

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

by the

Webster Groves, Missouri, Police Department

NCJRS

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RECEIVED

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Prepared by:

Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

35838

I. PRELIMINARY INFORMATION

A. **Consultant Assigned:**

George F. Gorgol
Consultant
Public Administration Service

B. **Date Assignment Received:**

December 14, 1972

C. **Date of Contact with LEAA Regional Coordinator:**

December 18, 1972
(J. R. Grimes, Region VI, Kansas City, Missouri)

D. **Dates of On-Site Consultation:**

January 8--12, 1973

E. **Individuals Interviewed:**

G. L. Majoros, City Manager
City of Webster Groves, Missouri

Webster Groves Police Department

F. Zinn
Chief of Police

R. Hereweck, Civilian
Dispatcher

H. Kuhlmann, Lieutenant Colonel
Assistant Chief of Police

E. Schwartz, Civilian
Records Clerk

C. Wallace, Major
Chief of Operations

B. Thornton, Civilian
Records Clerk

J. Scavatta, Captain
Chief of Detectives

J. Breihan, Civilian
Records Clerk

A. Owens, Lieutenant
Director of Support Services

II. STATEMENT OF THE PROBLEM

A. **Problem as per Request for Technical Assistance:**

A previous survey has identified major weaknesses in the areas of records and manpower deployment. The technical assistance visit was requested to address problems in the areas of records, manpower deployment, and computer utilization.

B. **Problem Actually Observed:**

As stated above, except in the area of computer utilization. While an information system is needed in the Webster Groves Police Department, the use of electronic computers for support of police activity cannot be justified by the size and scope of the operation. Instead, this problem phase addressed the need for an information system based on manual procedures and on the use of noncomputer processing equipment available to the City of Webster Groves.

III. FACTS BEARING ON THE PROBLEM

Webster Groves, Missouri, is a city of approximately 40,000 population, located southwest of St. Louis in St. Louis County, and is in the Greater St. Louis Metropolitan Area. The City covers an area of approximately five square miles, primarily devoted to residential, commercial, and light manufacturing activity.

The Webster Groves Police Department is located in the City Hall and is authorized a staff of 46 sworn and 5 civilian personnel. The Department is engaged in normal police activities of crime prevention and investigation, traffic enforcement and control, and related support activity. Cooperative assistance is rendered to and received from other suburban police agencies, St. Louis County, and the City of St. Louis.

For purposes of patrol and reporting, Webster Groves is divided into five police districts. Each district is further divided into four sectors as a means for identifying a smaller geographic area of police activity. Police operations are conducted from the central location. Motor patrol units may be assigned to each district, or may cover multiple districts, dependent on shift. Traffic enforcement and accident investigation are accomplished by patrol units. A deployment, or reserve, patrol unit is used to supplement routine patrol units in areas of high crime experience or service demand.

The Webster Groves Police Department expects to expand its operation into a new building facility in the Fall of 1973. The facility is under construction adjacent to the City Hall, and will permit centralization of investigations and traffic analysis functions which are now located in nearby building facilities. The new building will also permit expansion of records and communications areas which are now operating in cramped quarters.

The police communications center is responsible for dispatch and control of fire department and field patrol units; the recording of telephone and personal requests for service and action taken; inquiry and response from a computer terminal connected to a regional information center; and for answering and referring all administrative calls for the Police Department. Dispatch work load varies, but daily periods of saturation are experienced when the assigned officer has difficulty in accomplishing the varied functions and coping with the volume of transactions on a timely basis.

Assignment of manpower, particularly field patrol units, is accomplished by command personnel from their review of calls for service and crime occurrence. Allocation is based on judgment evaluation rather than on the orderly compilation of factual data. To date, field assignment and distribution have been reasonably successful because of the experience and persistence of commanders, limited department size, and the flexibility available in a reserve or deployment unit. This method of allocating resources is becoming less feasible because of a substantial increase in police activity.

During 1972, approximately 27,000 complaints were serviced; 6,500 traffic moving citations issued; and 650 traffic accidents investigated. This was a field work load increase of approximately 42 percent over the previous year. The expansion in scope of police activity indicates a need for a systematic method of manpower allocation and assignment.

The current Complaint Record form provides for time recording of time of complaint and time responding unit returned to service. No record is made of the time a unit was dispatched nor time arrived on scene. Therefore, comparative data is not available concerning time periods field units spend in servicing complaint calls and in preventive patrol. Further, records are not maintained for time periods in which field units are out of service for administrative or maintenance reasons.

Official records maintained by the Webster Groves Police Department are on formats largely prescribed by St. Louis County and by the State of Missouri. With exception of the complaint form, records information is adequate, competently completed and reviewed, and maintained in department files. A central Records Section is organized to maintain all police records except criminal histories and identification files, which are assigned to the Detective Division. Three civilian records clerks are assigned to the Records Section, supervised by the officer in charge of Support Services.

Complaint records are filed in numeric sequence. Case reports (investigations) are filed in numeric sequence, by type of offense. An alphabetic case report index card file is maintained for victims and offenders, also by type of offense. Arrest reports are in alphabetic sequence, by name of arrestee. Traffic accident reports are in numeric sequence, separated by accident location. Separate index card alphabetic reference files are kept for persons involved in sick calls and dog bite cases.

Record files are maintained for an extensive time period. No orderly program is in effect for the retirement of records when their immediate usefulness has passed. The result is overcrowding of files and storage of records in containers atop file cabinets and in available space in the Records Section. The crowded conditions which result add to the difficulties in efficiently controlling, storing, and retrieving records information.

The City of Webster Groves maintains and operates a microfilm system for reducing data to frames of film and storing on individual aperture cards. The photo equipment is capable of reducing large sheets of data (approximately 36 inch by 36 inch) to the size of a 35 millimeter slide. A printer—reader is also available for magnified viewing of microfilm and printing of hard-copy reproductions. The equipment is now used for property descriptions and engineering drawings. Sufficient capacity is available to allow use for microfilming of police records.

The City also operates a punch card unit record data processing system consisting of keypunch, sorter, collator, reproducing punch, interpreter, and calculator-printer. The equipment is used primarily for fiscal data applications, but has sufficient time available for applications in support of the Police Department.

Access to department records is available to department personnel, particularly during after-normal hours. There is no current control or restriction placed on entry into records files. While this has not resulted in serious problems, occasions have been experienced when official records have been missing from files.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

The problem of efficiently deploying manpower should consider a number of primary factors:

1. Personnel and equipment available.
2. Incidence of crime and calls for service in various areas and the need for police response.
3. Maintenance of a reasonable level of preventive patrol toward suppression of crime.
4. A desirable level of traffic enforcement as a means for improving traffic safety.
5. Distribution of police effort to cover periods of maximum need with maximum force.

Through constant supervision and review of daily activity, command personnel have adequately accomplished manpower deployment. A significant reduction in reported crime has been achieved in 1972 compared with the previous year. Deployment, however, has been in reaction to periodic occurrences rather than planned distribution based on trends and analysis of need. Data is not available to commanders at present to allow analysis and predictions of need. They should have available precise data on the occurrence of crime and demand for police service by time of day, day of week, and by location. Further, analytical data on comparative times of preventive patrol versus occupation with investigations and service calls would enhance effectiveness of deployment.

By expansion of information recorded on the Complaint Form by the communications dispatcher to add "Time Unit was Dispatched" and "Time Arrived on Scene," it is possible to accurately compile comparative data on unit time on patrol compared with nonpatrol time required for investigation and service calls. Addition of district and sector location data to the complaint would permit compilation of time expended for various types of police activity, by shift, time of day, day of week, and geographic location.

Analysis of work load requires data on an additional factor that detracts from patrol and service time. That is field units "Out of Service" for various administrative and maintenance reasons, such as car and radio breakdowns, refueling, recall to station, lunches and breaks, and other nonservice requirements. Recording of such "Out-of-Service" conditions adds the final dimension to analysis of field deployment. Creation and use of an "Out-of-Service" record by the dispatcher would provide the data, which, in conjunction with information contained on the expanded Complaint Record, would allow the Webster Groves Police Department to systematically review and modify manpower deployment.

Collection, consolidation, and presentation of data from Complaint Records and Out-of-Service reports into meaningful and useful summaries would be a sizable manual process. An average of approximately 100 such source records per day is anticipated. Data from the source records could be keypunched into data cards and machine-processed into a variety of printed reports, using the city unit record system. An approximate two hours per day of keypunch effort would be required and appears justified by the analytical and management data which can be compiled and presented.

Preparation of machine-processed reports might be accomplished weekly or monthly, dependent on frequency of need as determined by the Police Department. It is anticipated that various reports will have different preparation cycles. For purposes of command information and roll call briefing, it would be helpful to maintain a summary of daily shift activity. Such a shift summary would include information on shift staffing, resume of complaints and services, and a record of police actions such as traffic and parking citations, accidents, case reports, and other service activity. Such a shift summary would also serve as a basis for periodic crime and activity reporting to city, county, state, and federal authorities.

The records operation of the Webster Groves Police Department is encountering several problems:

1. Need for a retirement program to reduce current record volumes and storage and retrieval difficulty.
2. Inability to retrieve records without knowledge of offense, in the case of investigation records, or name and location for traffic accidents.
3. Maintenance of separate index card files for reference to different report files, requiring look-up in a number of name files to retrieve record data.

4. Decentralization of records into two separate sections of the Department without a common reference file.

It appears that substantial improvement could be realized from initiating an immediate program for retirement of outdated records. Use of the city microfilm equipment to copy such records would reduce storage volume by an estimated 80 percent, while permitting later retrieval and copying. The equipment would allow filming approximately 8 full-sheet reports or 24 Complaint Records onto a single frame and storage in an aperture card. The following criteria should be considered:

1. The filming process should begin with the oldest records and proceed through the last series eligible for retirement.
2. Records must be in number sequence to enable retrieval.
3. Each record type should be completed before commencing the next to avoid confusing files.
4. Every page of the record must be in sequence and identified.
5. Aperture cards must be identified by record number or numbers and type.
6. Microfilmed records must be retained in police files as part of official department records.

The efficiency and accessibility of police records would be greatly improved by restructuring the files into record number sequence and providing an alphabetic, General Index name file reference. Each record type (Case Report, Arrest, Accident Report, and Complaint) would be filed separately, but in number sequence. The original complaint number would be assigned to any further report resulting from that complaint. A General Index name file would include names of offenders, victims, complainants, and witnesses in each complaint and subsequent report; would include aliases and "monickers" cross-reference; and would contain the number and type of each report in which the person was involved. Offenders would have DOB and SSN data, where available, for further local and NCIC identification. Inquiry into files could then be accomplished by name look-up in the General Index, by report number, or by date of occurrence, since the number sequence is also chronological.

The Webster Groves Police Department has begun the preparation of General Index file cards. Completion of the index file should precede file reorganization to avoid confusion in retrieving records during the changeover period. A reasonable sequence appears to be:

1. Completion of General Index file, including records to be microfilmed and retired.
2. Microfilming of outdated records.
3. Reorganization of files in number sequence and use of the General Index for reference.

Consistent with reorganization of police records, increased security should be instituted to assure integrity of official files. A procedure whereby only Records Section personnel would be permitted to enter files to retrieve documents would be practical during normal duty hours. After normal hours and on weekends, specific duty personnel should be designated as responsible for records retrieval and return. At the discretion of the Chief of Police, this might be the watch commander or dispatcher. Original copy police records should remain in Records Section files. If copies are necessary for reference, the records should be reproduced rather than allow removal from the section. This would not preclude reference and note-taking in the Records Section, so long as the records are not removed.

Continued decentralization of Criminal History and Identification record files is necessary because of the present lack of space in the Records Section. With occupancy of the new building facility, consideration should be given to centralizing all files in the Records Section.

With the expansion of data recorded on the Complaint Record, and addition of the Out-of-Service report and the Shift Summary, the communications dispatcher will be required to perform additional work. Coupled with the quasi-police function of answering administrative phone calls and dispatching and monitoring fire calls, the work load may exceed the capacity of the assigned dispatcher during periods of heavy activity. The primary reason for concern is any resultant delay in answering urgent calls for police service. It seems necessary that command personnel closely monitor the dispatch work load to determine any conflict in responding to police calls. If such conflict does exist, it will be necessary to relieve the overload or assign additional dispatchers. As a first course of action toward work load relief, the quasi-police functions related to administrative calls and fire calls should be reassigned.

V. RECOMMENDED COURSES OF ACTION

It is recommended that the Webster Groves, Missouri, Police Department consider and implement the following:

1. Expansion of the Complaint Record to include "Time Dispatched" and "Time on Scene" data, and district and sector location. A suggested format is shown in Attachment 1.
2. Use a separate data form for recording of "Out-of-Service" conditions of field units and provide procedures for the proper reporting and recording of such data. A suggested format is included in Attachment 2.
3. In conjunction with city technical personnel, develop a system for converting complaint and out-of-service data to punch card form for machine processing and production of periodic summary and analysis reports. Suggested card data is indicated in Attachment 3. A suggested output report format is included in Attachment 4. It should be noted, however, that a large number of output reports and analysis is possible from data contained in the card formats. The Department should determine the need for, and frequency of, output reports of varying types and details consistent with usefulness and processing economy.
4. Establish internal procedures and responsibility for use of output data reports in analyzing crime occurrence and service demand and allocating available manpower resources to effectively cope with the requirements.
5. Preparation of a Shift Report for use in daily analysis and roll call briefing. A suggested format is included in Attachment 5.
6. Arrange for the orderly retirement of outdated records to microfilm forms, using the City's microfilm equipment. Microfilmed records should be retained in the Records Section and available for reference and copying when required.
7. Establish a General Index alphabetic reference file to department records, including names and other pertinent data on offenders, victims, complainants, and witnesses having contact with the police, except parking violators. The General Index file would provide reference to record number and would replace the various separate index files now in use. A suggested General Index format is indicated in Attachment 6.

8. Reorganize the records files in numeric report number sequence, by type of report. Use the General Index file as the primary report reference tool.
9. Establish procedures to restrict access to official record files, except by designated representatives. Require that original records remain in the Records Section and that copies be used for required outside use.
10. Centralize all department records, including criminal history and identification files when adequate facilities and operational feasibility permit.
11. Review the communications dispatch work load to determine potential delays in responding to calls for police service. Compensate for such delays by relieving the dispatcher of nonpolice functions or by assignment of additional personnel.

A T T A C H M E N T S

Attachment 1
COMPLAINT RECORD

Time Received	Complaint Number	Description					Code	Back in Service
	Address					Unit Assigned	Back-Up Unit	
	Complainant Name			Address (if different)		Phone		
	<u>How Received</u> <input type="checkbox"/> Phone <input type="checkbox"/> In Person <input type="checkbox"/> On View <input type="checkbox"/> To Officer		<u>Location</u> District _____ Sector _____ Out of Town _____		<u>Action Taken</u> <input type="checkbox"/> Unfounded <input type="checkbox"/> Cleared By Unit <input type="checkbox"/> Case Report Type _____ <input type="checkbox"/> Traffic Report _____ <input type="checkbox"/> Field Interview			
Time Dispatched	<input type="checkbox"/> Juvenile <input type="checkbox"/> M <input type="checkbox"/> F		<u>Description</u> Race Age Height Weight Hair Eyes Comp.					Arrived on Scene
	<u>Vehicle</u> _____ Make Model Style License Number and State					<input type="checkbox"/> Stolen <input type="checkbox"/> Clean		
	Remarks:							
	Dispatcher:		Reviewed:		Records:		Data Center:	
Initials		Initials Date		Initials Date		Initials Date		

- Notes: 1. Prepared on all police service actions.
 2. Used as final report where follow-up unnecessary.
 3. May be card stock, punch card size.

Attachment 2
 OUT-OF-SERVICE RECORD

OUT-OF-SERVICE RECORD					Time In
Unit	Shift	Officer(s)	District	Sector	
Location Out of Service			Phone		Time Out
Reason: <input type="checkbox"/> VEHICLE SERVICE <input type="checkbox"/> STATION <input type="checkbox"/> VEHICLE REPAIR <input type="checkbox"/> OTHER (Describe) _____ <input type="checkbox"/> RADIO <input type="checkbox"/> LUNCH OR BREAK <input type="checkbox"/> OUT OF CITY					
Dispatcher: _____	Reviewed: _____	Records: _____	Data Center: _____		
Initials	Initials Date	Initials Date	Initials	Date	

- Notes: 1. Prepare for all out-of-service conditions of assigned field units.
 2. May use card stock, same size as Complaint Record.

Attachment 3
PUNCH CARD LAYOUT
COMPLAINT RECORD

<u>Column</u>	<u>Description</u>
1- 2	Card Code
3- 8	Complaint Date
9-15	Complaint Number
16	Shift
17	District
18	Sector
19-21	Unit Assigned
22-24	Backup Unit
25-44	Complaint Location
45-48	Time of Complaint
49-52	Time Dispatched
53-56	Time on Scene
57-60	Time Returned to Service
61-62	Action Taken Code
63-64	Complaint Premises Code
65-68	Reporting Officer
69-70	Number Arrests
71	Juvenile or Adult
72-80	Blank

- Notes:
1. Code table needed for card type, action taken, premises.
 2. All dates by month-date-year.
 3. Use 24-hour clock times.

Attachment 3A
PUNCH CARD LAYOUT
OUT OF SERVICE RECORD

<u>Column</u>	<u>Description</u>
1-- 2	Card Code
3-- 8	Date Out of Service
9--11	Unit Out
12--15	Time Out
16--19	Time Returned
20	Shift
21	District
22- 23	Reason Code
24-- 27	Reporting Officer
28-- 80	Blank

Notes: 1. Codes needed for card type and reason for out of service.
2. Use 24-hour clock times.

Attachment 4
TIME DISTRIBUTION REPORT

	0	1	2	3	4	5	6	7	8	9	10	11	12	13		
	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890		
○	TIME DISTRIBUTION REPORT													○		
	Week Ending 072273															
○	<u>District</u>	<u>Shift</u>	<u>Patrol</u>	<u>Service</u>	<u>Out</u>										<u>No. Complaints</u>	○
○	1	1	26:30	21:10	08:20										031	○
○		2	29:40	14:30	11:50										035	○
○		3	23:15	20:40	13:05										029	○
○	2	1	30:20	20:10	05:30										042	○
○		2	31:45	16:15	08:00										037	○
○		3	22:10	15:50	18:00										021	○
○	3	1	XXXXX	XXXXX	XXXXX										XXX	○
○		2	XXXXX	XXXXX	XXXXX										XXX	○
○		3	XXXXX	XXXXX	XXXXX										XXX	○
○	4	1	XXXXX	XXXXX	XXXXX										XXX	○
○		2	XXXXX	XXXXX	XXXXX										XXX	○
○		3	XXXXX	XXXXX	XXXXX										XXX	○
○	5	1	XXXXX	XXXXX	XXXXX										XXX	○
○		2	XXXXX	XXXXX	XXXXX										XXX	○
○		3	XXXXX	XXXXX	XXXXX										XXX	○
○	Total		XXXXXX	XXXXXX	XXXXXX										XXXX	○
	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890		
	0	1	2	3	4	5	6	7	8	9	10	11	12			

Computer printout--to scale. Note: Sample of possible report format.

Form design--for illustrative purposes only.

Attachment 4A

WORK LOAD DISTRIBUTION REPORT

	0	1	2	3	4	5	6	7	8	9	10	11	12	13
	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890
	<p style="text-align: center;">WORK LOAD DISTRIBUTION REPORT Week Ending 072273</p>													
	<u>Unit</u>	<u>Shift</u>	<u>Complaints</u>	<u>Case Reports</u>	<u>Accidents</u>	<u>Citations</u>								
	B 032	1	037	01	00	023								
	C 071		042	05	02	007								
	C 082		017	02	00	079								
	C 012		076	12	04	081								
	C 017		021	00	01	002								
	XXXX	2	XXX	XX	XX	XXX								
	XXXX		XXX	XX	XX	XXX								
	XXXX		XXX	XX	XX	XXX								
	XXXX		XXX	XX	XX	XXX								
	XXXX		XXX	XX	XX	XXX								
	XXXX	3	XXX	XX	XX	XXX								
	XXXX		XXX	XX	XX	XXX								
	XXXX		XXX	XX	XX	XXX								
	XXXX		XXX	XX	XX	XXX								
	Total		XXXX	XXX	XXX	XXXX								
	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890	1234567890
	0	1	2	3	4	5	6	7	8	9	10	11	12	

Computer printout--to scale. Note: Sample of possible report format.

Form design--for illustrative purposes only.

SHIFT COMMANDER REPORT
(Reverse Side)

SECTION III – Actions Taken

Type Action	Total	Juvenile	Adult	Out of City
Complaints				
Case Reports				
Accident Reports				
Moving Citations				
Standing Citations				
Parking Citations				
Missing Persons Reported				
Wanted Persons Reported				
Sick Calls				
Dog Bites				
Miles of Patrol				
Door Checks				
Fire Calls				
Vehicles Impounded				
Telephone Calls Received				
Radio Transmissions				
Property Stolen (Dollars)				
Property Recovered (Dollars)				
Arrests				
Information for Commanders and Roll Call:				

Attachment 6
GENERAL INDEX FORMAT

JONES, ROBERT D.	DOB	110939	C	72-10020
AKA	SSN	000-00-0000	I	72-10020
Johnson, Rudy N.M.I.	M/W		A	72-10020
Burglary and Assault			H	70-32100
Traffic Offender			V	71-23113

Codes: C -Complaint, I--Case Report, A -Arrest, H--Criminal History, V--Traffic Accident

- Notes:
1. Blank card stock as now used.
 2. Cards under both names filed.
 3. Include offenders, victims, complainants, and witnesses.
 4. DOB and SSN data needed for NCIC and state checks.
 5. Description of offense at discretion of Department.

END