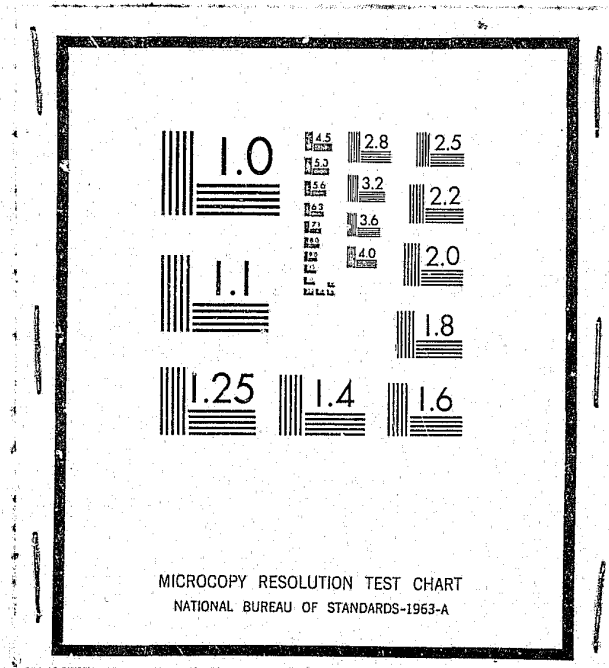


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

3/31/77
Date filmed

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

Chelan County, Washington,
Law and Justice Planning Office

June 4, 1973

37621

Prepared by:

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

(Per Contract J-LEAA-015-72)

I. PRELIMINARY INFORMATION

A. **Consultant Assigned:**

Michael R. Stewart
Utah Criminal Justice
Information System Coordinator
Salt Lake City, Utah

B. **Date Assignment Received:**

February 15, 1973.

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

March 7, 1973.

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

March 27 — 31, 1973.

E. **Individuals Contacted:**

W. O. Reich
Criminal Justice Planner

Sergeant Thompson

Ruben Rose

Don Danner

Mrs. Laws

II. STATEMENT OF THE PROBLEM

A. Problem as per Request for Technical Assistance:

Assistance in planning the consolidation of records and manpower for a joint criminal justice facility for the Chelan County Sheriff's Office and the Wenatchee Police Department.

B. Problem Actually Observed:

In addition, the records systems in Douglas and Okanogan Counties were also examined.

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 COURSES OF ACTION

See attached consultant's report.

CONSULTANT'S REPORT
CHELAN COUNTY CONSOLIDATION REPORT

I. INTRODUCTION

This report examines the record-keeping procedures and capabilities of Chelan County law enforcement agencies and makes recommendations regarding the consolidation of record-keeping efforts in the Chelan County area. During the initial portion of the study, the Criminal Justice Regional Planner for Chelan, Douglas, and Okanogan Counties, W. O. Reich, requested that Douglas and Okanogan Counties also be examined relative to Chelan County records consolidation. This request was made because of the high density of population on the Douglas County border that adjoins the heaviest population center of Chelan County, which is Wenatchee. The Douglas County portion of the population center is connected to the City of Wenatchee by a major bridge which crosses the Columbia River. Due to the proximity of the Douglas County population to the adjacent City of Wenatchee, this report does make recommendations with regard to record processing in relation to the Douglas County population. Okanogan County was examined because of its proximity to Chelan and Douglas Counties.

Implementation of recommendations made in this report should be preceded by the detailed design of forms and procedures, as well as adequate training for field personnel and dispatch personnel regarding the proper maintenance of data and the dispatching of calls. Of utmost importance in the implementation of a consolidated effort of this scope will be the full support of the administrators and field personnel of all agencies involved in the combined effort. This report is intended to provide an outline for the implementation of a system that will provide more efficient services to all agencies involved.

II. BACKGROUND INFORMATION

Chelan, Douglas, and Okanogan Counties are referred to as the tri-county area for criminal justice planning purposes. The three counties are closely related to each other geographically; a considerable portion of each county borders the Columbia River. Chelan County is isolated on the west boundary by mountain ridges of the Cascade Range and on the east boundary by the Columbia River. The Columbia River separates the east boundary of Chelan County from the west boundary of Douglas County. The northern portion of Douglas County is also bordered by the Columbia River, which is the southern boundary of Okanogan County. The southwest border of Okanogan County lies along the ridge line which defines the northeast boundary of Chelan County. The three-county grouping forms a cluster with the majority of population centered along the Columbia River in the vicinity of Wenatchee. Other population centers of the tri-county area include Chelan City, which is located in Chelan County; Omak, which is located in Okanogan County; and Waterville, which is located in Douglas County.

The tri-county area covers approximately 10,000 square miles, approximately 16 percent of the total land area of the State. By contrast the same area supports 2.46 percent of the 1970 state population with a population density of 8.35 persons per square mile. The population growth rate is considerably below the statewide average of 19.49 percent for the period covering 1960 to 1970. The growth rate for the three counties for the period was 3.52 percent. This rather stable growth rate, however, does not reflect the considerable seasonal fluctuation caused by migratory labor, an outcome of the heavy agricultural activity in the area. An additional factor which has an impact on the seasonal population fluctuation of the three counties is the influx caused by tourists during the summer months of the year. The population impact is quite substantial, specifically in the Chelan County area where Lake Chelan is located. During peak periods of the season the population will increase from the permanent level of 4,000 to over 20,000 residents and nonresidents. Numerous other recreational areas in the tri-county area draw additional tourists, which also has a considerable impact on the seasonal population. Migratory laborers are estimated to approach 20,000 persons during the harvesting season.

Chelan County is the most populous of the three counties with a 1970 census listing of 41,355 persons. This represents a 1.5 percent increase over the 1960 census. The county seat of Chelan County is Wenatchee with a 1970 census of 16,619 residents. This population represents a decrease of 108 persons since 1960. Wenatchee also represents the largest urban concentration in the tri-county area and is separated only by the Columbia River and a major bridge from another major population concentration of approximately 9,000 persons in the bordering Douglas County area. The Douglas County portion of the population center includes East Wenatchee with a population of approximately 1,000 persons. Chelan City is located in northern Chelan County and contains a population of approximately 4,000 persons. Law enforcement support for Chelan County is provided by three agencies, the Wenatchee Police Department, the Chelan County Sheriff's Office, and the Chelan City Police Department. The Chelan County Sheriff's Office and the Wenatchee Police Department are the two major law enforcement arms in the County, both with headquarters in the City of Wenatchee. Chelan City utilizes the services of the Chelan County Sheriff's Office for all major investigations.

III. ANALYSIS OF EXISTING SYSTEMS AND RESOURCES

Chelan County contains three agencies which maintain record systems. These agencies are the Wenatchee City Police Department, the Chelan County Sheriff's Office, and the Chelan City Police Department. The Chelan City Police Department maintains only records related to minor offenses because the County Sheriff's Office provides specialized investigative support in the major offense categories and therefore maintain records on those investigations. When the Chelan City Police Department receives a complaint from the field, the determination is made at this point whether Chelan County will become involved in the case. If the Sheriff's Office is to be involved in the investigation, Chelan City monitors and assists in the investigation; but reports regarding the investigation are transported to the Chelan County Sheriff's Office Records Unit located in Wenatchee. The Wenatchee Police Department and the Chelan County Sheriff's Office will exchange information regarding major cases of mutual interest. Both the Sheriff's Office and the Police Department in Wenatchee are major agencies and each maintains complete and detailed records systems.

The Wenatchee Police Department handles in excess of 4,700 FBI defined Part I and Part II offenses yearly. In addition to this, the Department is involved in traffic enforcement and various types of community services, all activities of which have an impact on the Records Unit. This work load is handled by a total of 44 sworn and civilian personnel supported by a budget of approximately \$530,000 per year. Wenatchee City Police Department's dispatch services function 24 hours per day, seven days a week. The dispatch system is connected to the Records Bureau providing easy access to the files.

The Wenatchee Police Department's reporting system for occurrences in the field is initiated with an entry on the daily log sheet. When activity in the field requiring police contact becomes known to the dispatcher, an initial determination of whether a car will be dispatched to the scene is made. If field contact is indicated, the dispatcher will send a car to the scene and complete entries in the daily log sheet with identification information and summary data related to the call. If the determination is made that the call does not require field contact but that complainant contact is necessary, the dispatcher will request that the complainant come to the police station so that a sworn officer can obtain necessary details on the incident. Details of the contact with the complainant are documented by the interviewing officer and placed on the incident report along with the case number obtained from the daily log sheet. When no field or police station contact is necessary, details are obtained by the dispatcher and recorded on the daily log sheet in summary form. All cases, including those in which the dispatcher transcribes incident details on the daily log sheet, receive case numbers. This case number assignment system provides a mechanism for controlling entries into the records process by the assignment of unique identification numbers for each case.

Cases investigated by a field officer are documented on the Wenatchee Police Department incident report, which provides such detailed identification and summary information on the case under investigation as the case number; type of complaint or offense; place of occurrence; date and time of occurrence; date and time that the offense was reported; names, ages, addresses, and telephone numbers of victims and complainants; property descriptions; and details on the incident. All reports are submitted to the Records Supervisor for an accuracy and completeness review. The Records Supervisor also determines whether the correct crime classification has been entered, after which the report is marked for distribution. The original copies are routed to appropriate individuals and units within the Police Department and to outside agencies where necessary. If follow-up investigation is indicated, assignments are made by the Detective Sergeant, who may assign a Detective or refer the case back to the Patrol Division for a complete investigation. The Detective Sergeant receives copies of all reports submitted from the field. This provides for the second review point in the case report process.

The investigation activities of all follow-up efforts are documented on the Wenatchee Police Department follow-up report. This report consists of identification information necessary to link it back to the original report, such as the case number, the victim or business, and the type of complaint. The body of the report contains details related to the follow-up investigation, specifically new information which is not contained on the original report. Follow-up investigation reports are produced by the officer in duplicate, one copy is retained by the officer for his personal investigative file and the original is transmitted to the Detective Sergeant for review. If the Detective Sergeant determines that the case is ready for prosecution, a complete copy of the report, including the original incident report, is transferred to the prosecutor.

If a warrant is issued on a suspect in the case, but not served immediately, the warrant is transferred back to the Records Bureau where an entry is made in the warrant register. From the warrant register a register number is obtained which is assigned to the warrant and used as an indexing number from the warrant original. The warrant is filed by register number and an entry is made on the criminal history name index card if the individual has been previously arrested. If no card is on file, a want-card is generated and placed in the criminal history name index file. The entries contained in the criminal history name index file refer back to the warrant file and the warrant register number. After a warrant is served, entries are removed from the criminal history name index card and all want-cards are destroyed.

When a subject is booked into jail, a check is made to determine whether or not he has had a previous record. If a record does not exist, a new file package is generated using the arrest number as the vehicle for indexing the file package. This index number is obtained from the face sheet where it is pre-stamped in numerical sequence using the year as the first portion of the numerical sequence. The four characters of the arrest number start with number one, at the beginning of each year, and provide a unique number for each arrest on each individual. This number is used for indexing purposes on the original arrest only. All subsequent arrests relate back to the original number, even though each arrest receives a new number. This feature of the system leaves room for error and confusion because one-number

sequence performs two separate functions. This is, the number itself is used to identify the jacket and each individual arrest. Users of the system claim that to date no major problems have resulted from using this particular numbering system, but it is apparent that with increased volume considerable difficulty could be encountered.

If the subject being booked into jail has a prior record, that record is obtained from the file and added to the temporary package file located in the jail. The temporary package file contains the face sheet, which reflects the arrest number for this particular arrest, mug shots, fingerprint cards, and legal documents such as the warrant. The temporary package file is transferred back to the Records Unit after the prisoner is released from jail where it is refiled under the original arrest number. Also, in the case of persons arrested with prior records, the old criminal history name index card is retrieved and the new charges entered on that card, along with the new arrest number. This card is then refiled into the criminal name index file. All arrest entries are summarized daily on the Police Department daily log sheet. This activity is referred to as the 24-hour arrest recap and summarizes each individual arrest during the past 24-hour period.

Juveniles who are referred to court are processed through the Police Department by filling out the Juvenile Intake Record Form in duplicate. One copy of this form is sent to the Juvenile Court for formal processing by that agency, and the other copy is processed through the Records Bureau where a juvenile history file is generated. Upon initial receipt of the Juvenile Intake Record by the Records Bureau, a search of the juvenile name index file is made to determine if the individual has a prior juvenile record on file. If no record is located, a master file number is assigned to the individual, and a name index card is typed to reflect the master file number. The name index card is then placed in the juvenile name index file to provide for an index back to the juvenile's history file which is filed by the master file number.

All other name index cards maintained by the Records Unit are filed in one master file. This file contains name cards on individuals related to case investigations such as complainants, victims, witnesses, suspects, and, in addition, contains name information on individuals involved in traffic accidents. This file is separate from the adult criminal history name file and the juvenile history name file. These cards are typed at the time the blotter entry is made with additional name cards, such as those follow-up reports, typed by Records Unit personnel.

Case report documents and follow-up documents, after being processed by the Detective Sergeant and Records Unit personnel, are filed in the master case file by case number assigned by the dispatcher. Access to this file is by complainant name listed on the case report. The follow-up report, in addition to generating new name index cards, is also used to obtain statistics on the clearance of cases. If a follow-up report contains adequate information to clear a case, the report will be classified by the Detective Sergeant.

Statistics for initial incidents and offenses are obtained from the daily log sheet, which is filled out by the dispatcher. This data is transcribed by Records Unit personnel for the purpose of compiling department-level and Uniform Crime Report statistics. Arrest statistics are obtained from the 24-hour arrest recap, entered on the Police Department daily log sheet. Juvenile referral information is obtained from the copy of the Juvenile

Intake Form that is retained by the Records Unit. All statistics are tabulated on a series of daily worksheets, providing for the comprehensive monitoring of department activities. These worksheets are broken down into three different types. One deals with offenses known and cleared, another with tracking noncrime-related activities, and a third deals with monitoring persons arrested. These tally sheets are transferred to a monthly tally from which monthly reports are generated and to an annual tally sheet from which all annual reports are generated and distributed to department personnel and the FBI.

The Chelan County Sheriff's Office serves a population of approximately 27,500 persons and provides contract law enforcement to the towns of Leavenworth, Cashmere, and Entiat. The total number of complaints for the agency for 1972 was 4,844. Total combined Part I and Part II crimes, as defined by the Federal Bureau of Investigation, were 3,253 for 1972. The Chelan County Sheriff's Office Records Bureau employs a Records and Identification Officer in addition to two full-time records personnel. In addition to contract law enforcement for the three towns in the County, the Sheriff's Office provides investigative support for the City of Chelan.

Cases investigated by the Chelan County Sheriff's Office are all processed through the Dispatch Office in Wenatchee, the main office of the Sheriff's Office and Records Bureau. Outpost officers transmit information to the Central Office by radio, by mail, and by courier service. Certain cases that do not require detailed written reports resulting from the investigation are relayed to the dispatcher via radio, and the dispatcher enters disposition information on the daily blotter to complete the documentation of the case. In some cases preliminary disposition information is radioed and followed by a detailed report. In all cases requiring follow-up investigation, the Deputy assigned to the remote station will retain copies of reports he has submitted to the Central Office to be used as work copies. Inquiries of the Records Center are made by radio, and when necessary, copies of documents located in the Central Office are mailed or transported to the remote location by another Deputy. It was pointed out that very little difficulty was encountered using this method of transporting information; however, there were instances when delays in getting information from the Central Records Bureau to or from the field caused difficulty.

Deputies assigned to remote locations essentially follow the same procedures for report writing and processing as do those assigned in the immediate vicinity of Wenatchee. The exceptions to this rule include the procedures for reporting dispositions by radio and for using mail services as a method of transporting reports. When incidents are reported to the Chelan County Sheriff's Office dispatcher, either by the public or an observing Deputy, an entry is made on the dispatch log, the document used to record radio transmissions. The log contains information such as the time, car number, and a short statement regarding the message transmitted. The dispatcher then makes an entry on the daily blotter, which is a chronological listing of incidents handled by the Sheriff's Office. The blotter contains the numerical sequence of case numbers and is used as a control document for issuing these numbers. In addition, the blotter contains a summary of the case or incident and detailed information regarding persons arrested. All numbers used on the blotter are preceded by the last two digits of the year, and a new number sequence is started at the end of each calendar year. The blotter is maintained on a daily basis. At the end of each day it is

transmitted to the Records Bureau where it is placed in the blotter file by date. The dispatcher is responsible for determining whether a car needs to be dispatched to the scene or no action is taken. If a car is not sent to the scene, an information memo is filled by the dispatcher containing a statement of the type of incident, time reported, date reported, the person reporting the incident, with his address and telephone number, as well as the location of the incident, the time of occurrence, and identification of any witnesses, victims, or suspects that may have been involved in the incident. The incident information memo is then routed to the Undersheriff for review to determine, as an additional check valve, whether any further action should be taken. In addition, the incident information memo is used as a source of information for future related occurrences.

If the dispatcher determines that the incident requires a full report, a complaint report is filled out by the dispatcher. This report contains detailed information regarding the identification of the incident, including the complainants names, addresses, telephone numbers, location of the incident, time of the occurrence, arrest information, description information of suspects and property, and a summary of the occurrence. It is on this report that the dispatcher enters disposition information transmitted by field officers in remote locations. The complaint report becomes the face sheet and initial document on all case files. Written information generated in the field by the officer after investigation is attached to and becomes part of this particular report. This is the method by which the case number becomes a part of the investigating Deputy's report. The complaint report is produced in triplicate, with one copy filed by case number on a clipboard and the remaining two copies sent to the Review Officer, after which they are attached to the investigating Deputy's report.

The Review Officer makes initial determinations on whether the report is complete and whether a follow-up investigation is necessary. In addition, the Review Officer examines the report to determine the status, whether cleared, unfounded, or inactive. If the Review Officer determines that follow-up investigation is necessary, he assigns a deputy to perform follow-up activities in connection with the incident. The assigned deputy receives copies of the complaint report and the primary investigative report from the Review Officer. After a follow-up investigation is begun, secondary investigative reports are generated and sent back to the Review Officer for attachment to the original case documents. The Review Officer will also at this point determine any status change related to the case. The Records Bureau is responsible for typing index cards on all case reports, in addition to filing and maintaining statistics on activities handled by the Department. Case reports are filed either in an open or an inactive file, depending on the classification assigned by the Review Officer. Cases are maintained in these two separate files to assist in determining which cases are in an active status. Cards are generated to assist in identifying complainants and suspects and are filed alphabetically. In addition, a crime information card is generated and filed by crime category to assist in determining crime statistics for the year.

In cases in which investigation determines there is adequate evidence for a complaint to be signed and a warrant issued, a prosecution report is generated to assist the Prosecuting Attorney in the processing of the case.

If warrants are not served at the time of issuance, they are assigned a number from the warrant log book and an entry is made on the warrant index, which is a book containing an alphabetical listing of persons with outstanding warrants. The alphabetical listing is achieved by blocking pages for each letter in the alphabet and then entering the wanted person's name in the order that it is received under the corresponding alphabetical letter. After the entry has been made in the warrant index, the original copy of the warrant is then placed in the warrant file, also by name. When warrants are served, the warrant is removed from the warrant file and an entry is made in a warrant log book indicating the service has been completed. This system provides many checks and balances for the warrant processing but is extremely cumbersome and difficult to update.

If the investigation of a case indicates the necessity for a juvenile referral, an intake record is filled out by the deputy, one copy of which goes to the Juvenile Probation Office and the other copy is processed by the Records Bureau. The Records Bureau copy is placed in the case file attached to the corresponding investigative information already contained in that file. An additional copy is generated of the intake form for the purpose of maintaining a juvenile history file. The juvenile history file is maintained by an assigned number which accompanies all information gathered on that individual while he is a juvenile. Name index cards are created and filed alphabetically with a cross index back to the juvenile history file. When intakes are received by the Records Bureau, a check is made into the juvenile name index file to determine if a prior number has been assigned. If the juvenile has been referred in the past, the old number is assigned to the new intake record.

When adult arrestees are booked into jail, a name search is made to determine if the individual has a prior record. If the subject has been previously arrested, the original criminal index number will be assigned to the new record information. If the processing involves a new arrest, a number is assigned and a name card is typed in order to index the information related to the arrest. Arrest records are filed by arrest number, and the name index cards are filed alphabetically with a numeric cross index to the arrest record. The arrest record contains mug shots, rap sheets, fingerprint cards, and other documents related to the arrest.

The Chelan City Police Department utilizes dispatch records and investigative support from the Chelan County Sheriff's Office. Police Department dispatching is transferred to the Sheriff's Office when the Police Department Central Office is left unattended. Records and investigative support is provided by the Chelan County Sheriff's Office in major offenses. In addition to copies of investigative reports that have been written by Chelan County Sheriff's Office personnel, all other records are maintained by the Chelan City Police Department. The Sheriff's Office maintains complete records information regarding cases in which it provides investigative assistance to the Police Department. Approximately 12 cases per year are turned over to the Sheriff's Office by the Chelan City Police Department out of a total yearly caseload of 1,145.

The Chelan City Police Department is comprised of six sworn personnel and one part-time records secretary. The office operates 24-hours per day, 7 days a week with dispatching out of the Central Office on a part-time basis. Dispatching coverage is determined by the availability of officers in the Central Office and the work schedule of the

records secretary. Except for drastic increases during the tourist season, a population of approximately 3,000 persons is served in a total area of five square miles. The distance between Wenatchee, the county seat, and the City of Chelan is 35 miles.

The formal reporting process begins when the investigating officer returns to the office to make an entry on the police blotter. The complaint number is obtained from the blotter and provides the investigative report with a unique number by which it is filed. Also contained on the blotter is a brief description of the incident, the name and address of the complainant, and the officer who investigated the case. The blotter is generated in four copies, two of which go to the press, one is placed in the officer log book at the front desk, and the original is utilized by the Records Unit to generate index cards, after which it is filed in the blotter file. All index cards contain the complaint number and are filed in alphabetical sequence in the complainant name index file. The complaint number provides a cross index to the investigative reports which are filed numerically.

After the officer completes the investigation of the case, he fills out a complaint report and submits this to the Chief for review and follow-up assignment. If the case is a felony, the Chief will determine whether the County Sheriff's Office will be called in to assist in the investigation. If assistance is requested, copies of the complaint report are filed in a complaint file and the original is sent to the Sheriff's Office. If the case is retained by the Police Department and follow-up investigation is indicated, the Chief will assign the case. All follow-up investigations are attached to the complaint report and filed under the complaint number.

If follow-up investigation results in the arrest of an individual, an entry is made on the police blotter and the daily blotter. The police blotter provides a summary of persons arrested and is maintained as a log. The daily blotter contains a summary of all police activities and transactions on the radio. The arrest record contains rap sheets, fingerprint cards, mug shots, and arrest cards in addition to other arrest-related documents. The arrest package is filed alphabetically in the arrest file.

Juvenile referrals are processed by generating a package for a juvenile which consists of an envelope and a copy of the juvenile's intake record for each referral in which he has been involved. The juvenile package is filed in the juvenile file alphabetically. The original of the intake form is sent to the Juvenile Probation Office in Wenatchee, where a disposition report is returned to the Chelan Police Department for entry into the juvenile's file.

The Douglas County Sheriff's Office employs 14 sworn deputies and operates on a budget of approximately \$100,000 per year. The county seat is located in Waterville, but more than 50 percent of the County's population is centered around the Columbia River Bridge at Wenatchee. The Sheriff's Office provides law enforcement services to the entire county except for the Town of East Wenatchee. Records information from remote areas, including the East Wenatchee area, is transported back to Waterville after reports have been written.

The record system of the Douglas County Sheriff's Office begins when the dispatcher makes an entry on the daily log and obtains a complaint number for a field investigation. The daily log is generated in four copies with one copy going to the press, one

copy to the Bridgeport Substation, and one copy to the East Wenatchee Substation. The original is retained by the Records Bureau and is used to generate name index cards, type of crime cards, and agency statistics. The statistical process involves the use of three tally sheets which provide comprehensive statistical data regarding the Uniform Crime Report and department-level statistics. The daily log sheet is filed in the log file by date after all pertinent information has been obtained from it.

After the officer investigates the case, an initial report is written and submitted to the Records Bureau. If the officer determines that an initial report is not necessary, he radios the disposition in to the dispatcher for entry on the daily log. When the initial report is received by the Records Bureau, the Review Officer checks for completeness and enters the case number on the report. If a report is received that has not been entered on the daily log, the Review Officer makes the entry. After the initial report is processed, it is filed in the case file by the case number. If follow-up is necessary on the investigation, copies are generated for the prosecutor, if necessary, and for the officer; the original is sent to the Records Unit. The follow-up report is attached to the initial report after additional name index cards have been typed and statistics recorded. Supplemental reports, such as statements, are also made part of the initial report file.

If the follow-up investigation results in the arrest of an individual, a check is made to determine if a prior record exists. If the individual has been arrested before, the old record is obtained from the file and the new documents are added. If the individual does not have a prior record, a new arrest number is assigned, a criminal history card is generated, and an arrest package is made up on the individual. The name card is filed in the master alphabetical name index file, along with all other name index cards maintained by the agency. Juvenile referrals are handled by completing the three-copy juvenile intake record and sending one copy to the juvenile probation office. The officer retains a copy for his own personal file, and the additional copy is processed by the Records Unit to obtain statistics and generate a juvenile history record on the individual. If the juvenile has a prior record, the old record is obtained from the file and the new information is added. A juvenile with no prior record is assigned a new juvenile history number and a file is generated on that individual. The intake record is placed in the juvenile file numerically, and a juvenile name index card is created and filed in the master name index file alphabetically. The name card provides a numeric cross index to the juvenile file.

The Okanogan County Sheriff's Office provides law enforcement services to all areas of the County except the Town of Omak and the Town of Oroville. Oroville is located in the extreme northern portion of the County, next to the Canadian border, and is one of the major inlets from Canada to the State of Washington. Individuals arrested in the Oroville area by the U. S. Border Patrol are transported to the County Jail. The population center of Okanogan County is centered around the Omak and Okanogan areas, a point close to the center of the County.

Records-keeping procedures in the Okanogan County Sheriff's Office are less than effective and should be examined at a future date for the purpose of upgrading the effectiveness of the system. The Record Centers of Oroville and Omak were not examined; but due to the geographical proximity of Omak and the heavy use of the County Jail facilities by the Oroville Police Department, it is apparent that combining the records functions for these agencies would provide for more effective and economical processing of record information. The Okanogan County area is unique from the Chelan and Douglas County areas in that the two population centers are separated by considerable distance and geographical boundaries such as the Columbia River and a mountainous terrain.

IV. RECOMMENDATIONS

Examination of the agencies involved in the study brought forth some very unique operational and logistical problems regarding records processing and information sharing. Due to the varied terrain and the clustering of population centers in the tri-county area, it is recommended that two Records Centers be developed with locations in Wenatchee and the Town of Okanogan. The Center at Wenatchee should serve all of Chelan and Douglas Counties, and the information center at Okanogan should serve all of the agencies in Okanogan County.

It is also recommended that the Records Centers at Okanogan and Wenatchee maintain joint sharable information files such as warrant information, stolen property, M.O. information, and crime mobility information and that this data be stored and maintained at the Center in Wenatchee. Access to the tri-county data bank will be provided via telephone hotline or teletype to the Okanogan area. Communication links to law enforcement computer facilities in Spokane and Seattle should also be established, in addition to the existing link to the State Capitol of Salem. The Center at Wenatchee should provide the entire tri-county area with access to files on the national, state, and local levels.

The recommendation that two separate Records Centers be established should be accomplished in three distinct phases. The first phase should deal with the establishment of the Records Center in Wenatchee and the involvement of all agencies in Chelan County. Phase II will be concerned with adding the records functions of Douglas County agencies to the Wenatchee Records Center; and Phase III will involve the establishment and implementation of the Okanogan Records Center involving all agencies in Okanogan County.

In order to facilitate the implementation of the Wenatchee Records Center, the existing systems of the Wenatchee Police Department and the Douglas County Sheriff's Office will be used as models. It should be noted that both of these agencies contain very clean and efficiently operating systems and reflect excellent design characteristics. The two systems are very similar in nature and must only be modified slightly to attain the desired model for a multiple-agency system.

It is recommended that the implementation of the two Records Centers be developed as follows:

Phase I. Establish a Records Center for Chelan County Agencies .

This phase deals with the establishment of the Records Center in Wenatchee ultimately serving all agencies in Chelan and Douglas Counties. This initial phase deals specifically with establishing the Center, combining the record-keeping functions of the Chelan County Sheriff's Office and the Wenatchee Police Department, and finally adding the Chelan City Police Department records activity to the Records Center. In order to accomplish the objectives of this phase, specific tasks must be executed.

Task 1. Create the Record Center:

In order to perform the task of creating the Records Center, it will be necessary to obtain facilities adequate to process the additional loads. Due to the efficient system currently operated by the Wenatchee Police Department, it is recommended that this agency be utilized as a primary site for the Records Center until a joint facility can be constructed. The Records Center should be closely aligned to a major dispatch outlet which would be capable of disseminating information from the national, state, and local levels. In addition, the Records Center dispatch operation should provide all participating agencies and other dispatch centers in the tri-county area with hotline service into the joint tri-county files located at the Records Center. These files should include outstanding warrants, stolen property that is not indexable on the NCIC level, and other sharable files that may be required. The Wenatchee Records Center should provide these centralized services for the Okanogan Records Center via telephone hotline. The use of facsimile transmission sending and receiving devices should be examined to assist in the transmission of data between the Records Center and outlying agencies. Facsimile devices should only be utilized to transmit urgent documentation. Manpower requirements for the Center during Phase I are projected to be one Records Supervisor and two full-time employees. The Phase II application will require one additional employee full time when the Douglas County Sheriff's Office is added to the Center.

Task 2. Develop Operating Procedures for the Records Center:

In order to insure smooth operations among the multiple agencies utilizing the Records Center, specific dispatch procedures must be established. It is recommended that all agencies utilizing the Records Center will be given the option of maintaining their own dispatch operation, and it is recommended that blocks of incident numbers be issued from the Central Records Center for purposes of control and indexing at the Center. Local dispatch operations should enter the incident number on the daily log maintained locally, along with the summary details of the incident. This log should be generated in triplicate, with one copy going to the Central Records Bureau and other copies being maintained locally for distribution to the press and for review by the agency administrator. The daily log should be submitted to the Central Records Bureau with each batch of incident reports. The log sheet will be utilized at the Central Records Bureau level as a check against incoming incident reports. The dispatch operation supporting the Records Center should maintain a similar daily log and should also

receive incident numbers in blocks issued from the Records Center in order to provide for the same control mechanisms necessary for remote dispatch operations. It is also recommended that dispatch operations issue the incident number at the time that the car is dispatched to assist the Records Center Review Officer in matching up incident reports to the daily log and other supplemental reports. The dispatch operation serving the Records Center should also maintain files containing sharable information related to the tri-county area, such as warrants and stolen property data. Indexes to these files should be maintained physically in the dispatch office for use by the dispatchers during all shifts.

It is recommended that control procedures for inbound reports from all agencies being served by the Center be established to insure that all reports are received and processed properly. The mechanism should generate delinquent notices for reports that have not been received by established cut-off dates. The major control device should be a copy of the daily log coming in from each dispatch location for use by the Records Center Review Officer in determining what reports are due. A copy of the daily log should also be maintained at the originating agency to assist in maintaining field operations and providing agency administrators with overview information. The Review Officer should examine all inbound reports for content and clarity; and if it is determined that the report needs improvement, it should be returned to the originating officer. For incident report and follow-up documents it is recommended that two copies be generated in the field. One copy should be retained by the agency as a work copy, and the other copy should be transported to the Central Records Center. The work copy should be maintained in the originating agency filed under the investigating officer's name or should be in the custody of the officer during the active investigation of the case. One copy of all supplemental reports such as follow-ups and statements should become a part of the work file, and the file documentation should be used to assist the prosecutor. After the case has been closed, it is recommended that the work file be disposed of, in order to keep to a minimum the paperwork maintained at the agency level.

The processing of initial investigations should be accomplished with a dispatch-assigned incident number. This number will assist the Records Center in maintaining control over incoming documents. If the officer determines after investigation that a report is not necessary, the incident number should be utilized to transmit the verbal disposition back to the dispatcher for entry on the daily log. If this procedure is

followed, no additional documentation should be made by the officer. In cases where an incident report is written, the incident number should be attached to that report before it is sent to the Records Center. Follow-up investigation reports should be generated in duplicate and should also contain the incident report number. One copy of the follow-up report should be sent to the Records Center and the other copy should be retained by the officer and added to the work file. After incoming incident reports, follow-ups, and other related documents have been processed by the Records Center Review Officer, they should be processed by Records personnel. Records personnel should use the daily log for purposes of typing index cards and obtaining statistics. Index cards on incident-related documents should be filed in a complaint and suspect file. This file should contain cards with references to all incident reports and accident reports and should include complainants, victims, suspects, and witnesses. Follow-up report processing should include the indexing of any additional names not appearing on the original documentation. Follow-up reports should also be used statistically when case clearances are indicated. Name index cards contained in the incident file should refer to all incident-related documents filed by incident number. All records from agencies participating in the Records Center will be filed in one central incident file. It is recommended that additional cards be generated to provide a cross index by crime category.

Criminal history information should be maintained by criminal history number, with a name cross index. It is recommended that each individual criminal history record be issued one number only. If it is found desirable to identify each specific arrest with a number, it is recommended that the original number be used to identify the person and that an alphabetical character be added to this arrest file number to identify different arrests. It is also recommended that juvenile history records be maintained in a similar manner, with one number per individual and a name cross index. All additional entries in the juvenile history should be made under the original number.

Statistical processing by the Records Center should be accomplished utilizing the incident report, the daily log, follow-up reports, juvenile intake documents, and arrest documentation to provide for Uniform Crime Reports and agency administrative reports. Summary statistics regarding crime activity in the area served by the Records Center are recommended for planning purposes. Agency reports should be generated to reflect all incident-related activities, as well as arrest information. Agency reports should be designed to provide administrators of the user agencies with adequate information to determine budget requirements and to assist in department administrative activities. Uniform Crime Report information should be submitted from the Records Center level for each individual agency.

Task 3. Combine the Records Functions of the Wenatchee City Police Department and the Chelan County Sheriff's Office:

This task will be the most intricate in the implementation process. In order to accomplish a smooth transition to the Records Center, each agency should work closely with Records Center personnel to insure system uniformity. It is imperative that the administrators of both agencies commit adequate resources and provide proper support in order to accomplish this difficult effort.

Task 4. Add the Records Functions of the Chelan City Police Department to the Records Center:

The transfer of records from the Chelan City Police Department to the Records Center and the ongoing operation of that system should provide an excellent test of Records Center operating procedures. It is imperative that before any additional agencies are added that the systems are thoroughly tested and proven.

Phase II. Add the Douglas County Law Enforcement Agencies to the Records Center.

The Douglas County Sheriff's Office is operating under a very efficient system which is very closely related to the recommended Records Center design. The healthy state of the Douglas County System should reduce, to a minimum, implementation problems. It is recommended that Douglas County Sheriff's Office personnel be involved in all phases of the development and implementation of the Records Center.

Phase III. Generate a Records Center to Serve the Okanogan County Agencies.

Since the scope of this report does not allow for the design of the Records Center in Okanogan County, it is recommended that an examination of the requirements of that Center be accomplished and that a major system upgrade of the host agency, the Okanogan County Sheriff's Office, be accomplished. It is very conceivable that the majority of design concepts in the Wenatchee Records Center could be transferred to the Okanogan system.

END

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