a general summary of conclusions and recommendations for improvement.

Section One

THE OPERATION OF THE MAJOR OFFENDER PROGRAM
AND THE PAGER SYSTEM

The Major Offender Program

In September of 1977 the Portsmouth Commonwealth's Attorney's Office instituted the first federally funded Major Offender Program within the Commonwealth of Virginia. The goal of this program was the swift and sure punishment of (1) career criminals* and (2) individuals who had committed violent crimes.

It has long been recognized that a relatively small percentage of the criminal population accounts for a disproportionately large share of the total number of crimes committed and the majority of serious crimes. Major Offender Programs enable Commonwealth's attorneys to maximize available resources and direct them toward this rather small but very significant segment of the criminal population. Prosecution of the major offender and the career criminal requires special attention, and a considerable amount of time and effort must be expended by a prosecuting attorney to successfully prosecute these individuals. When the Major Offender Program was instituted in Portsmouth, Virginia, three attorneys were assigned to the program. These attorneys were given a reduced caseload so that they could concentrate both their time and energy on the prosecution of those cases which require more attention.

For effective prosecution of career criminals, early identification is a necessity. By identifying the career criminal and the major offender early in the criminal justice system, the prosecuting attorney is able to process the case from beginning to end and concentrate on its prosecution. This reduces the possibility of the case being lost in the sometimes overburdened criminal justice system or caught up in the caseload of an already overloaded attorney and not receiving the special attention that it needs. By giving cases closer attention, prosecuting attorneys are better able to deal with defensive strategies such as continuances and plea negotiations.

*The criteria used for determining a career criminal is based on the suspect's record of prior felony convictions and status (i.e., on probation or parole).

The Pager System

An aid for early identification of career criminals and major offenders is the Pager System. Through the use of a Pager System the major offender is identified at the initial screening, and a Major Offender Program attorney is assigned at that time to handle the case from the initial setting of bond, to the preliminary hearing, before the Grand Jury, and on through the trial proceedings. Initially in Portsmouth, the Major Offender Program was intended only to aid in the identification of career criminals and major offenders. In the early part of 1978, the program was modified and expanded to assist in the identification and assigning of all felony cases. This required that all the assistant Commonwealth's attorneys of Portsmouth be assigned to the Pager System. Under this system a prosecuting attorney is available 24 hours a day seven days a week through utilization of a "beeper". By having an on-call attorney accessible around the clock, the entire screening process and charging decision is removed from the police officer.

Table 1
SOURCE OF ALL WARRANTS ISSUED IN 1978

	<u>Number of Warrants</u>	<u>Percentage</u>
Pager System	708	77.0
Straight Indictment*	145	15.8
Juvenile and Domestic Relations Court Transfers	30	3.3
Fugitive Warrants	17	1.8
Other**	19	2.0
	919	100.0

*A written accusation that one or more persons have committed a crime, presented by oath, by a Grand Jury.

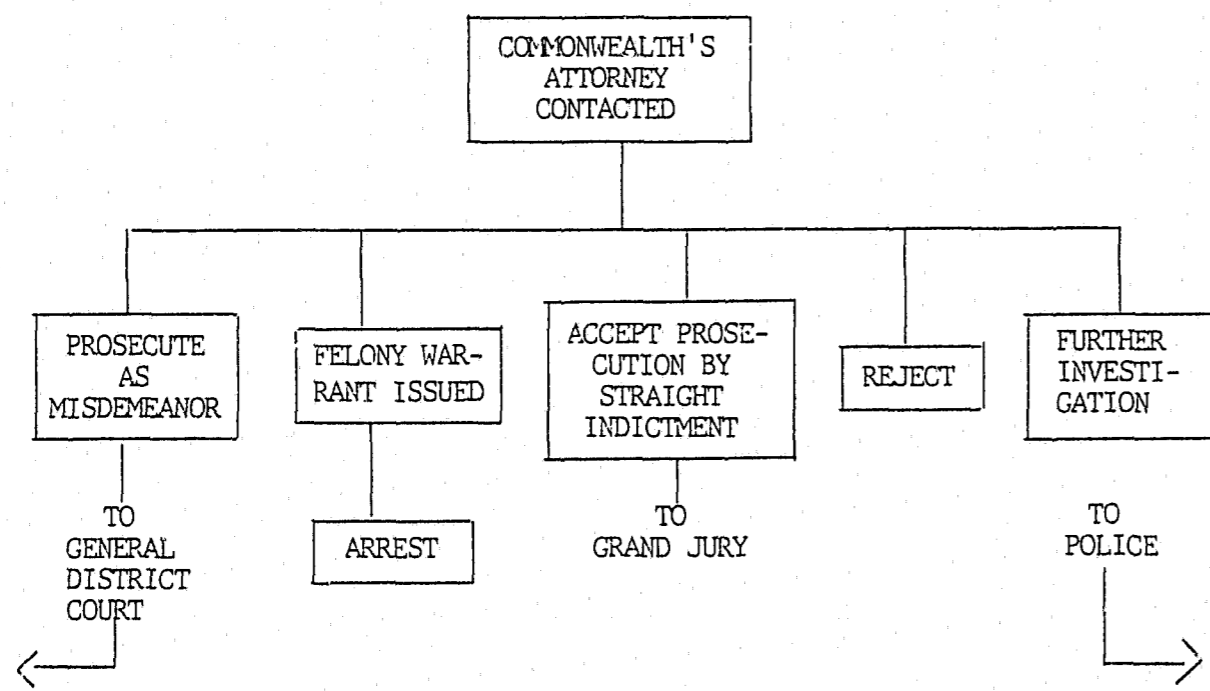
**Source of these warrants not noted in Commonwealth's Attorney's Office or found in Pager log.

Table 1 shows the source of all felony warrants issued in Portsmouth during 1978. As noted, 77% of all felonies entered the adjudicatory process via the Pager System.

The Operation of the Pager System

When a police officer has a suspect in his presence or wishes to make an arrest, the officer can contact the on-call attorney any time of day or night at the designated beeper number and leave a number at which he can be reached. The beeped on-call attorney, by directive, immediately returns a call to the policeman desiring assistance. The police officer and the on-call attorney will discuss the case and, if necessary, the on-call attorney will proceed to Police Headquarters (the on-call attorney is to be present at all warrant authorizations). Upon arrival at Police Headquarters, the on-call attorney will review the offense report, the witness statements, witness list, will discuss all pertinent facts of the case with the police officer, and review all evidence that is present. It is then that the on-call attorney will decide on what action will be taken with the suspect. Figure 1 shows this screening section of a case track for the Commonwealth's Attorney's Office.

Figure 1



As can be seen in Figure 1, the Commonwealth's attorney has five options:

1. A warrant can be authorized (WA).
2. A warrant can be delayed (WD).
3. A warrant can be refused (WR).
4. A misdemeanor can be issued (MI).
5. A decision may be made to take the case directly to the Grand Jury and, therefore, a straight indictment is recommended.

Table 2
ACTION TAKEN AS RESULT OF CALLS

	<u>Number of Calls</u>	<u>Percentage of Calls</u>
Warrant Authorized	418	49.2
Major Offender Warrant	48	5.7
Warrant Refused and/or Misdemeanor Issued*	122	14.3
Warrant Delayed	114	13.4
Legal Advice	88	10.4
Straight Indictment	24	2.8
Others**	35	4.2
	<u>849</u>	<u>100.0</u>

*Because of the inability of the evaluator to determine, from the log entry, if a misdemeanor warrant was issued or a warrant was refused, these categories were combined.

**Call was made to forward information to on-call attorney.

Table 2 presents a breakdown of the action taken as a result of calls received by the on-call attorney. Approximately 55% of all calls received by the on-call attorney resulted in the issuance of at least one warrant. The issuance of a warrant was delayed as a result of 13.4% of the calls received, and 10.4% of the calls were for legal advice. For 14.3% of the calls received, no felony warrant was issued.

CONTINUED

2 OF 4

In a number of cases the police officer may have been issued a felony warrant by the Magistrate had not an attorney been on call to advise against issuance of a felony warrant or to recommend a misdemeanor warrant. Upon arrival at Police Headquarters the on-call attorney reviews the evidence and decides whether the issuance of an arrest warrant is justified. If the attorney so decides, he/she and the police officer will proceed to the Magistrate's office with the necessary information to secure the warrant for the arrest of the suspect.

A member of the Commonwealth's attorney's staff is better qualified than a police officer to decide what the appropriate criminal charge should be. A more accurate and appropriate charging decision at this stage of initial screening and arrest will reduce the need, and conceivably the bargaining, for reduction of the charges later on in the criminal justice system. The same is true if the on-call attorney decides that there is not enough evidence for prosecution at the time of his review of the case. His recommendation to delay the securing of a warrant, which is always followed by instructions given to the police officer regarding what additional information and evidence is necessary, will not only make for a stronger case when the arrest is finally made, but should also reduce the number of cases which have charges dismissed or reduced at trial for evidence-related deficiencies.

It is important to recognize that the use of a system such as Pager is not contingent upon the presence of a Major Offender Program, or vice versa. Early identification and assignment evidently can benefit the entire system when employed on all felony cases. However, usage of the Pager System in the strictest sense will employ vertical prosecution. The on-call attorney who did the initial screening would be assigned the case from that point on through the criminal justice system. When Pager is used with a Major Offender Program, this is not possible because of the assignment of specified crimes to the Major Offender Program attorneys. In Portsmouth, however, early assignment of cases is still operative although the procedure varies slightly from vertical prosecution. This is handled through case discussions and assignments at daily morning meetings.

Assignment of Felony Cases

Every morning at 8:30, the Commonwealth's attorney and his staff discuss with the on-call attorney the cases that were handled during the preceding

24 hours and in particular those which resulted in the issuance of a felony warrant. This procedure allows every attorney to be briefed on each case from the previous 24-hour period; therefore, whoever is assigned to the particular case is up-to-date from the initial screening phase on. Although not following vertical prosecution in the strictest sense, the assignment of cases the following morning should not and does not appear to prohibit successful prosecution.

Besides early identification and successful prosecution of criminals, a more subtle benefit is received in what can be viewed as the educational process that goes on when the prosecuting attorney and police officers are involved in working together and making decisions, such as whether or not to make an arrest. In this process, police officers are becoming more familiar with what the prosecution needs to have a quality case. On the other hand, prosecuting attorneys become more familiar with the problems and difficulties confronting a police officer. This can lead to the improvement of morale and working relationships, not only in the stage of arrest but later at the preliminary hearing and, subsequently, at the trial where successful prosecution becomes contingent upon numerous factors, not the least of which are the testimony of the police officer and the performance of the Commonwealth's attorney's staff.

Successful implementation of a program such as the Major Offender Program and, especially, the effective use of a Pager System, requires a great deal of time and effort on the part of both the prosecuting attorneys and the police officers themselves. In the operation of a system of this sort, a close working relationship is mandatory. In this situation, as in many others, the success or failure of a program can be contingent upon how well the two parties (1) like the project, and (2) like each other. Table 3 displays the opinions of the Pager System expressed by the Criminal Investigation Division and the Commonwealth's attorney's staff.

Table 3
POLICE/PROSECUTORS' RATING OF THE PAGER SYSTEM
(In Percentages)

	Very Good	Good	Average	Fair	Poor	Number
Police Officers' Perceptions	63.2	31.6	5.3	0	0	38
Prosecuting Attorney's Perceptions	82.0	18.0	0	0	0	11

Section Two
UTILIZATION OF PAGER

Introduction

This section of the report concentrates on the operation and utilization of the Pager System. As discussed previously, screening cases very early in the criminal justice system has been received favorably by both the Commonwealth's Attorney's Office and the Criminal Investigation Division in Portsmouth. The purpose of this section is to present data on the utilization of the Pager System by the Criminal Investigation Division in general and within individual bureaus of the division.

Goals of the Utilization of Pager Analysis

The evaluation of the utilization of Pager by members of the Criminal Investigation Division was undertaken in order to ascertain which units are the primary users of the system and what particular types of calls are being made most frequently. Specifically, the evaluation was designed to measure:

1. the overall frequency of Pager use;
2. the number of warrants issued through Pager, both Major Offender warrants and regular felony warrants;
3. which units of the Criminal Investigation Division are making the most frequent calls;
4. what type of calls are most frequently made;
5. what percentage of the total number of felony warrants issued were made through the Pager System; and
6. the use of Pager by time of day and day of the week.

Research Design of the Utilization of Pager Analysis

The data for this section of the evaluation were obtained during April and May of 1979 by reviewing all entries made in the on-call attorney's log-book for the calendar year 1978. The information sheet attached (see Appendix I) was developed to compile the necessary data needed to address the above described goals for this section. Of particular interest in this section were:

1. date of call;
2. time of call;
3. officer's name (this information was later coded as department initiating call);
4. nature of call (i.e., warrant authorized, legal question, etc.); and
5. warrant number, if one was issued.

If more than one warrant was issued as a result of a call, this fact was also noted on the information sheet.

Results of the Utilization of Pager Analysis

During 1978, a total of 849 calls were handled through the Pager System. At least one warrant was authorized as a result in 466 of these calls (418 felony warrants and 48 major offender warrants). A total of 919 warrants were issued in Portsmouth during the 1978 calendar year. The 708 warrants issued through Pager represent 77% of this total amount. (Table 1 in Section One of this report gives the detailed breakdown of all warrants issued during the year as well as their source.)

Table 4
BREAKDOWN OF CALLS DURING AND AFTER WORK HOURS

	Number of Calls Received	Percent of Calls Received
9:00 AM to 5:00 PM	357	51.7%
5:00 PM to 9:00 AM	334	48.3%
	691 ¹	100.0%

Tables 4 through 8 present a detailed analysis of the utilization of the Pager System. It is particularly important to note:

1. About one-half of the calls are made after normal working hours.
2. Seventeen percent of the calls occur on weekends.
3. The number of calls vary by day of the week with Tuesday and Friday being the heaviest days for calls.

¹Only 691 cases are used for calculations in Tables 4, 6, 7, and 8 due to failure by the on-call attorney to note the time of call in the log. These 158 missing entries constitute an 18.6 omission rate for this section.

Table 5
NUMBER AND PERCENTAGE OF CALLS BY DAY OF WEEK

	Number of Calls	Percentage of Calls
Monday	131	15.4
Tuesday	159	18.7
Wednesday	136	16.0
Thursday	124	14.6
Friday	155	18.3
Saturday	78	9.2
Sunday	66	7.8
Total	849	100.0%

Table 6
NUMBER OF CALLS PER HOUR BY DAY OF WEEK

	MON	TUES	WED	THUR	FRI	SAT	SUN	Total by Hour
0001-0100	4	2	5	3	4	5	3	26
0101-0200	2	3	2	4	4	1	4	20
0201-0300	2	3	5	5	3	5	1	24
0301-0400	2	1	2	4	2	3	3	17
0401-0500	3	0	3	0	5	2	4	17
0501-0600	3	1	4	2	2	1	7	20
0601-0700	0	1	0	0	2	0	2	5
0701-0800	0	0	1	0	0	2	2	5
0801-0900	2	0	0	1	2	1	1	7
0901-1000	6	9	9	5	4	0	3	36
1001-1100	8	2	9	7	9	3	2	40
1101-1200	9	12	7	4	12	3	0	47
1201-1300	13	10	5	3	6	0	2	39
1301-1400	8	12	4	7	3	4	1	39
1401-1500	6	19	11	13	7	1	1	58
1501-1600	10	9	11	9	10	4	1	54
1601-1700	9	10	11	7	6	1	0	44
1701-1800	0	4	2	3	5	7	3	24
1801-1900	2	4	3	5	6	5	2	27
1901-2000	5	5	4	2	8	1	3	28
2001-2100	5	4	6	6	4	5	2	32
2101-2200	3	2	5	3	6	4	1	24
2201-2300	2	3	1	4	4	7	5	26
2301-2400	4	5	5	6	6	4	2	32
Total by Day	108	121	115	103	120	69	55	691

Table 7

FOUR-HOUR BREAKDOWN OF CALLS BY DAY OF WEEK

<u>Time</u>	<u>Monday</u>	<u>Tuesday</u>	<u>Wednesday</u>	<u>Thursday</u>	<u>Friday</u>	<u>Saturday</u>	<u>Sunday</u>	<u>Total</u>
0901 to 1300	36	33	30	19	31	6	7	162
1301 to 1700	33	50	37	36	26	10	3	195
1701 to 2100	12	17	15	16	23	18	10	111
2101 to 0100	13	12	16	16	20	20	11	108
0101 to 0500	9	7	12	13	14	11	12	78
0501 to 0900	<u>5</u>	<u>2</u>	<u>5</u>	<u>3</u>	<u>6</u>	<u>4</u>	<u>12</u>	<u>37</u>
TOTAL	108	121	115	103	120	69	55	691

160.

Table 8

PERCENTAGE FOR FOUR-HOUR BREAKDOWN OF CALLS BY DAY OF WEEK

<u>Time</u>	<u>Monday</u>	<u>Tuesday</u>	<u>Wednesday</u>	<u>Thursday</u>	<u>Friday</u>	<u>Saturday</u>	<u>Sunday</u>	<u>Total</u>
0901 to 1300	33.3	27.3	26.1	18.4	25.8	8.7	12.7	23.4
1301 to 1700	30.6	41.3	32.2	35.0	21.7	14.5	5.5	28.2
1701 to 2100	11.1	14.0	13.0	15.5	19.2	26.1	18.2	16.1
2101 to 0100	12.0	9.9	13.9	15.5	16.7	29.0	20.0	15.6
0101 to 0500	8.3	5.8	10.4	12.6	11.7	15.9	21.8	11.3
0501 to 0900	<u>4.6</u>	<u>1.7</u>	<u>4.3</u>	<u>2.9</u>	<u>5.0</u>	<u>5.8</u>	<u>21.8</u>	<u>5.4</u>
TOTAL	99.9	100.0	99.0	99.9	100.1	100.0	100.0	100.0

(N=691)

As Table 9 below indicates, the Pager System was most heavily used during the month of August (104 calls), followed by January with 93 calls. It should be noted that during the last quarter of 1978, Pager usage seemed to have tapered off with four of the five lowest frequencies falling during this time period.

Table 9
MONTHLY BREAKDOWN OF PAGER CALLS

Month	Number of Calls	Percentage of Calls
January	93	11.0
February	58	6.8
March	72	8.5
April	61	7.2
May	77	9.1
June	71	8.4
July	66	7.8
August	104	12.2
September	61	7.5
October	64	7.5
November	63	7.4
December	59	6.9
TOTAL	849	100.0

A further breakdown of the nature of the calls for each month can be seen in Table 10.

It was noted in the discussion of Table 9 that during the month of August, Pager was most heavily used. Although Pager was used more during that month, it did not result in more warrants being issued than in other months. In fact, as indicated in Table 10, January and March (85 and 78 respectively) both produced more warrant authorizations than did August with 73 felony warrant authorizations.

Table 10
RESULTS OF CALLS BY MONTH
(In Numbers)

Month	WA*	WAM	WR/MI	WD	LQ	SI	OTHER
January	74	11	5	6	15	3	13
February	63	3	6	2	3	1	3
March	63	15	11	10	4	2	2
April	48	6	6	9	7	1	4
May	58	7	8	17	5	1	2
June	40	5	19	6	6	1	2
July	49	6	19	7	0	0	2
August	66	7	17	20	13	2	5
September	52	6	7	9	2	2	0
October	42	1	8	14	8	2	1
November	45	5	9	8	14	2	0
December	35	1	7	6	11	7	1
TOTAL	635	73	122	114	88	24	35

*For Tables 10, 11, and 12 the following key to abbreviations is used:

- WA - Warrant Authorized
- WAM - Major Offender Warrant Authorized
- WR/MI - Warrant Rdfused and/or Misdemeanor Issued
- WD - Warrant Delayed pending further investigation
- LQ - Legal Question
- SI - Prosecution followed by use of Straight Indictment
- OTHER - Call was made to forward information to on-call attorney

Table 11
RESULTS OF CALLS BY MONTHLY BREAKDOWN
(In Percentages)

Month	WA*	WAM	WR/MI	WD	LQ	SI	Other	Number of calls
January	49.5	5.4	5.4	6.5	16.1	3.2	14.0	93
February	69.0	5.2	10.3	3.4	5.2	1.7	5.2	58
March	50.0	9.7	15.2	13.9	5.6	2.8	2.8	72
April	50.8	4.8	9.8	14.8	11.5	1.6	6.6	61
May	49.4	7.8	10.4	22.1	6.5	1.3	2.6	77
June	47.9	4.2	26.8	8.5	8.5	1.4	2.8	71
July	50.0	7.6	28.8	10.6	0.0	0.0	3.0	66
August	40.4	4.8	16.3	19.2	12.5	1.9	4.8	104
September	59.0	8.2	11.5	14.8	3.3	3.3	0.0	61
October	46.9	1.6	12.6	21.9	12.5	3.1	1.6	64
November	41.3	6.3	14.3	12.7	22.2	3.2	0.0	63
December	44.1	1.7	11.9	10.2	18.6	11.9	1.7	59
								849

Table 12 gives a detailed breakdown of calls made by each department and the result of the calls

Table 12
RESULT OF CALLS BY DEPARTMENT
(In Percentages)

	WA	WAM	WR/MI	WD	LQ	SI	Other	Number
Homicide-Robbery	37.8	15.0	12.6	22.0	9.4	0.8	2.4	127
Sex Crimes	56.3	0	12.6	19.5	9.2	1.2	1.2	87
Burglary	51.5	11.8	13.8	4.4	7.4	5.9	4.4	68
Larceny	24.1	5.7	21.8	20.7	18.4	3.4	5.7	87
Check Squad	58.8	2.5	8.3	10.1	7.6	10.9	1.7	119
Youth Services	30.8	0	15.4	7.7	30.8	0	15.4	13
SIB	68.4	1.1	12.7	6.3	4.2	1.1	6.3	95
Uniform Patrol	56.2	6.8	16.7	9.9	8.0	0.6	1.9	162
Other*	38.3	1.1	16.5	14.3	18.7	0	11.0	91
Total number								849

*Magistrate, Fire Marshall, State Police, etc.

Conclusions: Utilization of Pager

Although this section was designed primarily to monitor the overall utilization of Pager during the course of data collection, a few procedural observations were made.

As noted in Table 4, for 18.6% of the calls the time of the call was not recorded in the log. It was also discovered that in 20.3% of all entries for the issuance of a felony warrant, the warrant number was not specified in the log.

Recommendations

The following recommendations are submitted for consideration.

1. Immediate review of police guidelines for on-call attorneys to ensure that:
 - a. all required log entries are made;
 - b. on-call attorneys initial every entry;
 - c. more attention is directed to clarity of entries, especially for those involving straight indictments;
 - d. each entry is coded in left margin.
2. On all calls in which a warrant is refused, have the police officer initial the log.
3. Review the possibility of having on-call attorneys present within the Criminal Investigation Division between the hours of 1600 and 1800.

An Interim Report was submitted in June, 1979. Since then, Portsmouth's Commonwealth's attorney has developed and implemented new forms for use by the on-call attorney which, by design, will eliminate the omission and entry problems discussed above.

Section Three

PERCEPTIONS OF THE PORTSMOUTH COMMONWEALTH'S ATTORNEY'S OFFICE REGARDING THE PAGER SYSTEM AND MAJOR OFFENDER PROGRAM

Introduction

This section of the report will concentrate on the impact of the Major Offender Program and the Pager System on the internal operation of the Portsmouth Commonwealth's Attorney's Office. The implementation of these programs has resulted in a number of policy and work assignment changes within the Commonwealth's Attorney's Office. The purpose of this section is to present data on the changes which have occurred in the internal operation of the Commonwealth's Attorney's Office and the impact of these changes on office operations.

Goals of the Pager System Evaluation

The evaluation of the Pager System from the perspective of the Commonwealth's Attorney's Office was undertaken to assess the development of Pager since its implementation. Specifically, this portion of the evaluation was designed to measure:

1. when and how prosecutors actively enter felony cases;
2. the regularity of prosecutorial advice in selected areas of criminal procedures;
3. the perception of the Commonwealth's attorney's staff on the strengths and weaknesses of the Pager System;
4. the impact of the Major Offender Program on the workload of prosecutors.

Research Design

The data for this section of the evaluation were collected through personal interviews conducted in May, 1979 with Portsmouth Commonwealth's Attorney James A. Cales and his assistants. The interviews ranged in time from 45 minutes to two hours. The questionnaire was developed to ascertain the views of the assistant Commonwealth's attorneys on the impact of Pager and the Major Offender Program on the internal operations of the office. The portion of the questionnaire dealing with these issues is attached as Appendix J.

Attorneys' Opinions of Pager

In response to the question regarding their overall opinion of the Pager System, nine of the respondents (82%) rated it as Very Good and the remaining two (18%) rated it as Good. The assistant Commonwealth's attorneys felt that Pager was not only a good idea (in theory), but that it was also working extremely well in practice. Table 3, in Section One of this report, shows a comparison of the responses made by the Commonwealth attorney's staff and those made by police officers.

Types of Calls Most Frequently Received

Nine attorneys responded to the question relating to the types of calls for service received. (The responses of the Commonwealth's attorney and the attorney who handles only juvenile cases will be discarded for the remaining questions pertaining to actual user or on-call attorneys.) Seven of the respondents stated that the most frequent types of calls were requests for issuance of a warrant. The remaining two responded that it was a 50/50 split between warrant authorizations and legal questions.

The attorneys' responses regarding type and frequency of calls were compared with the actual count. The attorneys' perceptions were quite accurate (see Table 2 in Section One of this report).

Identifying Call Sources

As stated above, the nine assistant Commonwealth's attorneys were asked to identify which unit(s) of the Police Department were initiating the contact of the on-call attorney through use of Pager. Six identified the larceny squad as making the most frequent use of Pager, one respondent said it was vice and narcotics, and one identified larceny and burglary as evenly distributed. The remaining respondent stated it was just the detective bureau in general and couldn't identify any one particular section. Table 13 gives the actual breakdown of calls received by the department initiating the call, as obtained from the on-call attorney's logbook.

As Table 13 indicates, 70.2% of Pager use is through the Criminal Investigation Division. Within this division, the Homicide and Robbery Squad (15.0%) and Check Squad (14.1%) are the most frequent users of the system.

Table 13

CALLS MADE BY INITIATING DEPARTMENT (In Number and Percentages)

	<u>Number of Calls</u>	<u>Percentage</u>
Criminal Investigation Division		
Homicide-Robbery	127	15.0
Sex Crimes	87	10.2
Burglary	68	8.0
Larceny	87	10.2
Check Squad	119	14.1
Youth Services	13	1.5
Special Investigation	95	11.2
Subtotal for CID:	(596)	(70.2)
Uniform Patrol	162	19.1
Other*	91	10.7
TOTAL	849	100.0%

*Calls made by Magistrate, Fire Marshall, State Police, etc.

The Continuation of the Pager System

All eleven attorneys were asked their opinion regarding continuation of Pager. The respondents unanimously agreed that Pager should be continued, although two attorneys suggested the following modifications:

1. use of more vertical prosecution;
2. reducing the need for the on-call attorneys to go to Police Headquarters.

Strengths of Pager

Prosecuting attorneys were then queried on what they thought the strengths of Pager were. The most frequent responses were:

1. the ability of Pager to weed out poor cases and solidify good ones;

2. the rapport that was gained between prosecuting attorneys and police officers;
3. the early warnings and identification of problems with cases;
4. the general improvement in quality of case preparations;
5. training and assistance in understanding each other's jobs;
6. the increase of cooperation between the prosecuting attorneys and police officers.

Weaknesses of Pager

When asked the weaknesses of Pager, all the respondents had difficulty in pinpointing any weaknesses of the Pager concept. However, six of the nine respondents assigned to Pager mentioned that being on-call for a full week did become inconvenient. The possibility of Pager fostering a dependence on prosecuting attorneys for making decisions that otherwise could be made by the police was also identified by two respondents as a possible weakness, but neither said they were sure this was true in Portsmouth. Although inconvenience was stated by a number of assistant Commonwealth attorneys, all six also said that this was not a very big deal, and the general attitude was that it was just a necessary evil with benefits that far outweighed the physical inconvenience. These responses of inconvenience prompted the investigator to question whether or not seven days was too long a period for an individual to be on call. Six of nine respondents said no, while three stated that seven days was too long. However, all three qualified the statement by adding, for example, that "any other method wouldn't be possible or feasible, or would just mean being on call more often."

Training of New Attorneys

On June 1, 1979, Portsmouth hired two attorneys to replace departing attorneys, and in both July and August new attorneys were hired. For this reason the assistant Commonwealth's attorneys were questioned on what they believed to be the best methods for indoctrinating these attorneys into the Pager System. On-the-job training was, by far, the most frequent reply (7 of 9 respondents). It was recommended that the break-in period be very slow, and that new attorneys be allowed to pick up and go on their own only when they felt one-hundred percent sure of themselves. Responses to how long a

period this would mean ranged from three days of being on call up to a full year. The concern of most attorneys was that the new people be comfortable with their courtroom skills and performance before assuming the additional responsibility of case screening. It was also recommended by three of the assistant Commonwealth's attorneys that the new attorneys be fully aware of the fact that good relations with police is the key element necessary for successful operation of Pager, and that it is critical that bad habits and bad relations are not formed at the very outset.

Comments and Recommendations

The last question in this section solicited both comments and recommendations for the future operation of Pager. These recommendations were made:

1. Vertical prosecution should be done on more cases. (2 responses)
2. More public relations work should be done to inform the police of what we can do to help.
3. Specific times and a place should be set for an on-call attorney to be available to members of the Criminal Investigation Division.
4. More of the on-call cases dealt with should be discussed at open morning meetings.
5. Attorneys should be more informally aware of what is going on with their colleagues.
6. All attorneys should receive more on-the-job training -- not just new ones.

The following comments were made about the Pager System.

1. If every office across country would implement a Pager System, the entire national criminal justice system would benefit greatly.
2. The Pager System has great potential for the future.
3. The quality of a case is proportionate to the amount and quality of work put in by prosecutors and police.
4. I'm drained by the end of the week and sometimes fall behind in my office work.
5. The quality of police work has improved a great deal. (This comment will be further analysed in Section V of this report.)

Consultation with Police Regarding Plea Negotiation

The focus of questioning was shifted to ascertain the prosecuting attorneys' views and use of plea negotiation. When asked how often they consulted the police officer who investigated the case on a matter of plea negotiation, every attorney responded that it was done routinely. When asked, as a follow-up to this question, if they thought the police should be consulted, six attorneys stated as their reason that it was office policy to consult with the police. The next most frequent reply was that the case was the police officer's also, and having put time and effort into it, the officer should know what was going on in the negotiation process (4 responses).

Attorney-Police Communications

In response to being questioned about how often they communicate with the police officer who was handling or had handled the case preparation, four Commonwealth's attorneys said that the communication was frequent, four stated it was just now and then, and two responded that it was seldom done. The two who stated that they seldom consulted the police indicated that frequent consultation was not required if a good case file existed.*

Police Influence in the Negotiation Process

The Commonwealth's attorneys were asked how much influence they felt the police officer had in the negotiation process. Six of the respondents said the officer had considerable influence; three stated that the officer had some influence, while one respondent said the officer had no influence and was only contacted as a courtesy.

When asked if Commonwealth's attorneys felt that the police should have influence in the negotiation process, all ten respondents said yes.

The most frequently given reasons for this response follow:

1. The police officer is more knowledgeable of the case.
2. They have investigated the case and usually have a better feeling for what was going on.
3. They have put a lot of time and effort in the case.

*Evaluations conducted as part of the Portsmouth Police Department's Integrated Criminal Apprehension Program (ICAP) reveal that case files are usually prepared in a sound manner. This suggests that only occasional police-prosecutor contact may be needed after the preparation of a case file.

4. It is a courtesy to hear and solicit their response.
5. Police officers' participation in the negotiation process had a direct benefit on morale and rapport between the police officers and the Commonwealth's Attorney's Office.

Attorney Caseload Changes

Three of the respondents were currently assigned as Major Offender attorneys. All three agreed that their caseload had decreased when the program was implemented. Three of the non-participating attorneys had just begun working in the Commonwealth's Attorney's Office when the program began, and were therefore unable to make any comparison. One attorney on the staff who handles only juvenile cases stated that his caseload has remained the same. Of the three remaining attorneys, two said that their caseload had increased, and one estimated that his had stayed about the same. No one said that his caseload had become too burdensome since the inception of the Pager System as part of the Major Offender Program.

Opinion of Major Offender Program

The Major Offender Program, as the Pager System, was rated very highly by the Commonwealth's attorney's staff. Five attorneys rated the program as Very Good, and five as Good. One attorney stated that in his opinion the Major Offender Program was unnecessary.

Strengths of the Major Offender Program

The Portsmouth Commonwealth's attorneys identified these strengths of the Major Offender Program:

1. Concentrated efforts are directed towards major offenders.
2. Special attention is given to the cases that need it.
3. The additional time spent on these cases helps win convictions.
4. The most experienced attorneys are handling the most serious cases.
5. Judges seem to be giving priority to Major Offender cases.

Weaknesses of the Major Offender Program

The most serious weakness of the Major Offender Program in Portsmouth is internal conflict. Although attorneys not participating in the program recognized the need for a reduced caseload for participating attorneys, the reduction, in the opinion of some of the assistant prosecutors, has been excessive.

Over half of the respondents stated that morale problems were a weakness of the Major Offender Program. Hard feelings have been brought on primarily because it was believed that Major Offender Program attorneys were not carrying their share of the load, and that having three attorneys in the program has resulted in a very small caseload for a few of the prosecutors.

In response to the question on whether three Major Offender attorneys are too many, seven assistant Commonwealth's attorneys said yes and two said no. However, the two who said no qualified their statement by adding that two Major Offender attorneys could do the job.

Major Offender Program Continuance

When asked if the Major Offender Program should be continued, ten of the eleven respondents to this question replied yes. One attorney, who had earlier stated that the Major Offender Program was unnecessary, did not care for its continuation. The general feeling among the attorneys was that if any other system was to be implemented rather than the Major Offender Program, it should be one which employs strictly vertical prosecution. Five of the ten respondents who favored the continuation of the Major Offender Program qualified their statement by saying that it should be modified. Suggestions for modification were, as mentioned earlier, implementation of more vertical prosecution, and reduction in the number of Major Offender Program attorneys.

Morale Problems Within the Commonwealth's Attorney's Office

The attorneys who are not assigned as part of the Major Offender unit in Portsmouth were then asked if they felt they were being slighted by their job assignments. Surprisingly, no one felt slighted. During the discussions that surrounded this topic, morale problems became evident. This section of the interview and, in particular, the discussion of how attorneys felt about not being assigned to the Major Offender Program elicited the following.

Not participating:

1. reduces job satisfaction;
2. limits experience;
3. causes bumping problems;
4. causes personality conflicts;
5. reduces the help of Major Offender Program attorneys with routine work or duties;
6. creates elitism.

All three Major Offender Program attorneys and the Commonwealth's attorney were asked if they thought the other attorneys felt slighted by their positions. All four acknowledged that the others probably felt slighted because of the limitation to their experience and the morale problems created.

Selection of Major Offender Program Attorneys

On June 1, 1979, two of the three original Major Offender Program attorneys left the Portsmouth Commonwealth's Attorney's Office to enter private practice. Their departure necessitated replacement and selection from among the other seven remaining non-participating attorneys. We therefore asked the assistant Commonwealth's attorneys how selection was made and how they felt it should be made.

All seven respondents replied that selection should be made on the basis of experience and trial ability. No one cared to associate experience with seniority, although it was agreed that length of service has a great bearing on level of experience. All the respondents felt that the Commonwealth's attorney looked for a combination of these qualities when making his selection, and everyone expressed approval and enthusiasm for the individuals selected.

Conclusions

Since implementation of the Major Offender Program and its screening element, the Pager System, the Portsmouth Commonwealth's Attorney's Office has undergone a major reorganization. Not all of the new management techniques have met with approval and, in fact, the new management procedures have created a slight morale problem among the staff.

The implementation of the Pager System and its expansion to include all felony cases had met with complete support on the part of all staff members. Pager, although noted as inconvenient at times, is recognized by everyone involved as a very innovative and unique approach to case screening. The potential of a system of this nature is tremendous and could very conceivably impact upon and improve the criminal justice system not only in Portsmouth, Virginia, but nationwide.

Recommendations for Action

Recommendations for Pager and the Major Offender Program which deal with and impact upon the Police Department and some mechanical operations of the

Pager System are included in the final section of this report. The following inner office changes should be considered:

1. continuation of the Major Offender Program with only two attorneys;
2. increased use of the exclusionary rule for Major Offender Program cases that do not require special attention;
3. review of training on use of the Pager System to make sure bad habits haven't been created. This review should focus on:
 - a. ensuring that consistency between on-call attorneys is maintained;
 - b. that public relations with police officers is emphasized;
 - c. that on-call attorneys explain why they have made a decision in each case handled; and
 - d. that a warrant refusal is never made over the phone.
4. New attorneys should rotate with each continuing attorney while receiving on-the-job training. These attorneys and all future replacements should be given a minimum of six months break-in time.

Section Four

PERCEPTION OF THE PAGER SYSTEM BY POLICE OFFICERS IN THE CRIMINAL INVESTIGATION DIVISION

Introduction to the Evaluation

This section of the report concentrates on the impact the Pager System has had upon operations within the Criminal Investigation Division of the Portsmouth Police Department. It was reported in the preceding section that the process of screening cases by on-call attorneys has brought about a number of changes within the Commonwealth's Attorney's Office. In this section we will be concerned with how these changes have been perceived by the police officers assigned to the Criminal Investigation Division.

The decision of whether or not an individual suspected of committing a crime will be arrested has historically been a discretionary power within the purview of every police officer.

Although the on-call attorney does not possess any legal authority over charging under the Pager System, his practical authority for advising police on all matters regarding authorization of warrants is quite powerful. This shift of what was once a police officer's discretionary power to an on-call attorney may be viewed two different ways: (1) this change can be seen as an intrusion of the prosecuting attorney into the police officer's domain, or (2) this change in policy may be a relief to the officers who may feel that the charging decision should not be their responsibility.

The analysis that follows is an attempt to discover which of these views or philosophies is prevalent among the police officers in Portsmouth.

Goals of the Evaluation

The evaluation of the Pager System from the perspective of the police officers within the Criminal Investigation Division was undertaken to measure:

1. perceptions of the Criminal Investigation Division staff on the strengths and weaknesses of the Pager System;
2. the regularity of prosecutorial advice in selected areas of criminal procedures;
3. police officers' overall assessment of the Pager System; and
4. police officers' perceptions of the quality work provided by the Portsmouth Commonwealth's Attorney's Office.

Research Design

The data for this section of the report were obtained during May of 1979 by having all the members of the Portsmouth Police Department's Criminal Investigation Division individually complete the attached questionnaire (see Appendix). This questionnaire was developed to assess various aspects of police/prosecutor interaction within the Portsmouth criminal justice system. Of particular interest was the impact the implementation of the Pager System has had on the interaction of these two offices. In addition, suggestions for the improvement of relations between the Commonwealth's Attorney's Office and the Criminal Investigation Division were solicited.

Results of the Evaluation

A. Pager Use

Of the 48 members listed on the Criminal Investigation Division (CID) roster, responses were obtained from 40 of them for a return rate of 83.3%. All 40 respondents were members of the Portsmouth Police Department when the Pager System was implemented in September, 1977, and 33 of the 40 respondents (82.5%) indicated that they have used the Pager System since its implementation.

B. Experience Level of Respondents

The prior experience level of the 40 responding police officers ranged from a low of two years to a high of 20 years. Overall, the respondents averaged 8.7 years' experience as Portsmouth police officers. Responses to the question regarding length of service in the CID reveal the average length of assignment to be 4.0 years, with 34.2% of the police officers having five or more years' experience with the CID.

C. Response Time

Thirty-five police officers (71.4%) responded by stating that, on the average, the on-call attorney returned their calls in five minutes or less. Two officers (5.7%) indicated that, on the average, it took 20 minutes for the on-call attorney to respond. A follow-up question asked if the time taken to respond was soon enough. Only one respondent (2.9%) stated that the response time was not quick enough.

When it is necessary for the on-call attorney to meet with the officer at Police Headquarters, 30 of 34 respondents (88.2%) stated his arrival was in 30 minutes or less. Of the remaining four officers, two stated it took the on-call attorney 40 minutes to arrive and two indicated it took 45 minutes or more. Ninety-four percent (32 of 34 respondents) said that the arrival time was soon enough.

The Screening Manual employed by the Commonwealth's attorney contains two "shoulds" in regard to response times for on-call attorneys. The first states that the attorney should respond to the police officer's page within ten minutes. According to the members of the CID this criteria is being met in 91.4% of all cases. The second guideline of the Screening Manual requires that the on-call attorney be physically present in the police station within 20 minutes. This criteria is only being met in 44.1% of the cases, according to the responses made by the CID.

D. Authorization/Refusal of Warrants

Members of the CID were then asked if the on-call attorney explained his/her decisions on the authorization and/or refusal of warrants satisfactorily. It was found that in 37.8% of the cases this was always done. In 48.6% of the cases this was usually accomplished and the remaining 13.5% of the responses indicate that satisfactory explanations are given only sometimes.

E. Advice of Commonwealth's Attorneys

As discussed in the introduction to this section, an area of concern of this evaluation was the on-call attorney's involvement in the charging decision process and the police officers' perception of this involvement. Two questions were included in the questionnaire to ascertain if the police officers felt that the Commonwealth's attorneys should be giving advice and recommendations on investigative matters and why they felt this way. A follow-up question in this area of interest is concerned with how often these recommendations (which are given to the officers by the on-call attorney on an information form) are followed by the investigating officer.

Eighty-seven percent (87%) of the respondents feel that the on-call attorney should give advice and recommendations on investigative matters. Seven prominent reasons were given for this feeling:

1. Prosecutors are more experienced in legal matters; therefore, their advice and recommendations aid the investigation.
2. It enables investigators to avoid legal complications.
3. It improves the quality of case files.
4. It allows investigators to gain insight for future cases.
5. It improves the investigator's understanding of the law.
6. The investigator is made aware of elements needed for a conviction.
7. The Commonwealth's attorney would be handling the case in court, and knows what is necessary for a good case.

Four reasons why the Commonwealth's attorneys should not be giving advice were given:

1. Commonwealth's attorneys should give advice only on the legal aspects of an investigation and not advice concerning the investigation procedure, since investigators have more experience in these matters.
2. Some Commonwealth's attorneys are inexperienced and not familiar with the law or local conditions.
3. Advice given depends entirely on the individual Commonwealth's attorney.
4. Possibly too much advice is given.

Only 52.9% of the responding officers indicated they always follow the recommendations of the on-call attorney. Forty-one percent (41%) of the respondents usually follow the recommendation, and the remaining six percent follow them sometimes.

F. Police/Prosecutor Relations

Working relations between the Commonwealth's Attorney's Office and the Police Department are of major concern in any program of this nature, particularly when frequent interaction of the nature required by Pager is involved.

A very large number of officers (91.2%) feel that the Pager System has improved the working relations between the two departments.

Twenty-four respondents cited ways in which the Pager System has improved working relations with the Commonwealth's Attorney's Office. Fifteen respondents suggested that the Pager System provides more personal contact between the assistant Commonwealth's attorneys and the investigators. This greater personal contact allows the investigator and prosecuting attorney to work together more effectively, learn about each other's problems, and receive more input. The result of this contact is better case preparation. Eight officers explained that working relations have been improved because the Pager System allows them to reach the prosecuting attorneys more quickly and easily. One response suggested that the Pager System has improved the procedure for securing a search warrant.

Two of the respondents answered negatively that things had not improved because the Commonwealth's attorneys had always responded quickly and provided help when needed.

G. Continuance of Pager

Over 97% of the CID officers said that Pager should be continued. Only 1 of the 36 respondents who replied to this question thought that Pager should be discontinued.

When the responses of the police officers and prosecuting attorneys are combined regarding the continuation of Pager, 46 of the 47 respondents (97.2%) state that Pager should be continued. This extremely high rating is viewed as an indicator of the overall approval of the Pager System and satisfaction with its performance. This nod of approval for the Pager System by members of the Criminal Investigation Division supports the idea that Pager is not seen as an intrusion by police officers. It appears that police officers are actually relieved by the presence and services of the on-call attorney in making charging decisions.

H. Strengths of Pager

The most frequently identified strength of the Pager System was that it allows immediate contact with a Commonwealth's attorney when necessary. Sixteen officers gave this response. Eight respondents

stated that the Pager System improves case preparation since communication between the investigator and the Commonwealth's attorney is more frequent. An additional strength of the Pager System is that it allows the investigator to know at the time a warrant is issued the strengths and weaknesses of a case (response given four times).

I. Weaknesses of Pager

Only six officers identified any weaknesses in the Pager System. Two respondents stated that if the on-call attorney is in court, he cannot respond promptly to his page. Two other officers suggested the need for a back-up attorney to be available in case of excessive workloads or when the on-call attorney cannot be reached. Other responses received included:

1. The Commonwealth's attorney should be contacted only in exceptional cases to reduce the need for an attorney being available at all hours of the night.
2. The Commonwealth attorneys have not specialized in cases by type of offense.

J. Police Prosecutor Interaction

Results of the interviews conducted with prosecuting attorneys in Portsmouth indicated that consultation with police officers is routinely conducted. In this section we find that, at least as perceived by the police, consultation is not quite routing.

Table 14 shows the responses of members of the Criminal Investigation Division regarding some specific areas of usual interaction between prosecuting attorneys and police officers. The four areas of concern here are:

1. interaction in the plea negotiation process;
2. discussion of cases which have resulted in reduction or dismissal at trial;
3. discussion of testimony to be given by the officer prior to trial appearance; and
4. discussion of the testimony given by the officer after court appearance.

Table 14

POLICE PERSPECTIVES ON POLICE/PROSECUTOR INTERACTION
IN SELECTED AREAS OF THE CRIMINAL JUSTICE SYSTEM
(In Percentages)

Prosecuting Attorneys:	<u>Always</u>	<u>Usually</u>	<u>Sometimes</u>	<u>Seldom</u>	<u>Never</u>	<u>Number</u>
Consulted police officers regarding plea negotiations.	7.7	51.3	20.5	17.9	2.6	39
Discuss reasons for dismissal or reduction of charge.	7.5	47.5	17.5	17.5	10.0	40
Discuss testimony prior to trial.	7.5	30.0	40.0	20.0	2.5	40
Discuss testimony after trial.	2.5	17.5	32.5	32.5	15.0	40

As Table 14 indicates, consultation between police officers and prosecuting attorneys is not perceived as being a routine matter in plea negotiations or any other selected area. Only 59% of the respondents stated that they were Always or Usually consulted regarding a plea negotiation matter, and this percentage dropped markedly in the other areas to a low of 20% regarding discussion of testimony after trial.

When asked if they felt they should be involved in discussions with the prosecuting attorneys on these matters, every member of the CID said that the Commonwealth's attorneys should discuss these matters with investigative officers.

Responses to the question of why the Commonwealth's attorneys should consult with the investigators regarding plea negotiations fell into five categories:

1. The investigator makes the arrest and works on putting the case together; therefore, he has a right to be involved and be kept informed until the final stages of the case. (15 respondents)

2. The investigators are more familiar with the defendants' background. (7 respondents)
3. The investigator may have additional information which may not be in the case file. (2 respondents)
4. The officer has a need to be aware of any plea negotiation due to his concern for the victim. (1 respondent)
5. There is a possibility of conflict between agencies. (1 respondent)

K. Commonwealth's Attorney's Staff's Performance

The final evaluation goal identified in this section was an assessment of the performance of the Commonwealth's Attorney's Office. The officers of the Criminal Investigation Division were asked to rate the overall performance of the Portsmouth Commonwealth's Attorney's Office in two areas: (1) case preparation and (2) trial proceedings.

As Table 15 indicates, the Portsmouth Commonwealth's Attorney's Office, although not rated extremely highly in either category, is performing average or better as viewed by over 90% of the members in the CID.

Table 15						
CID POLICE OFFICERS' RATING OF THE PROSECUTING ATTORNEYS' PERFORMANCE (In Percentages)						
	Very Good	Good	Average	Fair	Poor	Number
Case Preparation	22.5	55.0	15.0	2.5	5.0	40
Trial Proceedings	20.0	60.0	15.0	5.0	0	40

L. Problem Areas Identified by Criminal Investigation Division

Some of the problem areas between the CID and the Commonwealth's Attorney's Office identified were:

1. The Commonwealth's attorneys do not discuss the case or the investigator's testimony prior to court day. (5 respondents)

*Some of the 11 identifications which follow are verbatim; others have been edited for the sake of clarity

2. The general attitudes of some of the Commonwealth's attorneys. (3 respondents)
3. The lack of communication. (2 respondents)
4. The Commonwealth's Attorney's Office will not prosecute unless they have an airtight case. (2 respondents)
5. Investigators are not always issued a subpoena, sometimes get a last minute call to court.
6. Handling of evidence; pictures should stay in case file.
7. When there is a disagreement of a charge, the Commonwealth's attorney should consult with assistants.
8. Nothing is done to prepare witnesses.
9. There is a high turnover rate of experienced prosecutors.
10. Officers are not always advised of plea negotiations. If the trial went badly, officers want to know why; and if errors are found in an officer's procedure, he should be told how to correct it.
11. Commonwealth's attorneys are not open for debate concerning disagreements with an officer.

The following were identified as problem areas within the Commonwealth's Attorney's Office which have caused cases to be dismissed or reduced:

1. insufficient case preparation;
2. inexperience;
3. agreeing to plea negotiations; and
4. attitude of some of the Commonwealth's attorneys.

M. Comments by Criminal Investigation Division

Additional comments were made regarding operations between the Commonwealth's Attorney's Office and the Criminal Investigation Division.

1. Cases should be discussed before court.
2. A good relationship currently exists.
3. Operations between the two offices should continue and develop even further.
4. Better communications are needed.
5. Meetings should be held at which all personnel could discuss recent decisions and legal matters.
6. Certain attorneys should be assigned to certain squads.

Conclusions of the Criminal Investigation Division Evaluation

According to members of the Criminal Investigation Division, the operation of the Pager System has been quite successful. Nearly all members of the CID (97%) consider the Pager System valuable and would like to see it continued.

Perceptions of the police indicate that communications between police and prosecutors are not as routine as the Commonwealth's attorney's staff believed them to be. Members of the CID feel that communications between the two departments should be increased -- especially in the area of discussing courtroom testimony both prior to court appearance and after testimony presented in court.

Recommendations

1. Initiate an instruction on the procedures of the Pager System including:
 - a. how to leave a message on Pager;
 - b. identifying what is to be completed (for example, witness statements, offense reports, and witness list) prior to the on-call attorney's arrival at headquarters.This instruction should be included in the Department Manual where applicable.
2. Reiterate the importance of quick response time especially when attorney is requested at headquarters.
3. Use back-up attorney when primary on-call attorney is in court or otherwise unavailable to immediately respond.
4. Establish formal procedures for the discussion of police officer's testimony both prior to and after courtroom appearance.

Section Five

EVALUATION OF POLICE PERFORMANCE FROM THE PERSPECTIVE OF THE COMMONWEALTH'S ATTORNEY'S OFFICE

Introduction

This section constitutes a follow-up on the initial data collected during August of 1978 and reported in the Comprehensive Evaluation of the Portsmouth Police Department's Integrated Criminal Apprehension Program: Evaluation of Program Components - Phase I, Final Report of September, 1978 (pp. 109-119). Where applicable, comparisons will be made to the results published in the initial study. The purpose of this section is to present data on the performance of Portsmouth, Virginia police officers as viewed by the Commonwealth's attorney and his assistant prosecutors.

Goals of the Evaluation

The evaluation of police performance from the perspective of the Commonwealth's Attorney's Office was undertaken in order to ascertain the impact of new procedures developed under ICAP on case file quality and the disposition of cases. Specifically, the evaluation was designed to measure:

1. the quality of police work in various crime categories;
2. the cases weakened by poor police performance;
3. changes in the quality of police performance between August 1978 and February 1979.

Research Design

Data were obtained during January and February, 1979 by having Portsmouth's Commonwealth's Attorney James A. Gales and his assistants individually complete the attached questionnaires (see Appendices L and M). These questionnaires were developed to assess various aspects of police/prosecutor interaction within the Portsmouth criminal justice system. In addition, suggestions for improving police performance were solicited.

Experience Level of Respondents

The prior prosecutorial experience of the ten responding prosecutors ranged from a low of 17 months to a high of 127 months. Overall, the ten respondents averaged 45.7 months' experience as prosecutors, which constitutes a 5.8 month increase to the Phase I results (39.9).

Present Quality of Police Work

The ten Portsmouth prosecutors were asked their opinion of the present quality of work being performed by Portsmouth police officers. The results can be seen in Table 15.

Table 16

PROSECUTORS' EVALUATION OF PRESENT QUALITY OF WORK
BY POLICE OFFICERS
(In Number of Cases)

Category	Very Poor	Below Average	Average	Above Average	Out-standing	No Opinion
Narcotics & Vice	0	0	2	4	0	4
Burglary Squad	0	1	1	6	1	1
Larceny (not paper)	0	0	0	6	3	1
Paper Crimes	0	0	0	4	5	1
Sex Crimes	0	0	0	4	5	1
Robbery, Homicide, and Assaults	0	0	0	7	2	1
Uniform Patrol	0	0	1	6	2	1
Youth Bureau	0	0	1	4	0	5
TOTALS	0	1	5	41	18	15 = 80

Ninety-one percent (91%) of the respondents who expressed an opinion on the quality of police work rated the present quality of Portsmouth police officers' work as above average or outstanding in all crime areas. These ratings show a considerable improvement in the quality of police officers' work as perceived by the prosecutors since August of 1978, when only 43% rated the quality as above average or outstanding. The percentage of responses in the Below Average column dropped from 5.4% in August, 1978 to 1.5% at the time of this report.

Highest ratings were given to the work done on Paper Crimes and Sex Crimes. Five of the nine respondents in each of these categories indicated

that officers' work in these areas is outstanding. Larceny, and the category including Robbery, Homicide, and Assaults, were also rated high with 100% of the responses (9 of 9) falling in either the Above Average or Outstanding columns.

Burglary is the only category to be rated below average with only one respondent so doing. The ratings of the Burglary category were also the most disparate with two responses of Average or Below Average (one each) and one response of Outstanding. Table 16 presents a breakdown of total responses for the August 1978 survey and this present survey, and the changes in percentage over the six month period.

Table 17

PRESENT QUALITY OF WORK BY POLICE OFFICERS

Date of Survey	Quality of Work					Total
	Very Poor	Below Average	Average	Above Average	Out-standing	
August 1978	0	4(5.4)	38(51.3)	22(29.7)	10(13.5)	74
Jan-Feb 1979	0	1(1.5)	5 (7.7)	41(63.1)	18(27.7)	65
Percentage Change	0	-3.9%	-43.6%	+33.4%	+14.2%	

As Table 16 indicates, there has been a significant shift in favor of the police officers' work since August of 1978. Whether this change is due to increase in the quality of police work or simply to the increased interaction of police and prosecutors since the implementation of the Integrated Criminal Apprehension Program (ICAP), and more specifically the Pager System, is still subject to conjecture.

Changes in Quality of Police Work

The ten prosecuting attorneys were next asked their opinions of how the quality of police work in Portsmouth has changed during the past twelve month period with regard to the same categories as the preceding question. Table 17 gives the breakdown of responses from the ten respondents to this question.

Table 18
 PROSECUTORS' PERCEPTION OF CHANGE
 IN THE QUALITY OF POLICE WORK OVER THE LAST YEAR
 (In Number of Cases)

Category	Not as Good	About the Same	Somewhat Improved	Much Improved	No Opinion
Narcotics & Vice	0	3	2	1	4
Burglary	1	3	4	1	1
Larceny (not paper)	0	4	3	1	2
Paper Crimes	0	6	2	1	1
Sex Crimes	0	2	5	2	1
Robbery, Homicide and Assaults	0	3	4	2	1
Uniform Patrol	0	2	6	1	1
Youth Bureau	0	5	0	1	4
TOTAL	1	28	26	10	15 = 80

As shown in Table 17, the categories of Sex Crimes; and Robbery, Homicide, and Assaults were seen as having improved the most over the past year. Again the shift in the prosecutors' perception in general has been favorable to the police with 55.4% of the respondents checking the Somewhat Improved or Much Improved columns. This shows a 10 percent increase within these two categories from the August 1978 report. The totals for each column were tabulated, and corresponding percentage changes from the August 1978 survey were calculated. These results are shown in Table 18.

A follow-up question asked the Portsmouth prosecuting attorneys what the major reasons for this improvement or decline in the quality of police work were. Six respondents filled out this question, all of whom stated reasons for improvement in the quality of police work. Three of the respondents stated that individual efforts on the part of police officers to improve and work more closely with the Commonwealth's Attorney's Office was the reason for improvement. Two respondents attributed the improvement to a more personal interest in the cases on the part of police officers --

Table 19
 CHANGE IN THE QUALITY OF WORK BY POLICE OFFICERS
 OVER THE LAST YEAR

Date of Survey	Quality of Work				Total Responses
	Not as Good	About the Same	Somewhat Improved	Much Improved	
August 1978	5 (6.7%)	36 (48.0%)	29 (38.6%)	5 (6.7%)	75
Jan-Feb 1979	1 (1.5%)	28 (43.1%)	26 (40.0%)	19 (15.4%)	65
Percentage Change	-5.2	-4.9	+1.4	+8.7	

especially when they were permitted to follow up on the cases in which they made the initial investigation. The final respondent stated that changes in personnel, especially in the Sex Crimes, and Robbery, Homicide, and Assaults categories, has brought about the favorable improvement in the quality of police work in Portsmouth.

Cases Weakened by Poor Police Performance

The ten prosecutors reported that they handled a total of 321 cases during the three months from October 1, 1978 through December 31, 1978. This represents a 12.5% decrease in total number of cases when compared to the 367 reported to have been handled between May 1, 1978 and July 31, 1978. The average number of cases handled per prosecuting attorney dropped from 36.7 to 32.1, a decline of 4.6 cases per attorney.

As noted in previous sections of this chapter, the Pager System appears to be very effective in reducing the number of felony cases entering the adjudicatory process through warrant refusals and recommendations for misdemeanor charges at the initial screening.

Of the 321 cases handled, 23 were reported to have been weakened significantly by some error or omission by the Portsmouth police officers who handled the cases. A listing of these errors or omissions is given below to

more fully explain the responses to this question, and to provide guidance for forthcoming training sessions.

Of the four respondents who listed causes for case weakness 100% of them attributed insufficient or incomplete investigations and evidence-gathering as the most persistent problem areas. Two rape incidents were cited by one respondent as examples of poor evidence-gathering. In one, a suspect used a glass to drink water from at the victim's home and no fingerprints were taken. In another case the bed sheets were not collected as physical evidence.

The respondents were then asked how many of the cases identified as being affected by poor quality police work resulted in, or necessitated the acceptance or initiation of, plea bargaining, reductions in charges or sentences, or dismissal of the case. Of the 23 cases identified as affected by a lack of quality police work, the breakdown of responses is reported in Table 19 below.

Table 20
OUTCOME OF CASES IDENTIFIED AS AFFECTED
BY THE POOR QUALITY OF POLICE WORK

Type of Outcome	Number of Cases	Percentage of Cases
Plea bargaining	13	56.5
Reduction in charges	4	17.4
Reduction in sentence	0	0
Dismissal	5	21.7
Not ascertained	1	4.3
	23	

As Table 19 indicates, in the majority of cases that were considered affected the prosecuting attorney was forced to rely upon plea bargaining. Of particular importance is the fact that in 21.7% of the affected cases, a dismissal resulted.

Nine of the ten prosecutors responded to queries about the factors considered by the prosecuting attorneys as major contributors leading to the acceptance or initiation of plea bargaining, reduction in charges or sentences,

or dismissal. Evidence collection deficiency was found to be the central theme of each comment. The responses are summarized under three categories:

1. Evidence and Investigation
 - Greatest problem is collection of evidence.
 - Unwillingness or inability to obtain physical evidence.
 - Inadequate investigation at the start.
 - Lack of follow-up investigation.
 - Mishandling of evidence.
2. Witness Statements
 - Witness and defendant statements which are done hurriedly without concern for the elements of the crime.
 - Failure to interview potential defense witnesses and failure to record the statements of non-witnesses who at trial become witnesses.
3. General
 - Failure of officers to give prosecutors all the facts.

Impact of Changes in the Pager System

In September of 1977 the Portsmouth Commonwealth's Attorney's Office and the Portsmouth Police Department implemented the Pager System. (See Section One of this chapter for a discussion of the operation of the Pager System in Portsmouth.)

Prosecuting attorneys were asked their opinion of the effect the Pager System had on the quality of police work in Portsmouth. The nine respondents who answered this question all stated that the quality of police work has been "much improved".

The response to the question eliciting the impact of the Pager System raised two important questions:

1. Is it the close working relationship between the Commonwealth's Attorney's Office and the Portsmouth Police Department that has created a perceived improvement, or has the quality of police work really improved?
2. Is it the fact that the attorneys are now directly involved in the warrant-securing process and therefore feel that the Pager System is more effective?

The answers to these questions go beyond the scope of this report. The complete agreement (nine of nine responses) on the part of the Portsmouth Commonwealth's Attorney's Office that the quality of police work has improved since the implementation of the Pager System suggests at least that at present the Pager System is accepted by the Commonwealth's Attorney's Office as an effective means for securing a felony warrant.

Summary and Conclusions

As reported in this part of the Police-Prosecutor Relations Evaluation, the performance of the Portsmouth Police Department, as viewed by the Commonwealth's attorney and his staff, has significantly improved since implementation of the Integrated Criminal Apprehension Program.

The use of the Pager System for screening of all felony cases has brought about a very favorable and effective working relationship between prosecuting attorneys and police officers. The Pager System has become an instructional and training mechanism for all parties involved and has resulted in a more conscientious procedure for case preparation and handling by both the police officers and prosecuting attorneys.

Section Six

BURGLARY AND ROBBERY COMPARATIVE ANALYSIS

Introduction

This section of the evaluation was designed to assess the impact of the Major Offender Program upon robbery and burglary cases tried by the Portsmouth Commonwealth's attorney. A comparison of robbery and burglary cases tried prior to implementation of the Major Offender Program with those robbery and burglary cases adjudicated by the Major Offender Unit was conducted in order to monitor changes that have come about in three areas: (1) time involved in processing selected felony cases, (2) probability of conviction, and (3) severity of sentences dispensed.

Goals of Burglary and Robbery Comparison

The use of concentrated and focused prosecution on defendants classified as career criminals/major offenders is designed to improve the swiftness, surety, and severity of sentencing. The analysis of burglary and robbery felony cases presented in this section was undertaken to answer three questions:

1. Does the Major Offender Unit process felony cases through adjudication faster than similar offenses not classified as Major Offenders, and if so, how much faster?
2. Are Major Offender cases being convicted at a higher rate than non-Major Offender cases?
3. Are the sentences received by Major Offenders more severe than those received by non-Major Offenders?

Research Design and Procedure

In order to establish a sufficient and reliable information base for comparison, the evaluators studied all burglary and robbery cases reported to the Portsmouth Commonwealth's Attorney's Office from January 1, 1977 through September 23, 1977 and the implementation of the Major Offender Program. These cases included attempted burglary and robbery, statutory burglary, and attempted statutory burglary. A comparison group was drawn for study from all burglary and robbery cases reported to the Portsmouth Commonwealth's Attorney's Office for the 1978 calendar year.

The quantitative data were gathered by analyzing the defendant case files and records maintained in the central files of the Commonwealth's Attorney's Office. Specific data were obtained relating to case processing, convictions, and sentences, including the:

1. date and charge on warrant;
2. date of General District Court hearing;
3. date the Grand Jury convened;
4. date of Circuit Court trial;
5. date of final disposition; and
6. length of sentence (if conviction obtained).

Additional information was collected on the number of cases dismissed, reduced, or nolle prosequid. Examination of case files also revealed the number of cases requiring a jury trial and number of convictions that were appealed.

Results of Burglary and Robbery Comparison

A. Number of Cases

During the period January 1, 1977 and September 23, 1977, 903 felony cases were adjudicated by the Portsmouth Commonwealth's attorney and his staff. Of this total, 189 or 21% fell into the offense categories of burglary, robbery, attempted burglary or robbery, statutory burglary, attempted statutory burglary, and armed robbery. During the 1978 calendar year these same offenses constituted 18% of the total number of felony cases adjudicated in Portsmouth (167 of 919).*

The sample population of 356 adult burglary and robbery cases broken down by year and type of offense is displayed in Tables 16 and 17.

Of particular interest is the dramatic shift, as shown in Table 17, in offense type from 1977 to 1978 between the categories of burglary and statutory burglary. Burglary is defined as the breaking and entering into a dwelling of another in the nighttime with intent to commit a felony or larceny, and is punishable as a Class 3 felony. Statutory burglary entails both daytime and nighttime breaking and entering, or

*Originally, 382 felony cases were reported under the comprehensive categories of burglary and robbery. Of this total, 26 were juvenile cases which were disposed of at either General District Court or Juvenile and Domestic Relations Court, and will be discarded from analysis.

simply entering, into a dwelling of another with intent to commit murder, rape, or robbery, and is punishable as a Class 3 felony. In addition to dwellings of others, the statute also specifies any office, shop, storehouse, warehouse, banking house, or other house. The authorized punishment for conviction of a Class 3 felony is a term of imprisonment of not less than five years nor more than twenty years.

Table 21
TYPE OF OFFENSE BY YEAR
(In Numbers)

Year	<u>Burglary</u>	<u>Stat. Burg.</u>	<u>Attmpt. Burg.</u>	<u>Attmpt. Stat. Burg.</u>	<u>Robbery</u>	<u>Attmpt. Roby.</u>	<u>Armed Roby.</u>	<u>No.</u>
1977 (Jan 1- Sep 23)	35	76	3	4	61	9	1	189
1978	<u>47</u>	<u>56</u>	<u>2</u>	<u>4</u>	<u>50</u>	<u>8</u>	<u>0</u>	<u>167</u>
Total	82	132	5	8	111	17	1	356

Table 22
TYPE OF OFFENSE BY YEAR
(In Percentages)

Year	<u>Burglary</u>	<u>Stat. Burg.</u>	<u>Attmpt. Burg.</u>	<u>Attmpt. Stat. Burg.</u>	<u>Robbery</u>	<u>Attmpt. Roby.</u>	<u>Armed Roby.</u>	<u>%</u>
1977 (Jan 1- Sep 23)	18.5	40.2	1.6	2.1	32.2	4.8	0.5	100%
1978	28.1	33.5	1.3	2.4	29.9	4.8	0	100%
% of Total Sample N=356	23.0	37.1	1.4	2.2	31.2	4.8	0.3	

Without belaboring the distinctions between statutory burglary and burglary, one major difference should be noted. In statutory burglary the intent to commit murder, rape, or robbery must be proven to sustain a Class 3 felony conviction. The commission of any other felony or larceny under the conditions identified for statutory burglary becomes punishable to a much lesser degree of severity.

The problems inherent in proving intent and the ability to interpret the subtle distinctions between these two offense types clearly shows why an attorney, experienced in the prosecution of burglary and statutory burglary, should be making the initial charging decision. Determining whether or not the type of crime being committed in Portsmouth has changed from one year to the next is beyond the scope of this evaluation. One explanation of this variance is that the teaming of prosecuting attorneys with police at the initial screening (Pager System) has led to more accurate and appropriate charges.

B. Case Processing Time

For this analysis the population was broken into two categories, Major Offenders and non-Major Offenders. The amount of time required to process a case through adjudication was computed in three states: (1) number of days from General District Court hearing to Grand Jury; (2) number of days from Grand Jury to Circuit Court trial; and (3) number of days from Circuit Court trial to final disposition (this category constitutes those cases which required preparation of a pre-sentence report before sentencing).

Table 18 displays the amount of time involved during each of the three stages.

	General District Court Hearing	Grand Jury	Circuit Court Trial	Final Disposition	Total Processing Time
Major Offender	27.9	39.4	40.0		107.3
Non-Major Offender	32.9	50.8	45.7		128.4
Overall Average	32.1	48.8	44.8		125.7

The total average time involved in the processing of burglary and robbery cases is approximately 125.7 days. Closer inspection reveals that the Major Offender Unit is processing its cases an average of 21.1 days faster than non-Major Offender cases. Between the Grand Jury and conclusion of Circuit Court trial proceedings the Major Offender cases proceed at an average rate of 11.4 days faster than non-Major Offender cases. It should be clear that this is the stage where the Major Offender Unit is making its most significant contribution to speedier case processing. During this time period case continuances became a major obstacle and hindrance to timely disposition of felony cases. For this reason the evaluators used the same categories of Major Offender cases and non-Major Offender cases in order to assess the impact continuances have had upon case processing. Of the total sample population of 342 cases which entered the adjudicatory process in Portsmouth, 73.1% of these cases had no continuances issued. Table 19 gives the breakdown of the number of continuances issued in the Major Offender and non-Major Offender categories.

Table 24
NUMBER OF CONTINUANCES ISSUED BY CATEGORY
(In Percentages)

Category	Number of Continuances				No.
	0	1	2	3	
Major Offenders	69.8	26.4	1.9	1.9	53
Non-Major Offenders	73.7	13.8	7.6	4.9	289
% of Total Sample	73.1	15.8	6.7	4.4	342

Surprisingly, Major Offender cases exhibit a very large percentage of continuances (30.2% received at least one continuance), while only 26.3% of the non-Major Offender cases received one or more continuances.

The impact of continuance on case processing becomes even more pronounced considering the time required for processing cases that do receive one or more continuances (see Table 20).

As noted in Table 18, a case proceeds from Grand Jury through Circuit Court trial in 48.9 days (on the average). For those cases which receive no continuances the elapsed time was found to be only 29 days.

Table 20 shows the number of days required for cases to proceed from Grand Jury through conclusion of Circuit Court trial proceedings when we account for the number of continuances issued.

Number of Continuances	Average Number of Days	Percentage of Cases
0	29.0	73.1
1	61.5	15.8
2	104.0	6.7
3	173.8	4.4

It is clear that the number of continuances issued during trial proceedings affects the time involved in processing a case through adjudication. It is also apparent that the Major Offender Unit, although not necessarily reducing the percentage of cases receiving continuance, is substantially reducing the number of cases which receive two or more continuances and thereby significantly reducing the total case processing time required.

C. Probability of Conviction

For purposes of this analysis the final disposition of each category of burglary and robbery was ascertained and recorded as to whether the offense was adjudicated on the original charge, whether the charge was reduced, the offender found not guilty, the case dismissed or nolle prosequid.* The sample population was broken into three categories and

*Fugitive warrants were excluded from analysis.

the corresponding number of offenses is shown in Table 21.

	Burglary	Stat. Burg.	Attmpt. Burg.	Attmpt. Stat. Burg.	Robbery*	Attmpt. Roby.	No.
1977 All Offenses Jan 1-Sep 23	33	79	3	4	64	9	192
1978 Non-Major	38	50	2	4	16	5	115
1978 Major	<u>9</u>	<u>9</u>	<u>0</u>	<u>0</u>	<u>33</u>	<u>3</u>	<u>54</u>
Total	80	138	5	8	113	17	361

*One (1) armed robbery case was included in the Robbery category (1977) for this analysis.

A basic premise of concentrated prosecution is that it should result in a greater probability of conviction. As noted in Table 21, 54 Major Offender cases were prosecuted for the comprehensive offense types of burglary or robbery.

Table 22 presents the conviction probabilities for all the burglary and robbery cases which were adjudicated during 1977 (Jan 1 - Sep 23) and all of 1978. The overall conviction rate for the selected categories was 74.5 percent, with 58.7 percent of the offenders convicted as charged and 15.8 percent convicted of a reduced charge. Robbery was by far the most difficult offense to obtain a conviction for with less than 50% being convicted as charged or to a reduced charge. The prosecution of statutory burglary resulted in both the highest percentage of convictions to the original charge (74.6 percent) and overall convictions (94.2 percent).

The evaluators compared the percentage of cases within each Major Offender offense type with corresponding non-Major Offenders. For this

Table 27

CONVICTION RATE FOR ALL BURGLARY AND ROBBERY CASES
JAN 1 - SEP 23, 1977 AND ALL 1978
(In Percentages)

Offender Was:	Burglary	Stat. Burg.	Attmpt. Burg.	Attmpt. Stat. Burg.	Robbery	Attempted Robbery	Total
Convicted as Charged	57.5	74.6	40.0	37.5	43.4	52.9	58.7
Convicted of a Reduced Charge	20.0	19.6	40.0	50.0	5.3	11.8	15.8
Found Not Guilty	10.0	2.2	0	12.5	15.0	11.8	8.6
<u>Case Was:</u>							
Dismissed	3.8	2.2	20.0	0	13.3	5.9	6.4
Nolle Prosequid	8.8	1.4	0	0	23.0	17.6	10.5

analysis the categories identified in Table 21 were again utilized. Since no Major Offender case involving attempted burglary or attempted statutory burglary was discovered, these two categories were excluded from the analysis. The results of these computations are presented in Tables 23, 24, and 25.

Table 28

CONVICTION RATE FOR
MAJOR OFFENDER BURGLARY AND ROBBERY CASES, 1978
(In Percentages)

Offender Was:	Burglary	Statutory Burglary	Robbery	Attempted Robbery	Total
Convicted as Charged	88.9	44.4	75.8	66.7	72.2
Convicted of a Reduced Charge	0	44.4	9.1	33.3	14.8
Found Not Guilty	0	11.1	3.0	0	3.7
<u>Case Was:</u>					
Dismissed	0	0	6.1	0	3.7
Nolle Prosequid	11.1	0	6.1	0	5.6
N =	9	9	33	3	54

Table 23 reveals that for the 1978 Major Offender cases of burglary and robbery, 72.2 percent of the offenders were convicted as charged and 14.8 percent received a conviction to a reduced charge for an overall conviction rate of 87 percent. Only 3.7 percent of the cases studied were dismissed; all were robbery cases. No burglary cases were dismissed or found not guilty, and only one of the nine burglary cases involved a nolle prosequi.

Comparison of these results to the same 1978 offense types not determined to be Major Offender cases revealed that these offenses were adjudicated with an overall conviction rate of 80.8 percent (see Table 24).

Table 29

CONVICTION RATE FOR
NON-MAJOR OFFENDER BURGLARY AND ROBBERY CASES, 1978
(In Percentages)

Offender Was:	Burglary	Statutory Burglary	Robbery	Attempted Robbery	Total
Convicted as Charged	60.5	76.0	12.5	60.0	60.6
Convicted of a Reduced Charge	21.1	24.0	6.3	20.0	20.2
Found Not Guilty	7.9	0	25.0	0	6.4
<u>Case Was:</u>					
Dismissed	5.3	0	18.8	0	4.6
Nolle Prosequid	5.3	0	37.5	20.0	8.2
N =	38	50	16	5	109

Although the overall conviction rate is not significantly lower than that found for Major Offender cases (6.2 percent less), the non-Major Offenders did receive a much higher percentage of reductions (20.2 percent compared to 14.8 percent for Major Offenders). Only 60.6 percent of the non-Major Offenders were convicted as charged while, as noted earlier, 72.2 percent of the same Major Offender defendants were convicted as originally charged.

Table 30
1977 CONVICTION RATE FOR BURGLARY AND ROBBERY CASES
JAN 1 - SEP 23
(In Percentages)

Offender Was:	Burglary	Statutory Burglary	Robbery	Attempted Robbery	Total
Convicted as Charged	45.5	77.2	34.3	44.4	55.1
Convicted of a Reduced Charge	24.2	13.9	3.1	0	11.4
Found Not Guilty	15.2	2.5	18.8	22.2	11.4
Case Was:					
Dismissed	3.0	3.8	15.6	11.1	8.1
Nolle Prosequid	12.1	2.5	28.1	22.2	14.0
N =	33	79	64	9	185

As noted in Table 25 the defendants in 55.1 percent of the robbery and burglary cases adjudicated during 1977 were convicted as originally charged, while 11.4 percent were convicted of a reduced charge for an overall conviction rate of 66.5 percent. Robbery was again the most difficult offense to prosecute with only 34.4 percent of the offenders convicted as charged.

As discussed earlier, implementation of the Pager System appears to have resulted in a change in charging policy between burglary and statutory burglary. Comparison of conviction rates since this change show a marked improvement. In 1977 only 45.5 percent of the defendants in burglary cases were convicted as charged while in 1978 this rate was 88.9 percent for Major Offenders and 60.5 percent for non-Major Offenders. The overall conviction rate for statutory burglary has remained at its very high 91.1 percent conviction rate obtained in 1977. For non-Major Offender cases the conviction rate was 88.8 percent, while Major Offenders were convicted in all 50 cases (100%).

The conviction rate for non-Major Offenders was 37.4 percent for robbery cases processed from January 1 - September 23, 1977, and 18.8

percent for 1978 robbery non-Major Offenders. For Major Offenders the conviction rate was 84.9 percent. This difference can be attributed to concentrated prosecution.

D. Severity of Sentence

For purposes of this analysis sentence weights, as developed by the Criminal Justice Research Center in Albany, New York, were assigned to those cases receiving a conviction.* The evaluators again used the categories of burglary and robbery for 1977 Major Offenders, and 1978 non-Major Offenders, for comparison.

Seventy-two percent of the defendants within the Major Offender category were sentenced to two or more years in prison. For the non-Major Offender and 1977 comprehensive burglary and robbery categories the percentages for those sentenced to two or more years in prison were 34 and 45 percent, respectively (see Table 26). This indicates that Major Offenders receive more severe sentences than the comparable non-Major Offenders.**

Table 31
BURGLARY AND ROBBERY DEFENDANTS
RECEIVING AT LEAST TWO-YEAR PRISON SENTENCES

	Receiving 2 or More Years in Prison	Receiving 5 or More Years in Prison	No.
1977 Cases (Jan 1 - Sep 23)	45%	28%	136
1978 Non-Major Offender	34%	15%	93
1978 Major Offender	72%	57%	46

*The weighting system was found to be inappropriate for use in computing the numerical difference in years sentenced between categories.

**This result is not surprising since only the more serious crimes and generally repeat offenders are in the Major Offender category.

Section Seven

PORTSMOUTH FELONY CASE TRACKING SYSTEM

As a felony case proceeds through the adjudicatory portion of the criminal justice system a variety of decisions are made which greatly influence the ultimate outcome of the case. These decisions focus on whether or not charges are to be filed, what the specific charge should be, and the degree of concentrated effort brought to prosecuting the case. In this section a flow-chart (see Figure 2) is presented which follows the disposition of a felony case from the point of initial contact with the Portsmouth Commonwealth's Attorney's Office through final disposition. Eight basic decision points are identified by this case track.

1. The decision is made by the prosecuting attorney on whether or not felony charges should be filed. In Portsmouth this is usually done (77% of all felony warrants in 1978) by the on-call attorney when he/she is contacted by the police. Along with deciding if a felony warrant should be issued, the prosecuting attorney must also decide the specific charge and, if applicable, the appropriate bond to be set. As shown in Figure 2, other options available to the prosecuting attorney are to prosecute as a misdemeanor, return the case to the police for further investigation, accept prosecution by straight indictment, or reject the case entirely. During 1978, 54.9% of calls made to the on-call attorney resulted in the issuance of a felony warrant. In 13.4% of the cases prosecution was delayed and the case was returned to the police for further investigation. Prosecution was accepted through straight indictment to the grand jury in 2.3% of all cases, and in 14.3% of the cases the issuance of a felony warrant was rejected and/or a misdemeanor warrant was issued. The remaining 14.5% of police-initiated contact with the assistant Commonwealth's attorney involved legal questions or the passing of information to the on-call attorney (10.4% and 4.1% respectively).
2. After the arrest of a suspect the prosecuting attorney assigned to the case must decide whether to prosecute as charged, dismiss, or nolle prosequi the case. In Portsmouth, use of the

Pager System enhances early assignment of felony cases and this decision can be made at a very early stage.

3. Upon the prosecuting attorney's determination to prosecute, a decision is made at the preliminary hearing (General District Court) on whether (1) the defendant should be held to answer on felony charges and certified to a grand jury, (2) the case should be dismissed or (3) disposed of as a misdemeanor.
4. The prosecuting attorney must decide on cases which are dismissed at the preliminary hearing (General District Court). If the dismissal is accepted, the case is terminated at this point. However, dismissal of the case may be opposed by the prosecuting attorney who can then seek certification from the grand jury through a straight indictment.
5. The grand jury convenes every other month in Portsmouth and it must decide which cases are to proceed to trial. Each case brought before the grand jury is certified as either a "True Bill" or "Not a True Bill". A case ruled Not a True Bill may be reactivated by the prosecuting attorney at a subsequent convening of the grand jury. Cases which receive a True Bill for which an arrest has not previously been made, i.e., a straight indictment, at this point result in an arrest. At this point too, a decision is again made to prosecute as charged, dismiss, or nolle prosequi.
6. If the decision is made to prosecute, the case goes to trial before the Circuit Court. At this point the prosecutor must decide if the offering of an inducement in exchange for a guilty plea (plea negotiation) would be beneficial. The defendant must decide if any negotiation is acceptable as well as determine whether to plead guilty or not. Whichever he pleads, the defendant can choose whether to appear for trial before a judge with or without a jury present.
7. In all cases where a plea of not guilty is entered, the Court (judge or jury) must decide guilt or innocence. If the finding is not guilty, a determination of appropriate sentence is made by the judge or jury.

Section Eight

SUMMARY AND RECOMMENDATIONS

Based on the data collected during this evaluation, police/prosecutor relations have been enhanced by the implementation of new procedures such as the Major Offender Program and Pager System. Felony cases are being handled in an effective manner through the operation of the Major Offender Program. The basic concepts of the Major Offender Program regarding case screening and processing have been highly effective in the prosecution of serious felony cases.

The Pager System, an offspring of the Major Offender Program, has been extremely useful for early identification and assignment of serious felony cases. It appears that the Pager System has also contributed to the development of a close and effective working relationship between police officials and prosecuting attorneys.

The successful implementation of a program such as the Major Offender Program and, especially, the effective use of a Pager System, requires a great deal of time and effort on the part of both the prosecuting attorneys and the police officers. The success or failure of any program is contingent upon how well the parties, in this case the police and prosecutors, like the project. Research to date has shown that both the Major Offender Program and the Pager System have met with considerable favor by both police officers and prosecuting attorneys. Continuation of both the Major Offender Program and Pager System was favored by all of the assistant Commonwealth's attorneys and nearly all (97%) of the members of the Criminal Investigation Division.

Recognizing that substantial progress and continual change in the operation and procedures utilized by the Major Offender Program and Pager System is being made, the following comments and recommendations are submitted.

1. It appears that the Major Offender Program combined with the Pager System improves the operation of the criminal justice system by enabling experienced attorneys to devote more time and energy to (1) ensuring sound case preparation, and (2) prosecution of serious felony cases.
2. Jurisdictions which desire to utilize the Pager or on-call attorney process must make an attorney available twenty-four hours a day and seven days a week. The on-call system, as

implemented by the Portsmouth Commonwealth's Attorney's Office, can only work when the prosecuting attorney is able to respond in person to requests for assistance in about one-half hour or less. However, modified versions of a Pager System, and especially the use of a beeper, can be adopted in nearly all jurisdictions to further enhance police-prosecutor interactions and relations.

3. Clear policy guidelines must be maintained to ensure that on-call attorneys handle calls for assistance in a consistent manner. A review of on-call attorneys' performance should be done periodically to ensure that bad habits have not developed.
4. Both police officials and prosecuting attorneys must be trained in the purpose and utilization of the Pager System in order to avoid any possible conflict and disenchantment. Procedures should be developed and continually monitored for training new recruits -- police and prosecutors -- in the basic operation of the Major Offender and Pager System. Immediate action should be implemented to amend the Portsmouth Department Manual. Consideration should be given to identifying the policy and procedures to be employed by police officers when seeking authorization of a warrant including procedures for contacting the on-call attorney and preparation of newly adopted forms.
5. It appears that the present workload for Major Offender Program felony cases in Portsmouth can be handled by two experienced staff attorneys. The exclusionary rule, which permits certain major offender cases to be handled by non-Major Offender Program attorneys, could be used more frequently if necessary.

Since June, 1979, the Portsmouth Major Offender Program has been operating with two prosecuting attorneys handling only Major Offender cases, and one additional attorney handling the Major Offender cases received while he is the on-call attorney. In addition, the Commonwealth's attorney has be-

come more active in the prosecution of selected Major Offender cases. To date, this change has not created any problems within the Major Offender unit.

6. New attorneys should be rotated with each continuing attorney for a period of about six months in order to receive on-the-job training. Although high turnover in recent months has necessitated a much speedier indoctrination of new attorneys to the Pager System, this recommendation has been followed fairly consistently through use of back-up attorneys. The first of the new attorneys will be handling on-call responsibilities alone shortly after indoctrination, and their progress will be reviewed.
7. A new Screening Manual is currently in the final stage of revision and should be extremely beneficial for indoctrinating new attorneys into the Pager System. This manual, which is much more detailed with respect to the operation and techniques of screening, will be a valuable asset to all on-call attorneys.
8. In order to maintain and further develop the favorable police-prosecutor relations that have been established, police officers should be:
 - a. clearly advised whenever a felony warrant is refused or delayed; and
 - b. given feedback on the final outcome of a case on which they have worked, including both the strengths and weaknesses of the case preparation and courtroom performance.

The new Screening Intake Report forms which have recently been implemented will considerably improve the operation of the Pager System. These reports will greatly improve the flow of feedback and advice between police officers and the on-call attorney as well as contribute to the completeness and uniformity of information recorded at the initial screening.

9. The soon-to-be-released Witness List and Police Prosecution Report will improve proceedings at Police Headquarters between the on-call attorney and police officer. These forms

will ensure completion of all necessary information for proper decision-making before the on-call attorney's arrival at Police Headquarters, thereby eliminating unnecessary delays.

10. In addition to the improvements and advantages of the new reporting forms cited above, these procedures will lend themselves to easy and constant review of the Pager System for clarity, consistency, completeness, and uniformity.

VIII. EVALUATION OF OFFENSE REPORTS

EVALUATION OF OFFENSE REPORTS

Executive Summary

A detailed analysis of over 300 offense reports was conducted in order to determine the completeness and accuracy of block item entries and the internal consistency of block, narrative, and supervisory review items. The analysis focused on the need for quality offense reports for the crime analysis functions.

The offense report analysis showed that certain block item entries were not consistent with the solvability factor entries. Supervisory review of offense reports frequently did not correct the errors or inconsistencies found in the offense reports. Various problems in the flow of the reports from the call for service through quality control were revealed in a systems diagram developed by the evaluators.

Based on the offense report analysis, the evaluators recommended changes in the design of the reports, the flow of the reports, the supervisory review function, and the use of solvability factors. The Portsmouth Police Department, acting on these recommendations, made various changes in the design and utilization of its offense reports. It is anticipated that a new offense report form will be in use by early 1980. The new offense report will also contain a tear-off citizen advice sheet.

EVALUATION OF OFFENSE REPORTS

During the period of 15-30 November 1978, the Portsmouth ICAP Evaluation team conducted a detailed analysis of 301 of 458 offense reports received by the Portsmouth Police Department Crime Analysis Unit during the month of October, 1978. The purpose was to evaluate the quality of information that the reports provided to the Crime Analysis Unit.

Of the 301 reports selected for the sample, 158 were filed by field personnel and 142 were filed by Tele-Serv personnel. Because the offense reports received by Crime Analysis are advance copies, not all of them have necessarily been reviewed by a supervisor. In this instance 178 of the total 301 reports had been reviewed by a supervisor, therefore these reports were given a separate analysis which focused on review quality.

Research Design

The reports were examined for completeness and accuracy of block item entries and for internal consistency of block, narrative and supervisory review items. The provisions of Policy and Procedures series 1814 were used as evaluation criteria. For ease of reference, an offense report sample and a copy of the investigative checklist are attached (Appendix N).

Presentation of Data

Early in the analysis it became apparent that omissions, inaccuracies and inconsistencies were falling into three inter-related general categories: (1) omissions in the numbered block item entries by field or Tele-Serv duty personnel, (2) inconsistencies between numbered block item entries and the lettered solvability factor entries by field and Tele-Serv duty personnel, and (3) inconsistencies between lettered item entries by the supervisor and lettered solvability factor entries by field and Tele-Serv duty personnel. In addition to specific discrepancies in the offense reports, certain matters in report format and processing procedures came to light which either contribute to the commission of error or act as impediments to effective quality control. Each of these areas will receive detailed treatment in following paragraphs.

A. Block Item Entries by Field and Tele-Serv Personnel

Offense reports were analyzed in two categories: Tele-Serv and field service. These categories were further broken down by type of offense or incident. Table 1 below presents the results of the block item review.

Table 1
BLOCK ITEM ENTRIES BY FIELD AND TELE-SERV PERSONNEL

	TOTAL	Reports With One or More Errors	Error Rate %
1. <u>Tele-Serv</u>			
a. Destruction of Property	41	5	12.2
b. Grand Larceny	61	6	9.8
c. Petit Larceny	40	3	7.5
	142	14	9.9
2. <u>Field Service</u>			
a. Destruction of Property	31	6	19.3
b. Grand Larceny	23	4	17.4
c. Petit Larceny	20	4	20.0
d. Burglary	70	22	31.4
e. Robbery	15	7	46.7
	159	43	27.0
3. Overall Error Rate: 301/57 = 18.9%			
4. Number of Errors by Numbered Block Item			
	<u>Block Item #</u>	<u>Number of Errors</u>	
<u>Tele-Serv</u>			
a. Destruction of Property	4	1	
	28	3	
	30	1	
	31	2	
		7	TOTAL
b. Grand Larceny	15	1	
	16	2	
	17	1	
	26	1	
	28	2	
		7	TOTAL
c. Petit Larceny	13	1	
	14	1	
	23	1	
	28	1	
		4	TOTAL

	<u>Block Item #</u>	<u>Number of Errors</u>	
<u>Field Service</u>			
a. Destruction of Property	21	2	
	22	2	
	11	1	
	15	1	
	37	1	
	41	1	
	10	1	
		<u>9</u>	TOTAL
b. Grand Larceny	27	2	
	37	1	
	19	1	
	20	1	
	22	2	
		<u>7</u>	TOTAL
c. Petit Larceny	23	2	
	22	1	
	27	1	
		<u>4</u>	TOTAL
d. Burglary	23	4	
	13	1	
	14	1	
	15	1	
	18	8	
	41	1	
	26	2	
	19	2	
	12	1	
	27	2	
		<u>23</u>	TOTAL
e. Robbery	23	3	
	27	5	
	4	1	
		<u>9</u>	TOTAL

5. Recapitulation of Errors, by Block Item Number

<u>Item #</u>	<u>Errors</u>
4	2
10	1
11	1
12	1
13	2
14	2
15	3
16	1

5. Recapitulation of Errors, by Block Item Number (continued)

<u>Item #</u>	<u>Errors</u>
17	1
18	8
19	2
20	1
21	1
22	3
23	10
26	3
27	10
28	6
30	1
31	1
37	2
41	2
	<u>64</u>
	TOTAL

Items 18, 23, 27, and 28 account for 50% of errors.

B. Field Service and Tele-Serv Consistency with Solvability Factors

Three hundred and one (301) reports were analyzed to determine the consistency of block item entries by field and Tele-Serv personnel with the entries in solvability blocks A through K.

Table 2

FIELD SERVICE AND TELE-SERV INCONSISTENCY WITH SOLVABILITY FACTORS

	<u>Number of Reports</u>	<u>Reports in Error</u>	<u>Error Rate %</u>
1. <u>Tele-Serv</u>			
a. Destruction of Property	41	22	53.6
b. Grand Larceny	61	8	13.1
c. Petit Larceny	40	8	20.0
	TOTAL	142	38
2. <u>Field Service</u>			
a. Destruction of Property	31	4	12.9
b. Grand Larceny	23	3	13.0
c. Petit Larceny	20	3	15.0
d. Burglary	70	21	30.0
e. Robbery	15	9	60.0
	TOTAL	159	40
			25.1

3. Overall error rate: 301/78 = 25.9%

4. Number of Errors by Lettered Block Item

	<u>Lettered Block Item</u>	<u>Number of Errors</u>	
<u>Tele-Serv</u>			
a. Destruction of Property	A	1	
	B	2	
	C	2	
	D	2	
	E	2	
	F	4	
	G	11	
	H	2	
	I	2	
	J	1	
	K	4	
		<u>33</u>	TOTAL
b. Grand Larceny	A	1	
	B	2	
	C	2	
	D	2	
	E	2	
	F	1	
	G	1	
	H	1	
	I	1	
	J	1	
	K	4	
		<u>18</u>	TOTAL
c. Petit Larceny	A	3	
	B	4	
	C	3	
	D	4	
	E	4	
	F	4	
	G	5	
	H	1	
		<u>28</u>	TOTAL
<u>Field Service</u>			
a. Destruction of property	A	2	
	F	2	
	K	2	
		<u>6</u>	TOTAL

Field Service (continued)

	<u>Lettered Block Item</u>	<u>Number of Errors</u>	
b. Grand Larceny	B	2	
	C	2	
	D	2	
	E	2	
	K	2	
		<u>10</u>	TOTAL
c. Petit Larceny	E	1	
	F	2	
	G	1	
		<u>4</u>	TOTAL
d. Burglary	A	3	
	B	3	
	C	4	
	D	5	
	E	5	
	F	1	
	G	4	
	H	2	
	I	2	
	K	3	
		<u>32</u>	TOTAL
e. Robbery	A	3	
	B	1	
	D	4	
	E	2	
		<u>10</u>	TOTAL

5. Recapitulation of errors, by solvability factor letter

A	-	13
B	-	14
C	-	13
D	-	19
E	-	18
F	-	14
G	-	22
H	-	6
I	-	5
J	-	2
K	-	15

6. Examples of Errors

The consistent discrepancy was that numbered block item entries did not support the lettered solvability factor entry. Specifically, where no stolen property is indicated, block G is frequently left blank which in-

dicates that stolen property is traceable. Solvability item D was frequently left blank indicating that a suspect could be described, yet there was no supporting entry in numbered block item #26 (suspect description). The significant number of errors in solvability item E occurred when it indicated a suspect could be identified but there was no entry in numbered block item 23 indicating who could identify the suspect.

C. Supervisory Review Consistency with Solvability Factors

One hundred, seventy-eight (178) reports were analyzed to determine the consistency of supervisory review of solvability factors with the solvability items indicated by field or Tele-Serv personnel.

Table 3

SUPERVISORY REVIEW CONSISTENCY WITH SOLVABILITY FACTORS

	Number of Reports	Reports in Error	Error Rate %
1. <u>Tele-Serv</u>			
a. Destruction of Property	14	5	35.7
b. Grand Larceny	20	6	30.0
c. Petit Larceny	18	8	44.4
TOTAL	52	19	36.5
2. <u>Field Service</u>			
a. Destruction of Property	17	8	47.1
b. Grand Larceny	18	4	22.2
c. Petit Larceny	20	7	35.0
d. Burglary	59	13	22.0
e. Robbery	12	3	25.0
TOTAL	126	35	27.8

3. Overall error rate: $178/54 = 30.3\%$

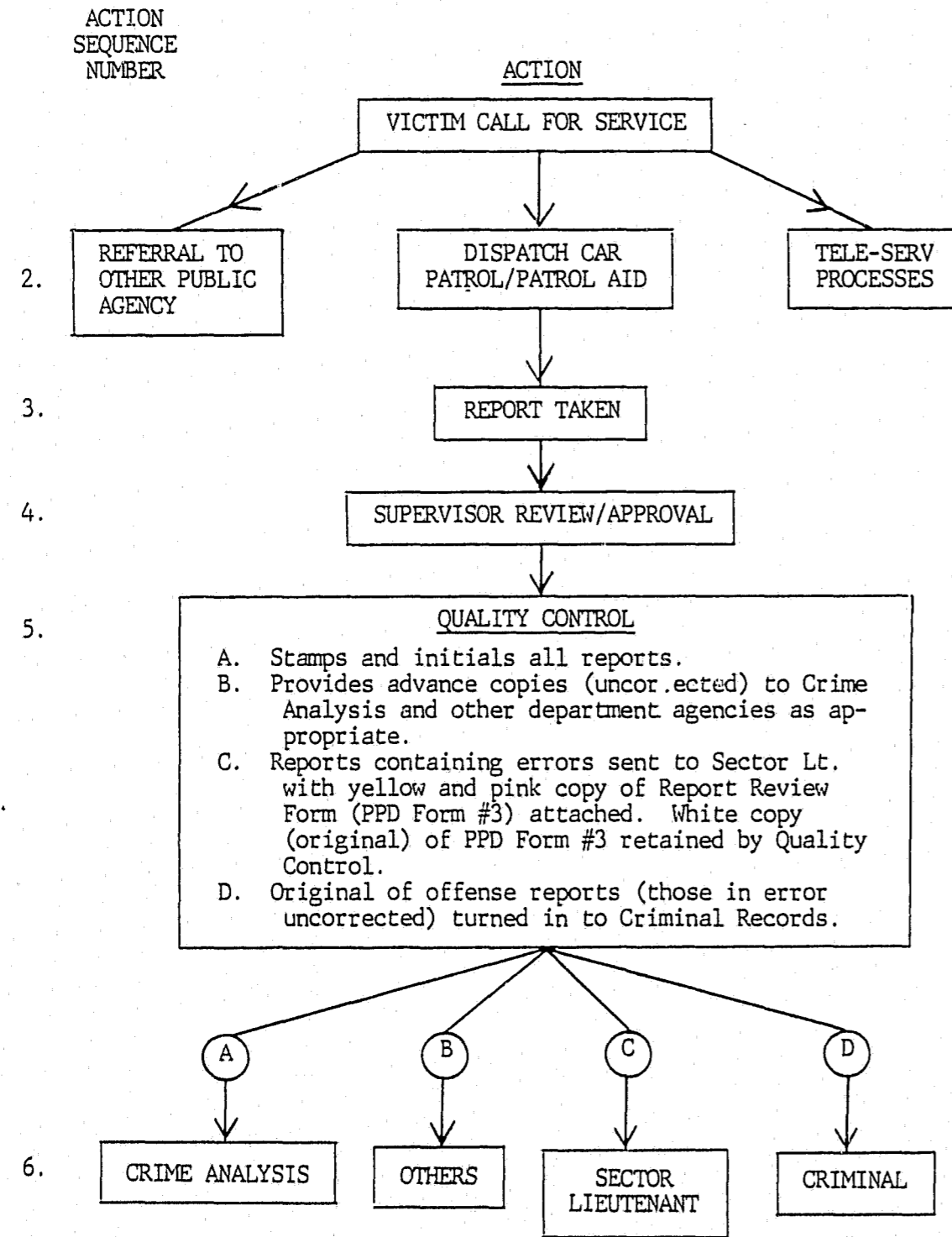
4. Explanation of Errors. Solvability factor block L requires entry of an x by the supervisor if there are no solvability factors present. If the block item is blank, it indicates the presence of one or more solvability factors. Supervisors are indicating that factors are present when the body of the report reflects that they are not, and, conversely, they frequently indicate that there are no solvability factors present when the body of the report reflects that they are present.

Discussion of System Flow

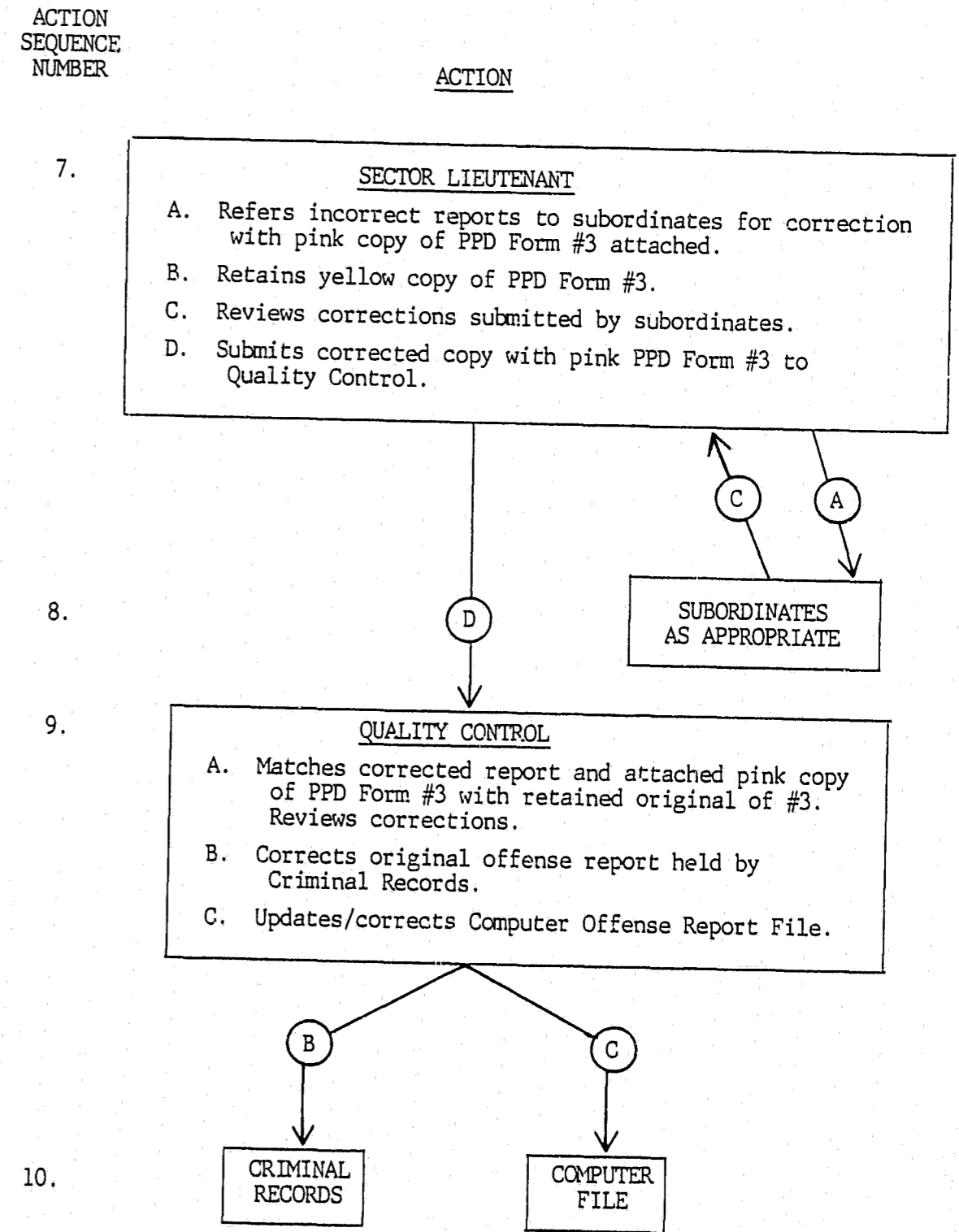
- A. Supervisor Review. Of the 301 offense reports examined, 123, or 40%, were referred to Quality Control with no supervisors review reflected in Block 56 of the report or in the attendant lettered block items L, M, and N. Of the 178 reports which were reviewed by the supervisors, 54, or 30.3%, were in error. Thus, if we add the 123 unreviewed reports to the 54 that contained supervisory error, we have a total of 177 reports in which the supervisory function did not work in one way or another.
- B. Stamping by the Quality Control Unit. The Quality Control Unit stamps, initials, and distributes the offense reports prior to review and correction. Thus reports are disseminated within the department that cannot be identified as corrected or uncorrected copies
- C. Un-reviewed but Correct Reports. Reports which do not contain errors and have not been reviewed by a supervisor do not go through the corrective process for completion of the supervisor's portion of the report. Therefore, the substantial frequency of supervisor review absence is not receiving the attention it deserves.
- D. A schematic diagram of the current system flow of offense reports follows as Section VI.

SYSTEM FLOW OF OFFENSE REPORTS

1. Initial processing flow.



2. Error correction flow.



Discussion of Format

A. Solvability Block Item Location

Part of the problem in the occurrence of inconsistency between numbered block items and lettered solvability items can be attributed to the location of the solvability blocks on the right side of the offense report. When the Investigative Checklist is placed on top of the report to line up checklist questions with the solvability blocks, the officer cannot see his numbered block item entries and spot check his work. This could be corrected by placing the solvability blocks on the left margin of the offense report form.

B. Victim - Suspect Relationship

Although a sample report in Policy and Procedure series 1814 shows an entry concerning victim - suspect relationship made parenthetically in item #19, there are no written instructions to support this procedure, nor is there a separate block item to accommodate this important factor.

C. Investigative Checklist

1. The Investigative Checklist requires that the filing officer place an X in the appropriate solvability factor block if a certain factor is not present. A blank entry indicates a factor is present; therefore, an omission by the officer constitutes a positive response. To preclude blank entries, the questions in the Investigative Checklist should be worded to require response by an X to the positive situation in regard to presence of the solvability factor and an N/A response in the absence of the solvability factor.
2. In regard to the specific questions on the Investigative Checklist, the report analysis reveals that there is no uniform interpretation of what is a "distinctive M.O." and what is "significant physical evidence."
3. Question K, "was there a definite limited opportunity for anyone except the suspect to commit the crime?," is not clearly understood. Negative responses, reflected by an X in box K when there is no suspect, indicates that this is a point of some confusion.

Recommendations

Based on the foregoing analyses and explanatory discussions, the following recommendations for improvement of the overall offense report system are submitted.

A. Field Service and Tele-Serv Consistency with Solvability Factors

It is recommended that questions H and I be re-evaluated from the point of view of the necessity for patrol/Tele-Serv response to these factors. If such a necessity exists, then "significant" and "distinctive" need to be defined.

B. Supervisory Review Consistency with Solvability Factors

It is recommended that immediate corrective action be taken by indoctrination and training as required to reduce the frequency of error and review failure in the supervisory review function. This is the single most serious and pervasive system deficiency in the report processing cycle.

C. System Flow

1. That the Quality Control Unit not initial or make any other written entries on the stamped endorsement in the case of incorrect offense reports.
2. That all reports received by the Quality Control Unit without a supervisor's signature in block item 56 be immediately returned to the sector command for appropriate action.

D. Format

1. That a numbered block item for victim-suspect relationship be added to the offense report.
2. That block entry spaces for solvability factors be moved to the left margin of the offense report.
3. That solvability questions of the Investigative Checklist be reworded to require block item entry for positive response and an entry of N/A when the factor is not present.

4. That question K be reworded to read "Was the named or described suspect the only person who had an opportunity to commit the crime?".

IX. CHANGES IN THE INFORMATION SUPPORT SYSTEM

CHANGES IN THE INFORMATION SUPPORT SYSTEM

During Phase II of the ICAP grant, the Portsmouth Police Department's management analyst undertook various studies to determine information users' needs and problems in the present data collection system. These studies were conducted in order to provide suggestions for establishing an improved management information system which would support improved management of operations and developmental activities. The activities and studies executed during Phase II include the following.

Patrol Operations

1. Portsmouth Parking Ticket Study: This study examined the paper flow of the parking ticket and ticket payment process. As a result of the study, the parking ticket format was revised to eliminate duplication of information recorded, and the time expended in issuing parking citations has been reduced by approximately one-half.
2. The management analyst regularly provides the Uniform Patrol Division with their data processing needs. Services provided include printouts on the level of calls for service, traffic accident information, and crime rates by census track.

Investigative Operations

1. A survey of criminal investigation divisions throughout the country was conducted to obtain information on other investigative divisions' operational procedures and manpower assignment criteria.
2. Various operational and management information needed by the Criminal Investigations Division is provided through data processing activities handled by the management analyst.

Crime Prevention

1. A pamphlet was prepared for the young people of the community to inform them of important laws. Special emphasis was placed on laws which apply to those under the age of eighteen.
2. Data processing support is provided to the Crime Prevention Unit, such as printouts on crimes by neighborhood and street.

3. Burglary and Robbery Alarm Study: An analysis of false alarms received by the department was made to determine those establishments having a substantial number of false alarms. A burglary and robbery alarm systems ordinance was developed and was proposed as a means to reduce the number of false alarms received.

Information Maintenance

1. Parking Ticket Notice and Summons Study: This study identified deficiencies in the parking ticket notice and summons issuing process which result in a low response rate from parking violators. Suggestions were made for improving the timeliness of the notice and summons system. Recommendations were also presented on how to better track those who fail to properly respond to their notice or summons.
2. Warrant Service Study: This study was undertaken to develop an understanding of the warrant service system and identify existing problems. As a result of the study, the warrant information card has been revised.
3. Offense Report Flow Study: This study was conducted to identify and document the flow of offense reports, to identify critical decision-making points, and to identify and analyze existing or needed policies, procedures, and necessary training.
4. A Data Processing Coordination Task Force has been established. The task force conducted a computer needs assessment which was presented to the city's Data Processing Office. The task force is also responsible for supplying information necessary for the effective use of the computer system as an operational tool within the department.
5. Maintenance of Equipment: A policy and procedure order was distributed to inform personnel of their responsibilities for the repair and maintenance of police vehicles.

PRELIMINARY EVALUATION OF INVESTIGATIVE
CASE MANAGEMENT

Executive Summary

The preliminary evaluation of investigative case management was conducted by analyzing samples of cases from various crime categories. A second purpose of the analysis of cases was to develop a detailed research design which could be implemented during Phase III of ICAP.

The preliminary evaluation indicates that the Portsmouth Police Department is using case management techniques. About one-half of the cases are closed very early in the case review process. The department is using experienced detectives, rather than quantitative solvability factors, to review and assign cases. Most cases are followed up by either telephoning the victim and exchanging information, or by sending the victim a letter in which any further information is requested and/or given.

During Phase III of ICAP a detailed evaluation of investigative case management and productivity will be made utilizing the research procedure developed under Phase II.

X. PRELIMINARY EVALUATION OF
INVESTIGATIVE CASE MANAGEMENT

PRELIMINARY EVALUATION OF INVESTIGATIVE CASE MANAGEMENT

Introduction

The purpose of this section is to provide the results of preliminary research in the management of criminal investigations in the Portsmouth, Virginia Police Department, and to outline the scope of the complete evaluation planned for Phase III of the Portsmouth ICAP.

Although a number of recent studies have examined the investigative function in police departments, there are still gaps in available knowledge about how to improve the effectiveness and productivity of detective divisions. In addition, there is much to be learned about how to track and identify the various activities of investigators as they relate to the outcome of investigations. The Rand Study, which focused on adult felony crimes, shed considerable light on investigative activity by determining that investigators spend more time on a case after it is cleared by arrest than before it was cleared and, further, that more time is spent on investigations which do not result in an arrest clearance than on those which do end in an arrest. Another significant finding was that 29% of investigators' time was not accounted for. This not only raises the question of how investigators spend their time but also points up the possibility that the measures used did not encompass all investigative activities. The traditional measure for productivity in policing has been the clearance rate; however, Harry Hatry of the Urban Institute cites serious shortcomings in the unqualified use of clearance rates as an indicator of effectiveness. Clearance of a case when only one of two or more offenders are arrested, variance in the criteria for exceptional clearance, arrest of an offender who has committed multiple offenses of which the police are unaware, and the fact that the arrest and charge may not survive the initial judicial screening or the trial, are all factors which dictate against sole reliance on clearance rates. Case quality, i.e., survival of the initial judicial screening, is recommended as a more valid measure of successful investigation, but even here it must be established whether or not a police-related reason was the cause of non-survival before an accurate assessment of police productivity can be made. Changes in content of victim/witness testimony or outright non-cooperation by the victim

as the case moves through the criminal justice system can cause case failure for which the police should not be held accountable. These considerations will be incorporated into the evaluation plan for Phase III of the Portsmouth ICAP and, in addition, the performance of investigators in activities which impact on crime prevention, suppression of criminal activity, and the quality of services to individual citizens will be assessed.

Objectives

Research objectives for the proposed Phase III evaluation are to:

1. account for the percentage of total reported offenses which are referred to the detective division, and to determine the outcome of these referrals by crime category;
2. evaluate the productivity of investigators by the application of specific measures;
3. account for investigators' time usage, the objects of their investigations, the degree of discretion involved in investigative decision-making, and the extent of interaction by investigators with other components of the criminal justice system;
4. track the flow of investigative information and identify impediments.

Research Design

The general research design for each of the research objectives presented below is not intended to be all inclusive or to limit research. It is anticipated that as data are collected and analyzed during the evaluation certain avenues for additional or more detailed examination will be uncovered, requiring an expansion of methodology and development of other measures.

Accounting for Case Outcome

In order to account for the outcome of cases referred to the detective division, the total reported offenses for a given period will be analyzed to determine:

1. of those referred to the detective division, how many, by crime category, are closed/inactivated;
2. what are the reasons for the closure/inactivation;

3. at what organizational level was the decision to close/inactivate made;
4. of those referred, how many are cleared as unfounded, by arrest and by exception;
5. what are the reasons for exceptional clearance.

In assessing outcomes, particular attention will be given to prior relationships among victims, offenders and witnesses; differences among crime categories; at what point victims become non-cooperative or refuse to prosecute, and the relationships between these three considerations.

Measuring Productivity

Much of the data collected during the analysis of reported offenses will also be applicable to the productivity measurement of investigators, specifically the:

1. rate of clearance of assigned cases;
2. crime category distribution of cleared cases;
3. clearance rates for crime categories;
4. length of time involved in clearance;
5. closure/inactivation rates by crime category.

Determining Caseloads and Outcomes

Case assignment and status logs maintained by the Portsmouth Detective Division will support determination of the:

1. investigator caseloads by number of cases and crime category;
2. reasons for closure/inactivation and exceptional clearance;
3. clearance and closure/inactivation rates for individual detectives;
4. possible relationship between caseloads, clearances, and closures.

Determining Case Quality

The case files of the Portsmouth Police Department and the Portsmouth Commonwealth's Attorney's Office will support determination of case quality by providing:

1. the percentage of cases cleared by arrest which survive initial judicial review;

2. the percentage of cases cleared by arrest which result in trial conviction;
3. the percentage of cases which fail to survive initial judicial review or trial for a police-related reason;
4. the percentage of cases which are referred back to the police department for further investigation or preparation.

Accounting for Time Usage

Observation and field work with individual detectives investigating specific crime categories will ascertain:

1. distribution of investigative activity (pre-arrest/closure) including
 - a. interviewing - victims, witnesses, possible witnesses, others;
 - b. attempts at identification - photograph search, line-ups, etc.;
 - c. records searches - prior convictions, arrests;
 - d. consultation - with other police officers, experts, lawyers;
 - e. warrant securing.
2. Observation and field work will also ascertain the distribution of investigative activity (post arrest) for case preparation consultation with attorneys, further investigation, evidence processing and assembly, court time; for
3. administrative time - report writing, office watches, administrative assignments;
4. investigative delays - witness/victim availability, evidence processing, awaiting results of record searches;
5. the objects of investigation - individuals, events, evidence, leads;
6. the degree of discretion employed to select an individual for investigation, close/inactivate a case, make determination that the alleged offense is unfounded;
7. the frequency of interaction with other agencies - other police departments, state police, F.B.I., Commonwealth attorneys.

Observational data will be augmented by logs, reports, and case records maintained in the Detective Division and the Commonwealth's Attorney's Office.

Tracking Information Flow

By tracking and observing individual cases in the various categories of crime, sources of information will be identified. Possible sources are:

1. patrol, other intra-departmental sources such as the Crime Analysis Unit, Criminal Records;
2. witnesses, victims, neighbors;
3. extra departmental sources such as the state police, social agencies, prosecutors, businesses, banks, credit agencies;
4. suspects, persons interrogated regarding other crimes.

In the course of the investigation any dissemination of information by the investigator will be noted. The kinds and sources of information will be identified. In addition, any impediments (organizational, procedural, or behavioral) to the flow or exchange of information will be sought.

Case Outcomes

The tracking of cases in the preliminary research went only as far as case clearance or inactivation. The outcome of cases after processing by the judicial system will be addressed in Phase III of the Portsmouth ICAP. The following figures graphically present the outcomes of cases cleared or inactivated during the three-month period, who cleared or inactivated the cases and, in the case of exceptional clearances and inactivations, the reason thereof.

Figure 1

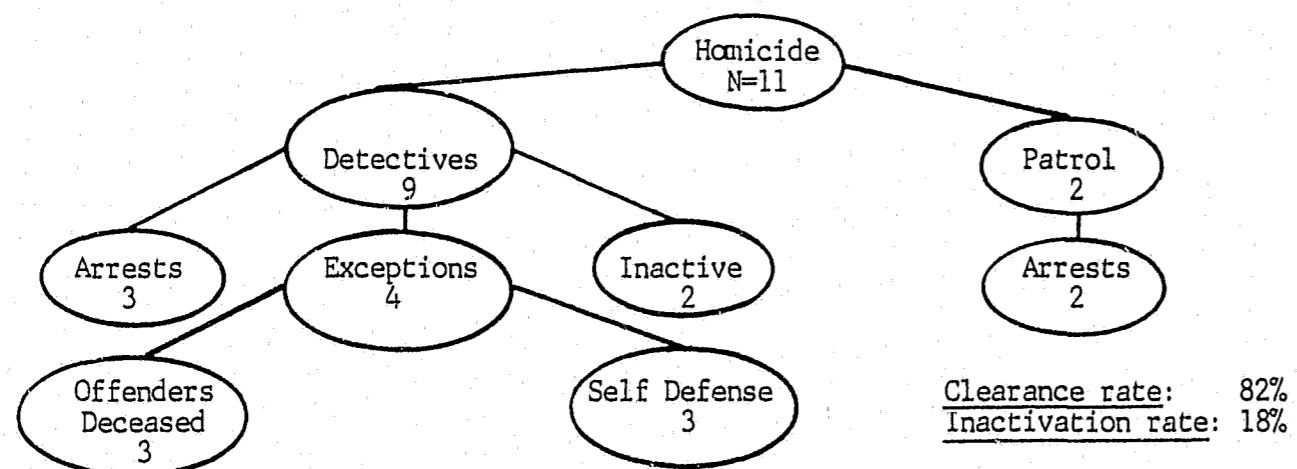
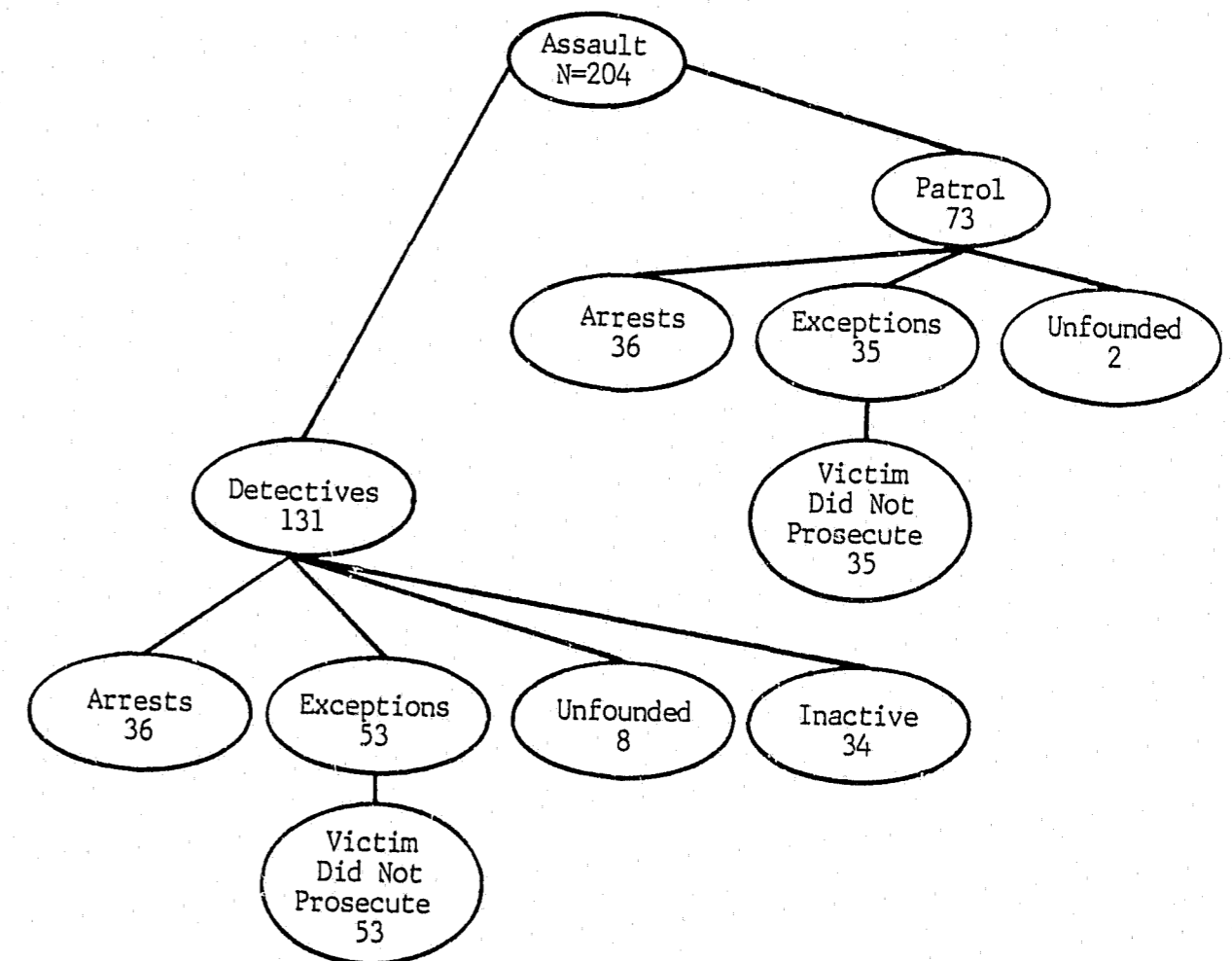


Figure 2



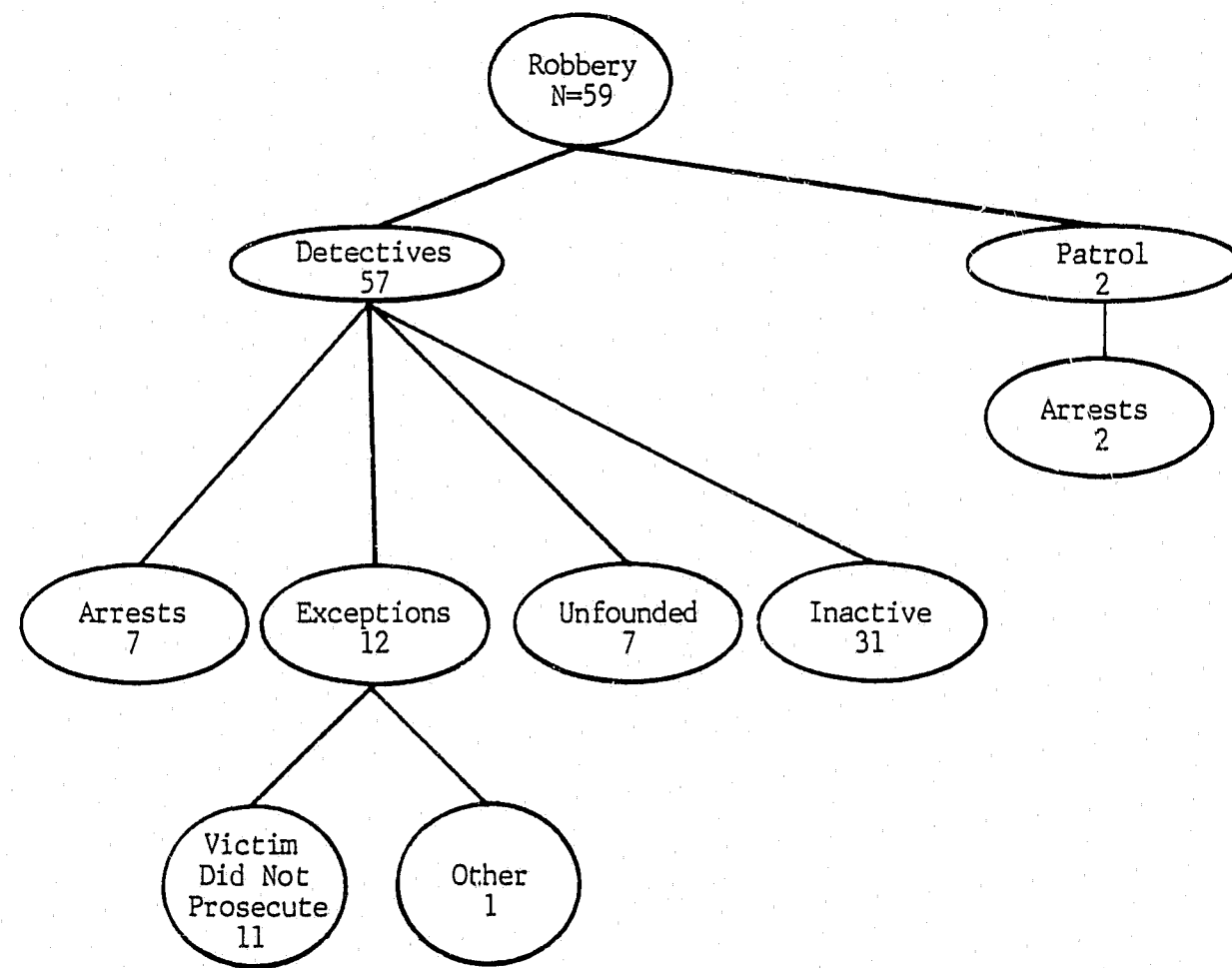
Clearance rate: 83%

Inactivation rate: 17%

Victim failure to prosecute: 43%

Unfounded: 5%

Figure 3



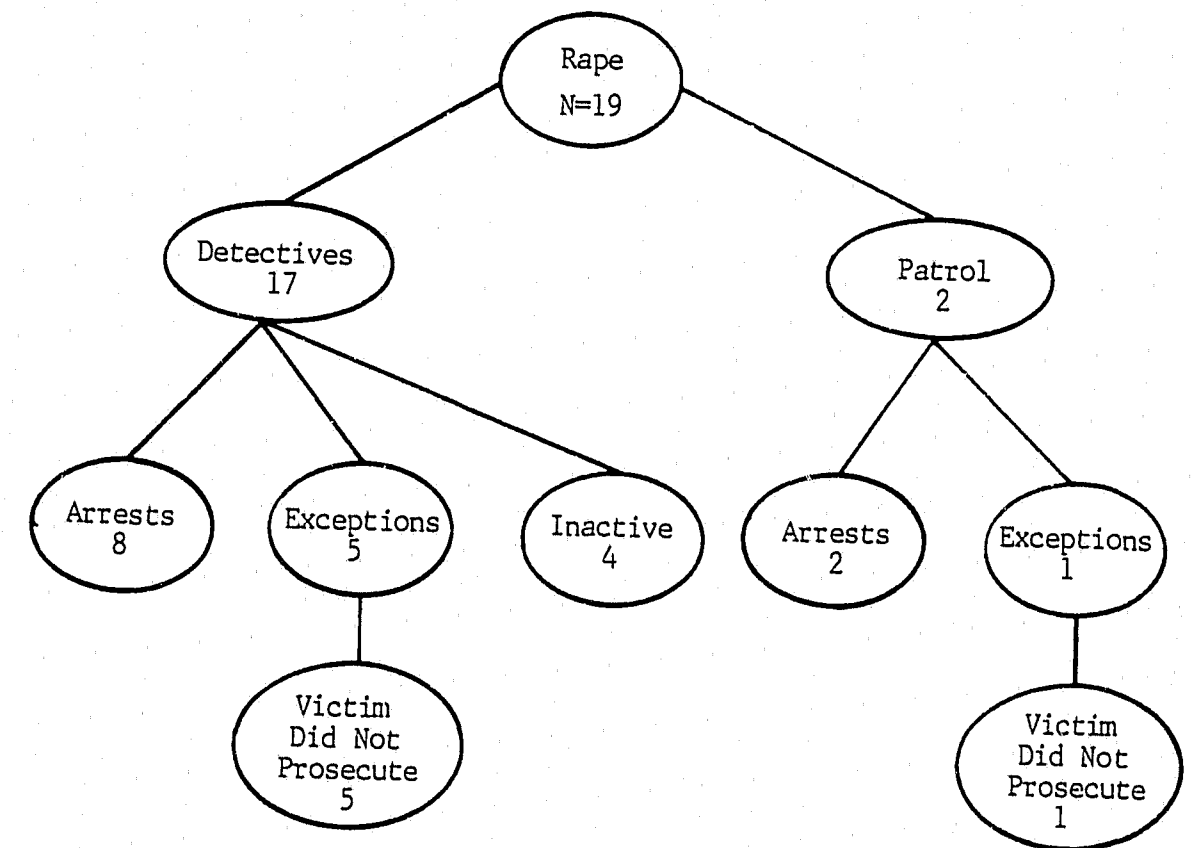
Clearance rate: 47%

Inactivation rate: 53%

Victim failure to prosecute: 19%

Unfounded: 12%

Figure 4

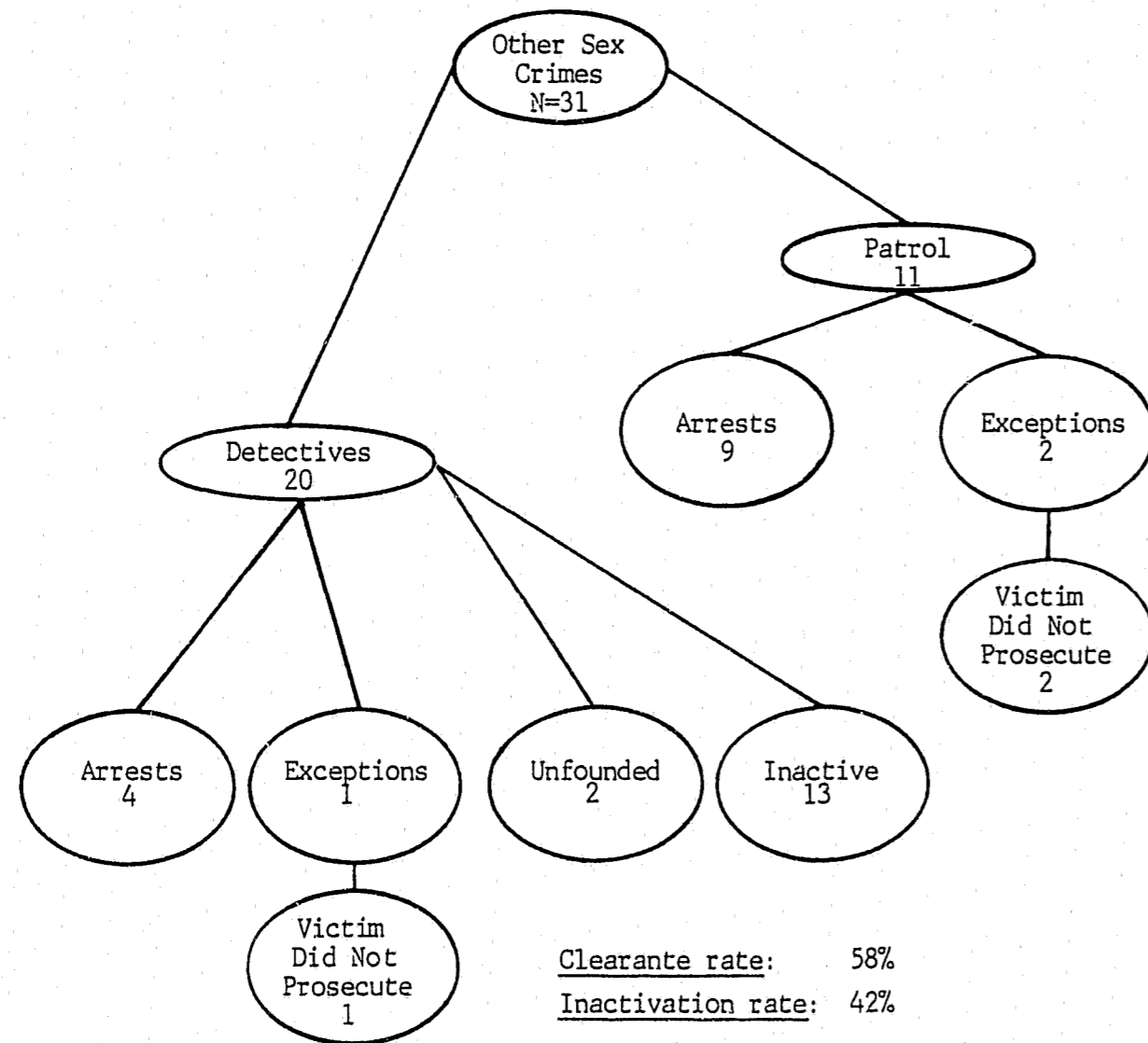


Clearance rate: 79%

Inactivation rate: 21%

Victim failure to prosecute: 32%

Figure 5



Clearance rate: 58%

Inactivation rate: 42%

Victim failure to prosecute: 10%

Table 1

INACTIVATIONS BY CRIME CATEGORY AND REASON FOR INACTIVATION

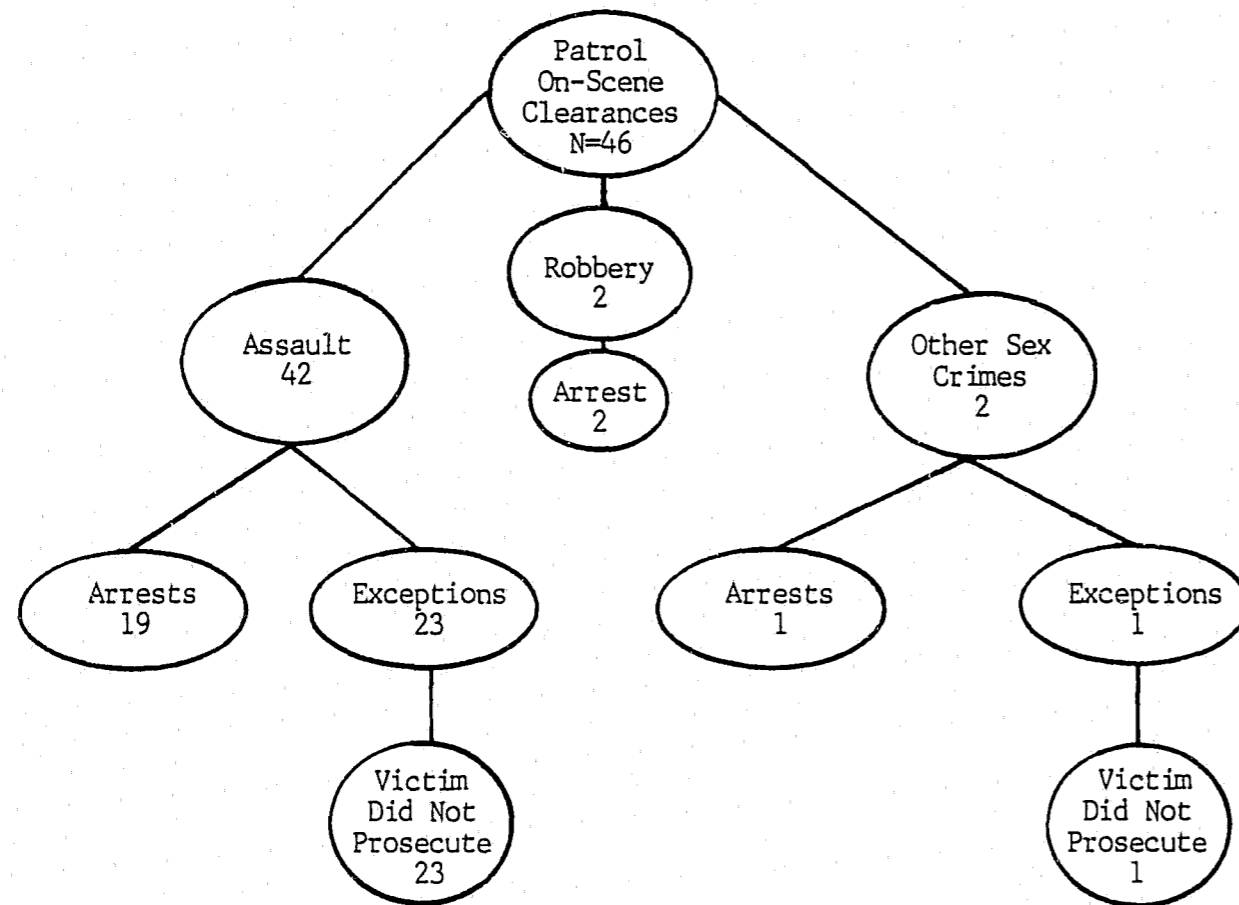
Reason	Crime Category					No.
	Homicide	Robbery	Assault	Rape	Other Sex Crimes	
Not Solvable	--	6	23	--	8	37 (44%)
Leads Exhausted	2	21	2	2	2	29 (34%)
Victim Non-cooperative	--	4	7	2	3	16 (19%)
Other	--	--	2	--	--	2 (3%)
Totals	2	31	34	4	13	84 (100%)

Summary

1. Assault, the most frequent crime, has the highest clearance rate, 83%; however, it also has the highest incidence of failure by the victim to prosecute, 42%. The failure to prosecute accounts for all the exceptional clearances in this category.
2. Rape has the second highest incidence of the victims' failure to prosecute, 32%.
3. Assault and rape cases for the three-month period occurred most frequently among blacks. Blacks committed, or were alleged to commit, 73% of assaults, and 61% of the victims were black. In the case of rape, 90% of the offenders were black as were 74% of the victims.
4. The apparent reluctance to prosecute may be attributed to the fact that in 67% of the assaults and 82% of the rapes the victim and offender were known to each other in some way.
5. Additionally it was noted that in 46 of the 324 offenses, uniform patrol made an on-scene clearance. The outcome of these

clearances is reflected below.

Figure 6

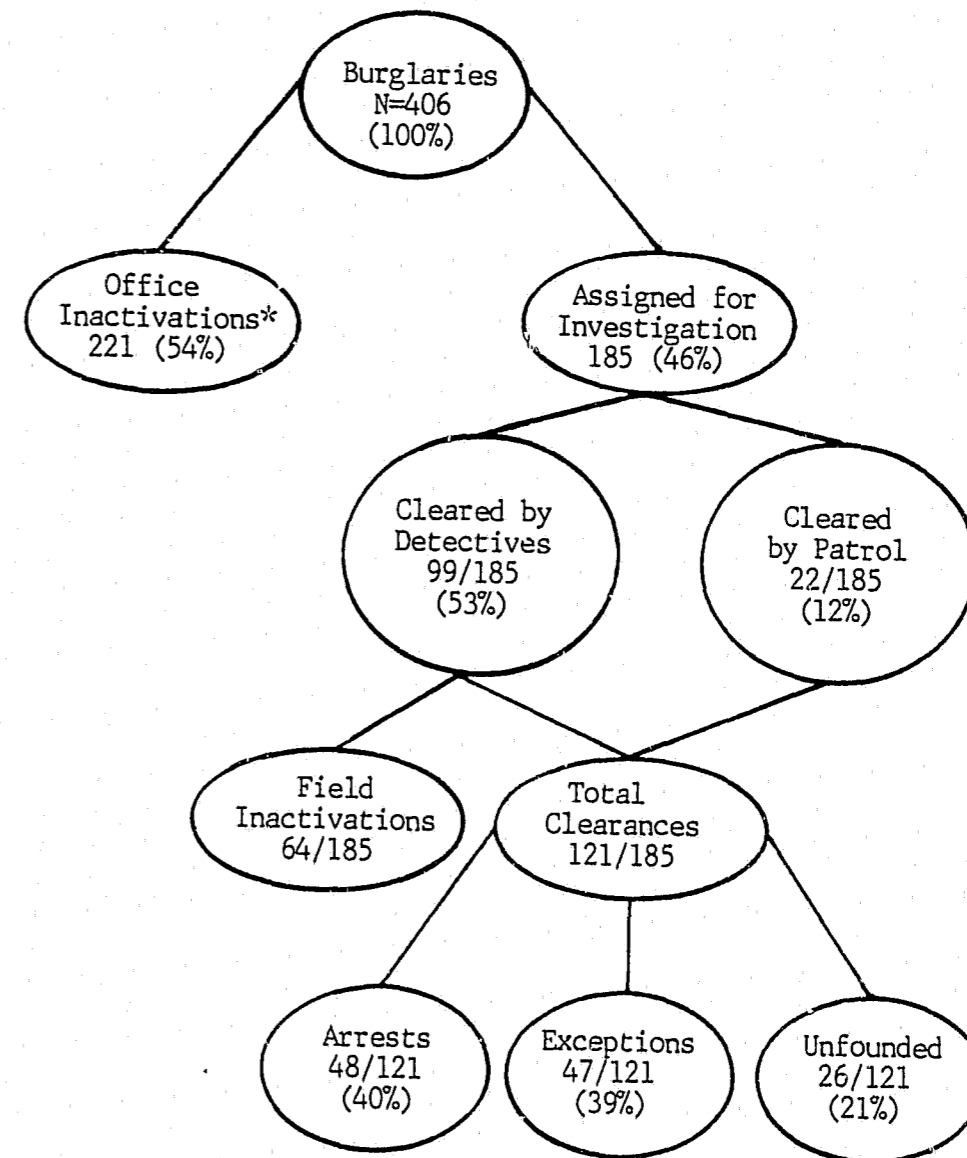


Victim failure to prosecute: 52%

Overview of Inactivations: Burglary and Larceny

In addition to the preliminary research into crimes against persons, an overview of case inactivations and investigative outcomes of burglaries and larcenies was conducted. The period covered was July-September, 1979; the overview covered 406 burglary and 1,094 larceny cases. The data on outcomes are presented in the following figures.

Figure 7

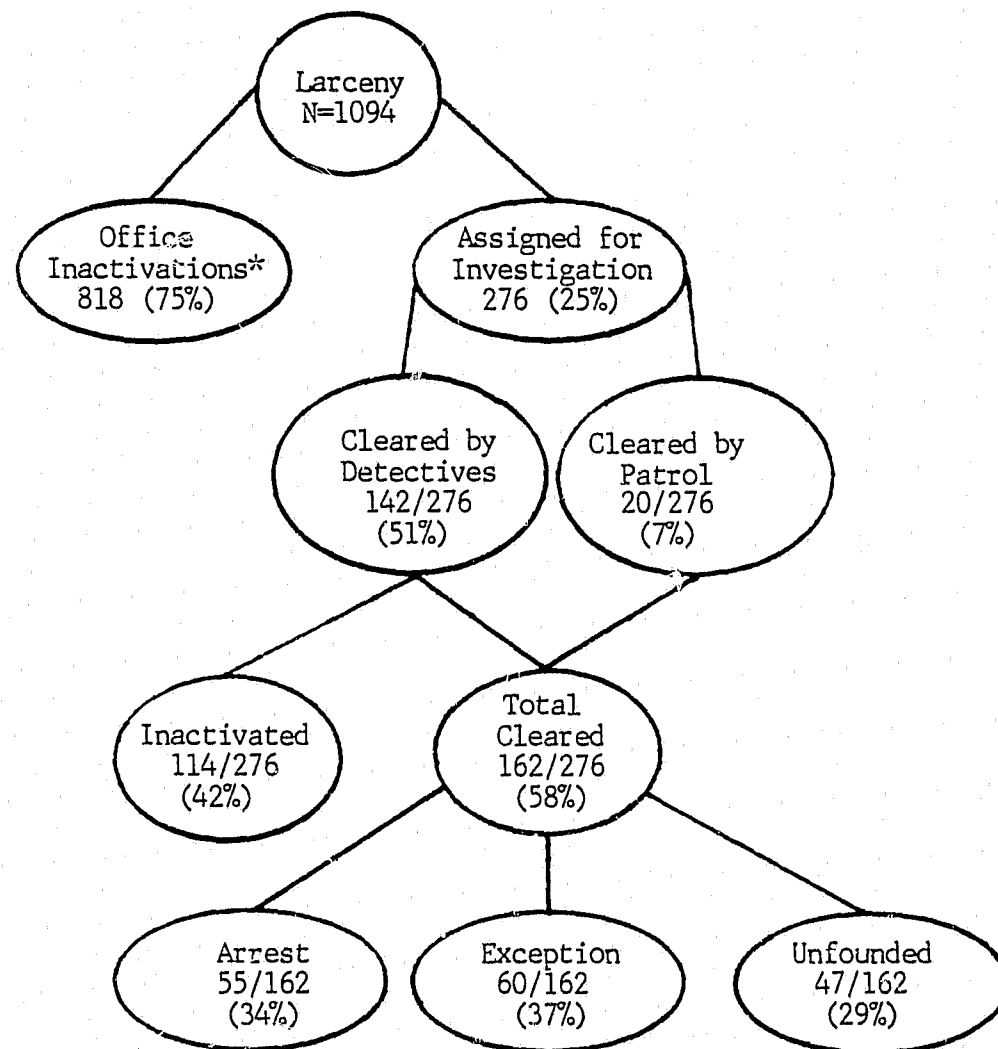


Clearance rate: 30%

Inactivation rate: 70%

*Office inactivations are generally made after repeated attempts to contact or after contact with the victim.

Figure 8



Clearance rate: 15%

Inactivation rate: 85%

*Office inactivations are generally made after repeated attempts to contact or actual contact with the victim.

Call-back Procedure

The Detective Division has instituted a procedure whereby an administrative follow-up is made on those burglary and larceny reports which are immediately inactivated. Those citizens who can be contacted by telephone or letter are queried regarding any additional information which may have come to light in connection with the incident and are encouraged to contact the Detective Division in the event of further developments or re-occurrence. The procedure serves as a public relations vehicle and a potential information source.

During the period July - September, 1979, 480 citizens were so contacted. In 24 cases additional information of value to investigators was received and 5 cases were cleared on the basis of information provided. This procedure will be monitored to assess the time and effort involved in relation to productive outcomes.

CONTINUED

3 OF 4

XI. APPENDICES

APPENDICES

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Appendix A
Tele-Serv User Survey

Appendix A
ICAP - PHASE II

Tele-Serv - User Survey
(January, 1979)

Portsmouth Police Department

Case Number

Zone Number

Census Tract

Report Number

Citizen's Name: _____

Offense Site: _____
(Street and Number)

Citizen's City of Residence

Home Phone Number

Place of Employment

Business Phone

Police Officer's Name

and

Control Number

Citizen's sex: Male 1
Female 2

Citizen's race: Black 1
White 2
Other 3

Socio-economic status of neighborhood where service was rendered:

Business/Industrial 1
Mixed 2
Residential 3
Working class 4
Poverty housing 5
Public housing 6
Middle-Upper middle 7
Other 8
Not applicable 9

Ten-code involved _____

Nature of incident which led to call for police assistance:

Police Report _____
Citizen Report _____

Estimated loss to complainant:

No loss 1
Under \$10 2
\$ 10 - \$ 50 3
\$ 51 - \$100 4
\$101 - \$500 5
Over \$500 6
No Response 7

Q.1 Did you have any trouble putting your call through to the police?

Yes 1
No 2
No Response 3

Q.2 What trouble did you have?

HERE ARE A FEW QUESTIONS WHICH REFER TO THE FIRST PERSON YOU TALKED TO. THAT IS, THE PERSON WHO ANSWERED YOUR PHONE CALL.

Q.3 What did the person tell you?

Q.4 How satisfied were you with what that person said to you?

Very satisfied (5)
Somewhat satisfied (4)
Neutral (3)
Somewhat dissatisfied (2)
Very dissatisfied (1)

Q.5 How polite was the attitude of the person?

Very polite (1)
Somewhat polite (2)
Neutral (3)
Somewhat impolite (4)
Very impolite (5)

Q.6 How helpful was that person to you?

Very helpful (1)
Somewhat helpful (2)
Neutral (3)
Somewhat unhelpful (4)
Very unhelpful (5)

Q.7 Did the first person you spoke with transfer your call to someone else who then handled your information?

Yes (1)
No (2)

Q.8 Was there any problem in transferring the call?

Yes (1)
No (2)
Don't know (3)

Q.9 How long did it take to transfer your call?

Don't know

Q.10 How many persons did you talk to before someone actually took your information on the phone?

NOW WE WOULD LIKE TO ASK YOU A FEW QUESTIONS ABOUT THE PERSON (OFFICER) WHO TOOK YOUR REPORT.

Q.11 How satisfied were you with the officer who took your report?

Very satisfied (1)
Somewhat satisfied (2)
Neutral (3)
Somewhat dissatisfied (4)
Very dissatisfied (5)

Q.12 How polite was the attitude of the officer?

Very polite (1)
Somewhat polite (2)
Neutral (3)
Somewhat impolite (4)
Very impolite (5)

Q.13 How helpful was that officer to you?

Very helpful (1)
Somewhat helpful (2)
Neutral (3)
Somewhat unhelpful (4)
Very unhelpful (5)

Q.14 How respectful of you was the attitude of the officer?

Very disrespectful (1)
Somewhat disrespectful (2)
Neutral (3)
Somewhat respectful (4)
Most respectful (5)

Q.15 How satisfied were you with your report being taken by phone?

Very satisfied (1)
Somewhat satisfied (2)
Neutral (3)
Somewhat dissatisfied (4)
Very dissatisfied (5)

Q.16 Did you expect any follow-up actions taken?

Yes (1)
No (2)
Don't know (3)
No response (4)

Q.17 Was there any follow-up action taken by police personnel?

Yes (1)
No (2)
No response (9)

Q.18 What was the follow-up action taken?

Q.19 How do you feel about the follow-up action taken?

Very satisfied (5)
Somewhat satisfied (4)
Neutral (3)
Somewhat dissatisfied (2)
Very dissatisfied (1)

249.

Q.20 What else do you feel the police should have done?

Q.21 Did the officer make any suggestions for your avoiding future problems of a similar nature?

Yes (1)
No (2)

Q.22 What, briefly, were the suggestions made by the officer?

Q.23 How many times have you dealt with the Portsmouth police during the past two years?

None before this time (1)
Once or twice (2)
Three of four times (3)
More than five times (4)

Q.24 What was your opinion of the Portsmouth police during the past two years?

Very poor (1)
Below average (2)
About average (3)
Better than average (4)
One of the best I've had (5)
contact with

Q.25 How does your opinion of the Portsmouth Police Department now compare with what it was before this incident?

Much less favorable (1)
Less favorable (2)
About the same (3)
Somewhat more favorable (4)
Much more favorable (5)

Q.26 What are your suggestions for improving the service that you've received?

THANK YOU VERY MUCH FOR YOUR ASSISTANCE.

250.

Appendix B
Officer Contact Survey

Appendix B
ICAP - PHASE II

Officer Contact Survey
(February, 1979)

Portsmouth Police Department

Case Number

Zone Number

Census Tract

Report Number

Citizen's Name: _____

Offense Site: _____
(street and number)

Citizen's City of Residence

Home Phone Number

Place of Employment

Business Phone Number

Police Officer's Name

and Control Number

Citizen's Sex: Male 1
Female 2

Citizen's Race: Black 1
White 2
Other 3

Socio-economic status of neighborhood where service was rendered:

Business/Industrial 1
Mixed 2
Residential 3
Working class 4
Poverty housing 5
Public housing 6
Middle-Upper middle 7
Other 8
Not applicable 9

Ten-code involved _____

Nature of incident which led to call for police assistance:

Police Report _____

Citizen Report _____

Estimated loss to complainant:

- No loss 1
- Under \$10 2
- \$ 10 - \$ 50 3
- \$ 51 - \$100 4
- \$101 - \$500 5
- Over \$500 6
- No Response 7

Q. 1 About how much time went by between your knowing of the crime and your calling the police?

- 1 5 minutes or less
- 2 5-10 minutes
- 3 11-15 minutes
- 4 16-30 minutes
- 5 31 minutes to 1 hour
- 6 More than 1 hour
- 7 Don't know
- 8 No response

Q. 2 Did you have any problems in contacting the police?

- 1 Yes
- 2 No
- 3 No response

Q. 3 What problems did you have?

Q. 4 About how long did you expect it would take the police to arrive after the call was made?

- 1 5 minutes or less
- 2 5-10 minutes
- 3 11-15 minutes
- 4 16-30 minutes
- 5 31 minutes to 1 hour
- 6 More than 1 hour
- 7 Don't know
- 8 No response

Q. 5 About how long did it take the police to arrive after the call was made?

- 1 5 minutes or less
- 2 5-10 minutes
- 3 11-15 minutes
- 4 16-30 minutes
- 5 31 minutes to 1 hour
- 6 More than 1 hour
- 7 Don't know
- 8 No response

Q. 6 How satisfied were you with the time it took the police officer to arrive after you called?

- 1 Very satisfied
- 2 Somewhat satisfied
- 3 Neutral
- 4 Somewhat dissatisfied
- 5 Very dissatisfied
- 6 No response

Q. 7 If the police had arrived more quickly do you think it would have made a difference in the outcome of the incident?

- 1 Yes
- 2 No
- 3 Don't know
- 4 No response

Q. 8 Why do you feel this way?

Q. 9 What did the police do after they arrived?

Q.10 How satisfied were you with what the officer did?

- 1 Very satisfied
- 2 Somewhat satisfied
- 3 Neutral
- 4 Somewhat dissatisfied
- 5 Very dissatisfied
- 6 No response

Q.11 What else do you feel the police should have done?

(4)

Q. 12 Did the officer make any suggestions for your avoiding future problems of a similar nature?

- 1 Yes
- 2 No
- 3 No response

Q.13 What, briefly, were the suggestions made by the officer?

Q.14 How polite was the attitude of the officer?

- 1 Very polite
- 2 Somewhat polite
- 3 Neutral
- 4 Somewhat impolite
- 5 Very impolite
- 6 No response

Q.15 How helpful was the officer to you?

- 1 Very helpful
- 2 Somewhat helpful
- 3 Neutral
- 4 Somewhat unhelpful
- 5 Very unhelpful
- 6 No response

Q.16 How respectful of you was the attitude of the officer?

- 1 Most respectful
- 2 Somewhat respectful
- 3 Neutral
- 4 Somewhat disrespectful
- 5 Very disrespectful
- 6 No response

Q.17a Did you expect any follow-up action?

- 1 Yes
- 2 No
- 3 Don't know
- 4 No response

Q.17b Was there any follow-up action taken by the police personnel?

- 1 Yes
- 2 No
- 3 No response

254.

(4)

Q.18 What was the follow-up action taken?

Q.19 How do you feel about the follow-up action taken?

- 1 Very satisfied
- 2 Somewhat satisfied
- 3 Neutral
- 4 Somewhat dissatisfied
- 5 Very dissatisfied
- 6 No response

Q.20 How many times have you dealt with the Portsmouth police during the past two years?

- 1 None before this time
- 2 Once or twice
- 3 Three or four times
- 4 More than five times
- 5 No response

Q.21 What was your opinion of the Portsmouth Police Department before this incident?

- 1 Very poor
- 2 Below average
- 3 About average
- 4 Better than average
- 5 One of the best I've had contact with
- 6 Don't know
- 7 No response

Q.22 How does your opinion of the Portsmouth Police Department now compare with what it was before this incident?

- 1 Much less favorable
- 2 Less favorable
- 3 About the same
- 4 Somewhat more favorable
- 5 Much more favorable
- 6 Don't know
- 7 No response

Q.23 What are your suggestions for improving the service that you have received?

Thank you very much for your assistance.

255.

Appendix C
Patrol Aide Program: Patrol Officers' Survey

Appendix C
Portsmouth Police Department
ICAP - PHASE II
PATROL AIDE PROGRAM EVALUATION
PATROL OFFICERS' SURVEY

The ODU evaluation staff is conducting an evaluation of the Patrol Aide Program as part of the overall evaluation of ICAP. Please respond to this brief questionnaire and return it to Katherine Forbes.

1. Have you worked with any of the patrol aides?
 Yes
 No (If NO, skip to Question 4.)
2. How many hours have you worked with patrol aides in an average week?
 hours in an average week
3. How many different patrol aides have you worked with?
 None
 One
 Two
 Three
 Four
4. On an overall basis, do you think the patrol aide program has had a positive or negative influence on the department?
 Positive influence
 Negative influence
5. Do you feel that the patrol aides are able to perform their duties effectively?
 Yes
 No (If NO, what do you think are the major problems?)

6. What do you like about the patrol aide program?

7. What do you dislike about the patrol aide program?

8. What do you think should happen to the patrol aide program?

____ Expanded

____ Continued at present level

____ Reduced

____ Eliminated

9. What recommendations would you make to improve the patrol aide program?

10. How many years have you been on the police force?

____ years

11. What is your specialty (i.e., K-9, FTO, etc.)?

Appendix D
Patrol Aide Program: Patrol Aide Supervisors' Survey

Appendix D

Portsmouth Police Department
ICAP - PHASE II
PATROL AIDE PROGRAM EVALUATION
PATROL AIDE SUPERVISORS' SURVEY

1. What are the objectives of the Police Aide Program?
2. What kinds of specific functions do the police aides have?
3. From your perspective, what do you consider to be particular benefits of the Police Aide Program?
4. From your perspective, what do you consider to be particular problems of the Police Aide Program?
5. In general, what kind of impression do you have of the Police Aide Program?

6. What kinds of specific training have the police aides had? Do you feel that the training has been adequate?
7. What kinds of supervision do the police aides receive? Does it differ from the supervision of regular patrol officers, and if so, how?
8. To your knowledge, what kinds of records are kept on the Police Aide Program?
9. What do you feel should happen to the Police Aide Program?
10. Do you have any other recommendations to make as to improving the Police Aide Program?

Appendix E
 PORTSMOUTH POLICE DEPARTMENT
 PATROL OFFICERS' SURVEY

GENERAL INSTRUCTIONS

This questionnaire is being conducted by the ICAP Grant. I am very interested in finding out what police officers think about certain aspects of their job (attitudes about your work, the Portsmouth Police Department in general, etc.) Although I will see the overall results of the survey, the individual questionnaires will in no way, shape, or form be made available to anyone without my personal authorization. It is of no importance to know your personal identity. Your honest and sincere answers to the questions in this questionnaire will help me to obtain the information I need to make proper management decisions. Take the time to answer the questions thoughtfully and accurately. This questionnaire will be distributed again in the future to help measure changes in your opinion.

E. Ronald Boone
 E. Ronald Boone
 Chief of Police

The following questions are designed to measure your opinion about many different aspects of police work. There are no right or wrong answers. Indicate how much you personally agree or disagree with each statement by circling the response which best represents how you feel about it.

CARD #1

Appendix E
 Patrol Officers' Job Satisfaction Survey

- | | | | | | | |
|--|----------------|-------|----------------|-------------------|----------|-------------------|
| 1. This department is one of the best in the country. | Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
| 2. This department is open to suggestions for change. | Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
| 3. My immediate supervisor keeps pretty well informed about general problems in my area. | Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
| 4. Closer communication between detectives and patrol officers in this department would significantly improve police services. | Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
| 5. I have confidence that the command staff picks the most qualified person for the best job. | Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
| 6. Information provided by planning and analysis has been helpful to me in performing my duties. | Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |

7. My salary has a direct influence on the quality of work I do.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
8. I don't feel that I have any influence in deciding what changes are made in this department.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
9. Task forces are important in the adoption of new programs.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
10. My immediate supervisor and I don't really have much opportunity to discuss problems in my district.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
11. Command keeps us in the dark about things we ought to know.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
12. Belonging to personal "clicks" or groups in the department gives you a better opportunity for advancement or a better job in the department.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
13. As far as my job is concerned the planning and analysis unit is useless.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
14. The department offers me a good opportunity to further my formal education.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
15. I am too bogged down with paperwork to do an effective job on the street.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
16. My immediate supervisor is open to suggestions for change.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|

17. I don't receive enough recognition from the department for my work.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
18. I need new and/or better equipment to do my job effectively.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
19. Top management (command) tells the officers about planned changes in the department.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
20. Department personnel policies are poorly defined.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
21. Presently, many of the routine calls-for-service received at the police dispatch center are being handled effectively without dispatching a car.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
22. The department offers me the chance to improve and develop my own special skills and abilities.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
23. My immediate supervisor is knowledgeable in police science.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
24. The officers who get promotions around here usually deserve them.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
25. I don't have a real sense of accomplishment in my job.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
26. The planning and analysis unit makes my job easier.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|

27. I am overburdened with administrative duties in my job.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
28. I don't feel that my immediate supervisor and I understand each other's problems.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
29. The general training I receive as a police officer enables me to perform my job well.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
30. The specialized training available to me as an officer is adequate.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
31. New programs are more effective when patrol officers are encouraged to assist in planning as well as implementation.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
32. I feel like I am getting ahead in the department.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
33. My immediate supervisor is a good personnel manager.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
34. I don't have enough time to devote to criminal activities.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
35. I feel that opportunities for self-growth in the department are good.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
36. There are too few opportunities for promotion in patrol work.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|

37. I feel that the personnel evaluation form presently used in the department is satisfactory.
- | | | | | | |
|----------------|-------|----------------|-------------------|----------|-------------------|
| Strongly Agree | Agree | Slightly Agree | Slightly Disagree | Disagree | Strongly Disagree |
|----------------|-------|----------------|-------------------|----------|-------------------|
38. Rank the following 9 specialized training areas as you feel they would most benefit you in your job, with 1 being the training area that would most benefit you and 9 being the training area that would least benefit you.
- _____ Management and Supervision
 - _____ Patrol Methods and Techniques
 - _____ Drug and Vice
 - _____ Police Instructor's School
 - _____ Rape and Sex Crime Investigation
 - _____ Burglary, Auto Theft and Larceny Investigation
 - _____ Interrogation and Interviews
 - _____ Crisis Intervention
 - _____ Hostage Situation and Hostage Negotiation

Answer the following questions by circling the appropriate answers.

39. Does your job give you more personal satisfaction than the things you do in your spare time?
- | | |
|-----|----|
| Yes | No |
|-----|----|
40. Would you always like to remain in police work?
- | | |
|-----|----|
| Yes | No |
|-----|----|
41. Do you find your work so interesting that it is on your mind a lot when you are not at work?
- | | |
|-----|----|
| Yes | No |
|-----|----|
42. Would you decline an opportunity to change your present job for one of equal pay, security and status?
- | | |
|-----|----|
| Yes | No |
|-----|----|
43. Are you so interested in your work that you talk about it a great deal even after working hours?
- | | |
|-----|----|
| Yes | No |
|-----|----|

44. Do you like your present job better than any other you have ever had?

Yes No

45. Would your life seem empty without your work to occupy you?

Yes No

46. Would you like to secure a different job in another occupation?

Yes No

47. Do you feel really interested in your present job?

Yes No

48. If you had your choice, would you choose a job as a police officer over any other line of work?

Yes No

How would you compare uniform patrol duty with other assignments in the department with respect to general image, supervision, pay and benefits, etc.?

Circle the appropriate numbers to indicate whether patrol is much better, somewhat better, the same, somewhat worse, or much worse than the other assignments.

	Much Better	Somewhat Better	Same	Somewhat Worse	Much Worse
49. Patrol Image	1	2	3	4	5
50. Supervision	1	2	3	4	5
51. Pay and benefits	1	2	3	4	5
52. Promotion opportunities	1	2	3	4	5
53. Nature of contact with public	1	2	3	4	5
54. Recognition by the department	1	2	3	4	5
55. Respect from citizens	1	2	3	4	5

The following questions are meant to get an idea of how you think things have changed in the last year. Indicate in the appropriate column if you think particular aspects of your job have gotten much better, somewhat better, remained the same, gotten somewhat worse, or much worse. (Circle the number in the appropriate column).

Job Aspects	Much Better	Somewhat Better	Remained The Same	Somewhat Worse	Much Worse
56. Your relation with your supervisor	1	2	3	4	5
57. Communications with officers on your shift	1	2	3	4	5
58. Communication with detective division	1	2	3	4	5
59. Your satisfaction with your work	1	2	3	4	5
60. Your contacts with the public	1	2	3	4	5
61. Your understanding of the people in the community you patrol	1	2	3	4	5
62. Your effectiveness as a police officer	1	2	3	4	5
63. Your influence on department decisions	1	2	3	4	5
64. Citizen cooperation with the police	1	2	3	4	5

Answer the following questions by placing a check in the space corresponding to the statement which best demonstrates how you feel.

65. Which of these statements best tells how you feel about your job?

- completely satisfied
- well satisfied
- Neither satisfied nor dissatisfied
- a little dissatisfied
- very dissatisfied

66. Compared with other patrol officers in the department, how do you rate your ability to get good information for an investigation?

- much above average
- above average
- average
- below average
- much below average

67. Compared with other patrol officers in the department, how do you rate your ability to handle a family crisis situation?

- much above average
- above average
- average
- below average
- much below average

68. Compared with other patrol officers in the department, how do you rate your ability to make a difficult arrest without any trouble?

- much above average
- above average
- average
- below average
- much below average

69. How do you rate your overall ability, compared with other patrol officers in the department?

- much above average
- above average
- average
- below average
- much below average

267.

70. What is the rank of your immediate supervisor?

- Sgt.
- Lt.
- Capt.
- Asst. Chief
- Chief

71. Is there a break down of communication in your chain of command?

- Yes (If yes, answer questions 71a and 71b)
- No (If no, skip to question 72)

71a. In your opinion, where in your chain of command does communication break down the most?

- PtIm. - Sgt.
- Sgt. - Lt.
- Lt. - Capt.
- Capt. - Asst. Chief
- Asst. Chief - Chief
- Not applicable

71b. In your personal experience, where in your chain of command does communication break down the most?

- PtIm. - Sgt.
- Sgt. - Lt.
- Lt. - Capt.
- Capt. - Asst. Chief
- Asst. Chief - Chief
- Not applicable

72. Do you feel that our review board is a fair and honest way to judge alleged violations of policy and/or procedure?

- Yes
- No

73. Do you benefit from information gathered on field interview cards?

- Yes
- No
- Don't know

268.

74. Rank the following eight occupations as to the degree they cause interference with a patrol officer's duty on the street, with 1 being most interference and 8 being least interference.

- Public utility workers
- Private security guards
- Court officers
- Deputy sheriffs
- City employees
- Motorized private security guards
- Ambulance attendants
- Fireman

Answer the following questions by circling the appropriate answer.

75a. Do you feel that the auxiliary police are an effective law enforcement tool?

Yes No

75b. Do you feel that they are properly managed?

Yes No

76a. Do you feel that chaplains are effective law enforcement tools?

Yes No

76b. Do you feel that they are properly managed?

Yes No

CARD #2

77a. Do you feel that community service officers are an effective law enforcement tool?

Yes No

77b. Do you feel that they are properly managed?

Yes No

78. Have you ever been a liaison officer?

Yes No

79. Are you presently on an ICAP task force?

Yes No

END OF QUESTIONNAIRE

Please fill out the General Background form which begins on the next page.

GENERAL BACKGROUND

1. What is your age? (Please Check in space provided)

- 21 - 29 years
- 30 - 39 years
- 40 - 49 years
- 50 - 59 years
- 60 years or older

2. Sex

- Male
- Female

3. Race

- Black
- White
- Other

4. How long have you been a police officer in Portsmouth or anywhere?

Years

5. How long have you been a police officer in the Portsmouth Police Department?

Years

6. What division are you currently in?

- Patrol
- Detective
- Traffic
- K-9
- Other _____

7. What is your rank?

8. In what zone are you currently assigned?

Zone 1

Zone 2

Zone 3

Zone 4

Zone 5

No specific zone

9. What is the highest level of formal education you have completed?

eighth grade or less

some high school, but not a graduate

graduate from high school or G.E.D.

less than 1 year of college

completion of 1 but less than 2 years of college

completion of 2 but less than 4 years of college

completion of 4 or more years of college

THANK YOU VERY MUCH FOR YOUR COOPERATION

Appendix F
Crime Analysis Reply Memo

Appendix F
CRIME ANALYSIS
REPLY MEMO

TO: _____ FROM: _____

DATE: _____ CRIME ANALYSIS BULLETIN NO. _____

UNIFORM PATROL & C.I.D. COMMANDERS

- PERSONNEL INFORMED OF PATTERN
- INCREASED PATROL
- FOOT PATROL
- UNMARKED PATROL
- SPOT CHECKS
- PATROL ALERTED TO F.I. POSSIBLE SUSPECTS
- MOVING SURVEILLANCE
- ROOF TOP SURVEILLANCE
- SURVEILLANCE STAKE-OUT
- SURVEILLANCE OF SUSPECT
- MECHANICAL SURVEILLANCE
- OTHER SPECIAL DETAIL OR ASSIGNMENT *
- NO ACTION TAKEN *

CRIME PREVENTION COMMANDER

- SECURITY INSPECTIONS
- SURVEY CONDUCTED
- AREA RESIDENTS/OWNERS CONTACTS
- BLOCK WATCH ORGANIZED
- OTHER *
- NO ACTION TAKEN *

* please comment or explain below

RESULTS OF ACTION

- ARREST(S) MADE (NO. _____)
- SUSPECT(S) FIELD INTERVIEWED (NO. _____)
- OBSERVED SUSPECT(S), NO ACTION
- CHASED SUSPECT(S), NO ARREST
- OTHER *

COMMENTS & EXPLANATIONS

Appendix G
Sector Command/Directed Patrol Survey

Appendix G
Sector Command/Directed Patrol Survey

Sector Command System

1. Has the sector command system improved services to the public?

Yes No

How?

Give examples.

2. Has the sector command system improved supervision and resource allocation?

Yes No

How?

Give examples.

3. Has the sector command system had a positive effect on the exchange of information?

Yes No

How?

Give examples.

4. Does the sector command system accomodate feedback of information from citizens?

Yes No

How?

Give examples.

Directed Patrol

5. What does directed patrol mean to you?

6. Has patrol planning actually been based upon Crime Analysis information and input from patrol officers and citizens?

Yes No

How?

Give examples.

7. Who initiates patrol planning?

8. How often is there patrol planning?

9. A. Is there a difference between how patrol operations are currently planned and how they were previously planned before ICAP?

Yes No

B. How?

C. Give examples.

10. What has been the real impact of Crime Analysis on patrol operations?

11. Has the directed patrol led to more arrests?

Yes No

How?

Give examples.

12. Has directed patrol led to a reduction in criminal activity?

Yes No

How?

Give examples.

13. Has directed patrol led to greater job satisfaction for patrol officers?

Yes No

How?

Give examples.

14. Are patrol officers qualified to conduct investigations?

Yes No

Why/Why not?

15. Do you think patrol officers should be involved in more investigative activity?

Yes No

Why/Why not?

16. Do you think that if patrol officers became more involved in follow-investigations it would interfere with their ability to conduct effective patrolling?

Yes No

How?

Appendix H
 Crime Prevention/Police-Community Relations Survey



Appendix H

Institute of Urban Studies and Public Administration
 (804) 489-6514 • Norfolk, VA 23508

PORTSMOUTH POLICE DEPARTMENT
CRIME PREVENTION/POLICE-COMMUNITY RELATION SURVEY

General Instructions

This questionnaire is being conducted as part of the ICAP grant. It is important that we find out what sworn personnel think about the various tasks performed by the C/P-PCR unit. Your honest and sincere answers to each of the questions in this survey will be appreciated. Only the overall results of the survey will be reported. It is of no importance to know your personal identity.

W. Pindur

Wolfgang Pindur, Ph.D.
 Principal Investigator

PLEASE CIRCLE THE RESPONSE WHICH REPRESENTS HOW YOU FEEL:

1. Information provided by the C/P-PCR unit has been helpful to me in performing my duties.

Strongly Agree	Agree	Slightly Agree	Slightly Disagree	Disagree	Strongly Disagree
----------------	-------	----------------	-------------------	----------	-------------------

2. The C/P-PCR unit is helpful in deterring criminal activity.

Strongly Agree	Agree	Slightly Agree	Slightly Disagree	Disagree	Strongly Disagree
----------------	-------	----------------	-------------------	----------	-------------------

3. The C/P-PCR unit is effective.

Strongly Agree	Agree	Slightly Agree	Slightly Disagree	Disagree	Strongly Disagree
----------------	-------	----------------	-------------------	----------	-------------------

4. The police department would be just as well off if the C/P-PCR unit did not exist.

Strongly Agree	Agree	Slightly Agree	Slightly Disagree	Disagree	Strongly Disagree
----------------	-------	----------------	-------------------	----------	-------------------

PLEASE FILL IN THE BLANK OR CHECK THE APPROPRIATE RESPONSE:

5. Last month, how often did you contact the C/P-PCR unit for information related to your duties?

_____ times last month

6. Did the C/P-PCR unit provide you the information you requested?

_____ yes _____ no

7. Was the information provided useful or not useful to you in performing your duties?

_____ useful _____ not useful _____ did not provide the information requested

8. Last month, how often did a C/P-PCR officer come to you with information related to your duties?

_____ times last month

9. Was the information provided useful or not useful to you in performing your duties?

_____ useful _____ not useful _____ C/P-PCR has never come to me with information

10. Would you like C/P-PCR to provide you with information on a regular basis?

_____ yes _____ no

11. What type of information would you like to receive? Please explain and be specific.

12. Have you ever taken part in a crime prevention function?

_____ yes _____ no

13. If yes, do you think your participation was useful or not useful?

_____ useful _____ not useful

14. The C/P-PCR division is currently serving nine areas within the City of Portsmouth. Please indicate whether C/P-PCR should expand its activities in each of these areas, keep them at the same level, decrease its activities, or if you are unable to comment.

C/P-PCR should

	Expand Activities	Keep Activities at Same Level	Decrease Activities	Unable to Comment
Cavalier Manor				
Port Norfolk				
Southside				
Parkview				
Jeffrey Wilson				
Ida Barbour				
Mt. Hermon				
Acadamy Park				
Cradock				

15. What other areas of the city, if any, do you think need more activities by the C/P-PCR unit? Please be specific. If none, check here.

16. Listed below are various activities performed by the C/P-PCR unit. Please indicate whether you think each of these activities is very important, somewhat important, or not important to the performance of police officers.

	Very Important	Somewhat Important	Not Important	I Am Not Familiar With This Activity
Business Security Surveys				
Residential Security Surveys				
Saturation of Problem Areas in the City				
Sponsoring Youth Teams				
Civilian Radio Motor Patrol				
Sponsoring Trips for Senior Citizens, Youths and Others				
Neighborhood Block Security Programs				
Block Mothers				
Operation Identification				
Crime Prevention Programs on Residential Security				
Crime Prevention Presentations on Personal Safety				
Slow Down for Tots				
Concerned Citizens				
Community Service Officers Program				
Contacts with Navy Personnel				
Mental Health Runs				
Safety Town				
Blue Light Program				

17. What should be done to improve the services provided by the C/P-PCR unit? Please explain and be specific.

18. What is your sex?

_____ male _____ female

19. What is your race?

_____ black _____ white _____ other

20. How long have you been a police officer?

_____ years

21. What division are you currently in?

_____ Uniformed Patrol _____ Criminal Investigations

_____ Other (please be specific) _____

22. What is your rank?

_____ Patrol Officer

_____ Sergeant

_____ Lieutenant

_____ Captain

THANK YOU FOR YOUR COOPERATION

Appendix I
Time Management Data Collection Sheet

Appendix J

MOP

1. Are you attached to the Major Offender Unit? _____ or, will you become attached after current MOP attorneys leave June 1st? _____
2. Were you attached to the Portsmouth Commonwealth's Attorney Office when MOP was implemented in September of 1977? _____
3. Since implementation of the MOP has your caseload:
Increased* _____ Decreased _____ Stayed the same _____
*If increased, has it become too burdensome for you to handle adequately? _____
4. What is your opinion of the MOP?
Very Good _____ Good _____ O.K. _____ Fair _____ Poor _____
Why? _____
5. a. What strengths do you see in having a MOP?

b. Weaknesses?

c. Any recommendations or comments on MOP?

6. Would you prefer a return to the old system of dividing cases? _____
Why or Why not? _____

Appendix J

Questionnaires for Attorneys' Perceptions of:

The Major Offender Program
The Pager System
Plea Negotiation

7. Should MOP be continued? _____

Why or Why not? _____

8. How do you feel MOP attorneys are currently selected?

9. How should they be? _____

10. (For Non-MOP Attorneys)

Do you feel you are being slighted by getting only the non-major type cases?

If so, why? _____

Appendix J

PAGER

1. In general, what is your opinion of the Pager System?

Very Good ____ Good ____ O.K. ____ Fair ____ Poor ____

2. Approximately how many times during your last assignment on the Pager System were you called?

3. What was the nature of the most frequent types of calls? _____

4. What unit(s) of the police department do you see as making the most frequent contact with your office through Pager? _____

5. Do you feel Pager System should be continued?

6. What, if any, do you consider as strengths of the Pager System?

7. Weaknesses of Pager? _____

8. When you look back, are there any cases you feel didn't necessitate calling a prosecuting attorney in on?

If yes, how many? _____

9. Why do you think police called if it wasn't necessary? _____

10. Do you feel 7 days on-call is too long a time period? _____

Why or Why not? _____

11. Do you have any recommendations on how the new attorneys should be trained on Pager?

12. Do you have any further comments or recommendations regarding the Pager System?

Appendix J

Plea Negotiation

1. On the average, do you maintain communication with the police investigating the case?

Frequently _____ Just Now and Then _____ Seldom _____ Never _____

Why? _____

2. How often are the police consulted, or actively participate in the plea negotiation process?

Routinely _____ Seldom _____ Never _____

Why? _____

3. How much influence do you perceive the police having in the negotiation process?

Considerable _____ Some _____ Minimal _____ None _____

Why? _____

4. Should the police have this much influence? Yes _____ No _____

Why? _____

5. In what manner do the police influence the negotiation process?

Opinion considered _____

Recommendation solicited _____

Information solicited _____

Never contacted _____

Others _____

Appendix K
Questionnaire on Police Officers' Perceptions of
the Pager System and Commonwealth's Attorney's Office

DO NOT
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2
34
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67
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9
10

Appendix K

-1-

1. Were you a member of the Portsmouth Police Department when the Pager System was implemented in September, 1977?
(1) Yes _____ (2) No _____
2. Have you ever used the Pager System?
(1) Yes _____ (2) No _____
3. On the average, approximately how long does it take for the Commonwealth's Attorney to call to respond to your page?
_____ minutes
4. Do you feel that this is soon enough?
(1) Yes _____ (2) No _____ (3) Cannot comment _____
5. If it is necessary for the Commonwealth's Attorney to come down to police headquarters, how long does it take him to arrive?
_____ minutes
6. Do you feel that this is soon enough?
(1) Yes _____ (2) No _____ (3) Cannot comment _____
7. Do the Commonwealth's Attorneys explain their decisions on authorizing or refusing a warrant satisfactorily?
(1) Always _____
(2) Usually _____
(3) Sometimes _____
(4) Seldom _____
(5) Never _____
8. Do you feel that the Commonwealth's Attorney should be giving you advice and recommendations on investigative matters?
(1) Yes _____ (2) No _____ (3) Cannot comment _____
Why or why not?

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WRITE IN
THIS SPACE

9. When you are given a Green Sheet (or Information Sheet) by the Commonwealth's Attorney on call, do you follow his recommendation?

- (1) Always _____
- (2) Usually _____
- (3) Sometimes _____
- (4) Seldom _____
- (5) Never _____

10. Would you like to have a Commonwealth's Attorney available in your office for some specified time during the day?

From _____ to _____ (specify hour)

11. What is your overall rating of the Pager System?

- (1) Very good _____
- (2) Good _____
- (3) Average _____
- (4) Fair _____
- (5) Poor _____

12. Has the Pager System improved your working relations with the Prosecuting Attorney's Office?

- (1) Yes _____ (2) No _____ (3) Cannot comment _____

If yes, how?

If not, why not?

13. Do you feel that the Pager System should be continued?

- (1) Yes _____ (2) No _____ (3) Cannot comment _____

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WRITE IN
THIS SPACE

14. Can you identify the weaknesses in the Pager System?

15. Can you identify the strengths of the Pager System?

16. Do you have any comments or suggestions in regard to the Pager System?

17. How often do the Commonwealth's Attorneys consult with you in regard to plea negotiation?

- (1) Always _____
- (2) Usually _____
- (3) Sometimes _____
- (4) Seldom _____
- (5) Never _____

18. Do you feel that they should consult with you?

- (1) Yes _____ (2) No _____ (3) Cannot comment _____

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THIS SPACE

Why or why not?

21

19. Do you feel your influence in the plea negotiation process is:

- (1) Considerable _____
- (2) Some _____
- (3) Minimal _____
- (4) None _____

22

20. Would you like for your influence over plea negotiations to:

- (1) Increase _____
- (2) Decrease _____
- (3) Remain the same _____
- (4) Don't know _____

23

21. After final disposition of a case which has been reduced or dismissed at trial, how often do the Commonwealth's Attorneys discuss with you the reasons for reduction or dismissal?

- (1) Always _____
- (2) Usually _____
- (3) Sometimes _____
- (4) Seldom _____
- (5) Never _____

24

22. Do you feel that they should consult with you?

- (1) Yes _____ (2) No _____ (3) Cannot comment _____

25

23. How often do the Commonwealth's Attorneys discuss your testimony with you prior to your appearance in court?

- (1) Always _____
- (2) Usually _____
- (3) Sometimes _____
- (4) Seldom _____
- (5) Never _____

26

24. Do you feel that they should discuss it with you?

- (1) Yes _____ (2) No _____ (3) Cannot comment _____

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27

25. How often do the Commonwealth's Attorneys discuss your testimony with you after your appearance in court?

- (1) Always _____
- (2) Usually _____
- (3) Sometimes _____
- (4) Seldom _____
- (5) Never _____

28

26. Do you feel that they should discuss it with you?

- (1) Yes _____ (2) No _____ (3) Cannot comment _____

29

27. How would you rate the overall performance of the Portsmouth Commonwealth's Attorney's Office regarding case preparation?

- (1) Very good _____
- (2) Good _____
- (3) Average _____
- (4) Fair _____
- (5) Poor _____

30

28. How would you rate the overall performance of the Portsmouth Commonwealth's Attorney's Office regarding trial proceedings?

- (1) Very good _____
- (2) Good _____
- (3) Average _____
- (4) Fair _____
- (5) Poor _____

29. Can you identify any particular problems areas between your office and the Commonwealth's Attorney's Office? Please be as specific as possible.

30. Can you identify any problem areas within the Commonwealth's Attorney's Office which you feel have caused cases to be dismissed or reduced?

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WRITE IN
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-6-

31. Do you have any further comments or suggestions regarding operations between your office and the Commonwealth's Attorney's Office?

32. What Bureau/Squad of the Criminal Investigation Division are you currently assigned to?

31

- (1) Homicide/Robbery/Sex Crimes Squad
- (2) Auto Theft Squad
- (3) Burglary Squad
- (4) Larceny Squad
- (5) Check Squad
- (6) Special Investigation Bureau
- (7) Identification Bureau
- (8) Youth Services
- (9) Other (please identify) _____

33. How long have you been with the Portsmouth Police Department?

3233

_____ years

34. How long have you been assigned to the Criminal Investigation Division?

3435

_____ years

THANK YOU FOR YOUR COOPERATION

293.

Appendix L

Questionnaire on the Commonwealth's Attorneys' Perceptions
of the Quality of Portsmouth Police Performance

Appendix L

Prosecutors' Perceptions: Portsmouth Police Performance

Instructions: Please respond to each question in the order listed. Only the evaluator assigned to this project will have access to your response which, for evaluative purposes will be combined with the responses of your fellow prosecutors. Your honest and candid opinions are earnestly solicited.

1. How many months experience as a prosecutor in Portsmouth have you had? _____ (months)
2. What, in your opinion, is the present quality of work performed by Portsmouth police officers with regard to each of the following categories?
3. In your opinion, how has the quality of police work in Portsmouth changed during the past 12 months with regard to each of the following categories?

294.

	Very Poor	Below Average	Average	Above Average	Outstanding	No Opinion	Not Good	About the same	Somewhat Improved	Much Improved	No Opinion
Narcotics and Vice	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Burglary squad	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Larceny (not paper)	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Paper crimes	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Sex crimes	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Robbery, homicide and assaults	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Uniform Patrol	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Youth Bureau	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____

4. In your opinion, what is (are) the major reason(s) for this improvement or decline in the quality of police work in Portsmouth?

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50

5. About how many cases have you handled during the past three (3) months? (October 1, 1978 through December 31, 1978)
_____ (no. of cases handled)

6. Of the cases you have handled during the past three (3) months, October 1, 1978 through December 31, 1978, approximately how many have been weakened significantly by some error or omission by the police officers who handled these cases?
_____ (no. of cases weakened)

7. What were the most frequent types of errors or omissions you have encountered in the cases weakened by an error or omission by police officers? Please give a brief description of them.

8. What particular strengths have you observed in the recent work of the Portsmouth police officers?

9. What specific improvements in performance by Portsmouth police officers should be stressed during forthcoming training sessions?

10. In your opinion, what effect has the PAGER system had on the quality of police work in Portsmouth?

- a. quality has declined _____
- b. remained about the same _____
- c. somewhat improved _____
- d. much improved _____
- e. no opinion _____

11. What other suggestions or comments do you have with regard to the improvement of the Portsmouth Police Department's effectiveness or efficiency?

(End of Questionnaire -- THANK YOU for your assistance)

Appendix M
Questionnaire on the Commonwealth's Attorneys' Perceptions
of Cases Weakened by Police Work

Appendix M

Prosecutors' Perceptions on Portsmouth Police Performance

1. Approximately how many cases have you handled during the three-month period of October 1, 1978 through December 31, 1978?

2. Of the cases you handled during the three-month period, approximately how many were affected by a lack of quality in police work or reporting?

3. Of the cases affected above, how many resulted in or necessitated your acceptance of, or initiation of:
 - a) Plea bargaining _____
 - b) A reduction in charges _____
 - c) A reduction in sentence _____
 - d) Dismissal _____
4. What particular event(s) of the police work is (are) the major contributing act which necessitated your acceptance or initiation of plea bargaining, reduction in charges or sentences, or dismissals?

Again, thank you for your cooperation.



**PORTSMOUTH
POLICE DEPARTMENT
SUPPLEMENTAL REPORT**

REVIEW CENTER USE ONLY
 STATUS CHANGE: _____

 APPROVED _____

D.P. _____
 U.C.R. _____

1. REPORT TYPE: () NARRATIVE CONTINUATION () ADDITIONAL INFORMATION () INVESTIGATIVE PROGRESS () CLEAR UP/RECOVERED PROPERTY

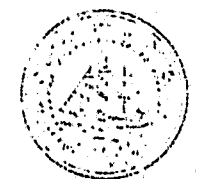
2. OFFENSE/INCIDENT	3. LOCATION OF OFFENSE (HOUSE NO. AND STREET)	7. O.R. NUMBER
4. VICTIMS NAME (LAST, FIRST, MIDDLE) (IF FIRM, NAME)	5. DATE OF OCCURRENCE	8. C.F. NUMBER
	6. VICTIMS ADDRESS (HOUSE NO., STREET NAME, CITY)	9. MESSAGE NO.

10. REPORTING OFFICER _____ EMPLOYEE NO. _____ 11. DATE REPORT PREPARED _____

12. SUPERVISOR'S REVIEW _____ EMPLOYEE NO. _____

() CONCUR () RECOMMEND _____

NARRATIVE REMINDER	CLEARANCES INDICATE HOW CLEARED IF CLEARED BY ARREST INDICATE ABOVE: NAME AGE & D.O.B. RACE DATE OF ARREST SEX CHARGE	RECOVERED/ADDITIONAL STOLEN PROPERTY INCLUDE COMPLETE DESCRIPTION ABOVE: QUANTITY MANUFACTURER'S LABEL SIZE SERIAL NUMBER MODEL PROPERTY VALUE DESIGN CONDITION, ETC. COLOR NCIC/VICIN NUMBER INDICATE LOCATION OF RECOVERY	RECOVERED VEHICLES (Cars and Bicycles) INCLUDE COMPLETE DESCRIPTION ABOVE: MAKE LICENSE PLATE (STATE & YEAR) MODEL VIN/SERIAL NUMBER YEAR OF PRODUCTION IDENTIFYING CHARACTERISTICS COLOR (TOP/BOTTOM) GENERAL CONDITION-DAMAGE NCIC/VICIN NUMBER INDICATE LOCATION OF RECOVERY
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**PORTSMOUTH POLICE DEPARTMENT
INVESTIGATIVE DIVISION**

2-13-80
 5-1-1014
 12-76

OFFICER REVIEW:

- A. WAS THERE A WITNESS TO THE CRIME? IF NO PLACE X IN BOX
- B. CAN A SUSPECT BE NAMED? IF NO PLACE X IN BOX
- C. CAN A SUSPECT BE LOCATED? IF NO PLACE X IN BOX
- D. CAN A SUSPECT BE DESCRIBED? IF NO PLACE X IN BOX
- E. CAN A SUSPECT BE IDENTIFIED? IF NO PLACE X IN BOX
- F. CAN SUSPECT'S VEHICLE BE IDENTIFIED? IF NO PLACE X IN BOX
- G. IS THE STOLEN PROPERTY TRACEABLE? IF NO PLACE X IN BOX
- H. IS THERE A DISTINCTIVE M.O. PRESENT? IF NO PLACE X IN BOX
- I. IS THERE SIGNIFICANT PHYSICAL EVIDENCE PRESENT? IF NO PLACE X IN BOX
- J. WAS EVIDENCE TECHNICIAN CALLED? OR IF EVIDENCE TECHNICIAN REPORT NEGATIVE, PLACE X IN BOX
- K. WAS THERE A DEFINITE LIMITED OPPORTUNITY FOR ANYONE EXCEPT THE SUSPECT TO COMMIT THE CRIME? IF NO PLACE X IN BOX

SUPERVISOR REVIEW:

- L. ARE ANY SOLVABILITY FACTORS PRESENT? IF NO PLACE X IN BOX
- M. IS THERE A SIGNIFICANT REASON TO BELIEVE THAT THIS CRIME MAY BE SOLVED WITH A REASONABLE AMOUNT OF INVESTIGATIVE EFFORT? IF NO PLACE X IN BOX
- N. DOES THIS REPORT REQUIRE PRIORITY PROCESSING? IF YES PLACE X IN BOX

END