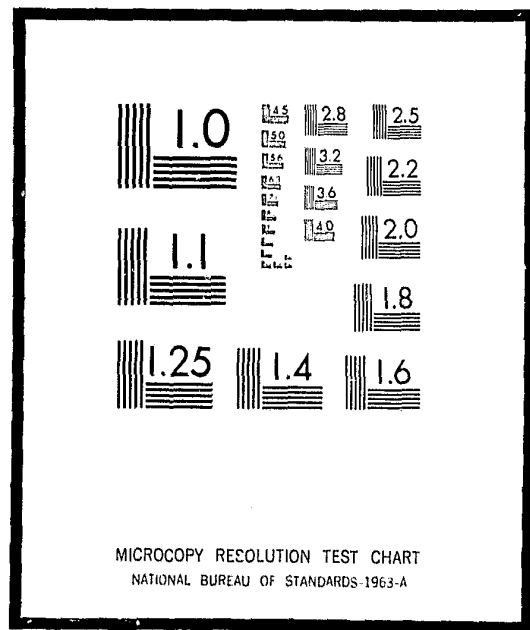


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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT	A Study of the Police Records System
PROJECT NUMBER	76-177/091
FOR	Bloomington, Illinois, Police Department
	Population (1976): 9,000 (est.)
	Police Strength : 21 Sworn = 15 Civilian = <u>6</u>
	Square Mile Area : 4.5 (est.)
CONTRACTOR	Public Administration Service 1776 Massachusetts Avenue, N.W. Washington, D. C. 20036
CONSULTANT	David L. Norrgard
CONTRACT NUMBER	J-LEAA-002-76
DATE	October 20, 1976

NCJRS

NOV 3 1976

ACQUISITIONS

Table of Contents

	<u>Page</u>
I. INTRODUCTION	1
II. UNDERSTANDING THE PROBLEM	2
III. ANALYSIS OF THE PROBLEM	3
Complaint Dispatch Procedures	3
Field Reporting	4
Records Processing	4
Management Information Reporting	5
IV. FINDINGS AND CONCLUSIONS	6
V. RECOMMENDATIONS	7
Dispatch Card	7
Field Reporting	9
Master Index Files	9
Major Incident and Criminal History Files	10
Management Information	12
EXHIBITS	
Figure 1. Proposed Dispatch Card Bloomingdale, Illinois, Police Department	8
Figure 2. Proposed Officer Status Card Bloomingdale, Illinois, Police Department	11
APPENDIX	
Miscellaneous Crime Report	15 - 16

## SECTION I. INTRODUCTION

The Bloomingdale, Illinois, Police Department requested technical assistance to review and update its record-keeping system and, also, to review the Department's rules and regulations. On-site work was conducted during the period of September 29 and 30, 1976. During this time the consultant examined the police records system of the Department and interviewed the following individuals in connection with the study:

Florence Bishop - Records Clerk  
Renee Kollupaylo - Dispatcher  
Leonard Notz - Dispatcher  
E. John Potempa - Captain  
David Raney - Sergeant  
Robert F. Reeves - Village Administrator  
Gary Schira - Sergeant

The Village of Bloomingdale is a fast growing western suburb of Chicago. Current studies suggest that approximately 1,000 new individuals are moving into the community annually. If this growth rate continues, Bloomingdale is expected to contain over 30,000 residents by 1990. Additionally, a major shopping center soon will commence construction which will provide more than 100 new retail outlets to the community. A new village hall presently is under construction and will be ready for occupancy in late November. One reason for the timing of this study was to review the records system and offer suggestions for change prior to moving into the new facility.

The Police Department has an authorized strength of 15 sworn personnel and 2 civilian aides. Presently, however, the Department has five vacancies in the patrol force so that the effective strength of the Department is ten, not fifteen. Further, the position of Chief of Police is vacant. It is anticipated that the position will not be filled for at least four months. An acting Chief of Police has not been designated for the Village. Rather, the Village Administrator has been designated by the Village Board to handle certain administrative tasks and the sergeant on duty at a particular shift has been given responsibility for supervision of all law enforcement related tasks.

In all, the Department has three sergeants, six police officers, and one captain. The captain handles special assignments for the Department and the Village. Each sergeant has command responsibility for field operations during a shift as well as overall administrative responsibility for a major function such as field services, administrative services, or support services. The records clerk and the dispatchers, for example, are responsible to the sergeant in charge of the support services section. One police officer serves as an investigator and several others serve as juvenile officers when required.

SECTION II. UNDERSTANDING THE PROBLEM

The request for technical assistance initiated by the Bloomingdale Police Department was two-fold: to review the existing police records system and make recommendations for change and to review the Department's existing rules and regulations and make suggestions for needed modification. Due to the generalized nature of the request, and due to the vacancy in the Chief of Police position, it was difficult to ascertain the level or extent of dissatisfaction with either the existing records system or the existing set of Departmental policies governing day-to-day police conduct.

Conversations with the Village Administrator and several of the ranking personnel of the Department indicated that the advent of a new facility to house the police program prompted the request for review. City and Departmental officials were particularly interested in determining whether the existing record-keeping system was the most appropriate one for a police agency the size of Bloomingdale's.

A review of the Department's rules and regulations was not undertaken. Because of the vacancy in the Chief's position, and because of the anticipated four-month period necessary to fill that vacancy, it is not timely to consider "proper" Departmental rules and procedures. Such an inquiry would best be conducted after the new Chief has attained some familiarity with the Village of Bloomingdale.

### SECTION III. ANALYSIS OF THE PROBLEM

Records are the corporate memory of an organization. They must be collected, organized, and stored in logical ways in order that they might be promptly retrieved and used when needed. Further, records serve as the data base for thoughtful planning and analysis regarding the tasks undertaken by the organization. Without records, attainment of organizational objectives quickly become impossible. This is as true of a police agency as it is of a small family-owned business, a social group, or a large corporation. Discussed below will be the various components of the Bloomingdale Police Department records system.

#### Complaint Dispatch Procedures

The Bloomingdale Police Department logs each request for police assistance (whether initiated by a citizen or an officer) onto a data processing card 7 1/2 x 3 1/2 inches in size. The following time intervals are recorded onto the card by hand: the time a request for assistance was received, the time a unit was dispatched, the time a unit arrived on the scene of the incident, and the time the responding officer completed his field work. There is no place, on the dispatch card to note either the day of the week or the specific date. The date is entered by hand in the margin on each card and no notation is made for the day of week.

All dispatch cards are numbered by hand with a six digit sequential number. The first two digits designate the year and the second four digits indicate the number of complaints responded to within that particular year. A typical number would appear as follows: 76-0001. When an officer completes a field action the dispatcher will give the officer the proper complaint number to record on the field report. The dispatcher also maintains two logs, one detailing the radio traffic, and the other a summary of all police activities occurring during the particular shift.

The dispatch card contains a number of spaces which are not utilized by the Bloomingdale's Police Department. For example, the reverse side of the card contains provisions for the recording of detailed data regarding vehicles or persons involved in the particular incident. A search of the records, as well as conversations with Departmental staff, indicated that this portion of the dispatch card is not being used.

Portions of the front side of the dispatch card also are not being completed. For example, space is provided to record the type of incident, the incident code, location of the incident and similar information. A review of cards for previous years revealed that this information is not being systematically recorded.

The records clerk, in addition to other related clerical tasks, compares the dispatch cards with submitted incident reports in order to determine if all reports have been prepared. Frequently, however, this comparison is not performed daily, resulting in a backlog of work. Delays occur because of the press of other duties and because the entire report review process is cumbersome.

The workload of the dispatcher does not appear heavy. According to local estimates as much time as three hours per shift might be unproductive. On the other hand, the records clerk would appear to have more than enough tasks to perform and may be overburdened with work. In short, the workload does not appear to be distributed evenly among the civilian personnel.

#### Field Reporting

Eight principal reports comprise the field reporting system for the Bloomingdale Police Department. These are: a general report, a service investigation memo (a short form report), a worthless document report, a missing persons report, an arrest report, a hospitalization report, a supplemental report, and the State of Illinois motor vehicle accident report. The Department has a loose-leaf field reporting manual with carefully prepared and easily understood instructions outlining the specific use of each report form.

The forms used by the Department stress narrative reporting and require the officer to record, by hand, a number of salient points. The reports are not retyped nor does the investigative staff receive copies of all offense reports. Completed reports, reviewed randomly by the consultant, appear to have been completed with sufficient detail, but not always on a timely basis. Delays of four or five days were not uncommon although the bulk of the reports are submitted on time. This suggests, however, that the report review process is not as effective as it could be in securing reports no later than 24 hours after handling of the incident in question.

The general case report, which is used to record any offense not resulting in an arrest, is somewhat confusing. The reverse side of the form is labeled a "supplementary" report rather than a "continuation" page as are all the other reports. A "supplemental" report more properly refers to a follow-up report to the original one.

The complaint number also serves as the arrest number when an arrest is made. This, too, causes some confusion in maintaining Departmental records. If an arrest is made at the time an incident is handled no general case report is made; only an arrest report would be made under such circumstances. Two distinct numbering systems would be desirable here to differentiate between two distinct tasks.

#### Records Processing

The records office is open from 8:00 a.m. to 4:00 p.m. Monday through Friday. The files are locked at other times with only the records clerk having access to the materials. (The Chief of Police also has access to the records system but that position presently is vacant.)

Field reports are placed by the reporting officer in an "unapproved" box for review by the officer's supervisor. Once the supervisor has completed a review of the report, the Departmental report review officer (the support services sergeant) also reviews the report and, once final approval is granted, gives it to the records clerk for processing. The records clerk matches each

field report with the appropriate dispatch card to ascertain if all reports have been submitted and notifies the report review officer of any discrepancies. Next the records clerk prepares two 3 x 5 index cards regarding the incident, one organized by name and the other by type of offense. Each card is organized in a different fashion and contains different information. No index card is prepared regarding the location of the incident. The two index cards are given to the dispatcher for filing in the communications center while the original copy of the incident report is filed in the records room in a locked four-drawer filing cabinet.

Offense and other written field reports are maintained for three years in the records office and then placed in storage for an indefinite period. The offense file (called the cross-index file in Bloomingdale) is maintained on a yearly basis in the communications center with two more year's accumulations stored in the records office. After three years have elapsed these records, too, are placed in the permanent storage area.

Mention was made earlier that there is no unique arrest number given to an individual arrested by the Bloomingdale Police Department. Because there are no arrest records organized by individual, there are no criminal history files on each person arrested. The Department does maintain what it calls a complaint file folder, a predesigned file folder 12 3/4 x 9 1/2 inches in size with notations on the front to describe the contents. This file folder is organized by complaint number and contains all information pertinent to that particular complaint. No set criteria seem evident for the establishment of such a file folder; it depends upon the judgment of the requesting police officer.

#### Management Information Reporting

The Department does not systematically collect management information that could be used to determine staffing and deployment levels and practices. The Department does participate in the Illinois Uniform Crime Reporting system and uses the so-called Set 2 reporting form. Set 2 is a reporting system designed to provide the Department with certain information regarding the time spent in handling an incident and so forth but there often is a six-month or more delay in preparing material for submission to the State and in receiving the final printed analysis. Because of the lack of solid management data the Department is not in a position to justify staffing needs on the basis of the management information presently available.



SECTION IV. FINDINGS AND CONCLUSIONS

On the whole, the present records system of the Bloomingdale Police Department is in need of modification. New reporting forms are needed, particularly a new dispatch card. Greater use must be made of management information available to the Department from its own records. Considerable time is spent by the records clerk in preparing various reports and filing materials, time which could be lessened with modifications in the daily work procedures. More effective use could be made of the time of dispatchers, too, as often they have as much as three hours of unproductive time per shift.

## SECTION V. RECOMMENDATIONS

The most effective records system is the one which provides the information the organization desires on a timely basis. Certain criteria must be considered in designing such a system. These are:

1. Records should be maintained only if they have some specific value to the organization or their retention is mandated by law.
2. Records must be retrievable and functional to all users.
3. Redundancy must serve a specific purpose, not simply whim.
4. Filing systems must have sufficient controls to guarantee accuracy and continuity.
5. The level and extent of sophistication of the records system must be shaped by the characteristics and capabilities of the user.
6. Simplicity and effectiveness are the by-words in the maintenance and utilization of a records system.

The following recommendations for modification in the Bloomington Police Department records system are offered with these criteria in mind.

### Dispatch Card

The current dispatch card does not provide accurate information for use in the development of a management information system. The suggested format for consideration by the Department is found in Figure 1. The complaint number (Column 03) should be a pre-coded number, preferably printed or stamped on the card. It should not be handwritten. The dispatcher should record the incident type in Column 05 based upon the preliminary information given the dispatcher. The Illinois Uniform Crime Report Code number should be used in Column 06, based upon the incident as reported by the officer responding to the incident. At times these designations may vary but reliance should be placed upon the officer's classification when preparing Departmental reports.

It is recommended that the Department acquire an automatic date/time stamp machine to record the various times called for in Column 11. It would be desirable, as well, for the stamp to note the day of the week. If necessary the dispatcher could record that time by hand but machine use would be more accurate. The dispatcher will be responsible for making the calculation called for in Column 12 and recording the proper answers. Response time is

Figure 1

PROPOSED DISPATCH CARD

Bloomington, Illinois, Police Department

01 Complainant		02 Address	03 Complaint Number
04 Location		05 Incident	06 IUCR Code
09. How Received a. <input type="checkbox"/> Phone    b. <input type="checkbox"/> On View c. <input type="checkbox"/> Counter    d. <input type="checkbox"/> Radio    e. <input type="checkbox"/> Other		10. Disposition:    a. <input type="checkbox"/> No Further Action Required b. <input type="checkbox"/> Unfounded                           c. <input type="checkbox"/> Report Made d. <input type="checkbox"/> Arrest No. _____	
11. Date/Time a. Date/Time Received b. Date/Time Dispatched c. Date/Time Arrived d. Date/Time Cleared	12. Time on Call a. Response Time _____ b. Total Incident Time _____ c. Incident Class (Circle One) I-II-III-IV-V	13. Assigned to: a. Officer _____ b. Badge No. _____	
		14 Dispatcher	
15 Remarks (Use back of card, if necessary.)			

determined by subtracting 11 a from 11 c and the total incident time is derived by noting the difference between 11 d and 11 a. The incident class designation (discussed below) will also be recorded by the dispatcher. This information will provide the basis for a management information system useful in determining staffing and deployment requirements.

#### Field Reporting

It is recommended that the total number of field reports be reduced to five, namely: a general report, an offense report, a motor vehicle report, an arrest report, and the standard State of Illinois motor vehicle accident report. The service investigation memo, while an adequate form, can be discontinued with the dispatcher making the proper notations on the dispatch card.

The basic field reports should be designed to minimize narrative reporting and require the reporting officer to principally check applicable boxes. A sample of a specialized report emphasizing this technique is provided in Appendix 1. As an alternative, the Village of Bloomingdale should review the new reporting forms now in final preparation by the Elgin, Illinois, Police Department. Modeled after some forms designed by a state agency to simplify and standardize reporting practices, the reports would represent a solid step towards simplifying the reporting practices of the Bloomingdale Police Department.

The daily log now maintained by each officer also can be discontinued. Instead, the dispatcher should maintain a "status" card for each officer to account for administrative and miscellaneous activities. Figure 2 contains a proposed status card for this purpose. The data collected from this source also will be helpful in determining staffing and deployment needs of the department.

#### Master Index Files

It is suggested that the Bloomingdale Police Department establish three principal index files: a master name file, an offense file and a location file. Cards should be made for each person named in a report, i.e., witness, victim, suspect, etc. The content of the cards should be identical so that the set of three can be made with a single typing. Color codes or underlining could be used to differentiate between the three as to type. The format of the card should be as follows:

Name	Date of Birth	Complaint No.
Address	Sex/Race	Arrest No.
Telephone		CHR No.

Type of Offense including brief description.

Location of Offense.

Disposition (if appropriate).

This format is not substantially different from the master name index file presently used by the Department. The present offense file is organized in a different manner and there is no location file. The master name index file can continue to be maintained in the Communication Center for easy access. The balance of the data could be stored in the records center although it would be desirable for the dispatcher to be responsible for filing of all three of the cards as an added duty. The records clerk should continue to prepare the index cards.

#### Major Incident and Criminal History Files

The Department presently prepares a special file for major cases as determined by the officer and all material pertinent to that case is placed in that file. This practice should be continued although it is recommended that a special file location be established for this purpose. That is, the current practice is simply to record the complaint number on the file folder and place the entire document in the main complaint file in numerical order. It is suggested here that the original report be left in the complaint file and that a copy of that report, as well as all other data pertaining thereto, be placed in a separate location. A notation should be made on the original report and on the master name index card noting the presence of the major case file.

A new special file should also be established regarding persons who have been fingerprinted, photographed, or arrested by the Department. This criminal history file should be a permanent one. The case file should remain intact only so long as that particular case is active and then that material either should be discarded or placed in the criminal history file. A criminal history record number should be assigned and a notation made on the master name index card.

Figure 2

PROPOSED OFFICER STATUS CARD

Bloomington, Illinois, Police Department

01 Officer		02 Badge No.	03 Date/Shift/Beat	
Classification Code  1. Court 2. Administration 3. Repairs 4. Personal 5. Training 6. Transporting 7. Follow-up, Case No. ____ 8. Citizen assist, no report 9. False Alarms (note location on reverse) 10. Property Checks (note location on reverse) 11. O t h e r	04	Date/Time	Date/Time	
	a. <u>Class Code</u>	b. <u>Arrived</u>	c. <u>Cleared</u>	d. <u>Total Time</u>
				(Use other side if necessary.)

11

Management Information

As noted previously, the Bloomingdale Police Department does not have a well-developed management information system. The modifications suggested for the dispatch card, and the recommended use of the status card, will provide the nucleus of a management information system because the key data necessary to determine proper staffing and deployment requirements will be found there. This data can be readily analyzed by the Department consistent with the steps discussed below which should make that data available quickly.

Provision is made on the proposed dispatch card to log the time a request for assistance was received, the time an officer was dispatched, and so forth. Proper reporting of these times is essential in assessing staffing requirements.

Provision also is made on the proposed dispatch card for the dispatcher to record the incident type by general class. The recommended classes or types for Bloomingdale are as follows:

- Type I: Serious crimes including homicide, rape, assault, robbery, burglary, and motor vehicle theft.
- Type II: Other crimes including liquor law violations, vice, criminal damage to property, etc.
- Type III: Service calls including assistance to persons, false alarms, property checks, lost and found property, etc.
- Type IV: Traffic activity including property damage and personal injury accidents, enforcement activities, etc.
- Type V: Miscellaneous activities including disturbances, animal complaints, suspicious circumstances, etc.

Once the data has been organized into these general categories the time spent handling each incident type (total hours) can be determined. It also should be noted that these "types" can be modified in any manner the Department so chooses so long as the criteria is clearly understood.

The next step would be to determine, by time of day and by day of week, when and what type of incident occurs in order that available personnel can be deployed to confront the actual types of problems encountered. For instance, if such an analysis would reveal that 50 per cent of the actual workload of the Department occurs between 4:00 p.m. and 12:00 midnight, then about 50 per cent of the available work force should be on duty at that

time. A platoon system or related scheduling device which calls for an equal number of personnel on duty around the clock should be avoided unless the workload should happen (unlikely as that may be) to distribute itself in such a fashion. Reasonable attention must be paid, of course, to officer safety as well as the need to have at least one person on duty at all times. On the other hand, attention must be paid, as well, to the types of incidents most likely to occur on a given day or at a given time and plan deployment practices on that basis, too. This type of information, by the way, is readily transferable to a graph and best can be understood in that form.

The third step would be to determine how many hours an officer actually is available for police work. Allowances must be made for a number of factors such as contained in the following hypothetical examples:

<u>Authorized Absences</u>	<u>Average for Department</u>
Days off	832 hours per year
Sick leave	92 hours per year
Vacation leave	191 hours per year
Compensatory time	11 hours per year
On-duty training	20 hours per year
Discipline	8 hours per year
T o t a l	<u>1,154 hours</u>

What these figures mean is that every police officer in this particular example is available for police work 1,766 hours per year and absent from police work 1,154 hours per year. This is determined as follows:

- 1) 8 hours x 365 days = 2,920 hours
- 2) 2,920 hours - 1,154 hours = 1,766 hours
- 3)  $\frac{2,929 \text{ hours}}{1,766 \text{ hours}} = 1.6 \text{ persons (availability factor)}$

This data indicates that in the hypothetical example 1.6 police officers would be necessary in this particular community to perform the work of one police officer in a twenty-four hour period, 365 days a year.



The final step would be to determine the total time spent in handling incidents (derived from the complaint cards), the total time spent in handling other identified tasks (from the officer status card), and add those figures together with an estimated figure of 25 per cent of the time spent in handling actual incidents as the factor to be assigned to random patrol. These three figures, should be totalled together and the resulting figure divided by the availability factor. The result, rounded, will be the number of officers needed to provide patrol service to the community. Additional provisions will need to be made to provide for investigative, supervisory and command personnel.

A P P E N D I X

MISCELLANEOUS CRIME REPORT

1. JCR  
 Unfounded  Open  Open Pending  
 Cleared By Arrest  Exceptionally Cleared

2. Initial Offense Classification

3. Case Report Number

4. U.C.R. Classification 65. Classified By 66. Talled By

15. Location of Occurrence

17. Occurred Mo. Day Year Day Wk. Time 42. Reported Mo. Day Year Time

7. Victim's Name (Last, First, Middle - Firm Name)

8. D.O.B. 9. Address City 10. Telephone

11. Victim's Occupation 12. Sex 13. Race 14. Age 39. Teletype Number

19. Type of Property 20. Loss \$ 21. Recovered \$

22. Connecting Case Report Number(s)

Codes: V - Victim RP - Reporting Party W - Witness A - Arrestee S - Suspect X - Day Telephone

23. PREMISES

Residence - 001  
 0 Suspect's  
 1 Victim's  
 2 Other

Vehicle - 007  
 0 Suspect's  
 1 Victim's  
 8 Other

Business-A - 003  
 0 Bank/Savings & Loan  
 3 General Offices  
 4 Public Building

Neighborhood - 008  
 0 Commercial  
 1 Resident/Single Family  
 2 Residential/Apartments  
 3 Commercial & Residential  
 4 Other

Business-B - 004  
 0 Bar  
 3 Restaurant/Food  
 4 Gas Station  
 6 Other

Miscellaneous-A - 011  
 0 Carport/Driveway  
 2 Park/Playground  
 3 Parking Lot  
 4 School  
 5 Street

Store-A - 005  
 1 Department  
 5 Supermarket

Miscellaneous-B - 012  
 0 Vacant Lot/Yard  
 2 Church  
 3 Construction Site  
 7 Other

Store-B - 006  
 4 Small Neighborhood  
 5 Other  
 6 Unknown

24. WITNESSES

a. Code	b. Name	c. D.O.B.	d. Address City	e. Telephone
			Res. _____ Bus. _____	( )
			Res. _____ Bus. _____	( )
			Res. _____ Bus. _____	( )

25. SUSPECTS

a. Code	b. Name If Known	c. D.O.B.	d. Address If Known	e. Telephone
			Res. _____ Bus. _____	( )
			Res. _____ Bus. _____	( )
			Res. _____ Bus. _____	( )

26. SUSPECTS GENERAL

Sex (016) 0 0 0 Male 1 1 1 Female 2 2 2 Unknown	Age (015) 0 0 0 Young Child 1 1 1 10 - 13 2 2 2 14 - 17 3 3 3 18 - 25 4 4 4 26 - 35 5 5 5 36 - 45 6 6 6 46 - 55 7 7 7 56 - Over 8 8 8 Unknown	Height (018) 0 0 0 Small Child 1 1 1 Very Short (5/2-Under) 2 2 2 Short (5/3 - 5/6) 3 3 3 Medium (5/7 - 5/9) 4 4 4 Tall (5/10 - 6/1) 5 5 5 Very Tall (6/2 - Over) 6 6 6 Other 7 7 7 Unknown	Build (019) 0 0 0 Very Thin 1 1 1 Thin 2 2 2 Medium 3 3 3 Muscular 4 4 4 Heavy/Stocky 5 5 5 Obese 6 6 6 Other 7 7 7 Unknown	Hair Color (020) 0 0 0 White 1 1 1 Black 2 2 2 Brown 3 3 3 Lt. Brown 4 4 4 Blond 5 5 5 Red 6 6 6 Part Gray 7 7 7 Other 8 8 8 Unknown	Eye Color (021) 0 0 0 Brown 1 1 1 Blue 2 2 2 Hazel 3 3 3 Black 4 4 4 Green 5 5 5 Gray 6 6 6 Other 7 7 7 Unknown
--	--	---	---	---	---

48. Description Provided By  
 Code \_\_\_\_\_

27. SUSP. CLOTHES

	Hat	Coat	Shirt	Trousers	Skirt	Dress	Shoes
1							
2							
3							

28. VEHICLE

a. Year	b. Make	c. Model	d. Type	e. Colors-Top/Bottom	f. License Number	g. Year	h. State

Interior - 093  
 0 Bucket Seats  
 1 Bench Seats  
 2 Custom  
 3 Torn  
 4 Equip. Added  
 5 Equip. Missing  
 6 Unique Item  
 7 Stereo Tape  
 8 Floor shift  
 9 Other

Exterior - 094  
 0 Painted Inscript.  
 1 Sticker/Decal  
 2 Rust/Primer  
 3 Vinyl Top  
 4 Decor. Paint  
 5 Level Altered  
 6 Flocked  
 7 Other  
 8 Unknown

Modified - 095  
 0 Front  
 1 Rear  
 2 Other  
 3 Unknown

Body Damage - 096  
 0 Left Side  
 1 Right Side  
 2 Front  
 3 Rear  
 4 Top  
 5 Other  
 6 Unknown

Wheels - 097  
 0 Mags  
 1 Chromo Rims  
 2 Unique Size  
 3 Other  
 4 Unknown

Windows - 098  
 0 Damage - Rt/Left Side  
 1 Damage - Front/Rear  
 2 Tinted  
 3 Covered  
 4 Decal/Plaque  
 5 Other  
 6 Unknown

33q.  Suspect's 33p.  Stolen 33o.  Vehicle Towed

28a. Agent Signature and Number 28b. Spv. Initials and No. 28c. Reporting Party Signature 29. Page of



**END**

7 11-25-1944