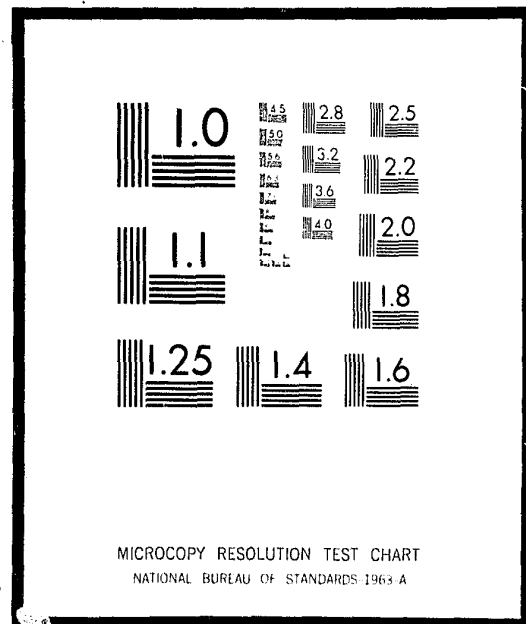


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NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
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POLICE
INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

Malden, Massachusetts, Police Department

October 19, 1973

No. 11 1973

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

(Per Contract J-LEAA-015-072)

I. PRELIMINARY INFORMATION

A. **Consultant Assigned:**

John E. Angell
Director of Police Consolidation
Office of Justice Coordination and Planning
Portland, Oregon

B. **Date Assignment Received:**

November 20, 1972

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

November 22, 1972

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

February 16-18, 1973

E. **Individuals Contacted:**

No names submitted by Consultant

II. STATEMENT OF THE PROBLEM

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

The Malden Police Department requires assistance in designing a new system of records management in conjunction with its planning for the construction of a new police facility. Priority was given to the following areas:

1. Information and Records System.
2. Internal Communications and Surveillance System.

B. **Problems Actually Observed:**

Additions as noted in attached Consultant's Report.

ii

III. FACTS BEARING ON THE PROBLEM

See attached Consultant's Report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached Consultant's Report.

V. RECOMMENDED COURSE OF ACTION

See attached Consultant's Report.

CONSULTANT'S REPORT

I. INTRODUCTION

In late 1972 the Malden Police Department began a review of its records system in anticipation of moving into a new police building in the spring of 1974. The initial ground work on this records study was conducted by Mr. Dana Skiff, the Malden Police Planner. The observations and recommendations contained in the remainder of this report are based on two on-site reviews of the Malden Police records arrangements and materials collected and supplied by the Malden Police Department.

The basic objective of this survey was to evaluate the current operational records organization, forms, procedures, and practices; and develop a new system that would better meet the needs of the Malden Police Department. In achieving this objective, a review and evaluation of the Department's communications, records, and property handling operations were necessary. Police records are intended to communicate, and most police records are based on verbal communications; therefore, it is nearly impossible to consider police records without also considering police communications. A police department's verbal communications arrangements determine the speed, accuracy, and reliability of its information transfer, and its written (or electronically stored) records determine its recall ability. Therefore, an integrated information system is essential to efficient and successful police operations.

Definitions and Purposes

Communications, in this report, refer to those police operations, procedures, and personnel involved in transferring information from a citizen to someone within the police organization, or between members of the Department by means of radio or telephone. Therefore, police communications evaluations are concerned primarily with efficient telephone and dispatching arrangements.

The basic objectives of the Malden Police Department's communications activities are:

1. The receipt of accurate and complete information related to the Department's responsibilities.
2. The concise and accurate transmission of information received to the appropriate person.
3. Sufficient recording of the verbal transmissions to enable the Department to remember and utilize the information in the future.

The realization of these objectives is dependent upon not only physical arrangements and equipment, but also on the abilities, attitudes, understanding, and techniques of communications personnel.

The most important function of Malden police records is to provide an accurate and prompt memory for the Department. The records system should contain the history of the organization, its problems, and to some extent, its clients. In addition, they should provide an accounting of the actions taken by the Department and its members.

Records which are systematically stored can be readily used at any point in time to provide members of the Police Department (who have a legitimate need to know) with appropriate information to:

1. Satisfy legal obligations.
2. Increase the effectiveness and efficiency of field operations.
3. Administer the Department.
4. Provide public information.
5. Assist other agencies and persons.

Records initiated without definite intentions, planned follow-up actions, or systematic integration into the total communications and records of a department will probably waste tax money. Records initiated but unretrievable are certainly a waste of time and resources. However, a rationally structured, simple, and complete records system that is used for specific purposes at future time is usually paid off by reducing future time, effort, and expenses of the Department. Such a system will return the amount invested through increased service to the public, improved performance by police personnel, and reduced personnel, equipment, and operating costs. In addition, it can be used to ensure human and constitutional rights, reduce citizen inconvenience, and increase public safety and security.

Malden Environment

The Malden Police Department is fortunate to have a Chief who has a sound understanding of police records and a Planner who is well grounded in management science techniques. The Police Department's operational record-keeping system was originally organized to provide effective and efficient records operations; however, in recent years the promotions and retirements of key records personnel have had a negative impact on the records system. In addition, the investigative personnel have not fulfilled their responsibilities to the central system in an attempt to force the Department to let them establish their own independent records system. As a result of these stresses, the once well-organized and efficient records system is becoming disorganized and inefficient. The following brief review of the overall system will present many of the changes that have occurred and illustrate the need for immediate action to correct the situation.

II. PRESENT SYSTEM

The Malden Police Department's rules and regulations establishes a Bureau of Records and precisely defines the basic responsibilities of this unit.¹ Section 2 of Chapter XXI indicates that the Bureau of Records shall perform the following records duties:

1. Maintain uniform records.
2. Act as clearing house for police information.
3. Make available information concerning records to properly authorized persons.
4. Check and file reports from pawn brokers.
5. Process all incoming mail.
6. Assign personnel and maintain sick records.
7. Compile garage and motor vehicle cost records.
8. Maintain custody of all lost, stolen, and abandoned property.
9. Maintain control of all supplies used by the Department.
10. Maintain arrest records.
11. Issue firearms, bicycle, and other licenses issued by the Department.
12. Prepare monthly and annual reports on police activities.
13. Compile and submit reports required by state and federal agencies.
14. Tabulate statistical data contained in original police reports and make statistical studies and reports.

Other sections of the rule book assign additional responsibilities to the Bureau of Records. They include the following:

¹ Chapter XXI, Bureau of Records, pp. 49-52.

- Section 6. "The Commanding Officer in charge of the Bureau of Records shall have general charge and custody of all money or other property alleged to have been feloniously obtained, or which shall have been lost or abandoned and thereafter taken into custody by any member of the Department, or which shall have been taken from any person arrested for any cause, except as herein otherwise provided and shall deal with all such property and its proceeds in the manner provided by law (see Lost, Stolen, or Abandoned Property)."
- Section 7. "No property of the Department shall be sold, given away, destroyed, or otherwise disposed of except under authority of the commissioner and the proceeds of any sale shall be turned over to the City Treasurer."
- Section 8. "The Bureau of Records shall maintain a file containing the names, addresses, and telephone numbers, if any, of all members of the Department."
- Section 9. "All records filed headquarters, in any of its offices or bureaus, are department records, and commanding officers shall see that no person, without authority, has access to any of these records, and that no one shall give out or permit to be given out a record, or make a transcription from a record, except those who are authorized so to do."
- Section 10. "No erasures shall be made in any books, reports, or documents connected with the duties of the Department. If any error shall be discovered, an ink line shall be drawn through such part of the original entry as is in error, and the correction made above, and the person making the correction shall initial the same."
- Section 11. "No purchase or agreements to purchase shall be made by anyone in the Department except the Commissioner, Chief, or commanding officer in charge of the Bureau of Records."
- Section 12. "All communications or official papers received and required to be kept shall be carefully preserved, filed, and indexed. Copies shall be made of all official communications sent from the Department."

Chapter XXVII, Lost, Stolen, Abandoned, or Other Property Coming into the Possession of the Police, outlines the procedure that is to be followed after an officer comes into possession of property which is not in the possession of its rightful owner. It states:

"All lost, stolen, or abandoned property or other property coming into the possession of any police officer by virtue of his office shall be by him carefully marked for the purpose of identification, and delivered to his commanding officer who shall deliver the same to the Bureau of Records. The officer into whose possession has come such property shall make a report which shall contain the time and place where it was obtained and a complete description of the property."

Other sections of the rules deal with the responsibilities of other units and department employees in the area of records keeping. Although it is always unfair to make a blanket criticism of a large group of people, in this instance it is safe to say that by and large the rules are being ignored. The current organization chart indicates that the records functions have been decentralized to some extent. The review of the operation verifies this observation. The basic records of the Department are kept in one room of the police building; however, the Inspector's Office has gradually begun to develop its own records. The Dispatcher has duplicate records in several areas. And, the property management responsibility of the Bureau of Records has been decentralized to the individual officers. Even narcotics are kept in unlocked file cabinets in the Inspector's Office. Therefore, the departmental rules and regulations book cannot be used as a source of authority concerning Malden police records procedures. This book should be revised to ensure that the rules and practices are consistent.

Organization

There is no concise description of the current informational activities of the Malden Police Department.

The dispatching personnel are assigned to the Patrol Division. The dispatchers are responsible to the various shift lieutenants. Dispatchers are uniform patrolmen first and dispatchers secondarily. Each relief has a patrolman who is normally assigned to the communications desk, and this officer is relieved by uniform street officers when he is on a day off or lunch break.

The central police Bureau of Records is across the hall, at the opposite end of the building from the communications room. This unit is technically under the command of a captain. It is staffed by five full-time people. It is only open five days a week from approximately 8:00 a.m. to 5:00 p.m.; however, the Patrol Division lieutenants have a key to the records room that they can use in an emergency to get into the records room and help themselves to the information they need. The central records room contains (1) officer reports, (2) accident reports, (3) identification files, (4) pawn shop files,² (5) officer log book files, and (6) approximately 17 separate index files. In addition, small items of property that have been recovered by Malden police officers are located in the room.

The personnel of the Inspector's Office have stopped utilizing the Identification File System that is housed in central records, and they have developed their own duplicative system. This unit also has its own case and evidence files. Several of the officers are also attempting to establish a makeshift M.O. file, which they alone would be able to utilize. All of these records and files have been developed without any coordination with the Department's Central Records Bureau.

² It should be noted, however, that the identification and pawn shop files have not been updated in several years.

The informational services of the Malden Police Department are under the control of several different commanders. This situation causes problems in the areas of (1) control, (2) security, (3) efficiency, and (4) accessibility of information. Most police authorities contend that these problems can be alleviated by consolidating all informational services in one unit which is staffed and open to all departmental personnel around the clock.

Complaint and Report Processing

All telephone calls for the Police Department come into a switchboard which is operated by the police dispatcher. Those calls for specific people and offices are transferred to the appropriate extension. Citizens with complaints and requests for police services are answered by the dispatcher or transferred to the patrol supervisor who is on the police desk.

Theoretically, all telephone calls answered by the dispatcher are recorded on the "Record of Telephone Calls"; however, in reality, many calls are not recorded. When an officer is dispatched, the Dispatcher makes an appropriate descriptive entry on the radio "Log of Station K.C.A. 854."

Field officers who respond to citizen requests exercise limited discretion concerning whether or not they will initiate a report. In nearly all instances where a situation of any significant degree has occurred, the officer dispatched or arriving on the scene prepares either a "Malden Police Department Report" or a Massachusetts "Police Report of Motor Vehicle Accident."

The "Malden Police Department Report" is an open form that is used for reporting any type of incident, from a barking dog complaint to an arrest. This form provides the general complaint reports of the Department. These reports along with the "Police Report of Motor Vehicle Accident" are reviewed by the shift commander and placed in a report box at the shift commander's desk.

Early each morning a member of the Bureau of Records picks up all reports from the preceding 24 hours that are in the report box. This records clerk takes the reports to the central records room, and hand stamps the reports in each category in numerical sequence. Each report receives its own individual complaint number with the numbers corresponding to the chronological order of the report placement in the report box. After the numbering is completed, photocopies of the "Reports" are made and placed on the Records Bureau counter for review by the department commanders and inspectors, and the original reports are given to the Index Clerk.

The Index Clerk is responsible for preparing approximately 17 separate indexes, including:

1. Damaged Property/Gangs/Street Lights.
2. Miscellaneous.
3. Sex/Prowlers.
4. Barking Dogs.
5. Lost/Killed/Shot/Found Dogs.
6. Property: Stolen/Recovered.

7. Bomb Threats.
8. Dog Restraining Orders.
9. Disturbances/Assaults.
10. Open Buildings/Alarms.
11. Sudden Deaths/Suicides.
12. Vacant Houses.
13. Fire/Fire Alarms.
14. Stolen Auto Tags.
15. Stolen Autos.
16. Towed Autos.
17. Accident.

The complaint index card is a 3 x 5 blank card. These cards are initiated on each person and business listed in the officer's report. Each card contains (1) the name of the individual or firm, (2) address of person or incident, (3) date of incident, (4) complaint number of case, (5) summary of incident or type of crime, and (6) name of officer, who initiated the report.

Prior to initiating index cards on the accident reports, the Index Clerk transfers basic information from the accident reports to a Malden police report form. This report form is eventually filed in the appropriate space in the complaint file in place of the actual accident report, and the accident report itself eventually goes to the accident report processing officer for final processing.

Accident index cards are made out on each person whose name appears on a police accident report. The number of the accident report from which the name was taken is recorded on each accident index card. The cards are filed in alphabetical order in the appropriate file.

Once the index cards have been typed and filed, the accident reports are sent to the accident report officer who continues the processing. He prepares or accounts for (1) face sheet, (2) officer's report, and (3) citizen report. Based on the data on the reports, he prepares summaries for national and local statistical reports. Finally, he summarizes the accidents in a continuous street file and files the completed accident folders in the accident case file by the location where the accident occurred.

The other police "Reports" are returned to the police officer who is responsible for preparing the final summary reports and filing the originals. This officer tabulates the data for the Department's annual report and the Uniform Crime Report. The "Reports" are hole-punched and placed on a post binder in numerical order. When one post binder is filled, it is stacked on the binder of case reports that preceded it.

If further information that is related to a Malden police case appears, it is assigned the same case number and fastened to the appropriate case report. In some instances, the follow-up material on a case report becomes very voluminous and a separate case folder is developed. When this happens, the case is assigned the *Identification Number* of the suspect and filed in an identification folder in the I.D. file.³ This practice has resulted in the I.D. file becoming a catch-all case file. All cases and materials that have been to superior court are eventually filed by the arrestee's identification number and filed in the I.D. file.

³ This practice seems to be the result of a lack of understanding of the identification file purpose. Apparently the officer who was responsible for this file retired a few years ago, and the remaining clerks did not use the file properly.

This file is indexed by an arrest index (some people referred to it as the Master Name File) which consists of 3 x 5 name cards with reference to the specific I.D. number.

Arrest Procedure

An arrest initiated by a Malden police officer follows a fairly simple procedure. The arrestee is brought to the police building and is taken to the desk lieutenant or sergeant who enters the appropriate information into the arrest log book. The officer and the dispatcher prepare the actual arrest report.

The arrest log and the arrest report are picked up by the records section each weekday. A records clerk uses these documents to prepare a court report and the appropriate index cards. The actual arrest report then goes to the court where it is heard and decided by a judge or jury. The disposition of the case is recorded on the court report and this document is returned to the records section.

The disposition of the arrest is entered on the (1) arrest log and (2) arrest index card (MNI). The case report is then filed.

Desk Records

The main complaint desk is manned by a lieutenant or sergeant on each shift. The person on duty at this position has a variety of records functions. When an arrest is made, he records the appropriate information in the arrest log book. He codes each report by its approximate Uniform Crime Report classification and organizes all of the reports from his shift for daily pickups by the records section.

The officer in this position maintains a desk journal which contains data concerning:

1. Officers off on sick time.
2. Outside details available.
3. People returning from sick leaves.
4. Court cases to be held on that day.
5. People off duty on compensatory, vacation, or makeup holidays.
6. Officers on duty.
7. People who are working at private guard jobs.

The late shift lieutenant also supervises and assists the dispatcher in the preparation of the court sheet. This report reflects the cases and officers who are scheduled for court each day. After court each day, the departmental prosecutor enters continuation dates and dispositions on the court sheet and it is returned to the Shift Commander.

Property Records

Recovered, evidence, and prisoner property is not processed in a systematic fashion. Prisoner property is usually placed in a property envelope and placed in the drawer of the complaint desk. Larger items are locked into a gun locker behind the desk. The property envelope serves as the only available record on this property.

Property that is recovered or evidence of a large size is handled by the police officer responsible for the case. The officer's report form is used to document this type of property, and the officer stores it wherever he can find a place that he considers appropriate. Many of the large items are stored in an old cellblock area, a large number of items are stored in the records section, some narcotics are stored in the Inspector's Office, and other property was reported to be under the control of individual officers in such areas as automobile trunks and their own homes.

Records Maintained by Dispatchers

The communications officer (dispatcher) maintains a number of records and files. Nearly all of the indexes kept at the dispatch desk duplicate the records section indexes. The dispatch records files include:

1. *Warrants*. The dispatcher maintains both the warrants and an alphabetic 3 x 5 card file on all warrants.
2. *Stolen Autos*. The dispatcher normally completes a "Stolen and Recovered M/V" form. He also initiates a 3 x 5 index card which is filed by license number.
3. *Stolen License Plates*. This file is identical to the stolen auto file.
4. *Missing Persons*. Index cards are made by the dispatcher on all persons reported as missing and filed in a missing persons index at the communications desk.

Many of the reports are taken by the communications officer via telephone rather than by a field officer. All teletype messages are prepared and sent by this position. Teletype messages are normally attached to the reports to which they are related.

Inspector's Office Records

Although there is an exception or two, the basic records keeping performed by the Inspector's Office is best characterized as chaotic and woefully inadequate. The commanders of the Inspector's Office decide the cases that will receive a high priority and which cases will not be investigated. The cases to be investigated are assigned orally to the officers and no record of assignment is made.

Once an officer is assigned a case, he decides whether or not to initiate a case folder and if he initiates a folder, he has complete discretion concerning the material which will be recorded in the file.

The case (crime) file is supposed to contain all cases being investigated by the inspectors; however, such is not the situation. The individual folders, if they in fact exist, are in the possession of the individual officers. No records are maintained on who has what file. The crime file is arranged in alphabetical order by either the name of a suspect, or the name of someone involved in the case.

Once the investigation is completed and the evidence is sufficient to merit prosecution, the case is transferred from the "crime" file to the "court" file. This file is also arranged in alphabetical order. When the prosecution related to a case is completed, the folder is supposed to be returned to the central records section. However, it frequently is not. The records system is inadequate to ensure that the investigative record eventually gets into the main records system where it will be available to all members of the Department.

The Inspector's Office also maintains an identification file; however, this file duplicates the identification file located in the central records section. This duplicate system no doubt explains why the central identification system has fallen into disuse.

In general, the records procedures and files of the Inspector's Office are inadequate, dysfunctional, and inefficiently maintained. They are not functional and they reduce the overall efficiency of the Department. It would be a wise move to place the Inspector's records back under the control of the central records section. The officers of this unit should be expected to comply with the same records-keeping standards and procedures of all other departmental employees, and the information they accumulate should be readily accessible by all employees who have a need to obtain the information.

Summary of General Problems

The major informational weaknesses which the Malden Police Department should address are as follows:

1. Absence of overall coordination of records keeping and communications between the units of the Department and a lack of uniform procedures.
2. Inefficient organization of police communications. This is reflected in an absence of security and control of information, a duplication of records within the Department, the excessive number of personnel required to operate communications and records systems, inaccessibility of information contained in department records to many police officers during certain times of the day, and delays in retrieval of information stored in the records.
3. Lack of training for people who are assigned to supervise and operate the Department's communications and records systems.
4. Inefficient procedures for controlling and handling the reports that are generated. The procedural manual is not followed in the processing of records.
5. Inadequate materials, supplies, and equipment to establish or maintain a sound basic records and communications system.

6. Retention and destruction schedules are practically nonexistent here as in most police agencies. Even though microfilming could greatly reduce volume and increase the security of records, it is seldom utilized.

Many people feel that in order to have a "quality" information system, it must be complex and expensive. This perception is inaccurate; in fact, the most useful basic system for the Malden Police Department is simpler and less expensive than the continued disorganized growth of the system developed in response to the pressures and whims of the various sections of the Department.

III. RECOMMENDED REORGANIZATION

A police communications and records system should be organized and physically arranged to satisfy the continuing needs of the Department's line personnel, who are performing in the field, and its staff personnel in their planning, administrative, and support roles. Although the scope and nature of a Department's responsibilities and the extensiveness of its work load will influence the type of forms and recording techniques it utilizes, the basic features of a sound police records system are always the same. In other words, police personnel do not have to worry about wasting money on redesigning their basic system in the face of the prospective computerization of their information, because a sound basic system will be necessary to the effective use of computerized dispatching or electronic data processing.

In order to correct the problems of the current Malden police records arrangement, it will be necessary to implement the following recommendations:

1. **All communications (dispatching) and records personnel should be organized in a single, integrated Information Services Unit.** Both dispatchers and records clerks should be placed in this unit.
2. **One manager (either a civilian or a sworn officer of the rank of lieutenant) should be assigned the responsibility and authority for organizing the Information Services Unit; establishing the appropriate forms, files, and procedures, and supervising the operation; and maintaining the security, control, and integrity of all Malden police records.** Subject to the direction of the Chief, this commander should be responsible for all the Department's records. No other section or person should be authorized to adopt a record form or a records-keeping procedure without his expressed approval. This person should be responsible for the general functional supervision of records rules and the periodic staff inspection of the Department's records activities to ensure that all officers and units are meeting quality standards.
3. **The case (or complaint) numbering function should be assigned to the dispatcher to ensure that every police activity will be recorded in the police files.** Every officer action of significance should be recorded on a police case or accident report. The dispatcher should notify the officer dispatched to handle a situation of the case number assigned to the incident or request. Any officer (uniform or plain clothes) initiating an action on his own **must** request a case number from the dispatcher. This system will ensure that all significant police responses and actions will be reflected in

Malden police reports and files. It will give the basis for a sound control and accounting system. All police officers, including commanders, supervisors, inspectors, and field patrolmen, will obtain case numbers for and turn in copies of reports which they initiate. These reports will be processed and stored in numerical order in the Information Services Unit.

4. **The Information Services Unit should prepare a "Communications and Records Manual" which explains the reporting system, techniques, and procedures utilized by the Department.** This manual should be reviewed and evaluated by departmental personnel before it is implemented by the Chief. However, once it has been approved and implemented, all police employees should be held responsible for complying with it.
5. **A sufficient number of new filing cabinets and index files should be purchased to provide adequate space for all police records.** The use of post binders for storing all case reports should be discontinued. Regular metal cabinets designed to hold 8½ x 11 forms should be purchased. The case and accident reports should be filed by number order of case numbers and filed in hanging folders. Cases should be tabbed in 15 to 25 case blocks. All cases and accidents should be placed in these files. Three by five indexes should be established for access to the case file. The Master Name Index should contain a 3 x 5 card on every name listed in Malden police reports, along with the case number of the report on which the name is contained.
6. **The Information Services Unit should be manned 24 hours a day to facilitate the ability of the organization to immediately provide all Malden police officers with necessary information that is contained in departmental records.** This means that the records must be organized, so that the dispatcher has immediate access to them 24 hours a day. There are two ways to provide such an arrangement: (1) relocate the files where the dispatcher can search them without leaving his position at the communications board, or (2) put a direct communications link between the dispatcher and the records area and man the records section 24 hours a day.
7. **Redesign the floor plan of communications and records and the physical location of communications equipment and personnel; and the layout of files and data processing terminals and equipment should minimize the time needed to perform activities,**

avoid unproductive efforts, and increase the speed of information flow, minimize the communications links in the information flow, and minimize the personnel needed to operate the system.

8. **Standardize report preparation and processing procedures to ensure supervisory review of reports, appropriate indexing, speedy distribution of copies to follow-up units, tabulation of statistics, and accurate filing of reports.** These procedures must ensure that efficient use is made of manpower, which means that they should be designed to take advantage of light work periods such as late night and early morning hours that are normally not busy. Follow-up units such as the Inspector's Office should be able to receive copies of reports without delay.
9. **A new set of report forms should be implemented.** The existing report forms are both insufficient and inappropriate for obtaining the information which the Department needs to make management decisions and to achieve its operational goals.
10. **Personnel assigned to the new Information Services Unit should be specifically selected and trained to perform the communications and records-keeping functions.** The current practice is to provide communications and records personnel with on-the-job training. This approach is inadequate to provide people with the competence they need to man the new system. Dispatchers must be able to converse coolly and courteously with citizens who call the Police Department. All Information Services employees must understand all of the Unit's jobs so they can assist other members of the Unit. Therefore, people in this unit must possess the appropriate knowledge and skills to perform efficiently.
11. **Plans and procedures for forms control, records retention, and records destruction should be established.** These plans should meet the needs of the Department and be consistent with state and local laws and regulations.

Organization

Police communications (i.e., dispatching, teletype, and complaint desk) and records should be organized under the control of one person and placed in a centralized location within the police facilities. The communications center should be equipped with sufficient telephone lines to ensure citizens needing help speedy telephone access to the Department. It should also be conspicuously located near the entrance of the police building to assist walk-in citizens who wish police action.

For Malden, the physical layout of the police building should be such that the communications operation serves as the hub of the Department. The design of the Malden police facilities can be such that the entire inside police operation can be run by one dispatcher during slow periods. This would involve placing the records file in or near the dispatch area and the property room adjacent to the dispatcher. The Malden Police Department should physically integrate communications and records within the same area. Dispatchers should be trained and at times used as records clerks, thereby increasing the speed with which field officers can receive information via the radio or telephone. This arrangement will also increase efficiency by giving the dispatcher records processing and filing functions to perform during slow periods.

The Manager of the Information Services Unit should provide supervision for the personnel assigned to these staff functions during the day, and during the evening and night shifts this supervisory responsibility should fall to the ranking field commander.

Insofar as possible, the communications console should be located near the operational records files. Access to communications and records operations should be strictly limited to on-duty employees who work in the Information Services Unit. Dutch doors and public counters should be arranged to keep unauthorized persons from having access to the files or records.

An evidence room should also be located within the same area as the records room, although larger items such as bicycles can be tagged, logged, and then stored in a secured room elsewhere in the police building. Evidence cabinets with locks for security should be built to enable officers to temporarily deposit items securely.

A security box with a slot for depositing keys from evidence cabinets should be established, and the Director of Communications and Records should retain the key to this security box. This arrangement will make it possible to hold Information Services personnel responsible for the preservation of evidence and property that come into the custody of the Police Department. (See Property Control Records Section for further details.)

The Communications Unit should consist of sufficient personnel to perform all necessary communications and records functions 24 hours a day, seven days a week. As a general rule, five persons are needed to man one full-time position 24 hours a day; therefore, for each 24-hour dispatcher or records position, the agency must pay five employees. These dispatchers may be either sworn personnel or nonsworn personnel. It is essential that they be well-trained in receiving information and requests for service from the public and dispatching the appropriate departmental personnel as well as proficient in the operation and procedures of the basic operational records system.

When no clerical personnel are available, dispatchers can be responsible for maintaining the records files and retrieving essential information for those people with the need and authority to know. This means that even though the primary responsibility for maintaining the files and retrieving information from them rests with clerical personnel, the dispatchers also will perform filing and retrieval functions.

Since the dispatchers will be responsible for both the communications and records functions during the light work load periods, the clerical personnel should be assigned to work during the day and evening when the records and filing work loads are the heaviest.

The Director of Communications and Records should work during the day when there will be the most need for his presence.

The records area should be closed to citizens who request information when there are no clerical personnel on duty. During the times when clerical personnel are available, they should assist citizens and agencies who call or come to the main desk seeking information.

The police telephone system should be redesigned so that there are at least two types of numbers that can be used to contact the Police Department—an administrative number(s) and an emergency or request for services number(s). The administrative number(s) can be used by those who simply seek information or who want to contact someone in the police headquarters. This number(s) should be manned by a receptionist or secretary rather than the dispatcher during business hours. The emergency or request for services number(s) should be connected directly to the dispatcher for use by those persons who are interested in requesting routine and emergency assistance from the operational personnel of the Department. This arrangement should relieve the dispatchers of a large volume of the calls which they would otherwise receive.

Dispatching Responsibilities

In the past, the dispatching responsibility has been viewed as a necessary evil rather than a vital hub of departmental activity. Dispatching should be done by highly articulate police officers or capable civilians who are specifically hired for this task.

The dispatcher will serve three purposes:

1. Receipt of citizens' complaints and requests for police services.
2. Communication of appropriate operational information to field officers.
3. Initiation of basic control records.

A single dispatcher should have responsibility for an incident from receipt of a citizen complaint or request through the assignment of an officer and the clearance of the dispatched officer after handling the situation. This will place the responsibility for the efficient assignment of each call for police assistance. Mistakes, forgotten assignments, and lapses of memory will be pinpointed and usually good work (as well as bad) becomes apparent. The only exception to this requirement will be at the change-of-watch and lunch relief times when a dispatcher has to be absent for a period of time and he is formally relieved of his responsibility.

A telephone survey should be conducted to establish an appropriate number of lines into the dispatch room. An arrangement should be established with the telephone company so that when the lines to the police dispatcher are busy or when the dispatcher is busy and cannot answer a telephone (as indicated by an excessive number of rings) the company's operator will automatically intercede and advise the caller that the Police

Department is busy handling calls and suggest that they hold until the dispatcher is free or return the call. If the operator determines that the caller has an emergency that must receive immediate police attention, it should be called to the attention of the dispatcher via an interruption on the line that is busy or on an emergency line that is established for that purpose.

Dispatchers on duty are responsible to the Manager of the Information Services Unit for the proper execution of his duties and responsibilities. During the absence of the Manager, the dispatcher should exercise authority commensurate with this responsibility and be accountable to an appropriate field commander. The precise procedures of the dispatcher should be recorded in a "Communication and Records Manual." These procedures should be followed unless the appropriate commander gives permission to depart from them. When issuing an order or assigning a field unit to answer a call, the dispatcher is acting directly for the Chief of Police; therefore, the authority of any assignment made by the dispatcher in the proper course of his duty has no direct relationship to his rank.

Every dispatcher should be given training prior to assuming his responsibilities. This training should stress telephone courtesy as well as dispatching and records-keeping duties. Dispatchers need to be indoctrinated to the fact that when answering the telephone they will always say, "City Police, may I help you please?" The entire Department is often judged by the courtesy used in answering the telephone call. It is also important that dispatchers be taught to exert every effort to satisfy the needs of citizens requesting service, assistance, or information. They should be expected to explain any jurisdictional problems that prohibit the Police Department from responding to requests. When possible, they should accept information from citizens and notify the appropriate agency or department to solve citizen problems.

One of the most important activities of the dispatcher is maintaining the control record of the entire records system—the Complaint Card (see forms section). This card is used to insure that no complaint or request for service goes unanswered. If properly filled out, it contains information that is valuable to administrative decision making. To ensure adequate control over field reporting, every Complaint Card should be pre-numbered, and each call that a police officer (for example, patrolman, investigator, traffic specialist, or crime prevention officer) is dispatched on should be given the complaint number at the time of dispatch. The field officer is required to submit a report concerning every call he handles. (This procedure will be discussed later.)

If the preceding procedure is followed, the dispatcher will not be required to maintain a radio log of all radio broadcasts.⁴ The reason for this is obvious—the information will be recorded on each Complaint Card. In addition, the tape recording system can be maintained. This tape will not only provide a record of the communication that occur, it will also provide useful information for developing dispatcher training programs.

When no other Communications and Records employees are on duty, the dispatcher on duty will be expected to make searches of the files and enter messages into the NCIC system in response to the requests of field officers.

⁴ FCC regulations have been modified to permit dispatchers to sign in when they assume the dispatching responsibilities and out when they turn the radio over to another person. (Section 89.175, 28 F.R. 14110 [1963]. A message by message log is no longer needed.)

Record Clerk Responsibilities

Persons who are assigned to the records-keeping and processing functions should be thoroughly trained in police records arrangements. Records clerks should be expected to perform the following responsibilities:

1. **Public Assistance and Information Services.** Man the police information desk and assist the public by answering their questions, providing necessary aid, accepting walk-in complaints, and processing any case requiring a police report. (If the case can be completed by the records clerk, it should be, but in some cases a patrol officer should be requested to meet the complainant at the scene.) Maintain a Department Daily Bulletin. Provide assistance to dispatchers when needed. (Records function should be performed by the dispatcher when clerks are not on duty.)
2. **Arrest and Personal Identification Records.** Maintain all identification and arrest records, central arrest ledger, identification number ledger, fingerprint files, photograph files, criminal history file, and warrant register. Also responsible for interpretation and classification of fingerprints, developing and printing of photographs, processing and distribution of wanted notices and bulletins, updating of records involved with court dispositions (from information received from courts, court documents, and correspondence). Assist other records and dispatching personnel, assist field officers with bookings when necessary or assigned, and maintain information desk operations.
3. **Record and Distribute Copies of Preliminary Reports.** Review all reports to insure a case report on each Complaint Card and record on case log. Log all cases on complaint log. Separate preliminary investigative reports and distribute copies to the appropriate units. Maintain follow-up, tickler files.
4. **Indexing and Information Retrieval (Includes all Indexes).** Obtain and properly file all entries for Master Name Index; provide basic report reference index service to other records personnel and officers; prepare additional entries from reports when initial distribution does not provide all names found in a specific report; maintain and update all indexes; perform other duties associated with the indexing process. Assist other personnel in filing and updating existing files; prepare information for summaries; proofread, code, and keypunch; provide assistance to citizens making inquiries of the Department and provide information service to police officers when work load permits or requires; and relieve other employees as directed.

5. **Office and Stenographic Services.** When assigned, provide typing and stenographic services to other personnel of the Department; provide secretarial services to the Director of Staff Services; provide mechanical and other duplication or reproduction of reports, files, and other items; perform proofreading, chart, and graph preparation and reproduction; and provide other office services as directed. Assist other records personnel in filing, indexing, and information retrieval.
6. **Preparation of Summary Reports.** Tabulate and record all activity information for the UCR and periodic routine activity reports. Prepare special administrative reports when so directed.

Control Functions of Dispatchers and Clerks

Control is an important aspect of the duties of the Information Services personnel. The complaint number is the basic control item for police records. No dispatch is to be made without a complaint number being assigned, and no case records are to be initiated without a complaint number. After a case folder has been developed and filed, it is not to be removed from the file cabinet unless a record is made of who removed it, why it was removed, and the time and date it was removed. Compliance with these requirements will insure the control necessary to account for the recording and maintenance of all police activities and records. The adequacy of the police information services in Malden is dependent on the way the dispatch and clerical personnel carry out their basic control functions.

IV. FILES, FORMS, AND PROCEDURES

The best police reports are worthless if they cannot be quickly retrieved when they are needed. The police filing system determines the effectiveness of its records. A good system will reduce expense, labor, and worry. Therefore, filing is the first area which should receive attention.

Filing Systems

There are four basic filing methods which are commonly used by a police department. They are (1) alphabetic, (2) numeric, (3) geographic, and (4) subject matter files. Each of these methods deserve a brief explanation.

1. **Alphabetic Filing.** Its main disadvantages are:
 - (a) It does not facilitate accountability for reports.
 - (b) It makes retention and destruction schedules difficult.
 - (c) It requires elaborate cross-filing.

The alphabetic filing method is used by police departments primarily for indexes.

2. **Numeric Filing.** This method involves numbering each document to be filed and ordering the documents by sequential order. It is normally combined with indexes for the location of specific items and information contained within it. It facilitates the grouping of related materials, and the development of retention and destruction schedules. This filing method is recommended for case, arrest, and identification records and reports in Malden.
3. **Geographic File.** The geographic filing method groups material by location such as states, counties, cities, or streets. The names of the locations are ordered alphabetically and the material related to each location ordered by alphabetic or numerical order. It is most frequently used by police for traffic accident indexes. It does not facilitate destruction schedules nor ease of retrieval.
4. **Subject Matter Filing.** This method involves grouping material related to subject matter and arranging the topics in alphabetic order. It is used for crime indexes and lost or stolen property. It necessitates elaborate cross-indexing, does not facilitate easy retrieval, and is not susceptible to systematic destruction.

The filing method most useful to police departments and, therefore, most widely utilized is numeric filing. It is recommended that Malden police records be reorganized to establish three numerical files: (1) case files, (2) arrest files, and (3) identification files.

Case Files

The documentation and reports on situations handled by the Malden Police Department must be filed by a method which will facilitate accountability, retrieval of information, and destruction schedules. Therefore, the police case files are currently based on the numerical filing method; however, as previously indicated, the control over this system is weak because the case number is assigned after the reports are received in the records section. Complaint or case numbers should be assigned by use of a complaint or dispatch card at the time of dispatch. All reports related to each situation encountered by the Police Department, including follow-up investigation reports, should be given the same case number and filed in the case folder. The current method of using a post binder for case reports complicates the filing of follow-up reports; therefore, a case file should be established in file cabinets. Index files (e.g., Master Name files, crime files, and location files) should be used to facilitate the retrieval of specific cases. The cases themselves should be filed in numerical order by complaint numbers.

This system has the following advantages:

1. It affords control by ensuring that each situation reported to a dispatcher will be entered in the police records system. No case can be dropped or removed from the records system without being detected (e.g., there will be no file or case report for the number).
2. It facilitates multiple indexing so one copy of material can be located by any of a variety of different bits of information (e.g., witnesses, participants, type of incident, date of incident, location of incident, etc.).
3. It groups all materials related to each individual situation or incident and makes its retrieval simple.
4. It facilitates a simple destruction procedure because all cases are in chronological order of occurrence.

Arrest File

Every person who is arrested or cited by the police should be logged in a permanent record. Each arrest must be controlled by a permanently assigned number. Audit responsibility for the arrest numbering system lies not only with the police agency, but also with the State.

The arrest number is obtained when the arresting officer enters the arrested person's name, identifying data, and charge in the bound arrest book or docket. However, the arrest number could be assigned by the dispatcher or records unit. In any event, the name of every arrested or cited person must be permanently recorded in the docket without delay.

The arrest number must be recorded on the arrest or custody report to which it relates. Each time a person is arrested, he will receive a new number. Each arrest number which a person receives should be recorded under the arrestee's name in the Master Name Index files.

This arrest number file is for the protection of citizens. It insures that no person can be held illegally without the detention being detected.

The Master Name Index should reflect both the complaint numbers and the arrest numbers of people who have contact with the police.

Identification File

Anytime an arrestee is photographed or fingerprinted, it is necessary to develop a folder containing any identification information which has been developed. In order to reduce the work involved in duplicating a new identification folder each time new information about a person is obtained or a person is re-arrested, and to establish an efficient destruction system for identification records, identification records should be organized and filed numerically.

An identification number is issued from an identification ledger for each person who is fingerprinted or photographed. An individual should have only one identification number, regardless of the number of times he has been arrested. All fingerprints and mug shots should be identified with the identification number of the person from whom they were taken.

The identification records of each individual should be grouped around the person's identification number. Any requests for records information and copies of the responses should also be filed with the person's identification records.

The individual identification records should be filed in numerical order by the identification numbers. Retrieval of these records is made possible by the Master Name Index file. This means that the identification number must be recorded on the appropriate Master Name Index card.

Since the identification number is personalized for each individual, and stays with him a lifetime, it provides an effective personal history file on each individual and makes subsequent searches easier.

As indicated in the previous section, the Malden Police Department currently has an identification system in the main records room. However, the appropriate identification records have not been entered in the system for several years, and the system is no longer used. Sometime in recent years, the I.D. file has been changed to a storage place for major cases when the follow-up or investigators have produced a bulky file folder. Since the cases are maintained on a post binder file, the bulky folders cannot be placed in the case file. Therefore, the practice of giving the case an identification number and placing them in what was once an efficient identification file has developed.

This practice of using the identification file to house complex case folders, plus the inherent desire of investigators to have their own personal records on criminals, has resulted in the Inspector's Office establishing a makeshift identification file containing fingerprints and photographs of persons arrested for serious crimes. The photographs and fingerprints on each person are assigned numbers from a bound pre-numbered log book and filed in numerical order. The person's name and other identification data are recorded in the log book beside the number assigned to the photos.

The log book, which serves as an index, is maintained by one of the officers assigned to the Inspector's Office. If someone requests identification records on a specific person, an inspector must go through the entire book, checking each and every name, to determine if the records are in file.

This is an unusually inefficient practice and it should be discontinued. All identification records should be maintained in central records where they will be available to all members of the Department around the clock. The original identification file should be reactivated and cross-indexed and in the Master Name Index file.

Indexing Case, Arrest, and Identification Files

As previously mentioned, the basic unifying index for police records is the Master Name Index. Each Master Name Index card should contain the appropriate complaint numbers, arrest numbers, and identification number for the person named on the card. However, the numeric filing system used for the case, arrest, and identification records facilitates an endless variety of additional indexes.

If manpower permits, the Department should consider instituting: (1) crime index, (2) incident location index, (3) stolen property index, and (4) accident location index. It appears that most of the currently maintained indexes are not used frequently enough to justify their costs; therefore, they should be selectively phased out.

Forms

The recording of data to be stored in the records system of a police department is facilitated by the use of standardized forms. Currently the forms utilized by the Malden Police Department are inadequate and the development of a new series of forms is essential to the improvement of the efficiency of the Malden Police Department. The forms which are needed include: (1) complaint (or dispatch) card, (2) daily activity report, (3) incident report, (4) accident report, (5) supplementary report, (6) arrest report, and (7) Master Name Index card (Appendix I).

Complaint Card

The Complaint Card is to be initiated by the dispatcher anytime a citizen requests police service or anytime a police officer handles a situation or incident. For maximum control, these cards are pre-numbered and they serve as control documents to ensure that field officers initiate all appropriate reports on each request for police service and situation requiring police action. All other documents related to a situation or incident are grouped around this case or complaint number in the case file.

Activity Report

The activity report should be maintained by each patrol, traffic, investigative, and juvenile officer while on duty. It is designed to provide a total accounting of the way each police officer spends his time. It provides one form for recording information concerning an officer's work, equipment, overtime, and comments about areas where there is no other form for the information. Information from this activity log can be used for administrative decisions related to manpower allocation, job descriptions, and equipment needs. In addition, it may provide information that is crucial to justifying manpower and budgetary requests.

Each officer should keep the log in such a manner that it will accurately reflect all his activities while on duty. Times and locations of dispatches, services rendered, buildings and businesses checked, reports written, case numbers used, etc., should be accurately recorded on this log. The officers and their supervisor should be held responsible for insuring the completeness and accuracy of the information contained on this form.

All sections of this report must be printed concisely and accurately in ink by ball point pen. The following information is to be recorded before the officer begins his daily duties:

1. **Name:** Name of ranking officer first. Name of second officer (if one) second.
2. **Assignment:** Patrol area or investigative assignment.
3. **Date:** Record day/month/year (e.g., 10/3/73 is the 10th of March, 1973).
4. **Shift Hours:** Use 24-hour clock to record the time (e.g., 0800 to 1600 means 8:00 a.m. to 4:00 p.m.).
5. **Portable Radio Number:** Record serial number of personal radio, if applicable. If no personal radio is checked out, write N/A (Not Applicable).
6. **Briefing Notes:** Record important information obtained during the briefing before assuming duty. The information recorded is at the discretion of the police unit.
7. **Vehicle Number:** The number of the vehicle used by the unit is to be recorded here.
8. **Starting Miles:** The odometer miles at the time the officer starts his tour should be recorded here before he starts his tour of duty.

During the officer's tour of duty, a running record should be maintained by each police unit. These activities should be recorded in the space marked "Description of Officer Activity."

The following guidelines apply to these entries:

1. **From:** The time the activity was started (e.g., 1400 for 2:00 p.m., 1530 for 3:30 p.m., etc.).
2. **To:** The time the activity was completed and a new activity started.
3. **Key:** This space is to code the activity. The code used is reflected in the summary section on the back of the report (e.g., Key 1 = patrol, Key 2 = desk duty, Key 3 = traffic enforcement, Key 4 = court time, etc.).
4. **Description of Activity:** A running account of all activity carried on by a police unit must be recorded under this category. This includes: (1) activities which are assigned to the unit by the dispatcher, (2) activities initiated by the unit (e.g., traffic citations, field interview, general patrol, door checks, etc.), (4) time spent on equipment repair, and (5) all other activities.

All of these activities taken together will total the amount of time each officer spends on duty. All complaint numbers, arrest numbers, and citation numbers have to be contained in this area.

The back of the report form contains spaces for summarizing the data recorded in the "Description of Officer Activity" section. The police officer summarizes his activities in the "Officer" column. The "Shift" column is to be completed only by the shift commander after he adds up all of the activities of his subordinates to determine how much work they did. This "Shift" column provides a complete summary of all the activities of each shift.

The left side of the page is designed to reflect the *total time* each unit spends on each activity and the total time worked. The specific activities are self-explanatory. Total time, required time, and total overtime should be recorded in the appropriate spaces.

The right side of the report should be devoted to the *total number* of activities performed by each police unit and the shift. The "Felony Arrest" and "Misdemeanor Arrest" should be further broken down into "On View" and "Not On View." "Accidents" must be broken down into total property damage (PD), personal injury (PI), and fatal (F) accidents. Each accident is recorded in only one category.

The ending miles and total miles must be recorded in the appropriate spaces.

Comments that officers wish to make related to their activities, equipment, or procedures should be entered in the "COMMENTS" space. This space should be used to call information to the attention of supervisors or higher level personnel, or to record information that may be important but not recorded elsewhere.

All in a police unit should sign in the "Signature" space. This signature is an acknowledgment of the accuracy of the information on the report.

The supervisor reviews each report and signs in the "Approved" space if he is confident of the completeness and accuracy of the information contained on the report. After the data are summarized, these reports are filed in a chronological file by date and time.

Incident Report

The incident report form should be used to record the actions, information, and investigations related to situations and incidents handled by patrol officers. These will normally include Part I through Part V police activities. Suspicious deaths, minor violations of ordinances, and noncriminal matters such as domestic disputes should also be reported on this form. The specific types of situations that should be reported on the incident report include:

1. **Crime against Property:** Any crime attempted or committed against property, including animals, except cases of strictly motor vehicle accidents. The major types of this category are:
 - a. Burglary — breaking and entering.
 - b. Larceny — theft — stolen bicycle.
 - c. Auto theft.
 - d. Fraud and embezzlement.
 - e. Destruction of property.
 - f. Recovery of stolen or abandoned autos and other property.
 - g. Other incidents involving property.
2. **Crime against Persons:** Any crime attempted or committed against the person. The major types of this category are:
 - a. Homicide — DOA's and other deaths excluding traffic.
 - b. Rape — forcible and statutory.
 - c. Robbery — armed and unarmed.
 - d. Assaults — all types.
 - e. Other sex offenses — exposure, molesting, peeping toms, lewd phone calls, etc.
 - f. Animal bites.

3. **Miscellaneous Activity:** This includes reporting of the following types of incidents:
- a. Investigation and activities at the scene of prowler calls.
 - b. Domestic, business, or neighborhood disturbances.
 - c. Hot rodders and other disturbances caused by motor vehicles.
 - d. Injuries not received by vehicle or assault (excluding traffic accidents).
 - e. Crime against public decency.
 - (1) Drunks.
 - (2) Vagrants.
 - (3) Others.
 - f. Report of activities as the back-up or assisting officer.
 - g. Reporting special information.
 - (1) Defective roadway.
 - (2) Traffic control devices.
 - (3) Others.
 - h. Juvenile cases
 - (1) Truancy.
 - (2) Dependency.
 - (3) Incurability.
 - (4) Violation of probation.
 - i. Contributing to or for delinquency.
 - j. Bigamy.
4. **Missing Persons:** This includes any complaint about missing persons including runaway juveniles.

Supplementary Report

In those instances where the incident report form is not sufficient for recording all of the information related to a case involving one of the preceding categories, the supplementary report form should be used and attached to the incident report. The supplementary report is to be used as a continuation report. It provides additional space to record further details of the investigation, evidence, names of witnesses, suspects, etc., which require more space than allocated on the incident report form. The supplementary report should also be used in follow-up investigation or to report additional information.

Accident Report

The motor vehicle accident report form will be utilized to record information about motor vehicle accidents which must be reported by law. This report is currently being used by the Department. Supplementary reports may be used for follow-up and additional information related to accidents. The accident report form is required by the Massachusetts Department of Motor Vehicles.

Accident reports should be assigned case numbers and filed with other incident reports in the case file. All names on accident reports should be recorded in the Master Name Index so that reports can be located. It is also good practice to have a geographic accident location index which will provide information concerning the locations where accidents occur.

Arrest Report

For the protection of police officers, a descriptive report should be initiated at the time of each arrest; therefore, an arrest report is a basic police document. This form contains information concerning the arrested person, the time, and location of the arrest and the circumstances of the incidents leading to the arrest. It should be initiated and signed by the arresting officer. An individual arrest report must be initiated on each person arrested.

The arrest report form should be used to record the information on any person (adult or juvenile) arrested or taken into custody of the police bureau for incarceration or safekeeping, with the exception of mental commitments which will be reported on the incident report form.

Persons arrested and released on a citation in lieu of custody are deemed to have been arrested, and should be reported on the arrest report form.

A separate report must be submitted for each person apprehended.

Adult Arrests:

The reporting officer will complete the top portion of the report in duplicate through number 38 and will furnish the duplicate copy to the patrol wagon or jail booking desk. The remainder of the report may then be completed at the reporting officer's convenience. Box number 47 (signature of private complainant) will be completed if appropriate.

Juvenile Custody:

The reporting officer will complete the arrest report in its entirety prior to delivering the juvenile to the holding authority. In the event the juvenile is released by the reporting officer to the custody of their parents, he may complete the report at his convenience. If the juvenile is detained in custody, the reporting officer will complete the arrest report, and deliver it to the detention authority. The original of his report will then be submitted through normal channels.

If the arrest report is related to and submitted as an accompanying report to an incident report, all information pertinent to the arrest will be reported on the incident report. It is not necessary to repeat the details of the arrest in the arrest report. If the arresting officer desires, he may enter a short re-cap of the facts surrounding the arrest on the arrest report.

Master Name Index Card

The Master Name Index (MNI) card should be initiated by records clerks prior to the filing of the case, arrest, and identification records. A MNI card will be prepared for each name appearing on any police record or report. The card specifies the case file number wherein the name is contained. It is essential for filing purposes that each card in the MNI file contain the complete, proper name of the subject, his date of birth, and the case number of the case in which the person was involved.

The MNI card should be maintained alphabetically and should contain the names of all persons and organizations recorded on police reports. This requirement will serve to identify the proper report in response to inquiries.

Report Processing

To guarantee the reporting of all police activities and the efficient processing of the reports and data, a police department must have appropriate guidelines which are conscientiously observed. These guidelines should be spelled out in the communications and records manual and they should be enforced by systematic monitoring of reporting and processing practices of departmental personnel. Without such controls police personnel probably will not accept changes in the existing communications and records, nor will they follow the exacting standards required by the new system.

The following is an outline of the responsibilities and activities of the various police employees if the previous recommendations are adopted. These duties should be stated with more precision in the Manual.

1. Dispatcher

- a. Receives requests for or notification of police action.
 - (1) Telephone.
 - (2) From citizen at desk.
 - (3) From field officer.
- b. Initiates pre-numbered complaint card.
 - (1) Fills card out as completely as possible.
 - (2) Assigns dispatch priority.
- c. Time stamps dispatch card to indicate time call was received.
- d. Dispatches appropriate person (patrolman, detective, traffic, etc.).

- (1) Communicates necessary information about case.
- (2) Communicates case number.

e. Stamps dispatch card with appropriate time.

- (1) Dispatch time.
- (2) Officer arrival time.
- (3) Officer in-service time (after officer completes assignment).

f. Returns dispatch cards to records clerk.

2. Field Officer

a. Maintains activity log.

- (1) Records miscellaneous information (e.g., name, vehicle number, radio number).
- (2) Records all his actions whether self-initiated or assigned.
- (3) Records case numbers and arrest numbers.
- (4) Completes summary of activity at end of each tour of duty.
- (5) Notes information about his activity or vehicle which should be recorded.

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 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.

3. Field Supervisor

- a. Collects all reports from his subordinates.
 - (1) Dispatch cards.
 - (2) Completed reports from his subordinates.
 - (3) Separate 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 entire shifts activities on his activity log (supervisor's totals go in "officer" column and total of all the employees working with him on his relief go in "shift" column).
- f. Compiles all reports that he and his subordinates have completed into an orderly collection and turns them over to his force commander.
- g. Separates case reports and activity reports.
- h. Accounts for all case reports by arranging them in sequential case number.
- i. Places complete reports of his subordinates in designated place for processing by records section.

4. Records Clerk

- a. Separates case and activity reports.
- b. Accounts for case reports by arranging them in numerical order.
- c. Logs all case reports by case number on the incident register.
- d. Logs arrest reports in arrest log by numerical order.
- e. Checks classification of reports.
- f. Prepares summary reports from case logs, activity reports, and arrest logs.

- g. Files activity reports in numerical (date) file.
- h. Separates reports and distributes for information and follow-up.
 - (1) Assigns an inspector number (I#) to cases assigned to the Inspector's Office for follow-up.
 - (2) Initiates tickler file for follow-up report (places 3 x 5 card with case number in date file 15 days ahead).
- i. Initiates Master Name Index (and other index cards) on each name carried on a record (those circled in red pencil).
- j. Files Master Name Index cards in indexing files.
- k. Places records into the case file in appropriate order.
- l. Retrieves information in response to requests from the Department personnel, other agencies, and citizens.
- m. Prepares copies of cases when they are needed.
- n. Microfilms and prepares records for destruction in accordance with the schedule.
- o. Checks follow-up tickler daily and ensures that follow-up reports are back from the Inspector's Office.

V. PROPERTY CONTROL RECORDS

Proper management of found, recovered, or seized property is one of the most critical responsibilities of a law enforcement agency. Suspicions or accusations of mismanagement of such property is extremely costly to professional standing as well as effective community relations, and must be avoided. A systematic procedure is necessary to insure absolute control and observance of legal requirements for disposal of evidence and property.

The definition of property as used in this section is meant to include:

1. Evidence.
2. Recovered property.
3. Found property.

In Malden, the system of property control is inadequate for police purposes. As previously described, the control of property is left primarily with individual officers, and storage is scattered throughout the building. This system should be reorganized.

Responsibility

It is recommended that a property officer or property clerk be immediately designated. This position may also be assigned other communications and records functions. This person should work the day shift for convenience of distribution of the property to its owners, for presentation of items of evidence to the courts, or other disposition of property as required by laws and good police procedures.

Security and Procedures

Lockers (2 x 2) should be provided to receive property during those hours the property officer is not on duty. The lockers should be of various sizes to permit placement of items normally found or seized, and they should be secured in such a way as to prohibit everyone except the property officer from having access after the evidence is deposited. This means that each locker must be secured by a locking device. The device may be as simple as a padlock which can be snapped shut when the property has been deposited. To provide chain of evidence, officers should be required to deposit the keys to locked evidence boxes in a secured deposit area which can only be opened by the property officer and perhaps one command officer. This arrangement will make it possible to prove that evidence has not been changed prior to court, and it will guarantee that all recovered property is accounted for.

Special arrangements must be made for storage of large quantities of property as well as large items as automobiles or bicycles, but the property records and security provided for the property must be no less specific and exacting.

All evidence needs to be marked for possible identification in court. In addition, all evidence or found property must be tagged upon deposit in evidence lockers. The tags should be pre-numbered and available at the holding lockers so the officer may select the next tag number in chronological order. Location of storage of the property, by identification tag number, should appear in the case report.

When depositing the property in the holding locker, a property control form should be initiated. This form should remain as a permanent record at least until all possible court action and potential appeals are final. The control form should be retained in a suitable binder to form a property log book.

Upon arrival for duty, the property officer should check the property holding lockers, inspect any property received for correct tagging, and initiate processing of evidence when so indicated.

When items are transferred to the property room, they should be placed in bags whenever practical. This prevents accidental loss of small items and makes retrieval easier. Clear plastic bags are ideal because of visibility. A property identification tag should be initiated and wired to the bag. If more than one bag is required, corresponding bags should carry the same tag number with statement, "this is one of X number."

The property room should have storage bins and shelves of sufficient size to hold most items recovered. These bins should be numbered in a manner corresponding with the property tags and property log book. This will permit ease of recovery of items, control over all property, and the development of retention schedules to ensure systematic disposal of property.

To ensure that all property which comes into the custody of the Police Department is properly secured and that in the handling of evidence the chain of possession is not broken, written policy and comprehensive procedure for processing and controlling of such property should be developed and published.

The property clerk should be responsible for periodically inventorying all items in the property room and preparing an inventory report. He should ensure that unclaimed property is periodically disposed of by public auction as required by law.

Conclusion

Records and procedures related to property and evidence under the control of the police are one of the weakest links in the Malden Police records system. The laws concerning police responsibility for items of this type are specific; the officer who receives the item is responsible for it. If continuous custody cannot be proven by the police, crime related items will not be admitted as evidence in trials.

Police officers who do not follow specific laws in the preservation and maintenance of found property and evidence can be found guilty of a crime. Therefore, it is incumbent on the police commanders to establish a property records system that will protect evidence, property, police officers, and the Police Department.

The following is a summary of the basic characteristics which should be considered in reorganizing a sound property records system:

1. Assign the responsibility for the supervision of the property control function to one member of the Information Services Unit.
2. Establish a property room in or adjacent to the records room. Build property deposit boxes in which officers can deposit evidence and recovered property near the property room.
3. Develop and issue written directives covering all aspects of property management, control, and disposal.
4. Adopt a system whereby all incoming property is received, tagged, and stored in one secure location.
5. Design and adopt a property control form for recording, describing, and logging property received.
6. Require persons removing property from the property room for any reason to sign the property control form.
7. Limit access to the property storage room through key controls and other necessary procedures.
8. Require the property officer periodically to inventory contents of the property room and prepare an inventory report. Recommendations for disposal of property which no longer needs to be retained should be included in the inventory report.
9. Under authorization of law, periodically hold public auctions of those items which no longer need to be retained and where ownership is unknown, or where other reasons have prevented the return of property to the owner.

VI. INSPECTOR'S RECORDS

Investigators often feel that their units should establish and maintain their own records system. Usually they contend that (1) they must have the information where they can readily retrieve it, (2) they need control over the information they accumulate, and (3) they must have special records such as identification records and modus operandi files that they are in the best position to maintain. In addition, they argue that their records are generally not useful to other police officers.

Decentralized Investigative Records Problems

Investigator's concerns are usually based on the experiences they have had with their own department, the establishment of a decentralized, specialized records system for a specialized unit almost inevitably creates more problems than it solves. For example, the following problems can be predicted if the Inspector's Office in Malden is permitted to establish its own independent records system:

1. A split between the Inspector's Office and the rest of the Department will develop. Investigative efforts between the two units will be uncoordinated, and information developed by patrol will never get to the investigators.
2. Police officers who are not assigned in the Inspector's Office will not be able to obtain information they need even though it is in police files.
3. Every other specialist on the Department will want to establish his own records.
4. Inspectors will start accepting cases without notifying either the dispatcher or central records, and information about police activities will be lost to the Police Department. Inspectors will be tempted to decentralize further and each individual will be establishing his own personal records.
5. Accurate overall reporting of police activities will be impossible due to the lack of central control over the records of the Department.

The basic defects of the records being maintained by the Inspector's Office are:

1. The existing records arrangement is essentially a nonsystem. The files are inadequately indexed and haphazardly maintained.
2. Insufficient controls to insure that all cases will receive the appropriate amount and type of attention.
3. 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 the course of their investigation.
4. 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.
5. Retrieval of information or cases is often difficult because all indexes are alphabetic by either the complainant or victim's name.
6. 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.

The responsibility for the records situation in the Inspector's Office must be shared by the Central Records Unit. The inspectors are investigators, not records experts, and they should never have been permitted to organize their own files. The Central Records Unit should not have relented its authority in this area.

Recommended Investigative Records

The Inspector's Office should keep only (1) administrative records related to its own activities and (2) case records directly related to investigation work which investigators are performing. Other files which are being maintained by the Inspector's Office should be turned over to the Information Services Unit for disposal or integration back into the central departmental records system. The Information Services Unit should assume the responsibility for assisting the commander of the Inspector's Office to establish sound record-keeping practices for the unit's administrative and follow-up records.

Administrative Records

The basic administrative records should include (1) assignment log to schedule officers and record the actual period and amount of time each officer works, (2) daily work plan sheets, and (3) daily activity logs. Since the number of officers assigned to the Inspector's Office is small, the assignment and work log can be a simple log book.

The work plan should be prepared on a plain sheet of paper. Each inspector should be required to prepare his own work plan for each tour of duty. The 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 inspectors are on duty. The inspectors can use their copies as a guide for their activities. Obviously, the inspectors may have to modify their plans at times, but the preplanning should improve their efficiency and assist supervisors to make management decisions.

In addition to the work plan, each inspector should be required to maintain the same activity report which has been recommended for field officers. This report should contain an accurate running record of all the inspector's activities while he is on duty.

Inspectors operate in an inconspicuous manner making supervision difficult. At the present time, it is unlikely that the Inspector's Office 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 pick up his work. A policy requiring all specialized officers to maintain the daily activity log 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.

Operational Records

The Inspector's Office should not conduct an investigation unless the case has a case (or complaint) number which has been assigned by the Information Services Unit. All cases referred to the Inspector's Office for follow-up investigations will already have a complaint number (assigned by the dispatcher) and an Inspector's Office number (assigned by records clerk). However, when an investigator initiates an investigation on his own information, he should notify the dispatcher of his action and the dispatcher will prepare a complaint card and assign a complaint number.

This complaint card should be forwarded from the dispatch desk to the records area so that the appropriate entries will be made in the departmental files. The records clerk should also place a card in the appropriate follow-up tickler file position.

The records clerk should have the basic responsibility for ensuring that the Inspector's Office receives copies of the incident reports needing follow-up investigative work. The clerk will record the cases to be sent for follow-up on a control log, assigning the appropriate follow-up number (I#) to the copy, initiating a control card in the follow-up tickler file for 15-day checks, and forwarding copies of the incident reports to the Inspector's Office. The Inspector's Office must return a case within 15 days or justify its retention in writing.

The Inspector's Office should have a temporary holding file for the cases under investigation. This file should be organized so that the cases are filed by identification number in numerical order. This arrangement will ensure that they are systemically returned to the Information Services Unit. The follow-up case file should be indexed by (1) a 3 x 5 alphabetic name index so that cases can be located, (2) a 3 x 5 assignment index indicating who has the responsibility for investigating the case, and (3) a 3 x 5 tickler so that the supervisor can be certain each case is being investigated and promptly processed.

Inspectors will record their actions in regard to each case (e.g., names of persons interviewed, dates and times of interviews, type of evidence obtained, type and time of surveillances, etc.) and place copies of this material in the appropriate case file. Follow-up investigations should be recorded on supplementary report forms or plain bond paper. Evidence obtained and property recovered should be transmitted to the Department's evidence room, and a notation of the property control number should be placed in the case file. Arrested suspects should be processed by the same method described in the previous chapter.

Upon either the completion of the investigation (not the prosecution) or before 15 days after assignment, the Inspector's Office must return the incident report and all material related to the investigation to the Information Services Unit records section. In the event that a case is still being actively investigated and the information accumulated must be held in the Inspector's Office, the commander of the office must specifically request an extension of 15 days to complete the investigation. Each additional extension must be specifically requested by the Inspector's Office commander.

This system is designed to ensure that every case is expeditiously investigated and processed, and that the information concerning every case is returned to the main file. Only by having all information concerning a case in the central case file can the Department maintain control of cases, and the progress that has been made on a case will be available to all members of the Department who have a need for it. The police activity related to any police case can be reviewed, and if further evidence develops, even years later, the investigation can proceed.

Cases scheduled for court can be checked out of the main case file prior to the court date and returned immediately following the trial. No material should be removed from the case file without a written record concerning who took it, for what purpose, and at what time being inserted in its place.

The preceding system improves the control over departmental records and provides the Chief of Police with an assurance that follow-up investigations are being carried out. In addition, the materials recorded by the Inspector's Office will be invaluable in future decision making.

Inspector's Office Secretary

The survey of the Inspector's Office indicated a critical need for full-time secretarial assistance in the office. The office area, the correspondence, and the files require attention. Officers were preparing their own correspondence and legal documents.

Therefore, the establishment of a secretarial position in this unit would greatly improve the appearance and efficiency of the unit.

A full-time secretary could record statements, type letters and reports, maintain files and indexes, and serve as a receptionist for the office.

Each inspector should also be provided with his own dictating equipment and personal desk and office area. This space and equipment would improve both the efficiency and effectiveness of the Inspector's Office.

VII. MISCELLANEOUS CONSIDERATIONS

There are two remaining areas related to this study that the Malden Police Department should consider. The first is a system for destruction for the records, and the second is training for implementing a new records system.

Retention and Destruction

Malden has a very old Police Department that has been systemically generating records for many years. The quantity of records has reached staggering proportions, and the Police Department storage space has been exhausted. Therefore, the Department must develop a retention policy that will permit the reduction of the volume of records.

Considerations in Establishing Destruction Schedule

The procedure established must prevent the unnecessary destruction of vital records; hence, it must specify what records are to be destroyed, how long they should be retained, what form they should be retained in, and when and how they should be destroyed.

In developing the retention and destruction schedule, it should be kept in mind that the basic objectives are:

1. To assure the proper preservation of all records of permanent value.
2. To ensure uniform retention periods and filing locations for noncurrent records of continuing value in economical storage (conserve space, expensive types of equipment, and clerical handling).
3. To dispose of records not warranting further preservation under even the most economical storage conditions by developing an orderly, controlled system of destruction.
4. To establish a realistic pattern of records retention, thus keeping the disposition of useless records activated, yet under control.

Although nostalgic considerations naturally cause managers to resist the disposal of records, from an operational standpoint, most police records lose their value quickly. A survey by the National Records Management Council indicated that: (1) 90 percent of the requests for records material occur within the first six months after the initiation of the records, (2) 9 percent of the requests come between the sixth month and one year, and (3) only 1 percent of the requests are for records that are over one year old.

Malden has accumulated such a large volume of records that an immediate study should be undertaken to establish a retention and destruction schedule for police records. In determining the specifics of the retention schedule, the following areas should be evaluated:

1. What are the legal time limits for which records must be kept?
2. What are the utility time limits for records?
3. What are the volume of various records and their filing space requirements?
4. Is it possible to reduce filing space requirements and still meet administrative and operational requirement?
5. What are the maintenance costs for records?
6. What length of time is the original hard copy needed and when can microfilm be used to best advantage?
7. How does the cost of microfilming compare to the continued maintenance of hard copy?

Case records usually should be kept in their original form until: (1) the statute of limitations for prosecution or suit expires, (2) the case is completely disposed of by the judicial system, and (3) the statutes concerning record destruction have been satisfied. Given the potential historical value of Malden police records, systematic microfilming of all case records five years after their initiation would appear to be a wise move.

Sample Retention Schedule

In order to provide some guidance, the following is a reasonable example of a police records destruction schedule:

<i>Type of Record</i>	<i>Retention Period</i>
Information File—department personnel information.	Keep current—destroy superseded material, transfer permanent material to the correspondence file for storage.
Reports to City—annual and monthly.	Permanent.
Officers Activity Report.	Hold one year, dispose of.
Traffic Radar Recordings.	Destroy after use.
Stolen Car File.	Until cleared.
Correspondence.	Weed yearly—forward any permanent items for inclusion in the central file prior to storage.

<i>Type of Record</i>	<i>Retention Period</i>
Dictabelt Records.	Two years.
Record of Long Distance Telephone Calls.	Destroy after calls are verified.
Teletype Communications Log.	Two years.
Bulletins and Monthly Reports received from various state and federal law enforcement agencies and institutions.	One year.
Firearm Record.	Keep current—destroy superseded reports.
Pictures of City Prisoners.	Permanent—remove and destroy pictures replaced by a more recent one of any individual on whom a death report is received.
Pictures of Prisoners Released from State Confinement.	Keep current—destroy superseded pictures.
Secondhand Dealers or Pawnbroker's Report.	Ten years active—then to permanent available storage.
Daily Jail Check Sheet.	Ninety days.
Daily Jail Count.	Hold 30 days after end of calendar year, then destroy.
Jail Visitor's Register.	File with arrest report on prisoner's release.
Property Slip and Cash Account Record.	One year and after audit.
Record of Medical Services for Prisoners.	Permanent in identification records of individual.
Personnel Records.	Hold until no longer employed, then transfer to personnel office.
Register Log of Arrests.	Permanent.
Warrants.	Hold one year, then return to court for further instruction.
Department Inspections Reports.	Two years.
Monthly and Annual Training Division Reports.	Three years.
Training Records for Individuals.	To personnel record upon discharge or retirement.

<i>Type of Record</i>	<i>Retention Period</i>
Custody Report Case Files.	Remove, microfilm, and destroy: Misdemeanors—five years after case is closed. Death (if report of death is received and no accomplices are living). Felonies, except major crime—25 years. Major crime—permanent.
Master Name and Cross Indexes.	Permanent.
Complaint Report Case File (accident report cases included).	Remove, microfilm, and destroy files: Five years after case is closed for misdemeanors, minor offenses, unfounded allegations, etc. Twenty-five years after case is closed for felonies. Major crimes—permanent.
Investigations of Liquor License Applicants.	Three years after last renewal.
Application for Gun Permits.	Maintain current file.
Paid Parking Violations.	One year and after audit.
Cancelled Parking Tickets.	Two years and after audit.
Budget Documents.	Two years and after audit.
Equipment Repair Order.	Destroy after repairs are complete.
Gasoline Slips.	Hold three months.
Petty Cash Fund Cancelled Checks and Stub Books.	Seven years.
Petty Cash Fund Book.	Seven years.
Daily Time Record by Division.	Two years—records and service copy, one month—other copies.
Time Book (Roll Book).	Permanent.
Individual Pay Record.	Permanent.
Leave Record.	Keep current, destroy dates replaced.
Purchase Orders.	Three years and after audit.
Requisitions.	One year and after audit.
Vending Machine Account Book.	Two years.
Lost and Found Property Record.	Hold until after property is recovered or seven years.

<i>Type of Record</i>	<i>Retention Period</i>
Receipts for Lost and Found Property.	Three years.
A.W.O.L. Reports.	Until cancelled or cleared.
Recovered Car File.	Seven years.
Towed Car Report.	One year after disposition of case.
Telegram File.	One year.
Daily Tally Sheet.	One year.
Daily Report of Disposition of Municipal Court Cases.	Destroy after posting to arrest record.
Adult Police Blotter.	One year.
Juvenile Police Blotter.	One year.

Training

One of the most critical problems that must be addressed before it will be possible successfully to 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 reeducated and prepared to implement and maintain this system.

In addition to the preparation of records personnel, it is essential 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 visits 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 ensure that they are prepared to operate the system.

Field Officers and Commanders

The most difficult problems that will be encountered in implementing this new system will center around 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.

APPENDIX I RECOMMENDED FORMS AND REPORTS

COMPLAINT NO.		COMPLAINT			DISP. NO.		DATE & TIME RECEIVED	
LOCATION OF COMPLAINT								
HOUSE NO.	STREET	ST. TYPE	FL. RM. ETC	INTERSECTING ST.	ST. TYPE	TIME DISPATCHED		
COMPLAINANT'S NAME			PHONE NO.	RADIO CODE	COMPLAINT CODE			
INCIDENT	DISP. CODE	CAR # 1	CAR # 2	CAR # 3	PT-OTHER	TIME ARRIVED		
DETAILS: (DISPOSITION BY FIELD UNIT)					SUPERVISOR APPROVAL		TIME CLEARED	

COMPLAINT CARD

A-1

Check the appropriate box in the upper left corner of the report to differentiate between an adult arrest or juvenile custody situation.

- 1-2. Date and time the report is written.
- 3-4. Exact week day, date and time of arrest or detention.
- 5. Exact street address where the arrest or custody was effected. If in front of or adjacent to an exact address, so indicate. If it is necessary to use a street location only, list the street, which side, and the nearest cross street. Example W. side SE 52 at Powell.
- 6. Leave blank.
- 7. The last name, first name and middle name (if known) of the person taken into custody.
- 8. The present or last known residence address of the person in #7.
- 9. The residence phone (if known) of the person in #7.
- 10. Enter the true name of the person in #7 if different.
- 11. Enter the nickname or "street name" of the person in #7.
- 12-14. Enter the sex, race and date of birth of the person in #7.
- 15-18. Enter the height, weight, hair color and style and eye color of person in #7.
- 19. Enter any visible scars, marks, tattoos or deformities of person in #7.
- 20. Enter the normal occupation of the person in #7. If student, indicate grade or status.
- 21. Enter the business address, (or the name of the school the juvenile attends, of the person in #7.
- 22-27. Enter the identifying numbers of the person in #7 if available.
- 28. Enter any signs of illness or injury. Add a notation for subject to be checked through emergency hospital if appropriate.
- 29. Enter the name of the doctor who examined the subject.
- 30. Enter the commonly accepted terminology for the charge upon which the person was taken into custody. If the detention results from a warrant or citation, enter the warrant or citation number. Check the appropriate box, local or state charge.
- 31. Same information as #30 if a secondary charge is used. Other additional charges will be entered as the first item in the details section of the report.
- 32. Applies to charge #1, listed in box #30. Enter the amount of bail set on adult arrests only. If recoged, enter "recog". For juvenile detentions, enter "N/A".
- 33. Applies to charge #1 listed in box #30. Enter the court appearance date and time on all adult arrests. For juvenile detentions, leave blank.
- 34. Applies to charge #2, listed in box #31. Enter the amount of bail set on adult arrests only. If recoged, enter "recog". For juvenile detentions, enter "N/A".
- 35. Applies to charge #2 listed in box #31. Enter the court appearance date and time on all adult arrests. For juvenile detentions, leave blank.
- 36. Enter the name of the superior officer who reviewed the arrest.
- 37. Enter the appropriate holding authority: city jail or other detention facility for adults, WPD, juvenile division, JDI, school, parents for juveniles.
- 38. Enter the citation number if the person in #7 has been issued a citation in lieu of custody. In all other situations enter "N/A".
- 39. (Juvenile only) Enter name of father, or other male having official guardianship, of person listed in #7. If relationship is other than true parent, so indicate.
- 40. (Juvenile only) Enter residence address for person in #39.
- 41. (Juvenile only) Enter residence phone for person in #39.
- 42. (Juvenile only) Enter the date and time notification was made to the persons named in boxes #39 and #43.
- 43. (Juvenile only) Enter name of mother, or other female having official guardianship of person in #7. If relationship is other than true parent, so indicate.
- 44. (Juvenile only) Enter residence address for person in #43.
- 45. (Juvenile only) Enter residence phone for person in #43.
- 46. (Juvenile only) Enter the name of the official who notified the parents or guardians of the juvenile's detention.
- 47-52. (Adult arrest only) If applicable, obtain the signature of the person making the citizen's arrest. This person's full name, sex, race, date of birth, address and telephone number will be entered.

1. COMPLAINANT		2. S/R/DOB		3. CASE #	
				4. ARREST #	
5. COMPLAINANT ADDRESS			CITY		6. RES. PHONE
7. COMPLAINT AS REPORTED			8. COMPLAINT AS VERIFIED		
9. LOCATION OF COMPLAINT			10. BEAT	11. DIST.	12. UNIT
					13. ASSI UNIT
14. VICTIM (FIRM NAME IF NOT PERSON)			15. S/R/DOB		16. RES. PHONE
17. VICTIM'S ADDRESS			CITY		18. BSNS. PHONE
19. DATE/TIME OCCURRED			20. DATE/TIME REPORTED		
21. NO. OF OFFENDERS	22. NO. OF ARRESTS	23. PROP. RE-COVERED	24. PROP. #		25. PHOTOS TAKEN

MASTER NAME INDEX CARD

MALDEN POLICE DEPARTMENT

Type of Case _____ Case No. _____

Location of Storage _____ Identification (Tag/Log) No. _____

Name of Owner, finder, defendant _____

Address _____ Phone _____

Property taken into custody: Time _____ Date _____

Place _____

Placed in holding locker: Time _____ Date _____

Description of property (Give serial numbers and complete descriptions).

Process for evidence (Specify what is to be done).

Officer's Signature _____ Shift Commander _____

Transferred from _____ To Property Room Clerk _____

Transferred to property room: Time _____ Date _____

Bin No. _____

1. Released to _____ Reason _____

By _____ Time _____ Date _____

Returned to _____ By _____ Time _____ Date _____

2. Released to _____ Reason _____

By _____ Time _____ Date _____

Returned to _____ By _____ Time _____ Date _____

Disposition:

1. Returned to: Owner () Finder () Time _____ Date _____

Name _____ Authorized By _____

Address _____ By _____

2. Destroyed: Time _____ Date _____ By _____

3. Sold at Auction: Date _____

Sample Property Tag

Property Tag

Evidence	Tag # _____
Rec'd Property	Date _____
Found Property	Case# _____
Details _____	

Owner, Finder, Defendant	
Officer _____	No. pieces _____

END

100-11111