REPORT # 14

Police

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance by the

Salem, Oregon, Police Department

Survey

August 8, 1972

Prepared by

Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

I. PRELIMINARY INFORMATION

A. **Consultant Assigned:**

John E. Angell, Director
Dayton/Montgomery County
Criminal Justice Center

B. **Date Assignment Received:**

May 15, 1972

C. **Date of Contact with LEAA Regional Coordinator:**

May 16, 1972

D. **Dates of On-Site Consultation:**

June 12—23, 1972

E. **Individuals Interviewed:**

Not applicable.

II.   STATEMENT OF THE PROBLEM

A.   **Problem as per Request for Technical Assistance:**

Survey present record system and prepare recommendations for updating the system (including recommendations on records security and training of personnel) and a plan for phased implementation of proposals.

B.   **Problem Actually Observed:**

Survey present record system and prepare recommendations for updating the system (including recommendations and records security and training of personnel) and a plan for phased implementation of proposals.

III.   FACTS BEARING ON THE PROBLEM

See attached consultant's report.

IV.   POSSIBLE COURSES OF ACTION

See attached consultant's report.

A   REPORT
ON   A
RECORDS   SYSTEM
for the
Salem, Oregon, Police Department

By
John E. Angell

July, 1972

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INTRODUCTION

This is a report on the records system of the Salem, Oregon, Police Department. The study was conducted at the request of the Salem Police Department by Public Administration Service under a contract from the Law Enforcement Assistance Administration of the United States Department of Justice. The scope of this survey is narrow because of the time limitation of 10 days that was placed on the consultant. The on-site collection of data was completed in five days. The review of descriptive materials related to the Salem records system and the actual writing of this report was allocated another four days, and one day was reserved for a return site visitation by the consultant. The consultant was assisted in the collection of data by Sergeant Mike Holden of the Salem Police Department and Mrs. Eunice Penney, Salem Police Records Clerk Supervisor. However, neither of these people necessarily support the findings and conclusions of the consultant.   POPULATION 68,856 (1970)

Areas of Concern

Since the time and resources available for this study were limited, its scope was restricted, and the following four areas were given top priority:

1. *Procedure:* Here the concern was on the basic records procedure. Almost no attention was devoted to auxiliary records. For example, no attention was given to bad check files, pawnshop files, firearms and bicycle license records, just to name a few.

2. *Security:* Here attention was devoted to both the problem of unauthorized persons being able to enter and retrieve information, as well as to the actual physical security of the system itself.

3. *Training:* Here the concern was with recommendations regarding the training of records personnel to ensure that they could implement and maintain the system. This was a particularly acute problem in Salem because of the high turnover rate of personnel in the Records Section.

4. *Implementation:* The consultant was charged with developing a plan for the implementation of his recommendations. This area was not only a concern of the Salem Police Department, but also of LEAA officials who wish to be able to plan accordingly.

In addition to the preceding four areas, the consultant was asked to evaluate the possibility of implementing more sophisticated data processing techniques. This was done, although time limitations prohibited an in-depth exploration of this area.

Underlying Assumptions

The most important assumption underlying this study was that the basic function of police records is to provide an accurate and prompt memory system for the Salem Police Department. Within the records system should be the history of the Department, its personnel, and to some degree, its clients. The records system should be arranged in such a manner as to facilitate an accounting of the important actions taken by the Department and its members. Police records should be rationally developed and systematically stored so that they will provide information which is sufficient to:

1.   Fulfill legal obligations.

2.   Satisfy the basic needs of operational personnel

3.   Be used in basic planning and the administration of the Department.

4.   Provide public information.

5.   Assist other agencies and persons who have a need for information related to activities of the Department.

Records that are initiated without intentions for using them in specific departmental actions nor public information are probably a waste of tax monies. Records that are initiated, but cannot be readily retrieved when they are needed, are also an extravagance. However, an honest, accurate, complete, and rational records system designed for specific informational purposes is usually worth the time, effort, and expense required to organize and maintain it. Such a system will return the amount invested by increasing service to the public, increasing performance by police personnel, and reducing personnel equipment and operating costs.

Organization of the Report

In the remainder of this report, we shall, first, briefly review the existing Salem Police records system; second, make recommendations for modifying the system; third, discuss training and scheduling for implementation of the recommendations; and fourth, attach additional material that may be useful to those who attempt to implement this study.

EXISTING RECORDS SYSTEM

The Salem Police Department is organized into two major divisions——Special Services Division and Operations Division (see Chart 1). The Special Services Division is commanded by a captain and consists of three units——*Unit A*, Community School Liaison and Training Services; *Unit B*, Personnel, Supply, and Security Services; and *Unit C*, Records and Statistical Services. At the time of the on-site survey, the Records Section was commanded by a sergeant and supervised by a civilian Clerk III, who was also in charge of the day shift. Assigned to the Records Section day shift was a supervisor, three records clerks, and a statistician. The evening shift consisted of a supervisor and three records clerks, and the night shift was made up of a supervisor and three clerks. Therefore, the Records Section consisted of a total of 14 employees who devoted their entire efforts to records processing duties.

It is important to point out that this total does not include any employees who work in communications and who are normally considered a part of a police department's records section. Communications in the Salem Police Department is a function of the Operations Division, and complaint clerks and dispatchers are assigned to the various "Force Commanders." The Communications or Command Center, as it is called at the Salem Police Department, consists of a supervisor, at least one complaint clerk who receives incoming calls for the Police Department, and at least one radio dispatcher who communicates with and dispatches field officers on each shift. Therefore, there are a minimum of three people assigned to communications functions on each shift. This means a total of at least 15 people are assigned to the Salem Police communications function. The combined records and communications operations of the Salem Police Department contain a minimum of 29 employees. In addition to the organizational separation, Communications and Records of the Salem Police Department are physically separated (see Chart II).

Incident Records Process

The receipt of information in the Salem Police Department is made initially at the main complaint desk ("A" on Chart II) or to one of the complaint clerks via telephone ("B" on Chart II). The clerk then initiates and time stamps a dispatch card (see Form 1) which is sent down the chute to "C" on Chart II, where it is reviewed by the Command Center supervisor and placed back into the chute to travel on to the dispatcher at "D" on Chart II. The dispatcher either dispatches immediately or holds the card, depending on its priority, until a crew is available. At the time of dispatch, the dispatcher time stamps the card in the "dispatch" column. (See Form 1.)
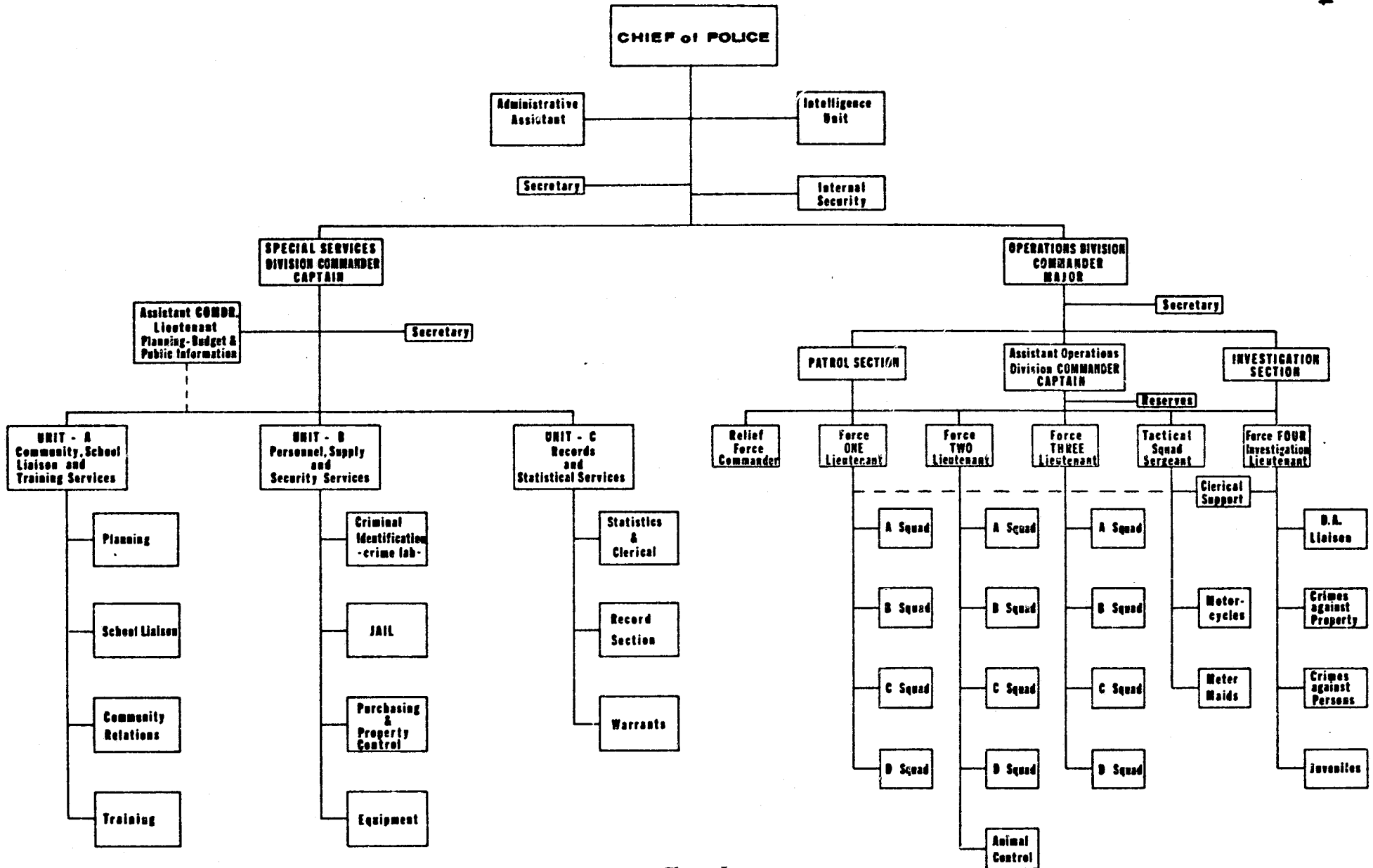
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ORGANIZATION OF THE SALEM POLICE


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                         CHIEF of POLICE
                              |
     Administrative                         Intelligence
     Assistant                              Unit
                              |
        Secretary                           Internal
                                            Security
                              |
     ┌────────────────────────┴────────────────────────┐
 SPECIAL SERVICES                                OPERATIONS DIVISION
 DIVISION COMMANDER                                  COMMANDER
    CAPTAIN                                            MAJOR

 Assistant COMDR.                                              Secretary
   Lieutenant
 Planning-Budget &          Secretary
 Public Information

                                          PATROL SECTION   Assistant Operations   INVESTIGATION
                                                           Division COMMANDER         SECTION
                                                               CAPTAIN
                                                                    Reserves

 UNIT - A          UNIT - B          UNIT - C       Relief    Force    Force    Force    Tactical   Force FOUR
 Community,School  Personnel,Supply  Records        Force     ONE      TWO      THREE    Squad      Investigation
 Liaison and       and               and            Commander Lieutenant Lieutenant Lieutenant Sergeant Lieutenant
 Training Services Security Services  Statistical Services
                                                                                          Clerical
   Planning         Criminal          Statistics           A Squad  A Squad  A Squad    Support      D.A.
                    Identification    &                                                              Liaison
                    -crime lab-       Clerical
                                                                                                     Crimes
   School Liaison   JAIL              Record             B Squad  B Squad  B Squad    Motor-        against
                                      Section                                         cycles        Property

   Community        Purchasing        Warrants           C Squad  C Squad  C Squad    Meter         Crimes
   Relations        &                                                                 Maids         against
                    Property                                                                        Persons
                    Control
                                                        D Squad  D Squad  D Squad                    Juveniles
   Training         Equipment
                                                                 Animal
                                                                 Control
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Chart I

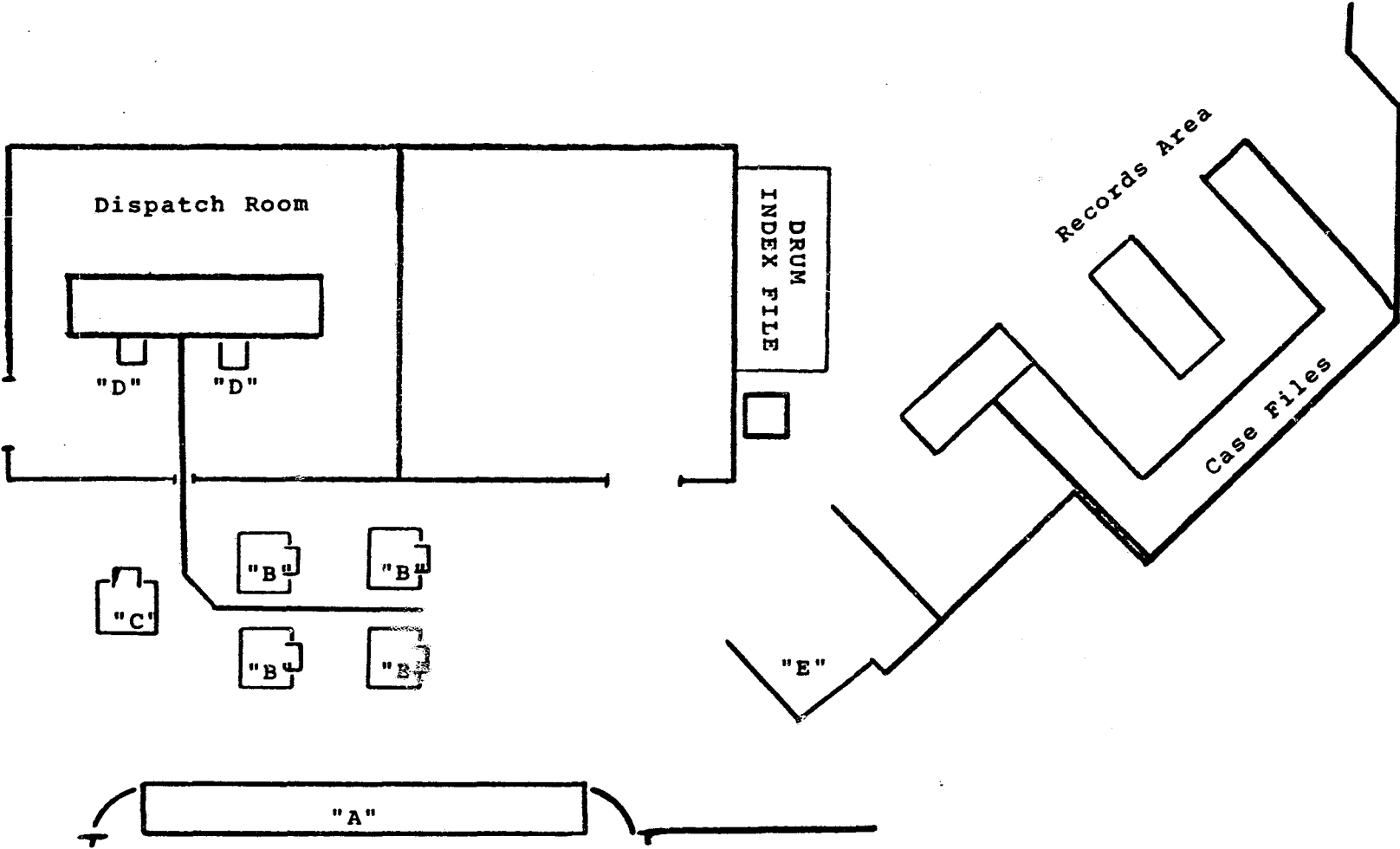# COMMUNICATIONS AND RECORDS FLOORPLAN
SALEM POLICE DEPARTMENT

Dispatch Room

"D"   "D"

DRUM INDEX FILE

Records Area

Case Files

"B"   "B"

"C"

"B"   "B"

"E"

"A"

Chart II

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DISPATCH CARD

REC'D BY			INCIDENT CODES		UNITS ASSIGNED
OFF. IN CHGE.			DISPATCH NO	GRID	LOCATION
DISPATCHERS NO.			NAME AND ADDRESS		
REPORT TYPE			PHONE	VEH. MAKE	VEH. TYPE	VEH.COLOR
CASE NO.			VEH. LIC. NO. AND STATE		DIRECTION OF TRAVEL
PRIORITY			SEX RACE AGE HGT. WGT. COMP HAIR EYES CLOTHING		
KEYPUNCH	VERIFY		REMARKS		

COMPLETED OUT OF SERVICE DISPATCH TIME RECEIVED

Form 1

When the officer arrives on the scene, he then notifies the dispatcher who again time stamps the card in the "Out of Service" column. And finally, when the officer comes back on the air after completing the call, the dispatcher then time stamps the call showing that it has been completed. The dispatcher then returns the dispatch cards to the officer supervising the Command Center.

These cards are eventually matched with the officer reports related to the incident, and all reports are turned into the Records Section at the end of each shift.

The patrolmen in the field currently maintain no patrol or activity log. Field officers are responsible for initiating reports related to each of the dispatches received; however, they are also expected to exercise discretion concerning when a report will be initiated. If they decide not to initiate a report, they notify the dispatcher when they return to service. In many instances, rather than complete an incident report, a patrol officer initiates an abbreviated miscellaneous incident report, which is a three-inch by five-inch card that can be filed directly into the Complaint Index. In most instances, reports made out by field officers are written on the street and turned over to a street supervisor sometime during the course of the shift.

The supervisor has the responsibility for reviewing and approving all reports and attaching each report to the appropriate dispatch card. After approval, these reports are placed in a tray for the records clerk (located at point "E" on Chart II). The records clerk, who removes the reports from the basket where they have been deposited by the supervisors or force commanders, immediately separates the Accident Reports and the Incident Reports and records the Incident Reports on a "Case Log" (see Form 2). As the Incident Reports are logged, they are assigned a Complaint or Case Number.

The basic filing system in the Salem Police Department consists of two numerical files——one for general incidents or complaints and one for Accident Reports. The Accident Reports are indexed and filed without further reproduction. However, the Incident or Complaint Reports are turned over to a reproduction clerk, who makes offset masters of each report.

The offset masters of Incident Reports are run by the reproduction clerk, and eight copies of each case report that has been initiated by field officers are printed and collated. These reports are distributed as follows:

1. One copy to the press area.

2. One copy to the Intelligence Unit.

3. One copy to the Patrol Section.

4. One copy to the follow-up (report review) officer.

5. One copy to the court.

6. One copy to the statistician.

7. Two copies to the Investigation Force.

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Case Number	Type of Investigation	Name of Victim	Time and Date	Officer
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				
70-				

The original Incident Reports are then returned to a file clerk who types the appropriate index cards related to each report, and files the original report in the Complaint or Case File by Complaint Number.

Altogether, there are approximately 50 separate indexes to the Case File and approximately 4 indexes to the Accident File.

The departmental statistician is responsible for the preparation of the official summary reports on all activity that has been performed by the Police Department. The person holding this position works during the day shift. She receives her duplicate of the reports early in the morning and proceeds to develop the summaries during the day. These summaries include a Daily Bulletin, a Daily Activity Report, and other periodic Uniform Summaries. In addition, her informal responsibility includes making a mental note of all reports she processes so that she can assist to locate reports when they are called for at a later date.

The sergeant who supervises the records and statistical activities is also responsible for reviewing all reports to ensure their accuracy and to verify the accuracy of the Uniform Crime Report classification that has been assigned to them. Therefore, a great deal of his time is spent performing this activity of checking officers' spelling and punctuation and advising field commanders of errors.

Follow-Up Records

The Detective, or Investigative Section, picks up its copies of all reports at 7:00 a.m. and 3:00 p.m. The officer who picks up the reports separates them into the three investigative specialty areas of: (1) crime against persons, (2) crime against property, and (3) juvenile crimes. Reports that do not fall into one of these categories are either discarded immediately or given to the commander of force for his information. The alternative chosen depends on the judgment of the investigator who initially separates the reports.

The supervisors of the various investigative specialties again separate the reports they receive and discard those reports that they feel do not merit additional follow-up. After selecting the follow-up cases, each supervisor records the cases that will be assigned for investigation by either the name of the complainant or the victim on a log (see Form 3). No tickler system is maintained on cases assigned for follow-up. Although the activities of investigators are reviewed in frequent staff meetings, the formal reporting of progress is up to the discretion of individual investigators. However, officers are expected to submit supplementary reports on their assignments periodically. In those instances where no progress can be made, they are expected to initiate reports indicating the case is inactive.

In addition, officers are expected, although not required, to initiate supplementary progress reports throughout the investigation, and these supplementary reports are returned to the main case file.

The active Investigation Section cases that are being followed up by investigators are filed in whatever manner deemed best by each investigator. Eventually, supervisors color code each case by making a colored mark next to either the complainant's or victim's name to indicate whether the file has been cleared, whether it is inactive, whether it has been reclassified, or whether it is currently receiving attention.

A–B	No.	Off.	C–D	No.	Off.	E–F	No.	Off.
G–H–I			**J–K–L**			**M–N**		
O–P–Q			**R**			**S**		
T–U			**V–W**			**X–Y–Z**		

The Intelligence Unit reviews all cases that are received and selects those cases which will receive further attention. The Intelligence Unit filing system consists of an alphabetic file in which the cases are arranged by either the name of a complainant or the victim. In cases where the Intelligence Unit wants a person, the unit will notify the Records Section where the Complaint Index Card will be stamped to indicate that the person has a record in the Intelligence Unit. However, the Records Section has no access to the Intelligence Unit's records, and in some instances, records are being maintained in the Intelligence Unit in which no information is forwarded to the Records Section.

When a case is closed or an arrest is made by the Intelligence Unit, a Case Number is requested from the Records Section. Intelligence records are eventually returned to the main case files.

Arrest Records Process

Arrests and property reports are made out at the jail area. The jailor keeps a copy of the Booking Record (see Form 4) and maintains a running log of all prisoners in custody. At the time of the survey, the jailor was responsible for calling the Records Section to obtain a Case Number for the Booking Record and to report the name of the person arrested to the Records Section. Each morning the Records Section was required to type a copy of the jail incarceration report for the court.

Arrest Index Cards are made out on each arrest. These index cards are kept separate from the complaint cards which are the main index system to the case reports. Traffic citations are not considered arrests, and therefore no Arrest Index Cards are made out on traffic citations. The citation itself serves as an index as it is filed alphabetically by date in a full-type file.

However, in five instances citations also have case reports connected with them. These include:

1. Driving under suspension.

2. Drunk driving or driving under the influence of drugs.

3. Hit and run.

4. Wreckless operation.

5. Attempting to elude a police officer.

In these five situations, there would be a connect-up number which would relate the citation to the Case Report.

Booking Record

Charge		S.P.D. No.	
1. Date	2. Name		3. Case No.
4. Time	5. Aliases		6. Q.S.B. No.
7. Occupation	8. Address	How Long	9. F.B.I. No.
10. Phone	11. Previous Address		12. Soc. Sec. No.
13. Nationality	14. Name-Address of Employer		15. Drivers Lic. No. State

16. Sex Age	17. D.O.B.	18. P.O.B.		19. Other No.
20. Height	21. Weight	22. Color-Hair	23. Color-Eyes	24. Build	25. Complexion

26. Mark or Scars	27. Bail-Bail Bond

28. Injury or Illness

29. In case of emergency, Notify: Relationship

30. Arresting Person	31. Booking Officer
32. Location of Arrest Grid No.	33. Arraignment Date - Court - Plea - Disposition—
34. Hold For: Reason.	35. Transferred To:

36. Property taken from prisoner   No Property

	Currency		Jewelry		Items		
No.	Denom.	Amount	Watch	Name	Wallet/Purse		Suitcase
	$1.						
	$2.		Ring	Color of Stone	Keys		Package
	$5						
	$10		Rare or Foreign Coin - Describe		Knife		Bundle
	$20						
	$50		Other		Lighter		Checks
	$						
	$		Other		Pens/Pencils		Checks
	Coin						
			Other		Razor		Other
	Total						

37. Search Officer	38. Approved by Officer in charge
39. The above list of my property and valuables is correct	Prisoner's Signature
40. I acknowledge the receipt of all property belonging to me	Prisoner's Signature

41. Released to:	Time:	Date	By

Form 4

Conclusion

In conclusion, there are a number of problems related to the Salem Police Department's record system. The problems can be summarized as:

1. *Inadequate Control:* The procedures involved in the Salem records system make it impossible for an administrator or any other person to be sure that all information that is called to the Salem Police Department's attention has been documented and is in file. In addition, even if the information has been documented, the procedures are such that information can fall between the slates and become lost within the system itself. Therefore, there is a need for rationalizing and strengthening the entire records system.

2. *Inefficiency:* The procedures of the Salem records system result in a number of duplications. The most obvious of these is the number of similar summary reports that are initiated at various times by a variety of different people. These summary reports contain much of the same information. If these summaries could be consolidated into one report, it would release man-hours for other activities. A second area where inefficiency in the records procedures is obvious is in the duplicating of eight copies of each report. Many of these reports are immediately thrown into the wastepaper basket or fed into a shredder. Probably with a well-designed, self-duplicating report form and selective distribution of the copies, the Department could realize a savings of $5,000 to $10,000 a year in the areas of materials and supplies alone. A third area of inefficiency is the current indexing system. The current system not only requires the initiation of large numbers of cards, but when a clerk attempts to retrieve information, several separate files must be explored. By consolidating some of these indexes, clerks would only have one index in which to file, and in order to retrieve information, they could limit their search to one index rather than 50 or so. A final area of inefficiency is the division of work. Most of the people working in communications and records functions are not busy for their entire tour of duty. Those in the Records Section who are busy are usually maintaining unnecessary records or duplicate reports. By dividing the work more logically, it would be possible to reduce the number of people in the Records Section, increase the quantity or quality of information stored in the records, improve the retrieval speed, and reduce communication breakdowns.

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3. *Security:* The security of Salem Police records leaves much to be desired. The current physical arrangement makes it impossible to keep unauthorized personnel out of the records area. There is no way to ensure that records will not be removed from or placed into files. It is possible that unauthorized personnel could put information into NCIC, take reports from the files, or destroy index cards and other records. This problem needs attention to prevent serious future problems.

The next section of this report will deal with recommendations for correcting the problems that have been identified.

RECOMMENDATIONS

The Salem Police records system is effective in the sense that it consists of elaborate records containing almost any type of information needed in a police operation. The most significant records problems identified are all related to the system's inefficiency and lack of security.

The most difficult problem, and one which complicates this entire study, is the physical arrangement and layout of the communications and records areas in the new police facilities. The current arrangement has inherent inefficiencies that cannot be eliminated without moving the records and modifying the area. Since the police only moved into these new facilities a few weeks ago, a decision to initiate the changes will not be easy. However, while these problems related to initiating changes in the new facilities are recognized, the consultant has an obligation to point out the need for modifications that would greatly improve the effectiveness and efficiency of the records system and the Police Department. Therefore, the following section is devoted to recommendations concerning organizational and layout modifications.

Organization

Recommendation 1:

Consolidate the communications and records personnel under the commander and establish a Communications and Records Unit in the Special Services Division.

The assessment of the Salem Police communications (complaint clerks and dispatchers) and records arrangements reveals a need for reorganizing these activities under the control of one person, the Director of Communications and Records. This person can be either sworn or nonsworn——the important selection criteria should be his competency in organizing and managing a police records operation. If a sworn officer is assigned to command the unit, his rank should not be lower than lieutenant in order to provide him with the appropriate status and compensation for his responsibilities.

The unit should report to the Special Services Division commander. The Director of Communications and Records should be directly responsible for the supervision of his subordinates when he is on duty; however, when he is not on duty, the supervisory responsibility for the Communications and Records personnel should fall to the force commander who is on duty.

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The Records and Communications personnel should be trained as records clerks, complaint clerks, and dispatchers. It is essential that dispatchers and complaint clerks be proficient in filing and retrieving information from the records in order to reduce the number of support personnel that is needed during the slow activity times without reducing the ability of the field officers to obtain information. Even though the primary responsibility for maintaining the files and retrieving information will rest with the records clerks, the dispatchers and complaint clerks will be responsible for retrieving and filing information when no clerical personnel are available in the records area.

If the dispatch and complaint personnel are qualified for both dispatching and records-keeping functions, they can assume the responsibility for retrieving information for field personnel during the evening and night shifts. The clerical personnel in the Communications and Records Unit can then be assigned to work days and perform the basic report distribution, filing, indexing, and summary report preparation. Such an arrangement will improve the efficiency of the communications and records activities of the Department by:

1. Increasing the number of employees who are familiar with the communications and records responsibilities of the Department.

2. Improving the utilization of personnel assigned to the communications and records duties of the Department.

3. Providing the basis for implementing sounder controls over the records and communications function, procedures, and documents.

Recommendation 2:

Physically relocate the records files, indexes, and the LEDS terminal to: (1) limit the access of unauthorized persons to the records and LEDS terminal, and (2) place either the complaint clerks or the dispatchers close enough to the indexes and files to enable them to file and retrieve information without leaving their work area.

Chart II is a floor plan of the communications and records area of the Salem Police facilities. With exception of the Dispatch Room, and Conference Room to the right of the Dispatch Room, the only physical separations in the remaining area are: (1) the public information counter designated "A," and (2) portable walls that are generally less than 68 inches high. These portable walls have been arranged to break the otherwise open space into office areas that afford a minimum of privacy.

The records indexes and files are located in the center of the area allocated to the Police Department between the investigative, jail, and operational areas at one end of the building and the offices of the Chief, Intelligence Unit, and Juvenile Unit at the opposite

end. This arrangement means that anyone wishing to walk from the jail or investigative sections to the office of the Chief must either go outside the building or through the records and communications area. It would be practically impossible to limit access of unauthorized persons to the records area without relocating the files and equipment. Although most records personnel interviewed insisted that unauthorized people could not possibly search the files, the openness of the area would seem to contradict that claim. Even the assignment of identification cards, which has been suggested as a technique to improve records and building security, would not improve the situation unless at least two persons on each shift were assigned specifically to the records area. It would be necessary to have at least one person in the Records Section at all times to check identification cards and control people moving through the area.

The location of the LEDS terminal keyboard (beside the Drum Index File) places it in a position where an unauthorized person could conceivably enter or retrieve LEDS information without anyone else being aware of such actions until serious repercussions occurred.

While the consultant was surveying the records area between the hours of 5:00 p.m. and 7:00 a.m., several uniformed, nonuniformed, and nonpolice persons were observed walking into the file area. Due to posts and partitions, these people were not within view of the complaint clerks nor dispatchers. And on one occasion, when the clerks were either on break or delivering information to another part of the Department, there was no one present in the records area. The current records arrangement is susceptible to tampering simply because of its location, and a change in location is the only logical and sure method of improving security.

The records should be moved to an area where they can be (1) closed off to prevent unauthorized personnel from entering the area of the files and the LEDS terminal, and (2) kept under surveillance by either the dispatcher or complaint clerk at all times.

In addition to the security problems inherent in the current physical layout of the communications and records operations, the layout also forces the communications and records personnel to follow inefficient procedures in processing records and complying with requests for information. The layout is spread over too large an area, thereby forcing records clerks to walk long distances moving copies of reports from one place to another. The layout is such that records cannot move in a straight line from one person to another; clerks must walk the papers back and forth through a rather complicated arrangement of trays and positions until the reports and indexes eventually are processed and filed. Much of the present movement would be unnecessary if the physical arrangements were changed so that the paper could be moved to the processors and people rather than the people moving to the records.

The physical layout of communications and records in Salem necessitates a communication network with too many links between the seeker and the source of information. An efficient communications network would allow a person seeking information to communicate directly with the person searching the records, and the person searching the records to communicate his findings directly back to the seeker of the information. In Salem, such an arrangement is not possible. If a patrolman wants to obtain information about some subject, he must first contact the dispatcher, who contacts a

records clerk by telephone. The records clerk searches the file, prepares a written note concerning the information in file, and carries it to the end of the complaint card transporter track which leads to the dispatcher. The note is inserted in the track and travels to the dispatch supervisor who evaluates it and again returns it to the track, whereupon it is transported to the dispatcher. The dispatcher then removes the note and broadcasts the information back to the patrolman in the field. This means that there are six separate human links in a communications chain between a field officer asking for information and the officer receiving the information. Obviously, the possibilities for distortion or breakdown in the communication are great with this type of arrangement.

A much better arrangement could be established by rearranging the layout and jobs to eliminate unnecessary links in the communications network. If appropriate changes were initiated, a patrolman could contact the dispatcher who would personally check the files and convey the information back to the officer on the street, therefore, eliminating three links from the communications chain.

In order to improve the efficiency and security of the Salem records system without major renovation of the existing facilities, there are three possible alternative locations where the records might be placed. None of these three locations represent the perfect solution to the problem; however, each of them would be a substantial improvement on the existing arrangement. First location (designated I on Chart III) would involve remodeling the Conference Room to the right of the Dispatch Room to provide the dispatcher access and placing all records into this area. Half doors placed at point I "a" and I "b" would permit employees seeking information to talk directly with persons inside of the Records Section, and yet it would limit access into the Records Room itself. This arrangement would be particularly effective in improving security.

If properly remodeled, the area designated II might be the second most desirable location for the records. The remodeling would involve removing the current portable wall to the left of Dispatch Room and inserting a counter at points II "a" and II "b." This arrangement would also make it possible for the dispatcher to have access to the records files during the night periods and would reduce the need for file clerks around the clock.

The third arrangement would involve moving the records into the area designated as III. Portable walls or counters could be placed in the proximity of III "a" and III "b" to limit access of unauthorized persons to this area.

Although the actual arrangement of the files will be difficult regardless of which of the three plans is utilized, any of the three would make it possible to assign all clerical personnel to the day shift for records keeping and expand the duties of either dispatchers or complaint clerks to include records retrieval and filing functions during the evening and night shifts. In addition, any of the three arrangements would increase control over the records and the security of the records on a 24-hour day basis. The physical barriers would restrict entrance to the areas, and the inside supervisor would be able to view the areas without moving from his position.
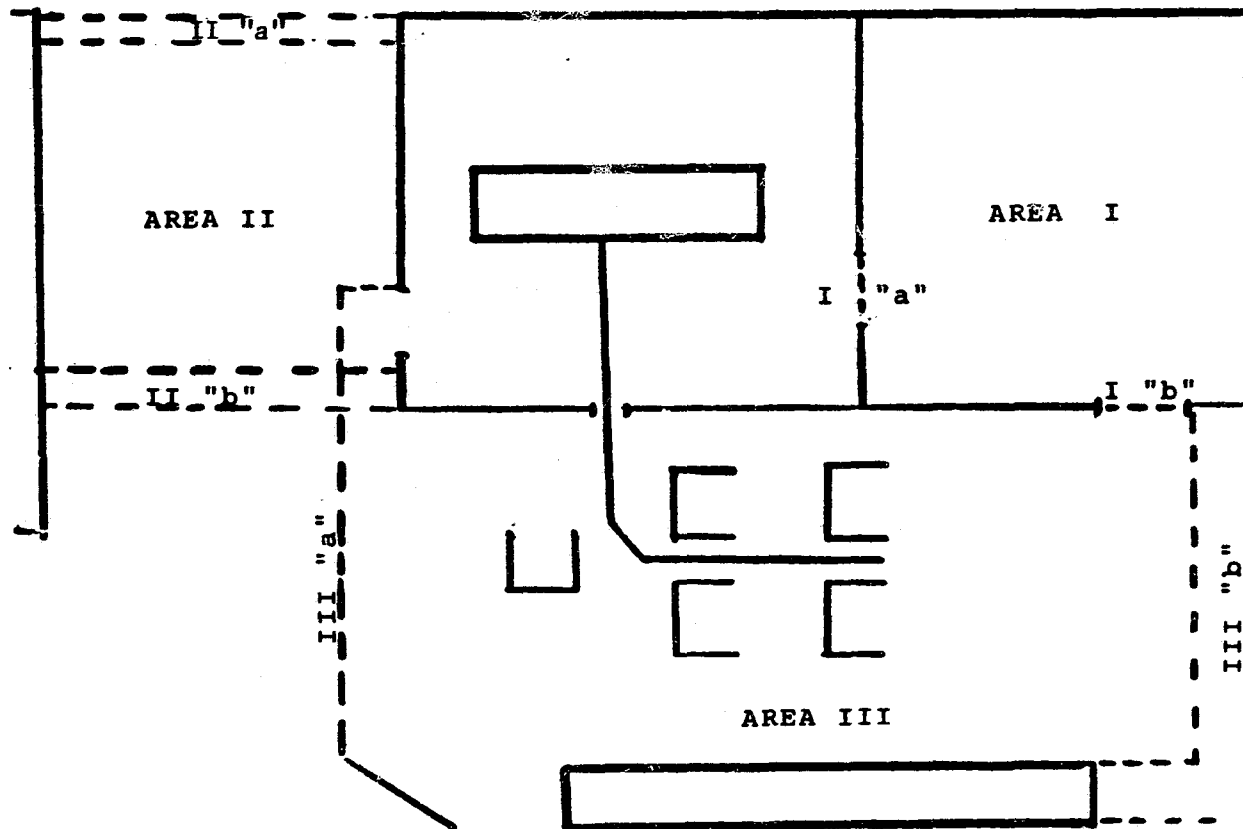
ALTERNATIVE RECORDS ARRANGEMENTS

Chart III

Whether other physical arrangements are changed or not, the LEDS teletype terminal should be moved from its present location beside the Drum Index File into the Dispatch Room. This change will eliminate three of the human links in the communication network that a field officer must utilize in getting information from LEDS or NCIC. By assigning the terminal operation to the dispatcher, the patrolman will simply call the dispatcher who can use the teletype to check the file and report his findings to the officer in the field. This will increase the speed as well as reduce possibility of distortion in processing some records checks. In addition, it will eliminate some of the unnecessary disruptions of clerical personnel who are performing filing and processing duties in the Records Section.

Files and Indexes

Recommendation 3:

Consolidate the accident and case files into one numerical system.

Presently, the Salem Police Department has two basic filing systems for reports. One is the Accident Report File and the second is the Case Report File. These two files should be consolidated into one basic backbone file for housing all reports of police activities. This file can be called a Case File.

The Case File should be a numerical file based upon the complaint numbers which are given out at the time of dispatch. After handling each dispatch, the patrol officers will make out a report, and after appropriate processing all reports related to an incident or situation will be forwarded to the Records Section for final processing and filing in the Case File. This Case File will increase the efficiency of the records operations because all information concerning a police action will be in one file. The possibility of information being lost will be reduced because individual numbers from the prenumbered complaint or dispatch card will have been assigned prior to the time of dispatch, and there will be a report in file for each number. Each case is filed in numerical order in the Case File, and a missing case will be immediately apparent.

Index cards on all names contained on all reports, plus the chronological order of the case records, will reduce the number of searches necessary to locate all information about a police action.

Recommendation 4:

A Master Name Index File should be established as the primary index into the case file system.

Since the present Case File is basically a numerical system, it is necessary to have indexes into the file. Currently, there are three basic categories of indexes.

1. *Accident Indexes* which includes four different indexes: Pedestrian Accidents, Hit-and-Run Accidents, Fatal Accidents, and Fixed Object Accidents.

2. *Complaints.* There are approximately 48 separate complaint indexes into the current Salem Case File.

3. *Arrests.* At the current time, there are approximately 30 separate Arrest Indexes.

In addition to the preceding three categories of indexes, there is a fourth special category for stolen property that has a total of 54 separate indexes ranging from alcohol to wheels stolen.

Obviously, a significant portion of the records personnel's time is spent in the preparation and filing of cards in these various indexes. However, nowhere in the present filing system is there a master index file which would reveal whether the Salem Police Department has had contact with a specific individual. At the current time it may be necessary to search as many as 50 to 60 separate files in assuring oneself that the information sought is not in the Salem Police records.

The Master Name Index should be established as an alphabetically arranged file that includes a card for every person whose name appears on a Salem Police report. This file should use a card similar to Form 5. This index file should include names of complainants, victims, suspects, witnesses, and arrestees. In order to separate people who have the same names, each Master Name Index Card should contain the date of birth and the address of the person identified. In addition, each card should contain the Case Number of the report which explains the person's involvement with the Salem Police.

Recommendation 5:

Study and selectively reduce the number of cross-indexes presently being maintained by the Salem Police Department.

Although the Master Name Index will provide the necessary information when one knows the name of a person, it will not provide easy access to specific types of cases. Therefore, a number of cross-index systems will be necessary. Although it would be useful to continue to maintain all of the various cross-indexes, which are currently being maintained, the important question to be answered is whether the time spent in maintaining these indexes is worth the return. That is a decision which can best be made by the Salem Police Department; however, the present system appears to contain many indexes that would not be necessary if the proposed changes are initiated.

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MASTER NAME INDEX CARD

1. COMPLAINANT		2. S/R/DOB	3. CASE NUMBER
			3a. ARREST NUMBER
4. COMPLAINANT'S ADDRESS	CITY		5. RESIDENCE PHONE
6. COMPLAINT AS REPORTED	7. COMPLAINT AS VERIFIED		
8. LOCATION OF COMPLAINT	9. BEAT OF OCCURR.	10. YAB. DISTRICT	11. REPORT-ING UNIT	12. ASSIST-ING UNIT
13. VICTIM (FIRM NAME IF NOT PERSON)	14. S/R/DOB		15. RESIDENCE PHONE
16. VICTIM'S ADDRESS	CITY		17. BUSINESS PHONE
18. DATE/TIME OCCURRED	19. DATE/TIME REPORTED		
20. NO. OF OFFENDERS	21. NO. OF ARRESTS	22. PROP. RECOVERED	23. PROP. NO(S).	24. PHOTOS TAKEN ☐ YES ☐ NO

Form 5

In the event a decision is made to reduce the number of cross-index files being maintained, Chart IV lists the priority of each in terms of frequency of use. The information for categorizing these priorities was provided by records personnel within the Salem Police Department. Priority Number One designates those indexes that are most frequently utilized at the present time. Priority Number Two indicates that the indexes are occasionally used to obtain information, and Priority Number Three includes those indexes that are seldom used.

In reducing the indexes, the records staff should start by evaluating and systematically removing those indexes in Priority Number Three, and then moving to those in Priority Number Two. Due to the difficulty of such an evaluation, it should be scheduled to occur systematically over a two- or three-year period. Consideration should be given not only to frequency of use, but also to the importance of the information to the achievement of the Salem Police responsibilities.

Arrest indexes currently are kept mostly for statistical purposes. Although some of the information contained in this index file is useful in helping to identify logical suspects in certain kinds of cases, the file only includes information on subjects that have been arrested.

Consequently, it does not provide enough information to make it very useful as an identification tool. If a police officer wishes to locate a person by name, under the new system, it will be simple enough to refer to the Master Name Index File. Therefore, it is recommended that the Arrest Indexes be eliminated and a Modus Operandi File be established to ensure that information concerning logical suspects is available to the police officers within the Department.

Forms and Reports

Generally speaking, the forms utilized by the Salem Police Department are adequate. However, in order to more effectively tie the proposed system together and increase the efficiency of Salem records, it is desirable to modify or replace several of the forms. It is important that the appropriate modifications on each form be made so that it will serve the purpose of the entire system. However, it should be kept in mind that it is not absolutely essential that the recommended forms be substituted for those that are currently being used.

Recommendation 6:

One automatic consecutive numbering machine be installed at the dispatch position and used to record Case Numbers in the upper right corner of: (1) each Dispatch Card (see Form 1) received from a complaint clerk and (2) a Dispatch Card made out by the dispatcher whenever a field officer initiates an action or a report on his own.

Priority Number One (Most Utilized)	Priority Number Two	Priority Number Three (Least Utilized)	Replace with M.N.I. and M.O. File
Burglary (Crimes and Suspects)	Explosives }*	Locate	All 30
Larceny	Bombs	Pickets	Arrest Indexes
Drugs	Mentals	Bad Checks	
Sex	Fires	O.M.F.D.	
Homicide	Obscene Notes	Counterfeit	
Assault	Child Neglect	Murder	
Prowlers and Suspicious Persons }*	Civil Matters	Kidnaps	
Suspicious Incidents and Autos	Civil Rights	Escapees	
Disturbances }*	Robbery	Suicide	
Family Disputes	Failure to remain at scene	Parks	
Injured Persons	Animal Control		
Stolen Auto	Nuisance Complaints		
Stolen Auto Recovery }*	Junk Complaints		
Towed Auto	Missing Persons		
Damage to Public Property	Credit Cards		
Information			
Accidents (Pedestrian, hit and run, fatal, and fixed object)			
Runaway *			
Stolen Property *			

*Consolidate these indexes.

Chart IV

The most important control record of the entire records system is the Dispatch Card. A Dispatch Card should be initiated on every dispatch and on each self-initiated action taken by an officer in the field.

The numbered Dispatch Cards will be the control devices initiated on every activity performed by Salem Police officers. While the existing Dispatch Card is adequate, it is recommended that an automatic numbering device be installed at the dispatch position, and each dispatch which is made to a unit in the field will be stamped with both the dispatch number and the time. The dispatcher will broadcast the Case Number to units in the field, and this number will be fixed to all reports related to that incident.

In addition to the Dispatch Cards received from the complaint clerks, the dispatchers will maintain a Dispatch Card which they will fill out and stamp when field officers initiate actions on their own. Upon the initiation of actions by a field officer, the officer will contact the dispatcher, provide the information for the Dispatch Card, and request a complaint number. The dispatcher will initiate a Dispatch Card, stamp the card with a Case Number and the time, and advise the field officer of the number that has been assigned to the case.

The Dispatch Cards will be maintained in the Communications Center and turned over to the shift commander for compilation with the case reports that will be made out by field officers.

In order to ensure complete records of the activities of field officers, the officers should be expected to continue to initiate incident reports, accident reports, traffic citation forms, supplementary reports, clearance forms, booking forms, and miscellaneous evidence and property control forms. In addition, a continuous running log, which will reflect the activities of each officer, will be necessary.

Recommendation 7:

An Activity Log that will reflect a running account of each officer should be implemented.

Presently, the Salem Police Department has no record of the activities performed by individual officers. The implementation of an Activity Log similar to Form 6 would fill this information gap. This Activity Log will provide a running record of the daily activities of each patrol, investigative, and juvenile officer for each period that he is on duty. It should be kept in a manner that will accurately reflect all activities, dispatches, and related case numbers of each officer during his tour of duty. Times and locations of dispatches, services rendered, building and businesses checked, reports written, case numbers used, etc., should be accurately recorded on this log. The officers and their supervisors will be responsible for ensuring the completeness and accuracy of this form. This is a single copy form which will be maintained and the summary completed by each field officer. Supervisors will collect these logs at the end of his work period. Along with maintaining his own Activity Log, field supervisors should be responsible for:

1. Checking the accuracy of their subordinates' Activity Logs.

2. Summarizing their own activities in the appropriate space.

3. Totaling and summarizing the activities of their entire unit for the entire work period.

4. Insuring that all the Activity Logs from his unit are compiled with all other reports and provided to the Records Section for further processing.

Recommendation 8:

The Case Report, Vehicle Report, Bicycle Report, Missing Person Report, Worthless Document Report, and Towed Vehicle Report forms be replaced by a single multipurpose Incident Report form.

Case-related records are probably the most important records in terms of role performance, initiated by police officers. While the forms presently being utilized by the Salem Police are adequate, it would be desirable to reduce the number of such forms. A review of the forms indicates that if the Department adopts a form similar to Incident Report, Form 7, it would be possible to eliminate the following seven forms that are presently being utilized:

1. Case Report

2. Vehicle Report

3. Bicycle Report

4. Missing Person Report

5. Clearance Report

6. Worthless Document Report

7. Towed Vehicle Report

By further studying the existing report forms and modifying the Incident Report suggested in Form 7, it might be possible to eliminate other forms and reduce number of forms that must be maintained by each officer.

Name					SALEM POLICE DEPARTMENT	Date

SALEM POLICE DEPARTMENT

DAILY ACTIVITY LOG

Name					Date
Assignment					Shift
					Hours TO
Briefing Notes					Portable
					Radio No.

FROM	TO	TOTAL	KEY	DESCRIPTION OF OFFICER ACTIVITY

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Form 6
(Side 1)

FROM	TO	FROM	KEY	DESCRIPTION OF OFFICER ACTIVITY

TIME

SHIFT	OFFICER	KEY	
		1	Patrol
		2	Desk
		3	Traffic Enfor.
		4	Foot Beat
		5	Property Insp.
		6	Surveillance
		7	Juvenile Contacts
		8	Transporting Prisoners
		9	Clerical
		10	Investigation
		11	Supervision In-Field
		12	Supervision In-Office
		13	Training
		14	Court
		15	Warrants
		16	Capias
		17	Spl. Detail
		18	Liaison—Public Relations
		19	Equip. Service & Repair
			Total Hrs. Worked
			Hrs. Required
			Total Overtime

SIGNATURE

APPROVED

NUMBER

	KEY	OFFICER		SHIFT	
Initial Investigations					
Follow-Up Investigation					
Felony Arrest		On View	Not	On View	Not
MISD. Arrest	10	On View	Not	On View	Not
Persons Investigated					
Vehicles Investigated					
Interviews					
Number of Property Insp.					
Open Doors & Windows	5				
Traffic Citations					
Parking Summons					
Vehicle Accidents Investigated	3	PD	PI	F	PD	PI	F
Fixed Post					
Vehicle Impound					
Vehicle No.					
Ending Miles					
Starting Miles					
Total Miles					

COMMENTS:

INCIDENT REPORT   SALEM POLICE DEPARTMENT | Related Case # | Case Number

| 1.Incident | 2.Reported By | 3.Address | 4. DOB Month Day Year |

| 5.How Reported Phone ☐ Radio ☐ Citizen ☐ On View ☐ Other ☐ | 6.Time Rec'd | 7.Date Rec'd | 8.Rec'd By | 9.Officer Assign |

| 10.Place Occurred | 11.Occurred Between | 12.Time | 13.Date | 14. and | 15.Time | 16.Date | 17.Weapon Gun ☐ Knife ☐ Other ☐ |

Complainant Victim

18.Name No. 1	19. DOB Month Day Year	20.Name No. 2	21. DOB Month Day Year
22.Home Address	23.Phone	24.Home Address	25.Phone
26.Business Address	27.Business Phone	28.Business Address	29.Business Phone

PERSONS — Witness — Suspects — Missing — Arrested

30.Name No. 1	31. DOB Month Day Year	32.Sex	33.Race	34.Ht.	35.Wt.	36.Build	37.Comp.	38.Eyes
39.Address	40.Hair	41.Mustache-Beard-Hair Style	42.Glasses Yes No	43.Carrying
44.Phone	45.Occupation	46.Marks-Scars-Deformities	47.How Dressed
48.Vehicle Used: Yes No	49.Year	50.Make	51.Body Style	52.License No.	53.State	54.Color
55.Name No. 2	56. DOB Month Day Year	57.Sex	58.Race	59.Ht.	60.Wt.	61.Build	62.Comp.	63.Eyes
64.Address	65.Hair	66.Mustache-Beard-Hair Style	67.Glasses Yes No	68.Carrying
69.Phone	70.Occupation	71.Marks-Scars-Deformities	72.How Dressed
73.Vehicle Used: Yes No	74.Year	75.Make	76.Body Style	77.License No.	78.State	79.Color
80.Other

PROPERTY — Stolen — Recovered — Impound

81.ITEM #1	82.Make: Brand:	83.License Number:	84.Year Model
85.Body: Type:	86.SERIAL No. V.I.N. No.	87.Color	88.Value
89.Markings	90.Size	91.Contents
92.Other
93.ITEM #2	94.Make: Brand:	95.License Number:	96.Year
97.Body: Type:	98.SERIAL No. V.I.N. No.	99.Color	100.Value
101.Markings	102.Size	103.Contents

| 104.Premises or Vehicle Locked? Yes No | 105.Evidence Stored: Bin #   Locker # |

106.NARRATIVE

APPROVED BY: INVESTIGATED BY:

No. of Pages _____

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Form 7

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Recommendation 9:

The Incident Report (Form 7) should be constructed of self-reproducing paper so that each report will automatically provide four copies.

The current practice of reproducing eight copies of each report is inefficient and involves unnecessary expense. By initiating a self-reproducing form which will provide four copies and selectively distributing the copies to the units that need copies for follow-up, the special reproduction process of the Records Section can be eliminated.

The self-reproducing Incident Report should be initiated (printed in black ball point) by each officer following a dispatch or a self-initiated action. This report will be used for crimes against persons, crimes against property, missing persons, and miscellaneous activities.

The Supplementary Report, which is currently used by the Salem Police Department is adequate and should be continued. The Supplementary Report is a continuation report. It provides additional space to record further details surrounding incidents and investigations, and it can be used for recognizing new evidence, names of witnesses, suspects, etc. In those incidents where the Incident Report is not sufficient for recording all the information related to a case, the Supplementary Report should be used and filed with the Incident Report. The Supplementary Report should also be used in follow-up investigations or to report additional information related to a case.

The Accident Report currently being used by the Salem Police Department is appropriate and should be continued as the record utilized to report on Motor Vehicle Accidents.

Recommendation 10:

Implement an Incident Register in place of the Case Log presently being used.

The Case Log that is currently initiated upon receipt of the case records from the field officers serves a very limited purpose. In order to improve on the utility of this record, an Incident Register similar to Form 8 should be implemented.[1]

This form should be used by the Records Section to record all records from field officers prior to processing and filing these reports. Early every morning, this form can be reproduced and circulated to those people and units that feel a need for information concerning the previous day's activities. This procedure will serve to fill the information gap caused by the elimination of the reproduction of eight copies of each Incident Report everyday.

---

[1] An alternative to this might be the Register of Offenses Known (Complaint Book) which the FBI will supply free of charge.

INCIDENT REGISTER
POLICE DEPARTMENT
SALEM, OREGON

Date: _____

Case Number	Time	Complainant (Name and Address)	Incident and Classification	Officers Assigned	Circumstances: (Details, Value, Etc.)	Date and Reason Closed		
						Unf.	Arrest	Other

_____ Page of _____ Pages

INCIDENT RECORDS PROCESS
POLICE DEPARTMENT
SALEM, OREGON

```
┌──────────────────────────┐
│ Need for Police Action   │
│                          │
│  1. Requested            │
│  2. Initiated            │
└──────────────────────────┘
           │
           ▼
    ╱────────────╲              ╱──────────────╲
   │ Dispatcher   │            │  Dispatches    │
   │ Receives     │ - - - - ▶  │  Officer       │
   │ Information  │             ╲──────────────╱
    ╲────────────╱                    │
           │                          ▼
           ▼                   ┌──────────────┐
   ┌──────────────┐    ┌───┐   │  Entry on    │
   │ Stamps Number│───▶│ A │──▶│ Activity Log │
   │ on Dispatch  │    └───┘   └──────────────┘
   │ Card         │                   │
   └──────────────┘                   ▼
                             ┌──────────────────┐
                             │  Incident or     │
                             │  Accident Report │
                             └──────────────────┘
                                      │
                                      ▼
                    No         ╱──────────╲       Yes
                 ◀─────────────│    Are    │──────────────┐
                 │             │Supplementary│            │
                 │             │Reports Needed│           ▼
                 │              ╲──────────╱      ┌──────────────────┐
                 ▼                               │  Supplement       │
       ┌──────────────────┐                      │  and              │
       │ Summary Section  │◀─────────────────────│  Additional Reports│
       │       of         │                      └──────────────────┘
       │ Activity Report  │
       └──────────────────┘
                 │
   ┌───┐         ▼
   │ B │       ┌───┐
   └───┘       │ C │
               └───┘
```

Phase 1

(B)

(C)

Officer to
Supervisor

(A) → Supervisor
Compiles and Reviews

Are Reports
Acceptable

No

Supervisor Totals
Activity on His
Activity Log

Summary Section
of Activity Log

Reports of all
Supervisors Compiled
by Force Commander

(D)

Phase II

D

Reports for
Relief go to
Records
Section

Statistician Reviews
Classification and
Logs Reports

Summary Reports
Prepared

Records go to
Index Clerk

No — Are Other Units to get Copies — Yes

Compile in
Appropriate Order

Entry in Tickler File

Copies to
Appropriate Unit

Prepare Index Cards

Index
F.

Assignment and
Follow-Up

Insert in File and
Double Check

Supplement Reports

Case
F.

Index
F.

Phase III

A copy of this Incident Log and the Daily Summaries that are initiated by the statistician should provide sufficient information to enable the Department to abolish the following duplicative reports:

1. Commander's Daily Resume

2. Daily Bulletin

3. Daily distribution of case reports to seven places

4. Patrol Supervisor's Summary

5. Case Log

In the event that some of these reports are felt to be indispensable, a study to determine the feasibility of consolidating them should be conducted by the Department. However, the compilation of five reports, which contain much of the same data, by several different people is inefficient and should be modified.

Case Reporting and Processing Procedures

The recommended records reporting and processing procedures are designed to: (1) provide complete and honest records of all police activities, (2) increase the accuracy and efficiency of the records processing, and (3) ensure that all requests for police service receive prompt and sustained police attention until it appears that continued efforts are without merit. This section of the report is an overview of the recommended reporting and processing procedures that should be implemented by the Salem Police Department. (Appendix A contains an outline of the responsibilities of each person involved in the process.)

Activity 1: Decision to Initiate Police Action. This decision can be made by: (1) a complaint clerk who receives information from a person who makes contact with the clerk in person or by telephone or (2) a field officer who observes a situation which he deems as justifying his intervention.

If the decision to initiate action is made by the complaint clerk, the clerk: (1) initiates a Dispatch Card, (2) time stamps the Dispatch Card with the time the information was received, and (3) forwards the Dispatch Card to the dispatcher.

A field officer who initiates action: (1) notifies the dispatcher of the decision and (2) provides the dispatcher with as much information as possible for completing the Dispatch Card.

A Dispatch Card must be initiated by either the complaint clerk or the dispatcher in every instance where a decision is made to initiate police action.

Activity 2: Assignment of a Case Number to a Police Action. The dispatcher is responsible for: (1) numbering the completed Dispatch Card with the appropriate Case Number, (2) advising the appropriate field officer of the Case Number that has been assigned to the case, and (3) time stamping the Dispatch Card at the time of dispatch, officer arrival, and officer in service.

Activity 3: Initiation of Appropriate Field Reports. The field officer who receives a broadcast directing him to initiate action or decides on his own to initiate police action is responsible for: (1) noting this decision on his Activity Log, (2) recording the Case Number assigned by the dispatcher, (3) initiating an Incident Report and related reports, and (4) affixing the Case Number to all reports related to the case.

Activity 4: Field Report Compilation. By the end of his tour of duty, each field supervisor will have: (1) collected all the reports initiated by his subordinates, (2) reviewed the reports to ensure their adequacy, (3) circled all indexing data with red lines, (4) compiled his own and his subordinates' reports with the appropriate Dispatch Cards, and (5) relayed the compiled reports to his immediate commander.

Activity 5: Report Review. Force commanders are responsible for: (1) accounting for all case reports by arranging the reports from their subordinate supervisors in sequential order by Case Numbers, (2) checking the classification of all reports, and (3) spot reviewing the substance mechanics and grammar of the reports he has received.

Activity 6: Summary Report Preparation. Summaries of data will be prepared by: (1) the field officer who will summarize his own activities on his Activity Log, (2) the field supervisor who will summarize his own activities in the officer column and the total for his work force in the shift column and his entire force in the shift column, and (3) the statistician who will prepare the Incident Log, Consolidated Daily Reports, Consolidated Monthly Reports, and other Uniform Crime Reports.

Activity 7: Assignment for Follow-Up. The index clerk is responsible for: (1) separating the reports for further distribution; (2) deciding whether which section of the Department should receive a copy of the case for follow-up; (3) assigning the appropriate follow-up number (D = Detective, J = Juvenile, I = Intelligence, T = Traffic); and (4) initiating a control card in the appropriate sections tickler file so that the case will be again checked at the end of 15 days.

Activity 8: Preparation of Index Cards. The Index Cards will be typed by the index clerk who will use the index information circled by the supervisors to prepare the appropriate Index Cards (see Form 5 for a Sample Master Name Index Card that can be adopted).

Activity 10: Filing Case and Index Records. The file clerks have the responsibility for placing: (1) the case records into the case file in consecutive numerical order and (2) the Index Cards in the appropriate file and order so that they can be located when needed.

Activity 11: Inactivating or Closing Cases. Cases can be inactivated or closed by: (1) an officer who initiates an arrest, (2) an officer who determines a case is unfounded, (3) an officer who makes an exceptional clearance, or (4) a follow-up officer who has exhausted all reasonable measures in investigating the case. Inactivated and closed cases will be so marked and the follow-up cards will be removed from the tickler files.

Activity 12: Retrieval and Release of Records. The file clerks will be responsible for: (1) retrieving records from the files, (2) reproducing copies of retrieved records for release to people who legitimately need them, and (3) ensuring that the original copies are returned to the case files.

Activity 13: Microfilming and Destruction of Case Records. File clerks should have the responsibility for: (1) daily microfilm all case records that are two years old, (2) verifying the quality of the developed microfilm copies, and (3) destroying the paper copies of records after filing the microfilm negatives.

Arrest Reporting and Processing

The arrest related forms presently utilized by the Salem Police Department are basically adequate; however, three recommended actions concerning the processing of arrest reports are in order. First, a copy of the Booking Record should be carried to the Records Section by the arresting officer immediately after he completes the paperwork in the jail. The SPD and Case Numbers should be written on the report. In addition, another copy of the Booking Record should be retained with the other Incident Record related to the case.

Second, the records statistician should log all arrests on a Register of Persons Charged (see Form 9) which can be obtained from the FBI. This log can be used to prepare summary Uniform Crime Reports.

Third, the Arrest Index should be discontinued as it serves no useful purpose.

Microfilming and Destruction

The floor space available for the storage of active records in the Salem Police Department is extremely limited; therefore, it seems that microfilming provides the only practical method for reducing the amount of file space while at the same time retaining the ability to readily retrieve older records.

Chart V is a summary of changes that should be made in the retention schedule which the City has approved for Police Department records. The Police Department will need the approval of the city administration to implement these changes. Two microfilm frames should be taken of each record and one copy sent to permanent storage. The second should be filed in the Records Section of the Police Department.

Only after the microfilm has been returned and inspected should any police record be destroyed.

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RECOMMENDED RETENTION SCHEDULE CHANGES

| Name of Form | Retention Period | | Microfilm |
	Current	Proposed	
Activity Log	None	1 year	No
Accident Report	5 years	2 years	Yes
Incident Report	3 years	2 years	Yes
Index	Permanently	Permanently	No
Incident Register	None	1 year	Yes
Consolidated Daily Report	None	1 year	Yes
Monthly and Annual Summaries	25 years	1 year	Yes

Chart V

ARREST NO.	DATE	NAME AND ALIAS	ADDRESS	SEX	RACE	AGE	DATE AND PLACE OF BIRTH	OCCU-PATION	NO. OF PREVIOUS ARRESTS	IDENT-FYING FEA-TURES (Marks scars etc.)
1	2	3	4	5	6	7	8	9	10	11

TI NG ES ks, s,)	ARREST, SUMMONS OR NOTICE	OFFENSE CHARGED	FACTS OF ARREST: (Time, place, and other details)	DRINKING, DRUNK, OR NARCOTIC	FINAL DISPOSITION AND DATE (If found guilty, for what offense)
	12	13	14	15	16

·ARREST NO.	DATE	NAME AND ALIAS	ADDRESS	SEX	RACE	AGE	DATE AND PLACE OF BIRTH	OCCU-PATION	NO. OF PREVIOUS ARRESTS	IDENTI[FYING] FYING FEA-TURES (Marks scars, etc.)
1	2	3	4	5	6	7	8	9	10	11

8-93 (Rev. 9-4-63)

TI- G S ks, s,)	ARREST, SUMMONS OR NOTICE	OFFENSE CHARGED	FACTS OF ARREST: (Time, place, and other details)	DRINKING, DRUNK, OR NARCOTIC	FINAL DISPOSITION AND DATE (If found guilty, for what offense)
	12	13	14	15	16

FEDERAL BUREAU OF INVESTIGATION, UNITED STATES DEPARTMENT OF JUSTICE, WASHINGTON, D. C. 20535)

SUMMARY REPORTS

The Police Department statistician should be responsible for preparing all summary reports for the Department. The most basic summary report should be the Consolidated Daily Report. Although such a report is currently being maintained, it is less than adequate.

Consolidated Daily Report

Recommendation 11:

Design and implement a new Consolidated Daily Report form that would reflect a more accurate picture of the police activities.

Although no attempt will be made to design such a report form, it should be divided into at least the following six areas:

1. *Personnel.* This area should contain information related to the number of people who are working in each section of the Department.

   The information for this report will be obtained from the force commanders' Activity Reports, Department Schedules, and Case Reports.

2. *Number of Offenses Known to Police.* This portion of the report should contain information related to the crimes that come to the attention of the Department, whether these crimes are reported to or discovered by the police. The currently used Crime Activity Reports reflect the information needed in this area. (See Form 10)

   The information for this section can be obtained from the Incident Register and previous Consolidated Daily Reports.

3. *Persons Arrested.* This section contains information about the number of persons arrested or cited for Part I and Part II offenses. This information is also currently on the Crime Activity Reports. (See Form 10)

   The information for this section will be obtained from the Incident Register, Arrest Docket Book, and the Citations issued.

4. *Allocation of Time.* This information should summarize the time devoted to the activities of the Patrol and Investigation Sections for the preceding day.

The information for this section will be obtained by totaling the shift summaries made by the three shift commanders and entering these shift commanders and entering these totals in the appropriate space, and by copying the detective commander's summary in the spaces designated for it.

5. *Productivity.* This should reflect a summary of the total number of activities carried out by the Patrol and Investigation Sections.

The totals for this section can be tabulated from the summaries made by the commanders, which will be entered under the "shift" column of their Daily Activity Reports.

6. *Vehicle Status.* This should contain information concerning the number of vehicles available for patrol and operations during the previous 24 hours and the amount of mileage driven by the police personnel.

This information is to be obtained from the force commanders' activity summaries.

Preparing the Daily Summaries

The statistician should have the responsibility of compiling the Consolidated Daily Report before 9:00 a.m. each morning and distributing copies to all persons of the rank of Captain and above, the training officer, all specialized units, and others designated by the Chief. One copy of the report should be maintained in a chronological file by the statistician.

In addition, copies of the Incident Register should be distributed to all of the places that are currently receiving copies of all Incident Reports. This will keep them informed about the specific activities of the organization with the high reproduction costs.

In extracting the summary data, the statistician should follow the following procedures:

1. Separate the officers' Activity Logs from the Case Reports.

2. Record all cases in chronological order by Case Number on the Incident Register.

DAILY CRIME ACTIVITY REPORT

SALEM POLICE DEPARTMENT

DATE: From _____ to _____

PART I OFFENSES	Past 24 Hours	Offense Reported to date	Unfound	Actual Offense to date	Last Month	Last Year	PERSONS ARRESTED					CLEARANCES				
							Juvenile	Adult	Total	Last Month	Last Year	Juvenile	Adult	Total	Last Month	Last Year
CRIMINAL HOMICIDE																
A. Murder																
B. Manslaughter																
RAPE																
A. Assault with intent to																
ROBBERY — Armed																
Unarmed																
AGGRAVATED ASSAULT																
BURGLARY — Residence																
Non-residence																
LARCENY — $50.00 & over																
Shoplifting																
B. $5.00 to $50.00																
Shoplifting																
C. Under $5.00																
Shoplifting																
D. Theft from Auto																
E. Auto accessories																
F. From a building																
G. All others																
AUTO THEFT																
GRAND TOTAL																
CRIME INDEX TOTAL																

BURGLARY — Residence	Money	Clothes	Jewelry	Misc.	LARCENIES	Money	Clothes	Jewelry	Misc.
BURGLARY — Non-residence									

CRIME ACTIVITY REPORT Salem Police Department DATE: From ___ to ___

| NUMBER OF OFFENSES | | | | | PERSONS CHARGED | | | | |
Past 24 hrs.	This mo. to date	Last mo. to date	Same mo. last year to date	PART 2 CLASSES	Juv.	Adult	This mo. to date	Last mo. to date	Same last to d
				8: Other assaults					
				9: Arson					
				10: Forgery/Counterfeiting					
				11: Embezzlement					
				12: Fraud					
				13: Possession stolen property					
				14: Vandalism					
				15: Weapons (carrying, etc.)					
				16: Prostitution/Vice					
				17: Sex offenses					
				18: Narcotic drug law					
				19: Gambling					
				20: Offense against family					
				21: Driving under influence					
				22: Liquor laws					
				23: Drunkenness					
				24: Disorderly conduct					
				25: Vagrancy					
				26: All other offenses					
				27: Escapes/Runaways					
				28: Curfew					
				A—Truancy					
				29: Suspicion					
				Total—Part 1					
				Total—Part 2					
				30: Bicycles stolen					
				31: Bicycles recovered					
				32: Recovered cars (Local)					
				A—Outside					
				B—Other cities					
				33: Parking tickets					
				34: Hazardous violations					
				35: Non-hazardous violations					
				36: Parking warrants					
				37: Fire investigations					
				38: Prowlers					
				39: Missing persons					
				40: Missing persons located					
				41: Sudden deaths investigated					
				42: Open doors/windows					
				43: F.I.R.					
				44: Warnings issued					
				45:					

46: PROPERTY RECOVERED	SHOPLIFTING	OTHER
A—Money		
B—Jewelry		
C—Clothing		
D—Furs		
E—Miscellaneous		

Form 10 (continued)

(Side 2)

a. Under Incident and Classification, record the Uniform Crime Classification for each report——or describe the incident or situation if no classification exists.

b. Under Circumstances, state the time and place of the situation or incident, the type and value of the property damaged or stolen, and other details of the incident or offense.

c. Complete the other sections of the Register with as brief and accurate information as possible.

3. Forward the Case Reports to the index clerk.

4. Tabulate the summary information from the force commanders' Activity Logs.

5. Forward the Activity Logs to the file clerk for filing.

6. Tabulate the Consolidated Daily Report.

Additional Summary Reports

In addition to the Consolidated Daily Report and the Incident Register which the statistician prepares and distributes daily, it will be necessary to prepare a number of other summary reports. Among these are the following:

Consolidated Monthly Report. The Consolidated Monthly Report is a form (8–79: REV 11–3–64) provided by the Federal Bureau of Investigation. It will be completed each month by tabulating the data necessary from the Consolidated Daily Reports and figuring the necessary percentages. Copies of this report will be distributed to the same persons who receive the Consolidated Daily Report.

Monthly Uniform Crime Reports. Each month two summary reports related to offenses known to the police will be completed and forwarded to the FBI. These reports are designated as Return A and Supplement to Return A.

The information for Return A will be copied from the Consolidated Monthly Report mentioned above.

The information for the Supplement to Return A will be compiled from the Register of Offenses Known Complaint Book.

Consolidated Monthly Report Traffic Summary. The Consolidated Monthly Report Traffic Summary will be prepared each month from information contained on the Incident Register. Copies of this report will be distributed to the same persons who receive the Consolidated Daily Report.

Indexing and Filing Case Reports

The index clerk will receive all Case Reports (including Accident Reports) from the statistician. The clerk will use the following procedures for handling her share of the records processing functions:

1. Separating the additional copies from the Incident and Supplementary Reports.

2. Determining which cases should have follow-up investigation, assigning a follow-up number (D = Detective, J = Juvenile, T = Traffic, and I = Intelligence), recording the follow-up number on the appropriate control log and initiating a control card in the Tickler File for 15-day check back.

3. Forwarding the second copy of Incident and Supplementary Reports (when appropriate) to the follow-up unit.

4. Distributing the other copies of the Incident and Supplementary Reports to: (1) the force commanders' file for uniform forces review and (2) the press room file (when this is appropriate).

5. Prepare Master Name and Cross-Index Cards on names and data that appear in the reports and records. A Master Name Index Card (see Form 5) should be initiated on every name circled in red on Accident and Incident Reports.

6. Arrange the cases in numerical order by Case Numbers and forward the entire set of cases and related records to the file clerk.

The file clerk should have the responsibility for reviewing the case packets to ensure that all materials and cases are accounted for and arranging the cases in the numerical case file by Case Number. Any retrieval of information from this file will also be the responsibility of the file clerk. No case should be removed from the file without a written record concerning who took it, for what purpose, and at what time.

Follow-Up Records

Early in this report, the follow-up records arrangement and procedures used by Detectives and Intelligence Sections were reviewed briefly. While these procedures may be

adequate for a small police department with only a few serious cases each year, they are not sufficient for the Salem Police Department. Unless improvements are initiated, the inefficiency of this system will cause increasingly difficult problems for the Salem Police Department.

The following defects exist in the current follow-up records and procedures.

1. Insufficient controls to insure that all cases will receive the appropriate amount and type of attention.

2. No definite guidelines concerning the minimum activities which investigators should perform when cases are to be closed, when supplementary reports should be initiated, and what reports investigators should initiate during the course of their investigation.

3. Since there are no standard reporting and filing procedures, investigators maintain their own files, making it difficult for another officer to take over a case.

4. Retrieval of information or cases is often difficult because all indexes are alphabetic by either the complainant or victim's name.

5. The development of accurate summary reports concerning the case loads, clearance rates, time spent on the investigation of cases, types of cases investigated, etc., is difficult, if not impossible, under the current system.

If these problems are to be overcome, it is necessary for the specialized units to develop more rational records systems. Since the records needs of specialized units are similar, the following recommendations are applicable to any section of the Department that is concerned primarily with specialized follow-up processing.

Recommendation 12:

All specialized officers should be required to prepare a *Work Plan* at the beginning of their tour of duty.

This Work Plan should be simply a broad outline which specifies the cases they propose to work on, the persons they propose to interview and other activities they intend to carry out during the day. This will force officers to be more organized and systematic about their work.

One copy of this plan should be turned over to his supervisor for review and the second copy should be retained by the initiating officer. The supervisors can use their copies in determining the assignment of new cases that develop while the specialists are on duty. The specialists can use their copies as a guide for their activities. Obviously, the specialists may have to modify their plans at times, but the preplanning should improve their efficiency and assist supervisors to make management decisions.

Recommendation 13:

Each specialized officer should be required to maintain an activity report which provides a running record of his activities while he is on duty.

Specialized officers operate in a very inconspicuous manner, making supervision very difficult. At the present time, it is unlikely that a supervisor can provide any significant information concerning what any one of his subordinates has done on a specific day. If an investigator is unexpectedly absent from work, there may not be any record of his activities which would enable another officer to efficiently replace him.

The adoption of a policy requiring all specialized officers to maintain Daily Activity Log (Form 6) would solve these problems. In addition, it would provide supervisors with information that could be used to evaluate their subordinates and to prepare reports concerning the efforts of their various units.

Recommendation 14:

Each specialized unit should establish a numerical case file system with alphabetic indexes.

This recommendation should be implemented with the assistance of personnel from the Records Section. If previous recommendations are adopted, the Incident Reports will have already been numbered by the index clerk with the appropriate "D," "J," or "I" number when they are received by the specialized unit.

It will only be necessary for the specialized unit to initiate the appropriate index cards (to insure that they can retrieve the case), place the case in a file jacket, and insert it into the file.

A control sheet should be utilized to record cases when cases are removed from the file. This procedure will provide a record of where each case has gone and for what reason.

The type and quantity of indexes that are established will depend on the needs of the particular specialized unit. Therefore, it is important that the specialized units depend on the records personnel for advice in developing the specifics of their systems.

OUT

Taken By	Date	Number, Subdivision or Name	Taken By	Date	Number, Subdivision or Name

Training

One of the most critical problems that must be addressed before it will be possible to successfully implement the recommendations contained in this report is the preparation of personnel. There is no question concerning the abilities of the people who are presently in the Records Section; however, these people are not familiar with the type of system recommended in this report. Therefore, it is important that they be re-educated and prepared to implement and maintain this system.

In addition to the preparation of records personnel, it is extremely important that all departmental personnel understand the system and their roles in it. Field officers need to be trained concerning the importance of implementing the new reports and procedures, and supervisors and commanders should be prepared for the new responsibilities they will assume.

Communications and Records Personnel Training

It is important that both communications and records personnel thoroughly understand the system. The information needed for this understanding cannot be conveyed in strictly a classroom situation. Therefore, the training should be a combination of classroom and visitations to agencies where similar records and procedures are utilized. This training should be provided prior to the start of the actual implementation.

After the communications and records personnel have received sufficient information so that they thoroughly understand the purpose, forms, procedures, and files, they should be charged with the responsibility for: (1) developing the details of the system that have not been covered in this report, (2) designing other new reports and files that will be utilized, (3) preparing the manuals, special orders, and other materials that will be needed to implement the system, and (4) assisting in the development and presentation of the training for the other members of the Department. The participation of communications and records personnel in these activities will insure that they are thoroughly prepared to operate in the system.

Field Officers and Commanders

The most difficult problems that will be encountered in implementing this new system will involve the resistance of field officers and commanders. One can anticipate resistance to preparing additional reports, learning new procedures, and performing new duties. To reduce these problems, it is essential that: (1) the system be thoroughly reviewed by commanders before it is scheduled for implementation; (2) officers be given the opportunity to learn the entire system and assist in its implementation; and (3) all details of the system (manuals, orders, forms, files, etc.) be completed prior to the start of the implementation.

The training for field officers should be designed by a cooperative effort of the training officer, records personnel, and field supervisors and commanders. The program

should be a series of short sessions (two—four hours each) which involves small groups of officers in seminar discussions that give them an opportunity to raise questions and make suggestions concerning the plans. Where legitimate recommendations arise, they should be used to modify the plan.

After all field officers have received the initial training, supervisors should be provided with materials for presenting short roll-call sessions on problems that arise in the implementation and operation of the system.

IMPLEMENTATION

It is difficult to develop a schedule for implementing these recommendations without first knowing precisely which recommendations will be accepted. However, the following is a broad chronological plan for implementation.

Phase I
Preparation
(One Month)

1. Facility modifications.

2. Training and preparation of communications and records personnel.

3. Preparation of detailed plan.

4. Field officer preparation.

5. Preparation of final plan.

Phase II
Operationalizing
(One Month)

1. Modify files and indexes.

    a. Collapse accidents into case file.

    b. Establish new indexes.

2. Obtain sufficient copies of all new forms for two months' operation.

3. Prepare procedures, orders, and manuals concerning the system.

4. Withdraw old forms and begin utilization of new forms and procedures.

Phase III
Evaluation
(Two Months)

1. Evaluate floor equipment layouts.

2. Evaluate adequacy of duties of various positions.

3. Provide opportunity for all personnel to input specific recommendations for improving the system.

4. Evaluate accuracy, cost, and speed of the new system.

5. Modify forms and revise procedures.

6. Train personnel concerning changes.

Phase IV
Formalizing Final System
(Two Weeks)

1. Prepare final copies of manuals.

2. Reorder forms.

3. Prepare and implement microfilm procedure.

4. Issue necessary orders to permanently establish the system.

The preceding plan will require a total of approximately five months for total implementation. There is no doubt that this time could be reduced, but five months should provide sufficient time to identify the problems of the system and make modifications. In addition, since the entire Department will be involved in the planning and implementing of the system, the resistance should be greatly reduced.

Over the long run, the extra time will contribute greatly to the success of the efforts.

Conclusion

This study has concentrated primarily on the basic case records, files, and procedures. Obviously, additional attention should be devoted to: (1) personnel records, (2) management records, (3) other operational records, and (4) data processing. Although all of these areas are important, the resources to complete such tasks are available to the Salem Police Department within the local area, and the time for performing this job was insufficient for such detail.

The recommendations that have been made will provide a sound basic system that can be easily modified and expanded. The recommended records and procedures can easily accommodate the changes necessary for improved data processing, and efforts should be initiated immediately to insure that the police records system is interfaced with the hardware that is being established.

Local experts with the Council of Governments and the City—County Computer Center are uniquely qualified to provide this assistance. Therefore, the Salem Police Department would do well to seek their assistance and cooperate closely with them.

Appendix A
PROPOSED RESPONSIBILITIES
OF PERSONS INVOLVED IN
INCIDENT RECORD PROCESSING

I. Complaint Clerk

    A.   Receives request for police action.

         1.   Telephone.

         2.   From citizen at desk.

    B.   Initiates dispatch card.

         1.   Fills card out as completely as possible.

         2.   Assigns priority.

    C.   Time stamps dispatch card to indicate time call was received.

    D.   Forward the card to dispatch.

II. Dispatcher

    A.   Stamps complaint number on card.

    B.   Dispatches appropriate person.

         1.   Communicates necessary information about case.

         2.   Communicates case number.

    C.   Stamps dispatch card with appropriate time.

         1.   Dispatch time.

         2.   Officer arrival time.

         3.   Officer in-service time.

D.   Returns dispatch cards to force commander.

III. Field Officer

    A.   Maintains activity log.

        1.   Records all his actions whether self-initiated or assigned.

        2.   Completes summary of activity at end of each tour of duty.

    B.   Records dispatch information on activity log.

        1.   Time.

        2.   Case number.

        3.   Type of incident.

        4.   Location of incident.

        5.   Name of complainant or person to be contacted.

    C.   Prepares incident and related reports.

        1.   Based on information he obtains.

        2.   Numbers incident report or accident report and all related documents with the case number assigned by the dispatcher.

        3.   Provide enough complete information for follow-up.

    D.   Requests a case number for all self-initiated reports.

        1.   Includes arrests, towed vehicles, lost children, etc.

        2.   Excludes traffic citations and field interrogation cards.

    E.   Compiles activity report and all other reports and turns them over to his supervisor.

        1.   Every dispatch must have at least an incident report.

        2.   Copies of arrest reports must be included in with other reports related to each case.

IV.   Field Supervisor

    A.   Collects all reports from his subordinates.

        1.   Dispatch cards.

        2.   Completed reports from his subordinates.

        3.   Separates activity log from case records.

    B.   Accounts for records on all dispatches.

        1.   Matches dispatch cards with patrol reports.

        2.   Orders matched reports by case number.

    C.   Reviews reports for accuracy, completeness, and indexing.

        1.   Returns unacceptable reports to writer for reworking.

        2.   Circles all names, dates of birth, and addresses on all dispatch cards and case records with red pencil.

    D.   Checks crime classification to insure its consistency with the Uniform Crime Reporting definitions.

    E.   Record and tabulate his own and his officers' activity on his activity log (supervisor's totals in "officer" column and total of subordinates and his own in "shift" column).

    F.   Compile all reports that he and his subordinates have completed into an orderly collection and turn them over to his force commander.

V.   Force Commander

    A.   Separates case reports and activity reports.

    B.   Accounts for all case reports by arranging them in sequential case number order.

    C.   Spot checks the work of his sergeants and patrolmen.

    D.   Totals all activity of his subordinates his activity report in the "shift" column.

E. Places complete reports of his subordinates in designated place for processing by the Records Section.

VI. Statistician

A. Logs all case reports by case number on the incident register.

B. Checks classification of reports.

C. Prepares summary reports.

D. Turns case reports over to index clerk.

E. Turns activity logs over to file clerks.

VII. Index Clerk

A. Separates reports and distributes for information and follow-up.

1. Assigns a Detective Number (D#), Juvenile Number (J#), or Intelligence Number (I#) to cases assigned for follow-up.

2. Initiates tickler file for follow-up report.

B. Initiates master name index card on each name carried on a record (those circled in red pencil).

C. Turns case reports over to the file clerk for filing in the case report file.

D. Files master name index cards in indexing file.

VIII. File Clerk

A. Place records into the case file and activity log file in appropriate order.

B. Retrieves information in response to requests from the department personnel, other agencies, and citizens.

C. Prepare copies of cases when they are needed.

D. Microfilm and prepare records for destruction in accordance with the schedule.

END