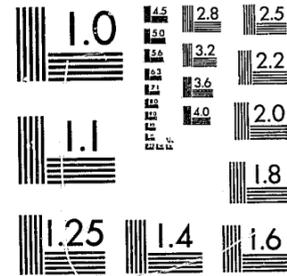


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A STUDY OF THE INVESTIGATIVE PROCESS
IN THE PASADENA POLICE DEPARTMENT

A THESIS
Presented to the Department of Criminology
California State University at Long Beach

In Partial Fulfillment
of the Requirements for the Degree
Master of Science

By
Grant G. Boyer
June 1974

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1974

ABSTRACT

A STUDY OF THE INVESTIGATIVE PROCESS IN THE
PASADENA POLICE DEPARTMENT

By

Grant G. Boyer

June 1974

The primary objective of this study is the identification, evaluation and analysis of the investigative process and the role of those who participate within it. Virtually nothing has been written concerning this phenomenon yet the potentially significant impact upon police organization, policy and manpower management certainly appears obvious. Research which has been conducted relative to the investigative process consistently concerns itself with the development of practical skills and techniques necessary to perform specific activities. Task descriptions, practical application and batting average evaluations of investigative units successes and failures still comprise the police administrators analysis of the investigative process. Little or no theory has evolved acknowledging the investigative process as a single continuous effort, characterized by a network of complex processes.

Society's demand for more effective police protection has increased and the problems of manpower allocation have become more critical. The police administrator, confronted with this dilemma must have a clear understanding of his department's position relative to workload, personnel strength and productivity. A thoroughly knowledgeable perception

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of the investigative process and systematic relationships involved is imperative.

It is hoped that the accumulation and ultimate usage of the data contained in this study will provide for far reaching results in terms of impact upon police organizations, manpower management and the investigative process.

ACKNOWLEDGEMENT

The necessity and encouragement generated by the Omnibus Crime Control and Safe Streets Act of 1968 has manifested itself in this and other significant research efforts. Ultimately it is hoped that the field of law enforcement will reap the benefits through enlightenment and the greater challenge to its police administrators.

I am most pleased and extremely grateful for having had the opportunity to participate in such a worthy endeavor. My thanks and appreciation are extended to the Criminology Department, California State University, Long Beach and specifically Dr. J. P. Kenney, Graduate Coordinator. His guidance and academic support were instrumental in the completion of this project.

My appreciation and gratitude is further extended to Robert H. McGowen, Chief; Thomas M. Winders, Assistant Chief; Gerald E. Wright, Captain; and Kenneth E. Olsen, Lieutenant of the Pasadena Police Department for their administrative guidance, cooperation and continued support throughout the entire project. In conclusion I would like to acknowledge the tremendous amount of patience and cooperation extended to me by all departmental personnel.

G.G.B.

Shaw

TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	1
The Need for Research	2
Significance of the Study	4
Hypotheses	5
The Specialist Mystique: An Administrative Dilemma	5
The Testing Environment: Pasadena "The Crown City"	8
The Pasadena Police Department	9
II METHODOLOGY	11
Instrument Design	11
Administrative Involvement and Support	11
Scope of Study	12
Orientation and Application Phases	13
Data Collection Instruments	14
III ANALYSIS OF DATA	18
Examination of Hypotheses	19
IV PRACTICAL APPLICATION OF RESULTANT DATA	28
V SUMMARY AND CONCLUSIONS	31
BIBLIOGRAPHY	33
APPENDIX A. DEPARTMENTAL ORGANIZATION CHART	36
APPENDIX B. POLICE INVESTIGATIVE PROCESS FLOW CHART	38

APPENDIX C. CASE SHEET	42
APPENDIX D. DAILY ACTIVITIES SHEET	44
APPENDIX E. CASE STATUS REPORT	46
APPENDIX F. PRESENT ORGANIZATION OF INVESTIGATIVE DIVISION PORTSMOUTH POLICE DEPARTMENT	48
APPENDIX G. CASE LOAD AND INVESTIGATIVE TIME REQUIREMENTS PORTSMOUTH POLICE DEPARTMENT	50
APPENDIX H. PERSONNEL REQUIREMENT PROJECTION SHEET PORTSMOUTH POLICE DEPARTMENT	52
APPENDIX I. PROPOSED ORGANIZATION OF INVESTIGATIVE DIVISION PORTSMOUTH POLICE DEPARTMENT	54

LIST OF TABLES

Table	Page
1. Average Investigative Minutes Per Case (Referred to Theft Detail)	21
2. Average Investigative Minutes Per Case (Referred to Burglary Detail)	22
3. Average Investigative Minutes Per Case (Referred to C.A.P.)	23
4. Average Investigative Minutes Per Case (Referred to Auto Theft Detail)	24
5. Detective Manhour Breakdown by Percentage of Time	25
6. Divisional Manhour Breakdown by Percentage of Time	26
7. Case Ejection Pattern (Shown in Percentages)	27

CHAPTER I
INTRODUCTION

Steady development in technology through scientific research has provided virtually every conceivable field of endeavor with potentially significant contributions. The administration of criminal justice has been no exception, however, it remains as one of the most complex organizational problems that society is confronted with. Law enforcement agencies, as part of the criminal justice system are a particularly controversial area of the overall problem. Greater demands are being placed upon police agencies for more effective and efficient police protection. Police administrators are aware of this increasing public pressure and are expending more effort in order to fulfill these demands.

The investigative process, part of the police procedural function, is an area which has not been subjected to the critical eye of scientific analysis. It has literally defied police administrations attempts to define and evaluate it. It has firmly established itself as a permanent, highly skilled and technical area of police work. The term itself has developed a "mystique" characteristic which has become a tradition and strongly preserved by those involved. Police administrators have also contributed to the ambiguity of this function by neglecting to subject those involved to any measurement of expertise or productivity. Research into the practical aspect of the investigative process is virtually non-existent and therefore provides an opportunity for study by the social scientist.

Police investigation generally refers to an organized and systematic procedure for the collection and preservation of evidence, which will ultimately be used to determine the guilt or innocence of the accused at his trial. The techniques and methods of this process have long since established themselves as an art which is primarily learned through on-the-job training. A review of available literature provides nothing to establish parameters for the development of expertise in this area. Additionally, lack of definition, allows little or no standardization of methodology except on a simple trial and error strategy with which the majority of those involved establish their own policies. In resolving this dilemma, further study and analysis of the investigative process in its broadest chronological context must be undertaken.

The Need for Research

The field of law enforcement has benefited through technological advancement which has been used extensively to improve offensive and defensive equipment, records, communications and other highly visible, practical areas of application. However, none of the previously indicated areas seriously confront the police administrator with the challenge and obligation of thoroughly understanding the complexity of the elements that pervade his agency. This study initially evolved from a lack of knowledge about the investigative process and related problems of personnel allocation, definition and goal establishment.

As the demand for effective police protection increases, the problems of manpower allocation become more critical. The police administrator, faced with this dilemma, must be able to statistically support his request for additional personnel based upon a clear and accurate indication of work load, personnel strength and productivity. Thus a

thorough understanding of the investigative role and systematic relationships involved is necessary.

A review of published materials indicates the lack of any serious attempt to analyze the investigative process or any of the systematic relationships which influence it. Even the President's Commission on Law Enforcement and Administration of Justice, as recently as 1967, failed to address the issue and focus attention upon the lack of consideration given this critical area. (15:48) The majority of police authors and administrators have traditionally viewed the investigative process as a compartmentalized phenomenon. More specifically, they view it as a series of related yet separate activities of which each segment maybe distinguished by its initiation and termination, rather than one continuing process. Most authors concentrate upon an individual investigator's practical techniques or on an evaluation of the success on an investigative unit's operation. Little or no theory has evolved acknowledging the investigative process as a single continuous effort, characterized by a network of complex processes. Police authors continue to concern themselves with the task descriptions of police personnel by disjoining and isolating individual activities.

The prevailing attitude concerning the investigative process is that it is based upon segmentation. In order to understand the entire process, one must view it in the context of individual effort characterized by successive efforts beginning and ending with each participant's contribution. The primary objective of this study will be to provide sufficient data to conclude that the investigative process is in fact, a single continuous effort, not based upon separately disjointed

4

levels of participation with specified points of initiation and termination, but a complex network of processes which represent the cumulative effort of each individual participating in the investigation.

Significance of the Study

On June 19, 1968, the 90th Congress enacted Public Law 90-351, "The Omnibus Crime Control and Safe Streets Act of 1968" has been designed "To assist state and local governments in reducing the incidence of crime, to increase the effectiveness, fairness, and coordination of law enforcement and criminal justice systems at all levels of government, and for other purposes". Part D, Section 402; of this act establishes a National Institute of Law Enforcement and Criminal Justice which is authorized to "make grants, or enter into contracts with, public agencies, institutions of higher education, or private organizations to conduct research, demonstrations, or special purposes described in the title including the development of new or improved approaches, techniques, systems, equipment and devices to improve and strengthen law enforcement".

The encouragement and impetus generated by Public Law 90-351 has manifested itself in new and significant efforts to initiate research and provide knowledge for the greater challenge to police administrators. In September of 1970, Mr. George P. Tielsch, California State University at Long Beach graduate student and police chief of the Garden Grove Police Department, completed work on his masters thesis entitled "A Research Design for the Study of the Investigative Process in a Medium Size Police Department". Mr. Tielsch's study provided sufficient grounds to indicate the possibility of analyzing the investigative process operating within a medium-size police agency. (16:74) In order to provide

potentially conclusive data concerning his hypothesis other similar research studies were initiated on corresponding law enforcement agencies. (8,9,11)

The application of this hypothesis is developed in the following chapters to determine if, in fact, the investigative process is identifiable and subject to analysis and time measurement. It is hoped that the accumulation and ultimate usage of the data obtained from these studies provide for far reaching results in terms of impact upon police organizations, manpower management and the investigative process.

Hypothesis

An initial survey of available literature and numerous discussions with police administrators indicate two potentially significant hypotheses that need to be evaluated in an investigative process study:

1. The role of the investigator has become enveloped by an overly specialized "mystique" which inaccurately reflects the relationship between an investigator's activities and technical ability or skill.
2. A thorough examination and understanding of the investigator's role by a police administrator is an absolute necessity for developing efficient manpower allocation and establishing effective policy.

The Specialist Mystique: An Administrative Dilemma

The police investigator has evolved from a generally experienced patrolman to a technically skilled specialist supported by a wealth of knowledge based upon countless experiences in handling particular types of cases. Greater degrees of specialization are encouraged in larger agencies for the specified purpose of separating and dealing with

certain types of cases by specifically designated officers. An additional factor which strengthens the development of specialization is the training concept. Generally, the senior officer or investigator in a particular investigatory area is assigned the responsibility of "~~breaking in~~ ^{training a new} ~~a new~~ ^{detective} officer (O. I. T.) on-the-job. This training period is accomplished very informally with the majority of information given verbally, relative to peculiarities which have become necessary to successfully investigate a certain type of case. The resulting problem then becomes one of selectivity, in that, successful investigation is equated with people who are immediately involved in the specialty. Investigators soon function only in cases relative to a body of knowledge limited to himself or other assigned detail investigators.

The contemporary police administrator has generally been exposed to the various divisional assignments within a police organization which provides him with a basic knowledge of the duties being performed in his agency. Many will have a combination of specific areas of extended experience and some with a single specialty, but rarely none with a recent meaningful exposure to all areas. This is especially true in considering those positions held by specialists which are becoming more common as the field of law enforcement strives to keep pace with the growing complexities of crime and criminal behavior. Faced with this lack of understanding, even if pre-management assignments provided exposure to such specialties, he is most likely to rationalize his contemporary incumbents methods to be highly technical and complicated in comparison to his antiquated technique. The administrator who casually accepts this rationale is being deceived by the "specialist

mystique" syndrome.

The majority of police administrators are vulnerable to such rationale unless they learn to evaluate the role of the specialist on objective data that places them in a proper perspective with the overall objectives of the department. Specialist techniques, procedures, functions and achievement must be critically analyzed and measured in the context of their impact upon the goals to be achieved and the entire process involving goal achievement.

In view of the tremendous increase of specialization within the police field concerning the criminalist, technician, polygraph and community relations experts, detectives have to a greater degree successfully preserved the general lack of understanding concerning their effectiveness. The techniques, procedures and specialized methods used by them may be equated to a master chefs most highly kept secret recipe, and are passed on with great reluctance and only then to other detectives. The police administrator finds the detective supervisor's assistance somewhat limited since the supervisor himself is a potential victim of the specialist mystique and sub-consciously or consciously promotes it as a co-conspirator in his management relationship. By allowing this aura of mystery to prevail he enhances his own mystique value. This severely inhibits the police administrator from effectively measuring the efficiency and needs of the police investigator as well as other specialists that function within the agency. Accurate and meaningful research within the investigative process can provide the means for measuring these critical items.

The Testing Environment: Pasadena "The Crown City"

Pasadena, "The Crown City" as it is called, lies at the base of the San Gabriel Mountains. The city was founded in 1874 and incorporated on June 19, 1886, and for the past 84 years this city has been thoroughly involved in the growing Los Angeles Metropolitan area. It is bordered by the cities of Glendale, Arcadia, Los Angeles, San Marino, Sierra Madre and South Pasadena.

The city legislative body is composed of an elected council of seven citizens formally referred to as the Board of City Directors. This council is represented by a Mayor and Chairman of the Board who are selected annually by the council from its own membership. The City Manager is the administrative and executive head of the city government. Pasadena provides conventional public services in addition to a civic auditorium, emergency center, water and power, public health and welfare departments, and city prosecutor.

The City of Pasadena covers an area of approximately 23 square miles. It has a population that numbers about 125,000 and an assessed property value of \$442,000,000. Population composition consists of 75% Caucasians, 18% Negroes, 6% Mexican American and 1% Oriental and other. (3: 5)

There is substantial public concern toward the overall increase in crime and the local crime picture which has also shown a steady yearly increase. The police department currently investigates an average of 1,250 cases per week which represents an overall average increase of 12.2% in actual offenses being committed over the previous year. Crimes against persons alone have increased 74% with only one half of this years statistics compiled. (4:6)

date
Pg 10

The Pasadena Police Department

On July 10, 1886, City Ordinance No. 3 was adopted which provided for the creation of a police department for the new City of Pasadena. Since that day, both the city and its police department have realized tremendous changes in growth and increased demands for service from its citizenry. During its course of existence the Department has increased personnel strength from an early few to the current 230 sworn officers and gained from the experience and direction of some 13 Chiefs of Police.

As recently as 1968, major reorganizational changes have been established within the Department which reflect progressive contemporary police planning. These changes were developed to insure proper relationships between department personnel and units within the Department as they are structured to perform the tasks and duties necessary to achieve departmental objectives. Innovative recommendations relating to virtually every aspect of departmental operations were presented. The Investigative Division received specific consideration relative to individual section assignment policies and responsibilities in conjunction with departmental goals and objectives. However, critical analysis of the efficiency, effectiveness and productivity of the procedural characteristics involved in the investigative process which it employs was not considered.

More recently the Department conducted a study of the organization and procedural policies of the Investigative Division. This study provided some of the most rational thinking relative to efficiency oriented operation although it also falls terribly short of seriously challenging, by analysis, the actual methods, techniques and procedures practiced throughout its investigative process. (5: 6) The Pasadena Police Department's

organization chart (Appendix A:36) represents the formal structural unit relationships within the agency.

095
 The Pasadena Police Department has continually maintained a progressive attitude toward concepts and proposals which reflect advanced thinking in the police field. Major studies have been completed, others are currently being conducted and some are yet being planned to meet the ever changing conditions which arise in contemporary urban society. Although the local crime picture indicates a steadily increasing criminal problem, the number of cases cleared by arrest has also increased by a 9.3% average over the previous year. Presently the Department is under the direction of Robert H. McGowen, Chief of Police, and Thomas M. Winders, Assistant Chief of Police. Today the Pasadena City Police Department is actively engaged in serving a modern city faced with the problems of a progressively complex social environment.

CHAPTER II METHODOLOGY

Instrument Design

Initially this study was developed for the collection of information regarding the investigative process. In order to accomplish this, the process itself first had to be clearly established and identified before analysis of it could be attempted. A fundamental principle involved in the study of any organization is the development and understanding of a procedural flow chart. Since this instrument provides a reference base for the researcher and serves as a prime source of formal procedural planning, it is essential in the analysis of the investigative process. (Appendix B:38)

The basic design of this study involves recording, collecting and retrieving data indicating any degree of active participation in the investigative process. To permit the gathering of such information specially developed "Data Collection" instruments were designed to provide the means of fulfilling these requirements. Theoretically, by recording, collecting, retrieving and analyzing the data obtained, an accurate picture of the investigative process will be compiled.

Administrative Involvement and Support

Consideration of this study as a potentially significant administrative tool was discussed with Robert H. McGowen, Chief of Police, on November 17, 1970, in an attempt to gain his acceptance and approval.

After successfully gaining both of these requirements an additional meeting was held with the supervisory personnel at the divisional level within the department. A mutual understanding, acceptance and approval of the study concept was again achieved and the project dates were established to commence at 0001 hours, December 14, 1970, and terminate at 0001 hours, December 18, 1970. At this point my immediate coordinator within the department became Thomas M. Winders, Assistant Chief of Police.

Scope of Study

This study concentrates upon the investigative efforts of four of the eight details within the Detective Division of the Pasadena Police Department. Burglary, Theft, Auto Theft and Crimes Against Persons are those areas which will be considered and evaluated. The volume of data and the scope of this study would have increased tremendously, without providing any real benefit to conceptual analysis, if the areas of Forgery and Sex Crimes had been included. Because the areas of Vice, Intelligence and Narcotics do not conform to the classic investigative procedure, they were also specifically excluded from the study. An actual detailed study of a department's investigative operation would demand, not only a comprehensive examination of all divisional areas, but an extremely long period of analysis.

During the period under analysis, December 4, 1970, through December 18, 1970, the following number of cases were isolated and traced through the investigative process:

CASES INVESTIGATED BY BURGLARY DETAIL

Commercial Burglary	45
Residential Burglary	93

CASES INVESTIGATED BY THEFT DETAIL

Grand Theft	22
Petty Theft	90

CASES INVESTIGATED BY AUTO THEFT DETAIL

Auto Burglary	48
Stolen/Recovered Auto	75

CASES INVESTIGATED BY CRIMES AGAINST PERSONS DETAIL

Disturbing The Peace	24
Assaults	62

Orientation and Application Phases

For one week prior to the initiation of the study each watch or briefing was attended by the researcher for the purpose of self identification and project presentation. A sufficient number of sample data collection instrument sheets were prepared and distributed to the officers during this period. Explanations of the function and procedures involved in completing these instruments were also presented, and questions from the officers were answered in an attempt to avoid as much confusion and misinterpretation as possible. The same procedure was adhered to in specially held meetings with other department investigators. The week long orientation phase allowed those officers, returning from their regular days off, to be included and additionally provided the researcher with the opportunity to develop a sufficient amount of rapport with the officers on the department to insure maximum interest and acceptance.

The study was initiated on the 4th of December as scheduled, and

9/12/70

proceeded through the 18th without any significant problems developing. On December 19, the majority of case sheets were retrieved and by the end of the third week following the termination of the study the remaining case sheets, daily activities sheets, and case status sheets were accounted for.

DATA COLLECTION INSTRUMENTS

Case Sheet

Reference

The primary instrument used in the compilation of time throughout the continuing investigative process is the "case sheet" *Appendix* This instrument provides for the measurement of time devoted to the investigation of selected offenses. Each person who actively participates in a case enters the actual time expended which ultimately reflects a comprehensive distribution of investigative effort. Through the use of the case sheet the exact time spent on specific tasks can be identified and measured. It also provides a method of measuring actual program effort by recording the time expended and level of personnel involved.

The case sheet can be initiated by either the officer in the field who is dispatched to the crime scene or by someone at the desk in the department when a citizen personally walks in to issue a complaint. When the officer initiates the instrument in the field, he does so after the completion of his preliminary investigation. At this point he writes his report and simultaneously enters the amount of time he has actively devoted to the case on the case sheet. He then attaches the case sheet to his report and submits both to his supervisor. His supervisor,

clerical personnel, and each successive employee handling the report individually enters the amount of time they expend in the process. When the report reaches the records section, the case sheet is transferred to the respective detective copy of the report for further participation entry.

Upon completion of the preliminary and administrative phases of the investigative process the case sheet is ultimately received by the detective formally assigned to further investigate the case. The detective who is assigned to the case makes an entry on the case sheet every time he actively works on the case. When he reaches that point in the investigation where he either clears, closes or inactivates the case, he then submits the case sheet to his supervisor and it is retrieved for analysis. Theoretically, we now have the total time actively devoted to a specific case. By combining and comparing this data with other case data, an estimated average effort for the variety of cases investigated, can be established.

The case sheet form contains two additional columns to be completed by the individual actively working on the case. These provide the purpose for which the time was spent and the location of the individual at the time the task was performed. (Appendix C:42)

Daily Activities Sheet

In order to measure the capacity of the detective the ratio delay study, or work sampling technique, was adopted to extract a breakdown of actual work time expended by percentages. This technique relies

upon the laws of probability and a belief that the smaller number of chance occurrences tend to follow the same distribution pattern that a larger number does. One also must accept that the elements studied within the detective division reflect the major multiples of their daily work pattern.

Prior to conducting the work sample, every major task or work element was defined and recorded on a daily activities worksheet, which was used for the recording of active participation in the task, during the course of the study. It was determined that the duration of the study would be sufficient to provide the most typical detective work routine. The instrument was designed to provide a representative sample of the detectives functions and at the same time insure a reasonable level of confidence.

On a daily basis, each detective initiated a new sheet by entering his name, detail and date. Throughout each day he simply entered the corresponding number of the activity that he was actively engaged in at those times indicated in the time column. Theoretically, at the end of each day, the recorded data provided a percentage breakdown of those activities engaged in most by the detective. By combining and comparing each successive daily activities sheet, of a specific detective, with those of every other detective it was possible to establish, in an ordinal manner, those activities in which the majority of investigative effort was expended. (Appendix D:44)

Case Status Report

The case status report is completed by the detective at the point in the investigative process where the case is either cleared, closed

or inactivated. Additionally, certain other administrative information involving property recovery is available which provided data concerning whether or not goal objectives of the program are being achieved.

(Appendix E:46)

CHAPTER III
ANALYSIS OF DATA

The purpose of this study was to further test the original research design for the study of the investigative process. An evaluation and comparison of that design and the research instruments developed in it is made possible from the data provided by this study. Their validity and relevance to the results of the original research effort are significantly corroborated.

The following data reference tables contain average time requirements and time percentage breakdown comparisons of the data obtained. Tables 1 through 4 provide data extracted from the case sheets. (Tables 1-4:21-4). The data provides information concerning the average amount of investigative minutes expended per case, within each of the specified details, and by individual position and task performed. Two sets of data are presented for immediate comparison and are distinguished by the "primary" and "secondary" headings. The primary column represents the data developed by George P. Tielsch's study and the secondary column contains the data obtained by this research effort. The correlation is significant between the two agencies studied.

Table 5 contains data obtained from the daily activities sheet relating to the ratio delay study technique employed in the project. This table consists of those activities listed on the original data collection instrument, the specific detail involved and the corresponding average amount of time devoted to that activity by any given detective

on any given day. (Table 5:25) ; Table 6 provides additional information concerning divisional time expenditure within the overall investigative process. The data represents the cumulative average amount of time devoted to each specific type of offense by divisional breakdown. (Table 6:26) Table 7 contains data obtained from the case status report. The data obtained from the case status report sheet fails to adequately provide a reliable case ejection factor due to the limited duration period of this study. It does, however, provide some insight to the decision making function of the process. (Table 7:27)

Although any detailed study of the Pasadena Police Department's investigative operation would most probably demand a greater universe of analytical data and an extended study period, the purpose of this study was met by the limited two week sample. The data collection instruments have proven to be valuable research tools. The case sheet does measure the investigative time devoted to reported offenses and can represent individual investigative effort which is expended on specific cases. The ratio delay technique does in fact provide the capability of visualizing those activities most frequently engaged in by the Pasadena detectives. The case status report data does, at the minimum, contribute some analysis and perspective of the input-output techniques and decision making rationale within the Pasadena investigative process.

Examination of Hypotheses

Further examination of resultant data confirms investigative participation in activities which are primarily technique oriented

requiring skills which are beyond the scope of untrained persons.

Activities such as interviewing victims and witnesses, crime scene analysis and evaluation of evidence and its significance to case development, preclude untrained effort. These activities are clearly viewed as being entirely within the scope of investigative technique and expertise. However, there is significant administrative involvement relating to reading, logging and filing reports, locating and retrieving records and personally obtaining other required information within the department that, although necessary, could easily be performed by lesser trained personnel.

The role of the investigator has become overly specialized relative to activities which require technical skill and ability. This degree of specialization has contributed to the mystique characteristic which distorts any accuracy in attempting to evaluate individual investigative productivity. Available data indicates that an investigator's time is spent in active application of techniques and skills which are intimately involved in the investigative function, however, a significant amount of time is devoted to non-skilled activities. Administrative awareness and evaluation of the investigator's role would enhance decision making rationale related to manpower allocation and policy development.

In conclusion, the instruments used in this study, can provide reliable data upon which an analysis of the process can be achieved.

Based upon the data obtained from this study, there appears to be strong if not conclusive support of the original research design and hypothesis of identifying and analyzing the investigative process within a medium size police department.

Number of Cases (G) 22 (P) 90

Average Investigative Minutes Per Case

(Referred To Theft Detail)

Personnel Classification	Task Performed	Grand Theft		Petty Theft	
		Primary	Secondary	Primary	Secondary
PBX/Desk/Disp.	Process Call	2.0	3.45	2.0	5.20
Patrolmen	Interview	22.0	19.36	12.5	11.07
	Scene Inspection	8.0	5.90	3.0	5.83
	Writing	25.0	17.36	18.0	20.25
Patrol Supvr.	Review	3.0	3.45	3.0	5.63
Det. Supvr.	Review	3.0	4.31	3.0	3.50
Agent	Reading	3.0	4.87	2.0	4.72
	Log	2.0	2.00	1.0	2.00
	Interview	8.0	10.63		
	Travelling	2.0	3.69		
	Writing	1.0	7.50	1.0	
	Scene Inspection	1.0	5.31		
	Total Time Spent	80.0	87.83	45.5	58.20

Table No. 2

22

Number of Cases (Res.) 93. (Comm.) 45
Average Investigative Minutes Per Case

(Referred to Burglary Detail)

Personnel Classification	Task Performed	Residential Burglary		Commercial Burglary	
		Primary	Secondary	Primary	Secondary
PBX/Desk/Disp.	Process Call	2.0	2.54	2.0	2.73
Patrolmen	Interview	19.0	15.83	18.0	17.42
	Scene Inspection	12.0	12.02	30.0	21.66
Patrol Supvr.	Writing	30.0	20.48	52.0	39.40
	Review	3.0	4.91	5.0	5.00
Detective Supvr.	Review	4.0	3.90	6.0	6.00
Agent	Reading	4.0	4.35	6.0	5.84
	Log	2.0	2.00	3.0	2.00
	Interview	3.0	4.06	4.0	3.86
	Travelling	.5		5.0	6.32
	Writing	2.0	2.69	2.0	3.64
	Scene Inspection			1.0	2.13
	Total Time Spent	81.5	72.78	134.0	116.00

Table No. 3

23

Number of Cases (Assaults) 62 (Dist/Peace) 24

31

Average Investigative Minutes Per Case

(Referred to C.A.P. Detail)

Personnel Classification	Task Performed	Assaults		Disturbing The Peace	
		Primary	Secondary	Primary	Secondary
PBX/Desk/Disp.	Process Call	2.0	2.72	2.0	2.50
Patrolmen	Interview	32.0	30.61	18.5	16.75
	Scene Inspection	8.5	10.35	4.0	6.62
Patrol Supvr.	Writing	34.0	30.80	35.0	21.45
	Review	6.0	5.45	6.0	4.66
Detective Supvr.	Review	6.0	5.03	5.0	4.58
Agent	Reading	4.0	3.90	3.0	3.17
	Log	1.0	2.00	1.5	2.00
	Interview	16.0	14.46	2.0	2.62
	Travelling	11.0	9.12		
	Writing	14.0	12.62	1.0	1.33
	Scene Inspection				
	Total Time Spent	134.5	127.06	78.0	65.68

Table No. 4

24

Number Of Cases (Auto Burg) 48 (GTA) 75

Average Investigative Minutes Per Case

(Referred to Auto Theft Detail)

Personnel Classification	Task Performed	Auto Burglary		Grand Theft Auto	
		Primary	Secondary	Primary	Secondary
PBX/Desk/Disp.	Process Call	2.0	2.14	2.0	2.44
Patrolmen	Interview	13.5	13.41	20.0	14.35
	Scene Inspection	6.0	5.77	12.0	11.68
	Writing	22.0	16.58	28.0	17.44
Patrol Supvr.	Review	3.0	3.83	4.0	3.23
Detective Supvr.	Review	4.0	4.22	3.0	4.63
Agent	Reading	1.5	2.08	1.0	2.12
	Log	.5	2.00	1.0	2.00
	Interview	5.5	5.81	9.0	7.09
	Travelling	3.0	5.85	8.0	7.45
	Writing	7.0	5.87	9.0	9.30
	Scene Inspection	4.0	3.33		
	Total Time Spent	72.0	72.89	97.0	80.73

Table No. 5

25

Detective Manhour Breakdown By Percentage Of Time

Detail

Activity	Auto Theft	Burg	Theft	C.A.P.
<u>Case Investigation</u>				
Report Reading	4.0	5.0	6.0	7.0
Teletype	1.5	1.5	2.0	1.5
Report Dictation	5.0	3.0	2.0	2.0
Records Search				10.0
Telephone Interview	10.	10.0	9.0	8.0
Office Interview			2.0	
Field Investigation	<u>40.0</u>	<u>32.5</u>	<u>29.0</u>	<u>25.0</u>
	60.5%	52.2%	50.0%	53.5%
<u>Other Duties</u>				
Check APB's & Wants	1.0	2.5	2.5	2.0
Check FI Cards	1.0	2.0	1.5	1.0
Assist Outside Agency	1.0	2.0	2.0	2.0
Prepare Case For Court	1.5	1.5	1.5	1.5
Counsel Public	1.0	3.0	3.5	3.0
Court Appearance	<u>3.0</u>	<u>5.0</u>	<u>3.5</u>	<u>16.0</u>
	13.5%	23.5%	14.5%	27.5%
<u>Administrative Tasks</u>				
Briefing	3.0	3.0	3.0	3.0
Maintain Logs	5.0	4.0	5.0	3.0
File Cases	2.0	3.0	3.5	2.0
Administrative Writing	8.0	6.0	12.0	3.0
Process Status Reports	3.0	3.5	7.0	3.0
Other Non-Investive Activity	5.0	5.0	5.0	5.0
	<u>26.0%</u>	<u>24.5%</u>	<u>35.5%</u>	<u>19.0%</u>

Table No. 6

Divisional Manhour Breakdown By "%" of Time

Division	Detail	
	Res.	Comm.
<u>Burglary.</u>		
Patrol	66%	67%
Detective	18%	20%
Administrative	16%	13%
	100%	100%
<u>Auto Theft</u>		
	GTA.	Auto Burg.
Patrol	53%	50%
Detective	34%	35%
Administrative	13%	15%
	100%	100%
<u>C.A.P.</u>		
	Assaults	Dist./Peace
Patrol	56%	68%
Detective	33%	13%
Administrative	11%	19%
	100%	100%
<u>Theft</u>		
	Grand	Petty
Patrol	48%	63%
Detective	38%	11%
Administrative	14%	26%
	100%	100%

Table No. 7

Case Ejection Pattern (%)

Detail	Ejected From Process After Preliminary Investigation			Ejected From Process After Detective Investigation		
	CLRD	CLSD	INACT	CLRD	CLSD	INACT
AUTO THEFT	39%	19%	2%	25%	60%	
G.T.A.			30%	10%		
Auto Burglary						
THEFT		70%			40%	30%
Grand	5%		25%			
Petty			30%			
BURGLARY						
Residential			55%	12%	27%	6%
Commercial			60%	20%	15%	5%
C.A.P.						
Assaults	22%	68%		6%		4%
Dist./Peace	75%	15%		10%		

*Gen's
Data
Comparable
City to
Pasadena*

CHAPTER IV
PRACTICAL APPLICATION OF RESULTANT DATA

The greatest significance of any research is the successful practical application of the concepts and principles developed within it. Practical application of the resultant data obtained from this study of the investigative process in the Pasadena Police Department was recently initiated in the City of Portsmouth, Virginia, Police Department with significant impact. The current organizational structure of the Portsmouth Police Department's Investigative Division indicates the need for a total of 87 personnel. (Appendix F:48) Confronted with consistently increasing caseloads and greater budgetary pressures regarding personnel allocation and salaries, a comprehensive workload process analysis was conducted. The results of this analysis indicated the need for a substantial reduction in the number of the investigative personnel assigned to the Division.

Analysis data indicated that the bulk of cases for which investigative follow-up is required are primarily of the Part I type shown in Case Load and Investigative Time Requirement Sheet, plus Fraud and Forgery. (Appendix G:50) Follow-up investigations were also noted as not being consistently initiated on all of the cases in each type of offense. Such inconsistency alludes to the need for effective policy decisions regarding potential transfer of follow-up responsibility for some cases from the Detective to Patrol Division. The follow-up

investigative time for Part I offenses of criminal Homicide, Rape and Robbery is substantially greater than the time for other offenses, however, the number of these cases handled per year is also substantially less.

The Case Load and Investigative Time Requirement Sheet also provides sufficient analysis data for the determination of the required number of detective bureau personnel. The "projected number of cases" data is based upon the previous years statistics with conservative allowances. The "average time in hours per case" data was obtained through an investigative process analysis and approved by department personnel. "Investigation time in hours" data is a simple multiple of the projected cases and average time per case data. (14:80) However, the "other related activities" data is the result of the investigative process analysis which indicates that detective time expenditure per case is approximately 33.3% for activities directly related to the investigative process and 66.3% for administrative coordination, court and non-job related activities. (11:160)

In determining the required available man hours to effectively work the total number of manhours (32,430) indicated in Appendix G, an average number of unavailable manhours involving holidays, vacation, sick leave, injury leave, in-service training and military or other leave had to be projected. (11:160) (Appendix H:52)

Several significant policy decisions emerged from the Portsmouth Study. Preliminary investigations and follow-up investigations on all cases as may be feasible should be the responsibility of field operations.

Only highly specialized initial investigations and follow-up on more involved cases should be made by the Investigative Division. The sergeants within the Investigative Division are not to be supervisory personnel. They are to be "Senior Investigators" who are responsible for more complex investigative assignments.

In summary, the Portsmouth Police Department's analysis of their Investigative Division is a working example of the validity of the investigative process study and its ability to successfully coordinate the administratively critical areas of manpower management, workload and productivity. The proposed organizational structure of the Investigative Division reflects a substantial reduction of personnel based upon the successful application of their investigative process analysis. (Appendix I:54)

HS

CHAPTER VI SUMMARY AND CONCLUSIONS

The influencing factors which prompted the development of the original research design and this secondary effort are: 1. The absence of any substantive theory or innovative effort to identify and analyze the investigative process phenomena. 2. Public Law 90-351, the Omnibus Crime Control and Safe Streets Act of 1968. The combination of these generated an awareness for the need and created the encouragement for the research and development of this study.

The concept of investigation as a continuing process is a unique yet logical approach to a critical area of the American police system that will benefit significantly from this scientifically oriented study. Such a design will enhance the efforts of the police administrator to increase efficiency and effectiveness, by giving him a thorough understanding of the process functions within his organization. Traditional organizational boundaries have been transgressed allowing the true impact of crime frequency upon the department to be analyzed without compartmentalizing investigative effort.

Activities of detectives can be subjected to workload measurement. A time breakdown can be made of the amount of time detectives spend on administrative duties, gathering evidence including the interviewing of victims and witnesses, the handling of suspects including arrest and booking, coordination with other agencies, court-related tasks and non-job related activities. It is also feasible to determine the average amount of time spent by detectives in the processing of specific types

of cases. These capabilities are essential for the purpose of determining the number of detectives required and establishing departmental policy relative to those cases for which follow-up investigation by detectives is necessary. Traditionally Part I crimes comprise the bulk of cases for which follow-up investigations are required. However, not all cases in each type of offense actually receive follow-up investigation. Policy decisions may be made which transfers some of this responsibility from the detective to the field patrol officer.

Both formal police and personnel relationship perception have added to the nature of the investigative system in total. Individually performed tasks influence the procedure and directly affect the overall process. This research design takes these organizational interrelationships into consideration. It is hoped that the results of this study combined with those of similar research efforts being conducted at this time, will assist in the development of a greater understanding of such a critical area as the investigative process and cause far reaching impact upon future policy, procedure and personnel allocation and management.

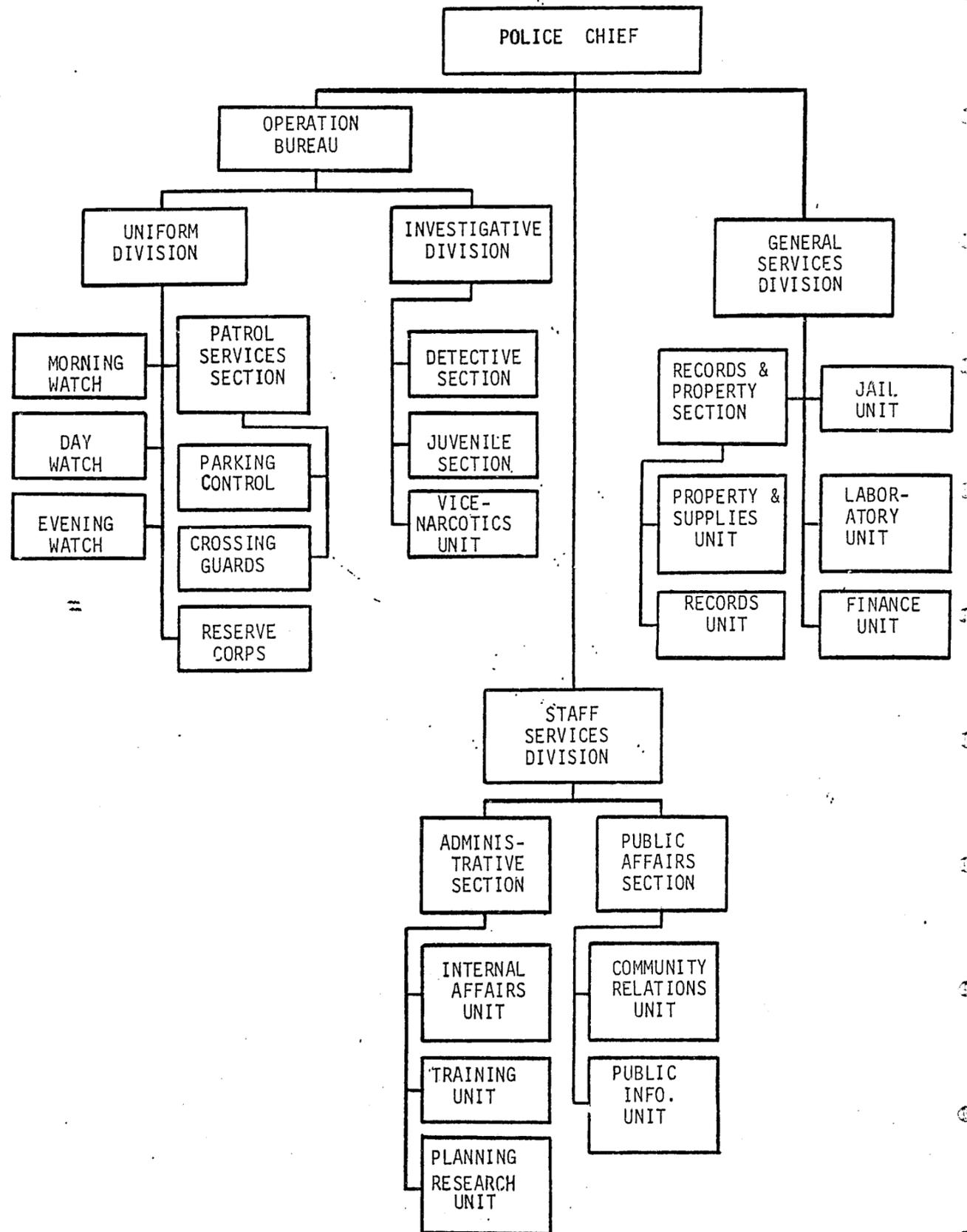
*Compare
Pas + Parts*

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APPENDIX A
DEPARTMENT ORGANIZATION CHART

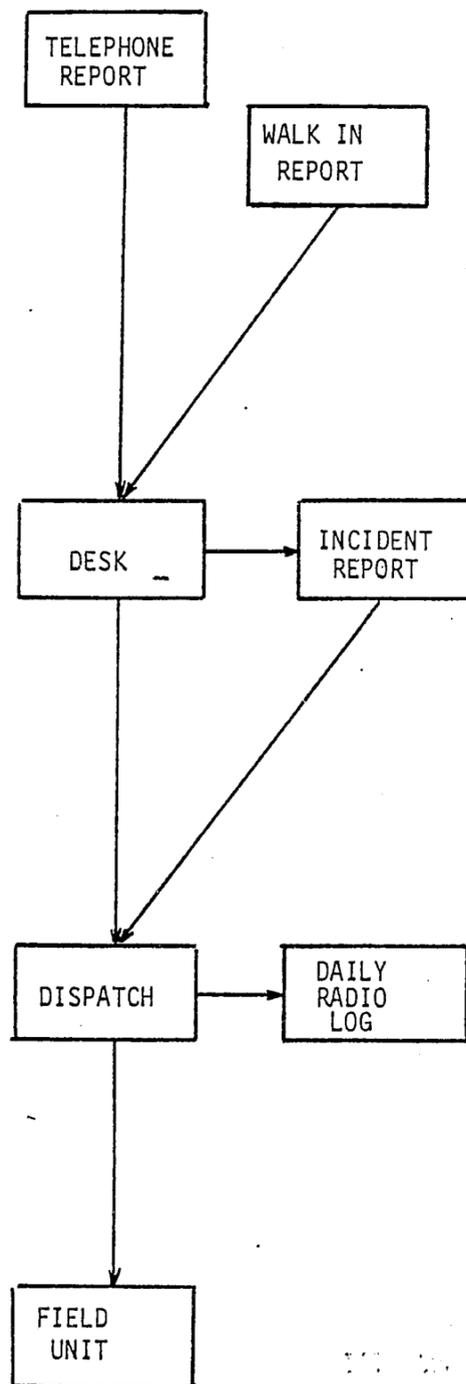


DEPARTMENT ORGANIZATION CHART

APPENDIX B
POLICE INVESTIGATIVE PROCESS FLOW CHART

THE INVESTIGATIVE PROCESS

Initiation



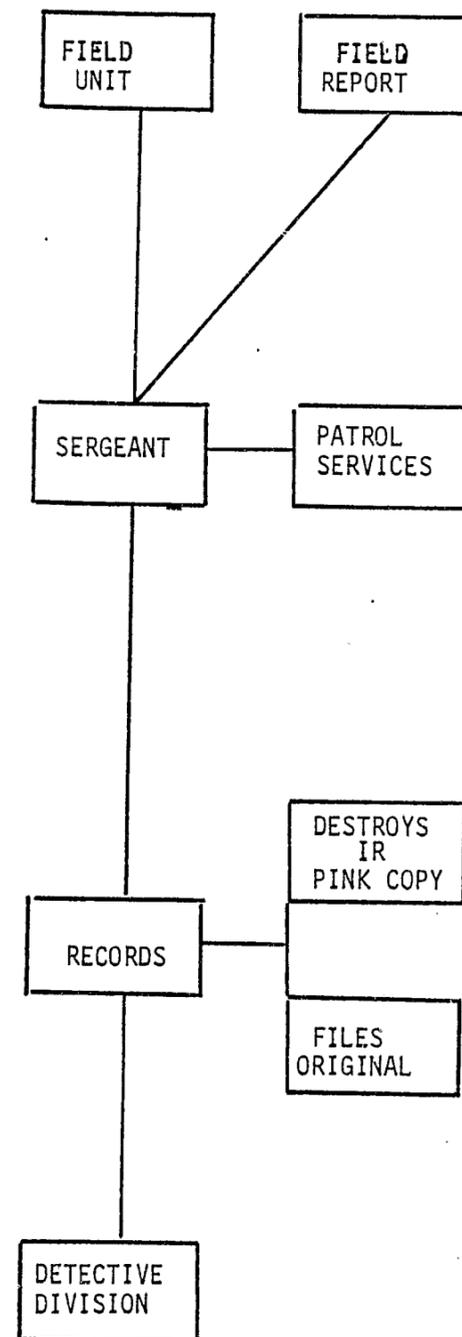
Police involvement generally is initiated by a citizen via telephone call. The first person contacted is the desk clerk. She receives each call and immediately records all necessary information on an "Incident Report Form" No. 262(5). Those calls relative to police involvement are immediately relayed to the dispatcher. Those not requiring dispatch are sent directly to the desk sergeant for review and log entry. Following each watch all IR's are compiled to form the daily report.

Police involvement initiated by walk-in citizens follows the same basic procedure. The incident report form is composed of 3 copies: white, pink and blue. This form is extremely important, for its use represents the stages, flow and action taken throughout the investigative process.

Upon receipt of the call and completion of the incident report the dispatcher contacts the field unit for response. The dispatcher retains the white copy of the incident report which he compiles to form his daily radio log. The pink copy is sent to records and the blue copy awaits field officers report.

Police Investigation Process Flow Chart

Illustration No. 2 --continued

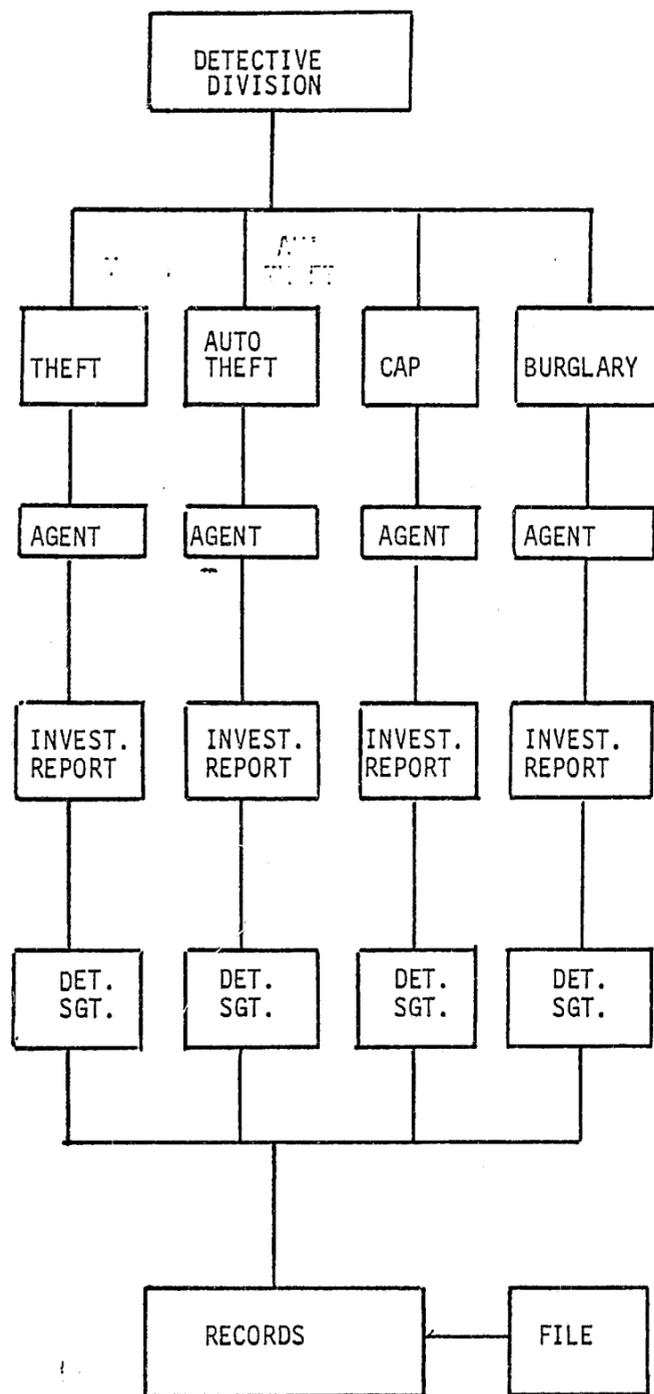


Upon receipt of the dispatchers call, the field unit responds, initiates investigation and submits a report to their sergeant. The blue copy of the original incident report is attached to the field officer's report before going to the sergeant for review.

After receiving the field officer's report with the blue copy of the incident report attached, the sergeant reviews it for completeness and correctness. He then submits one copy with the blue IR attached to patrol services and sends the original to records.

Upon receipt of the completed field officer's report, the records bureau destroys the original pink copy of the incident report, duplicates "x" number of copies and forwards them to the respective detective bureau and files the original field officers report for future reference.

Illustration No. 2 -- continued



After receiving a copy of the report from records, a sergeant in the detective bureau reviews and assigns each to an agent for further investigation

The agent conducts a follow-up investigation, writes his report and submits it to the detective sergeant for review. The detective sergeant reviews the report for correctness and completeness and forwards it to records.

Records maintains all completed case investigation reports on file for future reference.

APPENDIX C
CASE SHEET

DAILY ACTIVITIES SHEET

Date _____

Detail _____

Detective _____

Time _____

Activity

SAMPLE PRE DEC 4

- 8:00
- 8:30
- 9:00
- 9:30
- 10:00
- 10:30
- 11:00
- 11:30
- 12:00
- 12:30
- 1:00
- 1:30
- 2:00
- 2:30
- 3:00
- 3:30
- 4:00
- 4:30

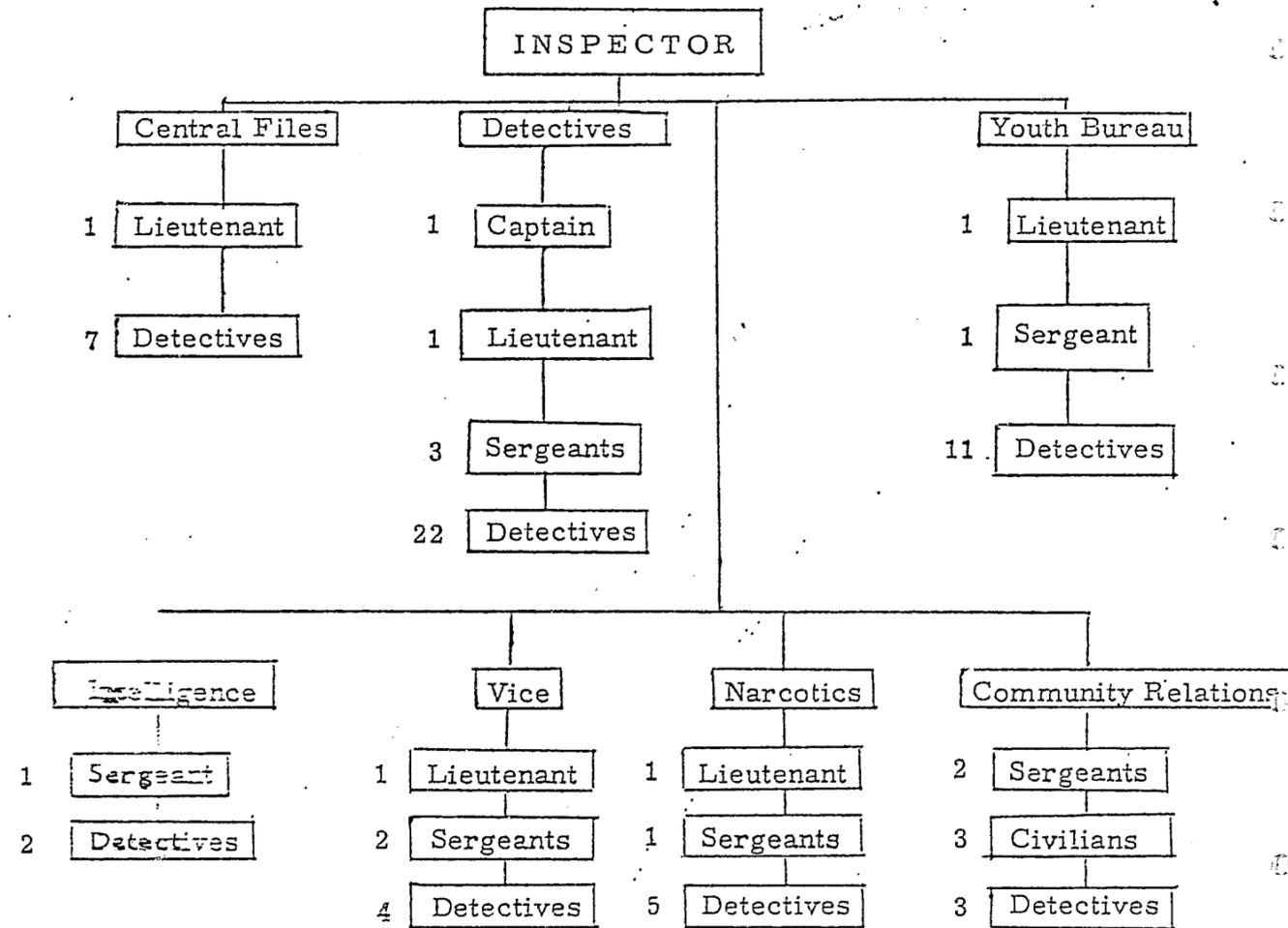
- 1. Check incoming emergency teletype
- 2. Briefing
- 3. Telephone time
- 4. Check F I Cards
- 5. Review cases
- 6. Discuss cases with DA or other Det.
- 7. Pull cases from records
- 8. Check forgery files
- 9. Check log sheet
- 10. Check cite sheet
- 11. Mail incoming and outgoing
- 12. ~~Write fraud doc. reports~~ ACTUAL COURT TIME
- 13. Contact personnel/field
- 14. Log-in new cases
- 15. Send TT to CII and DMV
- 16. Stenocord
- 17. Prepare case for court
- 18. Look for mug shots
- 19. Read outside agency bulletins
- 20. Proof read reports
- 21. Misc/other

Simply enter corresponding
 number of activity to time
 indicated.

APPENDIX E
 CASE STATUS REPORT

APPENDIX F
PRESENT ORGANIZATION INVESTIGATION DIVISION
PORTSMOUTH POLICE DEPARTMENT

Present Organization Investigation Division



Clerks - 13

Personnel:

Inspector	1
Captain	1
Lieutenants	5
Sergeants	10
Detectives	54
Total Officer Personnel	71
Civilian	16
Total	87

APPENDIX G
 CASE LOAD AND INVESTIGATIVE TIME REQUIREMENTS
 PORTSMOUTH POLICE DEPARTMENT

Case Load and Investigative Time Requirements

Type of Case	Projected Number of Cases* 1974	Average Time in Hours per Case	Investigation Time in Hours	Other Related Activities	Total Time
Assaults	1,200	1	1,200	2,400	3,600
Robbery	400	4	1,600	3,200	4,800
Burglary	2,100	1	2,100	4,200	6,300
Grand Theft	1,800	1	1,800	3,600	5,400
Auto Theft	2,000	.5	1,000	2,000	3,000
Auto Theft	800	1	800	1,600	2,400
Murders & Rapes	110	4	440	880	1,320
Fraud & Forgery	1,500	.5	750	1,500	2,250
Arrest Processing	3,360	1	0	0	3,360
			Total Manhours.....		32,430

* Based on departmental 1973 Uniform Crime Report data with "conservative" allowances.

APPENDIX H
PERSONNEL REQUIREMENT PROJECTION SHEET
PORTSMOUTH POLICE DEPARTMENT

Personnel Requirement Projection Sheet

Unavailability

	<u>Days</u>	<u>Hours</u>
Holidays	8	64
Vacation	14	112
Sick Leave	4	32
Injury Leave	1.5	12
In-Service Training	4	32
Military & Other	2	16
		<u>268</u>

(Departmental Average Based
Upon 8 Hr. Day, 40 Hr. Wk.)

Availability

Gross Man-Hours Per Officer Per Year	2,080
Less Time Lost From Duty	<u>-268</u>
Total Potential Man-Hours Per Officer Per Year	1,812

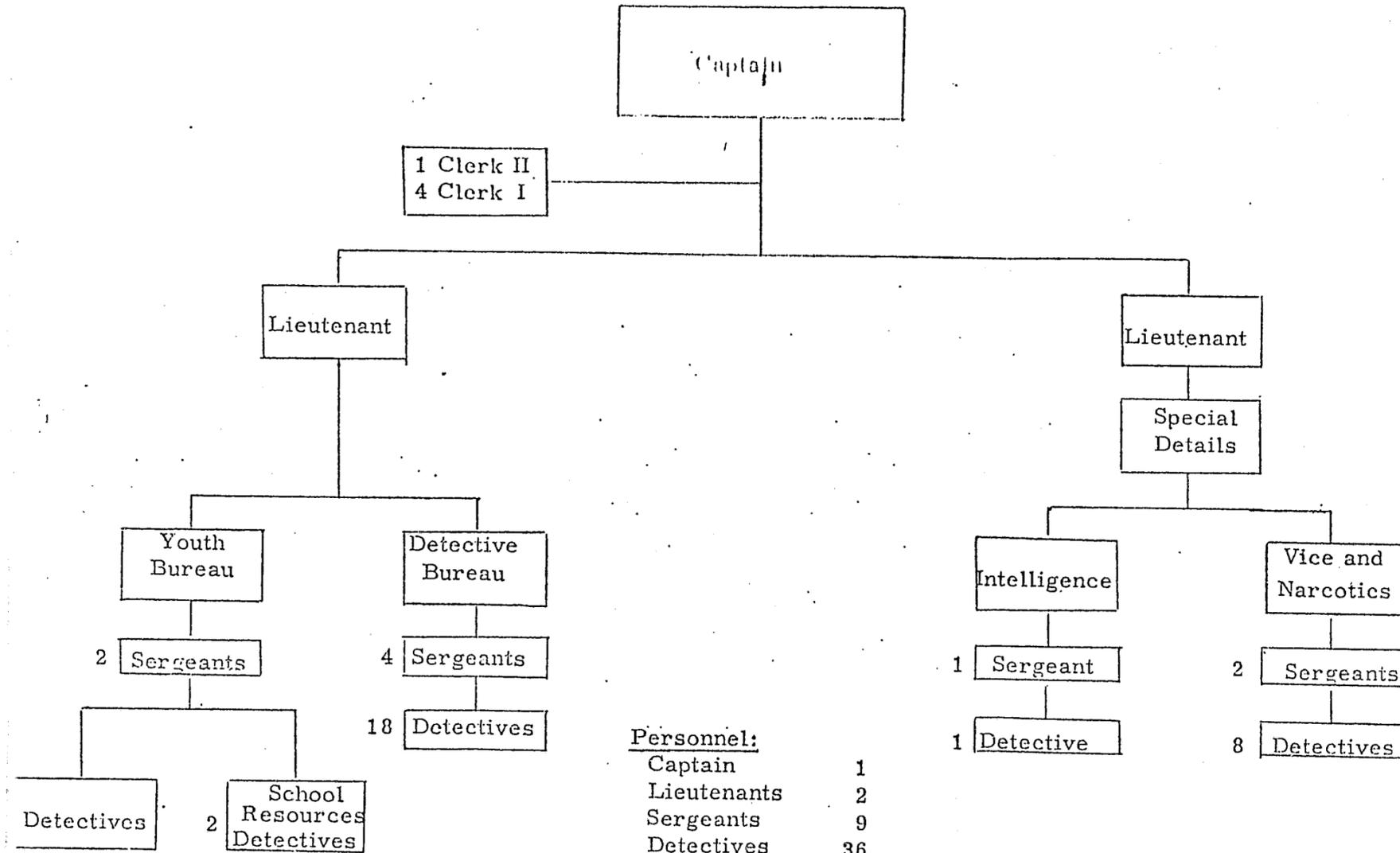
Total Investigative Personnel Required: $32,430 \div 1,812 = 18$

APPENDIX I

PROPOSED ORGANIZATION OF INVESTIGATION DIVISION

PORTSMOUTH POLICE DEPARTMENT

Proposed Organization of Investigation Division



<u>Personnel:</u>	
Captain	1
Lieutenants	2
Sergeants	9
Detectives	<u>36</u>
Total Officer Personnel	48
Clerical	5
Total	<u>53</u>

END