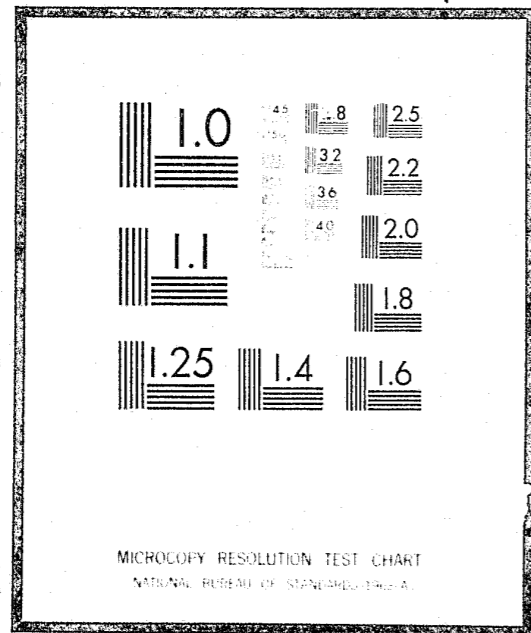# NCJRS

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

8/25/77
Date filmed

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Consolidation of Records System For Olympia, Lacey, and Tumwater, Wash., Police Departments —

REPORT NUMBER: 77-004/112

FOR:

	Olympia
Population:	25,000
Police Strength:	
(Sworn)	38
(Civilian)	5
Total	43
Square Mile Area:	14.1

CONTRACTOR: Public Administration Service
1776 Massachusetts Avenue. N.W.
Washington, D.C. 20036

CONSULTANT: Sgt. Walter H. Trefry

CONTRACT NUMBER: J-LEAA-002-76

DATE: March 16, 1977   APR 13 1977

ACQUISITIONS

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EXHIBITS

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The Police Departments of Olympia, Lacey, and Tumwater, Washington, have asked for technical assistance in connection with the consolidation of their three separate records systems. They have requested a feasibility study as well as specific recommendations as to how the consolidation could best be carried out. Assigned as consultant was Sgt. Walter H. Trefry.

Other personnel involved in this request were:

Requesting Agency: Chief Chester Breuer
                    Olympia Police Department

Approving Agency: Mr. Galen Willis
                    Police Specialist
                    LEAA Region X

I. INTRODUCTION

Although the Olympia, Lacey, and Tumwater Police Departments have agreed to consolidate their records systems, each department maintains its records in a different format, and in order to assess the feasibility of the consolidation and make specific recommendations, each individual participant's present operation had to be thoroughly evaluated. This evaluation included both concepts and daily operational practices carried out under the present system, the departmental commitment to the records-keeping endeavor -- both current and future, and potential problems that could arise from a fully combined records system.

During the on-site phase of the assignment on February 16, 18, and 19, 1977, the following key personnel were interviewed in the course of evaluating the systems, along with other personnel of varying ranks and degrees of responsibility:

Olympia Police Department:
Chief Chester Breuer
Sgt. Robert Patters
Karen Anderson, Records Clerk

Lacey Police Department:
Chief Jim Land
Sgt. Bob Ingram
Policewoman Agnes Ulery

Tumwater Police Department:
Chief E. E. Dennis
Policewoman Carol Yett

II. UNDERSTANDING THE PROBLEM

In the original request for technical assistance evaluation and recommendations regarding the consolidation of the three records systems, it was set forth that Lacey had the use of a computer to maintain its records, that Olympia utilizes an IBM 3741 Data Entry and Storage System with the city's computer (but not on-line), and Tumwater relies on a manual record system. When addressing the problem, however, it was found that while the Lacey Police Department does utilize automation, its usage does not respond to the data retrieval process as commonly recognized or in a fashion supportive of the basic concept of central records. Also not covered in the language of the request was the newly implemented centralized dispatch center for the three police departments concerned, which is to be located in the new county courthouse and not on the premises of any of the participating agencies.

In addition to fulfilling the objectives of the assignment, the consultant also responded, when possible, to on-site requests for immediate solutions to operational problems that were encountered. Only one major internal influence on the problem was surfaced, and it centered on interagency relations involving certain personnel in more than one department. Administrators of all three departments assured the consultant that these problems affecting interagency relationships can and will be taken care of administratively.

III. ANALYSIS OF THE PROBLEM

The on-site evaluation and the subsequent discussions with responsible personnel addressed the concept of records keeping used by each participating agency. All records-keeping sections and their capabilities were reviewed in light of the requirements of a central records section and their participation.

Each department submitted complete sets of all forms it uses, and a review of all capture documents and forms was made with regard to compatibility, retention, or revision.

A review of physical requirements for a central records section was also made, including physical space, location, and available hardware and resources available but not currently utilized.

Operational procedures performed daily were evaluated in order to determine their application to a central records-keeping capability. On-site visual evaluations were performed with the primary records person of each agency.

All reviews were made with the central records section envisioned as a primary function. The section must provide accurate, complete, and timely data requested by all disciplines of the criminal justice system needing information. In addition, a comprehensive records section should respond to specialized data requests such as management, manpower allocation, crime prevention, planning, etc. All of these facets of a comprehensive records section, including its management, will be addressed below.

Operational Records-Keeping Concept

All three agencies utilize an alpha search process to locate hard copy within a numeric file. Basically, this name-to-hard-copy concept is all that is needed for a combined records capability for these three agencies. This concept, since all three agencies are presently using it, will provide for an orderly implementation of central records. It also minimizes the normal apprehensions that are experienced with changes of this magnitude.

Nearly all participants carried this concept throughout their individual agencies, with minimal sub-sections located in various locations in the agency. The major deviation to the concept was found to be juvenile records. One agency has isolated juvenile information from the central records concept. This problem is a carry-over of older restrictive attitudes surrounding juvenile information, which are contrary to a modern comprehensive records approach.

Operational Records-Keeping Practices

1. Paper Processing

All agencies utilized similar methods of paper processing. Reports are "reviewed" by the writers' immediate supervisor and forwarded to records for numbering, carding, filing, and distribution. The "review" process is of varying value, as will be discussed under recommendations.

The carding function differs with each agency. Two agencies utilize the basic 3 X 5 card system; however, one agency indicated it was considering immediate implementation of a Master Index system. The Master Index system utilizes a single card per person entering the system, with one-line entries of all future events. The third agency utilizes the same concept as Master Index but has the advantage of a sophisticated device to represent the index card.

All agencies utilize a single "case number" per incident, with additional documentation attached to the original report. One agency uses an additional low order numeric to denote month of occurrence. This process is contrary to any completeness concept of good records management. The problem was explained to the section and elicited a very positive response from the agency with regard to a possible change.

The use of routing copies of original reports was consistent within all three agencies and was within established criteria of good records management. All

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used copies for routing, thus leaving the "original" within the confines of the record section. This procedure is an essential part of proper document management.

2.   Data Input to Records

Two agencies use the normal manual updating of data on a 3 X 5 file card. The card may represent a single incident or multiple incidents. The data collected per card was "normal"; however, it is inadequate if the section is to respond to any standard of accuracy and completeness. The most glaring omission was information indicating dispositions to arrest histories. In all instances, the recorded information was insufficient to a degree that it was frequently necessary to depend on the original report for an adequate response to a minimal request for information. Recommendations for expansion of data elements of the "file card" will be found later in this report.

The process used by these two agencies was very efficient considering that the reports were received and processed in a manual system. This is not to imply that significant improvements could not be implemented; however, they would primarily be in the area of the data furnished to the records personnel and not the activities of the records personnel. This recommendation will be included with comments about data collection and documents.

The third agency uses data input on a IBM 3741 device, which hereafter will be referred to as the "Floppy Disk." The process is basically a sound and efficient process of data collection when given a chance. The consultant could find no fault with the process within its present definition of data capture. Operationally, problems were encountered which individually are minor but collectively present a serious problem. The following comments attempt to identify the significant operational problems -- all of these must be addressed by management to make the present process efficient or to consider the future application of a central records concept using the floppy disk device.

A.   Operator training is inadequate. Adequate training must be furnished to the input operator that includes device operation and system understanding, including "why do it?"

B.   User training must also be addressed. Presently the device is not properly used for data retrieval because of a lack of trained personnel to operate the device. Personnel from all divisions should be able to use and retrieve data from these files. This reluctance is further compounded by the way the "computer" was implemented within the department. The attitudes of personnel range from awe to indifference to hate. All personnel must understand the process, data needed, and ultimate goals of the system.

C. The present space for the input function is totally inadequate. Adequate space must be provided to insure efficient input of data. Inadequate space compounded by frequent interruption creates errors, repeated entry of same data, and other inefficient practices. The space should provide for all necessary documentation, including code lists that are readily available for quick reference. Input documents must be located within identifiable locations to be entered, to be used again for other data files, and for availability during the filing processes.

D. Workable data must be presented. Data should be presented in a usable sequence. Present documents used for data entry require the operator to look in a wide variety of locations on the forms. Many times the operator must read the entire report to identify the rather minor amount of data to be entered. This is totally unacceptable, since it definitely is poor manpower utilization. The requirements for data capture documents, data entry, and surrounding training must be addressed, regardless of what type of system is implemented.

E. Immediate processing of data by the data processing section is necessary. The use of the floppy disk is only half done when the operator enters data from reports. This process does little more than make it available for processing by the computer unit, which following processing presents an updated usable source of alpha index information.

    The current status of the law enforcement data is totally inacceptable. There is as much as a two-week delay from initial input to returned updated file data. The reason provided for this delay was equally unacceptable -- "Law enforcement applications do not have a high enough priority." This lack of currently accessible data has greatly jeopardized the credibility of the device. This problem was mentioned by nearly all of the law enforcement staff interviewed. Law enforcement management must insist on a proper priority. It should be noted that following discussion between the consultant and the immediate supervisor of records and the manager of data processing in which strong feelings were expressed about this poor practice, the data processing manager personally picked up the data disks for processing, accumulation, and updating of the main name file.

Data Capture Documents

Each of the agencies use similar but different report forms. The forms used collect the data for law enforcement purposes; however, the data is not col-

lected in an efficient manner that will respond to a central records system, especially if the automated data system is utilized. The present documents can be used, provided the agencies are willing to pay the price of slower input, increased error potential, and possible misunderstanding of the various forms and their functions.

Field-Level Data Collection

Perhaps the process that contributes most to the difficulties of data entry is the manner by which it is presented. There is a decided lack of consistent formatting of reported information. Each officer seems to "do it his way." This creates a manpower waste for nearly all the readers, regardless of their function.

The code clerk in records frequently has to read the entire report just to determine if a burglary was residential or commercial. The investigator must read the entire report to determine if anything was taken during the burglary.

Presently there is no consistent procedure for data on reports so that it can be found in the same location each time. Uniform placement of data on a report permits the reader to easily identify significant data elements. If the placement of data supports the data entry process, than further efficiencies can be realized. The two obvious benefits -- reduced reader time and reduction of potential error at entry level -- are just part of the many advantages of good report writing practices and technique.

Microfilm Data Storage

The present microfilm concept is adequate to support data storage of a central records section for all three agencies. The numeric filing supports microfilming provided the process is delayed until the paper returns to a completed and comprehensive numeric sequence.

The reader-printer device currently used is adequate for a combined section.

The filming process presently used is insufficient and creates a serious problem for document retrieval. The present practice of using the state's Department of Archives to perform the microfilm camera process creates two serious problems. First, severe delays make the documents unavailable. Second, there is some question as to whether the security of the data is compromised by having the process conducted by non-law enforcement personnel.

The fact that the paper for 1974 and 1975 is kept away from the records section, in a room upstairs, makes them practically useless. The two years of paper is being prepared for forwarding to Archives for photographing. This problem

should be eliminated as soon as possible.

Data Transmission and Location

Presently data is stored in each of the three participating agencies as well as at the County Sheriff's record section. The county section was not reviewed during this evaluation because it was not a participant; however, it is impossible to properly identify records data without considering that source.

The proposed central records function of the three agencies effectively reduces data sources to two for this criminal justice community.

A complicating factor of this endeavor is the development of a central dispatch center which will be housed within the new county courthouse. A process whereby data found within these two records sections can be readily available to dispatchers will have to be developed.

Present computer hardware is not adequate to develop remote teleprocessing capability. Some lack of internal credibility with management personnel adds slightly to the complications. Recommended alternatives regarding this situation will be presented under Recommendations.

Data Processing Capability

Two agencies utilize data processing, and although they have totally different applications, each application can support the central records-keeping concept.

The system language used by both Olympia and Lacey is RPGII, thus building a facet of compatibility into the two systems. The Olympia system responds to Alpha (name) inquiry which provides a logical amount of primary call-up data and references the numeric files containing the original documents. In addition, this system performs some crime specific analysis, data collection for specific data bases, and other related functions. Nearly all of these processes either support central records and retrieval or can be used by all participating agencies.

The Lacey approach to data processing falls more within the realm of a management information system. This system has some excellent approaches to manpower allocation and utilization, traffic analysis, and preparation of the Uniform Crime Report. The entire capability is outstanding when considering the hardware configuration and manpower involved to maintain and operate it. All aspects of these applications can and will be beneficial to the various participants.

Neither of these two sets of hardware can support on-line data processing. Anticipated expansion does not seem to support on-line data processing; however,

there may not be logical or financial reasons to consider on-line applications. Recommendations as to how to utilize the present capability will be presented below.

V. RECOMMENDATIONS

Central Records-Keeping Concept

1. General Recommendation

   It is recommended that the Police Departments of Olympia, Lacey, and Tumwater implement a central records section.

2. Specific Recommendations

   A. Establish policy governing a central records section, defining as a minimum:

      (1) Management responsibility

      (2) Funding basis including future expansion

      (3) Location

      (4) Degree of responsiveness of section

      (5) Involvement of data processing

   B. Inventory present hardware, establish needs, and equitably compensate for hardware used by written agreement.

   C. Establish uniform training of all personnel to insure that everyone understands and supports the central records concept.

   D. Evaluate all recommendations found within this report.

Report Review Process

1. General Recommendation

   All reports must be reviewed by the immediate supervisor, prior to forwarding to central records, for adherence to established data sequence, accuracy, and completeness.

2. Specific Recommendations

   A. All reports must meet minimum criteria or they will be returned to the writer before being forwarded to Central Records.

B. A specific rejection procedure be defined and available to Central Records should first-line supervision review break down.

C. Provide explicit training and policy definition to all personnel -- prior to implementation of the central records section -- relative to completeness of data, structure of reports, routing of reports, and related processes.

D. Provide for discipline for failure to adhere to proper review procedures that is effective and consistent within all participating agencies.

<u>Master Index Update/Retrieval</u>

1. General Recommendation

Develop a comprehensive update and retrieval system utilizing the IBM 3741 Data Entry and Storage system.

2. Specific Recommendations

A. Review present data base (files) to determine if they respond to acceptable Alpha indexing.

(1) The following data elements are generally considered minimum initial response fields. They basically respond to a majority of field-level data requests yet also respond to requirements of completeness and accuracy:

(a) Complete name, sex, race, and D.O.B.

(b) Physical description

(c) Address

(d) Date of incident

(e) Report/case number

(f) Brief description of incident

(g) Subjects relationship to incident

(h) Officer involved

(i) Disposition of arrest

B. Develop programs and procedures of data collection at time of input that support the management information system as presently produced by the Lacey Police Department.

C. Provide adequate space to house the device plus a properly organized work station which supports maximum throughput.

    (1) The work area should provide for receiving the documents and sorting for second and third data retrieval processes by specifc category and for documents ready for filing. Since the present system captures several data segments, the following is based on the on-site observations. The same process can be modified to any future system definition. Area indicates any device used to hold the documents.

> Area 1 -- All received documents. Enter name file data. (Following Area 1 processing sort to following for further processing).
>
> Area 2 -- Burglary File
>
> Area 3 -- Bicycle File, etc.
>
> Area Z -- Documents which have had all processing completed and are now ready for filing.

    (2) Provide devices to afford quick and accurate access to all code and reference documents needed by the personnel performing data entry.

D. Provide adequate and continual training to properly utilize the device.

    (1) Training for input should include proper use of the device, system concepts, file definitions and purpose, and an overview of the purpose of all the operator's functions.

    (2) Training for inquiry should include the proper use of the device by all potential users, sources of support data, knowledge of paper files, and all policies regarding the comprehensive central records system.

Data Collection Documents

1. General Recommendation

It is recommended that a new report form be devised that responds to law enforcement and data collection. The recommendation for a totally new form

is based on the inadequacies of present documents used and the consideration that a totally new document will be more readily received than "the other guy's" form.

2. Specific Recommendations

   A. The new forms must be unique to the needs of the three participating agencies and the data collection system.

      (1) The form design should consider the sequence of data used to enter on the IBM 3741 device, or, the sequence of entry must agree with the form.

      (2) The form design should consider all data elements required by the various data systems such as crime reduction, U. C. R., and management information.

Usable Data

1. General Recommendation

   It is recommended that a policy be developed, supported by training, that requires reports be written in a consistent manner which supports data entry and utilization.

2. Specific Recommendations

   A. All reports must include pertinent data needed for data entry in the sequence which affords easy entry. As an example, the headings of reports must have complete indices of the situation.

      (1) Primary indices shall always be the crime.

      (2) Secondary indices shall be as decreed to support proper definition of the incident.

      (3) Example of Burglary heading: Burglary, Res., Force, Door.

   B. Establish training pertinent to the proper collection of data that meets requirements of information, prevention, prosecution, etc.

      (1) Training must include both basic and refresher as identified by recognized professionals within the Criminal Justice training area.

      (2) Training must include the relationship of the collection device to the total system of data collection and must address all levels of

involvement of all personnel.

Microfilm Capability

1. General Recommendation

    It is recommended that the law enforcement agencies perform their own microfilming in-house.

2. Specific Recommendations

    A. Evaluate roll film recording devices which meet the low input needs of the combined records system and purchase the most applicable device.

        (1) This recommendation would apply to Olympia Police Department, even if the records merger does not go into effect.

    B. Establish policy governing the frequency of microfilming and stick to that policy.

        (1) Does not need to be dependent on being able to use a full roll of film, since cost of film and processing is not prohibitive. Recommend quarterly microfilming.

    C. Establish responsibility of personnel.

        (1) The data entry position could be made full-time which would include, input, retrieval, microfilm, and general records maintenance. Should this definition cause additional expenditures, each participating agency should subscribe on the basis of their involvement.

    D. Periodically develop machine-generated "com" tapes reducing storage requirements of the floppy disks.

Data Transmission Between Users

1. General Recommendation

    It is recommended that the agencies utilize voice communications as a data transmission capability until such time the need for teleprocessing can be identified and justified.

2. Specific Recommendations

A. Establish hot lines or data frequency connecting all data bases. Recommend data frequency through central communications. Incidentally, if the central records system included the county, a good portion of the transmission problem would be eliminated.

(1) Sound alarm should be considered at all data resource locations if the attendant has multiple functions in adjacent locations. Excessive response time seriously attacks the credibility of a data system.

Data Processing Capability

1. General Recommendation

Recommend that both Olympia's and Lacey's systems be used to produce their respective output.

2. Specific Recommendations

A. Utilize Olympia's present processes to support the central records system and to capture management information data as identified and required by the Lacey system.

B. Monthly collected management data will be forwarded to Lacey for processing.

The rationale for this is that the present and anticipated computer hardware is, by the nature of the system, a slow process. Production of management information reports requires several hours per month per agency, thus hindering the routine processing of law enforcement data. This monthly demand will seriously impair law enforcement data processing if it is all done in Olympia. Efficient utilization of existing equipment could afford consistent law enforcement processing and the monthly reports. In addition, minor additional training of data processing personnel will be needed, since each function will be performed by personnel totally familiar with each unique process.

Physical Location

1. General Recommendation

It is recommended that the central records unit be housed in the Olympia Police Department.

Staffing of Central Records Unit

1. General Recommendation

Management of the central records system could be carried out by permanently assigned law enforcement personnel with fully defined responsibilities. This recommendation would apply to the present Olympia records section. Continuous rotation of supervisors does not contribute to a consistent, on-going approach to records. It results in a changed concept with each rotation, thereby creating difficulties for personnel management as well as for the section.

2. Specific Recommendations

A. Define procedures for complaints -- available to all users -- through the Chief of the person immediately responsible for the records section.

B. Define procedures for complaint through each participating department's Chief for the supervisor of the section so that such problems as improper data collection can effectively and quickly be addressed.

C. Identify necessary personnel to adequately staff the section and provide said personnel with shared funding.

APPENDIX   A

REPORT FORM SAMPLES

1 MISC REPORT	2 JUV ARREST		5 OTHER	6 TYPE		7 REPORT NUMBER		8 DEPT
3 ARREST REPORT	WARR REGISTER							
9 DATE OF REPORT	10 TIME	10A PERSON BY PHONE	11 REPORT NAME AND/OR CHARGE				12 TIEPIN CODE	

R E P O R T E D   B Y

13 COMPLAINANT: LAST NAME	FIRST	MIDDLE	13A SEX M F	14 OFFICER		15 OFFICER'S NUMBER

16 ADDRESS STREET		CITY	STATE	16A PLACE OF EMPLOYMENT		16B BUS. PHONE

17 GRID		18 UCR	19 DISP	20 HOME PHONE		B L D G	24 HIWAY	25 BANK	26 DRUG STORE	27 HOME

| | | | | | | | 28 AUTO | 29 GAS STA | 30 COMM HSE | 31 CHAI |

21 DOB	22 TEMPERAMENT OF COMPLAINANT		23 DIST	32 OTHER

33 LOCATION OF INCIDENT		34 TIME OF OCCURRANCE BETWEEN	TIME	DATE	&	TIME	DATE

P E O P L E

35 PERSON	41 LAST NAME (OR FIRM)	FIRST	MIDDLE	42 SEX M F	RACE	43 W	44 N	45 I	46 C	47
36 WITNESS										
37 VICTIM	50 ADDRESS: STREET	CITY	STATE	48 OTHER		49 DOB				
38 SUSPECT										
39 ARREST	51 PHONE	52 DRIVER'S LICENSE	STATE	53 SOC. SEC. #, MILITARY, ETC.						
40 OTHER										

I D M C	54 TATTOO	55 FRECKLES	56 WRINKLES	60 AREA OF MARK/SCAR	61 DESC. MARK	62 HT	63 WT	64 HAIR	65 EY
	57 ACNE	58 CRIPPLE	59 FACE SCAR						
DESC. OF CLOTHING	66 HAT	67 JACKET/COAT	68 SHIRT/BLOUSE	69 TROUSERS/SKIRT/DRESS		70 SHOES			

V E H I C L E

71 STOLEN	79 LICENSE NUMBER	80 STATE	LOC STOLE	87		91 STOLEN	104 TYPE – WHAT IS IT?	105 BRAND
72 WANT			LOC RECOV		P R O P E R T Y	92 LOST		
73 SUSPECT	81 MAKE	82 COLOR	LOC STOLE	88		93 FOUND	106 SERIAL NUMBER	107 MODEL
74 VICTIM			RECOV ELSE			94 DAMAGE		
75 WITNESS	83 MODEL	84 STYLE	STOLE ELSE	89		95 OTHER	108 VALUE	109 INVTY #	110 CALIB	111 INSURE
76 LOCATE			LOC RECOV					
77 REPO	85 YEAR 86 VEHICLE IDENT NUMBER (VIN)					96 PISTOL	97 REVOLVER	112 DESCRIBE FIREARM
78 OTHER						98 RIFLE	99 SHOTGUN	
90 ADDITIONAL INFO:						100 AUTO LOAD	101 LEVER	113 BARREL LENGTH, ETC.
						102 BOLT	103 SLIDE	

J U V

114 FATHER	115 PHONE	116 MOTHER		117 PHONE
118 SCHOOL		119 PARENTS NOTIFIED BY WHOM?		120 TIME NOTIFIED?

COPY TO:
SHERIFF
CHIEF
DIX
JUV
RADIO
CHEX
AUTO
PROP
H & R
TRAFFIC
TIEPIN
DATA PROC
CIVIL
JAIL
STATS
CITY PROS
ST. PROS
HEALTH
REFUSE
TRAF ENG
POUND

OTHER

BRAND NAME_____ SPEED   10 ⬚   5 ⬚   3 ⬚

BOYS or GIRLS   SIZE - Stingray 20"   24"   26"   27"

COLOR OF FRAME_____

COLOR AND TYPE OF SEAT_____ BANANA or REGULAR

COLOR OF GRIPS_____

TYPE OF HANDLE BARS   REGULAR   HI RISE   RAM HORN

COLOR AND NUMBER OF FENDERS

ABOUT HOW OLD IS BIKE?_____ VALUE_____

TYPE OF TIRES-   SKINNY   BALLOON   REGULAR   WHITE WALL   SNOW

KNOBBY   SMOOTH   SLICKS   ETC

PADLOCK   COMBINATION   NONE

ANY ACCESSORIES - BASKET, CARRIER, HORN, HEADLIGHT, HAND BRAKES, GENERATOR ETC.

ANY STICKERS OR IDENTIFYING MARKS_____

CHAIN GUARD - COLOR AND MODEL NAME_____

SERIAL NUMBER_____ LICENSE NUMBER_____

STATE
CITY PROS
ST. PROS
HEALTH
REFUSE
TRAF ENG
POUND

OTHER

END