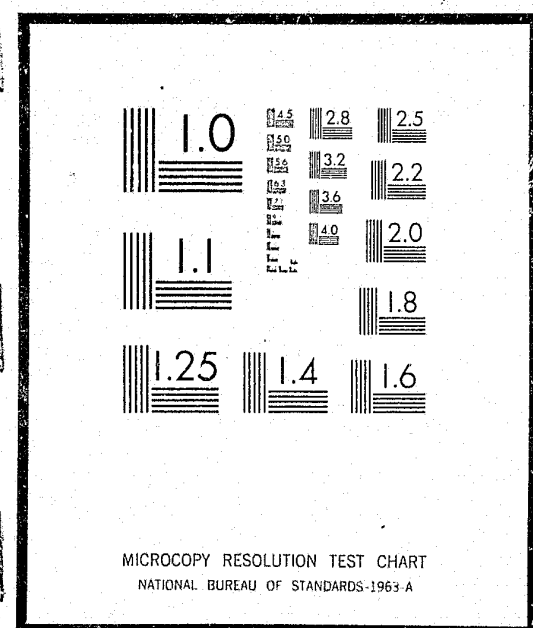


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

5/12/77

Date filmed

R-76-211

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Arlington County, Virginia; Guidelines Development
For Criminal Offenses Followup Investigation by
Patrol Personnel

REPORT NUMBER: 76-112(a) 75-112(u)

FOR: Arlington County, Virginia, Police Department
County Population: 155,900
Police Strength (Sworn): 290
Total: 375
County Area: 25.5 square miles

NCJRS
JAN 7 1977
ACQUISITIONS

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Larry R. Walton

CONTRACT NUMBER: J-LEAA-003-76

DATE: December 1976

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FOREWORD

This request for Technical Assistance was made by the Arlington County, Virginia, Police Department. The requested assistance was concerned with developing guidelines for patrol personnel to apply in criminal investigations follow up.

Requesting Agency: Arlington County, Virginia, Police Department,
Chief of Police Roy C. McClaren

State Planning Agency: Division of Justice and Crime Prevention,
Mr. Joseph N. Tucker, Police Systems Coordinator

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

1. INTRODUCTION

Arlington County, Virginia, which is adjacent to Washington, D.C., contains a population of approximately 155,900 persons in a 25.5 square-mile area. Since there are no incorporated cities in the County, all governmental functions are on the County level.

The Police Department is comprised of 296 sworn and 35 civilian personnel, for a total complement of 375. The Department's average educational level is high: 140 officers have completed 4 or more years of college, 29 of these hold Master's Degrees. Moreover, the Department has not hired an officer who was not a college graduate in the last 5 years.

Sworn ranks consist of officer I (128), officer II (95), district supervisor (2), sergeant (29), lieutenant (13), captain (4), and the Chief of Police. Officer IIs are assigned to first-line criminal investigators and "police agents." Police agents, 20 of them, serve as crime scene and evidence technicians in the field.

Department organization is made of four basic units: Staff Services, Administrative Services, Investigations, and Operations. Basic deployment for both Patrol (Operations) and investigators is a "4-9" plan, where personnel work 9 hours each day for 4 days followed by 3 days off. Patrol shifts change every 7 days. Therefore, personnel work only 4 days on a shift before rotating. Shift hours are 6:30 a.m.-4:00 p.m., 3:00 p.m.-12:00 a.m., and 10:00 p.m.-7:00 a.m. Investigative functions are divided basically by type of crime, allowing for development of a degree of specialization. For patrol purposes, the County is divided into four permanent districts. Each shift is commanded by a lieutenant. A sergeant is charged with the two north-end districts and another sergeant is charged with the two south-end districts. Each district is supervised by a district supervisor, whose district is divided into two to four patrol beats (each patrolled by an assigned officer) and a police agent who serves as crime and evidence technician and accident investigator. Under the 4-9 plan, there are five Patrol platoons or "crews," two of which are off duty on any given day. A Robbery Task Force that deploys 2 sergeants, 15 officers, and 1 clerk is also assigned to the Operation Division. This unit has total responsibility for robbery investigations (approximately 18 per month).

During fiscal year 1975-76, the Department received 64,672 requests for police service; prepared 16,976 reports (not including traffic accidents); covered 4,237 traffic accidents; and reported 9,202 Index Crimes, of which 1,609 were cleared.

Analyses conducted during this study and the resultant conclusions and recommendations were based on interviews with operating personnel, observations of work procedures, a review of reports and related documents, and a review of statistical reports.

Persons interviewed included the following:

- Chief of Police Roy C. McClaren.
- Capt. William Allen, Investigations.
- Capt. L. H. Holsclaw, Staff Services.
- Capt. K. W. Stover, Operations.
- Lt. G. H. Haring, Operations.
- Lt. William Shoup, Research and Development.
- District Supervisor S. Crickenberger, Operations.
- Police Agent J. R. Badey, Operations.
- Off. W. Bowman, Research and Development.
- Off. John Haas, Operations.
- Off. March Rothlisberger, Operations.
- Off. Cindy Wesen, Operations.

Specific data collected and reviewed by the Consultant included the following:

- Arlington County Police Department Table of Organization.
- Arlington County Police Department Personnel Complement.
- Arlington County Police Department Workload Factors.
- Arlington County Police Department Investigation Division Activity Reports, fiscal year 1975-76.
- Arlington County Police Department Statement of Goals--August 28, 1975.
- A Study of the Investigation Division of the Arlington County Police Department, David Hansen, Acting Chief of Police, Daly City, CA, April 1974.
- Guidelines Development for Followup Criminal Investigation, Arlington County, VA, Technical Assistance Report--July 1976.

2. UNDERSTANDING OF THE PROBLEM

In 1975, the Arlington County Chief of Police attempted to introduce the team policing concept to the Department. Due to internal opposition and severe budgetary problems, a decision was made to defer any major change in the policing mode at that time. However, a decision was also made to expand the functions and responsibilities of the Patrol officer, thus enhancing the basic Patrol task. Expansion of the patrolman's role in this instance pertains specifically to utilizing the field officer as a criminal investigator in certain prescribed cases. As a consequence, this request for Technical Assistance was made to help in the development of guidelines under which Patrol personnel would assume a complete (or more complete than at present) responsibility for both preliminary and followup investigation for specified crimes. In addition, assistance was requested in the development of procedures pertinent to implementing such a program.

Factors regarding deployment, shift scheduling, and so on described previously have direct bearing on any feasible solution to this problem. Furthermore, the fact that a generalized policy presently exists for Patrol personnel to conduct complete followup investigations in some cases has a direct relationship to the problem (it appears that this policy is not clearly understood and seldom used by most Patrol personnel). Another factor that bears on the situation is the Investigation Division policy of screening crime reports for solvability factors and relegating many reports that lack solvability factors to an unassigned, inactive file ("File Two" cases).

3. ANALYSIS OF THE PROBLEM

Enlargement of the Patrol officers' sphere of influence in police functions in Arlington County is not a simple undertaking. Actual determination of which crimes should be reserved to specialists for investigation and which should be assigned to field personnel is the least difficult of the basic problems that require solution. Primary areas of concern include not only defining preliminary and followup investigation and identifying the type of crimes that might be assigned to Patrol officers for followup investigation but also availability of personnel to assume new and larger obligations; precisely, how crimes should be assigned to specific officers, attitudinal adjustments in terms of morale and program acceptance, and continuity of investigation in light of existing deployment practices. Each of these factors will be addressed below.

3.1 Preliminary and Followup Investigation

To identify accurately "followup investigation," a definition of preliminary investigation (as applicable to Arlington County) is necessary. Preliminary investigation can be described generally as the immediate investigation of a police incident, continued to a point at which postponement of further investigation would not jeopardize successful completion of the matter. This would include identification and apprehension of the perpetrator at the scene or in flight, interview of the victim and witnesses, protection of the scene pending examination by a technician (if appropriate), care for injured persons, recovery of stolen property found at the scene or in possession of the fleeing perpetrator, and completion of all appropriate reports and related notifications. Followup investigation would, therefore, encompass those additional activities necessary to bring a case to a successful conclusion. Preliminary investigation should be the responsibility of Operations Division personnel with only very limited exceptions:

- o Murder (where the suspect and victim were strangers).
- o Robbery (banks and those cases where the value of the property stolen exceeded approximately \$5,000).
- o Aggravated assault (where a victim received injuries that might result in his death and the suspect and the victim were strangers).
- o Burglary (safes and those cases where the value of the property stolen exceeded approximately \$5,000).
- o Forgery and worthless documents.

For these exceptions, it would be appropriate for specialists to assume responsibility for preliminary as well as followup investigation functions unless Operations Division personnel are successful in apprehending all involved suspects upon their arrival at the scene of the crime. Otherwise, criminal investigators should be notified promptly so that they may respond to the scene and assume responsibility for the investigation.

3.2 Availability of Personnel

Perhaps the primary factor to be considered is whether or not Operations personnel have time available to assume additional responsibilities. During a previous Technical Assistance study,* it was determined (based on a 30-day period in 1976) that field personnel spent only 25.54 percent of their on-duty time in "obligated time," the time spent answering a call for service. Based on field tours with Operations personnel, this Consultant arrived at similar findings. While it is true that on certain days and shifts there is little or no time available for additional tasks, this is not the case generally or routinely. Therefore, it is the Consultant's opinion that while a given number of minutes or hours is not available each and every day, there is a measure of time available for Operations personnel to assume certain responsibilities associated with followup investigations.

Although there does appear to be time available for investigative purposes, it is doubtful whether at present there exists ample time to perform successfully the desired amount of followup investigation. Additional manpower must be attained if the additional responsibilities are assigned. Inasmuch as the present budget freeze precludes hiring additional personnel, the most appropriate source of such manpower is the Criminal Investigation Division. This Division presently constitutes over 17 percent of the Department's total strength, excluding vice and juvenile functions. If Operations personnel are to relieve investigators of a substantial portion of their workload, then it follows that fewer investigators will be necessary. Of course, the Operations Division should be the recipient of this "extra" manpower. Unfortunately, it is not a simple matter to trade off workloads; investigators presently are not able to cope with their workloads (the current clearance rate of 17.4 percent for Index Crimes attests to this fact). Therefore, the mere transference of a percentage of the workload and the same percentage of investigative personnel to the Operations Division would merely transfer the problem; other areas must also be explored.

One appropriate possibility involves limiting the formal investigation of traffic accidents to only the more serious. It is the Consultant's

*Arlington County, VA, "Guidelines Development for Followup Criminal Investigation," Westinghouse Justice Institute, July 1976.

opinion that accidents that occur on private property and do not involve an injury or hit and run, and highway accidents that involve only property damage of approximately \$500 or less should not be investigated by police personnel. Instead, the involved parties should be instructed to report the matter to their insurance companies. This reduction in reporting of minor accidents would make available some measure of time for other duties.

A method of more consequence to increase available time would be the development of a telephonic reporting policy that provides for reporting certain minor crimes and related incidents by telephone, by the victim, to a police employee at the station. Many minor crimes, which are reported some length of time after the occurrence, are of minor financial consequence, or display a complete lack of solvability factors, can be reported satisfactorily by telephone. Such a unit need not be staffed with sworn personnel, or even on a daily basis; a more satisfactory solution would be to staff the unit with civilian and/or sworn personnel who are in a "light duty" status due to injuries, and provide service only on the days and during the hours that such personnel might be relieved of other duties. It is obvious that a workload study should be made to determine the most profitable days and hours that such personnel can be deployed. At times of low station traffic, the Desk officer may be utilized for such reporting. When personnel are available for this purpose, the Communications Section should be notified so that calls suitable for telephonic reporting can be screened and diverted to the person(s) so assigned. Measurement of effectiveness of the function should not be based on the number of reports made, but instead on the number of calls for which a patrol car would have been dispatched had not a telephonic reporting unit been in operation. In addition, although difficult to measure precisely, consideration should be given to what the assigned light-duty personnel would have been doing if not assigned to the telephonic reporting unit. In the absence of such a unit, light-duty assignments are commonly in the "make-do" category. It is the Consultant's opinion that the following reports can be satisfactorily reported telephonically:

- Bicycle thefts.
- Other thefts when:
 - The suspects are unknown.
 - The stolen property cannot be specifically identified by a serial number or other means.
 - There is no need to conduct a preliminary investigation.
- Malicious mischief (minor), when there is no need to conduct a preliminary investigation.

- Prowler calls, not pertinent in time and in which there appears to be no evidence.
- Runaway juveniles.
- Missing persons, where there is no indication of foul play.
- Lost property.

In addition, with each shift supervised by a lieutenant, two sergeants, and four district supervisors, there appears to be more supervision than is necessary. The four district supervisors could report directly to the shift lieutenant without inordinately increasing the lieutenant's span of control. The 10 sergeants (two assigned to each of the five crews) could thus be utilized elsewhere in the organization more profitably. In the future, consideration should be given to equalizing the ranks of sergeant and district supervisor to simplify the command structure.

3.3 Personnel Morale and Attitudes

It is apparent that reorganization of the Department along the lines of the team policing concept was not accepted by a significant portion of the personnel. If the reassignment of many traditional investigative functions is to be accepted by Operations personnel, considerable care must be taken to avoid the appearance of introducing team policing in another guise. Operations personnel at all levels should be brought into the picture at an early date to assist in planning and implementing the program. This report should be used as only a guide to assist in the development of a program acceptable to all personnel. Attention should be directed to the former policy of giving district supervisors the responsibility for all criminal investigation with the authority to request investigation and to direct their activities in a particular instance. Some personnel believe this policy is still in effect but not utilized. However, the primary point of emphasis should be enhancement of the patrol officer's task. In too many instances the field officer has been relegated to the lowest position in the work assignments hierarchy. Those duties that involve the exercise of judgment, specialized training, or even a measure of status have been commonly reserved for the specialist. As a consequence, the Patrol officer has been left with nothing but the minor, petty, unchallenging aspects of policework. It is the Consultant's opinion that expanding the area of followup investigation for performance by field personnel is a superior manner or reversing this trend and creating a more challenging and rewarding job for uniformed personnel. In the process of implementing this program, this concept should be stressed.

As the program develops, consideration should also be given to developing the rank of police agent as a formal, career rank. All personnel of the officer I rank should be eligible for the police agent rank regardless of number (assuming certain minimum qualifications and screening by means of a qualifying examination).

Morale could be enhanced by developing a "crew" concept that utilizes the three officers, the agent, and the district supervisors now assigned to a given district. It is the Consultant's opinion that designating the group as a crew would be more meaningful than the present definition of a crew as all personnel on a given shift.

3.4 Crime Categories For Patrol Followup Investigation

In developing specific categories of crimes for which patrol personnel will be charged with the followup investigation responsibility, it is assumed that effected personnel have received, or will receive, suitable training to allow them to function efficiently in this area. Such training needs will be minimal, based on the educational level of most Arlington County police officers. In establishing these guidelines, consideration has been given to establishing a logical case assignment dividing line, the need or specialized knowledge has been weighed; and the problem of interruption of an investigation due to days off, vacation, and so forth has been evaluated. With these thoughts in mind, Operations Division personnel should be assigned the responsibility for followup investigation of the following crimes:

- o All misdemeanor crimes.
 - o All thefts, regardless of value, except those perpetrated by means of "bunco," and forgery and worthless document cases.
 - o Felonious assaults, when the involved persons are acquainted.
 - o All crimes when the responding Patrol officer is successful in apprehending all involved suspects upon arrival at the scene of the crime.
 - o Hit-and-run traffic accidents, except those resulting in a fatality.
 - o Other felonies, when time permits and only during the current tour of duty, within the County.
- In this instance, specific approval of the District Supervisor should be required.

Consideration should also be given to allowing Operations Division personnel to participate at times in extradition trips that involve their assigned cases. Needless to say, in all the above cases, provision must be made for requesting assistance from or reassigning the case to the Criminal Investigation Division if circumstances warrant. Criteria for such action should be based on the Operations Division workload and approval should be given by the concerned district supervisor.

It is obvious that the transfer of responsibility for followup investigation of the above enumerated crimes to the Operations Division cannot be accomplished overnight. Responsibility should be shifted item by item as personnel adapt to the program. Followup investigation of only theft might be transferred initially, to be followed by all misdemeanor crimes. The objective, of course, is to provide for a smooth transition that allows for necessary modification as the need arises. In addition, the same policy for clearing and "suspending" cases should be applied to both Divisions.

Policies relating to "File Two" cases should be reviewed, standardized, and formalized so that in all cases a common yardstick of solvability is applied, regardless of volume or investigating division. In no instance should File Two cases in the Criminal Investigation Division be assigned to the Operations Division for investigation. If a case is not worthy of followup investigation in one division, it is not in the other division either. Any other policy is almost certain to create a morale problem. To more realistically appraise cases in "workable" or File Two, consideration should be given to locating the individual charged with making the determination outside of both the Criminal Investigation and the Operations Divisions. If written guidelines are established and an individual familiar with the investigative process is assigned to the function, effective administrative control would be enhanced.

3.5 Case Assignment

Assignment of specific investigations to field personnel can be accomplished in a number of ways. Perhaps the most simple the direct method involves nothing more than making assignments based on receipt of the initial call. Of course, dispatchers should make every effort to avoid dispatching units out of their assigned areas. The logic for assigning the followup investigation of a particular crime to the officer making the preliminary investigation is readily apparent. This system also serves to inform the officer promptly of those cases for which he will be ultimately held responsible after an independent determination of solvability has been made.

Responsibility can also be fixed by assigning all appropriate cases that occur in a given area of a beat to a particular officer. While this method provides the element of territorial integrity, it lacks the prompt notification of responsibility to the officer making the preliminary

investigation. Furthermore, the officer assigned the followup investigation in many instances has no control over the quality of the preliminary investigation since other units will occasionally be dispatched into another officer's area. It also can lead to officers patrolling only their own specific area of concern rather than their total beat. A third possibility for assignment consists of a combination of the two systems described above. Assignment may also be based on decisions made by the district supervisor. In any event, this is a subject that should be explored carefully through a task force comprised of field personnel who will be working under the system that they develop.

To equalize caseloads, it is imperative that the existing district and beat structure be analyzed. Inequalities in caseload will most assuredly require modification of boundaries if the program is to succeed.

3.6 Followup Investigation Continuity

In delineating specific case categories to be assigned to Operations Division personnel, the Consultant attempted to recognize those crimes most likely to be committed by a fairly stabilized, in contrast to transient, population. These specific crimes are the type for which the perpetrator will not usually flee the jurisdiction. These factors are important under the existing "4-9" plan used in Arlington County, particularly under a system of weekly shift rotation. It should be recognized at the onset that the "4-9" plan and weekly rotation tend to make the field officer's effective involvement in followup investigation more difficult. However, since members of the Criminal Investigation Division also work under the "4-9" plan, field officers should be able to cope equally well with the 3-day interruption of case followup. The weekly rotation system is not so clear cut. Under such a system, field officers who perform followup investigation may have considerable difficulty contacting witnesses and the like when they work a given shift for only 4 days in every 21-day period. On the other hand, prompt shift rotation may simplify contacting witnesses who are normally available at times other than during the shift when the crime occurred and was assigned. The best solution appears to be to try both systems and be guided by the involved officer's opinions as well as clearance rates. In any case, ample provision must be made for overtime funds to allow officers to vigorously pursue their casework.

4. RECOMMENDATIONS

Guidelines and problems to be surmounted were discussed in Section 3. Therefore, this Section will be devoted to detailing specific recommendations pertinent to program implementation.

- Preliminary investigation should be the responsibility of Operations Division personnel except:
 - Murder (where the suspect and victim were strangers).
 - Robbery (banks, and other instances that involve property or approximately \$5,000 value).
 - Aggravated assault (where the victim received injuries that might result in his death and the suspect and victim were strangers).
 - Burglary (safes, and other instances that involve property of approximately \$5,000 value).
 - Forgery and worthless documents.

In these specific instances, Criminal Investigation Division personnel should assume both preliminary and followup investigation responsibility unless Operations Division personnel are successful in apprehending all involved suspects upon their arrival at the scene of the crime.

- Available manhours of Operations Division personnel should be increased to effectively assume additional responsibilities. This should be accomplished in the following manner:
 - Reduce the number of Criminal Investigation personnel, with an attendant increase in personnel in the Operations Division.
 - Cease investigating and reporting traffic accidents that occur on private property (unless they involve injury or hit and run) and highway accidents that involve damage of approximately \$300 or less.
 - Develop a telephone reporting system, as described in Section 3.2.
- Involve Operations Division personnel of all ranks in planning and implementing the program.

- 6. Emphasize enhancement of the field officers' responsibilities through creation of more challenging and rewarding work.
- 6. Establish the police agent as a career rank, open to all personnel subject to minimum qualifications and a qualifying examination.
- 6. Emphasize the "crew" concept, utilizing the district supervisor, police agent, and three assigned officers.
- 6. Provide training appropriate to the new responsibilities to be assumed.
- 6. Assign followup investigation responsibility to Operations Division personnel for the following crimes:
 - All misdemeanor crimes.
 - All thefts, regardless of value, except those perpetrated by means of "bunco" and forgery and worthless document cases.
 - Felonious assaults, when the involved persons are acquainted.
 - All crimes, when the responding Patrol officer is successful in apprehending all involved suspects upon arrival at the scene of the crime.
 - Hit-and-run traffic accidents, except those resulting in a fatality.
 - Other felonies, when time permits and only during the current tour of duty (district supervisor's approval necessary).
- 6. Implement the program in phases, commencing with theft investigations.
- 6. Operations Division personnel should be allowed to participate in extradition trips that involve cases assigned to them.
- 6. Formal arrangements should be established for requesting assistance from and transferring cases to Criminal Investigation specialists.
- 6. Review "File Two" policies with the intent of standardizing and formalizing procedures.

- Consider assigning "File Two" determination to personnel not assigned to either Criminal Investigation or Operations Division personnel.
- Do not assign "File Two" cases to Operations Division personnel for followup investigation.
- Base case assignment on either receipt of call, territorial assignment, district supervisor's discretion, or a combination of these possibilities. Use a task force approach to determine the most feasible system.
- Analyze existing district and beat boundaries and modify to equalize workloads if necessary.
- Evaluate effect of weekly rotation on continuity of investigation and adjust if necessary.
- Provide funds for overtime work associated with followup investigation.

END

7/11/55