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R-77-110

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT:

San Diego, California; Records Systems Analysis

REPORT NUMBER: 76-06

FOR:

3409

;

San Diego, California, Police	Department		
City Population:	757,000		
Police Strength (Sworn):	1,200		
City Area:	322.9	square	miles

CONTRACTOR:	Westinghouse National Issues Center
CONSULTANT:	G. Hobart Reinier
CONTRACT NUMBER:	J-LEAA-003-76
DATE:	August 1977

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FOREWORD

This request for Technical Assistance was made by the San Diego, California, Police Department as a result of a recommendation by Mr. C. L. R. Anderson, Consultant, that improvements in the Department's records processing would benefit the crime analysis function.

Requesting Agency:

San Diego, California Police Department, Chief of Police W. B. Kolender; Mr. George Sullivan, Director of Crime Analysis

1. INTRODUCTION

San Diego had a reported 1973 population of 757,000, an 8.6 percent increase over the 1970 census of 697,000, and covers 322.9 square miles.* The Police Department has 1,200 sworn personnel.

Analyses conducted during this study, and the resultant conclusions and recommendations were based on observations of operating procedures, interviews with operating supervisory and command personnel, flow process charts prepared in conjunction with a workload study by the City Finance Department and an interview with the analyst performing the study, review of work documents and reports, and a review of records currently in use.

The following persons were interviewed:

- Inspector Kenneth Fortier, Development and Finance.
- Inspector Ralph Davis, Support Services,
- George Sullivan, Director, Crime Analysis.
- Captain A. L. Harris, Laboratory, Records and Property.
- Lt. David Spisack, Development and Finance.
- Lt. William Bond, Records and Property.
- Sgt. Robert Peters, Communications.
- Ms. Carol Wright, Principal Clerk, Assistant Records Supervisor.
- Ms. Mary Jarrell, Senior Clerk, Case Record Section.
- Ms. Pat Perrins, Analyst, City Finance Department.
- Various Clerks.

*The Municipal Year Book -- 1976, International City Management Association, Washington, D.C.: 1976, page 10.

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2. UNDERSTANDING OF THE PROBLEM

The San Diego Police Department is implementing a Career Criminal Project that is focused on the crimes and perpetrators of robbery, rape, child molest, commercial burglary, and burglary hot prowls. In conjunction with this program, the Department's Crime/Incident Report and Arrest/Juvenile Contact Report forms are being revised. The new forms were undergoing field test at the time of the survey. The Career Criminal Project is dependent upon receipt of all crime and arrest reports for comprehensive analysis of the crime problems. The existing reporting system allows an unknown percentage of crimes to drop out of the normal crime report sequence.

The San Diego Police Department conducted several projects over the past few years that involved rather sophisticated information processing; however, all of the projects apparently either assumed adequate records processing or specified particular processing needs that were implemented by the Records Section without necessarily integrating the new procedures with the old. A recent change in command of Records and Property initiated a critical review of the records processing that, in conjunction with the Career Criminal Project, resulted in the request for Technical Assistance for the purpose of improving the records flow and responsiveness of the Records Section to overall Department needs.

3. ANALYSIS AND DISCUSSION OF THE PROBLEM

3.1 General

Several developments within the San Diego Police Department affect the analysis as discussed herein.

3.1.1 Computer-Aided Dispatch (CAD)

A computer-aided-dispatch system was implemented recently. The dispatch center is located several blocks from police headquarters and serves both the Police and Fire Departments. The City is moving toward 911 in the near future. The CAD system is standard for a city the size of San Diego, using separate positions for complaint clerks and dispatchers. The dispatch record, input by the complaint clerk, is transferred to the appropriate dispatcher by the computer, which also generates a dispatch control number, reinitiated at "1" for each day. Upon completion of the assignment by the field officer, at the time the disposition is entered into the computer, a "DR" number is generated, which is sequential for the year in chronological order by "time completed." The DR number was designed into the system in anticipation that it might later be used for report/case control.

> • <u>Comments</u> -- The DR number can be used for case control, but there is a short time interval between the time the patrol unit returns to service and the time the computer generates the number that could interfere with efficient dispatch operations if the number is given to the unit over the air. The Consultant was advised that the system could be modified to generate the number at time of dispatch, which would make it available at the time of disposition. It would be necessary to also provide DR numbers via telephone for nondispatch situations in which a case report is prepared.

- The CAD logs all dispatch transactions on tapes that are forwarded each weekday morning to the City Data Processing Department for production of various statistical reports. For reporting control purposes, it is possible to execute a program at that point for matching dispatch records that require reports to reports received at Records and entered on-line into the computer.

3.1.2 Flow Process Analysis

The City Finance Department has expended considerable effort on a Flow Process Analysis, the purpose of which is to determine the appropriate staffing for the Records Section. The various operations have been charted and comments included where appropriate. The analysis documentation was very helpful to the Consultant in quickly identifying problem areas.

The Department anticipates that substantial improvements could result from this survey.

• Comment -- Changes recommended in this report would significantly alter some flow processes, requiring updating of the survey.

3.1.3 Automated Regional Justice Information System (ARJIS)

Under consideration since 1972, ARJIS is intended to automate most records processing operations. Several sites were visited in conjunction with planning for ARJIS. ARJIS will be built around two data bases, one location-oriented and the other person-oriented, which together will be the Master Operations Index. The original activity priorities for implementation were:

- Field Interrogation.
- Arrest.
- Expanded Property.
- Crime Case.
- Worthless Document.
- Personnel
- Master Operations Indexing.
- Crime Analysis.
- Manpower Resource Allocation.

Work has generally proceeded in the above order, however, time tables are flexible. The present schedule calls for completion of the Field Interrogation and Master Operations Indexing components by August 15, 1978. The Crime Case component is not expected to be completed for two to three years.

• <u>Comment</u> -- The most pressing issues for Records are how to survive while improving the quality of services until automation is realized and, at the same time, assure a minimum of conflict between the improvements in the present system, which is basically manual, and the later automated systems. The balance of this report attempts to consider these issues.

3.2 Incident Reporting

Five forms are used for incident reporting: Crime Report Form, PD-330 (Rev. 8-74); Crime/Incident Report, unnumbered; Vehicle Report, PD-143 (Rev. 2-75); Officer's Report, PD-153 (7-72); and, for narcotics cases, a copy of the Arrest Report. The unnumbered Crime/Incident Report is a revision of the PD-330 Crime Report Form developed in conjunction with the Career Criminal Project. The revised form provides more structure to the preliminary investigation reporting process, facilitating its use in crime analysis as well as serving as a more comprehensive guide to the preliminary investigator.

Officers have three basic choices in reporting the disposition of crime dispatches. There is an alphabetic disposition code list, which is as follows:

- A Arrest made -- report to be submitted.
- B Arrest by misdemeanor citation.
- C Arrest by warrant -- report to be submitted.
- G Controlled report to be submitted -- used when a report will be assigned a number (i.e., case or accident report number).
- H Uncontrolled report to be submitted -- 153, interoffice, hold pending, etc.
- I Recovered/Impounded vehicle -- report to be submitted.
- J Follow-up to prior case -- disposition provided previously, self-initiated follow-up work.
- K No report made, dispatch record only -- used where the situation is handled at the time and no follow-up or reports are made, but where the call was not founded.

- L Unfounded call -- in the judgment of the field officer the call was without merit.
- P Transported to medical facility -- 11-41 or 11-48 disposition, patient(s) only.
- Q Turned over to another law enforcement agency.

T Covered outside law enforcement agency.

Dispositions, J, K. L, Q, and T do not require reports. Disposition P may require a 153 sick or injury report. Dispositions A, C. G, H, and I each require that a report be submitted. Dispositon H, an uncontrolled report, is the source of inaccurate crime reporting. Dispositions A, C, and G generate either a Crime Report or a Vehicle Report except for narcotics arrests, in which case a copy of the Arrest Report is used for the Crime Report. The processing of classifying a disposition as a 153 -- uncontrolled report -- results in some cases being processed improperly.

Sick and Injury Reports may require billing for transportation services. The bills are prepared by the Records Section. The reports themselves are indexed in the Victim File and filed in the miscellaneous (153) file.

3.2.1. Case Number Control

Case number control is the responsibility of the Records Section and is accomplished by maintaining a Crime Complaint Log. Controlled reports are received regularly by the Records Section and entered onto the Crime Complaint Log. At that time, the case number, which is sequential, is recorded on both the Log and the Crime Report. If a report is received at the operations level that has 153 entered in the Case No. Box, then the report is handled as a non-crime report, even though a "Type of Crime" entry has been made that would otherwise call for a UCR classification. Crime classification is, therefore, a de facto function of the operations personnel. Records personnel report that they do not exercise any control.

> <u>Comments</u> -- The use of the 153 disposition code introduces confusion into the crime reporting system with apparently inadvertent misrouting of some crime reports. Examination of a "light" day's processing at the 153 Desk revelaed four crime reports classified as 153s that should have been assigned case numbers and included in the crime statistics reporting. Because they were given the 153 classification, they would not have

been routed to the Career Criminal Project group for analysis, which should have happened. Copies of the reports are contained in Appendix A.

- It appears that one of the confusing factors is that the 153 classification can be used when an officer has some question about whether a report may be reclassified or unfounded and wants to maintain it in pending status until there is a follow-up on it. It is recommended that the 153 disposition of dispatches requiring reports be handled with the Crime/Incident Report, except when the Arrest Report is adequate to record the facts of the incident (i.e., narcotics arrests). The Form PD-153 should only be used as a continuation, supplementary, or nondispatch information report form.
 - Another practice that is inconsistent with good record keeping is the procedure whereby "unprocessible" (inaccurate or incomplete) reports are returned to the originating officer without further processing by the Records Section. They are not logged in or assigned a case number. As a consequence, the Records Section has no record of the report ever being created or received. Much like the use of the 153 classification, this permits loss of reports. Consistent with the recommendation for use of the DR number as the case number, there would be a control of reports even though it was not possible to continue the normal processing until a corrected report was received. Originals should not be returned; once received by the Records Section, they should be be retained and a copy returned to the original officer with a cover sheet identifying the problem(s). Records should maintain a tickler for follow-up to assure prompt submission of the corrected report. The same potential problem is found with 153 murder cases in which the original and all copies are forwarded to Central Homicide. As the central repository of crime, arrest, traffic, and related documents, it would appear absolutely essential that either the original or copy of allsuch reports be retained by the Records Section. Procedures should provide for controlled changes, cancellations, unfoundings, and so on, to the

records without ever totally relinquishing control over the documents.

3.2.2 Vehicle Thefts

The Vehicle Form provides for recording data that are unique to the crime of vehicle theft, as well as recovery and impound data. The form is adequate for the purpose and does not require change. Vehicle thefts are handled differently than other crime reports to verify that the vehicle was not repossessed or impounded and to facilitate entry into the automated files. The dispatcher initiates checks through the on-line system and, if there is no record of impound or repossession, disptaches an officer. When the officer takes the theft report, he contacts the Records Section which prepares an abbreviated theft report and assigns the case number. The abbreviated theft report is used to double check the impound records, verify ownership, notify the Auto Theft Unit and, if appropriate, enter the record into the stolen vehicle file.

> • <u>Comment</u> -- The existing system facilitates the verification and entry of the stolen record. The only change would be in the assignment of the case number, in that the investigating officer would have to obtain it from the dispatcher rather than the Records Section. This would be a slight inconvenience to the officer but it would maintain the integrity of the DR/case number system.

3.2.3 Crime Classification

As indicated, the classification of crimes is a de facto function of the reporting units. This responsibility properly belongs in a services unit that has an independent concern for the accuracy of classifications, commonly called objectivity. The classification should be based solely on the contents of the incident report. Changes or cancellations (e.g., closures, unfoundeds) should require a supplementary report with sufficient information for the classification clerks to independently conclude that the change or cancellation is valid. The most frequent objection to having clerks responsible for crime classification is that they don't have the background required for such decisions. This objection is valid only for operational decisions to suspend or inactivate a case (i.e., place it in a pending status because there does not appear to be sufficient information available to continue the investigation). Given good incident reports the UCR guidelines are adequate for clerical handling of all but the most unique cases, and in those few situations, sworn personnel are available within the Support Services Bureau for making the judgmental decisions. Furthermore,

placing the responsibility in the Records Section provides a control point to assure that reports are prepared adequately so that they can be classified according to established standards.

3.3 Arrests and Warrants

3.3.1 Arrests

An Arrest Report is prepared whenever a prisoner is booked into the County Jail. Except for narcotics arrests, a Crime Report or supplementary report (153) is also prepared, For narcotics arrests, a copy of the Arrest Report is used for the Crime Report. A copy of the County Jail Booking Long is received by the Records Section. In addition, a "pink" copy of the arrest is received regularly from the Jail, which is used for control. If the Booking Log, original Arrest Report, and pinks do not match (i.e., any missing), a tracer is sent out to either the Jail or the arresting officer.

Arrest processing is broken down into distinct areas:

- Booking Log.
- Arrest Report.
- New Arrests.
- Repeat Arrests.
- Make over (old record on microfilm).
- Change of Charge.
- RAP Sheets.
- Dispositions.
- Sealing Orders.
- Purging Nartotics Arrests.
- Purging and Filming Arrests.
- Comments -- The procedures for each of the above are comprehensive, have been documented and need not be repeated here. However, there are some changes that could improve the basic records system. Copies of both the Jail Booking Log (computer produced) and

Arrest Reports are distributed to the Investigations units. Copies of the Booking Log are also sent to other Departmental units (e.g., Chief's office, Patrol Division). The use of the Booking Log and the Arrest Reports should be examined to see if the Booking Log might be sufficient for the use of the Investigative units. Moreover, because the Booking Log is produced from a computer. the possibility of having the Sheriff's Office provide a listing of only the San Diego Police Department arrests should be considered. In the event this is not desirable because other arrests are of interest to San Diego officers, then the possibility of transferring a magnetic record of only San Diego Police Department arrests should be considered. Through computer editing and use of an error listing, only additions or corrections would have to be entered by the keypunch operators, which would save considerable personnnel time. In one example, December 13, 1976, the Booking Log was 13 pages. Only 7 of 17 entries on the first page were San Diego Police Department arrests. It appears that the only data element missing in the booking program was the San Diego Police Department arrest number. This should not be too difficult to add at the booking point, and certainly would be easily added through an interactive video terminal at the Police Department, which had the capability to call-up a record on either name or booking number. If felonies are the only records desired, the charges could be used as a control for automated deletion of misdemeanor records.

- Classification of fingerprints of arrestees by the San Diego Police Department was discontinued recently. This was done previously by the ID Technicians to assure positive match to prior records. The extent to which there are mismatches in the Criminal History files is unknown. Even the Sacramento or FBI RAP Sheet returns, which contain fingerprint classification, are only casually used to match to other records. It is recommended that a sample of Criminal History files be reviewed to assure that the present system is not resulting in misfilings.

3.3.2 Warrants

Notify Warrants are actually copies of requests for warrants initiated by officers. They may fail under varying processing

categories such as traffic or crime. The Arrest Report form is used without assigning a booking number. The Notify Warrants are filed in the history jacket if there is a prior record or in a separate file by crime type. The retention period is current year plus one.

Warrented Warrants are 3- by 5-inch yellow cards received from the Marshall's Office indicating that a warrant has been issued. The cards are photocopies, the copy being forwarded to the unit that initiated the warrant request. If there is a prior record, the warrant information is entered onto the RAP Sheet. The card is filed in the arrest index file. When a warrant is cancelled, either by arrest or recall, the same sequence is followed in nofitying the issuing unit and updating the files. Cancelled cards are filed in a separate archival box.

3.4 Traffic

Traffic processing includes:

- Accidents.
 - Property Damages.
 - Injuries.
 - Fatalities.
 - Hit-and-Runs.
 - Felonies.
 - Police Equipment.
- Notify Warrants.
- Hit-and-Run Cancellations
- Traffic Enforcement and Related Items.
 - Warnings.
 - Citations.
 - Arrests.
 - Field Interrogations with Vehicle Information.
- Driver Index (keypunching).

3.4.1 Accident Reports

Accident Reports are sorted into categories by the Traffic Division and assigned number. Several number series are used. There is a general series for accidents that occur on public property and another for those that occur on private property. The public property accidents are tallied for statistical reporting but the private property accidents are not tallied. Two additional number series are assigned for Hit-and-Run and death or felony accidents. The Traffic Division handles all coding and initial sorting, separating from the others all Accident Reports involving Hit-and-Run, Felony, Fatality, and Police Equipment. Logs are prepared for all accidents as a method of control and general notification of occurences for concerned units of the Department. They also prepare and number file jackets for the reports, which are then all delivered to the Records Section. (A copy of each Hit-and-Run is delivered directly to the Hit-and-Run Section.)

The Records Section makes copies of the log and Accident Reports and distributes them according to the distribution assigned by the Traffic Division. Injury and fatality logs are prepared by the Records Section for internal search purposes. A 3- by 5-inch "fatality" card is typed for searching and updating the criminal history records. The manila file folder prepared by the Traffic Division is not used by the Records Section for fatalities; a new white jacket is prepared and a yellow "flag" card is prepared and attached to the white jacket to facilitate purging. Some changes are made in numbers (on review of public/private property accidents).

3.4.2 Notify Warrants on Hit-and-Runs

Notify Warrants (applications for warrants) on Hit-and-Runs are used for adding driver information to the original Accident Report. Copies of the file are then returned to the Traffic Division for forwarding to the Prosecutor. Hit-and-Run cancellations are made on the basis of information regarding drivers received from the investigating officer. This information is also put onto the original Accident Report.

3.4.3 Enforcement and Related Items

Enforcement and related items are processed through keypunch (as are Accident Reports) for statistical reporting. Tabulation cards produced by keypunch on Accident Reports are used by the Records Section to index the Accident Reports (Driver Index).

> <u>Comments</u> -- The traffic records processing was not observed in-depth, but there are some recommendations that appear to be in order based upon available documentation. Many police departments use number sequences for accidents separate from the basic incident/crime report number sequence. However, the accident numbering system in San Diego

suffers from the same control problem as the crime/incident system. Assignment of the accident numbers is controlled at the Traffic Division and is dependent upon receipt of an Accident Report at the Traffic Division. By generating the Accident Report number at the dispatch position, basic reporting control would be established. Although the DR numbers could be used, this might be too confusing. The alternative would be to program the CAD to assign a special number sequence for accidents; however, this may cause practical problems since often it would not be known for certain whether a dispatch of an accident until after the officer completed his handling of the assignment. Whatever number system is used, the matching process (listing of missing reports) could be done automatically in the same way as the crime/incident control matching.

- Although there are not a great many traffic fatalities, the duplication of jacket preparation, is indicative of coordination problems the Consultant observed. It would appear that the original jacket for fatalities prepared by the Traffic Division could just as well be white, eliminating the need for the Records Section to redo the jacket.
- The time used to type the 3- by 5-inch fatality card for search of criminal history records seems to be a duplication of the Fatality Log previously identified as used to facilitate internal retrieval of records. Consideration should be given to using a copy of the Fatality Log or perhaps the keypunch photocopy of the Fatality Accident Report (which is destroyed after keypunch is finished with it) as the source document for updating the criminal history files. Use of a copy of the Fatality Accident Report has the advantage that the copy of the Report can be placed into the history jacket to document the circumstances of the death.

3.5 Field Interrogation Report

Field Interrogation (FI) Reports are handled according to five

classifications:

- Adult.
- Juvenile
- Shore Patrol (sailors).
- Vehicle Information.
- Detoxification.

Vehicle information contained on FI Reports is keypunched for entry into the computer. Adult FIs are filed alphabetically for 6 months at which time they are purged. They are not microfilmed. There is no routing analysis conducted with them (attempts to match to crime occurrences) and they serve only as leads when an investigator initiates a search of the file.

Juvenile FIs are forwarded to the Juvenile Division. Their use of the FI was not reviewed. Shore Patrol FIs are batched during the month and processed through keypunch once or twice a month. This processing is primarily for statistical counts.

To supplement the files, which are maintained alphabetically, a log is maintained on a daily basis. The log lists the FIs by name and location of contact. This is the primary document used by investigators who are searching for possible contacts in the vicinity of crime scenes.

Detoxification FIs are used as a reference record for "Detox" processing. They are also filed alphabetically in a separate file and not processed in any other way.

Stop Notices are used by investigators to notify the Records Section in writing that an individual should be stopped for interrogation and the reason for the stop. These notices are posted to the arrest and crime files and a yellow card is placed in the arrest index card file.

> • <u>Comment</u> -- Without implementing an elaborate data processing application the only practical use of the FIs beyond the present processing might be at Crime Analysis. For that purpose, the analysts would need to read each FI and attempt to recall from memory any recurring patterns of individuals contacted that might

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be correlated to crime occurrences.

3.6 Impounds

The San Diego Police Department maintains records on four types of vehicle tows:

- Private privates -- A citizen has a car towed because it is parked illegally in a private posted space. A parking lot has a car towed 24 hours after its claim check has expired and no one has claimed the car.
- Police privates -- Requests made by officers at the scenes of accidents or crimes. Driver may be arrested or hospitalized. Owners are given tow stubs by officers if no convenient parking spot or auto undrivable.
- Police impounds: regular and abandoned -- Autos have been abandoned or involved in crimes (regular) and are being held for evidence.
- <u>Repossessions</u> -- When a lending agency has a car repossessed, they must notify the police within 24 hours.

For "Private privates," "Police privates," and "Repossessions," all contacts are with the Teletype operators who verify the license and VIN and check for stolen. If the vehicle has not been stolen, the record is entered into the automated system for future reference. Records are purged on a 30-day basis. Possibly abandoned vehicles are marked by an officer and rechecked between 3 and 10 days later. The Traffic Division maintains the control tickler card until notified that a vehicle is not abandoned or that it has been towed. Once the vehicle is towed, an impound report is prepared, which is sent to Teletype. The tow company also notifies Teletype. Teletype follows up sending copies of the impound report to Auto Theft and Investigations. Teletype is responsible for initiating various search procedures to identify the owner, including notification to Auto Theft within 24 hours if the owner has not been identified. When the owners (both registered and legal) have been identified, Teletype notifies them, as well as Traffic, Sacramento, and the towing company. Unclaimed vehicles are sold after 60 days, and sold auto and claimed auto records are updated by Teletype. Releases of vehicles impounded for investigations require approval of the investigating officer. Any relocations of vehicles while in custody are updated in the files.

• <u>Comment</u> -- The listed procedures are exhaustive of the potential methods of complying with reasonable attempts to identify and notify owners of vehicles in police custody.

3.7 Miscellaneous

There are several relatively standard functions that are performed by the Records Section. Pauns are processed for entry into the automated Property System (serialized only) and the batched property files (all property), Gun Sales are required by law (200 to 300 per month), and Gun Registrations are optional. Permits to carry firearms are issued by the County Sheriff's Department. Narcotics and Sex Offenders are required to register with the police in their city of residence. Police applicants and other police employees are processed for prior record checks and creation or deletion of employee files. Other functions performed are: Card Room Permits; Clearance Letters for travel in foreign countries; Public Fingerprinting for bar applicants, government employment, and aliens; Shoplifter records checks for selected businesses; acceptance of Missing Juveniles Located reports when Juvenile Division is closed; and, processing of Drivers of taxi-cabs and other vehicles for hire.

> • <u>Comment</u> -- All of the above, except pawns processing, are handled by the ID Technicians assigned to the Records Section. The ID Technicians also handle requests by citizens to review their own criminal history records. The process requires that the requesting individual be fingerprinted for positive identification. There is a standard wait of 24 to 48 hours so that the verification process will not interfere too much with other responsibilities of the ID Technicians.

3.8 Files

As mentioned in Section 3.1.3, the San Diego Police Department is moving toward a more fully automated records processing storage, and retrieval system. The experience of the San Diego Police Department with previous programs for automation has demonstrated that the best approach is modular; therefore, there will be a phased implementation of "full automation." Another factor to be addressed is the need for maintenance of manually retrievable paper copies of many of the records maintained presently by the Records Section. By timely purging and microfilming of files, the Section is able to maintain itself in the available space, although the microfilming and some archival storage is located in the unused hold-over area. The filing equipment varies from old standard cabinets to mechanized rotary card files. Crime Reports are filed in standard cabinets and criminal history files are stored on open shelving.

3.8.1 File Equipment

Recommendations for changes in filing procedures and file documents are dependent upon upgrading of the filing equipment. There are approximately 1,300 feet of open shelves containing about 145,000 criminal history file jackets. The files are not secure (except for restricted access to the Records Section), and the fixed shelving restricts the height of the shelves to a reasonable arms-reach length of an average-sized person. A step stool would be needed by short persons. These files fill upwards of one-third of the floor space in the main records room.

"Current" Case Report files (about 63,000 numbers) are maintained in file cabinets at the counter. At the time of the survey these files spanned about 10 months. The earlier Case Reports are stored in the archival area until purging and microfilming (3 years.) Other file cabinets are used for 153 Reports, Accident Reports, and the like.

There are two primary name indexes: Arrest and Victim. The Arrest Index is maintained in the mechanized card file (Rotary File) and consists of about 640,000 cards. The Victim Index file is maintained in 3- by 5-inch card cabinets. There are 140 drawers containing about 322,000 Victim Index cards.

> Comment -- It can be expected that with automation of the Master Operations Indexing component of ARJIS there will be a reduction in the required amount of paper files; however, it is expected to be at least another year before that is accomplished. Even then it would be necessary to maintain back-up files as well as current working files. The back-up files could very well be microfilmed but the current working files would have to be photocopied. It is recommended that the future file requirements be estimated as soon as possible and additional mechanized files in capacity equal to the estimated future needs be procured as quickly as possible where justifiable to improve the existing records system. At the minimum, it is probable that one more rotary file would be needed, which can be used for the Victim Index (perhaps merged with the Arrest Index).

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Specifications of a nationally available mechanized file, which can handle 8 1/2-by 11-inch documents, provide 1,404 inches of filing space for each device that is 10-feet tall. The 8-foot device provides, 1.092 inches of filing space. The existing criminal history files occupy about 15,700 inches of shelves. It would require about 12 units to store the existing criminal history jackets. Each 10-foot unit would cost \$7,000 to \$8,000. Each mechanized unit (1,404 inches of file space) occupies 27.8 square feet. The equivalent number of shelving inches of the present open shelves occupy less than 20 square feet.* The advantages of the mechanized files. therefore, would appear to be in providing greater security of the files and possible convenience in accessing multiple files from a fixed work station. Access to the files is random, eliminating the fixed work station advantage when considering that there would be about 12 file units. In fact, there could be some conflict when two or more persons need access to jackets in the same unit. The issue of security may justify acquisition of mechanized letter-sized files that can be locked; however, the security procedures regarding access to the Records Section itself provides reasonable control over access to the criminal history files without incurring costs of about \$84,000. Improved lighting and shelves painted a lighter color (rather than the present industrial dark green) would do much to improve the work situation.

3.8.2 File Contents

For the most part, the Records Section files have been described previously. The Victim Index file, however, requires further discussion. The indexing procedures require that for each crime or

^{*}Space savings of the mechanized files are usually projected against standard filing cabinet space requirements. In the case of lettersized, four-drawer filing cabinets, 41.48 square feet of floor space are required for 1,404 filing inches.

miscellaneous report a clerk search the Victim Index for previous cards on the same names. If previous cards are found, they are removed from the index file and placed with the reports for updating.

New Victim Index cards are prepared for names for which previous cards were not located. If a previous card was found for a particular name, the new index information is entered onto the previous card (i.e., nature of report, address, date, time, etc.) A single card may contain references under several different addresses. A limited sample indicated about 40 percent of the cards have multiple entries.

- Comments -- Although this system of updating existing name index cards is encountered infrequently, it is efficient in conserving file space. It is, however, inefficient in use of personnel resources. The time taken in searching the index file for previous cards is more than would be required for creation of new cards. (The only data that would be added to the typing load is the name.) It is recommended that additional file space be obtained (another rotary file) and that retrieval and additions to previous cards be discontinued. A new card should be created for each "Victim" and filed. Consideration should be given to merging the Arrest Index and the Victim Index files. In this way, only a single index file reference would be required for a given inquiry.
 - Further improvement in processing efficiency could be realized if the Crime/Incident and Arrest Reports are redesigned so that the index information is recorded in the upper right-hand corner of the report in a blocked three-by-five inch area. There are two options for processing the report that would eliminate the need for typing the index cards. One way is to have the index card as one copy of a multi-part form. With the change to the twosided Crime/Incident Report, in which all copies will be created on a duplicator, this would not be practical. The other alternative is to use perforated card stock for copying. Three reports are usually copied at a time, creating one index card for each report. The index cards are merely separated at the perforations and are ready for

4. RECOMMENDATIONS

Specific recommendations were made in many instances in Section 3 to provide a measure of continuity to the reader. This Section synopsizes the major recommendations contained therein.

- The "DR" number should be used as the Case Number for case control.
- If the short interval between the time the patrol unit returns to service and the time the computer generates the DR number should interfere with efficient dispatch operations, the system could be modified to generate the number at time of dispatch that would make it immediately available at the time of disposition.
- Provide DR numbers via telephone for nondispatch situations in which a case report is prepared.
- For report control purposes each weekday morning, when CAD forwards all taped dispatch transactions to the City Data Processing Department, it si possible to execute a program at that point for matching dispatch records that require reports to reports received at the Records Section entered on-line into the computer.
- Flow Process Analysis -- Recommended changes contained herein will alter some flow processes, requiring updating of the survey.
- Incident Reporting
 - Case Number Control
 - Discontinue the 153 disposition for dispatches.
 - All dispatch dispositions requiring reports should be handled with the Crime/ Incident Report, except when the Arrest

[•] CAD

Report is adequate to record the facts of the incident (i.e., narcotics arrests).

- The Form PD-153 should only be used as a continuation, supplementary or nondispatch information report form.
- In the case or "unprocessible" (inaccurate or incomplete) reports the Records Section should not return the original of the report to the originating officer for correction, but instead should send a copy of the report with a cover sheet identifying the problem(s).
- The Records Section should maintain the original report copy and a tickler for follow-up to assure prompt submission of the corrected report.
- Either the original or copy of the 153 murder cases should be retained within the Records Section instead of forwarding both the original and copies to Central Homicide.
- Vehicle Thefts -- Consistent with the use of the DR number as the Case Number, the investigating officer should obtain the Case Number from the dispatcher rather than from the Records Section.

Arrests

- Copies of both the Jail Booking Log and Arrest Reports are distributed to the Investigations units. The use of the Booking Log and the Arrest Reports should be examined to see if the Booking Log might be sufficient for the use of the Investigative units.
- Because the Booking Log is produced from a computer, the possibility of having the Sheriff's Office provide a listing of only the San Diego Police Department arrests should be considered.

- If having the Sheriff's Office provide a listing of only the San Diego Police Department arrests is not desirable because other arrests are of interest to San Diego officers, then the possibility of transferring a magnetic record of only San Diego Police Department arrests for computer processing should be considered. Through computer editing and use of an error listing, only additions or corrections would have to be entered by the keypunch operators which would save considerable personnel time.
- The only data element missing in the booking program is the San Diego Police Department Arrest Number. This should not be too difficult to add at the booking point, and certainly would be easily added through an interactive video terminal at the Police Department which had the capability to call-up a record on either name or booking number.
- If felonies are the only automated records desired, the charges could be used as a control for automated deletion of misdemeanor records.
- It is recommended that a sample of Criminal History files be reviewed to assure that the present system of not using fingerprint classification for matching is not resulting in misfilings.

• Traffic

- The Accident Report number should be generated at the dispatch position thereby establishing basic reporting control.
- If use of the DR numbers is considered too confusing, another alternative might be to program the CAD to assign a special number sequence for accidents, but this may have practical problems in that often it would not be known for certain whether a dispatch was an accident until after the officer has completed his handling of the assignment.

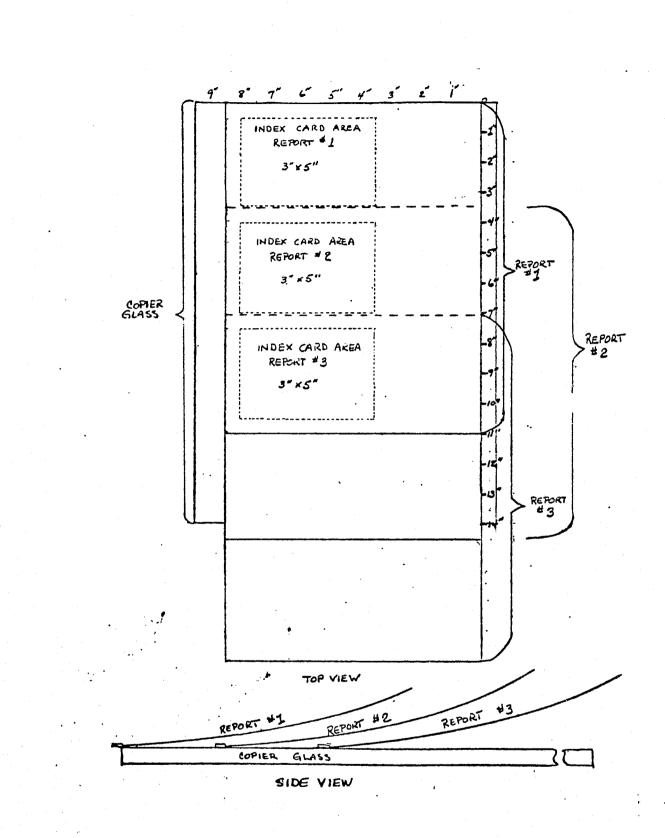
- Whatever number system is used, the matching process (listing of missing reports) could be done automatically in the same way as the crime/incident control matching.
- The original jacket prepared for fatalities by the Traffic Division could just as well be white, eliminating the need for the Records Section to redo the jacket.
- Consideration should be given to discontinuing the typing of the 3- by 5-inch fatality card for search of criminal history records. Either a copy of the Fatality Log or perhaps the keypunch xerox of the Fatality Accident Report (which is destroyed after keypunch is finished with it) could be used as the source document for updating the criminal history files. Use of a copy of the Fatality Accident Report has the advantage that the copy of the Report could be placed into the history jacket to document the circumstances of the death.
- Field Interrogation Report -- Without implementing an elaborate data processing application, the only practical use of the FIs beyond the present processing might be at Crime Analysis. For that purpose, the analysts would need to read each FI and attempt to recall from memory any recurring patterns of indivuals contacted that might be correlated to crime occurrences.
- File Equipment
 - It is recommended that the future file requirements be estimated as soon as possible and additional mechanized files in capacity equal to the estimated future needs be procured as quickly as possible where justifiable to improve the existing records system. At a minimum, it is probable that one more rotary file would be needed, which can be used for the Victim Index.
 - The issue of security may justify acquisition of mechanized files which can be locked; however, the security procedures regarding access

to the Records Section itself provide reasonable control over access to the criminal history files without incurring costs of about \$84,000.

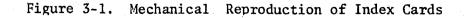
- Improved lighting and shelves painted a ligher color (rather than the present industrial dark green) would do much to improve the work situation.
- File Contents
 - It is recommended that retrieval and additions to previously existing index cards be discontinued.
 - A new card should be created for each "Victim" and filed.
 - Consideration should be given to merging the Arrest Index and the Victim Index files. In this way only a single index file reference is required for a given inquiry.
 - Further improvement in processing efficiency can be realized if the Crime/Incident and Arrest Reports are redesigned so that the index information is recorded in the upper right-hand corner of the report in a blocked 3- by 5-inch area.
 - Processing the report to avoid typing of the index card can be handled in one of two ways. One, have the index card as one copy of the multi-part form. With the change to the two-sided Crime/Incident Report, in which all copies will be created on a duplicator, this would not be practical. Two, use perforated card stock for copying. Three reports are usually copied at a time, creating one index card for each report. The index cards are merely separated at the perforations and are ready for filing.

filing. The Consultant is not aware of any duplicator other than Xerox that has the capability of handling the card stock.

Figure 3-1 shows how the reports are "laid-up" on the duplicator copy three at a time. The reports overlap, number three being placed first, number two being placed second, and number one being placed third. The card stock is perforated to match the image positions of the index blocks of the three reports. The side view illustrates how the reports overlap. Small "stops" are affixed to the glass on the right-hand side to facilitate the placement of the report originals. The top view shows the positioning of the index blocks as viewed from the back side of the reports. Examples of forms designed for such duplication are contained in Figures 3-2 through 3-8.



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ARREST REPORT

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Figure 3-3. Arrest Report (front)

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APPEARANCE BOND

Figure 3-3. Arrest Report (reverse)

IACP VEHICLE REPORT

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Figure 3-5. Incident Report (front)

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Figure 3-5. Incident Report (reverse)

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Figure 3-6. Offense Report and Multi-Purpose Report Form (front)

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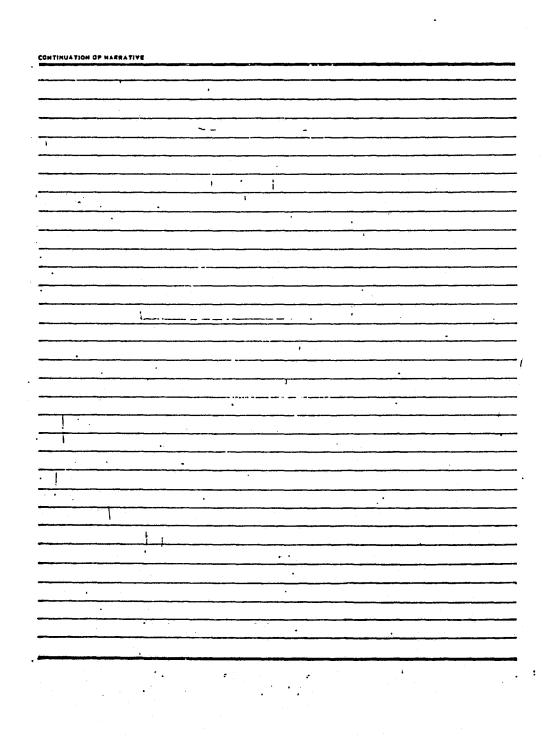


Figure 3-6. Offense Report and Multi-Purpose Report Form (reverse)

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Figure 3-7. Uniform Offense Report

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Figure 3-8. Crime Against Person Report (5-part form)

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APPENDIX A

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"153" Reports That Should Have Received Case Numbers

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INFORMATION IF NEEDED USED				FORM	TYPE O	PCHIME						

USED AND AND AND AND REAR ARMED ROBBERY GUN

OFFICER'S REPORT
DATE (OCCUTT.): MARCH 30,77 153
TIME (occurr.): 1405 HRS
LOCATION: 4447 38TN ST
SUBJECT: 211 PC VICTIM KAHAN
SUSPECT #3 W/m 5-10 6-0 CLEAN SHAVEN MID 20'S
SHORT DARK HAIR AROVE COLLAR WEARING
BLUE LONG BILL PAINTERS CAR-CLOTH
DARK PLASTIC FRAME TINTED CLASSES
BLUE CLODE JACKET AND LEVIS
KAHAN STATES THAT SUZIE CALLED HIM AT 1345 HRS AND
STATED SHE HAD SOME PERSONAL PROBLEMS SHE WANTED TO
COME OVER AND DISCUSS WITH HIM. AT 1400 HRS HE
SAW HER WALK WE ON THE PORCH HE DRENED THE
DODP AND SITE DRENED THE SCREEN SUSPECTS #1 AND #2
RUSTED IN THE DOOR SUSPECT AT L GRABBED BY THE
NECK WITH HIS LEFT HAND AND POINTED THE GUN
AT the FACE, SUSPECT # 2 ALSO HAD HE GUN DRAWN.
SUSPECT #1 "GIVE ME ALL YOUR DOPE AND MONEY"
KAHAN "I DON'T HAVE ANY MORE DORE OR MONEY"
SUSAN "I KNOW HE'S GOT ATLEAST ONE HUNDRED
DOLLARS IN this Room"
SUSPECT HI "LETS GO" AND COCKED THE GUN
THEY ALL WALKED BACK TO KAHAN'S ROOM.
KAHAN OPENED THE TOP DRESSER DRAWET AND GAVE
SUSPECT #1 ONE HUNDRED DOLLARS (5-10'S 10-5'S)
Reporting Officer: BOANEY VANDINER Badge 2117 Division 25/ch Collans
• Date of this report <u>MARCH</u> 30,77 Time

R-77-110 A-4

·	SAN DIEGO FOLIC OFFICER'S		•
DATE (occurr.): MARCH	30,77		153
TIME (occurr.): 1405 H	2.5	· · ·	• • • •
LOCATION:	1871	•	· · · · · · · · · · · · · · · · · · · ·
SUBJECT: 211 PC	U	ISTIM KALLAN	
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DOLLARS IN 20	'S , -\$200 IN	10'5 000 5'5)	· · · · · · · · · · · · · · · · · · ·
•	•	EO "LETS GO	
AND HI WALK			

• Date of this report MARCH 3077

R-77-110 A-5 Time

VICTIM INDEMNIFICATION NOTIC	-	YES 🗆	NOX				
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VICTIM II:DEMNIFICATION NOTICE R	EQUIRED: YES 🗆	NO-50	5416 00.		
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APPENDIX B

San Diego Police Department Record Section Report Desk

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PEROPE DESK

JOB DESCRIPTION: The Report Desk is responsible for this initial processing of all SDPD crime reports. This includes case number assignment, copy distribution, maintaining a log, and related clerical work. NOTE: The report desk is manned 24 hours a day.

I PROCESSING CRIME REPORTS

1. Time stamp report.

2. Check report for completeness.

3. Assign case number.

4. Mark routing code-lower left corner.

5. Copy and distribute 2 complete copies of each case to follow-up unit.

FACTORS WHICH DETERMINE ROUTING

- a. ALL 187 cases to Central Homicide
- Ъ. ALL 261, att 261, and 220 cases to Central Sex Crimes
- c. ALL Stolen bike cases to Central Juvenile
- đ. Beat of Occurance
- Suspect information
- f. All Central 487 Grand Theft Purse Snatch cases to Central Robbery
- Original and All attached copies of 153's re: Murders to Central g.
- -- Homicide.

6. Type complaint log entry.

- 7. Make and distribute additional copies per the distribution sheet.
- Pull, type, and refile victim cards (2nd and 3rd watches Monday-Friday; All watches Saturdays, Sundays, and Holidays).
- 9. "Close" the complaint log (3rd watch only)
 - a. Log closed approximately 0200 hours daily
 - b. Process all 2nd watchcases from Report Room
 - c. Process all bike reports
 - d. Copy and distribute complaint log

II TELEPHONIC CASE NUMBER ASSIGNMENT

1. Stolen vehicles-All units form.

a. Check license information thru teletype

- b. Fill out all units
- c. Yellow copy of all units to teletype
- d. Type log entry

•. White copy of all units to Auto Theft

- 2. Northern and Southern Detectives-All Crimes.
- 3. Field Officers- Latent Prints.
- "ROTE: All information listed on the "All units" and "in house" forms must be obtained before issuing a case number. When typing the log entry, the name and ID # of the officer requesting the case number must be indicated in the far right column.

R-77-110 B-2

III COMPLAINT LOG

2. 3.

ການກ	ber order.		
Onl	y essential information is typed on the lo	og.	
Spe	cialized entries to be indicated		
4.	Residential burglary	459R	
ъ.	Commercial burglary	459C	
c.	Burglary room prowl	459rp	
d.	Burglary hot prowl	459hp	
	Burglary garage prowl	459gp	
f.	Adult suspect (s) in custody	SIC (#)	
g.	Juvenile suspect (s) in custody	JIC (#)	
h.	Adult suspect (s)	S (#)	
1.	Juvenile suspect (s)	J (#)	
5.	Telephonic case number assignment-		
	Officer's name and ID number	•	
k.	Strong arm robbery	2115A	
1.	Armed robbery	211arm	
ж.	Run and Cancel Stolen Vehicle	S/V rac	
n. ,	Petty theft car prowl	488cp	
0.	Petty theft shop lift	488s/1	
P.	Attempted crime (e.g. Attempt burglary)	459att	

1. The Complaint log is a listing of crime information in case

4. Both the firm name and owner's name are to be listed on the

 Both Gif both are listed on the report.
 Both "Board of Education" and the school name are to be listed on the log for all school crimes. In addition, if the stolen items belong to a student, the student's name is to be listed also.

6. Both the individual victim's name and firm name are to be listed on the log for "person crimes" e.g., if Yellow Cab is listed as the victim of a robbery, list both Yellow Cab and the cab driver.

7. Clerk's initials are to be typed after the 1st entry on her shift and at the bottom of each log page she completes.

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IV PHONES

- 1. Answer phones promply.
- 2. Provide only case number information to the public.
- 3. Provide requested information to Law Enforcement Officers.

APPENDIX C

San Diego Police Department Records Section Crime Complaint Log

CASE . NUMBER	DATE TIVE	LOFATION OF OCCURRENCE	BEAT OF CCURRENCE	CODE	DISTRICT DET. ASSIC:ED	N.R.C.	FULLIN UP	D VTE CN:CEULED	CI EARFU-ARRES	CLEARED-OTHER	GRAGE
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CRIME COMPLAINT LOG

APPENDIX D

San Diego Police Department Records Section Distribution Guidelines

ROUTING INFORMATION FOR REPORT DESK

1. Sex Grimes --- All bests: NGR copies to Central Homicide

2. Arsons --- All bests: NCR copies to Contral Burglary

- 3. Stolen Vehicles --- All bests: NCR copies to Teletypes
- 4. Murders (Cases) --- All bests: NCR copies to Central Homicide
- 5. Murders (153's) --- All bests: Original & all copies to Central Homicide with time stamp
- 6. Bike cases --- All beats: NCR copies to Central Juvenile
- 7. Crime reports with errors: Original and all copies time stamped; no case number; entire package to concerned Detail

8. Missing Persons

- A. Juvenile Central beats: Time stamp; original & all copies to Central
- Juvenile Juvenile - Northern bests: Time stamp; original & all copies to Northern
 C. Juvenile - Southern bests: Time stamp; original & all copies to Southern
 D. Adult - All bests: NCR copies to central Homicide
- Cases with Central best, location of occurrence at Juvenila facility (School, recre-ation Center, atc): NCR copies to Central Juvenila

10. Repes, Assault with intent to commit rape --- All bests: NCR copies to Centrel Homicide

- 11. FI's: Pink copy in inter-offics envelope (Report Deak drawer) to be forwarded to Sheriff's Offica each Honday morning by R-1 Clerk. All other copies to Arrest Section supervisor
- 12. Property tags: Yellow copy to concerned Detail with case number Fink copy to Property Room with case number

CRIME REPORTS FROM OTHER AGENCIES

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SAN DIECO STATE UNIVERSITY REPORTS -- NO TELEPHONIC CASE NUMBER ASSIGNMENTS

1. Time stamp

- Time stamp
 Assign case # ONLY when "Original" is indicated at the top of the report with the Crime Section Supervisor's initials. If this marking does not appear, leave the report in the Crime Section Supervisor's bin.
 After case # assignment, forward 1 xerox copy to Central Burglary to be used as their "work copy."
 Process "original" as usual.

UCSD REPORTS -- NO TELEPHONIC CASE NUMBER ASSIGNMENTS

No case number essigned.
 Time stamp; place in 153 bin.

MARBOR POLICE REPORTS -- NO TELEPHONIC CASE NUMBER ASSIGNMENTS

- Time stamp.
 Forward original and all copies to Central Burglary.
 Assign case # ONLY on request from a Detective at the counter.

BOARD OF EDUCATION CASES -- NO TELEPHONIC CASE NUMBER ASSIGNMENTS

- 1. Time stame.
- Assign case number.
 Forward NCR copies to Central Juvenile
 Frecess original as usual.

	CONTAINT LOG	DISTRIBUTION
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BURCLARY - 1		SOUTHERN - 1
HOMICIDE - 1		NORTHERN - 2
TINTET - 1		KEY FUNCH - 1

TOTAL TO BE RUN AFTER LOG IS CLOSED OUT - 8

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XEROX COPY DISTRIBUTION

<u>Contral</u>

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