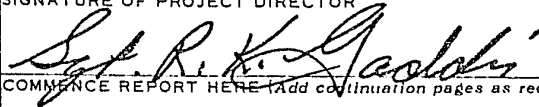
 U. S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION		CATEGORICAL GRANT PROGRESS REPORT	
GRANTEE Department of Justice and Crime Prevention	LEAA GRANT NO. 77-DF-03-0010	DATE OF REPORT 11-17-78	REPORT NO. Final
IMPLEMENTING SUBGRANTEE City of Portsmouth, Virginia	TYPE OF REPORT <input type="checkbox"/> REGULAR <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT		
SHORT TITLE OF PROJECT ICAP	GRANT AMOUNT \$201,442		
REPORT IS SUBMITTED FOR THE PERIOD August 1, 1977		THROUGH August 31, 1978	
SIGNATURE OF PROJECT DIRECTOR 		TYPED NAME & TITLE OF PROJECT DIRECTOR Sgt. R. K. Gaddis Program Manager	
COMMENCE REPORT HERE (Add continuation pages as required.)			
<p style="text-align: center;">PORTSMOUTH, VIRGINIA</p> <p style="text-align: center;">ICAP GRANT - PHASE I</p> <p style="text-align: center;">FINAL REPORT</p> <p>This final report will contain an evaluative effort in two parts as stated in the evaluation plan of the grant application. Part One is the program manager/coordinator's report and part two is the final report of the independent evaluator.</p> <p>There are three major impacts of the ICAP program in Portsmouth.</p> <ol style="list-style-type: none"> 1. A citizen satisfaction survey by the independent evaluator showed "an overwhelming majority were satisfied with overall police performance." (92.8%) 2. Officer satisfaction has increased significantly and is best evaluated by the officer resignations rate in the department. A recent survey of four eastern Virginia cities before and after ICAP showed one city had a 104% increase in resignations, one city had a 37% increase and a third city had a 29% increase. Portsmouth had a 67% decrease. <p style="text-align: right;">6</p>			
<small>NOTE: No further monies or other benefits may be paid out under this program unless this report is completed and filed as required by existing law and regulations (FMC 74-7; Omnibus Crime Control Act of 1976).</small>			
RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)			DATE

53075

A job satisfaction survey was administered to sworn personnel in the department at the beginning of Phase I and again one calendar year later. Some highlights that reflect the ICAP process are as follows:

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

	<u>Percentage Agreeing With Each Statement</u>		<u>Net Percentage Difference</u>	<u>Percentage Increase or Decrease</u>
	<u>1977</u> %	<u>1978</u> %		
1. Department is one of the best in the country.	68	90	22**	+32%
2. Department is open to suggestions for change.	74	89	15**	+20%
3. Command staff picks the most qualified person for the job.	35	59	24**	+69%
4. The officers who get promotions usually deserve them.	49	73	24**	+49%
5. My supervisor is well informed about general problems in my area.	76	90	14**	+18%
a. My supervisor is knowledgeable about police science.	82	86	4	+ 5%
b. My supervisor is a good personnel manager.	66	82	12**	+24%
6. Information provided by analysis is helpful.	67	94	27**	+40%
a. <u>Analysis is useless.</u>	31	12	-19**	-61%
b. Analysis makes my job easier.	51	80	29**	+57%
7. Many routine calls can be handled without dispatching a patrol car.	21	65	44**	+210%
8. I benefit from information on field cards.	58	92	34**	+59%

9. <u>I have no influence on new programs.</u>	67	54	-13**	-19%
10. My immediate supervisor is open to change.	76	87	11**	+14%
11. <u>Too bogged down by paper-work.</u>	63	51	-12**	-19%
a. <u>Overburdened with administrative duties.</u>	35	31	- 4	-11%
b. <u>Not enough time to devote to criminal activities.</u>	58	48	-10	-17%

*negative questions underlined.

**The percent of difference is statistically significant at .05 level using a D test.

Complete cooperation between the Commonwealth's Attorney's Major Offender's grant and the ICAP grant has taken place. The police department feels the MOP grant is a complement to the ICAP grant. The attorneys and police officers have attained a mutual effort in a concentrated effort against the career criminal/major offender. The average number of days from arrest to pre-sentence was reduced from 210 to 153. Two hundred and thirty (230) charges were placed against 71 major offenders and the conviction rate was 97.6%, resulting in an average sentence of 12.6% years. The City of Portsmouth experienced a 9.8% reduction in part one crimes.

The new format of this report has changed from past reports submitted to better indicate the accomplishments of the program. Impact and performance will be integrated so the reader can readily see the effectiveness of such a program. The performance goals of the ICAP program fall into five categories:

- A. Time Management
- B. Personnel Development
- C. Analysis and Intelligence Capabilities
- D. Investigative Upgrading
- E. Directed Patrol

A. Time Management

1. A telephone reporting center was constructed and a program fully operational on January 23, 1978. The center is manned by disabled police officers, officers on light duty, and civilian security guards. Because the officers on light duty are rotated in and out of the center, the manpower allocated fluctuates. However, the average is 2 persons on days, 2 persons on evenings, and one person on the mid-night shift. The center has also assumed other tasks as follows:
 - a. issuance of police equipment
 - b. a mail depot for officers, including the handling of subpoenas and laboratory reports.
 - c. building security after normal working hours.
 - d. handling of all walk-ins complaints and requests for information.

Impact

From January, 1978, through July, 1978, Tele-Serv has taken 2546 offense reports. This represents 44% of the total offense report workload for the department--a savings of 2334 manhours, approximately 11 manhours per day.

2. The patrol aide program was fully operational on October 15, 1977. Three paraprofessionals were employed to assist patrol officers in handling minor calls for service. They have functioned well and are totally accepted by the patrol force. There is more demand for their services than time will allow. Two of the aides are enrolled in Tidewater Community College with the help of LEEP funds. They hope to receive their AA degrees before automatically becoming police officers at 21 years of age.

6

Impact

The three patrol aides are handling 6.28% of the total patrol workload, with 3% of the manpower. The citizenry and department have fully accepted this program with no problems. Under Phase II of the grant, we have employed a fourth

aide and believe the fourth will reach a saturation point of handling calls eligible for aide program.

3. A team of outside consultants has executed periodic analysis of the uniform patrol time usage, resource allocation, and supervisory decision making. After two such visits and analysis reports to the Chief of Police, the following resulted.
 - a. A new commander of Uniform Patrol was selected.
 - b. The new position of Commander of Field Operations was created. His command extends over Uniform Patrol, Criminal Investigations, Crime Prevention, and Special Operations. The assignment of the new position is to create harmony among the four divisions.
 - c. Traffic bureau was dissolved and the personnel transferred back to uniform patrol.
 - d. K-9 services were reassigned to Uniform Patrol Division.
 - e. The police department lock-up area was reassigned to the Sheriff's Department and the police manpower (10 officers) transferred to uniform patrol.

Impact

The manpower of uniform patrol has increased 55.7% since ICAP, which is 50.9% of the department's sworn personnel.

4. A patrol task force made up of five uniform patrol officers defined a new patrol allocation and deployment system. With the new commander of the patrol division and input from the Planning and Analysis Unit, four new deployment systems were developed. Patrol officers and patrol supervisors were informed of the four plans and invited to have input before the decision was reached. On April 17, 1978, a new deployment configuration became operational.

Impact

The city was divided into three sectors based on workload and three lieutenants became commander of each area on a 24-hour basis. This form of sector command was copied from Norfolk, Virginia, where it has proven to fix responsibility upon one person for proper supervision of manpower deployed through analysis information. A sense of ownership of area and an understanding of problems of the community have also developed. The sector commanders are fed crime analysis information; deployment tactics are left to their discretion. The following are some of the tactics the sector commanders have developed.

- a. Use of patrol officers for stakeouts in burglary patterns as identified by crime analysis.
- b. Decoy detail for patrol officers concerning street robberies as identified by crime analysis.
- c. Deployment of patrol officers on bicycles to attack a prowler/ burglary problem in a housing project.
- d. A beat profiling of a burglary area to determine avenues of escape for a criminal.
- e. Selective enforcement in traffic problem areas.
- f. Deployment of manpower to best meet calls for service.

B. Personnel Development

1. Travel program to increase awareness of alternatives approaches to patrol was completed and produced great input into the decision making process. Cities that were visited are listed as follows:

<u>City</u>	<u>Ref:</u>
San Jose, California	Patrol allocation ICAP Cluster
Dallas, Texas	Crime Analysis
St. Louis, Missouri	
Memphis, Tennessee	ICAP Cluster
Arlington, Texas	ICAP Cluster
Kansas City, Missouri	ICAP Cluster
San Diego, California	Beat profile
Washington, D.C.	ICAP Cluster
Oxnard, California	Manpower allocation
Simi Valley, California	Patrol/Investigative Relationship
Portland, Oregon	Career Criminal Tracking
Colorado Springs, Colorado	ICAP Cluster
Orlando, Florida	Federal grant management training
Atlanta, Georgia	Crime analysis school
Lexington, Kentucky	4-10 plan; Crime analysis
Tampa, Florida	Crime Analysis
Cleveland Heights, Ohio	168-hour graph
Rochester, New York	Team policing Offense report system
Detroit, Michigan	Investigative Upgrading
Fairfax, Virginia	Tele-Serve
Worcester, Massachusetts	Patrol Aide
Fall Rivers, Massachusetts	Patrol Aide

Lynchburg, Virginia

Manpower configuration
study

Silver Springs, Maryland

Managing Criminal
Investigation Conference

Impact

Travelers' report are on file in the ICAP office with detail information on site visits. Information received was valuable not only to the decision making processes but a critical factor in bridging resistance to change. The positive reaction from the visiting officers is immeasurable. However, to visit other departments with similar problems gave confidence in the need to change. Travelers report were both verbal and written with the verbal being the most positive. The visiting officer explained what he viewed to his fellow officers and assured them of the need for change.

2. All patrol officers received training to increase the skills necessary to perform more effective investigation. The schools were produced inhouse, with ICAP funds used to pay officers for attending during off duty hours. Outside instructors were used in only four schools. Listed below are the schools which were held:

- a. Radar School - all patrol officers were taught how to use radar
(4 hours) as a result of the Traffic Bureau being reallocated to patrol.
- b. Case file review/K-9 - all officers were explained new procedures
(3 hours) about case file review. New role of K-9 bureau explained after it was reallocated to patrol.
- c. Supervisory - all sergeants received training which explained their
(20 hours) new role after ICAP.
- d. Introduction to ICAP - all police personnel (3 hours)
- e. Problem solving - all Uniform Patrol sergeants identified their
(8 hours) problems, prioritized the problems, and offered solutions.

- f. Problem solving - all Criminal Investigation supervisors identified (8 hours) and prioritized problems and offered solutions.
- g. Field training officers - New role after ICAP was explained (11 hours) and the need for FTO support in ICAP.
- h. Use of camera and fingerprint kit - all uniform patrol officers were (4 hours) instructed in how to gather their own evidence.
- i. Crime Prevention - all uniform patrol officers were instructed as to (4 hours) why crime prevention should be conducted by patrol and how.
- j. Managing Criminal Investigation - three CID supervisors monitored MCI (16 hours) training by local departments. Very little use to Portsmouth Police Department.
- k. Phase II of ICAP - all police personnel received introduction to (4 hours) Phase II ICAP.
- l. Evaluation skills - all police supervisors received instruction in (8 hours) how to use new officer evaluation developed by ICAP.

Impact

Every officer understands why we need ICAP and how it will be administered. Each training step followed an administrative decision to start new programs. Officers did not always support the decision to change, but by understanding how and why, little resistance to change was met.

NOTE: We firmly believe that the success of Portsmouth's ICAP grant is due to the training factor. No new programs were started until personnel involved knew why and how it would work. To change work habits and working hours, it is essential that the officers involved not be kept in the dark, for this will allow rumors to start. A very positive and firm commitment by administration must be present up front and backed up by training.

3. A new VTR roll call training program was developed and instituted in the department. Short and to the point, films are presented to patrol at roll call. This program was not included in the grant application. However, it evolved from information received at ICAP cluster meetings. Roll call training by VTR is both efficient and is well accepted.

Impact

Officer reception has been good; many requests for additional subject matter have been received.

C. Analysis and Intelligence Capabilities

1. A Crime Analysis Unit was fully developed under the case review unit, staffed by a sergeant and patrol officers in the Planning and Analysis Unit. After 30 days of operation and information received in ICAP cluster meetings, the staff and office was changed as follows:
 - a. Two patrol officers will be crime analysts and will share the assignment.
 - b. The CAU office will be moved into the program manager's office and the manager moved. This office is in the hub of the work area and creates a certain interaction with Uniform Patrol and the CAU.
 - c. The sergeant of CAU will become case review officer and quality control officer of offense reports. He will shut down offense reports before they are forwarded to CID.

The Crime Analysis Unit is well accepted. The following is an outline of the information flow.

Information Received

1. Field interview cards
2. Arrest dockets
3. Probation/Parole reports
4. Correctional status reports (from state penitentiary)
5. Informants
6. Personal contact with officers/detectives
7. Offense reports
8. Traffic accident cards

Information Disseminated:

6

1. Crime Analysis Bulletins
2. Suspect matches, descriptions, names, nicknames, area of residence, & M.O.

3. Intelligence Information
4. Traffic Analysis Bulletins
5. Special Seasonal Bulletins

Requests Received:

1. Suspect matches
2. Related offenses on arrested parties
3. Recommendations on surveillance, stakeouts, decoys, etc.
4. Special analysis requests
e.g.: (1) latent prints lifted versus burglary reports taken
(2) burglary arrests by patrol officers versus detectives

Impact

To see the impact of decision making through crime analysis information, refer to (e)-Directed Patrol Section.

*The CAU has identified 54 patterns and issued 23 updates. Eighteen patterns stopped because arrests were made, six are still active and thirty patterns ceased for other reasons. Of the thirty patterns that ceased, nine can be linked to directed patrol activities.

NOTE: The success of the Crime Analysis Unit is largely responsible to the CAU manuals developed for LEAA by the Westinghouse National Issues Center. Without the manuals, the Portsmouth Police Department would be months behind due to mistakes in organizing and developing the unit. We cannot over emphasize the value of this information.

2. An intelligence coordinator was designated to collect and disseminate information on the Career Criminal. Assistant Chief Darrel Stephens was contracted and helped design a solid collection system. An inhouse system was designed to disseminate the information. The collection of information proved very successful, however, the dissemination process was a failure. The process for development and

reason for failure are listed below:

Development of Career Criminal Program

- a. A screening process was outlined for selection of career criminal in compliance with state and federal laws.
- b. Names of likely candidates were solicited from Uniform Patrol and Criminal Investigation.
- c. A list of twenty subjects was compiled.
- d. Field notebooks were designed with picture and background information on each subject. The notebooks were given to patrol officers and detectives.
- e. An observation notice was developed to track the subjects in the field.

Reason for Failure

- a. Patrol officers rarely came in contact with the subjects.
- b. Patrol officers and detectives did not have faith or see a value in the plan.
- c. Patrol officers and detectives did not like the carrying of another notebook.
- d. No observation notices were received.
- e. Without an arrest factor, the officers were just not interested.

Impact.

Career Criminal Information is maintained in Crime Analysis, and only when career criminals are connected with crime patterns is information sent out. This is presently working and creating some support from the field. This process is now under study and changes may be made in the future.

3. A resource center to help facilitate directed patrol planning was developed for Uniform Patrol. We found little use of this center by either patrol or detectives. We redesigned the center and placed this

function in Crime Analysis where deployment tactics are offered, along with each analysis bulletin. The offering of tactics has accomplished the planning process and encouraged directed patrol planning.

Impact

We discovered that to encourage directed patrol planning, one must first identify a crime pattern, trend or problem. With this identification and offering of tactics for solution, directed patrol planning by field supervisors will naturally develop.

The resource center is now being used as the ICAP office and task force meeting room.

D. Investigative Upgrading

1. The expanded role of patrol officers was accomplished by purchasing a fingerprint kit and small inexpensive cameras. The officers then were trained in the use of each. We found little training was needed in preliminary investigations since most officers already had the necessary skills. With the freeing of time with other ICAP programs, supervisors began experimenting with follow-up investigations. Armed robbery, burglary, grand larceny and even homicide were assigned to Uniform Patrol Officers. We monitored the felony case file relative to Uniform Patrol's performance and the Commonwealth's Attorney's Office gave opinions as to the quality of the reports. It was found that patrol officers got involved and tended to assume a sense of ownership and pride in the investigations.

Impact

Uniform patrol now assumes about 75% of all follow-up investigations where an arrest is made at the crime scene.

2. The intake and case screening system was integrated into the Crime Analysis Unit. This proved to be a mistake and was changed back to the old system of one officer being an intake screener and quality control officer.

Impact

When case screening and CAU were one function, our independent evaluator did a quality control study and found a very high percentage error in the offense reports. Since returning to the old system, we feel the second study will show improvement.

E. Directed Patrol

1. Directed patrol activities are in full swing in the patrol division. Crime Analysis information is a vital key to this type activity; and without this effort, directed patrol would be superficial. Although random patrol will always exist in police departments, the goal should be to keep it to a minimum. Police officers are willing to attack any crime problem. They will deploy and effect directed patrol activities if the CAU can identify the problems. Directed patrol is not a function-- it is a thinking process of decision making, and followed by deployment of manpower to best solve the crime problem identified. The following are some problems identified by CAU along with the deployment tactic decided upon by the sector supervisors.

Problem Identified by CAU	Decision Made	Deployment Tactic
Residential burglary in low-income housing area	Assign 1 detective and 3 patrol officers to the problem with no time limit	Do a profile of area, escape route, etc. Canvass neighborhood for new leads. Deploy stakeouts in auto, foot and bicycle. Enlist the aide of regular beat officers and do field interview concentration.
Business burglaries in upper-middle class area	Assign 3 patrol officers to problem on specific days as identified by CAU	Rooftop stakeouts of buildings in area.
Purse snatchings from elderly females in business district	Assign task force of 3 patrol officers and 3 detectives on specific days as identified by CAU	Female officer used as decoy dressed like an elderly woman
Larceny from auto parked around the Naval Shipyard	Assign task force of 4 patrol officers during week days for shipyard	One officer on water tower to observe 12 block area; 3 officers on the ground to effect arrest.

Passing of school bus loading children in upper middle class neighborhood.

Assign only the beat officer for that area during transportation times.

Follow school bus with marked vehicle.

Crimes happening during Christmas season in same areas two years in succession.

Deploy approximately 30 off-duty officers employed by city during Christmas season to identified areas.

Foot patrol and vehicle patrol.

Impact

Complete faith in CAU information by patrol officers and detectives. Supervisors are automatically involved in directed patrol decision making and deployment tactics.

2. Crime Prevention activities assumed by the Uniform Patrol officers are not as successful as hoped for. Patrol officers are now attending civic functions and meetings, causing good citizen response. Patrol officers are also getting involved in some public relation activities but on a small scale.

Impact

There seems to be an interaction between crime prevention and the patrol division, but nothing really organized. In phase II of ICAP, a more concentrated effort will take place.

END