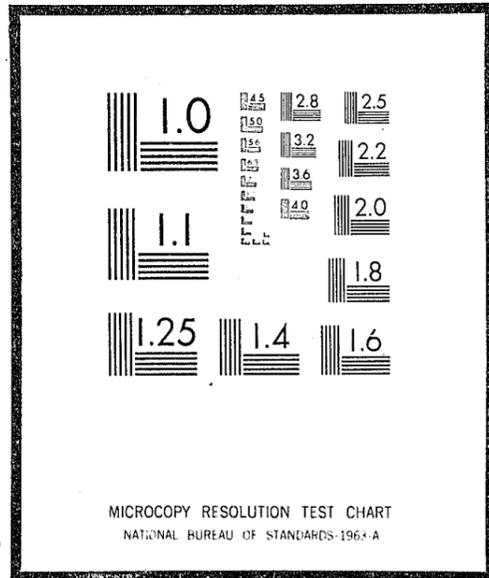


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

1/19/77
Date filmed

R-76-108

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Blacksburg, Virginia, Organization and Management Survey

REPORT NUMBER: 75-109

FOR: Blacksburg, Virginia, Police Department
Blacksburg Population: 20,000
Blacksburg Area: 18 square miles
Police Department Personnel (Sworn) 28
(Total) 35

CONTRACTOR: Westinghouse Justice Institute
CONSULTANT: Larry R. Walton
CONTRACT NUMBER: J-LEAA-003-76
DATE: February 11, 1976

32618

TABLE OF CONTENTS

Forward ii

1. Introduction 1-1

2. Understanding of the Problem 2-1

3. Analysis and Discussion of Problem Areas 3-1

 3.1 Organization. 3-1

 3.2 Deployment of Personnel 3-3

 3.3 Communications. 3-8

 3.4 Records 3-9

 3.4.1 Existing System 3-9

 3.4.2 Recommended Records System 3-10

 3.4.2.1 Daily Report 3-11

 3.4.2.2 Incident Ledger 3-11

 3.4.2.3 Incident Report 3-12

 3.4.2.4 Miscellaneous Incident Report 3-13

 3.4.2.5 Supplemental Report 3-14

 3.4.2.6 Traffic Accident Report 3-14

 3.4.2.7 Property Ledger 3-15

 3.4.2.8 Arrest Report 3-15

 3.4.2.9 Traffic Citations 3-16

 3.4.2.10 Field Interview Report 3-16

 3.4.2.11 Vehicle Report 3-17

 3.4.2.12 Officer's Daily Report 3-17

 3.4.2.13 Supervisor's Daily Report 3-18

 3.4.2.14 Records Sign-Out 3-18

 3.4.2.15 Consolidated Monthly Report. 3-18

 3.5 Training 3-18

 3.6 Space 3-19

4. Recommendations 4-1

Appendix A Examples of Recommended Forms

List of Illustrations

Figure

1-1 Blacksburg Police Department Organization Chart 1-4

3-1 Recommended Organization 3-2

List of Tables

1-1 Police Personnel by Rank and Salary 1-2

Foreword

This request for Technical Assistance originated with the Town Manager of Blacksburg, Virginia. Assistance requested pertained to surveying existing administration and operating procedures of the Blacksburg Police Department with the intent of improving conditions.

Requesting Agency: City of Blacksburg, Virginia

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

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

1. INTRODUCTION

Blacksburg, Virginia, is located on State Highway 460 in Montgomery County, approximately 36 miles southwest of Roanoke, Virginia. The town is the site of Virginia Polytechnical Institute (VPI) which has an enrollment of approximately 18,500 students. Approximately 8,800 of these students live on campus; the remainder live off campus in the City of Blacksburg. The nonstudent population of Blacksburg is approximately 10,300. Including students living off campus, City population is estimated to be 20,000.

The Blacksburg Police Department consists of 28 sworn personnel and 7 civilians. In addition, two part-time dispatchers, four crossing guards, and a temporary Clerk Typist (CETA program) are employed. Disregarding part-time and temporary personnel, present strength provides a ratio of 1.75 total police personnel per 1,000 population. This ratio is somewhat below both the 1974 national and mid-Atlantic States averages (1.9) for cities in the 10,000 - 25,000 population range. Personnel by rank and salary ranges are portrayed in Table 1-1. Fringe benefits are generally standard and include paid vacation, sick leave, pension, and uniforms and equipment. The Chief of Police has been in office approximately 2 years.

Index crimes for 1974 totaled approximately 546. In 1975, Index crimes increased to 763. It is the Consultant's opinion that a substantial share of this increase can be attributed to the adoption of better reporting practices. The Crime Index for 1975 was 3,815 Index crimes per 100,000 population. The 1974 (latest available) national average was 4,821 Index crimes per 100,000 population. The 1974 Index crimes clearance rate was 9 percent. In 1975, the Index crime clearance rate increased to approximately 16 percent. Traffic accidents in 1974 totaled 533; in 1975 the total increased to approximately 700 (December 1975 figures estimated). During the first 11 months of 1975, police personnel responded to 4,990 calls, investigated 643 traffic accidents, made 394 arrests, issued 740 moving and 14,229 parking citations, and attended 997 hours of training.

Nine Department members had some college level education before joining the Department. Presently, approximately one-half of the Department members are actively enrolled in law enforcement college level courses. With the exception of the Chief of Police and the captain, the average age of supervisors is 30. The average age for investigators and patrolmen is 26. Police service for patrolmen and investigators varies from 2 months to a maximum of 7 years (all but one patrolman have less than 3 years' service). Excepting the Chief of Police, total police service of supervisors varies from 2 to 8 years.

The Blacksburg Police Department works closely with the Virginia Polytechnic Institute Security Police. This agency, responsible for police and security functions on the campus, consists of the Director and 42 personnel.

TABLE 1-1

Police Personnel by Rank and Salary

<u>Position</u>	<u>Number</u>	<u>Salary Range (Annual)</u>
Chief of Police	1	\$16,623. - 22,441.
Captain	1	12,218. - 15,883.
Lieutenant	2	11,313. - 14,706.
Sergeant	5	9,699. - 12,608.
Investigator	3	8,315. - 10,809.
Patrolman	16	7,769. - 9,709.
Secretary	1	6,111. - 7,944.
Dispatcher	4	6,111. - 7,944.
Clerk Typist	1	5,239. - 6,810.
Meter Officer	1	5,239. - 6,810.

Organization of the Blacksburg Police Department is depicted in Figure 1-1. Reporting and clearance policies recommended by the FBI are adhered to. Detailed monthly reports of activities are submitted to the Manager and Town Council. New two-channel radio equipment has been installed recently, but there are no police Teletype facilities. Requests to the State data banks or NCIC must be directed by radio or telephone to the nearby Radford Police Department for transmittal.

State laboratory facilities are available in Roanoke, approximately 36 miles away. A breathalyzer is available at Christiansburg, the county seat, which is 9 miles distant. All arrestees are incarcerated at the County Jail in Christiansburg after being fingerprinted and photographed at the Blacksburg Police Department.

Minimum training required by the Commonwealth of Virginia consists of 200 hours of police-oriented classes. The Blacksburg Police Department provides 240 hours for new members at the regional academy, New River Community College, in Dublin.

Analyses conducted in this study, together with conclusions and recommendations resulting therefrom are based on observations of operating procedures, review of work documents, examination of statistical reports and data, and interviews with Departmental personnel.

Persons interviewed included the following:

- Mr. William Cook, Town Manager.
- Chief of Police Robert Broyles.
- Mr. James Meath, Personnel Officer.
- Lieutenant W. J. Brown.
- Sergeant Walter D. Parks.
- Sergeant D. C. Duncan.
- Officer Gary Long.
- Ms. Janice Anderson, Secretary.
- Ms. Darlene Huff, Dispatcher.
- Ms. Patricia Brooks, Clerk Typist.
- Mr. I. E. Nichols, Director, Virginia Polytechnic Institute Security Police.

R-76-108
1-4

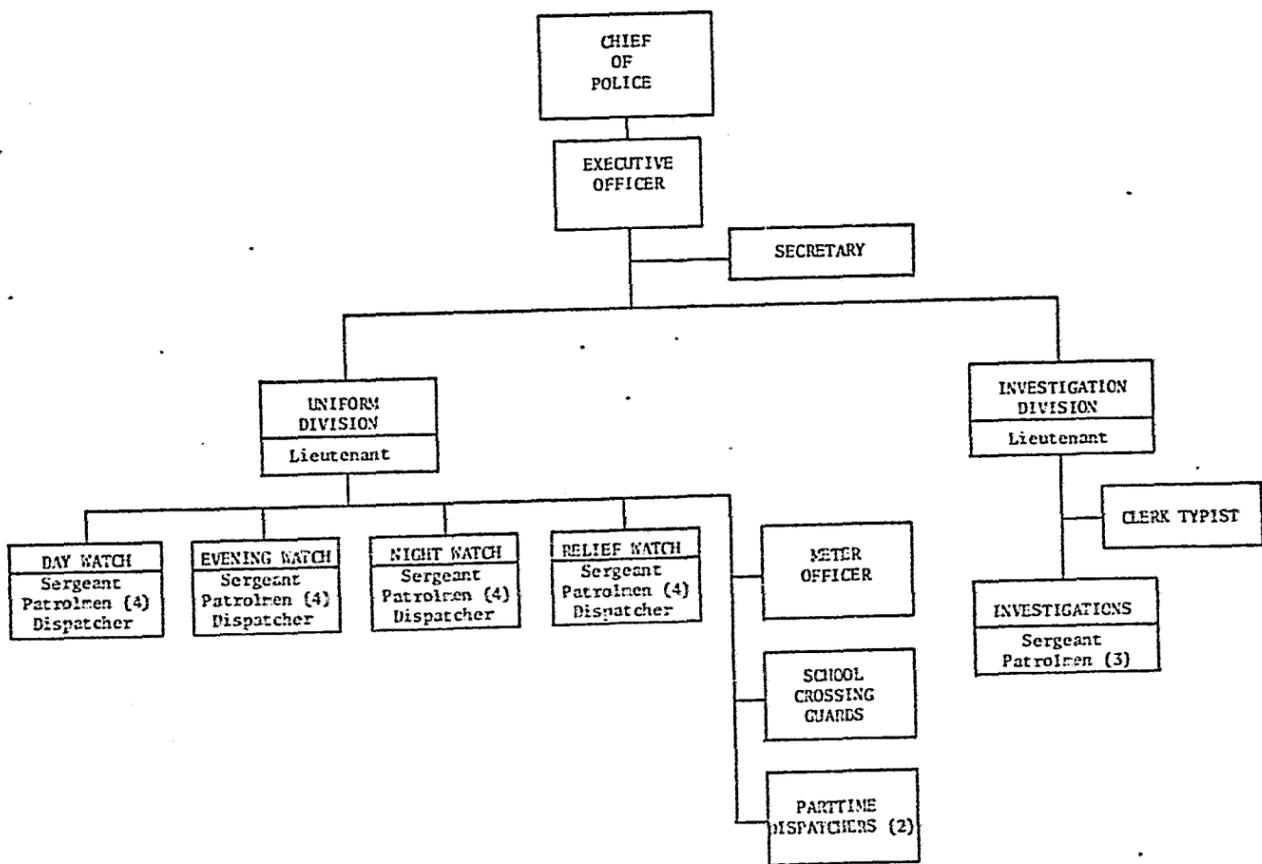


Figure 1-1. Blacksburg Police Department Organization Chart

Data collected and reviewed included the following:

- Blacksburg Police Department Table of Organization.
- Manual of General Orders.
- Manual of Policies and Procedures.
- City of Blacksburg Employees Manual.
- Salary schedule.
- Reported offenses, 1974 and 1975.
- Traffic accidents, 1974 and 1975.
- Department forms and reports.
- Department monthly reports, 1975.
- Department monthly statistical reports, 1975.

2. UNDERSTANDING OF THE PROBLEM

In 1960, the combined population of the Virginia Polytechnic Institute and the City of Blacksburg was approximately 7,000. Today the figure is almost 29,000. This increase in population, and attendant demands for police services, was intensified by an increase in city area in 1973 from 3 to 18 square miles through the process of annexation. In 1974, the present Chief of Police was hired to reorganize and revitalize the Police Department. During the 2 years of his administration, the Chief of Police has made admirable progress in developing a modern, well-trained police department. He has reorganized the Department, instituted a training program and a detailed recruiting system, installed appropriate selection processes for both recruit and promotional candidates, improved reporting practices and property management procedures, upgraded equipment, developed a community relations program, and established good rapport with the VPI campus police. It is most likely that the Department will continue to flourish and advance under his administration due to his professional stature.

At this particular point in time, it was deemed appropriate to review the progress of the past 2 years and to evaluate areas offering the greatest potential for improvement. It was also recognized that operation of the increasingly sophisticated Department has left less and less time for the Chief to allot personal time to analysis and review of existing procedures in need of modification. Consequently, this study was requested. The primary purposes of this study were to provide an overview of the Department by identifying remaining problem areas and to provide guidance in developing solutions.

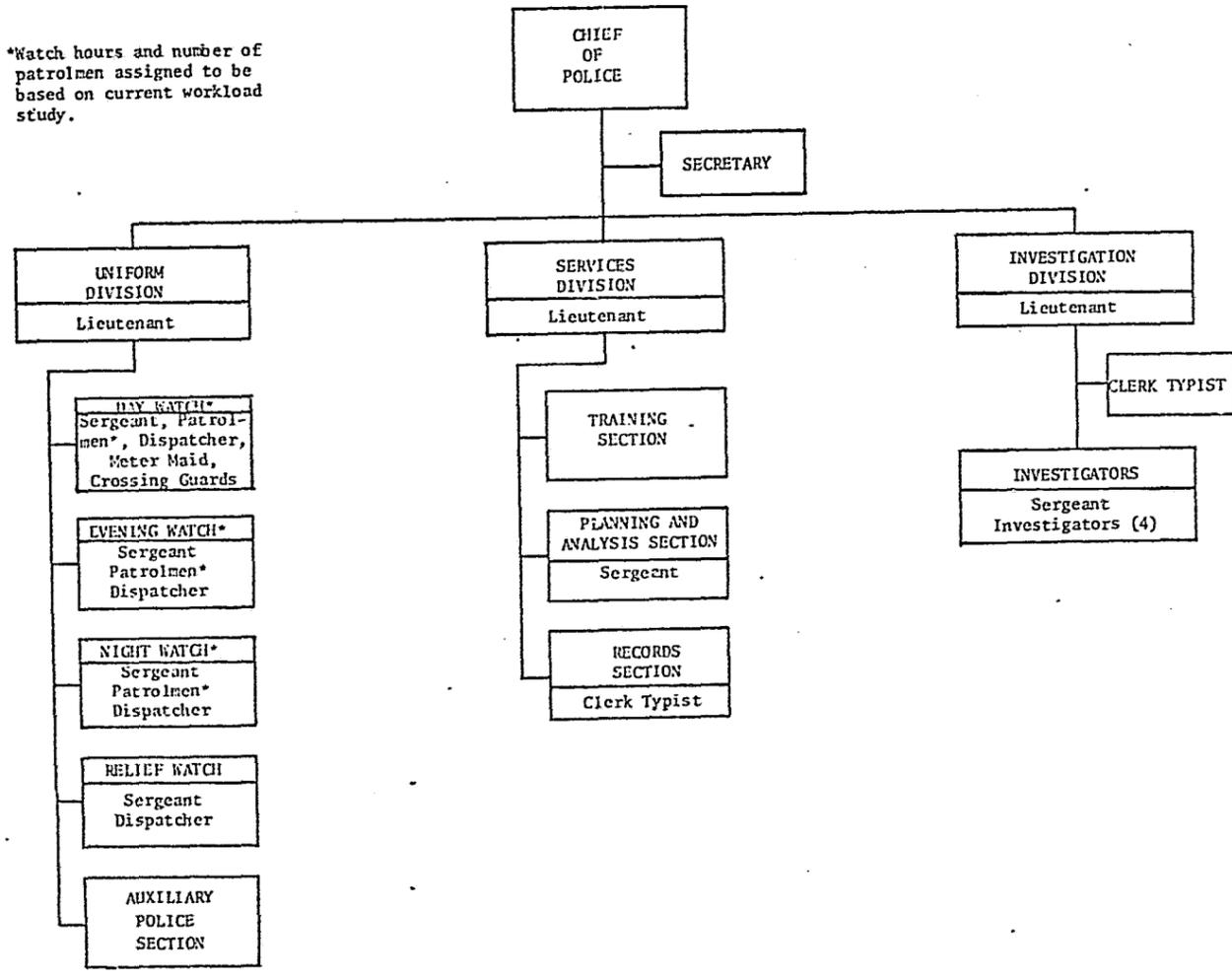
3. ANALYSIS AND DISCUSSION OF PROBLEM AREAS

No attempt will be made to outline in detail the full scope of Department activities. Time limitations clearly make this unfeasible. Instead, those major areas of Departmental operations where adoption of new policies and procedures, or modification of existing policies and procedures, would result in the greatest improvement in operational efficiency have been identified. Where appropriate, specific recommendations for improvement have been made.

3.1 Organization

The organization of the Blacksburg Police Department is outlined in Figure 1-1. It will be noted that the Department is divided into two major areas: Uniforms, and Investigation. The Uniform Division is divided into four platoons, each consisting of a sergeant, four patrolmen, and a dispatcher. One platoon is assigned to each watch, with the fourth platoon serving as relief. Also reporting directly to the Uniform Division lieutenant are the meter officer, four crossing guards, and two part-time dispatchers. In addition to regular supervisory duties, platoon sergeants are each given certain responsibilities; one sergeant is responsible for the School Safety Patrol and training, another for abandoned vehicles, another for vehicle maintenance, etc. The recordkeeping function is assigned to the Chief's secretary and to the clerk typist assigned to the Investigation Division. The executive officer, the captain, is off duty for an extended period of time and probably will not return to work in the foreseeable future.

It is the opinion of the Consultant that this organization and division of responsibilities is basically sound, considering the manpower available to the Chief. However, it does appear that the Department is somewhat understaffed. This of course necessitates the doubling up of duties to the point where overall efficiencies tend to become impaired. This is particularly true in the planning and training areas. As described earlier, the Department is somewhat below average in terms of number of personnel for police departments of this size in this part of the country. An average, of course, provides no real measure of need. The proximity of Virginia Polytechnic Institute with more than 18,000 young persons in attendance however, tends to indicate a need for policing greater than average. While it is true that the campus police force consists of 43 members, their jurisdiction is normally limited to the campus, enforcement policies and philosophies differ, and they are by no means overstaffed to fulfill their own obligations. It should also be noted that the national average for all cities is 2.5 police employees per 1,000 population. Therefore, it is recommended that the Blacksburg Police Department be increased in size by the addition of one lieutenant, one sergeant, two patrolmen, and one clerk-typist. The addition of these five positions would increase the Department ratio to 2.0 police employees per 1,000 population served. Recommended deployment of these personnel is outlined below and in Figure 3-1.



R-76-108
3-2

Figure 3-1. Recommended Organization

The Consultant believes that daily administration of Department affairs has reached the point that specific assistance is necessary in providing primary staff services. Therefore, it is recommended that a new division, the Services Division, be created. This Division should be directed by a lieutenant, as are the Uniform and Investigation Divisions, and should be assigned the responsibilities relating to planning and analysis, training, and records management. Staffing should consist of the aforementioned lieutenant, one sergeant, and one clerk-typist. As the City of Blacksburg and the Police Department continue to grow, it is anticipated that this Division would assume more and more of the administrative tasks now performed personally by the Chief of Police or supervisors of the line divisions. The two patrolmen should be assigned to the Uniform Division to provide relief for personnel detached from regular duty for training purposes.

Athletic events at VPI tend to create periodic serious problems in terms of traffic congestion beyond the capabilities of existing personnel. Obviously, the cost of providing sufficient personnel to effectively police these activities in terms of full-time employees is prohibitive. The most appropriate solution appears to be either the establishment of an Auxiliary Police Unit with limited, supervised authority, or the hiring of off-duty police personnel from surrounding towns as the need arises. Although certain administrative problems are created, the establishment of an Auxiliary Police Unit appears more desirable if suitable applicants can be found in the community. Responsibilities and authority of the auxiliary police should be specifically delineated. The civilian officer in-charge of the Auxiliary Police Unit should report directly to the Uniform Division lieutenant.

To avoid unnecessarily burdening the Uniform Division lieutenant, it is recommended that the meter officer and school crossing guards report directly to the Day Watch sergeant. These functions are primarily day-time activities, and it does not appear that they would unduly interfere with other supervisory activities of the Day Watch sergeant.

3.2 Deployment of Personnel

Personnel of the Uniform Division are deployed in four platoons, each comprised of a sergeant, four patrolmen, and a dispatcher. One platoon serves as relief for the other three. Two part-time dispatchers are available on a per-hour basis when needed. Watch hours are 6:00 a.m. to 2:00 p.m., 2:00 p.m. to 10:00 p.m., and 10:00 p.m. to 6:00 a.m. These particular hours have been in effect since 1970. It is not known if they relate accurately to the Uniform Division workload. Supervisors report one hour later than patrolmen to be available for report approval at end of watch. Patrolmen rotate watches every 7 days; supervisors remain permanently on a given watch. In line with the four-platoon deployment system, days off are fixed with the exception that mutual exchanges can be made among personnel.

The City is divided into three basic car districts, primarily on the basis of equal area. No attempt is made to accurately equalize workload among the car districts. District boundaries have not been modified since January 1973, when a major portion of the City was annexed.

Among the duties of uniform personnel is the provision of escort service for funerals.

A review of the Uniform Division's workload reveals that police problems vary by hour of day and day of week in such a manner that deployment of the same number of personnel to each watch everyday does not make the best use of available manpower. Since the patrol force constitutes slightly more than half of the total police force, and since so much of the success or failure of the Department in meeting its responsibilities depends on the patrol force, it is mandatory that the manpower devoted to this function be used in the most efficient manner. A primary factor is the recording and analyzing of the daily workload. To assist in this process, as well as for the very separate and distinct purposes of providing administrative control, patrol personnel should be required to complete a detailed daily report of their activities. Such a daily report is described in Section 3.4. This daily report should provide much of the necessary data essential for patrol personnel deployment.

The first requirement of effective deployment concerns territorial or geographical deployment. The following system is recommended:

- The City should be divided into numbered semipermanent districts, each district comprised of approximately four to six square blocks. (Thinly populated areas can be considerably larger, but consideration should be given to possible future development of residential areas, shopping centers, etc.)
- Federal Census tract boundaries should be used as basic divisions, with district boundaries (hereafter referred to as Reporting Districts) serving as subdivisions of each Census tract. Boundaries should consider natural barriers such as railroad lines, rivers, expressways, etc. The use of Federal Census Tract boundaries as basic divisions will facilitate the correlation of Census tract socio-economic data to measurable police problem areas.
- Reports (such as crime, arrest, traffic accident, and field officer's daily report) should provide for entry of the reporting district number for the location of occurrence.

Approximately annually, workload factors should be computed for each reporting district, as outlined below:

<u>Workload Factor</u>	<u>Weight</u>
Part I Offenses	4
Part II Offenses	2
Arrests (except drunk arrests)	2
Drunk Arrests	1
Traffic Accidents	2
Calls for Service	1
Radio	
Station	
Citizen	
Observation	

Workload factors should be weighted as shown and summarized as a percentage of the whole for each reporting district. From this compilation, decisions can be made pertaining to establishment of radio car boundaries for each watch, based on the specific number of field units to be deployed on a particular watch on a particular day (i.e., if three units are to be deployed, each beat should contain approximately one-third of the workload). Since workload demands vary from day to day within a particular watch, provision must be made for apportioning the workload from day to day in a consistent manner. This can be accomplished by preparing in advance appropriate car plans for use with differing available manpower levels.

Geographical deployment is of course closely associated, even inter-related, with personnel deployment. Although there is no acknowledged ideal deployment system, certain fundamentals apply in most cases. These are:

- Watch hours should provide for the least possible fluctuation in workload from one hour to another within the watch.
- Watch hours should match workload fluctuations to as great a degree as is practical, allowing for shift changes at either low-demand periods, or just prior to significant increases in workload.

• Personnel assigned to a particular watch should be in numerical proportion to the watch workload. (For example, if 22 percent of the workload occurs on a particular watch, approximately 22 percent of the available manpower should be assigned to that watch.)

• Daily deployment of personnel on a particular watch should be in proportion to the estimated workload for that day of the week.

• Two forms of rotation are desirable:

-Mandatory -- To satisfy administrative and deployment needs, to prevent stagnation, and to avoid possible development of unhealthy attitudes between officers and supervisors as a result of lengthy assignments to the same watch.

-Permissive -- To satisfy personal needs of personnel.

• Deployment and rotation practices should provide for reasonable stability of assignment in terms of watch assignment and assignment within a particular watch.

• The mechanics involved in achieving these fundamentals must not be unduly laborious.

Based on the above assumptions, the following system is recommended for deployment of patrol personnel:

• Watch hours should be examined approximately annually and modified to conform to the concepts described above. A survey based on two or possibly three representative months, using the workload factors previously outlined, should serve as a basis for adjusting watch hours. After being weighted as described, workload factors should be totaled to a single sum for each hour of the day by each day of the week.

• Through use of this same statistical compilation, workload by watch should be summarized as a percentage of the whole. Available personnel, taking into consideration days off, vacation, estimated sick days (rule of thumb: one-half man-day sick per month for each patrolman assigned to the watch), etc., should then be adjusted between the watches, at monthly intervals, in proportion to the percentage of the total workload occurring during each particular watch. Modification

should be made as necessary to provide for fixed posts or other manpower demands not represented in the workload survey. Samples of forms to be used in compiling this data are included in Section 3.4.

- Through use of the same statistical compilation, workload by day of week for each watch should be predicted for the forthcoming month. Predictions for each day need be refined no further than "light", "medium", or "heavy" workloads. Personnel assigned to a particular watch should be deployed in accordance with the prediction after an administrative decision has been made of the "car plans" that can be fielded for the month with the number of personnel calculated to be available. This can best be accomplished by requiring officers of the watch to submit their personal requests for days off during the next month approximately 10 days before the month begins. The watch sergeant or the lieutenant must then correlate these requests with the workload predictions in an equitable manner. Experience has shown that most officers will receive more than two out of three of the specific days off they request and, in most cases where a refusal is necessary, an adjoining day of the week can be granted instead. (For example, the request is made for Tuesday and Wednesday as days off; granted Wednesday and Thursday or Monday and Tuesday.) Special consideration can also be given for days off necessary for school, special family occasions, etc.
- A policy of mandatory watch rotation, after a maximum of approximately 12 months on a particular watch, should be instituted for all personnel. In addition, a policy should be adopted requiring all personnel to stay a minimum of approximately 4 to 6 months on a particular watch before requesting change to another watch. Allowances should be made of course for special Department needs and serious personal problems on an individual basis.
- Supervisors should rotate, but not in the same direction as patrolmen.

It is the Consultant's opinion that this personnel deployment system will provide for the efficient deployment of personnel to meet the changing problems and seasonal shifts in workloads that occur in patrol work. At the same time, the system provides a measure of stability of assignment and recognizes the positive morale factor attributable to personnel's having some degree of influence over their hours of work and days off.

In reference to providing funeral escorts, it is the Consultant's opinion that police manpower is too expensive to be used in this manner. It is recommended that off-duty personnel be permitted to work at their regular hourly pay scale to provide such service.

3.3 Communications

Communications equipment is new and well organized. The dispatcher also serves as Department receptionist and operates the City switchboard after 5:00 p.m. and on holidays.

When a telephone call (or alarm dispatch) is received requiring dispatch of a police unit, an entry is made on the Department Radio Log Sheet and a numbered Complaint Card is made. When the call is completed, the assigned officer radios the disposition to the dispatcher for entry on the Complaint Card. The information concerning the call is then typed on the Department Daily Log for later perusal by the Chief of Police and other personnel. A spot check indicates that 15 to 20 Complaint Cards are completed each day. Daily entries on the Radio Log Sheet average about 200, or 8 per hour. The Complaint Card is forwarded to the Chief's secretary. Automatic taping equipment also records the information. In addition, all incoming telephone calls are entered in a Telephone Call Log Book by time and name of person calling. The Department does not have Teletype facilities, relying on the nearby city of Radford for such services.

It is the opinion of the Consultant that the Dispatcher is required to complete too many forms and make entries in too many instances where the information is available from other sources. Proper completion of the proposed officer's daily report (see Section 3.4) will in most cases suffice. The automatic taping equipment serves as an additional source. Reference is made in particular to the Telephone Call Log, which only duplicates information routinely taped, and the numbered Complaint Card. The latter is subject to further processing by the Chief's secretary even though the information would already be recorded both on tape and on the officer's daily report; in some cases, it is additionally recorded on the Department Daily Log. For the sake of simplicity, recommendations for modification are presented along with related recommendations pertaining to other records in the following pages.

The lack of direct Teletype and/or computer console connections to State and Federal criminal data banks seriously hampers effective field and followup investigative functions. It is understood that the Radford Police Department has at times indicated an unwillingness to provide the volume of service requested by the Blacksburg Police Department. This serves to further aggravate the problem. The only effective solution is the acquisition of equipment providing direct access to information services. This equipment is deemed essential for effective operation.

3.4 Records

3.4.1 Existing System

The Department records files consist of:

- Incident (crime) reports filed by number and cross-referenced to a Master Name File.
- Arrest reports filed by date of arrest and cross-referenced in the same manner.
- Traffic Accident Reports filed by date (not cross-referenced to the Master Name File unless an arrest is involved).
- Department Complaint Cards filed by number (two files: cleared, and uncleared).
- Record of Arrests Card, containing descriptive data pertaining to all local arrests and traffic citations.
- Master Name Index File containing names taken from Arrest Reports, traffic citations, and all Department Complaint Cards (a separate file is maintained for juveniles).
- Investigator's case files (kept in the Investigation Division), filed by type of crime.
- Rap Sheets and fingerprint cards (kept in the Identification Room), filed alphabetically.
- Arrestee photographs (kept in the Identification Room separate from Rap Sheets and fingerprint cards), filed by Department booking number.
- Field interview cards (kept in the Investigation Division), filed by name.

Information from traffic citations is entered on an Arrest Card and in the Master Name Index file. The citation is then returned to the officer who keeps it until court disposition is made. At that time, the officer returns the citation to the Records Unit again for transmittal of the disposition information. The citation is then returned to the officer for his permanent retention. Complaint Cards are picked up daily from the dispatcher by the Chief's secretary who makes appropriate entries for each card in the Master Name File. Many such cards do not pertain to a specific crime, but relate only to matters of supposed general interest. Each Complaint Card must also be compared against the corresponding Incident Report (if one was made) and updated in terms of accuracy and more complete information. Complaint Cards are then filed in either a "Cleared" or "Active" file. The

"Active" file is periodically purged as cases are cleared. Record of Arrest cards, which almost duplicate information in the Master Name Index File, are kept in a "pending file" until disposition of the arrest has been made. The large size of the pending file tends to reduce the value of keeping pending and completed disposition cards separate.

It is the Consultant's opinion that this recordkeeping system does not provide as efficient service to the Department as is desirable. The lack of arrestee packages containing in one location all known information about a particular arrested person (including prior arrest and crime reports, photographs, fingerprints, rap sheets, etc.), the exclusion of traffic accident information from the Master Name File, the work associated with the Complaint Cards, the duplication of information on Master Name File Cards and Arrest Cards, the inclusion of traffic citation information in these two duplicative files, the permanent retention of traffic citations by the citing officer, and the maintenance of case files in the Investigation Division by type of crime rather than victim (or arrestee where there is no victim) all tend to create unnecessary work for clerical personnel. At the same time, these factors reduce the overall value of the information system to those making use of it.

In essence, the Consultant's review of the total records system leads to the conclusion that the present system is not providing the measure of assistance to Department personnel that would be appropriate. While it would be possible to adapt and modify present procedures to a new and more efficient system, it is submitted that the shortest route to improved efficiency is adoption of a new system as outlined below.

3.4.2 Recommended Records System

The Consultant's recommendations for a revised records system for the Blacksburg Police Department are described in detail in the following paragraphs. Examples of the recommended forms are presented in Appendix A.

It should be recognized that this recommended system is necessarily subject to modification and amendment because of special needs and normal changes in policy that will occur from time to time. However, it is believed that this recommended system will materially improve the efficiency of the Blacksburg Police Department records system.

While not essential, the use of computer facilities in completion of the Consolidated Monthly Report and in analysis of the deployment data would be highly desirable. It is recommended that City facilities be made available for these purposes or that the use of VPI computer facilities be explored.

This proposed system cannot be efficiently operated without additional personnel. Consequently, a clerk-typist position has been recommended for the Records Unit. It is also the opinion of the Consultant that the dispatchers have considerable available time on certain watches and on certain

days. Therefore, it is recommended that selected portions of the record-keeping workload be assigned to the Dispatchers. While, of course, the Dispatchers must remain at their radios, routine, nonpriority clerical work such as file purging, updating of Master Name cards, card filing, and the like can be brought to their position through the use of mobile tub files and similar devices.

3.4.2.1 Daily Report

This document replaces the present Daily Log and would be used as follows:

- Maintained at the Dispatcher's Office in loose-leaf form, covering a 24-hour period; limited to incidents of major police interest. If necessary, can be arranged by subject matter each day by a records clerk and republished.
- Serves as a quick daily review for personnel of major crimes and other police incidents.
- Major incidents not routinely coming to the dispatcher's attention must be reported to the dispatcher by the officer handling the incident. Examples of such incidents include the reporting of a major crime by other means than a radio transmission, an arrest of major importance not routinely coming to the dispatcher's attention, etc.
- Entries in the Daily Report should include time of occurrence, type of activity, location, officer or unit handling and disposition.

-Disposition must be furnished by the officer handling via radio, when next routinely in the station, or at the end of watch.

- If in conjunction with the reported incident, a Department identifying number is used, that number should be included in the disposition portion of the entry.

3.4.2.2. Incident Ledger

The Incident Ledger would be used as follows:

- The reporting officer should obtain an Incident Number from Communications personnel when completing any of the following reports:
 - Incident.
 - Traffic Accident.
 - Miscellaneous Incident.

- Vehicle.
- Bicycle.
- Supplemental (when no prior Incident Number exists).
- Multiple reportable incidents arising from the same occurrence require only one number, usually based on the most serious incident or the first incident in time.
- The numbering system presently used by the Blacksburg Police Department is well suited for this purpose.
- Appropriate identifying information should be entered in the Incident Ledger:
 - Date and time incident occurred.
 - Type of report(s) completed.
 - Location.
 - Victim, if any.
 - Officer reporting.
 - Connecting reports under this number.
- Traffic Accident Report numbers can be followed by the letter "T". If maintenance of traffic accident reports in a separate file is desirable, a separate block of numbers from the Incident Ledger should be used to identify such reports (rather than using Incident Numbers at random) to preserve the consecutive order of the single numbering system.
- Records Unit personnel should conduct a daily audit of the Incident Ledger to ensure that all reports to which numbers have been assigned have been completed and turned in.

3.4.2.3 Incident Report

The Incident Report is used as follows:

- Completed on all criminal offenses coming to the attention of the Department, regardless of the value of property stolen or destroyed, the extent of injury, the likelihood of identification of the perpetrator, or the likelihood of a successful prosecution.
 - The Department must delineate offenses not requiring an Incident Report (drunkenness, traffic violations, etc.)
 - Connecting reports should be cross-referenced in the body of the report.
- An Incident Number is assigned as described in Section 3.4.2.2.

- The report original is filed by Incident Number. The number of copies and distribution are determined by Department needs and desires:

- Investigation Division
- Arrest package (attached to copy of connected arrest report).
- Others.

- Index Files:

- Master Name File (Victim).
- Type of Incident File (chronological).
- Crime Location File (chronological). The type of incident can be indicated by card color, if desired.
- Type of Property Stolen File (chronological).

One basic index card should suffice for all files if all necessary information is contained on all index cards, the specific file to be used for a particular card being indicated by the type of information underlined or circled on the card.

3.4.2.4 Miscellaneous Incident Report

This document replaces the Report of Person form and is used as follows:

- To report officer's actions or incidents not reported on other reports. Its general purpose is to officially record incidents of importance in Department files wherein no actual violation of laws was involved. Examples:
 - Injured person aided.
 - Industrial accidents.
 - Missing persons.
 - Animal destroyed by police.
 - Dangerous excavation or other hazard.
 - Lost property reported.
- Incident Number assigned as described in Section 3.4.2.2.
- Original filed by Incident Number:
 - Number of copies and distribution determined by Department needs and desires.
 - Connecting reports should be cross-referenced in the body of the report.

- Index Files:

- Master Name File -- Victim (and/or person involved directly -- not as a witness, person reporting, etc.).
- Type of Incident File (chronological).
- Miscellaneous Incident Location File (chronological).

3.4.2.5 Supplemental Report

For this document, the Department's existing report should be used as follows:

- For the following purposes:
 - As a continuation for any other report.
 - To add additional information (or a correction) to a previously reported incident.
 - To record progress of a continuing investigation.
- Carries the same Incident Number as the original report.
- Distribution should be the same as the original report, (attached to original report in files).
- Index Files. This is necessary only if the contents materially change a previous report in terms of Index Files (e.g., change in reported name of victim).

3.4.2.6 Traffic Accident Report

For this document, the Department's existing report should be used as follows:

- Completed on all traffic accidents occurring on the highway (except those involving only very minor damage) and all private property accidents involving death, injury, or a violation of law.
- Incident Number assigned as described in Section 3.4.2.2.
- Original filed by Incident Number. The number of copies and distribution are determined by Department needs and desires.
- Index Files:
 - Master Name File (Parties to the accident, persons killed or injured).
 - Traffic Accident Location File.

3.4.2.7 Property Ledger

For this document, the Department's existing report should be used as follows:

- To record all receipts of property (except motor vehicles and prisoner's personal property) into Department custody:
 - Evidence.
 - Found property.
 - Safekeeping.
- In incidents involving found property that is not evidence, the property should be booked to the actual finder.
- All evidence should be booked to: (a) The victim, and (b) the arrestee or, if none, the officer finding.
- Each item of property booked should be entered and appropriate notations made as to the Incident Number, if any, date booked, person booked to and details of the final release or disposal.
- All entries should be checked against the Stolen Property File.

3.4.2.8 Arrest Report

For this document, this Department's existing report should be used as follows:

- To record identifying information and details of the arrest of all persons taken into custody and booked into the jail system. Adult and juvenile arrests require basically the same data, but juvenile reports should be labeled as something other than "arrest" reports.
- All arrests should be entered in an Arrest Ledger (new report) by Department Arrest number (or by the booking number, if a separate booking number for each arrest is desirable).
 - The arrest or booking number should be cross-referenced in other related reports.
 - All Arrest Ledger entries should include date, time, charge, name or arrestee, location of arrest, arresting officer and disposition.
- Original filed in Arrest Package. The Incident Report copy, if any, should be attached.

- Number of copies and distribution determined by Department needs and desires.

- Index Files

- Master Name File (abolish Arrest Card and add identifying information from Arrest Card to Master Name Card).
- Arrest Location File (chronological).

3.4.2.9 Traffic Citations

For this document, the Department's existing Summons should be used as follows:

- For traffic offenses other than those involving physical arrest.
- Number of copies and distribution determined by Department, courts, and prosecuting agency.
- Files.
 - The issuing officer's copy should be filed by the officer's name pending trial; filed for 1 year after trial and then filed by violator's name for investigative purposes. The file should be purged approximately every 3 years. The issuing officer should not retain personal copy.

Serious consideration should be given to no longer entering traffic citation information on Master Name File cards due to the volume and limited value of such information. If such information is deemed necessary, modify Traffic Summons to provide a hard paper copy for filing by violator's name and destroy officer's copy after one year.

3.4.2.10 Field Interview Report

For this document, the Department's existing report should be used as follows:

- Three by 5 inches in size, printed on hard paper stock.
- To report and identify for possible future investigative purposes:
 - Suspicious persons against whom no specific charge is apparent at the time of interview.
 - Persons warned regarding certain prohibited conduct (peddling without a license, etc.).
- Completed in duplicate and filed in the Records Unit:
 - Field Interview Name File - 1 copy.
 - Field Interview Location File - 1 copy.

3.4.2.11 Vehicle Report

This new report should be used as follows:

- To report stolen, recovered, and impounded vehicles, including bicycles.
- Incident Number obtained as described in Section 3.4.2.2. (Recovered vehicles bear the Stolen Incident Number if stolen in the City.)
- Number of copies and distribution determined by Department needs and desires:
 - Stolen Vehicle (filed by Incident Number).
 - Impounded Vehicle (filed by Incident Number).
 - Recovered Vehicle (if stolen in the city, file attached to the Stolen Vehicle Report; otherwise filed by the Incident Number).
- Index Files:
 - Master Name File (victim) -- Include license number of vehicle on index card.
- Type of Incident File (stolen vehicles only).
- Crime Location File - thefts only.
- Stolen Motor Vehicle File (by license number).
- Impounded Motor Vehicle File (by license number). This and the Stolen Motor Vehicle File can be combined if stolen and impounded vehicles are differentiated by card color.
- Bicycle stolen and impounded filed should be organized in the same manner as Motor Vehicle stolen and impounded files.

3.4.2.12 Officer's Daily Report

This document replaces the existing report and is used as follows:

- Completed by all uniform patrolmen. Contains details and disposition of all activities occurring during tour of duty.
- Filed chronologically by officer's name, by watch.
- Prior to filing, statistical information should be tallied.

3.4.2.13 Supervisor's Daily Report

This document replaces the existing report and is used as follows:

- Completed daily by field supervisors. Contains resume of activities of tour of duty:
 - Personnel matters.
 - Crime problems.
 - Other police problems.
- Filed by name chronologically, by watch.

3.4.2.14 Records Sign-Out

Original records removed from the Records Unit should be identified by substituting a card of similar size (heavy paper stock) of a distinguishing color. This card should bear the following information:

- Incident Number
- Number of pages.
- Officer taking possession.
- Date removed.
- Purpose.
- Date returned.
- Record clerk's initials or number.

3.4.2.15 Consolidated Monthly Report

This document is used as follows:

- Prepared monthly for administrative purposes by Planning Office
- The sample provided in Appendix A is intended only to serve as a guide in the development of an appropriate form for the Blacksburg Police Department.

3.5 Training

It is very apparent that the Blacksburg Police Department is making a strenuous effort to upgrade training of all personnel. Off-duty college classes, special seminars, and training sessions are all part of this program.

In terms of training, perhaps the most economical, least presently used concept is a program of daily roll call training for all field personnel. Roll call periods provide a proper setting for short, intensive training sessions at a time when personnel are gathered together fresh and alert at the beginning of watch. Costs are negligible in terms of potential gain. Therefore, it is recommended that a policy of daily roll call training be instituted, using approximately 15 minutes each day and covering various police subjects. Such training should be a continuous process carried on by watch supervisors. Material sources are almost inexhaustible: Current and pending legislation (Federal, State, and local), field procedures and techniques, Department orders and policies, current problems of a technical nature, and crime trends; IACP Training Keys and Sight/Sound programs are particularly appropriate. The Training Keys consist of a semimonthly publication, devoted primarily to material suitable for roll call training. A discussion guide and question section appropriate for use by an instructor or discussion leader are included. The Sight/Sound program was designed as a supplement to the Training Key Series and consists of five volumes (twelve programs per volume) using 35-mm slides or filmstrips of color photographs and drawings, coordinated as to narrative, sound, and music effects. Together, these training aids make an extremely effective and practical training program. To effectively implement a training program however, the Department will need to train all supervisors as instructors. Training should be a continuous process carried on by shift supervisors who should be assigned specific subjects for presentation. If time limitations at roll call make daily training difficult, roll call periods should be lengthened and personnel compensated with longer meal periods. Coordination with the Planning and Training Division is important, but primary responsibility for the roll call training program should rest with operating personnel. The position of the Planning and Training Division should be one of subject matter development and/or discovery, together with coordination of personnel and schools, to the point that each member of the Department is specifically considered in terms of development of skills and capabilities.

3.6 Space

Quarters of the Blacksburg Police Department are unduly crowded. The Chief's secretary, the Investigation Division clerk-typist, and the CETA clerk-typist must all share a single small office with only two desks. There are no interview rooms for investigative personnel. At present, there is no room for personnel of the proposed Services Division. Pending completion of a new facility, it is recommended that the offices formerly occupied by the City Magistrate and the police storeroom be converted into suitable quarters for these purposes.

4. RECOMMENDATIONS

- Increase Department personnel by one lieutenant, one sergeant, two patrolmen, and one clerk-typist. Assign the two patrolmen to the Uniform Division.
- Create a new Services Division to be responsible for planning and analysis, training, and records. Assign new lieutenant, sergeant, and clerk-typist to this Division.
- Establish an Auxiliary Police Unit in the Uniform Division to assist with crowd and traffic control at Virginia Polytechnic Institute athletic events.
- Reassign direct supervision of the meter maid and school crossing guards from the Uniform Division lieutenant to the day watch Uniform Division sergeant.
- Evaluate workload by hour of day and day of week for the purposes of establishing accurate watch hours and radio car districts. Adopt deployment system outlined in Section 3.1.
- Acquire Teletype and/or computer console equipment to provide direct access to State and Federal crime data banks.
- Adopt records system and report forms outlined in Section 3.4.
- Adopt a program of daily roll call training using, among other sources, the IACP Sight/Sound program.
- Modify the existing office layout to provide more suitable space allocations for the Chief's secretary, interview rooms, and new personnel recommended in this report.

APPENDIX A

Examples of Recommended Forms

EXEMPLAR

PM WATCH DEPLOYMENT
SEPTEMBER 1974

DATE	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
WORKLOAD	H	H	L	L	M	M	M	H	H	L	L	M	M	M	H	H	L	L	M	M	M	H	H	L	L	M	M	M	H	H
# NEEDED																														
# PLANNED																														
# DEPLOYED																														

A. "Workload" refers to workload survey by day of week for:

	<u>Weight</u>
1. Part I Crimes	4
2. All Other Offenses	2
3. Part I Arrests	2
4. All Other Arrests (excluding drunk arrests)	2
5. Drunk Arrests	1
6. Traffic Accidents	2
7. Calls for Services	1

Based on survey, determination is made as to heavy (H), medium (M), or light (L) workload to be anticipated.

B. "# Needed" refers to number of personnel necessary to operate previously determined car plan for light, medium, or heavy workload, depending on day of week.

C. "# Planned" refers to number of personnel the watch commander has planned to work on a particular date, including a "cushion" for illness, injury, and compensatory day off.

Note: This number must be in excess of # needed.

D. "# Deployed" is entered at end of month by an administrative aide for information of Patrol Captain and Chief of Police

DAY	TOTAL	SAT	SUN	MON	TUE	WED	THUR	FRI	SAT	SUN	TOTAL
12:00 - 1:59 AM											
1:00 - 1:59 AM											
2:00 - 2:59 AM											
3:00 - 3:59 AM											
4:00 - 4:59 AM											
5:00 - 5:59 AM											
6:00 - 6:59 AM											
7:00 - 7:59 AM											
8:00 - 8:59 AM											
9:00 - 9:59 AM											
10:00 - 10:59 AM											
11:00 - 11:59 AM											
12:00 - 12:59 PM											
1:00 - 1:59 PM											
2:00 - 2:59 PM											
3:00 - 3:59 PM											
4:00 - 4:59 PM											
5:00 - 5:59 PM											
6:00 - 6:59 PM											
7:00 - 7:59 PM											
8:00 - 8:59 PM											
9:00 - 9:59 PM											
10:00 - 10:59 PM											
11:00 - 11:59 PM											
TOTAL											

_____ POLICE DEPARTMENT
MISCELLANEOUS INCIDENT REPORT

INCIDENT NO.	TYPE OF INCIDENT	LOCATION	
PERSON REPORTING	ADDRESS	PHONE NO.	DATE AND TIME OCCURRED
INJURY	NAME	ADDRESS	PHONE NO.
EXTENT OF INJURY	CAUSE	TRANSPORTED TO	TRANSPORTED BY
MISSING PERSON	NAME	ADDRESS	PHONE NO.
DESCRIPTION - PHYSICAL			
CLOTHING WORN			
CAUSE OF ABSENCE	OCCUPATION	PROBABLE DESTINATION	
LAST SEEN (LOCATION, DATE, & TIME)		IN COMPANY OF	
ADDITIONAL INFORMATION			
ANIMAL	TYPE OF ACTIVITY	LOCATION	
DESCRIPTION OF ANIMAL	OWNER	ADDRESS	PHONE NO.
DISPOSITION			
OTHER INCIDENT	TYPE OF INCIDENT	LOCATION	
PERSONS INVOLVED (NAME, ADDRESS, & PHONE NO.)			
DETAILS			
DATE AND TIME REPORTED	OFFICER(S) REPORTING	SUPERVISOR APPROVING	

1. ACCIDENT NO.		MOON VEHICLE REPORT					
2. VEHICLE OWNER		3. RESIDENCE ADDRESS		4. RES. PHONE			
5. (CHECK ONE) THEFT <input type="checkbox"/> ATT. THEFT <input type="checkbox"/> IMPOUND <input type="checkbox"/> THEFT & RECOVERY <input type="checkbox"/> SUEWARY FOR OTHER PARTS <input type="checkbox"/>		6. OWNER'S BUSINESS ADDRESS		7. BUS. PHONE			
8. TYPE OF VEHICLE (AUTO, TRUCK, MOTOR, ETC.)		9. PREMISES (DRIVWAY, PK. LOT, ETC.)		10. DATE & TIME CALL RECD.	11. R.D.		
12. LOCATION OF OCCURRENCE		13. DATE & TIME OCCURRED		14. DATE & TIME POLICE ARRIVED			
VEHICLE DESCRIPTION		15. YEAR	MAKE	BODY STYLE	16. LICENSE NO. STATE YEAR	17. VEH. I.D. NO.	18. MOTOR NO.
19. COLORS	20. ACCESSORIES TAPEDeck <input type="checkbox"/> SPOTLIGHT <input type="checkbox"/> RADIO <input type="checkbox"/> LEATHER <input type="checkbox"/> A. COND. <input type="checkbox"/>	21. CYLINDERS 4 <input type="checkbox"/> 6 <input type="checkbox"/> 8 <input type="checkbox"/>		22. TRANSMISSION STAND. <input type="checkbox"/> AUTO. <input type="checkbox"/>	23. POWER EQUIP. WINDMMS <input type="checkbox"/> STEERING <input type="checkbox"/>		24. VALUE
VEHICLE CONDITION	25. INDICATE DAMAGE BY LOCATION	26. PERSONAL PROP. IN VEH. MILEAGE YES (DESCRIBE) NO YES <input type="checkbox"/> BELGAY <input type="checkbox"/>		27. WERE DOORS LOCKED YES <input type="checkbox"/> NO <input type="checkbox"/>	28. IGNITION LOCKED YES <input type="checkbox"/> NO <input type="checkbox"/>		
29. TITLE HOLDER (IF FINANCED-NAMG OF INSTITUTION)		30. ADDRESS		31. BUS. PHONE		32. DATE LAST PYMT.	
33. NAME OF PERSON LAST DRIVING VEHICLE		34. ADDRESS		35. RES. PHONE		36. BUS. PHONE	
37. VEHICLE INSURED BY WHAT COMPANY		ADDRESS		NUMBER	CITY	STATE	
38. WHERE WAS PERSON FROM WHOM THE VEHICLE WAS STOLEN, AT THAT TIME				39. SOBRIETY OF THIS PERSON SOBER <input type="checkbox"/> H.B.D. <input type="checkbox"/> INTOXIC. <input type="checkbox"/>			
40. PREVIOUS THEFT: IF YES GIVE DATE AND LOCATION OF THEFT AND RECOVERY YES <input type="checkbox"/> NO <input type="checkbox"/>							
41. BROADCAST AUTHORIZED BY				42. DISPATCHED BY:		43. DATE AND TIME DISPATCHED	
44. INFORMATION DISTRIBUTED TO C.I.D. <input type="checkbox"/> D.P.S. <input type="checkbox"/> SHERIFF <input type="checkbox"/> F.B.I. <input type="checkbox"/> RADIO <input type="checkbox"/>							
45. NARRATIVE:							
Report Made by.....		Time.....		Date.....		Indexed.....	
Emp. No.		Emp. No.		Emp. No.		Emp. No.	
Approved by.....				Date.....			
Emp. No.				Bulletin.....			
Emp. No.				Emp. No.			
Assigned to.....				Date.....			
Emp. No.				Recorded.....			
Emp. No.				Emp. No.			
Cleared by: Arrest.....		Unfounded.....		Inactive.....		Excep. Cleared.....	
Emp. No.		Emp. No.		Emp. No.		Emp. No.	

END

f. 1111 1111