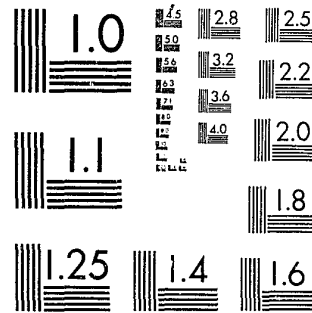


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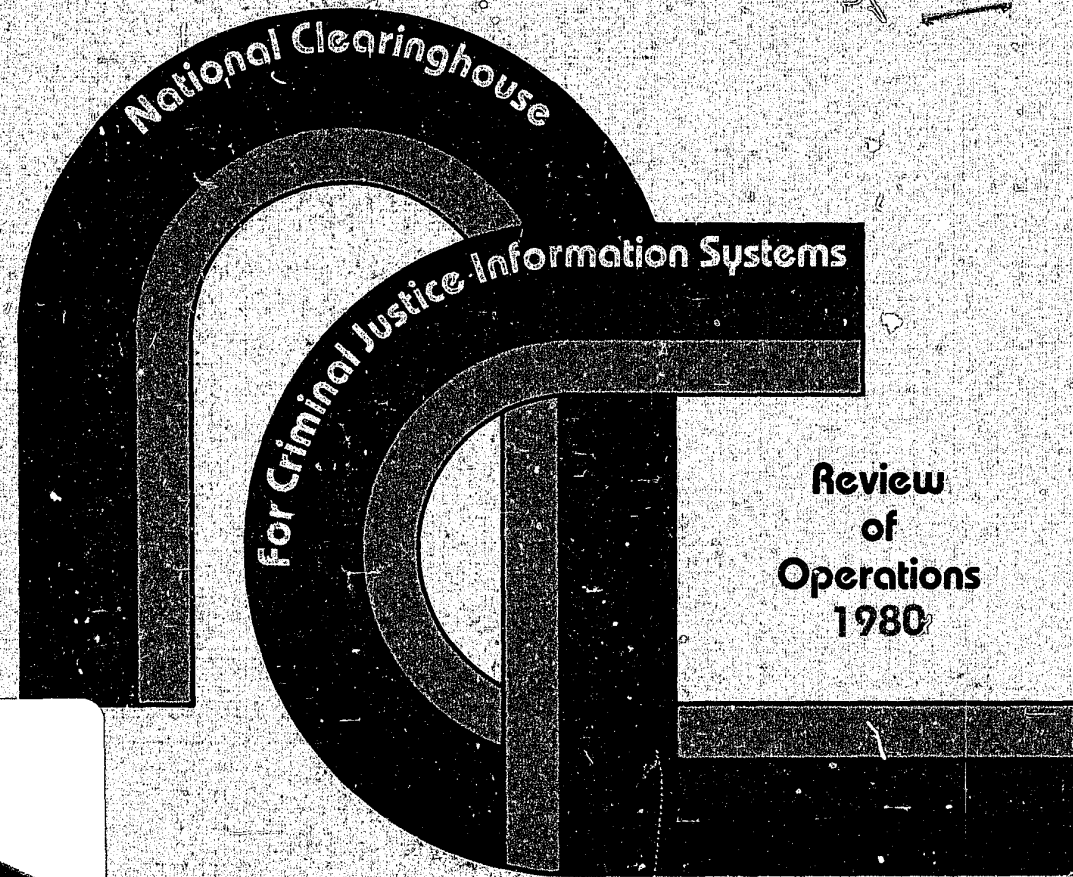
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SEARCH GROUP Inc.

The National Consortium for Justice Information and Statistics

SGI's National Clearinghouse

Just three years ago SGI created the National Clearinghouse for Criminal Justice Information Systems. Since then the Clearinghouse has been providing invaluable technical assistance to the criminal justice community.

Funded through grants from LEAA, the Clearinghouse has provided technical assistance to more than 416 agencies since August 1978. Agencies throughout the Continental United States and Alaska, working in the areas of law enforcement, corrections, prosecution, public advocacy, courts, parole and probation, have benefited. Skilled professionals in the Clearinghouse help resolve the problems of practitioners who have information processing needs but limited technical resources.

Clearinghouse technical expertise is centered in the following areas:

- Feasibility Studies;
- Requirement Evaluation;
- Cost/Benefit Analysis;
- Procurement Guidelines;
- System Specifications; and
- Transfer Assistance.

The Clearinghouse staff constantly assesses the range of technical assistance provided and the environments supported. Last year's results reflect a growing demand for support from non-police agencies. More and more interest is developing among smaller criminal justice agencies for technical help in the planning and transfer/development of mini and micro based computer systems. Trends are encouraging, indicating a growing recognition that significant savings and improved operations accrue from the application of systems analysis, systems planning and hardware specification. SGI and the Clearinghouse strive to assist these efforts.

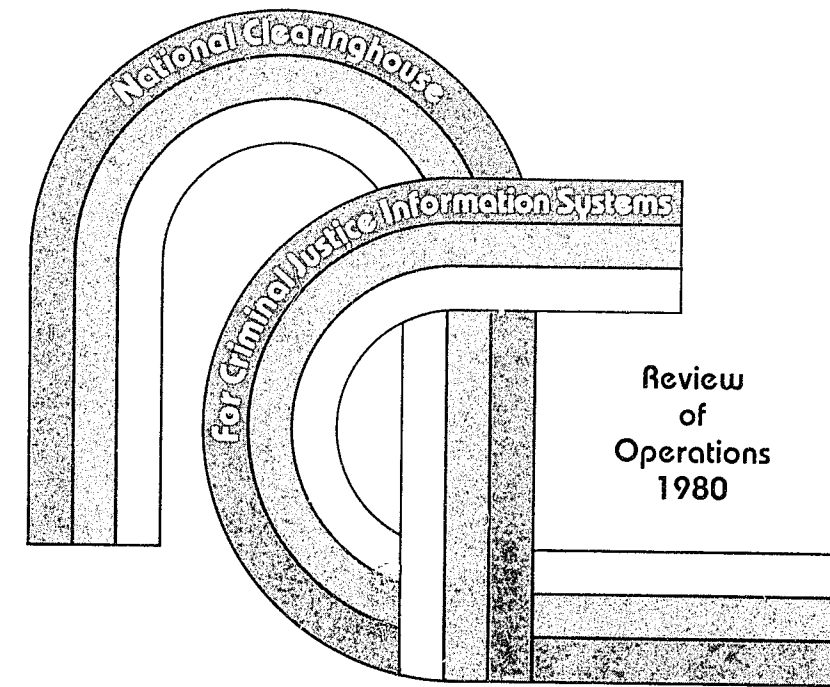


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Report of work performed under Grant Number 78SS-AX-0048 awarded to SEARCH Group, Inc., of Sacramento, California, by the Systems Development Division, Law Enforcement Assistance Administration, U.S. Department of Justice, under the Omnibus Crime Control and Safe Streets Act of 1968, as amended.

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Clearinghouse Operations

The Clearinghouse directs its operations at improving the use and performance of information systems, and lends its experience in the transfer of system design concepts and techniques to the criminal justice community.

To promote transfer, the Clearinghouse has established a variety of services. Services include direct technical assistance to agencies; provision of information on transferable systems and applications; a continuous search for prominent systems; education and training for agency personnel on techniques, standards, objectives and difficulties associated with system development and transfer; and special support to cities in LEAA's Integrated Criminal Apprehension Program (ICAP).

In its three years of operation, the Clearinghouse has supported an ever-increasing number of criminal justice agencies, a growth attributable to the high quality of the services provided and to the broad dissemination of information regarding Clearinghouse activities.

Clearinghouse staff responds to invitations from the criminal justice community to make presentations at many conferences. Typical presentations include those given at the:

- National Incident Based Crime Reporting Conference
- Conference of the Texas Adult Probation Commission
- Iowa Department of Public Safety Criminal Justice Information Symposium
- National Criminal Justice Association



Sensitive to shifting needs and requirements of justice agencies, Clearinghouse personnel have responded with expanded services and progressively more sophisticated techniques. The statistics presented in the following sections summarize a significant body of work undertaken on behalf of the criminal justice community.

Automated Index

The Automated Index is vital to the system transfer process.

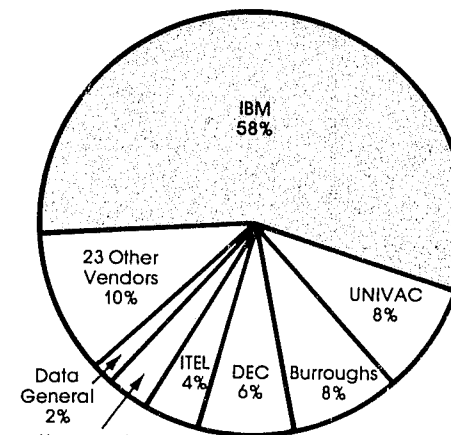
Since the development of the Index, the Clearinghouse has completed 1000 requests for information on potential transfer systems. The volume of requests increases monthly. The Index is used also to generate statistics depicting justice system development trends, especially software utilization and hardware procurement. Periodically, the Index is manipulated to produce a hard copy Directory of Automated Criminal Justice Information Systems for LEAA publication.

The Index relies upon voluntary contribution of data by criminal justice agencies. Every effort is made to capture information about current information systems through active solicitation, data collected during on-site visits, and completion of technical assistance questionnaires. To ensure data accuracy, the Clearinghouse contacts every agency listed in the Index twice a year to identify system changes. This effort is initiated with an update questionnaire and followed by telephone inquiries where necessary.

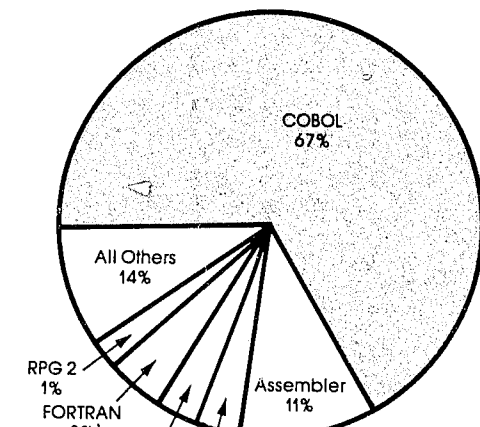
Developed as a time and effort saving resource for criminal justice agencies, the Automated Index is the mechanism for surveying the national complex of CJIS systems. The following provides a brief overview of those CJIS systems identified in the Clearinghouse Automated Index as of February 28, 1980:

- The 693 agencies represented in the Automated Index use 814 computers. More than 150 models or computer configurations are divided among 33 vendors.
- COBOL accounts for 67% of all reported software.
- There are 105 identifiable functions operational or under development on the reported CJIS systems. The chart opposite shows the major functions identified among the 5,390 modules reported.

Enhancements planned for the Automated Index will increase its usefulness and expand its capability for more detailed statistical analyses of data. New components include word processing systems, master name indexes, security and privacy provisions, and microcomputer systems.



Percentage of Computers by Vendors



Software for CJIS Applications Reported

Technical Assistance

Skilled and experienced systems specialists perform the wide range of technical assistance functions of the Clearinghouse, including:

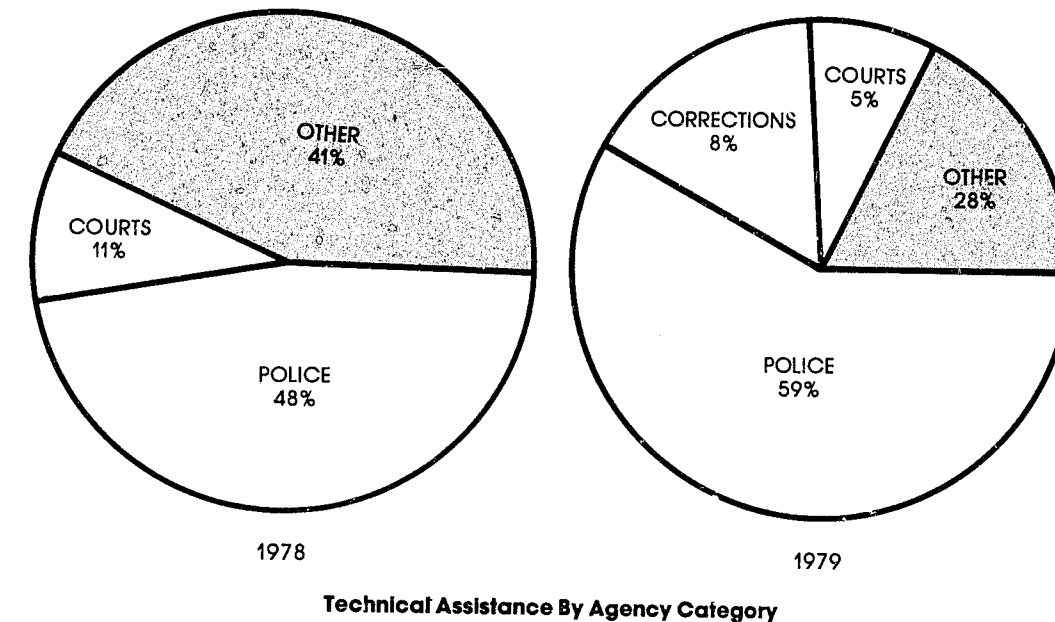
- analysis of records
- problem identification
- audit of edp operations
- assistance in developing edp and information requirements
- benefit/cost analyses
- technical review of requests for proposal
- technical screening of proposals
- review compatibility for specific systems transfer
- assistance in promoting inter-agency sharing of data
- assistance in implementing standards

From the beginning of Clearinghouse operations through March, 1980, 330 technical assistance trips have been completed. Clearinghouse staff provided support to 193 cities in 42 states. City and county criminal justice agencies accounted for 82% of the requests for assistance, while state agencies accounted for 14% and regional agencies 4%. Clearinghouse technical assistance is targeted not only at small and medium size agencies with limited technical resources, but also at larger agencies in need of objective analysis by a neutral third party.



In addition to the basic assistance functions, Clearinghouse technical assistance ranges over such areas as:

- modifications to existing fingerprint systems



- assistance in developing statistical data for sampling accuracy of files
- developing selection criteria for edp equipment
- interpretation of Federal information system standards
- reviewing the capability of new data processing hardware
- providing cost estimates for configurations
- estimating record storage requirements
- assisting in the selection of Soundex models

Correspondence and telephone contact also provide substantial technical assistance.

Making system transfer the chosen method of system implementation for criminal justice agencies across the nation is the heart of Clearinghouse technical assistance. System transfer avoids replication of planning and design and, depending upon the level of transfer, can cut the costs associated with original system development by 20 to 60%. The concept of system transfer is gaining wide acceptance in the criminal justice community largely because of the efforts of the Clearinghouse. Transfer is now recognized on three levels: conceptual design, functional specifications and system coding. Transfer at the system concept level has most often resulted from Clearinghouse technical assistance. More software is now being designed specifically for transfer, consistent with this trend.

Education and Training

To assist criminal justice administrators and practitioners in their understanding of information system technology, the Clearinghouse augments its technical assistance field visits by conducting educational workshops. With the underlying theme of transferability, each workshop is tailored for a specific need of the criminal justice community. Through these workshops, the Clearinghouse educates large groups of personnel who share common problems.

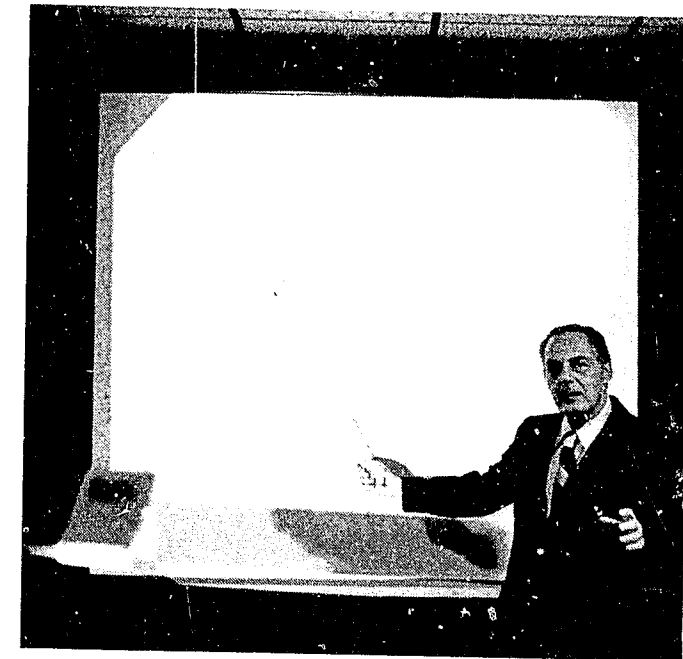
Attendees are supplied with a comprehensive packet of topical literature, including procedural guidelines, glossaries, federal publications, bibliographies, technical assistance resource data, and other CJIS related materials. In addition, attendees have the opportunity to make valuable contacts with other agency administrators, LEAA personnel, and Clearinghouse staff members.



To date, the Clearinghouse has conducted eighteen regular and two special workshops. The workshops presented were:

Subject	Cities	Dates	Attendees
System Transfer	San Diego	5/15-16/78	38
	New Orleans	5/18-19/78	15
	St. Paul	5/22-23/78	24
	Boston	6/1-2/78	40
The Procurement Process	Atlanta	9/21-22/78	18
	Denver	9/28-29/78	25
	New Orleans	6/12-13/79	13
	Seattle	6/18-19/79	21
	Boston	7/10-11/79	24
Introduction to Computers	Memphis	1/30-31/79	58
	San Diego	2/6-7/79	60
	Charlotte	2/13-14/79	66
Special Workshops on Introduction to Computers	Sacramento	5/1/79	50
	Juneau	6/20/79	21
Microcomputers	San Francisco	10/10-11/79	71
	Dallas	10/16-17/79	32
	Atlanta	10/24-25/79	72
	St. Louis	2/6-7/80	45
	Los Angeles	2/12-13/80	76
	Alexandria	2/21-22/80	92

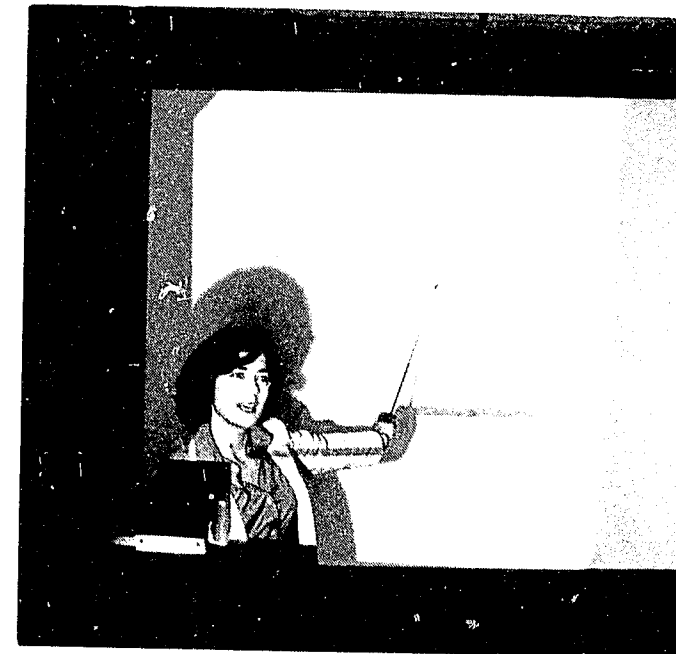
The special workshop in Sacramento was presented to the California Department of Corrections by special invitation of its Director. The workshop in Juneau was presented to Alaskan criminal justice personnel, conducted by special invitation of the Alaskan Criminal Justice Planning Agency, who paid necessary expenses.



Evaluation forms from all the workshops reflect highly positive attendee reaction. The evaluation forms are used to enhance the curriculum and to select subject matter for future seminars.

Six hundred and forty-three criminal justice personnel attended the eleven workshops presented during the past year, bringing the total attendance record to 861 since the Clearinghouse commenced operation.

While workshops cannot substitute for individualized technical assistance, they do provide an inexpensive means of technical education for a large segment of the criminal justice community.



ICAP Support

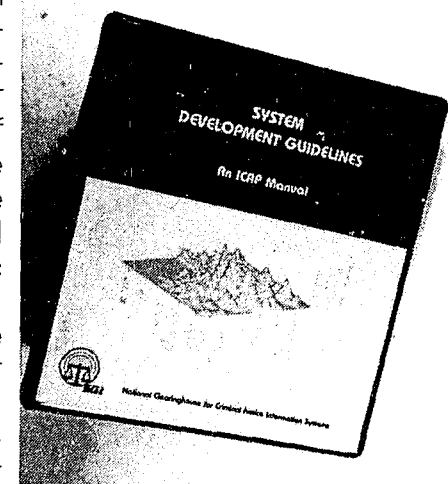
During this year the Clearinghouse has played a central role in all phases of the ongoing implementation of the Integrated Criminal Apprehension Program (ICAP). The ICAP program model focuses on building a structured approach to the management of police services. The backbone of the entire model is the collection, collation, analysis and dissemination of information, with resultant feedback that is the basis of all management decisions. Increasing the efficient utilization of information through the use of automated data processing equipment has been a tremendous aid to the successful operations of many ICAP cities.

Of the 48 cities across the nation funded under LEAA's ICAP project, 42 are still participating in the program. Every city has, or is currently undertaking, the task of automating many of the collection and collation processes to allow more time for the analysis and dissemination of management information.

The Clearinghouse prepared a manual for ICAP Administrators entitled "System Development Guidelines: AN ICAP Manual." Designed to assist police departments in making the transition from manual to automated operations, the manual provides over 400 pages of recommendations and guidelines for the development and implementation of information systems to support integrated and well-planned police services. This approach to data manipulation and dissemination is essential to the ICAP concept. The manual identifies six distinct phases for the successful implementation of automated information systems: project planning; systems investigation and analysis; systems design; the procurement cycle; systems development; and systems implementation and evaluation.

Recognizing the need to provide the broadest technical assistance possible in response to the complex nature of information systems development, the Clearinghouse developed a detailed plan that identifies additional tasks and areas of need for ICAP cities. Enlarging the scope of its original mission, the Clearinghouse broke down the six phases of successful implementation into fourteen specific areas where ICAP assistance is essential. Predominant areas of support include needs assessments and cost/benefit studies, procedure studies, assistance with design specifications, facilities evaluations, and assistance in the development of Request For Proposals and proposal evaluation criteria.

The manual and other components of ICAP support by the Clearinghouse help to make information timely and accurate, to store it properly, to secure it carefully, and to use it correctly.



Special Studies

The Special Studies component of the Clearinghouse responds to unique requests for assistance by LEAA. They can be the result of nationwide criminal justice agency concern in a specific subject area, or can be highly specialized topics of particular interest to LEAA.

The most significant special studies to date was "COBOL: The Impact of Federal Requirements on the Development of Justice Information Systems". Undertaken at the request of LEAA, this special study responded to the concern of a large number of criminal justice agencies with small computers seeking the recognition of BASIC for criminal justice applications. The Clearinghouse analysis concluded that while the standardized programming language of COBOL enhances system transfer, the hierarchy of COBOL language levels reduces the possibilities of universal transfer. While recognizing the capabilities of COBOL, the Clearinghouse study proposed, and LEAA accepted, the use of BASIC for criminal justice applications. The analysis also took into account the dramatic growth in utilization of microcomputers and minicomputers, the migration of large-computer applications to the smaller computers, and the effect of increased interaction with data base management and communications software. The issues raised by this special study continue to be of significance in the support of successful system transfer among criminal justice agencies.

Other special studies include:

- an analysis of the Los Angeles Police Department "PATRIC" system as a candidate for LEAA exemplary status; and
- a review of the University of Houston Man-Computer "Mug Shot" system.

Clearinghouse capability to respond to requests for special studies is a resource unmatched by other technical assistance contractors. The Clearinghouse couples a broad exposure to the practices and problems of criminal justice agencies with an awareness of future trends.



Prominent Systems

The intent of Prominent Systems has been to develop a mechanism for screening and evaluating appropriate systems for transfer. All Prominent Systems are transferable, but not all transferable systems are Prominent Systems. Briefly, Prominent Systems are those chosen for their utility within the criminal justice environment that display exceptional characteristics in design, function and operation. Successful candidate systems would be referred to LEAA for final confirmation of Prominent status.

Once a system is designated Prominent, the Clearinghouse promotes it as part of its system transfer activities. Clearinghouse staff serve as liaison to the donor and recipient agencies, and coordinate the successful transfer activities.

During this third year of operation, work continues on the development and refinement of evaluation/selection criteria. These criteria include:

- Highly effective operation within the donor agency;
- Broad applicability to the needs of other criminal justice agencies;
- Conformance with Federal Information Processing Standards;
- Software compatible with the hardware of a variety of vendors;
- Sufficient system documentation to facilitate transfer at the level of system concept, specification and detailed design.

An Automated Index search identified the most important system (application) modules. Following a request for information published in the SGI INTERFACE and the mailing of a request letter to fifteen criminal justice agencies, system documentation has been received for evaluation.

Despite its importance, documentation is too frequently neglected in system development. Recognizing that documentation is essential to the development, modification, operation and potential transfer of a system, the Clearinghouse actively promotes the FIPS program within the criminal justice community.

When considering the transfer of criminal justice systems, documentation becomes critical. It is essential that sensitive public records be stored properly and that systems developed to support government functions be documented adequately. Throughout the criminal justice community the Clearinghouse stresses FIPS publications as the standard for system development and documentation and has distributed over 3,000 copies of FIPS publications 21-1 (COBOL) and 38 (Documentation).

Workshops are a primary vehicle for FIPS promotion, but on-site technical assistance visits, special presentations, and telephone assistance also stress the importance of attention to Federal guidelines.

Federal Information Processing Standards (FIPS)

Criminal Justice Information Systems and Data Processing in the 1980's

An examination of Clearinghouse work this past year reveals a number of important trends with significant implication for the future. These trends highlight new perceptions of agency needs and identify areas in which the Clearinghouse can expect to provide increased support.

The Clearinghouse received 283 requests for information about small computers. Analysis of these requests combined with experience in the field indicates that the small computer provides vastly increased capability at a fraction of the cost of large systems.

Many criminal justice agencies are reluctant to develop new links or expand existing links in large systems where access already exists. Explanations for this reluctance include a lack of flexibility specifying new applications or modifications to existing applications and delays in implementing modifications or new applications.

Where centralized planning and control of large edp operations exist at a state or regional level, participating local departments have found that desired systems and modifications receive relatively low priorities unless a majority of participants are in agreement. Even when they agree, edp resources may not be available.

An increasing number of agencies within counties and small regional areas are recognizing the need for computer capability to support sharing of information in addition to developing purely local applications.

The Clearinghouse projects a significant growth in the formation of small, regional multi-agency information systems. They will utilize mini-computers and microcomputers in a distributive processing environment that permits both shared and local applications.

Expanded technical assistance is needed to support small regional systems. On-site assistance for two to five agencies requires a perspective that identifies local needs while validating areas of potential interaction. Recent technical assistance trips support this assessment. Sequential records analyses, for example, highlight such considerations as quality control and file accuracy, forms control and utilization, consistent numbering systems and procedures. Local agency concern for autonomy can be balanced against clearly identified areas for cooperation. Standards are more readily accepted; benefit/cost analyses more comprehensive.

With the increasing availability of less expensive and more powerful computers, many law enforcement agencies are expressing renewed interest in stand-alone systems. Many departments are operating below authorized strength, while experiencing increased pressure to improve performance levels and to make better use of available resources. Interest is focusing on applications that will provide both short and long term assistance.

The Clearinghouse projects an increase in stand-alone systems particularly directed towards automation of master name indexes, crime analysis, investigative files, and offender and case tracking.

Investigative departments show growing interest in the automation of files. This trend is expected to continue. A past tendency to operate with independent files is giving way to a willingness, with certain guarantees, to

work towards greater use of centralized files. Clearinghouse personnel have provided assistance to many departments regarding additional access controls necessary to assure adequate safeguard of active investigative files. General and specialized units (narcotics, vice, etc.) as well as courts and prosecutors are expressing interest in being involved in systems design early enough to specify information needs and retrieval requirements.

Agencies with relatively small staffs serving small communities yet unable to justify the utilization of edp, are also concerned with increasing the use of resources. A large number of requests for information and/or assistance from these agencies focus upon review, improvement or design of efficient manual systems.

The Clearinghouse projects an expanding requirement to provide support to small criminal justice agencies in the analysis, improvement and transfer of manual systems.

While efficient manual systems may be the first step towards eventual automation, they are the end product for many agencies. Manual systems for implementing modus operandi, tracking of cases and offenders, development of crime statistics, work load balancing, and filing and retrieval systems for handling worthless documents are potential candidates for system transfer and technical assistance.

The Clearinghouse anticipates additional support in this area by expanding the Automated Index to reflect well designed manual systems. It is also expected that continued technical assistance involving the improvement of existing manual systems will lay the groundwork for eventual successful automation for agencies able to make the transition at some later date.

Probably as a direct result of staffing limitations coupled with an increase in caseload, the Clearinghouse notes a growing interest in word processing equipment. Although most of the applications identified are in administrative areas, word processing is expected to expand into other areas.

The Clearinghouse projects the increased utilization of sophisticated word processing systems by criminal justice agencies, particularly within the investigative functions.

The investigative function has several characteristics that lend themselves to word processing. A large body of narrative material continues to be generated. There is a strong presumption that investigative activities can be facilitated if this material can be more easily indexed, stored and retrieved, freeing investigative personnel for more important activities. Properly selected and installed word processing systems can be operated by clerical personnel.

The Clearinghouse anticipates broader support in this area through the addition of word processing keys and data to the Automated Indexes, and providing appropriate analyses and guidelines as a part of its technical assistance efforts.

In general, the Clearinghouse anticipates less emphasis in the 1980's on massive, integrated data bases, and more emphasis on well-defined, regional and small applications. Innovative approaches will be necessary to meet the demand for better and more responsive criminal justice services. The need is growing, and the Clearinghouse will continue to provide expanded and enhanced support to the criminal justice community during this period of challenge and change.

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