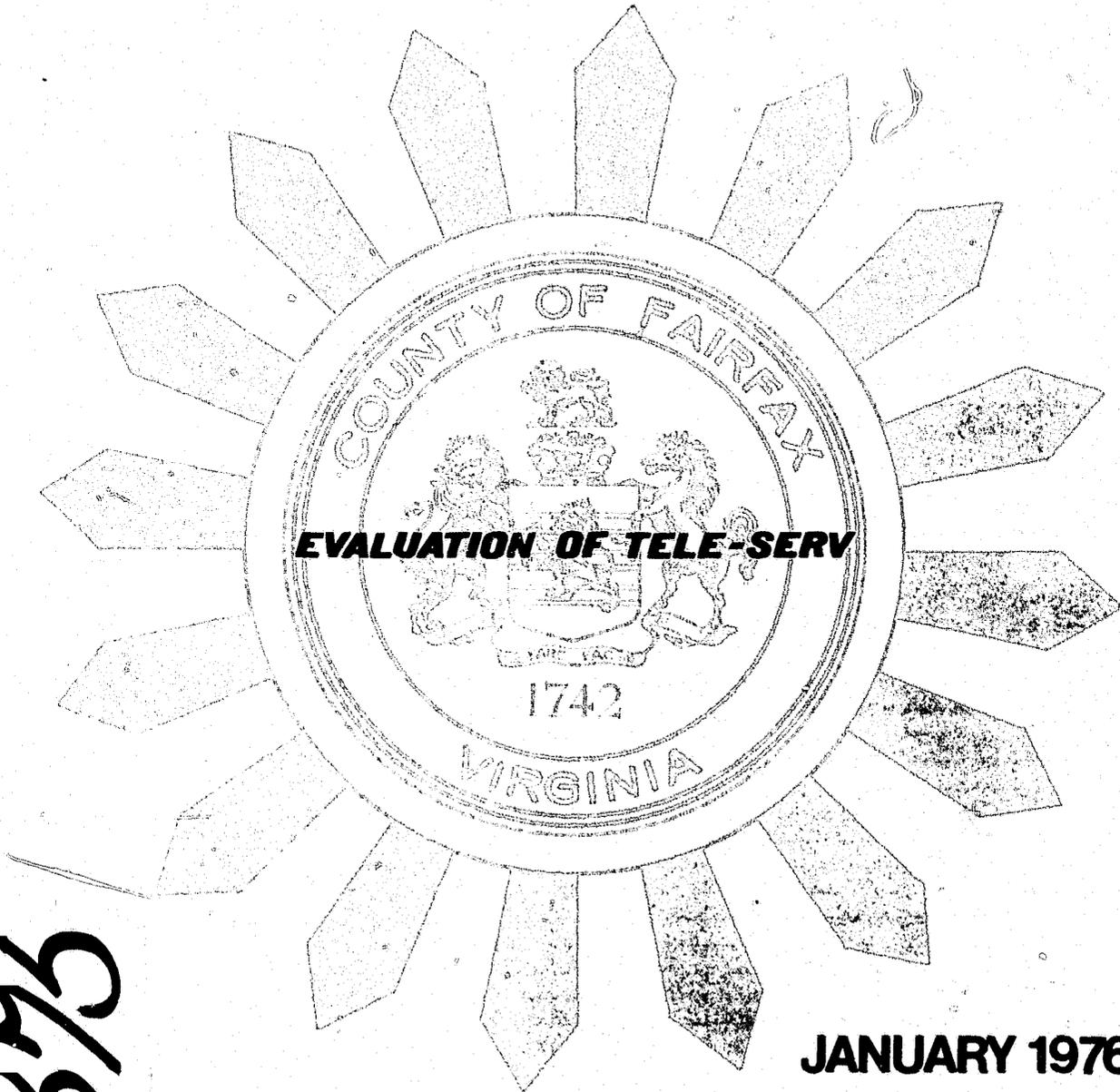


PRODUCTIVITY REPORT



EVALUATION OF TELE-SERV

JANUARY 1976

0-576

COUNTY OF FAIRFAX

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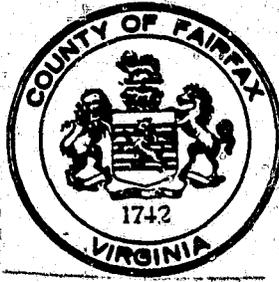
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4100 Chain Bridge Road
Fairfax, Virginia 22030



NCJRS

MAY 25 1979 *Ly*

ACQUISITIONS

EVALUATION OF TELE-SERV

Prepared by:

Public Safety Branch
Office of Research and Statistics
and
Planning and Research Section
Fairfax County Police Department

Fairfax County, Virginia

January 1976
Reprinted: March 1977

Reproduction Cost: \$1.50

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I. INTRODUCTION

A. Purpose

The purpose of this report is to document the development, implementation, and effectiveness of the Tele-Serv complaint processing system, as well as its contribution to the increased productivity of the Fairfax County Police Department.

B. Description of Tele-Serv

The Tele-Serv program, initiated by the Fairfax County Police Department in August 1974, is a system for receiving and recording certain complaints via telephone in order to eliminate the need to dispatch a patrol officer on routine cases. Operating during the two busiest shifts, Tele-Serv utilizes sworn police officers, assigned on a rotation basis, to record citizen complaints. The system depends on their experience and discretion to identify those cases not requiring the presence of a police officer on the scene.

The overall goal of Tele-Serv was to increase the productivity of patrol officers. Specific objectives were to:

- reduce by 10 percent the case load of patrol officers in the field by relieving them of the burden of responding in person to routine complaints; and
- make available additional time for patrol officers to concentrate their efforts on more serious crimes.

Under the Tele-Serv program, calls for certain kinds of non-emergency complaints are received and screened by regular Emergency Operations Center (EOC) staff. Screening of complaint calls depends on two types of factors-- the type of case and the presence of special circumstances which may require

the dispatch of a patrol officer. Upon determining that the call qualifies for Tele-Serv processing, the EOC operator explains the procedure to the caller and informs him that a Tele-Serv operator will handle the complaint. The Tele-Serv operator either takes the call then or calls the complainant back, depending on the work load. The following section summarizes the program's results and benefits.

II. SUMMARY OF RESULTS

After more than one year of operation, the Tele-Serv program has clearly fulfilled its intended purpose of reducing the overall case load of the field patrol staff. During the first 12 months, Tele-Serv handled 10.5 percent of the Department's total case load, or 13,192 cases out of 125,054. Of the several categories selected for inclusion in the Tele-Serv system, the number of cases actually processed by Tele-Serv varied considerably. The highest level of Tele-Serv processing occurred for cases of lost property (55.1 percent), while 50.3 percent of all grand larceny cases and 46.9 percent of all petit larceny cases were handled by Tele-Serv. Citizen cooperation with the system has been good and no negative feedback has been received.

The impact of Tele-Serv on the Department's personnel utilization can be seen by the fact that the 6 Tele-Serv personnel represent only 2.4 percent of the available patrol manpower, but were able to process 10.5 percent of the Department's case load. Furthermore, the work load of 13,192 cases processed by the Tele-Serv system would have required 2,528.5 man-hours more if handled by in-person patrol officer response, based on an average time per case of 28.5 minutes for in-person response and 17 minutes using Tele-Serv. Therefore, Tele-Serv made this time available for patrol officers to utilize in additional patrol activity and concentrate on more serious crimes. This represents nearly \$16,200 of County funds that are being utilized more productively under the Tele-Serv program.

III. ANALYSIS

A. Background

This section of the report provides background information on Fairfax County and the County's Productivity Program. The discussion is designed to provide a perspective on the environment in which the Tele-Serv program operates, with respect to the County's form of government, its population growth, the scope of its crime problem, and the size and organization of its Police Department, in order to view the Tele-Serv program as a response to that environment.

1. Overview of Fairfax County

Fairfax County, Virginia, located in the Washington, D. C. metropolitan area, is the largest political subdivision in the Commonwealth of Virginia. Fairfax County is governed under the Urban County Executive form of government, with the powers of the local government vested in an elected Board of Supervisors which functions as both the legislative and administrative branch of the government. The County Executive is a full-time administrator appointed by the Board of Supervisors, and serves as the administrative head of the government, preparing the County's annual budget and executing resolutions and orders of the Board. Consequently, the County Executive has administrative responsibilities for the County Police Department. The County's fiscal year 1976 authorized budget was \$440,000,000.

As of July 1974, shortly before the implementation of the Tele-Serv program, the population of Fairfax County was approximately 530,200 persons. This population was distributed variously over the County's 399 square miles which includes highly urban areas, many typical suburban districts,

and some largely rural sections. Between 1960 and 1970, Fairfax County grew at twice the rate of the entire Washington metropolitan area, with an annual growth rate in excess of 6 percent.

During FY1974, just before Tele-Serv began, there had been 130,339 calls for police service, plus 15,835 traffic accidents to which police also responded. A total of 22,651 Index crimes¹ were reported in FY1974. The number of Index crimes committed in the County has been growing at a faster rate than the population since 1970. Overall, Fairfax County faces an Index property crime rate which is greater than that experienced by similar jurisdictions, but a smaller rate for Index violent crimes.² Between 1970 and 1974, there was a 21 percent increase in the number of calls related to serious offenses and a 34 percent increase in other offenses.³ Police service calls, which are unrelated to criminal offenses, include assistance to injured or sick persons, escorts for payrolls or parades, and reports of lost or found property. Police service calls have decreased slightly over the last 5 years, but are still approximately 20 percent of the response work load of the Police Department.

-
- ¹ Index crimes include murder and non-negligent manslaughter, forcible rape, aggravated assault, robbery, burglary, larceny, and auto theft. These crimes, considered to be serious either by their nature or because of the volume experienced, were designated by the Federal Bureau of Investigation and are considered to be indicative of criminal activity within any given area. As a nationwide, standardized measure, the number of Index crimes can be used to compare the level of criminal activity among different jurisdictions.
 - ² The violent Index crimes are murder and non-negligent manslaughter, forcible rape, aggravated assault, and robbery; the Index property crimes are burglary, larceny, and auto theft.
 - ³ Serious offenses include the seven Index crimes, plus non-aggravated assault; less serious offenses are considered to be all types of crime other than those designated above as serious.

Within the Police Department, the Tele-Serv system most directly affects patrol personnel and the communications staff. In FY1975, the County Police Department was authorized 587 positions, of which approximately 250 were patrol officers available for street duty. For the purpose of deploying patrol manpower, the County has been divided into 33 patrol areas, for which as many as 50 one-man patrol cars are in operation at any time. The communications staff of the Police Department works out of the Emergency Operations Center (EOC), which is a centralized communications center incorporating County Fire and Rescue Services communications personnel as well. Both civilian and uniformed police personnel in the EOC receive calls from the public in regard to emergency and non-emergency requests for assistance or information, and dispatch officers and equipment as necessary. EOC personnel also maintain the vital link with and between patrol officers, district headquarters, other police jurisdictions throughout the commonwealth and throughout the nation via state and national law enforcement telecommunication systems, and the Federal Bureau of Investigation's National Crime Information Center; provide information on wanted persons, missing persons, stolen vehicles, license plates, guns, securities, and other articles; receive and send intradepartmental teletype messages; and maintain the status and location of all units.

2. Fairfax County Productivity Program

The function of the Fairfax County Productivity Program is to provide the means to evaluate the effectiveness of County agencies and to assist the agencies in identifying ways to improve their performance. The Productivity Program had its origins in June 1972, when the County Executive established the Management Statistics Committee with the responsibility

for developing a series of management indicators for each County agency. In March 1973, the newly-created Office of Research and Statistics was directed to implement the Committee's program. The Committee had identified goals and objectives for all County agencies, including a comprehensive set of measures of effectiveness and work load indicators, and, in some cases, targets to measure levels of achievement. Such data are now compiled monthly for all agencies and published as the Monthly Report to the County Executive. In addition, reports on productivity improvements or studies of potential productivity innovations are published periodically. Faced with the pressures of growth, simultaneously with serious budget constraints, the County is strengthening its efforts to enhance the productivity of local government. This report concerns one of those efforts--the implementation of the Tele-Serv program by the Fairfax County Police Department.

B. Development of Tele-Serv

This section discusses in detail the origin of the Tele-Serv system, the objective it was designed to achieve, the types of complaints that are handled, and the procedures employed in its operation.

1. Objective

Tele-Serv was designed by the Fairfax County Police Department's Planning and Research staff as a way to increase police productivity. It was felt that a significant portion of the complaints recorded by patrol officers on duty did not necessarily require the actual physical presence of an officer. If these types of calls could be identified and channeled into another system, patrol officers on duty would be available to devote additional time and effort to complaints concerning more serious crimes.

In estimating work load, it was projected that Tele-Serv, operating for two out of three shifts per day, would handle ten percent of the total Department case load and would thereby alleviate the demand on patrol officers in the field. It was anticipated, therefore, that this would make available more time for patrol officers to respond to other calls for service, since these officers would not be "out of service" while working on the routine, less serious complaints. It was felt that the Tele-Serv system would result in better service to the citizens because the Tele-Serv operator would be able to call back to receive the complaint more quickly than a patrol officer could respond in person.

2. Types of Complaints to be Handled

In order for the system to work as planned, it was necessary to identify the kinds of complaints that could be handled efficiently by telephone, without causing a degradation in the level of service available to citizens. Table A lists the offense/complaint categories chosen for processing by Tele-Serv. After a few months of operation, it was decided to include auto theft complaints for processing by Tele-Serv and this was done as of December 1974. This has resulted in a particular advantage for handling this type of offense because initiating the investigation process within EOC is more efficient for checking with the Division of Motor Vehicles and for broadcasting the information to patrol officers in the field.

3. EOC Procedures

This section describes the procedures used within the EOC for screening calls for and processing complaints by Tele-Serv.

TABLE A

Offense/Complaint Categories Eligible for Tele-Serv

1. Grand Larceny, of these three types:

- a. Auto parts or accessories
- b. Grand Larceny from a vehicle (not subsequent to auto theft)
- c. Theft of a bicycle

2. All Petit Larcenies, except:

- a. Shoplifting
- b. Pursesnatching
- c. Larceny after trust

3. Telephone Violation

Incidents of harassing or annoying phone calls directed at the complainant. (Does not include bomb threats or threats to do bodily harm.)

4. Property Damage

All types except damage resulting from an auto accident or those which involve extensive damage to private property. (Damage to government owned property will require the dispatch of an officer.)

5. Tampering with a Vehicle

All cases, unless the incident is in progress or suspects are in the vicinity.

6. Lost Property

All cases, unless some unusual circumstances dictate the need to dispatch an officer.

7. Found Property

All cases, unless the property reported found involves:

- a. Firearms
- b. Explosive Devices
- c. Drugs
- d. Potential Evidence Related to a Crime
- e. Other sensitive items which, in the discretion of the Tele-Serv operator, require response by a field unit.

8. Vandalism

All vandalism, except those involving extensive or widespread damage to property, or cases in which the incident is still in progress or suspects are in the vicinity.

9. Traffic Complaint

Includes drag racing, speeding, et cetera, unless the incident requires the immediate attention of a field unit.

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9. Traffic Complaint

Includes drag racing, speeding, et cetera, unless the incident requires the immediate attention of a field unit.

a. Screening Calls

Calls eligible for Tele-Serv are normally received on the Police Department's non-emergency telephone number and answered by a regular EOC operator assigned to that position. It is the task of these EOC operators to screen the calls and determine if they should be handled by telephone or if a police officer should be dispatched.

The first consideration in this screening process is the type of offense being reported. If the offense is not among those identified as Tele-Serv categories (see Table A), the call is dispatched for a patrol officer's response. If the complaint does involve an offense in one of the Tele-Serv categories, the call is turned over to a Tele-Serv operator unless one or more of the following conditions exists:

- The offense is in progress.
- An offender is on the scene, or probability exists that an immediate apprehension can be made if a field unit is dispatched.
- The offense to be reported is an integral part of, or is in combination with, other offenses which are not reportable via Tele-Serv.
- The EOC operator believes that the facts, as related by the caller, warrant the dispatch of a field unit.
- The caller insists on seeing a police officer in person, even after being advised of the Tele-Serv procedure.

b. Recording Complaints

In recording complaints which are to be handled by Tele-Serv, both EOC operators and Tele-Serv operators have responsibilities. After determining that the call should be processed by Tele-Serv, the EOC operator who originally receives the call explains the Tele-Serv system to the complainant. (If the complainant indicates a preference for having a policeman on the scene, a patrol officer is dispatched and the call is not processed by Tele-Serv.) For Tele-Serv calls, the operator records on a Complaint Card (see Attachment A), the full name, address, and telephone number of the caller; the date and time of the call to EOC; and the nature of the complaint. If sufficient telephone lines and a Tele-Serv operator are available, the operator puts the caller on "hold" and transfers the call and the Complaint Card to a Tele-Serv operator. If the lines are not free or a Tele-Serv operator is not available, the EOC operator determines how long the caller will be available at that telephone number so that the Tele-Serv operator can call back, then terminates the call and delivers the card to the Tele-Serv operator. In either case, the EOC operator completes the Complaint Card before transferring it to the Tele-Serv operator.

Upon receipt of a Complaint Card, the Tele-Serv operator notes his identification number on the Complaint Card and on a Field Investigation Report (FIR) (see Attachment B), and transfers certain basic information items onto the FIR. Upon connection with the complainant, the Tele-Serv operator investigates the complaint by asking the questions required to complete the FIR. Once this is done, and the complainant has had the opportunity to add any other information which

he feels is relevant, the Tele-Serv operator closes the call by informing the complainant of the action, if any, that will be taken on the complaint. Cooperation on the part of citizens has been good and no negative feedback has been received regarding Tele-Serv.

C. Implementation

Tele-Serv began operation on August 1, 1974, without any installation costs other than staff planning time.

1. Determination of Staffing Requirements

In determining Tele-Serv staffing requirements, the County's Office of Research and Statistics employed a queueing model to simulate the actual Tele-Serv process. By considering projected Tele-Serv work load and certain service standards for response time, a staffing requirement of two men per shift was calculated. Since a small percentage of minor complaints are received during the midnight shift, it was decided that Tele-Serv would not operate during that shift period.

2. Selection of Personnel

Tele-Serv utilizes police officers from the Department's Patrol Division on a rotation basis, consisting usually of 60-day assignments. This system takes advantage of the patrol officers' familiarity with the use of the Field Investigation Report (FIR) and the method for conducting a complaint investigation interview, and ensures citizen satisfaction that complaints are being handled by police officers. Therefore, extensive training was not required, as would have been the case had civilians been used. At the time of Tele-Serv implementation, furthermore, the use of

civilians could not be considered because of budget limitations which prevented the hiring of the additional personnel which would have been required.

3. Installation of the System

In preparation for the implementation of Tele-Serv, the Department's Planning and Research Section prepared a procedural memorandum describing the operation of Tele-Serv. This memorandum, distributed to affected Department staff, outlined the types of cases to be handled, and the screening criteria, as well as procedures to be used by both regular EOC operators and Tele-Serv operators. EOC and other personnel involved were instructed in the purpose of Tele-Serv and the procedures to be used in handling calls before the system actually began.

The two EOC work stations used for Tele-Serv are among the five work stations (out of the EOC's total of fifteen) responsible for answering the non-emergency Police Department telephone number. While the major task of the Tele-Serv operators is to investigate and record complaints referred by the other non-emergency operators, Tele-Serv operators also answer both emergency and non-emergency telephone lines when circumstances require.

D. Results

1. Accomplishments After First Year of Operation

During the first 12 months of operation, Tele-Serv handled 13,192, or 10.5 percent of the Department's total work load of 125,054 cases (excluding traffic accidents and warrants). This is especially significant since Tele-Serv operates only 16 hours per day. Of the 13,192 cases

handled by Tele-Serv, 12,523 or 94.9 percent involved cases in the designated Tele-Serv categories. The distribution of these cases varied among the offense categories. More than 55 percent of all lost property cases were handled through Tele-Serv, as were more than 50 percent of all grand larceny cases. The largest number of Tele-Serv cases for any one offense category was 4,954 cases of petit larceny, representing 46.9 percent of all such cases handled by the Department. Another significant category of cases was vandalism of which Tele-Serv handled 3,893, or 35.2 percent of the Department's work load. The entire distribution of the Tele-Serv case load is shown on Table B.

It is interesting to note that some of the designated Tele-Serv categories accounted for very few cases actually handled by Tele-Serv. For example, only 12, or 2.4 percent, of the 493 property damage cases were handled by Tele-Serv, and only 41, or 1.2 percent, of the 3,339 traffic complaints were so processed. This is attributable to the nature of these complaints in that they frequently involve situations in which the offender is still on or near the scene and, therefore, a police officer is dispatched.

The remaining 669 cases, or 5.1 percent, of the Tele-Serv work load involved a wide range of offense categories, including simple assault, fraud, bad checks, receipt of stolen property, and disorderly conduct. These were taken through Tele-Serv at the discretion of the police officer serving as the Tele-Serv operator.

2. Benefits

The significant impact of the Tele-Serv system is illustrated by the fact that Tele-Serv processed 10.5 percent of the Department's total case load while utilizing only 2.4 percent of the patrol manpower. Actual time

TABLE B

Tele-Serv Work Load

August 1, 1974 - July 31, 1975

| | <u>Total Cases</u> | <u>Cases Handled by Tele-Serv</u> | <u>Percent</u> |
|---------------------------|----------------------|---------------------------------------|----------------|
| All Offense Categories | 125,054 ¹ | 13,192 | 10.5 |
| Tele-Serv Categories | 35,198 | 12,523 ² | 35.6 |

Tele-Serv Work Load by Type of Offense

| <u>Category³</u> | <u>Actual Number of Cases Reported</u> | <u>Cases Handled by Tele-Serv</u> | <u>Percent⁴</u> |
|-----------------------------|--|---------------------------------------|----------------------------|
| Grand Larceny | 3,274 | 1,647 | 50.3 |
| Petit Larceny | 10,564 | 4,954 | 46.9 |
| Auto Theft ⁵ | 2,172 | 584 | 26.9 |
| Vandalism | 11,066 | 3,893 | 35.2 |
| Property Damage | 493 | 12 | 2.4 |
| Tampering | 542 | 109 | 20.1 |
| Telephone Violations | 1,044 | 407 | 39.0 |
| Traffic Complaints | 3,339 | 41 | 1.2 |
| Lost Property | 537 | 296 | 55.1 |
| Found Property | 2,167 | 580 | 26.8 |
| TOTALS | 35,198 | 12,523 | 35.6 |

¹ Excludes responding to traffic accidents and serving warrants.

² The difference between this and the total handled by Tele-Serv is 669 cases, or 5.1 percent of the Tele-Serv work load. These were cases that were not in the originally designated categories, but were handled through Tele-Serv at the discretion of the Tele-Serv operator. Further reference to the types of cases involved can be found in the text, p. 14.

³ As defined for Tele-Serv, see Table A.

⁴ Represents the percentage across; does not total down.

⁵ Included only as of December 1974.

spent handling cases was found to be less using Tele-Serv than sending officers to respond in person. The average time for Tele-Serv to respond to and investigate complaints totaled 17 minutes, as compared to 28.5 minutes by patrol officers in the field. This time difference for handling the 13,192 Tele-Serv cases amounts to 2,528.5 man-hours, which is therefore available for field patrol officers to concentrate on more serious types of crimes. Based on an average patrol officer's hourly salary of \$6.40, this results in a more productive utilization of \$16,182 of County funds.

ATTACHMENT A

PD-055
american forms company

| | | | | |
|----------------------|--------------------------------|--|---------------------|----------------------|
| Sta. | OFFENSE | FAIRFAX COUNTY, VIRGINIA POLICE DEPARTMENT COMPLAINT FORM | | Case Number |
| | Sig. Remarks: | Reported By | | |
| Unit Assigned | | Address | | |
| | | Phone Number | Received By | Position No. |
| | | LOCATION OF EVENT | | Date of Event |
| Patrol Area | 211 Graveton | 216 Franconia | 333 Warden | |
| | 212 Annandale | 217 W. Spring. | 123 Intell. | |
| | 213 McLean | 220 CID | 310 ADM | |
| | 214 Chantilly | 321 EOC | 231 Traffic | |
| | 215 Reston | 331 Park Pol. | Other | |
| | Date/Time Received | Time Broadcast | Time Arrived | Time Cleared |

ATTACHMENT B

COUNTY OF FAIRFAX, VIRGINIA
POLICE DEPARTMENT

PAGE _____ OF _____

INVESTIGATION REPORT

UNIT ASSG (7) _____ AREA (12) _____ PATROL (13) _____

(1) CASE NO. _____

DIVISION _____ DUTY STATION (17) _____

DATE _____

COMPLAINANT _____ PHONE NO. _____

HOME ADDRESS _____

DATE RECEIVED _____ TIME RECEIVED HR. _____ MIN. _____ WEATHER _____ LIGHT _____

(20) (26) (30)
DATE OF EVENT _____ TIME OF EVENT HR. _____ MIN. _____ DAY OF WEEK _____ FEL - MISD _____

PLACE OF EVENT _____ CLASS (31) _____ CODE _____

NATURE OF CASE _____

SUBJECT NO. 1 _____

ADDRESS _____

SUBJECT NO. 2 _____

ADDRESS _____

DETAILS OF INVESTIGATION _____

- (35) PND
- (36) OFF1
- (40) ACT1
- (41) TYP1
- (42) NRV1
- (44) JUV1
- (45) OFF2
- (49) ACT2
- (50) TYP2
- (51) NRV2
- (53) JUV2
- (54) LOCH
- (56) MTHD
- (58) INST
- (60) VIOB
- (62) MOTV
- (64) MO1
- (67) MO2
- (70) MO3

(73) NRPC

(75) STATUS

(76) EPI or MFI (Circle)

(79) SEQ

TIME NOTIFIED _____ TIME ARRIVED _____ TIME CLEARED _____ DATE _____

FOLLOW UP _____ INVESTIGATED BY _____ APPROVED _____

PROPERTY MISSING OR STOLEN (14) JT _____ (31) JR _____

(9) PC (10) VS (25) VR

| QUANTITY | ITEM | DESCRIPTION | EST. VALUE | |
|-------------|------|-------------|------------|-----------|
| | | | STOLEN | RECOVERED |
| | | | | |
| | | | | |
| | | | | |
| | | | | |
| TOTAL VALUE | | | | |

VEHICLE USED - STOLEN - INVOLVED ENTERED IN WALES YES NO STATE TT SENT LOCAL LOOKOUT BROADCAST

YEAR _____ MAKE _____ MODEL _____ TAG NO. _____ STATE _____

COLOR _____ SERIAL NO. _____ MARKS _____

DESCRIBE VICTIM - VEHICLE - BUILDING _____

NAME OF DECEASED _____ RACE _____ SEX _____ AGE _____

HEIGHT _____ WEIGHT _____ HAIR _____ EYES _____ BIRTHDATE _____

BIRTHPLACE _____ TIME OF DEATH _____ DATE OF DEATH _____

NATURE OF DEATH _____ MEDICAL EXAMNER _____

UNDERTAKER _____ ADDRESS _____

MISSING - WANTED - SUSPECT

NAME _____ RACE _____ SEX _____ AGE _____

ADDRESS _____ PHONE _____

HEIGHT _____ WEIGHT _____ HAIR _____ EYES _____ BIRTHDATE _____

BIRTHPLACE _____ OCCUPATION _____ COMPLEXION _____

DRESS _____

MARKS _____ WHY WANTED _____

WITNESSES - REMARKS _____

TIME ARRIVED _____ TIME CLEARED _____ DATE _____

END