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# Michigan Justice Training Commission

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*This manual was developed under the authority and sponsorship of the Michigan Justice Training Commission.*

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109489



# A Resource Manual

## for Michigan's Criminal Justice Information System



**Front Cover:**

Students of Sherlock Holmes literature may recognize the composite illustration as an assembly of two important "firsts" in the depiction of the famed detective. The investigative grouping is based on the first known book illustration by D.H. Friston in 1897. The handprint imitates Frederick Door Steele's first study of Holmes in 1903.

NCJRS  
MAR 08 1988  
ACQUISITIONS

# Acknowledgement

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*(l. to r. – Asst. Division Commander Piper, Captain Nasser, and Lt. Col. Snody)*

*Foreword by*

**Colonel R.T. Davis, Director  
Michigan State Police**

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Among the many functions of the Department of State Police, we place a special importance on the work of the Central Records Division.

As the designated state central repository for Michigan's criminal information base, we entrust to the people of Central Records a high level of responsibility for effective service to the law enforcement community.

This manual demonstrates our view of the criminal justice network as a true community with a broad range of common interests. At the State Police, we accept our role in the administration of a smoothly functioning record system. To the rest of the network, we express our appreciation for your efforts in the submission of quality documentation that allows us to perform this role at the highest levels of efficiency and productivity.

*R. T. Davis*

Colonel R. T. Davis,  
Director  
Michigan State Police



*A Message From*  
**Chief Justice  
Dorothy  
Comstock Riley**

The Michigan court system applauds the efforts of the Michigan State Police in the production of this resource manual for justice system personnel. Our common goal of the fair and efficient administration of justice throughout Michigan is greatly facilitated by adequate, accurate, and timely record keeping and reporting which this manual prescribes.

I urge your careful attention to this document which I believe will assist us all in serving Michigan's citizens better.

Sincerely,  
*Dorothy Comstock Riley*  
Dorothy Comstock Riley  
Chief Justice



*A Message From*  
**Attorney General  
Frank J. Kelley**

As the chief law enforcement officer for the State of Michigan, I feel a special obligation toward the reporting and record keeping requirements of the various criminal justice agencies in our state.

For our system of justice to perform its dual responsibility of protecting the innocent and bringing the guilty to justice, accurate records are imperative.

I therefore encourage your close attention to this manual so that you may better understand the functions of the Michigan State Police in this area as well as the current requirements and methods for submitting information and items to that department.

Please remember that the chain we forge to tether the criminals of this state is only as strong as its weakest link. Adherence to this manual should, hopefully, make each link of our chain equally strong.

Thank you for your cooperation in this endeavor.

*Frank J. Kelley*  
Frank J. Kelley  
Attorney General



*Welcome from*  
**Captain  
Thomas J. Nasser**

On behalf of the people of Central Records Division, I'm pleased for this opportunity to outline our services and to demonstrate the importance of good records handling in the fight against crime.

We're proud of the work we do within Michigan's criminal justice network, and we hope that this manual will lead to an even greater level of cooperation between the parts of that network.

At Central Records, we pledge a continuing high level of competent, conscientious, and concerned service in support of your efforts in the field.

*Thomas J. Nasser*

Capt. Thomas J. Nasser,  
Commanding Officer

# Table of Contents

	<u>Page</u>
<b>SECTION I. INTRODUCTION</b> .....	2
Manual Organization .....	2
<b>SECTION II. THE MISSION</b> .....	4
Criminal Justice Information .....	5
Michigan's Information Base .....	6
<b>SECTION III. THE NETWORK</b> .....	8
Other Affiliated Groups .....	9
Network Information .....	10
<b>SECTION IV. THE SYSTEMS</b> .....	13
Financial Systems .....	13
Legal Systems .....	14
Technical/Mechanical Systems .....	15
Michigan's FAX Network .....	16
Automated Fingerprints .....	17
Administrative Systems .....	18
Central Records Division .....	19
<b>SECTION V. ADMINISTRATIVE</b> .....	20
Freedom of Information .....	20
CRD Fees .....	21
Performance Audits .....	22
<b>SECTION VI. IDENTIFICATION</b> .....	23
Fingerprinting .....	23
RI-7 Arrest Card .....	26
CHR Procedures .....	28
<b>SECTION VII. FIREARMS RECORDS</b> .....	29
Michigan's Gun Laws .....	29
Pistol Licensing .....	29
Concealed Weapons Licenses .....	31
Access to FRS Records .....	33
Confiscated Weapons .....	34
FRS Forms Control .....	35
<b>SECTION VIII. UNIFORM CRIME REPORTING</b> .....	36
UCR Data Applications .....	37
UCR Publications .....	37
UCR Definitions .....	38
UCR Reporting Methods .....	39
<b>SECTION IX. RESOURCES</b> .....	40
Acronyms and Terminology .....	40
Bibliography .....	41

Purpose  
Limitations  
Objectives  
Format

## I. INTRODUCTION

---

*This manual is written for the criminal justice professionals who transfer information into and out of Michigan's Central Records Division.*

If you have this manual in your hands, you are probably a law enforcement officer, a secretary in a county prosecuting attorney's office, a trial court judge, an employee at the State Police Central Records Division, an out-state county corrections officer, or one of a host of other professionals working somewhere within Michigan's criminal justice network.

This document describes the make-up and the mission of that network with emphasis on the importance of good law enforcement records. We look at the characteristics of accurate, complete, and timely records and demonstrate the importance of effective records in the operation of the network.

We consider the law enforcement network from several perspectives including:

- The high degree of interdependence of the network parts;
- The benefits of effective criminal records in the conduct of the mission;
- The tools that are used to maintain the system.

### *Limitations of the manual*

This manual contains many references to the laws, policies, and other regulations covering the network and its mission, and it's important to note that this manual is neither an official summary nor an authorized interpretation of these laws. The document is an informal discussion designed as a general resource for people who may not require a thorough study or full understanding of all of the applicable laws. For those readers whose work requires an appropriate in-depth working knowledge of policies and statutes, the last section lists sources for additional study.

### **Manual Organization**

We will consider criminal justice information from several standpoints, each of which form a separate section of the manual. Here is a summary of the sections:

#### **SECTION II: The Mission**

Criminal justice information is not an end in itself, but rather an important tool used in the administration of Michigan's laws. We can't effectively discuss criminal justice information without a common understanding of what we're all expected to do with it.

**SECTION III: The Network**

There are upwards of 25,000 people involved in the creation, maintenance, extraction, and updating of Michigan's criminal justice information network and all have some degree of dependence upon the quality of the information itself. If you are one of these people, you need to know where you fit within the information network, and this manual might help explain the many responsibilities and duties—along with the rights and benefits—you share with your counterparts in the network.

**SECTION IV: The Systems**

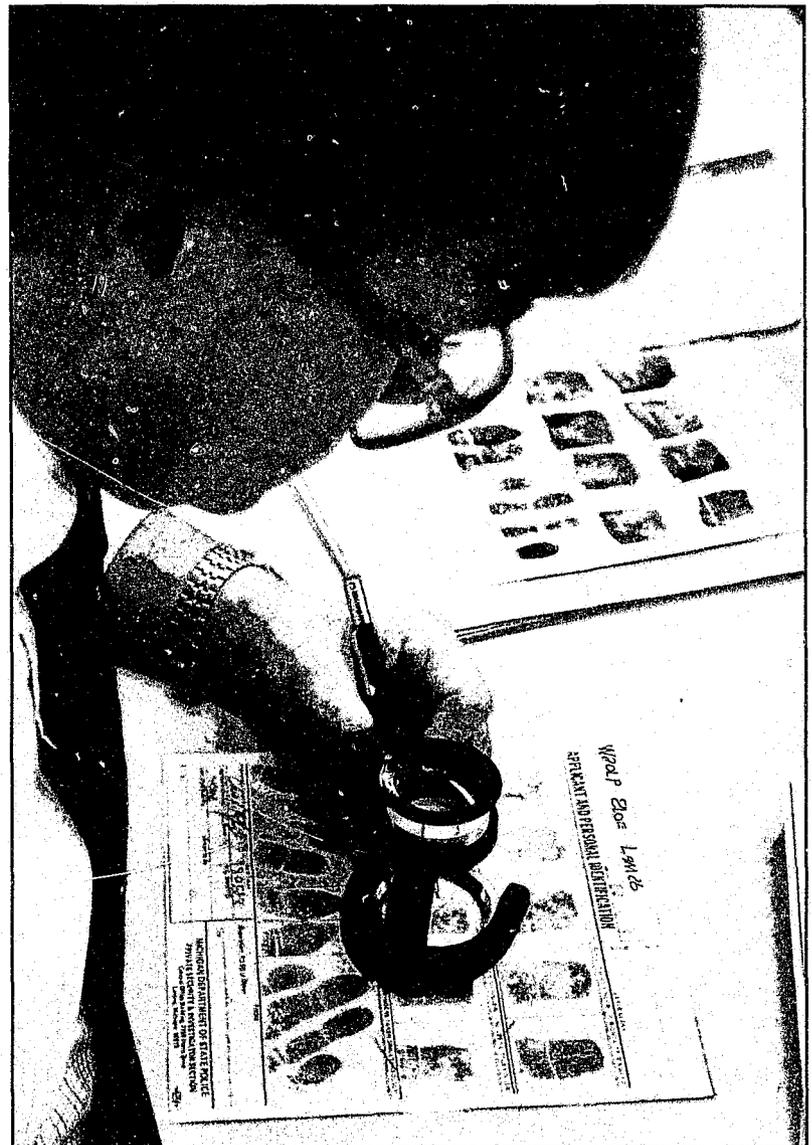
In the conduct of the mission, all of the members of the network are related in a variety of ways. We will consider the legal, administrative, mechanical, fiscal, and technical systems that control the network and help move information in and out.

**SECTIONS V through VIII:****Central Records Division**

As Michigan's state central repository of criminal justice data, the Central Records Division (CRD) of the Michigan State Police is at the core of the network. We will take a detailed look at the four sections that make up CRD.

**SECTION IX: Resources**

Like most systems, this network speaks a unique language. Section IX offers a glossary of terms and acronyms and also lists resources for more information on criminal records handling.



Protect Property & People  
Remove Criminals from Society  
Accurate and Complete Records are Essential

## II. THE MISSION

*The users of this manual have a common mission:  
the effective application of public resources to  
control crime in Michigan.*

**T**he people of the network are responsible for identifying criminals and, through an established legal system and as prescribed by law, for removing the outlaw from society. And when it can be established that an individual is to be regarded as a repeat offender making a career of crime, the network is to apply deliberate and certain sanctions to insure long-term imprisonment. The network is a rather complex matrix of relationships that is highly dependent upon the quality of available information concerning the criminals that the network encounters.

At every level, any government's response to crime consists of a series of individual actions and decisions on how limited public resources should be applied. How best to protect property; when to make a measured early attempt at rehabilitating a first offender; decisions on who goes to trial, who gets probation, and who goes to prison; and when to remove career criminals from the system—these are examples of individual judgments that must be made every day.

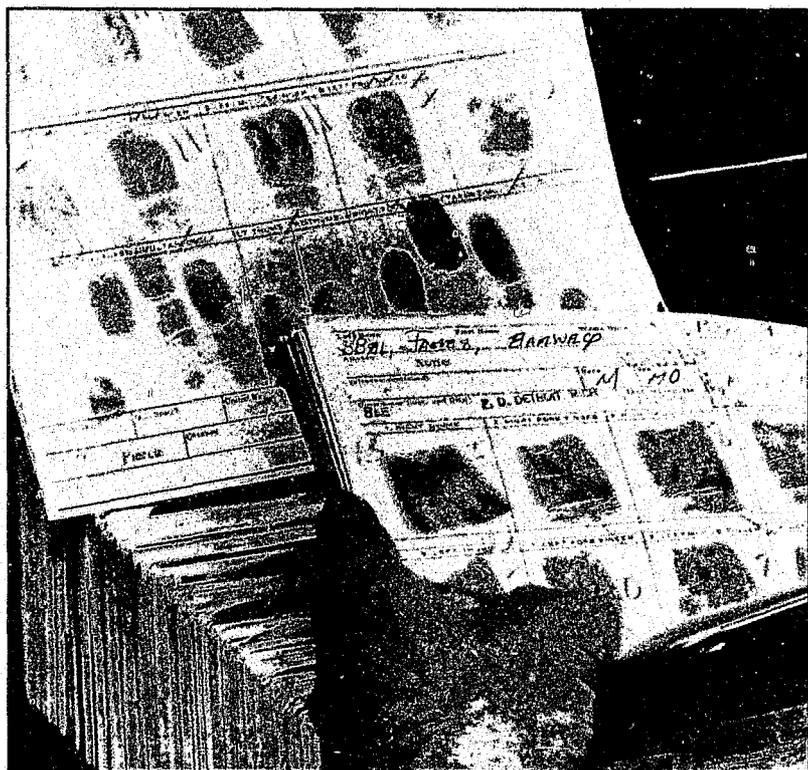
All of these actions are individual decisions made concerning specific people, and the fact that resources are limited requires some hard judgments. The police, the prosecutors, the courts and all of the associated support personnel throughout the network exercise considerable latitude in their response to crime and criminals.

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**... the entire system  
depends upon a base  
of information regarding  
individual criminals.**

---

Our courts have the capacity to try only a small percentage of arrested felons. Similarly, jails have a limited capacity and we can't detain everyone prior to trial. Plea bargaining down to lesser offenses is an essential practice in recognition of both limited trial capacity as well as limited jail and prison space.



## Criminal Justice Information

At the core of every individual decision has to be the corresponding source of information upon which the decision is based. On the assumption that prior behavior is perhaps the best available indicator of future risk, the entire system depends upon a base of information regarding individual criminals and arrestees.

In order for decisions to be made knowledgeably and with an appropriate degree of confidence, the information upon which the decisions are based must be accurate, complete, and current.

In relationship to any one individual, the network must be able to answer some questions with a high degree of confidence:

- Who is this person?
- Is he violent?
- Is she telling the truth about prior convictions?
- Can I trust this witness?
- Do I need backup protection in making this arrest?
- Do I want this juror?
- Am I granting bail to a fugitive?

None of these questions have absolutely guaranteed answers. Instead, everyone in the system has to make a considered judgement based upon various probable responses.

With good information from a reliable data base, Michigan's criminal justice system works safely, more efficiently, and with greater certainty. Conversely, with bad information from a flawed system, everyone's work is more dangerous, more cumbersome, more stressful, more subject to criticism, and much more wasteful of scarce resources.

*Before we take a detailed look at the information system and the network that uses it, it may be well to describe the current condition of Michigan's information base.*



## Michigan's Information Base

Typical with all states, our system requires improvement in terms of both quality of records as well as the level of network compliance. Here are four indications of system defects:

### Arrests

Some 20% to 40% of Michigan felony arrests are not recorded at Central Records. Either the arrest cards are not submitted or they contain such serious flaws that they prevent entry into the system to get recorded as updates to criminal history files.

### Dispositions

Disposition reporting of individual arrests is deficient. Prior to the new court reporting system that went into effect in July of 1987, disposition reports were being completed on less than half of all felony arrests.

### Handguns

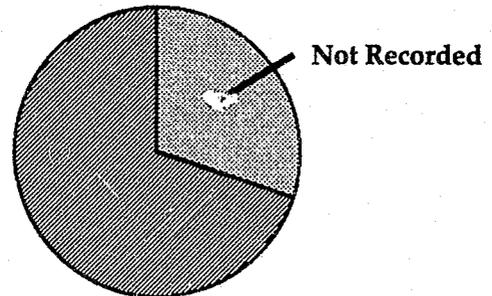
Michigan law requires registration of handguns, and Central Records files contain records of 1.9 million registered pistols. But qualified estimates place the total number of handguns possessed by Michigan residents from at least 6 million to perhaps 12 million and more.

### Fingerprints

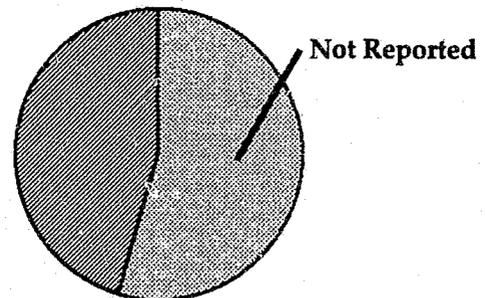
Bad fingerprint impressions prevent classification of some 3,000 to 5,000 Michigan arrest records every year. Even though these arrests are being reported, poor fingerprinting practices render the arrest information as essentially worthless.

## Network Compliance

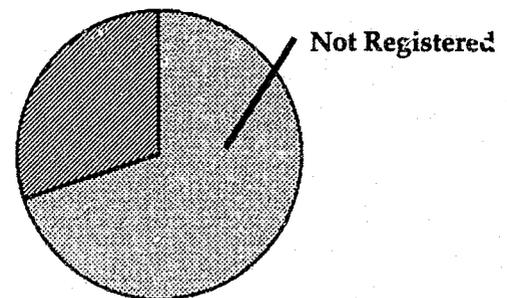
### Felony Arrest Reports



### Court Dispositions



### Handgun Registrations



## ✓ Where Do Bad Records Come From?

The frequent source of defective or deficient records is the middle-sized contributor. Good records seem to originate from both the very large contributors as well as the very small ones. With the mid-sized contributor there is sufficient activity so that these records are not unusual, yet there is not enough volume to have developed consistently effective procedures and systems.

A network source that processes felony records information at the rate of 1 or 2 per day is a prime candidate for introducing deficient or defective records.

So far, here's how this adds up: a good information system is essential for the proper functioning of Michigan's criminal justice network. We all have limited resources at our disposal and must make sure we are applying those resources in the most prudent manner. We can't waste jail space or court time on low-risk offenders. But we need to take every reasonable precaution to prevent a violent, high-risk offender from fleeing our control or committing additional violent crimes while out on bail.

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## **A defective record usually means someone tried to take a shortcut.**

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Yet, the information system that we depend upon to help make these measured responses is significantly flawed as a result of input failures. Where a record is either non-existent or of such poor quality as to render it worthless, somebody in the network took a shortcut.

Everyone reading this manual has some level of responsibility for both system input and output. But the system has an unusual characteristic: the specific information any one contributor puts into the system is seldom, if ever, going to be urgently needed later by that same contributor. Conversely, information that's extracted by any member of the network is dependent upon some unknown past contributor having acted accurately, thoroughly, and responsibly in entering the data.

It's a curious mix of responsibility and benefit, as every player in the network has unknown counterparts somewhere in the system that could have significant influence on one's safety or reputation. The corollary is even more striking: just about everyone involved in the system acts as a silent contributor with potentially significant influence on someone else's job at some unknown time in the future. Together, we make up the criminal justice network that's discussed in the next section.



Characteristics  
Relationships  
Use of Records

### III. THE NETWORK

*This section describes the network that creates, maintains, and employs Michigan's criminal justice information base.*

The network is an interesting combination of highly authoritative individuals with a curious dependence upon others both in and out of the system. Recognize that this network consists of police officers, corrections officers, prosecuting attorneys, judges, and support staffs, all of whom exercise exceptional power in making decisions that profoundly influence the lives of both criminals and future, potential victims.

The network is a five-part structure:



#### Law enforcement agencies

- 63 State Police Posts
- 83 Sheriff Offices
- 494 City, Village and Township Police Departments
- 20 special agencies such as airports and college security departments



#### Prosecuting attorneys

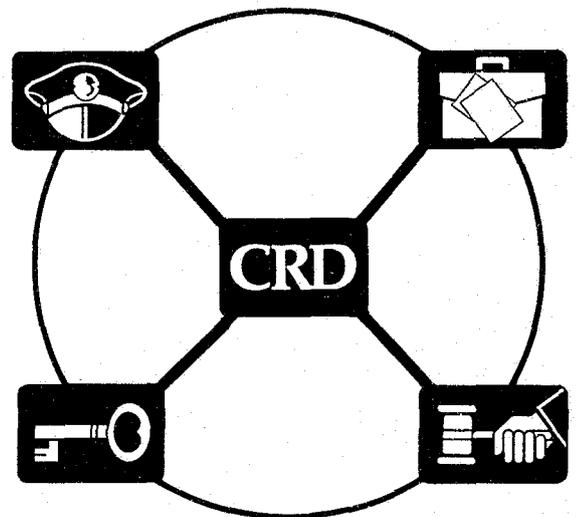
- 83 county prosecuting attorneys
- 565 assistant prosecuting attorneys
- 507 support staff personnel
- 83 County Concealed Weapons Boards



#### The court system

- 55 circuit courts with 167 judges
- 100 district courts with 247 judges
- 1 recorder's court with 29 judges
- 6 municipal courts with 6 judges
- 4067 support staff personnel

#### THE NETWORK



#### The corrections system

A state-wide system for incarceration, punishment, and rehabilitation covering probation offices, city & county jails, and state prisons.



#### Central Records Division

- Administrative
- Identification
- Firearms Records
- Uniform Crime Reporting

Here are some characteristics of the component parts of the network:

### **Separate and Independent**

While all answer to Michigan's code of law, the various parts of the criminal justice network exhibit a high degree of independence in terms of funding, constituency, geographical coverage, and related responsibilities.

### **Cooperative Relationships**

There are a number of informal and implied reporting relationships, but very little can be accomplished within the network by way of mandates. It's hard to order much to be done, and things usually happen as a result of persuasion, cooperation, and appeal to a variety of interests.

### **Different Types of Tenures**

There is wide diversity within the network in terms of job dependency and reporting relationships. Many police officers have job protection accorded by contract. In larger cities, police often belong to labor unions with varying types of job definitions. Judges, sheriffs, and other county-level administrators are elected officials and must continue to satisfy an electorate against periodic partisan and non-partisan competitors.

### **Multiple Responsibilities**

All parts of the network have a broad list of alternative priorities. Such other functions may include a range of civil duties, traffic control, licensing, extensive juvenile and misdemeanor activity that is often outside of the core of felony criminal histories, training, maintenance of professional skills, and communications within and outside of the network. Typically, every component of the network must also maintain a local information base.

### **Limited Resources**

Scarce resources limit our response to crime. In addition to courts and jails operating at or beyond capacity, a flood of paperwork is a universal problem and just about every player in the network can legitimately complain about short staffing and tight finances.

### **Fish Bowl Existence**

By the nature of the taxpayer-supported budgets that make up the network, every individual in the system is either dependent upon the electorate for retaining a job or for a sympathetic public body to provide necessary funds. At the same time, the entire network is under scrutiny by the media for appropriate protection of people and property.

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## **Scarce resources limit the network's response to crime**

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### **Other Affiliated Groups**

There are several groups with important roles in both contributions and output of criminal justice information. Two obvious parties are the public and the law-breakers. The law abiding public is the source of all funding as well as the owner of life, limb and property that the system is trying to protect. The criminal is both the adversary of the network and the beneficiary of any flaws in the system.

Other Michigan state government units such as the Secretary of State and the Department of Social Services are often closely affiliated with the network in the handling of information about the people they encounter.

Michigan's information network also has close links with U.S. Government agencies like the Federal Bureau of Investigation, the Bureau of Alcohol, Tobacco, and Firearms, and the Drug Enforcement Administration.

### **Criminal Justice Data Center**

The Criminal Justice Data Center (CJDC) provides all of the critical network data processing functions. The East Lansing-based CJDC is a unit of the Department of State Police and is the physical operations center for the LEIN system and Computerized Criminal History transmissions.

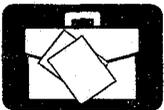
# Network Information: Input and Output



## LAW ENFORCEMENT AGENCIES

### INPUT:

- Biographical information on arrestees
- Fingerprints, both 10-print and latent
- Arrest Information
- Firearm Licensing
- Uniform Crime Reporting data
- Confiscated firearms



## PROSECUTING ATTORNEYS

### INPUT:

- Authorization-Arrest warrant
- Verify proper arrest information
- Check for fingerprint card
- Assign Criminal Tracking Number (CTN) to arrest cards
- Assignment of charge code
- Verify information ready for court
- Action on concealed pistol applications



## COURTS

### INPUT:

- Confined or released on bail
- Guilty/not guilty
- Of what offense?
- Jail/prison
- Probation



## CORRECTIONS

### INPUT:

- Confined?
- Escaped?
- Updated history
- Died/released



## USAGE OF CENTRAL RECORDS DIVISION OUTPUT:

- Who is this person?
- Is this person a fugitive?
- Is there any pattern of violence?
- Does this person have a drug history?
- What is the pattern of our criminal activity?  
Are there any significant trends?
- What is the history of this firearm?
- Does this person have a registered handgun?
- Is that person licensed to carry a concealed pistol?
- Crime rates and trends from Uniform Crime Report information for funding and staffing
- State Identification Number (SID) for tracking
- Is this a repeat offender? Career criminal?
- Is this a first-timer, suitable for diversion?
- Possible information on witnesses
- Possible information on jurors
- Should we charge?
- Should we go to trial?
- What's the best charge?
- Should we reduce charge? Accept plea bargain?
- Is this person suitable for licensing?
- Is this individual likely to flee?
- Other significant criminal history?
- Information for sentencing
- Habitual/career criminal?
- Uniform Crime Reporting information for funding and staffing: How do we compare?
- History on an individual
- Crime information for staffing and funding
- Other relevant information?

## Network Information

From an arrest or a warrant all the way through to the confinement period for the repeat offender, there is one common thread that links the criminal to the law enforcement network: appropriate documentation of identity and past criminal activity. Also, to the extent that pistols are used in the commission of the crimes, the network also requires the ability to identify the source of the pistol and its related history.

As an associated responsibility in protecting society from crime and criminals, the law enforcement network must maintain appropriate records on the identity of private security personnel and on individuals in positions of responsibility and trust that require positive identification. In circumstances where these individuals own or carry pistols, the network must maintain appropriate records of the pistols and of the individuals licensed to purchase and carry them.

While Michigan's system is one of the best in the nation, the network must contend with some significant flaws. (See "Michigan's Information Base" on page 6 for examples of system deficiencies.) Here is a closer look at three problem areas with a discussion of how the system could be made to work better.

### Fingerprints are Essential

A clear, well-contrasted set of fingerprints is the basis of all system inputs. With good prints, it's easier for CRD to make a certain classification and spot an attempt by an arrestee to use an alias or evade connection with an existing criminal history.

In the absence of classifiable fingerprints that allow positive identification, there is no basis for using the arrest information to update an existing criminal history or to establish a new record.

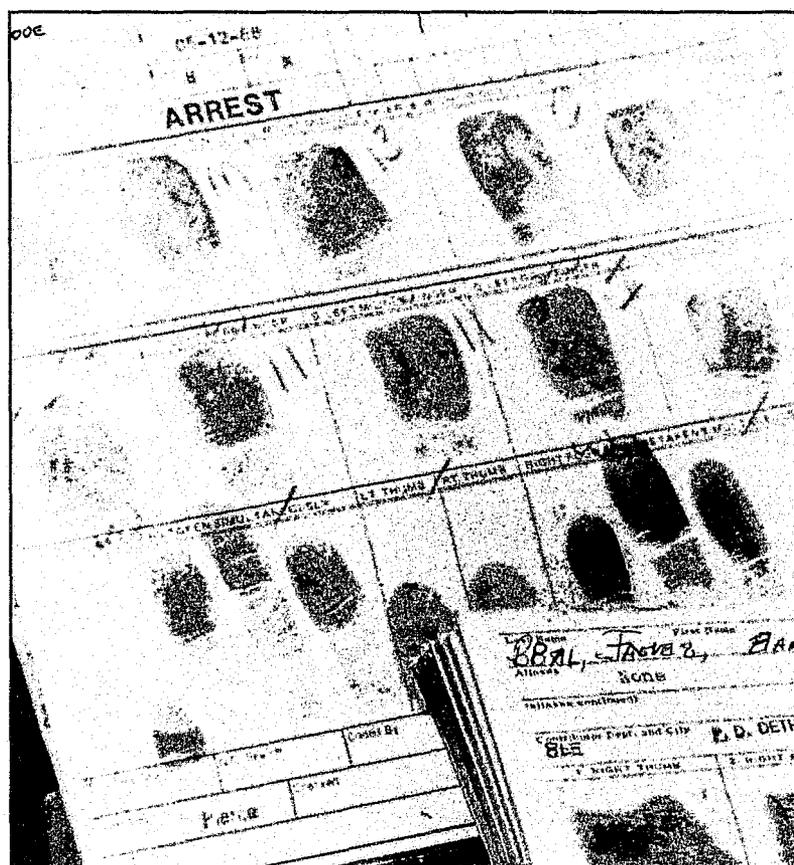
While the major harm of a defective set of prints is the missing information, there are other hidden costs. Significant network resources are employed in passing a flawed arrest card through the system. Until the card finally reaches an individual fingerprint technician who has the

knowledge and experience to spot a flawed set of impressions, all parts of the network have expended time, money and effort on a document that can't be used.

### Incomplete Criminal Histories are Costly

If the data base is inaccurate or incomplete, a prosecuting attorney must make direct contact with prior arresting agencies for information on arrests, charges, and dispositions. Instead of employing automated and speedy communication links to a computer data base, the prosecutor resorts to various manual methods of data gathering. The result is an unacceptably high cost to all offices involved on both ends of the manual, one-time communication.

In preparing for trial as well as making a case against the habitual criminal, the prosecutor should be able to rely upon the system. To the extent that criminal histories are quickly and accurately updated, and as court dispositions are filed promptly, we save considerable time, expense, and energy in trial preparation.



## Missing Information is a Danger

For a variety of reasons, a record of a violent crime might fail to enter the system, or a flawed arrest card could result in the creation of a new criminal file instead of a match with an already existing serious offender. This missing information could delude a police agency into a false sense of safety when making an arrest or serving a warrant.

With reduced confidence in the criminal justice information system, we might be requiring different levels of response than might be possible with a more accurate information network.

In these examples, the network is employing resources to make up for deficiencies in the information. To the extent that the information base can't be trusted, people in the network are forcing scarce resources to be applied in picking up a lapse or filling a void that resulted from poor input.

But throughout this same network, there are considerable economies within reach. What's required is the realization that every individual in the network has the potential of improving network efficiency. As part of the law enforcement mission, the entire network can improve the quality of the data base by simply paying more careful attention to material they contribute.

## Needed: A Records Specialist in Every Office

In all large jurisdictions, the records function is a significant, full-time responsibility for one or more people (the City of Detroit has 65 people working with fingerprints and related criminal records files). In smaller agencies, records activity is too small to justify a full-time assignment and this sometimes results in a fragmented, inconsistent records function shared between a number of people.

A better alternative might be to have one individual assume the responsibility for learning about the records system and to serve as a resource within the unit. This individual would be the contact point with prosecutors, courts, police or Central Records. As questions arise regarding an appropriate procedure, form, or communications link, this designated individual would have the experience to serve as a knowledgeable resource. With only a limited amount of training, this records specialist could oversee all records creation and insure that only acceptable documents are being forwarded into the information network.

*We've looked at the mission and the network. We now turn to the various systems that define the working relationships and look at some things that are being done to improve the quality of our information.*



Financial  
 Legal  
 Mechanical  
 Technical  
 Administrative

## IV. THE SYSTEMS

*The "systems" define the network and help get information in and out.*

In a nationwide assessment of criminal history records, the SEARCH Group, Incorporated identified five topics as task areas to improve record quality:

- financial
- legal
- mechanical
- technical
- administrative

In this section, we use these same five topics as convenient areas to describe how the parts of the network fit together.

### Financial Systems

In looking at how the network is funded, two obvious questions arise: Is funding sufficient to carry out the task? Would changes in funding method improve either quality or compliance?

Except for some minor fees for things like non-criminal fingerprint checks, there are no charges associated with any aspect of the criminal records system. There is no compensation to any of the independent agencies for record submission, and no charges for utilization of the system. Each element of the network is responsible for its own funding and, typically, there is no specific identifiable funding source for record handling.

This situation appears reasonable. It would create an administrative nightmare if per-item charges were applied to system utilization or if contributing agencies required reimbursement for their data input.

Every component of the network can justify additional funding for a wide range of criminal justice activities. But no network member can make a reasonable case that inadequate funding is the primary cause of deficiencies in data quality or compliance. At present levels of funding, significant improvements are possible by attention to administrative, mechanical, and technical systems.



## The Legal System

Here are the major groups of applicable Michigan laws organized by the different activities they define:

### Freedom Of Information:

**MCLA 15.231 - 15.246**

*"An act to provide for public access to certain public records of public bodies."*

### Criminal Identification:

**MCLA 28.241 - 28.247**

*"An act to create a bureau of criminal identification, records and statistics...and to require peace officers to make reports respecting crime and criminals."*

### Uniform Crime Reporting:

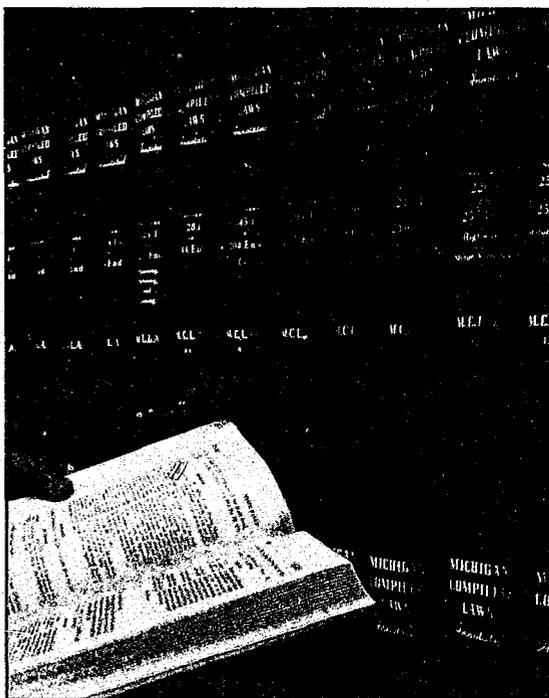
**MCLA 28.251 - 28.257**

*"An act to provide a uniform crime reporting system; to provide for the submitting of such records to the department of State Police."*

### Firearms Records:

**MCLA 28.421 - 28.434**

*"An act to regulate and license the selling, purchasing, possessing, and carrying of certain firearms."*



Public Acts 231 and 232 of 1986 are two recent amendments to Michigan's records statutes. The new laws mandate responsible activity by network members to submit appropriate information to CRD to ensure a criminal data base that is at once accurate, complete, and current. Some specific provisions include:

- Definition of Central Records Division as the state's central repository for criminal records information.
- Requirement of local law enforcement agencies to take fingerprints of individuals arrested for serious offenses and forward them to the Michigan State Police (MSP). Offenses require fingerprinting when the maximum penalty exceeds 92 days imprisonment or a fine of \$500 or both.
- Requirement for court to ensure that fingerprints have been taken prior to sentencing.
- Requirement for MSP to classify fingerprints, compare with existing files, and report existing criminal records.
- Requirement for the clerk of the court to report disposition of all arrest cases to MSP for updating of criminal history files.
- Provision for continuing audits of system performance and establishment of appropriate quality assurance procedures.

In summary, the network has an effective legal mandate that is both flexible and up-to-date. And while the statutes contain necessary sanctions and legal remedies, these penalties must be considered as insignificant. The network cannot depend on legal sanctions for effective operation; it works best when people are cooperating with each other both because it's their job to do so and for the benefits that all derive from a well-functioning system.

## Technical/Mechanical Systems

Technical/mechanical systems define the manner in which we capture, store, extract, and disseminate information. In analyzing these systems, we must ask:

- Are we seeking the right information?
- Would the network be improved by either expanding or cutting back on data?
- Could we improve efficiency by expanding automation?
- Are our forms suitable to the task?
- Are we taking good advantage of current technology?

These issues are the responsibility of CRD management. As the designated state central repository, CRD is charged with managing both informal and formal communications with representatives from other network elements to insure that procedures are up-to-date.

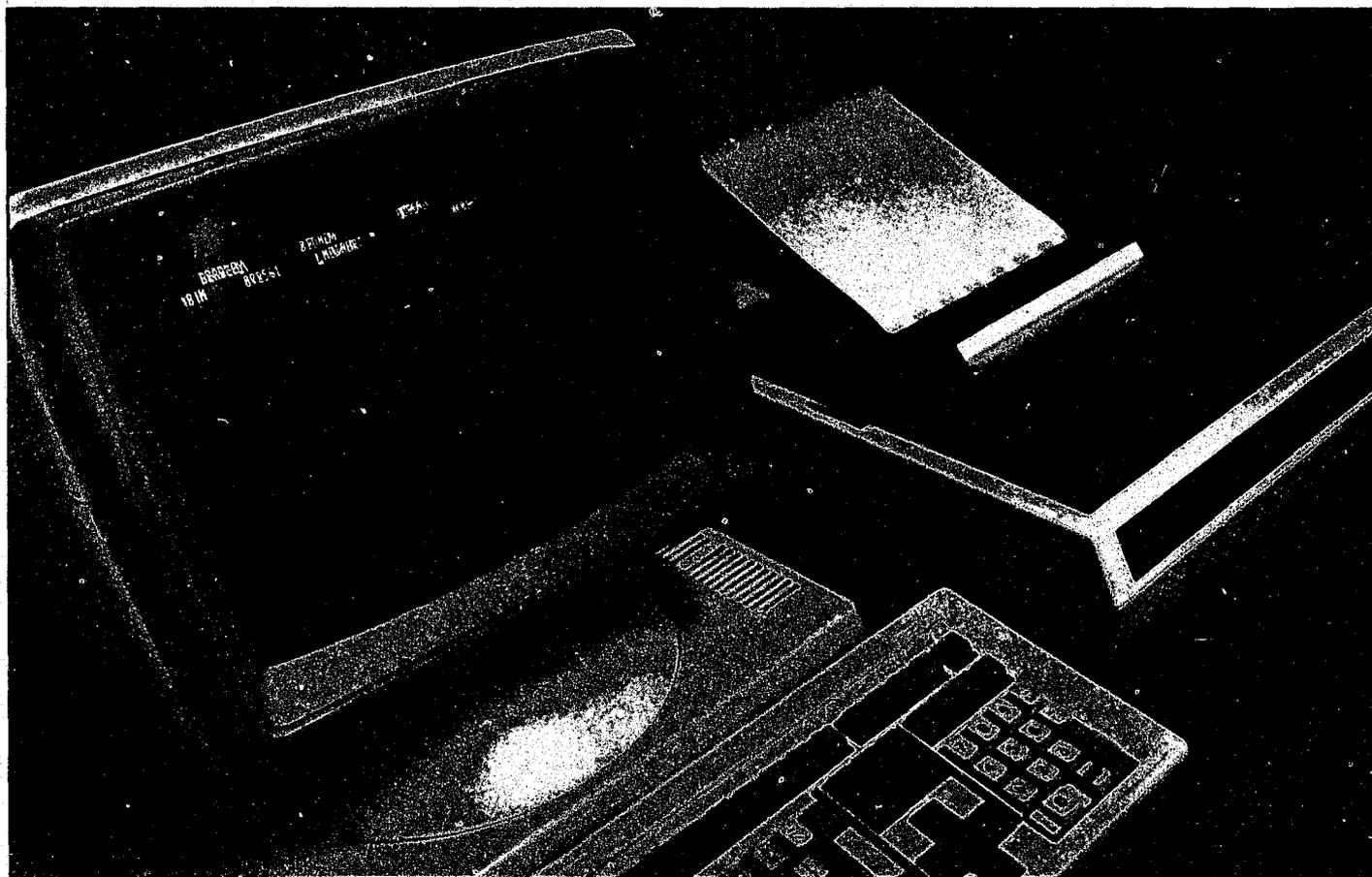
## Communication Links

Depending upon the type of information required, members of the network can gain access to Central Records information in a variety of ways for inputting data, extracting data, and for general maintenance of the system.

### LEIN

The Law Enforcement Information Network (LEIN) is a state-wide computer based system managed by the Criminal Justice Data Center that allows two-way communication between all network elements. The LEIN system also provides immediate access to other states via the National Law Enforcement Telecommunication System (NLETS), the FBI's National Crime Information Center (NCIC), the files of the Secretary of State for driver and vehicle information, and the Department of Corrections.

All authorized LEIN users are provided with necessary codes, formats, documentation, and training materials which allow efficient access to this 24 hour computer-based communication system.

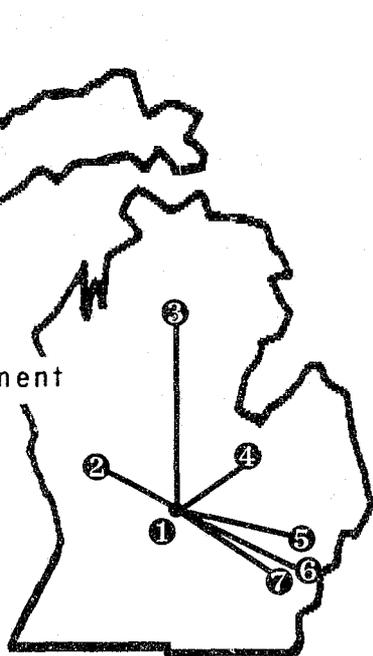


### Michigan's FAX Network

- 1. Central FAX
- 2. Grand Rapids Lab
- 3. Grayling Lab
- 4. Bridgeport Lab
- 5. Madison Heights Lab
- 6. Detroit Police Department
- 7. Northville Lab

**Also:**

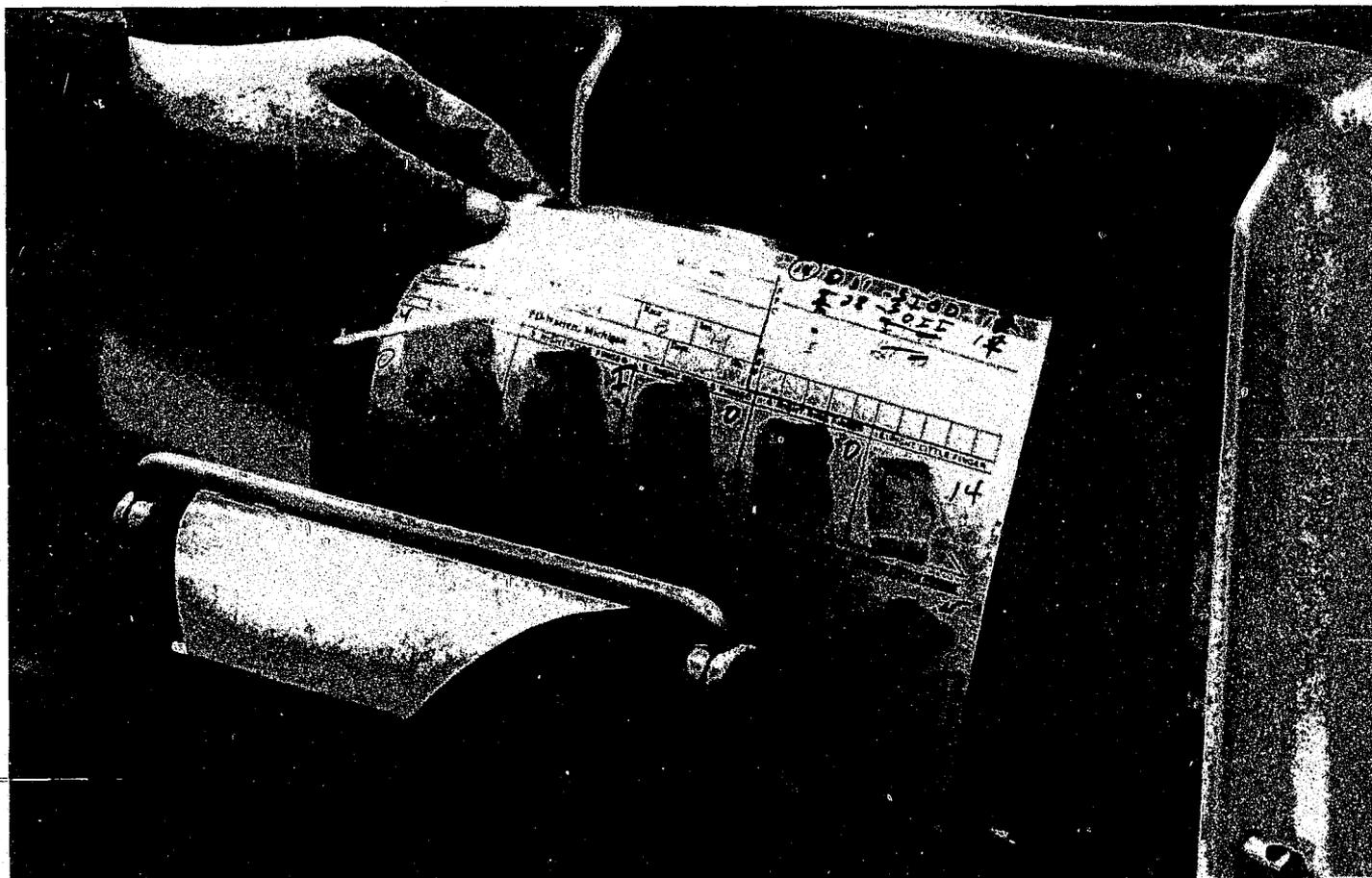
- Out State
- FBI
- INTERPOL



### FAX Network

Fax is a shortened designation for the facsimile machines that are located throughout the state of Michigan. FAX machines allow transmissions of actual fingerprints, mug shots, or other printed information between terminals. In minutes, a set of fingerprints can be transmitted from a remote FAX terminal to CRD. When needed for immediate classification, identification, or other similarly urgent work, FAX machines can offer high-speed transfer of graphic information that would otherwise require the prints or photos to be hand carried to CRD.

It's important to note that the equipment within Michigan's FAX network is significantly different than the conventional photo-facsimile machines that are becoming widely utilized in business communications. These conventional units employ a recording and transmission process that does not achieve the precision or quality reproduction necessary for the transmission of fingerprint impressions.



## Automated Fingerprints

Michigan will soon begin implementation of one of the country's first state-wide Automated Fingerprint Identification Systems (AFIS). Based upon current procurement plans, Michigan expects to place an order in 1988 for a computer-based fingerprint filing and search system. This system will employ state-of-the-art technology in the loading and maintenance of fingerprint records.

When AFIS comes on line, all new entries of fingerprint information will automatically enable three high-speed crosschecks:

- All new 10-print cards will be computer classified and cross referenced against existing 10-print cards to seek a match. This method will seek out duplicate files where an individual had previously entered the system under another name, date of birth, or other physical information.
- AFIS will search existing latent print files to see if the individual was responsible for an unsolved crime.
- All latent prints will be compared against both the 10-print files to obtain identification as well as against other latent prints to see if the same individual was responsible for other unsolved incidents.

### *Conversion to AFIS*

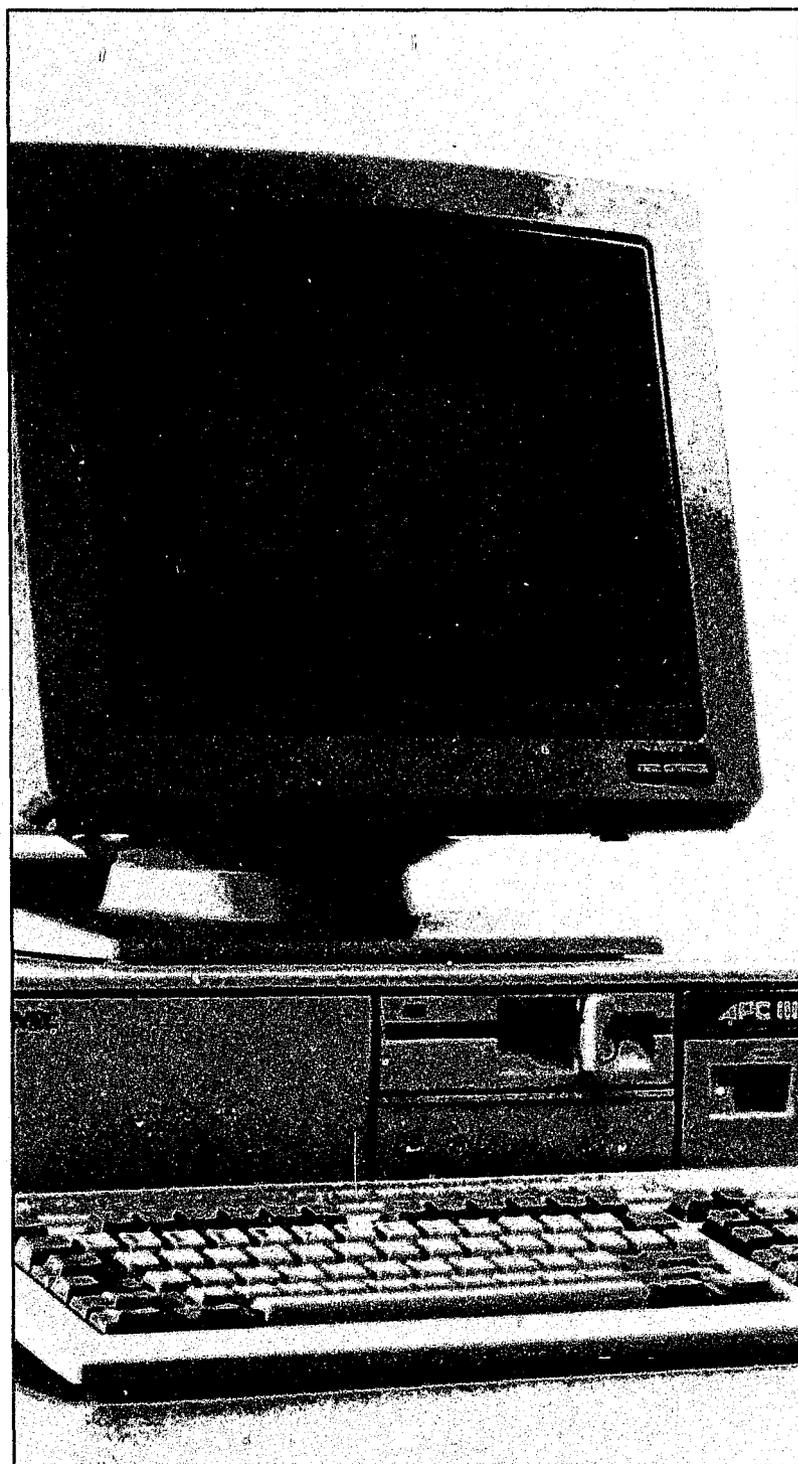
Even though AFIS will greatly speed classification and file searching, it will require the same level of care in taking fingerprint impressions that the present manual system requires. In fact, with the expected increase in reliance upon AFIS, the new procedures will call for even more diligence and care. Compared to human experts, the computer will be less tolerant of flaws and less able to compensate for deficiencies.

The conversion to AFIS will take some time. Allowing for the loading of the base file of 750,000 10-print cards, establishment of AFIS terminals and handling the necessary training and orientation, Michigan's AFIS will not be operational before 1989.

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## AFIS will require even more diligence and care in taking fingerprints

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## Administrative Systems

The administrative systems are the formal and informal reporting relationships between network elements. In a 1985 report "DATA QUALITY OF CRIMINAL HISTORY RECORDS" the US Department of Justice and SEARCH Group, Inc. referenced the results of a 1977 survey that analyzed the factors contributing to deficient state criminal justice data. While acknowledging that legal, technical, fiscal, and mechanical considerations were also involved, the study pointed to two major reasons for flawed records:

- *Lack of cooperation between agencies,*
- *Absence of a state-wide commitment.*

Where there is poor cooperation and an unsatisfactory level of commitment from network elements, no level of funding or degree of legal sanctions will work. Conversely, cooperation and commitment from the people who contribute to and draw from the criminal justice data base will make up for technical, mechanical, fiscal, or legal deficiencies.

## Systems Analysis

As a part of the Michigan State Police, Central Records Division undergoes continuing reviews and performance audits from both internal and external perspectives. CRD has just completed a major independent review of its internal records systems. All existing forms are under review along with filing systems, retrieval systems, and administrative procedures within the division itself.

## Education and Training

Both inside and outside the division, Central Records personnel seek a wide range of opportunities to improve skills and to stay abreast of current technology.

## Advisory Groups

In continuing dialogue with other network elements, CRD management makes continuing modifications in network systems and procedures. The recent major change in procedures to implement Public Acts 231 and 232 of 1986 was an effort of a Technical Advisory Group created for that purpose.



## Central Records Division

In contrast with conditions elsewhere, Michigan has made exceptional progress in achieving high levels of administrative cooperation. As we discuss in the following inspection of Michigan's tools, we have a clear path to the development of a system that will support the joint mission of a reliable, accurate, and current criminal justice information source.

We now take a detailed look at Central Records Division. We present each of the four operating sections in terms of the mandates, responsibilities, procedures, and the resources available to the network.

The four sections are:



### Administrative.

This section supports a range of Division-wide functions in addition to serving as the network resource for Freedom of Information requests, fees handling, and performance audits.



### Identification.

This section compiles and disseminates criminal history record information based upon verified fingerprint identification.



### Firearms Records.

This section is Michigan's central repository for several different records categories of firearms and other weapons.



### Uniform Crime Reporting.

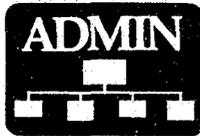
This section receives and compiles crime statistics and provides reports for a range of local, state, and Federal applications.

### Certification of Records

When records information from any CRD section is needed as evidence in a court proceeding, there are systems in place to provide certified authenticity of the record without the necessity of a CRD employee testifying in person. For assistance, contact the appropriate Supervisor by LEIN, telephone, or mail. (See Resource Section)

### 24 Hour Emergency Service

All CRD sections have personnel on call at all times for emergency assistance with major crime investigations. Local agencies can reach CRD contacts during off hours through the Duty Officer at MSP Operations. (See Resource Section)



## V. ADMINISTRATIVE

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**T**he Administrative section provides several support functions within CRD. Within the scope of this manual, three activities require explanation:

**Freedom of Information Requests**

**Fees Handling**

**Performance Audits**

### **Freedom of Information**

There is a relatively new development in the relationship between the American public and their governments: the right to freedom of information (FOI). In brief, this right is based upon the foundation that a government cannot unreasonably withhold public information from its citizens. In terms of Michigan's criminal justice network, any citizen is assured of reasonable access to information that is retained by any governmental body such as a municipality, a county government, or CRD as the state central repository of criminal justice information. The applicable statutes are defined in MCLA 15.231 - 15.246 that "provide for public access to certain public records of public bodies."

The record can be either oral or written and can exist in the form of letters, forms, photographs, tape or magnetic disks. The applicable law places a great deal of responsibility on the unit of government to be both responsible and responsive in receiving and acting upon requests for access to information whether the request be oral or written.

FOI statutes define the public's right to inspect, copy, or receive public record information. This right extends for a six month period in the case of subscriptions to records that are disseminated on a regular basis. The right also includes reasonable access to facilities for inspection and examination of records.



### **FOI Requests**

The requestor must be sufficiently clear about the information requested so as to allow the governmental body to find the appropriate record. Here is what the governmental body must do:

- Respond within five business days.
- Deliver all information requested in this time frame; or
- Deny all or part of the request with an explanation for the reason for denial. The reason for the denial must be in writing.
- Advise the requestor of the right to judicial review of the withheld information if any part of the request is denied.
- Under unusual circumstances, issue a notice extending the response period up to ten additional days.

### **Reasons For Denial**

The FOI statutes provide a number of justifications for withholding all or part of the records in response to an FOI request. FOI requests can be denied in whole or in part if the government can establish that the information:

- Is an invasion of privacy of an individual.
- Would interfere or jeopardize a law enforcement investigation including proceedings, a fair trial, a confidential source of information, a proprietary or unusual investigative technique or would endanger the safety of law enforcement officers or agents or their families.
- Could jeopardize the security at a custodial or penal facility.
- Would include information protected by an attorney/client privilege.

For assistance on handling FOI requests on criminal information, contact the CRD Administrative Section as listed in Section IX.

### **CRD Fees**

CRD services are a support function provided by the State of Michigan to local agencies. With few exceptions, all services provided by CRD are provided without charge to either the public or the local agency.

There are four cases where fees are required as part of a request for CRD services:

**FOI Requests** - Certain costs related to the preparation and copying of records.

**Non-criminal Fingerprint Checks** - CRD handles these "applicant" prints for a variety of specialized occupations and positions for the current fee of \$10.00.

**Federal Records Checks** - If, in addition to CRD criminal checks, the requesting body also requests an FBI search, an additional fee of \$14.00 is required. CRD forwards this fee to the FBI. If the reason for the FBI records check is required by law for any reason, the \$14.00 fee is waived.

**Records Modification** - For a court ordered set-aside of a criminal record, CRD requires a \$15.00 fee from the applicant for an appropriate fingerprint search and record modification.

### **CRD Fee Handling**

Payment of fees should be by checks made payable to "The State of Michigan" and checks should be clipped to the applicant fingerprint card.

It's worth noting that fees submitted as part of a non-criminal file search are not considered a CRD revenue item nor are they available to defray CRD expenses. Instead, all fingerprint and record modification fees are deposits to the State of Michigan General Fund.

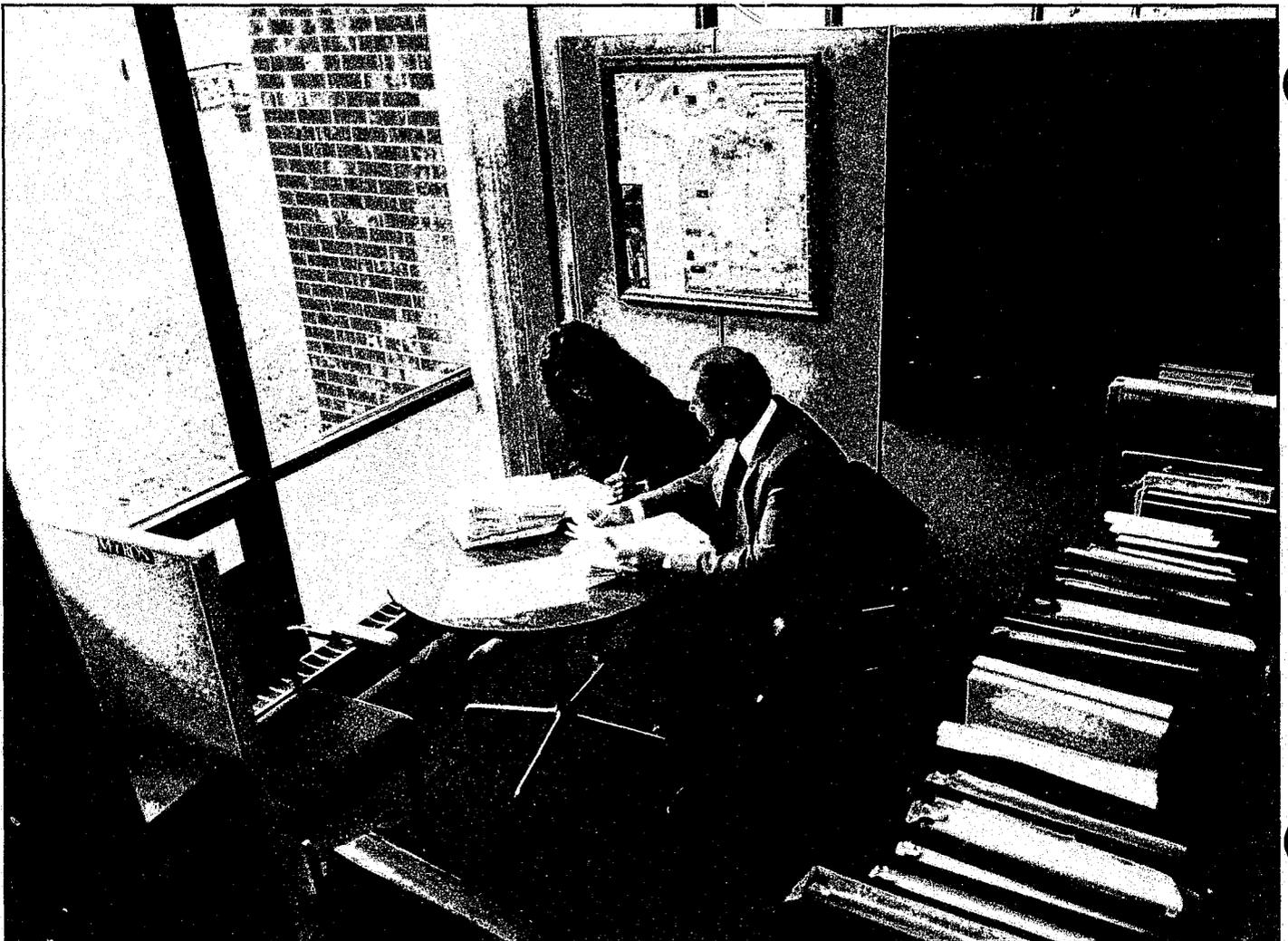
## Performance Audits

As an integral part of maintenance of the data bases, CRD administration includes a field audit function. While the term "audit" implies a watchdog-type function to verify that the network elements are functioning properly, the true purpose of the audit system is to aid network members in use of the system. The audit function is designed to:

- Monitor all activity from various network elements.
- Identify problems in system utilization.
- Develop solutions to problems including modification of the system to better meet the needs of the network.
- Exchange assistance and information both within Michigan's network as well as with other state data bases.

Most states presently mandate some method of quality assurance or quality control audits as a part of the criminal justice statutes. Michigan differs in the emphasis placed upon assistance to network members. The expertise available to network members has the primary goal of aiding the network in making better use of information from CRD.

In addition to professional training skills, audit personnel contribute a wealth of experience in both records system utilization and criminal justice field procedures.



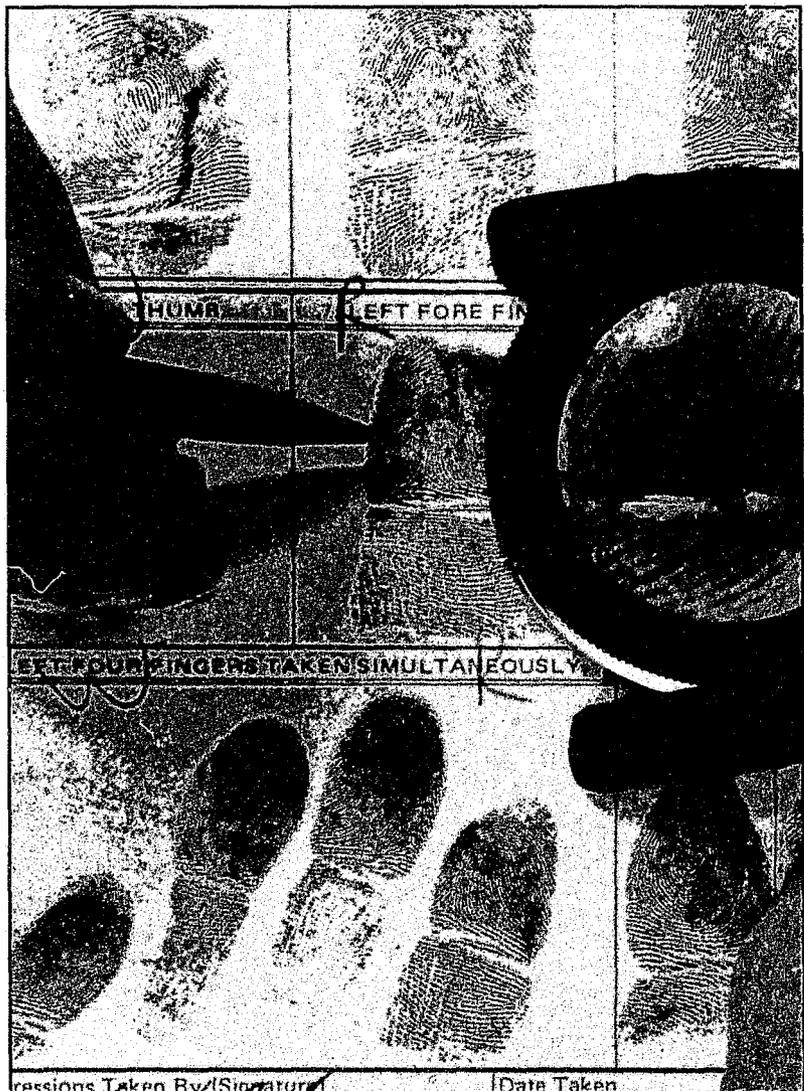


## VI. IDENTIFICATION

**B**ased upon verified fingerprints, the Identification Section of Central Records compiles and disseminates information on Michigan criminals. Operating units of the section include Criminal History Records (CHR), Manual Records, and Fingerprint Identification along with an Administrative Unit.

For our purpose, there is one central consideration: there can be no action on a criminal history without corresponding certainty of fingerprint identification. Without a set of fingerprints to match against the existing file, there can be no additions, modifications, upgrades, or deletions to an existing criminal history record.

While common access to these records is via computer links, the foundation of the system is the manually completed arrest card RI-7 with the corresponding impressions of a full set of fingerprints. This part of the manual is devoted to a summary of procedures for proper completion and submission of the RI-7 arrest card.



### Fingerprinting

As the foundation of Michigan's criminal history record system, fingerprints are the only practical, positive means of identifying an individual. Throughout the history of tracking criminals, such characteristics as names, paper identification, dates of birth, photos, and other distinguishing characteristics have proved unreliable. Fingerprints have become such a widely established foundation for individual identification that there has not been any serious challenge to the premise that no two sets of fingerprints have ever been found to be identical. As the universally accepted method of classifying an individual with certainty, the 10-print impressions stand alone.

### ***Good Fingerprint Impressions***

Proper fingerprint impressions offer a number of significant benefits:

#### **1. Allow Classification with Certainty**

Good fingerprint impressions allow easier classification. The 10-print card will enter the file in the appropriate location and will make any subsequent file entries or searches more effective.

#### **2. Save Time**

Instead of struggling to make a classification, a good set of prints allows smooth and efficient handling in CRD. When fingerprint impressions are poor, more time is required to study the prints in making classification decisions. Also, in seeking a match within the file, an indistinct set of prints could require searching through thousands of extra cards.

#### **3. Better Facsimile Transmission**

Good prints allow better quality facsimile transmission to the FBI or between Michigan agencies.

#### **4. Better Chance of Matching**

With good impressions, there is a higher likelihood of finding an existing file match. A technician does not need to guess about identifying characteristics, and there is also less likelihood of mistakenly creating a new file thinking the individual has never been previously arrested.

#### **5. Better AFIS Files**

The section on Systems discussed Michigan's conversion to an Automated Fingerprint Identification System (AFIS). While AFIS will contribute computer power to the classification and matching jobs, efficiency of the system will still depend upon the quality of fingerprint impressions as the basic record.

### ***Proper Fingerprinting Techniques***

Everyone who handles fingerprint cards should be able to distinguish between good and bad sets of prints and take the responsibility of stopping a defective card at the earliest possible point. Of course, the most effective place for ensuring a good fingerprint impression is when the prints are taken.

Here are some tips:

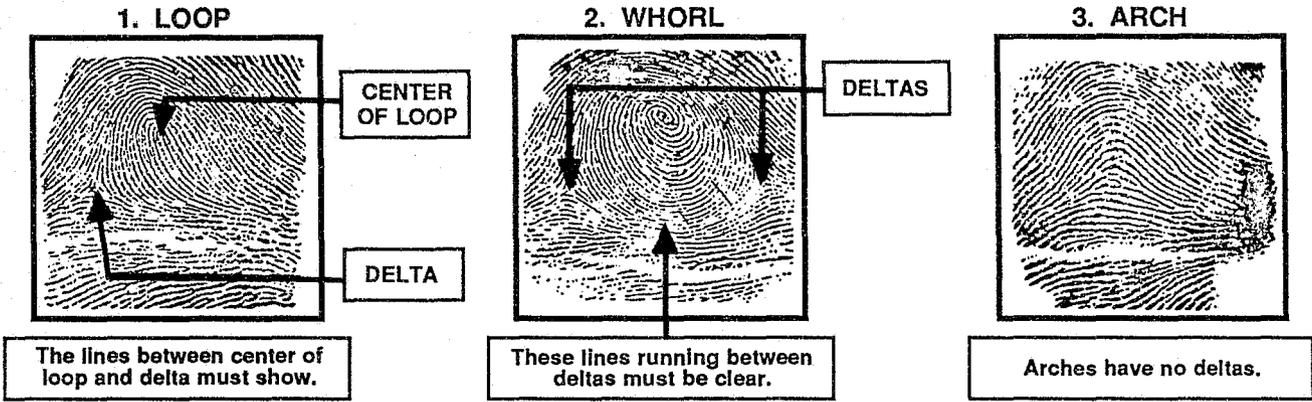
### **For Best Fingerprints:**

- Use fresh ink.
- Re-ink slab or pad for every subject.
- Re-roll the slab or pad in between different 10-print cards for the same subject.
- If possible, clean hands of the subject before fingerprinting. Dirt can greatly obscure fingerprint impressions.
- Roll each finger nail to nail.
- Make sure you obtain impression of each finger from the tip to 1/4" below first joint.
- Use even pressure throughout the roll.
- Inspect prints to make sure they are classifiable (see chart at right).
- Make note in individual finger block to explain amputation or other deformity.
- Do not fold fingerprint card.
- Inspect prints - again - to make sure they are classifiable.

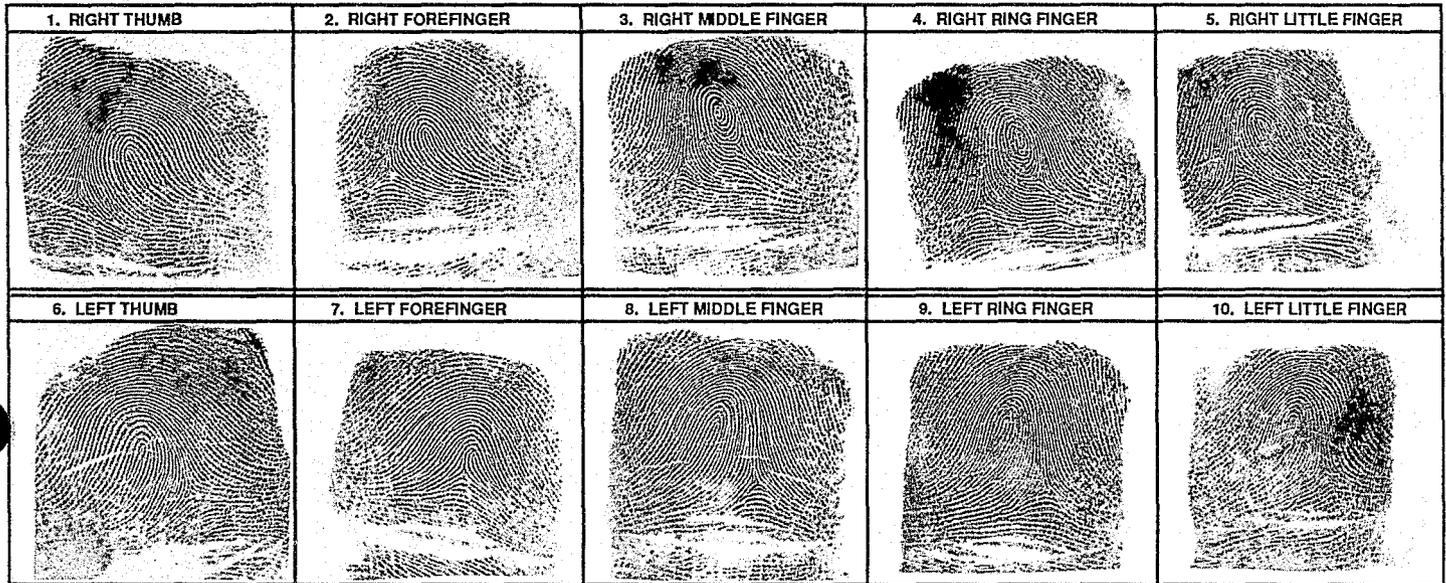
### **✓ In 1987: 2,261 "true" Identities Found**

Some arrestees try to conceal their real identity to avoid being matched with a prior record. Before opening up a new file, CRD technicians first search the fingerprint files to see if there is an existing history. In 1987, this routine search for a file match foiled 2,261 attempts at creating a new identity.

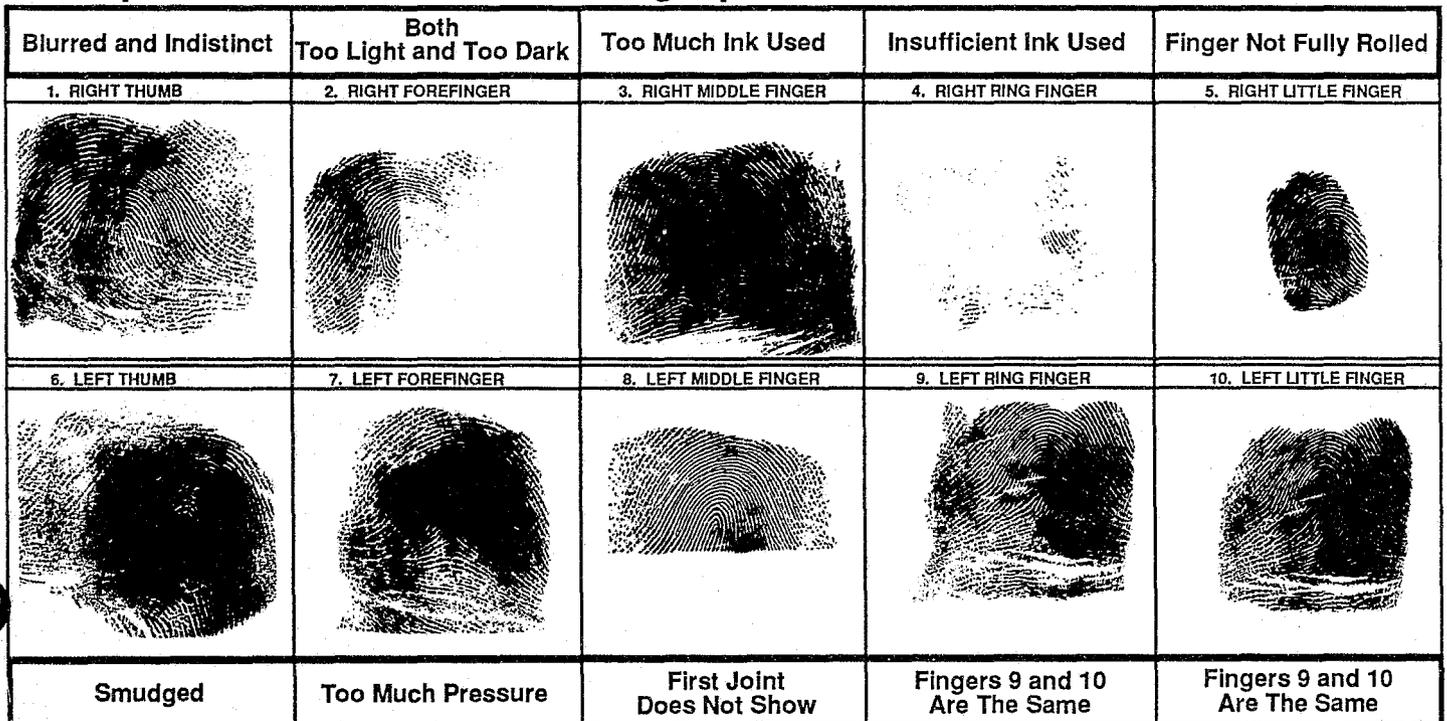
# Characteristics Necessary to Classify Fingerprints:



## Example of a Good Set of Fingerprints:



## Examples of Unclassifiable Fingerprints:



## RI-7 Arrest Card

The RI-7 is the basic vehicle for entry of information into a CHR. The same document and the identical field procedures hold for both a new file as well as a repeat offender. *(Until a fingerprint file search either establishes a match with an existing file or causes a new file to be started, all biographical information is considered tentative.)*

The chart below covers proper field entries for completing the RI-7.

### DATA ON THE FINGERPRINT SIDE:

#### Last Name, First Name, Middle Name

It's important to spell the names correctly and to obtain the full middle name, if possible.

#### Date of Birth

This is a 6 digit number:

- first 2 digits are the month,
- second or middle 2 digits are the day,
- last 2 digits are the last 2 numbers in the year.

[EXAMPLE: 01-30-87]

#### Race

Given as:

- I - American Indian or Alaskan Native
- A - Asian or Pacific Islander
- B - Black
- W - White
- U - Unknown

#### Sex

Given as:

- M - Male
- F - Female

#### Impressions Taken by (signature).

This is the signature of the person actually taking the fingerprints of the subject. If a sworn officer, include the badge number.

#### Department Submitting Prints

Name of the agency taking the prints.

#### ORI No.

Your ORIGINating agency number; found in the Law Enforcement Information Network (LEIN) Manual.

#### Date Printed

May be different than date of arrest.

### DATA ON THE INFORMATION SIDE:

#### Race

As given on the fingerprint side of the card.

#### Sex

As given on the fingerprint side of the card.

#### Height

Given in feet as 1 digit and inches as 2 digits.

[EXAMPLE: 5' 10"]

#### Weight

Given in 3 digits as total pounds.

[EXAMPLE: 196 or 096]

#### Hair

Given as:

- AUB - AUBURN
- BAL - BALD
- BLK - BLACK
- BLN - BLOND
- BRO - BROWN
- GRY - GRAY
- PGY - PART GRAY
- RED - RED
- SDY - SANDY
- STR - STRAWBERRY
- WHI - WHITE

#### Eyes

Given as:

- BLK - BLACK
- BLU - BLUE
- BRO - BROWN
- GRN - GREEN
- HAZ - HAZEL
- MAR - MAROON
- MUL - MULTI-COLOR
- PINK - PINK

**SID**

State IDentification number. The originating agency is to leave this blank. It will be filled in at CRD following a file search.

**Last Name, First Name, Middle Name**

As given on the fingerprint side of the card.

**State**

Two letter alpha code.

[EXAMPLE: MI for Michigan]

**Driver's License No.**

Include the letter prefix or prefixes for the appropriate state.

**Soc. Sec. No.** Social security number.

Given as a 9 digit number.

**Date of Birth**

As given on the fingerprint side of the card.

**Place of Birth**

Two letter alpha code for the state in which the subject was born.

**Home Address**

Same as provided in defendant signature block.

**Right Handed/Left Handed**

Given as boxes, check one.

**Occupation**

Job title by which the subject is normally employed.

**Alias or Maiden Name**

Other names the subject has used. Additional names can be added at the bottom.

**Marks, Scars, Amputations, Tattoos, etc.**

Describe any abnormality and give the location as left/right arm, hand, torso, leg, etc.

**Prints - Submitted as Arrest Print, Lodging Print, Confinement Print**

Given as boxes, check one.

**Arresting Department**

The warrant holding department.

**ORI/MI**

LEIN designator for the warrant holding agency.

**Complaint No.**

Departmental number identifying the incident.

**Date of Arrest**

May not be the same as date printed.

**Court of Jurisdiction/Arrestment**

Numerical designator of the court in question.

**ORI/MI**

LEIN designator for the court in question.

**FBI No.**

Federal Bureau of Investigation Number. LEAVE BLANK.

**Prison No.**

State prison number only. LEAVE BLANK.

**Full Name** (person fingerprinted complete in own writing)

Entire block is to be completed in the subject's personal handwriting. If the subject refuses to sign, write "refused" in the block.

**Address**

Current building number and street address where the subject is residing.

**City**

Current city in which the subject resides.

**State**

Current state in which the subject resides.

**Zip Code**

Corresponding to the address given above.

**Telephone No.**

Where the subject can be reached.

**COUNT**

Five lines in which 5 separate warrants can be addressed as necessary. Warrants beyond 5 would be added to another card.

**ARREST CODE**

Modified Uniform Crime Reporting (UCR) crime class codes.

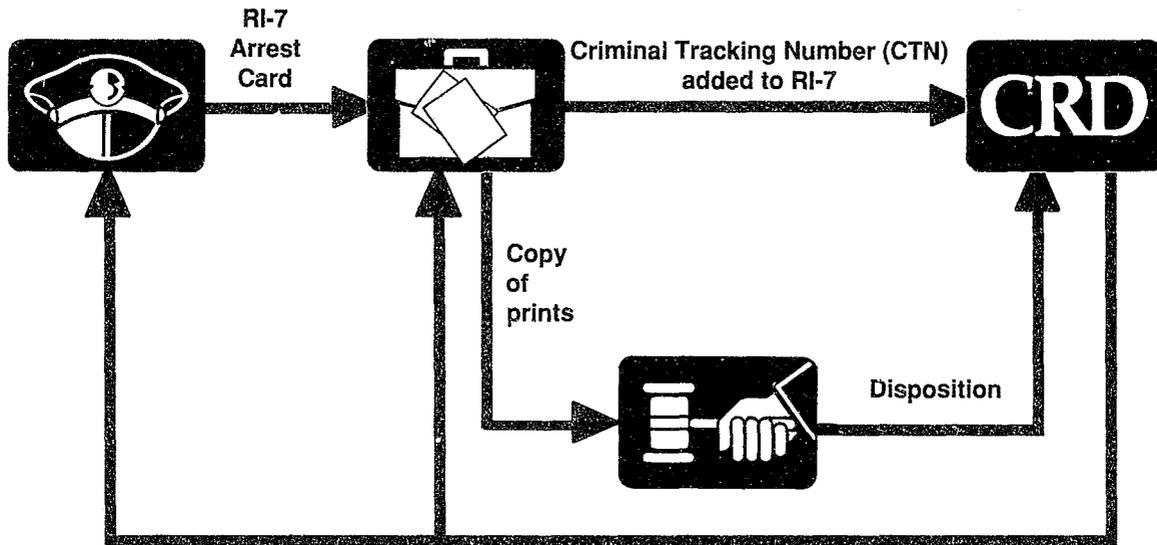
**FELONY / MISD. OVER / ...**

Check box if charge is a traffic offense or reportable ordinance violation. Must be accompanied with the appropriate court disposition form.

**OFFENSE**

Most serious PACC charge code. PACC charge and CTN must match information on warrant.

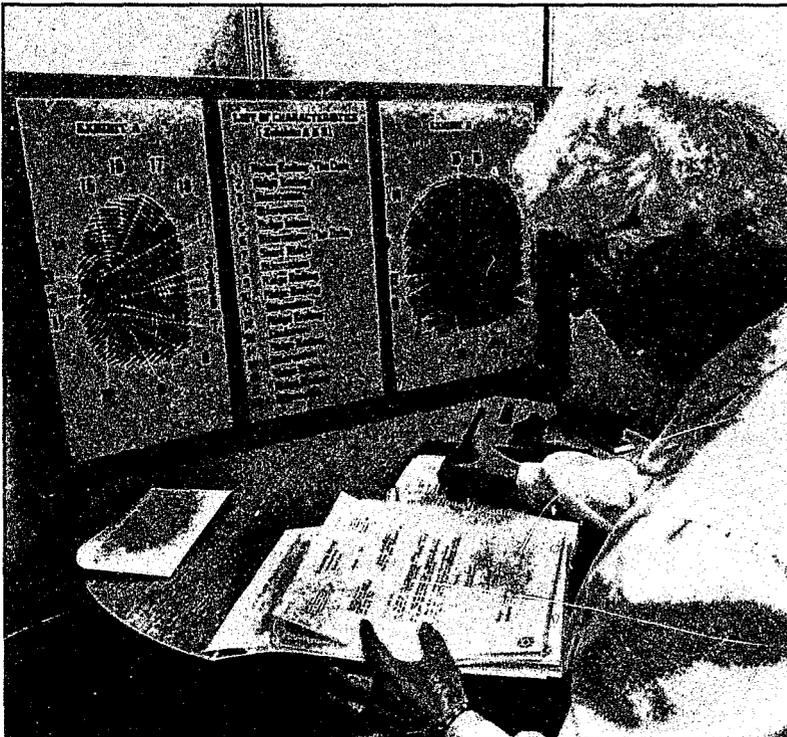
## Arrest and Disposition Reporting



Acknowledgement with verified State Identification Number (SID) returned to Prosecutor / Court – Arresting Agency

### ✓ Print Evidence: 95% Successful

Where fingerprint evidence is available as supporting documentation for a criminal prosecution, over 95% of such cases are awarded to the prosecution. Part of this highly favorable history has to be the discriminating nature of fingerprint documentation as unassailable, unimpeachable evidence.



### CHR Procedures

As described in the sections covering the information network, 1986 Public Acts 231 and 232 mandated changes in the origination and the submission of CHR information. The chart above details the relationships between the arresting agency, the prosecuting attorney, the court of jurisdiction, and the Identification Section of CRD.

### Records Specialists for Field Assistance

Among the services available from CRD is the availability of various experts to aid local law enforcement agencies in court testimony. Whether the situation requires fingerprint experts to testify in a habitual criminal sentencing, or special firearms testimony, law enforcement agencies throughout Michigan can use the services of appropriate specialists from CRD. (See Last Section for telephone numbers of Section Supervisors to be contacted for assistance.)





## VII. FIREARMS RECORDS

**T**he Firearms Records Section (FRS) is Michigan's central repository for several different record categories of firearms and other weapons.

### Michigan's Gun Laws

Beginning with the earliest statutes in 1927, Michigan has a long history of stringent regulations covering the licensing of handguns. MCLA 28.421 – 28.434 and MCLA 750.222 – 750.239 cover a range of procedures "to regulate and license the selling, purchasing, possessing, and carrying of certain firearms" and stipulate the penalties for non-compliance.

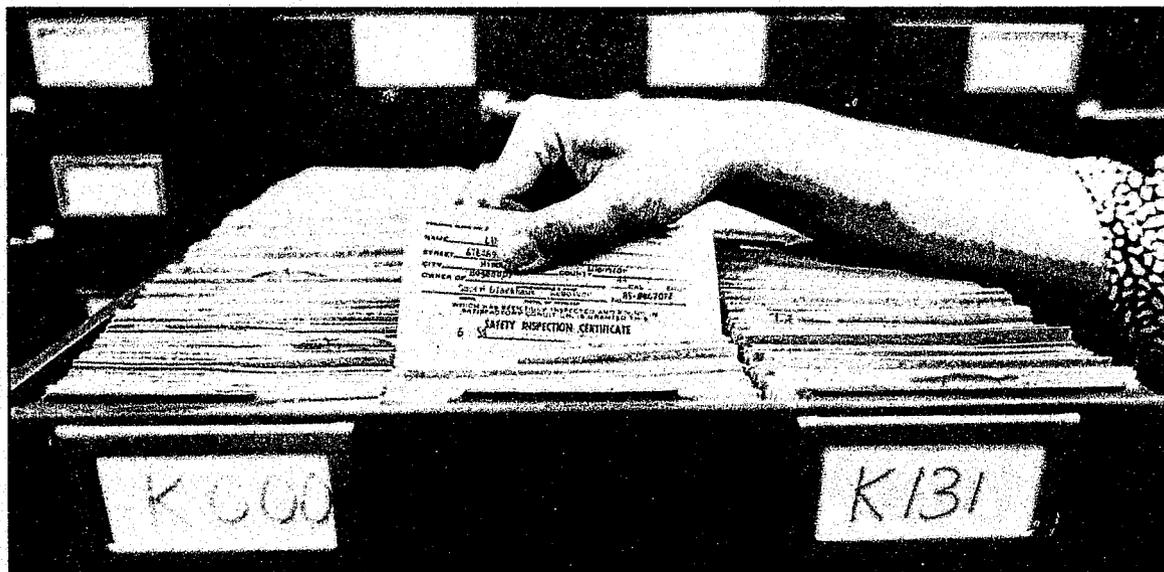
Under this authorization, FRS maintains an extensive file network that tracks the history of confiscated, stolen &/or recovered, and registered pistols, including names of owners and persons licensed to carry concealed pistols.

### *Firearms Registration and Licensing*

Michigan law requires that all Licenses to Purchase and Safety Inspection Certificates be forwarded to the State Central Gun Files maintained by the Department of State Police. This regulation covers all handguns that are maintained for any reason unless otherwise exempted. Note that the authorization to carry or transport a concealed pistol is different from the basic regulation of possession. Concealed pistol licensing is a second and far more restrictive regulation.

### Pistol Licensing

The following charts summarize field procedures for the origination of documents covering the purchase and registration of pistols.



## License to Purchase (LTP) Form RI-10

To obtain a License to Purchase (RI-10), an individual must apply to the appropriate local police authority (either Township, City Police or County Sheriff).

### Requirements To Obtain LTP:

1. An individual must be 18 years old.  
*[Under federal law, be 21 years of age if buying from a Federal Firearms License (FFL) dealer.]*
2. Be a Michigan resident for the past 6 months.
3. Be a U.S. citizen.
4. Have no felony convictions or confinement during last 8 years (including terms of parole or probation).
5. Cannot have been judged insane, unless restored to sanity and so declared by court order.

### Denial To Purchase Pistol:

If the LTP is denied by the issuing agency, the individual can appeal the denial through the civil court.

### Approval To Purchase Pistol:

1. LTP is signed by the local police authority.
2. The license is valid for 10 days to purchase a pistol.
3. The applicant must sign under oath that qualifications are met.
4. The license must be signed by notary public.

### Purchasing Pistol From Seller:

1. Seller completes and signs LTP:
  - a. Pistol description.
  - b. Date of sale.
2. Purchaser signs as buyer.
3. Seller retains one copy as record of sale.

### Upon Completion of LTP:

Within 10 days from date of purchase, the applicant must return two copies of LTP to issuing agency. The pistol must be submitted for safety inspection/registration.

### Issuing Agency Procedures:

1. Within 48 hours, the state copy is sent to CRD.
2. The issuing police agency retains their copy for 6 years.

### Exceptions to LTP Requirements:

1. Dealers purchasing pistols only from wholesalers.
2. Pistols not made for modern ammunition and kept solely for display as curios or relics.
3. Pistols that have been permanently deactivated.
4. Individuals holding a license to carry a concealed pistol from another state.
5. Transportation of pistols as merchandise by authorized agent for a licensed firearms manufacturer.
6. Duly authorized police or correctional agencies of the United States, state or subdivision, armed forces, national guard, armed forces reserves or to members of such agencies for weapons used for duty purposes.

## Safety Inspection Certificate/Registration (SIC) Form RI-11

The Safety Inspection Certificate/Registration (RI-11) is a separate document from the "License to Purchase" (RI-10) described above. Within 10 days of purchase, an applicant must submit the pistol to appropriate local police agency for safety inspection/registration.

### The SIC must contain:

1. Applicant's name
2. Applicant's date of birth
3. Applicant's address
4. Applicant's physical description, thumb print and signature
5. Full description of pistol
6. Signature of local agency

The authorized SIC is valid as long as applicant owns pistol.

### Issuing Agency Procedures:

1. One copy of SIC is retained by applicant.
2. One copy is forwarded to FRS at Central Records within 48 hours.
3. One copy is retained indefinitely by local agency.

The exceptions to the SIC procedures are as those described above for LTP. (Applicants who are FFL dealers are exempted from the safety inspection requirement on pistols in their business inventory, but pistols owned personally by an FFL dealer must be handled in the same manner as any other individual.)

## Concealed Weapons Licenses

There are two categories of concealed weapons: the carrying of a concealed pistol by an individual, and the general category of gas-ejecting devices manufactured, sold, or installed as security equipment.

Approval to carry a concealed weapon (CCW) is a two-step process involving a County Concealed Weapons Licensing Board. Such Boards are established in every Michigan County for the purpose of evaluating applications and issuing permits to approved individuals and businesses.

The Prosecuting Attorney chairs each Concealed Weapons Licensing Board that consists of representatives from the Sheriff's Office and local Michigan State Police Post. The County Clerk acts as clerk of the board, signs all licenses and maintains board files.

## Concealed Pistols License (Forms RI-12 and RI-13)

Here is a summary of procedures for CCW application and for the issuance of licenses:

1. Qualifications are the same as outlined for RI-10.
2. The "Application to Carry Concealed Pistols" (RI-12) is completed by applicant and submitted to local police agency.
3. Two personal references must sign application and applicant signs under oath that all qualifications have been met.
4. Applicant's prints are taken by the local agency and the 10-print applicant cards are submitted to CRD for Michigan and FBI file searches.

*On renewal applications, the printing agency has the option of waiving the fingerprint clearance provided the CCH records are searched and a statement is submitted to the board attesting the individual has no criminal history.*

5. Application must be signed by local police agency or township supervisor.
6. Assuming CRD and Federal clearance, the application is forwarded to Concealed Weapons Licensing Board for review.
7. If the local jurisdiction or the Concealed Weapons Licensing Board denies, applicant can request an appeal hearing from the Board with further appeal opportunities through the Courts.



If the Concealed Weapons Licensing Board approves the application and issuance of a non-restricted or restricted license, the clerk prepares a license. (If restricted, the restrictions must appear on the license).

**The License must contain:**

1. Licensee's name
2. Licensee's date of birth
3. Licensee's address
4. Licensee's physical description, thumbprint and signature
5. The license is valid for a definite period not exceeding 3 years from the date of issue.
6. One copy of license is given to the licensee.
7. One copy of license and application are forwarded to FRS within 48 hours.
8. One copy of license and application are maintained in the board files for 6 years.



**Gas Ejecting Devices**

Procedures covering the application for and licensing of Gas Ejecting Devices are similar to the procedures described above for concealed pistols including approval by the County Concealed Weapons Licensing Board.

The applicable forms are:

"Application for a License to Manufacture, Possess and Sell Gas Ejecting Devices" (Form RI-14)

"License to Manufacture, Possess, Sell, and Offer for Sale Gas Ejecting Devices" (Form RI-15)

"Application for License to Equip Property With Gas Ejecting Devices" (Form RI-16)

"License to Equip Property with Gas Ejecting Devices" (Form RI-17)

The licensing of these devices is an infrequent procedure, and FRS personnel are available to provide assistance to local agencies in the handling of applications.

## Access to FRS Records

The gun information submitted to FRS by local agencies is the foundation of file systems covering both firearms and individuals. Below is a summary of FRS file information along with the access methods and applications.

### Information on Weapons

The FRS Gun History Files contain the history of all recorded law enforcement actions on a particular pistol. The files extend back to 1927 and cover all registrations, stolen reports, confiscations, and any other submitted information related to the pistol in question. To access the file, FRS requires the make, model, caliber, number shot (if revolver) and serial number.

Stolen Gun Information available from FRS can supplement the results of NCIC file searches. The combination of the longer history and the stringent requirements of Michigan's gun laws result in an unusually high recovery rate for pistols reported stolen in Michigan.

From a LEIN inquiry using the appropriate NCIC/LEIN QG format (see "LEIN Formats Handbook" for codes),

#### FRS will report:

- The last registered owner and any subsequent file activity.
- If the pistol is not registered but has history, i.e., reported as stolen.
- No record if the gun is not registered and no previous history exists.

#### NCIC will report:

- Results of an automatic corresponding search of stolen reports maintained by the National Crime Information Center (NCIC).

The LEIN inquiry cannot be used if an agency requires a complete history of a pistol or if only minimal information is available on the pistol. In such cases, the search must be initiated via administrative LEIN message or telephone. (See Resource Section.)



## Recovery of stolen pistols

*Nationally, owners recover only an estimated 5% to 8% of stolen pistols. In Michigan, 40% of these stolen pistols are recovered.*





**Federal Gun Traces** through the U.S. Treasury Department, Bureau of Alcohol, Tobacco, and Firearms (ATF) provide tracking information, from the manufacturer through the chain of federal firearms dealers, of pistols, rifles and shotguns. The Appendix lists the Michigan Law Enforcement and Compliance offices of the ATF.

**Confiscated Weapons Files** are a summary of all weapons confiscated by Michigan law enforcement agencies and submitted to FRS for disposition. Access is via LEIN message or phone.

#### **Information on Individuals and Businesses**

FRS maintains records of Concealed Weapons Licenses and Registrations/Licenses to Purchase. The files are organized by name, either of an individual or of a business. Inquiry requests must be by LEIN administrative message, telephone or mail.

### **Confiscated Weapons**

FRS is the authorized submission point for firearms and other dangerous weapons that have been confiscated by local police agencies under Michigan statutes. By law, all weapons seized must be turned over to the Director of the Department of State Police for disposition.

Here is a summary of procedures:

1. For all weapons forfeited, the submitting agency must provide a numerical identifier, complaint number, make of weapon, caliber, shot, model, type, and serial number. (FRS can provide form RI-54 that simplifies the recording of this information.)
2. The weapons submission must be accompanied by written certification from the agency head stating that the weapons have been cleared of final case disposition including any appeal period.
3. If civilian personnel transport confiscated weapons to FRS, they must have CPL licenses for that purpose.

## Firearms Safety

The vast majority of weapons submissions into Central Records are "by the book" in terms of safety procedures. However, there are enough frightening safety lapses to prompt a request to submitting agencies to evaluate their procedures for weapon transport. It's hard to believe that loaded weapons would be sent in to FRS for disposition, but it continues to occur. Since the consequences could be disastrous, lax firearms safety procedures on the part of any submitting police agency are inexcusable.

## Firearms For Local Agencies

When FRS receives confiscated firearms that are of suitable type and quality, such firearms are retained and made available for reissue to local agencies for law enforcement use. These are allocated based on the availability of the firearms and the requesting agency's prior history of weapons submissions.

## How to Order FRS Forms

Criminal Justice Agencies can request FRS forms by LEIN, telephone or mail. Local agencies should exercise appropriate control over their supplies of blank FRS forms to protect against improper use.



## FRS Forms Control

In contrast to other Central Records sections, FRS must exercise close control over the supply of blank forms. While a blank RI-7 arrest card or UCR report form would be of no interest to anyone outside of the system, FRS license or registration forms could be a candidate for fraudulent or unauthorized use.

All FRS forms are supplied at no cost to law enforcement agencies. In processing a request for additional supply, FRS personnel monitor the quantity of forms that have been submitted by the requesting agency to ensure that the quantity requested is consistent with usage.

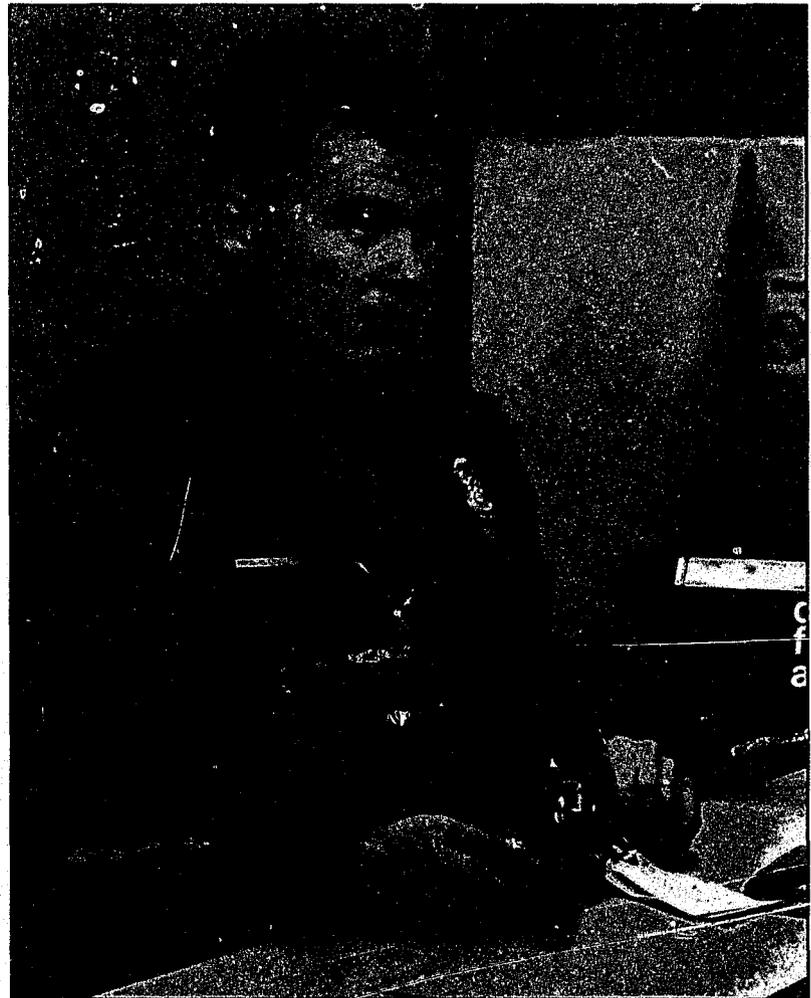
Four FRS forms are restricted for issuance only to County Clerk's offices:

"Concealed Pistols License" - RI-13

"License to Manufacture...Gas Ejecting Devices" - RI-15

"License to Equip Property With Gas Ejecting Devices" - RI-17

"Notice of Revocation of Concealed Pistols License" - RI-56





## VIII. UNIFORM CRIME REPORTING

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**T**he Uniform Crime Reporting (UCR) section of Central Records is the Michigan link between all local law enforcement agencies and the National UCR information base administered by the Federal Bureau of Investigation.

### Purpose

UCR procedures provide a common framework for the reporting of criminal activity throughout the nation. Local law enforcement agencies record all criminal offenses and arrests according to an identical set of definitions. This local information is then combined into a national index of criminal activity.

### History

Today's UCR system originated in 1930 when the International Association of Chiefs of Police started a voluntary data gathering effort to develop statistics on crime. In Michigan, Public Act 319 of 1968 provided for the State's participation in the national UCR system and established the Department of State Police as the data gathering authority.



## Applications of UCR Data

Accurate, consistent information on criminal activity assists the operation of many groups both in and out of government. Here are some significant users of UCR data:

**Local Governments** use UCR statistics to measure their local crime experience. These measurements provide information to aid in budgeting, personnel staffing, governmental planning, and in making an appropriate local response to criminal activity.

**State Government** groups have similar applications as local governments but with a broader perspective. Michigan's legislature is concerned with funding for state level law enforcement and corrections. Our court system must respond to the requirements brought about by changes in crime level.

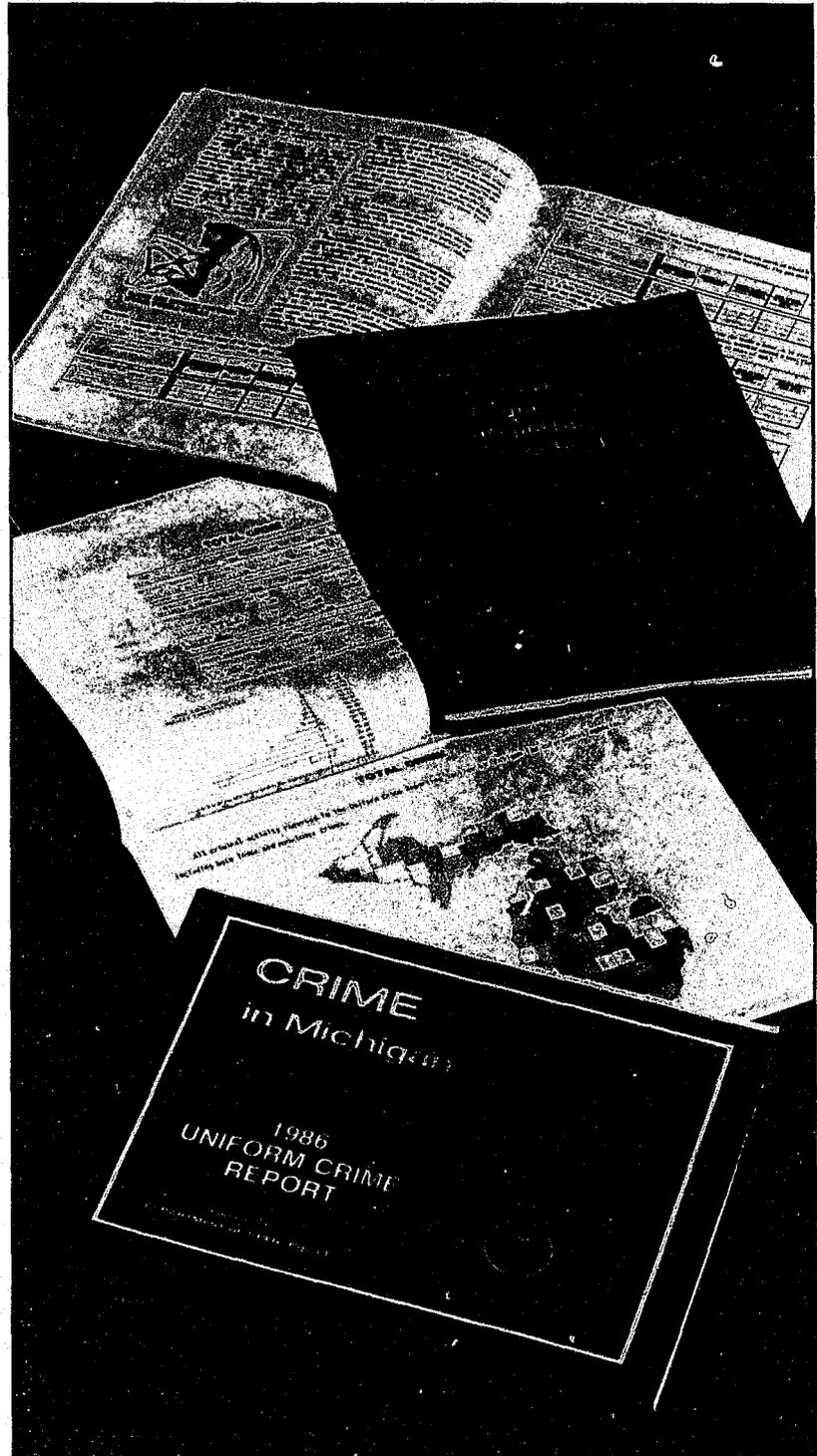
**Special Interest Groups** concerned with such issues as domestic assault, rape crisis, victim assistance, and pornography use UCR information for the purposes of fund raising, grant requests and allocation, staffing, and public information.

**Education** professionals use UCR information to plan curriculums and training programs for students throughout the criminal justice network.

## UCR Publications

Both the State of Michigan and the FBI publish periodic reports of UCR information. Two prominent examples are the annual reports "Crime in Michigan" and "Crime in the United States." These statistical abstracts provide valuable year-to-year comparisons of criminal activity.

**Special UCR Reports Can Aid Local Investigations.** Michigan's UCR data base can be tapped to provide a range of very specific information for use by local law enforcement units or other parts of the network. For example, a special request to the UCR Section asking for a tabulation of a particular offense or crime method for a small group of counties could help spot a regional pattern that might be overlooked at a local level.



## UCR Definitions

The gathering of UCR information requires current and consistent procedures and it is essential that all contributors share a common understanding of the applicable terms. Here are some examples of important UCR definitions:

### Crime Categories

UCR covers two different levels of criminal activity that are termed

#### Part I and Part II crimes.

**Part I** crimes are more serious and more frequent offenses including:

- homicide
- rape
- robbery
- aggravated assault
- burglary
- larceny-theft
- motor vehicle theft
- arson

**Part II** crimes are all other criminal offenses including, for example, fraud, gambling, prostitution, narcotics violations, and drunk driving. As an indication of how the levels are defined, kidnapping is an "all other" Part II offense that must certainly be considered a serious crime but does not occur with sufficient frequency to be classified as a Part I crime. These classifications are subject to change in response to current levels of criminal activity such as the 1982 designation of arson as a Part I crime.

Part I and Part II crimes are also called "Index" and "Non-index" crimes reflecting the compilation of the more serious offenses into a National Crime Index.

Part I crimes make a separation between criminal offenses in that crimes against persons are distinct from crimes against property. Unless an individual is physically harmed as a direct result of the offense, an action such as armed robbery is considered a crime against property.

### Attempted Behavior

UCR assumes that attempted crimes are classified as though the crime was actually committed. (An exception is that attempted murder is classified as an aggravated assault.)

### Multiple Victims: Multiple Crimes

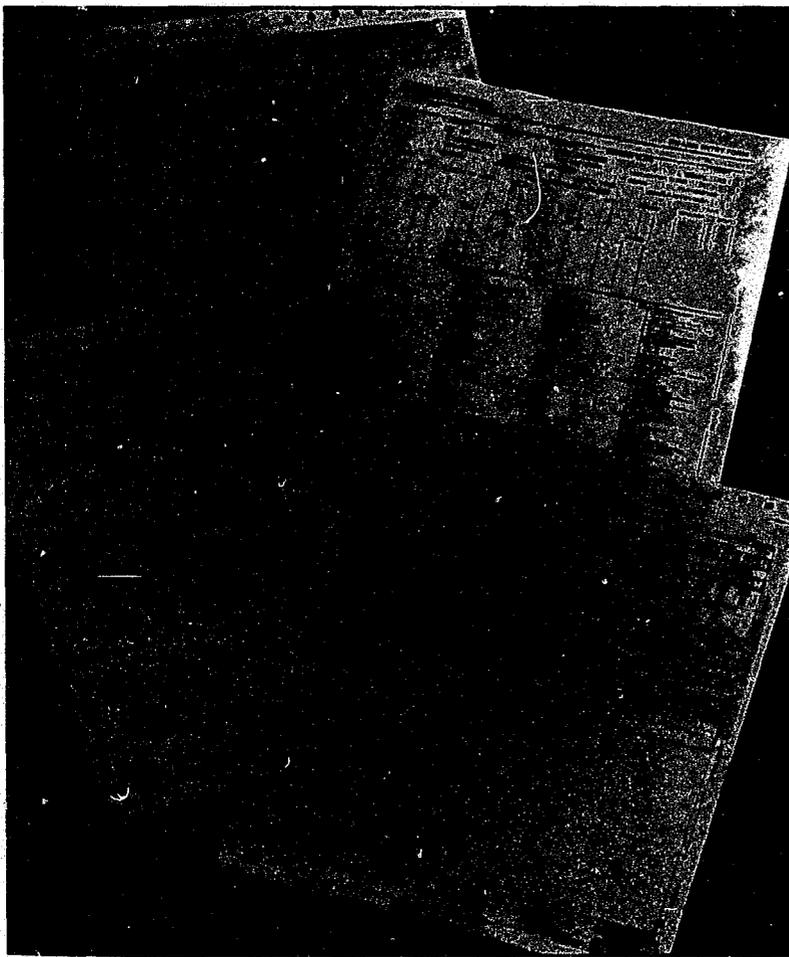
Where a particular crime against persons involves a number of victims, each of the victims counts as a recorded crime.

### Multiple Offenses: Record Highest Rank

In the event a particular string of criminal action results in several different offenses, the UCR provides for only the highest ranking crime to be recorded; the rest are not tabulated for UCR purposes.

### Supplemental Reports

In addition to the basic UCR categories, current regulations provide for a variety of supplemental reports including Law Enforcement Officers Killed Or Assaulted (LEOKA), domestic assault, juvenile offenses, and arson.



## UCR Reporting Methods

Local agencies can report UCR information to Central Records either manually or automatically. Below is a brief description of both methods.

### Manual Reporting

Manual reporting has been the traditional submission method of UCR forms and the majority of Michigan agencies presently employ this method. The filling out of a variety of UCR forms by hand is a slow process that represents a significant expenditure of resources both by the reporting agency and CRD. On a manual basis, reports are forwarded daily, weekly, and/or monthly which can necessarily involve some reporting delay as well as causing a peak work load at reporting time.

As a preferred alternative to manual reporting, the UCR Section encourages conversion to one of two automated methods.

### Automated Reporting

There are two types of automated reporting: on-line reporting via the **LEIN network** or submission of data on **magnetic tape**.

Any agency with access to a LEIN terminal can use the computer-based system for on-line transfer of UCR information.

Compared to manual forms, use of the LEIN system represents better use of resources both at Central Records and at the reporting agency. The LEIN terminal provides sufficient prompts and menu choices to allow a significant reduction in recording and reporting time.

A major advantage of on-line reporting is that data can be forwarded all during the month thus avoiding a peak work load problem.

Any agency with interest in converting to one of the automated reporting methods should contact the UCR Section Supervisor for more information.



*This review of the UCR Section of Central Records completes the examination of Michigan's criminal justice network. As a conclusion, the last section offers a listing of selected resources for reference, assistance, and further study.*

## IX. RESOURCES

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**T**his section provides a glossary of common acronyms, a bibliography and contact information for network agencies.

### Acronyms and Terminology

- AFIS** Automated Fingerprint Identification System - computer based fingerprint classification, storage and matching.
- AKA** Also known as - used on arrest card or record to denote alias.
- AON** Arrest Offense Numeric - used in Uniform Crime Reporting.
- ATF** Bureau of Alcohol, Tobacco & Firearms - part of US Department of Treasury.
- BJS** Bureau of Justice Statistics - part of US Department of Treasury.
- CCH** Computerized Criminal History - maintained by CRD.
- CCW** A designation for carrying a concealed pistol, with or without a license.
- CHR** Criminal History Records
- CHRI** Criminal History Records Information
- CJDC** Criminal Justice Data Center - the physical location for CCH and LEIN.
- CPL** Concealed Pistols License - form RI-13
- CRD** Central Records Division
- CTN** Criminal Tracking Number - assigned by Prosecuting Attorney on RI-7 arrest card
- CWLB** Concealed Weapons Licensing Board - based in every Michigan county and headed by Prosecuting Attorney
- FAX** Short for Facsimile - electronic transfer of fingerprints
- Felony** A criminal offense for which the penalty is not less than one year in prison.
- FOI** Freedom Of Information
- FRS** Firearms Records Section - part of CRD.
- FSU** Firearms Services Unit - part of FRS
- GED** Gas Ejecting Devices - a category of security equipment that requires a license.
- Gun Board** Term for Concealed Weapons Licensing Board.

- High Court** Classification for circuit court.
- IDN** Identification Section - part of CRD
- III** Interstate Identification Index - a system used by National Crime Information Center to obtain State's criminal files.
- LEIN** Law Enforcement Information Network - the system used to transmit CCH and other data.
- LEOKA** Law Enforcement Officers Killed or Assaulted - a UCR reporting category
- LTP** License to Purchase (a pistol). Form RI-10.
- MCLA** Michigan Compiled Law - Annotated.
- Misdemeanor** An offense punishable by incarceration for a period of less than one year.
- MLEOTC** Michigan Law Enforcement Officers Training Council
- MSA** Michigan Statutes Annotated
- NCIC** National Crime Information Center
- NCJRS** National Criminal Justice Reference Service (an information service of US Dept. of Justice)
- NLETS** National Law Enforcement Telecommunications System - used for out-of-state information via LEIN.
- OCA** Originating Case Agency - for a complaint
- ORI** ORiginating Agency Identifier - a code for each Michigan law enforcement agency and other network installations.
- PAAM** Prosecuting Attorneys Association of Michigan
- PACC** Prosecuting Attorneys Coordinating Council
- SCAO** State Court Administrator's Office
- SCGF** State Central Gun File
- SCR** State Central Repository - Federal term used for our Central Records Division.
- SIC** Safety Inspection Certificate - Form RI-11 (also serves as Firearms Registration).
- SID** State Identification Number - assigned by CRD to each criminal history.
- UCR** Uniform Crime Reporting - both a Central Records Section and the Federal designation for crime statistics.
- Warrant** An order for arrest - issued by prosecutor.
- Warrantless** A term for an arrest made by law-enforcement agency without an advance warrant (also the basis for a "walk-in" request for a warrant.)

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**Federal Government Resources**

Department of Treasury  
Bureau of Alcohol, Tobacco and Firearms  
area offices:

533 Federal Building  
231 W. Lafayette Street  
Detroit, MI 48226  
(800) 424-5057 [24 Hour service]  
(313) 226-4735 [Compliance]

Room 209, Federal Building  
600 Church Street  
Flint, MI 48502  
(313) 238-7992

Room 540, Federal Building  
110 Michigan Avenue, N.W.  
Grand Rapids, MI 49506  
(616) 456-2566

P.O. Box 305  
410 W. Michigan Ave.  
Kalamazoo, MI 49005  
(616) 343-5436

**State Resources**

Law Enforcement Information Network  
(LEIN)  
714 S. Harrison Rd.  
East Lansing, MI 48823  
(517) 337-6166

Michigan Law Enforcement Officers  
Training Council (MLEOTC)  
7426 N. Canal Rd.  
Lansing, MI 48913  
(517) 322-1946

Prosecuting Attorney's Coordinating  
Council (PACC)  
Department of Attorney General  
306 Townsend Street  
Lansing, MI 48913  
(517) 334-6060

State Court Administrative Office  
P.O. Box 30048  
Lansing, MI 48909  
(517) 373-4836

**Central Records Division**

**Michigan Department of State Police**  
Technical Services Bureau,  
Central Records Division  
General Office Bldg  
7150 Harris Dr.  
Lansing, MI 48913

**General Information** (517) 322-5531

**Commanding Officer** 322-5511

**Ass't Commanding Officer** 322-5512

**Administrative Section**

FOI Unit 322-5509

Field Training & Audit 322-5516

**Identification Section -**

**Supervisor** 322-1957

Fingerprint Identification  
Unit 322-5536

Criminal History  
Records Unit 322-1955

Records Services Unit 322-5527

**Firearms Records Section -**  
**Supervisor** 322-5518

Firearms Services Unit 322-5518

History/Communications  
Unit 322-5518

Firearms File Checks 322-5526

**Uniform Crime Reporting**  
**Section - Supervisor** 322-1150

Administration & Analysis  
Unit 322-5544

Operations Unit 322-5542

**24 Hour****Michigan State Police****Operations Number:****(517) 337-6101**