PROJECT CLEAR

COUNTY LAW ENFORCEMENT APPLIED REGIONALLY

OLEA GRANT NO. 167

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PROJECT SUMMARY

OF THE

FIRST YEAR FINAL REPORT TO

THE OFFICE OF LAW ENFORCEMENT ASSISTANCE

OF THE U. S. DEPARTMENT OF JUSTICE

JUNE 30, 1968

PROJECT SUMMARY

The Problem

"The rapid growth of Hamilton County and its population explosion has been reflected in drastically increased demands for police service. Supreme Court rulings have made the rendering of this service more complex by reason of the establishment of minimum guidelines for the police approach to suspects. Also, the concern for the civil rights of persons who become the subject of police consideration has led to a reduction in the amount of time police may use to complete the accusatory aspects of a criminal investigation.

The lack of a system for disseminating information to officers immediately upon request makes it possible for wanted persons in a highly mobile population to avoid apprehension merely by moving into a different county jurisdiction. This shortcoming, coupled with dependence upon slow moving manual records keeping methods, leads to a delay or even failure to serve arrest warrants, recover stolen property, and clear court dockets.

These factors dictate the need for a regional police information center, serving all urban and rural law enforcement agencies in this geographical area, regardless of size or political boundaries. The Hamilton County Police Association -- representing the thirty-eight (38) police departments in this area -- provides the essential medium for implementing such a multi-jurisdictional center in Cincinnati.

Ultimately serving a tri-state region of Northern Kentucky, Southeastern Indiana, and Southwestern Ohio, the center would bring proven police information processing techniques to member agencies and institute research into innovative or improved applications of police data for crime prevention and enforcement areas. In addition, the center would provide access to planned state and national information centers.

The unanimous support and resources of 38 law enforcement agencies has been pledged to the development and implementation of Project CLEAR, County Law Enforcement Applied Regionally. Many other agencies in the tri-state area have expressed keen interest in the project and can be expected to participate when called upon.

This unique co-operative commitment, coupled with a desirable central location nationally, established the proposed center as an ideal demonstration for interested law enforcement agencies."

The Approach to Solution -

The Office of Law Enforcement Assistance of the U. S. Department of Justice
expressed interest in this unique co-operative commitment. In order to expe-
dite the implementation, this agency was approached with a formal request to
assist in the development of Project CLEAR.

Project CLEAR was formally initiated in January of 1967 as a combined City
of Cincinnati/Hamilton County Police Information System. Federal support
through Grant Number 167 was received from the Office of Law Enforcement
Assistance on March 1, 1967.

The City of Cincinnati contributed to Project CLEAR the staff, facilities
and capabilities of the Division of Data Processing. The development of the
Division of Data Processing represented an excess of three years dedicated
effort by Mr. James Flick, Finance Director of the City of Cincinnati, who,
with full support of the entire City Management, directed and developed the
feasibility study and plans required to justify the Division of Data Processing.

The securing, training and development of the staff supervised by the Super-
intendent of Data Processing, represents one of the outstanding accomplishments
in the first year of operation of the Division of Data Processing. This
staff has been handpicked from over 200 candidates and represents an out-
standing foundation for the development of the CLEAR Regional Information
Center.

The contribution of Hamilton County was the dynamic motivating force of the
Hamilton County Police Association complemented by the excellent direction
of Dr. Frank P. Cleveland, Coroner, Mr. Melvin Rueger, County Prosecutor, and
Sheriff Dan Tehan, who formally organized the County law enforcement agencies
into a unified working body dedicated to the development of a police infor-
mation system. It was their pioneering efforts which brought about initial
contact with the Department of Justice relative to Federal support for Project
CLEAR.

This group of men, along with Mr. Henry Sandman, Safety Director of the City
of Cincinnati, Colonel Jacob Schott, Police Chief of the City of Cincinnati,
and Colonel Donald Shanks, President of the Hamilton County Police Association,
formed the bulwark of the Board of Advisors for Project CLEAR which repre-
sented another outstanding accomplishment in the first year of Project CLEAR.

The Systems Design Concepts

The fundamental design concepts employed by the Regional Computer Center man-
agement to provide efficient automated systems for government agencies in
Cincinnati and Hamilton County evolve around the implementation of advanced
hardware and software technology. The application of this technology is
directed toward elevating the role of the Center from that of data processing
to data management.

The prime design concept employed by the Center is time-sharing. Time-sharing control systems have been developed and implemented during the last two or three years. This concept will be utilized to the fullest extent by the Regional Computer Center serving a multitude of users with almost unlimited types of applications.

Further, a dramatic projection of data management will be introduced by the Center called data-sharing. An extension of the data bank approach, this concept represents a "new dimension" in data processing utilization and effectiveness.

The CLEAR Communications Network

The CLEAR Communications Network will initially be comprised of 63 terminals strategically located throughout the County, with access provided to both the State and National networks via dedicated common carrier lines. The locations and types of terminal devices have been determined according to the communications needs, the expected inquiry traffic with regard to existing radio frequencies, and the knowledge of administrative offices which would be responsible for input of large volumes of data.

Nearly every law enforcement officer will be in direct radio or telephone contact with a terminal location providing him with only a single relay of his request for information. Decreasing the number of times an inquiry and reply must be relayed, not only speeds the process, but also reduces the chance of error. Distribution of terminals also has taken into account the equalization of the traffic load, thus preventing any significant backlog.

The system is modular so the terminal configuration can be changed easily to accommodate future needs as the systems grow. Certain communication locations will contain several terminals, each on an individual common carrier line. The purpose of this is to provide backup at critical terminal locations. Input and output volumes estimated now may change drastically upon implementation of the system and development of additional input sources, but once the need for change to the terminal network is recognized, the addition, modification or deletion of terminals on the network can be easily facilitated. Statistics will be maintained at the Computer Center so that traffic volumes and peak loads will constantly be under review.

All common carrier lines within the system will be dedicated lines. Terminal devices will be one of the following types:

        Model 28 Teletype Terminals
        Model 35 Teletype Terminals
        Model 70/752 Video Data Terminals

The teletype devices will be of two types and will provide printed hard copy input and/or output.

        RO   Receive Only
        ASR Automatic Send Receive

All locations except those with RO teletypes will be able to inquire, add, modify or delete data if authorized.

Long Range Goals

A. Economies in Operation

Successful completion of this project should achieve certain reductions in demands upon clerical time. These reductions can be reflected in savings in money alloted to expense for personal services or in the assignment of new duties to present clerical help. Among the specific savings should be a reduction in volume of files maintained, elimination of duplicate files, greater flexibility in file searching, and a simplification and reduction in effort in file maintenance.

B. Increase in Effective Operation

The greatest benefit of a new approach to processing police records lies in increased usefulness of such records to police officers, both in administration and at the level of execution. Police administrators must maintain close touch with the dynamics of field operations. The difficulty of maintaining close touch is compounded by an operating practice where many departments, dealing sometimes with the same people involved in related criminal activity, are, nevertheless, functioning separately and without exchanging information. Duplication of effort or even a failure to act may result.

Through an orderly exchange of information resulting from central data storage, police operations become more effective. Benefits which will be realized include file checks on persons arrested against the information of all police agencies in the network, more effective crime investigation, more successful warrant service, and a greater clearance of court dockets.

An overall result should be greater success in the apprehension of wanted persons and the recovery of stolen property. There should also be significant improvement in gathering of information vital to making administrative decisions.

The Future

One of the more significant problems which face police departments today is the process of reaching decisions as to how manpower and equipment are to be assigned. Police departments, faced with a rising demand for services and an increasingly difficult recruitment problem in obtaining additional manpower to meet these demands, are seeking better ways to utilize available resources.

Computers today represent a new technological resource for law enforcement agencies. There is little question that, when properly applied, computer systems make a significant contribution to improved efficiency in the performance of present law enforcement tasks. While the utilization of computers has been amply demonstrated in the area of law enforcement information

storage and retrieval, there has been only minimal effort expended in applying this new technology to the process of analyzing and controlling the deployment of police manpower.

The area of manpower deployment can be perceived as falling into two broad areas of responsibility within law enforcement agencies. First is the requirements for data as input to the decision-making function that administrators require to forecast future demands. This area needs better forecasting tools and more complete sources of data to allow a wider range of improved quality of information. The second problem is that of providing the means for controlling the utilization of resources in a rapidly changing situation. In the performance of this latter function, the most important role is played by the dispatcher who traditionally exercises control over the police departement's mobile resources through the media of communication from a fixed command location to mobile units in the field. The capabilities of a large computer system with remote terminals for answering and displaying information can significantly improve the control and use of mobile resources.

In addition to providing assistance to the dispatch function within the police departments, the system, through its remote terminals at the dispatch locations, can serve as an on-line data collection device for the entry of performance information relating to the use of patrol forces which, in turn, may support the command and control function and long-range planning for allocation of resources.

The Regional Computer Center is prepared to undertake this large project.