

DOMINION UNIVERSITY RESEARCH FOUNDATION

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

COMPREHENSIVE EVALUATION,
NORFOLK POLICE DEPARTMENT'S
INTEGRATED CRIMINAL APPREHENSION PROGRAM
Evaluation of Program Components

Authors

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John A. Livingstone, Research Assistant

FINAL REPORT

Prepared for the
Police Department
City of Norfolk, Virginia

Under
Law Enforcement Assistance Administration
Grant No. 78-DF-AX-0033

June 1979

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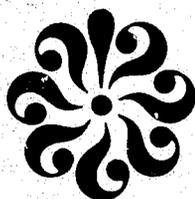
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Prepared for the
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City of Norfolk, Virginia 23501

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Under
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Submitted by the
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P. O. Box 6369
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I.

SUMMARY AND RECOMMENDATIONS
INTEGRATED CRIMINAL APPREHENSION PROGRAM, 1978-79
NORFOLK POLICE DEPARTMENT

SUMMARY AND RECOMMENDATIONS
INTEGRATED CRIMINAL APPREHENSION PROGRAM, 1978-79
NORFOLK POLICE DEPARTMENT

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

A. The Sector Command System

The First Division was initially very skeptical that the sector command system could meet its needs. Special assignments and a highly diverse jurisdictional area covering downtown Norfolk was presented as justification for continuing the platoon system of patrol. At the same time, the near complete lack of planning in the First served to exacerbate problems of resource management. In utilizing the sector command system, the Second Division provided a ready-made model for the First. This method of patrol management was clearly meeting the needs of the Second, and making for the effective management of patrol resources.

In October, 1978, the First Division adopted the sector command system, and has since shown considerable progress in the management of patrol resources. Flexibility in shifting patrol resources to where there is greatest need is now available. The fact that it should work so well where there was previously substantial skepticism serves to further substantiate its utility. The sector system has also helped the First Division adopt a planning mode which is essential for the effective management of patrol resources. It is now necessary to extend planning to include other police components such as the Criminal Investigation Division.

Recommendations

1. Regular planning procedures whereby problems are addressed and program alternatives identified must be strengthened. Planning

- should include supervisors with command staff wherever possible.
2. Linking crime analysis to directed patrol remains a continuing concern. Special attention should be directed to the need for fuller utilization of crime analysis information by patrol officers.
 3. A more systematized approach to the implementation of directed patrol should be instituted including a more thorough attempt to identify a full range of directed patrol strategies.
 4. The issue of prioritizing service calls requires more concerted action including a method of educating the public as to its utility.
 5. Though difficult to deal with, the problem of high turnover of patrol personnel should be addressed more systematically to identify strategies of dealing with this problem.

B. Case Report Review

Evaluation of Case Reports

Evaluation indicates that the basic components of the case report are better prepared for career criminal cases than for cases involving regular office defendants. The effect of the Career Criminal Program can be seen in improved case report preparation for offenders identified as career criminals. The following weaknesses in case report preparation were identified:

- . Some entries are difficult to read because of poor quality xeroxing. Copies of offense reports are particularly difficult to read. (Nearly one-quarter of the combined career criminal and office defendant cases included illegible copies of offense reports.)
- . Cover sheets and specific offense sheets could be improved if more complete information were provided on evidence

relevant to the case (e.g., whether or not a latent fingerprint match was taken in a burglary case).

- . Witness testimony tends to be very brief. Case events are often not related in detail or in chronological order.
- . The investigating officer's evaluation of the case and its possible defense seem to provide little additional information in many cases. Stock responses of "good" for case evaluation and "none" for the possible defense statement are the norm.

Efficiency of the Case Reporting System

Evaluation of the efficiency of the case reporting system is defined here as the extent to which the reporting system collects and presents desired information in a concise, expeditious, and non-repetitive manner. The four sheets constituting the basic case report plus the Detective Bureau Detention Sheet and the arresting officer's summary form were reviewed and repetitious requests for information identified. Major findings are as follows:

- . Information on the defendant is requested on three different sheets in the report -- the cover sheet, the arresting officer's summary form, and the Detective Bureau Detention Sheet.
- . Information on arrest is requested on three sheets -- the cover sheet, the arresting officer's summary form, and the Detective Bureau Detention Sheet.
- . Information on the search conducted is requested on two sheets -- the Detective Bureau Detention Sheet and the cover sheet.

- Information on accomplices is requested on two sheets -- the Detective Bureau Detention Sheet and the cover sheet.
- Information on evidence is requested on three sheets -- the cover sheet, specific offense sheets, and arresting officer's summary form.

In addition to identifying areas of repetition in requested information, a review of consistently omitted information was made in order to assess the effect of a repetitious reporting system on case report preparation. Findings indicate that the types of information most consistently omitted are evidentiary information and case summaries.

C. Crime Analysis

Recognizing that substantial progress is being made in organizing crime analysis operations and establishing procedures, the following comments and recommendations are submitted.

1. File Maintenance. Accurate, up-to-date maintenance of the extensive crime analysis files is the basic element in the operations. Since the system is entirely manual, adequacy of clerical support is critical. A shortfall in clerical support, either in terms of quantity or quality of personnel, is seriously disruptive of data collection without which patterns cannot be discerned. Analysis must be continual, uninterrupted, and supported by permanent, qualified clerical personnel.
2. Crime Category File. It is recommended that specific review be made of files on those crimes which are not considered susceptible to crime analysis (murder, arson, hit-and-run, assault, petty larceny, and larcenies other than from vehicle). This review should determine file

utility and applicability in light of the time and effort it takes to maintain them.

3. Capture of Vehicle Information. Field observation reports frequently include identification data on the vehicle operated by the person being interviewed. At present, there is no method to cross-check between the two types of reports to ascertain if a vehicle identified in a field interview has been involved in other suspicious circumstances. A separate vehicle file, cross-referenced to the field observations and field interviews, should be considered.
4. Cross-Referencing Information. The capacity to cross-reference information contained in queries about specific individuals with additional information received at a later date is not being realized until a second query occurs or the system is purged.
5. Coordination of Information Between Patrol Divisions. The Norfolk Police Department should consider further consolidation of crime analysis at the Headquarters level to improve the flow and use of information across all departmental units. However, this should be done with care so that over-consolidation will not break the vital link between analysis and patrol. Each patrol division should continue to operate with its own crime analysis unit.
 - a. Automation responsive to the specific needs of crime analysis represents a useful approach to improved coordination. A dedicated crime analysis system with on-site terminal capabilities at both patrol divisions would provide a means not only of coordinating patrol divisions, but of assuring a fuller utilization of crime analysis information.
 - b. More systematic coordination of the currently informal links between the two crime analysis units should be encouraged. For

example, the two units should cross-reference with each other on a monthly basis regarding those individuals who have generated two or more field interviews.

6. Title for Crime Analysis Bulletins. A distinct title should be used for those crime analysis bulletins which require return endorsement and reports of action taken by the two patrol divisions. This would give these forecasts greater visibility and separate them from more routine products.

D. Police - Prosecutor Relations

Survey of Prosecutors

The results of the prosecutors' survey indicated that the overall perceptions of police performance had improved during the period October 1977 - March 1979. A marked perception of improvement in Vice and Narcotics, Crimes vs. Persons, Offenses by Juveniles, and Crimes vs. Juveniles more than compensated for a perception of slightly reduced effectiveness in Property Crimes, Uniform Patrol, and Traffic Bureau. Further, prosecutors perceived a significant reduction in the number of cases weakened by some error or omission by the police. The October, 1977 survey reflected the opinion that 14.8% of the cases were so weakened, while the March, 1979 survey indicated that the percentile was 5.9.

Case Dispositions

Not guilty, nolle prosequi, and dismissals accounted for only 12.6% of cases tried at Circuit Court. In four out of twelve cases, witness problems accounted for dismissal, nolle prosequi, or a finding of not guilty.

As with District Court disposition, matters pertaining to victim-witnesses seem to account for the largest segment of cases which do not result

in a guilty finding. Five of the case files indicated evidentiary insufficiency but in only one case was the evidence gathered by the police ruled to be inadmissible. The evidence appears to indicate that criminal investigations should concentrate more heavily on victim-witness relationships as a way of improving performance.

E. District Profiles

The Second Division profiling is a valuable asset in familiarizing new personnel with their district and in providing a specific view of the overall area to supervisory personnel. There is some evidence, however, that information in the Second is not being fully utilized. Nor do patrol officers in the Second fully comprehend the purpose of profiling. The First Division format provides information tailored to emergency response which will be of value both to on-scene officers and to supervisors. The system as a whole represents a capability for informed monitoring of emergency situations for headquarters elements at the division and department levels.

Recommendations

1. Attention must be directed to the effective utilization of district profile information, and particularly for the planning of patrol strategies.
2. Patrol officers should be properly informed of the purposes of district profiling so that they will be more receptive and not view it as an unnecessary exercise..

F. Patrol Officer Performance Scale Development

An evaluation was made of the activities of Old Dominion University's Performance Assessment Laboratory and Norfolk Police Department personnel in development of a patrol officer performance scale and 15 additional scales designed

to evaluate the performance of Norfolk police officers. Findings and recommendations are as follows:

1. Performance scales were developed with the primary input of police officers to the neglect of other possible sources. Patrol officers' ideas about what constitutes an effective patrol officer could differ from those of their commanding officers, the public being served, and outside experts in the fields of police services and criminal justice. Input from these other sources could also be utilized.
2. Ensuring proper administration of the rating procedure requires a more thorough orientation for supervisors than can be provided by instruction sheets alone. Special orientations should be provided allowing questions and answers to assure a standardized method of application and to control for variations in interpretations.
3. Supervisors are concerned that written justifications of patrol officer performance ratings may adversely affect the supervisor-employee relationship. In addition, this phase of the rating procedure might result in less objective performance ratings since supervisors might adjust their ratings to avoid anticipated strains in relationship with officers being rated.
4. The effectiveness of rating procedures could be enhanced through continual monitoring by qualified and objective evaluators. Systematic and objective monitoring should detect the strengths and weaknesses of the rating processes and ensure that performance assessment results in a more efficient and professional police department.

II.

INTRODUCTION TO THE EVALUATION OF ICAP,
NORFOLK POLICE DEPARTMENT

INTRODUCTION TO THE EVALUATION OF ICAP,
NORFOLK POLICE DEPARTMENT

Evaluation of Norfolk's Patrol Emphasis Program (PEP) and the Integrated Criminal Apprehension Program (ICAP) has been conducted by the Center for Urban and Regional Research of Old Dominion University. The purpose of the evaluation effort has been to monitor and assess both the process and impact achievements of PEP (Phase I) and ICAP (Phase II).

A. Background: Phase I - Patrol Emphasis Program (PEP)

The principal methods used by the CURR evaluation team in evaluating PEP Phase I activities included the collection of baseline data on police attitudes and performance, and the monitoring of training activities as they affect police attitudes and behavior. More specifically, evaluation covered the following areas:

1. Two hundred man-hours of ride-along observation of patrol activities: time management, patrol dispatch, community relations, crime prevention, and resource allocation.
2. Pre-test and post-test measures of travel, training, and orientation activities of patrol managers, supervisors, and officers, focusing primarily on the degree to which training objectives were achieved in introducing crime analysis, community beat profiling, innovative patrol strategies, and resource allocation.
3. Perceptions, job attitudes, and self-image of patrol personnel.
4. Citizen perceptions of patrol officer performance, and degree of citizen satisfaction resulting from patrol force responses to called-for services.

5. Prosecutor perceptions and evaluations of the quality of case preparation resulting from the actions of Norfolk police personnel, including both investigators and patrol personnel.

B. Phase II - Integrated Criminal Apprehension Program (ICAP)

During ICAP Phase II, the Center for Urban and Regional Research continued to render on-going process evaluation of program activities. Where feasible, T₁T₂ studies were conducted using baseline data to show changes over time. Evaluation has covered the following areas.

1. Qualitative assessment of the Sector Command System focusing on planning, resource management, crime analysis, and directed patrol.
2. Content analysis of offense reports focusing on solvability factors.
3. Review and analysis of district profiles.
4. Review and assessment of crime analysis operations.
5. Assessment of criminal investigations management focusing on preliminary and followup investigations, including a content analysis of case files involving detective division and public prosecutors.
6. Assessment of job performance evaluation system -- performance scales, rating procedures, and implementation.

The material that follows is intended to convey the results of the Integrated Criminal Apprehension Program. For each of the subject areas, data, analysis, and summaries of findings are presented to assess progress and to identify problems.

The following individuals worked actively as members of the evaluation

team and share responsibility for the accuracy of the information provided:

Prof. Leonard Ruchelman	Principal Investigator
Prof. Leonard Dobrin	Research Associate
Prof. Garland White	Research Associate
Michele Rittenmeyer	Research Specialist
John A. Livingstone	Research Assistant

III.

THE SECTOR COMMAND SYSTEM

INTRODUCTION

The sector command system was instituted by the Norfolk Police Department in the Second Patrol Division in August, 1977, and in the First Patrol Division in October, 1978. Three sectors called red, green, and blue have been designated as the basic organizational jurisdiction for managing patrol. Each sector has a lieutenant who is the Sector Commander. The Precinct Captain holds his three sector commanders responsible for the continuous, 24-hour management of patrol force operations within their respective geographic sectors. This is in contrast to the platoon system where the Platoon Lieutenant is only responsible for his sector during his eight-hour work shift.

Rationale for the Sector Command System

The sector command system is generally recommended as a management tool which, if implemented correctly, could improve the efficiency and effectiveness of the patrol function. This is achieved in the following ways.

The sector command system more clearly fixes the shift-to-shift accountability for patrol force personnel and equipment than does the platoon system in that the sector commander is continuously responsible for the efficient deployment of patrol resources in his sector. The Division Commander holds each of his three sector commanders accountable on a 24-hour basis. It is the sector commander's continuing coordination through his patrol sergeants which makes for a concentrated and unified patrol force effort.

With his round-the-clock responsibility and the support provided by crime analysis, the sector commander becomes the most knowledgeable person in his sector on crime related problems. This expertise enables him to coordinate the shift-to-shift deployment of his sector's resources. In this way, also, directed patrol can be made effective: supervisors are in a better position to structure and assign patrol activities.

The sector commander's superior knowledge of his sector also gives him an improved basis for objectively evaluating his subordinates' performances. This facilitates the development of a performance-based evaluation system that is supportive of patrol force objectives. In short, the

sector commander is in a position to judge objectively the performance of his subordinates because he knows the kinds of activity to expect from each of the several districts which comprise his sector. Those platoon sergeants whose performance is superior will be clearly identifiable, as will be those whose performance is below average. This applies equally to the individual patrol officer who is regularly assigned to the same patrol district.

The sector command system enhances the responsibility of both lieutenants and sergeants because it places greater decision-making responsibility on both. Especially important is the change in who makes decisions about the work schedules and special requests of patrol personnel. Under the platoon command system, such decisions are made by the platoon lieutenant who has a pool of around 40 patrol officers on which to draw in order to keep his three sectors well "covered" while responding to requests for days off, furloughs, and special details which remove patrol officers from their assigned patrol districts. Under the sector command system, such personnel decisions rest primarily with the platoon sergeant whose pool of manpower is only about one-third that of the lieutenant. This smaller pool (10 to 13 officers) tends to reduce the flexibility of shifting work assignments on short notice, and calls on the platoon sergeant to make the "difficult" decisions; that is, he must deny some requests from his subordinates in order to maintain an adequate force. No longer can the sergeant "buck" such decisions to the platoon lieutenant.

Criteria Measures for Evaluating the Sector Command System

The rationale presented above provides the basis for evaluating the sector command system and comparing it to the platoon system. As previously noted, the First Division instituted the platoon system approximately one year before the Second Division instituted the sector command system. Criteria measures to gauge effectiveness are as follows:

1. Crime analysis and directed patrol: Utilization of directed patrol strategies as based on crime analysis.
2. Decision-making and planning: Evidence of planning in the use of patrol resources and the degree of participation of police officers in decision-making.
3. Performance oversight: Evidence of improved oversight and supervision of patrol personnel.
4. Resources management: Evidence of efficiently allocating patrol resources in equipment and men.

The descriptive evaluations presented below are based on interviews with the command staff, supervisory personnel, and a sampling of patrol officers in each division.

EVALUATION

Crime Analysis and Directed Patrol

Both the First and Second Divisions report an increasing reliance on crime analysis as the basis to implementing directed patrol. Commanders and supervisory staff reflect a positive attitude towards crime analysis as a necessary source of information for improved crime control. The fact that "hits" have been made lends credibility in their eyes. One question is how to structure a fuller utilization of crime analysis services for patrol officers. One important factor is the location of the crime analysis unit. The crime analysis unit in the Second Division is accessible to patrol officers on the first floor of the station house. In the First Division, the crime analysis unit was initially on the third floor near the "top brass." This tended to discourage use by patrol officers. Since its transfer to the first floor, it is evident that patrol officers are now more inclined to use crime analysis.

The First Division has been utilizing C-runs (concentrated patrol runs) and D-runs (deterrent runs). D-runs are utilized infrequently. C-runs are relied upon for special events which occur fairly frequently in the First Precinct. It is not clear that actual use of C-runs in the First Division compares on most occasions with the purposes of directed patrol as a crime control measure. The concept of directed patrol as applied is vague. The Second Division does not utilize C-runs or D-runs. Rather, pattern identification and probability forecasting are relied upon to target "hot" areas. Each sergeant generates his own plan. Examples of strategies used are stake-outs, deployment of police officers in civilian clothes, or the placement of officers on

roofs. By and large, linkages between crime analysis and directed patrol could be strengthened through increased utilization of crime analysis information by patrol officers. Only perfunctory use is made of daily bulletins.

Resource Management

The First Division has been short of patrol personnel and this has affected the management of patrol resources. A basic contingent of 144 street patrol officers is necessary to adequately carry out patrol duties. There are presently about 125 street patrol officers. This shortage is further exacerbated by a high turnover of personnel and a shortage of police cars. Those cars in service have been wearing down.

In addition, the First Division has a number of fixed commitments for patrol officers in the downtown area which detract from the flexibility of utilizing patrol resources. These commitments include:

- Three officers to the court, five days per week.
- Three officers to the booking office, seven days per week.
- Two Church Street walking beats, seven days per week.
- One Granby Mall walking beat, 9:00-6:00, six days per week.
- One officer to City Council meetings every Tuesday.

In addition to these regular details, additional patrol units are detailed to the Scope complex when events there are sold out. Also, there are periodic festivals, parades, boat shows, and other public events which take place in the First Precinct. Flexibility is further reduced in the First by the fact that sergeants are utilized for bookings and for administering breathelizer tests.

Prior to October 2, 1978, the First Division was organized around the platoon system. First Division supervisors explained that the concept of a 24-hour-a-day command responsibility was not feasible because of extra assignments in the First Division and the heavy reliance on sergeants for other duties. Supervisors stated that before the sector command system could be introduced, there would have to be an in-depth reconsideration of work load assignments. To be

noted, however, is that the present platoon system was not meeting the special work needs of the First Division. Some alternative plan for the management of patrol resources remained to be identified.

Though the Second Division had also been experiencing high turnover of personnel, work management problems were much less severe here than in the First. In utilizing the sector command system, supervisors were given sufficient flexibility to assign personnel to meet extra duties and fill in gaps as they arise. (Extra assignments are not nearly as heavy in the Second Division as they are in the First, however.) Consequently, the First Division also converted to the sector system which allows commanders in three sectors to assume 24-hour round-the-clock responsibility. Supervisors state that they now have greater flexibility in shifting patrol personnel between platoons to target on special needs. Where there was previously great concern about the capabilities of the First Division in meeting all manpower assignments, that concern has since been considerably moderated.

Another matter to be addressed is the need for some system of stacking and prioritizing service calls as a way of relieving the pressure for manpower. A directive from Chief Grant specifies that non-emergency calls for service do not automatically require the immediate dispatch of a patrol unit. The dispatcher may temporarily delay for up to 15 minutes the dispatch of such radio messages during periods of heavy demand for police services which are more serious in nature. Both patrol divisions reflect ambivalence on how to make this operational without inciting a negative response from the public. Further planning is necessary, particularly on how to educate the public on the need to prioritize calls for service.

Decision-Making and Planning

Prior to the introduction of the sector command system, the First Division had only one planning meeting which took place on May 23, 1978. In spite of a range of problems in managing patrol resources, the First Division had been neglectful in adopting an effective planning mode. Since the introduction of the sector command system in October, 1978, a more concerted planning effort to identify options in patrol management has become evident. Monthly breakfast meetings of the command staff now occur on a regular basis. Captain and lieutenants also meet two or three times weekly on operational strategies. Some experimentation has taken place involving planning meetings with sergeants and corporals on a voluntary basis. Rap sessions with patrol personnel take place once a week -- the equivalent of once every 28 days for each individual patrol officer.

In contrast to the First Division, the Second Division has been committed to the sector command system from the beginning. The supervisory staff attributes many benefits to this system. Personnel are more aware of what is happening in their sector as well as in the whole precinct. This is achieved through rap sessions which take place regularly, crime analysis, monthly breakfast meetings, and participative planning among all officers. A sampling of responses from patrol officers appears to confirm this. In addition, the fact that the sector lieutenant is not always present during daily operations forces greater responsibility on the sergeants and corporals and contributes to their professional development as decision-makers.

Performance Oversight

The First Division was previously reluctant to accept the sector command system primarily because they believed the work load was too heavy with regard to extra assignments cited earlier. The feeling was that lieutenants should

be on duty in the station house to make decisions as events occur, otherwise supervision would be diluted where the lieutenant was not present.

Since adopting the sector command system, the First Division command no longer subscribes to these ideas which were inherent in the old platoon system of patrol management. Performance oversight is now much more effective than was previously the case. Sergeants and corporals are not as likely to pass the buck to the lieutenant in the course of making supervisory decisions. Thus supervisors can be better assessed on the basis of their capabilities. Patrol officers know that they are accountable to the sergeant, and lines of communication have been clarified. In addition, sector commanders feel they are more aware of what is actually happening in their sectors because they must take ultimate responsibility for the management of personnel and equipment.

CONCLUSIONS AND RECOMMENDATIONS

The First Division was initially very skeptical that the sector command system could meet its needs. Special assignments and a highly diverse jurisdictional area covering downtown Norfolk was presented as justification for continuing the platoon system of patrol. At the same time, the near complete lack of planning in the First served to exacerbate problems of resource management. In utilizing the sector command system, the Second Division provided a ready-made model for the First. This method of patrol management was clearly meeting the needs of the Second, and making for the effective management of patrol resources.

In October, 1978, the First Division adopted the sector command system, and has since shown considerable progress in the management of patrol resources. Flexibility in shifting patrol resources to where there is greatest need is now available. The fact that it should work so well where there was previously substantial skepticism serves to further substantiate its utility.

The sector system has also helped the First Division adopt a planning mode which is essential for the effective management of patrol resources. It is now necessary to extend planning to include other police components such as the Criminal Investigation Division.

Recommendations

1. Regular planning procedures whereby problems are addressed and program alternatives identified must be strengthened. This should include supervisors with command staff wherever possible.

2. Linking crime analysis to directed patrol remains a continuing concern. Special attention should be directed to the need for fuller utilization of crime analysis information by patrol officers.

3. A more systematized approach to the implementation of directed patrol should be instituted including a more thorough attempt to identify a full range of directed patrol strategies.

4. The issue of prioritizing service calls requires more concerted action including a method of educating the public as to its utility.

5. Though difficult to deal with, the problem of high turnover of patrol personnel should be addressed more systematically to identify strategies of dealing with this problem.

IV.
CASE REPORT REVIEW

SUMMARY

Although the Career Criminal Program has resulted in higher quality reports for cases involving career criminals, the presentation of certain types of information could be improved. Better case summaries and more complete evidentiary information could improve case report quality. Overall quality could also be improved with revision of the reporting system. The four page case report system now used is repetitive and does not encourage the concise communication of pertinent facts. One possible option, a cover sheet check-list and xeroxed copies of relevant entries, has been suggested within this report. A revised reporting system and uniformly implemented procedure should eliminate repetition and assist in more thorough case construction.

NORFOLK ICAP CASE REPORT REVIEW

Introduction

This evaluation was designed to examine the administrative component of the police-prosecutor relationship, specifically, the quality of case report preparation for cases submitted to the Commonwealth's attorney by the Norfolk Police Department. Two types of case reports were evaluated: career criminal cases and cases involving regular office defendants (felony offenders not identified as career criminals). Given the emphasis on career criminal prosecution in ICAP, it was hypothesized that the quality of case reports for career criminal cases would be better than the quality of case reports for office defendants. The Career Criminal Program was implemented to identify repeat felony offenders who meet certain criteria for identification as career criminals with the objective of preparing their cases for special prosecutorial attention. The quality of these case reports should, then, reflect the effects of a cooperative effort of the Norfolk Police Department and the Norfolk Commonwealth's Attorney's Office. A comparison of these two samples should also identify those areas of the case reports which are being adequately prepared and those which need improvement.

The following description distinguishes the career criminal from the regular office defendant. Defendants are identified as career criminals by a board of three Commonwealth's attorneys. A defendant may be recommended to the board for identification if his prior record falls into one or more of the following categories:

- Two prior felony convictions,
- one prior felony conviction and two or more pending felony charges,
- one prior felony conviction and present crime committed while the defendant is on bail, parole, or probation;

1. One point was assigned if the entry was missing or grossly incomplete based upon one or more major omissions.
2. Two points were assigned if the entry was basically complete with one or more minor omissions.
3. Three points were assigned if the entry was complete with no omissions.

Entries which were not applicable to a given case were not considered when calculating scores for parts I through III or for total case report scores. After scoring each entry, the three sections were weighted as to their importance to cases pending preliminary hearing. Part I entries were considered to be the most important entries since they provide basic information necessary to case construction (i.e., information on the defendant, arrest, evidence, witness testimony and summary of the case). Part II entries, although also important, were not weighted as heavily because they serve to substantiate and embellish the basic facts presented in Part I but are usually not considered essential prior to preliminary hearing. Part III entries were given the least weight. These entries, although supportive, are not essential until a case has gone beyond the preliminary hearing.

	<u>Maximum Possible Score</u>
Part I - Primary Essential Entries	300
Part II - Secondary Entries	200
Part III - Supportive Entries	<u>100</u>
Total Score	600

A separate evaluation of entry legibility was also conducted. These findings appear on pages 6 and 7.

- no prior felony convictions but five or more misdemeanor convictions for crimes of moral turpitude,
- one previous conviction for murder, rape, robbery, or malicious wounding and a subsequent arrest for any of the above;
- if a suspect who has a prior felony record is charged with a felony and there is sufficient cause for the law enforcement officer and at least two screening assistants to believe that the suspect is a continuing threat to society, then the suspect is designated a career criminal.

During the course of the investigation, NPD investigating officers and the Commonwealth's Attorney's Career Criminal Division routinely run checks of the defendant's criminal record. If this check indicates that the defendant's record meets the criteria for career criminal identification, his file is forwarded to the screening board which decides to accept or reject this identification. Their decision is designated on a card enclosed in the defendant's case file.

The Case Report Review Objectives

The case report review has three objectives:

1. To evaluate the quality of case reports prepared by investigating officers of the Norfolk Police Department for submission to the Commonwealth's attorney, and to assess the difference in the quality of case report preparation for career criminal cases vs. cases involving regular office defendants. It is hypothesized that the objectives of the Career Criminal Program will result in better quality case report preparation of career criminal cases.
2. To evaluate the efficiency of case reporting for both career criminal and office defendant cases.
3. To identify reporting procedures which could improve overall case report quality.

Methodology

Sample Selection

During December of 1978 and January of 1979, forty-four (44) of the sixty-two (62) career criminal cases occurring during 1978 which had re-

ceived final dispositions were chosen for the career criminal sample. The office defendant sample, drawn during the same period, consists of fifty (50) randomly selected cases pending preliminary hearing. This sample was drawn from approximately two hundred and sixty-four (264) cases scheduled for preliminary hearing during the month of January, 1979.

Since the policy for case report preparation and referral for prosecution dictates that reports be in the Commonwealth's attorney's office five days prior to preliminary hearing, the random selection of office defendant cases was restricted to those cases for which reports had been prepared during the period of data collection.

For the purpose of comparing equivalent samples, only those items which are generally included in a case report prior to preliminary hearing were evaluated. Particular attention was given to the four-sheet case report comprised of (page 1) cover sheet, (page 2) specific offense type sheet, (page 3) witness testimony sheet, and (page 4) summary sheet (including probable cause, possible defense, case evaluation, and summary statements).

Evaluation of the Case Report

The instrument used to evaluate the case report sample was designed with the assistance of a Norfolk Commonwealth's attorney to reflect the general expectations of adequate case file preparation. The Case Report Review Evaluation form is divided into three sections containing information categories the use of which depends upon the type of offense involved. Case report entries were scored as to the presence or absence of expected information and the degree of completeness. Each entry was scored using a 3-point system. The criteria used to assign points follows.

Evaluation of the Case Reporting System

In addition to evaluation of the case reports in the samples, the samples were further analyzed to determine the efficiency of the present case reporting system. This part of the evaluation was designed to identify frequent omissions or repetitions of information on the four-page report initially prepared by investigating officers for use in prosecution. Four pages -- (1) the case report cover sheet, (2) specific offense report sheet, (3) witness statement sheet, and (4) summary sheet -- constitute the case report at the initial stage of the prosecutorial process where the case is prepared prior to preliminary hearing. An additional form is often included at this initial stage of case preparation. The Detective Bureau detention sheet which incorporates the personal property receipt was also reviewed using the same evaluative criteria. Finally, a less frequently submitted form, the arresting officer's summary form, was evaluated since it is one of the most repetitious forms included in the case report and is sometimes attached prior to the preliminary hearing.

All ninety-four (94) cases in the two samples were reviewed to identify patterns of repetition or omission that might suggest those areas of information which could be more concisely and efficiently reported. Initial discussion with Commonwealth's attorneys indicated that a checklist sheet which itemized information entries relevant to the case accompanied by xeroxed copies of those entries would be preferable to the present four-page form reporting system. A quick scan of these four sheets indicates that certain areas of information are repeated from one sheet to the next. It was decided that in addition to identifying patterns of repetition on the forms, checking the sample for omitted information

could reflect the investigating officers' attempts to minimize the repetition inherent in the format of the sheets comprising the case report. The results of a more thorough review reported on pages 19 to 26-verified that assumption.

Presentation and Analysis of Findings

The evaluation for both samples is presented in percentage breakdowns indicating the degree of completeness and legibility of information for each report entry. Table 1 presents those case report entries which were rated "difficult to read" in percentages for both career criminal and office defendants. Entries not shown in the table were rated "easy to read."

Table 1
OFFICE DEFENDANT AND CAREER CRIMINAL CASE ENTRIES
WHICH WERE RATED "DIFFICULT TO READ" PRESENTED IN PERCENTAGES

	Career Criminal Case Reports (Total N=44)		Office Defendant Case Reports (Total N=50)	
	%	N	%	N
Arresting officer's hand-written/typed summary	5	2	4	2
Offense report	22	10	14	7
Defendant statement	3	1	--	--
Page Four				
Summary	3	1	--	--
Probable cause	3	1	--	--
Possible defense	3	1	--	--
Evaluation of case	3	1	--	--
Case report cover sheet	3	1	--	--
Copy of search report	--	--	2	1
Check squad complaint form	--	--	4	2
Detective Division detention form	--	--	2	1
Arresting officer's summary form	--	--	2	1

Table 1 indicates that the entry for both samples most difficult to read was the offense report (22% of career criminal cases, 14% of office defendant cases). Less than 10 percent of each of the other entries were rated difficult to read for both samples. Entries were difficult to read because of poor quality xeroxing.

Table 2 presents the percentage of cases given the rating of 1, 2, or 3 for each item of the case report. Table 2 indicates that although a majority of Primary Essential Entries (Part I) were evaluated as complete, the three-point rating for Part I entries is a good deal higher for the career criminal sample. Only two entries in this sample showed that more than 10 percent of these forms were missing or grossly incomplete -- a one-point rating. These entries were the Cover Sheet (11%) and the Specific Offense Sheet (also 11%). All other entries showed less than 10 percent as missing or grossly incomplete. In contrast, seven entries in the office defendant sample revealed that 10 percent or more received the low one-point rating.

- Specific Offense Sheet: (32%)
- Witness Testimony: (14%)
- Summary: (24%)
- Probable Cause: (18%)
- Evaluation of the Case: (20%)
- Possible Defense: (18%)
- Offense Report: (10%)

The disparity in Part I entry ratings for the two samples is again evident for the percentage of entries given the three-point rating (complete with no omissions). Five of the Part I entries in the career criminal sample had between 52 and 82 percent evaluated at three points. Three Part I entries in the office defendant sample were evaluated at three points within this range.

Table 2

EVALUATION OF CASE REPORTS BY CAREER CRIMINAL AND OFFICE DEFENDANT SAMPLES

Part I <u>Primary Essential Entries</u>	Information Entry Was:															
	Missing or grossly incomplete (1 point)				Present with omissions (2 points)				Complete (3 points)				Not applicable (not included in scoring)			
	Career Criminals		Office Defendants		Career Criminals		Office Defendants		Career Criminals		Office Defendants		Career Criminals		Office Defendants	
	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N
Cover Sheet	11	5	8	4	57	25	62	31	32	14	30	15	0	0	0	0
Specific Offense Sheet	11	5	32	16	54	24	50	25	34	15	18	9	0	0	0	0
Witness Testimony	9	4	14	7	54	24	50	25	36	16	32	16	0	0	4	2
37 Summary	9	4	24	12	29	13	36	18	59	26	30	15	2	1	10	5
Probable Cause	4	2	18	9	18	8	24	12	77	34	58	29	0	0	0	0
Evaluation of Case	2	1	20	10	20	9	34	17	77	34	46	23	0	0		
Possible Defense	9	4	18	9	36	16	30	15	54	24	52	26	0	0	0	0
Offense Report	7	3	10	5	23	10	2	1	68	30	82	41	2	1	6	3
Part II																
<u>Secondary Entries</u>																
Detective Division Detention Sheet	11	5	4	2	14	6	22	11	75	33	74	37	0	0	0	0
Arresting Officer's Summary Form	57	25	78	39	9	4	6	3	32	14	16	8	2	1	0	0
Evidence Voucher Form	4	2	12	6	0	0	32	16	41	18	56	28	54	24	0	0

Table 2
EVALUATION OF CASE REPORTS BY CAREER CRIMINAL AND OFFICE DEFENDANT SAMPLES (cont.)

Part II

Information Entry Was:

Secondary Entries (cont.)	Missing or grossly incomplete (1 point)				Present with omissions (2 points)				Complete (3 points)				Not applicable (not included in scoring)			
	Career Criminals		Office Defendants		Career Criminals		Office Defendants		Career Criminals		Office Defendants		Career Criminals		Office Defendants	
	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N
Voucher Form	11	5	10	5	0	0	28	14	30	13	62	31	59	26	0	0
Personal Property Receipt	7	3	2	1	2	1	2	1	84	37	86	43	7	3	10	5
Legal Rights Form	14	6	8	4	0	0	4	2	86	38	82	41	0	0	6	3
Defendant Statement	2	1	4	2	4	2	2	1	39	17	26	13	54	24	68	34
Defendant Confession	2	1	0	0	0	0	0	0	39	17	38	19	59	26	62	31
Criminal Photos	0	0	0	0	0	0	0	0	4	2	8	4	96	42	92	46
Search Warrant Affidavit	2	1	4	2	0	0	2	1	9	4	10	5	89	39	84	42
Photos for Other than Criminal ID	7	3	6	3	0	0	0	0	16	7	10	5	77	34	84	42
Fingerprints	0	0	2	1	0	0	0	0	9	4	6	3	91	40	92	46
Career Criminal ID Card*	0	0			0	0	0	0	0	0	92	46	100	44	8	4

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*Although the career criminal ID card is prepared by the Commonwealth's attorney's career criminal division it was included in the evaluation since it is an integral part of the cooperative effort made in the career criminal program between the police department and the prosecutors.

Table 2

EVALUATION OF CASE REPORTS BY CAREER CRIMINAL AND OFFICE DEFENDANT SAMPLES (cont.)

Part III

Information Entry Was:

Supportive Entries (cont.)	Missing or grossly incomplete (1 point)				Present with omissions (2 points)				Complete (3 points)				Not applicable (not included in scoring)			
	Career Criminals		Office Defendants		Career Criminals		Office Defendants		Career Criminals		Office Defendants		Career Criminals		Office Defendants	
	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N
Diagram of Corpse	0	0	0	0	0	0	0	0	2	1	2	1	98	43	98	49
Report of Medical Exam	0	0			0	0			4	2	2	1	95	42	98	49
Forensic Report	0	0	0	0	0	0	0	0	1	2	0	0	98	43	100	50
Copy of Search Report	0	0	0	0	0	0	0	0	0	0	2	1	100	44	98	49
39 Major Case Report-Notification of Special Incident	0	0	0	0	0	0	0	0	0	0	4	2	100	44	96	48
Calendar - Clip Info Sheet	0	0	0	0	0	0	0	0	0	0	2	1	100	44	98	49
Supplement to Offense Report	0	0	0	0	0	0	0	0	0	0	2	1	100	44	98	49
Career Criminal ID Request	0	0	0	0	0	0	0	0	4	2	2	4	95	42	96	48
Check Squad Complaint Form	0	0	2	1	0	0	0	0	2	1	8	4	98	43	90	45
Copy of Notification of Worthless Check	0	0	0	0	0	0	0	0	4	2	2	1	95	42	98	49
Arrest Warrant	0	0	0	0	0	0	0	0	0	0	0	0	100	44	100	50
Request for Lab Exam	0	0	0	0	0	0	0	0	0	0	14	7	100	44	86	43

Table 2
EVALUATION OF CASE REPORTS BY CAREER CRIMINAL AND OFFICE DEFENDANT SAMPLES (cont.)

Part III

Information Entry Was:

<u>Supportive Entries</u>	Missing or grossly incomplete (1 point)				Present with omissions (2 points)				Complete (3 points)				Not applicable (not included in scoring)			
	Career Criminals		Office Defendants		Career Criminals		Office Defendants		Career Criminals		Office Defendants		Career Criminals		Office Defendants	
	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N
Arresting Officer's Summary Form	7	3	0	0	27	12	14	7	14	6	12	6	52	23	74	37
Request for Fingerprint Exam.	0	0	0	0	2	1	0	0	7	3	4	1	91	40	96	48
Drawing of Crime Scene	0	0	0	0	0	0	0	0	2	1	2	1	98	43	98	49
BFS - Submission Evidence Form	0	0	0	0	0	0	0	0	2	1	0	0	98	43	100	50
40 Para-Medical Service Death Rpt.	0	0	0	0	0	0	0	0	2	1	2	1	98	43	98	49
Autopsy Report	0	0	0	0	0	0	0	0	4	2	2	1	96	42	98	49
Identification of Body Form	0	0	0	0	0	0	0	0	2	1	4	2	98	43	96	48
Evidence Inventory/Line-up Form/Forgery Affidavit	0	0	0	0	0	0	0	0	4	2	2	1	96	42	98	49
Copy of Forged Check/Stolen Property Receipt	0	0	0	0	0	0	0	0	4	2	12	6	96	42	88	46
Approval to Search	0	0	0	0	0	0	0	0	4	2	0	0	96	42	100	50
Certificate of Analysis-Lab Report	0	0	0	0	0	0	0	0	7	3	16	8	93	41	84	42

Differences between the two samples were less evident for the Part II, Secondary Entries. Again a majority of entries received high evaluations (two or three points) for both samples with one exception. Over one-half of the arresting officer's summary forms in the career criminal sample (57%) were missing or grossly incomplete; over three-quarters of these forms (78%) received this evaluation in the office defendant sample.

As explained earlier, the Part I entries are most essential to the case report. Part II entries are of somewhat secondary importance. Part III, Supportive Entries, are optional to many cases. This is reflected in the high percentage of Part III entries designated as "not applicable" in both samples.

In order to assess any difference in the quality of case reports for career criminals and office defendants, mean scores for each of the three parts, and the total score (combined scores of Parts I through III), have been calculated for both samples.

Table 3 shows that the greatest difference in mean score between the two samples is in Part I, Primary Essential Entries. The mean score was approximately twenty points higher for the career criminal sample. The only mean score for office defendants that was appreciably higher (9 points) was in Part III, Supportive Entries, which are optional. Part II mean scores were approximately the same for both samples (170 for career criminals, 171 for office defendants).

Table 3
COMPARISON OF SCORES FOR PARTS I, II, III, AND TOTAL SCORES FOR
CAREER CRIMINALS AND OFFICE DEFENDANTS

	<u>Career Criminal Mean Score</u>	<u>Office Defendant Mean Score</u>	<u>Maximum Score</u>
Part I	247*	226*	300
Part II	170	171	200
Part III	<u>53</u>	<u>62</u>	<u>100</u>
Total	470	459	600

*Statistically significant at the .01 level

The twenty-one-point difference between Part I scores for office defendants and career criminals was found to be statistically significant using a t-test comparison of mean scores for both groups. Using a one-tail test of significance, the difference between the Part I mean scores is statistically significant at .006. Mean scores were not statistically significant for Part II, III, or for the total. These findings indicate that the most essential entries in the career criminal case reports -- the Cover Sheet, Specific Offense Sheet, Witness Testimony Sheet and Summary Sheet -- are better prepared for career criminal cases than for cases involving office defendants.

To identify the possible reasons for variance in case scores, both samples were combined and analyzed in the aggregate. Any possible variation would be revealed in the mean total score based upon the type of offense committed (Table 4).

Table 4
COMBINED CAREER CRIMINAL AND OFFICE DEFENDANT
MEAN CASE REPORT TOTAL SCORES BY TYPE OF OFFENSE

	Total Sample		Mean Total Score	Maximum Score
	%	N		
Robbery/Grand Larceny	18	17	487	600
Burglary	22	21	439*	600
Homicide	7	7	536**	600
Larceny - Auto	6	6	468	600
Check/Forgery - Worthless	12	12	462	600
Possession of Drugs with Intent to Distribute	22	21	462	600
Malicious Wounding	5	5	447	600
Miscellaneous	3	3	390	600
Rape	2	2	489	600

*Statistically significant at the .05 level of significance

**Statistically significant at the .01 level of significance

(The standard deviation of mean scores for those offense types which were statistically significant follows: homicide - 51.36, all other offense types - 72.08; burglary - 75.32, all other offense types - 70.45.)

The mean total score for homicide cases was the highest of any offense type (536). A t-test comparison of mean scores yielded a 77-point difference between the mean total score for burglary cases, which received the second lowest mean score of any offense type (439), and the mean total score for cases of all other offense types. The 33-point difference between the mean total score for burglary cases and the mean total score for cases of all other offense types is statistically significant at .045. Differences between total mean scores for other offense types were not statistically significant. Although miscellaneous cases received the lowest mean score of any offense type (390), these cases constituted only 3 percent of the total sample. The possibility that miscellaneous cases were given the least attention in case file preparation could more adequately be determined if there were more of them in the sample.

These findings also indicate that homicide cases are better prepared than cases involving other offenses.* In contrast, burglary cases are not as well prepared as other types of cases.

Efficiency of the Case Reporting System

This section of the evaluation discusses the efficiency of the present case reporting system. Efficiency is defined here as the extent to which the reporting system collects and presents the desired information in a concise, expeditious, and non-repetitive manner. Case screening in Norfolk is implemented in a step-wise fashion at each level of the judicial process. All cases are initially screened at the preliminary hearing level. It is at this step that the decision is made to refer a case to the Grand Jury and further prepare it for either eventual prosecution, nolle prosequere, or another form of disposition.

*These findings must be interpreted with caution given the relatively small number of cases in the homicide category.

This system results in large case loads at the preliminary hearing level for both investigating officers and Commonwealth attorneys. These large case loads result in increased paper work for officers preparing the case reports. Thus a non-repetitive system of reporting is essential for disposing a large volume of cases.

Review of the cases sampled indicates that no uniform procedure is employed to fill out the four sheets which are basic to the case report. Officers on occasion indicate that a piece of information is not relevant to a case by filling in "N/A" (not applicable); however, the general trend is to leave entries blank. Thus, no clear distinction can be made as to whether the information called for is irrelevant or overlooked. Identical requests for information on the defendant may be entered on more than one form or not depending on the habit of a particular investigating officer. Although Commonwealth's attorneys have indicated in discussion that they assume information left blank is not relevant, no written procedure exists to verify this assumption. Since there is no existing written procedure mandating an entry of N/A, reporting officers could be choosing to ignore entries which are irrelevant or repetitious in reaction to a reporting format that does not lend itself to a concise reporting of pertinent information.

This review of the case reporting system was designed to identify those areas of the reporting system which are repetitious and extraneous. Two methods have been used: (1) Identification of repeated requests for information on pages 1, 2, and 4 of the case report, as well as on the Detective Bureau Detention Sheet and the Arresting Officer's Summary Form.* These components of

*Page 3 of the case report, the Witness Testimony Sheet, was not considered here since no other case report form requests information called for on Page 3.

the case report were identified as the most repetitious in requesting information at an early stage of the evaluation. (2) Identification of patterns of consistent omissions in these five case report forms are used as an indicator of how the present reporting system is used by investigating officers who must handle large monthly case loads. Table 5 identifies repetitions of information requests on these five forms by type of information requested and type of form.

Table 5

REPETITIONS OF INFORMATION REQUESTED ON PAGES 1, 2, AND 4*
OF THE CASE REPORT, THE DETECTIVE BUREAU DETENTION SHEET,
AND THE ARRESTING OFFICER'S SUMMARY FORMS

("R" signifies repetition of information)
("O" signifies this information is not requested)

<u>Sheet/Form</u>	TYPE OF INFORMATION						
	<u>Information on Defendants</u>						
	Name	Address	Race	Sex	Date of Birth	Age	
Case report cover sheet (page 1)	R	R	R	R	R	R	
Arresting officer's summary form	R	O	R	R	R	R	
Detective Bureau Detention Sheet	R	R	R	R	R	R	
	<u>Information on Arrest</u>						
	Date	Time	Location	Name of Arresting Officer	Name of Unit Bringing Def. to Det. Div.	Date	Time
Case report cover sheet (page 1)	R	R	R	R	O	O	O
Arresting officer's summary form	R	R	R	R	R	R	R
Detective Bureau Detention Sheet	R	R	R	R	R	R	R

*The page 3 Witness Testimony Sheet was not considered here since no other case report form requests information called for on page 3.

Table 5 (cont.)

REPETITION OF INFORMATION REQUESTED ON PAGES 1, 2, AND 4
OF THE CASE REPORT, THE DETECTIVE BUREAU DETENTION SHEET,
AND THE ARRESTING OFFICER'S SUMMARY FORMS

("R" signifies repetition of information
("O" signifies this information is not requested)

<u>Sheet/Form</u> (cont.)	TYPE OF INFORMATION			
	<u>Information on the Search Conducted</u>			
	Name of Officer Conducting Search		Location of Search	
Detective Bureau Detention Sheet	R		R	
Arresting Officer's summary form	R		R	
	<u>Information on Accomplice</u>			
	Name of Accomplice			
Case report cover sheet (1)	R			
Detective Bureau Detention Sheet	R			
	<u>Information on Evidence</u>			
	Evidence Held/None	Evid. Recovered Date/Time/Location	Name of Person Recovering	Type of Evidence Recovered
Case report cover sheet (1)	R	R	R	R
Specific offense sheet (page 2)				
Controlled drugs case report	R	R	R	R
Burglary case report	R	R	R	R
Homicide case report	R	R	R	R
Malicious wounding case report	R	R	R	R
Auto squad case rpt.	R	R	R	R
Miscellaneous case report	R	R	R	R
(cont.)				

Information on Evidence (cont.)

<u>Sheet/Form</u> (cont.)	Evidence Held/None	Evid. Recovered Date/Time/Location	Name of Person Recovering	Type of Evidence Recovered
Rape case report	R	R	R	R
Check case report	R	R	R	R
Arresting officer's summary form	0	0	R	0
<u>Summary of Events and Case/ Summary of Circumstances Relative to Arrest</u>				
Arresting officer's summary form		R		
Summary sheet (page 4)		R		

If both the arresting officer's summary form and page 4 of the summary sheet are included in a case report the same information is repeated in the summary section on both forms or appears on one and is omitted from the other. Also, there is a tendency for some officers to use the page 3 witness sheet for information which belongs on the summary, page 4, sheet.

Table 5 above lists six categories of information under which requests for specific information is repeated in the case report. A summation of this table follows:

- Information on the defendant is requested on three different sheets in the report.
- Information on arrest is requested on three of the case report sheets.
- Information on the search conducted is requested on two sheets.
- Information on the accomplice is requested on two sheets.
- Information on evidence is requested on ten sheets.
- A summary of the case appears on two sheets.

Omissions of Information

The following discussion illustrates the effect of repeating such information within the case report. The ninety-four cases which were evaluated and scored as to quality were also studied for omissions of information. As hypothesized earlier, these omissions could be attributed to the reporting officer's reaction to the reporting system rather than negligence or carelessness. Officers could be attempting to adjust to a repetitious reporting system by omitting information which is extraneous or appears within the report more than once.

All ninety-four cases in the samples were reviewed to identify consistent patterns of omission on pages 1, 2, and 4 of the case report, the Detective Bureau Detention Sheet and the arresting officer's summary form. Omissions were included in the count if the information seemed relevant to the case given the type of offense involved (e.g., an indication that latent fingerprints match was made in a burglary case or that an autopsy was taken in a homicide case). Failure to indicate either presence or absence of certain types of information on the cover sheet were considered omissions.

The tabulation of cover sheet omissions revealed that:

- . Although an officer preparing the report attached the Detective Bureau Detention and Personal Property Sheets to the report, he often failed to indicate this on the cover sheet, leaving those entries blank. This happened in 28%, or nearly one-third, of the cases in the sample of ninety-four.
- . In 16% of these cases there was no indication of whether or not prior city charges had been brought against the defendant.
- . In 11% of the cover sheets no indication was given as to whether or not the defendant had a prior record.
- . In 11% of the cover sheets information was not given as to whether or not evidence was held on the case nor was the name of the person recovering the evidence provided.

- . In 13% of the cover sheets the date, time, and location of evidence recovered was omitted.

A review of the specific offense sheet omissions revealed that in...

Burglary case report sheets:

- . Nearly one-half (43%) of the burglary case report sheets omitted information on whether or not fingerprints had been taken at the offense site.
- . On 19% of the burglary case report sheets information on the means that had been taken to secure the offense site prior to the burglary was omitted.
- . On 19% of the burglary case sheets information was omitted on how the value of the property taken was established.
- . Information on the point of entry and damage was omitted on 14% of the sheets.

Controlled Drugs case report sheets:

- . Information on the date, time, and location of evidence securing and marking was omitted on 19% of the sheets.
- . Approximately one-third (29%) failed to specify the date, time, and location of the turning over of evidence for analysis.
- . On 19% of the sheets identification of the defendant as an addict, a known pusher, or if he/she had been previously arrested on drug charges was omitted. (There was also no indication that this information was not applicable in this 19%.)

Check Squad case report sheets:

- . In one-third (33%) omitted information on the value of the check and the 5-day notification procedure.
- . In cases where checks had been passed to businesses the name of the business had been noted where the name of the individual approving the check is requested. In discussions with the Commonwealth's attorney's staff, attorneys suggested that the name of the clerk approving the check should be noted here for the purposes of suspect identification.
- . A cover sheet intended for misdemeanor check cases was used in 25% (3) of the felony check cases.

Homicide case report:*

- . In 14% (1) of the homicide cases information on the date, time, and location for turning over evidence was omitted.
- . Approximately one-third (28%, or 2) of the cases omitted information on the date time and location for turning the body over for autopsy.
- . In 14% of the homicide cases (1 case) the name of the person lifting and rolling fingerprints was omitted.

Miscellaneous case reports:

- . Four case reports used miscellaneous case report sheets rather than the page 2 form designed for specific offenses. Miscellaneous forms were used in two larceny cases and in two robbery cases.

Summary sheet:

- . In 17% (16) of the 94 case reports the summary of events (page 4) was omitted.

Arresting Officer's Summary Form:

- . Over one-third (37%) of the arresting officer's summary forms omitted a description of the summary of events leading to arrest.

Using the criterion of reporting omissions of 10% or more, the findings in Table 7 present the omissions for page 1 (the Cover Sheet), page 2 (the Specific Offense Sheet), page 4 (the Summary Sheet), and the Arresting Officer's Summary Form. Since omissions on the Detective Bureau Detention Sheet constituted less than 10% of the sample, they are not presented in Table 7. Nor will the omission rates for robbery, rape, and malicious wounding case report sheets be presented in the table since these omissions were less than 10%.

*Since the number of homicide cases is relatively small (7), omission rates should be interpreted with caution.

Table 7

OMISSIONS IN THE CASE REPORT (PAGES 1, 2, AND 4) AND
THE ARRESTING OFFICER'S SUMMARY FORM PRESENTED IN PERCENTAGES

Page 1

Cover Sheet Omissions

<u>Detective Bureau Detention Sheet Attached*</u>			<u>Personal Property Sheet Attached</u>			<u>Evidence Held/ Not Held</u>			<u>Name of Person Recovering Evidence</u>			<u>Date/Time/Location of Evidence Recovery</u>			<u>Whether or Not Defendant Had a Prior Record</u>		
%	N	Total N	%	N	Total N	%	N	Total N	%	N	Total N	%	N	Total N	%	N	Total n
28	26	94	26	24	94	11	10	94	11	9	94	13	12	94	11	10	94

Cover Sheet Omissions

%	N	Total N
16	15	94

Page 2

Specific Offense Sheet Omissions

Burglary Case Reports

<u>Information on Finger- prints</u>			<u>Information on Means Used to Secure Of- fense Site</u>			<u>Information on How Value of Property Taken Was Established</u>			<u>Point of Entry and Damage</u>		
%	N	Total N	%	N	Total N	%	N	Total N	%	N	Tot. N
43	9	21	19	4	21	19	4	21	14	3	21

*Attached to report but no indication of this on cover sheet.

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Specific Offense Sheet Omissions (cont.)

Controlled Drugs Case Report:

<u>Evidence Marked--Date, Time, and Location</u>				<u>Evidence Turned Over--Date, Time, and Location</u>				<u>Identification of Defendant as User, Addict, Prior Record</u>			
%	N	Total	N	%	N	Total	N	%	N	Total	N
19	4		21	29	6		21	19	4		21

Check Squad Case Report:

Value of Check and Information on 5-Day Notification Procedure

%	N	Total	N
33	4		12

Incorrect Cover Sheet (intended for misdemeanor check cases) Was Used rather than Felony Form

%	N	Total	N
25	3		12

Homicide Case Report:

Date, Time, Location for Turning Over Evidence

%	N	Total	N
14	1		7

Name of Person Lifting/Rolling Fingerprints

%	N	Total	N
14	1		7

Date Time Location Body Turned Over for Autopsy

%	N	Total	N
28	2		7

52

Table 7 (cont.)

Page 4

Summary Sheet Omissions

Summary of Case Events

%	N	Total N
17	16	94

Arresting Officer's Summary Form Omissions

Summary of Events Leading to Arrest*

%	N	Total N
37	13	35

53

*Omissions counted only for those reports which included arresting officer's summary form.

In comparing these findings (on the types of consistently omitted information) to Table 5 (which presents the identified areas of repetition in the case report forms), it is somewhat surprising to note that officers preparing the reports do not omit more of the information repeated from one form to the next. For instance, the Detective Bureau Detention Sheet, one of the most repetitious forms was consistently complete.

There is a tendency for officers to omit information on evidence which is called for on the cover sheet and on nearly every specific offense report sheet. Officers also tend to omit either the summary called for on page 4 or the summary on the bottom of the arresting officer's summary form when both sheets are attached to the case report. However, officers do not omit other types of information identified as repetitive in Table 6, i.e., information on the defendant, the arrest, accomplices, and any search conducted in connection with the case.

It is obvious, however, that the greatest number of omissions are occurring in the categories of information on evidence and reconstruction of the events of a case. Additionally, information which the reporting officer possibly considers to be less essential to the case or extraneous is omitted from the case report forms. Whether, in fact, this information should be excluded from the reporting system should be a matter of concern for the Norfolk Police Department and the Commonwealth's attorneys. If the information which is consistently omitted is in fact of benefit to prosecution, it should be identified and a consistent written procedure implemented to ensure that it be provided when applicable. If it is not provided because inapplicable it should be designated N/A in the case report.

As mentioned earlier in this evaluation, the police department and Commonwealth's attorney's staff should consider streamlining the reporting system to

eliminate multiple forms which provide repetitive and possibly extraneous information. A possible alternative to the present case reporting system is an itemized checklist of all entries. This check list sheet could provide an area for a written explanation when an item is omitted from the report as well as indicating when an item is designated inapplicable to a given case by the reporting officer. This type of system would include the check list as a cover sheet and attached xeroxed copies of entries relevant to the case (i.e., copy of a search warrant and affidavit, latent fingerprint match, autopsy report, etc.). It is possible that all of these entries may not be ready for inclusion in the report in time for the preliminary hearing, but an indication that they are being processed for inclusion could be made on the check list cover sheet.

This option to the present system of multiple and repetitive forms is one alternative. Other, less major, modifications of the system may be preferable given the needs of both reporting officers and prosecutors. It is strongly suggested that a cooperative effort be made to improve the efficiency of the present reporting system by revising the format presently used to construct the facts in each case. Lack of an efficient reporting system and the absence of a consistent written procedure for filling out case report forms reduces the overall quality of case report preparation and adds to the work expended in processing heavy case loads.

CONCLUSIONS

Evaluation of Case Reports

Evaluation indicates that the basic components of the case report -- page 1 (cover sheet), page 2 (Specific Offense Report Sheet), page 3 (Witness Testimony Statement), and page 4 (Summary Sheet) are better prepared for career criminal cases than for cases involving regular office defendants. The effect of

the Career Criminal Program can be seen in improved case report preparation for offenders identified as career criminals.

The following weaknesses in case report preparation were identified:

- . Some entries are difficult to read because of poor quality xeroxing. Copies of offense reports are particularly difficult to read. (Nearly one-quarter of the combined career criminal and office defendant cases included illegible copies of offense reports.)
- . Cover sheets and specific offense sheets could be improved if more complete information were provided on evidence relevant to the case (e.g., whether or not a latent fingerprint match was taken in a burglary case.)
- . Witness testimony tends to be very brief. More detailed information could aid in case construction.
- . Summary statements also tend to be brief. Case events are often not related in detail or in chronological order.
- . The investigating officer's evaluation of the case and its possible defense seem to provide little additional information in many cases. Stock responses of "good" for case evaluation and "none" for the possible defense statement are the norm.

Efficiency of the Case Reporting System

Evaluation of the efficiency of the case reporting system is defined here as the extent to which the reporting system collects and presents desired information in a concise, expeditious, and non-repetitive manner. The four sheets constituting the basic case report plus the Detective Bureau Detention Sheet and the arresting officer's summary form were reviewed and repetitious requests for information identified. Major findings are as follows:

- . Information on the defendant is requested on three different sheets in the report -- the cover sheet, the arresting officer's summary form, and the Detective Bureau Detention Sheet.
- . Information on arrest is requested on three sheets -- the cover sheet, the arresting officer's summary form, and the Detective Bureau Detention Sheet.
- . Information on the search conducted is requested on two sheets -- the Detective Bureau Detention Sheet and the cover sheet.

- . Information on accomplices is requested on two sheets -- the Detective Bureau Detention Sheet and the cover sheet.
- . Information on evidence is requested on three sheets -- the cover sheet, specific offense sheets and arresting officer's summary form.
- . A summary of the events of the case and arrest is requested on two sheets -- the arresting officer's summary form and the page 4 summary sheet.

In addition to identifying areas of repetition in requested information, a review of consistently omitted information was made in order to assess the effect of a repetitious reporting system on case report preparation. Findings indicate that the types of information most consistently omitted are evidentiary information and case summaries.

V.
CRIME ANALYSIS

SUMMARY

The Norfolk Police Department has made considerable progress in organizing crime analysis operations. An elaborate filing system for information storage has been established, and administrative procedures for improving information analysis and dissemination are underway. Linking crime analysis to resource allocation is another critical area which the Norfolk Police Department is in the process of developing. Prospects for building a sound foundation appear favorable.

The five items below cover important areas which require attention.

1. The Norfolk Police Department needs continuous qualified clerical and logistical support for crime analysis operations. The employment of CETA personnel in Crime Analysis positions is not considered to be an adequate solution due to turnover rates and marginal administrative ability. Crime analysis clerical positions should be permanent. Any breakdowns in clerical support result in critical data gaps which seriously limit the effectiveness of crime analysis.
2. Some files are being maintained which do not appear to be directly related to crime analysis. Information which is routinely collected but which does not contribute to crime analysis should be identified and reassessed.
3. Cross-referencing of data on both incidents and individuals must be continually studied to identify additional information needs and the means for collecting it.
4. Improved coordination between the crime analysis units of each patrol division should be given high priority. Of particular importance is the need to cross-reference data between divisions, to provide for city-wide analysis of data, and to assure dissemination of information to all

relevant department units as well as specific patrol divisions.

5. While crime analysis coordination at the headquarters level is an important priority, crime analysis units on the division level should be maintained to assure accessibility and linkage with patrol officers who are the users.
6. Given the expanding data base in crime analysis, an effort should be made to establish a greater supporting role from Norfolk's computer operation.

I. INTRODUCTION AND BACKGROUND

In April, 1978 the crime analysis system, which had been in formal operation in the Second Patrol Division of the Norfolk Police Department for over a year, was established in the First Patrol Division. The crime analysis function presently consists of (1) a department level Crime Analysis Coordinator under the operational jurisdiction of the Commander, Special Operations Division, and (2) two crime analysis units, located in the two separate and geographically distinct patrol divisions. The Crime Analysis Coordinator has staff oversight and coordination responsibility for the two crime analysis units which are under the operational command of the respective patrol division commanders. The two subordinate units are essentially duplicate systems, each operating to serve the needs of the patrol division in which they are located. Liaison on matters of administrative routine with other police agencies such as the Detective Division, Vice and Narcotics Division, Crime Prevention and Resistance Division, etc., is conducted by both crime analysis units independently and by the Crime Analysis Coordinator in behalf of both units. The Crime Analysis Coordinator provides linkage between the two units, representation at the department level, policy coordination, maintenance of uniform procedures, and oversees information dissemination to the two subordinate units.

II. CRIME ANALYSIS SYSTEMS FLOW

The purpose of this section is to provide a descriptive overview of how crime analysis information is processed in the Norfolk Police Department. Major stages in the system are (A) information input, (B) system process: processing of information by file categories, and (C) system outputs. The descriptive data which follow are to reveal the state of progress in the development of crime analysis procedures. The data also serve as necessary background to the evaluation which follows in Section III.

A. Information Input

1. Offense Reports: Copies of all Offense Reports originating within the department are received daily, covering the previous 24 hours.
2. Cell Sheets: Copies are received daily from the Detective Division containing information taken from persons apprehended and questioned at the Detective Division.
3. Field Interviews: Interviews conducted in the field by patrol officers of persons engaged in suspicious or unusual activity are a source of information on activity patterns of known offenders.
4. Requests for Information: The incident or activity which provoked the query is an information component.
5. Informal Liaison: Cross-visitation and other informal information exchanges between crime analysis units and other police agencies.
6. Field Observations: Reports of unusual activities not involving a specific individual.
7. Career Criminal Nominations: Copies of Career Criminal Nomination forms submitted by the Detective Division to the Commonwealth's Attorney.
8. Data Processing: Criminal records, photographs.

B. System Process: Processing of Information by File Categories

1. Master Index File: An alphabetical file of persons about whom information has been generated by the subsidiary files.
2. Subsidiary Files
 - a. Known Offender File: Derived from offense reports, cell sheets, and career criminal nominations. Segregated by offense type and filed by place of residence in planning districts.
 - b. Cell Sheet File: Segregated by offense, then filed by planning district, alphabetically by name.
 - c. Field Interview File: Derived from patrol officer field interviews. Filed by planning district.

- d. Street Name File: Derived from cell sheets, field interviews, patrol officer queries, informal liaison. Filed alphabetically.
- e. Inquiry File: Derived from requests for information.
- 3. Field Observation File: Derived from reports of general unusual activity. Filed by planning district.
- 4. Career Criminal File: Derived from career criminal nomination forms approved by the Commonwealth's Attorney, augmented as appropriate from subsidiary files and data processing. An alphabetical envelope file maintained in the office of the Crime Analysis Coordinator.
- 5. Crime Category - Geographic Files
 - a. Commercial Burglary File
 - (1) Daily Incident File: Chronological, broken down by patrol division.
 - (a) Tally Calendar: Commercial burglary, broken down by day of week and day of month.
 - (b) "Scratch" Tally: Monthly recapitulation of occurrences by planning district, patrol division, sector, and car district.
 - (2) Street Index: Alphabetical and numerical street file with occurrences entered chronologically by year. One sheet for each street.
 - (3) Business Classification File: Incidents recorded by business name and address and categorized by type of business.
 - (4) Criminal History File: Alphabetical file of street addresses with a sheet for each business burglarized. Each location has its own chronological file.
 - (5) Multi-Hit File: Alphabetical file of business addresses categorized by single, double, and multiple hits.
 - (6) Supporting Offense Report File: Alphabetical, filed by street.
 - b. Commercial Robbery File
 - (1) Daily Incidence File: Chronological, broken down by patrol division.

- (a) Tally Calendar: Commercial robbery, broken down by day of week and day of month.
- (b) "Scratch" Tally: Monthly recapitulation of occurrences broken down by planning district, patrol division, sector, and car district.
- (2) Criminal History File: Alphabetical file of street addresses with a chronological sheet for each business address robbed.
- (3) Supporting Offense Reports File: Alphabetical, filed by street.
- c. Robbery to Individual
 - (1) Daily Incidence File: Chronological, broken down by patrol division.
 - (a) Tally Calendar: Robberies broken down by day of week and day of month.
 - (b) "Scratch" Tally: Monthly recapitulation of occurrences by planning district, patrol division, sector, and car district. A separate tally is maintained for purse snatching.
 - (2) Supporting Offense Reports File
 - (a) Armed Robbery: Chronological.
 - (b) Unarmed Robbery: Chronological.
 - (c) Purse Snatching: Chronological.
- d. Sex Crimes
 - (1) Daily Incidence File: Chronological, broken down by patrol division.
 - (a) Tally Calendar: Sex crimes broken down by day of week and day of month.
 - (b) "Scratch" Tally: Monthly recapitulation of occurrences broken down by planning district, patrol division, sector, and car district. Five separate tallies: (i) Running Total of All Sex Crimes; (ii) Rape and Sodomy; (iii) Exposure; (iv) Child Molesting; and (v) Other.
 - (2) Supporting Offense Report File: Chronological, filed by sex crime category.

e. Residential Burglary

- (1) Daily Incidence File: Chronological, broken down by patrol division.
- (a) "Scratch" Tally: Monthly recapitulation of occurrences broken down by planning district, patrol division, sector, and car district.
- (2) Supporting Offense Report File: Alphabetical, filed by street in planning district folders.

f. Other Crimes

The following crime category files each consist of the relevant Offense Report copy and, with the exception of the miscellaneous category, a "Scratch" Tally Sheet.

- (1) Vehicle Theft: Alphabetical street file broken down by planning district.
- (2) Residential and Vehicle Vandalism: Alphabetical street file broken down by planning district.
- (3) Commercial Vandalism: Alphabetical street file.
- (4) Larceny: Categorized by planning district, broken down into separate files.
- (a) Larceny from Auto: An alphabetical street file.
- (b) Larceny from Residences and Other Miscellaneous Larcenies: An alphabetical street file.
- (5) Arson and Murder: Chronological file.
- (6) Felonious Assault: Chronological file.
- (7) Miscellaneous (Simple Assault, Hit and Run, etc.): Chronological file (no "Scratch" Tally).

g. Master Car District File

A car district file consists of sheets for each crime category to which occurrences are posted chronologically. Commercial robbery and burglary is cross-referenced to the Commercial Robbery Street Index. Copies of Crime Analysis memos and bulletins pertaining to the car district are included in this file.

C. System Outputs

1. Operational

- a. Crime Analysis Bulletin (Projection):
A crime prediction based on a pattern identification with a high probability of recurring criminal activity. A memo response from the patrol division and sector command regarding positive action taken is required.
- b. Crime Analysis Bulletin (Information):
Provides description of general patterns, trends, and activities of known offenders and information of general interest. Specific response is not required.
- c. Multi-Hit Commercial Burglary Report:
Patrol and investigative activities notified when a commercial establishment has been burglarized (hit) more than once.
- d. Multi-Hit Residential Burglary Report:
Patrol and investigative activities notified when a residence has been burglarized (hit) more than once.
- e. Car District Incidence Rate:
Average monthly incidence rate of burglary and robbery for each car district has been computed based on accumulated 1977 and 1978 data. Patrol division and sector command are notified at the point this rate is exceeded during any given month.
- f. Video Tape Alerts:
Specific crime or other crime analysis information of an emergency nature transmitted by video tape to the patrol divisions on an opportune basis.

2. Routine Informational

- a. Daily Incidence Report:
Provided daily to patrol and investigative activities -- a cumulative report covering events of the previous day by crime category.
- b. Rap Session Briefings:
An update on patterns and criminal activity provided to on-going sector patrol reliefs once a week for each sector, as appropriate.
- c. NPD Update (Video-tape Program):
Crime analysis information collated twice a month for scheduled transmission to patrol division and sector personnel.

3. Training:

A three-hour block of instruction in crime analysis and its supporting techniques is provided to each class at the Norfolk Police Academy.

III. EVALUATION

Evaluation of the crime analysis system focuses on the following four areas, each of which will be addressed separately with presentation of data and tables as appropriate.

Quality of System Input

Efficiency of Process

Quality and Utility of Output

Organizational Relationships

A. Quality of System Input

1. Offense Reports. Five-hundred-and-nine (509) offense reports filed by officers of the Norfolk Police Department in August 1978 were analyzed during September for completeness of line item entries and internal consistency of line item entries with the information recorded in the narrative section of the report. A separate analysis of one-hundred-and-thirty (130) of these reports was made to compare the original handwritten green sheet submitted by the filing officer with the associated typed report prepared and distributed by the Word Processing Center. Instances where information on the green sheet was omitted or altered in the typing process were charged as discrepancies to the Word Processing Center. The results of the analysis are presented in the following tables. It was concluded that the discrepancy rate in both analyses was significant and impacted negatively on the quality of information input to the crime analysis system. A separate detailed report of the analysis was submitted to the Norfolk Police Department in

September 1978 and corrective action was initiated. A follow-up analysis is planned for 1979.

Table 1

DISCREPANCY RATE OF OFFENSE REPORTS FOR AUGUST 1978
(N = 509)

	<u>Not Complete</u>	<u>Not Consistent</u>	<u>Complete/ Consistent</u>	<u>Total Sample</u>	<u>Discrepancy Rate</u>
1st Precinct	16 (6.1%)	38 (14.6%)	208 (79.3%)	262 (100%)	20.7%
2nd Precinct	18 (7.3%)	29 (11.7%)	200 (81%)	247 (100%)	19.0%

Table 2

DISCREPANCY RATE COMPARING GREEN SHEETS
AND TYPED REPORTS FOR AUGUST 1978
(N = 130)

<u>Patrol Division Discrepancies</u>	<u>WPC Discrepancies</u>	<u>No Discrepancies</u>	<u>Total</u>	<u>Discrepancy Rate</u>
18 (13.8%)	24 (18.4%)	88 (67.8%)	130	32.2%

2. Quality of Other System Inputs. Cell sheets, field interviews, field observations, requests for information, and informal liaisons do not lend themselves to the quantitative analysis that was used to assess the quality of the offense reports. These sources were assessed through qualitative observations of information elements as follows:

a. Cell Sheets:

Name, alias, street name, address, description, area of possible or potential operations (planning district), circumstances of apprehension, previous record, possible crime category orientation, and other motor vehicle information.

- b. Field Interviews: Name, alias, street name, address, description, area of possible or potential operations (planning district), motor vehicle information, and circumstances provoking the field interview.
- c. Field Observation: Unusual circumstances involving groups, motor vehicles, or commercial or residential premises.
- d. Requests for Information: Circumstances involving individuals which can be correlated with other files.
- e. Information Liaison: Can result in the capture of a wide spectrum of information components but, by its very nature, is an opportunistic, rather than a systematic, technique.

Detailed inspection of the files generated by these other inputs revealed that they routinely serve to generate an expanding body of information on individuals with a demonstrated or potential criminal orientation.

B. Efficiency of the File Process

In evaluating process, the following criteria are utilized:

- Evidence of duplication of information.
- The degree to which files are cross-referenced.
- Accessibility of information.
- Utility of information filed for crime analysis.

1. Files

Spot checks of the Master Index and Subsidiary Files were conducted in both subordinate crime analysis units which verified that the Master Index File and the various subsidiary files were cross-referenced. No discrepancies were noted. Analysis of the file content established that the files accommodated entry even where the user has partial in-

formation (street name, planning district, name, etc.), and further, that there was no duplication in the system. The number of files could not be reduced without restricting the ability to access information.

The Career Criminal File is currently being developed and is not at the point of full implementation. An assessment of its system contribution and relationship to utility of output is planned for later in calendar year 1979.

Crime Category-Geographical Files, in general, are files which address geographical and time/frequency factors which provide, through analysis, identification of crime patterns which do not directly relate to the activities of specific, identifiable individuals. However, cross-referencing to the geographical categories in the subsidiary files which relate to individuals is an essential part of the analysis process.

Crime categories specifically identified by LEAA as being amenable to crime analysis (commercial burglary/robbery, residential burglary/robbery, robbery to the individual) are extensively covered by files based on frequency and location. In addition, certain crimes identified by LEAA as not being susceptible to analysis (murder, arson, hit and run assault, petty larceny, shoplifting, and larcenies other than from vehicles) are also given limited coverage.

"Scratch" Tallies, which are monthly recapitulations (broken down by planning district, precinct, sector, and car district) are maintained for most categories of crime, regardless of their frequency or susceptibility to analysis.

2. File Comparisons

Field observation reports frequently cite vehicle information as part of the unusual or suspicious circumstances which provoke the report, while field interviews routinely contain information concerning the suspect's vehicle. At present there is no manual system to relate information on suspicious vehicle activity contained in the Field Observation File with subsequent field interviews which identify the vehicle operated by the person being interviewed.

Requests for information routinely trigger a search/capture of information from the Subsidiary or Category-Geographical Files. At present there is no manual method to immediately release subsequently received information to previous queries on file regarding individuals. An additional, later query or periodic system purge would be required in order to surface information received after the initial query.

Crime analysis units, one in each of Norfolk's two patrol divisions, conduct operations within the geographic boundaries of the supported police divisions. Policies and procedures are coordinated at the departmental level, and geographical data is maintained by separate patrol jurisdictions on the precinct level. Crime information is not gathered on a city-wide basis. A file search of both patrol units is required to develop a complete profile of any particular suspect. Informal liaison between the two units was found to be highly active and in many cases information items concerning an individual will provoke cross-checking between the units. However, this is not being done on a regularized basis.

C. Quality of Output

In evaluating the quality of crime analysis output, the following criteria are utilized:

- Timeliness of output.
- Accessibility of the system to patrol officers.
- Frequency of requests for information (projects).
- Utility of output and impact on resource allocation.

1. Timeliness of Output

A key factor contributing to rapid dissemination of information is the ordering of a complete analysis system with each patrol division. The time required to disseminate information can be measured from the time of the offense or incident which contributes to a crime pattern, to the time when the information is in the hands of officers on patrol. Rapidity of information dissemination for crime analysis outputs is discussed in the following paragraphs.

a. Crime Analysis Bulletin (Projection).

Two time frames determine the rapidity with which crime analysis projections are disseminated: the offense report processing cycle, whereby the handwritten reports submitted by patrol officers are typed and distributed to the patrol divisions by the Word Processing Center, and the analysis cycle, whereby the incoming offense reports will be related to information on file in the Crime Analysis Unit. The processing cycle normally takes 24 hours or less, depending on the time of day the offense report was typed by the Word Processing Center. The analysis cycle is normally completed in two hours and dissemination of the information can take as little as

30 minutes depending on time criticality. The 24-hour maximum time for the processing cycle is rarely, if ever, exceeded, and in most instances is considerably less -- 8 hours being the norm for the projection bulletins issued since 1 November 1978. The time frame for the projection of incidents normally specifies hours of darkness, particularly on weekends. Therefore, a repeat incident prior to dissemination but after pattern identification is highly unlikely.

b. Crime Analysis Bulletin (Information)

Information bulletins are only pre-empted by projections. General patterns or other information are therefore disseminated as soon as the need to do so is recognized. Such a bulletin will reach the hands of users within 8 hours of preparation.

c. Multi-Hit Commercial or Residential Burglary Reports and Car District Incidence Rates

These reports are processed by the same procedures and within the same time parameters as Crime Analysis Bulletins (Projections).

2. Accessibility of Crime Analysis Units to Patrol Officers

During crime analysis presentations at the Police Academy, at Roll Calls and Rap Sessions, patrol officers are encouraged to visit routinely the crime analysis units and are briefed on the availability of car district information.

a. Hours of Unit Operation

1st Patrol Division

8 a.m. - 5 p.m., weekdays

8 a.m. - 12 noon, Saturdays and Sundays

2nd Patrol Division

6:30 a.m. - 6 p.m., weekdays

7:30 a.m. - 11:30 p.m., Saturdays

8 a.m. - 12 noon, Sundays

(Note: 2nd Precinct personnel are on a staggered schedule.)

b. Crime Analysis Unit Locations

1st Patrol Division: Currently located with the 1st Patrol Division on the first floor of police headquarters.

2nd Patrol Division: Currently located on the first floor of Second Precinct Headquarters and adjacent to the entrance-exit route of on-duty/off-duty patrolmen.

Crime Analysis Coordinator: Located with the 1st Patrol Division Crime Analysis Unit.

3. Frequency of Requests for Information (Projects) from System Users

Both crime analysis units maintain chronological logs of requests for information (projects). Projects vary widely in the workload generated. A project can involve a single information component (e.g., a street name associated with an individual) or a compilation of components (e.g., a six-month history of incidences of a specific crime category in a defined area, plus a list of individuals with a known record for the crime category who have been associated with the geographic areas). Table 3 presents the numerical frequency of requests for information broken down by patrol division. Figures for the First Patrol Division cover May through December, 1978 (8 months). Figures for the Second Patrol Division cover January through December, 1978 (12 months).

b. Projection Bulletin Feedback System

Effective 1 November 1978, a reply memo system was implemented for those crime analysis bulletins forecasting specific criminal activity in terms of time and place. A reply endorsement form is attached to the projection bulletin which requires that actions taken and the results of the actions be specified. There is space on the endorsement form for appropriate narrative remarks. Seven (7) such bulletins have been issued between 1 November 1978 and 31 January 1979. Table 5 shows results by crime category.

Table 5
RESULTS OF PROJECTIONS

<u>Crime Category</u>	<u>Number of Projections</u>	<u>Cessation of Incidents</u>	<u>Arrests Made</u>
Commercial Burglary	4	2*	2
Residential Burglary	3	3*	

*This refers to the noticeable discontinuance of crime patterns. For example, in one instance of residential burglary, residents interviewed by patrol officers frequently mentioned the same name. The person named was subsequently arrested by detectives for burglary in an adjacent area. Burglaries in the projected area ceased.

All seven (7) of the projections generated various combinations of patrol strategies. Table 6 shows the number and type of resource allocation strategies generated by the projections.

Table 6
RESOURCE ALLOCATION STRATEGIES (Based on 7 Projections)

<u>Increased Car Patrol</u>	<u>Foot Patrol</u>	<u>Field Interviews</u>	<u>Interviews with Residents/Owners</u>	<u>Security Inspections</u>	<u>Spot Checks</u>
7	2	4	3	2	2

Table 3

FREQUENCY OF REQUESTS FOR INFORMATION

	<u>Investigative</u> ¹	<u>Patrol</u>	<u>Crime Prevention</u>	<u>Admin.</u> ²	<u>Outside Agency</u> ³	<u>TOTAL</u>
1st Patrol Division	28	73	5	23	13	142
2nd Patrol Division	60	361	4	56	42	523
TOTALS	88	434	9	79	55	665

¹Investigative includes Burglary and Robbery Squads, Youth Bureau, and Other (Homicide, Vice and Narcotics, Intelligence, etc.)

²Admin. denotes requests from departmental hierarchy: Police Chief, Deputy Chiefs, and Division Commanders.

³Outside Agency includes projects and system demonstrations for Sheriffs' Department, State Police, FBI, other municipal jurisdictions.

The volume of requests for information examined on a monthly basis did not reveal any particular pattern. Although user acceptability of the system would logically be a factor, variations in crime rates and seasonal factors override assigning increases or decreases in volume to the effectiveness of the crime analysis system. This has been verified by observation in both units.

4. Utility of Output and Impact on Allocation of Resources

a. Crime Analysis Bulletins

Crime analysis units at each patrol division maintain chronological logs of outgoing Crime Analysis Bulletins. When an incident occurs at the forecasted location, it is noted in the logs as a repeat "hit" at or near the site. However, gaps and turnover in clerical support and necessary training of new personnel make difficult the routine and systematic collection of repeat "hit" data. As shown in Table 4,

the effect of insufficient or unskilled clerical support was more noticeable at the Second Patrol Division Unit which was operational during the entire calendar year. (The log has been maintained in the First Patrol Division since 1 May 1978.) Consequently, "hit" data for the Second Patrol Division is inordinately low and inaccurate. Two other factors must be considered in using repeat "hit" data as a measure of the effectiveness of the crime analysis system. The increased patrol, spot checks, and other special details that are employed may deter crime. The absence or decrease in number of "hits" at or near a site may therefore reflect effective prevention rather than inaccurate forecasting. Also, since a repeat "hit" is more likely to happen in a traditionally high-incidence area, the success of a projection based on repeat hits for such an area would have less significance than a projection for other areas. Precision (in time and location) of the forecast is also a factor in assessing projection accuracy.

Table 4

"HIT" RECORD

	<u>Number of Bulletins</u>	<u>Hits at or Near Projected Location</u>
1st Patrol Division (May - Dec. 1978)	65	31
2nd Patrol Division (Jan. - Dec. 1978)	290	--*

*Because of unavoidable gaps in data collection caused by clerical shortfalls, this number is inordinately low and is not a valid measure.

The spot checks and field interviews contributed to two arrests. Also significant is that four of the seven bulletins produced intensive investigative activity by patrol officers coupled with stepped-up truancy enforcement in the areas specified.

5. Multi-Hit Residential and Commercial Burglary Reports

No formal response is required for multi-hit residential and commercial burglary reports and car district incidence rates. By informal spot checks at the patrol division level it was determined that these outputs routinely trigger directed patrol, stepped-up spot checks, and field interviews.

6. Video-Tape Publication of Wanted Posters

In November, 1978 a system for the more effective dissemination of wanted posters was established in the Crime Analysis Coordination Office. Posters are provided by the Detective Division to crime analysis for reproduction and dissemination. Copies are distributed to the Patrol Divisions, Detective Division, Youth Bureau, Vice and Narcotics Squad, Traffic Division, and K-9 Units. Logs are maintained at all the above units, and crime analysis provides a daily update to ensure the currency of posters. Video-tape presentations of outstanding posters are a routine part of the twice-monthly NYPD Update Program. Table 7 reflects results for the months of November and December, 1978.

Table 7

RESULTS OF PUBLICATION OF WANTED POSTERS

	<u>Posters Published</u>	<u>Arrests (%)</u>
November, 1978	16	7 (43.7)
December, 1978	11	5 (45.4)

IV. ORGANIZATIONAL RELATIONSHIPS

Interface of Patrol Divisions with Their Supporting Crime Analysis Units

An important priority in the development of crime analysis operations in Norfolk has been to maintain close liaison between the patrol force and crime analysis. This tends to provide greater assurance that crime analysis information will be used by patrol. Proximity and availability of a complete crime analysis package at the Patrol Division level has been a key factor in the rapid expansion of crime analysis activities in the Second Patrol Division. Considerations of proximity and accessibility have been responsible for a change in the physical location of the Crime Analysis Unit in the First Patrol Division. Duplicate units in each of the two patrol divisions serve to reduce the isolation of crime analysis.

While supporting units definitely provide accessibility and linkage, there is the additional question of how the Crime Analysis Coordinator function can best be upgraded in order to meet the broader needs of the entire police department. Jurisdictional boundaries of the two patrol divisions presently slow down the flow of crime analysis information across the entire department. To provide uniform procedures, Crime Analysis has been transferred to the Special Operations Division at Headquarters. This will serve to improve coordination of crime analysis among the two patrol divisions. While the problem of uniformity across divisions is being managed, concerted effort is required in the exchange and dissemination of information. Crime does not respect divisional boundaries.

V. COMMENTS AND RECOMMENDATIONS

Recognizing that substantial progress is being made in organizing crime analysis operations and establishing procedures, the following comments and recommendations are submitted.

1. File Maintenance. Accurate, up-to-date maintenance of the extensive crime analysis files is the basic element in the operations. Since the system is entirely manual, adequacy of clerical support is critical. A shortfall in clerical support, either in terms of quantity or quality of personnel, is seriously disruptive of data collection without which patterns cannot be discerned. Analysis must be continual, uninterrupted, and supported by permanent, qualified clerical personnel.
2. Crime Category File. It is recommended that specific review be made of files on those crimes which are not considered susceptible to crime analysis (murder, arson, hit-and-run, assault, petty larceny, and larcenies other than from vehicle). This review should determine file utility and applicability in light of the time and effort it takes to maintain them.
3. Capture of Vehicle Information. Field observation reports frequently include identification data on the vehicle operated by the person being interviewed. At present, there is no method to cross-check between the two types of reports to ascertain if a vehicle identified in a field interview has been involved in other suspicious circumstances. A separate vehicle file, cross-referenced to the field observations and field interviews, should be considered.
4. Cross-Referencing Information. The capacity to cross-reference information contained in queries about specific individuals with additional information received at a later date is not being recognized until a second query occurs or the system is purged.

5. Coordination of Information Between Patrol Divisions. The Norfolk Police Department should consider further consolidation of crime analysis at the Headquarters level to improve the flow and use of information across all departmental units. However, this should be done with care so that over-consolidation will not break the vital link between analysis and patrol. Each patrol division should continue to operate with its own crime analysis unit.
 - a. Automation responsive to the specific needs of crime analysis represents a useful approach to improved coordination. A dedicated crime analysis system with on-site terminal capabilities at both patrol divisions would provide a means not only of coordinating patrol divisions, but of assuring a fuller utilization of crime analysis information.
 - b. More systematic coordination of the currently informal links between the two crime analysis units should be encouraged. For example, the two units should cross-reference with each other on a monthly basis regarding those individuals who have generated two or more field interviews.
6. Title for Crime Analysis Bulletins. A distinct title should be used for those crime analysis bulletins which require return endorsement and reports of action taken by the two patrol divisions. This would give these forecasts greater visibility and separate them from more routine products.

CONTINUED

1 OF 2

VI.

POLICE - PROSECUTOR RELATIONS
IN CRIMINAL INVESTIGATIONS

S U M M A R Y

The purpose of this evaluation is to assess the quality of police performance in the conduct of criminal investigations and case dispositions. During the first six months of 1978, the Norfolk Police Department conducted a 40-hour course in criminal justice procedures in which 551 of 613 NPD officers participated. Two basic approaches have been used in assessing police performance which resulted from this training:

--An assessment has been made of the effectiveness of police performance in criminal investigations as perceived by the Commonwealth's Attorney's staff.

--An assessment has been made of the police role in case dispositions.

The results of the prosecutors' survey indicated that the overall perceptions of police performance had improved during the period October 1977 - March 1979. A marked perception of improvement in Vice and Narcotics, Crimes vs. Persons, Offenses by Juveniles and Crimes vs. Juveniles more than compensated for a perception of slightly reduced effectiveness in Property Crimes, Uniform Patrol and Traffic Bureau. Further, prosecutors perceived a significant reduction in the number of cases weakened by some error or omission by the police. The October, 1977 survey reflected the opinion that 14.8% of the cases were so weakened, compared to 5.9% in March 1979.

The analysis of a random sample of case dispositions at District and Circuit Courts indicated that the most significant common factor in the decision to dismiss or nolle prosequi was a witness-victim problem. Failure to testify/prosecute or compromise of testimony accounted for 53% of dismissals/nolle

prosequi/not guilty determinations at District Court and 33% at Circuit Court. A closely related factor, victim - suspect relationship, existed in 57% of District Court cases which were dismissed or resulted in a decision to nolle prosequi. The evidence seems to indicate that criminal investigators should concentrate on such relationships as a way of improving performance.

POLICE - PROSECUTOR RELATIONS IN CRIMINAL INVESTIGATIONS

INTRODUCTION

The purpose of this evaluation is to assess the quality of police performance in the conduct of criminal investigations and case dispositions. During the first six months of 1978, the Norfolk Police Department conducted a 40-hour course in criminal justice procedures in which 551 of 613 NPD officers participated. Two basic approaches have been used in assessing police performance which resulted from this training:

- An assessment has been made of the effectiveness of police performance in criminal investigations as perceived by the Commonwealth's Attorney's staff. Data were generated through a prosecutor survey of 18 respondents in the Norfolk Commonwealth's Attorney's Office and compared to pre-test data generated by a survey of 13 prosecutors in October, 1977.
- An assessment has been made of the police role in case disposition. A random sample of cases tried at District and Circuit Courts during 1978 has been analyzed to discern if police performance is a factor in those cases resulting in a dismissal, a decision to nolle prosequi, or a finding of not guilty. Data will be used as baseline information to monitor progress during Phase III of ICAP. (Note: The random sample taken at both court levels provides a significance level of .95 and a sampling error of 10%.)

SECTION I

PROSECUTORS' PERCEPTIONS OF POLICE PERFORMANCE

The Questionnaire

A questionnaire was administered to 18 prosecutors in the Norfolk Common-

wealth's Attorney's Office (Attachment 1) in March, 1979. Questions 1 through 7 focused on prosecutor case participation prior to trial and the degree of police participation in the plea bargaining process. Questions 8 through 14 repeated the questions asked in the survey of October, 1977 in order to assess change in police performance as perceived by the prosecutors.

A. Findings: Prosecutor Case Participation and Police Influence in Plea Bargaining

The prosecutor responses are presented in tabular form following a statement of each question.

1. At what point does the Commonwealth's Attorney's Office usually actively enter a felony case?

	<u>Never</u>	<u>Seldom</u>	<u>Often (Routinely)</u>	<u>% Total</u>
Prior to initial appearance	6.2	75.0	18.8	100
After initial appearance but prior to preliminary hearing	- -	35.7	64.3	100
At the preliminary hearing	7.1	21.5	71.4	100

2. At what point does the Commonwealth's Attorney's Office usually actively enter a criminal case?

	<u>Never</u>	<u>Seldom</u>	<u>Often (Routinely)</u>	<u>% Total</u>
Prior to initial appearance	- -	50.0	50.0	100
After initial appearance but prior to preliminary hearing	- -	- -	100.0	100
At the preliminary hearing	14.3	- -	85.7	100

3. In each of the categories below, please indicate how often advice is provided to the police by prosecutors.

	<u>Never</u>	<u>Regularly</u>	<u>Irregularly</u>	<u>% Total</u>
Search and seizure	- -	11.1	88.9	100
Line-ups	11.1	5.5	83.4	100
Confessions	5.5	11.1	83.4	100
Warrant approval	11.1	22.2	66.7	100
Police performance as witnesses	11.1	16.7	72.2	100

4. How often are the police informed by the prosecutor of the reasons adult cases are disposed of by plea bargaining?

<u>Frequency</u>	<u>Percent</u>
Routinely	72.2
When asked	22.2
Seldom	5.6
Never	- -
	100.0%

5. How often are the police consulted, or how often do they participate in the plea bargaining negotiations?

<u>Frequency</u>	<u>Percent</u>
Routinely	72.2
Seldom	27.8
Never	- -
	100.0%

6. How much influence do the police have on the plea bargaining process?

<u>Extent of Influence</u>	<u>Percent</u>
Considerable	55.6
Some	44.4
Minimal	<u>- -</u>
	100.0%

7. In what manner do police influence the plea bargaining process?

<u>Degree of Influence</u>	<u>Percent</u>
Opinions considered	38.9
Recommendations solicited	44.5
Information solicited	5.6
Do not influence	<u>11.1</u>
	100.0%

B. Findings: Prosecutor Perceptions of Police Performance

The data presentations which follow provide a comparison with the previous questionnaire administered in October, 1977 (Questions 8 through 14 inclusive).

1. Tables 1 and 2, below, provide a comparison of the responses to Question 8 from two surveys: "How do you rate the present quality of Norfolk police work in each of the following categories?"
2. The percent changes derived from Tables 1 and 2 reveal a reduced frequency in the below average and very poor responses and an increase in the average and higher responses.
3. Table 2 presents the responses by breaking down the percentile frequency of the two surveys into two cells ("Below Average/Very Poor" and "Average and Above") for each category of police work.

Table 1

PROSECUTORS' PERCEPTIONS OF QUALITY OF NORFOLK
POLICE WORK: MARCH 1979 - OCTOBER 1977

Category	March 1979 (N=18)					
	Very Poor	Below Average	Average	Superior	Outstanding	No Opinion
Vice and narcotics			7	7	2	2
Crimes vs. persons		1	3	6	6	2
Property crimes	1	2	11	2	1	1
Uniform patrol		3	8	1		6
Traffic bureau		1	6	3		8
Offenses by juveniles			4	7		7
Crimes vs. juveniles			<u>3</u>	<u>6</u>	<u>2</u>	<u>7</u>
	1	7	42	32	11	33
TOTAL RESPONSES = 126						
PERCENT	0.8	5.5	33.4	25.4	8.7	26.2
Category	October 1977 (N=13)					
	Very Poor	Below Average	Average	Superior	Outstanding	No Opinion
Vice and narcotics	2	4	7			
Crimes vs. persons		4	7	2		
Property crimes		1	10	2		
Uniform patrol				4	4	5
Traffic bureau				2	3	8
Offenses by juveniles		1	2	4	1	5
Crimes vs. juveniles		<u>1</u>	<u>4</u>	<u>3</u>	<u>1</u>	<u>4</u>
	2	11	30	17	9	22
TOTAL RESPONSES = 91						
PERCENT	2.2	12.1	32.9	18.7	9.9	24.2
PERCENT CHANGE: Oct. 77 to Mar. 79	-1.4	-6.6	+0.5	+6.7	-1.2	+2.0

Table 2
 COMPARISON OF SURVEY RESULTS BY
 CATEGORIES OF POLICE WORK

Category	1977		1979	
	Below Average/ Very Poor	Average And Above	Below Average/ Very Poor	Average And Above
1. Vice and narcotics	46.2	53.8	0.0	100.0
2. Crimes vs. persons	36.7	69.3	6.2	93.8
3. Property crimes	7.7	92.3	17.6	82.4
4. Uniform patrol	0.0	100.0	25.0	75.0
5. Traffic bureau	0.0	100.0	10.0	90.0
6. Offenses by juveniles	12.5	87.5	0.0	100.0
7. Crimes vs. juveniles	11.1	88.9	0.0	100.0

The data in Table 2 clearly show that the perception of improvement can be attributed to a sense of greater effectiveness in categories 1, 2, 6 and 7, which more than compensates for a slight decrease in the perception of effectiveness in categories 3, 4 and 5. The overall change is not uniformly positive.

4. Question 9 asked for an assessment of the change in quality during the past year for each of the same work categories. Table 3 presents the tabulation of responses.

It is emphasized here that the data in Table 3 can be compared only to the extent that improvement is perceived during the periods March 1978 - March 1979 and October 1976 - October 1977. The fact that there was a perception of less improvement in 1979 than there was in 1977 does not indicate deterioration in performance but a lower rate of perceived improvement.

Table 3

PROSECUTORS' PERCEPTIONS OF CHANGE IN QUALITY OF WORK:
MARCH 1979 - OCTOBER 1977

Category	March 1979 (N=18)					
	Much Worse	Somewhat Worse	About The Same	Somewhat Improved	Greatly Improved	No Opinion
Vice and narcotics		1	3	5	3	6
Crimes vs. persons			6	4	2	6
Property crimes		2	8	2		6
Uniform patrol		2	6	2		8
Traffic bureau		1	4	1		12
Offenses by juveniles			7	1		10
Crimes vs. juveniles	—	—	<u>6</u>	<u>1</u>	<u>1</u>	<u>10</u>
	0	6	40	16	6	58
TOTAL RESPONSES = 126 PERCENT		4.8	31.7	12.7	4.8	46.0
Category	October 1977 (N=13)					
	Much Worse	Somewhat Worse	About The Same	Somewhat Improved	Greatly Improved	No Opinion
Vice and narcotics		1	4	6	2	
Crimes vs. persons			8	5		
Property crimes			11	2		
Uniform patrol			5	2		6
Traffic bureau			3	2		8
Offenses by juveniles			6	2		5
Crimes vs. juveniles	—	<u>1</u>	<u>6</u>	—	<u>2</u>	<u>4</u>
	0	2	43	19	4	23
TOTAL RESPONSES = 91 PERCENT		2.2	47.2	20.9	4.4	25.3
PERCENT CHANGE: Oct. 77 to Mar. 79	0.0	+2.6	-15.5	-8.2	+0.4	+20.7

5. Question 10 asked, "What particular strengths have you observed in the recent work of Norfolk police officers?"

Seven prosecutors made no response to this question. Eleven respondents cited the following items in order of frequency:

- a. better educated and trained;
- b. more dedicated and involved;
- c. better investigations, particularly in relation to sex crimes and handling of the crime scene;
- d. willingness to do additional investigation.

6. Question 11 asked, "Approximately how many cases have you handled in the past three months?"

	<u>March 1979</u>	<u>October 1977</u>
Number of respondents	13	13
Total approximate number of cases	1,490	2,325
Average number of cases per prosecutor	115	178

7. Question 12 asked, "Of the cases handled in the last three months, approximately how many have been weakened significantly by some error or omission by the police who handled the cases?"

	<u>March 1979</u>	<u>October 1977</u>
Total cases	1,490	2,325
Cases weakened	89	345
PERCENT	5.9	14.8
PERCENT CHANGE		-8.9

8. Question 13 asked, "How does the work of the Norfolk Police Department compare with that of other police departments with which you are familiar?"

In March, 1979, six prosecutors indicated that they had no basis for comparison; three indicated no basis for comparison in October, 1977.

	<u>March 1979</u> (N=12)	<u>October 1977</u> (N=10)
Not as good	-	-
Equal	2 (16.6%)	2 (20.0%)
Superior	10 (83.4%)	8 (80.0%)

Note: In response to the 1979 questionnaire, four prosecutors attributed superior ratings to the effectiveness of C.I.D.; one prosecutor rated the department as superior overall, but noted that uniform patrol was not as good.

9. Question 14 asked for specific comments regarding police performance in certain functional areas. A summary of the comments is provided in each functional category.
- a. Search and Seizure: The overall judgement was that performance was good. Qualifying remarks and suggestions for improvement were:
- (1) Continue the increase in use of search warrants.
 - (2) More consultation with Commonwealth's Attorneys as to probable cause before presenting affidavits.
 - (3) Officers need to be kept abreast of latest court decisions.
 - (4) Uniform patrol needs some training, especially in motor vehicle searches. Detectives generally very competent.

- b. Arrests: A particularly strong area of police performance which was generally reflected by most prosecutors. Areas for improvement were:
- (1) More consultation with Commonwealth's Attorneys where multiple charges are involved.
 - (2) Better field notes.
- c. Handling Physical Evidence: The unanimous opinion here was that there are too many people in the chain of custody. Other minor problems noted were related to this central factor.
- d. Taking Statements: Performance was viewed as generally adequate with wide differences among individuals in regard to proficiency. Common suggestions were:
- (1) Investigators should be present during all statements.
 - (2) Oral statements should be taped.
 - (3) Key questions sometimes overlooked -- elements of the offense should be reviewed before questioning.
 - (4) More details are sometimes needed.
- e. Court Testimony: Regarded as generally good with wide variation reported among individual performances. Areas in need of improvement were:
- (1) Too much reliance on memory, better field notes and review of reports relating to the offense would improve testimony and reduce the requirement for leading questions.
 - (2) Officers need more general education in order to upgrade their ability to express themselves. Inability to verbalize clearly contributed to over-reliance on leading questions to get at the evidence.

- f. Case File Preparation: Prosecutors showed considerable difference in their assessments of case files. A few felt that the reports were generally good but the majority cited the following problems:
- (1) Important details left out.
 - (2) Too brief -- not enough information.
 - (3) Good on felonies but poor elsewhere.
 - (4) A constant source of irritation -- no details provided.
- g. Exculpatory Evidence: The majority of responses indicated that evidence of this type was frequently sketchy or was omitted. Exculpatory statements made prior to a confession are frequently not included in the case report.
- h. Other: This category provided general comments which were, on an overall basis, favorable. Some specific comments were:
- (1) Overall performance smoother and better.
 - (2) A good department.
 - (3) Marked improvement in the last year.
 - (4) Morale needs improvement: too much petty harassment by supervisors.

Summary and Conclusion

The results of the prosecutors' survey indicated that the overall perceptions of police performance had improved during the period October 1977 - March 1979. A marked perception of improvement in Vice and Narcotics, Crimes vs. Persons, Offenses by Juveniles and Crimes vs. Juveniles more than compensated for a perception of slightly reduced effectiveness in Property Crimes, Uniform Patrol and Traffic Bureau. Further, prosecutors perceived a significant reduction in the number of cases weakened by some error or omission by the police. The Octo-

ber, 1977 survey reflected the opinion that 14.8% of the cases were so weakened, while the March, 1979 survey indicated that the percentile was 5.9%

SECTION II

CASE DISPOSITIONS

A. Cases Disposed at District Court

During the calendar year 1978, five hundred two (502) felony cases received disposition at preliminary hearings before the Norfolk General District Court. A random sample of eighty-one (81) cases was drawn from the files for the year and analyzed to determine:

- (1) the frequency distribution among the categories of disposition;
- (2) the reasons stated for the decision to dismiss or nolle prosequi;
- (3) the distribution of reductions among the charges involved; and
- (4) to ascertain if police performance was involved in those cases which resulted in a dismissal or a decision to nolle prosequi.

Results of the analysis are presented in the following tables.

Table 4

FREQUENCY DISTRIBUTION OF CASES
BY DISPOSITION CATEGORY

<u>Category</u>	<u>Number of Cases</u>	<u>Percent</u>
Dismissal	10	12.4
<u>Nolle Prosequi</u>	33	40.7
Reduction	37	45.7
Waived	<u>1</u>	<u>1.2</u>
TOTAL	81	100.0

Table 5

REASONS FOR DISMISSALS WITH THE NATURE OF THE
VICTIM - SUSPECT RELATIONSHIP SPECIFIED

<u>Charge</u>	<u>Reason</u>	<u>Victim - Suspect Relationship</u>
Felonious assault	Witness failed to appear	Acquaintances
Grand larceny	Witness refused to testify	Possible accomplices
Worthless check	Victim failed to appear	None
Break - enter	Insufficient evidence	None
Abduction - rape	Victim credibility compromised	Former tenant of victim, previous sexual relationship
Embezzlement	Victim failed to appear	Employee - employer
Forgery	No explanation	Unknown
Possession of LSD	Bad search warrant	N/A
Murder	Key witness disappearance	Employee - employer
Murder	Self-defense	Former lovers

Note: A victim - suspect relationship existed in six of the ten cases. If the cases of possession of LSD and making a worthless check are removed from consideration (victim - suspect relationship not generally relevant) then the frequency becomes six out of eight.

Table 6

CASES NOLLE PROSEQUI CATEGORIZED BY THE
STATED REASON THEREFORE

<u>Reason</u>	<u>Number of Cases</u>
1. Negative drug report	3
2. Victim failure to prosecute	13*
3. Witness failure to testify	2*
4. <u>Nolle prosequi</u> on felony; guilty plea to misdemeanor	3
5. Referral to Career Criminal Division	1
6. Evidentiary failure	1
7. Mental incompetence	1
8. Suspect in jail at time of offense	1
9. Warrant issues for misdemeanor	1
10. Another person charged with offense	1
11. Other jurisdiction failed to extradite	1
12. Rescheduled	1
13. No explanation	<u>4</u>
TOTAL	33

*Note: Victim-witness failure to appear/prosecute accounted for 45% of the cases in this category.

Table 7
 CASES NOLLE PROSEQUI CATEGORIZED BY THE CHARGE AND
 NUMBER OF CASES WITH VICTIM-SUSPECT
 RELATIONSHIP SPECIFIED

<u>Charge</u>	<u>Number of Cases</u>	<u>Cases with Victim-Suspect Relationship</u>
1. Forgery	4	3
2. Possession stolen property	1	-
3. Grand larceny	4	3
4. Illegal sale alcohol	1	-
5. Possession marijuana/other drugs/intent to distribute	7	-
6. Felonious assault	5	5
7. Arson	1	1
8. Break-enter	3	3
9. Robbery	2	1
10. Worthless check	1	
11. Murder	1	
12. Sodomy	1	1
13. Extortion	1	1
14. Operating lottery	<u>1</u>	<u>—</u>
	33	18

Note: A victim-suspect relationship existed in 54% of the cases in this category.

Table 8

REDUCTIONS CATEGORIZED BY THE ORIGINAL FELONY CHARGE

Possession marijuana or other drugs/ intent to distribute	12
Forgery	2
Defraud innkeeper	1
Assault	4
Illegal gambling	3
Grand larceny	3
Shoplifting (3rd offense)	1
Break-enter	4
Sodomy	1
Worthless checks	4
Petit larceny (3rd offense)	<u>2</u>
	37

Table 9

DISPOSITIONS SHOWING FREQUENCY OF ARREST
BY PATROL AND DETECTIVES

<u>Disposition</u>	<u>Patrol</u>	<u>Detectives</u>	<u>Other</u>	<u>Total</u>
Dismissal	1 (10%)	9 (90%)	0	10
<u>Nolle Prosequi</u>	10 (30%)	22 (67%)	1 (3%)	33
Reduction	<u>13 (35%)</u>	<u>21 (57%)</u>	<u>3 (8%)</u>	<u>37</u>
TOTAL ARRESTS	24 (30%)	52 (65%)	4 (5%)	80* (100%)

*The one case waived for extradition was not included in the tabulation.

Summary and Conclusions

- a. Dismissals: This category accounts for the lowest frequency of dispositions. In six of the ten cases a victim-suspect relationship existed. In all but three of the cases there was a problem with the victim or witness failing to appear or refusing to testify. The patrol officer role was minimal and provides no causal basis for explaining dismissals.
- b. Nolle Prosequi: In fifteen (15) of the thirty-three (33) cases in this category either the victim failed to prosecute or a witness failed to testify and in eighteen (18) of the thirty-three cases a victim-suspect relationship existed.
- c. Reduction: This category was the largest in the sample (45.7%). The charge most frequently reduced to a misdemeanor is possession/intent to distribute marijuana, LSD, or other controlled substances. The case files did not reflect that police performance was involved in the decision to reduce the charge.

The data clearly reflect that two factors -- (1) witness-victim failure to testify or prosecute and (2) the existence of a victim-suspect relationship -- account for one-half of the cases disposed by dismissal or nolle prosequi. The interrelation between these factors is also apparent in Table 2 where in five out of six cases where there was a problem with the victim or a witness there was also a victim-suspect relationship.

B. Cases Disposed at Circuit Court

During calendar year 1978, 2,507 felony cases received disposition at Circuit Court in Norfolk, Virginia. A random sample of 95 cases was drawn from

the files and analyzed to determine the frequency distribution among categories of disposition and the specific reasons as to why cases were dismissed, nolle prosequi, or resulted in a finding of not guilty. Tables 10 and 11 present the result of the Circuit Court case analysis.

Table 10
FREQUENCY DISTRIBUTION OF CIRCUIT COURT
CASES BY OUTCOME
(N=95)

<u>Outcome</u>	<u>Number of Cases</u>
a. Guilty plea	56 (58.9%)
b. Found guilty	27 (28.5%)
c. Not guilty	3 (3.1%)
d. <u>Nolle prosequi/dismissal</u>	9 (9.5%)

Table 11

FREQUENCY OF NOT GUILTY/NOLLE PROSEQUI/DISMISSALS
BY CHARGE, OUTCOME, AND REASON

<u>Charge</u>	<u>Outcome</u>	<u>Reason</u>
Running traffic light; possession of marijuana	<u>Nolle prosequi</u>	No evidence
Habitual offender; motor vehicle	Dismissal	Prosecutor's motion; no explanation in file
Worthless check	<u>Nolle prosequi</u>	Facts not criminal
Possession of cocaine	<u>Nolle prosequi</u>	Evidence inadmissible
Felonious assault; use of firearm	Not guilty	Missing witness
Homicide	Dismissal (District Court), <u>nolle prosequi</u> -- witness problems still being administered	Retained due to seriousness of charge
Forgery	Not guilty	Evidence not conclusive
Following too closely	Not guilty	Charge not supported by facts of case
Concealment	<u>Nolle prosequi</u>	Witness failure
Possession/sale of marijuana	Dismissal	No explanation
Hit and run	<u>Nolle prosequi</u>	Lack of evidence regarding identification
Following too closely	<u>Nolle prosequi</u>	No explanation

Summary and Conclusion

Not guilty, nolle prosequi, and dismissals accounted for only 12.6% of cases tried at Circuit Court. In four out of twelve cases, witness problems accounted for dismissal, nolle prosequi, or a finding of not guilty.

As with District Court disposition, matters pertaining to victim-witnesses seem to account for the largest segment of cases which do not result in a guilty finding. Five of the case files indicated evidentiary insufficiency but in only one case was the evidence gathered by the police ruled to be inadmissible. The evidence appears to indicate that criminal investigations should concentrate more heavily on victim-witness relationships as a way of improving performance.

VII.
DISTRICT PROFILES

The district profiles which have been developed in the two Norfolk patrol divisions reflect the differences in the geographic areas for which the two divisions are responsible. The First Division is responsible for downtown commercial establishments, and profiling reflects the crime control problems that prevail in the area. The Second Division profiling has been more generalized in nature, and encompasses community factors as well as routes of access for emergency response, traffic patterns, places of concealment, and the like. Both divisions have organized their profiles by car district and the detailed preparation has been done by the patrol officers assigned to that district.

The Second Division profiles generally follow the outline presented below.

I. Crime Problems

- A. Methods of identification
- B. Types of crime problems
- C. Social conditions
- D. Analysis of crime problems
- E. Patrol strategies
- F. Evaluation of strategies

II. Traffic Problems

- A. Methods of identification
- B. Types of traffic problems
- C. Social conditions
- D. Analysis of traffic problems
- E. Patrol strategies
- F. Evaluation of strategies

III. Community Problems

- A. Methods of identification
- B. Types of community problems
- C. Social conditions
- D. Analysis of community problems
- E. Patrol strategies
- F. Evaluation of strategies

Most of the Second Division profiles examined were faithful to this outline, although the information recorded varied from report to report. Each of the four patrol officers assigned to a car district constructed an independent

profile of that district; thus, variation in the specific focus and analysis was anticipated. Most of the information on the types of crime problems was taken directly from information provided by the crime analysis unit. In addition, some profiles contain descriptions and photographs of persons suspected of criminal activities. The analysis of crime problems section typically focuses on the problems which seem to be the most prevalent in the community. For the most part, commercial and residential burglaries and vandalism receive the most attention in this section of the profiles. The description of patrol strategies varied from discussion of more concentrated surveillance in problem areas to the provision of suggestions of more proficient security systems for victims and potential victims of burglary.

The section on traffic problems mostly discusses areas in which traffic is particularly congested during certain hours of the day or on specific streets where traffic violations are frequent. Suggestions made in this section included requests for additional traffic control devices and backup help during hours when violations are heavy.

The community problems section involved, in some cases, elaborate descriptions of the community including demographic data such as racial composition, the number of churches, schools, and hospitals; and the numerical size of the population. Most of the reports contained street maps of the car districts. The community problems section sometimes focused on non-criminal problems such as poor street lighting or litter in the streets. More often, however, crime problems received the greatest attention. Sections of the district or specific places where juveniles loiter or cause disturbances were discussed.

A copy of the First Division format is attached and focuses on the physical characteristics of commercial enterprise as well as the owner and employees. A detailed diagram of the facility is drawn on the reverse of the form

which details all the salient features as well as access routes and recommended locations at or near the premises for police vehicles making emergency response. Means of surreptitious approach in the event of a crime in progress is also provided. This profiling is almost complete in the First Division. A content review, however, will have to wait for Phase 3 of ICAP.

In terms of utility, the Second Division profiling is a valuable asset in familiarizing new personnel with their district and in providing a specific view of the overall area to supervisory personnel. There is some evidence, however, that information in the Second is not being fully utilized. Nor do patrol officers in the Second fully comprehend the purpose of profiling. The First Division format provides information tailored to emergency response which will be of value both to on-scene officers and to supervisors. The system as a whole represents a capability for informed monitoring of emergency situations for headquarters elements at the division and department levels.

Recommendations

1. Attention must be directed to the effective utilization of district profile information, and particularly for the planning of patrol strategies.
2. Patrol officers should be properly informed of the purposes of district profiling so that they will be more receptive and not view it as an unnecessary exercise.

FIRST PATROL DIVISION BUSINESSES

STREET NAME: _____ REPORT DATE _____

ADDRESS: _____ BUSINESS NAME: _____

TYPES OF SECURITY: _____ ALARM _____ GUARD _____ DOG _____ OTHER _____

NIGHT SECURITY LIGHT: _____ BACKED FENCED IN _____

ENTRANCES: _____ FRONT _____ REAR _____ R-SIDE _____ L-SIDE _____ OVERHEAD _____

NUMBER OF WINDOWS: _____ FRONT _____ REAR _____ RIGHT SIDE _____ LEFT SIDE _____
OVERHEAD _____

SAFE: _____ YES _____ NO LOCATION _____

LARGE AMOUNTS OF CASH KEPT ON PREMISES: _____ YES _____ NO

WHAT ARE WEAK POINTS OF SECURITY: _____

OWNER _____ BUSINESS PHONE _____

HOME ADDRESS _____ HOME PHONE _____

RESPONSE TIME IN CASE OF EMERGENCY: _____

OTHER EMERGENCY NOTIFICATIONS:

1. NAME _____ ADDRESS _____ PHONE _____

2. NAME _____ ADDRESS _____ PHONE _____

3. NAME _____ ADDRESS _____ PHONE _____

WILL OWNER PROSECUTE: _____ ADULTS _____ JUVENILES _____

NUMBER OF EMPLOYEES _____ AFTER HOURS AUTHORIZATION _____

DIAGRAM OF THE BUILDING - SHOWING QUICKEST WAY OF ACCESSABILITY (USE BACK OF SHEET FOR DIAGRAM)

LIST THE STREETS AND HOW TO GET TO ALL FOUR SIDES OF BUILDING _____

THIS INFORMATION IS STRICTLY CONFIDENTIAL AND TO BE HANDLED AS SUCH

VIII.

PATROL OFFICER PERFORMANCE SCALE DEVELOPMENT

INTERIM REPORT ON PATROL OFFICER PERFORMANCE SCALE DEVELOPMENT
DURING PHASE I OF NORFOLK POLICE DEPARTMENT'S
INTEGRATED CRIMINAL APPREHENSION PROGRAM

This report describes the activities of Old Dominion University's Performance Assessment Laboratory and Norfolk Police Department personnel in development of a patrol officer performance scale and 15 additional scales designed to evaluate the performance of Norfolk police officers. The topics relevant to scale development and implementation of the officer performance rating procedure discussed in this report include:

- I. Development of the Patrol Officer Performance Scale
 - II. Products of Performance Scale Development Procedures
 - III. Implementation of the Officer Rating Procedure
 - IV. Additional Considerations of Scale Development and Rating Procedure Implementation
- I. Development of the Patrol Officer Performance Scale

During Phase I of the Norfolk Police Department's Patrol Emphasis/Integrated Criminal Apprehension Program, Old Dominion University's Performance Assessment Laboratory worked cooperatively with the Norfolk Police Department to develop a police patrol performance rating scale for on-going periodic assessment of patrol officer performance. Initially, pre-existing patrol officer performance scales were modified and administered at rap sessions in the first and second precincts. Ratings of item favorability and discriminability were made on a nine-point unipolar scale with "not at all" at the 0 pole and "completely" at the 8 pole. Items were tested for favorability (whether behavior described by an item was judged favorably or unfavorably by responding officers) by computing means and standard deviations. Item discriminability was ascertained by having responding officers judge the extent to which the items described the best officer

and the worst officer with whom the rater had had contact. In addition 30 patrol officers and sergeants generated phrases for performance ratings at either the patrol or sergeant levels. This step was accomplished by introducing dimensions of performance and having respondents write specific descriptive items for the best or the worst patrol officer or sergeant with whom they had had contact. After analysis of item favorability and discriminability, items were presented in a forced choice scale composed of "item sets" (four items per set). Items in each set were matched as to level of favorability but not discriminability. (The four items in each set were at the same level of favorability, however two items were discriminative items and two were non-discriminative.) Instruction was given to choose two of the four items presented in a set.

Two different patrol officer scales were developed for experimental administration using this procedure. The first scale was administered in the following manner: Thirty-nine patrol officers and eight sergeants were asked to complete Landy and Farr's Behavioral Expectation Scale which was presented dimension by dimension. Raters checked the level of performance within each dimension for the "best," "average," and "worst" police officers. Nine dimensions derived through factor analysis were used with the responding patrol officers. Eight similarly derived dimensions were used with the responding sergeants. After completing the Behavioral Expectation Scale officers and sergeants filled out the forced choice scale for "best," "average," and "worst" officers by choosing two items from each set which best described the officer being rated. This procedure was repeated with a different group of thirty-four patrol officers and eight sergeants using a second forced choice scale with the exception that raters wrote critical incidents involving the individual rated in each dimension

of the Behavioral Expectation Scale and rated these incidents using a nine-point unipolar scale.

This data was analyzed and items found to discriminate between effective and ineffective performers were again formed into forced choice scales using the method for item set composition described above.

These scales have been used by supervisors in rating patrol officers and sergeants under their command in two separate administrations. The first rating took place in March of 1978. Scales were again revised after analysis of rating results and re-administered in August 1978. The final scale, administered in August, contained 15 forced choice and 20 summated items. The forced choice items are used to reduce the possibility of bias by raters. The summated items give the rater more flexibility in rating according to his/her likes and dislikes.

II. Products of Performance Scale Development Procedures

In addition to the patrol and sergeant scales, performance scales have been developed to assess the performance of officers in 14 separate divisions of the police department (i.e., K-9, Special Investigations, Central Files, etc.). These scales were developed by the Performance Assessment Laboratory team from pre-existing scales. All ratings have been analyzed based upon standardized scores to compensate for the variability of rating among supervisors.

III. Implementation of the Officer Rating Procedure

The Performance Assessment Laboratory team have advised relevant police department personnel to assess ratings over a four-year period to increase the validity of performance assessment for each officer.

Further suggestions proposed in meetings between NPD and Performance Assessment Laboratory staff include:

- . The results of an officer's rating should be attached to his/her file. (This attached information should include the officer's percentile score for each dimension of performance assessed as well as the cumulative percentile score as an indication of overall standing.)
- . Supervisors should be given this information for all officers whom they have rated.
- . The police chief should receive a summary record of ratings for all officers.
- . Each officer should receive a record of the rating information attached to his/her personnel file.

The department plans to administer all 16 of the rating scales every 6 months. Supervisors responsible for scale administration range in rank from Corporal to Deputy Chief. Instruction in proper scale administration is provided on a cover sheet attached to each scale. Results of the latest administration (begun in August of this year) are still being analyzed by Performance Assessment Laboratory staff.

The proposed suggestions listed above were tentative suggestions. Norfolk Police Department staff report that, since each officer will have access to his personnel file with an attached record of his/her performance rating, the suggestion that this record be made available to officers for their personal use may be unnecessary. NPD staff also report that in addition to attaching the results of each officer's performance rating to his/her personnel file, supervisors must explain their reasons for rating each individual as they have in a written statement to be read and signed by the officer, co-signed by the supervisor-rater, and filed.

Supervisors have voiced concern that these written justifications may adversely affect the supervisor-employee relationship. In this same vein, it may further be speculated that this phase of the rating procedure might result in less objective performance ratings since supervisors might adjust their ratings to avoid anticipated strains in their relationships with their men.

Another possible problem in rating procedure implementation as it is now conceived might be dependence upon written instructions alone to ensure correct administration of the scales. These written instructions may leave too much open to the interpretation of the supervisor-rater. A more thorough orientation (using a lecture format, for instance) in proper scale administration could increase the validity of the rating procedure.

IV. Additional Considerations of Scale Development and Rating Procedure Implementation

The administration of rating scales to evaluate the performance of Norfolk police officers is a systematic approach to monitoring individual officer performance for a large metropolitan police force. Creation of scales which relate to specific job functions (i.e., work in central files, patrol, special investigations) should contribute to the validity of the rating procedure since measurement of performance quality is related to specific job role and responsibilities.

Since the Performance Assessment Laboratory's final report on development of the patrol officer scale is still pending, this assessment is interim in nature. While awaiting the final report, some additional considerations concerning scale development and rating procedure implementation will be posed here. It should be noted that these observations are based upon questions concerning the process of scale development and future scale administration which might be answered by the Performance Assessment Laboratory's final report.

Scale Development

As indicated in the first section of this report (Development of the Patrol Officer Performance Scale, pages 1-3) the patrol officer and sergeant scales were developed with input from Norfolk's patrol officers and

sergeants. This input involved assistance in revision of prior scales and generation of new scale items. Although this method of scale development ensures that police personnel are involved in scale development, it does not include input from other sources within the department (higher ranking police officers) or sources from outside of the department (specialists in the provision of police service or the citizens of Norfolk who are the recipients of police service).

It is recognized that this process may be difficult to implement due to time constraints since it would increase the number and diversity of sources having input in scale development. Restricting this input, however, to those whose performance is to be assessed by the scales developed can be justifiably faulted as too insular an approach. Patrolmen's ideas about what distinguishes an effective patrolman from an ineffective one could easily differ from those of their commanding officers, the public served, and experts in the field of police service. The method of scale development could have been attuned to these differences by drawing input from a variety of relevant sources.

Another question which might eventually be answered by the Assessment Laboratory's final report concerns the definition applied to the concept of performance. Since the patrol officer scale is composed of some items which do not measure performance but rather seem to measure attitude and prediction of behavior, it is essential that some definition of performance be applied from the onset of the rating procedure.

Rating Procedure Implementation

As noted earlier in this report, ensuring proper administration of the rating procedure might necessitate a more thorough orientation for supervisor-raters than will be provided by attaching instruction sheets

to the rating scales. Additional thought should also be given to the supervisor-rater's criticism of the effect of the rating procedure upon the supervisor-employee relationship. (These points are discussed in more detail on page 4 of this report.)

Finally, the effectiveness of the rating procedure could be enhanced through continual monitoring by qualified and objective evaluators. Systematic and objective monitoring should detect the strengths and weaknesses of the rating procedure and ensure that performance assessment results in a more efficient and professional police department.

END