NCJRS

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

Criminal Justice
Information Control
Santa Clara
County

COUNTY OF SANTA CLARA CALIFORNIA

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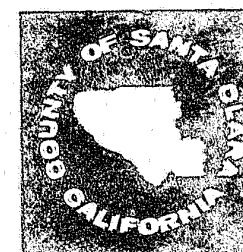
Santa Clara County's evolution from an agriculturally based economy to a modern urban complex has brought about many difficult problems that constitute a formidable challenge to the most capable human and technological resources. Drug abuse, mass transit, congestion, air pollution, unemployment, criminal justice shortcomings, increased need for public assistance, alcoholism, and the great demand for public services present a serious dilemma. Political leadership has reacted positively to these conditions. Recognizing that Santa Clara County is an emerging megalopolis, the county government and the sixteen cities have developed joint regional committees that are coping successfully with countywide problems.

The conception, design, development and implementation of *Criminal Justice Information Control* (CJIC) in Santa Clara County shows how cooperation and active participation in a rational approach can provide an effective rebuttal to the serious threats the decade presents to the unprepared individual and his community.

Today, it is possible to precisely monitor the progress of a criminal defendant through the entire county criminal justice system. A computer-based information system monitors, on a real-time basis, the status of every defendant, via the subject-in-process concept. A network of over 80 online terminals aids CJIC users in day-to-day decision making. Information on over 100 bookings per day and over 500 complaints per week is added to the stored data base to support operational decisions and to provide for future planning and operations analysis.

The solution to problems of criminal justice administration requires the involvement of the entire criminal justice community. CJIC is a total information system developed with this in mind. The dual objectives of CJIC are:
• Improvement of daily criminal justice operations
• Support of comprehensive criminal justice planning by utilizing modern data processing technology and administrative concepts

Supporting objectives of the total project include:
• Development of CJIC transferability to other jurisdictions
• Establishment and maintenance of effective working relationships among all county criminal justice agencies.
• Improvement of management skills in areas outside the immediate scope of the project
• Support of related criminal justice projects that share information with CJIC
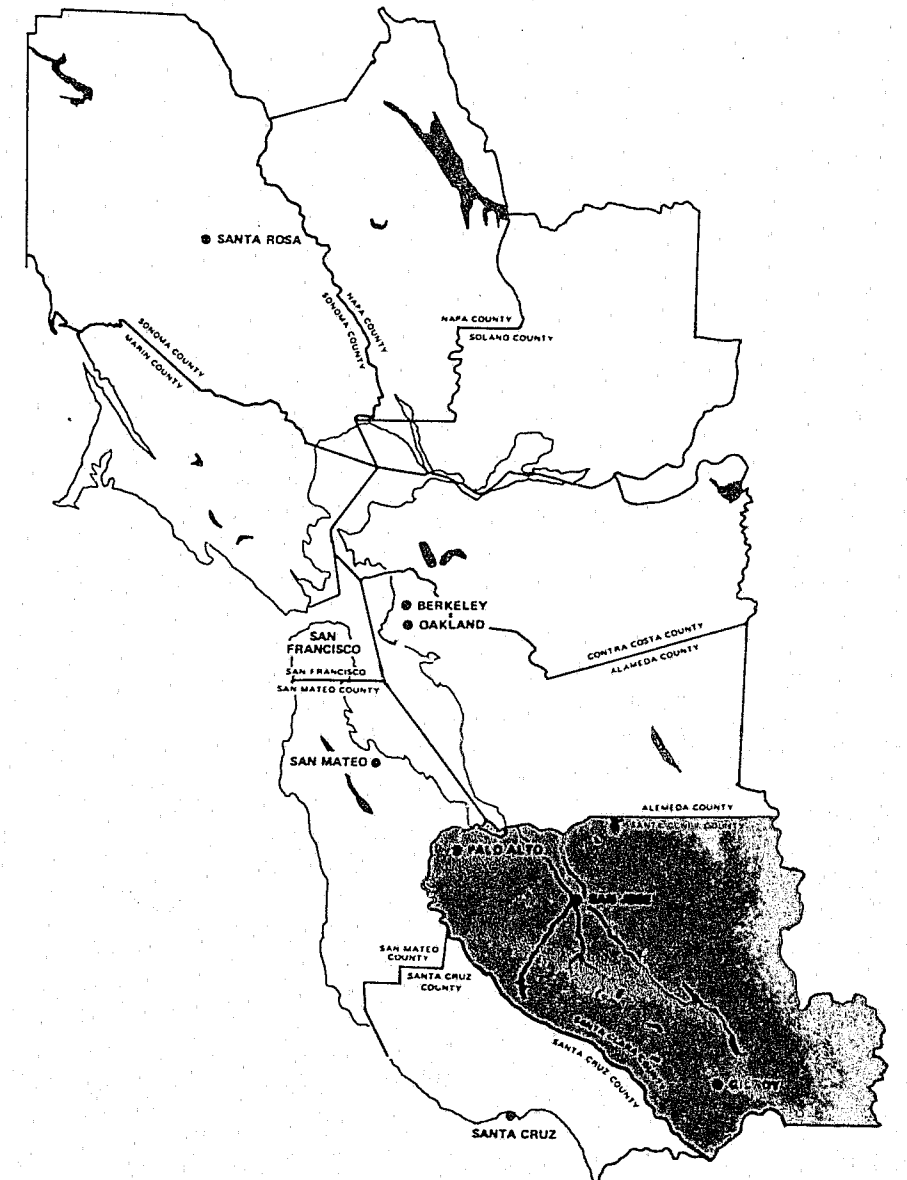
What Is CJIC ("See-Jic")?

CJIC is an intergovernmental, computer-based information system developed by and for the 23 city and county criminal justice agencies in Santa Clara County, California. It is part of the county's integrated information system known as LOGiC (Local Government Information Control).

CJIC represents two major functional subsystems:

- The *person-case information subsystem* concerns the information required to process a person through the entire criminal justice procedures. This information includes booking, charges, future court appearances, jail release dates, notification to Probation Department of arrested probationer, custody, complaint, calendaring, probation, and disposition.

- The *management-information subsystem* views the common data base from the perspective which supports the necessary planning, organization, structuring and staffing, allocation of resources, direction of activities, organizational changes, and the evaluation of these events. Statistics and decision-aiding data are available for many uses, such as rational resource allocation, probation recommendations, crime prevention models, and objective program evaluation.

CJIC is a prototypical system that can be used by other large or medium-sized counties. Inter-agency coordination and support of transferability have been priority considerations. Santa Clara County has had previous success in designing a computer-based welfare system now shared by seven other counties.

The Need for CJIC

Criminal justice agencies require an efficient system that will provide information concerning the nature of an individual's prior and current involvement in the criminal justice process. Matching the mobility of the offender, this information must be available in time to be useful for some of the critical decisions related to arrest, prosecution, and final disposition. Through CJIC the participating agencies are offered rapid access to information regarding an individual's prior, current, and scheduled involvement in the criminal justice process from time of booking through final disposition.

The responsibility for protecting individual rights plus the responsibility for law enforcement requires ready access to information that aids identification, planning, and evaluation of programs and policies relating to a region's criminal justice activity. CJIC supports that need by improving daily operations and by promoting comprehensive planning through modern data processing technology.

San Jose
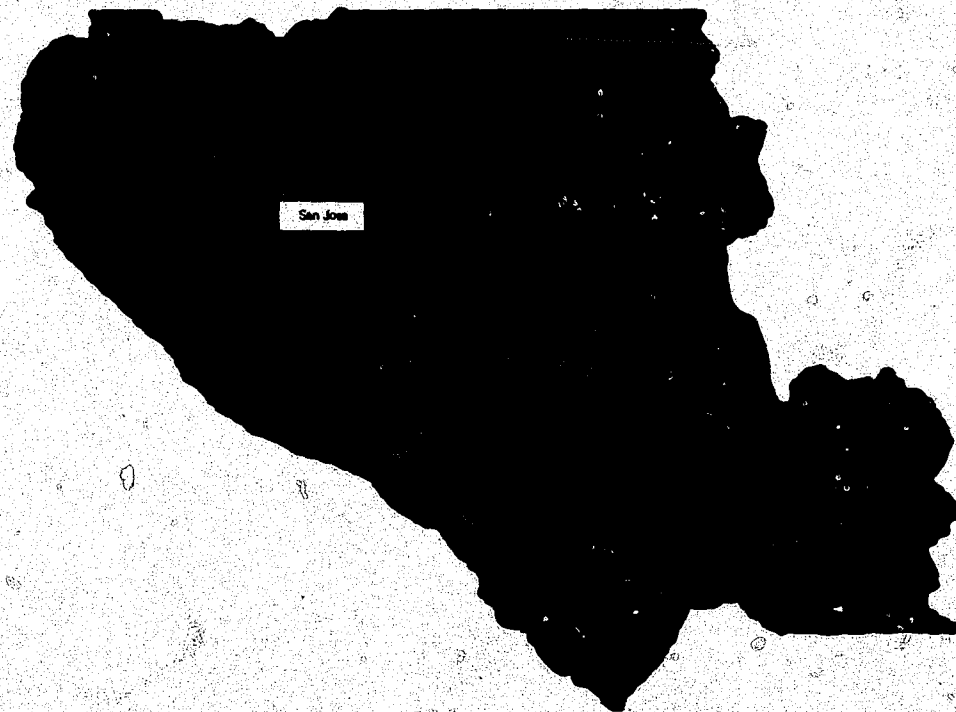
The Evolution of CJIC

Our federal government's Omnibus Crime Control and Safe Streets Act of 1968 provided funds to support the development of leading-edge law enforcement programs. The County of Santa Clara, in cooperation with the cities within the county, developed a plan for a coordinated, centralized criminal justice information system. Approval of a request for a grant submitted to the California Council on Criminal Justice made such a system financially feasible. The first year grant was made in July 1970, the second in July 1971, and the third in July 1972. It is hoped that the planned extension of CJIC will be permitted by the approval of a request for a fourth year grant.

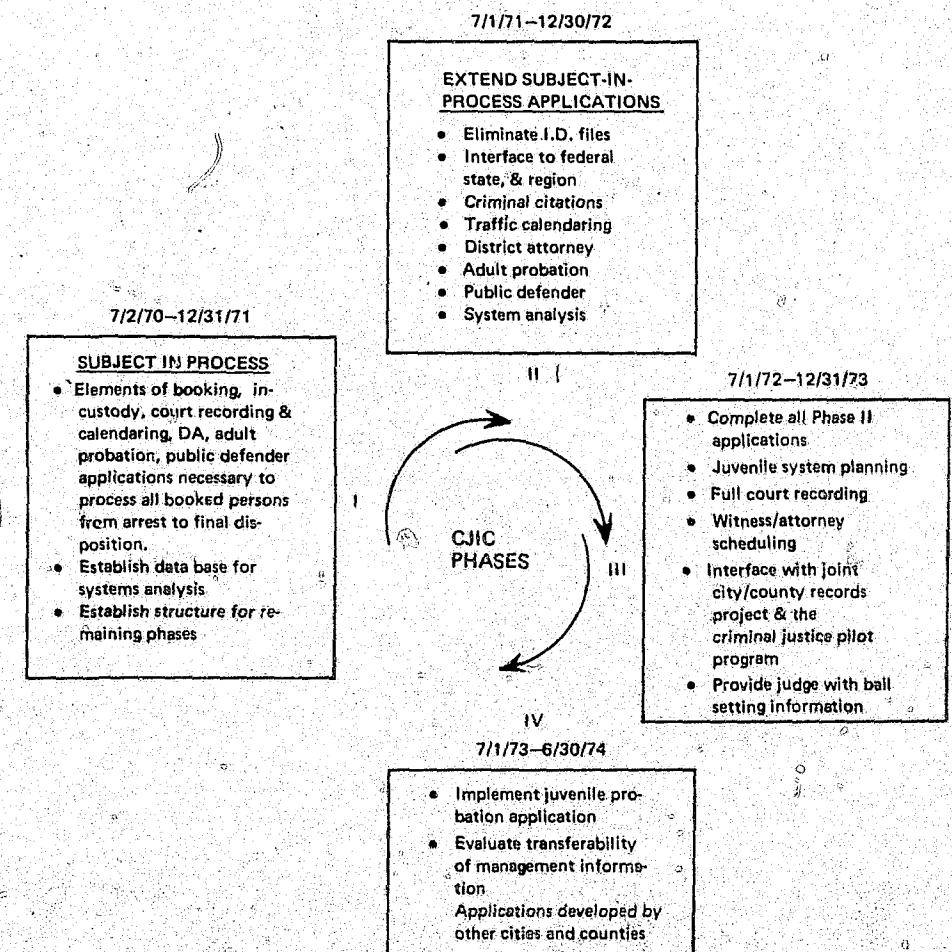CJIC is being implemented in four 18-month overlapping phases.

Phase I (July 1970 - December 1971) emphasized early user involvement, with immediate operational benefits that improved day-to-day criminal justice operations. In this phase there was a rapid buildup of the data base to support comprehensive planning. This was accomplished by bringing into operation a subject-in-process application, that is, the tracking, recording, scheduling, and reporting of an individual's progress from booking through final disposition.
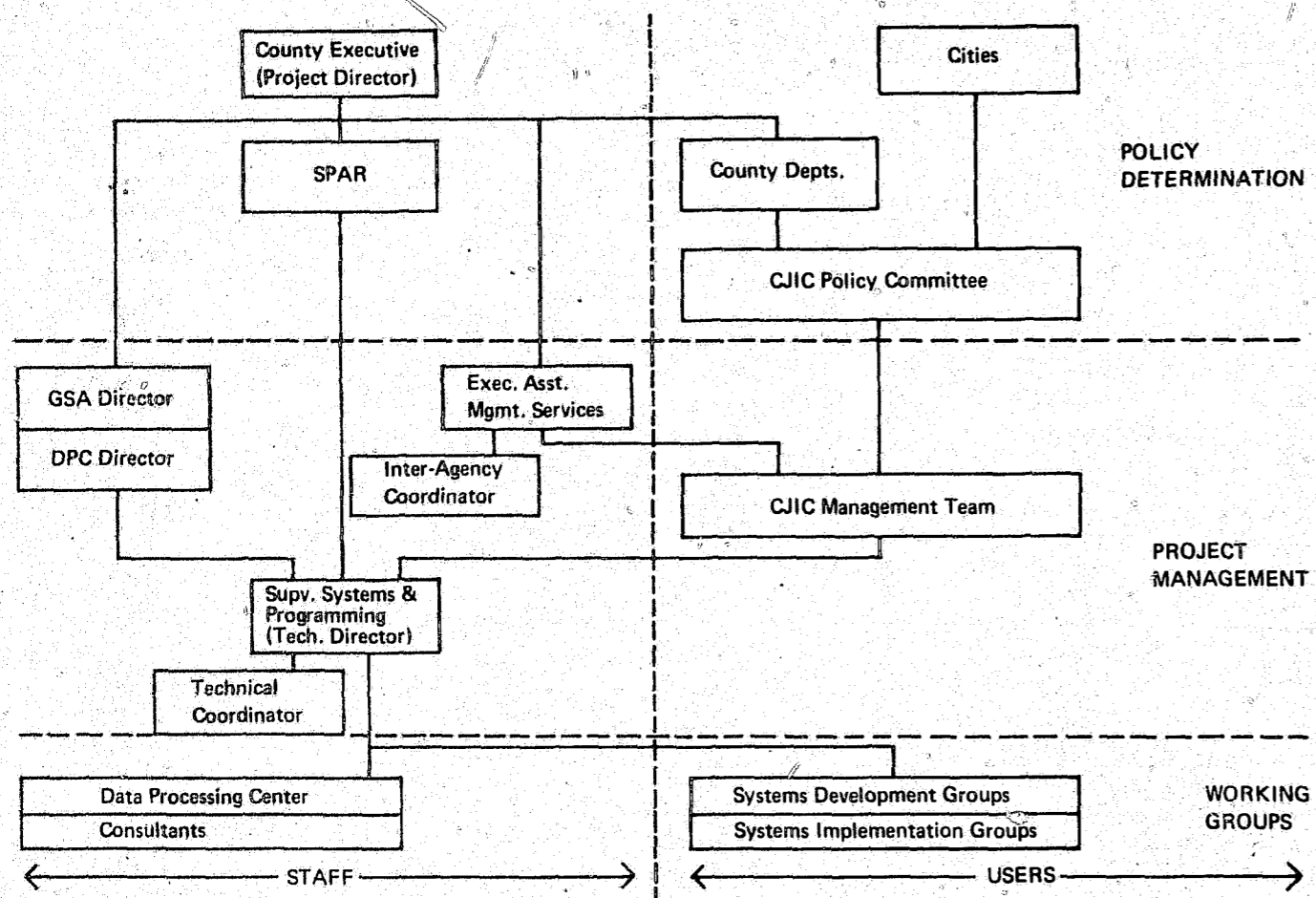
Phase II (July 1971 - December 1972) builds on the Phase I structure, extending support to the Adult Probation, District Attorney, Courts, and Police Departments. Phase II supports management by building the initial model of the system analysis application. Through system analysis, participating agencies are given access to the CJIC data base for information not normally provided by the conventional CJIC inquiries. All agencies benefit by the linking of CJIC to regional

(PIN), state (CJIC, AMIS, AUTO-STATUS), and national (NCIC) computer-based criminal justice systems.

Phase III (July 1972 - December 1973) provides the judges with bail setting information, witness and attorney scheduling information, and allows full court recording. It also provides an interface with other county records and information analysis projects. The required design and planning to facilitate inclusion of data concerning juvenile defendants will also be accomplished in Phase III.

Phase IV (July 1973 - July 1974) will implement the juvenile component and evaluate the transferability of investigative and management information applications developed by other cities and counties.

7/2/70–12/31/71

SUBJECT IN PROCESS
- Elements of booking, in-custody, court recording & calendaring, DA, adult probation, public defender applications necessary to process all booked persons from arrest to final disposition.
- Establish data base for systems analysis
- Establish structure for remaining phases

7/1/71–12/30/72

EXTEND SUBJECT-IN-PROCESS APPLICATIONS
- Eliminate I.D. files
- Interface to federal state, & region
- Criminal citations
- Traffic calendaring
- District attorney
- Adult probation
- Public defender
- System analysis

7/1/72–12/31/73
- Complete all Phase II applications
- Juvenile system planning
- Full court recording
- Witness/attorney scheduling
- Interface with joint city/county records project & the criminal justice pilot program
- Provide judge with bail setting information

CJIC PHASES

7/1/73–6/30/74
- Implement juvenile probation application
- Evaluate transferability of management information
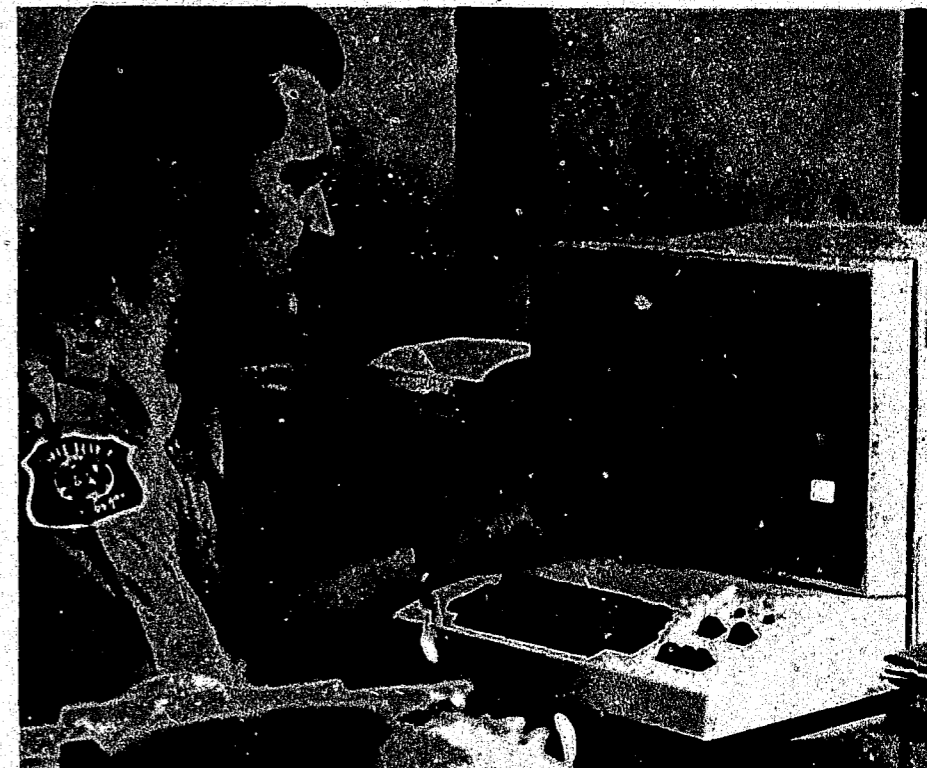 Applications developed by other cities and counties

The Subject-in-Process Concept

A basic concept of the subject-in-process system is the need to relate people and events. Process or event information is initiated at several entry points. The most common entry is booking information, but criminal citations and traffic trials are other examples.

The first step is to identify the subject involved, and, if he has had no previous involvement with the Santa Clara County agencies, to add him to the data base. Once the basic person record has been established, all subsequent contacts with that person are appended to the same person information.

As the defendant progresses through the criminal justice process, information about each step is recorded. This includes arraignment, court/jury trials, disposition, sentencing, custody, and probation. The subject may exit the process at any point in time via dismissal, acquittal, sentence served, etc.

The subject-in-process system can provide both detail information on a specific contact with an individual and summary information on all contacts with that person for operational use by all agencies. In addition, the data base will facilitate analysis and evaluation of the entire criminal justice system as well as the functioning of each individual agency.

How CJIC Is Managed

Providing the proper organizational structure and atmosphere to successfully manage CJIC was most crucial. The political intricacies and technical requirements of such an ambitious undertaking could not be underestimated while maintaining reasonable expectation of success.

The involvement of the agencies and individuals participating in the functional levels of CJIC can best be described in a matrix. The vertical delineation separates CJIC staff, primarily county personnel, from CJIC users, the city and county criminal justice agencies.

Policy structure and guidance comes from the 20-member Policy Committee which provides the direct involvement of agency heads in POLICY DETERMINATION. This committee includes the sheriff, the county's 11 police chiefs, two city managers, a municipal court judge and clerk, the district attorney, public defender, and adult and juvenile probation officers. The committee, through its regular meetings, has reviewed and approved design specifications, devel-

oped a code of ethics, and approved the components of CJIC phases. The county executive is advised by a four-man Systems Planning and Review Committee (SPAR) in allocating resources to the projects.

At the second level, PROJECT MANAGEMENT is the shared responsibility of an active team of second-level management from user agencies and county staff.

The WORKING GROUPS include user personnel who work closely with CJIC staff in developing and implementing various components of the system. Training is an important and continuing cooperative effort at this level. A training program for CJIC users has reached over 600 operational personnel. The CJIC User's Guide has been described as "excellent" by another county, which has taken steps to adapt CJIC to its criminal justice system. The training effort is cooperatively staffed, and has played a major role in making CJIC the catalyst for the development of an unprecedented sense of common endeavor.

CJIC and the Subject-in-Process Concept

When the arresting officer apprehends a suspect, he radios to his dispatcher requesting identification of the suspect.

The terminal operator makes an inquiry using any person information that is available. This includes identifying numbers (driver's license, social security), name, date of birth, place of birth, and physical identifiers (height, weight, race, sex). The computer uses this data to check against 120,000 person records in the data base in an attempt to find a matching person.

The response to this field inquiry indicates that the suspect is currently involved in the criminal justice process and is, in fact, actually "on probation". The field query support, upon identification of a suspect, guides the arresting officer's choice of risk. If the suspect is identified as a felon, the category is given.
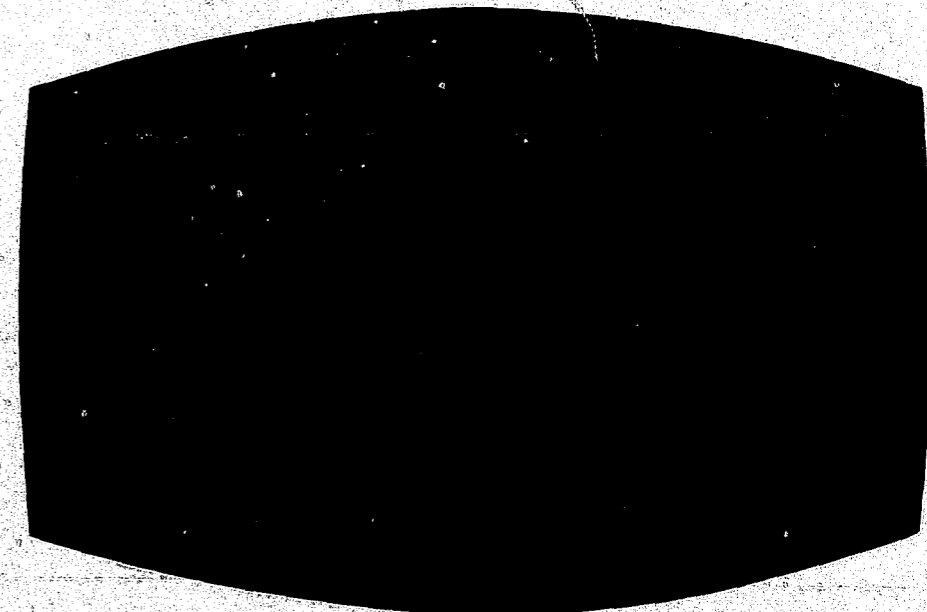
If the circumstances of the on-view arrest and the data supplied by field identification so indicate, the arresting officer transports the suspect to the jail facility, where he turns the suspect over to the booking officer. Conversely, the officer may choose to issue a citation, rather than transport the suspect to the jail for formal booking.


The booking officer performs a name and/or number search to find the person's record in CJIC.

More than one "probable" matching person record may be found on the basis of the identification information obtained from the suspect. Name searches in CJIC may be done with any name used by the person--his booking name, the name carried by state criminal identification records, aliases, monikers, etc. To obtain all reasonable matches on name, CJIC uses a phonetic coding method of grouping names. This method attempts to match the name and identifiers against all names on file that sound alike, although they may be spelled differently. The CJIC alpha person index file contains 120,000 people under 285,000 names.
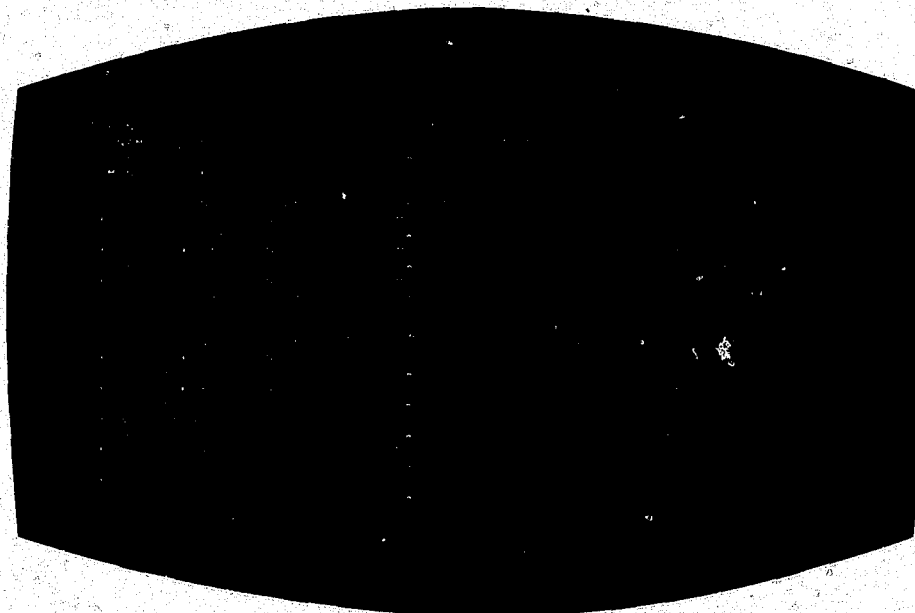
If more than one probable matching person record is found, the operator attempts to determine which, if any, is correct by requesting further information on each of the possible matches. The additional data presented by this display helps the operator determine of the suspect's identification. Should no previous arrest record in the county be found, the terminal operator requests an add-person page and fills in the necessary information.
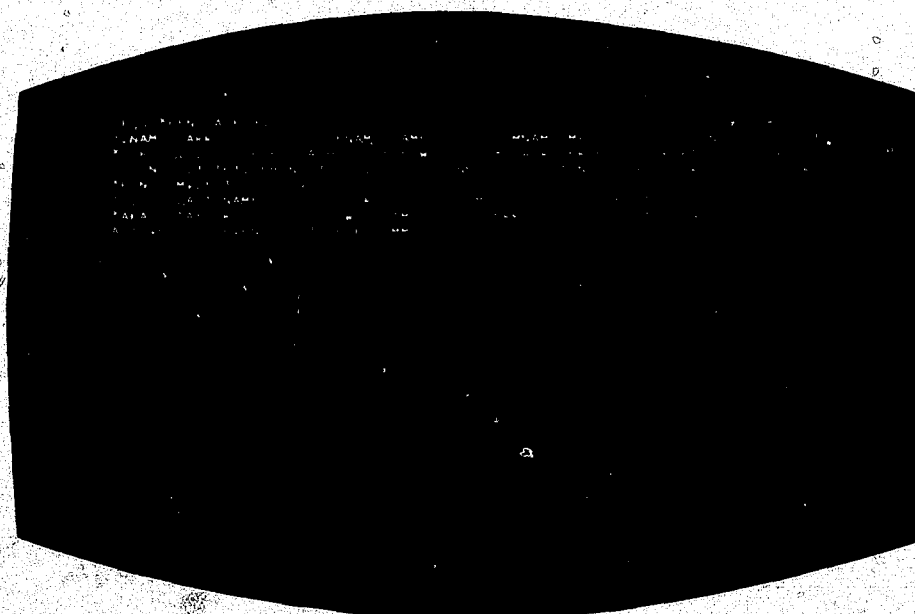
If the person has a previous booking record in the county, the information is available for display on the teleprocessing screen. Verification is then made regarding the suspect's identifiers. If they are not all current and correct, the operator may choose to update such items as last known address, weight, and marital status. Most descriptors will remain the same, and no alteration of this information is then necessary.
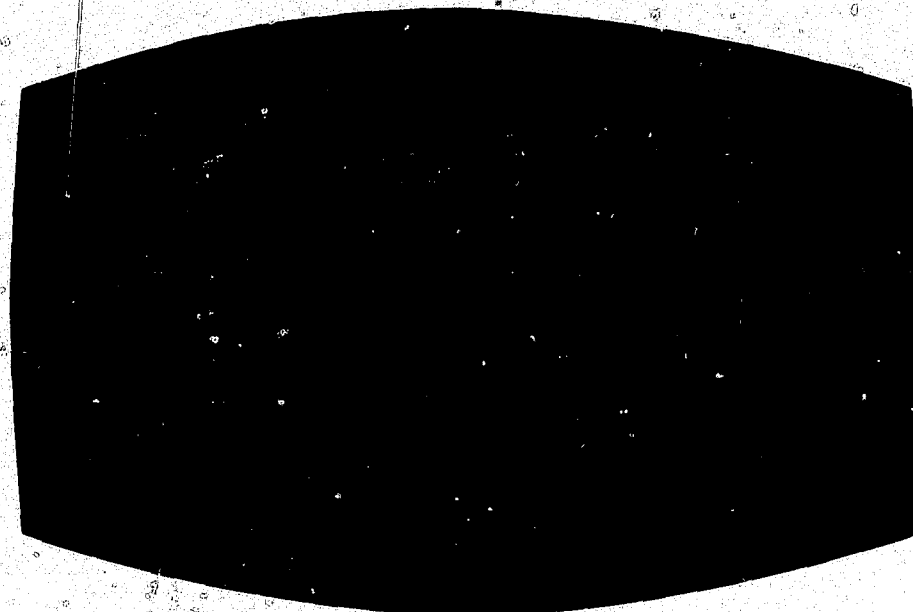
The booking for the arrestee is now entered by the terminal operator. The format for its entry is displayed on the screen, and the operator keys in the available data regarding the specific booking being performed. The charge detail includes date, time, agency, arresting officer, vehicle particulars if applicable, etc.

By collecting and entering all such information at this time, CJIC makes valuable data available to its user agencies. For example, by learning of the booking and of its circumstances at this time:

- The public defender may anticipate the need for his services in the matter.
- The adult probation department may learn of their probationers' being booked.
- City police departments participating in the event may observe the activity of their officers.
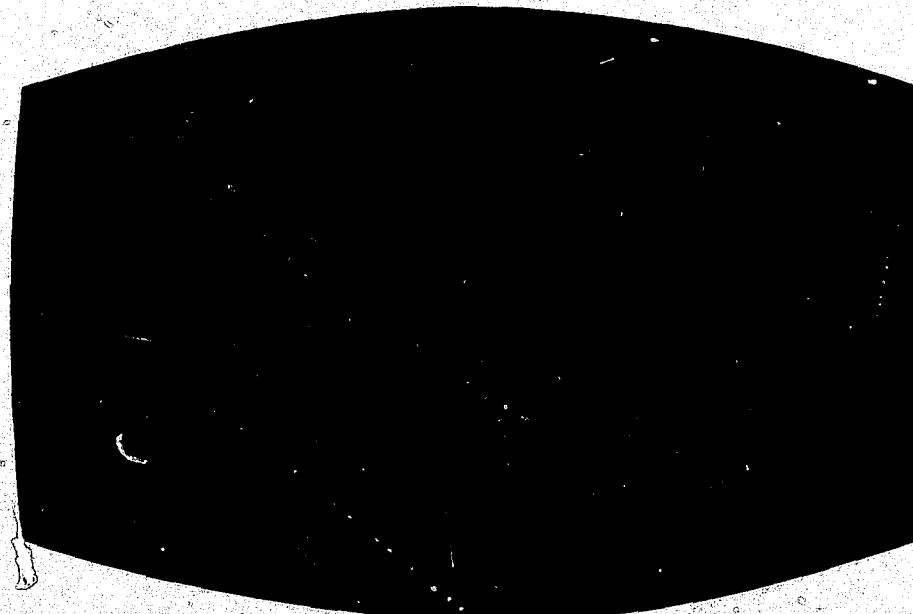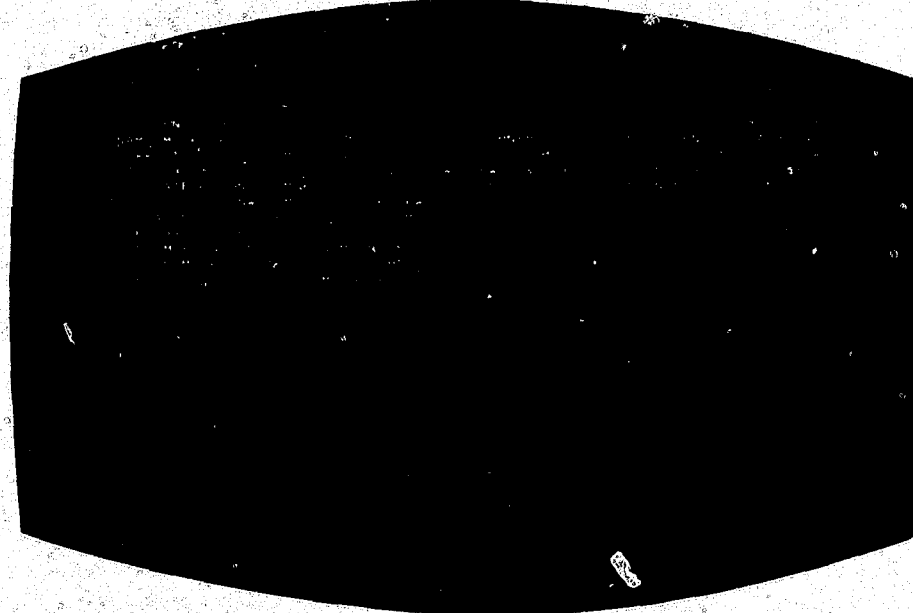
An example of the data available to
CJIC users is a report of the arresting
agency's summary of booking activity.
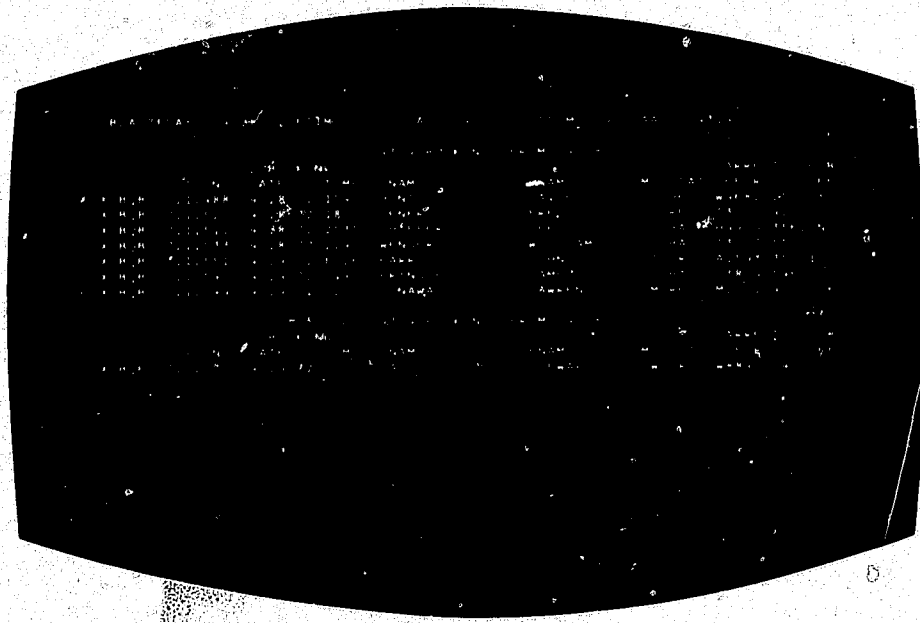
The booking terminal operator now
requests the system to print the booking
packet, which contains sheets for
identification, arrest notification, and
custody control.

Custody of the suspect is then
established. CJIC files contain the
in-custody information on all persons
currently within the criminal justice
system. An agency may obtain a display
in order to answer a query regarding an
arrestee or prisoner, or to update the data
so that subsequent queries will be
responded to with current and accurate
details.

The in-custody data in this display
contains, in addition to person informa-
tion on the prisoner:
- Committing agency
- Arresting officer
- Facility where housed
- Indicators on special considerations
  such as:
  hospital
  medical clearance
  special holding status, for example,
      misdemeanor, juvenile drug, or sex
      offender
- Type of prisoner; in this case, the
  subject is being forwarded for another
  county
- Release data including:
  date committed
  release dates with work-time, good-
      time, and full-time
  scheduled release date and time
  By requesting the appropriate CJIC
information, attorneys in the offices of the
public defender and district attorney can
get the latest custody information for the
purpose of locating their
defendant/client. Investigators from the
offices of the district attorney, public
defender, and adult probation can obtain
the custody location and status of
persons under investigation, thereby
locating them for questioning.

The IBM 2260 and 2265 Display
Stations are used for answering inquiries
and updating information in the system.
The IBM 2740 Communication Terminal or
1053 Printer provides the hard-copy
output of CJIC data selected for use by
participating agencies.

By the use of a query whereby the operator enters the date or the time period for which the information is requested, a list of persons in custody who are scheduled to be released may be obtained. This data is available to all agencies to anticipate, assist, or follow up the release of prisoners. The information is available on all sentenced prisoners and can be requested at any time for any scheduled future date.

The adult probation department may secure up-to-the-minute lists of inmates scheduled to complete jail terms. From this information, the agency will follow-up on those with consecutive probation as part of their sentence.

The detention population count and the statistical derivatives of such data give criminal justice administrators management information regarding the number, type, and use of detention facilities. Decisions on location, quantity, type, seasonal requirements, attending personnel, and projected construction or removal can be aided by such information.

Jail personnel can secure, by use of their CJIC terminal, the most recent information regarding the total population in custody. This may include:
- Inventory of prisoners at each facility or total headcount
- Number of bookings in a shift or any given time interval
- Daily court appearance list for prisoners

When the court clerk receives a felony complaint, misdemeanor complaint, or criminal citation (municipal court) or any information, certification or indictment (superior court), the following information is added to the CJIC file through the terminal:
- Docket number
- Date filed
- Charges filed on
- Complaint agency and officer
- Jurisdiction to be associated with the complaint
- Schedule of first appearance

The status of complaint filing and arraignment is monitored through CJIC. Since both must occur within a short time period for persons in custody, CJIC supports selective dynamic list generation of all pending complaint filings and arraignments. This is critical information for the arresting agency's complaint officer, the district attorney, the public defender, and the custody agency.

The docket query provides complete court-related data on the defendant. In addition to basic person and arrest information, this display includes, when known:
- Attorneys for the matter
- Codefendants
- Associated dockets
- A history of the defendant's court appearances relating to this matter including date, time, process, results, and bail amounts

After each appearance in court, the clerk posts results to the previous appearance and schedules the next.

At final disposition, the clerk posts dispositions to the charges and indicates sentence information, if applicable.

CJIC also monitors whether or not time has been waived. This condition is of particular interest to the district attorney, since the case will be dropped if he does not prosecute within the prescribed period.

A summary of scheduled appearances by each of the six courts in the CJIC area may be used to anticipate requirements for facilities and for personnel. The date, time, department, type of proceeding, and number of cases are shown.

Court calendars are computer-generated by CJIC for the municipal and superior courts. Automated scheduling and production of the court calendar affords the rapid availability, accuracy, and flexibility of modification for calendars and case notices to the many agencies concerned with current and future court proceedings.

The information shown in the arrest and disposition report is required by the State of California. The computer-prepared report, containing all the necessary data on arrest charges and court dispositions, is sent to the California Criminal Identification and Investigation Bureau.

CJIC, Looking Ahead

CJIC will implement its planned program, which directs the total design and realization of its four phases, as previously described in detail.

Additional user agencies will join the existing network, and, within present user agencies, the number of persons requiring regular access to the system will increase. Response time to a terminal user will continue to be given close attention. All developments that could improve the system's reaction time will be thoroughly appraised and included if warranted.

CJIC will, as it has since its inception, incorporate the results of hardware and software additions or enhancements that substantially improve its capability or performance. CJIC has, in the course of its development, made transitions from System/360 to System/370 and from 2314 to 3330 direct access devices. Similarly, it has successfully assimilated new and improved software techniques.

Future in-flight adjustments will be made to ensure that user agencies continue to receive the benefit of all data processing products and services that can be justified. Likewise, the continuing transferability of CJIC to other jurisdictions is ensured by its being current both in design and in optimum use of hardware and software products.
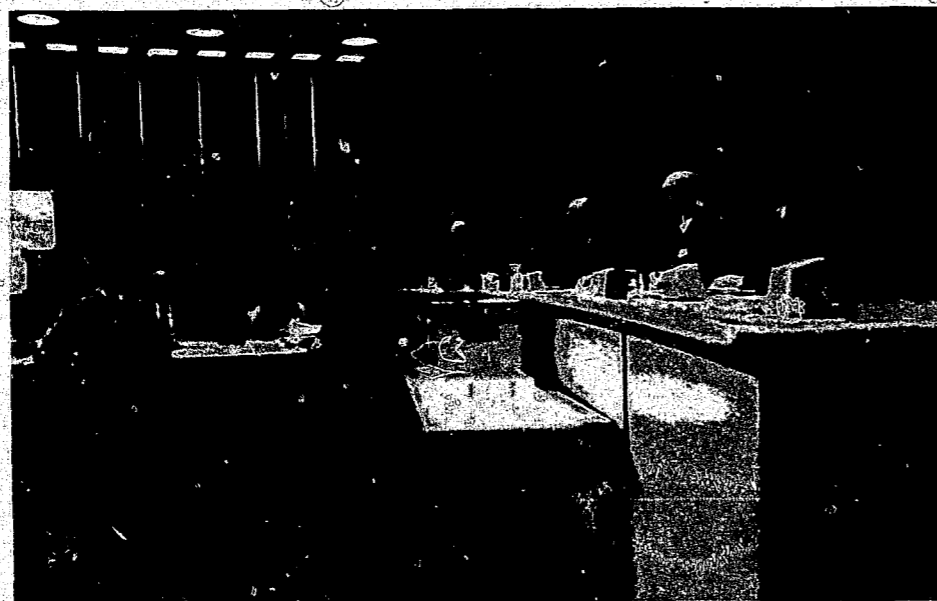
BOARD OF SUPERVISORS
Hon. Sig Sanchez
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Hon. Ralph H. Mehrkens
Hon. Victor Calvo

County Executive
Howard W. Campen

The Honorable Gerard J. Kettmann of the San Jose-Alviso-Milpitas Court


CJIC Computer Hardware

An IBM System/370 Model 155 with 512K supports CJIC and its data files, which are located on an IBM 3330 Direct Access Storage.

Over 80 video and hard copy terminals, IBM 2260, 2265, 1053, and 2740, are located throughout the county. At present, these terminals handle about 2500 inquiries (requests for information) and 2500 file change transactions (bookings, scheduled appearances, court results, charges, referrals, etc.) daily.

Software Environment

Santa Clara County has developed the system software necessary to implement CJIC. The software is consistent with the CJIC design goals in that it provides for:
- Application growth--additional applications will be readily introduced into the environment with no system redesign.
- Integrated growth--as new applications are added, no redundant data pertinent to the new application will be included unless required by law or policy.

All CJIC application programs are written in COBOL and operate under DOS and ISAM. The teleprocessing environment is supported by Santa Clara County's Teleprocessing Monitor, which has been proven in the county's welfare and hospital systems.
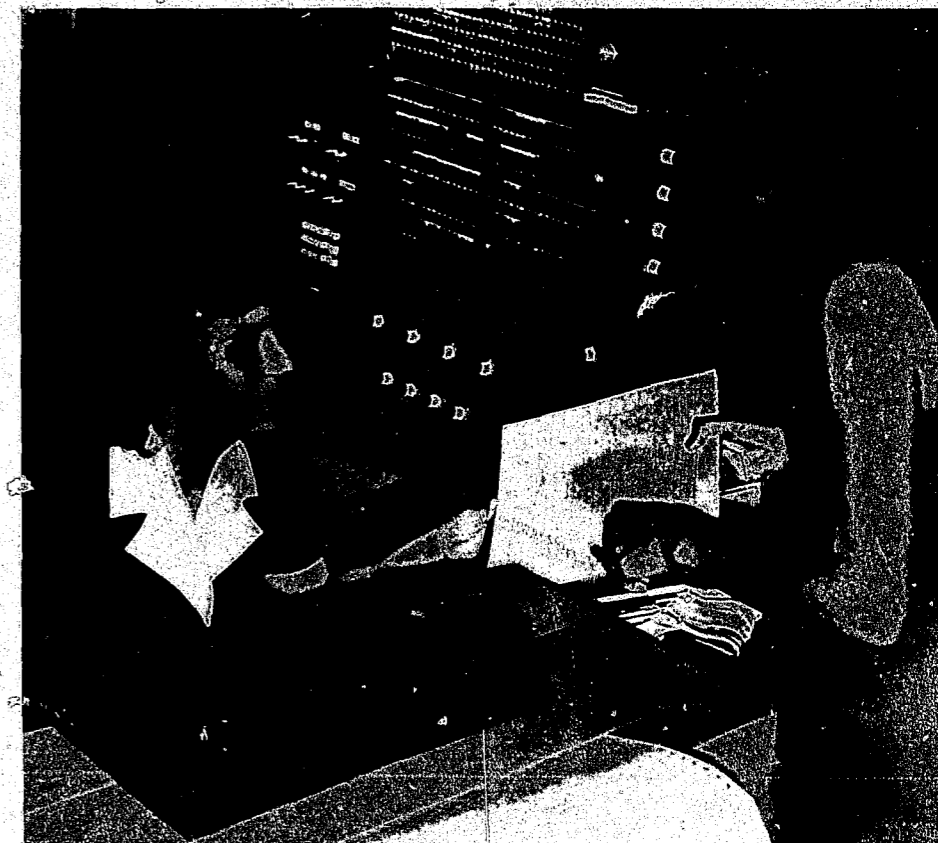
TELECOMMUNICATIONS CONFIGURATION

Booking, Identification, Population Counts, Arrest History, Current Status, Court Appearance List, Custody Status

Sheriff Main Jail	3 videos	3 printers
Elmwood Men's Facility	1 video	1 printer
Elmwood Women's Facility	1 video	1 printer
Sheriff North County	1 video	1 printer
Santa Clara PD Jail	1 video	1 printer

Identification, Complaints Pending, Current Status, History, Release, Arrest and Release Lists, Non-Custody Bookings, Custody Status, Case Notices

Sheriff Records/Detective	8 videos	1 printer
San Jose Police Department	9 videos	2 printers
Sunnyvale Police Department	2 videos	1 printer
Palo Alto Police Department	1 video	1 printer
Los Altos Police Department		1 printer
Los Gatos Police Department		1 printer
Mountain View Police Department	1 video	1 printer
Campbell Police Department		1 printer
Milpitas Police Department		1 printer
Santa Clara Police Department	1 video	1 printer
Gilroy Police Depart/Sheriff	1 video	1 printer

Court Recording, Complaint Filing, Scheduling, Referrals, Dispositions

San Jose Municipal Court	4 videos	2 printers
Palo Alto Municipal Court	2 videos	2 printers
Santa Clara Municipal Court	1 video	1 printer
West Valley Municipal Court	1 video	1 printer
Sunnyvale Municipal Court	2 videos	2 printers
Superior Court	1 video	2 printers

Referral List, Case Numbers, Calendars, Case Notices, Identification

District Attorney	2 videos	3 printers
Public Defender	1 video	1 printer
Adult Probation	2 videos	1 printer
County Communications	1 video	1 printer
Pre-Trial Release Program	1 video	1 printer

IBM

END