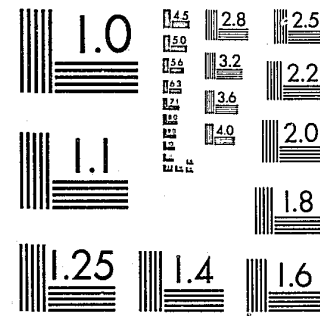


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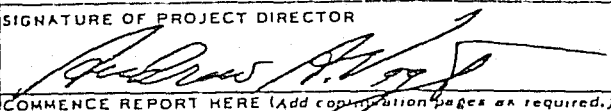
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United States Department of Justice  
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OMB APPROVAL NO. 43-R0525

MFL

 U. S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION		CATEGORICAL GRANT PROGRESS REPORT	
GRANTEE Colorado Division of Local Government	LEAA GRANT NO. 79-DF-AX-0006	DATE OF REPORT 1-15-81	REPORT NO. 8
IMPLEMENTING SUBGRANTEE Colorado District Attorneys Council	TYPE OF REPORT <input type="checkbox"/> REGULAR <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT		
SHORT TITLE OF PROJECT Regional Prosecutors Information System	GRANT AMOUNT \$225,786.00		
REPORT IS SUBMITTED FOR THE PERIOD 10-1-80	THROUGH 12-31-80		
SIGNATURE OF PROJECT DIRECTOR 	TYPED NAME & TITLE OF PROJECT DIRECTOR Andrew A. Vogt/Executive Director		
COMMENCE REPORT HERE (Add copy submission pages as required.)			
<p><b>NOTE:</b> Because as agreed and contracted this FINAL REPORT covers LEAA Grant #79-DF-AX-0006 and LEAA Grant #78-12-(2)-JO-75. As submitted, each grant report contains its own separate fiscal statement, but narrative sections are the same since both grants are focused upon the same objectives, program goals, structure, staffing, and operations.</p> <p><b>GENERAL PROJECT SUMMARY AND OVERVIEW:</b></p> <p>While this report is identified as a FINAL REPORT for the identified projects, the system created through subject LEAA support is just beginning and will continue to grow and have increasing impact upon the entire criminal justice community throughout Colorado and the target region.</p> <ul style="list-style-type: none"> <li>* The system created -- "Colorado Regional Promis" -- is operating on a daily basis as an information-sharing network.</li> <li>* PROMIS is a stabilized, interactive, on-line operation capturing information in some 35 locations throughout the 18 counties of its target region -- a region that covers some 60,000 square miles of territory in Eastern Colorado and is responsible for well over 52% of all adult felony cases in the state and about 45% of the juvenile load.</li> <li>* PROMIS in Colorado has attracted nationwide attention as a successful computer operation serving prosecutors in the tracking and handling of cases and has built an excellent local reputation enjoying favorable public attention.</li> </ul>			
<p><small>NOTE: No further monies or other benefits may be paid out under this program unless this report is completed and filed as required by existing law and regulations (FMC 74-7; Omnibus Crime Control Act of 1976).</small></p>			
RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)		DATE	

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 ACQUISITIONS

As designed, Colorado Regional Promis utilizes the host computer owned and operated by Jefferson County -- a level 66 Honeywell system with dual front-end processing capacity. PROMIS is one of twenty-seven current users on the system -- a system that is often overloaded and which, of necessity, handles Jefferson County computer needs first and time-share users second.

Consequently, Regional Promis has reached the limit of its ability to grow within the restraints of time-sharing and must move out during F.Y. 1981 in order to expand according to its increasing demands. THEREFORE, CDAC staff has spent considerable energies during the final quarter of 1980 in a search for and configuration design of a satisfactory "home" for regional Promis -- a home that must be ready for occupancy by not later than December, 1981 if no new ventures are implemented and by July 1, 1981 if any added services for the regional network are put into line operations.

While Regional Promis covers most of the metropolitan region of the State and nine major judicial districts, there are a total of twenty-two judicial districts in Colorado that should be served by the system. Steady work is being accomplished toward the normal expansion of the region served by Promis and at least two and perhaps three additional districts covering up to fifteen new counties should be added during F.Y. 1981. These additional districts will, of course, require terminal space, file space, disc drive space, added memory capacity, and servicing beyond present loads and it is impossible to create such additional resources out of an already overloaded computer host at Jefferson County. A move must be made.

In addition, there are increasing pressures upon Colorado Regional Promis to expand services to other agencies and organizations beyond the prosecutor's office, but within the criminal justice community of Colorado. There is, for example, an on-going effort to tie the Promis database to that of the Colorado Bureau of Investigation which utilizes a Univac 1182 host. While these plans move forward, a staged interface will be created that will cause additional loading on Promis for inquiries, stepped-up reporting requirements, and sheer handling problems associated with the adding of terminals to the system.

Beyond a CBI interface, there is a growing interest in Colorado to experiment with a "total systems approach" to computerizing law enforcement information as a means of reducing or eliminating duplication of efforts among various local agencies. A system commonly referred to as "POLICE PROMIS" is being staged into on-line operations with four police district/jurisdictions in four area cities by January 31, 1981. Such police departments will have several months of access privilege to the Promis database for inquiry mode operations only and will then shift to entry functions as field operators are properly trained. In the level of police interaction, Promis will incorporate on-line booking, jail management techniques, inter-agency reporting, scheduling, case tracking, and on-line disposition handling. With appropriate interfacing to other CP systems, national sources of information, various agencies and bureaus -- including the U.S. Attorney's Office in Denver for a five-state region surrounding Colorado, Regional Promis will reach its maturity. Such developments are seen to reach implementation levels within the next twenty-four months. None of these massive tasks can be undertaken utilizing the present host for Promis -- Jefferson County's Data Center.

Therefore, with "Police Promis," interfacing with the U.S. Attorneys Office, expanding the number of judicial districts within the state utilizing Promis, including special projects and other applications, the Colorado Regional Promis Network has an active developmental potential and will continue to grow.

We believe that the record will demonstrate that PROMIS -- at least in Colorado -- is one of the most successful of all LEAA-funded programs.

But in overview, it is also necessary to point out that there have been ample opportunities for PROMIS to crash in Colorado. Of the 38 individual programs within the PROMIS architecture, all have had minor to major problems or "bugs" in them that have had to be resolved at the local level. Five of the major program sequences within the INSLAW package have been totally replaced by local programming efforts in order to have represented functions operational. The security package had to be completely re-tooled. All of the programs have been recompiled for HONEYWELL protocol locally whereas such functions were to have been supplied through INSLAW. The FORMS package contained many flaws making it unuseable locally until the entire program set was re-done and the Generalized Inquiry Package required significant change in order to become functional.

Such programming efforts -- not anticipated under the terms of original agreements with INSLAW -- meant local resources being applied in order to circumvent the problems found. Resources were scarce to begin with in a program design that all agreed at the time was underfunded. Shortages were made up through local funds and private sources. Staff worked many hundreds of hours of overtime and on weekends in order to stabilize the system and the Colorado Regional PROMIS NETWORK also benefited by being able to attract and hold key personnel who in fact made up for the shortfalls in software structures as supplied.

And, as the system has stabilized, increasing production levels have become possible. In overview, we point to the fact that in the first six months of operating PROMIS in Colorado, the data base held only some 250 cases -- total. Many more were entered, but with system crashes, instabilities, "lost" data, and duplications covering losses, only approximately 250 cases were in fact on database by June, 1980 after first bringing up the system in January, 1980. By mid July, there were some 375 cases on file. By mid-September, cases were going into memory at a rate of 400 per week and by October, there were slightly more than 5,200 full cases holding some 80,000 individual records on the database. During October, November, and December of 1980, operating entry of cases steadily increased to today's levels -- some 600 cases per week going into memory, week in and week out. There are now over 8,500 full cases on file and those cases contain some 46,000 individual names (Defendants/victims/witnesses/parents/judges/prosecutors/defense attorneys, etc.,) and well over 116,400 records.

The growth of the system has indeed been geometrical once stability was reached as reported last July.

Virtually all of the nine impacted judicial districts are now "caught up" on PROMIS. I.e., cases screened into offices are going onto the PROMIS database as they are screened. Cases on file are current. In some offices, old methods have been discarded altogether and data are gathered and put into the system immediately at each of the gathering points.

Finally, as a measure of stability, it is appropriate to add that the system is now routinely printing court dockets, prosecutor schedules, courtroom schedules by division, and the courtroom reports by judge throughout the network on a weekly basis. By the end of January, 1981, the system will reach final test functions on the remote on-line printing of subpoenas -- a form that has been in test production since September and one of the major jobs of the entire system. In full production, the system will generate some 15,000 subpoenas per month and do so for a cost in the order of .06¢ to .10¢ each (not including postage for service). A non-computer subpoena in impacted districts now costs in the order of \$8.00 each. Simple calculation demonstrates that the subpoena form alone can justify the continued existence and operation of PROMIS in Colorado as the 1981 fiscal budget for the system is set and will work for under \$100,000.00.

(15,000 subpoenas per month X 12 months = 180,000 subpoenas per year at \$8.00 each under present manual operations = approximately \$1.4-million expense. With computer support, 180,000 subpoenas at mid-average cost of .08¢ each or \$14,400.00 total -- ten percent of original costs and a savings to the collective offices of District Attorney involved in Promis of \$1,385,600.00 per year. Put another way, it is possible, holding all variables constant, to operate Colorado Promis for 13 years out of the savings generated in one year from the subpoena form alone).

Obviously, such an argument has a number of flaws, not the least of which is the fact that costs or prices are not likely to remain the same for the next 13 years! But it is worth pointing out that as against anticipated work volume, computerization will save enormous sums for participating PROMIS users and will do so without touching other cost-centers of savings such as administrative office scheduling (clerk time), reports, statistical summaries, calendars of all courts, and other facets of the criminal justice system being impacted today by Colorado Regional Promis.

The point is, the system works and works well. It will continue to grow because it is seen that the system saves dollars at a time when funds -- from any source -- are increasingly difficult to find.

And the system will continue to grow as other components of the criminal justice community realize that PROMIS can assist other users outside the prosecutor's office, per se, and that it is a reliable means of information tracking.

Participants in Colorado Regional Promis are increasingly becoming aware of the considerable benefits of the system not only as an in-house support tool, but as a cross-jurisdictional information transfer device! It is precisely because of the fact that many jurisdictions are sharing a database that we now:

Accumulate "cross-jurisdictional hits" on names of defendants, witnesses, etc., across jurisdictional lines with virtually instant response.

As the number of names in the database grows, the database becomes increasingly valuable to detectives, police officers, deputy DA's, DA investigators, and others who are interested in such information for locate purposes. And since virtually no other system in Colorado has multiple jurisdiction gathering functions for multiple levels of agencies, the PROMIS database has a unique value to the handling of cases going beyond simple processing or handling of information.

Further, because each name is tied to the case in a specific way and for specific purposes, locate functions are enhanced in yet another way. When, for example, a named individual is sought and PROMIS has that person as appearing for a preliminary hearing on a case as a witness or whatever, at a certain court on a certain day and at a certain time, we can TRACK that individual for other purposes -- perhaps for purposes of greeting the individual with a subpoena on a matter unrelated to the case involved. Perhaps the new subpoena so served relates to the fact that the person is in arrears on his court ordered child support obligation, or other matter...

Cross-jurisdictional "hits" are occurring with increasing regularity on Promis and at least at a level of 70 to 85 per week. They occur because entry operators are trained to enter the name of any new defendant or witness in QUERY mode before entering anything related to a new case filing and determine "up front" whether that same individual is already on the database and if so, for what reason and in what role. On finding such "hits," the operator makes proper notation of the finding to the most appropriate person of the DA's office. So in addition to in-office information tracking, DA's also now have the ability to find witnesses across jurisdictional lines, know where they work, have home phone numbers, and many other kinds of information. A valuable fallout benefit of Promis operating in a NETWORK mode.

Secondly, member district attorneys are finding that it is a simple matter to transfer whole cases to another participating district as changes of venue occur. They press buttons to instantaneously transfer cases from one judicial district to another. (Obviously, the case itself doesn't move. It is in the database and stays. But the authority to access that case changes by delegation and in approved sequence through the Promis Security Package, as locally designed and implemented).

Many juvenile cases, for example, shift venue at least once during processing. Under pre-Promis conditions, mailed requests for files resulted in increased handling of case jackets, support documents, and notes. All such materials were photocopied out of originals or microfilm versions and mailed to the requesting jurisdiction who was powerless to act on the case until the file arrived. In situations where time was important, such files were transferred by courier. All such steps are unnecessary with the multi-jurisdictional database approach unique to Colorado Promis.

Other benefits of multi-jurisdictional information-sharing pale, however, when considering what we believe is the greatest single advantage: Cooperation between offices of district attorney. Most offices have preferred in past years to operate as a separated unit and claim their autonomy, behave independently, and conduct the business of their own office without particular reference to how the D.A. in another county operated. It is of direct benefit now that each D.A. associated with Promis is willing to meet regularly, interact with common problems, decide how Promis can best serve them jointly, and work toward the common goals of representing prosecution in Colorado. We think that this emerging new stance among prosecutors in the state is healthy and one worth preserving. The computer network is largely responsible for this degree of cooperation between jurisdictions.

This is not to suggest that the D.A.'s of Colorado refused cooperation and joint operations prior to Promis. On the contrary, compared to other states, Colorado has enjoyed an enviable reputation of open communications between offices of district attorney. But with the vehicle of the computer project, communications between offices has increased -- not for political or job-related information sharing, but for the nuts-and-bolts of daily operations in the offices and how common problems could be broken down, analyzed, and solved with the Promis Network. This, we believe, is an outstanding benefit of a shared database. Colorado is proud to be the first operating multi-jurisdictional PROMIS site nationally that utilizes the buffered software version and it is appropriate to point out in an overview of our final report that maintaining the system as a multiple-jurisdiction tool is worth the significantly greater effort that would have been involved in bringing Promis up within a single D.A.'s district.

Previous Quarterly Reports submitted have included systems materials such as the Database Dictionary now in use, the current set of "Reason Codes" applying to the database and the Colorado Charge Codes used for establishing interface between key Promis fields and the guiding statutes under which charges are brought. We believe that since such materials are already on file with LEAA, we need not duplicate them again as part of this report.

But enclosures now submitted documenting the status of Promis as an operating system in Colorado include:

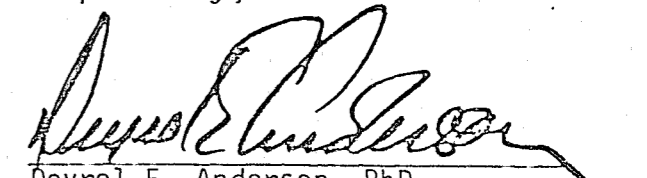
1. 1981 Subpoena Form Copy - In use in 18 counties and nine judicial districts.
2. Copy: "An Overview of Colorado Promis" - a systems guide for new jurisdictions as an introduction and orientation tool produced under grant funds.
3. ALPHA LISTING - one page of each participating district's current list in alphabetical order of defendants, selected from the entire list at random.
4. COURT DOCKETS BY JUDGE - Copy of current court docket report as generated by Promis and sorted by judge name. (These reports are printed weekly and are used in all appropriate offices as a scheduling reference guide. No manual reports for this purpose are now being created in any Promis district of the nine judicial districts.)
5. COURT DOCKETS BY PROSECUTOR - Copy of weekly report that is used throughout the system -- sorted by prosecutor name and which is posted in appropriate office centers throughout the network as the guide on what prosecutor has what cases scheduled, when, and where.
6. TRIAL DOCKETS BY DIVISION - tracking tool for D.A. offices to know what cases are current in which court division. The sort is monthly and is used for long-range planning.
7. CASE RECORD REPORT SAMPLE - SHORT VERSION - Copies are included in this report of several cases showing the entries in memory on hard copy pertaining to a given case sample. The system generates such reports in full every six months as an aid to entry operators who can check the pages and scan what the computer holds rather than using the system itself to QUERY the contents of memory -- an approach that would take considerably longer in practice.

Lastly, a full fiscal report is attached demonstrating and itemizing the financial outlay associated with the system together with a budget summary for the current year, 1981, as approved by the Governing Board of the Colorado District Attorneys Council.

All funds have been expended as were approved and appropriated to Colorado Regional Promis. There are zero balances in the accounts and all are closed. Detailed records are available for review and audit according to LEAA Guidelines.

Thank you for positive support through the management and administration of this major program effort. If any additional materials are necessary, please advise.

Respectfully,



Deyrol E. Anderson, PhD  
Deputy Director  
Colorado District Attorneys Council

**END**