R-77-111

LAW ENFORCEMENT ASSISTANCE ADMINSTRATION

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT:

Lawrence-Douglas County, Kansas; Records Systems

Analysis

REPORT NUMBER:

77-5

FOR:

Lawrence-Douglas County, Kansas, Police

Total:

Jurisdictional Population: 57,

57,932 (plus 25,000 students)

Police Strength (Sworn):

95 136

Jurisdictional Area

471 square miles

NCJRS

NOV 2 9 1977

ACQUISITIONS

CONTRACTOR:

Westinghouse National Issues Center

CONSULTANT:

G. Hobart Reinier

CONTRACT NUMBER:

J-LEAA-003-76

DATE:

August, 1977

48044

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FOREWORD

This request for Technical Assistance was made by the Lawrence, Kansas, Police Department. The requested assistance was concerned with reviewing the records operations of the Douglas County Law Enforcement Center, which serves the Lawrence Police Department and the Douglas County Sheriff's Office.

Requesting Agency:

Lawrence Police Department, Chief of Police

R. Richard Stanwix

State Planning Agency:

Governor's Committee on Criminal Admin-

istration, Richard J. Bleam

Approving Agency:

LEAA Region VII (Kansas City), Jeff

Peterson, Police Specialist.

1. INTRODUCTION

Lawrence, the principal city and county seat of Douglas County, is located approximately 35 miles west of Kansas City. The Lawrence Police Department serves a population of approximately 60,000 persons, including about 25,000 university students who reside in the city's 25 square mile area. The Department has an authorized strength of 78 sworn and 19 civilian personnel. The Douglas County Law Enforcement Center, the subject of this study, is operated by the Lawrence Police Department but it also serves the Douglas County Sheriff's Office.

Douglas County, encompassing 471 square miles, had a 1970 total population of 57,932. The Sheriff's Office has 17 sworn personnel, 14 jail personnel, 1 photography lab person, and 7 clerical and communications persons.

Conclusions and recommendations contained in this report were based on examination of documents and files, observation of procedures, and interviews.

Persons interviewed included the following:

- Chief of Police R. Richard Stanwix, Lawrence Police Department
- Assistant Chief Darrell Stevens, Lawrence Police Department
- Captain V. L. Newman III, Technical Services Division, Lawrence Police Department
- Corporal Michael M. Reeves, Technical Services Division, Lawrence Police Department
- Sheriff Rex. D. Johnson, Douglas County Sheriff's Office
- Deputy Marilyn Steele, Warrant and Forgery, Douglas County Sheriff's Office
- Jailer Michael Foster, Douglas County Sheriff's Office

Data Collected and reviewed by the Consultant included the following:

- Organization charts of the Lawrence Police Department and Douglas County Sheriff's Office.
- Copies of various forms.
- Sales proposal for a Remington LEKTRIEVER 200 file.

- Pertinent special forms.
- Douglas County Law Enforcement Center Guidelines and Procedural Manual (draft).

2. UNDERSTANDING OF THE PROBLEM

The Douglas County Law Enforcement Center (DCLEC) is a recent innovation in joint communications and recordkeeping for the Lawrence Police and Douglas County, Kansas, Sheriff's Departments. The Center is operated by the Technical Services Division of the Lawrence Police Department commanded by Captain V. L. Newman III. For the most part, the Center assumed responsibility for processing reports and maintaining files that have been in existence since the Center was established. There has been a gradual process of review and modification since then; however, backlogs have developed and some processing and files that were of particular interest to individuals in the Sheriff's Department have not in their opinion received adequate attention since the merger.

In general, the DCLEC is organized and managed in the best interests of both agencies. However, there are some coordination problems, which lie principally in the areas of criminal records and the jails. Changes in records processing procedures, some modifications of forms and improved filing facilities should eliminate these problems, as well as improve generally the availability of records and management information.

3. ANALYSIS AND DISCUSSION OF THE PROBLEM

3.1 General

The most contributing factor to the problems of the DCLEC is the use of clerks to type all Offense Reports. It was estimated that nearly the full time of two clerks is required for typing and indexing Offense and Complaint Reports. The typing has been justified in the past as being necessary for neatness more than for any other reason (e.g. clarity). Under the present processing system, it is necessary to type the index cards. Subsequent discussions and recommendations explore this issue in more depth.

Overall, the report forms and records procedures are straight-forward with a minimum of duplication or fragmentation. The use of separate Offense and Complaint Report forms does not appear to be useful, and changes in the processing of Dispatch Cards could reduce clerical involvement. Minor adjustments to the booking process could improve the quality of the Criminal Record file.

3.2 Dispatch Card (Communications Center)

The Dispatch Complaint Record is a data-processing-sized card that is prepared for all dispatches. The card is prenumbered and contains printed lines and blocks for standard dispatch and information. In addition, it contains spaces for entry of arrest, theft and some M.O. information. The numbers are out of sequence because blocks of cards are used by three different dispatch positions, including one for Sheriff's dispatches. The cards are time stamped on receipt of call, dispatch, arrival on scene, and completion of call. Call disposition can be HBO (Handled by Officer), Report or Unfounded. The preprinted number is given to the investigating officer via radio upon completion of the call. The same cards are also used for administrative out-of-service requests.

its purpose in recording dispatch information. It fails, however, to provide adequate control for system processing because of the preprinted numbers, which are out of sequence. The preprinted number should be discontinued, and a three-machine, master controlled, numbering system should be installed. The numbers should be machine stamped onto the cards when the officer returns to service with a "Report" disposition. Cards used for Douglas County Sheriff's Office dispatches can be prepunched with an alphabetic prefix character to facilitate subsequent processing. In this way, any dispatch position could handle either Lawrence Police Department or Douglas County Sheriff's

Office dispatches, all report numbers would be in sequence, and cards (or data processing records) could be separated mechanically or automatically for processing Lawrence Police Department or Douglas County Sheriff's Office data, whether or not they contained a case number. The number sequence should start over with 00001 on January 1 of each year. The last two digits of the year should prefix the sequence number (i.e., 77-00001, 77-00002 [Lawrence Police Department]; A 77-00003 [Douglas County Sheriff's Office]).

3.3. Offense Report

The Offense Report is used to report all felony crimes or crimes believed by the reporting officer to be classified potentially as felonies. The current report form was implemented on January 1, 1977, with a reporting guide that is complete and easy to follow. Patrol officers, upon completion of the Report, are required to enter the UCR crime classification onto the Report. After completion by hand, the Offense Reports are received in the Records Unit where they are matched to the Dispatch Cards and key data (e.g., crime type, property recovered, arrests) are coded onto the Dispatch Complaint record for subsequent keypunching. The hand-prepared reports are then typed by clerks in the Records Unit. At the time they are typed, the index cards are also prepared for filing by UCE classification, name, and case number.

The Offense Report is well organized and blocked out in sequence for heading information -- victim and person reporting, property, suspects, witnesses, and narrative.

Comment -- The significant problem with the Offense Report is the policy of transcribing it into typewritten form from the officer's hand-prepared copy. this time, that transcription process, including the preparation of index cards, takes upwards of two clerical positions fulltime. The typing has been justified on the basis of neatness in the past and should be reconsidered. Questions regarding the potential loss of legibility of the report entries could be directed to the Complaint Report (see Section 3.4), which are filed as prepared by the officers without typewritten transcription. It is recommended that items presently contained on the Complaint Report that are also contained on the Offense Report should be flagged or blocked on the Offense Report (see Appendix) as a guide when officers use this Form for reporting complaints. As a result, the Complaint Report could be discontinued.

3.4 Complaint Report

The Complaint Report is used for reporting misdemeanors and miscellaneous occurrences that are not expected to be classified as felonies. The report is straightforward and requires a minimum of information; however, all of the data except for one line are duplicative of that data that are reported on the Offense Report form. As such, this simply becomes an additional form that does not seem to be warranted.

Comment -- The Complaint Report appears to be an effort to simplify the reporting process; however, in so doing, it requires an officer to carry an additional form with him that contains information that could be recorded on the Offense Report. The information on line 10 of the Complaint Report is concerned with the basic dispatch information (i.e., report received by, at, date, and how reported). This information is not included on the Offense Report and does not appear to be necessary for the Complaint Report. In addition, it is not readily available to the officer and can only be obtained from the dispatcher. Therefore, it is recommended that this information need not be included on the Offense Report and can be obtained from dispatch records. Discontinuance of the Complaint Report would require modification of the instructions for preparing the Offense Report, detailing the procedures for completion when it is a complaint situation. It may be found helpful in such instances to flag the appropriate boxes on the Offense Report to make it easier for the officer to identify the minimum reporting requirements for a Complaint Report.

3.5 Continuation Supplemental Report

This is a report that has minimum heading on it, just sufficient to identify it and tie it to the original Case Report.

Comment -- It is recommended that this report be used only as a Continuation Report and not as a Supplemental Report. This would make it possible to remove the block items at the top of the report, recovering line space that could be used for extended narrative or additional listings of blocked items from the Offense Report.

3.6 Investigation/Arrest Report

The only difference between this form and the Continuation Supplemental form discussed in Section 3.5 is the heading. The same blocks

appear on both forms.

- Comment -- It is recommended that the Investigation/ Arrest Report form be retitled "Investigation Supplemental Report," with the following modifications:
 - The boxes at the top of the form should be moved up to obtain additional space and the vertical dimensions should be reduced to the standard three-lines-to-an-inch spacing.
 - Clearance information should be provided with check-offs for arrest, exceptional, or unfounded.

These modifications, along with modifications to the Arrest Report and to the Property Record, would allow for discontinuance of the Clearance Report. It was earlier believed that modifications to this report would also allow discontinuance of the Arrest Report; however, the Consultant has reexamined the systems aspects of the reports and no longer makes that recommendation.

3.7 Clearance Report

The Clearance Report essentially duplicates information contained on the Investigation Supplemental Report, Arrest Report, and Property Record.

• Comment -- It is recommended that the Clearance Report be discontinued.

3.8 Arrest Report

This report is an 8 1/2 by 11-inch form that includes information regarding the individual arrested, charges, vehicles involved, complainant, and witnesses. One-half of the form is given over to narrative description of the facts of the arrest. This report is prepared at the time of booking

- Comment -- The following changes to this form are recommended:
 - Addition of case number and warrant number in the upper right-hand corner.
 - Addition of NCIC number, date cancelled, and authority immediately below the boxes presently

provided for charges and vehicle involved and ahead of complainant and witness boxes.

Information presently contained on the Detention Record should not be duplicated on either the Arrest Report or the Prisoner Personal Information and Processing Data Report form 410 (November 76), and information necessary for obtaining court dispostion information should be included following the complainant and witnesses boxes. This information would be "disposition to be by police court, district court, federal court, other jurisdiction, juvenile court, released by police" with the "diposition date" and "remarks by court" blocks.

This form could then be used for all arrests whether they involved warrants or not. For example, in the case of the Douglas County Sheriff's Office, it could be used for check cases in which only a warrant is served. Procedures should specify that the narrative section will be completed only in those cases in which an Offense Report or Investigation Supplemental Report, which contain the facts of the arrest, are not prepared. If Offense and/or Investigation Supplemental Reports are prepared the narrative section would merely duplicate that which is already contained in the other report and should not be necessary.

3.9 Criminal Record

The Criminal Record is in the process of being converted from a 3 by 5 inch card to a 4 by 6 inch card. It contains the basic identifier information for the individual, including alias, fingerprint classification, ID number, and FBI number. In addition, there are lines provided for date arrested, whether it is a misdemeanor or felony; the offense; the disposition; and the date of disposition.

Comment -- This file tends to develop backlogs for reasons discussed previously under the Offense Report; however, modifications of the processing sequences could speed up the preparation of the Criminal Record and filing. When an arrest is made and the prisoner is booked into the jail, the jail checks with the Records Unit for a prior record. If at that time there is a prior record, the Records Unit could make a notation on the existing record card that the individual is in custody. If there

is not a prior, then at the time of booking, the record card could be prepared by jail personnel and forwarded immediately to Records for inclusion in the file with the notation "in custody." When the prisoner's jacket is received from the jail upon release, then the card could be corrected to show that the case is pending if disposition has not been received. This procedure, which would not add a great deal of work to the jail personnel, would facilitate the updating of the Criminal Record file and assure that the latest available information is contained in the central reference file.

3.10 Detention Record

This form duplicates the information contained on the Prisoner Personal Information and Processing Data form as well as the Arrest Report, with the exception of court disposition comment.

• Comment -- In accordance with the recommendation for including court disposition information on the Arrest Report, this form should be discontinued.

3.11 Prisoner Personal Information and Processing Data

This report is essentially the booking card that records all personal information regarding the arrestee, bond information, physical condition, fingerprints, other charges, the telephone call; and various items of personal information such as family, employment and education. After the arrestee is released, this form is forwarded to the Records Unit and is included in the jacket. If there is a prior arrest, only that information pertinent to the current arrest is recorded and other history information is not recorded the second time.

- Comment -- This form should have the following modifications:
 - Include the case number and the warrant number in the upper right-hand corner.
 - The court to which the individual is scheduled should be entered into the remarks section with a separate box set aside lined up with the line separating date and time just above.

3.12 Jail Calendar

The jail maintenance records were not examined in detail; however, special request was made to examine the Jail Calendar. The calendar is a loose-leaf bound ledger with 11-by 14-inch pages. It contains the basic booking information (i.e., name and residence of prisoner, date of commitment and discharge, cause of commitment, by whom committed, basic descriptive information, date of birth, height, hair, eyes, complexion, by whom discharged, and remarks). This information presently is spread across two facing pages in the book.

• Comment -- The jail personnel interviewed indicated that they felt it would be easier to maintain the Jail Calendar if all information regarding each prisoner was recorded on a single page rather than across the two facing pages. This could be done by simply using two lines for each prisoner rather than a single line. A suggested layout is contained in the Appendix.

3.13 Master Index Files

This file provides the index to all Offense and Complaint Reports. It is filed in three orders: UCR Offense Code, Name, and Case Number. The 3- by 5-inch index cards are not preprinted but they are formated.

- Comment -- The case number index file would not appear to serve any useful purpose. It is in the same order as the report file and duplicates that file. The UCR file would be useful for retrieval of cases by crime type; however, the use of such a file is usually minimal. This use should be reviewed and the file discontinued if it is not used more than once or twice a week. This information could be available on data processing listings prepared by the City Data Processing Center from the Complaint Cards. As an alternative, the file could consist of data-processing-sized cards, duplicating the name index and sorted into UCR order and then filed.
 - Alphabet Index -- It is recommended that effective January 1, 1978, the 3-by 5-inch index card file be discontinued for name indexing and be replaced

by a duplicate set of Dispatch Cards. The Department anticipates having available its own keypunching facility that would make it possible to keypunch the cards for data processing and, if necessary, to prepare duplicate cards for file purposes. The only change from the present keypunching process would be the need to keypunch name and address if those were to be interpreted into duplicate cards. If multiple names appear in a report, it would be possible to use the information from the original card onto a second card or more and simply keypunch the additional names and addresses through the keyboard. The file should be color-coded by year to facilitate purging, which should be done yearly on about a 3-year cycle. The purged cards could then be used for the relatively infrequent searches on old names.

3.14 Traffic Violation Record

Traffic violations are indexed and filed at present.

• Comment -- It is recommended that the Traffic Violation Record be discontinued. Major traffic offense records are available through the terminal and the use of this file is infrequent. If the court feels that it needs the file for its reference, it could be maintained at the court, although it seems unlikely this would be necessary.

3.15 Property Record

The Property Record originates as an 8-by 8-inch card that is perforated for separation into a tag that can be attached to the property, a property index card, and the property record. The card is used for physical evidence, personal property, found property, and unrecovered goods.

- Comment -- It is recommended that the card be increased in size to 8 1/2 by 11 inches to provide more space for listing of property and for the addition of the following items:
 - Property type.
 - NCIC number and cancellation.
 - Release information

By adding these items to the Property Record, it is possible to eliminate the Receipt for Property form except in the most unusual case. The Property Record should not be confused with the Physical Evidence Custody Receipt that is required for maintaining the chain of evidence.

3.16 Receipt for Property

The Receipt for Property is an 8 by 5 1/2-inch form, which requires a complete relisting of all property, storage locations, and statement of circumstances of the release, all but the last of which are already recorded on the Property Record.

• Comment -- It is recommended that this form be discontinued in regular use and only be used when the case is complex and requires multiple releases of property that cannot be handled easily on the Property Record. In such cases, the Receipt for Property should be attached to the Property Record.

3.17 Filing Equipment

The file equipment in the Center is old and does not serve the filing process well. The Lawrence Police Department has a proposal for acquisition of the LEKTRIEVER 200 file. The following comments should not be construed as a recommendation for any specific piece of equipment; however, the Center is in need of the additional space that would be gained by a device similar to that under consideration.

• Comment -- It is recommended that consideration of such devices be reviewed in light of recommendations of discontinuing files such as the Traffic Violation Record and the change in the name file from the present 3- by 5-inch size to the IBM-type cards.

3.18 Manuals (Drafts)

The Consultant reviewed the Douglas County Law Enforcement Center Information Systems, Guidelines and Procedures Manual draft and found that the drafts are comprehensive and cover virtually all aspects of the communications, records, and security issues.

• Comment -- It is suggested that the Manuals be reviewed to establish better groupings of the information. The present mixture of policies and regulations with operational information, as well

as details on equipment handling and general instruction information, creates some discontinuity in the flow through the Manual. An example is found under the listing of responsibilities and job outlines, number 3, office manager, in which there are statements of general responsibilities and then suddenly there is a very detailed procedural stepby-step process for handling the cash drawer each morning. One page later, there is a discussion of building security that properly belongs in the section on Security and Access. Another example is the inclusion of the step-by-step procedures for completion of Offense Report forms that are otherwise included in procedural instructions number 77-1. Changes in or reissue of 77-1 would require changes in the records procedural manual. In the case of the Security and Access section of the Manual, a case could be made for separation of that information, which justifies the existence of the regulations and procedures from the regulations and procedures themselves. In general, it is not of much import to a clerk whether it is a Federal regulation a State regulation, or a Department policy that establishes the procedures that are to be followed. An example is that section under query of central repository before dissemination in section 4, in which almost a page and a half of discussion of the Federal regulations and the K.B.I. plans for meeting those requirements must be waded through before coming to a very short paragraph that says that none of that applies until sometime after December 31, 1977. This is not to indicate that the background, the basis of procedures, should not be available to personnel who are interested, but only to indicate that the procedures should be maintained separately from the background to facilitate learning those procedures and for reference as necessary.

4. RECOMMENDATIONS

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

• Dispatch Card (Communications Center)

- Discontinue using the preprinted number as the case number.
- Acquire a three-machine, master controlled numbering system for numbering the cards at the time the car returns to service. Give that number to the field unit.
- The number sequence should start with one on January of each year.
- The last two digits of the current year should prefix the sequence number.
- A proportionate number of the cards should be prepunched and printed with an alphabet prefix character for the Douglas County Sheriff's Office.

• Offense Report

- Discontinue transcribing hand-prepared report into typewritten form.
- Items presently contained on the Complaint Report that are also contained on the Offense Report should be flagged or blocked on the Offense Report (see Appendix) as a guide when officers use this form for reporting complaints.

• Complaint Report

- Eliminate line 10, which is concerned with basic dispatch information (i.e., report received by, at, date, and how reported) from the Complaint Report.
- Discontinue using a separate report form for the complaint Report.

- Complaint Report information items should be flagged or blocked on the Offense Report as a guide to the officer in identifying the minimum reporting requirements for a Complaint Report. This would also require modification of the instructions for preparation of the Offense Report detailing the procedures for completion when it is a complaint situation.

• Continuation Supplemental Report

- Use this report only as a Continuation Report and not as a Supplemental Report.
- Remove the block items at the top of the report form, which will recover line space that could be used for extended narrative or additional listings of blocked items on the Offense Report.

• Investigation/Arrest Report

- Retitle this form to "Investigation/Supplemental Report."
- Move the boxes at the top of the form up to obtain additional space and the vertical dimensions should be reduced to the standard three-lines-to-an-inch spacing.
- Clearance information should be provided with check-offs for arrest, exceptional, or unfounded.
- Clearance Report -- Discontinue use of the Clearance Report.

• Arrest Report

- Addition of case number and warrant number in the upper right-hand corner.
- Addition of NCIC number, date cancelled, and authority immediately below the boxes presently provided for charges and vehicle involved and ahead of complainant, witnesses boxes.
- Information presently contained on the Detention Record should not be duplicated on either the Arrest Report or the Prisoner Personal Information

and Processing Data Report form 410 (November 76) and information necessary for obtaining court disposition information should be included following the complainant, witnesses boxes. This information would be "disposition to be by police court, district court, federal court, other jurisdiction, juvenile court, released by police" with the "disposition date" and "remarks by court" blocks.

• Criminal Record

- When jail personnel contact Records Unit at time of booking for a prior record check, if there is a prior record, the Records Unit could make a notation on the existing record card that the individual is in custody. If there is no prior, jail personnel could prepare the record card with the notation "in custody" and forward the card immediately to Records for inclusion in the file.
- When the prisoner's jacket is received from the jail upon the prisoner's release, the card could be updated to show that the case is pending if disposition has not been received.
- Detention Record -- This form should be discontinued since it has been recommended that court disposition information be recorded on the Arrest Report.
- Prisoner Personal Information and Processing Data
 - Include the case number and warrant number in the upper right-hand corner.
 - Enter the court to which the individual is scheduled in the remarks section with a separate box set aside lined up with the line separating date and time just above.
- Jail Calendar -- Use two lines on one page for each prisoner rather than a single line. A suggested layout is attached in the Appendix.
- Master Index Files
 - Discontinue case number index file. It is

duplicative of the report file.

- If the UCR file is not used more than once or twice a week for retrieving cases by crime type, it should be discontinued. The UCR file information could be available on data processing listings prepared by the City Data Processing Center for the Complaint Cards. As an alternative, the file could consist of data-processing-sized cards, duplicating the name index and sorted into UCR order and then filed.
- Effective January 1, 1978, the 3- by 5-inch card file should be discontinued for name indexing and be replaced by a duplicate set of Dispatch Cards. The file should be color-coded by year to facilitate purging, which should be done yearly on about a 3 year cycle. The purged cards could then be processed at City Data Processing for a simple alphabetical tab listing that could be used for the relatively infrequently searches on old names.
- Traffic Violation Record -- It is recommended that the Traffic Violation Record be discontinued. If the court feels that it needs the file for its reference, it could be maintained at the court, although it seems unlikely this would be necessary.
- Property Record -- Increase size of record card to 8 1/2 by 11 inches to provide more space for listing of property and for addition of the following items:
 - Property type.
 - NCIC number and cancellation.
 - Release information.

Receipt for Property

- Discontinue regular use of this form. Use only when the case is complex and requires multiple releases of property that cannot be handled easily on the Property Record.

- When the Receipt for Property is used, it should be attached to the Property Record.
- Filing Equipment -- Recommend consideration of such devices as the LEKTRIEVER 200 File in light of all recommendations made herein.

Manuals (Drafts)

- The Manuals should be reviewed to establish better groupings of the information.
- Information that justifies the existence of the regulations and procedures should be separated from the regulations and procedures themselves.

APPENDIX A

Recommended Modifications to Report Forms

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