

#227

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

Kennewick, Washington, Police Department

October 10, 1973

NCJRS

NOV 30 1976

ACQUISITIONS

Prepared by:

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

(Per Contract J-LEAA-015-72)

38043

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I. PRELIMINARY INFORMATION

A. Consultant Assigned:

Charles R. Connery, Captain
Seattle Police Department
Seattle, Washington

B. Date Assignment Received:

July 19, 1973

C. Date of Contact with LEAA Regional Coordinator:

July 19, 1973

D. Dates of On-Site Consultation:

August 23-24, 1973

E. Individuals Contacted:

O. C. Lincoln
Chief of Police

R. C. Farnkoff
Captain

L. E. Ward
Patrol Lieutenant

R. G. Waldner
Detective Sergeant

L. L. Abernathy
Detective Sergeant

J. J. Moreno
Detective Sergeant

Bea Pulliam
Records Clerk

II. STATEMENT OF THE PROBLEM

A. Problem as per Request for Technical Assistance:

Technical assistance in evaluating the Records Reporting System and personnel deployment procedures.

B. Problems Actually Observed:

Technical assistance, due to time constraints, was limited to the Records Reporting System.

III. FACTS BEARING ON THE PROBLEM

See attached Consultant's Report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached Consultant's Report.

V. RECOMMENDED COURSE OF ACTION

See attached Consultant's Report.

CONSULTANT'S REPORT

FACTS BEARING ON THE PROBLEM

The City of Kennewick lies across the Columbia River from Pasco and approximately 10 miles south and east of Richland in the southeastern portion of Washington State. These three cities form what is popularly known locally as the Tri-cities area. Kennewick has a population of 16,500 while the Tri-cities area has a population of 72,900. The Kennewick Police Department has a total of 30 full-time employees, 25 of whom are sworn employees.

Police department yearly activities break down as follows:

1.	Arrests (Nontraffic):	Adult	Juvenile	Total
	Part I	140	103	243
	Part II	665	134	799
2.	Traffic Arrest and Citations:		Approximately 3,000	
3.	Reported Crimes:			
	Part I	1,972		
	Vehicle Accidents	360		
4.	Dispatched Calls:	13,868		

The average daily activity is:	Dispatcher	38
	Offense Reports	7
	Accident Reports	1
	Arrests	2 or 3

CURRENT PROCESSING OF REPORTS

Reported Incident Processing

Dispatch of a field unit is handwritten on the radio log, and a three-part pre-numbered complaint report is typewritten with the information available and a brief one or two sentence explanation of the circumstances as understood from the phone call. On arrival at the scene the officer notes the circumstances and the action taken by him in his officers notebook. Prior to going off duty, the officer will either (a) transfer this information to a miscellaneous report form or (b) write the same information on the yellow copy of the complaint report. The officers report is then matched up with the appropriate complaint report and the remaining two copies (white, pink) are typed by the desk clerk with the officers information. If the officer indicates an offense and accident report is involved, this is noted on the complaint report.

To complete an offense report, the officer in the station dictates information from his notes onto a belt recorder. The desk clerk then types the offense report from this recording. Accident reports are handwritten by the officer.

Arrest Processing

The officer, at the booking counter, types a three-part arrest report with the necessary information. The white and pink copies are placed in the arrest file (numeric order) until the subject is released. At that time the subject signs for the return of his property and is given the pink copy and the white copy is returned to the arrest file. When the arrest report is initially completed at the time of booking, the yellow copy, the fingerprint card(s), and a blank final disposition report are forwarded to the station clerk. The clerk types information from the yellow copy onto the fingerprint card(s) and final disposition report. If the arrested party has no prior criminal history card, the clerk initiates one. Otherwise the existing card is pulled from the file and an entry is made for this arrest. One fingerprint card is kept locally. This is classified and filed in a fingerprint classification file located in a room separate from the arrest history file.

Master Name Index

The name of every person and business firm mentioned on a report is indexed in the master name index. For each name a white 3 x 5 card is made showing the name, date of birth (if person), address, type of incident and the numeric reference to the complaint report, a notation if an offense report is involved, and a single letter indicating the relationship of the person or business firm to the incident.

The current file has all entries made since 1949; approximately 60 percent are since 1963. This file is estimated as having 105,000 index cards.

In addition to this master index, there are separate index files for warrants and local businesses and stolen/lost/found property (by type). The pink copies of the three-part complaint report are used for a type of incident index that covers the past 30 to 60 days.

Current Files

File Name	Filing Order
Offense Report	Reporting Date
Accident Report (citizen)	By Month of Occurrence
Accident Report (officer)	By Month of Occurrence
Criminal History	Alphabetic
Fingerprint Card	Henry Classification
Complaint Report (white)	Sequential Number
Complaint Report (pink)	Event Type
Arrest File	Booking (docket) Number
Traffic Citation (pink), Disposition Noted	Alphabetic
FBI "Rap" Sheets	Alphabetic
Warrants	Alphabetic
Traffic Citation (pink), Disposition Pending	Officer Name
Juvenile Record	Alphabetic
Ordinance Citations (C & N)	Alphabetic
Bicycle Licenses (orginal)	Owner Name
Bicycle Licenses (copy)	License Number
Pawn Reports	Pawnshop Name

Summary

The filing system lacks cohesiveness. There are too many separate files, too many steps involved in finding the required information, and too many files arranged alphabetically.

Several small files are not mentioned because little benefit would come from a conversion effort. The files are: bicycle registration files, pawn report files, gun registrations, etc.

In addition, the basic file cabinets appear to pre-date World War II. This, in itself, creates inefficiency and waste motion. Given the current cost of labor, it seems imprudent to place unnecessary barriers in the way of productivity when a relatively small investment in adequate equipment could alleviate the condition.

Finally, purging of these files is mandatory for an efficient operation. Ten percent of the *Metro* population is a good estimate of the maximum number of arrest histories which should be filed and have any real value. Where the number of index cards in the master name file approaches one and one-half times the *Metro* population, the necessity for purging is self-evident.

RECOMMENDED COURSES OF ACTION

The basic principles guiding these recommendations are:

1. Minimize file searching involved in records processing.
2. Minimize file search steps for inquiries.
3. Group-related information into a single file.
4. Reduce steps in the reporting process.
5. Make indexes more useful.
6. Nothing leaves a file unless something is left in its place.

RECOMMENDED REPORT FORMS

The report forms are basically serviceable; however, the crime report should be replaced with a more structured format. A person's investigated report should be added to the criminal history jacket. The limited time available for completing this study precluded designing a suggested crime report form, so a multi-purpose crime report form from St. Louis is included here to demonstrate the principle (refer to Appendix I). This form is highly structured, is designed to draw out specific items of information, and can be typed or handwritten. Officers are presently block printing accident reports and they could continue to handle crime reports in the same fashion.

The person's investigated report is self-explanatory and gathers valuable background information on the subject in a criminal history file.

Four-part, snap-out 3 x 5 index slips are recommended in white and pink for the master name file and cross indexes. A blue card stock 3 x 5 criminal history index card completes the supplies for the master name file, unless a quantity of yellow, 20 pound bond 3 x 5 slips is desired to index optional intelligence files.

The various types of index slips are shown in the Appendix. The required number of copies are typed and then are filed under the proper names and cross indexes.

RECOMMENDED PROCESSING

Incidents

On receipt of information by phone or in person, the station clerk will type the available information on a prenumbered, two-part complaint report. The form will then be separated if the call is dispatched by radio, with the yellow copy filed in the basket representing the officer dispatched and the white copy filed in the suspense file. Meanwhile, the officer will use a pad of unnumbered complaint forms (yellow) to make his field notes and complaint disposition report. Prior to going off duty, the officer will match his field notes copy with the prenumbered copy in his basket, staple the two together, and place them in the station clerk's in-basket. Based on information from the officer, the station clerk will:

1. Complete the white copy only and return the stapled copies to the officer for his files if no offense report is indicated on the officer's copy.
2. If an offense report is indicated, type both the white and prenumbered yellow copies, return the *unnumbered* copy to the officer, and place the prenumbered yellow copy with the case file materials. The white copy provides information for the necessary index cards and is filed in the incident file.

Whether both the prenumbered copy and the officer's copy are yellow or one is pink is immaterial; the flow of the copies and their use is the important thing.

This method eliminates the officer's field notebook and the miscellaneous report form.

Case Reports

Using the process previously described, the station clerk will place an indicator after the sequential number if the officer's yellow complaint report indicates a Form "2." This could be a -1, X, or similar designator.

In addition, an indicator system indicating crime against person, property, traffic accident (injury or noninjury) could also be constructed using a single character reference. At a minimum, a system indicating a case file entry should be adopted.

If the recommended report forms are adopted, the officer should block-letter his reports in the field as he presently does for accidents. Recording case reports saves much less officer time than is popularly assumed. In addition, it introduces an element of duplication and an irreducible error level in the reporting process.

If, however, the recording system is retained, it is strongly recommended that five small tape recorders be made available so that each field officer may check one out at the beginning of a shift. Good quality recorders using mini-type tape cassettes can be purchased for \$90—\$200. The reproduction quality of the tapes is better than plastic belts. In addition, the cassettes are reusable and the plastic belts are not. The advantages are: (a) reducing transcribing errors and (b) eliminating the necessity for the officer to come to the station to record his report. The disadvantage is the possibility of loss or theft of the tapes. In this case, the Department may wish to hold an officer personally responsible for issued equipment.

Arrests

On completion of the booking packet, the yellow copy is immediately forwarded to the station clerk, along with a blank copy of the FBI disposition record form, a blank arrest history card, a completed yellow (officers) copy of the complaint report, and two fingerprint cards (dependent on the nature of the charge).

The clerk will research the master name file for a previous arrest history. If one is found, the blue name card will be pulled and updated with a new entry for this arrest. The person's identification number will be added to all arrest documents, and these will, when completed, be added to the arrest history file. If no previous arrest history is found, the next available person's identification number will be assigned and a blue arrest history index card will be made.

The white and pink copies will stay in the numerical order B/A file until the subject's release. At that time the pink copy will be given to the subject, and the white copy returned to the B/A file.

Where arrests are for a significant charge, the detectives will complete a person's investigated report form at the first opportunity and add it to the arrest history jacket.

MAINTAINING FILE INTEGRITY

To reduce the risk of misplacing files and misfiling material, and to provide out-of-file identification, each individual file should be issued a number of hexagonal plastic tags with the individuals name thereon. Each index card removed from a file would have a personal tag submitted in its place. For 8—1/2 x 11 files, a supply of red or pink out-of-file indicators, slotted to receive and hold the plastic tags, will serve the same purpose. The described out-of-file indicators should be sufficiently larger than the file so that they are visible in the file. Removal of a file for *any* purpose, including records processing, should *always* be accomplished in this fashion.

APPENDIX I

**RECOMMENDED FORMS, REPORTS, FILES,
AND IMPLEMENTATION SCHEDULE**

SUBJECT (SUSPECT) INDEX CARD

A-1

① → 131	② → 2/4/67 km	③ ← Cs 67-5065	④ ←
⑤ → SEARS ROEBUCK & CO. (vic rpts)	⑥ ← BLAKE, Terry Dean (subj WM/3-3-49)		⑦ ←
⑧ → 6416 Roosevelt Way N.E.	⑨ ← LARCENY S/L Store		⑩ ←
⑪ → Subj tk 1 pr slacks, val \$6.99.			

VICTIM INDEX CARD

050	10/13-14/69 d1	Cs 69-57331
WEBSTER, Charles Blake (vic rpts)		dob 12-29-29
1325 N. 44th		
LARCENY Bike		
1 26" B's Penney's Stingray bike tkn, val \$40		

- (1) Location code
- (2) Date occurred
- (3) Typed by
- (4) Complaint number (if form 2 made add -x)
- (5) Name(s) involved
- (6) Date of birth
- (7) Location of occurrence
- (8) Title of occurrence
- (9) BRIEF recap of details

EXAMPLE OF MULTIPLE NAMES

2-15-73 kjd 73-12117
UNITED METHODIST PUBLISHING HOUSE (vic)
JACKSON, Joseph Edward (rpts)
BAILY, Rev. Bro. M. David, OSS (pay to)
CONRAD, David (sgnd by)
ST. RUTHS' CHICAGO (acct of)

1908 4th Ave

BAD CHECK

Chk retrnd. Bank of Chicago, ttl valu of chk:
\$210.95. Acct closed.

WARRANT INDEX CARD

1-15-70 kb Corr# 95742
p-95

SEABORNE, Marienne (pickup) WF
GAGNER, Marienne

Auth: PD Boise, Idaho

PICKUP WARRANT BAD CHECKS

dob 6-20-26, 5'4, 118, dk hr, blu eyes. Subj is
wanted on wrnt chrg ICWOF Over \$2500 bank acc with
\$5 deposit.

CRIMINAL HISTORY INDEX CARD

Last Name	First	Middle	KPD #		
Sanford,	Mark	Howard	<u>135596</u>		
Alias					
Race-sex	Birth dt	Ht	Wt	Hr	eyes
W M	11-20-48	6-1	155	brn	brn
Birthplace		Occupation		Opr. Lic.	
Seattle, Wash.		Speaker		SS: 537-48-3804	
H.V.					
REMARKS:					
5-2-62 Yj 8492 larc ar 1-31-70 ag 2419 B/W					
9-13-63 ad 22618 del curf 1-31-70 ag 2418 2 TVB					
9-24-66 jc 17041 Aspen pu					
10-10-66 vf Sumner PD					
1-9-67 jc 67555 Narc					
4-27-69 rh 8030(2) TVBS					

METROPOLITAN POLICE DEPARTMENT — CITY OF ST. LOUIS

POLICE REPORT

1. TYPE OF INCIDENT				2. HOW COMPLAINT RECEIVED () RADIO () STATION () CITIZEN () ON VIEW				3. FIELD CODE	4. CRIME CODE NO.	5. FILE	6. COMPLAINT NUMBER	
7. DATE AND TIME OF OCCURRENCE						8. DATE AND TIME REPORTED TO POLICE				9. LOCATION CODE		
10. LOCATION OF OCCURRENCE								11. DIST.	12. TYPE OF PREMISE (DRUGSTORE, GARAGE, ETC.)			
13. VICTIM (IF FIRM, NAME AND TYPE OF BUSINESS)				14. RESIDENCE ADDRESS				15. RES. PHONE				
				16. BUSINESS ADDRESS				17. BUS. PHONE EXT.				
VICTIM'S FEDUCIDE.	18. RACE	19. SEX	20. AGE	21. OCCUPATION								
22. PERSON REPORTING INCIDENT				23. RESIDENCE ADDRESS				24. RES. PHONE		25. BUS. PHONE EXT.		
26. WITNESSES' NAMES A.				27. RESIDENCE ADDRESS				28. RES. PHONE		29. BUS. PHONE-EXT.		
B.												
30. PERSON WANTED OR ARRESTED A.				RESIDENCE ADDRESS				ARREST REGISTER NO.				
EST. () ACTUAL ()	RACE	SEX	AGE	HGT.	WGT.	HAIR	EYES	COMPLEXION	BUILD	CLOTHING		
PERSON WANTED OR ARRESTED B.				RESIDENCE ADDRESS				ARREST REGISTER NO.				
EST. () ACTUAL ()	RACE	SEX	AGE	HGT.	WGT.	HAIR	EYES	COMPLEXION	BUILD	CLOTHING		
31. VEHICLE () OF VICTIM () USED				LOG.	YEAR	STATE	LICENSE NO.	SERIAL OR MOTOR NUMBER				
MAKE: YEAR	MAKE	MODEL (FAIRLANE, BU, ETC.)			COLOR:	TOP	BOTTOM (OR ONE COLOR)		BODY STYLE (CONV., JEAN, ETC.)			
32. UNITS NOTIFIED (GIVE NAME AND EXTENSION NUMBER)												
ID.				4.AIR.				OTHER				
QUANTITY	33. DESCRIPTION OF PROPERTY (INCLUDE BRAND & SERIAL NO.)				VALUE							
					MONEY	JEWELRY	FURS	CLOTHING	AUTO	MISC.	TOTAL	REC'D.
34. NARRATIVE: GIVE ADDITIONAL INFORMATION OF INCIDENT; USE CONTINUATION SHEET IF NECESSARY.												
35. TELETYPE NUMBER												
36. REFERENCE NO.												
37. SUBMITTED BY: OFFICER, DSN, ASSIGNMENT												
38. DATE OF REPORT												
39. P. OF PP.												
40. SURGEANT'S INITIALS				41. REVIEWING OFFICER, SIGNATURE, DSN								

Figure 1: Pre-printed short run offset master report form in a special two-carbon format.

RECOMMENDED BASIC FILES

FILE	CONSISTS OF	FILING ORDER	ACTIVE RETENTION	PURGE DISPOSITION
INCIDENT FILE	Complaint Report	Date/Time (sequential)	Current year plus two	DESTROY
CASE FILE	Complaint Report (copy) Offense Report or Accident Report (officers) Statements Investigation Report	sequential C/R number	Current year plus two	MICROFILM
CRIMINAL HISTORY	Local RAP (C.H.card) Booking Sheets (yellow) Fingerprint Card Offense Report (copy) Mug Prints FBI RAP Persons Investigated Report	Persons ID number	See File Retention Schedule	MICROFILM
MASTER NAME INDEX	Comp/Vic/Witness (white) Suspect/Subject (white) Warrant (pink) Arrest Record (blue) Intelligence (yellow)	Alpha	three years five years same as warrant same as Criminal History periodic review	DESTROY

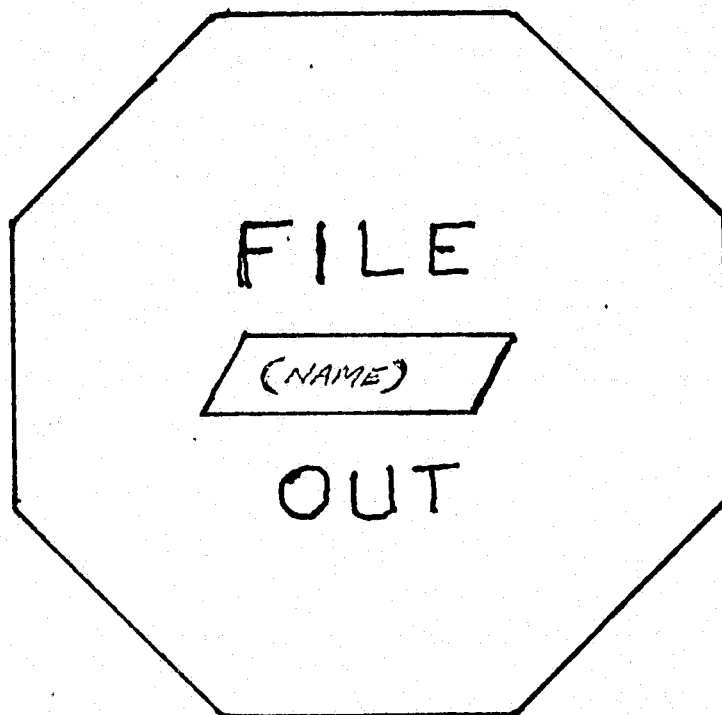
FILE RETENTION SCHEDULE

	<u>RETENTION</u>	<u>DISPOSITION</u>
I CRIMINAL HISTORY FILE		
A. If Felony Conviction (or multiple felony charges)	12 years or age 75 or deceased	DESTROY
B. If Misdemeanor only (no felony charges)	5 years or age 65 or deceased	DESTROY
C. If Juvenile Record (no further charges)	18th birth- day 21st birth- day	INACTIVE DESTROY
Note 1: Retention based on the time since the <u>last</u> <u>arrest</u> .		
Note 2: Current laws & court rules MAY dictate alteration of Juvenile Record retention.		
II CASE FILE	CURRENT YR plus two	MICROFILM

FILE RETENTION SCHEDULE (continued)

	<u>RETENTION</u>	<u>DISPOSITION</u>
III INCIDENT FILE	Current yr plus two	DESTROY
IV MASTER NAME INDEX	SEE RECOMMENDED FILES	
V ADDRESS CROSS INDEX	Current yr plus two	DESTROY
VI TYPE OF CRIME CROSS INDEX	six to twelve months	DESTROY
VII ARREST WARRANTS		
A. Misdemeanor	one year	JUDICIAL REVIEW
B. Felony	three years	JUDICIAL REVIEW

OUT OF FILE LOCATER



- Note:
1. Made of flexible plastic (preferable) or paper card stock. Distinctive color to draw attention.
 2. Embossing individual names on approximately one dozen (or less) is probably not economic. Name may be applied by means of self-adhering paper label.

IMPLEMENTATION

MONTH ONE

ORDER FILE EQUIPMENT:

1. DESK TOP ROTARY CARD FILE (business file).
2. CARDVEYOR (ROTARY MECHANICAL FILE) for 3 x 5 index.

If models are available to accomodate 5 x 8 and 3 x 5 files in the same unit this will be the best choice. In the straight 3 x 5 model, the units will provide a total of approximately two thousand (2,000) lineal inches of file space. A minimum of six hundred fifty (650) lineal inches are needed for 3 x 5 filing.

ADVANTAGES: Eliminates stooping. Brings required files to consistant level (about desk height). Can be securely locked.

DISADVANTAGES: VERY difficult to use during power interruption. Requires some occasional maintenance. Does not easily serve multiple, simultaneous requests. Expensive.

2a. Alternatively, order FULL-SUSPENSION 3 x 5 FILE CABINETS. Each cabinet stands fifty-two (52) inches high, about twenty-eight (28) inches deep, contains twelve (12) double-row

drawers. Two cabinets will provide about twelve hundred (1,200) lineal inches of file space.

ADVANTAGES: Drawers roll very easily, much lower cost, can support multiple, simultaneous use.

DISADVANTAGES: Bottom four drawers difficult to work with, being below twenty inches from floor. Raising entire cabinet on pedestal places top drawer at or above eye level.

Note: Either option, 2 or 2a, will require about two hundred sixteen (216) lineal inches of file space for 5 x 8 files.

3. OPEN SHELF FILES for 8 x 10 files (Case Files, Criminal Histories). Sufficient open shelf filing for sixteen to twenty thousand (16,000 to 20,000) manila folders containing approximately eight to ten pages (average) each. Open shelf filing is recommended above closed filing cabinets for greater ease of use, ready surveillance of file condition, ability to provide quick visual clues as to location of major file blocks, etc. This should accomodate active files so long as purge criteria is routinely followed.

4. FIVE FIELD MINI-CASSETTE RECORDERS (if report recording is to be continued.
5. CLEAR PURGE CRITERIA with State Archivist.

MONTH TWO

HIRE FILE CONVERSION CLERK

A sufficiently large job of file purging and reorganization exists to keep one clerk busy for approximately six months.

If new file fixtures have not yet been delivered, begin 3 x 5 name file purge.

DESIGN AND ORDER NEW REPORT FORMS, SUPPLIES.

MONTH THREE

BEGIN NEW FILE PROCESSING STEPS

Implement new index formats, report forms, and recommended processing steps.

Move files into new hardware.

MONTHS FOUR through SEVEN

CONTINUE REORGANIZATION, PURGING OF FILES

Make necessary adjustment in processing.
Establish responsibility and methods for continuous, routine file purging.

MONTH EIGHT

EXISTING EMPLOYEES ASSUME RESPONSIBILITY FOR SYSTEM.

END

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