

R-76-120

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Virgin Islands; Central Records, Planning and
Research, Crime Analysis, Correctional Records,
and Fire Department Records Analyses

REPORT NUMBER: 75-95

FOR: Virgin Islands, Department of Public Safety

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Fred A. Newton, III

CONTRACT NUMBER: J-LEAA-003-76

DATE: March 1976

34012

DEPARTMENT OF JUSTICE

INTERNAL ROUTING/ACTION SLIP

TO	BLDG.	ROOM	NAME/TITLE/ORGANIZATION
			NCJRS
			ACQUISITION LIBRARY
			POLICE T. A. REPORT

<input type="checkbox"/> RECOMMENDATION/COMMENT	<input type="checkbox"/> LOG	<input type="checkbox"/> NECESSARY ACTION
<input type="checkbox"/> SEE REMARKS ON REVERSE	<input type="checkbox"/> FILE	<input type="checkbox"/> COORDINATE
<input type="checkbox"/> MAKE COPIES (NO.)	<input type="checkbox"/> SEE ME	<input type="checkbox"/> PER INQUIRY
<input type="checkbox"/> RETURN (BY)	<input type="checkbox"/> CALL ME	<input type="checkbox"/> INFORMATION

FROM	BLDG.	ROOM
<i>Bo Hecl</i>		
PHONE	DATE	
6 3730	4.12.76	

1001 FORM DOJ-359
8-1-74

31015

TABLE OF CONTENTS

	Page
Foreword	iv
1. Introduction	1-1
2. Understanding of the Problem	2-1
3. Analysis of the Problem	3-1
3.1 Central Records Unit	3-1
3.2 Planning and Research	3-2
3.3 Crime Analysis	3-3
3.4 Corrections Records	3-4
3.5 Fire Department	3-4
4. Recommendations	4-1
4.1 Central Records Unit	4-1
4.2 Planning and Research	4-10
4.3 Crime Analysis	4-11
4.4 Corrections Records	4-13
4.5 Fire Department	4-17

APPENDICES

A. Clearance, Reclassification, or Unfounded Report	A-1
B. Report Writing Manual -- Comments and Recommendations	B-1
C. Stolen Property File Recommendations	C-1

LIST OF ILLUSTRATIONS

4-1 Report Flow -- Original Police Report (With Case Report Number)	4-2
4-2 Report Flow -- Supplemental Report	4-3
4-3 Report Flow -- Arrest Report	4-4
4-4 Report Flow -- Incident/Activity Report (Not a Report of Crime)	4-5
4-5 Fingerprint Card	4-14
B-1 Recommended Clearance Sheet Report Flow -- St. Thomas	B-5
C-1 Stolen Property File Card	C-4

LIST OF TABLES

	<u>Page</u>
C-1 Stolen Article Headings	C-3

FOREWORD

This request for Technical Assistance was made by the Virgin Islands Department of Public Safety. The requested assistance was concerned with assisting in the implementation of an LEAA grant for a Planning and Research Section/Crime Analysis Unit, and assisting in the formation of a complete centralized recordkeeping system.

Requesting Agency: Virgin Islands Department of Public Safety,
Dr. Winston A. Gibson, Commissioner

State Planning Agency: Government of the Virgin Islands of the
United States, Office of the Governor,
Law Enforcement Planning Commission,
Mr. William Cunningham, Acting Director;
Ms. Yvonne Turnbull, Police Specialist

Approving Agency: LEAA Region II (New York)
Mr. Rene Cassagne, Police Specialist

1. INTRODUCTION

The request for technical assistance originated on October 22, 1975, to assist the Department of Public Safety in the implementation of its LEAA grant for a Planning and Research Section/Crime Analysis Unit.

In late November, a new Commissioner of Public Safety assumed office. On December 8, 1975, the Commissioner requested that the technical assistance be expanded to assist in the formation of a complete centralized recordkeeping system for the Department of Public Safety. This change in the technical assistance request resulted because of needs identified by the new Commissioner, and his contemplated organizational change to combine the Records and the Planning and Research functions and have them report directly to the Office of the Commissioner of Public Safety.

To perform the requested technical assistance, the Consultant's activity was divided into the following areas:

- Examine the current recordkeeping procedures for the central records unit.
- Examine the record flow and procedures for each element of the Department of Public Safety with a view toward needs and operational effectiveness.
- Examine record storage, currently in independent activity areas, that would be moved to an operational central records unit.
- Assess the state-of-the-art of crime analysis and its effect on police operations.
- Assess the operational procedures of the Planning and Research Unit.

This report contains the Consultant's findings, conclusions, and recommendations and suggestions for their implementation. Site visits and interviews were conducted at the Headquarters of the Department of Public Safety, "The Fort" police station at St. Thomas, the police station at St. Croix, the Adult Correction Facility on St. Croix, and the Central Fire Station on St. Thomas.

During the onsite visit, the following officials were interviewed:

- Mr. William Cunningham, Acting Director, Law Enforcement Planning Commission, Office of the Governor, Government of the Virgin Islands of the United States.

- Ms. Yvonne Turnbull, Police Specialist, Law Enforcement Planning Commission, Office of the Governor, Government of the Virgin Islands of the United States.
- Dr. Winston A. Gibson, Commissioner of Public Safety.
- Mr. John James, Lieutenant, Planning and Research Division.
- Mrs. Mildred Bailey, Sergeant, Crime Analyst.
- Mr. Cyril Harrigar, Chief, Records and Communications.
- Mr. Hugo Hodge, Detective, Acting Commander, Detective Unit, St. Thomas.
- Mr. Raymond Chesterfield, Captain, Commander Patrol Division, St. Thomas.
- Mr. Alvin Hodge, Detective, Commander Identification Unit, St. Thomas.
- Mr. Ed Smail, Sergeant, Supervisor of Records and Communications, St. Croix.
- Mr. Richard Scharder, Acting Warden, ACF at St. Croix.
- Mr. Asmestica Rivera, Lieutenant, Patrol Division, St. Croix.
- Mr. Rudolph Jennings, Fire Chief, Virgin Islands Fire Department.
- Mr. Arturo James, Lieutenant, Virgin Islands Fire Department.

2. UNDERSTANDING OF THE PROBLEM

The Virgin Islands of the United States include three major islands: St. Thomas, St. John, and St. Croix. The principle employer on the Islands is the government, employing 82 percent of the employed work force. Travel to the Island of St. John is accomplished by a 40-minute ferry ride, and to St. Croix on a 35-minute seaplane flight.

The Department of Public Safety Headquarters, Planning and Research, Crime Analysis, Records and Communications (workshop), Office of the St. Thomas Chief of Police, Juvenile Detectives, and the Traffic Division are located at the Havensight complex, which is an abandoned elementary school.

The remainder of the Police Department, the jail, and the fire headquarters are located in a building called "The Fort" in a separate area of the Island of St. Thomas. The Fort was originally a fort built for harbor defense. This facility is inadequate in its current condition for the conduct of a police operation. Plans for construction of an adequate facility are underway.

The Department of Public Safety has been in a state of flux during recent years. Priorities have changed with the changes of the Director of Public Safety, which have occurred almost annually.

3. ANALYSIS OF THE PROBLEM

3.1 Central Records Unit

The following are specific problems noted within the Central Records Unit:

- The commanding officer of the Central Records Unit has the title Chief of Records and Communications. The Unit is staffed by the commanding officer and two clerks. The commanding officer is also the radio repairman for the public safety radio equipment. Repair duties frequently take him away from the Records Unit. Some of the repair trips cause him to travel to St. Croix or to St. John. The commanding officer reports to the Commissioner of Public Safety. The Unit is only open on weekdays from 9:00 a.m. to 5:00 p.m.
- The Central Records Unit does not receive regularly scheduled deliveries of police reports from St. John or St. Croix or progressive investigation reports from any police units.
- There is no form for reporting the final disposition of a case by police, or recovery of stolen property.
- Report forms are not in adequate supply. As a result, reports are being recorded on forms that do not contain needed data. Moreover, reports are not uniformly completed by officers. No report writing reference manual exists for supervisors or officers.
- Reports are indexed inadequately. They are indexed by the person's name written after the word complainant; however, officers are entering the reporting party's name in that space. Traffic and criminal offense reports are filed separately in the Unit. Traffic offenses are indexed by month and location of occurrence, with a copy indexed by date. Criminal offenses are indexed by each island. Each island has a file with a folder by classification of the monthly report in case report number sequence. There is a 20-day lag between receiving records and indexing in the files. Index cards are kept by year rather than in one master name index.
- Criminal history record information is stored in the ID Unit on St. Thomas, and in the Records Unit on St. Croix. However, there is no uniformity between police records system on the two islands.

- Index cards are made from copies of the original offense report by cutting out and stapling the complainant box to the card. With use, the stapled box tears off because of the abrasiveness of staples on both sides of the card. The system requires an extra copy of the original report and an index card for each reference to a victim.
- Case report numbers are assigned at the desk/dispatch operation when a police unit is assigned a call for service, and only reports that are noncriminal-related are given numbers.
- A log is located in the Records Unit to record the release of copies of police records. This is not kept accurately.
- There is no accountability in the St. Thomas desk sergeant/communications center for accurately recording time spent in dispatching calls and time spent by officers in the field on calls.
- The physical plant for the Central Records Unit is not large enough for the planned record storage. The building is located in the complex at the Headquarters for the Department of Public Safety.
- The police department reports crime as an event, as defined in the Virgin Island Code.
- The commanding officer of the Central Records Unit is responsible for compiling the Federal Bureau of Investigation Uniform Crime Report (UCR). Because of incomplete and unreceived reports, an accurate UCR cannot be tabulated.
- There are no corrections or fire department records maintained at the Central Records Unit. Similarly, there are no stolen property or stolen auto files.

3.2 Planning and Research

The problem in Planning and Research is that the section is not so dynamic as it should be in addressing problems and solutions within the Department of Public Safety. Although the Consultant did not perform an

in-depth inspection of the Planning and Research activity, the following problems were observed:

- There is no clear chain of command between Planning and Research and the Commissioner of Public Safety.
- Planning and Research has access to many studies of the police department conducted by outside agencies. However, the study data and recommendations have not been implemented.
- The section is not adequately staffed to respond to the unit work description as defined in the Planning and Research Manual, February 1975. Duties are performed exclusively for the police function of the Department of Public Safety.

3.3 Crime Analysis

The problem in Crime Analysis is that the analysts are not aware of the state-of-the-art of the police department's recently acquired crime analysis function.

The Consultant found the following associated with the filing system and dissemination of crime analysis information.

- The crime analyst is lacking the following necessities:
 - Access to reports of progressive investigations.
 - Information on recovery of stolen property.
 - Formal notification of the clearance of crimes.
 - Feedback on changes in patrol manpower allocation.
- The crime analyst produces information to be disseminated on a weekly basis.
- There is no full-time insular crime analysis capability on St. Croix or St. John.

3.4 Corrections Records

The Corrections Records Unit was stated to have no specific problem area. The Consultant was requested to design a method to duplicate this records system within the Central Records Unit for records useful to the Commissioner of Public Safety. The following are specific problems discovered in the records survey conducted at the Corrections and Central Records Unit.

- The Adult Corrections Facility is unique; it functions as a pretrial detention facility, a city jail, and a long-term correctional facility. The facility receives prisoners from police officers on St. Croix, where the officers present the prisoner and arrest sheet. Should the custodial facilities at the police station on St. Thomas and St. John be filled to capacity, or have an unruly prisoner, the prisoner is transferred to the Adult Corrections Facility on St. Croix.
- Inmates received at the Adult Corrections Facility are not fingerprinted or given a unique identification number.
- Records are decentralized. Inmates are not excluded from the Central Records Unit. However, no inmates are assigned there and records of inmates are currently kept at the Adult Corrections Facility Records Unit only. Court records are kept in the inmates jacket. Work release records are isolated and inaccessible, and the Corrections Records Unit is not allowed access to inmate criminal history. There is no alias file in the Central Records Unit.

3.5 Fire Department

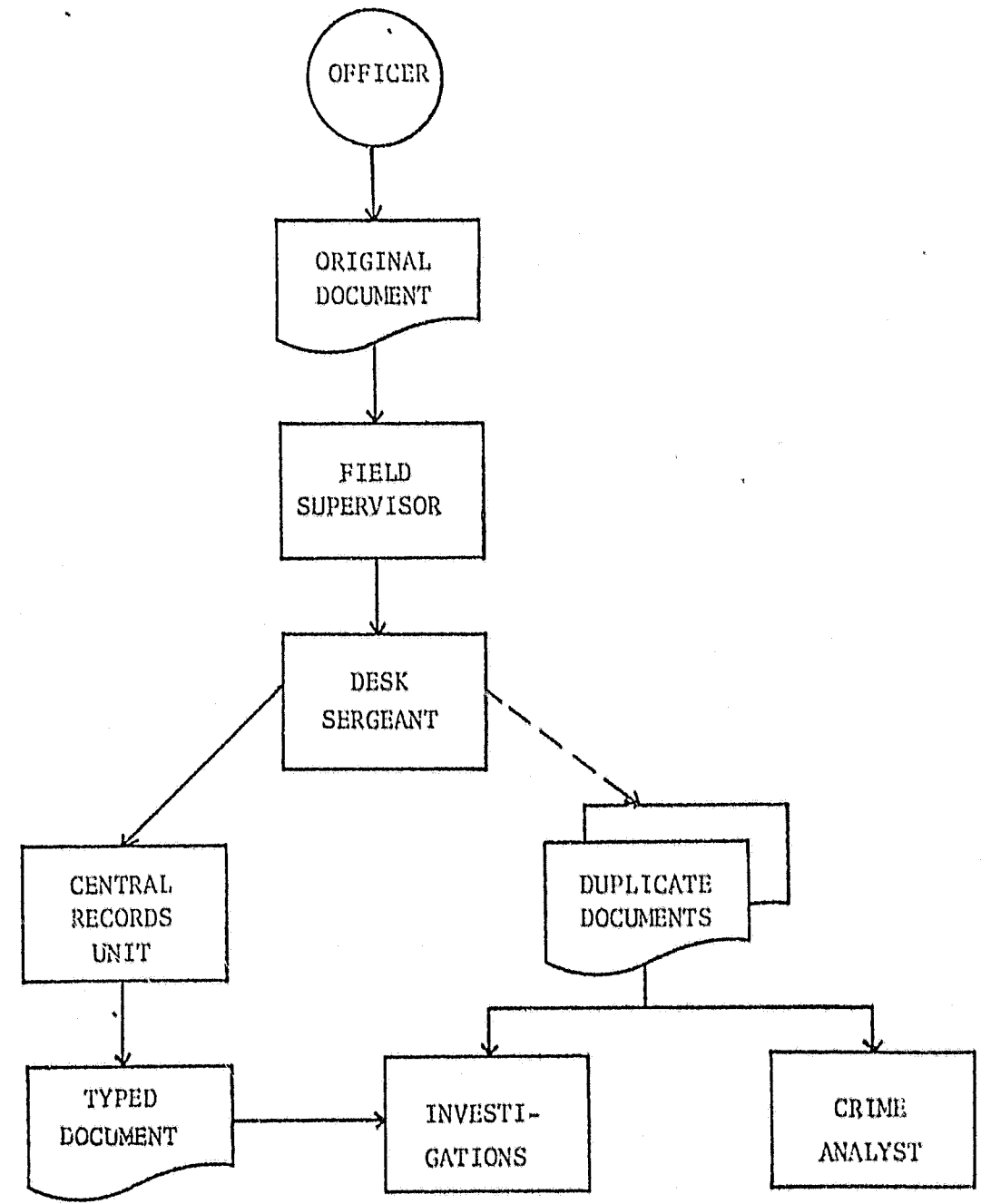
The Commissioner of Public Safety expressed a desire to have copies of significant Fire Department records from each island forwarded and stored in the Central Records Unit. A review of records kept at the Fire Department Headquarters on St. Thomas revealed an existing fire record system and the beginning of a fire inspection system. Currently, no reports are forwarded to the Central Records Unit.

4. RECOMMENDATIONS

4.1 Central Records Unit

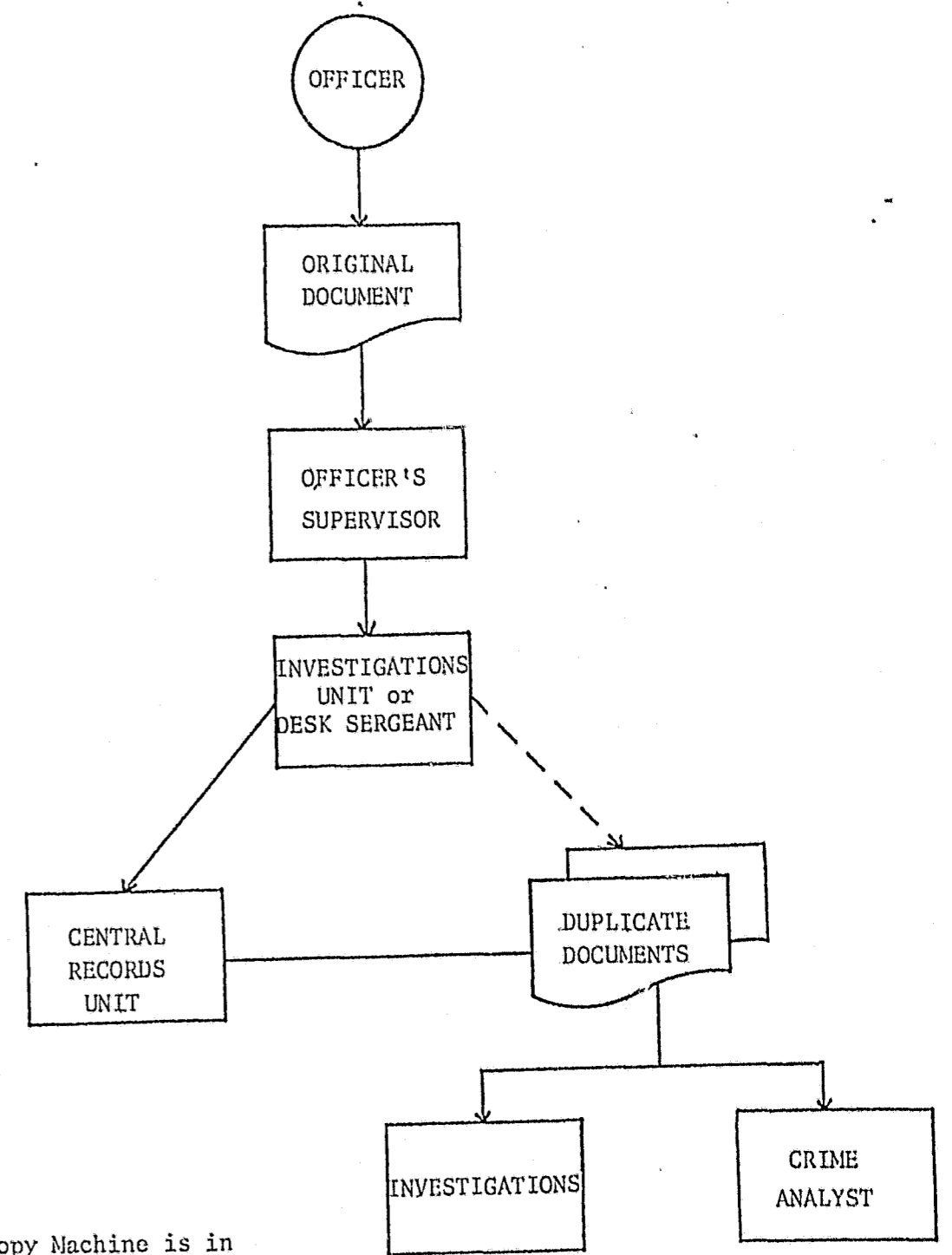
The following recommendations are made as a result of site visits and a physical search of stored records and index systems. The recommendations listed are not necessarily "school book" solutions, but are made with an attempt to tailor a records system to fit the environment in which it must function.

- The Central Records Unit should be commanded by a person who has no other duties that would consume his time. The responsibility for implementation of a Central Records Unit will require constant attention. Because of the volume of work created by the construction of a Central Records Unit, the staff of two clerks will need to be increased. The number of additional clerks will have to be determined as the Unit begins its function. Initially, one additional clerk is imperative.
- The Commission of Public Safety should direct the commanding officers of the appropriate agencies to forward reports to the Central Records Unit on a timely basis. The Unit's chief should report failure to comply with this directive immediately to the Director of Public Safety. The Central Records Unit should store the original report, type a copy from the original, and return the typed copy to the originating policy agency. A diagram of report flow is shown in Figure 4-1.
- A general order should be published requiring all original supplementary reports to be forwarded to the Central Records Unit for filing with the original report (see Figure 4-2). The supplementary reports would be numbered with the original case report number. Unnecessary storage and independent filing of police reports should be discouraged. Once the Central Records Units is in operation, it will gain the confidence of its users.
- A form should be adopted for completion by and signature of the reporting officer. The form would be forwarded to the supervisor of the detective unit who has investigatory responsibility for the case for his review and administrative adjustment (see Figures 4-3 and 4-4). This form should reflect whether a case is cleared, and if so, how. If the



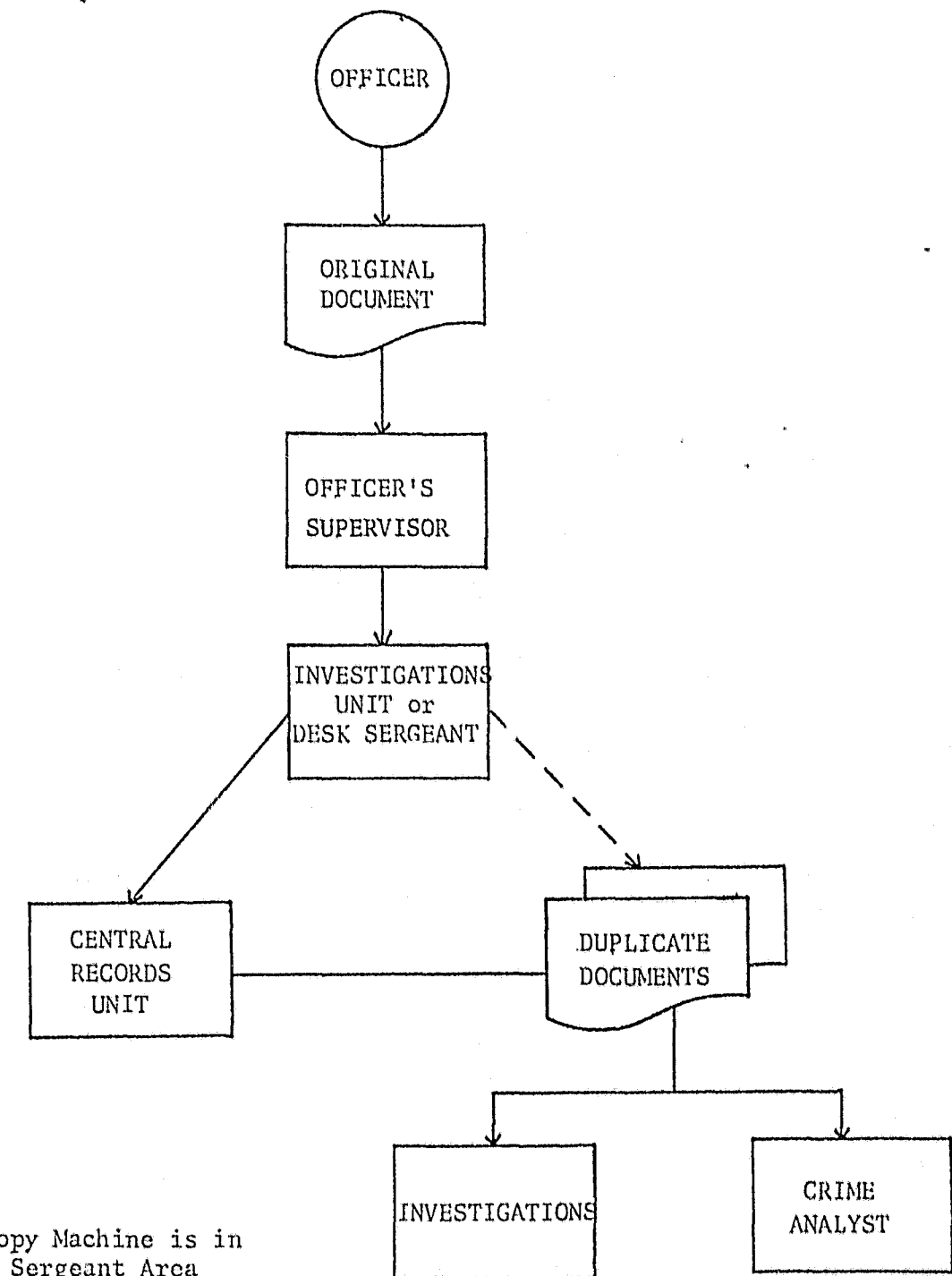
-- If Copy Machine is in Desk Sergeant Area

Figure 4-1. Report Flow -- Original Police Report (With Case Report Number)



-- If Copy Machine is in Desk Sergeant Area

Figure 4-2. Report Flow -- Supplemental Report



-- If Copy Machine is in Desk Sergeant Area

Figure 4-3. Report Flow -- Arrest Report

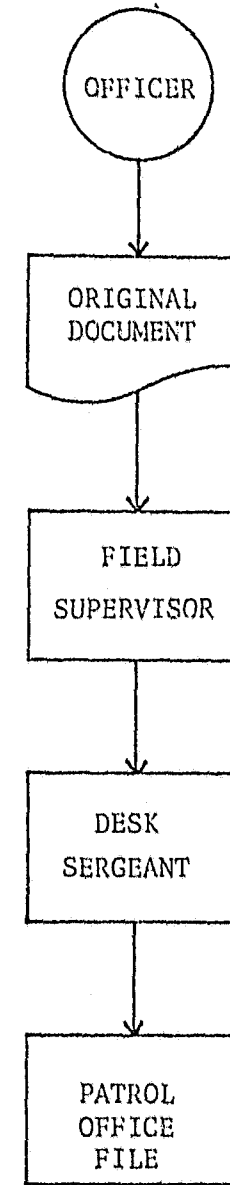


Figure 4-4. Report Flow -- Incident/Activity Report
(Not a Report of Crime)

case has been cleared by arrest, the name and appropriate identifiers of the arrested party should be included. The form should also include a dollar value of recovered stolen property. The recovered stolen property form will, of course, be supported by a supplementary investigation report. An example of and instructions for completing a "Clearance Sheet" is included in Appendix A.

- The appropriate unit having responsibility for ordering forms should order them when the supply is low, not wait for the supply to be depleted. Report forms should be color-coded to aid the officers in selecting the correct form.
- At present, there is no report writing manual. However, the Planning and Research Unit has prepared a rough draft manual. The Consultant has reviewed the draft, and his recommendations are attached as Appendix B. The report writing manual should be printed and issued to every officer; although, it should not be issued without first having every officer receive a class in report writing. The manual will resolve the problem of the discovering or reporting parties' names being placed in the complainant line. The manual will require the complainant line to list the victim.
- The Central Records Unit should separate police reports by the island where the report was written. Each island's reports should be filed by case report number. As police reports are cleared, an arrest is made and, as supplementary reports are received, they will be placed with the original in the file. There is no reason for the Central Records Unit to file traffic reports separately. The reporting officer can give the parties involved in the accident the case report number at the scene. If the Central Records Unit is efficient, the traffic report will be indexed within 2 days.
- Records Unit clerks should index criminal reports as soon as possible after receipt of the report. Case report numbers should indicate the year of occurrence and the reporting island. All index cards should be filed alphabetically. There is no need to separate index cards by island or by year.

- Criminal history records of arrested persons should be kept in the Central Records Unit. When possible, the Identification Unit should be located within the same physical facility as the Records Unit.
- It is recommended that the chief of the Records Unit and Chief of Police from each island meet with the Director of Public Safety to agree upon a policy defining the chain of command of persons working in the Records Unit. The Consultant found a great deal of confusion on policy of record-keeping systems, and, in fact, who was whose supervisor. Once the question of chain of command and supervision is resolved, whoever exercises a position of command authority over the Records Unit should act quickly to standardize its functions and file systems as much as possible.
- It is recommended that index cards be typed, not constructed by copying the police report, cutting out the complainant box and stapling it to an index card. This policy is more cost-effective; the time spent typing the card is less than the cost of the copy. Once a card is made, case numbers and date of occurrence could be added with less time. The one card index will provide a complete record index without pulling every card on the subject from the file. Stapled cards cause an abrasive scratching on the face of the card to the rear. It can cause the card to be defaced or torn, thereby losing the record index. Putting each event on a separate card also takes up file space unnecessarily.
- Case report numbers should be issued at the request of the police officer and they should be requested for criminal reports and reports of information that may result in a crime. To give each call for service a case report number, all police activity must be copied, indexed, and stored in the Central Records Unit. It is recommended that activity be recorded on incident reports and turned in with criminal reports, and that incident reports not receive a case report number. The incident

reports should be reviewed by the patrol supervisors and commanders and then stored in the Central Records Unit for a period of time to be defined by the Patrol Division commander. The incident reports should be used as a supervisory check of activity, and a tool to define training needs.

- The release of record log should be carefully and accurately kept. In addition to the log, a stamp should be purchased that has spaces for entering who received the copy, the date, and recipient's signature. The information should be put on the back of the original copy. This information is frequently a valuable investigative aid. Members of the Department of Public Safety should be made aware of the National Privacy and Security Act.
- The desk sergeant communications center on St. Thomas and the communications center on St. Croix should be supplied with a time-stamp machine and an automatic numbering machine for case report numbers. These should be used in conjunction with dispatch cards. The dispatch card should have a space for the dispatcher to record the nature of the call, address of call, name of reporting party, unit responding, covering unit(s), and location of unit responding to the call. When the call is received, the card would be stamped and completed by the dispatcher. When the dispatcher dispatches the call, the card would be stamped the second time. When the unit arrives, the card would be stamped the third time. When the unit clears from the call, the card would be stamped for the fourth time. If the officer in the field requests it, the dispatcher would stamp the card with a complaint number. At the end of the tour of duty, the desk sergeant should separate the dispatch cards between those with and without case report numbers. The desk sergeant would check reports turned against complaint numbers. All dispatch cards would be transferred daily to the Central Records Unit for a second check of reports against case numbers. All dispatch cards would be stored by day for a period of one year.
- The Central Records Unit should be moved to comparable, but larger facilities.

- The police department should train its officers in Uniform Crime Reports definitions of crime, and each officer should classify and report crime in accordance with UCR definitions. This would not affect any charges that the prosecutor may elect to file. On the other hand, it would eliminate a report review officer's having to read and rescore each report. A report review would need to be done, but the job would be to confirm the classification, not to rescore for UCR purposes.
- The Central Records Unit is the appropriate place for compiling the FBI Uniform Crime Reports. Every effort should be made to tabulate an accurate UCR. No guessing or "scientific estimates" should be used because such practices cause confusion with planning staff when crime figures are not consistent. Recommendations are made in the critique of the report writing manual (see Appendix B) that should make reporting properly reflect criminal activity and should create a system of counting crime that will be uniform throughout the department.
- A review of the Central Records Unit was conducted at the Adult Corrections Facility (ACF) on St. Croix, and the examination revealed the budding of a records system. (Specific corrections records are covered in a separate section of this report.) Each individual inmate has a records jacket in which official events relating to custody status and internal discipline concerning the individual are recorded. There are also ACF summary reports published periodically. Once the record of an inmate is constructed, that record should be copied and sent to the Central Records Unit.
- A review was made of the fire department records on St. Thomas. The records are kept exclusively at the fire station. (Fire records are addressed in a separate section of this report.) Reports of fire and inspections should be copied and stored in the Central Records Unit.

- A stolen property file to include automobiles should be constructed immediately. The file should be maintained in the Investigations Unit, with copies sent to the Investigations Units on each of the other two islands and to the communications centers on each island. Because the Investigations Unit has the responsibility for preparing the "clearance sheets," it is the Unit that could best maintain control of the system. The officers in the field currently have no way to check suspected stolen property. The communications center stolen property file would provide that capability. A stolen property file should be correspondingly maintained in each Investigations Unit, as it is frequently an investigation aid. A detailed description for implementation of a stolen property file is attached as Appendix C.

4.2 Planning and Research

The following recommendations are based on the Consultant's observations of the Planning and Research Section:

- A clear chain of command between Planning and Research and the Director of Public Safety should be established. No organization can function efficiently without direction and appropriate response through a chain of command.
- Prior to requests for technical assistance or work projects by Planning and Research, a check of prior studies should be conducted with a view toward finding a workable solution.
- Planning and Research should be staffed to the level stated in the manual published in February 1975. If staffing is not completed, a review of Planning and Research functions should be conducted with a view toward selection of functions to be dropped from the manual.
- Contact should be made with the Commissioner of Public Safety since Planning and Research is intended to serve the entire Department of Public Safety. The Planning and Research Manual clearly indicates that Planning and Research performs police planning and research only. If the function is expected to serve the entire Department

- The Consultant did not visit the Island of St. John and, since there were no police reports over 6 months old accessible, no recommendations could be made based on data reviewed. It is recommended, however, that a crime analyst liaison officer be appointed on St. John.
- The Consultant found Sgt. Bailey, the crime analyst, to be intelligent, innovative, and competent. Sgt. Bailey's ability to construct a comprehensive filing system with the limited data available to her is remarkable. For the crime analysis product to be useful, commanders and supervisors require training in the use of crime analysis data. The crime analysis report in its current form is too sophisticated for use by untrained commanders.
- A review of the crime analysis manual revealed a concise and comprehensive description of duties. The manual stated that no analysis would be performed of rape and homicide. Homicide, not committed as a result of another felony crime, is not predictable and does not lend itself to analysis. Rape, however, can be the subject of crime analysis because the perpetrator repeats. There is a specific known time, known place, and a suspect description with identifiable modus operandi characteristics. Therefore, rape should be added to the list of analyzed crimes.
- The crime analysis manual also lists numerous reports to be compiled and disseminated. This list should be revised to reflect actual activity of a one-person unit servicing three islands. Noncritical, nonoperational reports should be dropped from the list. Priority should be given to the weekly summary report and to a daily report as soon as one is developed.
- The crime analyst should be supported by a clerk-typist who works exclusively for the analyst. The crime analyst cannot continue to type all reports. With the improved data flow and the added burden of crime analysis of St. Croix and St. John, the addition of the clerk-typist is mandatory.

4.4 Corrections Records

The following recommendations are based on the Consultant's observations of the Corrections Records Unit.

- No changes can be made in the broad use of the facility. However, when inmates are transferred for control problems, a letter of transfer detailing the reason for transfer should accompany the inmate.
- As a routine procedure, each inmate received should be fingerprinted. The fingerprint card could contain numerous items of identification data and should be filed alphabetically. An example of the described fingerprint form is shown in Figure 4-5.
- A permanent identification number should be issued to an inmate. The identification number should be issued only once and would be reassigned to the individual each time he or she is in custody at the Adult Corrections Facility. Like any other, the population serviced by the ACF, has name duplications.
- Planning and Research should conduct a study to determine the feasibility of creating a Department of Public Safety Identification Number. If this could be accomplished, an individual would not have a separate number at each police department, and yet another at the Adult Corrections Facility. Uniformity of ID numbering would add to the tracking of offenders through the islands. If a common ID numbering system cannot be implemented for the Department of Public Safety, the Adult Corrections Facility should initiate its own. A name index should be used to reference the ID number, and all inmate records should be filed by ID number.
- Although the requested technical assistance did not extend to corrections methodology, the Consultant could not ignore the lack of security and control of inmates in the vicinity of the Central Records Unit. The Central Records Unit should remain locked at all times, and original court commitment papers should be copied. The original should be placed in a folder with the inmate's ID number and case, and the folder should

COLORADO STATE PENITENTIARY

Male **Canon City, Colorado**

<small>Name</small>	<small>No.</small>	<small>Classification</small>
<small>Alias</small>	<small>Color</small>	
		<small>Ref.</small>

<small>Received</small>	<small>From</small>	<small>County</small>	<small>Crime</small>
<small>Sentence</small>	<small>To</small> <small>Years</small>	<small>Date of Sentence</small>	<small>Min. Term Expires</small>
<small>Date of Birth</small>	<small>Birthplace</small>	<small>Nationality</small>	<small>Occupation</small>
<small>Age</small>	<small>Height</small>	<small>Weight</small>	<small>Build</small> <small>Comp.</small>
<small>Eyes</small>	<small>Hair</small>	<small>Paroled</small>	<small>Discharged</small>
<small>Nearest Relatives</small>			
<small>Scars and Marks</small>			

<small>Signature</small>	
<small>Left Hand</small>	<small>Right Hand</small>

10-F 20

Figure 4-5. Fingerprint Card (Page 1 of 2)

EDUCATION CLAIMED _____

FBI NO. _____

RELIGIOUS INSTRUCTION _____

SOG. SEC. NO. _____

MARITAL STATUS _____

OLD CSP OR CSR NO. _____

NO. OF CHILDREN _____

MILITARY SERVICE (BRANCH, YEARS, TYPE OF DISCH.)

DETAINERS & CANCELLATIONS: (DATE, NAME OF FILING AGENCY, NAME OF FILING PERSON,
STREET ADDRESS, CITY, STATE, ZIP CODE, OFFENSE AND REASON FOR CANCELLATION,
IF ANY):

Figure 4-5. Fingerprint Card (Page 2 of 2)

be filed by ID number in a vault or safe. The copy of the original should be placed in the inmate's record jacket in the Central Records Unit.

- Efforts should be made to prevent creation of pockets of records at activity site locations within the Adult Corrections Facility. While the Consultant was on site, the supervisor of the work release program was away checking inmates at work release locations. His duties frequently require his absence. All work release records are kept in his office, where he has exclusive access. No record of work release activity could be found in the inmate record jacket. The absence of records on work release reduces the capability of administrative oversight of the program. The Acting Warden had no knowledge of the number of inmates who were currently participating in the work release program.
- Arrangements should be made to provide the ACF, as soon as reasonable, with a copy of the inmate's criminal history. The ACF needs the criminal history to aid in protecting corrections personnel and other inmates from exceptionally violence-prone individuals. The criminal history would also be of use in corrections programs and work release. An inmate could be incarcerated for auto theft, but have an unknown record for child molesting. The work release officer might get the inmate a job as an elementary school janitor. The potential problems are endless.
- An alphabetical alias file should be constructed. Because of ethnic naming practices used by the serviced population, individuals frequently use different combinations of their name. The alias file would allow for a check so that an individual does not enter the Adult Corrections Facility with a "fresh" ID number and jacket, when he or she is in fact an alumnus. The alias card should reference a true name and ID number and contain other usual identification information.
- The Adult Corrections Facility should copy the following forms and forward them to the Central Records Unit in St. Thomas for filing in an inmate record jacket by inmate ID number. The files should

be separated between inmates-in-custody and inactive-inmate jackets.

- A copy of any court commitment paper or arrest report effecting the custody or release of an inmate.
- Record Form 5, sentence data record -- As new data are generated for this form, a letter of change will be sent to the Department of Public Safety Central Records Unit for the appropriate changes to be made in the inmate jacket.
- Record Form 8.
- The initial acceptance form for work release program and monthly audits of work release program performance.
- Copies of the Warden's report to the Virgin Islands Board of Parole, when generated.
- Each report of incidents and disciplinary action.
- Record Form 6 -- To be placed in chronological order in folders by month.

4.5 Fire Department

The following are recommendations associated with the Fire Department Records:

- Each report of fire should be copied and forwarded to the Central Records Unit to be filed chronologically by month, separated by island.
- Reports of fire code violations and subsequent reinspection and final disposition should be forwarded to the Central Records Unit to be filed chronologically by month, separated by island.
- The monthly report of fire summary sheet should be copied and forwarded to the Central Records Unit for storage in a folder by year, separated by island.



APPENDIX A

Clearance, Reclassification, or Unfounded Report

CLEARANCE, RECLASSIFICATION OR UNFOUNDED REPORT
POLICE DEPARTMENT
VIRGIN ISLANDS

COMPLAINT NUMBER (1)
(2) report of (3) dated (4)
Name

Reclassify to (5)

by reason of (6)

Other Clearances - Reason (7)

Cleared by arrest of (8) DOB ADD

Arrested by Officers (9)

Division-Beat-Bureau

Division-Beat-Bureau

Cleared by investigation subsequent to arrest by (10)

Division-Beat-Bureau

Division-Beat-Bureau

Value of property recovered (11)

Initiated by (12)
Name Title Bureau

Authorizing Supervisor (13)
Name Title Bureau

DATE (14) SUSPECT DISPOSITION (15)

Copies to:
RECORDS SECTION
INVESTIGATIONS DIVISION
BUREAU, DIVISION, OR UNIT MAKING ARREST
PLANNING AND RESEARCH

MUNICIPAL COURT COUNTY COURT DISTRICT COURT

CHARGE _____ JUDGE _____

BOND _____ COURT DATE _____

(16) HANDLED WITHIN DEPARTMENT AND RELEASED TO PARENT
 REFERRED TO SOCIAL SERVICES

The following are instructions for completing the Clearance, Reclassification, or Unfounded Report. The numbers below correspond to the numbers indicated on the form.

1. Put the case report number of the original report here.
2. Put the original UCR definition of the report here.
3. Put the name of the victim here.
4. Put the date of the occurrence of the crime here.
5. If reclassified, put the reclassified definition here.
6. Put the reason as described in the FBI UCR manual here.
7. Put clearances other than arrest of suspect here. Reasons are described in the FBI UCR manual.
8. Name of person or persons arrested for the offense with date of birth and address of arrested person.
9. Name the officers with ID numbers and the unit of assignment who made the arrest.
10. Name the detective who worked the case and submitted the paper work supporting the clearance causing this form to be completed.
11. List here the value of recovered property that matches the value stated on the original report of it being stolen.
12. List the officer who completed the paper work supporting the recovery of stolen property, or reclassification of the offense, causing this form to be completed.
13. Name of supervisor of officers listed in items 10 and 12.
14. Date that this form was completed.
15. Disposition of person arrested.
16. To be completed if the arrested person is a juvenile.

APPENDIX B

Report Writing Manual -- Comments and Recommendations

Report Writing Manual

Lt. James of Planning and Research has prepared a comprehensive report writing manual. The Consultant found, however, three major changes that should be made.

- The report writing manual should require that a complaint number be given to criminal offenses and incidents when, at the discretion of the reporting officer, the matter should be recorded in the Central Records Unit. Routine police activity, where no arrest or enforcement activity is taken, would not be given a complaint number and would be recorded as directed by the officer's supervisor.

If this policy is not adopted, the Central Records Unit would be expending man-hours and file space to store documents that are noncriminal in nature and have no need to be stored. The individual officer's activity, when placed on an incident report and given a number and forwarded to the Records Unit, would be indexed. This could cause the department to purge its records at a later date for a person who had previous police contact, but had not been arrested and had no enforcement action taken against him, was being indexed. The indexing may be considered as the indiscriminate gathering of intelligence. Although the Privacy and Security Act provides for intelligence files, they are to be stored separately and accessed under more controlled conditions than the Central Records Unit.

If the completion of an incident report is merely to reflect officer activity, using the report for supervisory reasons is served without the case report number being applied. Officers may turn in activity reports to their supervisor for his review. After the supervisor's review, the reports may be stored until their usefulness to the unit's commanding officer has expired.

- All crimes should be classified under Federal Bureau of Investigation Uniform Crime Reports definition by the officer making the original report.

The title of the offense by the police is an administrative tool for use by Planning and Research, Crime Analysis, and command officers. The body of the report contains the description of the reported events so the prosecutor can decide what charges to file. For organizations which are not doing this, it is frequently a difficult concept to sell. There is no relationship between the offense heading on the report and the specific charges filed by the prosecutor.

The advantages of the UCR system are that all scoring of crime on the development is uniform. The department cannot fight a problem that it

cannot see. Current reports of crime are inaccurate and provide a false impression to persons who attempt to analyze it. Under the UCR system, only one definition, the most serious, will be given to a criminal event. By use of the current report procedures, the Consultant has seen as many as five types of crime reported after one event.

The current report writing manual provides for a report review officer to interpret the listed offense to UCR definition. This function would require excessive man-hours in the record section. Not only would the report need to be reclassified; but as each supplement report is forwarded, the report review officer would have to check the file for a UCR classification, then read the context of the report to ensure that additional information does not change the classification of the offense. When recovery of property, arrests, and clearances are received, the report review officer would have to look up the UCR definition on the original report to properly score the new activity related to the case.

- A form should be implemented that would show clearance, arrest, unbounding, and recovery of stolen property. Although there is space on some of the current forms to record the recovery of property and status of crime, a separate form should be used for the following reasons.
 - Officers are not completing the blocks on the existing reports when a report is made.
 - Investigation reports are not always included in the paper flow of supplementary reports.
 - To review a case for its status -- cleared, unfounded, reclassified, arrest made, property recovered -- the reviewer must read each separate sheet in the file.

With a "clearance sheet," the disposition is placed as the first document in the report. The desired information can be found at a glance. If the outlined procedure is followed, coordination with the Investigations Unit would be ensured.

The clearance sheet should be completed by the Investigations Division. The signature on the report would indicate the Investigations supervisor's authorization that the data concerning the clearance and recovered property are accurate. When completed, the form should be copied. The original should be sent to the Central Records Unit, a copy remain with the case work in Investigations, a copy sent to the unit commander of the unit making the

arrest or recovering the property, and a copy sent to the crime analyst in Planning and Research.

The report writing manual should be revised. The Consultant recommends that a task force perform this function. The task force should be representative of all users of the manual. Careful selection should be made of the task force participants to ensure that knowledgeable persons are members. Persons to be considered are a watch commander, desk sergeant, chief of records, Investigations commander, traffic commander, commander of Planning and Research, and the crime analyst. When the report writing manual is reviewed and revised, a report flow should be designed.

It is recommended that the report flow on St. Thomas conform basically to Figure B-1. For this to be effective, it would require a quick, clean, copy machine to be installed in the vicinity of the desk sergeant's office.

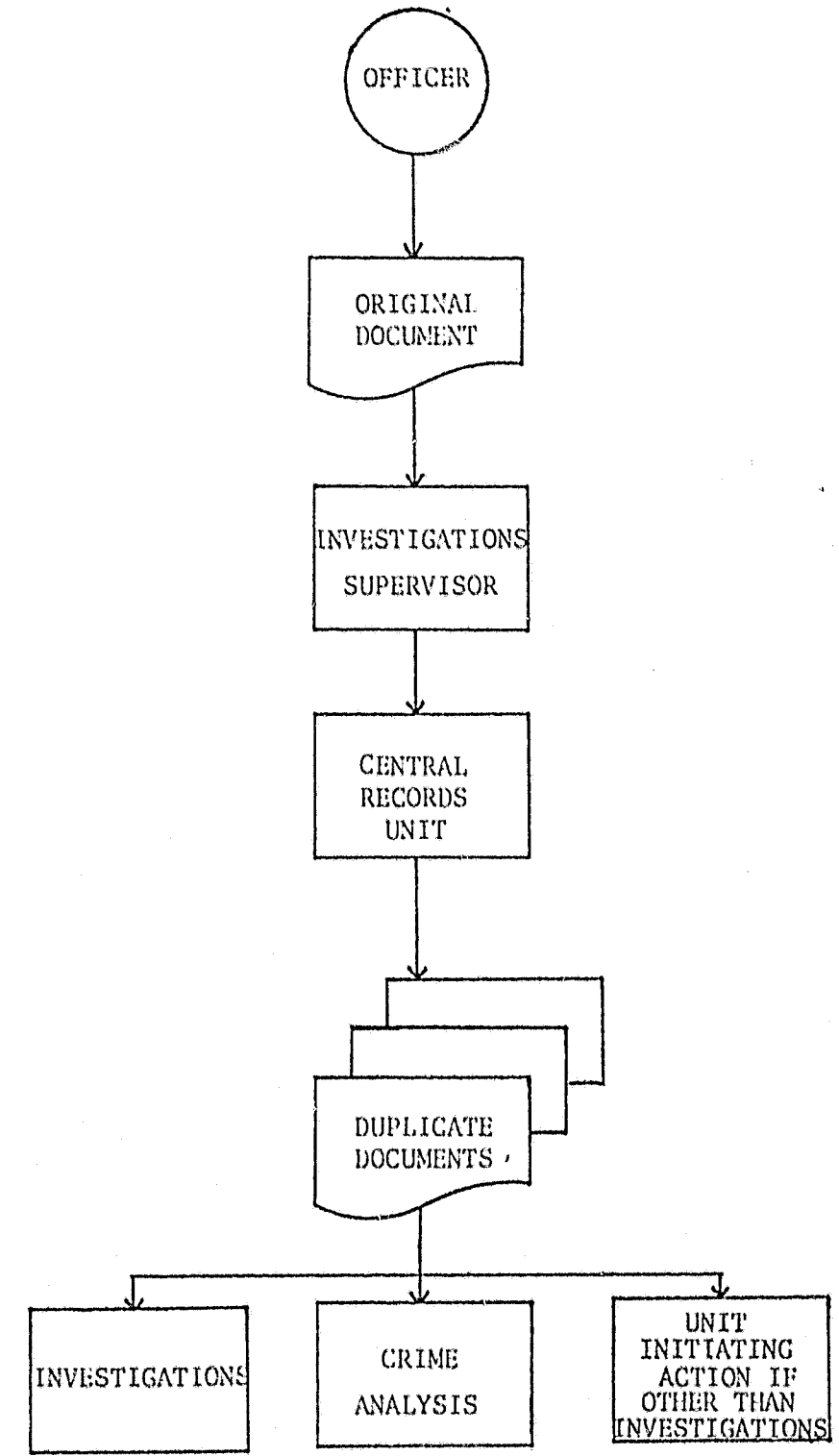


Figure B-1. Recommended Clearance Sheet Report Flow --
St. Thomas



APPENDIX C

Stolen Property File Recommendations

TABLE C-1

Adding Machines (& Calculators)	Musical Equipment
Air Conditioners	Musical Instruments
Auto Accessories	Office Machines
Auto Tape Player	Plumbing Materials
Banks (Piggy)	Projectors (Movie)
Barber Tools	Propane Equipment
Batteries	Purses
Bicycles	Radiators
Binoculars	Radios
Boats and Equipment	Razors
Books	Record Players (Radio Combination)
Building Materials	Recorders (8 Track and Cassette)
Cameras	Records
Carburators	Regrigeration Equipment
Cigarette Lighters	Rings
Clocks	Saddles
Clothing	Safes (Coin Boxes)
Coins	Saws (Chain)
Compressor (Air)	Sewing Machines
Drafting Equipment	Silverware
Electrical Equipment	Speakers
Engines (Gasoline)	Sporting Goods
Fire Extinguishers	Surveyors' Equipment
Fishing Equipment	Tachometers
Garden Tools	Tape Players (Home Units)
Glasses (Eye)	Tapes (8 Track and Cassette)
Guns	Testing Equipment (Meters and Gauges)
Household Appliances	Tires & Wheels
Household Furnishings	Tools (Hand)
Hubcaps	Tools (Power)
Hydraulic Equipment (Jacks & Cylinders)	Toys
Jewelry and Jewelry Boxes	Trailers
Keys	Transmissions
Knives	Typewriters
Laboratory Equipment	Television Sets (Color or Black and White)
Lawn Mowers	Wallets
Luggage	Watches
Medical Equipment and Supplies	Welding Equipment
Metals	
Miscellaneous	
Motor Bikes & Accessories	
Motors (Electric)	

Serial No. (2) _____

ARTICLE (1) _____

DESCRIPTION (3) _____

(4) (5)
Loc. of Theft --- Offense Case Report Number (6)

DATE STOLEN (7) _____

OWNER (8) _____

ADDRESS (9) _____

PHONE (10) _____

Figure C-1. Stolen Property File Card

END

7. 10. 1944