

COMPREHENSIVE EVALUATION OF THE PORTSMOUTH POLICE DEPARTMENT  
INTEGRATED CRIMINAL APPREHENSION PROGRAM  
Evaluation of Program Components - Phase I

by

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Norfolk, Virginia

FINAL REPORT

Prepared for the  
Portsmouth Police Department  
City of Portsmouth, Virginia

September, 1978

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

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DEPARTMENT INTEGRATED CRIMINAL APPREHENSION PROGRAM

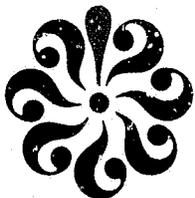
Evaluation of Program Components - Phase I

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FINAL REPORT

*Prepared for the*  
Portsmouth Police Department  
City of Portsmouth, Virginia



*Submitted by the*  
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I. OVERALL SUMMARY OF FIRST YEAR EVALUATION  
OF THE PORTSMOUTH POLICE DEPARTMENT'S  
INTEGRATED CRIMINAL APPREHENSION PROGRAM

OVERALL SUMMARY OF FIRST YEAR EVALUATION  
OF THE  
PORTSMOUTH POLICE DEPARTMENT'S INTEGRATED CRIMINAL APPREHENSION PROGRAM

*This section is a general summary of the major findings of the evaluation. The reader is referred to specific portions of the report for more detailed analysis and discussion.*

Management Information System

1. The most significant information gap was the lack of systematic personnel data which could guide decision-making.
2. A manual personnel reporting system which would permit an orderly transition to a computer based file should be established.
3. A monthly personnel report form should be established.
4. A working file built up of edge-punch cards which can be sorted by using a steel pin should be established.
5. Offense report error rates could be reduced by exercising greater supervisory review and by improving operational procedures.
6. A turnkey agreement should be established with the Sheriff's Department.
7. The flow of reports to the Detective Bureau should be improved.
8. The Concerned Citizens Program should be examined to determine how it can be better utilized by Portsmouth's citizens.
9. A new 10-code system should be established to enable the department to better account for the time patrol officers spend in "officer-initiated" activities.
10. Vehicle accident data should be collected by the Crime Analysis Unit.
11. Detailed discussions about the requirements for, and the utilization of, statistical data need to be held on an ongoing basis.

12. Specific objectives to be achieved by the Crime Analysis Unit need to be established.
13. Releases of information need to be carefully supervised to ensure full compliance with the law. Juvenile records require special attention.

#### General Citizen Survey

1. An overwhelming majority of Portsmouth's citizens are satisfied with all aspects of the police department's performance.
2. Blacks are generally somewhat less satisfied than whites. Special attention needs to be directed toward this issue.
3. Citizens who had contact with the police are somewhat less satisfied than those who had no contact. This is probably due to the number of individuals in the sample who were traffic violators.
4. About one-half of Portsmouth's citizens feel unsafe in their neighborhood at night. Most feel safe during the day.
5. About one-half are dissatisfied with the performance of the Commonwealth's Attorney.
6. Over three-fifths are dissatisfied with the sentences imposed by the courts. Whites are much more likely than blacks to feel that the sentences imposed are too lenient.
7. Citizen satisfaction with police activities has improved over the last year.
8. About ten percent of Portsmouth's citizens are at least somewhat familiar with ICAP.

#### Service Users' Survey

##### First Survey Results:

1. Most respondents regard the service provided by the Portsmouth Police Department as satisfactory and the officers' demeanor as respectful.

2. The most important attitudinal difference between racial groups was found in the level of satisfaction with officers' performance. Black respondents found officers' performance less satisfactory than did white respondents.
3. Much of the difference in level of satisfaction with officers' performance was related to the longer time taken to respond to black citizens.
4. Women experienced more difficulty in contacting police than did men, since women had to make repeated phone calls before police arrived.
5. Findings suggest that citizen satisfaction with police service in Portsmouth can be improved by shortening response time, especially for black citizens.

Second Survey Results:

1. Levels of satisfaction with officers' performance and demeanor remained high.
2. Black respondents were less satisfied with police performance and had less favorable opinions of the department prior to receiving police service than did white respondents.
3. The finding from the first survey indicating that women experienced greater difficulty in contacting police than men did not show up in the second survey results.

Comparison of First and Second Survey Results:

1. An overwhelming majority of respondents to both surveys were satisfied with officers' performance.
2. A majority of respondents to both surveys held favorable opinions of the Portsmouth Police Department prior to contact with an officer.

After contact, changes of opinion were likely to be more positive than negative.

3. A majority of black respondents to both surveys were positive in their evaluations of officer performance and in their opinion of the department overall. However, black respondents were less positive than white respondents on both issues.
4. Response time was identified as having the greatest effect upon satisfaction with officers' performance.
5. Suggestions provided by officers which might reduce the likelihood of the complainant being victimized in the future and the provision of follow-up services could raise the level of citizen satisfaction.

#### Additional Criminal Justice Impact Data

##### Case File Review Results

1. Three information entries should be given added attention in case file preparation:
  - . evidence lists
  - . witness statements
  - . suspect records and photos
2. The quality of case files was found to have improved after implementation of the Liaison Officer and Pager Systems. Efforts to improve case file quality with additional review by the Liaison Officer and early entry of the prosecutor into potential felony cases have had positive results.

##### Prosecutors' Perspectives of Police Performance

1. A majority of Portsmouth's Commonwealth's Attorneys rated the present quality of police officers' work as average or above average in all crime categories.

2. Highest ratings were given the work done on paper crimes and sex crimes.
3. Although there was less consensus on the quality of work presently done by uniform patrol than on the quality of work done in any other category evaluated, prosecutors also indicated that the work of the uniform patrol was the most improved since implementation of ICAP.

Judges' Perspectives of Portsmouth Police Department

1. The judges responding noted overall improvement in the quality of police work relative to the prosecution of felony cases in circuit court. Their assessment was based on the following:
  - . improved felony investigations
  - . expert fingerprint testimony (has been of consistently high quality)
  - . improved understanding of criminal law by all officers appearing in circuit court
  - . increased understanding of the need for fingerprint evidence (positive and negative)
  - . problems with illegal searches and seizures are at a minimum
  - . officers are careful to give Miranda warning
  - . cooperation between prosecutors and police personnel has been excellent
2. Areas mentioned as needing improvement were courtroom testimony, automobile searches, confrontations with citizens and investigations of misdemeanor cases.

II. INTRODUCTION TO THE EVALUATION OF THE  
INTEGRATED CRIMINAL APPREHENSION  
PROGRAM, PORTSMOUTH POLICE DEPARTMENT

## SECTION II. PURPOSE OF THE EVALUATION

### Introduction: Background

In September, 1977 the Portsmouth Police Department contracted with Dr. Wolfgang Pindur of the Old Dominion University Center for Urban and Regional Research to evaluate certain components of the Portsmouth Integrated Criminal Apprehension Program (ICAP). This evaluation was designed to assess the impact of ICAP on the performance of the Portsmouth Police Department. The specific evaluation tasks were outlined in a detailed evaluation plan submitted to the Portsmouth Police Department for its approval approximately sixty days after the introduction of the ICAP activity.

### Evaluation Objectives

The Portsmouth Integrated Criminal Apprehension Program intends to improve the patrol function of the Portsmouth Police Department, both internally and externally. Internal development refers to the development of new patrol officer skills and to the improved management of patrol resources; external development refers to the improved capacity of the patrol officer to work with other components of the criminal justice system, especially the detective division in the performance of investigations, and the Commonwealth's Attorney's Staff in the prosecution of career criminals and repeat offenders.

Given these objectives of ICAP, this evaluation was designed to accomplish the following:

1. To determine the degree to which program components of ICAP, as well as the program as a whole, are realizing their objectives.
2. To monitor program activities on a continuing basis, and to alert the ICAP Program staff of specific problems in a timely manner.
3. To identify unintended and direct effects, as well as intended effects, of program activities on the Police Department and other components of the criminal justice system.
4. To assess impacts as they pertain to such external matters as citizen attitudes toward the Portsmouth Police Department and citizen satisfaction with police services.
5. To develop a Management Information System which will monitor the ICAP Program, assuring feedback to the program coordinator.

#### Methods of Data Collection

The data were collected by a variety of means including: (1) in-depth interviews with command personnel; (2) surveys of citizens who requested police assistance (user surveys); (3) a general community survey; (4) analysis of offense reports, dispatch records, case files and other documents; (5) studies of communication flows within the organization; and (6) interviews with prosecuting attorneys and judges. These methods of data collection enabled the evaluator to assess the performance of ICAP from the perspective of the citizenry, the police

department, prosecutors and judges. Both quantitative and qualitative assessments were undertaken.

#### Limitation of the Evaluation

Evaluation research, like all other types of research, contains inherent limitations which must be recognized by individuals utilizing the data obtained. The ICAP evaluation has certain inherent limitations which relate to the type of study which was conducted given the constraints of time and funding.

First, responsibility for the evaluation was shared by several groups as mentioned in the Request for Proposal. The outside evaluator did not assess all components of ICAP.

Second, the impact of changes in police procedures may not be fully evident during the first year of the program. Therefore, a substantial part of the first year evaluation activity involved the collection of baseline data.

Third, an evaluator would ideally like to use a controlled experiment type of study in which he/she can carefully isolate program impacts. This ideal could not be met given the type of program being evaluated and the funding and time constraint placed on the evaluator.

III. MANAGEMENT INFORMATION SYSTEM

## MANAGEMENT INFORMATION SYSTEM ANALYSIS AND RECOMMENDATIONS

### Introduction and Scope of Analysis

The analysis of the Portsmouth Police Department's Management Information System (MIS) was conducted in order to assist the department in upgrading the information system, understanding the flow of information and improving the reliability of certain police reports. The MIS analysis focused on three areas: (1) understanding the present organization and information system operations, (2) completing some form of user-need analysis, and (3) synthesizing a new information system.

### Role of the Systems Analyst

(1) Understanding the organization and system operation. The system analyst is responsible for this process, and for ensuring minimum disruption of the daily activities of organization segments during this activity. It should come as no surprise that during the analyst's learning process, new ideas regarding the addition/deletion of data to the information system will occur to the users. In the interests of clarity and consistency, it is expected that the analyst will be the repository for all such ideas and that no system changes will be implemented until a system package has been submitted and approved. Emphasis during this phase is on organization analysis and information flow. For a complete explanation of an organization's activities, a detailed task analysis would be completed. Task analysis was only conducted when it was essential to understanding the manner in which data were generated.

(2) User-need analysis. The analyst is responsible for knowing about present and future information requirements. Internal organizational demands and environmental demands will generate new (future) requirements. The most significant source of user-need requirements must necessarily be those which managers derive from their own analysis of departmental objectives. The analyst may participate in these derivative meetings as a recorder and learner, at the manager's invitation.

(3) Synthesizing a new system. The analyst is responsible for proposing any new means of data collection, report formats, and reporting intervals. Where existing or new Automatic Data Processing requirements are identified, the analyst and police department staff should be jointly responsible when determining feasibility and costs. When new information system requirements are approved by the Police Department, the analyst is responsible for implementing, testing, and evaluation. Alterations to the reporting system in the form of additional requirements after implementation approval are the responsibility of department personnel. The sequence of events and any special reporting requirements for the analysis of the Management Information System is outlined in Figure 1.

Figure 1

Management Information System Analysis  
Schedule of Events

1. Understanding the Organization and System Operation
  - A. Organizational Analysis
  - B. Information Flow Analysis
2. User-need Analysis
  - A. Present Information Requirements
  - B. New Requirements
  - C. Suggest Report Formats (output)
3. Synthesizing a New System
  - A. Specifying the Operating Decisions & Matching User Information
  - B. Identify Data Elements and their Sources to Support User Information Requirements
  - C. Design Data Input Documents
  - D. Design Report Formats
4. Implement MIS Documentation Test
5. Adjust Documentation and Information Flow

Goal Clarification and Needs Analysis

The first stage in the MIS analysis involved a series of meetings with Chief of Police Ronald Boone, ICAP Coordinator Richard Gaddis, Alan Gollihue, Director of Planning and Analysis and various members of the command staff. These meetings were designed to determine the following:

- (1) The type of management information currently received
- (2) The utilization of management information
- (3) Additional information needs

The various meetings dealt with the six areas listed below:

1. What management reports are you receiving? What are the strengths and weaknesses of each from your vantage point? Which data elements on each report are of no interest to you?
2. What additional information do you need in order to keep the city manager, council and the mayor informed? (example, Annual Police Department Report to the City Manager) What is the reporting interval for each report?
3. What information do you need in order to control department activities?
4. Are you now getting the information, or do you need information about the following:
  - Funding Allocations
  - Recruitment Activities
  - Training Activities
  - Planning
  - Measures of Efficiency
  - Workload Distribution
  - Police Costs
  - Patrol Performance
  - Safety Statistics
  - Job Satisfaction
  - Morale
  
  - Arrest Statistics
  - Clearance Rates
  - Crime Rates
  - Convictions
  - Cost-Effectiveness
  - Other Crime Indices
5. Are any of the following statistics in use as Productivity Measurements? Do any of these statistics seem appropriate to your operation?

Population Served  
Police Employees

Clearance Rates  
Police Employees per Capita

Arrests  
Police Employees

Clearances  
Police Employees

Per Cent of Arrests Leading  
to Conviction

Average Response Times for  
Calls for Service

Population Served  
Dollars Spent on Crime Functions

(exclude Traffic Control dollars,  
example)

Clearance Rates  
Dollars Spent on Crime Functions

Arrests  
Dollars Spent on Crime Functions

Clearances  
Dollars Spent on Crime Functions

6. Are any of the following statistics in use as Police Patrol Measures? Do any of these statistics seem appropriate to your operation?

Measure of availability of sworn officers (ratio)

$\frac{\text{No. of Officers Assigned to Street Patrol}}{\text{Total Patrol Officers}}$

Measure of Success in making more time available (ratio)

$\frac{\text{Man Hours of Patrol Contributing to Patrol Objectives}}{\text{Total Patrol Man Hours}}$

Measure of apprehension productivity (ratio)

$\frac{\text{Patrol Arrests Surviving First Judicial Screening}}{\text{Total Patrol Man Years}}$

Measure of arrest disposition (ratio)

$\frac{\text{Convictions}}{\text{Total Patrol Arrests, or}} \quad \frac{\text{Convictions}}{\text{Patrol Arrests Surviving First Judicial Screening}}$

Measure of Human Resource Management (ratio)

$\frac{\text{No. of Supportable Charges}}{\text{Total No. Dept. Man Years}}$

$\frac{\text{No. of Lost Man Days due to all Causes (Illness, Discipline, Injury)}}{\text{Total No. Dept. Man Years}}$

$\frac{\text{Total Turnover (Man Years)}}{\text{Total No. Dept. Man Years}}$

$\frac{\text{Total Recruits Completing Training}}{\text{Total Recruits in Class}}$

$\frac{\text{Total Recruit Graduates on to the Patrol Force}}{\text{Total Losses (Death, Resignation, Dismissal)}}$

### Development of Personnel Data Form

Interviews with Chief Boone revealed an interest in systematizing personnel information, so that such data could be rapidly retrieved, manipulated, and presented as management information. The information needs to be available to guide decision-making and to answer discrete inquiries. Consideration was given to the application of a computer-based file. However, analysis indicates that a computer-based information file would not be appropriate at this time for the following reasons:

- A. Past experience and research suggests that in most computer applications a force of about 300 sworn officers is needed before the computer may be justifiable.
- B. A single working report (output) does not now exist in the Department which combines significant information of interest to the Chief and the Assistant Chiefs.
- C. A working file (manual) has not been established for the collection of data elements.
- D. The procedures for reporting of data (input), while not clearly delineated, exist to a degree sufficient for building a file without a great disruption to the present information flow.
- E. The development of a computer-based system would require a substantial reallocation of departmental resources.

For these reasons top management elected to investigate a manual reporting system which could be implemented and tested for adequacy in meeting information needs. Such implementation would also permit a very orderly transition to a computer-based file should that prove beneficial at a later time. After informal discussions with the Portsmouth officers and after considering the experiences of other communities, the following "Portsmouth Police Department Monthly Personnel Report" is proposed. While the report is not exhaustive, it is suggested that

the report be limited to a single page in order to capture the user's attention and to force a competitive priority of information. In other words, acting in consensus, other information may be substituted for some existing information on the report by using-managers. The intent is to display information which can best tell the officers about:

1. Staffing Status--minority staffing, retirement potential, and future officers.
2. Resource Management--compensation time (a measure of operational planning, given the staffing adequacy), lost time (dollars), lost resources (other dollars), training activity, resignations and removals.
3. Allegations and Occurrences--includes commendations, so that there is a conscious effort to consider the Department's performance "on-balance."

In order to produce the monthly report and to provide some inquiry capability, a manual working file is proposed. The working file is built-up of edge-punch cards which can be sorted by using a steel pin. There is one card for each person, and the intent of the card is to represent a computer file that can be searched for discrete data (pin insertion into a card edge perforation). Data can be extracted for summarization (as shown by cards "selected" by the pin, or rejected by the pin due to a punched notch). The file can be searched repetitively by pin-sorting one data bit after another until a select sub-file has been generated. Additional data can be added to the proposed card and additional data sorts are available (unused punches). To reduce file maintenance time, it is recommended that certain entries be made in pencil and other entries in ink. Some entries lend themselves especially to soft pencil application, for example, the 12 month record of Compensation Time Earned and Taken. Since some of the information is personal,

PORTSMOUTH POLICE DEPARTMENT  
MONTH PERSONNEL REPORT

1978

STAFFING STATUS	Department		Retirement Eligibility			Police Academy Class	
	last month	this month	last month	this month	within 6 months	last month	this month
Total Officers							
Black Male							
Female (Black) Ex. 5 (3)							
Total Civilian							
Black Male							
Female (Black)							

compl date:  
next start:  
next compl:  
plan enroll:  
-

RESOURCE MANAGEMENT	Days of Compensation Time		Individual Accruals		LOST TIME/DOLLARS	Days	
	last month Earn/Taken	this month Earn/Taken	High	Low		last month	this month
SIB					ILD Injury		
Det Bureau					Suspension		
UP					Sick Leave		
(other)					TOTAL DAYS		
					DOLLAR VALUE		

ALLEGATIONS	Last Month	This Month	OCCURRENCES	Last Month	This Month
	UP / Others	UP / Others		UP / Others	UP / Others
Physical Force			Discharge of firearms		
False Arrest			Written reprimands		
Discourtesy			Commendations and awards		
Misconduct					
Harassment					
Damage to Property					

LOST RESOURCES	No. Police Auto Accidents		Dollar Value		TRAINING	Man-days	
	last month	this month	last month	this month		last month	this month
Non Preventable					Departmental		
Preventable					ICAP		
Total					(other)		

Resignations:

Removals:

Authorized Strength

Submitted by \_\_\_\_\_

Sworn Personnel:

Date of \_\_\_\_\_

Civilian Personnel:

1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
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22  
23  
24  
25



HEIGHT	1	5' (-)	STATUS	50	SGT	PRIOR POLICE SERVICE	59	CITY	SUSPLY- STORY RECORD	88		117		146	ALPHA CODES							
	2	5'1" - 5'3"		51	BARBICED		60	STATE		89	DATE AND NO. DAYS		118			147	A	ARTIST, PORTRAIT AVIATION				
	3	5'4" - 5'6"		32	DEPENDENT CHILDREN		61	NAVY		90			119			148	B	BREATHALYZER BOMB CHAL.				
	4	5'7" - 5'9"		33	O+		62	ARMY		91	DATES		120			149	C	CANINE CONSTRUCTION				
	5	5'10" - 6'		31	O-		63	AIR FORCE		92			121			150	D-E	ELECTRONICS, GEN. DRIVING, EVASIVE				
	6	6'1" - 6'3"		33	A+		64	COAST GUARD		93	PREVENTABLE		122			151	F-G	FINGERPRINT, CLASS.				
	7	6'3" - 6'5"		36	A-		65	NAVY		94	NON-PREVENTABLE		123			152	H-I	INSTRUCTOR ( )				
	8	6'6" (+)		37	B+		66	ARMY		95	AUTO DENTHS		124			153	J	JOURNALISM				
ASSUMED HEIGHT	9	99 (-)	BLOOD TYPE	54	B-	RESERVE DRILL	67	AIR FORCE	POLICE CAR ACCIDENTS	96		125		154	K-L	LOCKSMITH						
	10	100 - 110		39	AB+		68			97	0-4 YEARS		126			155	M	MECHANIC/MECHANICS MUSICIAN				
	11	111 - 120		10	AB-		69	BLUE MAX		98	5-9 YEARS		127			156	N-O	NURSING EXP.				
	12	121 - 130		41	SPANISH		70	MEDAL OF HONOR		99	10-14 YEARS		128			157	P-Q	PHOTOGRAPHY PASTORAL SKILLS				
	13	131 - 140		42	PORTUGUESE		71	CERTIFICATE OF EXCELLENCE		100	15-19 YEARS		129			158	R	RAPL COUNSELOR REAL ESTATE				
	14	141 - 150		13	FRENCH		72	MEDAL OF VALOR		101	20-24 YEARS		130			159	S	SURVEILLANCE, P.T.C., SURVIVING				
	15	151 - 160		41	GHERMAN		73	CERT. OF CRIME INVEST.		102	25-29 YEARS		131			160	T	TV REPAIR TRUCK/TRAILER DR.				
	16	161 - 170		45	ITALIAN		74	LEGION OF HONOR		103	30 (+)		132			161	U-V	VETERINARY EXP.				
	17	171 - 180		46	GREEK		75	PHYSICAL FORCE		104			133			162	W	WATCH REPAIR				
	18	181 - 190		17	YIDDISH		76	FALSE ARREST		105	OFFICER		134			163	X-Y-Z	X-RAY TECHNICIAN				
	RANK	19		191 - 200	SPOKEN LANGUAGE		48	RUSSIAN		ALLEGATIONS	77		MISCONDUCT		YEARS OF POLICE SERVICE	106		135		164		
		20		201 - 210			19	ARABIC			78		MISCONDUCT			107	MATE		136			165
21		211 - 220	50			79	HARASSMENT	108			137		166	P-S		PUBLIC SPEAKING						
22		221 - 230	51	HIGH SCHOOL/ GED		80	MISSING PROPERTY	109			138		167	R-A		BURGLARY ALARM TECHNICIAN						
23		221 - 230	52	1-2 YEARS COLLEGE		81	DAMAGE TO PROPERTY	110			139		168									
24		241 (+)	53	3-4 YEARS COLLEGE		82	DISCHARGE FIREARMS	111			140		169									
25		COL	54	ASSOCIATE DEGREE		83		112			141		170									
26		LCOL	55	BACCALAUREATE DEGREE		84		113			142		171									
27		MAJOR	56	3000 HOURS TOWARDS MASTERS		85	WRITTEN	114			143		172									
28		CAPT	57	MASTERS		86		115			144		173									
29	17	58	DOCTORATE	87		116		145		174												
			HIGHEST EDUCATIONAL LEVEL			RETRINUEDS			SECOND JOB AND WORKING SPOUSES													

but not sensitive, it is recommended that a single personnel clerk be responsible for the file.

#### Analysis of Offense Reports

Approximately 304 of the January, 1978 Offense Reports were examined for completeness. Some 33 of the reports had never been reviewed by a Sergeant. Elements of the report which appear to be in most obvious need of conscientious review are block numbers 2, 6, 7, and 8. Block 41 (LOSS TOTAL) was not checked during this scan, but the amount is reportedly too often in error. Block 52 Narrative needs supervisory review for clarity (BLOCK PRINTING) and completeness. The summary of some block errors by Reviewing Employee Number appears on the next page.

For the reports with errors, 17 Patrol Officers had signed for Supervisor's Review and 16 Sergeants had signed (recorded employee number). Two employee numbers were recorded as reviewers for officers who are now not active.

In summary, there were 946 offense reports on file for January, 1978. Of these, 286 involved Juveniles. Only 8% of the Juvenile Reports were properly coded with a capital "J" in the lower right corner of the report. Without this marking the probability is increased for inadvertent public release and the case review time is increased. The error rate by supervisors for Blocks 2, 6, 7, and 8 was not less than 14%. Correcting the errors increases the case review time which disrupts the flow of documents to the CID and to the Crime Analysis Unit.

For January 3-31, 34% of the Offense Reports were written between 1200 on Friday and 0800 on Monday. The weekend rate was 1.2 reports per hour and the weekday rate was 1.5 reports per hour on the average.

Summary of Offense Reporting Supervisor's  
Review Errors

Employee Number	Block Number				Total Block Error
	2	6	7	8	
332	4	2	-	-	6
946	3	2	-	3	8
950	5	-	-	3	8
954	6	-	2	5	13
960	3	-	-	1	4
964	6	-	2	3	11
965 (P)*	2	-	1	2	5
966	5	1	2	5	13
967	8	-	-	1	9
973	5	-	-	-	5
978	3	1	1	2	7
1012 (P)	1	-	-	3	4
1035 (P)	6	-	-	4	10
1055 (P)	2	1	2	6	11
1079	5	-	-	3	8
1091	4	-	-	-	4

(P)\* - Patrol Officer Vice Sergeant

The following Sergeants approved reports with a total block error of three or less: 947, 948, 955, 961, 970.

The following Patrol Officers approved Offense Reports with a total block error of three or less: 983, 996, 1014, 1018, 1028, 1039, 1050, 1051, 1052, 1054, 1093, 1107, 1130.

Sample: 304 of 946 January, 1978 reports. Filed with Crime Analysis Unit.



# PORTSMOUTH POLICE DEPARTMENT OFFENSE REPORT

REVIEW CENTER STATUS:

UNFOUNDED    ARREST    EXCEPTIONAL  
 OPEN    INACTIVE    WARRANT ADVISED

REVIEW DATE

O. R. NUMBER

D. P.   U. G. R.

APPROVED \_\_\_\_\_

EVID VOUCHER NO \_\_\_\_\_

1. OFFENSE/INCIDENT				2. CLASSIFICATION (SUPERVISOR'S REVIEW)				3. TYPE OF PREMISES			
4. TIME OF OCCURRENCE		5. WHEN REPORTED		6. LOCATION OF OFFENSE (HOUSE NUMBER, AND STREET)				7. ZONE		8. CENSUS T B	
10. VICTIM'S NAME (LAST, FIRST, MIDDLE) (IF FIRM, NAME AND TYPE OF BUSINESS)						11. VICTIM'S ADDRESS (HOUSE NUMBER, STREET NAME, CITY)					
12. AGE/D.O.B.						13. RACE		14. SEX		15. PLACE OF EMPLOYMENT/SCHOOL ATTENDED	
16. HOME PHONE						17. BUS. PHONE					
18. INDICATE WITH CODE PERSON'S RELATION TO INVESTIGATION   R—REPORTING PERSON, D—DISCOVERER, W-1—WITNESS No. 1, W-2—WITNESS No. 2, C—PERSON CANVASSED											
13. PERSON INTERVIEWED				20. ADDRESS/ADDRESS CHECKED				21. PHONE		22. INFORMATION PROVIDED	
19. USING APPROPRIATE CODE IN THE BOXES PROVIDED INDICATE WHO CAN IDENTIFY SUSPECT   V—VICTIM, W-1—WITNESS No. 1, W-2—WITNESS No. 2, R—REPORTING PERSON, D—DISCOVERER											
24. SUSPECT No. 1 NAME (INCLUDE ANY AKA INFO)				25. SUSPECT No. 2 NAME (INCLUDE ANY AKA INFO)				26. SUSPECT No. 3 NAME (INCLUDE ANY AKA INFO)			
23. SUSPECT No. 1 MAY BE LOCATED AT				27. SUSPECT No. 2 MAY BE LOCATED AT				28. SUSPECT No. 3 MAY BE LOCATED AT			
24. SUSPECT No. 1 DESCRIPTION				25. SUSPECT No. 2 DESCRIPTION				26. SUSPECT No. 3 DESCRIPTION			
DESCRIBE EACH SUSPECT USING AGE, D.O.B., SEX, RACE, HEIGHT, WEIGHT, IDENTIFYING SCARS, MARKS AND CLOTHING DESCRIPTION											
27. ARRESTED ( ) YES ( ) NO				ARRESTED ( ) YES ( ) NO				ARRESTED ( ) YES ( ) NO			
28. VEHICLE STATUS		29. MAKE/MODEL		30. YEAR		31. TYPE		32. COLOR TOP/BOTTOM		33. IDENTIFYING CHARACTERISTICS	
STOLEN   RECOVERED ( )   ( )		34. STATE:		YR.		35. VIN NUMBER/BICYCLE SERIAL NO.		36. NCIC NO./VCIN NO.		37. LOSS VAL.	
SUSPECT TARGET ( )   ( )										38. RECVD. VAL.	
39. DESCRIBE PROPERTY TAKEN				40. PROPERTY IDENTIFICATION INFORMATION							
43. WHERE PREMISES ENTERED/MEANS OF ATTACK						44. TYPE OF INSTRUMENT OR WEAPON			41. LOSS TOT.		42. RECVD. TOT.
45. NAME OF INJURED PERSON(S)				46. HOSPITAL NAME		ADMITTED ( ) YES ( ) NO		47. ATTENDING PHYSICIAN			
48. NATURE OF INJURY				49. IF DEATH—DATE/TIME PRONOUNCED		50. PRONOUNCING PHYSICIAN—WHERE		51. MEDICAL EXAMINER NOTIFIED NAME			
32. NARRATIVE: SUMMARIZE DETAILS OF CRIME INCLUDING A DESCRIPTION OF EVENTS; ADDITIONAL INFORMATION WHICH IS AN EXTENSION OF THE ABOVE BOXES; NAMES OF OTHER OFFICERS ASSISTING.											
54. OFFICER ACTION RECOMMENDATION										53. MESSAGE NO.	
55. REPORTING OFFICER						EMPLOYEE NO.		56. SUPERVISOR'S REVIEW			
								EMPLOYEE NO.			
( ) CONCUR RECOMMEND.											

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The following suggestions were made in order to reduce the error rate of offense reports:

1. Criminal Classification definitions should be made conveniently available to the reviewing supervisors, so that Block 2 may be correctly completed.
2. A cross reference book (street to census track) should be made available to reviewing supervisors, so that Block 8 may be correctly completed.
3. A Police Patrol Zone should be made available, for correct Block 7 entrees.
4. Since Block 6 cannot accept intersection descriptions, corner property addresses should be selected.
5. Insist on consistent use of BLOCK LETTER printing.
6. Since some officers have located an excellent pen for report writing, require that type of pen be used by all officers.
7. Devise and implement operational procedures to ensure supervisor review is accurately completed by Sergeants and that reports are available by 0700 each morning. Institute a reports quality control check and provide corrective instruction.
8. During the weekend, reviewing supervisors should make an additional xerox copy of offense reports which may be of priority interest to the Detective Bureau, so that the Bureau may proceed immediately on Monday mornings.

#### Turnkey Operation

Since the Sheriff's Department has taken over the turnkey operation, some agreement should exist which describes the responsibilities of the turnkey personnel. This agreement, or contract, should include a stipulation that the Sheriff's Department personnel will comply with the Portsmouth Police restrictions regarding offense record disclosure and handling (such as separation of adult offender and juvenile records, release of information, etc.).

#### Detective Bureau

Possible data processing needs were discussed with Lt. Brumsey

(Detective Bureau). As a result, an existing Overdue Offense Report computer run was located and compared to the bureau's possible information needs. It has been agreed that Lt. Brumsey and Lt. Clark will receive a copy of the report each Monday. The purpose of their review is to ensure personnel assignments to Open Reports, check on reports which are exceptionally past due, and make supervisory inquiries necessary to keep the report information current. Additionally, Lt. Brumsey learned that it was possible to request a monthly report which lists each Detective, and all their reports assigned (both open and closed) during the month. The Youth Bureau personnel assignments have not been getting into the file, but Lt. Brumsey has corrected this for future applications. (Note: since a TRACER Terminal is located in the Detective Bureau, both Youth Bureau and Detective Bureau personnel assignments to open Offense Reports will be input at this single terminal.)

#### Crime Prevention

Telephone log sheets which are the permanent record of the "concerned citizen" calls do not seem to reflect a level of activity sufficient to justify the continued existence of the Concerned Citizens Program. If there are other factors which lend support to maintaining the program, then the following suggestions are offered:

1. Promote TV "spots" to advertise the program again, and, to point out the new phone number to be used.
2. Advertise the new phone number in the newspapers: Virginian-Pilot, any Portsmouth supplement, and any local papers edited specifically for the black population.

### Planning and Analysis

Since an objective of ICAP is to free up Patrol Officer time for officer-initiated activities, there is a need for some way to account for this time. To minimize the administrative burden on each officer, it is suggested that some thought be given to developing additional 10-codes and 10-code suffixes which can be used to describe anticipated officer activity, such as: walking the beat, stakeout, conducting preliminary investigation (including lifting finger prints and taking photographs), and followup investigations. Having this information in the automated incident reporting system will greatly facilitate analysis on a continuing basis.

It is suggested that vehicle accident data collection be assumed by the Crime Analysis Unit, so that this important function is not "gapped", or forgotten completely. It may be appropriate to assign an experienced traffic officer for collateral duty to help analyze the statistics on an occurring basis and to recommend the necessary followup actions.

While the principal role for the Crime Analysis Unit is support to the Uniformed Patrol, it is not too early to get ideas from Crime Prevention, the Detective Bureau, and the Youth Bureau about what statistics will help them. Establishing analysis capability which fits Portsmouth needs will require considerable trial and error, and open cooperation. Discussions with these Bureau Commanding Officers indicate that they suggest complementing patrol strategy by having problem solving meetings for operational personnel. The zone meeting would involve UP supervisors, CID personnel, and PCR officers assigned to neighborhoods within that zone.

Supplementary reports should be useful in analysis. Suggest that copies of non-juvenile supplements be requested by the CAU from the Records Office.

The "Integrated Criminal Apprehension Program, Crime Analysis Executive Manual" of April 29, 1977 (LEAA), on pages 3-3 through 3-6 provides objectives to be achieved by a Crime Analysis Unit. Suggest that similar objectives be tailored for Portsmouth, elements selected for each objective, and time frames for accomplishment be assigned. Recognition of your objectives helps minimize false starts of data collection and analysis approaches.

In order to help maintain integrity of the files and to minimize breaches of security regarding Offense Records, it is recommended that the Police Department have the only terminals which can call up Offense Files. Suggest that only the Chief approve the use of any display or printer terminals with Offense Report record manipulation capability when such terminals are to be located outside the Police Building (for example, Automatic Data Processing Department computer terminals).

Suggest that neighboring cities be asked to send all their special bulletins (wanted, etc.) directly to the Crime Analysis Unit, which will handle the distribution of information to the Patrol Officers. The purpose is to maintain information accountability and fix responsibility for content, form, and accessibility with the CAU.

In view of a renewed interest in ADP reports as well as manual reports, concur with P & A that a reports control log be established. The log may take the form of a cardex file. The purpose is to provide ready reference regarding reports' content (whether ADP Batch, ADP Tracer, or Manual), data elements, the using agent, due dates,

frequency of report, commentary, etc.

Criminal Records

The "freedom of information" concept seems to have created an environment where considerable judgment must be exercised in order to assure proper execution of the law's intent. Since Sgt. Wood has been specially trained and has set up the record keeping in compliance with special laws (for example, isolation of juvenile records), it is suggested that he prepare an information release form which will accomplish three major purposes: act as a checklist for establishing the "rightfulness" of a requester; be a permanent record of the transaction; and, act as a receipt for materials received. Further, it is suggested that a sworn officer personally handle the transactions, relying on the records clerks only to locate information, duplicate, etc.

IV. GENERAL CITIZEN SURVEY

## GENERAL CITIZEN SURVEY

### Introduction

During the months of May and June 1978 the Center for Urban and Regional Research evaluation team conducted a survey of the residents of Portsmouth. The survey was conducted for two reasons: (1) to collect baseline data which can be used to gauge the effect of ICAP on citizen perceptions of the police and (2) to determine general citizen attitudes toward the Portsmouth police department. The general citizen survey collected data about the following:

1. Sense of satisfaction and feelings of confidence in the Portsmouth Police Department;
2. Citizen perceptions about police professionalism;
3. Citizen perceptions of changes taking place in the police department;
4. Perceptions about problems with various components of the criminal justice system;
5. Feelings of safety.

### Sampling and Survey Administration

The sample for the Citizens' Survey was selected in a random manner from the Portsmouth City Directory. Two hundred citizen interviews were conducted by telephone between May 15 and June 15, 1978. The interview schedule consisted of 32 questions (see appendix) and took 15 to 25 minutes to administer.

SENSE OF SATISFACTION, PERCEPTIONS OF PROFESSIONALISM,  
AND FEELINGS OF CONFIDENCE IN THE PORTSMOUTH POLICE DEPARTMENT

The citizens surveyed responded very positively toward the Portsmouth Police Department. An overwhelming majority were satisfied with overall police performance (92.8%). Responses to other questions in this area indicated high levels of satisfaction and confidence. A majority of respondents were satisfied with crime prevention (71%), number of arrests (74%), the department's public relations (74%), fairness in law enforcement (77%) and aid to distressed citizens (86%) (See Table 1).

Table 1

Citizens' Satisfaction with Law Enforcement  
in Portsmouth in Percentages\*

	Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		Total	
	%	N	%	N	%	N	%	N	%	N
Satisfaction with overall job performance of Portsmouth Police	18	35	75	146	7	13	.5	1	100	195
Satisfaction with Crime Prevention in Portsmouth	6	12	65	128	25	50	4	8	100	198
Satisfaction with Number of Arrests made by the Portsmouth Police	3	5	71	119	24	40	1	2	100	166
Satisfaction with Portsmouth Police Department's Public Relations	17	33	57	112	23	45	3	5	100	195
Satisfaction with Fairness in Law Enforcement in Portsmouth	10	20	67	127	20	38	3	5	100	190
Satisfaction with Aid to Distressed Citizens	29	56	57	111	12	24	2	4	100	195
Satisfaction with the Performance of the Commonwealth Attorney's Office	6	10	43	74	43	73	8	14	100	171

\* Percentages do not consistently equal 100% due to rounding

When the responses were subjected to further analysis patterns related to the race of the respondent emerged. The effect of race upon level of satisfaction consistently resulted in less satisfaction among black respondents. Black respondents were somewhat more dissatisfied with overall job performance, crime prevention, public relations, fairness in law enforcement and aid to distressed citizens. However, only in the evaluation of the overall job performance and the public relations program did the difference between blacks and whites approach statistical significance. In the area of job performance blacks are somewhat less likely to be very satisfied and somewhat more likely to be dissatisfied than whites (See Table 2). Blacks are also less likely to be very satisfied and more likely to be dissatisfied than whites with the department's public relations program (See Table 3).

Table 2

Satisfaction with overall job performance  
of Portsmouth Police by respondents' race

<u>Response</u>	<u>Black</u>		<u>White</u>	
	Percent	N	Percent	N
Very Satisfied	6.9	5	24.6	30
Satisfied	80.6	58	71.3	87
Dissatisfied	11.1	8	4.1	5
Very Dissatisfied	1.4	1	0.0	0
	<u>100</u>	<u>72</u>	<u>100</u>	<u>122</u>

Gamma = -0.56

Chi square = 13.75

Sig. = .03

Table 3

Satisfaction with the Portsmouth Police Department's  
Public Relations by Race of Respondent

<u>Response</u>	<u>Black</u>		<u>White</u>	
	Percent	N	Percent	N
Very Satisfied	5.5	4	24.0	29
Satisfied	60.3	44	55.4	67
Dissatisfied	30.1	22	19.0	23
Very Dissatisfied	4.1	3	1.7	2
	<u>100</u>	<u>73</u>	<u>100</u>	<u>121</u>

Gamma = -.042                      Chi square = 13.64                      Sig. = .03

In one instance satisfaction was substantially affected by the respondent's age. Individuals who are between 26 and 55 years of age are much more likely to report major problems in law enforcement than individuals under 26 years of age or over 56 years of age. It is particularly interesting to note that the elderly are least likely to report problems in law enforcement. This finding must be interpreted with caution given the relatively small number of elderly in the sample (See Table 4).

Table 4

Major Problems in Law Enforcement by  
Age of Respondent

<u>Response</u>	<u>AGE</u>									
	<u>18-25</u>		<u>26-35</u>		<u>36-55</u>		<u>56-70</u>		<u>over 70</u>	
	%	N	%	N	%	N	%	N	%	N
Yes	45.5	10	62.9	22	66.2	43	40.8	20	20.0	2
No	54.5	12	37.1	13	33.8	22	59.2	29	80.0	8
	<u>100</u>	<u>22</u>	<u>100</u>	<u>35</u>	<u>100</u>	<u>65</u>	<u>100</u>	<u>49</u>	<u>100</u>	<u>10</u>

Gamma = .21                      Chi square = 13.67                      Sig. = .008

Citizens who had contact with the Portsmouth Police did not respond quite as positively as citizens who had no contact with the police. Specifically, those who had contact with the police are somewhat more dissatisfied with the aid given distressed citizens and with the numbers of arrests made. Contact also had a negative influence upon problem perception, since 68.1% who had experienced contact perceived problems in law enforcement (see Tables 5, 6, 7).

Table 5

Satisfaction with Aid to Distressed Citizens  
by Contact with the Department  
over the Last Two Years

Response	Contact		No Contact	
	Percent	N	Percent	N
Very Satisfied	29.6	21	28.2	35
Satisfied	46.5	33	62.9	78
Dissatisfied	18.3	13	8.9	11
Very Dissatisfied	5.6	4	0.0	0
	<u>100</u>	<u>71</u>	<u>100</u>	<u>124</u>

Gamma = -0.16

Chi square = 12.42

Sig. = .006

Table 6

Satisfaction with the Number of Arrests in Portsmouth  
by Contact with the Police Over the Last Two Years

Response	Police Contact		No Police Contact	
	%	N	%	N
Very Satisfied	0.0	0	4.9	5
Satisfied	60.9	39	78.4	80
Dissatisfied	39.1	25	14.7	15
Very Dissatisfied	0.0	0	2.0	2
	<u>100</u>	<u>64</u>	<u>100</u>	<u>102</u>

Gamma = -0.52

Chi square = 15.75

Sig. = .001

Table 7

Major Problems in Law Enforcement By Contact  
with the Police Over the Last Two Years

		<u>Police Contact</u>		<u>No Police Contact</u>	
		<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>
Are there any major problems with law enforcement?	Yes	68.1	47	44.6	50
	No	31.9	22	55.4	62
		<u>100</u>	<u>69</u>	<u>100</u>	<u>112</u>
Gamma = .45		Chi square = 8.53		Sig. = .003	

The finding that citizen police contact reduces the confidence of citizens in the police department is not consistent with the result of the two Citizen User Surveys, conducted in January and again in May of 1978. Respondents to these surveys indicated high levels of satisfaction with police performance. This inconsistency could be explained by the type of contact experienced by the 36.5% reporting contact in the General Citizen Survey (reported upon here). The Citizen User Surveys involved respondent/complainants who had called upon the police for assistance. In contrast, the General Citizen Survey, since its sample was randomly selected from the total population, could have involved a sizeable percentage of offenders (particularly traffic violators) rather than victims. On this basis, their more negative attitude is understandable.

#### FEELINGS OF SAFETY

The high degree of satisfaction with the Portsmouth Police Department is true despite the fact that one-half of the respondents feel unsafe in their neighborhood at night. Blacks were more likely than whites to feel unsafe (31% versus 18%). Women were significantly more

likely than men to feel unsafe in their neighborhood (59% versus 30%). The large majority (84%) felt at least somewhat safe in their neighborhood during the day. Only 5% felt very unsafe during the day.

SENSE OF SATISFACTION WITH THE COURTS AND THE  
COMMONWEALTH'S ATTORNEY

Other facets of the criminal justice system, the Commonwealth's Attorney's Office and the courts were less positively evaluated than were the police. One-half of the respondents are dissatisfied with the performance of the Commonwealth's Attorney's Office (See Table 1); over one-half (64.1%) feel the courts are too lenient in sentencing offenders (See Table 8). Here too, race influenced response. A near majority of black respondents (48.5%) feel that sentences are about right. In contrast, three-quarters of the white respondents (75.5%) feel that sentences are too lenient (See Table 9). These negative opinions were existent before implementation of ICAP, since a majority saw no change in performance for either the prosecutory or judicial aspects of the legal system.

---

Table 8

Satisfaction with Court Sentencing of Offenders

<u>Response</u>	<u>Percent</u>	<u>N</u>
Too Severe	2.7	5
About Right	33.2	61
Too Lenient	64.1	118
	100	184

---

Table 9

Satisfaction with Court Sentencing by Race

<u>Response</u>	<u>Blacks</u>		<u>Whites</u>	
	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>
Too Severe	5.9	4	.9	1
About Right	48.5	33	23.5	27
Too Lenient	45.6	31	75.7	87
	<u>100</u>	<u>68</u>	<u>100</u>	<u>115</u>

Gamma = 0.53                      Chi square = 20.09                      Sig. = .0005

The perception of problems in law enforcement is related to level of educational attainment, since the percentages of respondents who perceive problems increases with increased education. These percentages drop slightly at the post college graduate level (Table 10).

Table 10

Major Problems in Law Enforcement by Respondents' Education

<u>Response</u>	<u>Level of Education</u>									
	<u>Elem.Ed.</u>		<u>H.S. Ed.</u>		<u>2 yrs. coll.</u>		<u>2-4 yrs. coll</u>		<u>Grad. School</u>	
	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>
Yes	34.8	8	47.8	43	64.7	22	73.1	19	57.1	4
No	65.2	15	52.2	47	35.3	12	26.9	7	42.9	3
	<u>100</u>	<u>23</u>	<u>100</u>	<u>90</u>	<u>100</u>	<u>34</u>	<u>100</u>	<u>26</u>	<u>100</u>	<u>7</u>

Gamma = -0.36                      Chi square = 11.05                      Sig. = .05

Listed below are the specific problems in law enforcement mentioned by the respondents to the general citizen survey.

Courts are too lenient (first most frequent response)

- . Courts tie policemen's hands.
- . Courts are too easy on second time offenders.
- . Not enough cooperation between police, prosecutors and courts.
- . Courts are not backing up the police.

Too much time spent on minor offenses (second most frequent response)

- . Too much time spent on enforcing speed limits.
- . Not enough time spent in apprehension of habitual offenders.
- . More effort should be made to prevent robberies and rapes.
- . Too many unsolved murders and drug pushers in the city.

More uniformity in arrests and sentencing (third most frequent response)

- . Courts are too hard on juveniles and not hard enough on serious offenders.
- . Courts are too severe with lower income people and too lenient with those of higher income.
- . Bail bonds are set in favor of the rich.
- . Colored people get away with more than white people do.
- . People who have contacts in the courts receive preferential treatment.
- . Police treat people erratically -- They are either very polite or very arrogant.
- . Police are unfair in their treatment of people. They are too influenced by people's looks.

CITIZEN PERCEPTION OF CHANGES IN POLICE PERFORMANCE

Responses to all questions related to possible changes due to implementation of ICAP indicated that on a perceptual basis (citizens' attitudes toward the department) ICAP may have led to some positive changes. A majority of citizens feel that overall police performance, crime prevention, number of arrests, aid to distressed citizens and fairness in law enforcement have remained the same over the last year. In those cases where changes were noted they were more likely to be perceived as positive rather than negative (Table 11).

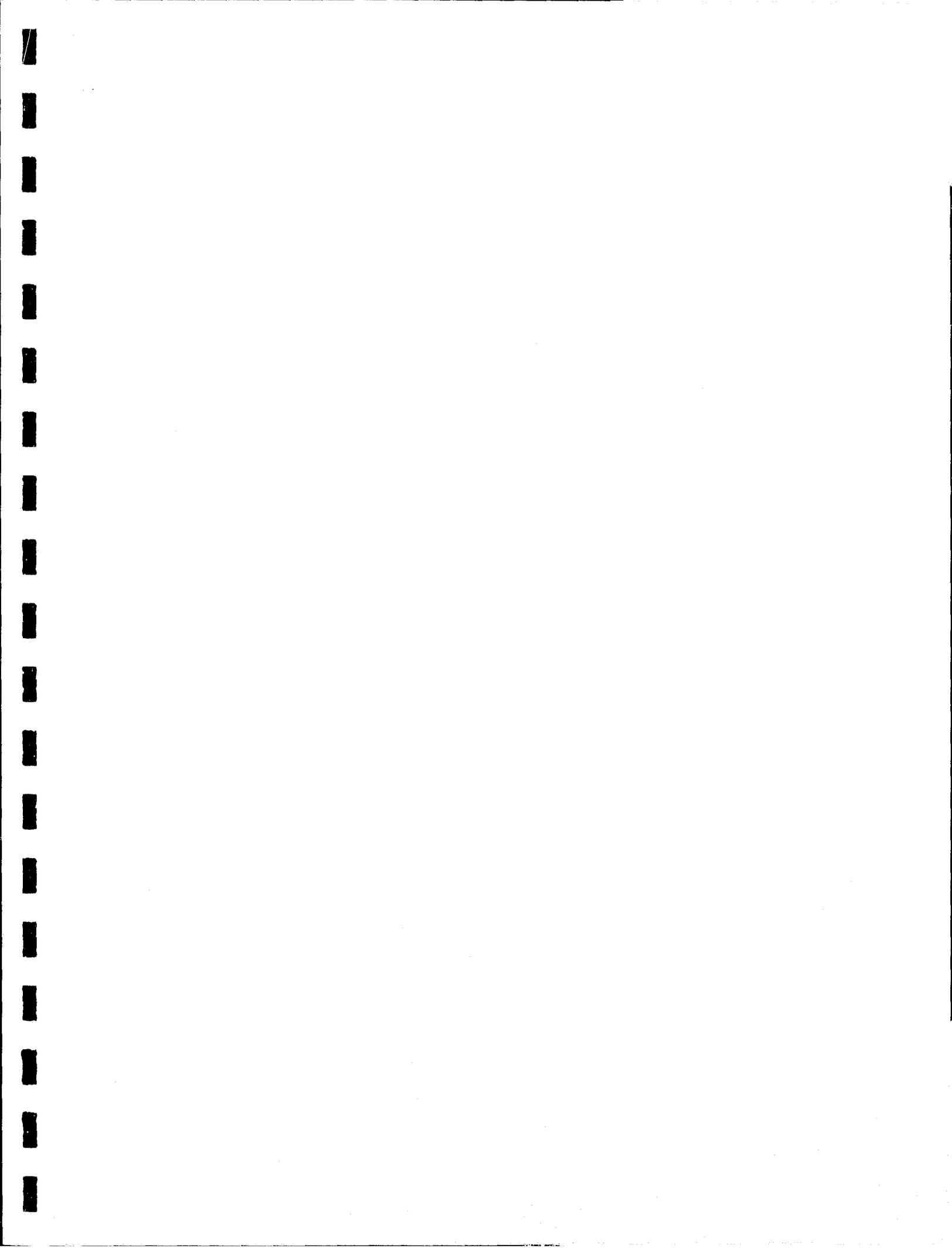


Table 11

Change in Citizens' Satisfaction with Law  
Enforcement in Portsmouth During the Last Year in Percentage

	<u>Better</u>		<u>Same</u>		<u>Worse</u>		<u>Total</u>	
	%	N	%	N	%	N	%	N
Change in overall performance of Portsmouth Police	37	70	62	116	1	3	100	189
Change in Crime Prevention	37	70	62	116	1	2	100	188
Change in number of arrests made by Portsmouth Police	28	44	67	107	5	8	100	159
Change in Portsmouth Police Department's public relations	34	64	62	117	4	7	100	188
Change in fairness of law enforcement	23	43	74	136	2	4	100	183
Change in aid to distressed citizens	29	56	65	124	5	10	100	190
Change in Commonwealth's Attorney's Office	12	20	81	130	7	11	100	161

Percentages do not consistently equal 100%  
due to rounding

In this context it is important to note that only 10% of Portsmouth's citizens had ever heard of ICAP. This suggests that the police department needs to establish a closer relationship with the media in order to insure that the various ICAP activities are reported to the public at large.

V. SERVICE USER SURVEYS

## SERVICE USERS' SURVEY

### Introduction

The purpose of the Service Users' Survey is to gauge citizen satisfaction with the services provided by Portsmouth police patrol officers. This information will provide a baseline for identifying changes in the level of citizen satisfaction which might occur as a result of the implementation of the ICAP Program.

### Sampling and Survey Administration

The sample for the Service Users' Survey was drawn from approximately 900 offense reports for the month of December, 1977. Each report was screened for inclusion in the sample on the basis of the following criteria:

1. A patrol officer must have personally contacted the complainant/recipient.
2. Recipients must have had home or business phone numbers listed in the offense report.
3. Naval personnel without specified rank and job number (information which is seldom provided in the offense reports) were excluded if the only place of residence noted was the ship of current assignment.
4. Offenses involving juveniles, rape or domestic violence were not included.
5. Reports involving large commercial businesses as offense sites were not included.

One hundred and seventy (170) reports met the five criteria stated above. Based on these reports a sample of 100 individuals was selected for interviews.

The telephone interviews were conducted by three interviewers (one white male, one black male, and one white female) from January 22, 1977 to February 3,

1978. The interviews consisted of fourteen questions which took about ten minutes to administer. Interviewers and respondents were matched by race to avoid the possibility of biasing responses.

Description of General Responses

The following tables present a percentage breakdown of responses to closed-ended questions (those to which the respondent is given a choice of possible responses). Responses to open-ended questions (those to which the respondents can form their own responses) appear in a later section of this report. Table 1 illustrates the racial and sex composition of the sample.

Table 1		
Race and Sex Composition of the Sample		
<u>Race</u>	<u>Percentage</u>	<u>Number</u>
Black	36	36
White	$\frac{64}{100}$	$\frac{64}{100}$
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<u>Sex</u>		
Female	32	32
Male	$\frac{68}{100}$	$\frac{68}{100}$

Tables 2A and 2B present the type of neighborhood where the reported offenses were committed. In Table 2A categories are distinguished primarily by their function (business or residential). Table 2B is a breakdown of the economic status of the residential neighborhood.

Table 2B indicates that most reported offenses for the month of December were committed in working and middle class residential neighborhoods which, combined, comprises 74% of the residential total.

Table 2A

Status of Offense Site

<u>Type of Site</u>	<u>Percentage</u>	<u>Number</u>
Business-Industrial	10	10
Mixed	4	4
Residential	$\frac{86}{100}$	$\frac{86}{100}$

Table 2B

Residential Breakdown (86% of site total)

<u>Socio-economic Status</u>	<u>Percentage</u>	<u>Number</u>
Upper/Middle Class	41	41
Working Class	33	33
Poverty Area	8	8
Public Housing	2	2
Other	$\frac{2}{86}$	$\frac{2}{86}$

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

Table 3

Types of Offenses Reported

<u>Offense Type</u>	<u>Percentage</u>	<u>Number</u>
Burglary	42	42
Larceny	36	36
Robbery	8	8
Vandalism	4	4
Discharge of Firearm	3	3
Accident	1	1
Sick/Injured Person	1	1
Suspicious Person	1	1
Prowler	1	1
Assault	1	1
Harassment	1	1
Annoying Calls	<u>1</u>	<u>1</u>
	100	100

As can be seen in Table 3, most of the offenses reported to the police involve property loss or damage. For example, 78% were burglaries and larcenies.

Table 4, which follows, shows that 83% of all offenses reported involved some dollar loss. Almost one-half (42%) of the offenses reported involved losses of over \$100.00.

Table 4

Estimated Dollar Loss for Reported Offenses

<u>Estimated Loss</u>	<u>Percentage</u>	<u>Number</u>
No Loss	17	17
Under \$10	10	10
\$10 - \$50	16	16
\$50 - \$100	15	15
\$100 - \$500	30	30
Over \$500	<u>12</u>	<u>12</u>
	100	100

Tables 5 and 6 present responses indicating a problem in contacting the police and the amount of time required for the patrolmen to arrive after the police had been contacted.<sup>1</sup>

Table 5

Problems in Contacting Police

<u>Were There Problems?</u>	<u>Percentage</u>	<u>Number</u>
Yes	4	4
No	<u>96</u>	<u>96</u>
	100	100%

<sup>1</sup>Three interviews had to be omitted because a patrolman did not appear at the offense site. Offense reports were completed over the telephone; there was no follow-up visit. Two of these incidents were larcenies (one a grand larceny, the other a petty larceny). The third was an attempted burglary. The victim of the petty larceny admitted that she did not report the offense until two weeks after its occurrence. The other two expressed surprise that they had not been personally contacted by an officer.

Table 6

Time Taken for Patrolmen to Arrive at Offense Site  
(Reported by Citizen)

<u>Arrival Time</u>	<u>Percentage</u>	<u>Number</u>
An Hour or More	9	9
30 Minutes to One Hour	17	17
15 to 30 Minutes	24	24
10 to 15 Minutes	13	13
5 to 10 Minutes	16	16
5 Minutes or Less	19	19
Not Applicable <sup>2</sup>	<u>2</u> 100	<u>2</u> 100

Tables 7 through 9 provide evaluative responses concerning the patrol officers' performance in dealing with the citizen.

Table 7

Satisfaction with Officers' Performance

<u>Evaluation</u>	<u>Percentage</u>	<u>Number</u>
Dissatisfied	8	8
Neutral	4	4
Satisfied	87	87
No Response	<u>1</u> 100	<u>1</u> 100

<sup>2</sup>These two cases involved a patrol officer's response to automatic burglar alarms--thus there was no estimate of arrival time.

Table 8

Indication of Suggestions Made by Officer to the Citizen  
to Avoid Similar Problems in the Future

<u>Suggestions Made?</u>	<u>Percentage</u>	<u>Number</u>
Yes	29	29
No	68	68
No Response	$\frac{3}{100}$	$\frac{3}{100}$

Tables 7 and 9 indicate that most service recipients have very positive evaluations of the demeanor and performance of the responding patrol officer. A high percentage of recipients (87%) were satisfied with the officers' performance. Only 8% were dissatisfied. Similarly, 94% of the respondents felt that the officers were respectful in their behavior. In about one-third (29%) of the cases the officers gave the citizens suggestions to help them avoid similar victimizations in the future.

Table 9

Kind of Attitude Exhibited by Officer

<u>Kind of Attitude</u>	<u>Percentage</u>	<u>Number</u>
Disrespectful	3	3
Neutral	3	3
Respectful	$\frac{94}{100}$	$\frac{94}{100}$

Tables 10 and 11 deal with follow-up action taken by the patrol officers or other departmental personnel.

Table 10

Indication of Follow-up Action

<u>Follow-up Action Taken?</u>	<u>Percentage</u>	<u>Number</u>
Yes	26	26
No	72	72
No Response	$\frac{2}{100}$	$\frac{2}{100}$

Table 11 provides the evaluations of the follow-up action by those twenty-six citizens who stated that follow-up action was taken. As can be seen, citizens who received some kind of follow-up were satisfied with the action taken. Respondents who indicated they did not receive any kind of follow-up from the Police Department were also asked to express their opinion about the follow-up omission. A sizable proportion (49%) of this group stated that they were dissatisfied. It is possible that these respondents thought they were entitled to some further attention but did not receive it.

Table 11

Evaluation of Follow-up Action  
by Those Who Received Follow-up

<u>Evaluation</u>	<u>Percentage</u>	<u>Number</u>
Dissatisfied	3.8	1
Neutral	3.8	1
Satisfied	$\frac{92.3}{99.9}$	$\frac{24}{26}$

The final tables in this section present information on the respondents' experience with the Portsmouth Police Department in the past, and their overall evaluation of the Department. Table 12, below, provides a general idea of the extent of contact which the respondents have had with the Portsmouth Police Department over the last two years.

Table 12

Contacts with Portsmouth Police  
Over the Past Two Years

<u>Number of Contacts</u>	<u>Percentage</u>	<u>Number</u>
None	42	42
Once or Twice	32	32
Three or Four Times	17	17
Five or More Times	7	7
No Response	$\frac{2}{100}$	$\frac{2}{100}$

Table 13

Rating of Portsmouth Police Department  
Before This Incident

<u>Rating</u>	<u>Percentage</u>	<u>Number</u>
Below Average	12	12
Average	50	50
Above Average	34	34
No Response	$\frac{4}{100}$	$\frac{4}{100}$

Table 13 illustrates the attitudes which the respondents said they held about the Portsmouth Police Department before their most recent contact with the Department. While most (50%) regarded it as an average department, more rated it above average than below average.

Table 14 presents the results of a question the respondents were asked about how their present opinions compared with the opinions which they held prior to their most recent contact. Most (60%) did not change their opinions as a result of the service they received. Those respondents who did change their opinions tended to be more favorable (28%) rather than less favorable (11%).

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Table 14

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Change in Opinions About Portsmouth Police  
Department Before - After Incident

<u>Change in Opinion</u>	<u>Percentage</u>	<u>Number</u>
Less Favorable	11	11
About the Same	60	60
More Favorable	28	28
No Response	$\frac{1}{100}$	$\frac{1}{100}$

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The following Table 15 is a comparison of what respondents said were their prior opinions about the Portsmouth Police Department with any change in their opinions as a result of the recent contact with the patrol officers. Table 15 shows that regardless of the prior opinion, respondents who changed their opinions as a result of their contact with the patrol officers tended to change in a positive direction. However, those who scored the department

below average before contact were more likely than any other group to assess the nature of their contact in a negative manner. No matter what the opinion before contact with the patrol officers, the typical response was no change of opinion either way.

Table 15

Change in Opinions After the Incident  
Compared to Prior Opinions

Opinions Before Contact	Less Favorable		About Same		More Favorable		Total	
	%	N	%	N	%	N	%	N
Below Average	25	3	42	5	33	4	100	12
Average	8	4	62	31	30	15	100	50
Above Average	6	2	67	22	27	9	100	33

Responses to Open-Ended Questions

For the following open-ended questions respondents were not given a choice of possible responses but were asked to relate their experiences.

Questions and Responses

*Please describe any problems you had in contacting the police.*

- . Busy signal on first few calls.
- . Police were delayed because of changing shifts.
- . Took two hours for police to arrive although I live just a few blocks from headquarters.
- . I had to call twice before the police came out.

*What else do you think the police should have done?*

- . They refused to drive 80 miles to apprehend the thief. (Grand larceny of boat.)
- . They did everything they could.

- . Said that fingerprints couldn't be taken because of rainy conditions. (Respondent disagreed -- grand larceny from auto.)
- . Should have dusted for fingerprints. (Most frequent comment from all respondents in cases primarily involving forced entry, grand and petty larcenies.)
- . Improve follow-up action. (The second most frequent comment from all respondents in cases primarily involving forced entry, grand and petty larcenies.)
- . Better patrol of area. (Third most frequent comment.)
- . Should have conducted a stake-out. (Grand larceny -- coats taken from a business establishment.)
- . Should have conducted a better search for the offender. (Strong-arm robbery.)
- . Arrival time should be shortened. (Along with "better patrol" this ranks as the third most frequent comment from all respondents.)
- . They should have taken a report.
- . Improve investigative procedure...my home has been broken into four times.
- . Should have checked other cars in the area. The policeman mentioned this himself. He said he noticed that two other cars in the area had the hoods up and that he should have checked them out. (Grand larceny from auto.)
- . Improve investigative procedure...I gave the police the names of the suspects and they didn't follow through and investigate.
- . Nothing else could have been done since they fingerprinted.

*What were the suggestions made by the officers?*

- . They suggested I should have contacted them immediately after the incident. (Grand larceny from auto.)
- . Better locks on doors and windows. (Forced entry.)
- . Install locks and lugs. (Petty larceny from auto.)
- . Remove valuables from auto.
- . Get offender's license number...improve exterior lighting. (Petty larceny of gas from station.)
- . Improve exterior lighting. (Forced entry.)
- . Do not leave items unattended in yard. (Petty larceny.)

- . Lock car.
- . They made suggestions that wouldn't work given the physical setup of the gas station. (Petty larceny of gas from station.)
- . Install an "expensive" alarm system. (Forced entry.)
- . Hire a coat checker. (Grand larceny of coats from a business establishment.)
- . Reinforce the door. (Forced entry.)
- . Turn interior lights on if leaving at night or for an extended period. (Forced entry.)
- . Change phone number. (Annoying phone calls.)
- . Replace stolen CB radio with a removable one. (Grand larceny from auto.)
- . Bolt windows -- cut down the tree obscuring a view of the house. (Forced entry.)
- . Don't walk alone in areas that aren't safe. (Armed robbery.)
- . Install protected speakers. (Petty larceny from auto.)
- . Contact police before leaving on a trip. (Forced entry.)

*Do you have any suggestions for improving police services?*

- . Owners need to post phone numbers of their businesses so that the police can be notified after break-ins.
- . None. Police are doing a good job.
- . Bigger budget for the police department.
- . Citizens should be more concerned.
- . The judicial system is the real problem. Sentences are too light. The system is weighted against the defendant.
- . Concentrate on more serious offenses. The legal system is too lenient with blacks.
- . Police and neighborhood residents should work together to improve security.
- . Better patrolling, particularly in areas with a high incidence of vandalism.
- . Need to increase the size of the force and the budget. (Most frequent statement.)

- . Improve investigation.
- . Improve patrolman's ability to relate to the public.
- . Improve follow-up action. (Second most frequent response.)
- . Shorten arrival time. (Third most frequent response.)
- . The department should improve its public relations.
- . Better training in the use of traffic equipment.

#### Analysis of the Effects of Sex and Race on Survey Responses

Responses to each of the questions contained in the survey questionnaire were analyzed to see if variation in these responses was related to the race or sex of the service recipients. As will be discussed below, only one question produced significant differences between men and women respondents. On the other hand, several differences were found between the evaluations of black and white respondents.

#### Responses by Sex of the Recipient

Only one item suggested a significant difference between men and women respondents.<sup>3</sup> This difference was exhibited in the responses to the question: "Did you have any problems in contacting the police?" All of the male recipients indicated that they had no problems, but 12.5% of the women stated that they did. That is, the only members of the sample who experienced difficulty in contacting the police were women, but only four out of a total of thirty-two women in the sample experienced such difficulty. Additional analysis suggests that these four women regarded the responding officer as somewhat less "respectful" than did the majority of the citizens surveyed. Further, they indicated that their opinions about the Portsmouth Police Department were more negative prior to the victimization than was expressed by most of the rest of the sample. Aside from these two items, the four women who experienced problems

<sup>3</sup>Differences were regarded as significant if chi square values indicated that the probability was greater than 95 out of 100 that the total population of men and women recipients who met the sampling criteria differed in their attitudes. (p < .05)

contacting the police did not express opinions or evaluations which were different from the rest of the sample of citizens interviewed.

#### Responses by Race of the Recipient

The analysis of the comparison of responses between black and white respondents revealed several significant differences as follows. Black respondents reported that police were slower to arrive after being called, that they were less satisfied with the responding officers' performance, were more positive in their evaluation of the Portsmouth Police Department prior to the incident reported, and were less likely to regard the Portsmouth Police in a more favorable light after receiving services than their white counterparts in the sample.

The black recipients of police services who were contacted in the survey indicated that it took the responding patrol officer a longer time to arrive than did white respondents. To illustrate the differences, 40% of the black respondents said that it took the police thirty minutes longer to arrive; 20% indicated that the police did not reach them for an hour or more; and none of the black respondents reported that the officer reached them within five minutes of their call. In comparison, 19% of the white recipients reported that it took thirty minutes or more for the police to arrive; only 3% said that the arrival time was as long as an hour or more; and 30% of the whites sampled reported that the police officer responded within five minutes. For whatever reason, it seems that Portsmouth Police response time is less for white citizen callers than for black citizen callers.

Black respondents also differed from white respondents with respect to the expressed satisfaction with the officers' performance. While there is a very clear and significant difference here, the difference lies only in the strength of the satisfaction expressed. For example, 86% of the black respondents and

89% of the white respondents indicated that they were generally satisfied with the responding officers' performance as opposed to expressing neutral feelings or stating that they were dissatisfied. However, 70% of the whites stated that they were very satisfied but only 37% of the blacks indicated that they were very satisfied. Only about one-half as many blacks used the superlative category to express satisfaction.

Further analysis suggests that the differences in the amount of satisfaction expressed between black and white respondents is in part related to the fact that blacks do not receive police services as rapidly as whites.\* For example, when black and white recipients are compared within categories of officer response time, differences in the levels of performance satisfaction by race diminish and are no longer statistically significant. This is illustrated in Tables 16, 17, and 18. Table 16 shows the overall satisfaction rating by race. Table 17 provides a comparison in satisfaction ratings for black and white service recipients who did not receive police contact for thirty minutes or longer. Table 18 provides the same comparison for respondents who received police services in less than thirty minutes.

These tables indicate quite clearly that the time required for the officer to arrive influences the service recipient's satisfaction with the officer's performance. The comparison of the degree of satisfaction expressed by both black and white respondents in Table 17 with Table 18 illustrates this effect. Secondly, even though blacks do not appear to possess as high an evaluation of the officers in either of these tables, their opinions are more similar when compared within arrival-time categories. Further, it should be pointed out that the results of the survey indicated that black and white recipients did

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\*This issue was also analyzed by reviewing dispatch records. This analysis, presented in a separate report, supports the conclusions reached on the basis of the citizen survey data.

Table 16

Race of Respondent and Satisfaction  
with the Officer's Performance

Race of Respondent	Satisfaction with Performance									
	<u>Very Dissatisfied</u>		<u>Somewhat Dissatisfied</u>		<u>Neutral</u>		<u>Somewhat Satisfied</u>		<u>Very Satisfied</u>	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
Black (35)	0.0	(0)	8.6	(3)	5.7	(2)	48.6	(17)	37.1	(13)
White (64)	4.7	(3)	3.1	(2)	3.1	(2)	18.8	(12)	70.3	(45)
Chi Square = 14.5			Gamma = 0.47				p < .01			

Table 17

Race of Respondent and Satisfaction with the Officer's Performance  
(Arrival Time: 30 Minutes or Longer)

Race of Respondent	Satisfaction with Performance									
	<u>Very Dissatisfied</u>		<u>Somewhat Dissatisfied</u>		<u>Neutral</u>		<u>Somewhat Satisfied</u>		<u>Very Satisfied</u>	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
Black (13)	0.0	(0)	15.4	(2)	15.4	(2)	53.8	(7)	15.4	(2)
White (12)	8.3	(1)	8.3	(1)	8.3	(1)	25.0	(3)	50.0	(6)
Chi Square = 5.2			Gamma = 0.34				p > .26			

Table 18

Race of Respondent and Satisfaction  
with the Officer's Performance  
(Arrival Time: Less than 30 Minutes)

Race of Respondent	Satisfaction with Performance										
	Very Dissatisfied		Somewhat Dissatisfied		Neutral		Somewhat Satisfied		Very Satisfied		
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)	
Black (21)	0.0	(0)	4.8	(1)	0.0	(0)	42.9	(9)	52.4	(11)	
White (51)	3.9	(2)	2.0	(1)	2.0	(1)	17.6	(9)	74.5	(38)	
Chi Square = 6.5		Gamma = 0.37					p > .16				

not differ with respect to the substantive features of the officers' performance which might be anticipated to influence the general satisfaction with the officers. Blacks and whites did not hold different evaluations of the respect expressed by the officers, nor were there differences in the provision of suggestions made by the officers or the occurrence of subsequent follow-up action or in the evaluation of the follow-up action.

Another interesting difference between black and white recipients lies in the comparison of attitudes held about the Portsmouth Police Department prior to receiving the police contact (this attitude, however, was expressed after receiving the service), and the stated changes in opinions following contact with the patrol officers. About 37% of the white respondents said that they regarded the Portsmouth Police Department in a more favorable light after receiving the service but only 14% of the black respondents shifted to a more

positive opinion. However, this difference is difficult to interpret, given that black respondents indicated that they had a more positive opinion than whites before the police contact. Thus, since most blacks (78%) stated that their opinions remained the same following contact with the officers, it may be that both racial groups currently share similar opinions. These two questions are illustrated in Tables 19 and 20, below.

Table 19

Opinions of Portsmouth Police Department by Race  
Before Victimization

Race of Respondent	Opinions Before Incident									
	<u>Very Poor</u>		<u>Below Average</u>		<u>About Average</u>		<u>Better than Average</u>		<u>One of The Best</u>	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
Black (34)	0.0	(0)	14.7	(5)	47.1	(16)	26.5	(9)	11.8	(4)
White (62)	8.1	(5)	3.2	(2)	54.8	(34)	30.6	(19)	3.2	(2)
Chi Square = 9.7									p < .05	

Table 20

Comparison by Race of Opinions Held  
Now with Opinions Held Before

Race of Respondent	Comparison of Opinions Before - After									
	<u>Much Less Favorable</u>		<u>Less Favorable</u>		<u>About The Same</u>		<u>Somewhat More Favorable</u>		<u>Much More Favorable</u>	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
Black (36)	0.0	(0)	8.3	(3)	77.8	(28)	8.3	(3)	5.6	(2)
White (63)	11.1	(7)	1.6	(1)	50.8	(32)	22.2	(14)	14.3	(9)
Chi Square = 13.5									p < .01	

### Summary of Responses by Race and Sex

The analysis of race and sex differences in responses to the survey questions yields some interesting findings. Officers seem to perform in a manner which is generally acceptable across race and sex groups. Most respondents regard the service as satisfactory and the officers' demeanor as respectful. Twenty-nine percent (29%) of the respondents said that the officers made suggestions to help avoid future problems and 26% stated that there was some follow-up action taken. Whether or not suggestions were made or follow-up action was taken was not significantly related to the level of satisfaction with the responding officers' performance.

The most important attitudinal difference between racial groups was found in the level of satisfaction expressed regarding the officers' performance. Black respondents found that performance less satisfactory than did their white counterparts. However, much of this difference was related to the longer amount of time it took the patrol officer to respond to the black citizen. The only difference between men and women respondents had to do with problems in obtaining a response from the department. Here, the specific nature of the difficulty, as expressed by those women who experienced difficulty, was the need for repeated phone calls before the police arrived.

These findings suggest that the simplest manner in which to improve citizen satisfaction with police service in Portsmouth is in shortening the response time, especially for black citizens. On this count the findings are most clear: The black citizen in Portsmouth must on the average wait a considerably longer time to receive police services than does the white citizen.

Service Users' Survey  
Portsmouth ICAP Evaluation

- Section I - Analysis of Second Survey Results
- Section II - Effects of Race and Sex on Survey Results
- Section III - Overall Comparison of First and Second Survey Results

Introduction:

The purpose of the Service Users' Survey is to gauge citizen satisfaction with the services provided by Portsmouth Patrol Officers. The survey questionnaire was administered by telephone to recipients of police services on two different occasions using a pretest/posttest format. The first survey was conducted in January, 1978 with a sample of 100 offense reports for the month of December, 1977. The second survey was conducted four months later in May, 1978 with the same size sample from offense reports for the month of April, 1978. Where appropriate, the May survey will be compared with the results of the January survey in order to assess any change in citizen attitude toward the Portsmouth Police Department and its patrol officers which may be attributable to the ICAP Program.

The first section of this report is an analysis of the second survey findings. This analysis presents percentage breakdowns for responses to all items on the Service Users' Survey Questionnaire. The second section compares the effects of race and sex upon first and second survey responses. Section III is an overall comparison of the two surveys.

Section I - Analysis of Second Survey Results

The sample for the second Service Users' Survey was drawn from approximately 1,100 offense reports for the month of April, 1978. The original sample

of 100 was randomly selected from 145 reports which met the following criteria:

1. A patrol officer must have personally contacted the complainant/recipient.
2. Recipients must have had home or business phone numbers listed in the offense report.
3. Naval personnel without specified rank and job number (information which is seldom provided in the offense report) were excluded if the only place of residence noted was the ship of current assignment.
4. Offenses involving juveniles, rape or domestic violence were not included.
5. Reports involving large commercial businesses as offense sites were not included.

Five reports from the original sample were excluded, reducing the sample to 95, when it was discovered during the telephone interview that personal contact by a patrol officer had not been made. These reports did not have the 9-10 code used by police personnel to distinguish reports processed by tele-serve from those in which patrol officers are dispatched in response to a call.

The telephone interviews were conducted by two interviewers (one white female and one black female) from May 5 to May 15, 1978. The interviews consisted of fourteen questions which took about 10 minutes to administer. Interviewers and respondents were matched by race to avoid the possibility of biasing responses.

#### Description of General Responses

The following tables present a percentage breakdown of responses to forced choice questions (those to which the respondent is given a choice of possible responses). Responses to open-ended questions (those to which the respondent can form his own responses) appear in a later section of this report. Table 1 illustrates the racial and sexual composition of the sample.

Table 1

Racial and Sexual Composition of Sample

<u>Race</u>	<u>Percentage</u>	<u>Number</u>
Black	35	33
White	<u>65</u>	<u>62</u>
	100	95
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<u>Sex</u>		
Female	57	54
Male	<u>43</u>	<u>41</u>
	100	95

Tables 2A and 2B present the type of neighborhood where the reported offenses were committed. In Table 2A, categories are distinguished primarily by their function (business or residential). Table 2B is a breakdown of the economic status of the residential neighborhood. Table 2B indicates that most offenses were committed in working and middle class neighborhoods.

Table 2A

<u>Status of Offense Site</u>		
<u>Type of Site</u>	<u>Percentage</u>	<u>Number</u>
Business-Industrial	7.4	7
Mixed	7.4	7
Residential	83.2	79
Other	<u>2.1</u>	<u>2</u>
	100.1 *	95

\*Some percentage totals will not equal exactly 100% due to rounding.

Table 2B

Residential Breakdown		
<u>Socio-Economic Status</u>	<u>Percentage</u>	<u>Number</u>
Upper/Middle Class	50	40
Working Class	38	30
Poverty Area	6	4
Public Housing	<u>6</u>	<u>5</u>
	100	79

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

Table 3

Type of Offenses Reported		
<u>Offense Type</u>	<u>Percentage</u>	<u>Number</u>
Fire	2.1	2
Sick/Injured Person	1.1	1
Larceny	33.7	32
Prowler	2.1	2
Robbery	3.2	3
Discharging a Firearm	2.1	2
Burglary	36.8	35
Vandalism	5.3	5
Assault	6.3	6
Bomb Threat	4.2	4
Threatening Bodily Harm	1.1	1
Unauthorized Use of Auto	<u>2.1</u>	<u>2</u>
	100.1	95

Most of the offenses occurring during the month of April involved property loss or damage since 71% of the total offenses were burglaries or larcenies.

Table 4, which follows, shows that 65% of all offenses reported involved some dollar loss. Nearly one-half of these offenses involved losses of over \$100.

Table 4

Estimated Dollar Loss for Reported Offenses

<u>Estimated Loss</u>	<u>Percentage</u>	<u>Number</u>
No loss	34.7	31
Under \$10	3.2	3
\$10-\$50	8.4	8
\$50-\$100	10.5	10
\$100 - \$500	26.3	25
Over \$500	<u>16.8</u>	<u>16</u>
	99.9	95

Tables 5 and 6 present responses indicating a problem in contacting the police and the time required for the patrol officer to arrive after the police had been contacted.

Table 5

Problems in Contacting Police

<u>Were there problems?</u>	<u>Percentage</u>	<u>Number<sup>1</sup></u>
Yes	7	7
No	<u>93</u>	<u>87</u>
	100	94

<sup>1</sup>One response is not reported here since the respondent was contacted by patrol officers after they had apprehended the suspect in the incident.

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Table 6

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Time Taken for Patrol Officer to Arrive at Offense Site  
(Reported by Citizen)

<u>Arrival Time</u>	<u>Percentage</u>	<u>Number</u>
More Than One Hour	3	3
30 Minutes to One Hour	16	15
15 to 30 Minutes	15	14
10 to 15 Minutes	15	14
5 to 10 Minutes	26	25
5 Minutes or Less	18	17
Not Applicable <sup>2</sup>	<u>7</u>	<u>7</u>
	100	95

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Tables 7 through 9 provide evaluative responses concerning the patrol officers' performance in dealing with citizens.

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Table 7

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Satisfaction with Officers' Performance

<u>Evaluation</u>	<u>Percentage</u>	<u>Number</u>
Dissatisfied	10	9
Neutral	5	5
Satisfied	<u>85</u>	<u>81</u>
	100	95

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<sup>2</sup>This item was not applicable in seven cases since the respondents either personally contacted the police on patrol to report the offense rather than phoning in their report, or patrol officers responded to automatic alarms set off by burglars or vandals.

Tables 7 and 9 indicate that most service recipients assessed the behavior and performance of the patrol officers very positively. A high percentage of the recipients (85%) were satisfied with the officers' performance; 10% were dissatisfied. Similarly, 92% felt that the officers were respectful. In approximately one-quarter of the cases the officers gave the citizens suggestions to help them avoid similar victimizations in the future (Table 8).

Table 8

Indication of Suggestions Made by Officers to the Citizen  
to Avoid Similar Problems in the Future

<u>Suggestions</u>	<u>Percentage</u>	<u>Number</u>
Yes	24	23
No	<u>76</u>	<u>72</u>
	100	95

Table 9

Kind of Attitude Exhibited by Officer

<u>Kind of Attitude</u>	<u>Percentage</u>	<u>Number</u>
Disrespectful	4	4
Neutral	4	4
Respectful	<u>92</u>	<u>87</u>
	100	95

Tables 10 and 11 concern follow-up action taken by patrol officers or other departmental personnel.

Table 10<sup>3</sup>

Indication of Follow-up Action		
<u>Follow-up Action Taken?</u>	<u>Percentage</u>	<u>Number</u>
Yes	31	29
No	<u>69</u>	<u>65</u>
	100	94

Table 11 presents the evaluations of the follow-up action, taken for those 29 citizens who had stated that they had received some follow-up. Their responses indicated satisfaction with the action taken.

Table 11<sup>3</sup>

Evaluation of Follow-up Action by Those Who Received Follow-up		
<u>Evaluation</u>	<u>Percentage</u>	<u>Number</u>
Dissatisfied	7	2
Neutral	10	3
Satisfied	<u>83</u>	<u>24</u>
	100	29

The final tables in this section present respondents' experiences with Portsmouth Police in the past and their overall evaluation of the department. Table 12 below provides a general idea of the extent of contact which the respondents have had with the Portsmouth Police Department over the last two years.

<sup>3</sup>One refusal to respond has been omitted from Tables 10 and 11.

Table 12

Contacts with Portsmouth Police  
Over the Past Two Years

<u>Number of Contacts</u>	<u>Percentage</u>	<u>Number</u>
None	45	43
Once or Twice	22	21
Three or Four Times	14	13
Five Times or More	<u>19</u>	<u>18</u>
	100	95

Table 13

Rating of Portsmouth Police Department  
Before This Incident

<u>Rating</u>	<u>Percentage</u>	<u>Number</u>
Below Average	10	10
Average	56	53
Above Average	<u>34</u>	<u>32</u>
	100	95

Table 13 illustrates the respondents' attitudes toward the Portsmouth Police Department prior to their most recent contact with the department. While a majority (56%) regard it as an average department, it was given more above than below average ratings.

Table 14 presents any change in respondents' opinion of the department which could be a result of the service they received. Most (73%) did not change their opinion of the department. However, those who did change their opinions tended to change them favorably (23%) rather than unfavorably (4%).

Table 14

Change in Opinions of Portsmouth Police  
Department Before - After Incident

<u>Change in Opinion</u>	<u>Percentage</u>	<u>Number</u>
Less Favorable	4	4
About the Same	73	69
More Favorable	<u>23</u>	<u>22</u>
	100	95

The following Table is a comparison of what respondents said were their prior opinions about the Portsmouth Police Department with any change in their opinions as a result of their recent contact with the patrol officers. Whatever the opinion before contact, the typical response was no change of opinion either way.

Table 15

Change in Opinions After the Incident  
Compared to Prior Opinions

<u>Opinions Before Contact</u>	<u>Less Favorable</u>		<u>About Same</u>		<u>More Favorable</u>		<u>Total</u>	
	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>
Below Average	10	1	60	6	30	3	100	10
Average	5	3	79	42	16	8	100	53
Above Average	0	0	66	21	34	11	100	32

Responses to Open-Ended Questions

For the following open-ended questions respondents were not given a choice of possible responses but were asked to relate their experiences.

## Questions and Responses

Please describe the problems you had in contacting the police.

- . Repeated calls were necessary before the police responded. (Burglary.)
- . The dispatcher did not relay the message that I had a problem....I had to call back the next day. (Grand larceny from auto.)

What else should the police have done?

- . Should have dusted for fingerprints. (Burglary, grand larceny from auto.) (First most frequent response.)
- . Improve response time. (Second most frequent response.)
- . Should have apprehended the offender. (Prowler, robbery.) (Third most frequent response.)
- . Should have gone to the suspect's house and searched for my property.
- . No action taken regarding the suspect. (Burglary.)
- . Officer did not have time to appear in court though there was a suspect who should have been charged with the offense. (Burglary.)
- . Officers could do more to assure follow-up. (Larceny from auto, burglary.)
- . Policeman should have taken me into department to file a complaint. (Petit larceny.)
- . They put my name on the alert roster but didn't give my name to all shifts. (Vandalism.)
- . Better patrol.
- . Dispatcher should relay message that police are needed. (Grand larceny from auto.)
- . Police failed to notice that my screen had been cut and didn't find the flashlight that the thieves had dropped.
- . They did all that they could do.

What were the suggestions made by the officers?

- . Better locks on doors and windows. (Forced entry.)
- . Made suggestions as to how to get rid of disorderly customers without resultant trouble. (Bomb threat.)
- . Not to park my car in this area. (Grand larceny from auto.)

- . Gave suggestions as to how to secure my building. (Forced entry.)
- . Keep car locked. (Attempted larceny from auto.)
- . Move to another address. (Assault.)
- . Change locks. (Forced entry and burglary.)
- . Install a burglar alarm. (Forced entry and burglary.)
- . Put identification on all belongings. (Larceny from auto.)
- . Press charges against suspects. (Vandalism.)
- . Call police at once rather than trying to cope with the situation yourself. (Assault.)

Do you have any suggestions for improving the service you've received?

- . Increase police patrol. (First most frequent response.)
- . Improve response time. (Second most frequent response.)
- . Improve follow-up. (Third most frequent response.)
- . The Youth Bureau should be open at night.
- . Better pay for the police.
- . Training for policemen should be continued.
- . Citizens' cars should not be left at the police compound...items are stolen from them.
- . More policemen.
- . Return victims' stolen goods.
- . Improve dispatcher's performance.
- . Take fingerprints when necessary.
- . Police should be more respectful of citizens.
- . Better public cooperation with police.
- . New police management.
- . Better control of teenagers in the community.
- . Improve drug control.
- . Improve the department's public relations program.

## Section II - Analysis of the Effects of Sex and Race on Survey Responses

### Introduction

Responses to each of the questions in the survey questionnaire were analyzed to see if variation in these responses was related to the sex or race of the service recipients. In the second survey men and women respondents did not differ significantly on any of the opinion questions. Only one statistically significant difference was found and that was in the amount of property loss reported to the police.<sup>4</sup>

Racial differences were somewhat less pronounced in the second survey than in the initial study of service users. Black respondents indicated that they held a significantly lower opinion of the Portsmouth Police Department prior to receiving police services than did white respondents. Also, even though not statistically significant, there were marked differences between black and white respondents on two attitudinal items: response time and satisfaction with the responding officer's performance. These differences will be discussed in the following text.

### Responses by Sex of the Recipient

Men and women respondents did not differ in their opinion of the quality of service they received or their evaluations of the responding patrol officers. In fact, the only significant difference indicated in the analysis of the second survey data was in the amount of property loss estimated by the complainant. Here the difference can be attributed to the fact that a much larger proportion of women victims experienced no property loss or damage (39% versus 14% for men).

However, this difference is considered of little importance to the analysis since the question does not deal with the quality of police service or evaluation of patrol officers' performance.

<sup>4</sup>Differences were regarded as significant if chi square values indicated that the probability was greater than 95 out of 100 that the total population of men and women, black and white respondents who met the sampling criteria differed in their responses to specific questionnaire items. ( $p > .05$ )

An examination of the type of crime reported indicates that men were no more likely to report a property offense than were women. Thus, we have no explanation for differences in the estimated property loss.

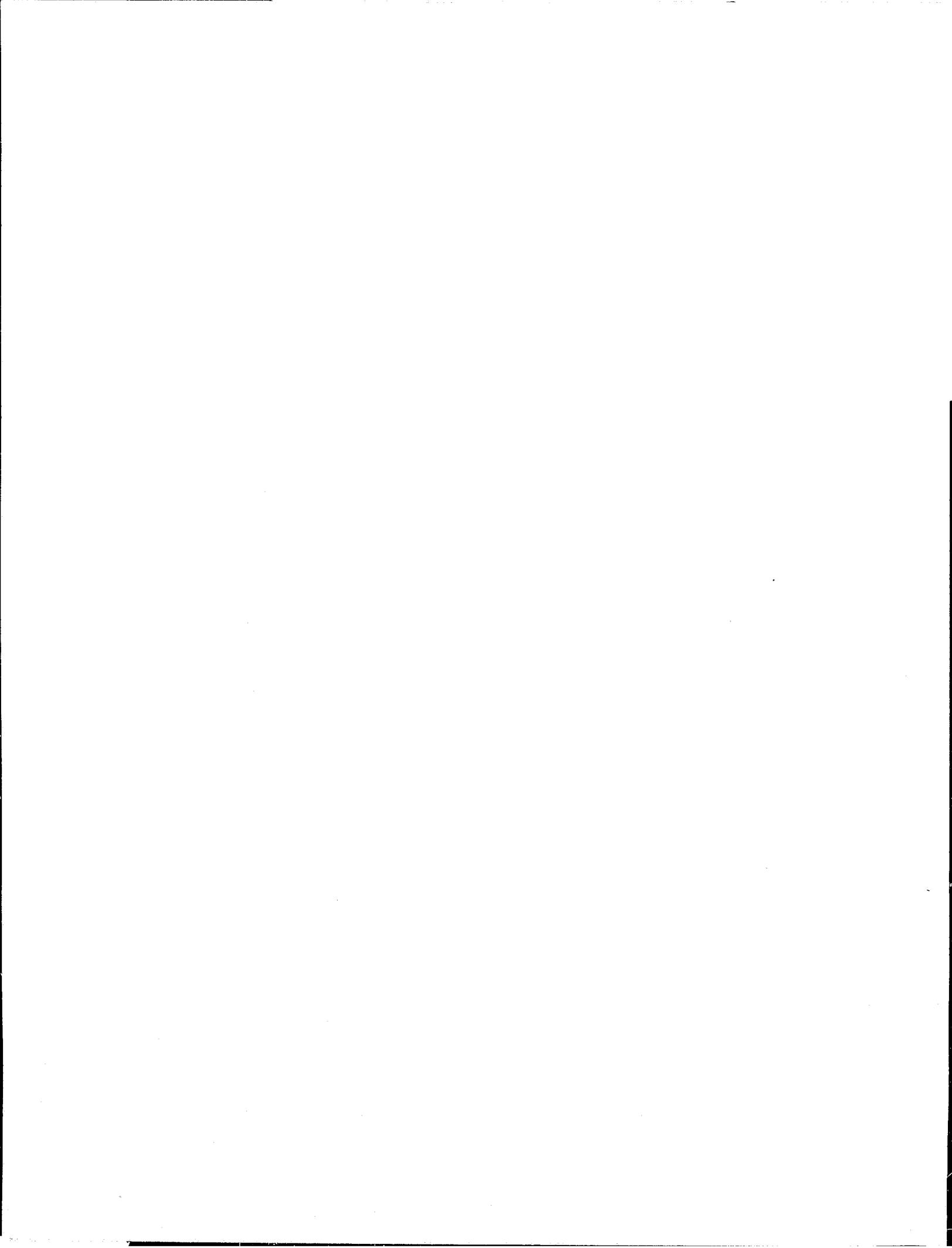
Another interesting finding emerges from the comparison of the second survey with the information produced by the initial survey. The only significant difference between men and women respondents discovered by the initial service recipients' survey was the indication that women reported more difficulty in contacting the police than did men. The second study did not produce this difference. Only 7.4% of the citizens reported any problems in contacting the police and these difficulties were equally divided between men and women. Thus, it is reasonable to conclude that women do not receive differential treatment when attempting to request police services.

#### Responses by Race of the Recipient

The analysis of the comparison of responses between black and white respondents revealed only one statistically significant difference. That difference was in the opinion of the Portsmouth Police Department which respondents said they held prior to the reported incident. Table 16 shows the relationship between black and white respondents regarding attitudes held about the Portsmouth Police Department before calling for police services. As can be seen, black respondents stated that they held somewhat less favorable opinions than did white respondents. This is the reverse of the conclusion reached in the initial survey.

When asked how their opinion of the Portsmouth Police Department after receiving police services compared with their prior opinion of the department, the majority (about 75%) of both black and white respondents said that their opinion had not changed. There were no significant racial differences in response to this question.<sup>5</sup>

<sup>5</sup>How does your opinion of the Portsmouth Police Department now compare with what it was before this incident?



**CONTINUED**

**1 OF 2**

Table 16

Opinion of Portsmouth Police Department Before Incident  
(Second Survey)

Race of Respondent	Very Poor		Below Average		Average		Better Than Average		One of the Best	
	%	N	%	N	%	N	%	N	%	N
Black (33)	0	0	6.1	2	84.8	28	6.1	2	3.03	1
White (62)	6.4	4	6.4	4	40.3	25	37.1	23	9.7	6

gamma = 0.45                      chi square: 18.96                      Sig.: .0008

Two of the clearest differences between black and white service recipients found in the first survey were in response to questions about satisfaction with patrol officers' performance and the amount of time required for the officer to arrive after the call for service had been made. The second survey indicated that these differences remain but were not statistically significant.

Table 17

Response Time by Race of Recipient  
(First Survey)

Race of Recipient	Hour or More		30 Mins. to Hour		15-30 Mins.		10-15 Mins.		5-10 Mins.		5 Mins. or Less	
	%	N	%	N	%	N	%	N	%	N	%	N
Black (35)	20.0	7	20.0	7	25.7	9	11.4	4	22.9	8	0	0
White (63)	3.2	2	15.9	10	23.8	15	14.3	9	12.7	8	30.2	19

gamma = 0.45                      chi square: 19.30                      Sig: .001

Table 17, on the preceding page, shows the relationship between the race of the citizen recipient and the time required for the patrol officer to respond as indicated by the first survey. Table 18 presents the same relationship for the second survey. A close examination of these two tables suggests that racial differences in response time remain.

Table 18

Response Time by Race of Recipient (Second Survey)												
Race of Recipient	Hour or More		30 Mins. to Hour		15-30 Mins.		10-15 Mins.		5-10 Mins.		5 Mins. or Less	
	%	N	%	N	%	N	%	N	%	N	%	N
Black (31)	6.4	2	29.0	9	19.3	6	16.1	5	19.3	6	9.6	3
White (57)	1.7	1	10.5	6	14.0	8	15.7	9	33.3	19	24.5	14
gamma = 0.45			chi square: 9.37				Sig.: .095					

While it appears that patrol officers may be responding more rapidly to all citizens than was evidenced in the initial survey, black citizens still receive a slower response than whites. The gamma statistic did not change in value from the first survey to the second. This makes it clear that the relationship between the race of the citizen caller and the time required for the patrol officer to respond has not changed from the initial survey to the second survey.

Tables 19 and 20, below, provide a comparison of the first and second surveys in regard to expressed satisfaction with the responding patrol officers' performance.

Table 19

Satisfaction with Officers' Performance  
by Race of the Recipient  
(First Survey)

Race of Recipient	Very Dis-Satisfied		Somewhat Dissatisfied		Neutral		Somewhat Satisfied		Very Satisfied	
	%	N	%	N	%	N	%	N	%	N
Black (35)	0	0	8.6	3	5.7	2	48.6	17	37.1	13
White (64)	4.7	3	3.1	2	3.1	2	18.8	12	70.3	45

gamma = 0.47

chi square: 14.46

Sig.: .006

Table 20

Satisfaction with Officers' Performance  
by Race of Recipient  
(Second Survey)

Race of Recipient	Very dis-satisfied		Somewhat Dissatisfied		Neutral		Somewhat Satisfied		Very Satisfied	
	%	N	%	N	%	N	%	N	%	N
Black (33)	3.0	1	9.0	3	9.0	3	30.3	10	48.4	16
White (62)	4.8	3	3.2	2	3.2	2	17.7	11	70.9	44

gamma = 0.37

chi square: 6.24

Sig.: .1817

The comparison of Tables 19 and 20 provides an interesting conclusion. The reduction in the magnitude of the gamma statistic in the second survey suggests that while differences between black and white service recipients are still present, they are diminishing. This is principally due to an in-

crease in the extent of satisfaction expressed by black respondents. No real change can be observed among the white citizens in the two surveys.

#### Summary of Sex and Race Differences

The results of the second survey indicate no important differences between men and women police service recipients. The finding from the initial survey which indicated that women experienced greater difficulty in contacting the police did not show up in this one. The only significant difference appeared in the amount of property loss estimated by the victim. However, this does not seem to have any relationship to the performance of the responding officer or to any policy of the Portsmouth Police Department.

The analysis of racial comparisons indicates some improvement in reducing black and white differences. Black respondents tended to express greater satisfaction with police service than was expressed in the initial survey. On the other hand, patrol officers continue to respond to black victim/complainants more slowly than to their white counterparts. Here there has been little or no improvement. Finally, in the second survey, black citizens stated that they had a significantly more negative opinion of the Portsmouth Police prior to their receiving police service than white citizens. Since there were no differences between black and white respondents in their evaluations of the officers' respectfulness, the provision of helpful suggestions or the extent of further investigation, it seems that response time is the major aspect of police services in Portsmouth needing equalization.

#### Additional Comparative Analysis of First Survey and Second Survey Results

As indicated in the comparative analysis of first and second survey results, lower levels of satisfaction with police performance and less favorable opinions of the department prior to receiving police service were demonstrated by black respondents. The second survey indicated that differences

in response time for servicing black and white respondents remain since response time in servicing black complainants is still slower. Although there was some increase in the level of satisfaction of black citizens with patrol officers' performance, black satisfaction was still lower in the second survey on this item and was significantly lower in regard to opinions of the department prior to receiving police service. This analysis led to the suggestion that since no differences existed in other items relevant to police performance response time is the major aspect of Portsmouth police service needing equalization.

In attempting to further isolate the impact of response time upon levels of satisfaction with patrol officers and the department overall, responses indicating low evaluations for these items were singled out.

It was found that of the 8 respondents who had expressed low satisfaction with patrol officers' performance on the first survey, 7 waited 15 minutes to over one hour to receive service after contacting the department. Of the 9 respondents in the second survey expressing low satisfaction, 6 waited 30 minutes to over one hour for service. Since satisfaction with patrol officers' performance was the most strikingly different aggregate response between black and white respondents, and individuals giving lower assessments had correspondingly longer waits for police service, the conclusion that response time is the factor impacting upon racial differences in levels of satisfaction is verified by this additional analysis.

However, two other factors seem to impact upon satisfaction for all respondents regardless of race. Lower satisfaction was found to be related to the existence of follow-up action and the provision of suggestions to the complainant to avoid similar problems in the future. All 8 respondents in the first survey who indicated low satisfaction with officer performance received no follow-up action. Similarly, all 8 were given no suggestions by the officers.

Of the 9 respondents in the second survey expressing low satisfaction, 6 received no follow-up service. The impact of suggestions upon this group is less conclusive since 4 received suggestions while 5 did not.

A closer look at the relationship between follow-up action and satisfaction can be seen for those citizens who received action in both surveys. Of the 26 respondents to the first survey who received follow-up action, 5 were somewhat satisfied and 20 were very satisfied. Of the 29 follow-up recipients in the second survey group, 2 were somewhat satisfied and 20 were very satisfied. Given these high levels of satisfaction for recipients of follow-up the importance of follow-up in citizen assessment of police performance is clear.

Although response time seems to have a more decided effect upon levels of satisfaction with officers' performance (particularly affecting differences between blacks and whites), indications are that suggestions provided by officers which might reduce the likelihood of the complainant being victimized in the future, and the existence of follow-up service, affect levels of satisfaction for citizens of both races.

### Section III

#### Summary of the Overall Comparison of First and Second Surveys

Results of the first and second Citizen User Surveys have been compared to assess changes which may be attributable to ICAP. It should be noted that some differences might reflect factors unrelated to ICAP such as seasonal departmental or community influences. Such factors could easily have influenced the only statistically significant difference between the two surveys -- the amount of property lost by victims. The second survey showed a significantly larger proportion of respondents reporting no loss at all. Comparison of responses to all other questions revealed no significant differences.

#### Demographic Characteristics

A comparison of the demographic traits of respondents to each survey indicates that both involved similar respondents. There were no significant differences in the proportion of males and females, blacks and whites, types of offense site, offenses committed or patrol zones to which patrolmen were dispatched. This suggests that the kinds of citizens requesting service and the offense types reported have remained constant from the first to the second surveys.

#### Satisfaction with Officers' Performance and Opinion of the Portsmouth Police Department

An overwhelming majority of respondents to both surveys were satisfied with the officers' performance. This includes satisfaction with the officers' behavior when in direct contact with the respondent and satisfaction with the degree of respect shown the respondent by the officers. A majority of respondents held favorable opinions of the Portsmouth Police Department prior to contact with an officer. After contact changes of opinion were likely to become more positive than negative.

### Comparison of Responses by Race and Sex

A majority of black respondents were positive in their evaluation of officer performance and in their opinion of the department overall. However, blacks were less positive than whites on both issues.

The first survey indicated that women had more difficulty in contacting police than did men. This difference was not indicated in the second survey.

In summary, when the first and second surveys are compared for all respondents, it can be said that Portsmouth Police Department patrol officers have maintained a consistently high standard of service to citizens.

VI. CASE FILE REVIEW

## CASE FILE REVIEW

Since implementation of ICAP, the Portsmouth Commonwealth's Attorney's Office and the Portsmouth Police Department have cooperated to integrate the Commonwealth's Attorney's Major Offender Program with the Criminal Apprehension Program. As part of this integrated effort, an officer preparing to secure a felony warrant contacts a Commonwealth's Attorney who is on 24-hour call. The attorney responds immediately by going to police headquarters to advise the officer in securing the warrant. This procedure (the Pager System) has been expanded. Originally, the prosecutor responded only in cases involving suspects identified as major offenders. The expanded system allows response in all felony cases.

The Pager System was implemented in September, 1977. Prior to this, arresting officers attempting to secure felony warrants went directly to the magistrate without benefit of legal advice as to the factual strengths and weaknesses of their warrant justifications. In addition, a Liaison Officer appointed from the police department to the Commonwealth's Attorney's Office reviews all cases prepared by police personnel as they come in.

The Case File Review, a pilot study begun in March, 1977, was designed to assess any change in the quality of case file preparation which may be attributable to these components of ICAP. The review was pretested and all research instruments revised by the Commonwealth's Attorney's staff before data collection. The review involved a three-

part evaluation of the case file and case outcome as assessed by the prosecutors who handled each case. The three phases of the evaluation include:

1. evaluation of the case file;
2. evaluation of the Summary (investigative report);
3. prosecutor's evaluation of case outcome.

Analysis focuses on the relationship between the case file evaluation and the adequacy of the case outcome. This analysis should identify changes in the police department's case file preparation and in the relationship between the department and the Commonwealth's Attorney's Office. The effect of the expanded Pager System and case screening by the liaison officer will be of particular interest.

In addition, given its design as a pilot study, the Case File Review will be used to develop research procedures for future case file analysis and monitoring of police and prosecutor interaction.

#### Methodology

##### Evaluation of the Case File

The case file review was conducted using two samples. The first sample included 40 cases drawn from all those available on file for the month of July, 1977. These case files were prepared by police personnel prior to implementation of the Pager System and appointment of the Liaison Officer in late September, 1977. The second sample, comprised of cases prepared after implementation of both of these ICAP-related projects, included 38 files drawn from available cases for the months of January and February, 1978.

The instrument used to evaluate each file was designed by a member of the Commonwealth's Attorney's staff to reflect the general expectations

of adequate case file preparation. The case file review evaluation form is divided into three sections, each containing sub-divisions for information which might be entered in a file depending upon the type of offense involved. Entries were scored as to presence or absence of expected information, degree of completeness, and legibility. Those entries which were not applicable to a given case were not considered in calculating scores for parts I through III or for total case file scores.

After scoring each entry, the three sections were weighted as to importance before scores for each part were calculated. Case File Review parts follow in order of weighted importance with maximum possible scores listed for each:

	<u>Score</u>
Part I - Primary Essential Entries	400
Part II - Secondary Essential Entries	200
Part III - Supportive Entries	<u>100</u>
Total Parts I through III	700

Case File Review Evaluation Form

Suspect Name Offense Type:	CASE NO.		Rating		
	N/A	Legibility	1	2	3
I. A. Offense Report					
B. Investigative Report					
C. Witness List					
II. A. Suspect Information Sheet					
B. Suspect Record and Photo					
C. Evidence List					
D. Warrants					
E. Witness Statements					
III. A. Autopsy (Inc. Photographs)					
B. Consent to Search					
C. Crime Lab Report					
D. Evidence Voucher					
E. Lab Reports					
F. Latent Fingerprint Card					
G. Latent Fingerprint Match					
H. Latent Fingerprint Sketch/ Diagram/Photo					
I. Lineup Forms					
J. Lineup Photographs					
K. Medical Examiner's Report					
L. Photographs					
M. Photo Spread (Suspect)					
N. Request for Lab Exam					
O. Search Warrant					
P. Search Warrant Affidavit					
Q. Statements Co-Defendant Suspect (And Rights Form) Suspect Witness					
R. Other					

Comments:

\_\_\_\_\_ Attorney

\_\_\_\_\_ Case File Examiner

Portsmouth ICAP

Case No. \_\_\_\_\_

Part IV, Case File Evaluation: Investigative (Summary) Report.

	N/A	No	Partial	Yes
1. Does the summary detail events in a natural order (normally chronological)?	_____	_____	_____	_____
2. Are all the actions taken by the investigating officer well described?	_____	_____	_____	_____
3. Does the summary explain why the investigating officer's actions were taken?	_____	_____	_____	_____
4. Are the actions of other officers or investigative agencies involved in the case described?	_____	_____	_____	_____
5. Is the relationship of the evidence to the case explained?	_____	_____	_____	_____
6. Is the relationship of the witnesses to the case explained?	_____	_____	_____	_____
7. Is the summary sufficiently detailed, without being excessively wordy?	_____	_____	_____	_____
8. Does the summary contain appropriate negative information (such as unsuccessful investigative steps)?	_____	_____	_____	_____

Total points \_\_\_\_\_

Maximum possible \_\_\_\_\_

Percent scored \_\_\_\_\_%

-----  
EVALUATION RESULTS:

	Score	Weight	Total
Part I .....	_____	_____	_____
Part II.....	_____	_____	_____
Part III .....	_____	_____	_____
Part IV .....	_____	_____	_____
OVERALL SCORE .....	_____		

### Evaluation of Summary (Investigative Report)

Since the summary is of particular importance in reconstructing the series of events leading to arrest and the events immediately subsequent to arrest, evaluation of the summary section of each file was designed to provide greater in-depth analysis of this section of the case file. The samples for the summary evaluation were drawn from the original case file review samples. The first sample of 9 cases was selected in proportion to the number of crimes of a given offense type from the 1977 sample of 40 cases. The second sample, also of nine cases, was selected using the same procedure from among the 38 cases included in the 1978 sample.

The summary evaluation instrument is comprised of 8 items which assess the presence of characteristics identified by Commonwealth's Attorneys as essential to an adequate case file summary. Each Commonwealth's Attorney evaluated the summaries of those cases which had been assigned to him for prosecution. Scores were then calculated based on a maximum score of 300.

### Evaluation of Case Outcome

In late June of 1978 the 78 evaluated cases (40 from the July, 1977 sample and 38 from the Jan. - Feb. 1978 sample) were reviewed to determine the relationship between the quality of the case file and the outcome of the case. The outcomes were evaluated by the prosecutors in charge of the cases by comparing them with their pre-trial expectations based on the sentence handed down and the type of offense. The evaluative categories used to describe these case outcomes were "below expectation," "met expectation," and "above expectation."





The evaluative instrument was designed to gain the following information on each case:

- . disposition
- . sentence
- . whether or not the case resulted in a negotiated plea
- . problems identified as affecting case outcome
  - . witness problems
  - . victim problems
  - . case file problems
  - . other agency problems
  - . evidence problems
  - . combined pleas

Presentation and Analysis of Findings - Case File Evaluation

The evaluation for both samples of the Case File Review is presented in percentage breakdowns according to the presence and degree of completeness of entry information in the file (See Table 2). Since very few cases were evaluated as "difficult to read" (i.e., only one of 78 investigative reports were given this evaluation), the legibility evaluation will not be presented.

Table 1 presents the percentage of cases of a given offense type for the 1977 and 1978 samples. Table 2 reflects the attention given Primary Essential and Secondary Essential entries (parts I and II of the case file instrument). With the exception of two entries in Part II -- Witness Statements and Evidence Lists -- the majority of entries for Parts I and II were found to be complete.

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Table 1

Case Offense Types for 1977 and 1978 Samples

	1977		1978	
	%	N	%	N
Robbery-Homicide	15.0	6	13.2	5
Burglary	17.5	7	18.4	7
Larceny	12.5	5	18.4	7
Paper Crimes	10.0	4	7.9	3
Special Investigation (Vice and Drugs)	15.0	6	13.2	5
Felonious Assault	25.0	10	7.9	3
Sex Crimes	5.0	2	18.4	7
Habitual Offender	-	-	2.6	1
	<hr/>	<hr/>	<hr/>	<hr/>
	100	40	100	38

Part I entries -- the Offense Report, Summary (Investigative Report), and Witness Lists -- were all highly evaluated as to completeness. Further in-depth analysis of the Summary Reports are presented later in this section. 10% of the witness list entries for the 1977 cases were found to be grossly incomplete. Less than 10% of the other Part I entries were grossly incomplete for either the 1977 or 1978 samples.

Results of the analysis of Part II entries, with the exception of witness statements, evidence lists and suspect records and photos were comparable to those for Part I.

- . 97% of the 1977 cases had grossly incomplete evidence lists.
- . 87% of the 1978 cases had evidence lists scored as grossly incomplete.

Similarly, evaluation of witness statements resulted in 52% of the 1977 cases and 40% of the 1978 cases categorized as grossly incomplete. Nearly one-third of the cases in both samples (27% for 1977, 26% for 1978) had grossly incomplete suspect records and photos.

Supportive entries (Part III) are optional to many cases. This is reflected in the high percentage of entries scored as "not applicable" for both samples.

In order to assess change in the quality of case files from the first to the second samples, mean (average) scores for each separate part and for the total case file (parts I through III) were calculated for the 1977 and 1978 cases. Table 3 shows that the mean scores for all three sections as well as the total mean scores were higher for the 1978 cases. This is an indication that since implementation of the Liaison Officer program the quality of case file preparation has improved. The

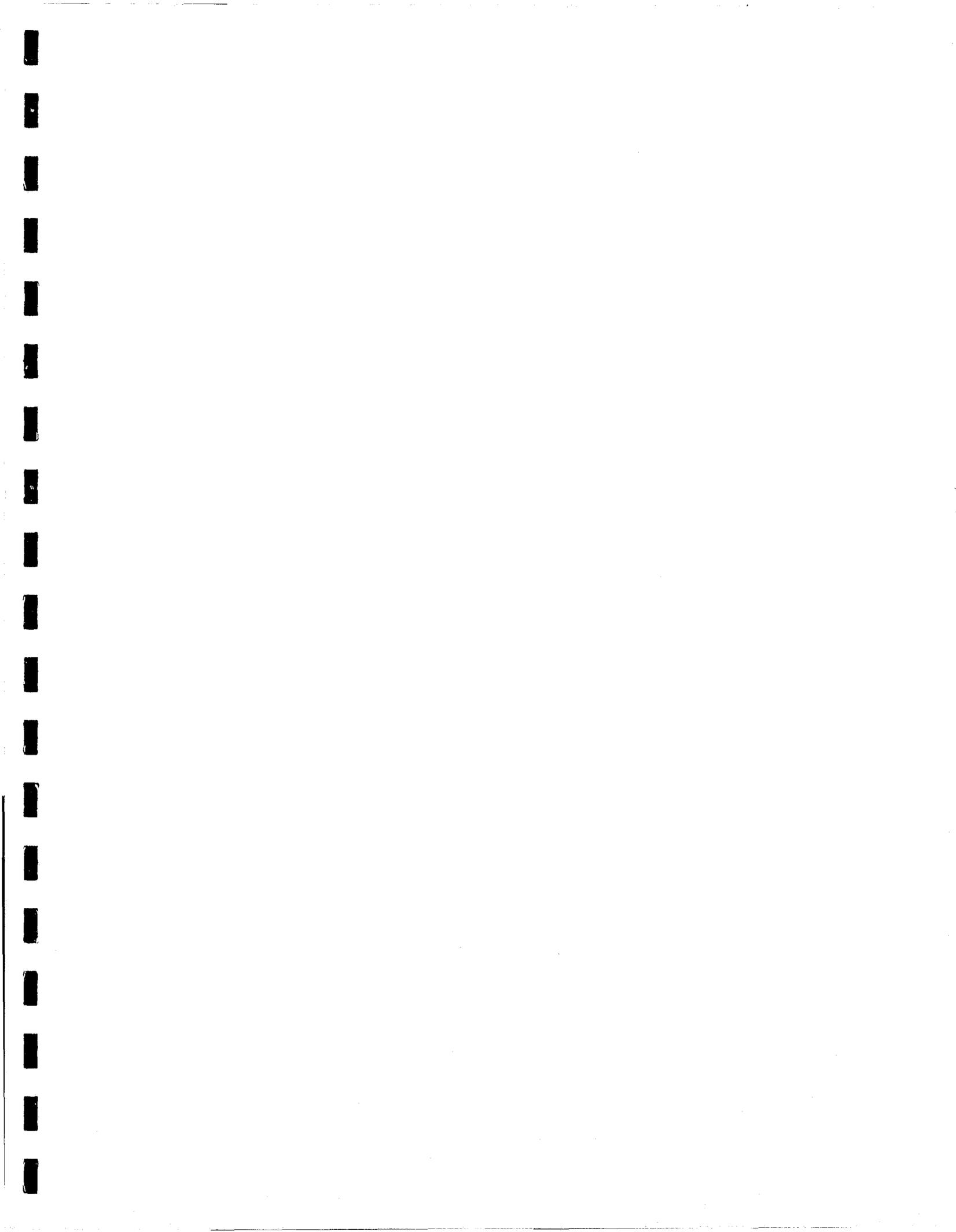


Table 2  
EVALUATION OF CASE FILE REVIEW BY YEAR OF SAMPLE

Information Entry was:	<u>Grossly Incomplete</u>				<u>Present with Omissions</u>				<u>Complete</u>				<u>Not Applicable</u>			
	<u>1977</u>		<u>1978</u>		<u>1977</u>		<u>1978</u>		<u>1977</u>		<u>1978</u>		<u>1977</u>		<u>1978</u>	
	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N
<u>Part I</u>																
<u>Primary Essential Entries</u>																
Offense Report	-	-	-	-	-	-	5	2	100	40	92	35	-	-	3	1
Investigative Report	7	3	8	3	10	4	5	2	82	33	87	33	-	-	-	-
Witness List	10	4	3	1	15	6	18	7	75	30	79	30	-	-	-	-
<u>Part II</u>																
<u>Secondary Essential Entries</u>																
Suspect Info. Sheet	5	2	-	-	2	1	5	2	92	37	95	36	-	-	-	-
Suspect Record and Photo	27	11	26	10	2	1	10	4	62	25	58	22	7	3	5	2
Evidence Lists	97	39	87	33	-	-	-	-	2	1	10	4	-	-	3	1
Warrants	5	2	3	1	-	-	-	-	92	37	97	37	2	1	-	-
Witness Statements	52	21	40	15	17	7	3	1	27	11	50	19	2	1	8	3
<u>Part III</u>																
<u>Supportive Entries</u>																
Autopsy (inc. photos)	-	-	-	-	-	-	-	-	5	2	3	1	95	38	97	37
Consent to Search	-	-	-	-	-	-	-	-	5	2	5	2	95	38	94	36
Crime Lab Report	2	1	3	1	-	-	-	-	5	2	5	2	92	37	92	35
Evidence Voucher	5	2	3	1	-	-	-	-	17	7	37	14	77	31	60	23
Lab Reports	-	-	3	1	-	-	-	-	27	11	24	9	72	29	74	28

(continued on next page)

\*Total percentages do not consistently equal 100% due to rounding

Table 2 (cont.)

## EVALUATION OF CASE FILE REVIEW BY YEAR OF SAMPLE

Information Entry Was:		<u>Grossly Incomplete</u>		<u>Present with Omissions</u>				<u>Complete</u>		<u>Not Applicable</u>						
Part III (cont.)																
<u>Supportive Entries</u> (cont.)		<u>1977</u>		<u>1978</u>		<u>1977</u>		<u>1978</u>		<u>1977</u>		<u>1978</u>				
	%	N	%	N	%	N	%	N	%	N	%	N				
Latent Fingerprint Card	7	3	8	3	-	-	-	-	-	-	92	37	92	35		
Latent Fingerprint Match	7	3	3	1	-	-	-	-	2	1	5	2	90	36	92	35
Latent Fingerprint Sketch/Diagram/Photo	7	3	8	3	-	-	-	-	-	-	-	-	92	37	92	35
Lineup Forms	-	-	-	-	-	-	-	-	-	-	3	1	100	40	97	37
Lineup Photos	-	-	3	1	-	-	-	-	2	1	5	2	97	39	92	35
Medical Examiner's Report	-	-	-	-	-	-	-	-	2	1	-	-	97	39	100	38
Photos	2	1	-	-	-	-	-	-	7	3	24	9	90	36	76	29
Photo Spread (Suspect)	-	-	3	1	-	-	-	-	2	1	8	3	97	39	89	34
Request for Lab Exam.	2	1	5	2	-	-	-	-	17	7	21	8	80	32	74	28
Search Warrant	-	-	-	-	-	-	-	-	5	2	13	5	95	38	87	33
Search Warrant Affidavit	-	-	-	-	-	-	-	-	5	2	16	6	95	38	84	32
<u>Statements</u>	<u>1977</u>		<u>1978</u>		<u>1977</u>		<u>1978</u>		<u>1977</u>		<u>1978</u>		<u>1977</u>		<u>1978</u>	
	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N
Co-defendant	-	-	-	-	-	-	-	-	-	-	8	3	100	40	92	35
Suspect (Rights Form)	2	1	5	2	-	-	-	-	45	18	66	25	52	21	29	11
Suspect Witness	-	-	-	-	-	-	-	-	-	-	3	1	100	40	97	37
Other	-	-	-	-	-	-	-	-	25	10	37	14	75	30	63	24

greatest improvement in an individual section is in the 22 point gain in mean score for the part III Supportive Entries section. The mean total score (parts I through III) for 1978 is 37 points higher than the mean score for 1977.

Table 3

COMPARISON OF SCORES FOR PARTS I, II, III  
AND TOTAL SCORES FOR 1977 AND 1978

	<u>1977 Mean Score</u>	<u>Maximum Score</u>	<u>1978 Mean Score</u>
Part I	373	400	377
Part II	145	200	154
Part III	68	100	90
Total	586	700	623

To further analyze the possible reasons for variance in case scores, both samples were combined and analyzed in the aggregate to determine any possible variation in score based on the type of offense committed in each case (Table 4). The greatest difference in mean scores can be seen between larceny (mean score 569) and habitual offender (mean score 673) cases. Larcenies and robberies had the lowest mean scores of any offense type in the sample. Sex crimes, abductions and crime involving an habitual offender had the highest mean score (647 and 673). The nine sex crime and abduction cases were 11% of the total sample. The possibility that they were given special attention in case file preparation is greater than that for the one case involving an habitual offender. The sample would have to include more crimes committed by habitual offenders to make that determination.

Table 4

COMBINED 1977 AND 1978 MEAN (AVERAGE) SCORES  
OF CASE FILES BY TYPE OF OFFENSE

	<u>Mean Score</u>	<u>Maximum Score</u>
Robbery	583	700
Burglary	611	700
Larceny	569	700
Paper Crimes (embezzlement, forgery)	611	700
Special Investigation	605	700
Felonious Assault	605	700
Sex Crimes, Abduction	647	700
Habitual Offender	673	700

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Summary Evaluation

The evaluation of the Summary (Investigative) Report is presented in the form of percentage breakdowns (Table 5) for each item included to assess an adequate case file summary, depending upon the case offense type. Cases for 1977 and 1978 (nine in each sample) are again compared to identify changes between the two samples due to ICAP.

Table 5 indicates that, in most instances, summary evaluations for 1978 remained the same or improved slightly in comparison to summary evaluations for 1977.\* Improvement can be seen in the 1978 summaries for the following characteristics:

- . Summary details events in a natural, chronological order;
- . Summary describes actions of other agencies;
- . The relationship of the witness to the case is explained;
- . The relationship of the evidence to the case is explained.

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\*It should be noted that change is based on positive or negative shifts in quality for very few cases since the total number for both samples is nine.

Table 5

COMPARISON OF SUMMARY EVALUATIONS FOR 1977 AND 1978 CASES  
(BASED ON INCLUSION AND COMPLETENESS OF ENTRIES)

	1977				1978			
	Yes (N)	No (N)	Partial (N)	NA* (N)	Yes (N)	No (N)	Partial (N)	NA* (N)
Summary details: Events in a natural chronological order	7	1	1		8		1	
Actions taken by investigating officers are well described	5	1	3		5	2	2	
Summary explains why investigating officers' actions were taken	5	3		1	5	2		2
Summary describes actions by other agencies	4	2	1	2	6		1	2
Relationship of evidence to case is explained	3	1	1	4	6	2		1
Summary is sufficiently detailed without being wordy	4	5			4	3	2	
Summary contains appropriate negative information (such as unsuccessful investigative steps)	5	2		2	2	2	1	4
Relationship of witness to case is explained	4	3	1	1	5	2		2

\*NA = Not applicable to case

Evaluations of the 1978 summaries remained substantially the same for the following characteristics:

- . Summary explains why the investigating officers' actions were taken;
- . Summary is sufficiently detailed without being wordy.

Although no change can be seen in the number of summaries in which these characteristics were evaluated as present, they were found to be partially complete or not applicable in more of the 1978 summaries. This is an indication that some improvement was made for the 1978 sample among cases in which these charac-

teristics did apply.

- . Evaluations of the 1978 summaries were less positive for two characteristics.

One additional 1978 summary was found not to include a good description of the actions taken by the investigating officers. Although fewer 1978 cases contained appropriate negative information, these results were affected by the larger number of cases in which this characteristic did not apply.

These findings suggest that the case file summaries have improved with review by the Liaison Officer.

Table 6 presents a comparison of mean (average) scores for the summaries in the 1977 and 1978 samples vs. the maximum score for this section of the case file review. Like the rest of the case file (Parts I through III), the mean score for the summary section is higher for the 1978 cases.

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Table 6

SUMMARY MEAN SCORES FOR 1977 AND 1978 VS. MAXIMUM POSSIBLE SUMMARY SCORES

	<u>Mean Scores</u>	<u>Maximum Possible Scores</u>
1977	232.77	300
1978	251.44	300

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Prosecutors' Evaluation of Outcome

Tables 7 and 8 present the outcome of cases for the 1977 and 1978 cases sampled. Table 7 shows the percentage breakdown for each type of case disposition by year.

Results of case outcomes are inconclusive, since under 50% of case outcomes have been decided for the 1978 sample. However, a rather high number of 1978 cases were dismissed (13.2%). This finding is somewhat unexpected

given the improved quality of the 1978 case files. Checking the prosecutors' evaluation for each case dismissed does not clarify this outcome. Comments were made by prosecutors handling these cases in only two instances. In one instance the prosecutor rated the case file as "above expectation." In the other the charge was described as a "poor one." Further information of the causes for these dismissals, whether case file related or related to other prosecutory problems should be conducted to pinpoint the reasons for the increased percentage of dismissals in the second sample.

Table 7

DISPOSITION OF 1977 AND 1978 CASES

	1977		1978	
	%	N	%	N
Guilty plea	32.5	13	10.5	4
Not guilty plea	30.0	12	10.5	4
Nolle prossed	10.0	4	5.3	2
Dismissed	7.5	3	13.2	5
Mistrial	-	-	5.3	2
Negotiated suspension	15.0	6	2.6	1
Negotiated plea--reduced to misdemeanor	2.5	1	2.6	1
Arrest for revocation of probation	2.5	1	-	-
Presentence	-	-	13.2	5
Continued on motion of CW attorney	-	-	2.6	1
Continued on motion of defense	-	-	13.2	5
Pending	-	-	21.0	8
Totals	100	40	100	38

To better conceptualize the comparative outcomes of 1977 and 1978 cases, outcomes were categorized as follows:

1. No conviction (including findings of not guilty, dismissals, and nolle prossed cases)
2. Conviction without incarceration (including suspended sentences, fines, probation)
3. Conviction with incarceration (comprised of sentences of imprisonment to city jail or state penitentiary)

Table 8 presents the percentages of case outcomes for each of these categories. Cases in which a final outcome has not been decided have been omitted from the table. These 22 omitted cases include:

- . 6 continuances
- . 8 pending cases
- . 2 mistrials
- . 1 arrest for revocation of parole
- . 5 pre-sentences

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Table 8  
CASE OUTCOMES FOR 1977 AND 1978 SAMPLES

<u>Outcomes</u>	1977		1978	
	%	N	%	N
No conviction	25.6	10	41.2	7
Conviction without incarceration	48.7	19	23.5	4
Conviction with incarceration	25.6	10	35.2	6
Total	100	39	100	17

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Table 8 indicates that a rather large percentage of 1978 cases resulted in no convictions (41%). This percentage has been increased by the five dismissals noted in Table 7. As noted in the analysis of Table 7, these results are inconclusive given the difference in number of completed outcomes for 1977 and 1978.

Only 10 cases of the 40 from the 1977 sample and one of the 38 from the 1978 sample involved negotiated pleas. Problems arising with the 1977 and 1978 cases were identified by the prosecutors in charge. A listing of these problems and the number of cases in which each type of problem arose follows.

Table 9

NUMBER OF CASES WITH PROBLEMS  
AFFECTING CASE OUTCOME

<u>Type of Problem</u>	<u>1977</u>	<u>1978</u>
Other agency problems	0	1
Victim problems	4	2
Combined plea	1	2
Evidence problems	2	1
Witness problems	9	1

The type of problem occurring most often in 1977 were witness problems (rated in 9 cases). Problems with victims affected 4 of the 40 case outcomes from this sample. Such problems primarily involved unreliable or missing witnesses, or unreliable victims. Very few cases in either sample were identified as having other agency problems, evidence problems, or combined pleas. No one area was identified as having more problems in the 1978 sample. Prosecutors were also asked to comment upon circumstances affecting case outcomes. A list of their responses is below.

- . Good case file (first most frequent response)
- . Terrible case file (second most frequent response)
- . Problem with judge in the case
- . Poor witness statements in case file
- . Domestic case--difficult; needed additional work

- . Victim was an old wino...two eyewitnesses changed their stories
- . Victim refused to testify
- . Victim has a long record
- . Case file lacked witness statements
- . Defendant was a juvenile with no previous record
- . Poor summary
- . Multiple naval personnel as witnesses...difficult to reach
- . Unreliable victim
- . Couldn't locate victim
- . Poor charge

In 45 cases the prosecutors evaluated actual case outcomes, comparing them with their pre-trial expectations based on the circumstances peculiar to each case. The cases whose final disposition did not measure up to what the prosecutors expected were ranked "below expectations." Other rankings were "met expectations," and "above expectations."

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Table 10  
PROSECUTORS' EVALUATION OF CASE OUTCOMES

<u>Rank</u>	1977		1978	
	%	N	%	N
Below expectations	40.0	12	26.6	4
Met expectations	50.0	15	40.0	6
Above expectations	<u>10.0</u>	<u>3</u>	<u>33.3</u>	<u>5</u>
Total	100%	30	100%	15

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Table 11 reflects the relationship between the case outcome, prosecutors' evaluation of that outcome, and the quality of the case file (total score as-

signed in the case file evaluation for the 1977 and 1978 cases sampled). The table includes only those cases with completed outcomes. Continuances and pre-sentences have been excluded.\* Case file scores were divided into low, medium, and high scores with each category given the following parameters:

	<u>1977</u>		<u>1978</u>
Low scores	404 to 545	Low scores	409 to 597
Medium scores	546 to 640	Medium scores	598 to 657
High scores	641 to 700	High scores	658 to 700

When results for both samples are combined, Table 11 indicates that those cases which were given low scores for case file quality were rated as having outcomes that were either below expectation or which met the expectation of the prosecutors handling them. None of the eight cases which were scored as low in case file quality for 1977 and 1978 were evaluated as having outcomes which were above expectation.

One-half of those cases given medium scores for case file quality were evaluated as having outcomes which met prosecutors' expectations. The other half of medium-scored case files resulted in outcomes which were fairly evenly split between those evaluated as below expectation and those evaluated as above expectation (five case outcomes were below expectation and four above).

The association between cases with highly scored case files and prosecutors' evaluation of expected outcome is weaker. Five of these cases had outcomes which were below expectation while eight had outcomes which met expectation.

The table reveals little difference in association between case file quality and expected case outcome for the 1977 and 1978 cases. It should be noted

\*Five evaluations of the original 45 have been excluded from this table since they were evaluations of presentences and continuances, leaving the total 29 cases for 1977, and 11 cases for 1978.

Table 11

PROSECUTORS' EVALUATION OF CASE OUTCOME  
BY QUALITY OF CASE FILES FOR 1977 AND 1978 SAMPLES

I Evaluation of outcome for cases  
given low scores in case file quality

<u>Case Outcome</u>	1977				1978			
	<u>Below ex- pectation</u>	<u>Met expec- tation</u>	<u>Above ex- pectation</u>	<u>T*</u>	<u>Below ex- pectation</u>	<u>Met expec- tation</u>	<u>Above ex- pectation</u>	<u>T</u>
	N	N	N		N	N	N	
1. No conviction	1	0	-	1	2	-	-	2
2. Conviction with- out incarceration	1	2	-	3	-	-	-	-
3. Conviction with incarceration	$\frac{1}{3}$	$\frac{1}{3}$	$\frac{-}{0}$	$\frac{2}{6}$	$\frac{-}{2}$	$\frac{-}{0}$	$\frac{-}{0}$	$\frac{-}{2}$

II Evaluation of outcome for cases given  
medium scores in case file quality

<u>Case Outcome</u>	1977				1978			
	<u>Below ex- pectation</u>	<u>Met expec- tation</u>	<u>Above ex- pectation</u>	<u>T</u>	<u>Below ex- pectation</u>	<u>Met expec- tation</u>	<u>Above ex- pectation</u>	<u>T</u>
	N	N	N		N	N	N	
1. No conviction	0	1	0	1	-	-	-	-
2. Conviction with- out incarceration	3	3	1	7	-	-	-	-
3. Conviction with incarceration	$\frac{1}{4}$	$\frac{3}{7}$	$\frac{2}{3}$	$\frac{6}{14}$	$\frac{1}{1}$	$\frac{2}{2}$	$\frac{1}{1}$	$\frac{4}{4}$

III Evaluation of outcome for cases given  
high scores in case file quality

<u>Case Outcome</u>	1977				1978			
	<u>Below ex- pectation</u>	<u>Met expec- tation</u>	<u>Above ex- pectation</u>	<u>T</u>	<u>Below ex- pectation</u>	<u>Met expec- tation</u>	<u>Above ex- pectation</u>	<u>T</u>
	N	N	N		N	N	N	
1. No conviction	0	1	-	1	0	0	1	1
2. Conviction with- out incarceration	4	3	-	7	1	1	0	2
3. Conviction with incarceration	$\frac{0}{4}$	$\frac{1}{5}$	$\frac{-}{0}$	$\frac{1}{9}$	$\frac{0}{1}$	$\frac{2}{3}$	$\frac{0}{1}$	$\frac{2}{5}$

\*T = total number of cases

that this comparison is based on a smaller number of cases with completed outcomes for the 1978 sample (11 cases). (The 1977 sample contained 29 cases with completed outcomes.)

Since an association can be seen between low quality case files and case outcomes evaluated negatively by prosecutors as well as average case files and outcomes which met the prosecutors' expectations, a relationship between well prepared case files and satisfactory outcomes is indicated. The association between high quality case files and outcomes assessed as satisfactory to Portsmouth's Commonwealth's Attorneys is somewhat less conclusive and suggests that the outcome of these cases is dominated by factors other than case file quality, as measured by this study. This indicated that further research into factors affecting case outcome not measured here should be undertaken. (Additional research could involve tracking a case from the point of issuance of a warrant through preparation for prosecution and eventual trial.)

#### Comparative Analysis of Case File Evaluation and Evaluation of Case Outcomes

After using the statistical procedures of multiple regression and cross-tabulation to identify any relationship between the quality of a case file and the prosecutor's evaluation of the outcome of that case, analysis revealed no significant relationship between these two evaluations for either the 1977 or 1978 samples. (Total score and separate scores assigned Parts I, II, and III were analyzed relative to case outcome evaluation.) Cross-tabulation was used to test the relationship between case outcome (categorized as: (1) No conviction, (2) Conviction without incarceration, and (3) Conviction with incarceration) and case file quality reflected by the total score assigned each case for both samples. The relationship was not found to be statistically significant. In addition, a relationship was not found between the prosecutors' evaluation of case outcome and those cases involving negotiated pleas. For in-

stance, cases involving negotiated pleas were not evaluated as below the expectations of prosecutors handling them.

Individual entries for the case file evaluation were then analyzed to identify differences in scores between the 1977 and 1978 samples. No statistically significant differences were found.

The analysis did result in one relationship which was found to be statistically different. This was the relationship between total score and the year from which the sample was drawn. Cases which were included in the 1978 sample received higher scores in evaluative review than did cases in the 1977 sample.

As noted earlier, the mean scores for the 1978 cases were found to be 37 points higher than the mean scores for the 1977 cases. This difference is statistically different at the .05 level. The following table demonstrates this. Case file scores have again been divided into low, medium, and high scores with the same parameters as those presented on page 103 of this report.

Table 12

QUALITY OF CASE FILES IN PERCENTAGES BY YEAR OF SAMPLE

	<u>Low Case File Scores</u>		<u>Medium Case File Scores</u>		<u>High Case File Scores</u>	
	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>
1977 Cases	73.7	14	48.6	18	36.4	8
1978 Cases	<u>26.3</u>	<u>5</u>	<u>51.4</u>	<u>9</u>	<u>63.6</u>	<u>14</u>
	100	19	100	27	100	22
gamma = 0.43			chi square: 5.87		Sig.: .05	

## SUMMARY

### Evaluation of Case File and Summary (Investigative Report)

Evaluation indicates that although some improvement can be seen in the 1978 sample, three information entries should be given added attention in case file preparation. Evidence lists and witness statements were found to be the least adequate entries in both case file samples. After these entries, suspect record and photos were found to be the least complete. Given these findings, police personnel preparing and supervising preparation of the case files should be particularly concerned with improving their attempts to secure information from witnesses and to include evidence lists, suspect photos and records.

The effects of ICAP can be seen even in these relatively small samples. The mean scores for 1978 case files and summaries were increased, indicating that efforts to improve case file quality through additional review by the liaison officer have had a positive impact on the quality of the case files turned over for prosecution. The early entry of the prosecutor in felony cases could also have affected the quality of case file preparation, since from the onset, at time of arrest, the justifiability of cases is strengthened by prosecutorial input.

### Evaluation of Case Outcome

As mentioned in the presentation of analysis and findings, further research should be conducted to better compare the outcomes of 1977 and 1978 cases, since one-half of the 1978 cases do not have completed outcomes. Reasons for the increased number of dismissals for this latter sample should also be further analyzed.

The finding that the highest number of problems identified by prosecutors were problems involving witnesses substantiates the finding for the case file evaluation that witness statement entries were among the least complete entries in 1977 and 1978.

### Comparison of Case File Evaluation and Evaluation of Case Outcome

Given the uneven number of cases which could be evaluated as to case outcome for the two samples (completed outcomes for 1977 cases were nearly three times as great as completed outcomes for 1978 cases), findings for this evaluation are inconclusive. An association can be seen between cases with poorly prepared files and those which were evaluated to have dissatisfactory outcomes. It is suggested that further research be conducted to determine factors not measured in this study that might have an effect on those cases which were given high scores for case file quality but had outcomes which were unsatisfactory to Commonwealth's Attorneys.

### Major Conclusions

Analysis reveals that the quality of 1978 case files has improved in comparison to the 1977 case files reviewed. This improvement follows implementation of the Liaison Officer and Pager System Programs. Early entry of the Commonwealth's Attorney's staff and more critical review of case file preparation by the Portsmouth Police Department have resulted in higher quality case files.

VII. PROSECUTOR AND JUDICIAL PERSPECTIVES

## PROSECUTOR PERSPECTIVES OF POLICE PERFORMANCE

This report presents initial data on the performance of Portsmouth, Virginia police officers as viewed by the Commonwealth's Attorney and his nine assistant prosecutors. Data was obtained during August, 1978 by having Portsmouth's Commonwealth's Attorney, James A. Cales, and his assistants individually complete the questionnaire presented below which asked them to assess various aspects of their relationship with the Portsmouth police department.

PROSECUTOR PERSPECTIVES: Portsmouth Police Performance

Instructions: Please respond to each question in the order listed. Only the ICAP evaluator assigned to this project will have access to your response which, for evaluative purposes will be combined with the responses of your fellow prosecutors. Your honest and candid opinions are earnestly solicited.

1. What, in your opinion, is the present quality of work performed by Portsmouth police officers with regard to each of the following categories?

2. In your opinion, how has the quality of police work in Portsmouth changed during the past 12 months with regard to each of the following categories?

	<u>Very Poor</u>	<u>Below Average</u>	<u>Average</u>	<u>Above Average</u>	<u>Out-standing</u>	<u>No Opinion</u>	<u>Not as Good</u>	<u>About the same</u>	<u>Somewhat Improved</u>	<u>Much Improved</u>	<u>No Opinion</u>
Narcotics & Vice	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Burglary squad	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Larceny (not paper)	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Paper crimes	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Sex crimes	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Robbery, homicide and assaults	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Uniform Patrol	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Youth Bureau	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____

3. How many months experience as a prosecutor in Portsmouth have you had? \_\_\_\_\_  
(months)

4. About how many cases have you handled during the past three months? \_\_\_\_\_  
(no. cases handled)

5. Of the cases you have handled during the past three months, approximately how many have been weakened significantly by some error or omission by the police officers who handled those cases? \_\_\_\_\_  
(no. cases weakened)

(continued, next page)

Continuation of Prosecutor Baseline Perspectives: Portsmouth Police Performance

6. What particular strengths have you observed in the recent work of the Portsmouth police officers?

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7. What specific improvements in performance by Portsmouth police officers should be stressed during forthcoming training sessions?

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8. What other suggestions do you have with regard to the improvement of the Portsmouth Police Department's effectiveness or efficiency?

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(end of questions--thank you for your assistance)

Experience Level of Respondents. The prior prosecutory experience of the ten responding prosecutors ranged from a low of eleven months to a high of 122 months. Three of the ten respondents had one year of experience as prosecutors, three had two to three years (25-36 months), three had four years (48-50 months), and one had ten years (122 months) experience. Overall, the ten respondents averaged 39.9 months experience as prosecutors.

Present Quality of Police Work. The ten Portsmouth prosecutors were first asked their opinion of the present quality of work being performed by Portsmouth police officers. The results are as follows:

Table 1

Prosecutors' Evaluation of Present Quality of Work  
by Police Officers  
(in numbers)

<u>Category</u>	<u>Very Poor</u>	<u>Below Average</u>	<u>Average</u>	<u>Above Average</u>	<u>Out-standing</u>	<u>No Opinion</u>
Narcotics & vice	0	1	6	0	0	3
Burglary squad	0	1	6	3	0	0
Larceny (not paper)	0	0	5	4	1	0
Paper crimes	0	0	3	3	4	0
Sex crimes	0	0	3	4	3	0
Robbery, homicide and assaults	0	0	6	4	0	0
Uniform patrol	0	2	3	3	2	0
Youth Bureau	0	0	6	1	0	3

A majority of Portsmouth Commonwealth's Attorneys rated the present quality of Portsmouth Police Officers' work as average or above average in all crime areas. Highest ratings were given to the work done on

paper crimes. Four of the ten prosecutors indicated that officers' work in this area is outstanding. Work done on sex crimes was also highly rated.\* Work in the areas of narcotics and vice and burglaries was less favorably rated than was work done on other types of crime (although nearly one-third of the responding prosecutors had no opinion of the quality of work done in the area of narcotics and vice). Ratings for the work done by uniform patrol officers were the most disparate of all categories (i.e., two prosecutors rated uniform patrolmen's work as below average while two rated it as outstanding).

Changes in Quality of Police Work. The second question asked the prosecutors their opinions of how the quality of police work in Portsmouth changed during the 12 months from August, 1977 through July, 1978. The results of the ten responses to this question are as follows:

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\*This response substantiates the finding for the case file evaluation section of this report which suggests that mean scores for sex crime case files were higher than those for any other offense type with the exception of one case involving an habitual offender.

Table 2

Prosecutors' Perception of Change in the Quality  
of Police Work Over the Last Year

<u>Category</u>	<u>Not as Good</u>	<u>About the same</u>	<u>Somewhat Improved</u>	<u>Much Improved</u>	<u>No Opinion</u>
Narcotics & Vice	1	4	2	0	3
Burglary Squad	2	4	4	0	0
Larceny (not paper)	0	5	5	0	0
Paper crimes	1	5	3	1	0
Sex crimes	0	4	5	1	0
Robbery, homicide and assaults	1	6	3	0	0
Uniform Patrol	0	1	6	3	0
Youth Bureau	0	7	1	0	2

The quality of work by the uniform Patrol Division was seen to have improved the most over the past year. A majority of prosecutors saw improvement in the work done on sex crimes. A majority also felt that the quality of work in the areas of robbery, homicide, assault and Youth Bureau had remained the same as the quality of work prior to August, 1977. Larcenies were rated as having remained the same or having somewhat improved. There was less consensus in rating narcotics, vice and burglary. Ratings for paper crimes resulted in a near split with five prosecutors indicating that work in this area had remained about the same and four indicating that it had improved.

Cases Weakened by Poor Police Performance. The ten prosecutors reported in response to question 4 that they had handled a total of 367 cases during the three months from May through July, 1978. Their responses

reveal that of the 367 cases handled, 22 cases (6.0%) had been weakened significantly by some error or omission by the Portsmouth police officers who handled the cases. Since each of the respondents determined what constituted a "significant" weakening of a case, these responses needed clarification. To this end, each of the prosecutors was asked to give examples of errors or omissions that they considered significantly weakened their cases. A listing of these errors and omissions is listed below to more fully explain the responses to question five, and to provide guidance for forthcoming training sessions under the ICAP program.

In the opinion of the Commonwealth's Attorneys, police performance has weakened cases in three areas. The first would seem to be concerned with the securing of evidence, both physical and testimonial. One attorney noted a narcotics case, in which drugs were found in a jacket inside a house shared by several men. The officers did not have anyone try the jacket on and did not keep the jacket as evidence. Because possession was a key element of the charge, it was essential to connect the jacket with a particular defendant. Since the jacket was not linked with any defendant then, and since it was unavailable to be linked at a later time with a particular defendant, the case was lost. Another attorney noted a rape case in which the bed sheets on which the rape was accomplished, and on which physical evidence might have been located, were not collected. A cigarette lighter found at the scene was lost. Other physical evidence from the scene was not collected. Items which were collected were returned without being sent to the lab for examination.

Testimonial evidence was also of concern to the attorneys. In one case noted by an attorney, a victim was hit by a glass ash tray thrown by the defendant. The detective reporting the case indicated in the case file and orally that the victim and two witnesses saw the defendant throw the ash tray. However, at the preliminary hearing, none of the three could so testify. In another case, a burglary/attempted rape, the defendant was identified by fingerprints some two to three months later. The officer prepared the case file without checking to see if the complainant was still available. Inasmuch as she had left the state, it fell upon the Commonwealth's Attorney's Office to locate her.

A second area of concern was the failure of the police to inform the Commonwealth's Attorney's Office of significant features or factors of a particular case. In addition to the examples already noted an attorney pointed out that in one case a search, which resulted in the location of stolen property and a subsequent confession, was conducted without benefit of consent or a search warrant. The court dismissed the case. Nothing in the case file indicated that a search had taken place.

The third and final group of examples concerns the failure of the police to conform to proper procedures. As noted in the preceding example, a case can be lost because of the failure of the police officers to conform with legal requirements of search and seizure. Another attorney noted evidence handling procedures. He cited a case in which the failure of the police officer to properly fill out the identifying material on the back of a photograph hampered the admission of the photograph in evidence. Two other attorneys noted cases in which the

defendant was improperly questioned. In one case, he was confronted by the victim, rendering questionable the victim's subsequent identification and his confession. In another case, the police, in questioning the defendant, gave him too much information about the crime, resulting in his avoiding giving a full or complete confession and allowing him to later deny that he had, in fact, confessed.

Strengths in Portsmouth's Police Work. Nine of the ten prosecutors responded to the following question, "What particular strengths have you observed in the recent work of the Portsmouth Police Officers?" The responses are summarized as follows:

1. General strengths

- The willingness of most young officers to learn and to undertake the investigation of cases.
- A spirit of cooperation has been instilled by the "top brass" of the Portsmouth Police Department which has made it much easier for the prosecutors to work with the police, and has resulted in an increased level of convictions.
- The willingness of most patrol officers and detectives alike to do the extra work needed to improve the cases, and their enthusiasm for their work.

2. Strengths of Uniform Patrol Personnel

- Improved knowledge of the prosecutor's courtroom requirements.
- Greater involvement in the investigation of felony cases.
- Good arrests, followed by satisfactory investigations in felony cases and satisfactory case files.
- Greater interest and pride in patrol work than previously observed.

3. Strengths of Investigative Personnel

- Thorough follow-up investigations.
- Detectives are more active than previously in preparing the finer points of their cases.

-A willingness by most to do the extra investigative work requested by the prosecutor handling the case--long after the arrest has been made and the officer's file completed.

Improvements to be Stressed During Forthcoming Training. All ten prosecutors responded to the following question, "What specific improvements in performance by Portsmouth police officers should be stressed during forthcoming training sessions?" The responses to this question are summarized as follows:

1. Preliminary investigations

-Officers need to better understand the great importance of getting the name of every possible witness--including those who say they didn't see anything--and turning that information, as well as phone numbers and addresses, over to the Commonwealth's Attorney's Office. (Many times witnesses turn out to be defense witnesses, and the prosecutor has no way of knowing that they had made previous statements.)

-Officers need to actively secure eyewitnesses and physical evidence if they are to produce high-quality, winnable cases.

-More in-depth questioning of defendants and possible witnesses is needed.

-Interviews with witnesses should be accomplished as soon after the occurrence as possible and should include notes on everything witnesses say.

2. Evidence

-Officers need to improve the handling of physical evidence and the preservation of crime scenes. All requirements for courtroom presentation (such as filling out the back of photographs) need to be observed--especially by uniform officers with less experience in investigations.

-The techniques for gathering scientific evidence and the preparation of evidence for courtroom use need to be constantly emphasized and improved.

-Many officers need to better understand the prosecutor's requirements with regard to evidence.

3. Courtroom Testimony

-All officers should be instructed to review the case file prior to trial--especially that portion for which they are to be responsible. This is important because of the frequent continuances and other delays.

-Officers need to better understand the importance of effective courtroom testimony. The police officer's job does not end with his arrest of the criminal.

-Officers need to better understand the rules regarding hearsay testimony.

4. Case File Preparation

-Uniform patrol officers need training in working up a complete case file.

-The results of evidence processing should be stated clearly.

-The officer's notes should be complete with regard to everything said by the defendant and by witnesses, and should include the officer's subjective opinions about witnesses, facts, etc.

5. Other

-The quality of investigative work should be a major consideration in deciding which individuals remain detectives.

-The telephone in the Detective Bureau should be answered more quickly. Frequently the caller must wait for ten or more rings before the phone is answered.

## JUDICIAL PERSPECTIVE: PORTSMOUTH POLICE PERFORMANCE

On June 21 and 22, 1978 five of Portsmouth's seven judges were interviewed in order to establish the judicial perspective on the performance of Portsmouth police. The judges interviewed were: Circuit Court Judges Robert McMurrin, R. Winston Bain, and William Ost; District Court Judge Donald Sandie; and Juvenile and Domestic Relations Court Judge Von Piersall, accompanied by his Clerk of Court, Mr. Bruce Cherry. The results of these five interviews are summarized below.

With regard to the prosecution of felony cases in circuit court, there has been an overall long-term improvement in the quality of police work. This consensus is based on the following:

- a. There has been a steady improvement in the adequacy of felony investigations conducted by experienced investigative personnel of the Portsmouth Police Department.
- b. The expert fingerprint testimony has been of consistently high quality.
- c. There appears to have been an improved understanding of the criminal law by all officers appearing in Circuit Court.\*
- d. The need for fingerprint evidence (both positive and negative) is appreciated by an increasing number of Portsmouth police officers.
- e. Problems with illegal searches (including "stop and frisk") and seizures have been at a minimum.
- f. Portsmouth police are careful to give the Miranda warning, and to have suspects sign the standard Miranda form prior to interrogations.

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\*One judge noted that female officers seem to take their work more seriously than do the male officers of the Portsmouth Police Department.

- g. Cooperation between prosecutors and police personnel has been excellent, especially in cases involving major offenders.

Areas in which room for improvement on the part of Portsmouth police officers were noted as follows:

- a. Courtroom testimony. Inexperienced officers tend to be less well prepared for courtroom testimony than experienced officers. (It was suggested that considerations be given to reinstating the earlier practice of having rookie officers observe court.)
- b. Automobile searches. Improved knowledge and application of recent judicial decisions relating to automobile searches and seizures is needed by some officers.
- c. Citizen confrontations. Some officers tend to be "thin skinned" when it comes to verbal exchanges with citizens. This leads to unnecessary arrests for disorderly conduct, and suggests the need for improved training in handling citizen confrontations.
- d. Investigations. Investigating officers tend to be less effective than they might be in that they tend to:
  - 1. Report conclusions rather than the facts needed to support the charges.
  - 2. Fail to verify the specific facts to which each witness will testify.
  - 3. Fail to obtain complete, signed statements from all witnesses, especially in breaking-and-entering cases.

The relationship between Portsmouth police personnel and the Juvenile and Domestic Relations court appears to be a distant relationship. Police officers appear in this court infrequently.

APPENDIX  
Citizen User Survey  
General Community Survey



4. What else do you feel the police should have done?  
\_\_\_\_\_  
\_\_\_\_\_
- 18 5. Did the officer(s) make any suggestions for your avoiding future problems of a similar nature? (1)\_\_\_\_Yes (2)\_\_\_\_No
6. What, briefly, were the suggestions made by the officer(s)?  
\_\_\_\_\_  
\_\_\_\_\_
- 19 7. How respectful of you was the attitude of the officer(s)?  
(1)\_\_\_\_Very disrespectful (2)\_\_\_\_Somewhat disrespectful  
(3)\_\_\_\_Neutral (4)\_\_\_\_Somewhat respectful (5)\_\_\_\_Most respectful
- 20 8. Was there any follow-up action taken by police personnel?  
(1)\_\_\_\_Yes (2)\_\_\_\_No (9)\_\_\_\_No response
- 21 9. How do you feel about the follow-up action taken?  
(5)\_\_\_\_Very satisfied (4)\_\_\_\_Somewhat satisfied (3)\_\_\_\_Neutral  
(2)\_\_\_\_Somewhat dissatisfied (1)\_\_\_\_Very dissatisfied
- 22 10. How many times have you dealt with the Portsmouth police during the past two years? (1)\_\_\_\_None before this time (2)\_\_\_\_Once or twice  
(3)\_\_\_\_Three or four times (4)\_\_\_\_More than five times.
- 23 11. What was your opinion of the Portsmouth Police Department before this incident?  
(1)\_\_\_\_Very poor (2)\_\_\_\_Below average (3)\_\_\_\_About average  
(4)\_\_\_\_Better than average (5)\_\_\_\_One of the best I've had contact with.
- 24 12. How does your opinion of the Portsmouth Police Department now compare with what it was before this incident?  
(1)\_\_\_\_Much less favorable (2)\_\_\_\_Less favorable (3)\_\_\_\_About the same  
(4)\_\_\_\_Somewhat more favorable (5)\_\_\_\_Much more favorable.
13. What are your suggestions for improving the service that you've received?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Thank you very much for your assistance.

Portsmouth  
Citizen Attitude Survey

I. D. No.

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1. 2. 3.

(CIRCLE THE ANSWER GIVEN BY THE RESPONDENT)

1. Some people are satisfied with their local police departments and some are not. How do you feel about the overall job the Portsmouth Police Department is doing? Would you say that you are: VERY SATISFIED, SATISFIED, DISSATISFIED, or VERY DISSATISFIED with the overall job they are doing?

Very Satisfied (1)

Satisfied (2)

Dissatisfied (3)

Very Dissatisfied (4)

No Answer (9)

4.

2. Would you say that the overall job the Portsmouth Police Department is doing has gotten BETTER or WORSE in the last year, or has it REMAINED ABOUT THE SAME?

Better (1)

Same (2)

Worse (3)

No Answer (9)

5.

3. Now we would like to ask you some questions about specific aspects of police work in Portsmouth. Are you satisfied with crime prevention in Portsmouth? Do you think that the Portsmouth Police are doing their best at preventing crimes or could they do more? Would you say that you are: VERY SATISFIED, SATISFIED, DISSATISFIED or VERY DISSATISFIED with crime prevention in Portsmouth?

Very Satisfied (1)

Satisfied (2)

Dissatisfied (3)

Very Dissatisfied (4)

No Answer (9)

6.

4. Do you think that the Portsmouth Police Department has done a BETTER or WORSE job at crime prevention in the last year, or has it REMAINED ABOUT THE SAME?

Better (1)  
 Same (2)  
 Worse (3)  
 No Answer (9)

7.

5. Are you satisfied with the number of offender arrests the Portsmouth Police Department is making? Do you think that they are making enough arrests, or could they do a better job? Are you: VERY SATISFIED, SATISFIED, DISSATISFIED, or VERY DISSATISFIED with the number of arrests the Portsmouth Police Department is making?

Very Satisfied (1)  
 Satisfied (2)  
 Dissatisfied (3)  
 Very Dissatisfied (4)  
 No Answer (9)

8.

6. Do you think that the Police Department has done a BETTER or WORSE job of arresting criminal offenders in the last year or have they REMAINED ABOUT THE SAME?

Better (1)  
 Same (2)  
 Worse (3)  
 No Answer (9)

9.

7. Are you satisfied with the Portsmouth Police Department's relations with the public? Would you say they are doing their best in relating to ordinary citizens or could they do a better job? Are you: VERY SATISFIED, SATISFIED, DISSATISFIED or VERY DISSATISFIED with the Police Department's public relations in Portsmouth?

Very Satisfied (1)  
 Satisfied (2)  
 Dissatisfied (3)  
 Very Dissatisfied (4)  
 No Answer (9)

10.

8. Do you think that the Portsmouth Police Department's relations with the public have gotten BETTER or WORSE in the last year, or have they REMAINED ABOUT THE SAME?

Better (1)  
Same (2)  
Worse (3)  
No Answer (9)

---

11.

9. Do you think that the Portsmouth Police Department is fair in the way they enforce the law? Would you say that you are: VERY SATISFIED, SATISFIED, DISSATISFIED or VERY DISSATISFIED with the fairness of law enforcement by the Portsmouth Police?

Very Satisfied (1)  
Satisfied (2)  
Dissatisfied (3)  
Very Dissatisfied (4)  
No Answer (9)

---

12.

10. Have the Portsmouth Police done BETTER or WORSE in the last year with respect to fairness in enforcing the law, or have they REMAINED ABOUT THE SAME?

Better (1)  
Same (2)  
Worse (3)  
No Answer (9)

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13.

11. Do you think that the Portsmouth Police do a good job of providing aid for citizens in distress? Would you say that you are: VERY SATISFIED, SATISFIED, DISSATISFIED or VERY DISSATISFIED with the way Portsmouth Police respond to citizens who need help?

Very Satisfied (1)  
Satisfied (2)  
Dissatisfied (3)  
Very Dissatisfied (4)  
No Answer (9)

---

14.

12. Do you think that the Portsmouth Police have done a BETTER or WORSE job of helping citizens in distress in the last year, or have they REMAINED ABOUT THE SAME?

Better (1)  
 Same (2)  
 Worse (3)  
 No Answer (9)

15.

13. Are you satisfied with the job the Commonwealth Attorney's Office is doing in Portsmouth? Do you think they are doing a good job of prosecuting criminal offenders, or could they do a better job? Would you say that you are: VERY SATISFIED, SATISFIED, DISSATISFIED or VERY DISSATISFIED with the Commonwealth Attorney's Office?

Very Satisfied (1)  
 Satisfied (2)  
 Dissatisfied (3)  
 Very Dissatisfied (4)  
 No Answer (9)

16.

14. Have you noticed any change in the Portsmouth Commonwealth Attorney's Office in the last year or are they doing the same kind of job they've done in the past? Would you say that the Portsmouth Commonwealth Attorney's Office has done a BETTER or WORSE job in the last year, or have they REMAINED ABOUT THE SAME?

Better (1)  
 Same (2)  
 Worse (3)  
 No Answer (9)

17.

15. Are you satisfied with the way courts are sentencing offenders? Would you say that the courts are generally TOO SEVERE, TOO LENIENT or ABOUT RIGHT in the way that they are sentencing offenders?

Too Severe (1)  
 About Right (2)  
 Too Lenient (3)  
 No Answer (9)

18.

16. Have you noticed any change in the courts in the last year? Would you say that they are doing a BETTER job or a WORSE job of sentencing offenders, or have they REMAINED ABOUT THE SAME?

19.

- Better (1)
- Same (2)
- Worse (3)
- No Answer (9)

17. Do you think there are any major problems in law enforcement in Portsmouth?

20.

- Yes (1)
- No (2)
- No Answer (9)

(If Yes): What would you say are the major problems with law enforcement in Portsmouth?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

18. How safe do you feel being out alone in your neighborhood at night? Would you say that you feel VERY SAFE, SOMEWHAT SAFE, SOMEWHAT UNSAFE or VERY UNSAFE at night?

21.

- Very Safe (1)
- Somewhat Safe (2)
- Somewhat Unsafe (3)
- Very Unsafe (4)
- No Answer (9)

19. How about during the day? How safe do you feel being out alone in your neighborhood during the day? Would you say that you feel VERY SAFE, SOMEWHAT SAFE, SOMEWHAT UNSAFE or VERY UNSAFE during the day?

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 22.

Very Safe (1)

Somewhat Safe (2)

Somewhat Unsafe (3)

Very Unsafe (4)

No Answer (9)

20. How do you think your neighborhood compares with others in Portsmouth? Would you say it is MUCH LESS DANGEROUS, LESS DANGEROUS, ABOUT AVERAGE, MORE DANGEROUS or MUCH MORE DANGEROUS than most others?

---

 23.

Much Less Dangerous (1)

Less Dangerous (2)

About Average (3)

More Dangerous (4)

Much More Dangerous (5)

No Answer (9)

21. Have you had to contact the Portsmouth Police for assistance within the last two years?

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 24.

Yes (1)

No (2)

22. Have you ever heard of ICAP (Integrated Criminal Apprehension Program)?

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 25.

Yes (1)

No (2)

23. What is your age?

---

 26.

\_\_\_\_\_

24. What is your race?

---

 27.

black (1)

white (2)

other (3)

25. What is the highest grade in school you finished?

1 2 3 4 5 6 7 8 9 10 11 12 13 14 AA 15 16 BA Graduate Work

28.

26. What is your total family income from all sources?

Less than \$2,500  
 \$2,501 to 5,000  
 5,001 to 7,500  
 7,501 to 10,000  
 10,001 to 15,000  
 15,001 to 20,000  
 20,001 or more

29.

27. What is your occupation?

\_\_\_\_\_

30.

28. What kind of business is that in?

\_\_\_\_\_

31.

(INTERVIEWER CODED)

29. Respondent's Sex

Male (1)

Female (2)

32.



**END**