



Summary Report

44-360

DIVISION OF JUSTICE AND
DJCP
CRIME PREVENTION





COMMONWEALTH of VIRGINIA

Division of Justice and Crime Prevention

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RICHARD N. HARRIS
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ACQUISITION IS

*copy to the Thanks
12/9/77*

Ms. Emily Johnson
National Criminal Justice Reference Service
Post Office Box 6000
Rockville, Maryland 20850

Dear Ms. Johnson:

I am enclosing a complimentary copy of the Summary Report of the High Incidence Target (HIT) program which was conducted in eleven communities around Virginia.

HIT was funded through "block grant" funds made available to Virginia through the Law Enforcement Assistance Administration. LEAA funding support committed to HIT has been terminated by the Virginia Council on Criminal Justice (state SPA supervisory board), but a number of aspects developed during HIT have been maintained by participating localities.

I regret that there are only a limited number of these books so we have a severely restricted distribution of them; however, I thought you would like to see the results of this program.

Sincerely,

Bill Wood
Bill Wood
Information Officer

BH:ms1

Enclosure

This brochure highlights the results of the Virginia High Incidence Target (HIT) Program. Requests for additional information and copies of the final evaluation reports for the overall program and individual jurisdictions should be addressed to:

Division of Justice and Crime Prevention
of the Commonwealth of Virginia

8501 Mayland Drive

Richmond, Virginia 23229

INTRODUCTION

BACKGROUND

The Safe Streets Act of 1968 established the Law Enforcement Assistance Administration (LEAA) to address crime on a national basis. The approach taken by LEAA was to require the establishment of state criminal justice planning agencies to develop and administer state and local programs using a mix of federal grant funds and state and local matching funds.

In the Commonwealth of Virginia, the Governor appointed members to the Council on Criminal Justice (CCJ) and the Director of the Division of Justice and Crime Prevention (DJCP). The CCJ, which is composed of State and local criminal justice officials and private citizens, is responsible for overseeing the development and implementation of the State criminal justice planning functions. The DJCP serves in a staff capacity to the CCJ and is responsible for the planning and day-to-day management of Virginia's criminal justice program.

The DJCP made funds available to local jurisdictions and, in coordination with these jurisdictions, established the Virginia High Incidence Target (HIT) program to concentrate law enforcement resources to reduce specific target crimes over a short period of time. The HIT program was designed and implemented in two phases. The first phase began in mid-1973 and extended through December 31, 1975. It included the three most populated areas of Virginia: the cities of Norfolk and Richmond and Fairfax County. The second phase included areas of Virginia with populations between 50,000 and 200,000: the cities of Alexandria, Newport News, Portsmouth, Roanoke, Virginia Beach and Hampton and the counties of Arlington and Henrico. Operations began as early as November 1973 and were extended through June 30, 1976.

PROGRAM OBJECTIVES

The Virginia High Incidence Target Program was aimed at specific crimes and had the primary objective of reducing or stabilizing these major target crimes. In some cases the target crime was addressed throughout the entire jurisdiction, while in other cases, jurisdictions concentrated on target crimes within specific geographical areas. As the projects progressed, the program came to be perceived and managed by the local law enforcement agencies as an experiment with the objective of testing the effectiveness of certain operational strategies and tactics, such as patrol and investigation, in reducing target crimes. This added dimension to the program complemented the original crime reduction objective.

PROGRAM STRUCTURE AND RESPONSIBILITIES

The Division of Justice and Crime Prevention and the Council on Criminal Justice were responsible for the conceptual framework of the overall program, its broad management, its initial funding, and the decisions to extend funding.

Once the DJCP had determined the level of funding, the local jurisdictions were responsible for submitting applications which specified plans for project implementation. These plans defined project goals and objectives, the resources required in terms of personnel and equipment, the organization of these resources and the strategies and tactics necessary to attain project goals and objectives. After the CCJ approved grant funding, the local jurisdictions had the responsibility for project management and operations.

Although the local law enforcement agencies were responsible for performing periodic internal evaluations, the CCJ and DJCP felt that it would be valuable to engage an independent evaluator to assess the program's effectiveness on a consistent and timely basis. Arthur Young & Company was selected to perform the HIT program evaluation.

OVERALL PROGRAM FINDINGS

It is difficult in any crime prevention program to directly attribute changes in the level of crime to program activities. However, the positive results, which were so consistent across a wide range of jurisdictions, all point to one conclusion: the HIT program was a success.

The HIT program was successful in terms of crime reduction and its impact on target crime. Additionally, the experimental nature of the program enabled the local jurisdictions to identify various strategies and tactics, to test their impacts on crime and to identify those elements which were successful or unsuccessful.

Of the eleven jurisdictions, eight met their primary crime reduction objectives. In addition, while one other jurisdiction did not meet its stated objective, the growth rate of its target crime in relation to other crimes was reduced significantly. In only two cities the HIT programs failed to meet their objectives and had little apparent impact on crime. The specific primary and secondary objectives and their degrees of achievement in each jurisdiction are presented at the end of this section.

In all cases the HIT projects provided local jurisdictions with valuable information and lessons regarding specific anti-crime approaches and activities. The detailed evaluation of the HIT program results identified those elements which were successful with respect to the crimes of burglary and commercial robbery. The success of similar activities (for example, burglary investigation) within different jurisdictions indicates that these elements should be considered for replication by other law enforcement agencies.

The HIT program was also beneficial in other ways. It seemed to improve communication and coordination between the DJCP and local law enforcement agencies with respect to their mutual objectives of crime prevention and the improvement of the criminal justice system. Many of the strategies, tactics and activities of a particular jurisdiction were transferred to other non-HIT segments of the same law enforcement agency. For example, successful investigation or patrol techniques were often adopted by other operating units within a jurisdiction. Thus, the funds utilized for the HIT program impacted other areas unrelated to the grant. Similarly, techniques used to plan and manage the HIT projects had an effect upon the management process of the overall law enforcement agency. In many jurisdictions the HIT project represented the first time that the statistical analysis of crime and workload had been attempted, other than the Uniform Crime Report summaries. The HIT project showed the usefulness of expanded quantified analysis in police management. The systematic approach to problem identification and solution development improved the day-to-day analysis and planning activities of local departments. The training received by HIT personnel in operational, crime prevention and managerial processes was useful and advantageous when HIT personnel were transferred to other units.

Thus, the HIT program had, and continues to have, a positive effect across a broad range of activities, at both the state and local levels.

BROCHURE OBJECTIVES

This brochure presents findings based upon the experiences of all eleven HIT jurisdictions. The objectives of the brochure are to answer the following questions:

- What lessons can be learned from the experiences of the HIT jurisdictions?
- Which strategies and tactics did or did not work, and why?
- Which elements in individual projects are worthy of replication by other jurisdictions?

This brochure is meant to provide guidance and to be helpful to members of the general law enforcement and criminal justice community for their own management decisions.

BROCHURE STRUCTURE

This brochure is divided into three major sections. The first two sections, "Management" and "Operations" are designed to link conclusions that have resulted from the HIT evaluative efforts to police management and operational concerns. They are intended to aid the decision-making processes of local law enforcement agencies in terms of resource allocation and future program activities. The third section "Selected Projects" presents detailed information about three individual HIT projects: Arlington, Henrico County and Newport News. For each project, its description, management and organization, operations, results and impact are discussed. These project examples illustrate the wide range of approaches and activities which were undertaken and present the detailed evaluation of various project elements.

VIRGINIA HIT PROGRAM

OBJECTIVE ACHIEVEMENT AND IMPACT ON TARGET CRIMES

PROJECT OBJECTIVES	OBJECTIVE ACHIEVEMENT	IMPACT ON TARGET CRIMES
<p>ALEXANDRIA</p> <ul style="list-style-type: none"> ● Primary Objective: To reduce target area robberies by 25% compared to the previous year. ● Secondary Objective: To prevent any increase in Part I crimes. 	<ul style="list-style-type: none"> - Objective was met: Robberies were reduced 27.2%. - Objective was almost met: Part I crimes increased by 0.9%. 	<ul style="list-style-type: none"> - A significant impact was made on the crime of robbery, which was reduced 27.2% in the target area and 26.2% citywide.
<p>ARLINGTON COUNTY</p> <ul style="list-style-type: none"> ● Primary Objective: To reduce robberies below the average for the same period during the previous five years. ● Secondary Objective: To achieve an Effectiveness Index of 6.0. 	<ul style="list-style-type: none"> - Objectives were met: Robberies were reduced 12.1% below the 5-year average for the period. - Objective was not met: Effectiveness Index reached 4.9. 	<ul style="list-style-type: none"> - A significant impact was made on the crime of robbery, which declined both in absolute numbers and as a proportion of Part I crimes. Countywide robberies declined 43.1 percent compared to the previous year, while Part I crimes less robberies declined 2.2%.
<p>HAMPTON</p> <ul style="list-style-type: none"> ● Primary Objective: To reduce burglaries below a projected figure. ● Secondary Objective: To increase the burglary clearance rate to an average of 20% for the 12-month period. 	<ul style="list-style-type: none"> - Objective was met: Burglaries were held 29.9% below this target maximum. - Objective was almost met: The average clearance rate was 19.9%. 	<ul style="list-style-type: none"> - A significant impact was made on citywide burglaries, which declined 11.9% compared to the previous year. During the same period, Part I crimes less burglary increased by 5.9%.
<p>HENRICO COUNTY</p> <ul style="list-style-type: none"> ● Primary Objective: To prevent any increase in countywide armed commercial robberies. ● Secondary Objective: To prevent any increase in countywide commercial burglaries. 	<ul style="list-style-type: none"> - Objective was met: Commercial Robberies were reduced 20.2% from the previous year. - Objective was met: Commercial Burglaries were reduced 13.4% from the previous year. 	<ul style="list-style-type: none"> - A significant impact was made on both target crimes. Additionally, total countywide robberies and burglaries declined 8.8% and 31.5% respectively, from the previous year.
<p>NEWPORT NEWS</p> <ul style="list-style-type: none"> ● Objective: To prevent any increase in citywide burglaries over the previous year. 	<ul style="list-style-type: none"> - Objective was met: Burglaries decreased 28.1% from the previous year. 	<ul style="list-style-type: none"> - A significant impact was made on citywide burglaries. During the same period that burglaries decreased 28.1%, Part I crimes less burglary increased 10.6%.
<p>PORTSMOUTH</p> <ul style="list-style-type: none"> ● Primary Objective: To reduce target area burglaries by 10% from the previous year. ● Secondary Objective: To increase the burglary clearance rate to 25.4%. 	<ul style="list-style-type: none"> - Objective was met: Target area burglaries were reduced 18.1 percent. - Objective was met: A clearance rate of 29.3% was attained. 	<ul style="list-style-type: none"> - A significant impact was made on both target area and citywide burglaries. Citywide burglaries declined 17.3 percent compared to a 1.5% reduction in total Part I crimes less burglary.
<p>ROANOKE</p> <ul style="list-style-type: none"> ● Primary Objective: To prevent any increase in burglaries from the previous year. ● Secondary Objective: To increase burglary clearance rate to 20% 	<ul style="list-style-type: none"> - Objective was met: Burglaries were reduced 24.2% from last year. - Objective was met: A clearance rate of 30.5% was achieved. 	<ul style="list-style-type: none"> - A significant impact was made on citywide burglaries. During the same period that burglaries declined 24.2% other Part I crimes less burglary increased 12.6%.
<p>VIRGINIA BEACH</p> <ul style="list-style-type: none"> ● Objective: To reduce actual citywide burglaries 5% from a figure projected for the period. 	<ul style="list-style-type: none"> - Objective was not met: Burglaries exceeded projections by 7.2%. 	<ul style="list-style-type: none"> - There did not seem to be any significant impact on reported citywide burglaries. During the period, they increased 15.3% over the previous year, while total Part I crimes increased 11.6 percent.

VIRGINIA HIT PROGRAM

OBJECTIVE ACHIEVEMENT AND IMPACT ON TARGET CRIMES

PROJECT OBJECTIVES	OBJECTIVE ACHIEVEMENT	IMPACT ON TARGET CRIMES
<p>FAIRFAX COUNTY</p> <ul style="list-style-type: none"> ● Primary Objective: To prevent any increase in target area burglaries over the previous year. ● Secondary Objective: To achieve an HIT Squad Burglary clearance rate 5% higher than non-HIT units. <p>NORFOLK</p> <ul style="list-style-type: none"> ● Primary Objective: To reduce citywide burglaries 5% from the previous funding period. ● Secondary Objectives: <ul style="list-style-type: none"> - To reduce target area burglaries by 5% during the last 6 months of the project. - To increase citywide burglary arrests by 10% during the last 6 months of the project. - To increase arrests for receipt or possession of stolen property by 10% during the last 6 months of the project. - To increase the citywide burglary clearance rate by 3% during the last 6 months of the project. - To clear at least 25% of all target area burglaries assigned to SOD/HIT officers during the last 6 months of the project. 	<ul style="list-style-type: none"> - Objective was almost met: Target area burglaries increased only 2.6% over the previous year. - Objective was met: The HIT Squad burglary clearance rate was 25.2%, significantly higher than the 14.2% of the non-HIT burglary investigation units. - Objective was not met. Burglaries increased 36.8% over the previous period. - Objective was not met. Burglaries increased 20.3%. - Objective was not met. Arrests decreased 2.6%. - Objective was exactly met. - Objective was met. The clearance rate increased by 10.6%. - Objective was not met: A clearance rate of 22.3% was attained. 	<ul style="list-style-type: none"> - There did seem to be a positive impact on burglaries, which increased only 2.6% in the target areas, and declined 5% countywide. - Although burglaries increased 36.8% over the previous period, the trend of increasing burglaries seemed to be reversed during the final months of the project. During the final 3 months, when the invest yative effort had matured, burglaries were reduced 16.9% compared to the previous year. During the final funding phase Part I crimes less burglary increased 21.8% over the previous period.
<p>RICHMOND</p> <ul style="list-style-type: none"> ● Primary Objective: To reduce target area burglaries by 10% from the previous funding period. ● Secondary Objectives: <ul style="list-style-type: none"> - Residential burglary <ul style="list-style-type: none"> - To experience no increase in residential burglaries in Census Tracts 401, 407, 408, 412, 415 and 416, therefore maintaining the level at the 1973-1974 Total. - To reduce residential burglaries to 90% of the 1973-1974 total in Census Tracts 402, 403, 406 and 409. - To reduce daylight residential burglary to 80% of the 1973-1974 total in Census Tracts 404, 405, 411, 413 and 414. - To reduce evening residential burglary to 85% of the 1973-1974 total in Census Tracts 405, 411, 413 and 414. - To reduce midnight residential burglary to 85% of the 1973-1974 total in Census Tracts 404 and 410. 	<ul style="list-style-type: none"> - Objective was not met: Burglaries increased 17.8%. - Objective was not met: Increased 38.7%. - Objective was not met: Increased 8.2%. - Objective was not met: Increased 10.9%. - Objective was not met: Increased 14.2%. - Objective was not met: There was no change. 	<ul style="list-style-type: none"> - Burglaries increased approximately 12% in the target area and citywide compared to the previous funding period. There was no conclusive evidence that the HIT Project had a continuing effect on burglaries, however, analysis of burglary trends indicated that target area burglaries declined as a percentage of overall city burglaries.

VIRGINIA HIT PROGRAM

OBJECTIVE ACHIEVEMENT AND IMPACT ON TARGET CRIMES

PROJECT OBJECTIVES	OBJECTIVE ACHIEVEMENT	IMPACT ON TARGET CRIMES
<ul style="list-style-type: none"> - Non-residential burglary <ul style="list-style-type: none"> -- To experience no increase in non-residential burglaries in Census Tracts 404, 406, 407, 408, 410, 412, 415 and 416, therefore maintaining the level at that of the 1973-1974 total. -- To reduce non-residential burglary to 87% of the 1973-1974 total in Census Tracts 401, 402, 403, 405, 509, 411, 413 and 414. - Other Part I crime <ul style="list-style-type: none"> -- To reduce evening robberies to 80% of the 1973-1974 total in Census Tracts 404, 410 and 411. -- To experience no increase in the level of rape in the target areas. 	<ul style="list-style-type: none"> - Objective was not met: Increased 24.8%. - Objective was not met: Decreased 3.3%. - Objective was not met: Increased 3.3%. - Objective was met: Decreased 17.6%. 	



MANAGEMENT

The management of the HIT program involved these major components:

- Planning
- Organization and Personnel
- Evaluation

PLANNING

The first step in the HIT project planning process was to identify the problem or problems to be addressed. Some jurisdictions identified these problems by analyzing crime growth rates, arrest or clearance rates, crime-related costs or losses, and the impact of the problem on the police, the justice system or the public. In Henrico County data was collected and analyzed by offense, offender, location and time. Based upon these analyses by local jurisdictions, problems were sufficiently identified to permit the development of project objectives and tactical strategies.

Those jurisdictions which had maintained a criminal data base including many of the above elements were better able to make planning decisions concerning the identification of target crimes. However, in general, the initial data bases of most jurisdictions were extremely limited. Jurisdictions not having adequate data bases had to develop them. In all HIT jurisdictions, detailed analyses were developed to meet the current needs and were performed manually.

Once the target crimes were identified it was necessary to determine the geographical areas of activity. Many of the HIT project efforts chose specific target areas in order to test the effects of concentrating resources in the target areas and in comparison to the neighboring areas. In Norfolk, the target crime, identified through problem analysis, was burglary. The HIT target area was designated on the basis of calls for service and the frequency of burglary. Additionally, a fringe area was identified to help determine whether HIT activities were responsible for the geographical displacement of crime.

After defining the target crimes and areas, each jurisdiction established goals and objectives and defined the actions necessary to attain them. Goals were developed which related to the basic premises or the hypotheses to be tested. For example, in Henrico County, one of the goals was to determine the effects of covert patrol on commercial robbery. In Richmond, the basic premise was that citizen involvement would reduce burglary.

Objectives, relating to the specific desired impact of project actions, were then established. In Henrico County, the primary objective was to stabilize commercial armed robberies and the secondary objective was to stabilize commercial burglaries. In Richmond, the primary objective was to reduce burglaries by 10 percent. These objectives, as opposed to goals, were, in most cases, quantified.

The HIT program showed that the quantification of objectives was advantageous and contributed to project success. Some objectives, however, could not be quantified. Objectives such as improving coordination, communication, education and case processing were important and had to be evaluated on a qualitative basis. The results of the HIT program showed that these quantitative or qualitative objectives were most effective when they were directly related to and consistent with program goals, were both achievable and challenging, stimulated operational activity and represented an improvement over existing conditions.

After the objectives were established, tactical approaches were defined which were designed to focus on the problem and were structured to satisfy project objectives. For example, the objective of the first phase of the Richmond HIT project was to reduce burglary rates in a given area through increased citizen participation. Specific tactical activities included publishing a newsletter for residents, meeting with citizen organizations, using motorbikes on patrols, and improving street lighting. In Henrico County the objectives were to stabilize commercial armed robbery and commercial burglary. The tactics used to attain these objectives stressed covert operations including clandestine air, ground and electronic surveillance of commercial establishments by specially trained personnel whose sole responsibility was to detect, confront and apprehend offenders during the commission of crimes.

Almost all of the HIT projects involved the tactical elements of patrol or investigation or a combination of the two. The specific tactical project elements used and their degrees of success or failure are discussed later. The more successful projects involved the use of operational level personnel, including HIT unit managers, in the development of tactical approaches.

ORGANIZATION AND PERSONNEL

Once specific tactical approaches had been defined, the organizations for executing these activities were established. Most HIT projects involved the establishment of a small specialized police unit. In Norfolk this unit included the following major elements: a HIT detective squad, a specialized patrol unit, a legal advisor and a planning analyst. The Roanoke project organization included a surveillance team, an investigation unit and a public information unit. The organization in Virginia Beach included a citywide burglary investigation team with K-9 and youth officer support.

Success in organizing the various HIT projects varied. The Alexandria HIT project exhibited many elements which made for an excellent organization. Officers were highly motivated, knowledgeable and well-trained. Morale was good and officers exhibited a dedication to the basic objectives of the HIT project. These results occurred because only highly qualified volunteers were assigned, officers were directed to work in areas where their efforts could be effective, a continuing variety of patrol tactics were applied and supervisors developed a "team" concept which was very effective.

Other projects showed the importance of selecting unit commanders who were experienced and competent police officers, were well-liked and respected by members of the department and could communicate freely with officers from other units. Successful HIT units included volunteer officers who were used on a full-time basis, approved by HIT unit commanders, specially trained, subject to disciplinary action as the result of unsatisfactory performance, and interested and previously successful in the types of activities which were assigned to the HIT unit.

Once the organizational structure was defined and the personnel selection process was complete, it was necessary to determine how to use these resources to conduct the operations and take the necessary actions to meet the stated goals and objectives. Some HIT projects tested the following features of tactical operations management:

- Assignments were made for a long period of time.
- Deployment was made to a high crime area in anticipation of future crime problems.
- Officers focused attention on one or two specific offenses.
- Assignments were limited to specific geographic areas.
- Officers had specific assignments at all times.

These features resulted in the following:

- Officers came to know those persons in the community who were likely to commit or had committed target offenses.
- Officers developed an indepth knowledge of the area where they were assigned to work.
- Officers developed an indepth knowledge of the target crime.
- Local criminals became aware of police efforts and were less likely to commit target offenses.

As previously stated, the specialized police units of the various HIT jurisdictions varied considerably. However, one problem consistently arose: the interaction and relationships between the unit and the remainder of the department. In most instances these problems arose because of misunderstandings concerning the role of the HIT unit in relation to existing activities and because of the additional resources and recognition given to the HIT unit. Most of these problems were eventually resolved. Coordination and cooperation between units was improved by continuous personal interaction and communication between personnel at all levels. Some

specific activities which were successful in alleviating this "special unit jealousy" were:

- The commander of the HIT unit attended staff meetings with commanders of other operational units.
- At least one officer from the specialized unit attended patrol or investigative roll calls daily.
- Officers from the unit were tasked with training responsibilities in the area of unit specialization. Training programs were prepared and operated in entrance level training programs, and at the in-service level. Roll call training programs were particularly suited to this latter activity.
- The unit prepared commendations to officers from other units who provided assistance or accomplished outstanding work in the unit's area of specialization.
- The specialized unit communicated followup activities or results back to officers from other units who were involved in initial efforts or provided intelligence or useful data.
- The specialized unit produced a routine informational bulletin for dissemination to other operational units.

EVALUATION

In order to evaluate the program on a uniform and independent basis, the firm of Arthur Young & Company was selected to provide the necessary evaluative and consulting services. The procedures followed by Arthur Young & Company in the evaluation of each project were uniform with respect to the methods of data gathering and analysis. The first step in each jurisdiction was to develop, in conjunction with local officials and project personnel, a detailed plan for the evaluation of the various phases of the HIT projects.

The evaluation of the planning process of each HIT project was structured to determine whether or not the process was logical, systematic and comprehensive.

The major part of the evaluation effort however, related to HIT operations and their results for each HIT project. An operation evaluation plan included the following major characteristics:

- Categorization of project activities, personnel and equipment
- Definition of objectives and priorities for the overall project and each of its major elements
- Definition of measures for assessing overall project effectiveness and individual project elements
- Identification of data sources
- Identification of techniques for the analysis of project effectiveness and efficiency.

For purposes of individual and comparative evaluations, Arthur Young & Company classified the various activities, personnel and equipment used within the HIT project into one of three major categories as follows:

- Tactical project elements which were directly related to the tactical activities directed at crime prevention and criminal apprehension.
- Citizen awareness and crime prevention elements which involved planned interaction with the community in terms of increased overall security or improved police-community cooperation.
- Planning and support elements which provided support or planning assistance for the implementation of the above tactical and citizen awareness elements.

Evaluation measures were developed for all project objectives and classified into one of the following categories: measures of effectiveness to assess overall and project element results; measures of efficiency to assess tactical and citizen awareness elements; and subjective criteria to assess planning and support elements.

Measures of effectiveness indicated the impact of overall project activities upon the target problem. They related to what was ultimately desired. For example, the measures of effectiveness of the Portsmouth HIT project centered on the incidence of burglary, burglary clearance rates and burglary arrests.

Measures of efficiency indicated how adequately project activities were carried out. These measures were used to assess the performance of project activities falling within the categories of tactical project elements and public information elements. Measures in this category included number of arrests, property value recovered, average response time, investigative caseloads, number of presentations, etc.

Subjective criteria were used to assess planning and support elements that did not lend themselves to quantitative measurement. For example, criteria such as value of curriculum and instruction were used to assess project training activities.

In order to effectively measure project performance, data concerning project activity and results were gathered, tabulated and analyzed.

Data was collected on a month and year-to-date basis. Simple mathematical and statistical measures were calculated for the target areas, peripheral areas, remainder of the jurisdiction and the total jurisdiction, where appropriate. These measures were then compared to the corresponding time period in prior years and the differences were analyzed. The analyses centered on the attainment of major objectives, the efficiency of project activities, the existence of cause and effect relationships and the degree, if any, of crime displacement.

To conduct the evaluation Arthur Young & Company made monthly site visits and developed monthly monitoring reports on each project. As the projects matured, these visits and analyses were conducted quarterly. The evaluation effort also produced in-depth interim evaluation reports which determined the progress of the projects toward their objectives and served as the mechanism for isolating problem areas and recommending adjustments in their design and management.

The basic premise of this evaluation effort was that the evaluator should serve as a source of ongoing and immediate feedback to project planners and managers, based upon the results of interim evaluations of project activity. Throughout their involvement in the HIT program, the evaluators attempted to serve as agents of corrective action at the project level. Their role was to present their findings on a continuing basis to the management of the law enforcement agencies responsible for the individual projects. If the findings appeared to support the need for corrective action, recommendations to that effect were made. This emphasis was taken in order to ensure the role of the evaluation in the decision making process and to maximize the benefits of the evaluation effort.

OPERATIONS

This section describes the results of the specific project elements of the eleven HIT projects. Some, such as burglary investigation, were common to most of the projects. Others, like the fingerprint specialist in Portsmouth, were unique to particular projects. These elements have been divided into tactical project elements, citizen awareness and crime prevention elements and project support elements, as defined in the previous section.

TACTICAL PROJECT ELEMENTS

Each HIT project developed a specialized police unit as the major element of its strategic approach to reducing crime. All of these units employed a variety of tactics and operations as elements of their respective projects. The results of these tactics are described in the following paragraphs.

Burglary Patrol

Burglary Patrol was at one time or another an important element of the antiburglary efforts of several HIT projects. It was not found to be a particularly effective tactic. Patrol activities (whether semi-covert or visible) seemed to influence the rate of burglary only when a large number of officers were concentrated in a very small area; thus, this activity was not cost beneficial. There seemed to be no effect on burglary outside the area where patrol activities were concentrated.

In Newport News, Norfolk and Roanoke, results improved significantly when the emphasis was changed from patrol to investigation. For example, when the Newport News project increased its investigative emphasis, the clearance rate doubled and the level of burglary was significantly reduced. Richmond, the only jurisdiction to emphasize burglary patrol without investigation throughout the life of the project, neither met its objectives nor was able to significantly retard the growth of burglary.

Burglary Investigation

Effective burglary investigation was the most successful operational tactic of the antiburglary projects. Results indicated that as the clearance rate increased, the number of burglaries declined. In other words, the most successful tactic in terms of preventing or reducing burglaries was the apprehension and incarceration of burglars. The single most productive technique of successful HIT investigators was timely and thorough investigations, including extensive neighborhood canvassing. In the course of their investigations, these investigators often made use of crime analysis, an informants' fund, surveillance equipment, and other project

elements that are evaluated further on in this report. The exhibit on the following page shows the second phase jurisdictions that addressed burglary as the target crime. The exhibit permits a pre-HIT and mature-HIT comparison. The pre-HIT periods vary since the projects began at different times. The mature-HIT periods vary slightly because it was felt that the comparison would be most valid if only the final mature investigative phase of the project was included and this phase began at different times with each project. The exhibit shows that the burglary clearance rate improved in all but one jurisdiction, and in three cases, substantially. The average number of arrests increased significantly everywhere but in Portsmouth. Further, the average number of burglaries per arrest decreased in every jurisdiction. In other words, during the mature-HIT period a burglary was more likely to result in an arrest than it was in the pre-HIT period.

Robbery Patrol

Robbery was the target crime in Alexandria and Arlington and one of two target crimes in Henrico County. A mix of aggressive covert and visible patrol operations had a significant effect on the crime of robbery.

The three projects differed in the following ways:

- Alexandria employed a combination of covert and visible patrol.
- Arlington employed a task force approach with both patrol and investigation.
- Henrico County employed covert patrol exclusively.

All three projects were successful in meeting their objectives and reducing the target crime.

Robbery Investigation

Of the three antirobbery projects, only Arlington included investigation as an element of its specialized HIT unit. This no doubt explains why, although all three antirobbery units were successful, Arlington had the highest clearance rate. The task force approach that combined both patrol and investigation was the most successful strategy in reducing robberies.

Stakeouts and Surveillance

Most stakeouts and surveillance activities demonstrated little productivity when they were based on inadequate intelligence, but these activities did prove useful when they were based on solid information and careful planning. The HIT projects demonstrated that covert surveillance combined with aggressive patrol can have an influence on commercial robbery and on commercial burglary.

HIT PHASE II PROGRAM
PRE-HIT/MATURE-HIT COMPARISON
BURGLARY COMPARISON

	<u>HAMPTON</u>		<u>HENRICO</u>		<u>NEWPORT NEWS</u>	
	<u>Pre-HIT</u> <u>(1/73-1/74)</u>	<u>Mature-HIT</u> <u>(2/75-6/76)</u>	<u>Pre-HIT</u> <u>(7/73-6/74)</u>	<u>Mature-HIT</u> <u>(7/74-6/76)</u>	<u>Pre-HIT</u> <u>(1/72-10/73)</u>	<u>Mature-HIT</u> <u>(2/75-6/76)</u>
Average Clearance Rate	9.9%	19.6%	10.7%	7.6%	25.3%	30.9%
Average Number of Arrests	16.6	26.4	N/A	N/A	26.0	48.0
Average Number of Burglaries per Arrest	7.3	5.0	N/A	N/A	4.8	3.3

	<u>PORTSMOUTH</u>		<u>ROANOKE</u>		<u>VIRGINIA BEACH</u>	
	<u>Pre-HIT</u> <u>(1/73-3/74)</u>	<u>Mature-HIT</u> <u>(4/74-6/75)</u>	<u>Pre-HIT</u> <u>(1/73-6/74)</u>	<u>Mature-HIT</u> <u>(9/75-6/76)</u>	<u>Pre-HIT</u> <u>(1/73-3/74)</u>	<u>Mature-HIT</u> <u>(4/74-6/76)</u>
Average Clearance Rate	6.1%	24.7%	11.7%	28.7%	14.9%*	17.0%*
Average Number of Arrests	23.9	21.9	18.2	35.3	36.3	49.0
Average Number of Burglaries per Arrest	7.6	7.1	7.2	4.1	4.7	4.1

*Based on clearances by arrest only. All other clearance rates are based on clearances by exception as well as arrest.

It was also demonstrated in Henrico County that conducting these operations in a target area can have jurisdiction-wide effects, providing that the criminal element is unaware of the location of the target areas.

Air Support

Air Support was provided to the Portsmouth HIT project using a helicopter and to Henrico County using a fixed wing aircraft.

The use of the helicopter assisted the Portsmouth HIT project both in surveillance and tracking activities. However, it was expensive to operate and only used for a limited number of hours.

The Henrico County Air Support Team and the air support capability provided little in terms of assistance to and impact on HIT activities. The positive aspects of air support were in providing an air patrol capability to the overall Police Division. The size and geographic dispersion of Henrico County made the aircraft particularly suited for county-wide patrol operations.

These two situations demonstrated that air support, dedicated solely to special operations, was not cost-effective.

K-9 Activity

K-9 activity was an integral part of HIT operations in Portsmouth and Virginia Beach. In Portsmouth, there was little use for the actual K-9 capability in the burglary investigative unit. However, the officer was well utilized in specific investigative assignments.

In Virginia Beach, the K-9 squad, consisting of 12 officers and a supervisor, accounted for 18.5 percent of the burglary arrests during the final funding phase, and was particularly valuable in burglary scene apprehensions. It should be emphasized that these officers did not act as investigators but as patrol officers, although they provided valuable operational assistance to burglary investigators, particularly by their timely response to burglary-in-progress calls and in some surveillance situations. However, their value to the project was as trained policemen and not as K-9 officers.

The results in Portsmouth and Virginia Beach showed that K-9 operations had little value in a program of this type.

Fingerprint Specialist

Only the Portsmouth HIT project had a fingerprint specialist assigned. In addition to specialized activities, the Portsmouth fingerprint specialist received specific investigative case assignments. However, there was too little specific work to justify the full-time assignment of a fingerprint specialist to a burglary investigation unit.

Electronic Surveillance Equipment

The electronic surveillance equipment (alarms, night vision scopes, sensors, etc.) was not particularly productive, especially in relation to its high cost. These devices were not used often and, when they were, were not effective when measured in terms of related arrests.

Truant Emphasis Program

In their initial analyses, a number of jurisdictions found that a substantial number of daytime residential burglaries were committed by truants. Virginia Beach and Portsmouth decided to deal directly with the problem by beginning a Truant Emphasis Program.

In Virginia Beach the truant emphasis program was an important element of HIT operations and had a direct effect on the reduction of residential burglaries. The program was very successful when officers were assigned that had demonstrated interest and effectiveness in dealing with youths.

In Portsmouth the results of the HIT truant emphasis program were mixed, although this activity was well received and supported by school officials.

It was concluded that truant emphasis does have an effect both on the crime of residential burglary and with respect to improving relations with schools. However, it probably is not required on a full-time basis throughout the school year and is a tactic which should be utilized periodically.

Informants' Fund

The informants' funds generally proved to be successful, particularly in support of burglary investigations. Although only limited information is available, results indicate that, in addition to directly assisting in case clearances, these payments resulted in the recovery of large amounts of stolen property. In Hampton, for example, this amounted to \$3,800, a total of 19 times the \$200 which was paid out.

CITIZEN AWARENESS AND CRIME PREVENTION ELEMENTS

Each of the Virginia HIT projects used some form of a comprehensive citizen awareness and crime prevention program to make citizens aware of and eventually a participant in improved security procedures designed to prevent crime. This subsection presents comparative evaluative findings about these project elements. Types of citizen awareness or crime prevention project elements included premise or security checks, crime prevention presentations to citizens' groups, advertising campaigns, public service announce-

ments, leaflets and pamphlets, neighborhood security groups, crime prevention vans, Operation Identification and burglar alarm assistance.

The overall evaluative findings were that these elements had little effect on the crime reduction objectives of most of the individual HIT projects, although they were successful in terms of police-community relations. These findings are summarized as follows:

- The overall effort applied to crime prevention and community awareness activities, in terms of level of activity (number of security checks, use of a crime prevention van, etc.), was usually less than adequate to reach the number of citizens necessary to achieve a possible impact.
- Although not totally successful, the attempt at crime prevention through public education and involvement has a place in police operations. There is a distinct need for the police to educate its citizens to the need for crime prevention efforts.
- The installation of alarm systems in private homes, as in Portsmouth, was not successful. Alarms fell into disrepair, and residents did not replace the batteries or take proper care of the alarms. The police did not follow up to ensure that alarms remained in working order; however, they received no complaints from citizens.
- The comprehensive citizen awareness effort in Norfolk, which involved the Chamber of Commerce as well as the Police Department, did seem to have a positive impact on reducing burglaries, particularly in areas where a high proportion of homes were involved in Operation Identification. This success can be attributed to the involvement of the entire uniform patrol force and the Norfolk Chamber of Commerce.
- The success of the Arlington robbery awareness and prevention program indicates that a crime prevention effort aimed at commercial robbery has a better chance of success than a burglary prevention program. The robbery prevention effort in Arlington was very thorough and professional. Individualized presentations were developed for the major types of commercial establishments describing the robbery threat and steps to follow in case of a robbery. These efforts, combined with the aggressive and successful tactics of the Robbery Task Force, contributed significantly to the decline of robberies in Arlington.

Other than inadequate level of effort and citizen apathy, the chief weakness of the less successful community awareness and crime prevention programs was the lack of planning in terms of setting objectives and measuring progress toward those objectives. Sometimes no objectives or priorities were set, so while much activity seemed to be generated, not much in terms of community awareness and crime prevention was really being accomplished.

In summary, three basic conclusions resulted from the evaluative efforts associated with community awareness activities:

- Community awareness activities probably have little or no direct impact on crime, although these activities can result in a significant improvement in police/community relations, an improved police image and enhanced support for police activities.
- Community awareness activities require broad police participation and should be assigned as a part of the role of all police officers.
- Community awareness activities should be directed toward specific neighborhood or community conditions.

HIT SUPPORT ELEMENTS

This subsection presents the evaluative findings of the support elements of the 11 Virginia HIT projects.

Data Processing Assistance Systems

A number of HIT jurisdictions included some aspect of data processing assistance in their initial funding phase. The primary evaluative finding regarding these data processing assistance systems during the initial funding phase was that they were costly and generally less than successful since they did not provide HIT personnel with accurate and timely information necessary to monitor crime trends and to make informed operational decisions. Most jurisdictions dropped this element from their funding requests for the second funding phase. This general lack of success was a result of the following:

- The implementation of some data processing assistance systems was delayed until well into the period of HIT operations.
- The sophistication of systems eventually developed was considerably less than had been expected.
- Most data processing reports received little use by HIT operational personnel.
- The capabilities of these systems were misunderstood by most police personnel.

Crime Analysis

Crime analysis was an important and successful element of many of the HIT projects. Alexandria, Norfolk, Richmond and Virginia Beach had crime analysts formally assigned to their projects. All HIT projects performed crime analysis to some extent, with varying degrees of success. The general purpose of analysis was to provide timely information to HIT operational commanders on crime trends and other crime or criminal characteristics which would enable these units to better plan and allocate their personnel and to be productive. This type of planning can be considered to be "operational planning" as opposed to the standard police department planning function which is primarily concerned with grant planning, acquisition, and monitoring.

The overall finding, concerning the development of this capability, is that a continuing operational planning capability contributed significantly to the productivity and effectiveness of the respective HIT police units. These operational planning functions were generally most productive when the planners were assigned directly to operational units.

The major drawback to this operational planning function was the lack of available criminal information and crime data suitable for further analysis and planning purposes. One of the most positive results of the HIT program has been the recognition by operational personnel of the value of crime-related data base and analysis capabilities to the operational units themselves.

Assistance of Commonwealth Attorney

The jurisdiction of Alexandria, Newport News and Portsmouth included, as elements of their individual HIT projects, the funding and participation of an assistant Commonwealth's Attorney. Attorneys were included in the projects in anticipation of increased prosecution workloads.

The nature of the Alexandria HIT project and the low level of arrest activity did not justify assignment of a full-time prosecutor. Results in Newport News and Portsmouth were considered successful as a result of aggressive prosecution of burglary cases and cooperation with the HIT Squad in terms of providing assistance and guidance.

Internal Evaluation

HIT project administrators generally felt that informal continuous internal evaluation was sufficient. In some jurisdictions, however, informal internal evaluation often had little or no impact on the HIT projects. The only attempt at regular formal internal evaluation was in Hampton where the Planning and Analysis Unit prepared a thoughtful and candid formal quarterly evaluation of the HIT project.

Training

Most HIT jurisdictions conducted some training for HIT unit personnel. Some HIT jurisdictions developed a sound pre-HIT implementation course that included a thorough review of the nature of the target crime, expected HIT operations, and other applicable topics. External training was generally considered effective. The National Crime Prevention courses, for example, served as the basis for the techniques attempted in many crime prevention and community awareness HIT project elements.

The overall finding concerning HIT project training was that it was essentially positive and provided a necessary basis for the eventual general operational success of the specialized HIT units. Training also had a positive impact on productivity in that the training upgraded or developed necessary police skills and effective training programs seemed to improve morale by demonstrating interest in the HIT officer's career development.

Mobile Headquarters Facilities

Four jurisdictions purchased mobile headquarters facilities for their HIT projects (Hampton, Newport News, Virginia Beach, and Richmond). In general, these trailers, although small, were successfully outfitted as police office facilities. These headquarters facilities were a necessary part of the HIT projects, since other office space was limited. Prior to the completion of the HIT projects, both the Hampton and Virginia Beach HIT Squads were able to move into more spacious quarters.

SELECTED PROJECTS

ARLINGTON

PROJECT DESCRIPTION

The Arlington HIT project employed a specialized Robbery Task Force (RTF) that used tactical surveillance, immediate response, investigation, and crime prevention to deter, detect, and apprehend robbery suspects.

The Task Force operated in three target areas within Arlington County:

- Crystal City - Jefferson Davis Highway Corridor
- Columbia Pike Corridor
- Lee Highway.

From July 1975 to January 1976 the RTF operated in the Shirlington-Claremont area rather than Lee Highway. Increased robberies in the Lee Highway area led to the change.

All robbery cases in the target areas were the responsibility of the Task Force. Robbery cases occurring outside the target areas were the responsibility of the regular Arlington County Criminal Investigation Division.

The original objective of the Arlington County Robbery HIT project as presented to the DJCP in 1974 was to reduce the number of robberies to the level of the prior five year average, i.e. 1969-1973. The revised objective for calendar year 1975 was to reduce the number of robberies to the level of the average for the five years 1970-1974. Following this precedent, the 1976 evaluation of the RTF was based on a comparison with the five year average for the years 1971-1975. The goal of this project was to continually decrease the incidence of robbery as compared to prior years.

In 1975 a secondary objective was established: to reduce the ratio of robberies in task force areas to county-wide robberies by a significant amount. As a measure of this activity an effectiveness index was computed monthly. The index was computed by dividing the number of robberies in the county by the number of robberies in the target area. As the index rose, the Task Force was considered to be more effective. When the index reached a level of six or higher, and the level was maintained for a month, a shift of target areas was considered. As mentioned, one target area was changed at the end of January, 1976.

PROJECT MANAGEMENT AND ORGANIZATION

The Arlington HIT project was commanded by a lieutenant who reported directly to the Chief of Police and consisted of an investigation unit, a tactical patrol unit, and a robbery prevention unit.

The organizational structure of the Arlington HIT project is shown on the following page.

The HIT team, known as the Robbery Task Force (RTF), was staffed as follows:

- Lieutenant -- 1
- Sergeants -- 2
- Investigators (P.O. II) -- 5
- Police Officers (P.O. I) -- 14.

Of these, grant funds supported salaries for two sergeants, four investigators, and three police officers.

The Robbery Task Force additionally received support from the lieutenant, police planner, and others in the Research and Development Section of the Arlington County Police Department.

PROJECT OPERATIONS

The Robbery Task Force of the Arlington HIT project employed a team policing concept with individual officers responsible for specific sectors in the target area. The patrol officers staffed two shifts, one from 9 a.m. to 5 p.m. and the second from 4:30 p.m. to 12:30 a.m. and performed visible and covert patrol activities. Three investigators worked the day shift and two the evening shift, concentrating their efforts on banks. One investigator was on call between 12:30 a.m. and 9 a.m. and all officers were scheduled to be off duty on Saturday and Sunday. Duty hours and days off were altered to address special crime problems or trends. Duty shifts rotated weekly.

PROJECT RESULTS

The primary objective was to reduce robbery below the average for the same period during the previous five years. This objective was attained. For the 12 month period ended June 30, 1976, robbery was reduced 12.1 percent compared to the five-year average.

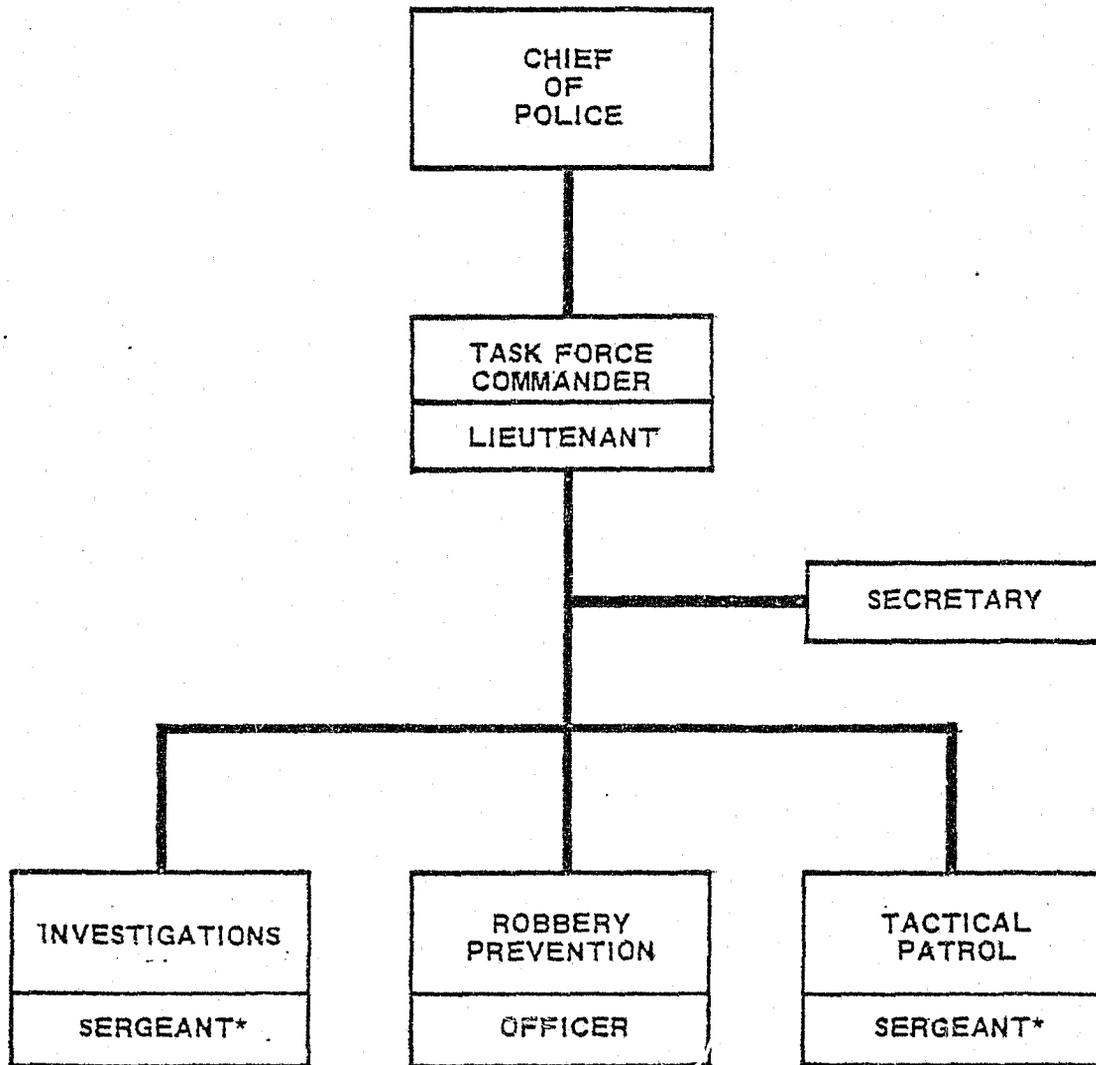
The secondary objective, to achieve an effectiveness index of 6.0, was not met. The actual result of 4.9 indicated that the project probably also had a significant impact in the nontarget areas as well.

The Arlington HIT project included the following elements:

- Robbery Task Force (RTF)
- Crime Prevention Unit

The results of these elements are described in the following paragraphs.

ARLINGTON HIT
RTF ORGANIZATION



* THE TWO RTF SERGEANTS ROTATE SHIFTS AND PROVIDE SUPERVISION OVER ALL RTF OFFICERS. DURING THE TIME THEY ARE ON DUTY

● Robbery Task Force

The RTF employed tactical surveillance, immediate response, investigation, and crime prevention to deter, detect, and apprehend robbery suspects. The positive results of the Arlington HIT project in reducing robberies were attributed primarily to the effectiveness of the RTF, the quality of its management and staff and its aggressive tactical operations. The exhibit on the following page indicates the productivity of the Arlington Police Department both before and during HIT.

The task force concept proved to be very successful in Arlington County. It demonstrated that an effort combining tactical patrol and surveillance, immediate response, investigation and crime prevention can have a significant impact in reducing robberies. Successful implementation of the concept was also a result of:

- Close cooperation with the Commonwealth Attorney, other units in the department, and surrounding jurisdictions.
- Effective use of participatory management style within the RTF.

● Crime Prevention Activity

The Crime Prevention Unit of the RTF was a very successful element of the Arlington HIT project. This success was attributed to the following:

- Dedication and professionalism of the officers involved
- Thorough planning
- Excellent cooperation and support from the Chief of Police and members of the RTF
- Favorable citizen response, particularly in the robbery prevention effort.

An important element of the crime prevention effort was the use of specialized sound and slide presentations in the van to impart robbery prevention information to employees of businesses that were most frequently robbed such as banks, supermarkets, convenience stores, motels, etc. These presentations were very professional, pertinent and well received in Arlington County.

PROJECT IMPACT

The overall impact of the HIT project was significant both in the target areas and countywide. Robberies declined both in absolute numbers and as a proportion of total Part I crimes. During the second funding period countywide robberies declined 43.1 percent compared with the previous year. During the same period Part I crimes less robbery declined 2.2 percent.

ARLINGTON COUNTY HIT

PRODUCTIVITY COMPARISON MONTHLY AVERAGES

	<u>Pre-HIT</u> <u>1/74-12/74</u>	<u>First</u> <u>Funding</u> <u>Period</u> <u>1/75-6/75</u>	<u>Second</u> <u>Funding</u> <u>Period</u> <u>7/75-6/76</u>
● Number of Robberies	27.4	23.5	17.5
● Number of Clearances	7.7	8.3	8.1
● Clearance Rate	28.0%	35.5%	46.2%
● Number of Arrests	3.7	9.2	7.1
● Number of Robberies Per Arrest	7.5	2.6	2.5



HENRICO COUNTY

PROJECT DESCRIPTION

As a part of the original HIT project planning, various offense statistics were compiled by Henrico County personnel over a number of years and analyzed to identify significant crimes that would be likely targets for a concentrated law enforcement effort. Analysis of data revealed the following facts:

- From 1968 through 1972 commercial robbery rose from 25 to 113 offenses which indicated an increase of 352% over a five-year period. On the other hand, the national incidence of commercial robbery increased only 60% during the same period of time.
- In 1972 Henrico County's non-residential burglaries accounted for 43% of all reported burglaries. Based on the total number of residential and commercial structures in the County and the associated number of burglaries, the residential burglary rate was 2% whereas the commercial burglary rate was 17%, i.e., 1 out of every 53 residences was burglarized versus one out of every six commercial establishments.
- Commercial robberies continued to increase in 1973 and 1974, from 63 offenses in 1972 to 112 in 1974, an increase of 78 percent. The incidence of commercial burglary increased 62 percent during the same period.

Consequently, commercial robbery and commercial burglary were selected as the target offenses to be addressed by the Henrico County HIT Project.

The primary goal of the Henrico HIT Project was to stabilize the 54 percent average annual increase in commercial armed robbery which had occurred in the County during the five-year period, 1970-1974.

The secondary goal was to stabilize the 14.8 percent average increase in the rate of commercial burglary which had occurred during the period 1970-1974.

These two project objectives were stated on a countywide basis, and amounted to effecting a zero percent increase in commercial robbery and commercial burglary in Henrico County.

The Division of Police attempted to combat these target crimes by decreasing the opportunity to commit the crime and increasing the offender's risk of capture. The emphasis was on the use of covert operations using clandestine air, ground, and electronic surveillance of commercial establishments by specially trained personnel whose sole responsibility was directed at detecting, confronting, and apprehending offenders during the commission of crimes.

PROJECT MANAGEMENT AND ORGANIZATION

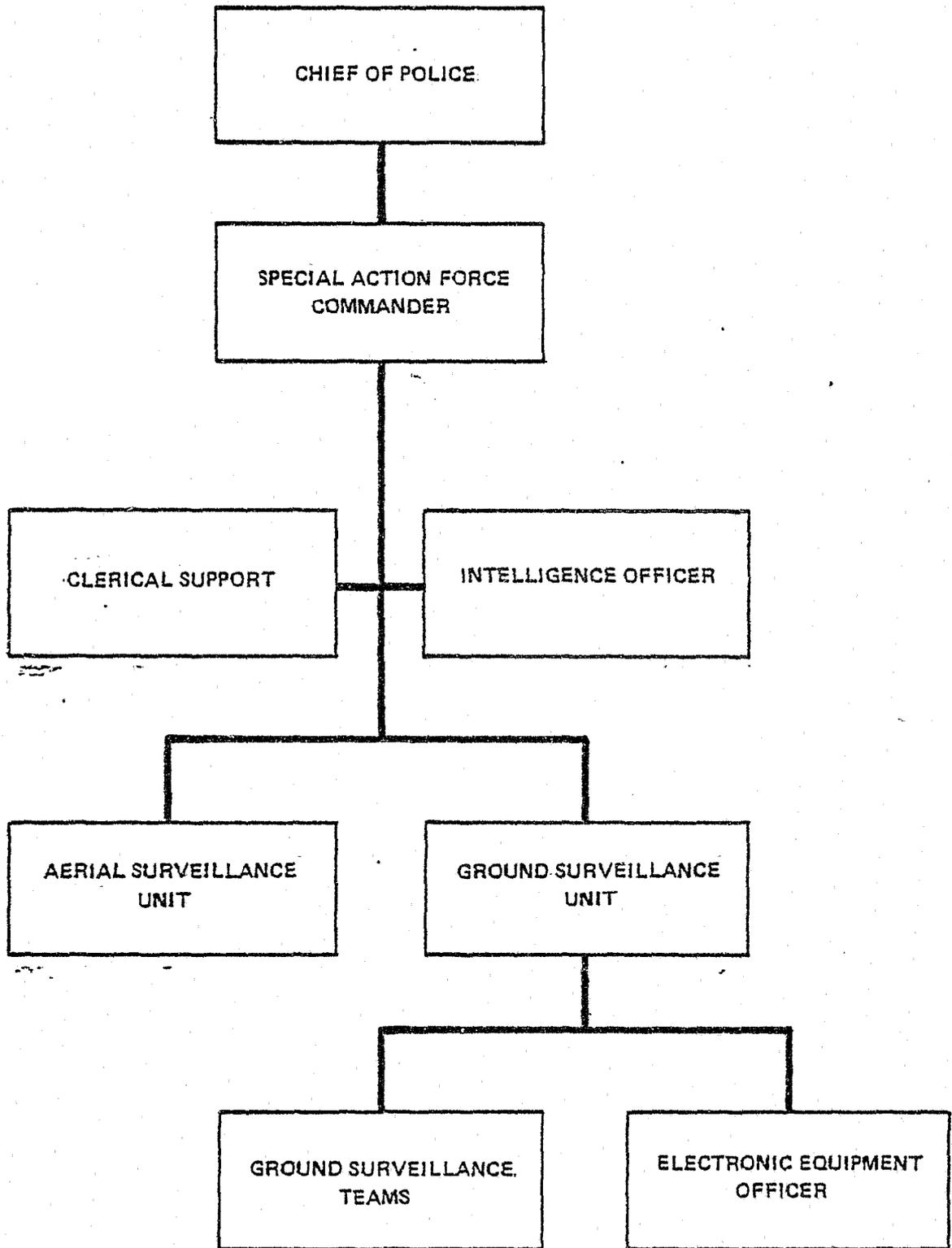
The Henrico County HIT unit was headed by a Lieutenant who reported directly to the Chief of Police. In the capacity of Special Action Force (S.A.F.) Director, the Lieutenant was responsible for the overall administration and management of project personnel and activities.

The S.A.F. Director was assisted by three Sergeants who acted in the capacity of first line supervisors of S.A.F. officers. Two supervisors were responsible for the day-to-day direction and coordination of ground operations, while the third was responsible for aircraft operations, safety, maintenance and supervision of pilots.

There were a total of 16 S.A.F. field officers assigned to the unit. Of these officers, 12 were primarily responsible for conducting covert surveillance of commercial establishments, two were assigned to pilot the fixed wing aircraft, and the remaining two officers had dual responsibilities of conducting covert surveillance activities, and the placement, installation, testing and maintenance of electronic surveillance devices.

The organizational structure of the Henrico County HIT project is shown on the following page.

HENRICO COUNTY HIT
SPECIAL ACTION FORCE ORGANIZATION



The elements of the Henrico County HIT project included tactical project elements, public information elements, and planning and support elements.

Tactical Project Elements

The tactical project elements of the Henrico County HIT Project were:

(1) Ground Surveillance Unit

The Special Action Force (SAF) Ground Surveillance Unit was responsible for the primary operational emphasis of the Henrico County HIT project. This unit's primary mission was to conduct covert surveillance operations of suspected target crime targets within the County, thus resulting in on-scene apprehension of criminal offenders and deterrence of target crimes because of the criminal community's knowledge of the increased risk due to these surveillance operations. The Ground Surveillance Unit operated on staggered shifts during evening hours which represented a change from the original single shift arrangements.

(2) Air Support Team

The Air Support Team utilized a fixed-wing aircraft and was responsible for patrolling and surveillance duties in support of the Special Action Force Ground Surveillance Unit. This unit provided aerial operations on both a day and nighttime basis. As the project continued, additional pilots were trained and assigned to the team.

(3) Electronic Surveillance Equipment (TAC-II)

The electronic surveillance equipment, purchased at the beginning of the HIT project, included various sensors and sensor monitors designed to sound an alarm at the occurrence of a break-in. The use of this equipment was expected to produce a quick response capability, thus resulting in on-scene apprehensions.

Public Information Elements

Public information elements of the refunding phase involved an educational program for projected victims (commercial establishments) of target offenses in order to better equip them to present a more difficult opportunity for the criminal and to report offenses more effectively and rapidly to the Henrico County Police Division.

Planning and Support Elements

The planning and support elements of the Henrico County HIT Project included an Intelligence Officer who was assigned to the Special Action Force and was responsible for gathering, developing, and maintaining intelligence information concerning criminals and

criminal activity related to target crime occurrences. In addition to this information processing responsibility, the Intelligence Officer was expected to maintain liaison with other units of the Henrico County Police Division and with neighboring police agencies.

PROJECT OPERATIONS

The primary strategy that was employed by the Henrico County HIT Project to reduce target crimes centered on covert operations using clandestine ground, air and electronic surveillance of commercial establishments. Offenses were combatted through an aggressive approach consisting of specially trained personnel whose sole responsibility was directed at detecting, confronting and apprehending offenders during the commission of crimes.

Four target areas were selected for the conduct of operations for the following reasons:

- They encompassed a significant number of commercial establishments, and
- Collectively, they accounted for 64% of all commercial robberies and 26% of all non-residential burglaries that occurred in the County during 1973.

There were four schedules of operations for S.A.F. personnel which depended upon individual responsibilities and assignments. Generally, the schedules were as follows:

- The S.A.F. Director, systems analyst and clerk/typist worked five days/week from 8:00 a.m. to 4:30 p.m.
- The air support team operated on a two-shift basis:
 - One pilot worked five days/week from 9:00 a.m. to 6 p.m. His primary responsibility was to assist the uniformed patrol division.
 - Two pilots worked six nights/week from 8:00 p.m. to 4 a.m. Duties were shared between piloting the aircraft and acting as observer. Their primary responsibility was to support S.A.F. ground units.
- The communications officer worked six nights/week from 9:00 p.m. to 5:00 a.m.
- Tactical ground units functioned in two-man teams in each of the four target areas. Six-day coverage was provided from 8:00 p. m. to 4:00 a.m.

Over the duration of the project, the operating hours of tactical ground units and areas under surveillance were frequently modified to conform to the changing patterns of target crimes.

PROJECT RESULTS

The primary objective during this period was to stabilize the increase of countywide commercial armed robbery. This objective was achieved. Robberies were reduced 20.2 percent. The secondary objective was to stabilize the increase of commercial burglary in the county. This objective was also achieved. Countywide commercial burglaries were reduced 13.4 percent from the previous year.

The results of projects elements were:

Special Action Force (SAF) Ground Surveillance Team

The overall success of the Henrico County HIT Project can be attributed primarily to the activities of the SAF ground surveillance unit. These activities appeared to influence the level of target crimes both inside and outside the target areas. It should be noted that SAF operations were not limited to the target areas during the final months of HIT. SAF efforts remained concentrated in the target areas; however, personnel were assigned to work in other areas of the county in response to specific target crime activity or emerging crime problems.

Air Support Team

The Air Support Team and the air support capability provided little in terms of usable resources to the Special Action Force. SAF personnel, and for that matter Air Support Team personnel, saw little impact on the day-to-day operations of the SAF by the air support capability. The positive aspects of air support were not in assisting the covert operations of the Special Action Force, but in providing an air patrol capability to the overall Police Division. The size and geographic dispersion of Henrico County made the aircraft particularly suited for county-wide patrol operations.

Electronic Surveillance Equipment

Although not overwhelming in terms of successful hits, the use of the TAC-II surveillance equipment was more effective as the project matured. Two arrests were made as a result of TAC-II initiated alarms. The false alarm rate continued to be a problem. The overall finding was that the equipment was not effective. Although there is probably some truth to the claim by SAF personnel that the TAC-II equipment had a deterrent effect on the criminal community, the claim is difficult to substantiate. This equipment might have been more successful if its use had been combined with useful intelligence and crime analysis data.

Public Information Program

Public Information Activities associated with the Henrico County HIT Project received little attention. Plans for accelerating these efforts were not implemented.

Intelligence Officer Activities .

The intelligence efforts associated with the Henrico County HIT Project did not lend themselves to the development of informants. SAF personnel did not interview persons who were arrested, investigate cases or chance being compromised by talking with persons on the street. As a result informants, and subsequent intelligence data, was difficult to obtain.

PROJECT IMPACT

The Henrico County HIT Project had a significant impact on the target crimes during this phase. Countywide commercial armed robberies were reduced 20.2 percent from the previous year. Countywide commercial burglaries were reduced 13.4 percent. Part I offenses less the target crimes increased 4.7 percent during the same period. Further indication of the success of the project is found in the exhibit on the following page, which compares burglary and robbery productivity during the period prior to HIT and during both years of the project. The nature of the Henrico County HIT Project, covert operations without investigation, seemed to be more successful in addressing robbery than burglary in terms of solving crimes. This was also the case in other HIT projects.

HENRICO COUNTY HIT

COUNTYWIDE BURGLARY AND ROBBERY COMPARISON

	<u>Pre-HIT</u> <u>(7/73-6/74)</u>	<u>First Year</u> <u>of HIT</u> <u>(7/74-6/75)</u>	<u>Second Year</u> <u>of HIT</u> <u>(7/75-6/76)</u>
● Total Burglary			
- Burglaries	1981	3117	2134
- Burglary Clearances	211	232	213
- Burglary Clearance Rate	10.7%	7.4%	7.8%
● Total Robbery			
- Robberies	133	194	177
- Robbery Clearances	22	40	53
- Robbery Clearance Rate	16.5%	20.6%	29.9%
● Target Crimes			
- Commercial Burglary	754	995	862
- Commercial Robbery	87	114	91

NEWPORT NEWS

PROJECT DESCRIPTION

The primary objective of the Newport News HIT project was to stabilize the incidence of burglary as compared to the previous year.

The project consisted of a concentrated effort combining tactical operations (investigations, patrol, and surveillance), citizen awareness, and prosecutorial activities designed to address the crime of burglary in a specific target area of the city. Some features of the program, such as the citizen awareness effort, were funded directly by the city.

PROJECT MANAGEMENT AND ORGANIZATION

The exhibit on the next page illustrates the organization of the Newport News HIT project. Following is a brief description of each organizational unit.

The Newport News HIT Squad was headed by a lieutenant who reported directly to the Commander of the Detective Bureau. The HIT Commander was responsible for the overall management of the HIT operational activities of the Newport News HIT effort and for coordination with the burglary squad commander who was responsible for target crime investigation in nontarget areas.

The HIT Commander was assisted by a secretary and an administrative assistant. These positions were responsible for processing, review, and maintenance of all HIT burglary-related records and files, and for general administrative and clerical support.

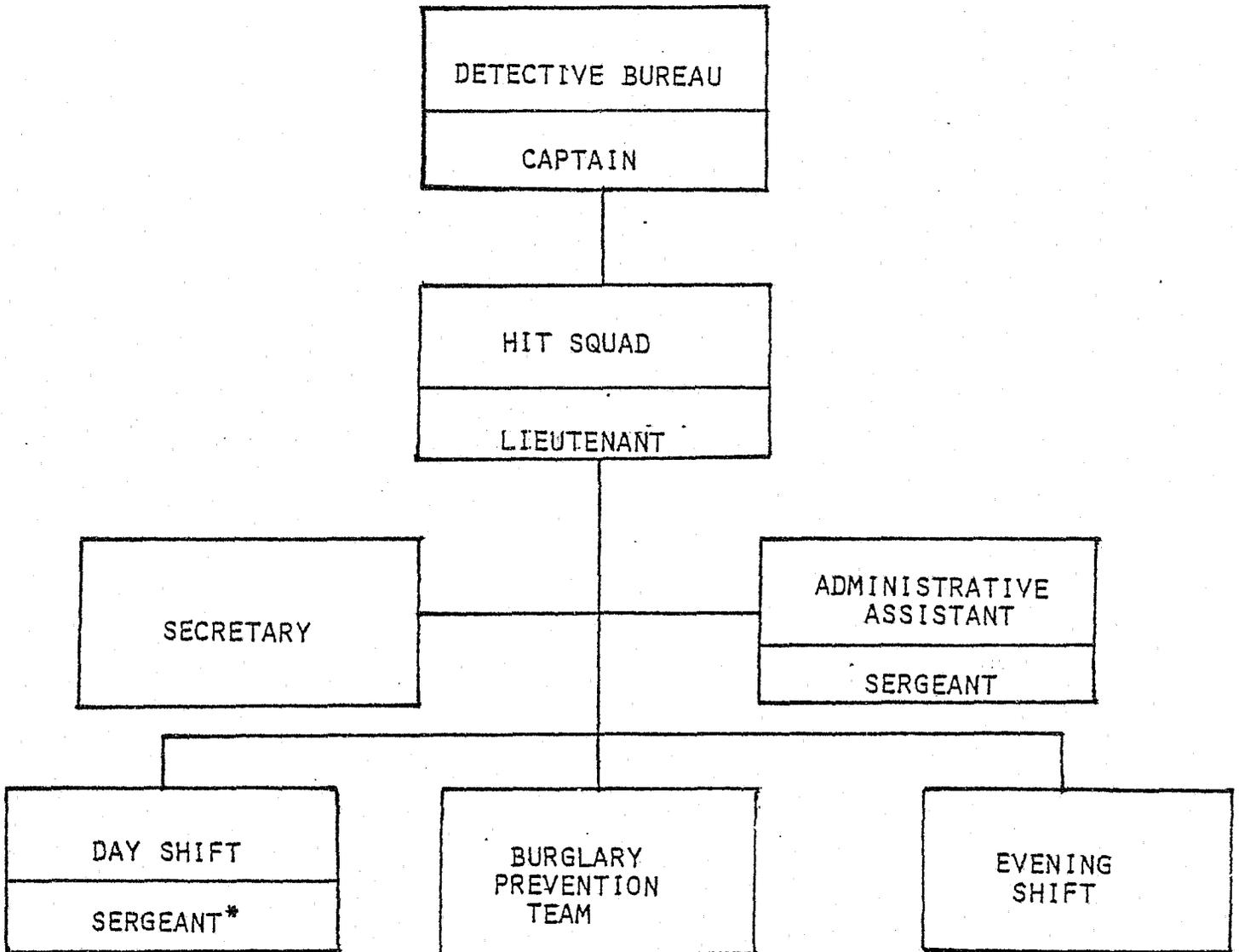
The operational units of the Newport News HIT Squad consisted of two shifts of burglary investigators (each staffed with four officers), a burglary prevention team consisting of two uniformed officers, and two officers who were assigned to conduct preliminary investigations at the scene of burglaries (one of these officers was assigned to work 12 midnight to 8 a.m.). A sergeant was assigned to one shift and had supervisory responsibility over all HIT operational activities.

The Assistant Commonwealth's Attorney funded by the Newport News HIT grant worked under the direction of the Commonwealth Attorney.

PROJECT OPERATIONS

Operational activities of the Newport News HIT project consisted of investigations, patrol and surveillance. Following is a brief review of these activities.

NEWPORT NEWS HIT
PROJECT ORGANIZATION



* THE SHIFT SERGEANT HAS SUPERVISORY RESPONSIBILITY OVER BOTH DAY AND EVENING SHIFTS.

- Hit Investigations

The HIT investigative function was organized into two shifts (one on duty between 8 a.m. and 5 p.m., and the other from 4 p.m. to 12 midnight). Shifts rotated every 28 days.

Investigators worked in two-man teams and were assigned permanently to specific districts. These officers were responsible for all follow-up investigations of burglary offenses reported in their respective districts. They conducted preliminary investigations of reported burglaries during the time they were on duty, provided that they were not engaged in other investigative activities and no specialized investigators, who were normally assigned these duties, were available.

HIT investigators, in addition to other duties, performed burglary crime scene processing and canvassed neighborhoods where offenses were reported.

- HIT Patrol

Two officers assigned to the Newport News HIT Squad performed uniformed, visible patrol in the target area. One officer worked from 9 a.m. to 5 p.m. and the second from 1 p.m. to 9 p.m. Between 1 p.m. and 5 p.m. the two worked together as a team. These duty hours were selected to address daytime and evening residential burglary problems in the target area.

The uniformed officers patrolled both in a marked police vehicle and on foot, concentrating in specific areas where residential burglary was a significant problem. Officers were assigned to prevent burglary through a highly visible presence and obtained investigative information by completing field interview cards on suspicious persons.

- HIT Surveillance

Two officers from the Newport News HIT Squad were assigned to perform covert surveillance activity in order to gather intelligence information relating to burglaries or to apprehend suspects while committing offenses. Duty hours for these officers were varied to address specific problems or needs, however, when not assigned to a particular surveillance or activity, one officer worked from 9 a.m. to 5 p.m. and the second from 1 p.m. to 9 a.m. A rental vehicle was used for covert surveillance activity. The surveillance activity of the Newport News HIT project started in October 1975, and was terminated in April of 1976 due to a low level of productivity.

PROJECT RESULTS

The objective of the Newport News HIT project was to prevent any increase in burglary over the previous year. This objective was met. Compared to the same period in the previous year, city-wide burglaries decreased by 28.1 percent.

The results of the various project elements are described in the following paragraphs.

● HIT Investigations Unit

HIT Squad productivity in terms of total arrests, burglary arrests, and clearances, was very good. The average clearance rate for the period in the target area was 38.8 percent, compared to 22.8 percent during the same period the previous year.

The Newport News HIT project changed in character a number of times since its beginning, from an initial patrol orientation, to an investigative program in specific target areas, then to a citywide investigative effort, and finally to a concentrated investigative effort in a fixed geographic area. Although some of these approaches were tested for only a short period of time, and could not be fully analyzed statistically, it appeared that the final tactic was successful while the others were not. The final tactic was generally the most productive in terms of clearances and arrests, and produced by far the most successful burglary per arrest ratio. This conclusion is substantiated statistically by the information presented in the exhibit on the following page.

● HIT Patrol

Some HIT Squad management personnel believed that the use of a single marked patrol unit manned by HIT Squad investigators would have a significant impact. This may have been the case, but it was extremely difficult to separate its effects from that of the significant investigative effort. It was true that this unit provided a high level of support to regular patrol operations in the target area, but productivity in terms of arrests and clearances were low and probably did not justify the resources assigned to the activity.

● HIT Surveillance

The surveillance effort associated with the Newport News HIT project did not result in a high level of arrest or clearance activity, and the effort was terminated in March. The lack of success, as previously reported, resulted because the officers assigned to the activity had little intelligence data and patrolled or staked out in high crime areas rather than watching known burglars or specific locations where informants had indicated that burglaries would take place.

NEWPORT NEWS HIT

PROGRAM PERFORMANCE COMPARISONS

	PRE HIT JAN. 72- OCT 73 (22 mos.)	HIT PATROL PROGRAM NOV 73 - DEC 73 (2 months)	INITIAL HIT INVESTIGATIVE PROGRAM JAN - OCT 74 (10 months)	CITYWIDE HIT PROGRAM NOV 74 - JAN 75 (3 months)	REVISED HIT INVESTIGATIVE PROGRAM FEB 75 - JUNE 76 (16 months)
. Actual Burglaries	2778	285	1661	694	2488
. Burglaries Per Month	126	143	166	231	156
. Clearances	704	52	344	104	768
. Clearances Per Month	32	26	34	35	48
. Average Clearance Rate	25.3%	18.2%	20.7%	15%	30.9%
. Arrests	573	55	406	146	753
. Arrests Per Month	26	28	41	49	48
. Burglaries Per Arrest	4.85	5.18	4.09	4.75	3.26

- HIT Informants' Fund

The informants' fund was available for nine months. Use of the fund resulted in fourteen arrests and twenty-two clearances. Although only nine purchases of information were made, the availability of these funds proved valuable.

- Citizen Awareness Activities

The citizen awareness effort associated with the HIT project in Newport News was funded entirely by the city and performed by the Administrative Services Branch of the Police Division. HIT personnel (and many administrators in the division) were involved in the citizen awareness effort to the extent that they made public presentations when invited and encouraged citizens to participate in Operation Identification and security surveys.

The HIT-related citizen awareness effort was not particularly aggressive since few resources were available for the work. During the last year of the project only 902 individuals attended the meetings, so the impact on crime reduction was probably minimal, although the meetings no doubt promoted police-community relations.

- Assistant Commonwealth's Attorney

HIT management and operations personnel agreed that the additional Assistant Commonwealth's Attorney funded by the grant was a valuable element of the project. They attributed part of the project's success to the excellent cooperation of the Commonwealth's Attorney's Office who aggressively prosecuted burglary cases, and the courts, who cooperated by putting many burglars behind bars.

PROJECT IMPACT

The Newport News HIT project had a significant impact on city-wide burglaries which declined during the second year of funding by 28.1 percent compared to the same period in the previous year. During the same period, total Part I crimes less burglary increased 10.6 percent. Target area burglaries were reduced by 37.5 percent compared to the previous twelve month period. The most significant factor in this decrease was the burglary investigation efforts.