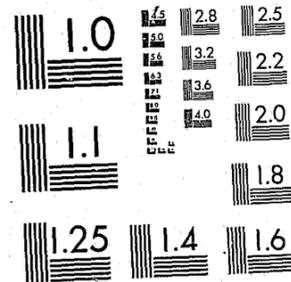


National Criminal Justice Reference Service

ncjrs

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

DATE FILMED

12/01/81

Fremont, California Police Department

FREMONT VICTIM SERVICES PROJECT

77303

**FINAL
REPORT**

January, 1976

A Police Foundation Project

POLICE FOUNDATION GRANT
75-03

~~FREMONT POLICE DEPARTMENT~~
~~VICTIM SERVICES PROJECT~~

FINAL REPORT

Project Coordinator
Chief Robert Wasserman

Project Director
Sharon Gregory

NCJRS
APR 21 1981
ACQUISITIONS

January 1976

U.S. Department of Justice
National Institute of Justice

77303

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by **The Fremont Police Dept.**

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

PREFACE

Any success achieved by the Fremont Victim Services Program is a testimony to the vision and humanity of John Fabbri, Fremont's Chief of Police until his sudden death in June of 1975. His vision, strength and exceptional warmth and compassion were key to the conception and development of this program. Working to improve the responsiveness of the Police Department to the needs of the victims and other citizens it serves was still another demonstration of his deep commitment to the concept of the Police Department as a public service agency.

Another critical factor in the acceptance of this program by the department was the involvement of a group of eleven department employees who were members of the Victim Services Task Force throughout the project period: Lieutenant Bob Plummer; Sergeant Gary Black; Sergeant Bob Meyers; Officer Bill Barber; Officer Gary Palmer; Officer Luther "Spud" Hudson; Officer John Venn; Officer Gary Duthler; Communications Technician Norm Nicholson; Field Service Officer Alex Garcia; and Property Clerk Paul Meier.

From the beginning, this group rejected the role of task force as "rubber stamp" and actively involved themselves in the real work of program development and implementation. Having committed themselves to the successful implementation of the Victim Services Program they did their damndest to keep the programs grounded in the reality of police department operations and personnel and consistently confronted and challenged the perennial tendency of planners, researchers and project directors to engage in blue-sky, ivory tower rhetoric and idealism. While this led to some lively, and lengthy, task force meetings, it also led to a victim services program which, from all indications, works, and which has already been absorbed as an accepted, ongoing part of departmental operations.

Among this group, there are two people who deserve special recognition for the time and effort which they chose to invest in the work of the project far above and beyond the scope of their role as task force members: Sergeant Gary Black, for the advice, counsel, leadership, hours of hard work on the training and other programs, and general advocacy of the project within the department which he has provided; and Communications Technician Norm Nicholson, for the personal initiative, motivation, competence and commitment which have made the new Citizen Services Representative program a viable part of department operations.

TABLE OF CONTENTS

I	INTRODUCTION	1
II	PROGRAM OPERATION	
	The Victim Services Task Force	3
	Victim Services Programs	3
	<u>Information</u>	
	• Follow-Up Letter - Burglary Victims	4
	• Booklets	5
	• Subpoena-by-Mail	5
	• Citizen Services Representative	6
	• Communications Technician Training	11
	<u>Property</u>	
	• Shoplifting Program	12
	• Photograph and Release of Property	12
	• Property Intake Screening	13
	<u>Training</u>	
	• Victim Services Training Module	14
	• Roll-Call Training	18
	• Mini-Training Tapes	18
III	PROGRAM EVALUATION	20
IV	SUMMARY AND PRELIMINARY RECOMMENDATIONS	21
V	ATTACHMENTS	

FREMONT POLICE DEPARTMENT

VICTIM SERVICES PROJECT

(Police Foundation Grant #75-03)

FINAL REPORT

I INTRODUCTION

In the fall of 1973, the Fremont Police Department commissioned a study of the reactions of victims and witnesses to the performance and attitude of Fremont Police Officers with whom they had contact. This action was prompted in part by Police Foundation and LEAA interest in this subject and in part by the Department's growing concern about the level and quality of services being provided victims and witnesses by its personnel.

The study was designed and implemented by a group of Stanford University professors and students and involved open-ended "ethnographic" interviews with a randomly selected group of 25 victims and witnesses and nine Fremont Police Officers involved in the incidents reported by or involving the 25 citizens. This study identified several areas of concern to victims/witnesses:

1. Lack of information about what the police had done, were doing, would do and should do regarding their case;
2. Wide disparity in officer efficiency, empathy, and performance and between victim expectations of that performance and actual performance;
3. Insubstantial displays of immediate and follow-through concern on the part of the department for the victim, as manifested by callousness in evidence collection, property retrieval and return, and information-giving.

As a result of this study, the Department approached the Police Foundation with a proposal for a demonstration program designed to address the above concerns.

In late 1974, the Police Foundation awarded the Fremont Police Department a grant of \$57,745.00 to establish a model Victim Services Project to "improve and standardize police services to victims and witnesses of burglary and traffic accidents."

Specifically, the objectives of the Fremont Victim Services Project were to:

1. Convey important information to victims, force standardization of police practices and test the utility of novel means of securing feedback from victims regarding police services;
2. Focus and reinforce officer concern for victims;

3. Minimize inconvenience to victims and reduce the amount of time property is held as evidence;
4. Evaluate and maximize the role of the police dispatcher as a critical information link between police and victim;
5. Facilitate the effective implementation of new victim-related procedures and policies and foster consistency in interactions between officers and victims.

The project was initiated January 1, 1975 with the hiring of a Project Director. A clerk-typist, hired in March, completed the project staff.

In the twelve months since its inception, the Fremont Victim Services Project has achieved each of the objectives outlined above. As a result of the Victim Services Project, the Fremont Police Department is currently providing victims, witnesses and other citizens with a variety of services which were not previously available. Further, the delivery of those victim/witness services which had traditionally been provided by the department has been standardized and the quality of those services has been improved.

II PROGRAM OPERATION

A. The Victim Services Task Force:

A widely representative Victim Services Task Force was established in the second month of project operation to serve as an advisory support group to the Project Director. The Task Force was selected from volunteers and was composed as follows:

- 1 Lieutenant (Operations)
- 2 Sergeants (1 Investigative, 1 Patrol Supervisor)
- 5 Patrol Officers (1 each from day, swing and mid-shift, the 2000-0400 shift and traffic)
- 1 Field Service Officer (civilian)
- 1 Communication Technician (civilian)
- 1 Property Clerk (civilian)

The task force met at least once a week. Task force members who attended meetings on off-duty time were paid overtime by the Department from budgeted, departmental funds. Task force meetings were chaired by the Project Director and open discussion, confrontation and participation by all members were encouraged and achieved.

The task force reviewed and suggested revisions in concept papers; Operations Directives and texts submitted by the Project Director; advised the director regarding implementation strategies; participated in the collection of data related to their functional area; served as communication links, transmitting information about project activities to their co-workers and soliciting reactions and comments regarding project activities for feedback to the Project Director; served as instructors in the victim service training program; participated in the development of training films; and generally served as a sounding board for the Project Director.

The task force and the role it played throughout the project period were key to the effective operation of the Victim Services Project. Task force members were actively involved in program development and decision-making. Further, they were able to effect, through participation on the task force, a direct impact on departmental policy and operations. Gradually, as the program evolved, the task force members increasingly identified themselves with the project objectives. They had invested considerable time and effort in the development of the various program components and they became committed to the successful implementation of those programs.

Under any circumstances, this phenomenon would contribute significantly to the acceptance and integration of a new service-oriented program into a police organization. Given the fact that in this case, the Project Director was a female civilian with no "street" experience, the benefits of this task force role were even more considerable and apparent.

B. Victim Services Programs:

The following section describes the specific operational programs which have been implemented at the Fremont Police Department as a part of the

Victim Services Project. The program descriptions are preceded by a definition of the problem or situation which created a need for the programs.

The programs are grouped under the project objective from which they evolved.

OBJECTIVE #1:

TO CONVEY IMPORTANT INFORMATION TO VICTIMS, FORCE STANDARDIZATION OF POLICE PRACTICES AND TEST THE UTILITY OF NOVEL MEANS OF SECURING FEEDBACK FROM VICTIMS REGARDING POLICE SERVICES THROUGH BOOKLETS/PAMPHLETS ON SPECIFIC INCIDENT CATEGORIES:

Departmental policy and procedures regarding the investigation and general handling of burglary cases were reviewed and analyzed. Special attention was given to those points in the process involving contact between the victim and department staff, and the extent and kind of information conveyed to the victim at those points.

We found that beyond the original contact with the officer taking the report, subsequent contact between the victim and the department would only occur if an investigator assigned to the case required additional information. When stolen property was recovered, an investigator would contact the victim to ask them to come to the station to identify the property. If the property were of no evidentiary value, it would be returned to the victim at that time. However, in most cases, the property would be retained as evidence by the department until the case was cleared through the court system.

Essentially, the victim would only be contacted by the department when the department needed something from the victim. Since less than 20% of all burglaries are ever assigned for investigation, and identifiable stolen property is recovered in an even smaller percentage of cases, it was evident that most burglary victims never heard from the department after making the initial report, unless they initiated the contact. Even then, if they called about the status of their case, they might experience great difficulty locating someone who knew anything specific about their case.

In response to the above findings, new programs were developed to provide information to victims about the status of their case within the department, the status of their property and how to get it back if recovered, and about standard police procedures involved in the handling of burglaries and traffic accidents. Each program was implemented on a pilot basis and closely monitored during the initial weeks of operation. The programs were revised, as necessary, during the demonstration period, to improve effectiveness.

In the seven months from June 1 - December 31, 1975, there were 1,323 burglaries reported in the City of Fremont.

a. Follow-Up Letters - Burglary Victims

Burglary victims automatically receive a letter from the department's Citizen Services Representative within one month of their reported

TABLE 1

TABLE I
FOLLOW-UP LETTERS

NUMBER OF LETTERS MAILED - 1975											
	MAY	JUNE	JULY	AUGUST	SEPT	OCTOBER	NOVEMBER	DECEMBER	TOTALS	AVG** P/MO.	
LETTER #1 (Investigated)	4	22	36	22	33	24	21	17	179	25	
LETTER #2 (Suspended)	-	53	90	151	172	157	111	164	898	141	
LETTER #3 (Cleared)	-	-	11	3	-	3	-	-	17	3	
* LETTER #4 (Cleared- No Property)	-	-	-	-	3	7	4	4	18	5	
TOTALS	4	75	137	176	208	191	136	185	1112	174	

* Initiated in September, 1975

** Six-month average from July 1 - December 31

burglary. This letter tells them the current status of their case within the department, i.e.: if their report is being actively investigated, if it has been suspended, and why, and if it has been cleared. In addition, the letter provides the victim with the report number assigned their case, a basic explanation of standard burglary investigative procedures, and the name and phone number of a person (usually the Citizen Services Representative) to contact for further information. (Please see Attachments II a-d.) The first follow-up letters were sent May 27, 1975. As of December 31, 1975, 1,112 follow-up letters have been mailed to burglary victims. Table 1 provides a monthly breakdown of the number and types of letters sent. One hundred twenty-three (123) victims who were deliberately not sent letters will serve as a control group for purposes of program evaluation.

b. Booklets

Two booklets have been developed: One for victims of burglary; one for victims of traffic accidents. The booklets are distributed at the scene by the patrol officer taking the report. The burglary booklet, entitled "Burglary ... What Happens Now?", is given to the victim reporting the crime and any key witnesses who might be involved in subsequent prosecution of the case. The traffic booklet, entitled "Collision ... What Happens Now?" is given to all involved parties in a collision.

Both booklets contain the answers to questions most frequently asked by victims of those incidents. Information is provided on standard police procedures for handling burglaries or traffic accidents; suggestions regarding actions the victim should take following the incident to help themselves and/or aid the police investigation; what to expect in the future from the police department and other parts of the criminal justice system; court procedure; and the name and phone number of a person to contact for further information.

The text of the burglary booklet is written in both Spanish and English.

Both booklets contain a self-addressed, postage pre-paid mailer soliciting the comments of the victim regarding the handling of their case by the police department. Although there have been approximately 200 burglary reports filed since the booklet has been available for distribution, (November 23) only three pre-paid mailers have been returned to the department. The comments of these victims were extremely positive, praising the handling of their cases. The traffic booklet has not at this time been distributed for a long enough period to allow for feedback.

c. Subpoena-by-Mail

Under new procedures developed by the Victim Services Project and the Alameda County District Attorney's Office, civilian and police officer witnesses are now subpoenaed by mail and are no longer formally served subpoenas by police department employees.

Along with their subpoenas, civilians receive a brochure prepared by the District Attorney's Victim/Witness Assistance Project, explaining some basic facts about the subpoena and court process. In addition, the brochure provides information about the location of the court, available transportation, the victims of violent crime program, and where to call for information about case status, stolen property and social services. Citizens are asked to call the District Attorney's office immediately to confirm the court date indicated on the subpoena or re-schedule and to ask any questions they might have about being a witness.

This program saves the police department five hundred seventy-three dollars per month which it previously cost to process and deliver approximately 140 civilian subpoenas per month.

As an extension of the subpoena-by-mail program, police officers are no longer served with formal, official subpoenas. Rather, they receive a copy of the "Subpoena Request Form" which is completed by the Deputy District Attorney at the time the case is reviewed for court. (Please see attachment III.) This process eliminates considerable clerical work for the District Attorney's Office, reduces processing time for the police department, and saves police officer time since there is no longer a need for officers to formally "serve" each other, and sign off on the subpoena.

The Victim Services Project developed the new Subpoena Request Form for the District Attorney's Office. The new form also provides previously unavailable data on the use of officer court time.

Data being collected by the District Attorney's Office indicates that there has been no significant difference in the number of witnesses who do not appear for subpoenaed court appearances since the initiation of the new subpoena-by-mail program.

OBJECTIVE #1 AND
OBJECTIVE #4:

TO EVALUATE AND MAXIMIZE THE ROLE OF THE POLICE DISPATCHER AS A CRITICAL INFORMATION LINK BETWEEN POLICE AND VICTIM:

a. Citizen Services Representative

During a three week period in March and April of 1975, communications technicians, utilizing a data collection instrument which they helped to develop, recorded all phone calls which came into the Department on a 24-hour basis. (The on-going statistical data maintained by the department related to incoming calls reflects only those calls requiring the dispatch of an officer.) The data collected during this period revealed that in an average 24-hour period, 36% of all phone calls coming into the Police Department are requests for information not requiring the dispatch of an officer. This data served to document what we already suspected: when they do not know where else to call, citizens

call the Police Department for information about many subjects not related to traditional police services.

These general information calls - about social and public agency services, city and state laws and regulations, police and criminal justice system processes, have traditionally been handled by the dispatchers. (communications technicians) at the complaint desk.

These communications technicians must give priority to emergency calls. Because of the frequency of emergency calls and the kind of efficient, fast response they require, the communications technician often does not have the time to talk to a citizen with a request for information or discuss a problem which does not require official police action. Neither are they familiar with the broad spectrum of available community resource agencies. Therefore, this kind of caller would normally be told that their problem was not a police matter or they would be referred, immediately, to another agency or to another section of the police department. Frequently, a call which would have been more appropriately handled by another agency or a civilian police employee would be referred to a police officer, simply because the dispatcher did not have the time to spend discussing the nature of the problem with the caller.

In order to provide comprehensive and appropriate services to citizens calling the department with non-emergency needs, and reduce the number of inappropriate referrals to police officers and service programs, the Citizen Services Representative (CSR) Program was established.

Between 9:00 a.m. and 6:00 p.m., Monday through Friday, the Citizen Services Representative receives all calls to the department which do not require the dispatch of a police officer. Victims, witnesses and other citizens who contact the department, by phone, with requests for information, are now able to talk with the Citizen Services Representative, who take the time to determine exactly what their needs are and provides them with the needed information or service or refers them to an appropriate community resource.

Specifically, the Citizen Services Representative:

1. Receives all "request for information" calls coming in to the desk or switchboard which do not require the dispatch of an officer and which require more than a one-sentence, brief response.
2. Provides information and referral to public and private community resources for those callers requiring non-police services;
3. Researches case records in response to inquiries from victims and other citizens about case status;
4. Determines status of stolen property in response to inquiries from victims and citizens; screens property intake to identify returnable items and coordinates the return of property to victims under the new photograph and release of property procedures;

5. Provides assistance to victims, witnesses and other citizens walking in to the department requesting information or non-police services;
6. Coordinates the mailing of follow-up letters to burglary victims, informing them of the status of their case in the department and providing them with the name of a person to call for additional information.
7. Acts as central referral for the City for all consumer complaints;
8. Develops and updates a community resources manual describing service programs for use in referring citizens calling or coming to the department;
9. Develops and updates a reference system providing easily accessible, indexed information on municipal codes and other miscellaneous subjects based upon inquiries received from citizens;
10. Collects and maintains statistics regarding all activities by frequency, disposition and category;
11. Takes supplemental reports from burglary and other crime victims reporting additional loss, serial numbers of stolen items, or address changes;
12. Provides information and research services for patrol officers and detectives and citizens referred by these officers;
13. Centralizes the delivery of citizen services traditionally provided by the police department:
 - Fingerprints citizens requiring prints for non-criminal purposes such as citizenship, licensing, etc.
 - verifies proof of correction for citizens with vehicle code citations for mechanical violations;
 - accepts bail from citizens with outstanding minor traffic warrants.

As reflected in the attached statistical summary for the last six months of 1975 (see Table 2), the Citizen Services Representative received a total of 1,235 phone calls during this period, an average of 206 calls per month. Five hundred and thirty-three of these calls, or 43%, were from victims or witnesses inquiring about the status of their cases or stolen property or reporting new information on their cases. Five hundred and twelve calls, or 42%, were requests from citizens for information or assistance regarding: social services (12%), public services (19%), consumer issues (7%), criminal justice system procedures/policies (20%), municipal, state and other codes (18%), and civil issues and other miscellaneous issues (25%).

In addition to handling these phone calls, the Citizen Services Representative also talked with 146 citizens who walked-in to the front desk of the

CITIZEN SERVICES REPRESENTATIVE STATISTICS

1975

	Jul*	Aug*	Sept	Oct	Nov	Dec	Total / Avg/Mo.
<u>Phone Calls Received</u>							
- Victim/Witness	152	92	77	58	71	83	533/89
- Supplemental Reports	19	24	19	18	20	37	137/23
- Non-Police Matter	199	125	52	67	32	37	512/85
- Total Phone Calls Received	402	246	161	153	116	157	1235/206
<u>Walk-Ins</u>	30	29	25	25	20	17	146/24
<u>Traffic Warrants</u>	3	19	17	6	8	6	59/10
<u>Citations</u>	86	53	32	21	26	34	252/42
<u>Fingerprints</u>	62	71	97	48	45	66	389/65
<u>Items of Property Returned to Owner</u>	9	28	21	15	21	16	110/18

*Citizen Services Representative position covered from 0800 - 2100 hours, Monday through Friday, in July and August.

police department with a request for information or for assistance with a problem not related to traditional police services. Attached (Please see Attachment IV), is a narrative description of a small sampling of calls and walk-ins which were handled by the Citizen Services Representative between July 1 and December 31, 1975.

Since July, 1975, the Citizen Services Representative has coordinated the mailing of 1,033 follow-up letters to victims of burglary. This function involves the review of each burglary report, recording the victim's name and address and other pertinent information from the report, follow-through with the Investigative Section to determine case disposition, and the determination of which follow-up letter will be sent, at what time.

The Citizen Services Representative serves, through referral, as the central intake and screening point for any consumer complaints received by any city agency. Prior to the assumption of this function by the Citizen Services Representative, citizens calling the police department, or any other city department, with a consumer complaint which did not appear to contain the elements of fraud, would be launched on a long series of referrals to still another agency, each one informing the citizen that they "didn't handle consumer complaints. Why don't you try...."

Now, in accordance with a City Administrative Regulation, any city employee who receives a consumer complaint will refer the citizen to the Citizen Services Representative, who will discuss the complaint with the citizen, conduct an initial screening investigation, as necessary, and determine the appropriate disposition. The Citizen Services Representative works closely in this process with the police department detective in charge of fraud investigations and with the Alameda County District Attorney's Office, Consumer Fraud Division.

From July 1, 1975 to December 31, 1975, the Citizen Services Representative took 137 supplemental reports, by phone, from burglary and other property crime victims reporting additional loss, serial numbers of stolen items, or address changes. Prior to the Citizen Services Representative Program, if a citizen called the department to report this information, a patrol officer or Field Service Officer was dispatched to the scene to take the supplemental report in person. Now, the citizen is not required to wait for the arrival of an officer, and the department is being saved approximately 6.9 patrol manhours per month (at an average of 18 minutes per supplemental report).

In an effort to consolidate those "citizen services" traditionally provided by various units of the police department in one, central program, the Citizen Services Representative also takes bail in non-select traffic warrants, signs off on vehicle citations for mechanical violations, and does all non-criminal fingerprinting required for licensing, citizenship, etc. Prior to the assumption of these duties by the Citizen Services Representative, all of these functions were handled by existing department personnel.

Bail in non-select traffic warrants (which are often based upon failure

to pay outstanding parking tickets) was previously taken by jail personnel. Given an average of 15 minutes per transaction, the Citizen Services Representative has absorbed an average of 2.5 detention technician man-hours per month. The transfer of this function to the Citizen Services Representative also eliminates the need for the non-criminal citizen to go down to the jail lobby and wait there until a detention technician was free to take their bail.

Signing off citations for mechanical violations was previously handled by the communications technician working the front desk or, if no communications technician was available, by a police officer called into the station. It takes an average of seven minutes to sign off one citation. At this rate, the Citizen Services Representative is freeing up an average of 4.9 communications technician manhours per month by assuming this function. Previously, a citizen requesting a citation sign-off might have to wait up to an hour until a communications technician was able to go outside with the citizen and observe the correction on the vehicle.

Non-criminal fingerprinting was previously handled by communications technicians, if available, or the evidence technicians. At an average of ten minutes per individual, the Citizen Services Representative has assumed approximately 10.8 technician manhours per month by handling all non-criminal fingerprinting. Again, under the previous system, a citizen who needed fingerprints might have had to wait an hour or more for an evidence technician, whose first priority is to provide support services to patrol and who is, by necessity, out of the station frequently. Many times a citizen would wait long periods of time only to be informed, finally, that they should come back at another time because the evidence technician would not be available, and a communications technician could not get away from the front desk.

In summary, the Citizen Services Representative delivers a variety of services to victims, witnesses and other Fremont citizens, which have not been available in the past. By absorbing the responsibility for the delivery of several traditional police department services, the efficiency of these services has been improved, with the additional benefit of a cost savings to the department. In addition, based upon unsolicited feedback received from citizens, the accessibility of the Citizen Services Representative and the direct assistance he provides citizens in cutting through red tape and getting the information they need, has greatly enhanced the public service image of the police department and the city.

The Citizen Services Representative position is currently being filled by an experienced communications technician who was transferred out of the Communications Center in May, 1975 and temporarily assigned to function as the Citizen Services Representative for the duration of the Victim Services grant, which expires April 30, 1976. In order to insure the continuation of the level of services currently being provided by the Citizen Services Representative and allow a complete evaluation of the program, the police department has extended the temporary assignment of

the current Citizen Services Representative to June 30, 1976. At that time, it is anticipated that the Citizen Services Representative position will be established as a permanent, budgeted position with the police department. The department is currently seeking funds for this purpose.

b. Communications Technician Training

All of the department's communications technicians participated in the five hour Victim Services Training Program described in detail under Objective #5, below. It is significant that this training represented the first time communication technicians had experienced a structured training program as a group, and the first time communication technicians (civilians) had been involved in the same training program as sworn personnel.

As part of this training, the communications technicians were provided with specific guidelines regarding the handling of burglary calls: information to solicit from victims and instructions to give the victim regarding what to do while awaiting the officers arrival.

OBJECTIVE #2:

TO FOCUS AND REINFORCE OFFICER CONCERN FOR VICTIMS THROUGH THE DEVELOPMENT OF REPORTING TECHNIQUES AND FORMATS:

The original proposal indicated that this objective would be achieved through the addition of a "self-evaluation" item to the police report form, which would be compared for consistency with the citizen evaluation solicited through the booklets.

After lengthy discussion of this proposal with the members of the Victim Services Task Force and other department staff, it was concluded that while the objective of focusing and reinforcing the officer's concern for the victim was valid and meaningful, the proposed method of changing the police report form would be counter productive to the achievement of this objective.

Therefore, it was decided that no changes would be made in the police report form. The booklets for burglary and traffic accident victims and the training program were determined to be more effective means of "focusing and reinforcing officer concern for victims".

OBJECTIVE #3:

TO MINIMIZE INCONVENIENCE TO VICTIMS AND REDUCE THE AMOUNT OF TIME PROPERTY IS HELD AS EVIDENCE THROUGH THE REVISION AND CLARIFICATION OF EVIDENCE MANAGEMENT PROCEDURES:

The Victim Services Project has implemented several new procedures

and services designed to expedite the return of recovered property to victims.

a. Shoplifting Program

Traditionally, when a shoplifter is apprehended and the stolen merchandise is recovered, merchants have been required, if they intended to prosecute, to put the recovered merchandise (now considered "evidence") in storage until such time as the case has been cleared through the court system. Once the case was adjudicated, they could return the merchandise to the shelves for sale. Unfortunately this might be after a period of as much as six months to a year, by which time the merchandise may be out of season or out of style. Food products may be stale or otherwise impaired in quality. As a result, the merchant loses money by conforming to court evidence requirements.

Under new procedures developed by the Alameda County District Attorney's Office, (Please see Attachment V) when the shoplifter has been apprehended by store security, and a police officer makes an arrest, the merchant may take a color photograph of the suspect and recovered merchandise, keep the undeveloped film on file along with identifying information and return the merchandise to the shelves for sale. If required by the court in subsequent prosecution of the case, the photograph serves as evidence.

These procedures have been used since April, 1975, by three large stores in Fremont which have frequent and major shoplifting incidents.

The District Attorney reports that there has been no significant difference in the rate of successful prosecution in shoplifting cases since the initiation of this program.

b. Photograph and Release of Property

Until January 1, 1976, California Law required the ruling of a magistrate to authorize the release of any property of evidentiary value recovered by police departments. In practice, however, police departments and district attorney's offices throughout the state, in recognition of the already overburdened calendars of the courts and the massive paperwork log jam which compliance with this statute would create, have routinely ignored the law in this matter. The overflowing property rooms of most police departments and courts continued, however, to accumulate item after item of found property and recovered property of evidentiary value, since it has been the practice for these agencies to hold on to recovered property until the case has been cleared through the court system.

Burglary victims called to the police department to identify recovered stolen property were sent back home without their T. V., stereo, jewelry or other valuables because the department had to hold the items "as evidence" in case they were required in the court prosecution of the case. Given the backlog of court cases, defense and prosecution motions resulting in delays, appeals and other factors built into the system, it was often six to twelve months or more before burglary victims were allowed to reclaim their property. After months or years of being shifted

around on overcrowded property room shelves, the property would finally be returned to the victim. Unfortunately, the property may have been damaged in the process and more than likely, the victim has long since bought another T. V. or stereo to replace the one the police held.

In an attempt to eliminate this inconvenience to the victim, and in anticipation of the passage of proposed legislation regarding the handling of property of evidentiary nature, the Fremont Victim Services Project, in cooperation with the Alameda County District Attorney's Office, developed and implemented new police department procedures for the handling of recovered property. (Please see attachment VI.) These new procedures allow property of evidentiary value to be photographed and released to the victim as soon as the owner is identified and provided the property meets certain specific criteria. If these conditions are met in the field, the officer may release the property at the time of recovery. However, in most cases, the owner is not identified until a later date and the property is booked into the station by the recovering officer. In these cases, once the owner is identified, the Citizen Services Representative arranges for the photographing and release of the property from the station, upon the authorization of a police officer, detective or the District Attorney. The Citizen Services Representative contacts the victim, arranges the time of release, insures that an Evidence Technician will be available for the photograph, insures that the property is located and ready for release, and explains the new process to the victim. The photograph (or negative) is retained as evidence by the department and is used in court, if required, in lieu of the actual property. The victim signs an agreement not to alter or dispose of the property until the case has been adjudicated or otherwise resolved. As of January 1, 1976, this procedure is sanctioned by the revised California property/evidence statutes.

c. Property Intake Screening

On a weekly basis, the Citizen Services Representative reviews the daily property intake sheets to determine if there are any items which can be either returned to the victim/owner, or destroyed. The Citizen Service Representative records the item and report number of all potentially returnable and destructible items (excluding weapons, money, narcotics, liquor and contraband). The Citizens Service Representative then reviews the original corresponding police report to determine the classification of the incident, status of the case and how and why the items were booked. Pertinent information from the report is noted on the list, which is forwarded to the Investigative Section for review. Any items required as evidence in court will be identified by the investigators. All other items will be returned to the victim/owner (when known) or, if appropriate, destroyed.

OBJECTIVE #5:

TO FACILITATE THE EFFECTIVE IMPLEMENTATION OF NEW VICTIM-RELATED PROCEDURES AND POLICIES AND FOSTER CONSISTENCY IN INTERACTIONS BETWEEN OFFICERS AND

VICTIMS THROUGH THE DESIGN AND IMPLEMENTATION OF AN IN-SERVICE TRAINING MODULE FOR OFFICERS:

a. Victim Services Training Module

A five-hour training module, including a half-hour video-taped training film, was developed and presented to all department personnel whose role involves regular contact with victim/witnesses. The stated goal of the training program was to:

"standardize police procedures and approach to burglary victims, reinforce the display of appropriate concern and respect for the victim, and generally to improve the level of departmental services to victims."

Specific objectives of the training included:

- To provide communications personnel with information and techniques which assist in:
 - obtaining the most complete and accurate information from burglary victims.
 - providing the victim with instructions regarding what to do prior to the officer's arrival;
 - transmitting accurate and necessary information to the reporting officer.
- To provide reporting officers with information and/or techniques which will assist in:
 - Obtaining the most complete and accurate information in the proper sequence from burglary victims at the time of preliminary investigation;
 - Utilizing the booklet for burglary victims in a manner which will benefit both the officer and the victim;
 - Creating a positive rapport between the officer and the victim.
- To provide departmental personnel with clarification and additional information regarding new procedures for the photographing and release of property as supplement to the new Operations Directive 75-22 on this subject.

The training was presented in five, 5-hour sessions during a one-week period. Sessions were held in a conference room site outside the department. Each session involved an average of 27 trainees. Employees were assigned in advance to attend training on their first full day off. Attendance at the training was made mandatory via a special order issued over the signature of the Chief of Police. Trainees were paid overtime at the established training rates from Victim Services Project grant funds designated for this purpose.

All department employees in the following categories were trained:

- Patrol Officers
- Detectives
- Sergeants
- Lieutenants
- Communications Technicians
- Field Service Officers (paraprofessional)
- Property Officers

Training was conducted by a team of volunteers from the Victim Services Task force consisting of:

- 1 Patrol Officer
- 1 Communications Technician
- 1 Patrol Supervisor (Team Leader)
- Victim Services Project Director

Trainees were assigned by the trainers in advance to one of three work groups per session. When the trainees arrived at the session, they were instructed to sit at the table on which their cardboard name tag was located. This approach insured that all the various job classifications and ranks present were equally distributed among the three groups.

COURSE CONTENT (Please see Attachment VII)

I. Welcome/Introduction

The team leader very briefly welcomed the trainees, explained the method for documenting attendance for overtime, the facilities layout, and introduced the training team.

II. Warm-Up Exercise - "The Fall-Out Shelter"

This exercise involves an individual and group decision-making process to reach consensus regarding which 6 out of 10 people will be chosen to go into a fall-out shelter as World War III breaks out, and which 4 will be left out to die. The exercise is obviously not directly related to Victim Services, but was included in the training for the following purposes:

1. The individuals in each work group did not necessarily know each other, and each group contained civilians as well as patrol officers, and line staff as well as supervisors and top management staff. The warm-up was used as an ice-breaker to assist the group members to feel more comfortable with each other, and to encourage them to interact.
2. The processes of individual and group decision-making and of presentation of group consensus to the session which were involved in the warm-up exercise were the same processes which would be utilized for the Victim Services training which followed. Therefore, the trainees became familiar with this process in a "fun", non-stress context.

In addition, at the completion of this exercise each group was given some specific feed-back from the trainers regarding their group process. If, for example, in one group, one or two people had dominated the group discussions while some group members did not participate at all, this was pointed out. Effective, involved groups were given strokes for their process.

III Introduction to Victim Services Program

After a short break, the trainees were given a brief review of the background and operations of the Victim Services Program: why it had been funded; the problems it addressed; what specific programs were operational in the Department as a result of the project. The major portion of time in this section was devoted to a review of the new booklet for burglary victims, its content and techniques of presentation, and responding to questions posed by the trainees regarding the booklet.

IV Training Film (Please see Attachment VIII)

A thirty minute video-tape was developed in-house with the assistance of the Media Department of a local community college, to serve as the focus for the Victim Services Training. The tape, utilizing volunteer department employees and their families as actors, depicted a burglary from the break-in of a house, the victim's discovery of the burglary and call to the police to report it, through the officer's response and preliminary investigation, and the follow-up by the Investigative Section. The tape, titled, "Just Another Burglary...", represents an attempt to condense into one burglary incident the minor errors and displays of bad attitude which do happen on a daily basis, but which seldom would occur to such an extent on a single burglary detail. However, the behavior and attitude of the department employees depicted in the tape do not represent violations of department policy. It was felt that incorporating mistakes, judgment errors, and attitudinal lapses which are common, but which do not violate department policy, would allow the officers and other employees to more readily identify with the actors in the film. This hypothesis was verified in the training.

The last five minutes of the tape, a scene depicting the return of the victim's stolen property, was not shown until the last half hour of training. It was intended to illustrate the proper way to implement the new directive for photographing and releasing property.

V Victim Services Exercise

Following the showing of the first 25 minutes of the video-tape, each trainee was given a 3-page "Individual Worksheet". (Please see Attachment IX). They were given

20 minutes in which to complete these worksheets to the best of their ability. They were to indicate if they felt that the statement in the far left column, describing action in the training tape, represented a problem or not, and, if it was a problem, what they proposed as the solution to prevent that kind of behavior or attitude. They were instructed to propose solutions which would result in benefits to both the victim and the department, and which would be implementable. They were also instructed to begin with that section of the exercise related to their current job assignments: Dispatchers would begin with the Communications page, Detectives with the Follow-Up section, etc. At the end of 20 minutes, the trainees were informed that they would have approximately 2½ hours to arrive at a consensus among their work group regarding whether or not the behavior and attitudes cited on the worksheet were problems, and the groups proposed solutions to those problems. The group consensus was recorded on the "Group Consensus Worksheet". (Please see Attachment X). During this 2½ hour period, trainees ate a hot lunch at their tables in the conference room. At the end of the small group work sessions, each group was asked to display their consensus regarding problems and solutions for each of the 12 items on the worksheets on an easel provided for this purpose. The trainer responsible for coordinating the discussion of the Communications Section then asked one of the group spokespersons to present their group's consensus on the four communications items to the rest of the trainees. Any differences between the groups were pointed out by the trainer; there was general discussion of the proposed solutions, and an attempt was made to reach a session consensus on these solutions.

The same format was followed for the sections on Initial Contact/Preliminary Investigation and Follow-Up. One trainer coordinated the discussion in his assigned area and a spokesperson from a different group presented his/her group's consensus on that section to the rest of the trainees.

There was animated discussion regarding the proposed solutions in each session. It was clear after the first session that the solutions being proposed were well-thought-out and viable. Therefore, each session's consensus regarding proposed solutions to problems was recorded by the Project Director. The trainees were informed that their proposals would be incorporated in a written document which would summarize the proposals developed by each session, and which would be submitted to the Chief of Police for consideration. This document (Please see Attachment XI) was submitted to the Chief of Police on December 19, 1975. A response to the staff from the Chief of Police was promised by January 31, 1976.

VI Property Release Procedures (Please see Attachment VI)

The final half hour of training was devoted to a review of the new operations directive regarding the photographing and release to victims of property of evidentiary value.

In addition, the trainees were briefed again on the role of the Citizen Services Representative (CSR) in property release, and generally, in providing information and referral services for citizens and police officers. Each trainee was given a small, pocket-sized card which outlines the services available through the CSR. The card given to Communications Technicians contained a guide to handling burglary calls on the reverse side. The reverse side of the card given to police officers contains guidelines for burglary booklet presentation.

VII Evaluation

The trainees were given an evaluation form (Please see Attachment XII) at the end of the session and asked for their comments on the training program. The trainees' signatures on the evaluation sheets documented their attendance at training for overtime purposes. Although it was optional for the employees to fill out the feedback section, every trainee completed at least a portion of the program evaluation. The response to the training was very positive. Ninety-eight percent of the trainees felt that the training had achieved its objectives and 62% stated that their approach to victims would be positively altered. (See Table 3 for detailed statistics).

b. Roll-Call Training

Every patrol officer in the department received approximately one hour of training in squad meetings related to the follow-up letter and Citizen Services Representative Programs, and the overall purpose and direction of the project. This training was conducted by the Project Director.

c. Mini-Training Tapes

Preliminary to formal training in the use of the booklet for burglary victims and the new procedures for the release of property, two short video-tapes were developed. These tapes, one five minutes long, the other seven minutes long, were intended to serve as "commercials" for the booklet and property procedures - to sell them to the patrol officers in advance by showing the ways that they would make the officer's job easier, and to develop interest in both new programs. An attempt was made to present the information in a unique format, and to inject some in-house humor in the teaching process. The scripts for the tapes were developed with the assistance of police officers who volunteered off-duty time, and the communications technician who is serving as the CSR. The actual filming and other technical aspects were provided, free of charge, by the staff and students of the Ohlone College Media Center. The characters

VICTIM SERVICES TRAINING

TABLE 3

5-Session Summary

Name _____

Rate of Session _____

Your signature above is required in order for us to verify your attendance at this training session so that you may receive your overtime pay. We would also appreciate it if you would help us evaluate the effectiveness of this training program by responding to the questions below.

Total Number of Trainees in attendance = 125
 Not all trainees answered all questions - many trainees gave more than one comment or suggestion for a single question

PROGRAM EVALUATION

92 (97%) 3 (3%)

1. Were the objectives of this training program clear to you? Yes No

91 (98%) 2 (2%)

2. Do you believe the training achieved its stated objectives? Yes No

3. What was the most useful or beneficial aspect of today's training for you? N % of N

1. Open discussions and sharing of ideas regarding Dept. problems and proposed solutions	80	(82%)
2. Information gained about various Victim Services Programs, i.e.: CSR, booklets, etc.	16	(15%)
3. Other	4	(3%)
	100	(100%)

4. What do you believe was the least useful or beneficial aspect of the training?

1. Warm-up Exercise	21	(44%)
2. Conducting training on trainees' days off	6	(13%)
3. Not enough time	5	(10%)
4. Repetition in group presentations	5	(10%)
5. Film too long	4	(8%)
6. Other	7	(15%)
	48	(100%)

5. Do you believe your approach to victims will be any different after today's training?

Yes 70 (62%) No 29 (26%) Qualified No 14 (12%)
 (I already did it right)

If yes, in what way?

1. Will display more concern and understanding and take more time	50	(75%)
2. Will give booklet with explanation - refer to CSR	13	(19%)
3. Other	4	(6%)
	67	(100%)

6. Do you have any suggestions for improving this training program?

1. Allow more time for discussion - group work	11	(22%)
2. Split session into shorter segments and present during on-duty-time - in squad meetings	11	(22%)
3. Shorten session	6	(12%)
4. Structure discussions more	5	(10%)
5. Make this training on-going through follow-up in squad meetings	3	(6%)
6. Other (Comments which did not appear more than once.)	15	(28%)
	51	(100%)

7. Do you have any suggestions for insuring the most effective use of the booklet or property release procedures or for improving the Department's overall services to victims?

1. Provide O.J.T for Officers.	
2. Provide follow-up roll-call training	
3. Reward Officers for use of booklet, appropriate techniques with victims.	
4. Centralize the Comm. Center away from public - provide Info. Center for public.	
5. Distribute booklet to citizens before they become victims.	
6. Officer should indicate in report that booklet was given to victim.	
7. Reduce size of booklet.	
	21 (100%)

8. General comments:

1. The Department needs more training in this format in other areas of concern.
2. Communications Technicians need more structured, formal training prior to O.J.T.
3. Training will have double impact if the Department actually acts on the problems identified and considers solutions proposed.
4. Need CSR for swing shift.

in the tapes were played by Fremont Police Department employees and local residents.

III PROGRAM EVALUATION

The original Police Foundation proposal did not include a formal evaluation component, nor were there resources provided in the grant budget for such an evaluation.

Specific operational data has been collected on an on-going basis to document the activities of the Citizen Services Representative and the follow-up letter programs. It can be concluded from this data and from the known fact that victims of burglary and traffic accidents are now receiving booklets, that victims, witnesses and other Fremont citizens are receiving services from the Police Department as a result of the project which were not previously available. We can further conclude that officer behavior toward victims has been altered at least to the extent that they are now distributing the booklets to victims. We also know that programs have been implemented to meet each of the objectives defined in the original proposal.

What we do not know is the impact of these services and programs on the attitudes and perceptions of victims, witnesses and other citizens and on the behavior and attitudes of officers in their interactions with victims.

At the recommendation of the Project Director, and with the concurrence of the City of Fremont and the Police Department, the Police Foundation has authorized the Project Director to utilize unexpended grant funds to conduct a limited evaluation of the Fremont Victim Services Program. For the purpose of conducting this evaluation, the project staff will be extended from February 1 to April 30, 1976, at which time the Project Director will submit her findings and recommendations.

IV SUMMARY AND PRELIMINARY RECOMMENDATIONS

Grant-funded special services programs developed within existing agencies have a history of quietly sinking into oblivion once the momentum and direction provided by project staff and, more importantly, the funding have been withdrawn.

The Fremont Victim Services Program was developed with the intent of avoiding this phenomenon. Each operational component of this program is staffed or operated by existing department personnel. Procedural changes such as those involved in the photograph and release of property and the new subpoena program, have been institutionalized through the department operations directives, the official written declarations of department operating policy. New services, such as the follow-up letters and information and referral services, have been built into the function of the Citizen Services Representative. The Citizen Services Representative position was filled with existing staff during the demonstration period and the department has built this position into its operating budget for the next fiscal year. The distribution of booklets by patrol officers is now required by department policy.

The ongoing annual cost to the department of approximately \$19,000. to continue this program is balanced by the savings accrued through the new subpoena procedures, and the manhours of communications technicians, patrol officers, evidence technicians, property clerks, detectives and other department personnel absorbed by the Citizen Services Representative. Further, the public image of the Fremont Police Department as a service agency, responsive to the needs of its community has been enhanced by the many new services available to victims and other citizens through this program.

In addition to the "formal" victim services programs detailed above, the project has had a peripheral impact on several other areas of department operations. Among the spin-offs from project activity are:

- a new policy regarding the taking of police reports in non-injury property damage collisions. This policy change evolved from the development of the booklet for traffic accident victims. In defining existing policy for presentation in the booklet, certain inconsistencies became apparent. The new policy should result in a more standardized approach to these incidents by the patrol officer.
- a new system, through the Citizen Services Office, to provide patrol officers with dispositional information on cases they initiate.
- a new approach to the entire process of scheduling of police officer witnesses for court. A program to address this problem is being developed, based upon data collected via the new police officer subpoena program.
- a plan for operational, physical and procedural changes in the communication center. The departmental problems defined and solutions recommended by participants in the victim services training program were summarized and submitted to department management. In response, the department has requested a detailed implementation plan for change in the communications center to address these problems.

- A one-hour victim services training program for switchboard operators and clerical records center staff to familiarize them with the components of the victim services program, assist them to make proper referrals to the CSR, and standardize their approach to victim/witnesses.
- a new department policy regarding the release of suspect names to victims in non-charged adult cases and juvenile cases not referred to probation. Current department policy forbids the release of this information to victims, who have no recourse to recover losses in civil court without naming the suspect as respondent.

Each of these will have a benefit, direct or indirect, for victims.

In summary, the Fremont Victim Services Project has achieved its first year objectives, the programs implemented through the project have been institutionalized, and the department has demonstrated a commitment to making the program work, and further, to expanding program services to victims of all crimes in Fremont. Just how effective the program is remains to be documented in a three month evaluation effort to begin February 1, 1976.

RECOMMENDATIONS

An extensive list of formal recommendations is expected to evolve from the formal program evaluation. However, at this time, we offer the following preliminary recommendations based upon the lessons learned in the past year, and upon feedback received from citizens and police officers:

1. The burglary booklet should be reduced in size from 4 $\frac{1}{4}$ " X 11" to 4" X 8 $\frac{1}{2}$ ", and the Spanish version should be printed separately, in limited numbers.

The length and thickness of the current booklet make it difficult for the officers to carry more than one with them. Although there are a few families in Fremont who cannot read English, the number does not appear to be large enough to require that every booklet include a Spanish translation. Printing a separate identical booklet in Spanish which the officers could have available in the squad car would meet the needs of the Spanish community and would significantly reduce the bulkiness of both booklets.

2. A built-in receptacle for the booklets which officers are required to distribute should be provided in the squad cars.

Officers currently must carry at least five copies of the burglary booklet and five of the traffic booklet to cover the incidents which might occur on one shift. If the present program is expanded, as planned, at least two more booklets will be added. It's unrealistic to expect an officer to carry twenty booklets in his/her briefcase or clipboard. If they are carried loose in the trunk, they'll become soiled and be more easily "forgotten".

3. The Citizen Services Office should be a function of the Department's Community Relations Section/Administrative Services Division.

The services and activities of the CSR often parallel those of the Community Relations Officer in contacts and working relationships with community services agencies and groups, and in the area of general public relations contacts with citizens. Formalizing this relationship would prevent overlap and duplication of effort and benefit both offices.

4. If funded through the City or grant funds, the Citizen Services Representative position should be made a permanent, classified civilian position and staffed as such.

No one should be considered for this position who has not voluntarily applied for it with a full understanding of what the job entails. The success of the CSR program in humanizing the system for victims and other citizens and providing them with real assistance depends more on the personality and motivation of the individual in that position than on any other single factor, including previous work experience. It is the nature of the program that most people the CSR talks with are either in need, frustrated, angry, confused, resentful or even desperate. Beyond the immediate impact of assisting them to resolve their problem or question, the CSR can have a powerful impact on their future perceptions of and attitudes toward the police department and the criminal justice system in general.

Tape No. 180 Ref. No: 1
SUBJECT Burglary
Margins: L. 40 R. 120
Tabs: 4 grid
Obic. Sp. _____ Sgls. Sp.
Two Tapes: _____
Constant No. _____
Variable No. 8

Tape No. 180 Ref. No. 2
SUBJECT Burglary
Margins: L. 34 R. 120
Tabs: 4 grid
Obic. Sp. _____ Sgls. Sp.
Two Tapes: _____
Constant No. _____
Variable No. 6

(Date)

Name (1)
Address (2)
City & State (3)

TAPE STARTS

Dear (4):

We wanted you to know that the Police Department is conducting an investigation into the burglary (5) which you recently reported. (6) is in charge of the investigation of your case, which has been assigned report number (7). Please call him at 796- (8) if you have any questions or concerns or any additional information to report. If you move within the next thirty days, we would also appreciate it if you would call the Fremont Police Department to let us know your new address and phone number. This will insure that we will be able to reach you if the status of your case changes or if we should recover any of your property.

We sincerely regret the personal hardship and inconvenience which this incident may have caused you. The department is making every possible effort to apprehend the people responsible for the burglary and to recover your property.

Thank you for your cooperation.

Cordially,

ROGER L. NEUMAN
Acting Chief of Police

Norm Nicholson
Citizen Services Representative

(Date)

Name (1)
Address (2)
City & State (3)

TAPE STARTS

Dear (4):

You can be assured that your report of the burglary (5) has been reviewed by the Police Department and that every possible investigative step has been taken to identify the people responsible for the burglary and to recover your property. For example, items of evidentiary value found at the scene of the burglary were analyzed by the department in an attempt to identify a responsible party and develop leads. If you or witnesses to your burglary were able to provide the officer or detective with a specific description of a possible suspect or suspect vehicle then every possible effort was taken to identify the individual(s) or vehicle.

We regret that, in your case, the investigation has not resulted in the apprehension of a responsible party or the recovery of your property. Therefore, until new leads are developed, the investigation of your case has been suspended.

Unfortunately, if the victim is unable to provide the officer with serial numbers or other unique characteristics of the lost property, the investigation of the burglary is severely handicapped. If you were able to provide the officer with serial numbers or other identifiable numbers of stolen items, these numbers have been entered in the statewide automated property system. A check of this system in the future will identify your property to any law enforcement agency which might recover it. Stolen items without serial numbers but with unique characteristics have been entered in local property files. These files will also be checked in an attempt to discover if your property has been recovered. If, at some future date, your property is recovered, you will be notified and arrangements made to release it to you at the earliest possible date.

We will let you know if the status of your case changes significantly. Your case has been assigned report number (6). If you should have any questions regarding your case, please call your Citizen Services Representative at 796-3434 from 9:00 a.m. to 6:00 p.m., Monday - Friday.

Thank you for your cooperation.

Cordially,

ROGER L. NEUMAN
Acting Chief of Police

Norm Nicholson
Citizen Services Representative

Tape No. 180 Ref. No. 3
SUBJECT Burglary
Margins: L 40 R 120
Tabs: 4 grid
Dble. Sp. _____ Sgle. Sp.
Two Tapes: _____
Constant No. _____
Variable No. 60

(Date)

Name (1)
Address (2)
City & State (3)

TAPE STARTS

Dear (4):

You reported the burglary (5) to the Fremont Police Department which was assigned report number (6). We are pleased to report that a responsible party has been identified in your case. Unfortunately, your property has not yet been recovered. We will, of course, continue our efforts to find your property and return it to you. If you were able to provide the department with serial or other identifiable numbers, these were entered in the statewide automated property system. A check of this system will identify your property to any law enforcement agency which might recover it. We will notify you immediately if we are successful in our efforts to recover your property.

If there are sufficient grounds for filing a charge against the suspect in your case, and the court believes you should be present at the hearing as a witness, they will send you a subpoena, which is a legal document requesting that you appear in court as a witness.

If you should have any questions regarding your case, please call your Citizen Services Representative at 796-3434 from 9:00 a.m. to 6:00 p.m., Monday - Friday.

If you should move in the next thirty days, please call the Fremont Office of the District Attorney at 793-8853 to let them know your new address and phone number.

Thank you for your cooperation.

Cordially,

ROGER L. NEUMAN
Acting Chief of Police

Norm Nicholson
Citizen Services Representative

Tape No. 170 Ref. No. 4
SUBJECT Burglary
Margins: L 40 R 120
Tabs: 4 grid
Dble. Sp. _____ Sgle. Sp.
Two Tapes: _____
Constant No. _____
Variable No. 60

(Date)

Name (1)
Address (2)
City & State (3)

Dear (4):

You reported the burglary (5) to the Fremont Police Department which was assigned report number (6). We are pleased to report that a responsible party has been identified in your case. Unfortunately, we were unable to recover your property.

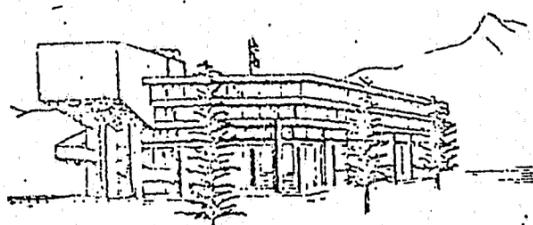
If you should have any questions regarding your case, please call your Citizen Services Representative at 796-3434 from 9:00 a.m. to 6:00 p.m., Monday - Friday.

Thank you for your cooperation.

Cordially,

ROGER L. NEUMAN
Acting Chief of Police

Norm Nicholson
Citizen Services Representative



City of Fremont
POLICE DEPARTMENT
OPERATIONS DIRECTIVE

LOG 75-18

DATE 8-8-75

INDEX U-1

Department Operations Directive
Fremont Police Department

75-18

August 8, 1975
U-1

Index:

Subpoena Service
Service of Subpoenas

I. POLICY

Subpoenas for department personnel and citizens will be served using the United States and other mail systems whenever possible.

II. PURPOSE

To modernize and simplify the process for issuing subpoenas to police officers, other department employees and citizens by eliminating unnecessary paperwork, clerical, field service technician and police officer time.

III. PROCEDURE

A. POLICE OFFICER SUBPOENAS

1. Issuing the Subpoena Request Form

In the past, police officers and other police employees have been issued formal subpoenas which they must officially serve to each other in order to insure a legal basis for contempt of court charges should an officer fail to appear.

In actual practice, however, if the failure of officers to appear when required as witnesses becomes a problem, it is resolved, administratively, between the Office of the District Attorney and the Police Department.

Therefore, Fremont Police Department employees will no longer be issued formal subpoenas. The formal subpoena will be replaced by the "Subpoena Request" form (see copy attached), which is completed, in duplicate, by the Deputy District Attorney when the case is reviewed for court.

- a. "Subpoena Request" forms will be forwarded, daily, to the Police Department from the District Attorney's Office via the Fremont Police Department Court Liaison Officer. For each case there will be as many copies of the "Subpoena Request" form as there are officers listed as witnesses for that case.
- b. The Court Liaison Officer shall deliver the "Subpoena Request" forms to the designated Information Section clerk.
- c. The designated clerk will check the court date of each case against the patrol roster and leave schedule to determine if any officer required as a witness is currently on vacation leave or is otherwise unable to be in court on the date indicated. The clerk will notify the District Attorney immediately of any such scheduling problems.
- d. The designated clerk will make one Xerox copy of the police report and any supplemental reports on the case and attach these to the copy of the "Subpoena Request" form which goes to the first police officer listed.
- e. The designated clerk will then place copies of the "Subpoena Request" forms in the appropriate officers' mailboxes.

This "Subpoena Request" form procedure is considered by the department to be as official as a formal subpoena, and the officer is expected to appear in court on the date and time indicated and to notify the Deputy District Attorney in charge of the case if unable to appear.

2. Evaluation of Need for Appearance

In order to minimize the number of personnel appearing, any officer or department employee who receives a "Subpoena Request" form should ask themselves the following questions:

- a. Can I directly testify to anything in the case?

- b. Can I directly testify to anything that is pertinent to the case that is different than the reporting officer might be able to testify?

If your answer to either of these questions is "No," contact the Deputy District Attorney in charge of the case, directly and as soon as possible, to discuss the need for your appearance. If the Deputy District Attorney agrees that you will not be needed, note the following on the "Subpoena Request" form and forward to the Operations Watch Commander:

- a. Cancelled, per:
- b. Name of Deputy District Attorney
- c. Date Deputy District Attorney was contacted
- d. Time Deputy District Attorney was contacted

3. Documentation of Court Appearance

Following your appearance in court, place a check in the appropriate box in the bottom right-hand corner of the "Subpoena Request" form to indicate whether or not you actually testified on this date.

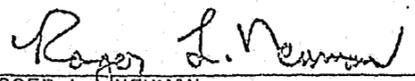
If you were in court during duty hours, place the "Subpoena Request" form in the mailbox marked "Victim Services" in the Squad Room.

If you were in court during off-duty hours, attach the "Subpoena Request" form to the back of each overtime request sheet and submit to the Management Analysis and Fiscal Affairs Section, via chain of command.

B. CIVILIAN SUBPOENAS

Concurrent with the implementation of new procedures for issuing subpoenas to police witnesses, a new system for the delivery of civilian subpoenas will be initiated. Effective August 1, 1975 the Fremont Office of the District Attorney will mail all civilian subpoenas, with the following exceptions, which will be forwarded to the Fremont Police Department and delivered, personally, in accordance with the existing procedure:

1. Hostile witnesses
2. Subpoenas which would not reach the citizen in time if mailed (court date within five (5) days)
3. Subpoenas which were mailed but returned to the District Attorney as undeliverable.



ROGER L. NEUMAN
Acting Chief of Police

SUBPOENA REQUEST

DEFENDANT(S) _____

CHARGE(S) _____

COURT TRIAL () JURY TRIAL () PRELIMINARY EXAMINATION () 1538.5 HEARING ()

COURT: () Fremont No. 1 () Fremont No. 2 () Fremont No. 3
() Newark City Hall () Fremont City Hall

TIME _____ M. DATE _____, 19 _____

POLICE REPORT NO. _____

WITNESSES:

NAME

ADDRESS

DDA _____

DATE _____

PHONE: 793-8853

SUBPOENA ISSUED _____

BY _____

REMARKS:

CITIZEN CONTACTS BY THE CSR -
A. SAMPLING, JULY-DECEMBER 1975

7-9-75

I was walking past the front desk when I overheard the communications technicians and the switchboard operator discussing a man who just left. I asked what the problem was. The operator told me the man that just left was looking for a "handout." I went outside and approached him and asked if I could help. He said he came from Napa, looking for work; the job didn't materialize and he didn't have enough gas or money to get back home. The local Catholic Church had sent him here for help. Now he didn't know where to go. I advised him of Tri-City Volunteers and directed him there. Follow-up with Rosan Wilson, Director of Tri-City, showed that he went there and was given the necessary funds to buy gas to get home.

7-15-75

A male citizen came to the Police Department because he had just had a big fight with his wife; she had left him with four children. We discussed his problems at length. It appeared that both of them took drugs. I called CDC and made arrangements for immediate counseling for the husband. He left, feeling he got the help he needed. I had occasion to talk with him a few weeks later and he thanked me for helping him and said that he and his wife are getting things straightened out.

7-18-75

This male citizen had been in before with problems at home. This time he told me that he had lost his job, the whole world was against him, etc. We talked for a while and during the conversation I learned that he had been in a mental hospital in the Army and was on Thorazine. Based upon this information and his present state, I believed he might be schizophrenic. I arranged for him to talk to a mental health counselor at Tri-City Mental Health, Don Markle. They talked on the phone for a while and the citizen agreed to respond to Tri-City and talk to Don Markle. Follow-up with Mr. Markle revealed that he had sent the client to the hospital for a while and was currently administering out-patient treatment. He also was trying to find a place for him to live as his home environment contributes to his mental problems.

Attachment B

Attachment B

7-23-75

A female citizen called the police to complain about the apartment manager's policy that forbade her five-year old to swim in the apartment pool. It was hot and she was extremely upset and unreasonable. The front desk people had already told her there was nothing we could do. By the time I got the call she was "fit to be tied." We began to discuss her problem and I found out she was here visiting from out of state. Her car broke down; she ran out of funds and was temporarily stranded in Fremont. I told her of the swim lagoon where juniors could swim all day, and of A/C Transit. She liked that idea and then she was referred to Traveler's Aid to help her get back home.

7-25-75

A female citizen came to the Police Department to talk to someone about her problems with her husband. She said he has beaten her and the children for many years. We discussed the problem at length. She wanted a divorce but didn't really know how to go about it. I advised her of many social service agencies that would help her, including Legal Aid and Parental Stress. I think that more than anything, she just wanted someone to talk to. She did not want to take any criminal action against her husband. She left herewith the information necessary to solve her problem if she really wants to.

7-30-75

A male citizen called the police because he had a problem with unknown persons dumping trash in the PG&E right-of-way to the rear of his house. He had tried several agencies on his own with negative results. I checked with PG&E who advised that although the land is privately owned, they will take the responsibility of clean-up. I called back the citizen, informed him of PG&E's decision, and he was quite satisfied with the results.

8-5-75

Hearing loud voices at the front counter, I responded to ascertain the problem. A male citizen was arguing with the switchboard operator over obtaining a copy of a police report. He insisted the civil court said he could obtain the report by simply requesting it. I took the man into my office, explaining the policy of not releasing crime reports without a subpoena. We began to discuss his reasons for wanting this information. He wanted to file a suit against the juveniles that had stolen his bike and wrecked it. Research of the report showed that the suspects were referred to the Youth Service Center. I then referred the citizen to the Youth Service Center and Detective Mastracci, if necessary, to obtain names of the suspects. Receiving the special attention of the Citizen Services Representative was enough to calm him down and when he left, he was satisfied that we had done everything possible to help him.

8-8-75

A male citizen came to the Department, without an appointment, to talk to me. When he found I was at lunch, he became quite irate and demanded to see my superior, etc. He finally left, saying he would return later. He contacted me at 3:30, advised me he was seeking the return of some money taken in evidence from his store. A quick check of the report and I was able to advise him of the case status and the fact that his money could not be returned at this time. We discussed the case and the fact that he had to wait for my services. We developed a good personal rapport and the fact that I had time to explain, in detail, what he wanted to know, seemed to pacify him. At no time did I experience any of the hostility that occurred at the front counter. I think the "special attention" feature of the Citizen Services Representative was very useful in dealing with this particular citizen.

9-11-75

A retired gentleman had received a speeding ticket in the Livermore jurisdiction from the Highway Patrol. He was advised at the time of the citation that he would be notified of the bail by mail. At the time he called the Citizen Services Representative's office, he was confused and worried since some time had elapsed and he hadn't yet received bail notification. He was confused and worried, not wanting to buck the law. His prior calls to various agencies had met with negative results. After talking with the citizen, I called Livermore Traffic Court and found that his notice was in the mail. I advised him of this and the procedure to follow when he received his notice.

9-10-75

A Fremont Police Department sergeant contacted me regarding the case of a robbery victim who was held up over a year ago. Approximately \$200 was taken and recovered by officers at the scene. The money was taken as evidence and a suspect was arrested at the scene. The sergeant advised that the victim was concerned because he had not seen his \$200 or heard about the disposition of the case since the date of the robbery. A check revealed the suspect had jumped bail and had not been seen or heard from in over a year. A bench warrant was outstanding and the case is currently in limbo. I communicated with the District Attorney's Office and the Acting Chief of Police. With the approval of these offices, I released the \$200 to the victim.

10-9-75

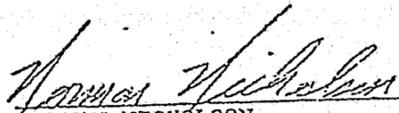
A man in his 50s was brought to me by a patrolman. His son had brought him here from New York. The police had just arrested his son on a big warrant, as the result of a traffic stop, and the man was now stranded. He had only a few dollars, the vehicle and very little gasoline. Had had no sleep in three days. His daughter-in-law (a local resident) refused to even talk to him. He wished to rest and return to New York. I contacted the Community Relations sergeant who arranged for a night's lodging and meal. I contacted Traveler's Aid and they advised that they would help him get back to New York. I directed the man to his motel and gave him directions to Traveler's Aid and the name of a person to contact there.

11-3-75

A lady living near one of the local high schools had a continuing problem with students littering her yard. Her calls to the Police Department and School District did not seem to provide satisfactory results, so she contacted the Citizen Services Representative as a last resort. I discussed this problem with the school principal. As a result of that discussion, the principal assigned school officials to monitor the area of the lady's yard during lunch hour. I also talked with the police officer who patrols that area and he advised he would patrol the area during lunch, whenever possible.

12-4-75

A letter to the Police Department from an elderly lady in Sacramento trying to ascertain the whereabouts of her elderly sister, a resident of Fremont and rumored to be in a rest home where in the area, was received. Many phone calls and inquiries later, I found the lady in a local rest home. I talked with the head of the rest home and put him in communication with the sister in Sacramento. He sent her a letter telling her where her sister was, etc.


NORMAN NICHOLSON
Citizen Services Representative



City of Fremont
POLICE DEPARTMENT
INFORMATION BULLETIN

BULLETIN INDEX: 75-9

VICTIMS' SERVICES PROJECT - NEW SHOPLIFTING PROCEDURES

The Alameda County District Attorney's Office and the Fremont Police Department are currently involved in a cooperative effort to improve services to the victims of crime. As part of this effort three Fremont stores (Mervyn's, Wards and Payless) have been selected to participate in a special pilot program to test the feasibility of new procedures for the handling of evidence in shoplifting cases. The new procedures, developed by the District Attorney's Office, are described in the attached memorandum.

In summary, the new procedures shall apply only in those cases where the shoplifter is apprehended by store employees and is taken into custody, where a police officer is called to the scene, the suspect is arrested and the store intends to prosecute.

When these conditions exist, the store security people are to take, in the presence of the police officer, a color photograph of the suspect, the stolen property and an evidence identification card. The stolen property may then be returned to the shelves immediately.

The responsibility for photographing and maintaining the evidence log and film file rests with the store security persons. Apart from serving as a witness to this process, the police officer's responsibility remains the same as it is now.

If an officer should observe procedures in these three stores which are not consistent with the steps outlined above and in the attached memorandum, please contact Sharon Gregory, Victims' Services Project Director (796-3478) or Sergeant James Frank, Planning and Inspection (796-3427) for assistance in clarifying procedures and/or resolving problems.

C O P Y

OFFICE OF THE DISTRICT ATTORNEY

Alameda County
Court House
Oakland, California 94612

MEMORANDUM

TO: D. Lowell Jensen
District Attorney

FROM: Howard A. Janssen, Deputy
Victim Witness Assistance Bureau

SUBJECT: Store Procedures for the Disposition of
Shoplifted Property

DATE: March 3, 1975

The merchant, like the property owner, is a continuing victim of crime in that although his property taken in shoplifting cases may be recovered, his loss continues due to the requirements that it be held as evidence for possible prosecution.

The purpose of this directive is to establish procedures in Alameda County to act as an alternative for the handling of merchandise recovered in shoplifting offenses. This procedure is not required but may be adopted by the merchant to lessen his burden of loss as a result of crime.

If the merchant wishes to adopt this procedure, it is to be adhered to in the following cases only:

1. When a shoplifter is apprehended by an employee of the store and
2. Is taken to the store security office AND
3. A police officer is called to the scene AND
4. The suspect is arrested.

PROCEDURE:

Attached is a copy of a Store Evidence Log. This log is to be completed by the agent making the arrest.

The following procedure is to be adopted and should be adhered to by all merchants in Alameda County in dealing with petty shoplifting. When the store security agent or employee apprehends a suspect:

C O P Y

C O P Y

Page Two
March 3, 1975

1. The suspect should be taken immediately to the store's security office.
2. If the person is to be arrested, notify the police department.
3. The person apprehending the suspect will then proceed to make an evidence identification card. (See attached examples.)

The card should be on plain paper no smaller than 8" x 8" (attached is an 8 1/2 x 11 sample done on plain paper with a marking pen).

The card should have:

1. The date
 2. A brief description of the item with the brand name and serial number, if applicable. In cases where there are several items such as a bag of groceries, it will not be necessary to list all the items on the evidence identification card. "Misc. Groceries" would be sufficient. (See attached example)
 3. The retail value
 4. The suspect's name
4. Upon arrival of a police officer, the person apprehending the suspect will take a color photograph of the suspect, the evidence card, and the stolen property together. One technique is to place the property and the evidence identification card on a table in front of the suspect and take the picture of the suspect, the evidence card and property at the same time. If possible, another person may take the photograph with the person apprehending the suspect included in the photograph.
5. The person taking the photograph will then enter the following information on the Store Evidence Log: (See attached log)

Any type of film the store finds most economical other than Polaroid may be used. An Instamatic type flash camera is preferred.

SUSPECT NAME -- if the suspect refuses to give his name, enter "John Doe".

In cases in which the suspect has refused to give his name and at the same time he is turned over to the police his

C O P Y

COPY

Page three
March 3, 1975

name is still unknown, it will be the responsibility of the employee to contact the Store Detail of the Police Department or follow-up investigation officer to determine the true name of the suspect on the next business day (Police Dept.)

The employee will enter the true name next to that of the "John Doe" entry.

DATE -- the date of arrest

ROLL # (Film Packet) -- the film packet roll number should be written on the film prior to placing it in the camera. It can be marked with any coding the store wishes to adopt. (e.g. 75-1, 75-2, 75-3, etc.).

PICTURE # 's -- the photo number on that roll

ITEMS (photographed) -- a short description of the property photographed

AGENT -- the person apprehending the suspect will sign

The suspect should then be turned over to the custody of the police.

The property photographed will be returned back to stock available for sale. When the film packet roll number is used up, it should be developed, but not printed, unless the store chooses. The store will then file the negatives according to packet number. The evidence identification card should also be filed with the negatives. If subpoenaed for court, the person testifying need only print the negatives required and bring them, together with the evidence identification card, with him to court.

It should be noted that the above procedures will apply when a petty shoplifting is involved. They should not be followed when the theft constitutes a felony or when the police apprehend the suspect outside of the store's premises. Other procedures are being developed for the return of property in those instances.

This procedure will allow the merchant to return stolen merchandise to stock for sale which normally would have been placed in evidence at a loss to the merchant.

If there are any questions concerning this procedure, please contact Inspector Harold Boscovich at the Victim Witness Assistance Bureau of the District Attorney's office, at 874 5031.

HOB:lms

COPY

2-26-75

G. E. RADIO #A-54321

#21⁰⁰

SMITH, JOHN

2-27-75

TIMEX WATCH # 3256

1895

JOHN DOE

3-4-75

ARROW SWEATER
BLUE

8 95

JONES, JOHN



City of Fremont
POLICE DEPARTMENT
OPERATIONS DIRECTIVE

LOG: 75-22 DATE: 11-23-75 INDEX: R-2

Index:

Property Release
Release of Property

I. POLICY

It shall be the policy of the department to release to the victim/owner, at the earliest possible time, all property, the ownership of which is not disputed, and which otherwise meets the criteria defined in this directive.

II. PURPOSE

The purpose of this directive is to establish and implement a program to expedite the processing and return to the victim or owner of any evidence or property recovered by the department, except as noted in Section E.

III. PROCEDURE

A. When possible the officer shall release the property to the victim/owner or responsible agent at the scene. If immediate release is not possible, the officer shall attempt to locate the victim/owner at the earliest possible time, inform them of the recovery of their property and request that they respond to the department Property Unit for return of their property. The officer may utilize the Citizen Services Representative to assist in arranging for the release of property.

B. Criteria for Release of Property/Evidence

1. Victim/owner is known.
2. The victim/owner or responsible agent presents proper personal identification and reasonable proof of ownership.
3. Ownership of property is not disputed.
4. The victim/owner or responsible agent signs the Property Release form.

5. The property is not one of the seven categories of items defined Section III - D of this directive.

C. Procedures for Release

1. Prior to release:

- a. Items with a serial number or other identifiable numbers shall be checked by the officer through the automated property system (by radio if release of property occurs in field);
- b. If the item is of evidentiary value:
- (1) property of evidentiary value which is recovered between 2200 and 0700 shall not be released from the field. It shall be booked and arrangements made for release to the victim/owner or responsible agent after 0700 the next working day, in accordance with procedures defined in number (2) following.
- (2) a photograph shall be taken:
- (a) the photograph(s) shall be taken by an Evidence Technician;
- (b) the photograph(s) shall contain the owner/victim or responsible agent, the property to be released, and report number, which must be written on the card-stock provided for this purpose (see copy attached), and propped up or held up by the victim in the picture; if possible, a photograph should be taken of the serial number, if any. A photograph should also be taken of any unique or distinguishing characteristics which would be beneficial in establishing ownership of the property;
- (c) the victim/owner or responsible agent must sign the "Property Release" form (see copy attached), declaring ownership and agreeing not to dispose of property until notified that the case is officially closed or adjudicated. If the victim/owner or responsible agent will not sign the form, the property may not be released and must be booked through the department Property Unit, consistent with existing procedures;

- (d) if the property is photographed in the field, the photograph(s) must be taken prior to the officer's leaving the scene;
- (3) if the item has no serial numbers or other uniquely identifying features, the officer should mark the item for court identification in an inconspicuous place, in accordance with the rules of evidence and department procedures.
- c. If the items is not of evidentiary value, the officer shall, after checking the item through the stolen property system, obtain the signature of the victim/witness or responsible agent on the Property Release form and release the property.
3. The officer shall include in the plice report:
- a. A description of property released,
- b. A serial number of property, if any,
- c. A statement indicating that the property was released to the victim/owner or responsible agent and where it was released (at the scene, in field or at station),
- d. The original of the Property Release form shall be attached in all field release cases.
4. When it is not possible to return the property to the owner/victim, the officer shall book the property through the Property Unit of the department:
- a. The Property Inventory Record must include:
- (1) a description of the item,
- (2) serial number of item, if any
- (3) report number
- (4) name of reporting officer and signature or initials and employee number.
- b. Items with serial or other identifiable numbers shall be checked by the officer through the Automated Property System.

VICTIM SERVICES TRAINING - COURSE OUTLINE

POLICE REPORT NUMBER

Form #1173 FPD

- 5 min. I. WELCOME/INTRODUCTION
 - Explanation of facilities layout - method of recording attendance for overtime, etc.
 - Introduction of Trainers
- 25 min. II. WARM-UP EXERCISE - "The Fall-Out Shelter"
 - A. Explanation of Group Role - Hand out exercise sheets
 - B. Introduction to Game
 - C. Individual Ranking - No discussion
 - D. Small Group Work Sessions - Consensus
 - E. Group Presentation
 - F. Discussion - Group Process, Selections
- 5 min. BREAK
- 30 min. III. INTRODUCTION TO VICTIM SERVICES PROGRAM
 - A. Purpose of Training
 - 1. Study of Victim/Witness Needs - Problems Identified
 - 2. Role of Victim Services Task Force
 - 3. Victim Services Programs Implemented to Date
 - B. Training Format - Overview
 - C. Review of Booklet for Burglary Victims
 - 1. Content
 - 2. Presentation
 - D. Discussion, Questions
- 25 min. IV. TRAINING FILM
- 2 hrs. & 55 min. V. VICTIM SERVICES EXERCISE
 - A. Explanation
 - B. Individual Work Session - No discussion
 - C. Small Group Work Sessions - Consensus

LUNCH

 - D. Continue Small Group Work Sessions
 - E. Small Group Presentations
 - F. Discussion - Session Consensus
- 5 min. BREAK
- 30 min. VI. PROPERTY RELEASE PROCEDURES
 - A. Scene 5 of film
 - B. Review Operations Directive #75-22
 - C. Use of CSR in Property Release
 - D. Discussion

ATTACHMENT VIII

VICTIM SERVICES TRAINING MODULE

TRAINING FILM OUTLINE

SCENE 1

Burglar sitting in parked pickup observes couple leave house - insures that no one is home - proceeds to burglarize residence.

SCENE 2

Female victim returns to home - discovers burglary and calls Police Department to report incident. Communications Technician on desk takes call while dealing with irate, obnoxious citizen at desk with complaint about car being towed. Supervisor is brought in to deal with the citizen at desk - victim's call is dispatched.

SCENE 3

Officer arrives late at victim's home; victim is upset and not overly cooperative. Officer conducts preliminary investigation, dusts for prints, photographs tire tracks in garage, gives victim burglary booklet as he leaves with instructions to contact neighbors for possible witnesses.

SCENE 4

Detective assigned to the case contacts the victim, learns of witness to burglary, obtains pertinent information from victim. Victim and detective discuss booklet.

On another day, after the arrest of a responsible, the Detective calls CSR to arrange for the release of recovered property to the victim.

SCENE 5

CSR arranges for the release of property - victim comes to station and property's photographed and released in accordance with new procedures. Victim leaves with property.

ATTACHMENT IX

VICTIM SERVICES TRAINING - INDIVIDUAL WORKSHEET

FOLLOW-UP - PROPERTY RECOVERY	IS THIS A PROBLEM?	IF A PROBLEM - PROPOSED SOLUTION	BENEFITS OF SOLUTION To Dept. To Victim
1. The Detective made initial contact with the victim by phone.	<input type="checkbox"/> No <input type="checkbox"/> Yes		
2. The Detective didn't provide the witness or victim with an explanation of what to expect in the future, (i.e.: court process, property return, etc.).	<input type="checkbox"/> No <input type="checkbox"/> Yes		
3. The Detective cleared the case without involving the reporting Officer in follow-up or advising him of outcome.	<input type="checkbox"/> No <input type="checkbox"/> Yes		
4. Other Problems?			

VICTIM SERVICES TRAINING - INDIVIDUAL WORKSHEET

COMMUNICATIONS	IS THIS A PROBLEM?	IF A PROBLEM - PROPOSED SOLUTION	BENEFITS OF SOLUTION	
			To Dept.	To Victim
1. The Comm. Tech's tone of voice and general telephone approach to the victim was abrupt, inconsiderate.	() No () Yes			
2. The victim was put on hold before the time element on the burglary was determined.	() No () Yes			
3. The Comm. Tech. called in a supervisor to handle the irate citizen instead of handling it himself.	() No () Yes			
4. The Comm. Tech. did not provide the victim with instructions regarding what to do and what not to do while waiting for officer.	() No () Yes			
5. Other Problems?				

VICTIM SERVICES TRAINING - INDIVIDUAL WORKSHEET

INITIAL CONTACT/PRELIMINARY INVESTIGATION	IS THIS A PROBLEM?	IF A PROBLEM - PROPOSED SOLUTION	BENEFITS OF SOLUTION	
			To Dept.	To Victim
1. The Officer did not determine the time of the incident and check the premises for suspect immediately upon contact.	() No () Yes			
2. The Officer went about his business with little or no explanation to the victim; for example, the segment involving the calling of an evidence tech. and the Officer's check of the house for evidence.	() No () Yes			
3. The Officer's tone of voice and general approach to the victim were impersonal and business-like.	() No () Yes			
4. The Officer gave the booklet to the victim as he was leaving - without explanation or instructions regarding future contact.	() No () Yes			
5. Officer did not secure detailed list of stolen property from victim upon initial contact.	() No () Yes			
6. Other Problems?	() No () Yes			

memorandum



To: Roger Neuman, Acting Chief of Police
 From: Sharon Gregory, Victim Services Project Director
 Subject: Training Session Feedback
 Date: December 16, 1975

The curriculum and processes utilized in the Victim Services Training Program in November were designed to solicit from the trainees themselves the problems which they perceived in the Department's interactions with victims, and the solutions which they felt would address those problems.

We expected, in utilizing this approach, that not every session would identify the same problems or even propose similar solutions. We believed, however, that most trainees would identify for themselves the most obvious problems and would come up with some general solutions which could be applied in their own day to day interactions with victims.

Our expectations proved too modest. In session after session, the employees of this department demonstrated a consistent and penetrating understanding of Departmental problems related to victims, and again and again, they proposed, in response to these problems, creative, far reaching, and strikingly similar solutions which would impact and benefit the Department, not only in its interactions with victims, but in other areas as well.

Underlying these proposed solutions was a belief, often articulated in the sessions, that the problems related to victims were actually symptomatic of deeper, more basic problems in Departmental procedures, staffing, and even physical facilities. For example, the problem of the telephone approach of Communications Technicians to victims was seen as a function of the confusing physical environment of the front desk, the lack of a clear definition of responsibilities between the Communications Technicians working the desk positions, the lack of structured follow-up training for Communications Technicians, etc.

In addressing these causative problems, the solutions proposed by the trainees also would have the effect of improving the Department's services to victims.

Many of the solutions offered seem implementable as well as appropriate and, addressed to very pressing Department needs.

Further, many of the proposals deriving from these training sessions are unique because they represent a consensus of nearly all the Department's sworn and non-clerical civilian staff.

ATTACHMENT X

VICTIM SERVICES TRAINING - GROUP WORKSHEET

	PROBLEM?		SOLUTION		Same as Session Consensus ?
	Group Consensus	Session Consensus	Group Consensus		
A. COMMUNICATIONS					
1. Tone of voice - telephone approach	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
2. No time element determined	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
3. Handling of irate citizen	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
4. No instructions to victim	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
B. INITIAL CONTACT/PRELIMINARY INVESTIGATION					
1. No immediate check for time, suspect	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
2. No explanation to victim	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
3. Tone of voice and approach	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
4. Booklet presentation	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
5. Detailed list of stolen property	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
C. FOLLOW-UP/PROPERTY RECOVERY					
1. Initial contact with victim by phone	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
2. No explanation to victim or witness	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No
3. Reporting Officer not involved	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> Yes <input type="checkbox"/> No

When so many employees, in separate sessions, perceive the same problems and agree on solutions, we believe that the problems deserve attention and the solutions which they propose merit serious consideration. Therefore, the training team has prepared the attached summary of the problems and solutions which were articulated by the training participants in each of the five sessions. This summary is divided into three major sections:

1. Those recommendations which were proposed by a consensus of all five sessions;
2. Recommendations proposed by three or more of the sessions; and
3. Recommendations proposed by one or two of the five sessions. (Though this category of recommendations represents the consensus of a minority of trainees, they have been included because they represent the thinking of at least 25 Department employees.)

The recommendations, as written in this summary, represent a condensation of what were, in many instances, detailed proposals for Departmental action, including rationale, and specific steps which could be taken to implement the proposals.

These recommendations are submitted for your consideration and action. You will find that many of the majority and unanimous solutions provided are achievable at little or no cost to the Department.

The Fremont Police Department has set the pace for police agencies across the country in demonstrating an aggressive commitment to improving its services to victims. Indeed, this Department has been established as a national model in this area. If this reputation is to be sustained in the months ahead, we feel it is essential that the Department examine closely the problems articulated in the attached outline, and move to implement the unanimous and majority solutions proposed.

We further recommend that interested line staff in each of the areas affected by these proposals be involved in developing specific implementation strategies. The resources of the Victim Services Project are available to assist you in coordinating, providing clerical and (to the extent possible) financial support to this effort.

cc: All participants in Victim Services Training

I. UNANIMOUS RECOMMENDATIONS - ALL FIVE SESSIONS

Communications

A. Reorganize the Communication Center:

1. Functional

Designate specific responsibilities for each Communications position.

2. Physical:

a. Separate Communications Technicians on desk (especially hot line) from public access

- move desk position to another location (long range)
- partition front desk area to control walk-in traffic (short range)

b. - Establish a Citizen Information Center for the Police Department in the front lobby area to handle walk-ins and referrals;

- Utilize CSR in expanded role to handle walk-ins normally handled by Communications Technicians. Switchboard would screen.

B. Establish a checklist of standard questions Communications Technicians should ask citizens calling to report specific crimes - and standard instructions to give to victims related to those specific crimes.

C. Provide Communications staff with adequate supervision. Give Communications Technician III's supervisory responsibility and authority commensurate with pay - one per shift.

D. Provide Communications Technicians with structured on-going training as a group.

Patrol

Patrol Officers need on-going training in standard investigative procedures and techniques, and reinforcement regarding the benefits of a positive, flexible approach to citizens.

Investigation/Follow-Up

There is a pressing need for two-way communication between the Investigative Section and Patrol in order to involve Patrol in the investigative process, and eliminate overlapping and duplication of effort.

Suggested Solutions:

- A copy of the disposition sheet from the supplemental report on cases assigned for investigation should be automatically sent to the reporting officer. The CSR could be utilized as the conduit for this supplemental information on 459 P.C.'s since a copy of every 459 report and supplement goes through his office, and are discarded after review.

The following three solutions were proposed to supplement the above recommendation and facilitate two-way communication between Investigation and Patrol:

- Assign one patrol officer from each shift as Investigative Liaison. On weekly basis, this Officer would meet with the Detectives and secure information about activities in each sector - pending investigations, etc., then report this information back to squad meetings. (This is already being done by Fourth Platoon.)
- Detectives should invite reporting officer on a case under investigation to accompany the Detective on follow-up contacts. This would be done on the Officer's own time.
- The Detectives should make an effort to positively reinforce a patrol officer who has done good work in the preliminary investigation (i.e., - collection of evidence, etc.).

II. MAJORITY RECOMMENDATIONS - THREE OR MORE OF FIVE SESSIONS

Communications

Assign a Patrol Officer to work the front desk on a rotating basis.

Patrol

- A. Supervisor or Watch Commander should be available in station at all times to answer questions from field.
- B. I.D. Technicians should be allowed to respond to Officer's call, without prior approval from patrol supervisor.
- C. The Department needs a horizontal career development program.

VICTIM SERVICES TRAININGIII. RECOMMENDED BY ONE OR TWO OF FIVE SESSIONSCommunications

- A. Reevaluate length of shift assignment of Communications Technicians.
- B. Provide structured format prior to or following duty time in which Patrol Officers and Communications Technicians can interact re: mutual problems and solutions.
- C. Put switchboard operator in uniform like Communications Technicians or take Communications Technicians out of uniform so public doesn't automatically by-pass switchboard and go straight to Communications Technician for general information.

Patrol

- A. Victim should be allowed to complete stolen property list and this list should be attached as is to report.
- B. Special assignments to one training position in Investigative and other units should be made on a rotating basis for a period of 60 - 90 days at a time. More officers would have the opportunity to broaden their experience and perspective - would provide "mental health" break from routine and stress of Patrol, provide rewards for outstanding performance.
- C. Department needs to officially articulate its philosophy with regard to Officer taking extra time with burglary victim necessary to P.R. - explain booklet. Current understanding of Patrol is that first priority is placed on finishing up with a detail and getting back on the air - fast.
- D. Officer should approach burglary detail as investigator - not just "report taker".
- E. Emphasize Officer responsibility for follow-up contacts with neighbors - routine re-contact of burglary victims the following day.

Investigation/Follow-Up

- A. Detectives and Officers should both take the time to explain burglary prevention techniques, Home Alert and Operation I.D. to burglary victims.
- B. Burglary Prevention pamphlets should be included in follow-up letters to 459 victims. (This is being done as of November 24, 1975.)
- C. Add a sentence to the new Property Release Form re: "I will cooperate in the prosecution of this case if a responsible is apprehended." This would help to insure the future cooperation of victims who, once they have their property back, may not be motivated to serve as witness in subsequent prosecution.

Date of Session _____

Name _____

Your signature above is required in order for us to verify your attendance at this training session so that you may receive your overtime pay. We would also appreciate it if you would help us evaluate the effectiveness of this training program by responding to the questions below.

PROGRAM EVALUATION

1. Were the objectives of this training program clear to you? Yes No
2. Do you believe the training achieved its stated objectives? Yes No
3. What was the most useful or beneficial aspect of today's training for you?

4. What do you believe was the least useful or beneficial aspect of the training?

5. Do you believe your approach to victims will be any different after today's training?
 Yes No
If yes, in what way? _____

6. Do you have any suggestions for improving this training program?

7. Do you have any suggestions for insuring the most effective use of the booklet or property release procedures or for improving the Department's overall services to victims?

8. General comments:

III



City of Fremont

Police Department
38710 Civic Center Drive
Fremont, California 94538

(415) 791-4444

The Fremont Police Department Victim Services Program provides victims and the families of victims with special assistance in coping with the impact of being victimized.

If, as a result of this incident, you suffered financial hardship due to medical/hospital expenses, loss of wages or the loss of your job, you may be eligible for reimbursement for your losses through the CALIFORNIA STATE AID TO VICTIMS OF VIOLENT CRIME PROGRAM. We can help you to apply for reimbursement if needed.

We can answer your questions about your case or the criminal justice system, and assist you to obtain free counseling or assistance you may need as a result of being involved in this incident.

If you are interested in the services available to you, please contact us.

Cordially,

ROBERT WASSERMAN
Chief of Police

By: _____
ROSE TORREZ
Citizen Services Representative
791-4483

CF



City of Fremont

Police Department
39710 Civic Center Drive
Fremont, California 94538

791-4444

The Fremont Police Department Victim Services Program provides victims and the families of victims with special assistance in coping with the impact of being victimized.

We can answer your questions about your case or the criminal justice system, and refer you to counseling or other assistance you may need as a result of being involved in this incident.

If you are interested in the services available to you, please contact us.

Cordially,

ROBERT WASSERMAN
Chief of Police

By: _____

ROSE TORREZ
Citizen Services Representative
791-4483

CF

VICTIM INFORMATION

TYPE OF CRIME: _____ REPORT # _____

REFERRAL DATE: _____
REFERRAL SOURCE: _____

LOCATION OF CRIME: _____ ASSIGNED: _____

INITIAL CONTACT: In Person

DEPARTMENT DISPO: _____

Phone-Victim Initiated

Phone-V.S. Initiated

Follow-Up Letter _____ Date

Other Follow-Up Contact

VICTIM: _____ Eth/Sex/Age _____

VICTIM: _____ Eth/Sex/Age _____

ADDRESS: _____ Phone: _____

ADDRESS: _____ Phone: _____

EMPLOYED: _____ Phone: _____

EMPLOYED: _____ Phone: _____

Physical Injury Hospital Death Private Doctor Work Days Lost

Filed State Aid Application \$ _____
Amount of Claim

Circumstances of Crime: _____

END