

FOUR

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

by the

Grapevine, Texas, Police Department

106

NCJRS

ALIC 9 1076

July 31, 1973

Prepared by:

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

(Per Contract J-LEAA-015-72)

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I. PRELIMINARY INFORMATION

A. **Consultants Assigned:**

Donald G. Hanna
Director, Department of Public Safety
Ohio State University

John Kleberg
Associate Director, Department of Public Safety
Ohio State University

B. **Date Assignment Received:**

December 20, 1972 (delayed at client's request until June, 1973)

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

May 30, 1973

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

June 14-15, 1973

E. **Individuals Contacted:**

See Consultants' Report.

II. STATEMENT OF THE PROBLEM

A. Problem as per Request for Technical Assistance:

Survey of departmental filing systems including recommendations for the establishment of a revised filing system and assistance in the implementation of recommendations.

B. Problem Actually Observed:

As stated.

III. FACTS BEARING ON THE PROBLEM

See attached Consultants' Report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached Consultants' Report.

V. RECOMMENDED COURSES OF ACTION

See attached Consultants' Report.

CONSULTANTS' REPORT

Problems—Tasks Requiring Assistance

Primary sources of information during the on-site visit, June 14—15, 1973, consisted of James E. Lilly, Chief of Police, and William McLain, Captain of Police. A personal interview was conducted with each in addition to a detailed analysis of current record forms and procedures. Both administrators were most cooperative and hospitable and provided every assistance possible.

Grapevine, Texas, received a survey report on the Department in May, 1973, which was prepared by the Field Operations Division of the International Association of Chiefs of Police. Field work for the study was completed during the period October—December, 1972. The IACP survey report is devoted to reporting on the organization, manpower allocation and distribution, management and general administration, personnel administration, field operations and support services.

Our task is to concisely report on a records system which: (1) provides an organized and detailed report repository; (2) enables easy and useful retrieval; (3) can be implemented by following the report on a step-by-step basis with possibly a one or two day on-site visit to assist in implementation; (4) reduces current duplication and fills in the major reporting, filing, and indexing gaps; and (5) has the functional utility to expand as the Department and community grow without loss of serviceability.

Background

Grapevine, Texas, is a rapidly growing, one-time farming center in the Dallas—Fort Worth metropolitan area. Situated in Tarrant County, the City is governed by the "council manager" form of government with the City Manager as the chief administrative officer of the City. The Manager, subject to the approval of the City Council, appoints the Chief of Police.

The City is experiencing rapid growth which is probably attributable to two major considerations: (1) a new Dallas—Fort Worth regional airport, to be opened in October, 1973, is being constructed with a major portion of the airport to be located within the City of Grapevine; and (2) a 12,000-acre lake with 147 miles of shoreline is situated with possibly as much as one-half the lake area in Grapevine. This facility constitutes a major recreational area. Estimates for 1973 visitors to the lake area exceed four and one-half million persons.

Census reports for 1960 indicated a population exceeding 2,800, in 1970 more than 7,000, while police officials reported a current population of about 10,500. Current sworn police strength consists of a chief, captain, two sergeants, one investigator, an animal control officer and eight patrolmen. The Department anticipates a 1973—1974 fiscal year increase of six officers to the Department. In 1967 the Department consisted of four officers.

Additionally, the Department is staffed with five (5) civilian dispatchers who answer telephone calls for service, operate the radio, and function as records clerks. A secretary to the Police Chief maintains municipal court records and functions as the court clerk in addition to performing Police Department duties. No specific person is charged with the responsibility for the records system.

Problem and Deficiency Analysis

Municipal police records may generally be divided into four major divisions of use and purpose. These divisions include: (1) directing the police effort, (2) administrative responsibilities in the administration of criminal justice, (3) directing police operations, and (4) various other administrative uses.¹

In directing the police effort, law enforcement agency records provide information regarding the character, extent, location, and time of occurrence of criminal activity in the jurisdiction being served. With this information it is possible to identify police hazards, to determine needs for additional police service, to determine changes in these needs, and to have information upon which enforcement strategy may be based.

Also within this area of record use and purpose it is possible to partially evaluate police success. The number of cases that are successfully cleared, offenders convicted, stolen property recovered, and the effectiveness of police investigations assist in evaluating the total performance of the law enforcement agency concerned.

Within the area criminal justice, police records provide information on criminal convictions which assist in evaluating the machinery of the criminal justice system; and they also provide a comprehensive record for prosecuting officials of all available information to be used during criminal actions in courts of law.

Also of significance for the police administrator is that records of his department provide direct assistance in directing police operations. As it is true in the supervision and management of any organization, records must be available that account for the time and activity performed by personnel of the department. This is particularly important in the law enforcement agency since the majority of officers perform difficult and complex duties without the benefit of direct supervision and guidance. It is essential to maintain such performance records to supervise and manage personnel properly and to analyze an individual's accomplishments in order to reward ability.

The final area of use of police records includes those miscellaneous administrative activities which are essential and supportive of the total law enforcement service. Such matters as furnishing means of communication between members of the Department, calling matters of importance to the attention of other municipal departments or officials, public information, budget or fiscal matters, and various informational needs pertaining to distribution of departmental equipment are part of this area of purpose and use.

The importance, value, and relative significance of police records in the total operation of any law enforcement agency cannot be overestimated. The very nature and importance of the police function in our society necessitates the keeping and use of comprehensive records relating to law enforcement responsibilities and departmental administration.

¹ Wilson, O. W., Police Records, Their Installation and Use. Chicago, Public Administration Service, 1942.

From the standpoint of the members of the Grapevine Police Department, it is important that almost every complaint and call for service be recorded on some departmental form or report. Yet as few different forms as possible are desirable. A procedure of this type not only protects the Department and the officer from unwarranted criticism, but the record also serves as the official memory for the Department. It is impossible for any officer to retain the important facts and circumstances with which he is in daily contact without properly recording them as they occur. Of similar importance in maintaining these records is the consideration that all members of the Department who may become involved in any particular incident should have immediate access to information obtained by other members of the agency. This can only be assured with properly completed and correctly filed records.

It should be emphasized to investigating personnel that the report is often the means by which an officer's performance of duty is evaluated by his superiors and subordinates. Data compiled from individual reports also provide a valuable basis for analyzing crime and determining manpower needs and assignments and as aids in departmental budgetary justifications.

It is very important that officers have access to departmental records at all times of the day or night and be directly supervised in using file information. In addition, the departmental records files should be physically secure from unauthorized personnel to prevent tampering or pilferage if the files are left unattended.

It should also be recognized that to meet the exacting requirements of the police service, the total records system must be orientated toward providing certain classes of information upon a random basis and still ensure the integrity of the files. Such integrity is based upon: (1) an honest reporting effort and (2) the maintenance of complete files. This emphasizes the necessity of administrative control and audit procedures to provide for: (1) accurate reporting and (2) practical monitoring of file contents.

In surveying the records system of the Grapevine Police Department, it is suggested that an excellent opportunity exists to initiate an entire revision of current limited records processes and to develop records forms and procedures that could meet current departmental needs and still be sufficient to expand to meet anticipated future needs. It is emphasized and should be recognized that the various recommendations made in this report for improvement of the local police records system can be adopted by incremental steps at the discretion of local officials. The recommendations do not have to be implemented in full or at the same time.

It should also be recognized that certain report forms currently in use by the Grapevine Police Department should continue to be used, e.g., standardized complaint forms from the municipal and county court, report forms from the county district attorney, uniform traffic tickets, traffic warning tickets, traffic accident report, officer daily activity report, animal bite report, monthly reports, reports required by statute, pawn shop reports, and the like.

Departmental administrators report no ordinance or statutory report requirements with the exception of the uniform traffic ticket and a state accident report form. Monthly crime and accident statistics are reported to the Texas Department of Public Safety, and the Department does participate in the Uniform Crime Reporting program on a national basis. Information on a summary basis is regularly made available to the local press.

In addition, the Grapevine Police Department should continue to participate in the current state reporting program by submitting completed traffic accident reports and periodic crime statistics to the Texas Department of Public Safety.

Existing Conditions

Police records administration has been a problem for the Grapevine Police Department. Administrative officers of the Department expressed concern about an inadequate filing system based upon alphabetical sequence, too many types of report forms, inadequate retrieval of information, need for a full-time records clerk to maintain the police records system, removal of municipal court records from the Police Department, and the need for specific guidance to implement an improved records system.

However, it is a compliment to administrative personnel in the Police Department and other city officials that the need for records improvement has been recognized and that affirmative action has been taken toward study and improvement.

A well organized and properly managed police records system must meet three very significant and essential goals:

1. It is essential that the records system be complete with a minimum number of different forms.
2. Information contained in departmental files must be easily accessible to all departmental personnel on a continuous basis.
3. The system must be as uniform as possible.

These essential goals cannot be attained under the records system currently followed by the Grapevine Police Department.

The current records system at the Grapevine Police Department has the following deficiencies and limitations.

1. The departmental records function is not an assigned responsibility of a specific officer or employee.
2. Insufficient files have been maintained so as to make retrieval of information difficult or time consuming.
3. In some circumstances, records have not been properly initiated to record departmental activity.
4. There is some duplication of files even though the files are centrally located.

5. There is a separate numbering system for arrest identification and another numbering system for the case number, neither of which provide a basic control number for filing reports.
6. There are some record forms which are partially duplicative in nature.
7. There are some court-related records processed and filed in the police records systems.
8. There are limited cross-index files to enhance information retrieval and no location or type of property files.
9. Master name files consist only of persons arrested for a criminal offense or cited or warned for a traffic violation.
10. There is no single report file containing all investigative reports filed in a single, uniform number sequence.
11. Arrest records and "rap" sheets are filed separately.
12. Fingerprint card files of questionable value are maintained.
13. Formats of investigative report forms do not sufficiently call for specific information and do not provide for hand-printed completion to conserve time.
14. Current records procedure does not provide a copy of the police incident report for the information of other officers until the report is typed by clerical personnel.
15. Current records procedure does not provide an abbreviated form for passing on pertinent, brief information obtained in the field.
16. A uniform traffic ticket is completed for all criminal offenses, a procedure neither required nor compatible with the form design.

Proposed Course of Action

In view of general inherent weaknesses presently existing in records maintained by the Grapevine Police Department, this survey report presents certain recommendations for the development of a police records system which will meet current and future expanded departmental needs with a minimum of modification if implemented as suggested. However, several preliminary comments should be made before the presentation of comprehensive statements pertaining to particular recommendations or proposals.

As a records process, it is important to recognize that case reports and similar official departmental documents are confidential police business; and access to reports should be restricted to law enforcement officials. Therefore, it is suggested that no report or copy be taken or removed from the Department except by law enforcement officers, prosecuting officials, or circuit court personnel. The present departmental policy that no police case report is to be completely accessible to news media reporters, private investigators, insurance representatives, or city officials should be continued.

This is not to say that members of the news media are not entitled to some items of police information. It would be desirable to determine the appropriate information for regular release to news media representatives in cooperation with the District Attorney. News releases pertaining to an offense under investigation or an arrest should follow guidelines suggested by the American Bar Association in conjunction with recent appellate court decisions. Such guidelines appear in Appendix A.

The common practice of making copies of police traffic accident investigation reports available to insurance companies is not prohibited by statute and such a procedure may be reviewed with the District Attorney and City Attorney prior to determining an appropriate course of action to be followed.

In view of the various records suggestions made in this survey and to make their implementation possible, IT IS RECOMMENDED that part of the City Ordinance pertaining to the Police Department should include the following or a similar provision:

RECORDS: The Chief of Police shall maintain an adequate police records system to provide factual and accurate statistical information regarding police service and performance in the City. An annual report for the preceding calendar year shall be submitted to the City Council on or before the first day in February of each year upon a form prescribed by resolution of the City Council.

It is recommended that the secretary to the Police Chief should be relieved of all court clerk responsibilities and duties and should devote full time to performing clerical activities within the Police Department.

The police records function has developed piecemeal as the Department has grown with little or no consideration given to formulating a system design. Partially this is the result of no direct placement of responsibility for the records function.

It is recommended that pending reorganization of the Department and following removal of court clerk duties the secretary to the Police Chief should be designated to supervise the police records function. It is anticipated that removal of all court clerk duties would afford her sufficient time to organize and supervise the records function. It is further recommended that periodic reports of a summary nature continue to be made of police activity by the Chief of Police to the City Manager.

For the police administrator to stress the importance of accuracy, honesty, and completeness of departmental record files is not enough. He must recognize the importance of a report review process and assign the responsibility for a regularly scheduled review and

control of all police reports. The officer assigned to report-review responsibilities must be thoroughly familiar with the operations of the various facets of the Department, the interrelationships involved within the Department's operations, and the relationship of Police Department functions to those of other municipal departments. The report-review process should be directed toward the objective that the decisions and activities of investigating officers are proper and that decisive steps have been taken toward the completion and disposition of cases under investigation.

The police administrator must also recognize the vital need for development and implementation of directives to inform departmental employees of the policies and procedures to follow in the departmental records system. Police administrators who fail to develop definite guidelines governing the entire records process frequently discover that investigative reports are inadequate. To proceed without such directives and guidelines is to contribute to a breakdown in the records system. Lack of adequate guidelines and directives can be avoided by careful planning before implementation of any major revision of the records system.

The records system here proposed is essentially designed to fulfill current police records needs and to provide sufficient flexibility to grow as the community, Department, and calls for police service increase. This system centers around a single numbering design and one major report file with limited supplementary and support files. At present one full-time clerical person should be able to maintain police records if this is an exclusive responsibility.

In order to establish the control necessary in this new system it is suggested that the current radio log be discontinued and be replaced with a daily activity record. Current FCC regulations do not require the recording of all radio traffic provided the station is identified each 30 minutes and each radio operator signs on and off duty. It is, therefore, only desirable to record information of police importance.

It is recommended, therefore, that an activity record be designed and prepared on 8½ by 11 inch paper for typing on both sides and consisting of the following informational columns: (Appropriate departmental identification may be reflected as a heading including station call sign.)

Comp. No.	Time	Nature of Call	Officer or Car Assigned
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The Daily Police Activity Record is the basic department report form upon which many additional police reporting procedures depend. This record is: (1) maintained by the dispatcher assigned to duty at radio-telephone communications center and (2) continued for a period of 24 hours beginning at midnight and continuing until 11:59 p.m. each day. It is upon this form that the new complaint numbers are to be assigned; therefore, it must be maintained with considerable accuracy. The form should be specifically completed in the manner described below.

Complaint numbers, the only numbering system to be used, are assigned in the order in which the complaint is received by the dispatcher beginning at one minute past midnight on January 1 of each year. Numbers are only assigned if a police report is going to be written. The complaint received by the dispatcher is assigned a specific number which is followed by a dash and the last two digits of the year in which it occurs. For example, the first complaint received in 1974 will be assigned the number 1-74. This sequence then continues through the entire calendar year. To further demonstrate, the 365th complaint, no matter what the nature, in 1974 would be recorded as 365-74. In terms of the number assigned, it will not reflect the month, day, or time of day but only the sequence in which it was received and the year in which it was received. It is essential that strict adherence to the sequence of numbers be maintained so no number is skipped or used more than once. This number, assigned by the dispatcher, will appear in the column marked *Comp. No.* at the time that it is assigned.

Time refers to the actual time the report is received either by telephone, radio, or in person.

The *nature of call* section of this report provides information relative to the assignment of a complaint number or other entries. For example, if a property damage accident is reported, the entry would read: "ROBERT R. DOE, 7112 West 106th Street, Grapevine, TX 448-4567, reports a property damage accident at Oak Park and 112th Place." A notation would also be made in the assignment column: "Car 2, Officer Brown assigned."

This entry now provides the complaint number, the time the Department received the call, the nature of the report, the reporting person, his address and telephone number, and the officer that has been assigned to complete the investigation of this particular incident.

Other entries that should be recorded on this form would be incidents reported by patrol vehicles. In fact, all radio communications of any police significance should be recorded on this record. Officers stopping cars, checking buildings, reporting burned out street lights, and similar police activities which are otherwise not recorded should be reflected in the completed Daily Police Activity Record.

Another important entry that is required to be kept on this form is the change in desk personnel. Federal Communications Commission regulations require that each base radio operator that is being relieved and each new operator enter his signature on the form. This can be accomplished by an entry similar to: "J. R. Smith relieved by T. C. Doe" with appropriate spaces for a written signature.

Another entry required by Federal Communications Commission regulations includes radio maintenance. Radio repair technicians are familiar with the content of maintenance records that are required to be filed at the Police Department. Police personnel need only concern themselves with the fact that an entry is made upon the Daily Police Activity Record whenever radio maintenance or repair is performed.

The Daily Police Activity Record, when completed by a dispatcher after each 24-hour period, should be reviewed by the Chief of Police and supervisors for purposes of briefing subordinates. When the form is filed, e.g., after one month, it is filed in sequence by

day of month and month for each calendar year. At the conclusion of a year the record should be disposed of as its value is at that time negligible. This can easily be accomplished by replacing, for example, the record for January 1, 1974, with the record for January 1, 1975, and so forth as the record is completed and filed each day.

The purpose of all recommended report forms and records procedures is to provide a basis, which local officials and police administrative personnel can revise as necessary, to develop and implement a totally new records system for the Grapevine Police Department.

It should be recognized that many formats for report forms might meet local needs, and the sample on the following page is merely presented to demonstrate possibilities. This recommended format, used by the University of Illinois Police in the Offense Against Property Report, provides spaces in which the proper information can be handprinted as an entry by the investigating officer at the scene of the incident or at the time of interview under most circumstances.

Forms such as these are designed to enable an investigating officer to report the complete facts immediately and conveniently.

Handwritten reports by completion of spaces specifying pertinent information are recommended for the following reasons:

1. Reduces travel to the Police Department to prepare the report.
2. Eliminates the taking of preliminary or original notes that must subsequently be recorded upon the report form.
3. Eliminates transcribing of reports by clerk-typists.
4. Fixes responsibility of error upon the investigating officer.
5. Serves as a control factor by requesting certain types of information which enhances completeness of investigation.
6. Reduces time between the receipt of the information and its availability to other departmental employees.
7. Reduces cost of personnel time.
8. Provides for quicker and more effective supervision of the investigation.

Local desires might dictate that handwritten drafts later be transcribed by clerical personnel and typed in final form.

**Offense or
Incident
Involving Property**

 University of Illinois
Police

1. Complainant's Name (Firm Name If Business)

2. Complaint No.

3. Complainant's Residence Address

City

State

4. Res. Phone

5. D.O.B./S.S.A.N.

6. Date and Time of Offense

Location of Offense (address)

City

State

8. Offense

9. Classification (Ofc. Use)

10. Reporting Person

11. Res. Phone

12. Date and Time Reported

13. Reporting Person's Address

City

State

14. Bus. Phone

15. Describe Location of Offense or Type of Premise

16. Vehicle Used by Suspects

License No.

State

Year

Year

Make

Body

Model

Color(s)

17. Identify Suspect (Additional Suspects in Item 36)
Name

Sex

Ht.

Hair

Age

Glasses

Clothing

Address

Race

Wt.

Eyes

Build

Comp.

Distinctive Features — Characteristics

18. Tool or Means Used

19. Method Used to Commit Crime

20. Type of Property Taken or Involved

21. Total Loss Value

22. Characteristics of Suspect

Location of Victim's Property

24. Point of Entry

25. Vehicle from
which Theft
Occurred:

License No.

State

Year

26. Person Securing Bldg./vehicle

27. Address

28. Phone

29. Veh/bldg. Locked

30. When

31. Person Discovering Crime

32. Address

33. Phone

34. Time

35. How

Item 36. Narrative: (1) Continuation of above items include additional victims, witnesses and suspects as outlined above. (2) Describe details of incident. (3) Describe evidence and property and indicate disposition. (4) Describe property taken in detail to include VIN on Stolen Car.

37. Reporting Officer

No.

2nd Officer

No.

38. Supervisor Approving

No.

2. Complaint No.

In any event, report forms to record investigations of reported offenses should be on 8½ by 11 inch, no-carbon-required paper. All report forms should be printed in a set consisting of the original and two copies. Upon completion every offense report, having been assigned a complaint number by the dispatcher, should be distributed with the original to the general report file in numerical sequence by complaint number. The general report file will contain all original reports on a permanent retention basis with appropriate divisions and separators to keep the file neat. Each year's reports, beginning with a new sequence of numbers, will merely be filed behind the preceding year or in a separate file drawer. The first copy of each report becomes an officer information copy and should be placed in order by complaint number in the briefing area so all officers can familiarize themselves with reported crime during their absence. It is important, therefore, that the report be completed, separated, and distributed before the officer completes his daily assignments. This copy should be removed and destroyed after 30 days.

The second copy may be used by a report review officer or forwarded to the investigator or other officer for follow-up investigation use. Such a determination should be made by the shift supervisor. If it is not otherwise used, this copy can be destroyed. Record sets of this nature can be procured with inexpensive carbon sheets attached or by using no-carbon-required paper.

It is the responsibility of the officer conducting the preliminary investigation of every offense or incident to initiate a report form, acquire a complaint number, and otherwise prepare the form for entry into the general file. In terms of the records system design it is not particularly significant whether one form is designed for all crime reports or whether several forms are designed. It is, however, important that the forms be of standard size and be similarly distributed if more than one format is used with uniform paper color for various copies.

It would, for example, be possible to use the current miscellaneous crime report for all offenses in which no person is arrested before the report is prepared. The current arrest report may be used for all incidents in which an arrest takes place prior to preparing the report. In each instance, of course, regardless of the form used, viz., miscellaneous crime or arrest, a complaint number would be acquired and the report filed in the general report file by that number. Should current forms be used, it is necessary to ensure through a report review process that sufficiently detailed information be acquired since these reports become the permanent departmental record of the event as reported to and investigated by the police. It would seem, unless some unexplained circumstance otherwise requires, that the worthless Document Report, Juvenile Detention Report, and Missing Person Report could be abandoned.

The supplementary investigation report currently in use should be reprinted in sets or a new form design distributed by copy color and filed as are all other reports. The original supplementary report form will be permanently maintained in the general report file by being attached to the original incident report with the same complaint number to which it refers. As additional supplementary reports are filed, they should continue to be attached to the original report in chronological sequence in the general report file.

With regard to the prisoner's jail record, it is recommended that this file and form be discontinued and the information currently contained on the jail card be consolidated with the Arrest Report and be maintained in the general report file. It would appear that there is no need for a separate jail record.

Although local officials may desire to continue using the Arrest Report which would be assigned a complaint number, it is desirable to also assign an arrest number or identification number. This number, however, should merely be a modification of the complaint number.

If, for example, a person is arrested for an assault, the incident would have a complaint number assigned, say 375-74. The person arrested should also be given an arrest number. This is accomplished by merely adding an additional digit to the complaint number. Thus, the arrest number would be 375-74-1. We now know that the arrest is concerned with incident 375-74. If more than one person is arrested for the same incident, the second subject arrested in incident 375-74 would have arrest number 375-74-2 and so on for however many arrests center around this one reported incident. If the person is taken into custody under the provisions of the Texas Juvenile Delinquency Act, the number should contain a "J," e.g., 236J-74-1.

The arrest number should be used on all fingerprint cards and photographs of arrested persons. No other number system is to be used. The arrest number should be entered on the Daily Activity Record at the radio desk along with a brief entry of essential information, viz., name and address of arrestee, criminal charge, whether or not jailed, and arresting officer. This procedure would eliminate the need for the current jail book log and the five-digit arrest number which is serially used. The jail book log and the five-digit arrest number should be discontinued.

It is also recommended that a separate identification file be prepared for each subject arrested for nontraffic offenses. This file should be kept in manila envelopes approximately 9 x 12 inches and filed alphabetically by last name of the person arrested. The front side of the envelope should consist of a print format with spaces to be filled in by handprinted or typed information similar to that information currently placed on the arrest record and the jail record, particularly that information pertaining to observing certain constitutional rights, protecting of arrestee's personal property, providing for the arrestee's welfare while in police custody, time jailed and time released, and pertinent court-related information such as arraignment. Within the envelope should be a *copy* of the arrest report, a copy of fingerprints if taken, a photograph taken at the time of arrest, and a copy of the "rap sheet." When acquired, this would provide central filing and consolidate three current files into one and eliminate the separate photograph file, fingerprint-rap sheet file, and arrest report file. Should the individual ever again be arrested, information should be added to his identification folder about the new arrest. This envelope, in effect, becomes his criminal history in the Department, and no further fingerprint file need be kept. At the time of arrest and booking, no more than three sets of fingerprints should be taken, one for the Federal Bureau of Investigation consistent with their current policy, one for the Texas Department of Public Safety, and one for the identification folder. The identification file then also doubles as an arrest file.

However, records of law enforcement officers concerning all boys and girls under 17 must be maintained separate from the records of arrest as required by the Texas Juvenile Delinquency Act. Therefore, when a boy or a girl is taken into police custody, the identification number containing the "J" to designate juvenile, e.g., 236J-74-1, should be used on all report forms and records regarding juveniles taken to the Tarrant County Juvenile Authority and juvenile cases filed in the Juvenile Court of Tarrant County. The Department's Arrest Report could be used for such juvenile custody circumstances by marking through the heading pertaining to arrest and changing it to Juvenile Custody Report. This report shall be filed alphabetically by last name of the juvenile and shall be filed separately from the arrest report to preserve the separate nature of juvenile records; no master name index card shall be completed when the juvenile custody report is completed because the custody report shall also serve as the master name index for cross-reference purposes. The copy of this custody report should accompany the minor to the place of detention if he is to be so detained.

Copies of the completed Texas Peace Officer's Accident Report should be numbered in sequence as reports are received just as all other reports are recorded. The Accident Report should be numerically filed in the general report file with the required copy being submitted to the Texas Department of Public Safety.

A traffic accident spot map may be developed to reflect visually the location of traffic accidents within the City so appropriate selective enforcement programs might be developed. Current filing procedures for accidents do not reflect high accident areas or intersections and cannot be retrieved unless the date of the crash is known. They serve little use in their current form.

Uniform traffic tickets should only be issued for traffic and parking offenses, and the current practice of completing a citation for *all* arrests should be discontinued. Other report forms provide adequate data and information with the citation merely resulting in unnecessary paper work.

The police copy of the uniform traffic ticket should be filed lengthwise and alphabetically by the defendant's last name. This copy is then available for use by the arresting officer to refresh his memory prior to testifying in court. An appropriate entry indicating the traffic arrest is then made on the master name card. The ticket copy entitled police record should be maintained in this file until the case disposition is registered on the master name card. Then the police record copy of the ticket (pink) should be destroyed. The Department should discontinue filing the original copy of the ticket (court-city hall copy). The municipal court, not the Police Department, should send the copy entitled *Abstract of Court Record for State Licensing Authority Report of Conviction* (yellow copy) with the court disposition to the Driver's License Division of the Texas Department of Public Safety.

Several files are currently used by Grapevine Police to provide storage and access to arrest warrants which department personnel have secured. Two primary files exist, however: (1) active warrants to be served and (2) warrants previously served.

It is recommended that only one warrant file be maintained by the Department. This file should contain those warrants which are active and valid while awaiting service and

should be maintained at the dispatcher's desk. The file can essentially remain unchanged from the system currently in use which is an alphabetical file containing the warrant.

In the event a warrant is served, a report of the arrest or a supplementary report to the original report should be prepared and placed in the general report file and the warrant returned to the issuing court. There is, therefore, no need to maintain at the Police Department a file of warrants which have actually been served.

A warrant review procedure by records personnel should also be established which ensures a periodic purging of the warrant file. For example, it may be appropriate to request that the District Attorney or City Attorney have the appropriate court dismiss any charge upon which a warrant was issued when the statute of limitations for the particular offense has expired. The warrant could then be returned to the issuing court and the warrant cancelled. By following such a procedure the warrant file will not become an archives of outdated arrest warrants. The District Attorney and City Attorney should be consulted on this matter and requested to provide advice on an acceptable procedure.

It is critical to separate completely the executive responsibility for law enforcement from the judicial responsibility in record keeping; the Grapevine Police Department should not become involved in performing judicial functions or maintaining court records—nor should the court perform executive police functions or maintain police records. Separation is fundamental to our system of criminal justice.

A report form entitled *Record of Property Received* should be developed and used by the Department to replace the currently used stolen property card and to provide:

1. A property receipt form for completion at the time any item of property is received by departmental personnel.
2. A means of assignment of property numbers for identification purposes.
3. A means of placing responsibility and accountability for property control.
4. A means of maintaining a record to establish a chain of custody for presentation of physical evidence in court.

Records of all property and evidence received are important because police responsibility for the proper care, custody, control, and disposition of such property is often defined by statute.

Each time property or evidence changes location or possession, it should be physically and visually inventoried by both the departmental employee or person relinquishing possession and the employee or person receiving possession. A receipt should be issued for each item of property or evidence received, identified by property tag number and a brief description of the item.

It is recommended that the Grapevine Police Department develop and implement a record of property received form which consists of an original and two copies which are 8½ x 11 inches in size and printed on no-carbon-required paper. The original copy of the report shall remain with or be attached to the item of property where it remains establishing a chain of custody until final disposition after which it is filed in the general report file. The two copies of the report shall be distributed as follows:

1. The first copy shall be filed with the incident (case) report. If there is no incident report completed, this copy is destroyed.
2. The second copy shall serve as a property receipt to be given to the person who relinquishes the property to the Police Department. If there is no person who transfers possession of the property to the Department, this copy is destroyed.

The record of property received should contain the following information:

1. Name and address of person from whom property is received.
2. Name of owner of property.
3. Location where property was discovered or obtained.
4. Purpose for which property is obtained.
5. Present location of property.
6. Property number, quantity, and description of property.
7. Time, date, and signature of departmental employee who receives the property.
8. Chain of custody.
 - a. Property number and date.
 - b. Relinquished by.
 - c. Received by.
 - d. Purpose for change of custody.

This report form is extremely important to ensure a chain of custody of property that may be used as evidence at trial and to avoid embarrassing situations for the Department when it is responsible for the custody of the property. The original copy of this report (white) remains with the property until its disposition is finally made, pursuant either to statute or court order or is returned to the custody of the lawful owner, at which time the report will be attached to the original report and permanently maintained in the general report file.

The first copy is attached to the original report at the time it is originally prepared. The final copy of the form (pink) is presented as a receipt to the person from whom the property is received at the time the police obtain possession.

Regardless of the manner in which property comes into the possession and custody of the Police Department, a record of property received shall be completed; and a copy shall be given as a receipt to the person from whom the property is received. If the property is not received from another person (for example, an officer recovering an item of abandoned or lost property in the field), the receipt copy of the report is destroyed because it is not needed.

For each property number assigned there shall be an entry made in the *Property Ledger*, and for each property release transaction there shall be a corresponding entry beneath the appropriate headings in the ledger designated as follows:

Property Number	Date	Complaint Number	Item of Property	Recording Officer	Date of Release	Released To	Officer Releasing Property
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When it is not possible or feasible to affix the property number tag to the item of property due to size or nature of item or due to several identical small items which are placed into a single container, the tag shall be affixed to the container. When it is not practical to affix the tag to the item of property, it may be attached in any secure manner, e.g., use of tape or staples. Property number tags should not be reused but should be used in a numerical sequence.

An abbreviated report form entitled *Field Information Report* should be developed and implemented to record that information obtained by an officer during his patrol or investigative duties which usually is not recorded on an investigative report. The purposes of this report include, but are not limited to:

1. Identification of those persons involved in unusual circumstances.
2. Identification of those vehicles involved in unusual circumstances.
3. Provision of a means of passing on field-acquired information to departmental personnel.

Examples of types of information that will be recorded on this report are:

1. Information obtained as a result of checking a person under unusual circumstances due to the person's appearance or conduct or due to the time or location involved.
2. Information obtained as a result of checking a vehicle involved under unusual circumstances due to the manner in which it is driven or the time or location at which it is parked.
3. Information obtained by officers as a result of informants or other information volunteered by citizens.

It is recommended that the Grapevine Police Department adopt a field information report form, 3 x 5 inches in size on no-carbon-required paper. The field information report form should be carried by the officer on duty either on his person or in a patrol vehicle so that he will be able to complete the report in the field at the time he receives the information. The report shall be completed in ink and must be printed by the officer for legibility.

After his tour of duty the reporting officer shall place the completed Field Information Report at a designated location where it shall be kept, e.g., in a card-index file box, for one month filed by day of month to enable other officers to brief themselves and keep current on other information that fellow officers receive during the course of their duties. At the conclusion of one month the report should be placed in the master name file. If no name is recorded on the report it may be discarded.

The field information report shall be completed with the following information if ascertained.

1. Name of person involved.
2. Date of birth.
3. Occupation.
4. Address, city and state.
5. Driver's license number or social security account number.
6. Physical description (race, sex, height, weight, hair, and eyes).
7. Clothing.
8. Marks, scars, or characteristics.
9. Vehicle (color, year, make, body, license number, and state).

10. Activity and disposition.
11. Associate(s).
12. Time.
13. Date.
14. Location.
15. Signature of officer.

Indices

An index maintained on the records of a police department provides the means by which all items of information can be retrieved from the general report file when needed. This is a particularly acute need of the Grapevine Police Department. For these reasons it is extremely important that each and every index be maintained with considerable care and that individual entries be complete and accurate.

Without properly maintained indices, it becomes practically impossible to retrieve filed information when desired. As the volume of information in the records system increases, the Police Department's capability to locate needed information quickly deteriorates unless special retrieval provisions are developed and established.

A master name file is the most effective source of locating an investigative report which is filed in the proposed records system. The master name file should be maintained alphabetically on 3 x 5 inch cards and should contain the names of *all* persons or organizations mentioned in investigative reports. This single file will replace the current criminal history file and traffic history file maintained by the Grapevine Police Department.

In terms of design the card printed front and back should contain sufficient space to record the full name of the person or organization, the date of birth and social security number of the person, the incident or complaint number, type and date, and status of the person, i.e., subject, suspect, victim, or other. The card may also provide space to indicate whether or not the subject was arrested and booked. This master name card, therefore, provides a "history" of the contacts the individual has had with the Grapevine Police. Numerous entries may be made on one card which aids in maintaining a manageable size master name file.

The procedure of assigning all complaints or incidents to one basic numbering system and filing all investigative reports numerically in a general file in reality provides another "cross-index" feature. This feature is a time or chronological index by virtue of assigning a complaint number immediately upon receipt of the complaint. The numerical sequence of complaint assignment closely parallels the time and date the complaint or incident occurred as *most* incidents are immediately reported to police.

A location file should also be established as a cross-index to the general report file on 3 x 5 inch cards which are filed by the location of the particular incident. This file should be established by streets or by dividing the City into reporting zones with the index cards filed chronologically by location of street or zone.

The index card need merely reflect the incident location, date, nature of incident, and complaint number. By knowing the location of an incident, therefore, it is easy to locate the incident report in the general report file.

Another index should be established for the nature of incidents reported to the Grapevine Police Department. This index should include cards containing the same information as the location file except that the index card is filed by the nature of the reported incident. It is recommended that this index be established consistent with crime reporting categories used for Federal Bureau of Investigation uniform crime reports.

A property file cross-index should also be established to provide a method of retrieval from the general report file by type of property and identifiable serial number. This enables a file search if an item of property comes into the possession of police. This two-part card should provide space to record the type of property, serial or other identifying numbers, nature of incident, date and location of incident, and complaint number. These cards should be filed by type of property with index sections devoted to such categories as appliances, office machines, jewelry, and the like. Cards should be filed chronologically within these categories. A separate property index should then be established by serial number using the last three digits of the number. For example, index divisions would be 0, 100, 200, etc., to 900. Cards would then be filed by the serial number of the property within the divisions established.

For example, a television set with serial number 576A39215 reported stolen in a burglary would be recorded on index cards and cross-filed by "television set" in the type of property file and by serial number "215" in the property number file. An officer locating this television would now be able to locate the original offense report in the general report file by looking in the index under television on the serial number.

With proper cross-indices, a particular investigative report can be retrieved from the general report files without undue delay even though a minimum of information is known about the incident. The ultimate value of the cross-index system is proven under circumstances in which a person admits to committing an offense or offenses, but he does not remember time, date, location, or name of the victim involved but he does recall the nature of the offense or the type of property involved.

It is recommended that the Grapevine Police Department adopt the suggested index forms and maintain indices as presented in this survey report. It cannot be overemphasized that inappropriate or inadequately maintained indices virtually make a record system inoperable and of little value to the agency. The indices provide a cross-filing method by which the desired information can be acquired when sought by individual officers.

To emphasize, it is essential that an index card be prepared for *every* person, except departmental personnel, identified in *every* report submitted by an officer. No matter what the nature of the report, arrest, offense involving persons, offense involving

property, field incident report, supplementary report, uniform traffic ticket, or peace officer traffic accident investigation report, the persons identified as the arrestee, complainant, witness, reporting person or in any other capacity should have his name indexed for filing. By properly completing the form and indexing every individual identified in the report, there is a complete file of persons, locations, incidents, and property that are involved in any police action with a cross-check to the completed and filed investigative report.

Record Check-Out Procedures

Whenever it becomes necessary for an officer to remove any original report from the general report file for any period of time, a brightly colored card of the *same size* should be placed in the file in place of the removed report indicating that the report has been removed and the purpose for which it was removed. The following information is considered to be the absolute minimum necessary on the card:

Comp. Number	Officer	Date Out	Purpose	Date Returned and Initials

When the report is returned to the general report file, the colored card is removed and can be reused for as many times as there are unused line spaces remaining.

It is essential that the maintenance of the records system be as uniform as possible, and for this reason IT IS RECOMMENDED that one individual be charged with the responsibility of maintaining the files and ensuring they are kept in proper and current condition. This is not to say that the use or access of the records system should be restricted in any way among the membership of the Department. Nonetheless, it is a supervisory obligation to ensure that no member of the Department misuses the record system or fails to initiate the forms required.

Appendix A
GUIDELINES FOR NEWS RELEASES

The Sixth Amendment to the United States Constitution provides that a criminally accused person has a right to a fair, impartial, public trial. United States Supreme Court decisions have, to a certain extent, condemned pretrial and trial publicity that is prejudicial to the accused. There is no right of the "public to know" at the expense of police investigation or an individual's rights under the Sixth Amendment to the United States Constitution.

Questions by news reporters involving nonroutine matters, departmental directives, administrative matters, and personnel shall be referred to the Chief of Police.

Any posed photographs involving officers must first be approved by the Chief of Police.

When a crime is believed to have been committed, pertinent facts relating to the crime itself and to investigative procedures may properly be made available, but the identity of a suspect prior to arrest and the results of investigative procedures shall not be disclosed except to the extent necessary to aid in the investigation, to assist in the apprehension of the suspect, or to warn the public of any dangers.

The deliberate posing of a person in custody for photographing or televising by representatives of the news media is prohibited.

The interviewing by representatives of the news media of a person in custody is prohibited unless, in writing, such person in custody requests or consents to an interview after being adequately informed of his right to refuse to grant an interview.

From the time of arrest, issuance of an arrest warrant, or the filing of any complaint, information, or indictment in any criminal matter until the completion of trial or disposition without trial, no law enforcement officer within this agency shall release or authorize the release of any extrajudicial statement for dissemination by any means of public communication relating to that matter and concerning:

1. The prior criminal record (including arrests, indictments, or other charges of crime) or the character or reputation of the accused, except that the officer may make a factual statement of the accused's name, age, residence, occupation, and family status, and if the accused has not been apprehended, may release any information necessary to aid in his apprehension or to warn the public of any dangers he may present.
2. The existence or contents of any confession, admission, or statement given by the accused or refusal or failure of the accused to make any statement, except that the officer may announce without further comment that the accused denies the charges made against him.

3. The performance of any examination or test or the accused's refusal or failure to submit to an examination or test.
4. The identity, testimony, or credibility of prospective witnesses, except that the officer may announce the identity of the victim if the announcement is not otherwise prohibited by law.
5. The possibility of a plea of guilty to the offense charge or a lesser offense.
6. Any opinion as to the accused's guilt or innocence or as to the merits of the case or the evidence in the case.

It shall be appropriate during this period for the shift supervisor or officer in charge of the investigation to:

1. Announce the fact and circumstances of arrest, including the time and place of arrest, resistance, pursuit, and use of weapons.
2. Announce the identity of the investigating and arresting officer or agency and the length of the investigation.
3. Make an announcement, at the time of seizure of any physical evidence other than a confession, admission, or statement, which is limited to a general description of the evidence seized.
4. Disclose the nature, substance, or text of the charge, including a brief description of the offense charged.
5. Quote from or refer without comment to public records of the court in the case.
6. Announce the scheduling or result of any stage in the judicial process.
7. Request assistance in obtaining evidence.

Nothing in this procedure precludes any law enforcement officer from replying to charges of misconduct that are publicly made against him, precludes any law enforcement officer from participating in any legislative, administrative, or investigative hearing, or supersedes any more restrictive rule governing the release of information concerning juvenile or other offenders.

END

7-10-11-12-13