Standardized Crime Reporting System

An Assessment of SCRS: Implementation Case Studies

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FOREWORD

This document is provided as a supplement to a series of four volumes designed to guide law enforcement administrators through the installation of a Standardized Crime Reporting System (SCRS). The complete SCRS documentation series includes:

Volume 1, the *SCRS Implementation Guide*, provides the blueprint for installing SCRS, and contains the basic SCRS data elements and criteria to measure present system deficiencies.

Volume 2, the *SCRS Training Guide*, provides an approach for planning, conducting and evaluating SCRS training sessions. Included are samples of training aides that can be reproduced and used as guides in the development of agency training materials.

Volume 3, *Information For Decisionmaking: A Guide to the Utilization of SCRS Data*, demonstrates potential crime information applications by showing how SCRS data elements can be used to produce crime-related reports. Included are descriptions and example formats of a large number of management and operational reports that can be developed with SCRS data elements. Also included is the application of SCRS data elements to the Uniform Crime Report (UCR) program.

Volume 4, the *SCRS Model Report Writing Manual*, presents model SCRS forms and useful reference material for field officers. Included are SCRS abbreviations, a list of words commonly used in law enforcement that are frequently misspelled, model report writing instructions, a model reference section, and a model binder design.

An Assessment of SCRS: Implementation Case Studies provides an assessment of the actions and achievements accomplished during Phase II of SCRS; the different environments in which SCRS was implemented; and the strengths and weaknesses of the various implementation programs employed. It also contains assessments and lessons learned that should be beneficial to agencies who plan to implement SCRS in the future.

TABLE OF CONTENTS

LIST OF FIGURES

INTRODUCTION

Five law enforcement agencies participated in an operational test of SCRS, the Standardized Crime Reporting System. The test agencies were:

- Durango, Colorado, Police Department;
- North Las Vegas, Nevada, Police Department;
- New Jersey State Police;
- Englewood, New Jersey, Police Department; and the
- Bellmawr, New Jersey, Police Department.

The three agencies in New Jersey participated as an integrated test unit and are reported as a single case study.

This document presents a history of the development, implementation, and operation of SCRS. Each of the sites has been documented as a case study, taking the reader from the agency's initial planning through the implementation steps. Findings and conclusions are based on the results of actual operations. Strengths and weaknesses of the individual programs are highlighted, and external influences which impacted the implementation are discussed. In addition, each case study provides valuable information for any department wishing to develop and implement a SCRS program.

The SCRS tests have confirmed that a standardized crime reporting system, based upon a well-defined, standard set of data elements and implementation criteria, is feasible. The SCRS tests have also proven that it is possible to attain standardization of crime reporting in the variety of operational environments found among law enforcement agencies within the United States today. And, in the case of SCRS, this can be done without sacrificing uniqueness for conformity.

All five of the participating police agencies have adopted the SCRS criteria and all have designed their crime reporting forms around the SCRS data elements. The flexibility of the SCRS concept allowed each department to follow separate implementation approaches based upon different requirements, operational procedures and department objectives. The assessments revealed that each department attained the same standardized crime reporting, yet each remained totally distinct.

The assessment conducted at the conclusion of the SCRS tests provides insight to the operation of each of the departments after (at least) twelve months of SCRS operational experience.

The case study discusses the following aspects of the implementation process:

- Identification and description of the test sites;
- Preliminary work accomplished prior to designing, implementing, and testing SCRS;
- Documentation prepared to aide SCRS implementation;
- Description of SCRS goals and objectives;
- Results of pre-SCRS systems analysis at test sites;
- SCRS development efforts at test sites;
- Assessment of SCRS implementation; and
- Concurrent implementation of SCRS and other major departmental changes.

Information presented was obtained from written and oral communications with the agency personnel, documentation ob-

tained from the sites, and visits conducted during the assessment period.

Background

SCRS improves criminal justice information and statistics through standardized techniques for capturing, processing and using crime event data.

The initial working document prepared for the use of SCRS test site implementors was the *SCRS Test Implementation Guide*. This publication described the necessary steps to logically and successfully implement SCRS within each of the agencies. The guide divided the SCRS test implementation into the following five major work categories:

- Project Planning,
- Systems Analysis (pre-SCRS reporting system),
- System Development,
- SCRS Implementation, and
- SCRS Preliminary Assessment and Documentation.

Early in the SCRS program, the test sites were provided with a working document that included a set of implementation criteria against which the SCRS system could be measured. The criteria were developed to be applicable in any law enforcement agency with a crime reporting function, and were designed to increase the effectiveness of test site project management, to provide guidance in appropriate courses of project planning, and to assist in problem analysis and resolution.

The importance of a well-developed SCRS training program was emphasized and documented in a training guide designed to provide a proper foundation for understanding, implementing, and operating an efficient SCRS. It provided detailed training guidelines to those who were assigned to conduct SCRS training.

The design of the guide took into consideration the different types and levels of personnel found in a law enforcement agency, and recommended that training be tailored to that particular audience. In addition, the guide contained training program documentation guidelines based upon evaluation criteria, training materials, and bibliography.

Successful operation of SCRS depended on comprehensive documentation that would provide the framework within which system modifications could be safely made.

The documentation requirements followed the logical sequence of events as described in the *SCRS Test Implementation Guide*, and included documentation pertaining to conformance to the SCRS implementation criteria.

For the test sites employing automation, New Jersey and North Las Vegas, additional documentation requirements were described.

The *Documentation Guide* built upon, and expanded, the SCRS concepts established early in the program. Test site project managers and staff were provided with additional guidelines to assist them in developing and documenting departmental SCRS programs.

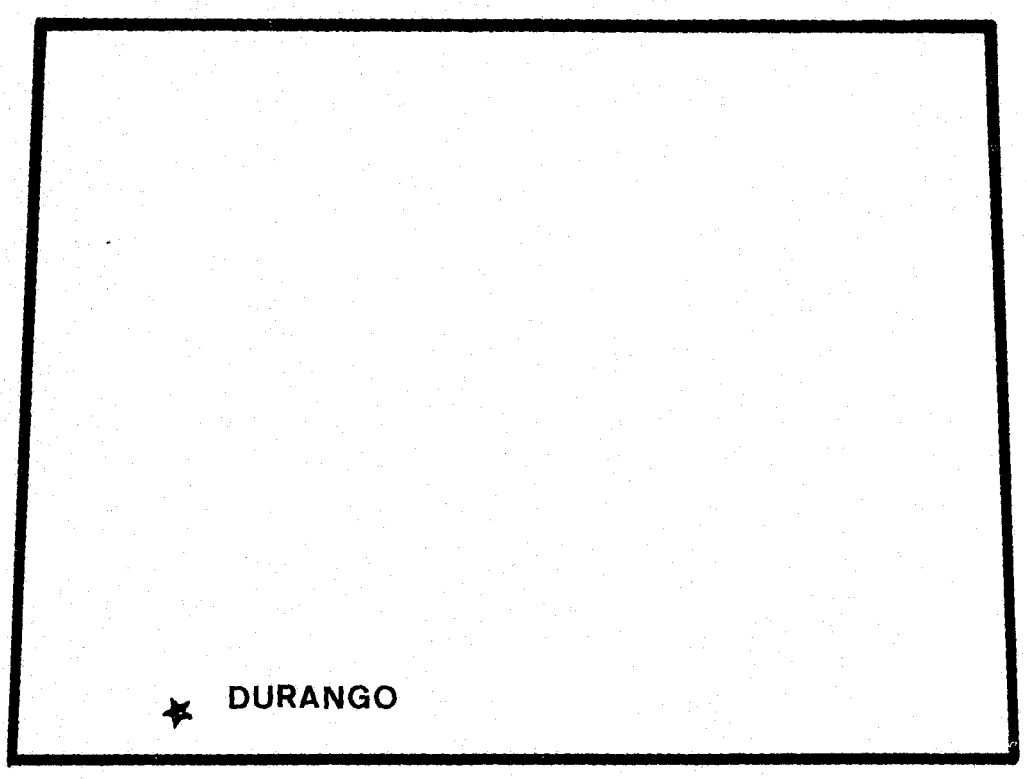
The *SCRS Data Utilization Guide* demonstrated how SCRS data elements could best be used in producing crime-related output reports. The guide provides SCRS implementors with comprehensive examples for producing operational and managerial reports tailored to departmental requirements, including information for:

- immediate operational requirements;
- short-range tactical decisionmaking;
- crime analysis necessary for mid and long-term tactical/strategic decisions;
- improved planning capabilities;
- assessment of ongoing operations; and
- analysis and assessment of the law

enforcement function within the criminal justice system.

The development and implementation of SCRS progressed at a different pace in each of the test sites. For example, the implementation date for the North Las Vegas Police Department was December, 1977; and the Durango Police Department started SCRS operations in June, 1978. The three sites in New Jersey began full implementation in December, 1978. The wide variances in reaching the implementation date is not necessarily a reflection of the attitude or competency of the personnel involved in the project, but rather a function of the complexity of the implementation and the administrative and professional support provided to the implementors.

The following chapters present an assessment of achievements during the implementation and testing of SCRS; the different environments in which SCRS was implemented; and the strengths and weaknesses of the various implementation programs employed. The lessons learned should be beneficial to agencies who plan to implement SCRS.


DURANGO

Chapter 1

THE DURANGO POLICE DEPARTMENT: ENVIRONMENT BEFORE SCRS

The City of Durango, in the County of La Plata, is located in Southwestern Colorado. The current population is estimated at 15,000 within the 3.7 square mile area of the city proper. The community is a regional market place and experiences a large influx of people from out of state due to its proximity to the "four corners" area, where three other states meet Colorado. Recreational opportunities afforded by the surrounding area and the many local tourist attractions provide a cumulative transient population during the summer period of an estimated one and one-half million persons. The proximity of the Purgatory Ski area provides for a cumulative winter tourist population estimated at 200,000. In addition, students at Fort Lewis College, a four-year liberal arts school located in Durango, augment the transient population.

The Durango Police Department (DPD) is a small department employing 36 persons, 23 of whom are sworn officers. It also has a reserve force of 6 officers. The department, with all of the conventional functions of a municipal law enforcement agency, is currently organized as shown in Figure 1.

Prior to 1976, approximately one half of the department's calls for service were assistance type calls. Criminal and traffic related calls made up the remainder at about 25 percent each. Since 1976, however, there has been a gradual shift from the service call category toward criminal and traffic activity. In 1978, for example, the number of calls was almost evenly distributed across all three categories. As a result of this trend, officers spend more time on each criminal and traffic call and, with limited manpower, there were periodic delays in responding to non-priority requests for service.

Supported by a totally manual records management system, the Durango Police Department in 1978 received nearly 13,000 calls for service. Of those, 907 were classified as Part 1 crimes: homicide, rape, robbery, assault, burglary, larceny and vehicle theft. In line with the national trend, burglaries and larcenies showed the largest increase over the previous year. Adult arrests for 1978 totalled 945, excluding traffic offenses, with 160 arrests for Part 1 offenses.

Crime Data Capture, Control, and Utilization

Prior to SCRS implementation, all requests for police services were recorded on radio call cards by the dispatcher. Case numbers were assigned to each call card using a number representing the year, month, day, and call number for the day. Other call for service data were also recorded on the card. Each card was coded to indicate whether a report was required by the officer. If no other report was required, the radio call card served as the police report. An officer activity card was also used to record each officer's out-of-service time.

Offense reports were completed by assigned officers on Colorado state-provided forms, using the case number assigned by the dispatcher. Accident reports were completed on state-provided accident report forms. A separate offense report was completed for each offense. Those offenses involving multiple arrests required a separate case number and offense report for each arrestee. Accidents with associated offenses (e.g., hit and run) required both an accident report and an offense report. All reports were handwritten and submitted by officers prior to leaving their tour of duty.

Cases involving arrests required completion of a custody report and appropriate

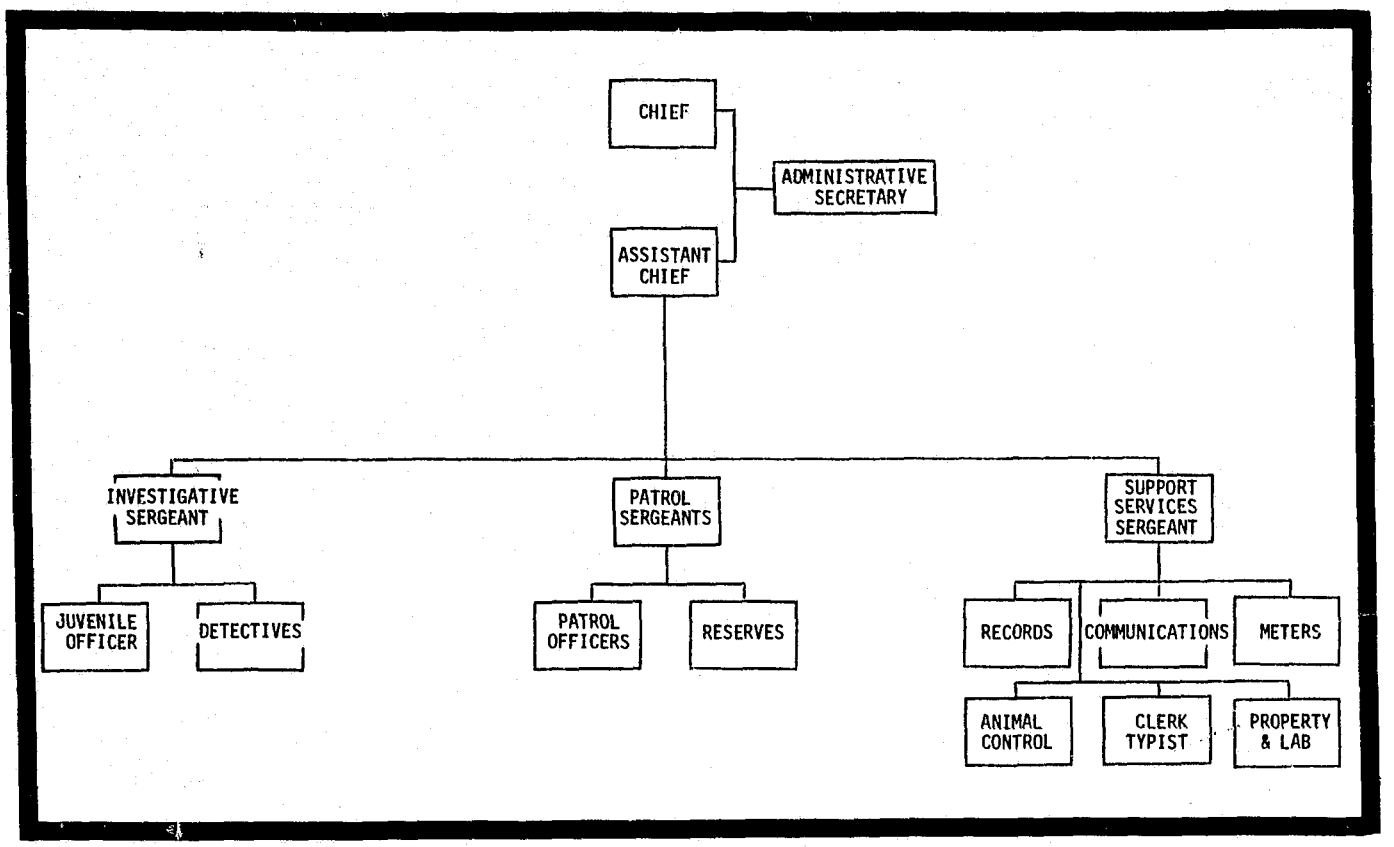


Figure 1. The Durango Police Department, July 1979

summons from either the Municipal or District Court. All reports were referenced to the original case number. Those cases involving evidence and/or property required completion of a property/evidence tag, which was forwarded to the property custodian.

Detectives received a copy of all offense reports and conducted the follow-up investigations. The follow-up reports were also referenced to the original case number.

Although written policies or procedures governing the processing of documents did not exist, the procedures were as follows:

Radio control cards and officer activity cards were placed in chronological order at the end of each day, wrapped in the radio log, and filed according to date. All written reports were submitted by the officers to the shift supervisors, who reviewed them and passed them on to the dispatcher. The dispatcher separated the form, with two copies going to the records clerk and one copy to the detectives. The records clerk sight verified the report against associated index cards (i.e., master name, master arrest, etc.) and placed one copy in a basket for local press use, and the other copy in the chief's basket.

Cases involving District Court arrests were reviewed with the prosecutor by the assigned detective. If no complaint was issued, a supplemental report was submitted which usually cleared the case by exception. The master arrest record was updated by the records clerk upon receipt of the case disposition. Arrest disposition reports were completed by an identification technician and forwarded to the F.B.I.

There were no written procedures governing the generation of management reports. Reports were produced by researching various report and card files.

The following reports were routinely produced:

Monthly Uniform Crime Report

Return A and B: Offenses Reported or Known to Police; Age, Sex, and Race of Persons Arrested; and Officers Assaulted.

Annual UCR Returns

Standard Annual Return of Persons Charged and Disposition.

Monthly Activity Report

Report prepared and submitted to the City Manager containing the following data for month, and year-to-date:

Mileage driven by auto.

Total gasoline and oil consumption.

Total prisoner meals and costs.

Total revenues received at Police Department counter.

Arrest/Dispositions (summary total of arrests and court dispositions).

Reports received by type of offense.

Annual Report

Yearly summary of monthly Activity Reports.

Data System Problems

A number of pre-SCRS problems adversely affected the Durango Police Department's ability to operate an effective law enforcement agency. Data were captured and filed, but seldom used. Record system utilization was at a minimum level, thereby reducing the effectiveness of both operations and management. The department collected a vast amount of useful data but there was no established means for reporting the data in a useful manner. Other criminal justice agencies could not benefit from the information, and compatibility and coordination between agencies was limited by the record system.

A major problem was an inadequate audit capability. Reports were checked by sight verification only, which increased the probability of human error. Also, report review was not a standardized procedure, and therefore reporting problems were not always apparent. Another problem was that management did not have the type of reports required for sound crime analysis, operation evaluation, or management review. Monthly reports were compiled for state and federal agencies but were not helpful in evaluation of the Durango Police Department. Further, there was limited distribution of reports to outside agencies (District Attorney, courts and other law enforcement agencies). Conversely, the Durango Police Department had difficulty in obtaining timely information and dispositions from outside agencies, adversely affecting the completeness of the police records.

More specifically, instructions for completion of the narrative section of crime reporting forms were vague, thus resulting in lack of uniformity, inadequate description of the crime scene and evidence, lack of detail regarding actions taken by the police, and inadequate descriptions of how suspects were linked to the offense. There was no defined procedure that required written reports from all officers involved in an investigation, nor was there any written definition of responsibility for the officer making the initial investigation to pursue further investigation to a successful (when reasonably possible) conclusion.

Further, there were no written procedures for report processing methods and responsibilities. There were no defined procedures for report review; report classifications/re-classifications; indexing of victims, suspects, property, etc.; or the systematic recording of statistical data. Investigative case status and progress controls were totally absent, as were written procedures regarding the chain of evidence when property was removed from the pro-

perty room.

Finally, data for monthly reports were collected from the files at the end of each month rather than by a systematic processing of data on a daily basis. This redundant review of documents and reports encouraged errors and precluded effective management control.

Departmental Needs

To resolve the problems and issues facing the Durango Police Department reporting system, department administrators became convinced that a comprehensive methodology must be developed to:

- collect specific crime event and related data;
- review, document, and store the data; and
- provide the data in a usable form to those who needed it.

To satisfy these requirements, the Durango Police needed revised reporting forms and records relating to a particular case, person, place or incident. The forms and records had to be centrally regulated through the use of a number control system. The crime event reporting, supervision, control and accountability had to be simplified. Information obtained by one officer had to be made available to others in the department. The time spent in searching for records or other crime related information had to be reduced and a data base had to be established and maintained for use in management and operational planning as well as for other analytical purposes.

Chapter 2

THE DURANGO POLICE DEPARTMENT: TRANSITION TO SCRS

The selection of Durango provided the opportunity to implement and test SCRS in a small department with a manual crime reporting system. The department explored the feasibility of developing an automated SCRS and concluded that their current and near-future operational requirements did not justify the switch to automation. As a result, a totally new and improved manual crime reporting system was developed and implemented in Durango.

Planning

Using the SCRS working documents as the basic documentation, project planning was initiated in mid-1977. The Chief of the Durango department was designated as the administrator with ultimate authority and decision-making responsibility for SCRS development. Due to the small size of the department, the Chief was thoroughly involved with the entire program. There is little doubt that this arrangement strengthened the potential for success.

A SCRS Project Manager was appointed by the Chief of Police and a team concept was adopted. All department organizational elements were included as part of the SCRS team. Membership included a patrol officer, sergeants, detectives, and a training staff member. In addition, all criminal justice agencies within Durango were informed of SCRS during the planning stages and became participants in the program.

The planning phase of the project included the development of a budget, associated schedules and work plans, a well defined project scope, and project goals. These goals included:

- The incorporation of SCRS data elements into Durango's crime reporting system and the development of a report writing manual;
- The incorporation of SCRS data management processes into departmental recordkeeping functions;
- The timely and effective dissemination of crime report data to individual units and/or agencies that need them;
- Improvement in the efficiency of police operations in Durango and in La Plata County through reduced report preparation time and improved data for crime analysis and UCR reporting purposes; and
- The identification and correction of weaknesses in the system.

An on-site consultant was hired to assist with the project and to augment the departmental project team. The consultant services that were provided included: an analysis of the existing system, a detailed design of the SCRS system, a SCRS development and implementation program tailored for Durango, and a preliminary assessment of SCRS soon after implementation was complete.

Agencies that were kept informed of the plans and progress of the SCRS implementation included the La Plata County Sheriff's Department (LPSD), the District Attorney's Office, the Municipal, County and District Courts, and the Probation Department.

These agencies were encouraged to participate in SCRS. A survey questionnaire was submitted to each outside agency to determine what types or kinds of police information would be useful to them, and how often the information would be

needed.

SCRS was publicized by several presentations to local organizations and by periodic press releases. Special conferences were held with the La Plata County Sheriff's Department, since the Sheriff planned to implement a modified SCRS system at about the same time as the Durango Police Department.

System Analysis

The first major task of the on-site consultant was to perform a pre-SCRS analysis of the existing crime reporting system. The analysis and documentation followed the format of the SGI working document entitled *SCRS Implementation Criteria* in terms of data capture, systems management and control, and data utilization. Members of both the police department and the Sheriff's office were interviewed about exact job procedures, recognized deficiencies, and their recommendations for improvements. Included in the analysis of the DPD and the LPSD was an inventory of all crime reporting forms and a determination of their costs. The inclusion of a detailed analysis of the La Plata County Sheriff's Department was based on the expectation that SCRS could be implemented there concurrently with the Durango department.

Recommended changes to the pre-SCRS crime reporting system provided information pertaining to deficiencies/ constraints of pre-SCRS operations. The recommendations were as follows:

- Revise Radio Call Cards (RCC's) for both DPD and LPSD to fully satisfy the SCRS data capture requirements. One card should be designed to satisfy needs of both departments.

- Develop written procedures governing the completion of RCC's and supervisory review requirements to assure uniform collection of information, thorough understanding of procedures and responsibilities, and effective quality control.

- Develop written procedures governing initial case control audit functions and define specific responsibilities in order to establish a systematic method for assuring that all reports due and appropriate attachments would be received in a timely manner.

- Revise the existing format of the Daily Police Bulletin (log) and develop written procedures governing its preparation, routing, and use. The purpose was to increase the utility of the Daily Bulletin as a major communication, reference, and control tool, to assure uniformity in its preparation, and to establish specific responsibility and accountability for its preparation.

- Revise existing report forms to increase their utility in the DPD and LPSD environment. Specifically, eliminate the existing LPSD Incident Report Personal Descriptors Form, and M.O. Forms. Revise the existing offense, supplemental, custody, stolen vehicle, and missing person forms. The objectives were as follows:

  - to develop forms which facilitate completion and review by presenting a logical flow of information;

  - to enhance existing readability and comprehension of reports by designing forms which present (on the face sheet of the form) a clear picture of what has occurred, along with basic details of the offense;

  - to limit check-off boxes to those items which enchance and facilitate completion and review;

  - to ensure capability of matching initial and supplemental reports;

  - to ensure the capture of SCRS

data elements;

- to reduce the number of separate forms required to complete a single report;
- to identify investigative status and follow-up due dates on each report submitted; and
- to identify all attachments accompanying the report.

- Develop written procedures governing the completion and use of each form, and develop procedures establishing a structured narrative format. The objectives were:
  - to ensure uniformity in completion of reports;
  - to ensure a thorough understanding of the use and completion of each form;
  - to facilitate training of officers;
  - to establish clear report writing standards for which officers may be held accountable;
  - to ensure that reports submitted present a clear, complete, and reasonably concise account of the offense and of police actions.
- Develop written procedures governing case assignment methods, investigative responsibilities, follow-up procedures and responsibilities, and follow-up reporting requirements. The objectives were:
  - to establish clear individual responsibility and accountability for active pursuit of investigations;
  - to establish responsibility and accountability for timely documentation of investigative efforts;
  - to increase the number of offenses receiving follow-up investigations (when appropriate);
  - to increase offense clearance rates; and
  - to ensure accurate case status accountability for each case in file.
- Revise existing indexing formats and develop written procedures governing indexing requirements, methods, and responsibilities and file maintenance functions. The objectives were:
  - to enhance utility of index files by providing additional information on cards;
  - to ensure uniformity and facilitate training by establishing written procedures;
  - to establish file integrity by defining access control procedures and file maintenance responsibilities; and
  - to reduce filing space and to increase file utility by providing specific purging procedures and methods.
- Develop a central report review system, including written procedures for all required forms. The objectives of this recommendation were:
  - to establish a complete audit of initial reports and attachments;
  - to establish a quality control review of all initial and follow-up reports and subsequent processing procedures, including indexing and statistical compilation;

- to establish an effective system to monitor and control the status and classification of all reported events, from initial report to final disposition;

- to increase accuracy in the classification and disposition of reported offenses; and

- to increase the quality of written reports and police investigations through systematic review and quality control authority.

- Develop a system for scheduled compilation and reporting of statistical data, including written procedures, form design, report definitions, and use. The objectives of this recommendation were:

  - to develop a statistical reporting system which operates as an integral part of normal daily record-processing functions;

  - to develop a system which provides management with reasonable and timely reports needed for planning and evaluation; and

  - to ensure adequate controls over the accuracy of data collected.

- Develop written form control procedures. The objective of this recommendation was to establish clear authority and procedures for development and approval of forms authorized by the Department.

- Develop a formal manual arrest tracking system within La Plata County, including procedures, forms, file structure, and reporting/processing responsibilities. The objective of this recommendation was to develop a system and central repository to report, in a timely manner, the status of individuals currently in the local criminal justice system, e.g., initial arrest status, prosecution status, court status, and probation status.

As part of the system analysis, a pre-SCRS survey queried patrol officers on the time required to complete the existing crime reporting forms. The survey form listed each type of crime report completed and the average amount of time required to complete the report (not the amount of time to complete the call). In addition, a Daily Report was completed by each detective regarding the amount of time spent writing reports, conducting investigations, and appearing in court.

System Design

After completion of the system analysis, the on-site consultant, in concert with the Durango project team, designed a SCRS manual system tailored specifically to the needs and operations of the Durango department. The major purpose of the system was to establish uniform and systematic methods for effective and efficient collection, processing and utilization of police information. The following objectives were specified for the new system:

- To provide a system which addresses current needs in a manual mode of operation but which is readily adaptable to an automated processing system.

- To provide data collection forms which assure the uniform capture of all data elements required to support effective police operations, including information for field officer support, investigative support, and planning and evaluation.

- To provide written procedures governing the completion and use of each form, and develop procedures establishing a structured narrative format.

- To establish written procedures gov-

erning case assignment methods, investigative responsibilities, follow-up procedures and responsibilities, and follow-up reporting requirements.

- To establish indexing formats, file structures and written procedures governing data management methods, responsibilities and file maintenance functions.

- To establish effective quality control review to assure uniform adherence to department standards.

- To develop a system for systematic compilation and reporting of statistical data appropriate to the department's current needs and capabilities.

The SCRS design utilizes five employee positions. The positions and their interrelationship to the system modules are shown below:

data processing procedures, identification of and procedures for report content, output distribution, use of outputs, and system controls.

The procedures and responsibilities were organized according to the type of information to be processed. The types are:

- call receipt and case assignment,
- initial investigation and reports,
- follow-up investigation and reports,
- arrest warrant processing,
- field interrogation report processing, and
- traffic citation processing.

Procedures and individual responsibilities were described as they occurred at each of the various processing steps. Detailed flow charts of the processing steps

SCRS Staff Positions	Data Modules		
	Data Capture	Data Management	Data Utilization
Dispatcher	●	●	
Patrolmen & Detectives	●	●	●
Report Review Sergeant	●	●	
Records Clerk		●	●
Statistical Clerk		●	●

Figure 2. Staff and SCRS Module Interrelationships

System Development

The development of the Durango SCRS included a description of the system operations, what functions would be performed, the sources and content of data inputs, record storage and indexing arrangements, were also provided.

Data Capture Module

The data capture process of SCRS is performed primarily by patrol officers, detectives and the communications dis-

patcher. Data are collected on initial police investigations, enforcement actions, and follow-up investigations. Eight principal source documents are used to record these data. The following are approved Department data capture forms:

- Radio Call Card,
- Officer Status Card,
- Offense Report,
- Vehicle Report,
- Supplemental Report Form,
- Uniform Traffic and Criminal Summons,
- Field Interrogation Form, and the
- State of Colorado Traffic Accident Report.

Data Management Module

The information gathered in the SCRS system provides a means for planning, conducting, and evaluating police operations. The system design includes the following processes as part of the Data Management Module:

- Case control audit
- Quality control review
- Indexing and filing
- Case status control
- Statistical tabulation

The newly developed procedures provide a logical, equitable and orderly work flow within the existing work environment. The system, however, lends itself to modification as working conditions change (e.g., assignment changes due to increased volumes).

The data management procedures use eight logs, one quality control form, and 24 files, including work and index files. Each is identified in the following listing:

- Data management logs
  - Grid activity log - monthly tally by activity class and occurrence grid
  - Daily police bulletin - chronological log of all numbered police events
  - Accident logs - listing of accidents by time and violation
  - Traffic enforcement log - listing of traffic enforcements by time and violation
  - Return A with Supplementary Report of Offenses tally book
  - Age, Sex and Race of Persons Arrested tally sheet - standard UCR tally sheet
  - Arrest disposition log - record of dispositions of arrests by offense
  - Officer performance log - record of workloads and productivity totals
- Quality Control Form
  - Report review indicator - used to indicate overdue reports and unacceptable writing performance
- Data management files
  - Case files - all hard copy documents related to numbered cases
  - Report review initial report file - new reports awaiting review by Report Review Sergeant
  - Attachment file - temporary file of follow-up reports awaiting attachment to case files

- Report review follow-up file - follow-up reports for previous reports written on the case
- Report review tickler file - secured file referencing all open cases by case number, due date and officer
- Field interrogation grid file - filed chronologically within grid of contact
- Field interrogation vehicle file - filed by type and year of vehicle
- Fingerprint files - fingerprint cards, rap sheets and photos of persons arrested by the department
- Arrest/summons suspense file - citations and custody reports awaiting court disposition
- Warrant file - originals of outstanding warrants
- Detective case file - offense reports under active investigation
- Officer status card files - by date

- Index files
  - Alpha index file - name file of persons involved in a police investigation
  - Master arrest index file - card for each person taken into custody by department
  - Juvenile arrest index file -juveniles
  - MO classification index file - type of offense and method of operation
  - Lost/found index file - index of all items lost/found by type
  - Unnumbered stolen property index file - descriptive information on stolen property without ID numbers
  - Initial index file - stolen property bearing identifying initials
  - Officer index file - index of officers and their involvement in cases
  - Street index file - locations of collisions and parties involved
  - Abandoned auto index file - description of vehicle by license number
  - Colorado Bureau of Identification/National Crime Information Center index files - describes items submitted to the CBI/NCIC
  - Suspect residence index - index of individuals with prior criminal histories and addresses

Data Utilization Module

The Data Utilization Module consists of a series of four management reports produced monthly, quarterly, and annually for the purpose of planning and evaluating police operations and to meet public reporting requirements. The reports are essentially basic performance reports which can be provided reasonably within manual processing constraints. The reports provided by the current design are as follows:

- Monthly UCR Return A and Supplementary Report of Offenses,
- Monthly Age, Sex, and Race of Persons Arrested,

- Consolidated Monthly Traffic Summary, and the
- Consolidated Monthly Performance Report which includes the:
  - Case Investigation Summary,
  - Officer and Shift Performance Report,
  - Arrest Disposition Report,
  - Patrol Activity Summary, and the
  - Quarterly Grid Activity Report.

Revisions should be considered when automated data processing capabilities are obtained. Specifically, the following could be priority considerations for any future automated reporting.

- UCR reporting (offense and arrest) and traffic enforcement/accident reporting.
- Officer and shift (unit) performance reporting.
- Response/Field Reaction Reporting.
- Consumed time summary, average and total, by type of activity.
- Calls for services by hour of day, type and day of week.

Development Documentation

SCRS documentation was prepared by the on-site consultant concurrently with the development effort. The documentation is comprehensive and consists of:

- *The Detailed Design of the Durango Police Department Standardized Crime Reporting System;*
- *The SCRS Records Section Manual;*
- *The Report Writing and Procedures Manual for the Durango Police Department Standardized Crime Reporting System; and*
- *The Standardized Crime Reporting System Training Manual.*

The first three documents contain a complete description of the system, delineate specific personnel responsibilities, and provide comprehensive SCRS operating procedures.

SCRS Modifications

During the initial planning phase, a number of functional changes and associated operational responsibilities were incorporated. The functional realignment required that:

- Shift sergeants would no longer be responsible for the crime report review function. Their new role became one of advising patrol officers on matters pertaining to initial crime report completion.
- A Report Review Officer position be established in the Records Office. The sergeant filling this position would become responsible for reviewing all completed crime reports for accuracy and completeness. Communication between the Report Review Officer and the patrol officers who initiated the crime reports would be through the shift sergeants acting as liaison.

The mission and responsibilities of the patrol officers were expanded. Members of the patrol section were charged with continuing all investigations to their conclusion, except for the following crime categories which remained the responsibility of the criminal investigation system:

- Homicide
- Rape

- Robbery
- Kidnapping
- Extortion
- Arson
- Forgery/Worthless Checks.

The actual SCRS program developed for the DPD was a completely revised reporting and records maintenance system. This entirely new program provided the department with improved data capture procedures, records storage and access methods, and report output use and distribution.

Training

Shortly before SCRS was implemented in the Durango department, training sessions were conducted for all participating personnel. Each of the sessions was in accordance with the *SCRS Training Manual* and tailored to the specific requirements of the various operational elements of the department.

Training was provided to department administrative staff command personnel and supervisory staff in two four-hour sessions. During the first training session, project overview and report writing were discussed. At the second session, the report writing manual was reviewed and discussed. Training for managers/supervisors was identical to that of the administrators.

Training for the dispatch personnel consisted of one four-hour session on dispatcher duties and functions. Projected slides and handouts were used as training aids.

Training for patrol officers consisted of two four-hour sessions. Each section of the report writing manual was covered. The training sessions were enhanced with audio-visual presentations, handouts, sample reports, and the *SCRS Records Section Manual.*

Training for records and data processing staff consisted of one four-hour session. Overhead slides (Sections of the *Records Section Manual,* Sections of the *Report Writing and Procedures Manual,* and style of handwriting) were shown to the Report Review Sergeant and Relief Sergeants. References from *The Detailed Design of the Durango SCRS* were also used.

Training provided for investigators, crime analysts and other data users was on an informal basis. References were made to the training manuals which explained in detail ways of utilizing available data. The same informal training was used to train sergeants during their regular monthly meetings.

Lesson plans, by subject and functional areas, and training objectives were developed from the *SCRS Training Manual.* The training sessions were designed around the *Report Writing and Procedures Manual, The Design of the Durango SCRS,* and the *Records Section Manual,* all of which were already available to department personnel.

Implementation

In mid-1978, SCRS was placed into full operation by the department with the simultaneous implementation of the new operating procedures, the newly designed forms, and the functional realignment of department staff.

New procedures provided for the capture and recording of data on a daily basis. Utilization of the information is multipurpose. For example, the Officer and Shift Performance Logs, which are actually the work sheets for the monthly Officer and Shift Performance Report, are provided to the shift sergeants on a regular basis. The sergeants can then evaluate the performance of the officers and institute immediate needed operational changes. The same logs when consolidated into the monthly performance report provide the Chief with useful management information. Other reports and logs can also be used for multiple purposes (i.e., operational, managerial, analytical). Thus, the specific reporting requirements of the department can be satisfied by a minimum number of output forms or reports.

The recording of UCR information has

been incorporated into the daily work stream of data recording and storage. The assignment of a unique case number to all reports pertaining to a particular crime allows adjustments (updates) to be made to the UCR information in an orderly manner.

Index card files were developed and initiated as part of SCRS. The files allow for quick manual retrieval of data by subject, type of crime, MO, arrest, officer involvement, etc. All cards are cross referenced by case number to the appropriate crime reporting forms.

The report review process is a required function of SCRS. The Report Review Officer initiated a Report Review Indicator form develcped to aid in the report review task. The form also provides the report writing officer with precise information about report writing deficiencies. In addition, by periodically analyzing the forms, management can determine trends developing in report writing, timeliness of initial and follow-up reports, and specific deficiencies of report writing. This, in turn, allows the department to take necessary corrective action.

Chapter 3

THE DURANGO POLICE DEPARTMENT: ASSESSMENT OF SCRS

Nearly a year after SCRS implementation there is clear evidence that the newly implemented system is a positive step toward providing the department with an excellent means of reporting, recording, and utilizing crime related data necessary for successful police operations.

The foundation of the DPD SCRS program is comprised of two elements. The first of these is the newly designed crime reporting forms. The forms not only provide for the recording of SCRS required data elements, but they are logically designed and reduce the previous need for long narrative reporting. Narrative crime reporting is dependent upon the ability, resourcefulness, memory, physical/mental status, and writing skill of every officer completing a crime report. The DPD SCRS crime reporting form structure eliminates most of these dependencies, "forces" the capture of essential crime elements, and assures more uniform crime reporting throughout the department.

The second important element of the DPD SCRS foundation is the documentation prepared by the on-site consultant, in conjunction with the DPD SCRS project team. It contains a complete description of the system, delineates specific responsibilities of personnel, and provides comprehensive procedures to follow in operating SCRS.

Overall Implementation

During the early phases of SCRS implementation a great amount of anxiety was apparent among patrol officers. There appeared to be three reasons for this:

- The patrol officers were given additional investigative responsibilities.
- Each had a high rejection rate on initial crime report submissions and numerous notifications of late follow-up reports.
- Officers who were not accustomed to having their authority and actions questioned, suddenly experienced rejection of their report forms.

As report writing experience was gained, and as some recommended modifications to report writing procedures were accepted, the anxiety level lowered. Early in the implementation phase, interviews with patrol officers revealed that acceptance of initial report submissions increased. The interviews also revealed a general acceptance of the new report writing procedures. After 12 months of operating experience, these conclusions are still valid.

When implementation of new police procedures began, shift sergeants found themselves without a definable mission. An administrative review of the shift sergeants' status resulted in instructions which strengthened the sergeants' perception of their responsibilities and authority. This included:

- description of the circumstances in which they are to back up the patrol function as opposed to supervising;
- definition of their advisory role to patrol officers in crime report writing;
- definition of their role as liaison with the Report Review Officer on behalf of the patrol officers;
- identification of tools available to them to accomplish their mission (e.g., the Officer Performance Log) and how to use them.

Early on, patrol officers believed that the Report Review Officer was interpreting report writing requirements too literally; that he was rejecting reports because of "cosmetic" deficiencies even when all relevant crime data were present. A review of the information pertaining to report rejection/correction revealed this to be false. During the review of the report writing functions, however, the Chief of Police determined that some of the report writing requirements could be modified without adversely affecting either the capture of available data or the quality of the data. Modifications were made that resulted in reduced report writing time and greater acceptance by patrol officers. Examples of these modifications included:

- Eliminating the requirement that dispatcher record the "Date of Birth" of a complainant on the Complaint/Dispatch Card.

- Allowing report writers to record stolen property in the sequence it is reported to them by the complainant/victim, as opposed to the precise listing initially required in the report writing manual.

- Revising the report writing instructions to provide for the identification of additional witnesses and stolen property that comes to the attention of the report writer while still on the scene preparing the report, but after all initial information pertaining to witnesses and stolen property have been recorded.

SCRS team membership was identified during the early SCRS planning period. The Chief of Police maintained overall responsibility and decisionmaking authority for the SCRS project. He was an active participant in all aspects of the program, and was assisted by a project manager as well as supervisory and operational personnel throughout the department.

Early notification of SCRS plans and activities to all internal organizational elements of the DPD was accomplished by the early formation of a SCRS team. Additionally, external criminal justice agencies within the City of Durango were informed of SCRS during the planning period. These agencies became early participants in the program during the analysis portion of the pre-SCRS operations.

A project start-up conference was held. This meeting took place after the on-site consultant was selected. Areas of responsibilities were designated, work assignments made, and a schedule established.

A budget for the SCRS implementation program was developed during the early planning stages of SCRS. The budget provided for the hiring of the DPD SCRS Project Manager and for the eventual promotion of the SCRS Report Review Officer from Corporal to Sergeant. Associated schedules and work plans were subsequently developed using the budget as a base document. A budget and budget narrative were part of the original DPD SCRS grant application.

SCRS project goals were established. Project goals and objectives were identified in the DPD SCRS grant application. Additional goals of the DPD SCRS project, as stated during the grant application submission/review/approval cycle were:

- The incorporation of SCRS data elements into Durango's crime reporting system and the development of a report writing manual.

- The incorporation of SCRS data management processes into departmental recordkeeping functions.

- The timely and effective dissemination of crime report data to individual units and/or agencies that need it.

- The documentation of the identification and correction of weaknesses in the system.

- Improvement in the efficiency of police operations in Durango and in

La Plata County through reduced report preparation time and improved data for purposes of crime analysis and UCR reporting.

The DPD has also adopted the SCRS goals and objectives developed in the original SCRS design.

Pre-SCRS system deficiencies and constraints have been documented. Some pre-SCRS deficiencies were identified in the DPD SCRS grant application. A more comprehensive discussion of DPD pre-SCRS system deficiencies and constraints are well documented in the *Analysis of Crime Reporting System, Durango Police Department* prepared by the on-site consultant, as part of the *Overview of the Durango Police Department.* This document was the culmination of the systems analysis portion of the SCRS program.

Flow charts and narrative of SCRS have been developed. The DPD SCRS flow charts and accompanying narrative are contained in *The Detailed Design of the Durango Police Department Standardized Crime Reporting System*, one of three publications comprising the documentation of SCRS within the DPD.

The DPD SCRS is patterned after the *SCRS Implementation Criteria.* The "Data Capture" criteria were followed with very minor exceptions. Of "System Management and Control" criteria, seven of the eight have been met. Although the *Records Section Manual* provides general rules regarding record maintenance and access to department files, little has been done in the area of access to records by persons outside the department. Efforts are currently underway to clarify (with the state) the precise definition of a "criminal history." When this issue is resolved, the department will adhere to the maintenance and access rules found in the *Records Section Manual.* Although the SCRS criteria requiring audit procedures have not been completely implemented due to a current lack of records personnel and cost involved in adding staff, the department is examining alternative approaches to a system audit.

Manual systems documentation and operating instructions have been completed. Documentation and operating instructions pertaining to the DPD SCRS program are contained in the department's documentation series. All documentation was published and distributed prior to the actual implementation.

The on-site consultant has provided documentation on a preliminary evaluation. The *SCRS Preliminary Evaluation Report,* addresses early problems and recommendations for their resolution.

A procedure for recording/reporting system deficiencies (i.e., problem identification) and problem resolutions has been established. A form is currently in use and provides information on:

- Problem identification and description;
- Identification of any forms to which the problem is related;
- Problem identifier;
- Reviewer, to include reviewer comments;
- Problem resolution and action required;
- Identification of person resolving problem; and
- Distribution instructions.

The identification and arrangement of storage and retrieval facilities has been accomplished. The facilities contain adequate index and case files, provide for easy access, and allow for expansion.

A redesigned records system has been developed and implemented. Documentation and procedures pertaining to the records system have been developed, published and distributed as part of the documentation of the DPD SCRS program.

Police Management System

Early in the implementation phase, reviews to evaluate and improve the system were being accomplished. The review and audit functions were performed by both the Chief of Police and the Report Review Officer. Their assessments resulted in some modification to requirements (e.g., deletion of Date of Birth when receiving a call for service). In addition, the SCRS progress continues to be discussed with all involved personnel of the department. These discussions are designed to lead to modifications and improvements of SCRS operations. The Chief of Police and the Report Review Officer are in daily communication with each other evaluating progress and reviewing alternatives to improve procedures.

Written policies pertaining to SCRS output reports have been developed. The report requirements of the DPD are minimum. There are a number of reasons for this, among which are:

- the small size of the department;
- the tourist type of city involved;
- the low overall volume of serious crime;
- the nature of crime and police service requirements within the City of Durango;
- the organizational structure of the DPD; and
- the reporting requirements placed on the DPD by the city government.

The existing SCRS report requirements were developed by the on-site consultant, and approved by the DPD Chief of Police, based upon the needs and characteristics of the Durango department. The DPD SCRS output reports consist of the following:

- Consolidated Monthly Traffic Survey utilizing the:
  (1) Accident Summary Log,
  (2) Accident by Violation Log, and
  (3) Traffic Enforcement Log.
- Consolidated Monthly Performance Report consisting of the:
  (1) Department Case Investigation Summary;
  (2) Officer Shift and Performance Report prepared from the Officer Shift and Performance Log;
  (3) Arrest Disposition Report prepared from the Arrest Disposition Log; and the
  (4) Patrol Activity Summary.
- Quarterly Grid Activity Log. A quarterly aggregated activity log prepared from the monthly activity summary.

Copies of the Officer and Shift Performance Log are provided to shift sergeants on a bi-weekly basis. This feedback indicates the willingness of the DPD to utilize available data to enhance overall operations. Shift sergeants are now provided timely information upon which to evaluate the performance and workload of officers under their supervision, make adjustments as necessary, identify and correct potential problem areas or areas of weakness, and improve the performance and efficiency of officers assigned.

In addition to internal management reports, the DPD submits a monthly report to the Durango City Government. The information contained in this report is independent of SCRS, and the report requirements have not varied since SCRS implementation. However, the DPD Chief of Police is considering the addition of SCRS information.

Data utilization generation has been developed and implemented. In addition to data utilization associated with the output reports described above, an offender tracking system has been developed for the

DPD. Although not yet implemented, the system is designed to trace arrested individuals through the various stages of the criminal justice process. When operational, it will be maintained by the DPD with the participation of the La Plata County Sheriff's Department, the District Attorney's Office; the Municipal, County, and District Courts; and the County Probation Department.

Policy Guidelines

The SCRS requirement that individuals completing crime reporting forms be identified has been fulfilled. The offense, supplemental, and vehicle reports require the identification of all individuals processing the report, including the report review officer, the statistician, and the file clerk. In addition to the identification of the arresting officer, the Custody Report requires identification of the booking officer, transporting officer, and the release officer.

Valid stock control information pertaining to crime reporting forms is currently available in the DPD. This responsibility within the DPD has been assigned to the SCRS Project Manager who developed crime reporting forms usage factors, determined the lead time needed for the reordering cycle, and established reorder points for each form used. In addition, the printing costs of forms were determined and provided to the Chief of Police for inclusion as a line item in the annual budget.

Forms control responsibility has been established within the DPD. This responsibility has been assigned to the Records Office supervisor. All SCRS crime reporting forms are numbered and year dated. Forms revision approval authority is the DPD Chief of Police. The Records Office supervisor maintains a binder containing a copy of each form and revised form along with the description and reason for any revisions. This provides the department with a chronological history of its forms evolution and should preclude repetition of needless and previously proven unsuccessful modifications.

A distribution list for all crime reporting forms has been completed and is in use. This information is part of the DPD SCRS documentation. In addition, provision has been made for special routing requirements.

Personnel Productivity

SCRS operational, analysis and management report outputs have been developed by the implementation team.

In keeping with one of the prerequisites of SCRS, there has been no change in the monthly submission to UCR. SCRS implementation will, however, reduce UCR preparation time significantly. The monthly report to the city government is primarily a non-SCRS management report, but does contain trend analysis information. The monthly Traffic Summary, containing traffic offenses and court dispositions, is both a management and analysis report. The Consolidated Performance Report submitted to the Chief is a management report showing officer activities and performance summaries. The Officer Shift and Performance Report records the number of assigned cases and their status and serves an analytic function. The Case Investigative Summary, which aggregates the Shift and Performance Reports, is primarily management oriented. The Officer Performance Log is used to record work load and productivity of individual officers and is operational in nature. The Arrest Disposition Report, used to record dispositions of arrests by offense category, and the Patrol Activity Summary are management reports that provide the capability of conducting trend analysis. Lastly, the monthly and quarterly Grid Activity Report, containing offense classifications and grid area of occurrence, is a crime analysis tool. The number of SCRS output reports is small, but sufficient for the current DPD operation. In addition, the versatility of the output reports provide a capability that should satisfy projected department requirements for the near future.

A comprehensive training program was developed and documented, but not conducted according to the DPD SCRS implementation program. Training documentation is contained in the *Durango Standardized Crime Reporting System Training Manual.* The on-site consultant trained DPD supervisors and key personnel. The supervisors, in turn, trained their subordinates with the on-site consultant in attendance. In retrospect, the Chief of Police believes (and from all indications he is correct) the manner in which training was conducted led to some of the problems encountered during the early stages of SCRS implementation. If it were to be done again, two major changes would be made to the training program. Supervisors would not conduct training, and more time and emphasis would be placed on explaining the total system in detail to everyone. The DPD supervisors do not possess the particular skills required to conduct training. They are supervisory police officers, not trainers. Also, supervisors were presenting training on a subject in which they had just been trained, and which they could not reasonably be expected to understand thoroughly enough to teach. Although unforeseen during training planning, the results were predictable. Training given to the patrol officer, the key individual of any crime reporting system, was diluted. In addition, the Chief of Police is convinced that patrol officers and shift sergeants did not take away from the training sessions a thorough knowledge of the entire SCRS system. They did not understand how the system worked, nor did they comprehend the interdependency of one part of the system on another part. Therefore they did not fully perceive the importance of their role in the overall scheme or why they were required to initiate crime reporting forms in a certain manner.

Training on the completion of crime reporting forms was conducted. In addition to the quality of training discussed above, the introduction of the report review function added to the initial turmoil and a high report rejection rate during the early stages of SCRS implementation. Prior to SCRS, patrol officers were primarily report takers who recorded data in a manner best suited to their individual style, ability and thoroughness. They submitted reports and never saw them again. Suddenly they were confronted with new, stringent report writing requirements, new report forms, and a report review officer responsible for insuring accuracy and completeness in crime reporting. At the same time the operational role of the patrolman shifted from merely a report taker to the assigned follow-up investigator of the crime being reported. Reports which did not meet established standards were returned for correction and resubmission. This was a new experience that the patrol officer did not initially understand. The extra time needed to correct or re-do reports substantially reduced the time available for required investigations and status reporting. It wasn't long before the patrol officer was overwhelmed with rejected initial reports, behind in investigative work, and receiving notices that reports were late. A demoralizing apprehension set in. More comprehensive training on crime reporting requirements probably would have reduced, although not entirely eliminated, this turmoil. It wasn't until the role of the report review officer was fully understood and accepted that the patrol officer started working with the review officer and, eventually, the acceptance of initial crime reporting forms increased dramatically.

Training plans for new/transferring personnel is limited at this time to on-the-job training (with the help of a supervisor and a report writing manual). New officers "ride along" with their sergeants for an extended period. It is during this time period when major SCRS training is provided.

Training on the processing and use of SCRS data has been completed. The procedures are well understood by the DPD records staff. The training received in this area was comprehensive and more than adequate. The UCR is prepared by the records clerk who understands the procedures thoroughly and is enthusiastic about

the reduction of time required to complete the monthly UCR under SCRS.

Training in the preparation of management reports has been completed. In addition, all report preparation procedures are well documented, as previously described.

Paper flow procedures described in the *SCRS Implementation Criteria* are part of the DPD SCRS. The relative smallness of the DPD substantially reduces the paper flow hazards that can hamper a medium or large size law enforcement agency. Those responsible for ensuring that this function operates smoothly are performing their duties effectively.

Written policies pertaining to SCRS crime analysis and special needs reports have not been developed. The DPD Chief of Police does not consider this an area that needs developing within the DPD at this time. The Grid Activity Report, which is a crime analysis report, contains sufficient type of crime by location information to satisfy their needs.

The *Information For Decision-making: A Guide to the Utilization of SCRS Data* was reviewed by the DPD and on-site consultant. Although ouput report formats vary from those displayed in the guide, many of the report data elements are the same, as are the functions of the reports.

An M.O. file has been established as part of the DPS SCRS. The file is set up by UCR classification and is described in the *SCRS Record Section Manual.*

Sworn Officer Availability

Information pertaining to sworn officer activity accountability is captured by the DPD. Sworn officer activity pertaining to calls for service is captured on the Radio Call Card. All other activity is accounted for on the Durango Police Department Activity Radio Log. Both cards are completed by the dispatcher. An Activity Radio Log card is maintained on a daily basis for each sworn officer, except for those assigned to the DPD office. Although the cards contain a considerable amount of information, they are merely filed and used for reference as the need arises. (In the event of future automation, the Radio Log coupled to the Radio Call card will provide the necessary data for determining total consumed time by activity, time of day, etc.)

Modified report writing procedures have significantly reduced the time required to complete the crime reporting forms. One of the early problems of the SCRS implementation was the excessive time required to initially complete the new crime reporting forms. As a result, the offense report forms are now recorded on tape cassettes and typed by records office staff. Although high volume of activity will cause occasional typing backlogs, the initial time required of the officer to complete the form is low. The assessment survey of patrol officers and shift sergeants provided ample evidence of officer satisfaction in the recorded technique.

A report writing manual to support the new system has been published and is in use. It is titled *Report Writing and Procedures Manual for the Durango Police Department Standardized Crime Reporting System.* The manual does not contain a list of SCRS II Committee-approved abbreviations; and, when abbreviations are indicated, they do not always coincide with those approved by SCRS. The pages of the manual are numbered, but not dated. As page changes are made, revision dates will be included on them. Color coding or index tabs are not used to identify appropriate sections. The organization of the manual is such that if one is not intimately familiar with it, much page turning back and forth is required. Tabbing the manual or producing a better table of contents would be highly beneficial. The DPD manual is in a hardcover looseleaf binder. Both outside covers are imprinted with a comprehensive list of 1120 words commonly used in police report writing, a feature generally appreciated by the officers.

Crime Event Reporting

All SCRS-required complaint/dispatch data elements are captured on the DPD

SCRS Complaint/Dispatch Card. The complaint/dispatch card now provides sufficient information to support a wide variety of calls for service reports, e.g., response times, occupied/available patrol time, calls for service distribution by hour, day, and shift. Newly designed, the card also includes space for suspect description and auto identification.

All required SCRS data elements are collected on the DPD crime reporting forms. All requirements have been met, although a number of SCRS data elements are not easily identified.

- The following data elements are recorded in the crime reporting form narrative:
  - Knowledge of event
  - Method of entry/exit
  - Point of exit
  - M.O. additions/changes
  - Where property recovered
  - Stolen property
- A number of other data elements are recorded in blocks whose labelling is not related to the data element. For example, the SCRS data element, suspect: armed, is recorded in the block Modus Operandi; the crime classification for Theft-Larceny is recorded under UCR Sub Class; and case disposition/arrestee status is recorded in the block identified as Status Code.

Other law enforcement forms utilized by the DPD, but not SCRS developed are the following:

- State of Colorado Traffic Accident Report;
- Durango Police Department Traffic Complaint and Summons;
- Durango Police Department Criminal Summons; and
- Durango Police Department Field Interrogation Form.

Geo-coding has been incorporated into the DPD SCRS. The city of Durango has been divided into three police districts with the districts further subdivided into thirty-three sections (grids). The districts, however, do not follow census tracts, thus precluding easy correlations of crime activity with population demographics.

Crime report review and approval responsibilities are defined and documented. The authority and responsibility is assigned to one sergeant who supervises the DPD Records Office. He is also the most knowledgeable person on SCRS crime reporting requirements within the department. A Durango Police Department Report Review Indicator Form is used to make notification of reports needing correction, initial reports due but not received, and overdue follow-up (status) reports. If the Report Review Indicator Forms are reviewed periodically, the DPD management can easily spot weaknesses in the reporting system and take appropriate corrective action. The review system designed and implemented in the DPD as part of SCRS is excellent.

Audit policies and procedures have not been developed within the DPD. Audit procedures have been considered and found too costly for the DPD. The Chief of Police does not contemplate an audit being conducted within the DPD in the foreseeable future. It is considered to be cost prohibitive at this time.

Law Enforcement Records

The DPD SCRS reports are identified by a unique report number. A separate case number is assigned to all reported offenses and calls for service which result in a police action. Each document related to the reported crime bears the same number which is traceable throughout the entire system.

Retention and purge procedures are in effect within the DPD. All case files are maintained in hard copy for two years and then microfilmed. The Master Index cards, color coded by year, are purged according to crime category, i.e., homicides and missing persons are maintained indefinitely,

all other major crimes and accidents are kept ten years. Officer assists, abandoned autos, fire and other alarms are purged yearly.

Privacy And Security

General rules governing maintenance and access to department records are contained in the DPD *SCRS Records Section Manual.* These rules assure security and confidentiality of crime data. The documentation defines the policy and procedures governing:

- maintenance of department records;
- access to files by department officers;
- access to records by persons outside the department; and
- sealing of records.

The DPD Records Office is staffed during the hours of 0800-1700. After 1700 hours, public access to the area is controlled by the dispatcher by means of an intercom system to the main entrance and an electric door lock release switch. DPD personnel have access to the files 24 hours a day.

Traditional privacy and security safeguards are part of the daily operations of the DPD. However, state instructions for the federal privacy and security regulations (28CFR Part 20 and 28CFR Part 22) have not been implemented, pending receipt of additional guidance from the State of Colorado. The department policy pertaining to maintenance and access of department records has incorporated many of the privacy and security guidelines established by the United States Department of Justice. In addition, the State of Colorado passed legislation implementing the federal government's privacy and security program. A copy of the implementing legislation is on file in the DPD.

Implementation of the legislation has been delayed pending resolution of a number of key issues. The Records Office supervisor has been trained in privacy and security, and future implementation of a state-directed program within the DPD should not create a problem.

Improved Communications

External local criminal justice agencies have been informed of SCRS and have received SCRS training. The following criminal justice agencies located in Durango have been associated with SCRS during the implementation program:

- La Plata County Sheriff's Department
- District Attorney's Office
- District Court
- County Court
- Municipal Court
- Probation and Parole Office

Representatives of these agencies attended the SCRS team organization meeting in late 1977. Personnel of the agencies (including jailers) were interviewed by the DPD SCRS on-site consultant shortly after project startup. Further, representatives of some of the agencies were present when the on-site consultant presented the results of the Durango Police Department's *Overview of the Durango Police Department Crime Reporting System.* Those agencies not present were briefed by the DPD Chief of Police. Finally, representatives of the above-named agencies received four hours of SCRS training prior to system implementation.

Information about the DPD SCRS has been discussed with criminal justice personnel of La Plata County; the southwest region of Colorado; Cortez, Colorado; and Farmington, New Mexico. The DPD Chief of Police realizes the potential that exists for other small-size police departments to adopt the DPD-developed SCRS program and at minimum cost. The Chief has expressed these ideas to police and other government groups throughout southwest Colorado.

The DPD SCRS has enhanced UCR preparation and has reduced the overall time required to prepare submissions. Prior to SCRS implementation all crime reports were screened at the end of each month as part of the UCR preparation process. Since SCRS implementation, UCR data are tallied as reports pass through the Records Office prior to filing. Follow-up reports are processed in the same manner as initial reports, thus allowing the statistical clerk to update the UCR tally logs on a daily basis. Follow-up reports may contain corrections, additions and deletions to UCR data previously reported. Without question, the written procedures implemented as part of SCRS assure accurate uniform crime reporting by the DPD.

In 1976, the Durango Police Department and the La Plata County Sheriff's Department began discussions on consolidating the service functions of communications and standardized/centralized records. In 1977, the police department was selected as a SCRS implementation and test site with the Sheriff's Department agreeing to participate in the Durango project. That is, all SCRS reporting forms and changes undertaken by the Durango Police would be adopted by the Sheriff's Department. The principal objective of the records consolidation plan was to test the utility of the SCRS approach in achieving greater efficiency and economies of operation in agencies processing information in a manual mode.

The La Plata County Sheriff's Department plan to implement SCRS at the same time as the police department was temporarily delayed. However, as of mid-1979, the Sheriff's implementation of SCRS was re-initiated under the direction of the Sheriff with assistance provided by the police chief. The day-to-day planning, scheduling, operation and training will be provided by the police department records supervisor.

Major enhancements to the training program are being developed to preclude earlier operational problems. All other SCRS requirements will be implemented by the Sheriff according to existing police methods and procedures.

The consolidated communication system (serving all of the county police, fire, and medical agencies) will be fully implemented by August 1, 1979.

Conclusions

The assessment of SCRS within the DPD indicates that a modern, efficient, manual information system has been designed and implemented. It is fully supported by the Chief of Police and accepted by the entire department. SCRS and the departmental operational changes that were implemented concurrently represented major departures from past DPD operations. Some operational problems were expected, and they did materialize. These problems have been addressed, and are being overcome by applying solutions that will generally enhance the overall system. For example, means have been found to modify the report writing requirements without reducing the data capture requirements or easing the report review procedures that assure accuracy and completeness. This alone demonstrates the flexibility that has been designed into the DPD SCRS.

A major problem during the SCRS implementation was training which became the weak link of the development and implementation effort. The problem was the use of inexperienced trainers who were not intimately knowledgeable about the system.

Another factor that contributed to implementation problems was that middle management did not understand their appropriate role in the new system. This detracted from organizational and operational stability.

There is no way of knowing if the results would have been different if SCRS and another major operational change (the field officer's new role as a follow-up investigator) were implemented in a two-step phased approach. The decision to adopt a one step conversion was done with full awareness of potential failure. In spite of initial difficulties, two months after implementation the operation was running with reasonable success.

The design of the Durango SCRS was completed in a manner that will facilitate conversion to automation in the future if such a decision is made. The developers of the system designed SCRS in such a way that coding and data extraction could be accomplished simply and efficiently.

During the early stages of the SCRS program in Durango, there was some hope that the La Plata County Sheriff's Department would implement SCRS along with Durango. Despite the fact that the Sheriff's implementation program was delayed, one major benefit can be realized. Application of the lessons learned by the police implementation can significantly aid any future SCRS implementation by the Sheriff's Department.

The Durango department is now operating an excellent SCRS designed to meet the needs of a small police department. It should satisfy the requirements of the department for many years, either in its present manual mode or, eventually, as an automated system. The potential exists for the Durango SCRS to serve as a model system for, or be easily transferrable to, other small size police departments concerned with improving the efficiency of their operations and better accomplishing their law enforcement mission.


NORTH LAS VEGAS
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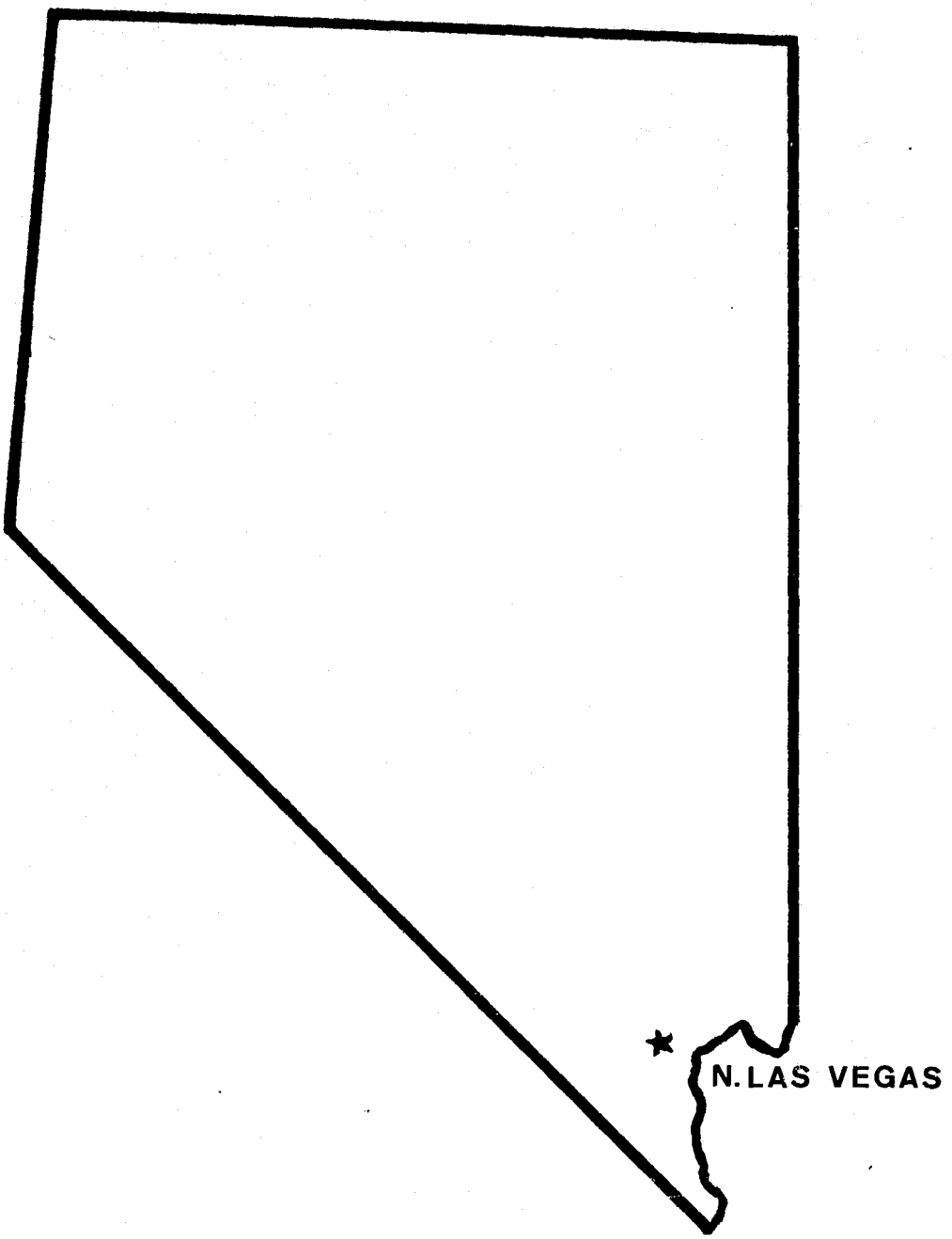
POLICE


N. LAS VEGAS

Chapter 1

THE NORTH LAS VEGAS POLICE DEPARTMENT: ENVIRONMENT BEFORE SCRS

North Las Vegas, the third largest city in the State of Nevada, has approximately 47,000 permanent residents. Located in the southern tip of the state, it borders on the northern limits of the City of Las Vegas. About ten million tourists visit the immediate area each year.

North Las Vegas has had a remarkable growth and development pattern. Since 1946, its geographic boundaries have expanded from approximately four square miles to forty-four square miles.

In addition, Nellis Air Force Base, located on the city's northern border, maintains a population of some 21,150; approximately 800 military personnel, 1,050 federal civil service employees, 100 contractor employees and about 12,000 military dependents.

The North Las Vegas Police Department (NLVPD) is a medium-size department employing 94 sworn officers and about 50 civilians. The department has recently been reorganized into two major divisions encompassing all of the functions of a modern law enforcement agency. The current organizational structure is shown in Figure 3.

Crime Data Capture, Control, And Utilization

Prior to the SCRS implementation, the NLVPD utilized a partially automated data recovery system known as TAMPS (Time Accounting, Management, and Police Statistics). Under the TAMPS system, the information flow began with an individual calling the department with a complaint and/or information. If the call required an officer to respond, the operator transferred the caller to the radio dispatcher. The dispatcher then had the responsibility of sending a police unit to the scene. The information gathered in the dispatching process was recorded in the Computer Aided Dispatch (CAD) system, and each 24 hours the CAD information was transferred down line to the city-owned computer. The CAD system allowed calls for service and dispatch information to be immediately available for recall on the dispatcher's display screen and for generating monthly statistical reports based on daily activity records.

The NLVPD crime-related report requirements were supported by nineteen different forms. In addition, there were numerous other report forms used which created continuous problems when the wrong report form was completed for a given incident.

Offense reports were completed by assigned patrol officers and submitted to the Records Bureau for processing. On receipt, the report was initialed and time stamped by records personnel. The report was then given a chronological case number, copied and distributed according to a distribution schedule. Entries were made in the Shared Computer Operations for Protection and Enforcement (SCOPE), a regional master name index, and all names on the report were posted to the department's name index system.

In those cases involving arrests, case numbers were assigned and a jail card, health card, arrest number card and case transfer form were completed by records staff. Arrested person information was entered in SCOPE and teletype queries made. Copies of the arrest report were distributed to the Detective Bureau and, in non-felonies, to the Municipal Court.

All offense and offense-related reports were distributed to the Detective Bureau for follow-up investigations. The follow-up and arrest reports were referenced to the original assigned case number.

All reports written by the NLVPD were issued sequential case numbers and filed by number and year sequence. The names of

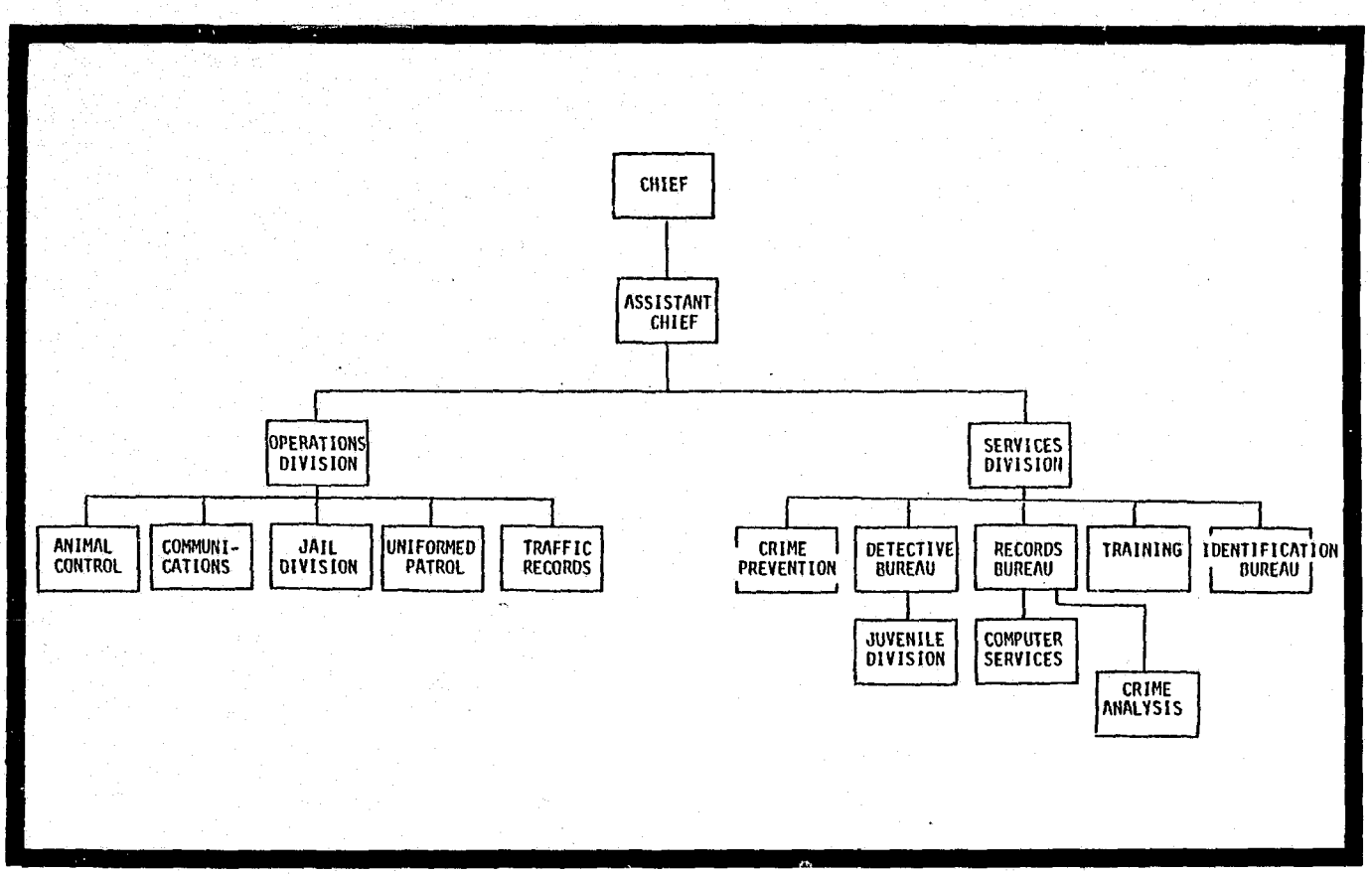


Figure 3. The North Las Vegas Police Department, September 1979

persons included in the report were recorded on Case File Cards and maintained in alphabetical sequence. Persons arrested by the police were assigned a Master File (MF) number and all reports pertaining to the arrest were filed in Master File Jackets and maintained in MF sequence. Each arrest was recorded on Master File Cards maintained in alphabetical sequence.

The pre-SCRS system had limited control features. Offense reports were reviewed by the reporting officer's supervisor and, if satisfactory, processed by the records staff and distributed. However, a report was subject to correction or rejection at any point along the processing chain if found to contain errors. Because there was no assigned review officer, the initial review made by the writer's supervisor was generally the most extensive the report received. The exceptions were the reports sent to the Detective Bureau where deficiencies were corrected. The extent of supervisory review was dependent on the supervisor's workload at the time of review.

The pre-SCRS department had minimal management or other output reporting requirements. Most reports were manually researched and based on as-needed requests. The following were produced as either monthly or as-required outputs.

Monthly Uniform Crime Report

Standard UCR format: Return A and B; Offenses Reported or Known to Police; Age, Sex, and Race of Persons Arrested; and Officers Assaulted.

Annual UCR Returns

Standard Annual Return of Persons Charged and Disposition.

Total Monthly Man Hours by Patrol District

Based on calls for service, the report shows for each of the four reporting districts:

Total hours assigned

Total hours activity
Total patrol time
Percent manhours expended
Percent of district activity

Total Monthly Activity by Neighborhood

Based on calls for service activity for each of the 24 city neighborhoods.

Monthly Burglary Summary

Report showing burglary activities (volume) by week, shift and district. In addition, a number of crime analysis type reports were manually compiled. They were:

Calls for Service by hour of occurrence

Monthly Activity by patrol division

Manpower Activity by shift

Monthly Burglary Statistics by shift

Monthly Burglary Statistics by shift and district

Total Burglaries by month

Quarterly Summary of Burglaries by shift and month

Data System Problems

A series of major deficiencies and constraints precluded an effective Pre-SCRS reporting system in the NLVPD. Prior to the SCRS implementation, a critical review of the Records Bureau by the SCRS Project Manager revealed that:

> ...The Records Bureau was a chaotic accumulation of reports ranging from incident reports, arrest files, ex-felon files and work applicant files (required for gaming employment). Even these files were decentralized, with pending and addendum files to active and inactive cases. Microfilm processing was required on incident and arrest files dating back to 1964. Flow charts and visual aids to report flow were virtually non-existent, nor was there an operations manual. A total of three supervisors (excluding the Records-Communications Commander) worked in the distant radio room as well as records, supposedly to maintain priorities and procedures. Their success is questionable due to the lack of free time to supervise and the absence of a common perspective.

The Department's reporting system was generally characterized by:

- the massive volume of old files;
- the absence of specific, precisely written procedures compounded by innumerable inter-office memos that were not a part of the rules and regulations, and often conflicting;
- a poorly organized records system negatively influencing the total system with inefficient storage procedures, information retrieval, and officer service capabilities;
- the decentralization of personnel, where older employees had taken on self-appointed tasks and in such cases no other employee understood or had knowledge of that phase of recordkeeping;
- specific responsibilities not being clearly defined, and menial tasks falling by the wayside because assignments were not part of the work procedures;
- consistant interruption and intrusion by non-records personnel from within the police department and other agencies;
- a lack of cooperation between other police divisions and Communications;
- the supervisors not supervising, and

in some instances committed to tasks which prohibited the mobility necessary to supervise. There was some carryover of social activities between supervisors and the supervised which generated resentment and morale problems;

- variation in performance of records personnel caused by lack of internal organization and firm procedures from shift to shift;
- the lack of standardization from shift to shift and report to report;
- an absence of qualitative or quantitative audits of employee performance;
- the supervision on the graveyard shift was nearly non-existent;
- the files were fragmented with some original files split between so-called "Dead" files and "Pending" files. Such splitting presented overpowering obstacles in the microfilming process;
- manual ledgers were outdated. Example: arrest ledger requiring Race/Sex/Age of arrestee to be entered in a column headed "Number of jail meals served";
- constraints on reproduction resulted in one-sided copying only with two-sided capability available;
- lengthy and circular traffic patterns from work stations to files; and
- no standardization in basic report writing; i.e. all reports had to be completely read by UCR statistician and clerical personnel for offense accounting purposes.

Finally, manual methods had to be used to process information on the wide spectrum of crime/incident forms that were available. The time required to extract information from the source documents in order to generate reports or provide data for operational and administrative reports forced the number of output reports to a minimum required for operational and administrative purposes. The many redundant reports that were entered into the recordkeeping system and the overall lack of formulated methods of records management contributed significantly to a poorly organized management control of the system. The result was extended lag times in the administrative processing of information through the department structure.

In summary, perhaps the greatest handicap had been the pre-SCRS system itself. Unchanged for more than twenty years, the total reporting system within the Police Department was bulky and unwieldy. Procedures called for adding more filing cabinets within the Records Bureau and continuing to file traditional reports while subsidizing the reporting systems with additional "Special" reports. In excess of nineteen different crime report forms were utilized by the reporting officers, and few if any controls existed to assure that incidents were consistently recorded on the proper form. Techniques were as diverse as the shifts and supervisors. More often than not, decisions on what report to use was a subjective matter, based on private interpretation of the garbled language of reporting instructions.

In summary, the most glaring Department deficiencies were: absence of specific, precisely written records procedures; innumerable and often conflicting interoffice memos; lack of standardization from shift to shift and report to report; and a poorly organized records system that negatively influenced the total system with poor storage procedures, poor retrieval, and ineffective officer service capabilities.

Departmental Needs

The NLVPD recognized that in addition to their Computer Aided Dispatch system, the department would also need to revamp their total recordkeeping system and to

automate their police reporting system. In so doing they could more effectively make decisions relating to manpower deployment, enforcement and prevention strategies and departmental service policies. Ancillary to the system would be benefits that would:

- reduce report preparation time by the sworn officer;
- ensure that all required crime data would be collected;
- allow increased crime analysis by making appropriate and standardized data available;
- provide a basic source document for use in preparing local, state and national reports;
- provide for easy coding, editing and review processes, thereby improving the quality of crime reporting;
- improve communications between law enforcement agencies, between uniformed officers and detectives, and between police and prosecutors;
- assure that the prosecution function would be better supported by adequate information from police agencies;
- eliminate information system redundancies; and
- improve overall access to data.

Chapter 2

THE NORTH LAS VEGAS POLICE DEPARTMENT: TRANSITION TO SCRS

The NLVPD decided to automate their police reporting system as part of SCRS implementation. An on-site consultant, working with the police department, designed, programmed, and installed an automated records system. Departmental personnel developed the new SCRS crime reporting forms and the policies/procedures necessary for SCRS operations. The final SCRS implementation resulted in an efficient automated reporting system built upon the principles and guidelines of the SCRS program.

Planning

Initial project planning activities, using the SCRS working documents, began during the last quarter of 1977.

The Chief of the NLVPD was designated as the administrator with ultimate authority and decisionmaking responsibility for SCRS development. In reality, he did not actively participate in the project to any great degree. As a result, the SCRS Project Manager assumed virtually all of the decisionmaking responsibilities during the course of the project.

The primary shortcoming experienced during the course of the SCRS development was the department's failure to develop a viable project team. In part, this was attributable to city political turmoil which spread to the police department, creating some internal conflict. As a substitute for the missing project team, monthly meetings were held with supervisory personnel who functioned as a "sounding board" for the SCRS project manager. Initially most objectives and proposals were accepted by the "sounding board" committee without question. It was several weeks before any substantial input was made by the supervisory personnel. This was not unexpected since knowledge of the project and some definitions of objectives had not yet been developed.

Later, a team was established which included members of each of the divisions in the department. The team members included personnel from the: Patrol Division, Detective Bureau, Jail Division, Records Bureau, Planning and Training, Traffic Division, and the Uniform Crime Reporting statistician. Assisting this twelve-person group were two consultants, one who developed the reporting system software and another who assisted in the reporting forms design. As it turned out, however, personnel shortages and other police duties precluded this group from functioning as an effective team.

The NLVPD Chief of Detectives was initially designated the SCRS Project Manager. He was assisted by the Chief of Records. No other team membership was identified until well into the developmental phase of the program. The two-man SCRS team was well qualified to direct the initial efforts which centered around the work of the on-site consultant and developing the initial SCRS crime reporting forms. Preliminary work in both areas required little overall departmental participation.

Initial planning efforts overlooked the fact that as the project gained momentum, it became more complex; that it required the introduction of SCRS concepts into all departmental activities; that it needed input from functional police areas for the design and developmental processes; and that it demanded increasing amounts of manpower and time resources.

The two-man SCRS team eventually found itself overwhelmed by SCRS requirements while still trying to meet the day-to-day operational requirements of records maintenance and criminal investigation. Ultimately, additional departmental personnel became active participants in the

project.

The NLVPD did accomplish some very excellent and positive pre-SCRS planning and, because of it, the lack of total departmental participation during the early stages did not materially impair the eventual implementation and test of SCRS. These contributing planning factors were:

- the development of a well-defined project scope that included project goals; and
- the development of a schedule and budget to guide the project.

As Phase II of SCRS progressed in the NLVPD, the Chief of Records gradually assumed more and more responsibility and operational control of the project and eventually became the SCRS Project Manager. The transition was a logical move by the department, because SCRS operations became a functional responsibility of the records organizational structure.

Although a viable workplan was not developed, the planning phase did include the development of a detailed budget coupled to activity schedules. The project scope was defined, and project goals established. Although broad in nature, the goals were to:

- redesign the department's data capture forms for crimes, incidents, and other operational activities;
- redesign the departments record-keeping system;
- design a data utilization package;
- implement SCRS in the department;
- design an evaluation methodology; and
- document the implementation process.

Generally, the NLVPD made little effort to publicize the SCRS project. It was expected that because of the geographical location of the department, i.e., the close proximity of three neighboring cities and towns, each would be well aware of what the department was doing. Limited discussions were held with members of the prosecutor's office.

System Analysis

As part of the system analysis task, the project manager was required to first reorganize the existing Records Bureau into a manageable records repository. The analysis and subsequent documentation adhered to the format of SCRS working documents provided to the department. The analysis conducted related to data capture, data management and control, and data utilization. In addition, police investigation procedures, and management reporting and decisions were also examined. Analysis was conducted and documented on the existing crime reporting procedures, rules, regulations, standardization, organization, forms, storage, retrieval, service capabilities, supervision, and employee performance. Flow charts of the Records Bureau with appropriate narration were prepared for inclusion in the project documentation.

Recommended alterations in procedures included:

- the management of master, case report and card files;
- a method for controlling the functions of the automated records system;
- the maintenance of microfilm records; and
- rules governing report filing, i.e., case reports, arrest reports, juvenile arrests, bail-outs, dispositions, rap sheets.

System Design

On completion of the existing system analysis and reorganization of the Records Bureau, the on-site consultant and the

SCRS project manager began the design of an automated system that integrated the existing Computer Aided Dispatch with the SCRS requirements. These requirements were incorporated into an automated records system that was identified as PARIS (Police Automated Records Information System).

The NLVPD SCRS design was originally intended to create a faster, more accurate, and flexible reporting system. But, as knowledge was acquired in the capabilities of the PARIS hardware, and as crime report design began to take on additional substance, the potential of data consolidation and retrieval techniques became increasingly important. As a result, the design and development of crime analysis capabilities emerged and became a major factor in the overall SCRS design.

The system analysis revealed that a large number of the SCRS data elements were already being captured on the pre-SCRS reporting forms. However, the data contained in the forms were largely unuseable because of the unstructured manner in which they were being captured. The forms redesign which followed provided for a system tailored to the data needs and operation of the NLVPD.

Figures 4, 5, and 6 illustrate the SCRS system flow overview as it applies to the NLVPD crime reporting system.

System Development

The development of the NLVPD included the automated system specifications and manual procedures for total system operations. The specifications included:

- function performance,
- data input sources and content,
- indexing and record storage controls,
- data processing procedures, and
- procedures for producing report outputs.

The system operating staff included patrol and traffic officers, patrol and detective sergeants, detectives, report review sergeants, dispatchers, records staff, the statistical clerks, jail staff, and data processing personnel.

Responsibilities were organized according to the type of information to be processed. The types of information were: call for service receipt and case number assignment; initial investigation reports; follow-up investigation reports; arrest processing; and traffic citation processing. Procedures and responsibilities were identified and described as they occurred at each of the various processing steps. This practice applied whether the process was automated or manual.

Data Capture Module

The dispatchers, patrol officers and detectives have the primary responsibility to capture the SCRS data. Source data are collected on calls for service, police investigations, actions regarding enforcement, and follow-up investigations.

The design intent is that with minimal exceptions, each report may be used for a wide range of purposes, thereby eliminating the requirement for a specific form to handle each and every need the reporting officer encounters in his day-to-day activities. Each report is designed to flow with the automated formats and format sequences of the department computer. Eight principal source documents and the information on the CAD are used to record the required data. The following are the approved data capture forms:

- Incident Report
- Arrest-Booking Report
- Investigative Report
- Continuation Report
- Property Report
- Additional Name Report
- Vehicle Report
- Vehicle Impound Report

The NLVPD places its major reporting workload into three catagories.

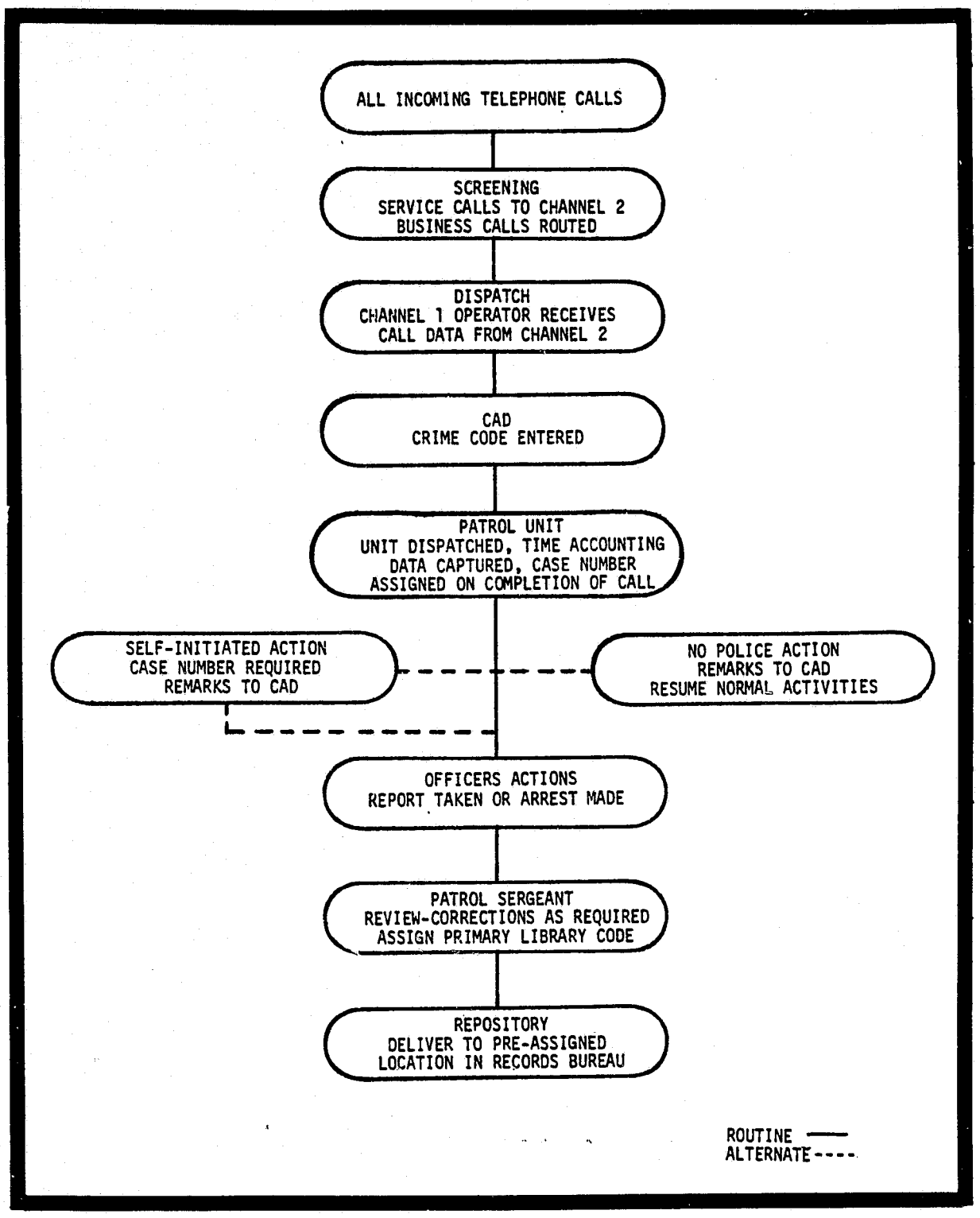


Figure 4. SCRS Call for Service Flow

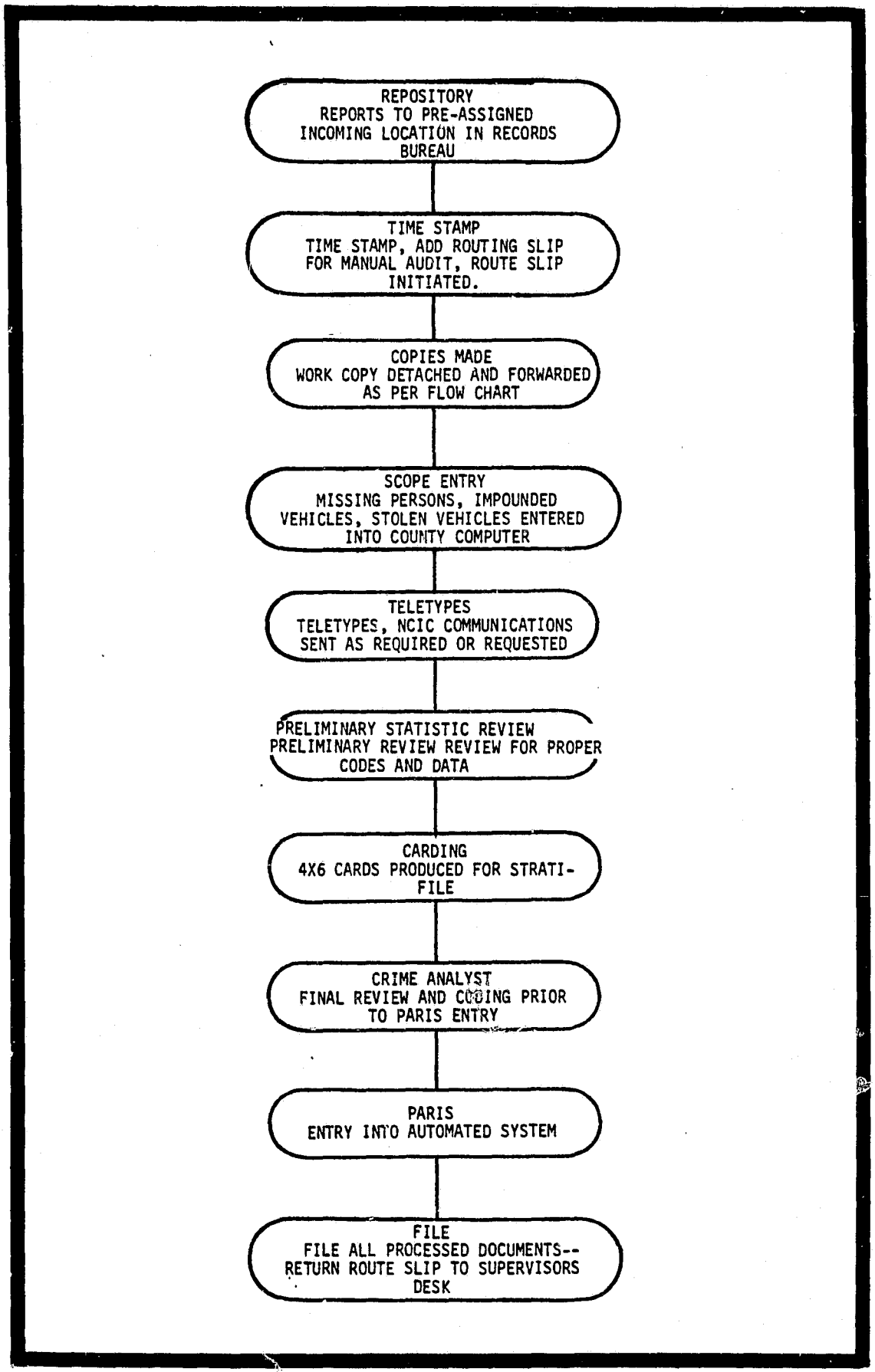


Figure 5. SCRS Records Bureau Flow

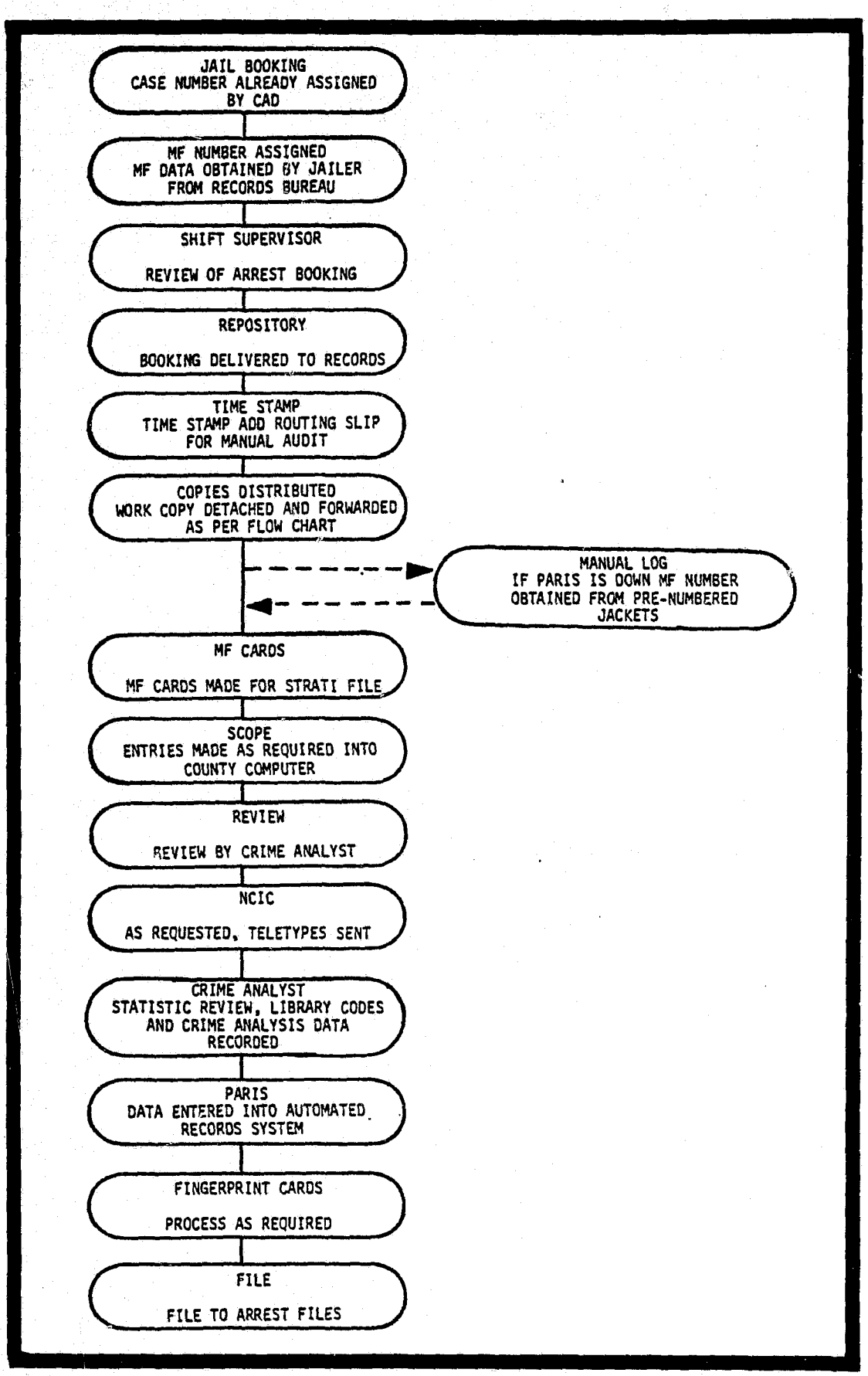


Figure 6. SCRS Jail/Booking Flow

1. Criminal Activity
2. Non-Criminal Activity
3. Vehicle Activity

Each activity can then be reported on by applying multiple roles to the reporting forms as shown below.

1. Criminal Activity

   - Incident Report
   - Arrest-Booking Report
   - Investigative Report
   - Property Report
   - Continuation Report
   - Additional Name Report

2. Non-Criminal Activity

   - Investigative Report
   - Continuation Report
   - Property Report
   - Additional Name Report

3. Vehicle Activity (Crime or Non-Crime)

   - Vehicle Report
   - Impound Report
   - Continuation Report
   - Property Report
   - Additional Name Report

Data Management Module

There are two major automated data management configurations. The first is the communication system which serves ten basic functions. They are:

(1) Maintain current status of all vehicles on patrol.

(2) Record all calls for service (complaint information) as it comes into the radio room.

(3) Record all patrol communications with the radio room.

(4) Maintain status of all unassigned calls awaiting dispatch.

(5) Maintain information concerning the calls being handled by patrol.

(6) Store complaint receipt, dispatch, travel, and completion times for all activities. Can include a narrative on any calls handled.

(7) Provide timely display retrieval of incidents, locations, names, and dispositions of all calls after they have been completed.

(8) Provide computer printouts of statistics, activity data, and radio log reports for use in police management.

(9) Allow dispatchers total control of all activities in the field via the CAD communications system.

(10) Provide timely retrieval of radio transactions which may be used as briefing bulletins for oncoming shift.

The second automated data management configuration is that of the crime reporting and records system of the Police Automated Records Information System, (PARIS). Crime reporting data captured within PARIS include information from original reports, supplementals, crime reclassifications, modifications or updates to previously reported data, arrest and booking information, and case dispositions. The data management design allows the PARIS system to maintain control over data that are related to a specific case number.

Overall, there are seven major functions served by PARIS. They are:

- Information entry;
  - Incidents (burglary, larceny)
  - Name information (witnesses, complainants, victims, etc.)
  - Property information

- Vehicle information
- Suspect description
- Arrest/Charge information and dispositions;

- Modification of all information entry items;
- Deletion and purge;
- Search and retrieval;
  - Key word
  - Rapid search
  - Case search
  - All searches
- Automated UCR;
- Crime analysis system;
  - Bargraphs (incidents, locations, dates/times, etc.)
  - Crime analysis maps for incidents, crimes, calls for service by geographic location of the city
  - Statistics - breakdown of statistical data for comparisons, analysis, correlations by defined parameters; and
- Comprehensive MO analysis.

Probably the greatest asset of PARIS is that it provides immediate access to all stored information through on-line retrieval of crime data and reports. The operational advantages derived from the four major search options are obvious. Furthermore, output from the crime analysis system provides the NLVPD a capability for performing crime analysis.

The MO module provides for eight classifications, each containing ten descriptors, for each crime category. Utilizing this same design principle, an arrest profile was also incorporated into the system.

The UCR module contains UCR required data that are automatically placed on a separate file as they enter the system. The required reports are produced from these data at the end of each reporting period. The necessity to manually compile and prepare UCR information every month is therefore eliminated.

Data Utilization Module

The Data Utilization Module associated with the PARIS system provides the department with a broad spectrum of operational and management outputs. All outputs are derived from the primary information entry on incidents; names; property; vehicles; suspects; and arrests/charges. The PARIS output modules provide for on-line, immediate access and retrieval by screen displays or hard copy print-outs. The utilizations of the data provided by the system design are as follows:

- The Incident Record containing the type incident, date/time of occurrence, location, reporting officer, investigating officer, reporting area/beat, and microfilm number.
- The Name Record contains the type names (i.e., complainant, witness, victim, owner, other) sex, race, date of birth, and remarks.
- The Property Information Record contains the status of property (i.e., stolen, lost, impounded, evidence), serial number, description, original value, recovered value, and recovered date.
- The Vehicle Record contains information on all reported stolen, wanted, towed, or impounded vehicles. The information consists of license number, state of license registry, vehicle identification number, vehi-

cle description, dollar value of vehicle, and recovery date.

- The Suspect Record contains the names of persons who are wanted on warrants or in connection with committed offenses. The information contains the name (unnamed persons with descriptions) type violation, sex, race, date of birth, weight, height, hair, eyes, build, complexion, clothing description, other physical characteristics, and warrant number.

- The Arrest/Charge Record contains the case (incident) number, arrest jacket number, date/time of arrest, location, arresting officer, booking officer, offense number, court docket number, and charge disposition.

- The Uniform Crime Report Record contains the data required to produce the monthly UCR Return A and Supplementary Report of Offenses; the monthly Age, Sex, and Race of Persons Arrested; and the Property Stolen by type, value and classification.

In addition, PARIS also provides a variety of bargraphs, and city maps showing offenses by: district or beat, time of day, day of week, officers, units, shifts.

Development Documentation

The SCRS documentation was prepared by the NLVPD SCRS Project Manager and by the on-site consultant responsible for developing the automated portion of the project. The documentation consists of:

- *A System Analysis and Critical Overview of the NLVPD Recordkeeping System;*

- *The Design of the Police Automated Records Information System (PARIS);*

- *Operations (User) Manual for PARIS;*

- *Manual Procedures for the SCRS Oriented Records Bureau;*

- *SCRS Test Implementation Overview;*

- *NLVPD Crime Reporting System Training Manual;*

- *NLVPD Report Writing Manual;* and

- *Operations (User) Manual for the Computer Aided Dispatch System.*

Training

A comprehensive training program was designed and began early in the implementation phase. Training was tailored to specific needs of operating, supervisory and administrative personnel. This training was provided in addition to orientation and general overview type training that was also tailored to the specific audience being addressed.

Administrative training was provided in an unstructured and informal format. Unscheduled, verbal reports and presentations were made as SCRS development progressed.

Managers and supervisors were exposed to progress of SCRS as it developed. Most of the early pre-implementation meetings were largely advisory, and formal training did not begin until after the SCRS reporting forms had been received from the printers.

Training for complaint/dispatch personnel was held to a minimum since all of the communications staff were already familiar with the CAD operations and no changes occurred in the dispatch process.

The training provided to the sworn officers, who have the responsibility for completing the newly designed crime reporting forms, was the most thorough and extensive. Each officer was given a minimum of five hours of classroom training which had been supported by preliminary discussions,

information sessions, and demonstrations. Officers were trained not only in their specific operational function but also in the inter-relationships and organizational dependencies of the system.

Records/Data Personnel were originally assumed to have little requirement for knowledge of the field reporting procedures. However, after SCRS implementation began, it became necessary to provide records personnel with training identical with that of the sworn officers.

The training for data users, since implementation, has been informal but ongoing. Demonstrations have been provided to all police staff on computer search and retrieval methodology. Further, all new employees receive a report writing manual and are trained by an assigned training officer. This in-service training plan and the structured crime report will ensure standardization of training and system operation.

Implementation

By the end of 1977, the NLVPD SCRS and the automated records system became fully operational. Concurrent with project implementation were revised operating procedures, newly designed reporting forms and realignment of department staff serving in the Records Bureau.

The SCRS-developed crime reporting forms became the primary source documents for the crime reporting and records system. Although many of the SCRS data elements were included on the departments pre-SCRS forms, modifications were made in order to place more emphasis on obtaining specific crime data. In addition, the modified forms also reduced the total number of forms used by the department.

No additional personnel, technical or other, were added to the department staff. (Future plans include a computer terminal in the communications center to facilitate faster query service to the line officer, thus expanding the potential of the automated SCRS).

For a period of time after initial implementation, the pre-SCRS manual system was operated parallel to the automated SCRS. As development and refinement of the automated SCRS occurred, the manual system was phased out. Manual procedures, however, will remain current and will serve as a backup in the event of hardware failure.

When the system became operational there was immediate and virtually unanimous acceptance of it by members of the NLVPD. The primary reasons for the receptiveness to the operational change were twofold. First, every attempt was made to insure that the newly designed system would be supportive in aiding the department to accomplish its mission in a more efficient manner than before. Second, all personnel were well trained, not only in their specific functions, but also in how their efforts related to the system as a whole.

The failure to form a SCRS project team hindered early efforts and contributed to a failure to document activities as the project proceeded. The fact that project goals, a budget, a schedule, and the scope of the project were developed early in the planning stages contributed greatly to the successful development and implementation of SCRS.

With the exception of CAD operating procedures, records personnel were operating data terminals from information received during training. Written procedures did not exist. Systems documentation had not been provided to the department by the system developer. Nor were there any summaries of tests conducted, results, problems, and resolutions. In spite of the lack of documentation, the system was implemented efficiently largely because training was thorough which resulted in a reasonably good understanding of SCRS by the reporting officers.

Chapter 3

THE NORTH LAS VEGAS POLICE DEPARTMENT: ASSESSMENT OF SCRS

After nearly two years of operational SCRS experience, the North Las Vegas Police Department has demonstrated the effectiveness of their overall crime reporting system. It provides the department with an excellent means of collecting, storing and retrieving data necessary for police planning and crime analysis.

Using their redesigned crime reporting forms as the cornerstone for crime event reporting and data capture, the system virtually eliminates the often found duplication of effort associated with many automated and almost all manual data collection activities. This major time-saving step is possible because once data are captured and entered into the system, they can be handled, retrieved, displayed, and utilized in output reporting by selecting any one of a number of automated data use options that have been designed into the system. Thus, the same data elements can be used for crime analysis, police planning, crime prevention activities, operational reports, management reports, and input to management decisionmaking.

In addition, the system as currently designed and installed provides sufficient expansion and growth capability to satisfy, at minimum, the near future requirement of the department.

The SCRS-developed crime reporting forms provide for the capture of all required SCRS data elements except "Rights Explained" and "Response to Rights". The omission of these two data elements is directly related to internal investigation policies and procedures of the department. Some of the data elements are not recorded in specific data blocks on the forms, but are recorded in the narrative section.

Associated with the crime reporting forms and data elements are instructions on how to complete the forms. The *SCRS Implementation Criteria* required the development of a report writing manual. The NLVPD manual contains all of the information required by the implementation criteria and most of the criteria's recommended information. It is, however, more of a police officer's reference book than a report writing manual. For example, some of the features included in the manual are: basic instructions on when and how to complete appropriate reporting forms; a list of the more commonly used NCIC abbreviations along with recommended SCRS abbreviations; with numbered pages that are looseleaf bound so that additions and revisions can be easily made. The contents of the manual include reference material such as beat maps, lists of city buildings, landmarks and their location, maps of mobile parks, illustrations of commonly used guns, a list of commonly violated city ordinances, a list of common vehicle code violations and local traffic ordinances, and narrative information on how to process juveniles.

The *SCRS Implementation Criteria* also required the development of an audit program and recommended a method of accomplishment. Such a program was not developed because of the cost involved. An alternative approach has been adopted that audits a small number of cases from complaint/dispatch to event disposition. The results of these audits determine the intervals for additional audits of the same nature. It is anticipated that if these audits uncover serious shortcomings within the system, then a complete and thorough audit would be considered.

All written policies that control the entire crime report flow were reviewed and revised as necessary. The Records Bureau was rearranged to permit a smoother work flow and shortened traffic pattern. Work flow charts were posted at each work station and a chart placed at the

reproduction equipment to guide report copy distribution.

Reporting officers are required to submit their reports for approval to a supervising sergeant who reviews the report for completeness, accuracy, and legibility. The supervising sergeant is also required to enter the appropriate code for the reported offense. He will also make minor corrections to the report. If major deficiencies are found in the report, the reporting officer is contacted and deficiencies corrected. Every effort is made to move the report forward without excessive delay.

To date, most of the SCRS effort has been directed toward the development of an efficient reporting system. Ways are now being examined to make the most efficient use of the data now available in the system. More attention is being given to methods for generating more timely management information, crime analysis output and reports for special need users. Information is currently being prepared for managers that illustrates examples of outputs available from the system and the schedule for distribution. In addition, the information will contain instructions on how to request special need or one time only reports.

Overall Implementation

SCRS team membership identification was not accomplished during the initial start of SCRS planning. This hindered early efforts and placed an unmanageable burden on those few persons involved in the project. As described in the pre-SCRS department section of this assessment, many of the start-up problems were directly attributed to internal apathy, lack of pre-planning, lack of concepts and objectives, modifications of procedures and methods, personnel shortages, and other internal obstacles.

By not involving key personnel at the outset of the program, accomplishment of all SCRS-related work fell upon two people, as an addition to their regularly assigned duties. It wasn't long before the magnitude of the SCRS planning and development effort became overwhelming. Eventually a SCRS team was formed within the NLVPD. It included all lieutenants, patrol personnel, and UCR staff. Monthly SCRS meetings were scheduled for the first six months of implementation. These meetings were chaired by the SCRS project manager and attended by all NLVPD supervisors. The meetings consisted of review and evaluation of the status of SCRS, and provided the opportunity for modifying/improving the program.

Not having a full team early in the program to accomplish the SCRS goals precluded the designation of responsibilities and assignments. When it was realized that the absence of a team was working to the detriment of SCRS development and implementation, a team was organized, responsibilities were assigned, and the system worked well by allowing specific needs of internal department units to be forwarded, evaluated, and incorporated into the SCRS development program. Eventually there was extensive department-wide involvement.

Because of the lack of pre-planning, there was a failure to develop a schedule and work plan during the planning phase. Even though the controlling document, a SCRS budget, had been developed, activities began increasing at such a rate that the two-man team did not have time to develop a systematic plan/schedule for work accomplishment. The first work schedule was developed by mid-1977, and a SCRS development projection was published some two months later. Subsequent schedule modifications were made as hardware problems arose and it was not until early October 1977, well into the developmental stage, that the SCRS project became manageable.

SCRS project goals existed from the outset of the implementation. The goals, as first contained in the NLVPD grant application, were to:

- redesign forms,
- redesign and document a record-

keeping system,

- develop a data utilization package,
- establish an evaluation data base, and
- document the implementation.

Although the above goals were used to develop the SCRS budget as the initial working document, the implementors believed the goals were not completely defined, which resulted in difficulties in laying the project groundwork.

Several months after implementation began, a detailed *Report on the Planning, Development and Implementation of the Standardized Crime Reporting System* was published by the NLVPD project director. In this report, the central thrust of the SCRS development was to:

- Develop reports and a systematized report use that could be implemented with a minimum amount of disruption and training; and
- Develop a system which could capitalize on the storage and retrieval capabilities of computerization by converting captured data into:
  - a tool for the street officer to pinpoint M.O.'s, areas of high frequency incidents, day of week and time of occurrence;
  - an investigative aid for detectives; and
  - management aids for internal management as well as management of manpower and equipment deployment at first line supervisors level.

In addition, the NLVPD reinforced their goals with those goals and objectives contained in the SGI working document, the *SCRS Evaluation Design.*

A cost analysis of the pre- and post SCRS reporting system was completed. The purpose of the cost analysis was to provide basic cost data for use as a cost/benefit comparison between pre- and post-SCRS operations and provide potential SCRS implementors with costing information associated with implementing SCRS in a similar department environment. (At the completion of the implementation program, the results of the comparison show a 23 percent reduction in overall operating costs of the SCRS records system with most of the reduced cost attributed to five less records system employees required for SCRS.)

Flow charts and narrative of the SCRS system have been developed, and are contained in the NLVPD documentation. In addition, an in-depth description of the system is maintained in the NLVPD Records Office. A systems flow chart is located on all desks within the Records Office, with each flow chart representing the duties for that particular work station.

The NLVPD SCRS system has been patterned after the *SCRS Implementation Criteria.* All "Data Capture" criteria were followed with minor exceptions. Within the System Management and Control criteria, seven of the eight criteria have been achieved.

Traditional privacy and security safeguards are part of the daily SCRS operation of the NLVPD. However, implementing State of Nevada instructions to the federal privacy and security regulations have not yet been developed by the state and forwarded to local jurisdictions. In anticipation of such instructions, however, the NLVPD have signed a user agreement with the Metropolitan Police Department of Las Vegas, Nevada, for interfacing on the SCOPE system. A dissemination record file has been incorporated into SCRS/PARIS. The record maintained on this file contains sufficient but limited information pertaining to dissemination requests. All criteria for the data utilization requirement have been accomplished including production of management, crime analysis, and special need reports.

Documentation of the system and development of operating instructions have been completed. Communications and records system procedures are available. UCR procedures are part of the system documentation; procedures pertaining to Detective Bureau use of solvability factor data elements on the new SCRS crime reporting forms have been published; the method to account for Detective Bureau workload has been developed; and procedures for completing SCRS crime reporting forms by police officers have been developed. With the exception of part of the communication procedures, all of the documentation has been prepared by the NLVPD. The remaining automated portion of the communication procedures along with complete systems documentation and operating instructions have been prepared by the on-site consultant and furnished to the department.

There is no documented evidence of systems tests conducted, results, problems, and resolution. The on-site consultant did conduct software operation tests. However, he did not provide a documented chronological record of tests and associated results with follow-up actions prior to final delivery of the system.

System deficiency reporting, system modication, and change control procedures have been developed. The procedures for reporting systems deficiencies (for either the manual or automated system); the method for recommending changes/ modifications; the analysis, evaluation, approval and disapproval process; and the method for accomplishing needed changes have been documented.

System deficiency procedures have been developed and published by the NLVPD project manager, and are included in the system documentation.

Pre-SCRS system deficiencies and constraints have been documented. The NLVPD pre-SCRS deficiencies were well documented as part of the implementation phase. The reports titled *Development and Implementation of a Standardized Crime Reporting System: Comments and a Critical Review* and the *SCRS Test Implementation: System Analysis*, detailed the shortcomings and problems specifically associated with the records system, personnel procedures, and the overall operations of the NLVPD.

The identification and arrangement of storage and retreival facilities was accomplished. After a complete reorganization of the records bureau staff and redesign of the recordkeeping facilities were accomplished (prior to implementation), the department created a central and systematic records system. Work loads were evenly distributed across all records staff, paper flow was simplified, files were made accessible to officers, procedures were documented, and a more effective meshing of records storage and retrieval operations and other police divisions was established.

A redesigned records system has been developed and implemented. Procedures with associated documentation pertaining to the records system have been developed, published, and distributed as part of the NLVPD SCRS program.

Police Management System

Throughout the development and implementation phase, reviews to evaluate and improve the SCRS systems were being employed. The system underwent daily reviews and audits by the NLVPD project manager assisted by the Records Bureau Supervisor. This evaluation and improvement of the system continues as an ongoing program. In addition, SCRS progress and operations were and continue to be discussed at monthly police staff meetings.

Written policies pertaining to SCRS management reports have not yet been developed. Although the management reporting module of the automated PARIS system has been operational for nearly a year, formalized policies have not been completely written. Information has been provided managers on available output and on how to request special need and one-time reports. However, the plan for report output generation is to move slowly in order to preclude production of little used or "nice to have" reports. By agreement,

the department administrators and managers are using reports based on expanded incident information (i.e., name, property, vehicle, suspect, arrest/charge). As the need for additional output reports can be justified, they will be produced.

In addition to reports generated by the automated system, the Detective Bureau issues a weekly Crime Information Bulletin. This bulletin includes a summary of current cases, names of suspects arrested, suspects wanted, and any other information that could be an aid to the department's patrol force.

Graphic analysis listings are also produced weekly and posted in the patrol squad room. These graphs show the city's crime patterns by incident type, number of occurences, neighborhood and time of occurence.

The Radio Report Log (a product of the CAD) is reproduced daily and provided to patrol officers at the beginning of each shift. It shows the total distribution of the previous days calls for service, response times, responding unit and officer, locations of service, and disposition of the call.

Data utilization generation has been planned. The NLVPD project manager has planned an automated investigative case program to produce reports on:

- cases under investigation;
- arrest data;
- warrant data - when arrests are not made; and
- disposition data.

Policy Guidelines

The SCRS requirement that individuals completing crime reporting forms be identified has been achieved. Each of the eight crime reporting forms has an officer identification reporting block, the person reporting, the approving supervisor, and the date and time the report was processed.

Forms and stock control information and responsibility have been assigned to the departmental supply officer. This officer has established report form re-ordering cycles (according to city policy) and has had a considerable amount of experience dealing with the city printing facility. The SCRS project manager maintains a binder containing a copy of each form along with subsequent form revisions. The associated documentation provides the department with a history of its form design evolution.

A distribution list for all crime reporting forms has been completed and is in practical use. This information is part of the NLVPD SCRS documentation. In addition, distribution flow charts are at each work station in the records bureau.

Personnel Productivity

SCRS system outputs in the area of operations, management and limited crime analysis have been developed by the NLVPD implementors. After the system was developed, departmental personnel reviewed the results which provided useful feedback for output improvements.

Currently, the outputs are those reports provided to supervisors and managers. However, as awareness increases in the area of the systems' crime analysis potential, departmental staff are beginning to place more demands on the system.

A comprehensive training program was developed, documented, and conducted according to the NLVPD implementation program. A comprehensive training program was carried out by the NLVPD as part of the SCRS implementation program. Training was tailored to specific needs of operating and supervisory personnel. This was in addition to orientation and general overview type training that was also tailored to the specific audience receiving it. Training was provided to administrators, managers/supervisors, complaint dispatchers, patrol officers, records/data personnel, and data users. Training given on completing SCRS crime reporting forms was thorough and complete. Once the new forms were implemented, officers were completing them correctly without refer-

ring to the Report Writing Manual. Training was also conducted on the processing of SCRS data, as well as on the uses of selected crime data. Additional training and guidance is currently being developed in this latter category.

Written policies pertaining to SCRS crime analysis and special needs reports has not yet been developed. Based upon the pre-SCRS environment, the Chief of Detectives plans on making extensive use of crime analysis provided by SCRS. He is, in fact, well versed in the capabilities of the system in this area. But, as in the case with management and operations reports, written policies pertaining to these reports do not exist.

Paper flow procedures as described in the *SCRS Implementation Criteria* are part of the SCRS operating procedures. Since the reorganization of the Records Bureau none of the paper flow hazards that hamper a police department are in evidence. The paper flow is well organized and efficient.

An M.O. file has been established as a subsystem of the NLVPD SCRS. Part of the PARIS system is an M.O. file designed to search on eight major categories of specific incident data. The categories are:

- property attacked
- how attacked
- means of attack
- object of attack
- trade marks
- victim occupation
- tools used and
- perpetrators race and sex

Each of the eight categories has ten associated descriptors (for a total of 80 factors) which can be searched. However, only eight factors can be searched at one time. All searches can be displayed on the screen or printed on hard copy to assist investigating officers in the identification of suspects.

Sworn Officer Availability

Information on sworn officer activity accountability is captured on the NLVPD CAD system. All calls for service and other officer activity are captured by the automated Computer Aided Dispatch function. Each radio transaction stored in the CAD are structured so as to retrieve data for officer time accounting. All of the information collected by the CAD system can be printed out by any of the following: date, time, location, officers serial number, neighborhood, district, and activity. The primary use of this information to date has been for patrol squad briefings and shift manpower allocation.

The SCRS-designed crime report forms have substantially reduced the crime reporting time. Based on a sample of reports completed by police officers with varying report writing skills, the time required to complete the SCRS forms was reduced to about one-half the pre-SCRS time. This reduction is due largely to the more controlled structure of the report, thereby reducing the narrative required. Another significant reduction in reporting time is on those occasions when an on-view arrest is made. Pre-SCRS report procedures required completion of an incident report and an arrest report. The newly designed arrest report combines the information of both reports which eliminates the usual duplication found on these two reports.

A report writing manual to support the new system has been published, disseminated to patrol officers and is in use. The NLVPD report writing manual contains all of the information recommended in the *SCRS Implementation Criteria.* It is, in addition, a police officer's reference document containing inclusions such as location maps, lists of city buildings, landmark locations, etc. The manual provides item-by-item instructions on how to complete each of the newly designed crime reporting forms. The table of contents, color coding and index tabs are designed to promote efficient use of the manual.

Crime Event Reporting

All SCRS-required complaint/dispatch data elements are captured by the NLVPD CAD system. The CAD captures and stores sufficient information to support a

wide variety of calls for service reports, response time, patrol allocation, and a spectrum of reports on offense types by time, shift, etc.

The content and format of input data records to the automated PARIS system have been documented. Part of the overall systems documentation provided by the on-site consultant includes the system's general and technical description, the file descriptions, data file definitions, program descriptions, system data elements, record layouts, record entry requirements, and system codes. The software documentation is clear, concise, and easily understood by non-technical staff. In addition, the consultant worked closely with the NLVPD in providing training assistance for data input.

All required SCRS data elements are collected on the NLVPD crime reporting forms except "Rights Explained" and "Response to Rights". There appears to be great concern about placing the two data elements "Rights Explained" and "Response to Rights" on the SCRS crime reporting forms. The reluctance to do so is based on the fact that "rights" might be explained prematurely by an officer. The project manager explained that the department's reluctance is also based on the many technicalities associated with the "Miranda decision", and subsequent interpretations, and the manner in which the NLVPD conducts investigations. All other SCRS-required data elements are provided on one or more of the SCRS crime report forms. The following data elements are recorded either in the narrative or are part of the solvability factors:

- Victim/Suspect Relationship
- Drugs/Alcohol
- Knowledge of Event
- Elements of Crime
- Suspect Apprehension
- Search Employed
- Resistance to Arrest
- How Arrest Made

Geo-coding has been incorporated into the NLVPD SCRS. The entire police jurisdiction is divided into four districts. Each district follows census tract lines and is subdivided into seventeen beats represented by a numerical designation. The beats are further subdivided into twenty-four neighborhood blocks. This geo-coding information is recorded on the crime report forms in the blocks "Reporting District" and "Neighborhood". These data elements, when combined with crime classification codes and time elements, provide the necessary information for performing crime analysis by location of occurrence and for management analysis of unit deployment.

Crime report review and approval responsibilities have been defined and are part of the NLVPD operating procedure. Reporting officers are required to submit their reports to a supervising sergeant who reviews the report. The sergeant may make minor corrections. If a question arises as to the correctness of a crime classification, it is resolved at the supervisory level prior to entry into the automated system. Arbitrary decisions are not made at the working level.

Audit checks have been incorporated into the NLVPD system. Edit functions have been included as part of the automated PARIS software. In addition, audits are periodically made by comparing screen displays against original source data. Although this is primarily a validity check, it provides a technique for sampling case tracking. A comprehensive audit program as envisioned by the *SCRS Implementation Criteria* has not been developed because of prohibitive cost. An option being explored would entail the complete tracking of a small number of cases from complaint receipt to event disposition. The procedures followed during the audit would be documented as the audit progressed, and these procedures would form the basis for future audits of the same nature at intervals determined by the results of the initial audit. In this manner an audit of the type conducted by the IACP would be necessary only when the NLVPD's internal audits revealed serious problems within the system, or when sufficient time had elapsed - and

the system had grown to such a size - that a complete and thorough audit would justify the cost involved.

Law Enforcement Records

The NLVPD SCRS reports are identified by a unique number. All NLVPD reports have consecutively running numbers. All documents associated with a reported incident have the same case number and are traceable, both manually and with the automated procedures, throughout the entire system.

Retention and Purge Criteria have not been written. Extensive work is underway to develop the retention and purge policy and procedures. Microfilming of manual records is part of the SCRS program within the NLVPD. Microfilming has been completed, and the project manager is developing a usage and referral history of the records maintained by the Records Office. In addition, accurate and reliable data are available on the capacity of the automated files associated with SCRS. When each of these tasks is completed, retention and purge criteria will be incorporated into the SCRS system. The criteria will conform to local, state and federal requirements.

Privacy And Security

Privacy and Security safeguards are part of the daily operations of the NLVPD. The Records Bureau supervisor guides privacy and security under Title 28 CFR Part 20 and 22. In anticipation of receipt of state implementing instructions, the NLVPD has signed users agreements for interfacing on the SCOPE system with the Metropolitan Police Department of Las Vegas, Nevada. A dissemination record file has also been incorporated into PARIS. The record maintained on this file contains basic but limited information pertaining to dissemination requests. It contains the name of the person making the dissemination, and serves as a reference file that compliments the detailed hard-copy record that is filed in the individual's arrest jacket. Additional work in the privacy and security field is awaiting state action.

A NLVPD directive has been published on the subject of assuring security and confidentiality of data. In addition, the Records Bureau is manned by personnel of the office 24 hours a day. It remains locked at all times, and access is limited to office personnel and departmental supervisors.

Improved Communications

External local criminal justice agencies have been informed of the NLVPD SCRS program and have received SCRS training. The following criminal justice agencies, located in North Las Vegas, have been associated with SCRS during the implementation program:

- Legal Division of the City Attorney's Office
- District Attorney's Office
- Parole/Probation Office
- Arson Investigators of the Fire Department
- Warrant Officers/Bailiffs
- Clerk of the County Juvenile Facilities
- Clerical personnel of the above mentioned offices.

At the start of the developmental phase, very little publicity was generated by the NLVPD. This was mandated by police management. Since there was no desire to promote "premature" publicity, it was decided that SCRS would first become fully operational before disseminating any information outside of the department. Since implementation, however, the NLVPD SCRS has been observed by a number of out-of-state police department representatives and information, data outputs, and output reports have been

requested by several police departments throughout the country.

The NLVPD system provides for an automated UCR report. The automated UCR report system produces the required monthly and annual reports. The UCR system allows the department to produce reports from UCR information automatically stored in the computer during input of crime or arrest information.

Conclusions

The assessment of SCRS within the NLVPD indicates that a modern, efficient information system has been designed and implemented. The system was developed and installed with minimum disruption to the day-to-day departmental activities and was enthusiastically accepted by the entire department. SCRS and PARIS are major departures from past operations of the NLVPD and, as such, major operational problems could have been expected. They did not materialize. A prime reason for the smooth transition was the comprehensive training conducted by responsible personnel.

After implemention began, there were some operational and systems problems encountered which required certain modifications to be made. But these have all been minor in nature and did not adversely impact operations.

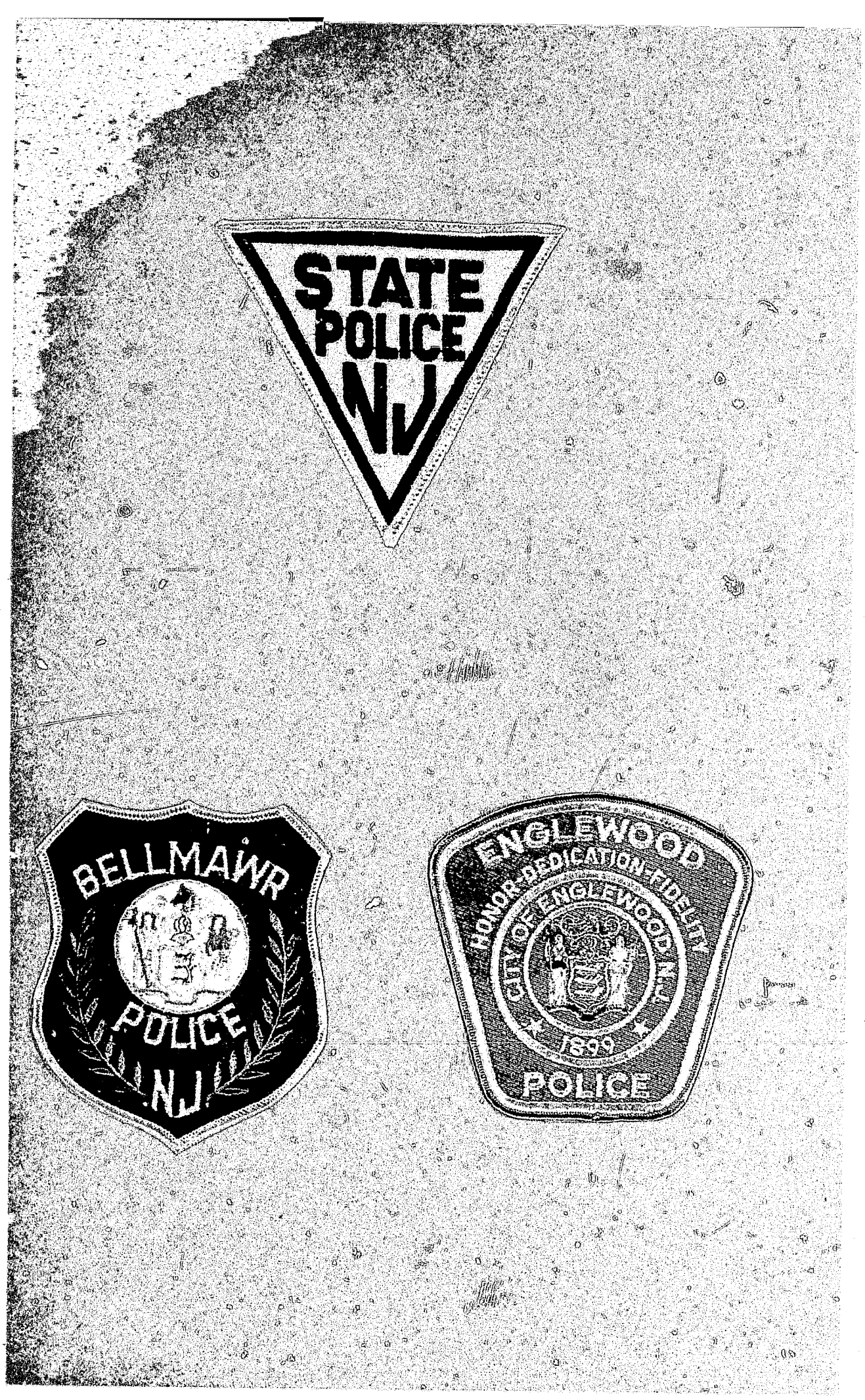
Two major deficiencies with the NLVPD SCRS program, however, must be noted. One was recognized as a problem during early stages of development and was corrected. The other has not yet been rectified and, if not corrected, will adversely affect the entire system in the near future.

The first deficiency was the failure to get sufficient dedicated personnel involved with the SCRS program during the planning period. The two-man team initially assigned soon started to be overwhelmed with tasks to be done, and were beginning to lose control of the project. When it was realized what was happening, the situation was corrected by fuller staff participation through a working committee. Even though the late inclusion of departmental personnel on the SCRS team did not impact negatively on the actual implementation of SCRS, their early exclusion from the project prevented the accomplishment of SCRS requirements in a timely manner.

By the time the personnel problem was corrected and complete NLVPD participation began, the SCRS implementation target date had become the driving force and much work had to be done to meet the date. Consequently, documentation of developmental activities was not required; nor was documentation of already completed tasks. The result was the second major deficiency of the program: SCRS became operational in the NLVPD with virtually no documentation.

As a result of this situation, documentation required to be accomplished by the NLVPD as a part of the SCRS program fell behind schedule. At the time of implementation, however, there was little adverse impact on the overall project. This was largely due to the comprehensive training program, and the fact that implementation was in an early stage. Without the documentation (and operating instructions) the NLVPD was operating their newly implemented automated records system virtually in the dark. Shortly after this was recognized, remedial action was taken and documentation was completed.

Once proper documentation was completed, the NLVPD possessed a total crime reporting system that should not only satisfy their requirements for the next few years, but also act as a model system for other medium size police departments concerned with improving the efficiency of their operations to better accomplish the law enforcement mission.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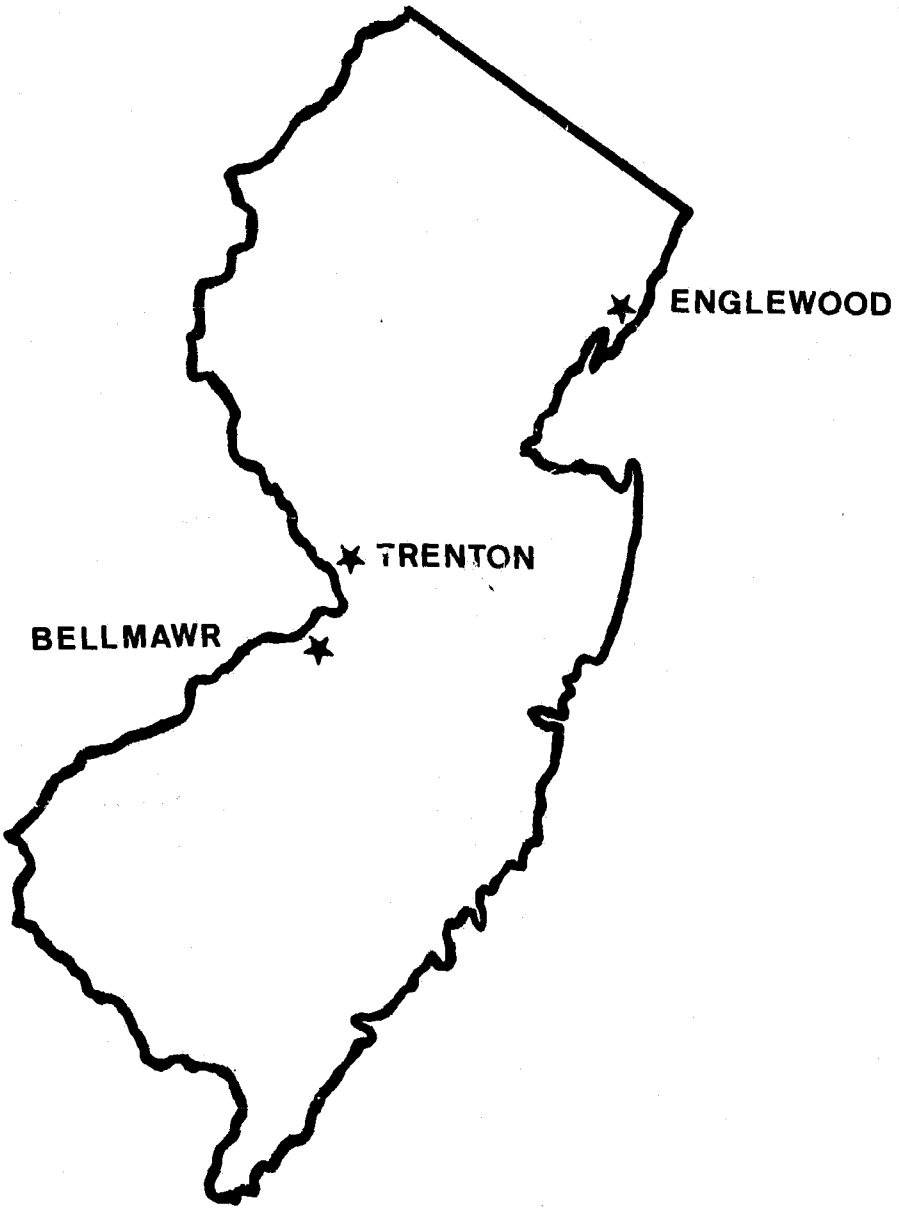
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Chapter 1

THE NEW JERSEY POLICE DEPARTMENTS: ENVIRONMENT BEFORE SCRS

The selection of three test sites in New Jersey was made in order to test SCRS under an integrated law enforcement operation. The New Jersey State Police, in unison with the cities of Bellmawr and Englewood, New Jersey, participated as both an implementation and test agency and as a central site for the coding and processing of police information and statistics. One of the most important characteristics of this approach was to allow an inter-agency exchange of crime incident related information for investigative support, crime analysis and standardized statistical purposes.

The Bellmawr Police Department (BPD) serves Bellmawr Borough in Camden County, New Jersey, located in the southern part of the state. It is a small suburban community approximately seven minutes away from Philadelphia, Pennsylvania. Bellmawr has an area of about four square miles and an estimated 1979 population of 18,000 residents. Although suburban in character, Bellmawr has a large industrial park covering over 256 acres. There are seventy-five miles of paved road and arteries running through Bellmawr, eight of which are interstate and state highways.

The BPD is a small suburban agency comprised of 16 sworn officers and 6 civilian employees. There is also a reserve force of 14 Special Police Officers. The pre-SCRS organizational structure of the BPD consisted of a Patrol Section, Traffic Bureau, Detective Bureau, and Records Section. Its recordkeeping process is totally manual.

The Englewood Police Department (EPD) serves the city of Englewood in Bergen County, New Jersey, located in the densely populated northeastern metropolitan area of the state. The city, encompassing nearly five square miles, is primarily a residential community of about 26,000, but the city's industry causes the day-time population to rise to about 60,000.

The EPD is a medium-size department currently employing 76 sworn officers, augmented by 8 civilians. The pre-SCRS organizational structure of the EPD consisted of a Patrol Division (44 officers), Detective Bureau, Juvenile Bureau, Traffic Bureau, and a Service and Records Bureau.

The department's information processing needs are supported by the city computer which produces a series of automated reports on calls for service: by officer, time of day, day of week, location, type of call, etc.

The New Jersey State Police (NJSP) provide full-time police services to 105 municipalities with a population of over 400,000 people, throughout the state. They also provide tactical patrol units in those areas of the state that have an inordinate amount of accidents or crime occurrences. In addition to operational law enforcement responsibilities, the NJSP also administers the Uniform Crime Reporting (UCR) program in New Jersey. This includes the collection and compilation of crime statistics reported by all police agencies in the state. These data are entered onto computer tape and the tape submitted to the FBI.

Other services provided to municipal, county, and state law enforcement agencies include crime analysis laboratories, recruit training, and basic training courses in all aspects of law enforcement (e.g., drug enforcement, management, in-service training).

The current strength of the NJSP is 1,797 sworn personnel and 983 civilians. Figure 7 shows the organizational structure.

The operational organization consists of five troops that are further subdivided

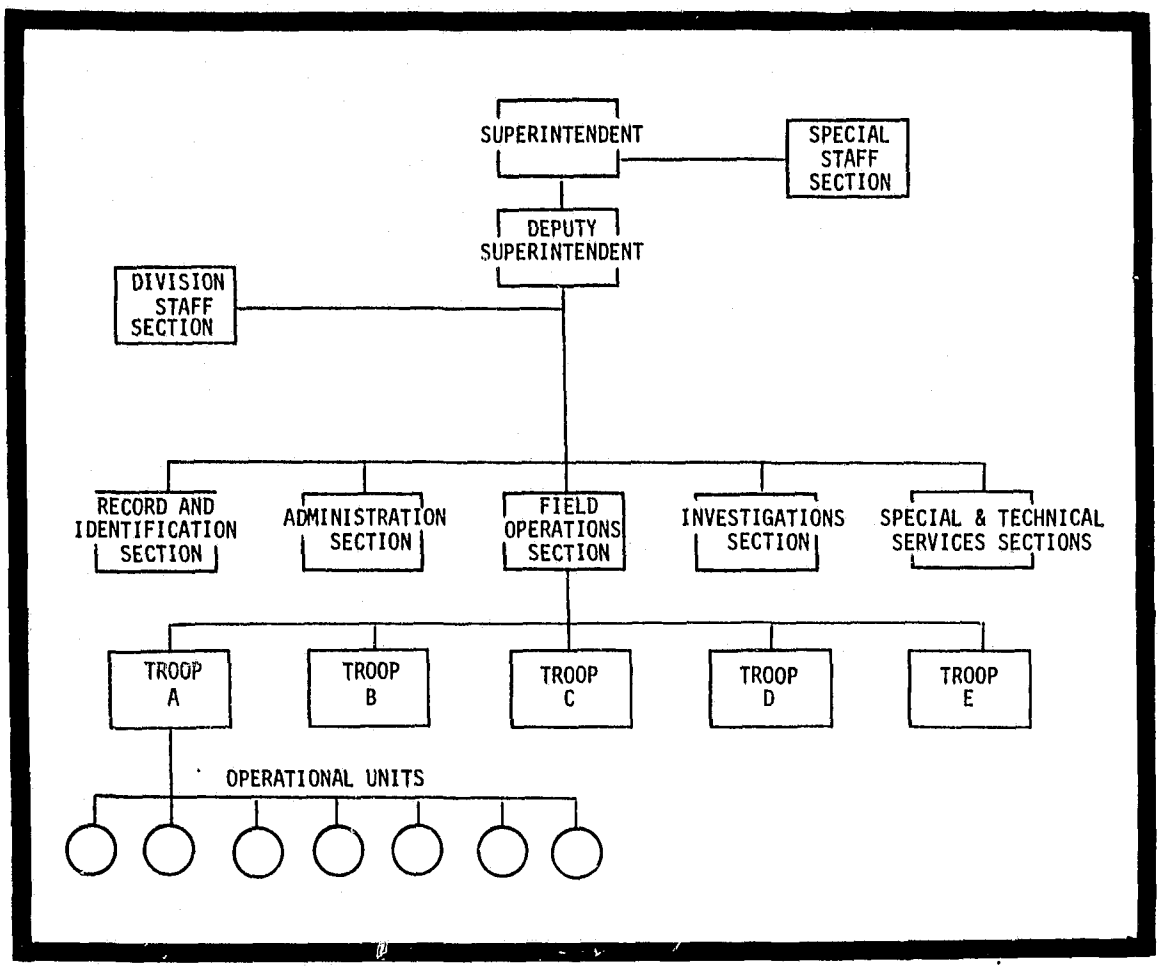

Figure 7. The New Jersey State Police, September 1979

into stations. Two troops are responsible for patrol of the New Jersey toll roads. The other three troops are geographically located throughout the state and provide the operational law enforcement services in their assigned areas. The NJSP selected Troop A, located in the southern region of the state, to implement and test SCRS. The troop has a complement of 318 sworn officers and is supported by 47 civilian employees. The population of Troop A's area of responsibility is estimated at close to 100,000 persons and covers a land area of 1,350 square miles.

The selection of the three sites in New Jersey provided a versatile environment in which to implement and test SCRS.

- A small, suburban-oriented police department employing a totally manual crime reporting system (BPD);
- A medium-sized, urban-oriented police department employing a manual crime reporting system supported in part by automation (EPD); and
- A large state police organization heavily involved in law enforcement operations, responsible for state Uniform Crime Reporting, and completely automated data processing oriented (NJSP).

Just as important, however, was the opportunity of testing SCRS in an integrated mode. The New Jersey environment allowed SCRS to be tested not only independently within local and state agencies, but it provided the opportunity to determine whether SCRS at the local level could support an integrated state crime reporting network. Conversely, it also provided the framework to assess whether SCRS data

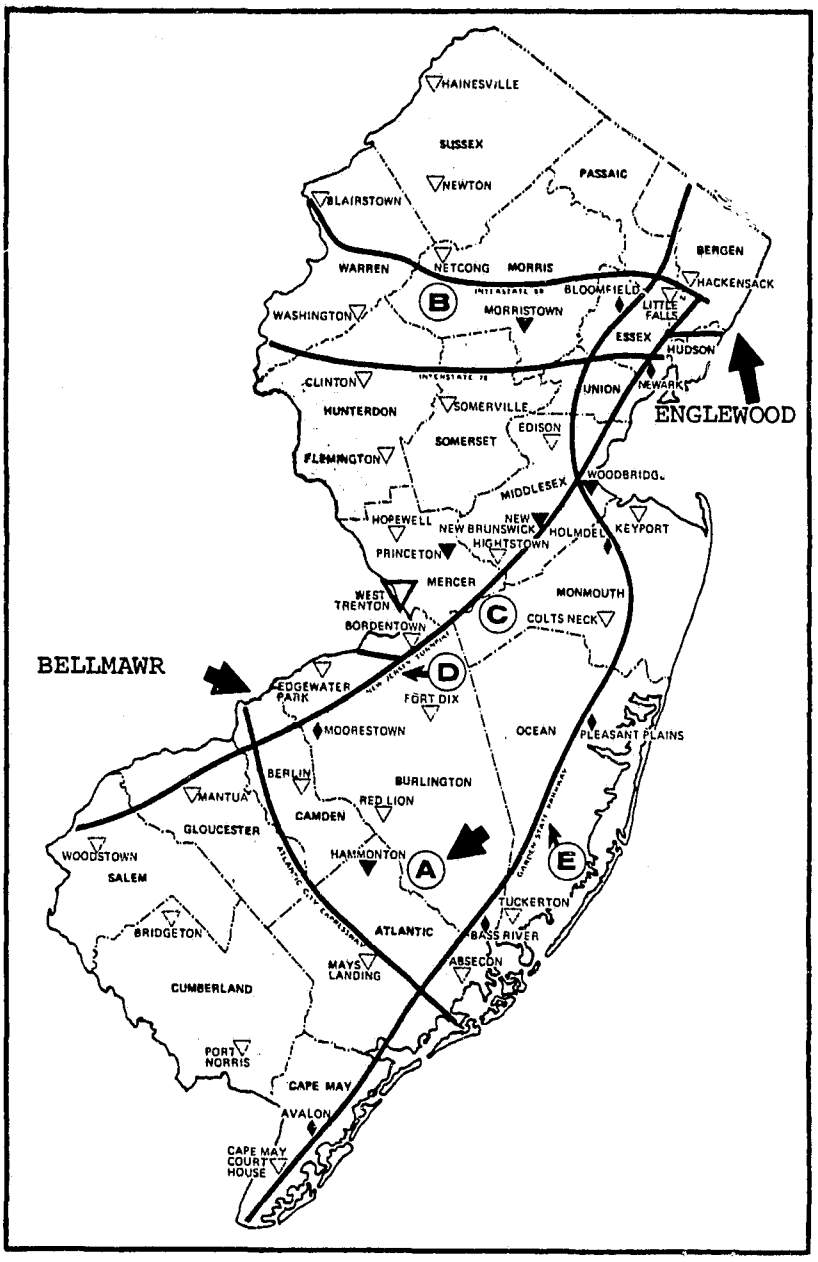

Figure 8. New Jersey Test Site Locations

could be effectively converted at the state level to meaningful information capable of being utilized in a timely manner by local and state-level law enforcement agencies.

Crime Data Capture, Control, And Utilization

Prior to the SCRS implementation, the Bellmawr and Englewood departments reported, recorded, and maintained complaint and crime event information through a system named the Law Enforcement Internal Record Systems (LEIRS).

Because of the New Jersey Uniform Crime Reporting Law, it became necessary for the state's law enforcement agencies to have a good recordkeeping system. It was also necessary for each law enforcement agency in the state to have a method of records control over the receipt of complaints and reports. This was to ensure that each reported offense would be properly and uniformly recorded, maintained, and classified.

As a result of these requirements, LEIRS was developed. Any department wishing to improve its records system could receive training and installation assistance from the NJSP. Since 1975, over 300 local departments have adopted the LEIRS reporting system. The NJSP, however, because of the financial burden required to install LEIRS in an 1,800 man department, have maintained a modified LEIRS reporting system using a different but department-wide set of standardized reporting forms.

LEIRS operates on a series of structured reporting forms and control ledgers. Both Bellmawr and Englewood utilized the LEIRS:

- Complaint Dispatch Card
- Investigative Report
- Supplementary Report and Continuation Page
- Arrest Report
- Vehicle Property Report
- Operations Report
- Master Name Index Card
- Supplementary Complaint Dispatch Card
- Vehicle Dispatch Card.

Although many of the above reports are self explanatory, a few may need clarification. For example, the Operations Report was used for any police investigation that was not reported on one of the other reporting forms, or for complaints and activities of a non-investigative nature, e.g., first aid, rescues, animal cases, escorts, etc. The Supplementary Complaint Dispatch Card was used to record any supplementary information received on the Complaint Dispatch Card. More detailed information was included as part of the Supplementary Report and Continuation Page. The Vehicle Dispatch Card was used for all calls received from mobile units or, on certain occasions, on transmissions from the dispatcher. Some examples would be: car out of service, NCIC check, vehicle dispatched to pick up evidence.

The NJSP used the following reporting forms to record their activities:

- Investigation Report
- Arrest Report
- Disposition Report
- Supplementary Report
- Property Report
- Vehicle Report
- Aircraft and Boating Accident Report
- Liquified Petroleum Gas Report.

The NJSP dispatchers did not complete a Complaint Dispatch Report but rather entered call for service information into a Station Record which, according to the NJSP Operations Order 154, is "a history of everything concerning the Station. It will contain a summary of all actions, complaints, requests, assignments, services, statements, reports of investigation and/or other items of Station, Troop or Division

interest."

In all three of the departments, all reports (except for complaint dispatch cards) relating to offense, investigative or accident activities were completed by assigned patrol officers or detectives. In Bellmawr and Englewood, a case number was assigned to each complaint dispatch card, with follow-up investigation reports referenced to the original case number.

In the NJSP, case numbers were assigned from a sequentially numbered "crime log" which recorded those crime events originally recorded in the Station Record. These case numbers were also referenced to all succeeding investigative or follow-up reports.

Written policies or procedures for the complete processing of the Bellmawr reporting forms did not exist. There were, however, a number of files, indexes and ledgers maintained for complaint dispatch cards, offense types, investigations, master name indexes, arrests, I.D. jackets and active cases.

Englewood had no written policies governing complete report processing. Rather, procedures were passed on to succeeding records office personnel. Records management (as in Bellmawr) consisted of files, indexes and ledgers for cards, reports, supplementary information, accidents, arrests, criminal histories, and active cases.

In fairness to LEIRS, however, a complete and concise set of written instructions detailing the capture and distribution of criminal-type data was provided to both departments. Training provided by the State Police on LEIRS records management was also included as part of the installation. Departmental records needs precluded many of the recommended procedures from being implemented, with the result that although the departments were using the LEIRS reporting forms, management and control of those forms were largely a function of internal requirements.

The New Jersey State Police had, by far, the strictest regulations regarding recordkeeping procedures. Written instructions provided for the processing of all criminal, arrest, and accident reports. When a report was completed by troopers, one copy (of the four-part report) was filed at the station and the remaining three copies were sent (by way of the troop level) to the central Internal Records Bureau.

The reports were separated and given to clerk-typists to check, code and process for automated data entry. If areas to be coded were found to be incorrect, a note was attached and given to the Supervising Sergeant who called the individual stations or advised clerks of the necessary corrections.

Investigation Reports were coded by clerks according to the coding sheets set up by Uniform Crime Reporting needs. An index card was typed and filed for each Investigation Report. After coding, the Investigation Reports were batched and sent to keypunch. When they were returned to the Internal Records Bureau, they were filed in five-drawer letter files according to troop, year and investigation number, in pending or completed files, according to the case status.

Supplementary Reports were separated and checked. If the supplement had additional or new information, the clerk would check the original Investigation Report and code necessary information for the Uniform Crime Reporting system. The Supplementary Reports were then batched and sent to keypunch. When they were returned, the clerk filed the supplements with the original Investigation Report. All other supplements were filed with original investigations according to status, pending or closed.

Arrest reports were coded for Uniform Crime Reporting and numbered consecutively on each report. Index cards were typed, filed and the Arrest Reports then sent to keypunch. When returned, they were filed numerically. If a report was pending, a disposition was received when the case was closed. The clerk processed the dispositions by searching index files, and numbering dispositions from the arrest card. The clerk then coded and batched the reports for keypunch. When returned,

the pending arrests were pulled, destroyed and replaced with dispositions added to the original copy.

Property and Vehicle Reports were checked for correct information, batched and sent to keypunch. When returned, they were filed according to troop, year and number, pending or closed status.

Aircraft Accident Reports were received in duplicate from the station level. The original report was kept on file in the Internal Records Bureau and copies sent to the State Division of Aeronautics.

Boating Accident Reports were received in duplicate. The original report was kept on file in the Internal Records Bureau with copies sent to the New Jersey Marine Police.

Liquified Petroleum Gas Reports were filed according to year. If the Liquified Petroleum Gas Unit used regular investigation reports--for fires, explosions, violations, etc.--these reports were coded and sent to keypunch in the same manner described for Investigation Reports.

Prior to SCRS, Bellmawr produced a minimum number of statistical and management reports. Among them were:

Monthly Uniform Crime Report

Standard UCR format: Return A and B; Offenses Reported or Known to Police; Age, Sex, and Race of Persons Arrested; and Officers Assaulted.

Annual UCR Returns

Standard Annual Return of Persons Charged and Disposition.

Monthly Council Report

A report summarizing the overall activity of the department.

Chief's Report

A report based on officer activity from information obtained from the Vehicle Dispatch Card.

The Englewood department, before SCRS implementation, produced a variety of automated reports generated as a result of police dispatch information input to the city-owned computer. The reports, produced monthly, were:

Dispatch Analysis by Officer

Gives the number of complaints handled by each officer, by date, and the hours consumed responding to those complaints.

Dispatch Analysis by District

Shows the number of calls for service in each police reporting district by hour of day and day of week.

Burglary Alarm Location Analysis

Provides the address and street location for all burglary alarms triggered. Each alarm call is coupled to the dispatch number, responding officer identification, date, and total time consumed. The report also indicates whether the alarm was active, false alarm or alarm malfunction.

Complaint Report by Street Frequency Sequence

Gives the number of calls for service by street and the total hours consumed in responding to the calls.

Dispatch Analysis by Address and Street

Shows each call for service by street location and type call. Each call has the associated dispatch number, responding officer identification, date, and time spent in responding to the call.

Dispatch Analysis by Type Call

Gives each call for service by type call and dispatch number. Also shows the street location, responding officer identification, date, and time spent in responding to the call.

In addition, Englewood manually completed the standard monthly and annual FBI returns.

The New Jersey State Police received data utilization via computer support from the Systems and Communications Bureau (SAC). The SAC is responsible for the planning, coordinating, and direction of data processing activities for the entire Department of Law and Public Safety. (The State Police is one of many agencies receiving data processing services from the SAC.) A number of automated output reports have been and continue to be provided (by SAC) to organizational entities within the State Police. The reports are sent to:

The Highway Traffic Patrol Bureau

- Monthly Enforcement Accident Summary

  This report gives the following information for the individual stations within a troop.

  The total number of reportable and non-reportable accidents, as well as the number of persons killed or injured; the total number of radar summons issued (both current and previous year); the total number of drinking driving summonses issued (both current and previous year); the total number of hazard and non-hazard summonses issued (both current and previous year); the total number of warnings issued (both current and previous year); and the total number of summonses issued as a result of helicopter patrol.

- Monthly Individual Enforcement Summary

  Contains the total number of summonses issued by an officer, for the month by individual station.

  Gives the following information: summons number; type of violation; municipal code; highway; direction of travel; violation date; day of week and whether the summons was as a result of an accident or radar surveillance.

- Monthly State Police Violation Summary

  The total number of specific violations issued by individual stations within a troop for a specific month.

  Gives the total number of summonses for each station, as well as the number of summonses issued to commercial vehicles.

- Monthly State Police Interstate Activity Report

  Highway Summary Report, giving the total number of violations, as well as the number of summonses issued to commercial vehicles for each interstate highway. Does not relate to any specific station or unit, and does not contain division totals.

- Helicopter Violation Totals

  Gives the total number of summonses by type of violation and whether issued to a commercial vehicle from the use of helicopter patrol.

- State Police Violation Type Total

  Gives the total number of specific violations issued by the entire division for a specific month; and the total number of all summonses and the total number of those issued to commercial vehicles.

- Dismissed Summons Report

  By individual station, gives the summons number, badge number, violation, municipal code and violation date of all dismissed summonses.

- Monthly State Police 55 MPH Summons Activity

  Breakdown of speeding summonses on all highways where the speed limit is designated 55 MPH, by hour and day of week. Gives individual highway totals and division totals for all summons issued on a designated 55 MPH highway, according to three classifications of speed.

- Monthly Drinking Driving Report
  Shows total number of drinking drivers arrested, by troop, and division total.

- Fatal Accident Report-Annual/Quarterly
  Detailed analysis of all fatal accidents from entire State of New Jersey.

The Criminal Justice Records Bureau

- Monthly State Police Report of Class I Offenses
  Shows the total number of FBI Part I offenses, accumulated by stations or units with troop totals.

- Monthly State Police Report of Class II Offenses
  Shows the total number of FBI Part II offenses, accumulated by stations or units with troop totals.

- Monthly General Police Investigation
  Shows the number of cases investigated, accumulated by station or unit with troop totals.

- Monthly Summary of Arrests
  Accumulated arrests by station or unit with troop totals. This report contains both Class I and Class II arrests.

- Monthly State Police Index Crime Report
  Accumulated Index Crime (Class I Offenses) by municipalities within stations with totals for station, troop, and state.

- Cumulative Crime Trend Feedback (UCR feedback to municipalities)
  State Police and municipal index offenses by municipality with county and state totals. Has comparisons of current year-to-date with same period previous year and current month to same month previous year. The percent changes are also listed.

- Monthly Offenses Analysis Report (UCR feedback to municipalities)
  State Police and municipal robberies, larcenies and breaking and enterings are compared for the current twelve-month period to the previous twelve-month period. The comparisons are for each municipality with county and state totals.

- Robbery, Breaking and Entering, and Larceny Report (UCR feedback to municipalities)
  Breakdown of the three offenses but the time periods and comparisons are the same as the Cumulative Crime Trend Feedback Report.

- State Police Monthly UCR Return A
  State Police Index Offenses with clearances by county with state total.

- State Police Monthly UCR Supplementary Report of Offenses
  State Police Supplemental Return A page 1 and page 2. Information by county with state total.

- Annual UCR Arrests for entire State by county and region.
  Shows the age, sex, race, of all Class I and Class II persons arrested.

The Intelligence Bureau

- Private Detective Report
  Quarterly listings of all private detective agencies and their employees are printed to assist field investigators in conducting audits. In addition, preprinted application forms for employee registration are computer generated and mailed prior to the expiration dates.

- Fugitive Report
  Monthly listings of all persons wanted for the crime of murder, produced during the first week of each month. Upon special request, persons wanted for other Class I Offenses are

printed out whenever necessary.

- Logistics Report

  Upon special request, an inventory listing of approximately 30,000 items of State Police owned equipment is available. This report can be summarized by location of the item, or all items can be listed by ascending inventory number.

The Transportation Bureau

- Monthly reports are provided which give detailed analysis of each vehicle assigned to State Police. Costs, mileage, gasoline usage, and various other data elements are provided.

  A wide spectrum of other information which is provided via on-line terminals include:

  - Computerized Criminal Histories;
  - Stolen Vehicles;
  - Wanted Persons;
  - Stolen License Plates;
  - Stolen Articles, Securities, Boats, Firearms;
  - DMV Registration and Driver Record Information;
  - Court Dispositions; and
  - Fingerprint Analysis.

In addition, there are also monthly statistical reports produced that show various transactions by terminal location. This provides system managers with terminal usage data and communication network utilization.

Data System Problems

Despite LEIRS, each of the three departments had a series of problems associated with records and recordkeeping which ultimately impacted on crime reporting and effective law enforcement operations. The Bellmawr department, using the LEIRS report forms, collected a large amount of useful data but no procedures were established to record and report the information in a timely or useful manner. Excluding basic UCR information, Bellmawr was unable to share or exchange compatible crime event information with other criminal justice agencies. To generate management or operational reports meant prolonged review and error-prone extraction of data from large numbers of documents and reports.

The Englewood department, on the other hand, had the advantage of city-controlled computer services to support several management-type reports. Limited to information found on the dispatch card, the reports reflected several variations of the same data and were batch processed (monthly) too late to be useful for operations reports. In addition, special purpose reports were still required to be developed manually. Like Bellmawr, other criminal justice agencies could not benefit from Englewood's crime information, and compatibility and coordination between agencies was constrained by the records system. Perhaps one of the major problems linked to the reporting forms involved the Englewood Detective Bureau. For each case investigated by the detectives and subsequently forwarded to the county prosecutor for action, the detectives were (and still are) required to complete a face sheet or "prosecutors report" which is attached to the front of the case file. This face sheet contains nearly all of the information found on the initial and follow-up reports but in somewhat different format, and is required to provide the prosecutor with needed information in a specified format. The procedure was introduced by the prosecutor because the procedures governing the completion of the narrative section of the report were not clearly defined, thus resulting in lack of uniformity.

Time needed to satisfy the prosecutors' report requirement varies from between twenty and thirty minutes for each of the estimated 600 cases yearly sent to the prosecutor by the Englewood department. This is about 300 hours per year of lost police investigative time.

The New Jersey State Police had a reporting system governed by standard operating procedures and using structured reporting forms. However, despite the

fact that they were supported by a dedicated computer system, nearly all analysis regarding criminal events was obtained by manual process. In addition, a major factor impacting on effective records operation was that the police calls for service were manually recorded on a ledger (at each station) rather than on the more efficient complaint dispatch card. This single reporting procedure kept management from ever analyzing calls for service, response times, time spent on calls, action taken, manpower utilization, etc.

The ledger or Station Record was recognized as the major obstacle to the efficient recording and storing of police activities at the trooper level.

Further compounding this problem was a manually-kept Radio Log accounting for all patrol car assignments and other radio and telephone communications.

It was from these source documents that much of the stations' activities were manually extracted and submitted to headquarters.

Departmental Needs

Each of the three departments had a common set of problems to deal with, and all were related to records and record-keeping. To resolve these problems, a system was required to capture crime event information, review and maintain the data and provide the information in a usable form to those needing it.

To satisfy these requirements, each department needed:

- a series of reporting forms (and associated records) for each case, person, place and event;
- a unique number control system to centrally regulate the forms and records;
- a crime event reporting, control and accountability system that was not complex;
- a method for easy exchange of information within each department, between departments, and among other criminal justice agencies; and
- either a manual, semi-automated or fully automated data base that would reduce record search time and could be used for both operational and management report purposes.

Chapter 2

THE NEW JERSEY POLICE DEPARTMENTS: TRANSITION TO SCRS

The Bellmawr, Englewood, and State Police departments in New Jersey provided the opportunity to implement and test SCRS in a multi-agency program with each agency having diverse capabilities and needs.

As a result of the integrated environment (i.e., two local police agencies and a major operational element of the State Police) the three departments began planning for the reporting and recording of crime event data to the State Police level for utilization. The central thrust of the program was to take advantage of the already established LEIRS system by using as much of LEIRS as was compatible with SCRS. Characteristics such as the basic LEIRS forms, the data capture and recording methods, records management procedures, report distribution, and training were all closely aligned with SCRS requirements. As a result, the multi-agency transition to SCRS was perceived to be a relatively uncomplicated process.

Planning

Project planning, using the SCRS working documents as guidelines, began in mid-1977. The two local jurisdictions selected SCRS project managers who were near the top of the command chain, and who had immediate access to the department chief, the ultimate decisionmaker. The project manager in Bellmawr was the Chief of Detectives (who subsequently became Chief of the department). The project manager in Englewood was the Chief of the Records Bureau. In the State Police, the project manager assigned to SCRS was a detective sergeant who was in charge of the UCR unit of the organization. The State Police Administrator designated as the ultimate authority and decisionmaker was the Superintendent of the State Police.

A team concept was adopted and a working committee formed. The committee represented nearly all elements of the State Police, which included:

- communications,
- internal records,
- training,
- planning,
- investigation,
- computer services,
- members of Troop A (the test troop), and
- the UCR unit.

In addition, both project managers from the local departments were members of the committee.

The planning phase of the project included budget development with associated schedules and a broadly defined implementation work plan. A set of project goals were established and included the following:

- Incorporate SCRS into the existing crime reporting system, and develop a report writing manual and training package;
- Incorporate SCRS data management into the existing recordkeeping function;
- Disseminate timely crime report data;
- Identify and correct weaknesses in the system, and document the test demonstration; and
- Gain hands-on experience in operation of the SCRS model.

The New Jersey State Police had imple-

mented the very successful LEIRS under the auspices of their UCR program. They also possessed computer systems, records, and UCR personnel expertise capable of adopting and integrating SCRS into the department's existing reporting, record-keeping, and information storage/retrieval procedures and practices.

It was anticipated early in the planning phase that an on-site consultant would be hired to assist with the project and to support the project team. As it turned out, the on-site consultant selection process caused a major delay in developing SCRS in New Jersey. The delay was due in part to the extraordinary amount of time required to prepare, staff, publish, and distribute solicitations for consulting proposals. Additionally, technical difficulties with the request for proposal were encountered at various levels of the state government. As a result, the solicitation was withdrawn and no consultant was hired. Concurrent with the above delays, the State Police determined that personnel from the department's Systems and Communications division would provide the SCRS system software and documentation support.

Each of the three departments informed its own county prosecutors and some selected court personnel of the plans and progress of the SCRS implementation. In addition, the State Police advised other local departments of SCRS, usually during the training sessions provided under the LEIRS program.

System Analysis

An existing system analysis was conducted in all three departments. The recommended changes to the departments' crime reporting systems were to:

- insure that all required crime and requested services data are collected;
- allow increased crime analysis by making available appropriate and standardized data;
- create a basic source document for the preparation of the Uniform Crime Report;
- provide for easy coding, editing, and reviewing processes, thereby improving the quality of crime reporting;
- minimize report preparation time by the reporting officer;
- improve communication between uniformed officers and detectives, and between the police and prosecutors;
- assure that the prosecution function will be better supported by the receipt of adequate standardized information from the law enforcement agency.

In addition, the analysis included a review of the existing policies and procedures that guided each of the departments' reporting systems. The SCRS-required data elements were compared to those being collected on the existing reporting forms, and many were found to be similar.

A salient feature of the planning and systems analysis was the proposed State Police Dispatch Card that would eliminate the Station Record ledger and the Radio Communications Log.

An important factor included as part of the system analysis was the inclusion of troop commanders, troop sergeants and enlisted personnel to act in an advisory capacity regarding SCRS design, implementation and test requirements.

System Design

An examination of the LEIRS system shows a remarkable similarity between the data capture and data management modules of SCRS. (Unlike SCRS, LEIRS contains no design for data utilization.) The New Jersey implementors decided to maintain the well-documented manual LEIRS

designed for the data capture and management and control portions of SCRS, and to simply redesign the LEIRS reporting forms in order to comply with the SCRS data elements.

The LEIRS system design provided the departments with a manual mode operation but could easily be adapted to automated processing. The newly designed SCRS reporting forms provided a standardized method of data capture that would support effective police operations and management needs. The detailed LEIRS written procedures were modified to include specific SCRS procedures and responsibilities.

System Development

Using the LEIRS system as the operational base, the team from the three departments developed a system operation that would satisfy the individual departmental needs. In addition, the team identified the sources and content of the data input, and how the records would be stored, indexed and referenced. They also developed data processing procedures (manual and, to a limited extent, automated) and with assistance from the Computer Bureau personnel, identified procedures for automated report content, output, and distribution. The SCRS operating staff (across all departments) included the assigned police officers, patrol and station sergeants, dispatchers, report reviewers, statistical and records clerical staff, detectives and investigative personnel and members of the State Police UCR unit.

Personnel responsibilities and procedures were established according to types of information to be processed. The types included:

- officer and vehicle dispatch;
- initial investigation;
- supplementary and continued investigation;
- arrest processing; and
- traffic accident and traffic citation processing.

The modified LEIRS system control used by the two local departments consisted of a number of control ledgers and forms maintained in order to ensure a uniform numbering system. The ledgers containing numbers, names, addresses, offenses, vehicle accidents, etc., are the:

- identification and control ledger;
- adult arrest custody sheet;
- juvenile arrest custody sheet;
- motor vehicle accident control ledger;
- firearm control ledger;
- fingerprint and photo book; and the
- investigative assignment control ledger.

In addition, the two local departments and the State Police utilize the Daily Activities Report as a control mechanism. This report lists chronologically and numerically all complaints and requests received during the shift.

Data Capture Module

The data capture process of SCRS is performed by state and local patrol officers, investigative personnel and dispatchers. Data are collected on calls for service, initial police investigations, enforcement activities and follow-up investigations. There are nine approved data capture forms used to record needed information. They are the:

- Complaint Dispatch Card (CD) used to furnish a permanent record of all Complaints and Requests that are routinely received by the "desk" personnel or dispatchers of police

departments or stations. This card is used for any request for police service or referral to other agency.

- Supplementary Complaint Dispatch Card used to record additional information and supplementary time an officer spends on continuing an investigation of an original event reported on the CD Card.

- Administrative Service Card used to record the officer's Daily Patrol Activity, scheduled or unscheduled times, off-duty time, and miscellaneous activities, not reported on any other report. It is also used to record radio calls to and from other mobile units.

- Investigation Report used to furnish a permanent record for Police Departments, Prosecutors, and/or Courts, and to record how assignments were covered. The Investigation Report is completed to report the following crimes/events:

  - indictable crimes, founded or unfounded;

  - non-indictable crimes which result in arrests (to comply with departmental policy);

  - larcenies under $200.00 where no arrest is made;

  - all non-traffic accidental deaths;

  - all nontraffic accidents which result in serious personal injury or serious property damage;

  - accidental shootings which result in personal injury;

  - unattended or undetermined deaths; and

  - suicides and attempted suicides.

- Supplementary Investigative Report used to report either supplementary or final investigations of cases reported on the Investigation Report.

- Arrest Report used to report an arrest for the following: indictable offenses, all other offenses except traffic, juveniles (including runaways), loitering law violations, and service of non-traffic summons in lieu of physical custody arrests.

- Property/Vehicle Report used to report the following: recovered stolen property or stolen motor vehicle, abandoned/found property or motor vehicle, and confiscated property or motor vehicle.

- Continuation Page used when additional space is necessary to complete the Investigation Report, Supplementary Investigation Report, Arrest Report, Property/Vehicle Report, and/or Operations Report.

- Operations Report used to report any police investigation that is not reported on another specific report form as required by departmental policy, and any miscellaneous police complaint or police activity of a non-investigative nature.

Data Management Module

The information in the SCRS Data Management Module provides a central (at State Police headquarters) repository of data for planning and evaluating police operations. Each local department also developed similar processes as part of the module. All are manual processes and consist of:

- quality control reviews,
- indexing and filing, and
- statistical tabulations.

Case control audits and case status control are part of the automated process but have not yet been developed.

In the Bellmawr department, the SCRS data management processes use six logs and eight files. Each is identified in the following list:

- Data Management Logs
  - Breaking and Entry Log - showing victims name, address, date of occurrence, complaint number, and description of stolen property.
  - Larceny Log - listing victim's name, address, date of occurrence, complaint number, larceny type and description of larceny class.
  - Motor Vehicle Larceny Log - with the victim's name and address, location of theft, car type, where recovered and the NCIC notification number.
  - Drunk-Driver Ledger - drunk driver name, address and complaint number.
  - Traffic Ticket Control Ledger - showing by officer: ticket issued number, date, court date, type violation, offender's name and address.
  - ID Ledger - showing the names of arrested persons, gun permit applications and involved juveniles.
- Data Management Files
  - Master Name Index file - names of all victims, suspects, arrestees filed alphabetically.
  - ID Jacket file - case histories in chronological order.
  - Chronological file - complaint dispatch cards filed by number.
  - Location file - complaint dispatch cards filed by street.
  - Incident file - complaint dispatch cards filed by type incident.
  - Operations Report file - type incidents filed by month.
  - State Accident file - all reportable accidents filed by complaint dispatch number.
  - Case file - all investigations filed by complaint dispatch number.

The Englewood department's data management processes use one log and five files. They are:

- Data Management Log
  - Arrest Ledger - containing arrest number, date and time, name, address, date of birth, charge and eight other specific elements of information pertaining to the arrest.
- Data Management Files
  - Criminal history index - all arrests with many of the same information requirements as the arrest ledger, filed by arrest number.
  - Criminal suspect file - containing suspect name, address, sex, age, offense type, case number and officer assigned, filed by name.
  - Victim file - containing the same types of information found in the criminal suspect's file, filed by

name.

- Motor vehicle file - has relevant information regarding persons involved in auto accidents, filed by name.

- Criminal arrest index - used for those persons arrested, photographed and fingerprinted, filed by name.

The State Police use eight logs and six files to maintain the data management process. They are:

- Data Management Logs

  - Station record - with all officer activities recorded chronologically.

  - Complaint log - showing all complaints received, chronologically.

  - Radio log - with all radio and telecommunications recorded chronologically.

  - Vehicle aid log - showing service rendered to vehicles and information on impounded vehicles.

  - Firearm application log - recorded by number.

  - Warrant book for all wanted persons (station specific).

  - Accident log - lists all accidents in area of station responsibility.

  - Drinking driving log - shows all summons issued to drinking drivers.

- Data Management Files (all filed by month)

  - Criminal cases under investigation, filed by name.

  - Accident Report filed by complaint dispatch number.

  - Drinking driver file, open cases filed by name.

  - Operation Reports filed by complaint dispatch number.

  - Complaint Dispatch card filed by number, location and police division.

  - Daily Activity report filed by day and summarized monthly.

Data Utilization Module

The State Police will furnish output reports to all participating law enforcement agencies. The first of these planned output reports is the Activity Report which is a monthly aggregate, by officer, of the types of complaints handled. The report shows a summary of the totals of the four complaint categories. The categories are:

- Part I Index Offenses
- Part II All Other Criminal Offenses
- Part III General Police Activity
- Part IV Traffic Related Activity

Each of the four categories is broken out into: new complaints, follow-up investigations, assists, and arrests. The new complaints are further broken out by source of the complaint (i.e., a call for service from a citizen or a self initiated call). The source documents for this report are the SCRS Complaint Dispatch Card, the Supplemental Dispatch Card, and the Arrest Report.

The second planned report is the Hours Inventory Report which provides accountability for each officer. This monthly report shows the number of hours by type work performed. There are five categories

of accountable time:

- Regular Time Worked
- Unscheduled Time
- Compensatory Time
- Vacation
- Special Leave.

The hours for each category are summed for both the current month and year to date. The report also shows the time each officer worked on the various shifts. The source document for this report is the SCRS Administrative Service Card.

The third planned report is the Traffic Enforcement Activity Report. This report gives a breakdown by type of traffic violations for which a summons was issued. Produced monthly, the report shows the totals for the current month as well as year to date. The report also gives the number of "motorist aids" the officer has performed and the number of traffic warnings issued. The report is State Police oriented with the source documents being the State Police Summons Control System and the SCRS Administrative Service Card.

When SCRS was implemented in Englewood, the Englewood department continued to receive the operational reports from the city's data processing facility that they had been receiving prior to SCRS. In addition, Englewood modified the SCRS Complaint Dispatch Card to fit their specific needs and has completed plans for modification of the SCRS Operations Report. As a result of these modifications certain SCRS data elements will be collected as part of the narration rather than in check-off blocks. In order to comply with test requirements, Englewood is completing the SCRS Complaint Dispatch Card and submitting it to the State Police for automated processing. At the same time, they are also completing their own modified card for input to their own data processing system.

Development Documentation

SCRS documentation was prepared by the State Police project manager. The procedural documentation is comprehensive and consists of:

- *The Design of the New Jersey Integrated Standardized Crime Reporting System;*
- *The New Jersey Integrated SCRS Report Writing Manual;*
- *The SCRS Records Section Procedures;*
- *Standardized Crime Reporting Training Manual;*

Planned documentation includes:

- SCRS Software Summary;
- SCRS Automated System Operations Manual;
- SCRS Automated System Program Maintenance Manual;
- SCRS Automated System Test Plan and Results.

Training

All training sessions were conducted by well-experienced staff of the New Jersey State Police Uniform Crime Reporting Unit.

Prior to SCRS implementation, an introductory and informal training session was held for the test troop administrative staff. This session addressed overall records and recordkeeping problems and possible solutions. It also set the stage for troop level administrative commitment to and participation in the SCRS project.

When the SCRS forms design was completed, a more formal training session was conducted with the troop administrators. They were provided with an overview of the complaint dispatch procedures, source document cards, and the reporting forms associated with SCRS. A similar four-hour session was also provided to State Police records personnel. A large block of time

was devoted to the introduction and discussion of the output reports to be generated by SCRS. Overhead projector/screen, transparencies of input reports and source documents, handouts of input reports and source documents, and oversized charts of output reports were used as training aids.

Forty Complaint Dispatch personnel and nine clerical office staff attended a four-hour training session. All were civilian employees and the sessions were conducted over a two-day period so that shift work could be rescheduled. This caused smaller classes which allowed for better control and closer relationships between instructor and trainee.

The 318 enlisted personnel within the Troop "A" Command attended an eight-hour training session. This group was composed of Troopers and Detectives (report takers) and Sergeants (first line supervisors). Personnel were assigned training dates by station supervisors which allowed personnel to attend sessions while working the day shift. The Troop Operation Officer was responsible for providing the training location, schedule, and conducting registration. Training personnel conducted training sessions and utilized the newly-developed training guide. All reports related to SCRS were discussed in detail. Handouts of reports, overhead projector, and transparencies of reports were used as training aids. An informal atmosphere was maintained during the training sessions so that questions would be addressed immediately or noted for future reply.

Data processing support staff were instructed by Systems and Communications supervisors.

Training for the two local departments was provided to each of the respective project managers. They in turn conducted training sessions in their own departments using procedures and lesson plans identical to those used for the State Police.

Implementation

During December of 1978, SCRS was simultaneously implemented into the operating procedures of the New Jersey State Police, and the Englewood and Bellmawr Police Departments. Policy statements, written procedures, and operating instructions were submitted to all local and state police participants.

In the State Police implementation, the past policy of report review was not interrupted. Reports received from the reporting officer are first reviewed by squad or first-line supervisors. If found satisfactory, they are forwarded to the appropriate section within the troop for further evaluation and review. If errors or omissions occur, they are corrected immediately at the troop level. The reports are then forwarded to Division Headquarters where they are reviewed a third time. They are also checked to determine if they contain valid information required for machine data entry. Where information is vague (thereby precluding coding for data entry), the reports are returned to the troop, with instructions for correcting errors or omissions.

At the local level, report review procedures were strengthened in order to reduce rejections at the time of data entry. An ongoing State Police policy of personal contact with the test sites was established. These visits allow observation and an overview of the working environment in which SCRS is operating. Police officers are brought up to date on problems encountered with respect to completing the newly-designed forms.

Procedures have also been established so that all report writing officers can make direct contact with the implementors for assistance with problem areas. Management meetings are attended by SCRS project managers in order to maintain uniformity in decisionmaking policies. When required, publication of the Latest Uniform Methods of Procedure (LUMP) are distributed to all State Police test locations as well as the local sites.

Chapter 3

THE NEW JERSEY POLICE DEPARTMENTS: ASSESSMENT OF SCRS

The SCRS implementation program has been operational in the New Jersey integrated environment for nearly a year. The test sites provided the opportunity to test SCRS at the state and local law enforcement levels; that is, two local police agencies and a major component of the State Police recording and submitting crime data to the State Police for automated data processing, report production, and distribution.

The implementation program contained two major elements. The first was the design of a new set of reporting forms, the development of the policies and procedures for capturing and storing (or managing) the recorded data, and instituting the methods for a centralized implementation.

The second element of the New Jersey SCRS program was to collect the crime-related data, enter it into an automated process and systematically produce operational and management reports for all three departments.

There is clear evidence that the first element has been successfully achieved. The newly-designed forms, used by all three departments, provide for the recording of all required SCRS data elements. The forms are well designed and take into consideration the diverse requirements of three widely different police agencies. Although the reporting forms are an expansion of the previously used LEIRS forms, the SCRS data elements have been incorporated in a logical manner. The structured report forms reduce much of the narrative portion of the report by providing blocks of information that assures a more uniform reporting of a crime event.

The pre-SCRS crime reporting system installed and operational in both Bellmawr and Englewood was the LEIRS system. The State Police used a modified LEIRS with no complaint dispatch card. The system was well understood by all three departments and a good report writing manual was in use.

The entire SCRS effort within the State of New Jersey was driven by actions controlled at the State Police level. As a result, a major delay in developing SCRS occurred during the on-site consultant selection process. Most of this was due to the extraordinary amount of time required to prepare, publish, and distribute solicitations for proposals. As an example, before accepting proposals, a bidders conference is required. In the case of SCRS, this process took five months. When technical difficulties with the proposal were encountered at various state levels, the solicitation was withdrawn. The State Police then decided to use departmental personnel resources and to develop SCRS without the assistance of an on-site consultant. More time passed before the State Police received approval to proceed with the project using in-house resources. A revised work plan with milestone data was established for the development and implementation of SCRS. Virtually all of the delay experienced during this procedure was beyond the control of the SCRS project manager, and much of it was outside the jurisdiction of the State Police.

During the above-described time period, some SCRS developmental work was accomplished. SCRS working and advisory committees were staffed, crime reporting forms were drafted, preliminary system design was initiated, and facilities at all three sites were inventoried for equipment requirements. Finally, data utilization requirements (output reports) were determined in cooperation with Englewood and Bellmawr.

When approval to begin development of

SCRS was received by the State Police, the revised work plan included the following tasks.

Source Document Design: The previously drafted reporting forms were to be reviewed and, if necessary, revised by the three agencies involved.

Equipment Inventory: An inventory of the three departments' facilities was needed in order to determine requirements for paper and dispatch card flow. Time clocks for the State Police dispatchers were ordered.

Assign a Program Analyst: The Systems and Communications Division was requested to assign at least one program analyst to do the automated design work for the project.

Develop Output Reports: The first output reports were primarily management oriented. The design and format of the reports will reflect the overall management needs of all departments. Englewood and Bellmawr have already been surveyed in order to determine what additional and specific reports would satisfy their organizational needs.

Design and Provide SCRS Training: Training sessions for all involved police agencies and personnel will be conducted by the New Jersey State Police Uniform Crime Reporting unit. The training sessions followed a training plan and will be provided on a continuing basis.

Develop a Systems User's Guide: A user's guide was prepared to facilitate the ease, accuracy, and flow of input reports and to explain the available and potential applications of output reports.

Develop a Basic System Design: The program analyst was required to design a basic automated SCRS system. The design will include: data sources, data coding, data movement, data organization, and data dissemination.

Develop a Detailed System Design: The program analyst was required to design a detailed automated SCRS system using the basic system components as the foundation. The details will include: flow charts, schedules, cost, and full documentation.

Begin Initial Implementation: The source documents from the test sites were completed and submitted to State Police Headquarters for coding and data entry. A schedule for entry, test runs, program debug, and prototype output reports was prepared to facilitate this process.

As can be seen from the tasks, there was little activity required from either the Englewood or Bellmawr departments.

In addition, original SCRS team members who were identified and assigned specific tasks were transferred, promoted, or given other assignments. Those who departed were replaced by new members to whom SCRS was an unknown. Continuing delays hampered the project until well into the latter stages of the development stage.

Schedules, budget and work plans were developed by those associated with the SCRS program; however, the schedules represented only a departure point for subsequent adjustments caused by constant delays.

Training sessions, originally scheduled for early August, were rescheduled a number of times and finally conducted some two months later.

The completion of the New Jersey User's Guide and Report Writing Manual fell behind schedule, due partly to an unavoidable absence of the officer assigned the documenting task and partly to the lack of State Police resources committed to the overall project.

The SCRS project implementation target date that was originally set for the first of October also had to be rescheduled a number of times and implementation finally began on the first of December, 1978.

In spite of the setbacks and delays, the New Jersey participants remain enthusiastic and committed to SCRS.

The second major element of the SCRS program was that of collecting the crime-related reports, entering the data into an automated process, and producing the operational and management reports the participating agencies required.

In order to achieve automated report

production, a number of mandatory tasks must be completed. For example, a plan for the automated portion of the project must be written; technical problems and solutions defined; project tasks outlined and scheduled; and a broad, basic system designed. A design must be implemented and include such things as the development of a detailed system design with flow diagrams and narrative describing the structure of the programs, design specifications and defining test procedures and specifications. The programming phase must then translate the system requirements into computer instructions and each program or module tested. The total system must then be tested under as nearly a live environment as possible. The automated system, after final testing and refining, can then become operational and begin producing reports. And finally, documentation associated with each phase will be provided to the user.

As far as can be determined, there is no documented evidence of any of the above steps having been accomplished. For nearly six months, the participating departments submitted source documents to the State Police Record Bureau for automated data entry. Despite the lack of documentation, some preliminary test runs have been made using the data and prototype reports have been generated. However, no actual error-free reports have been produced, and no written schedule for generating the reports have been provided to any of the three departments.

The lack of report outputs and documentation can be attributed to:

- assigned systems and programming staff not totally "time committed" to the SCRS project;
- programming staff classified as trainees; and
- little or no control over the automated systems staff by the SCRS project manager.

As a result, all participants (including the State Police) have become apprehensive as to precisely when reports will be received.

Overall Implementation

SCRS team membership was identified during the early SCRS planning period. The State Police project team was originally established as a four-person "working committee" with the project manager having temporary decisionmaking authority. Another member of the team shared management approval authority with the project manager. An advisory committee was later established and included the four original working committee members plus representatives from a number of other State Police operational units. The advisory committee also included the SCRS project managers from the Bellmawr and Englewood departments. Eventually the decisionmaking authority was transferred from the project manager to the Superintendent of State Police. In Bellmawr and Englewood, the final decisionmaking authority started and remained in the hands of each department's Chief of Police.

Early notification of SCRS plans and activities to all internal organizational elements of all three departments was accomplished. This was due to the development of the SCRS team which embarked on a program to meet with all State Police Troop Commands, Sections, and Bureaus. The project managers from the two local departments informed their respective management and operational personnel of SCRS activity status.

A project start-up conference was held. After the formation of the advisory committee, a start-up meeting took place and task assignments were made. In addition, responsibilities were assigned and activity schedules developed.

A budget for the SCRS implementation plan was established at the outset of the program. The budget initially included funds for the hiring of an on-site consultant. However, the State Police (after nearly a six-month delay) requested LEAA to reprogram consultant funds so that in-house resources could be utilized.

SCRS project goals were established. The project goals and objectives were identified in the original grant application. In addition, the New Jersey team desired to incorporate data management processes into each department's recordkeeping functions; effectively distribute crime report data (via automated reports) to the participating departments; and identify, document, and correct weaknesses in the existing system.

Pre-SCRS system deficiencies and constraints have been documented as part of the State Police SCRS Test Site Documentation. However, the two local departments were not included as part of this documentation. As far as can be determined, no systems analysis was conducted or reported on by the local agencies. Although flow charts of each of the three departments' pre-SCRS systems were included as part of the grant application, no narrative documentation accompanied the charts.

A narrative of SCRS has been developed for the New Jersey State Police but not for the two local departments. A brief narrative section concerning SCRS design procedures is presented in the State Police documentation. The two local departments have not been included in the State Police narrative, nor have they developed their own. The lack of local department design procedures is detrimental only because each of the local departments has differing procedures from those of the State Police.

The New Jersey integrated SCRS is patterned after the *SCRS Implementation Criteria*. With minor exceptions, all of the "Data Capture" criteria were adhered to. Within the "System Management" criteria, all criteria except the system audit have been accomplished. One of the automated output reports was designed to audit cases under investigation, but since there has been no production of outputs from the computer center, the audit system is for all practical purposes non-functional. The "Data Utilization" criteria are currently being addressed by the Computer Bureau, and other than the single fulfillment of reporting on the federal level (UCR returns), the departments have not yet been able to satisfy any of the data utilization requirements. The Englewood department, using its pre-SCRS automated system, continues to generate its own in-house reports.

Documentation of the data capture and management modules of the New Jersey SCRS has been completed. However, the automated systems documentation and operating instructions have not been completed. The staff of the Computer Bureau, on completion of the implementation of the output programs, will document the entire system.

There is no documentation available of systems tests conducted, the results, the problems or the resolutions. Although the major contributing factor to the automated system delay is that of system testing, there is no record of tests conducted and the associated results.

System deficiency reporting, system modification, and change procedures have not yet been developed. Written procedures for reporting system deficiencies (either manual or automated); methods for recommending changes or modifications; the analysis, evaluation, approval and disapproval process; and the methods for accomplishing needed changes have not been completed. Although the State Police have standard operating procedures for achieving these functions, the local departments are not included in the procedures.

The identification and arrangement of record storage and retrieval facilities has been accomplished. The facilities in all three departments include adequate index, card, and case files that provide for easy access, and also allow for future expansion.

A records system has been designed and implemented. Documentation, methods, and procedures pertaining to the SCRS manual records system have been developed, published, and distributed as part of the documentation of the New Jersey program.

Police Management System

Throughout the development and implementation phase, reviews to evaluate and improve the SCRS system were being accomplished. Review functions were per-

formed by the individual project managers assisted by the SCRS advisory/working committee. The reviews resulted in a few modifications -- particularly in Englewood where the complaint dispatch card was changed slightly in order to reduce the amount of information the dispatcher would capture. Englewood also plans to eliminate the Operations Report and replace it with a Field Report (a much reduced size report) that will collect Operations Report information. When Englewood officers complete Field Reports, they will call the information in to the department from existing police call boxes. The call will be recorded and subsequently typed by records office clerical staff. The State Police Deputy Superintendent conducted frequent written surveys of Section Supervisors, Troop Commanders, Station Commanders, and others regarding SCRS-required data elements, forms design and format, operating instructions, and format, content and frequency of output reports. Responses to the surveys were evaluated and, when appropriate, included in the overall design.

Written policies regarding SCRS management reports have not yet been developed. Although a considerable amount of SCRS output report planning has been completed, the only documentation available is general report format and content and memos concerning the management staff recipients. There are no current plans to expand written policies until the reports are produced on a scheduled basis.

Data utilization generation has been planned. In addition to the planned output reports, additional application of the data will be considered. A high priority will be an Investigative Case Status Report. This report will show the:

- number of cases pending at the start of a given period,
- number of new cases opened during the same period,
- number of cases for which disposition has been determined,
- number of cases pending at end of period, and the
- age of each pending case (in days).

Each of the cases will be identified by case number and will provide an overview of the status of investigations within each of the three departments.

Policy Guidelines

The SCRS requirement that individuals completing the crime reporting forms be identified is being satisfied. In addition, there are blocks for the State Police reviewing officers' initials at the station level and at the troop level.

Forms stock control is maintained through standard State Police operating procedures. This responsibility is assigned to the Troop Administration Officer and is handled by the Logistics Unit within the test troop. In the local department, SCRS stock control is assigned to the respective project managers.

A distribution list for all crime reporting forms has been completed. The distribution is part of the SCRS report writing manual and is linked to the individual report preparation instructions.

Personnel Productivity

SCRS system outputs in the area of operations management and crime analysis have not yet been completely developed. Although work in this area has been ongoing throughout the implementation phase, there are as yet no outputs.

A comprehensive training program was developed, documented, and conducted according to the overall New Jersey implementation program. Over 400 sworn officers, first-line supervisors, and administrators were provided detailed training in report writing requirements, forms completion, report review, and SCRS records processing. Overall SCRS benefits were also included as part of the training package.

Paper flow procedures as described in the SCRS Implementation Criteria are part

of the three New Jersey departments. The fact that each of the departments had previously used the LEIRS system to control their paper flow simplified the transition to SCRS. LEIRS was well documented and the departments had employed the procedures for several years. The State Police with the largest report volume have well-trained and experienced processing staff and because procedures remained close to LEIRS requirements, the processing needs were easily satisfied.

Written policies pertaining to SCRS crime analysis and special needs reports have not been developed. Until the output reports are produced by the computer center, the SCRS project manager does not plan to write any policies governing crime analysis or special need reports. Once the automated programs using the Complaint Dispatch card are operational, the development of a more comprehensive data use package can be started.

Training plans for new/transferring personnel are limited to on-the-job training. Current State Police operating procedures call for new staff to "ride along" with a trained officer for a two-month period. During this time the trainee is also familiarized with SCRS. In the two local departments, the procedure is similar but the training period is shorter.

The SCRS working document *Information for Decision-Making: A Guide to the Utilization of SCRS Data* was reviewed by the New Jersey SCRS advisory committee. Until expansion of the data output package is realized, only one report using the exact format shown in the guide is planned. It is anticipated that a number of recommended formats displayed in the guide will be adopted when outputs are regularly produced.

An M.O. file has not been established as part of the New Jersey SCRS. However, some elements of the State Police Intelligence Unit have M.O. files which presumably could be supported by SCRS. This is also true of the local departments. When the automated portion of SCRS is operational, an M.O. file will be part of the data use package.

Sworn Officer Availability

Information pertaining to sworn officer activity is captured by all three departments. Sworn officer activity regarding calls for service is captured on the Complaint Dispatch Card. All other activity is accounted for on either the Supplementary Complaint Dispatch Card (for recording additional time spent on follow-up investigations) or the Administrative Service Card (for recording time on activities not reported on any other report).

In addition, a Daily Activities Report is completed by all officers, which records pertinent information relative to the shift, e.g., a chronological listing of all complaints and requests for service received during the shift.

A report writing manual to support the new system has been published and is in use. *The New Jersey Standardized Crime Reporting System Guide* was produced by the State Police and disseminated to all sworn officers at the local level and all squads of test Troop A. In order to maintain uniformity in "offense classification", the manual instructs all officers to leave the offense block blank. Thus, when the report is submitted to the State Police Records Bureau by State Police or local officers, the offense is classified by Records Bureau staff.

The manual is looseleaf bound, has a table of contents, and pages numbered by sections. There are no tabs or color coding but some officers have added their own index tabs. The manual was produced with a cover that could be used as a writing surface.

Crime Event Reporting

All SCRS-required complaint/dispatch data elements are captured on the SCRS Complaint Dispatch Card. The complaint dispatch data elements provide sufficient information to support several types of useful call for service reports, e.g., response times, occupied patrol times, officer availability times. The card also includes spaces for action taken by the

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1 OF 2

officer and the call event disposition. The Englewood department has modified its card by reducing the amount of information to be collected by the dispatcher. The justification is that much of the information captured on the State Police card could be more appropriately collected on the Investigation Report.

All required SCRS data elements are collected on the New Jersey crime reporting forms. All data requirements have been met, although a number of data elements have been included as part of the narrative of the Investigative Report. They are:

- clothing and glasses worn
- knowledge of event
- investigative steps
- trademark/unusual actions of suspect
- M.O. additions and changes

In addition to the SCRS reporting forms, there are also a number of other reports that are used by all New Jersey law enforcement agencies. These reports, provided by the state, are the:

- State of New Jersey Traffic Accident Report
- New Jersey Drinking/Driving Report
- New Jersey Criminal Complaint Warrant
- New Jersey Criminal Complaint Summons
- Uniform Traffic Summons

Geo-coding has been incorporated into the New Jersey SCRS. The newly-designed SCRS crime reporting forms have specific blocks of information on street location, city or municipality, and county of occurrence. In addition, the State Police also capture the Troop area and station identification. Anticipated input of this data to automated processing will eventually produce a "mapping" correlated to crime event types.

Crime report review and approval responsibilities have been well defined and are part of the New Jersey operating procedure. The authority and responsibility for report review is assigned, at the local departments, to the appropriate watch/shift sergeants. If corrections are required, discussions are held with the reporting officer. There are a series of three reviews in the State Police procedures, one each at the station, troop, and headquarters level. The station and troop level review function is carried out on a verbal basis. If omissions or incorrect data are observed at the headquarters level, the report is returned to the reporting officer with a review form noting the report deficiencies.

Audit checks have been incorporated into the manual procedures of the New Jersey SCRS. The audit of reports and cases is handled at the station and troop level. This is accomplished by cross-checking the reports against the dispatch cards and the officer's daily activity report. The audit procedure now in use in the local departments is recognized as minimal, but automated audit procedures will be implemented when State Police automated report output software is operational.

Law Enforcement Records

The New Jersey SCRS reports are identified by a unique report number. A separate case/complaint number is assigned to all reported offenses and calls for service which result in a police action or activity. Further, all documents associated with the original report are assigned the same number. This provides the departments with the ability to manually trace each numbered report through the system. When the SCRS automated system is operational, the system will automatically track numbers as well as use the numbers for a broad spectrum of report management purposes.

Retention and purge procedures are in effect within the New Jersey SCRS. The Department of Education, Division of the State Library, Archives and History, have the responsibility for determining the

records retention schedule for all police agencies in New Jersey. All monthly criminal arrest summaries and breakdowns of criminal arrests are maintained in active files for five years, stored for fifteen years, then destroyed. Arrest reports and crime reports are kept active permanently, as are character investigation reports. All other law enforcement records are retained from six to sixty-five years depending on the type record. A 1978 internal State Police memo requesting a retention schedule update was rejected until the state records management program could be expanded. The estimated completion date is late 1981.

Privacy And Security

Concise regulations governing access and maintenance of State Police records are contained in the New Jersey documentation. The Security and Privacy Policy Section of the implementation document defines: Criminal History Record Information; dissemination exceptions; maintenance of transaction logs; and detailed instructions and guidelines regarding when and who may secure copies of State Police reports. The policy also provides instructions for the release of criminal justice information to the news media.

The Bellmawr and Englewood departments are guided by instructions from the New Jersey Attorney General and assisted in the rules of dissemination by the State Police.

Physical security safeguards are part of the daily operations of all three departments and include such practices as locked doors and record cabinets and non-access of the public to department files.

Improved Communications

External local criminal justice agencies have been informed of SCRS and have received limited SCRS training. During the implementation phase of SCRS, the State Police placed little emphasis on informing outside agencies of the SCRS program. It was decided to wait until SCRS became operational in all three departments before publicizing the project, although a limited number of other police department representatives were invited to attend the training sessions.

When SCRS became fully operational the three departments discussed the newly-designed forms with the prosecutors in their respective jurisdictions. In addition, the State Police UCR Reporting Unit, that was also the SCRS training unit, discussed SCRS with many local departments throughout the State. SCRS is currently being observed by a number of county prosecutors who would like to see the project implemented on a countywide scale.

Conclusions

The assessment of SCRS within the New Jersey environment illustrates that an integrated departmental system can be designed and implemented. A survey of the State Police Troop under test showed that SCRS has been fully accepted by both supervisory and patrol officers. Crime reports are completed in less time; the complaint dispatch card allows data to be captured on officer activity; more accurate data are collected on the reporting forms by using a highly structured format; communication has been increased between line personnel, investigative staff, and management; and revised procedures and newly-designed forms have eliminated much of the redundancy of the old reporting practices.

The New Jersey SCRS implementation and test program was controlled by the New Jersey State Police. Therefore, whatever problems were associated with the implementation resulted from State Police activities rather than those of the two local departments.

Almost from the beginning of the project, administrative and operational problems materialized. Delays were persistently encountered in the State Police and in other state government agencies. The two local test departments selected project managers who were near the top of

the management chain of command, and had immediate access to the Chief of Police. This was not the case in the State Police. The project manager, required to conform to the rigid organizational structure of the State Police, never had the managerial authority to accomplish his tasks.

Further delays were encountered when New Jersey went through the consultant bidding and selection process, only to eventually decide to do the systems work using in-house resources. To compound the delays, revised work plans and schedules had to be readjusted periodically. In the interim, the only alternative available to the two local departments was to wait for further State Police progress.

Finally, the inexperienced systems staff assigned to write the software programs and produce output reports were unable to accomplish their tasks. Except for a rudimentary design, no system documentation has been completed.

There is, however, a great deal of optimism among the three departments that when the automated portion of SCRS is operational and feedback to the two local departments begins, the true potential of SCRS will emerge and the system will provide a marked improvement in operational and management effectiveness.

SUMMARY OF FINDINGS

SCRS has been successful in developing a crime reporting system suitable for law enforcement agencies of all sizes, in both rural and urban environments. The test by the participating departments has demonstrated that through SCRS, crime reporting objectives can be obtained.

In addition, SCRS improved interagency exchange of information, both in the form of investigative cases and statistical reports. The assessment findings leaves little doubt that the SCRS exchange of standardized information can be considered significantly improved over the pre-SCRS exchange.

Each of the implementing departments instituted a number of changes that proved effective. However, any changes will prove unproductive unless all users of SCRS have a practical understanding of the capabilities and characteristics of the system. Equally important is the requirement for strong departmental support throughout the administrative ranks.

The importance of training and well-prepared training plans, to include documentation, was stressed from the beginning. Preparation for and conduct of training was for the most part excellent. Although some shortcomings were discovered in the selection of trainers and in the lack of stress on a specific training subject when the DPD implemented SCRS, a well documented training program enabled the department to take corrective action. The effectiveness of training by the NJSP has been amply demonstrated. Both the DPD and NJSP had training documentation in their possession prior to developing their programs. Even though the training conducted at the NLVPD was excellent, they lacked early training documentation.

The requirement to perform a cost analysis was recognized by the departments, but the method of accomplishing it was not perfected. More detailed information on what to include in the analysis would have enhanced the probability of early successful completion.

The test sites were unanimous in stating that the cost of performing an independent audit was prohibitive. The *SCRS Implementation Criteria* only required the conduct of a periodic audit, but the recommendation associated with this audit criterion alluded to a much larger and costly requirement. When the departments were shown how they could accomplish the required audits internally and still meet all the criteria, they quickly agreed to develop the necessary procedures.

Two of the three departments that implemented SCRS could not comply with the privacy and security requirements of the program due to the lack of specific direction from their respective states.

When making major operational changes such as may be required for SCRS, departments have a tendency to incorporate other non-SCRS related changes into the program. The NLVPD automated their records procedures; the DPD made changes to the basic functions of the patrol officers; and the NJSP are moving from typewritten to handwritten crime reporting. The risks of making multiple major changes to a system, operation, or organization are obvious. Confusion and possible failure can easily result. Departments should recognize the consequences and plan early and thoroughly to coordinate the efforts.

The NLVPD incorporated changes smoothly and with a minimum of turbulence. The DPD, on the other hand, came close to early failure because of multiple changes. The primary reasons for the variance in results are twofold.

First, as would be expected from examining the two departments, the NLVPD is a sophisticated department operating in a complex environment. As such, major change did not become a traumatic experience. In comparison, the DPD environment is relatively uncomplicated and, therefore, had a far greater impact. It should be stressed that efficiency, personnel performance, and operational procedures were not the real issue. The issue

was the environment within which the changes took place.

Second, the NLVPD's automation of the records section took place among personnel "inside the station house," while the DPD's functional changes took place among personnel "on the street." Even though SCRS impacted virtually all members of both departments, it has the greatest impact on the DPD street officers who were introduced to new crime reporting forms containing new data elements and requiring new procedures. At the same time, the officers' role was expanded beyond that of a report writer; fuller investigative responsibilities were added to their assignment. As a result, the DPD street officer was confronted with dual changes at the same time. Conversely, while the NLVPD street officer will certainly accrue benefits from the automated records system, the actual implementation was in the area of reporting forms and information collection.

Another major obstacle confronting SCRS implementors is delay inherent in government functioning. Some organizations and governmental agencies are more complex, interrelated and bureaucratic than others. The degree of complexity will influence any implementation schedule. It was a consideration that adversely impacted the SCRS program within the State of New Jersey, but was not totally understood until well into the developmental schedule. SCRS implementors must examine the governmental complexity of their jurisdictions, and factor these complexities into their overall implementation schedule.

Despite some shortcomings, a number of important objectives were reached in each of the test sites. These are presented below, including a summary of the success that each department had in meeting the objective.

Minimize Report Preparation Time By The Reporting Officer

Report preparation time was reduced in the NJPD and the NLVPD. Initially it remained the same in the DPD, but is beginning to decrease as modifications are made to report writing procedures and familiarity with the system increases.

Insure That All Required Crime Data Is Collected

All required SCRS data elements are captured on either the complaint/dispatch card or on the crime reporting forms. In some instances, the data elements are recorded in the narrative portion of the form but detailed report writing manuals and instructions ensure that data requirements are met. Further the data is more concise, more accurate, and more complete.

Allow Increased Crime Analyses By Making Available Appropriate And Standardized Data

The crime analysis capability in both the NLVPD and DPD has been increased significantly. It is expected that when the NJPD automated system is complete, the three departments in New Jersey will have much improved crime analysis potential.

Provide For Easy Editing And Review, To Improve The Quality Of Crime Reporting

Quality of crime reporting has improved in all implementing sites. Crime report review and approval responsibilities have been defined and included as part of the operational procedures documentation. As a result, department administrators, by periodically examining the review process, can observe deficiencies in the reporting system and take appropriate corrective action.

Improve Communication Between Uniformed Officers And Detectives And Between Police And Prosecutors

Each of the departments demonstrated an improved ability to have open and productive communications, particularly between uniformed officers and detectives or investigators involved in followup cases. Prosecutors in each of the test site juris-

dictions are also benefiting from the uniformity of information submitted by law enforcement agencies for prosecution consideration.

Assure That The Prosecution Function Will Be Better Supported By The Receipt Of Adequate, Standardized Information From Law Enforcement Agencies

Prosecutors at each of the test sites have offered favorable comments on the standardized form. This is particularly true in New Jersey where the county prosecutor requires police investigators, in over 70 departments, to complete a summary sheet. The summary contains nearly all of the information found on the initial crime report but in a standardized format. The adoption of the SCRS reporting forms will completely eliminate the written summary requirement.

Provide States With A Model Reporting System For Standardized Use

SCRS has proved to be a model reporting system capable of being adopted for standard use in police departments having unique reporting systems as well as those conforming to a statewide system. The potential exists for each of the test sites to serve as a model system for, and be easily transferrable to, other similar size police departments concerned with improving the efficiency of the crime reporting systems.

Provide A Means By Which Useful And Standardized Data Can Be Commonly Collected On Crime And The Activities Of Law Enforcement Agencies

SCRS has amply demonstrated its ability to provide the methodology for capturing and using standardized crime data for a wide variety of law enforcement agencies. Each of the test departments, using newly-designed reporting forms, is collecting more than sufficient information to support a wide variety of output report requirements. The output reports are based on both management and operational needs.

Create A Basic Source Document For Preparation Of The Uniform Crime Report

The largest degree of reporting commonality among the five test departments is in the application of SCRS and its related crime reporting forms to UCR. All systems will capture UCR data on a daily basis as it is reported. The NLVPD system produces an automated UCR. The DPD produces a manual UCR, but now, in a substantially shorter time. The NJSP produces an automated UCR for all participating local agencies. In addition to the efficiencies of the new procedures, all sites can expect more consistent and accurate UCR information.

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The conceptual design of a standardized crime reporting system has been translated into a number of practical operating systems. The result is a SCRS program successfully integrated into law enforcement organizations, some of which are more complex, more interrelated or more bureaucratic than others. As might be expected, the degree of complexity influenced implementation schedules and impacted organizational stability. As implementation continues, more knowledge will be gained and police management will know better how the department spends its time and how that time can be more profitably devoted to the police mission.

In addition, those interested in research and the exploration of methods for improving the overall quality of police services will have the tools needed for those tasks.

The benefits of the SCRS tests extend far beyond the boundaries of testing agencies to all builders and remodelers of crime reporting systems. The primary tools developed in SCRS testing have been the working documents that were designed to aid the SCRS project managers in their various tasks. These working documents, refined and revised through the SCRS test experience, have evolved into the SCRS Documentation Series--volumes that are now available to the law enforcement community.

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