A SURVEY TO DETERMINE THE NEED FOR NEW DATA BASES IN THE DOJ CAL-INFO (CJIS) SYSTEM

Survey and Data Analysis:

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Note: When this survey was conducted, the term "Cal-Info" was used to describe two new data bases for the DOJ Criminal Justice Information System. Recently, these two new data bases have been re-named "CAL-ALERT" and "CAL-FIND" to reflect their specific purposes, and CJIS has been re-named "Cal-Info." This change was made to ensure that the terms applied to CJIS and its data bases reflect the specific function of the data bases, thereby making the system easier to understand and use.

We would like to thank all those who assisted in development of the new CAL-ALERT and CAL-FIND data bases, and the many local and regional law enforcement agencies who responded to this survey.

126758

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SYSTEM

CONTENTS

CONTENTS, continued.

Figures

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SYSTEM

EXECUTIVE SUMMARY

THE CAL-INFO (CJIS) SYSTEM

CAL-INFO is the overall Department of Justice (DOJ) Criminal Justice Information system, formerly referred to as CJIS. The CAL-INFO System (Figure A) contains a number of DOJ data bases. Local law enforcement agencies have instant access to these data bases through their CLETS terminals.

The CAL-INFO System is constantly updated to provide better data support for law enforcement. Two improvements being contemplated at the present time are the development of message keys allowing a single inquiry to access multiple data bases and adding two new data bases: the CAL-ALERT AND CAL-FIND Data Bases. This survey addresses the need for the CAL-ALERT AND CAL-FIND data bases.

THE CAL-ALERT AND CAL-FIND DATA BASES

Adding these two data bases to the CAL-INFO System would meet the following objectives:

CAL-ALERT

(1) To give street officers immediate electronic access to information about parole, probation, registrant (sex, narcotic, and arson), and serious habitual offender status of a person stopped.

(2) To give street officers a fast, convenient, reliable method of informing probation and parole officers (and the Serious Habitual Offender Program or SHOP) that a client has had a significant law enforcement contact.

CAL-FIND

(1) To give law enforcement agencies the ability to provide the public with information about accident victims, persons in custody, and persons sought by loved ones.

(2) To inform those responsible for the State of California Witness Protection Program of the location of a person under supervision that has had contact with law enforcement.

iii

Study of these data bases was initiated in response to law enforcement requests and developed in close coordination with local law enforcement and probation agencies. The California Department of Corrections (CDC) and California Youth Authority (CYA) were also actively involved. It has been designed to meet the needs of line personnel: street officers, investigators, and parole/probation officers.

The CAL-ALERT and CAL-FIND data bases would operate like the DOJ Wanted Person System and could be accessed via a 24-hour, dedicated communications system. They would be accessible via local systems, including mobile digital.

THE NEED FOR A CAL-ALERT AND CAL-FIND

An April 1990 DOJ survey of local law enforcement and probation agencies indicated that data about the parole, probation, registrants (sex, narcotic, arson), or serious habitual offender status of a person stopped is not available to street officers:

(1)   Fewer than 30 percent have access to this type of data within their own jurisdiction and county.

(2)   Only about 10% have access to this type of data from other counties.

(3)   The data are not available statewide unless a warrant has been issued for the person's arrest.

(4)   Probation and parole officers are not always notified if their client is _arrested_ and are virtually never notified of a contact with a client if it occurs outside of the county of parole or probation jurisdiction. Only 7 of 286 law enforcement agencies have an automated system for notifying probation department of a client contact.

(5)   The systems for notifying probation officers of a client contact are so unreliable that in many cases it is the _probationer_ who first informs the probation officer of law enforcement contact.

(6)   It takes an average of over two hours for a street officer to get information about probation, parole, SHO, of registrant status of a person stopped.

(7)   Local and regional law enforcement agencies responding handle over 350,000 public service calls each month and have no centralized, statewide system of providing the information requested (accident victims, persons in custody, and information about whether loved ones have been contacted by law enforcement officers).

SUPPORT FOR CAL-ALERT AND CAL-FIND AMONG LAW ENFORCEMENT AND PROBATION AGENCIES

Based on the statewide DOJ survey of all law enforcement and probation agencies (70% response rate, agencies serving 23,500,000 million people), support of the CAL-INFO system is virtually unanimous:

(1) 99% of law enforcement agencies think the system will help in investigation of violent crime, drug suppression activities, and investigation of general crime.

(2) 227 out of 286 agencies indicated the primary benefit to street officers would be officer safety.

(3) The second most important benefit cited by law enforcement agencies was improved investigations.

(4) All probation departments responding (40 of 58) noted that immediate law enforcement notification of a client contact would help in supervision, and 37 of the 40 indicated it would help in preventing crime.

CONCLUSIONS OF SURVEY

Two conclusions can be drawn from the survey results:

(1) There is a need for CAL-ALERT and CAL-FIND. The existing data sharing systems for these data are not adequate.

(2) There is virtually universal support of the CAL-ALERT and CAL-FIND proposal among law enforcement and probation/parole agencies. The systems would have benefits to street officers, to investigators, and to probation and parole officers.

In addition, adding two new data bases to the existing CAL-INFO System is the least costly method of supplying the needed data, compared to local development of many independent systems or even creation of a new statewide system.

THE CAL-INFO SYSTEM

Wanted Persons
System

Cal-Alert
Parole
Probation
Registrant
Serious Habitual Offender

Automated Criminal
History System

Cal-Find
Accident Victims
In Custody
Attempt to Locate
Misidentification
State Protected Witness

Stolen Vehicles
System

Cal-Photo

CLETS TERMINAL
(Law Enforcement Office
or Remote Terminal)

Master Name Index

Cal-ID

Automated Firearms
System

Automated Property
System

1. INTRODUCTION TO CAL-ALERT AND CAL-FIND

PURPOSE

The purpose of the proposed CAL-ALERT and CAL-FIND data bases is to provide timely information to three front-line elements of the criminal justice system:

    (1)   Officers who have made a "stop" of an individual and who need information about the individual before they can make decisions about whether to detain or release the individual;

    (2)   Probation and parole officers who are responsible for supervising individuals who have been convicted of offenses and conditionally released into society; and

    (3)   Investigators looking for information which would help them identify the individuals who have committed a crime.

Each of these front-line law enforcement personnel has a need to share information with the other two groups of personnel. At present, this sharing of data is not possible on a timely, systematic, and statewide, basis.

A. INFORMATION NEEDS OF THE OFFICER MAKING A STOP

An officer making a stop has three needs for information about the person stopped:

    (1)   Personal safety
    (2)   To decide whether to make an arrest
    (3)   To decide if further investigation is appropriate.

Identifying the potential threat posed by the person stopped _may_ permit the officer to avoid becoming a victim. Knowledge that the person stopped is currently wanted for a crime, or has a history of violent crime, would alert the officer to the potential threat and permit appropriate preventive action to be taken.

An officer making a stop of a suspicious person, or making a routine stop for a minor violation, must decide within 2-5 minutes to detain or release the person stopped. If the officer has independent cause to make an arrest, other information is not necessary. But on a routine stop, such as for a traffic violation, the officer must have access to information about the status of an individual or else release the person. In the

thousands of routine stops made daily in California, there is a high probability that many individuals who should be detained are in fact released due to lack of information about the person's status.

There are also cases in which a person is mistakenly detained as a result of inaccurate information. It is not uncommon for an innocent individual's (stolen) identification to be used during commission of a crime. Without a centralized and up-to-date system for providing information about persons in custody (or who have been in custody), innocent individuals may be stopped and detained repeatedly because of misidentification by local authorities. An on-line central data base of data which accurately tracks cases of misidentification would reduce this type of problem.

Officers making a stop can currently determine if there is an outstanding warrant for a person, as well as whether certain property in the person's possession has been stolen (firearms, vehicles, boats) or is associated with a missing persons report. They cannot currently determine if the person stopped is on probation or parole, is a registrant, or has been classified as a serious habitual offender; this information could affect the officer's decision to continue investigation and detain or release the person stopped.

B. INFORMATION NEEDS OF PAROLE/PROBATION OFFICERS

With an average caseload of from 50-70, Parole/Probation officers find it difficult to closely supervise their cases to ensure that conditions of parole or probation are obeyed. Reports of law enforcement contacts with parolees and probationers may result in timely revocation of parole/probation or other supervision actions.

C. INFORMATION NEEDS OF INVESTIGATORS

In investigating crimes and missing persons reports, investigators frequently relay on data from routine stops to establish:

(1) Patterns of suspect activity, for example, if the same suspect was observed (and/or stopped) in the vicinity of a number of crime scenes.

(2) The presence of someone with a history of similar crime at or near a crime scene.

(3) The identity of probable suspects.

(4) The last known location of a person involved in a crime, whether suspect, witness, or victim.

2

HOW CAL-ALERT AND CAL-FIND WOULD WORK

CAL-ALERT and CAL-FIND would be quite similar in structure and function to other elements of the CAL-INFO System: an offender-based centralized system receiving data from law enforcement and providing instant access to the data on a statewide basis (See Figure A, Executive Summary). Each reporting agency would supply offender-based data to the centralized system on a constant basis via on-line communications systems or by manually entering the data via CLETS. The CAL-ALERT and CAL-FIND systems would then integrate these data so that a response could be generated on the status of any offender.

An officer making an inquiry to the system would supply identifiers such as name, date of birth, and sex. The system would then generate a listing of all persons matching the identifiers, providing additional data for identification purposes (height, weight, eye color, etc.). The officer would then make whatever decisions appeared to be appropriate regarding detaining or releasing the person involved.

If a "hit" is recorded, that is, the officer identifies the person stopped as being on parole or probation or a serious habitual offender (SHO), the officer may contact the SHOP program, the parole/probation officer directly or may enter a "contact" message which the CAL-ALERT system will generate to SHOP or the parole/probation officer. The contact message is sent automatically. It could be retained for the duration of the person's parole or probation period. Investigators and supervising officers would therefore have a record of all law enforcement contacts between a parolee or probationer for the duration of supervision.

In the case of a person on the witness protection program, the officer's inquiry into CAL-ALERT or CAL-FIND would result in a negative response to the officer, but the law enforcement contact would be reported to the appropriate state witness protection program automatically.

BENEFITS TO LAW ENFORCEMENT AND THE PUBLIC

There are a number of potential benefits from a centralized probation/parole information system. Benefits defined below are evaluated quantitatively in later sections of this analysis.

A.   OFFICER SAFETY

Data on the status of a person stopped may allow an officer to avoid a threatening situation.

B. PUBLIC SAFETY AND CRIME PREVENTION

It may be possible to detain parole and probation violators, or to alert their caseworkers to the need to increase the level of supervision or revoke parole or probation, before these persons commit a crime. The parolee's or probationer's knowledge that law enforcement contact will result in immediate notification of their caseworker may also have some deterrent effect on criminal behavior.

C. IMPROVED INVESTIGATION CAPABILITIES

The ability to track law enforcement contacts with parolees, probationers, registrants, and SHO's may enable investigators to identify patterns of behavior, improving their ability to track potential suspects and develop evidence. Identifying serious habitual offenders and protected witnesses will make it possible to track the law enforcement contacts of these selected groups.

D. CRIME ANALYSIS

The data in the system may improve overall analysis of the criminal activity of parolees and probationers, making it possible to better characterize successful parole or probation programs.

E. SAVINGS IN TIME AND MONEY

A single, centralized system will eliminate the need for public service agencies to maintain their own automated or hard-copy records, reducing total record keeping and record use expenditures. By including accident victims, missing persons, persons in custody, and previously misidentified persons in the data base, the system may save time and money in locating these persons.

F. PREVENTION OF INCARCERATION OF INNOCENT INDIVIDUALS

Because the CAL-ALERT system would provide detailed descriptions of parolees, probationers, and others in the data base, the officer making a stop would be less likely to detain innocent persons.

These potential benefits were evaluated quantitatively in a survey of Police Departments, Sheriffs Offices, County Probation Departments, and Parole Officers conducted in April of 1990.

II. DEVELOPMENT OF THE SURVEY

WORKSHOPS

The need for CAL-ALERT and CAL-FIND data bases was initially established in a series of DOJ surveys and workshops:

(1) **April 1988.** At a workshop to discuss local law enforcement needs for Mobile Digital Terminals (MDTs), local law enforcement representatives requested that DOJ develop a data base/offender photo system.

(2) **September 1988.** Additional meetings with 211 individuals representing 120 law enforcement agencies endorsed adding new data bases to the CAL-INFO (then CJIS) System.

(3) **July 1989.** Initial specifications for the proposed system were discussed at a workshop in July 1989, which included discussion of existing and planned local systems.

(4) **March 1990.** The proposed system was presented to 41 representatives from local and state law enforcement and probation agencies, who evaluated the system and made suggestions to ensure that it would meet law enforcement needs and provide adequate protection to those included in the data base. Procedures for data entry, data use, data transfer, and data deletion from the system were refined.

APRIL 1990 SURVEY

A survey of all local and state law enforcement (N = 413) and probation agencies (N = 58) was conducted to determine:

(1) The demand for data on probationers, parolees, registrants, SHO's, accident victims, persons in custody, and persons the public is seeking to locate.

(2) The status of local information systems which provide data similar to that proposed for the CAL-ALERT and CAL-FIND data bases and the availability of this type of information to officers.

(3) Local law enforcement and probation department perception of the potential benefits of adding CAL-ALERT and CAL-FIND to the CAL-INFO System.

(4) The time now required to obtain the information which the new data bases would provide.

The return rate for this questionnaire was approximately 70% from both law enforcement and probation agencies; the 286 law enforcement respondents represent agencies with a total of 45,569 peace officers serving communities with a combined population of 23,772,000. All major California municipal police departments responded to the survey and 41 county sheriffs offices also responded. Forty of the 58 county probation departments also responded to the survey.

Copies of the questionnaire sent to both types of agencies are included in this report (pages 36 & 39).

In the Survey Results sections which follow, data are presented in summary graphic form. The survey questions, reflected in the titles of the graphics, have sometimes been abbreviated for presentation purposes.

III. SURVEY RESULTS

EXISTING LAW ENFORCEMENT AND PROBATION
DATA SHARING CAPABILITIES

DO STREET OFFICERS HAVE IMMEDIATE ELECTRONIC ACCESS TO INFORMATION ABOUT PAROLEES, PROBATIONERS, AND REGISTRANTS?

A.   SURVEY RESULTS

A vast majority (over 70%) of street officers do **not** have immediate electronic access to parolee and probationer data, even within their own jurisdiction (Figures 1 and 2). Less than 10% have immediate access to data from other counties.

Statewide, data on parolees and probationers is limited to data on the DOJ Wanted Person System; only parolees and probationers with an active arrest warrant are included. The perception among some agencies that such data is available statewide (Figures 1 and 2) probably reflects the availability of this limited data on parolees and probationers.

Data on registrants is more readily available to street officers (Figure 3) within their own jurisdiction, but there is less data sharing on this subject among counties. The data are not readily available on a statewide basis.

B.   IMPLICATIONS

The survey data indicate that street officers generally do not have immediate access to data about parolees, probationers, and registrants released to their own jurisdiction, although some agencies have developed local systems similar to the CAL-ALERT and CAL-FIND data bases. Some implications:

    (1)   Officers are making "detain-release" decisions without full data about the person stopped.

    (2)   In the 4-5 years since mobile digital terminal technology was introduced, a number of local agencies have sought to develop systems for their street officers.

    (3)   There is still time to develop a statewide system before inconsistent local systems proliferate and make a coherent, low-cost system difficult to achieve.

Figure 1
Q: Do street officers have immediate electronic access to information about parolees?
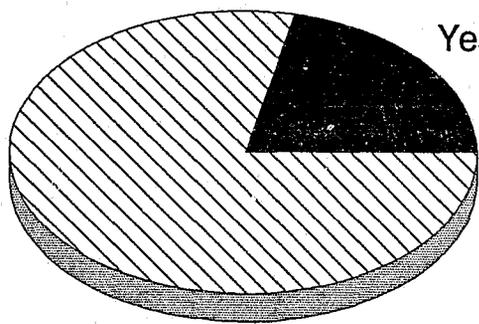
Yes 61

No 222

Within Jurisdiction

Yes 66

No 216

Within County

Yes 27

No 255

From other Counties

Yes 51

No 232

Statewide

8
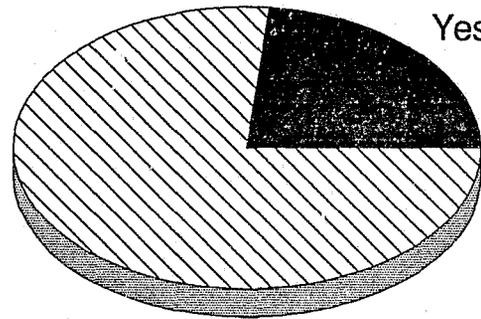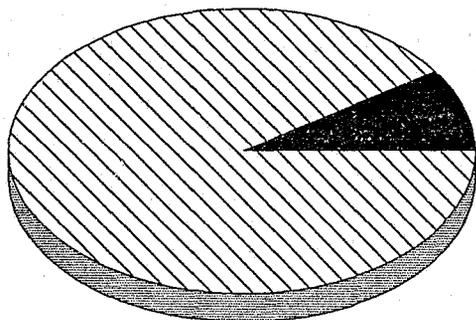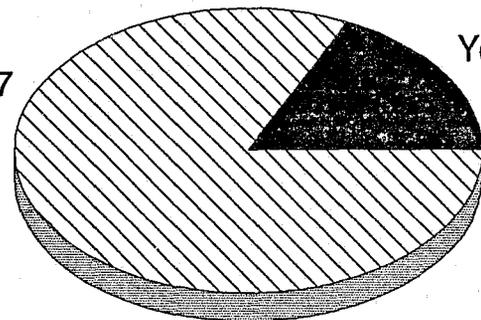
Figure 2
Q: Do street officers have immediate electronic access to information about probationers?

Yes 75

Yes 89

No 209

No 195

Within Jurisdiction

Within County

Yes 26

Yes 25

No 257

No 256

From other Counties

Statewide

9
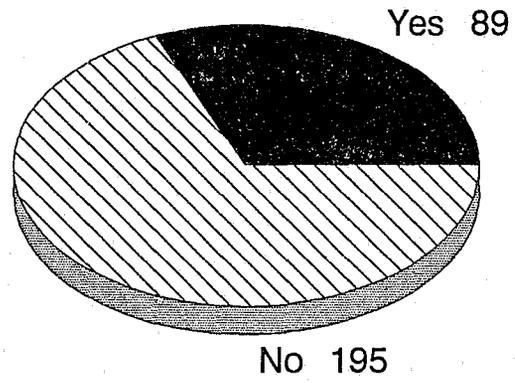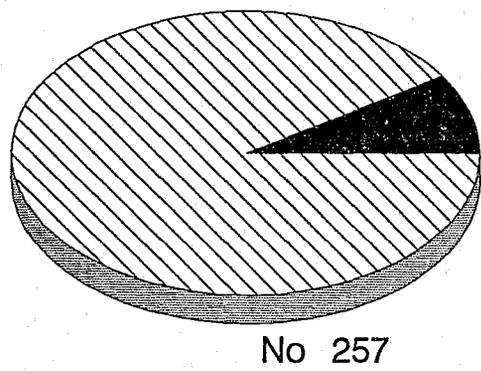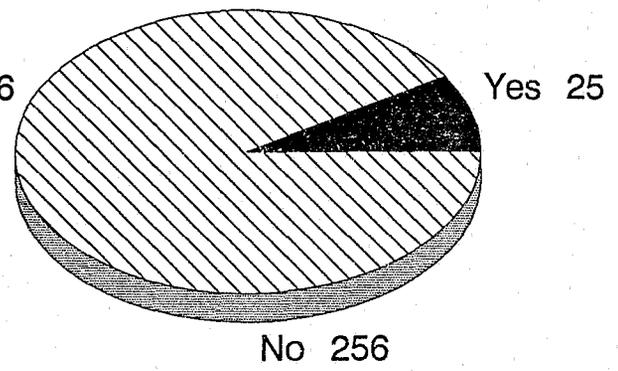
Figure 3
Q: Do street officers have immediate electronic access to information about registrants?
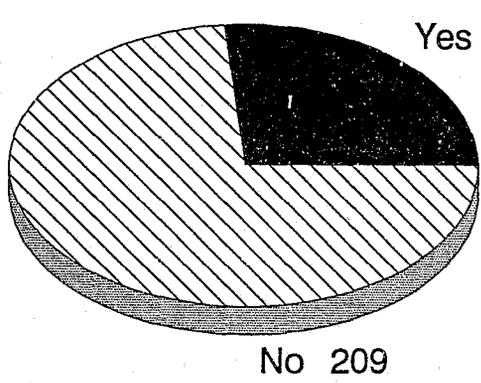
Yes 109

No 174

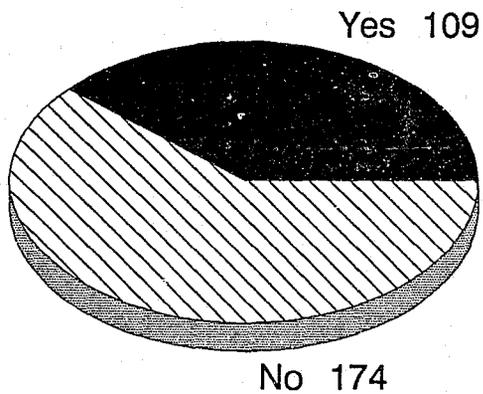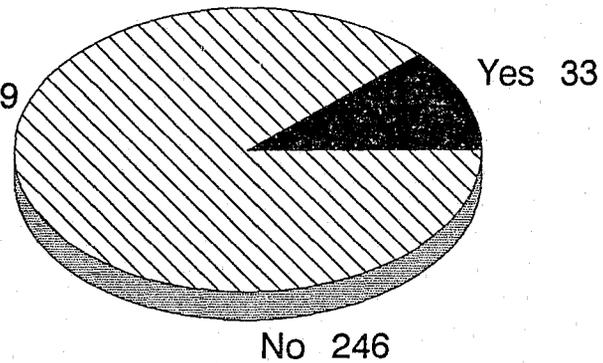Within Jurisdiction

Yes 64

No 218

Within County

Yes 19

No 261

From other Counties

Yes 33

No 246
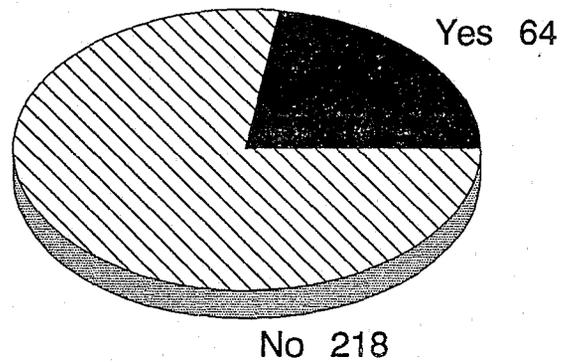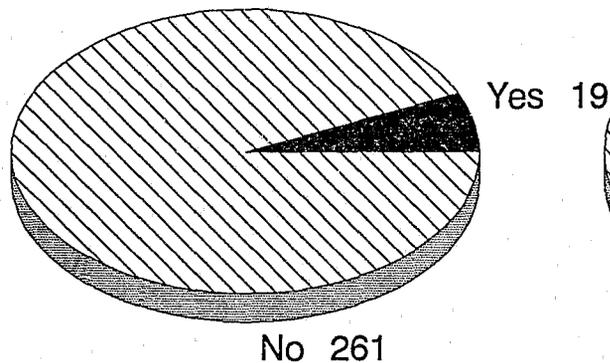
Statewide

IS THE PROBATION DEPARTMENT NOTIFIED BY LAW ENFORCEMENT WHEN AN ARREST HAS BEEN MADE OR A PAROLEE/PROBATIONER HAS A CONTACT WITH LAW ENFORCEMENT?

A. RESULTS

For law enforcement contacts resulting in an arrest, the survey indicated that there is better coordination between law enforcement and probation within counties than among counties and on a statewide basis (Figure 4). In many cases, though, the opportunity for law enforcement and probation departments to coordinate is not being realized.

When an arrest has **not** been made, there is far less effort to notify probation. Only about 40% of probation departments are informed of a non-arrest contact with a probationer within their own county (Figure 5). There is virtually no notification effort when the arrest is out of the county of probation jurisdiction.

B. IMPLICATIONS

Active Supervision is Made More Difficult

Active supervision of probationers and parolees is difficult if the probation officer is operating without information. No intervention action is possible if the officer does not know that a person under supervision is acting in a manner prohibited under the terms of parole or probation (such as being in the wrong place, or in the wrong company).

The Power of the Probation Department May be Undermined

The parolee or probationer, perceiving that law enforcement does not coordinate with probation, may conclude that probation is "out-of-the-loop." The feeling that probation supervision is irrelevant may be encouraged by lack of coordination.

The Opportunity to Bring the Power of Both Institutions May Be Lost

If probation departments are not notified when an arrest is made, the opportunity to bring the weight of both police and probation agencies to bear on the arrestee is lost. An arrestee faced with both a current charge and a parole/probation violation will have fewer opportunities for immediate release or dismissal of charges.

Figure 4
**Q: Is your department notified by law enforce-
ment when a probationer is arrested?**

Yes 29

No 10

Within County

Yes 11

No 28

From other Counties

Yes 14

No 26
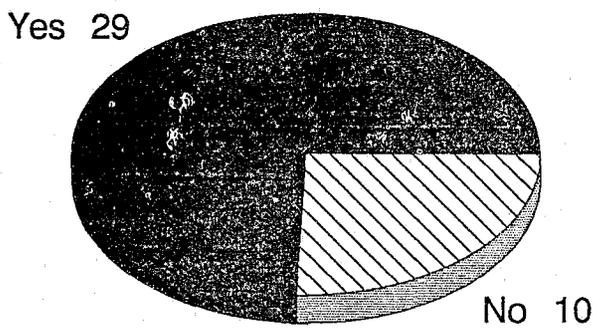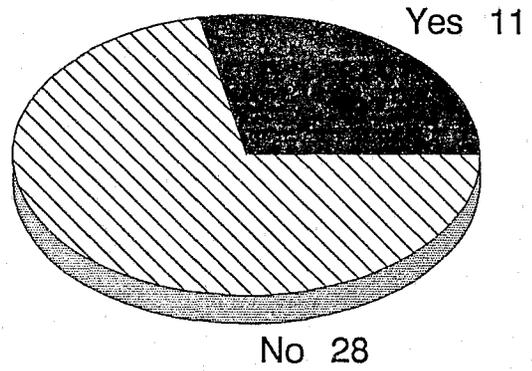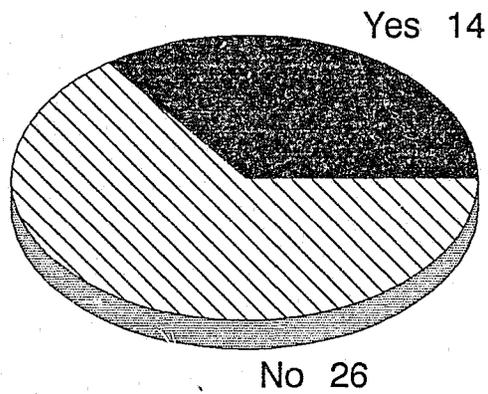
Statewide

Figure 5
Q. Is your department notified by law enforce-ment when an arrest has NOT been made?

Yes 17

No 23

Within County

Yes 1

No 39

From other Counties

No 40

Statewide
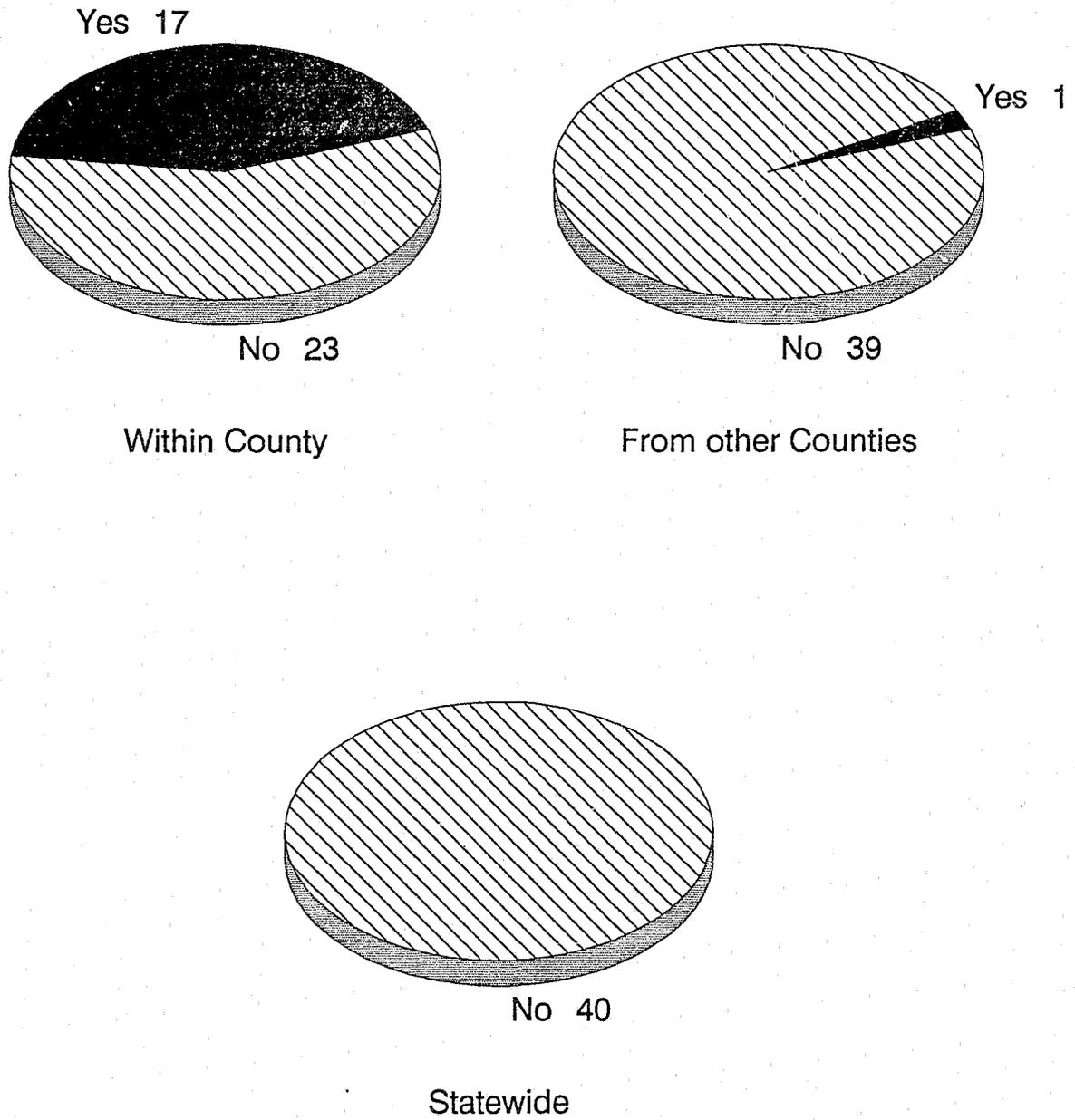
HOW ARE DATA SHARED AMONG LAW ENFORCEMENT AND PROBATION AGENCIES?

A. RESULTS

Method of Notification

Most law enforcement agencies indicate they have a method of notifying probation department of a contact with a parolee or probationer (if they know the status of the person stopped), but less than 3% have an automated notification process (Figure 6).

Probation departments indicate they receive notification of arrest of a parolee or probationer in a variety of ways (Figure 7). Telephone calls from the arresting officer or booking station are the most common methods, although the probationer may frequently be the source of this information.

Comparison of the data regarding "most frequent" and "least frequent" method of contact indicates that there is no pattern or uniform system of contact statewide, and that personal contact of some form is the most common method of data sharing.

Data Sharing among Automated Systems

Data sharing within the probation system is perhaps less extensive that would be expected (Figure 8). Although a majority of counties responding to the survey indicated they had automated probation data bases, data were not routinely shared among counties.

B. IMPLICATIONS

Notification depends on personal action

Overall, data sharing is generally not institutionalized and depends on the initiative of the arresting officer or booking station officer.

Local efforts to develop data sharing capability are not having a statewide impact

Local systems are not being linked, even when a majority of agencies (within probation) have automated data bases. The full potential for automated data bases to permit data sharing is not being realized.

14

Figure 6
Q: How does your agency notify parole or probation of a contact?

Yes 203

No 82
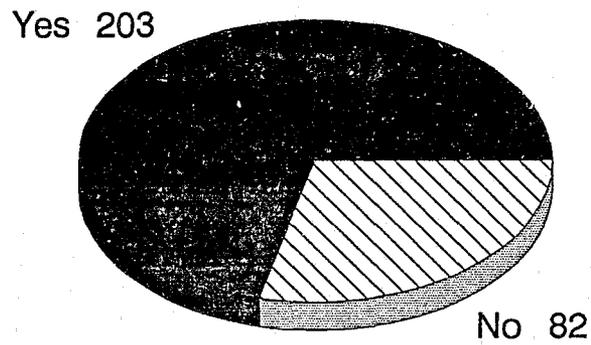
Agency Has Notification Method?

No 277

Yes 7
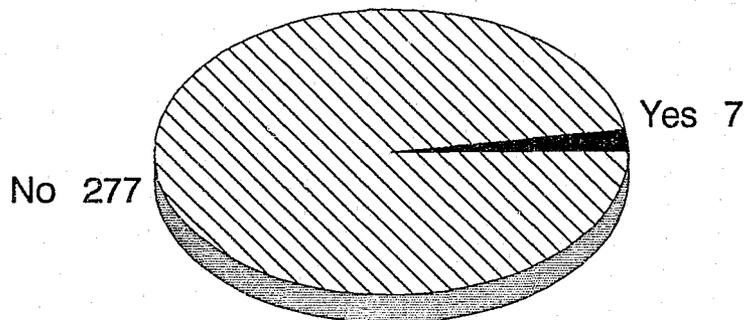
Notification is Automated?

Figure 7
Q: What methods does your department use to notify parole/probation of an arrest?

Booking Sta. Call 12   Arresting Off. Call 18

Probationer Informs 22   DOJ Rapsheet 16

Most Frequent

Booking Sta. Call 23   Arresting Off. Call 18

Probationer Informs 12   DOJ Rapsheet 18
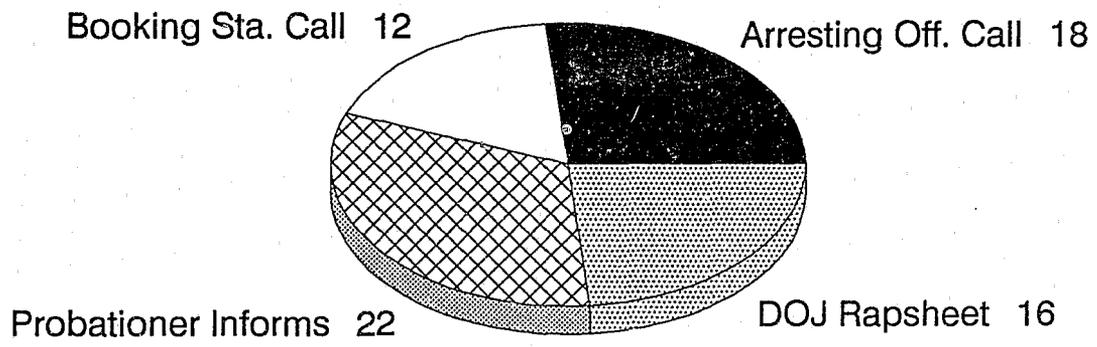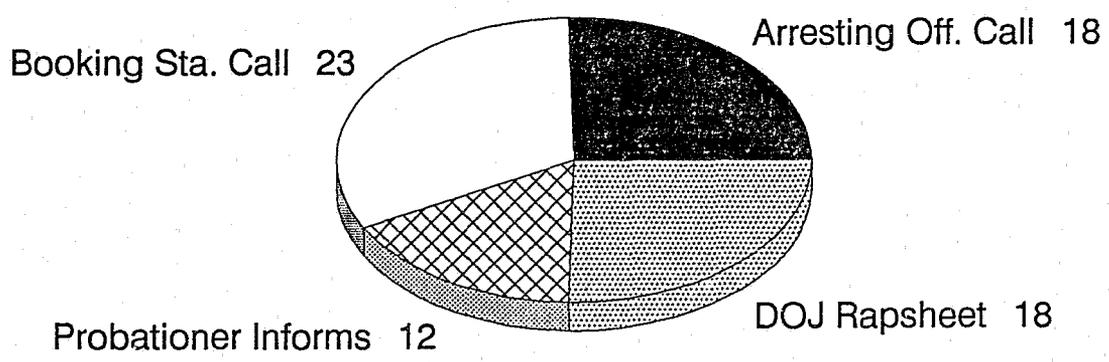
Least Frequent

Figure 8
Q. Is the probation data base in your county automated and accessible?

Yes 25

No 13
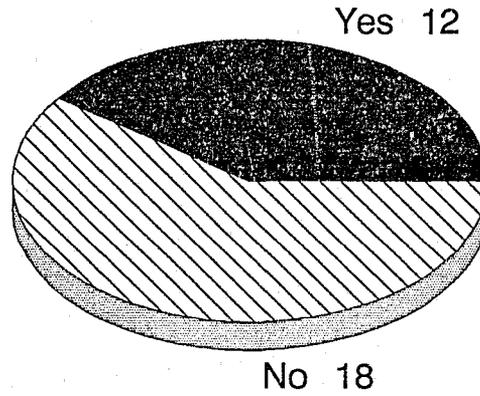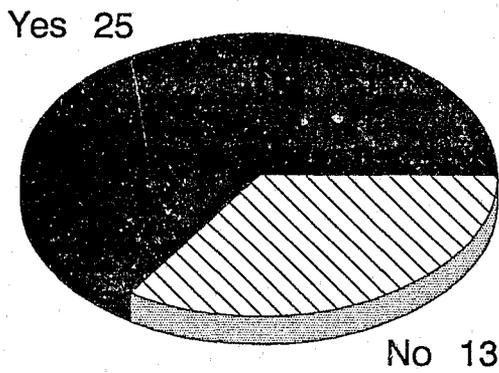
County Probation Data Automated?

Yes 12

No 18

Data Base Covers Probation Only?

Yes 2

No 28
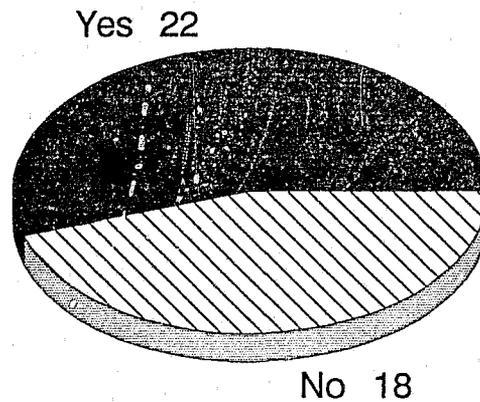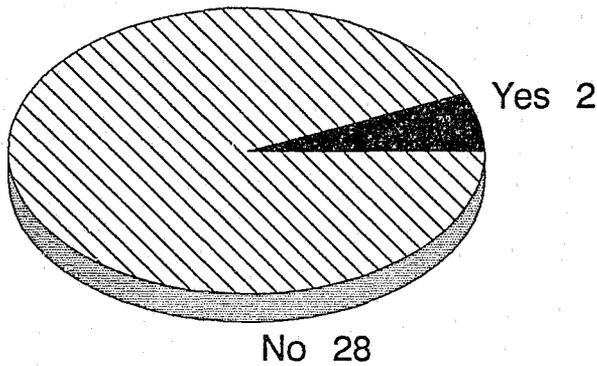
Share Data with Other Counties?

Yes 22

No 18

Electronic Access to Data Base
Within Your County?

17

IV. SURVEY RESULTS

EFFECTIVENESS OF EXISTING DATA SHARING

HOW OFTEN DO STREET OFFICERS ACTUALLY HAVE INFORMATION ABOUT PAROLE/PROBATION STATUS; HOW OFTEN DO THEY ACTUALLY NOTIFY PROBATION OF A CONTACT?

A. RESULTS

Availability of Data to Street Officers

Street officers have information on the parole/probation status of a person stopped very infrequently, less than 30% of the time for 201 of the 270 agencies responding to this question (Figure 9). And very few agencies indicated that their officers would have this information more than 50% of the time.

Notification of Probation

Street officers do not routinely notify probation departments of a contact (Figure 10), with only 83 agencies indicating that their officers make such a notification 50% of the time or more.

This law enforcement agency perception of notification frequency is confirmed by probation departments, which report that probation officers would seldom know of a law enforcement contact (Figure 11).

The performance of the 7 agencies which indicated that they had automated systems for notifying probation departments of contacts with parolees and probationers is significantly better; for these agencies, notification of probation departments occurs for 50% of all contacts, with 4 agencies notifying probation more than 70% of the time an officer makes a contact.

B. IMPLICATIONS

The existing systems, such as they are, do not work

Street officers do not get data needed to determine if they have contacted a parolee, probationer, registrant, or SHO. Probation officers do not know when law enforcement has contacted those under their supervision.

The systems cannot cooperate in supervision

Cooperation requires knowledge; the knowledge is not shared frequently enough to permit close cooperation of probation and local law enforcement.

Figure 9
Q: On a routine stop, would an officer know parole/probation status of the person stopped?
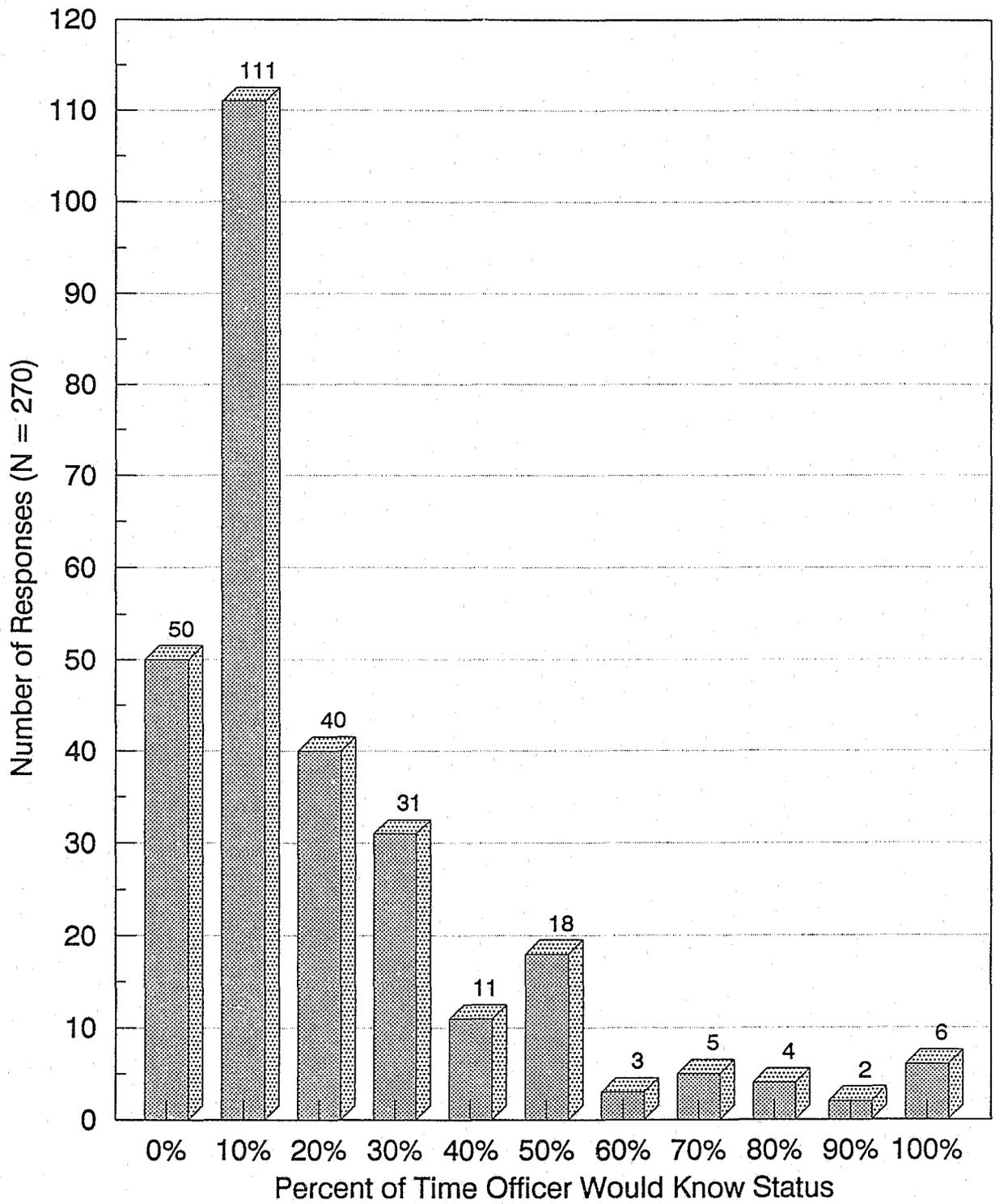
Figure 10

Q: How often do officers notify probation that they have contacted a parolee/probationer?

20
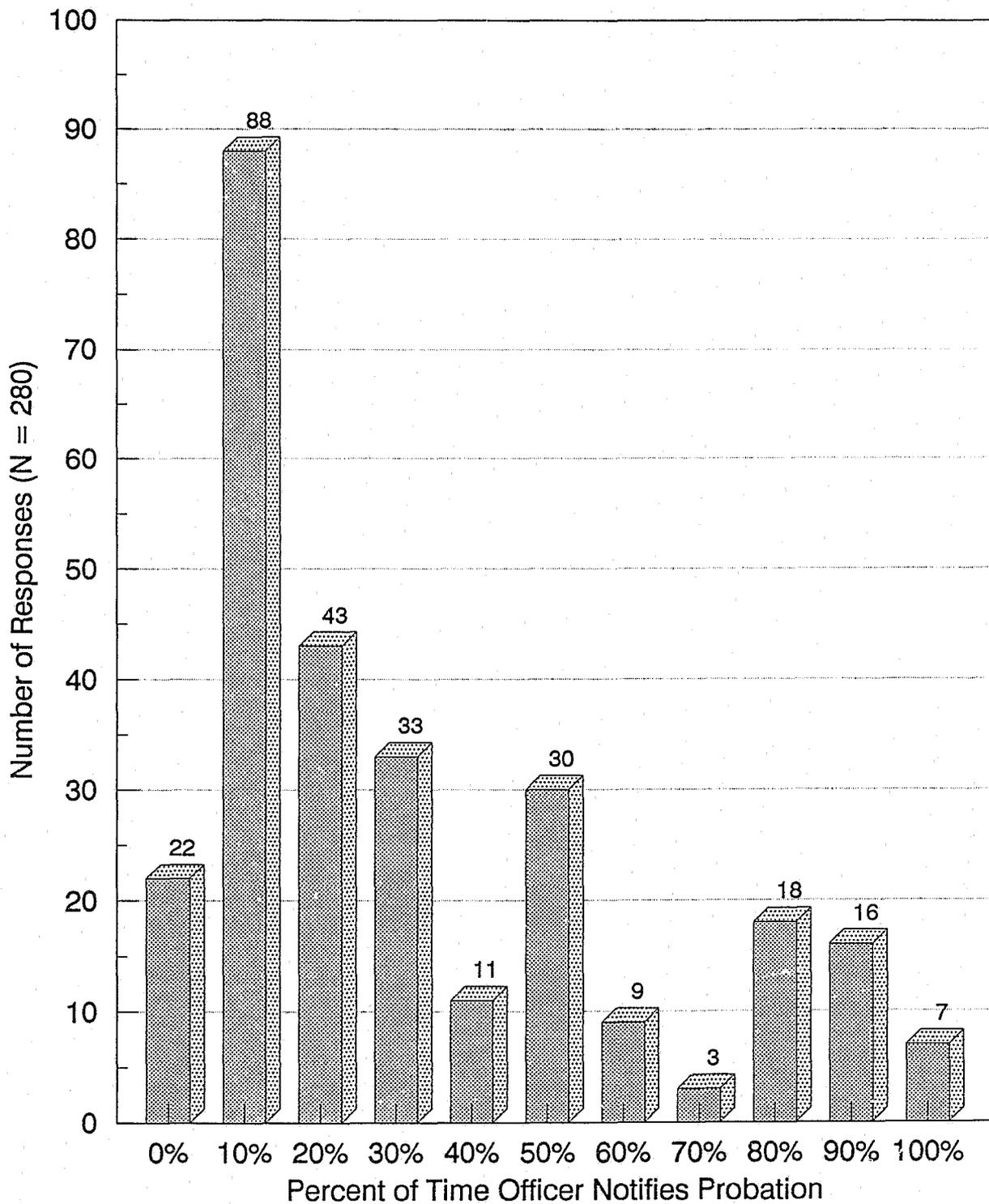
Figure 11
Q: How often would probation officer know of a law enforcement contact with probationer?

Number of Responses (N =40) — vertical axis

Percent of Time Officer Knows of Contact — horizontal axis
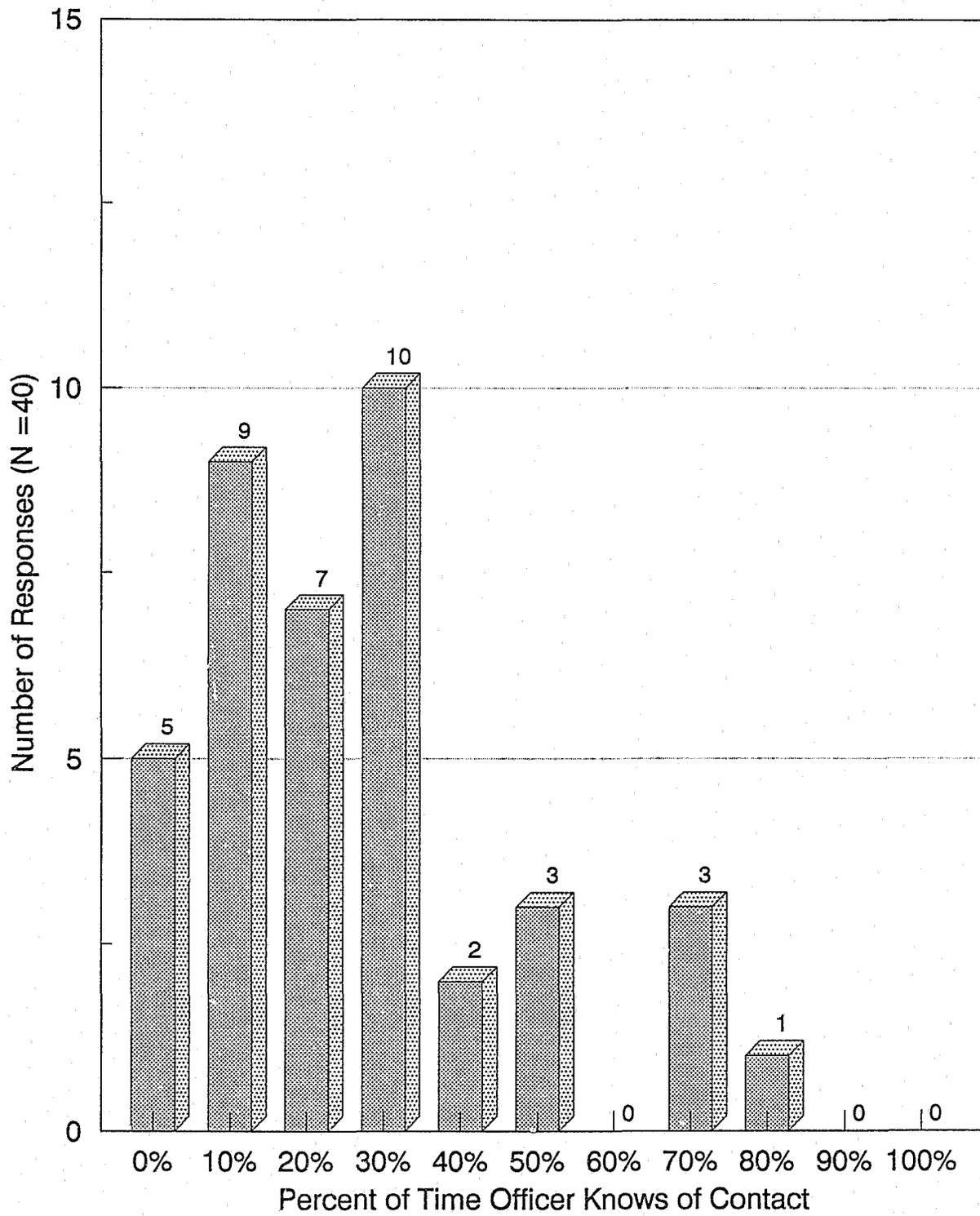
HOW LONG DOES INFORMATION SHARING TAKE, WHEN IT DOES OCCUR?

A. RESULTS

Access time for parolee, probationer, and registrant data

When a specific request for parolee, probationer, or registrant data is made, respondents estimate that it takes an average of 2.15 to 3.18 **hours** to get this data (Figure 12).

Access time for notification of probation departments

Notification of probation officers, when it occurs, is even less timely; ranging from an average of 4.2 hours if the arresting officer calls to over 11 days if the probation officer must wait for a DOJ Rapsheet as the means of notification (Figure 13).

B. IMPLICATIONS

Notification takes too long

The systems for sharing data do not permit street officers access to data about the parole, probation, registrant, or SHO status of persons stopped within the time allowed for a routine contact.

Coordination is discouraged

People are less likely to coordinate law enforcement and probation operations if this coordination takes time; lack of a statewide automated system thus makes it unlikely that coordination will actually take place.

Figure 12
Q: How long does it take to get data about parolees, probationers, or registrants?
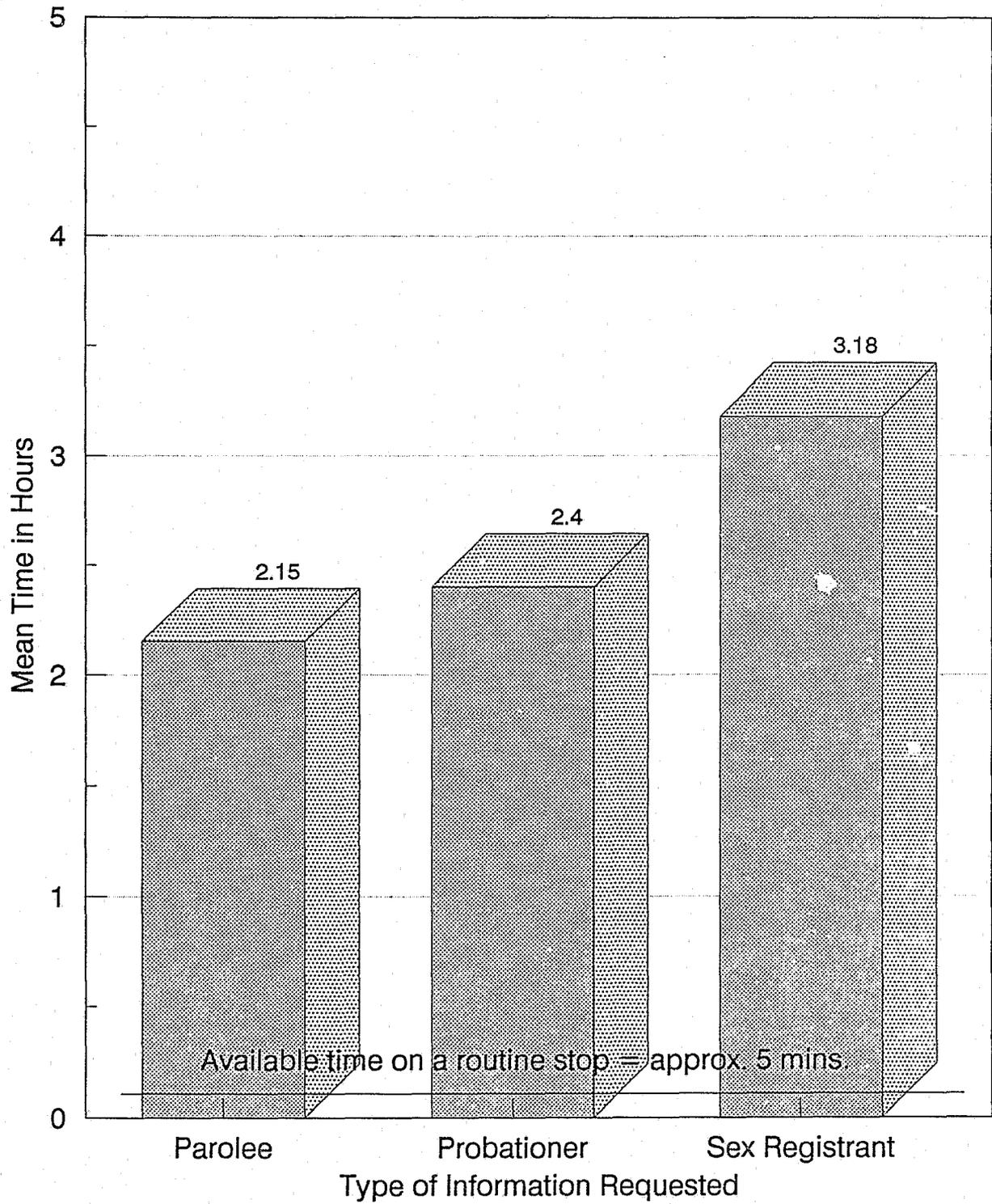
Figure 13
Q: How long does it take for probation to get reports of the arrest of a parolee/probationer?

Time for Notification in Hours (y-axis, 0–400)

Notification from law enforcement takes 4-15 hours. DOJ rapsheet notification takes over 11 days.

- All Law Enforcement: 14.5
- Arrest. Off. Calls: 4.2
- Booking Sta. Calls: 8.2
- Probationer Informs: 9.6
- DOJ Rapsheet: 335

Type of Notification
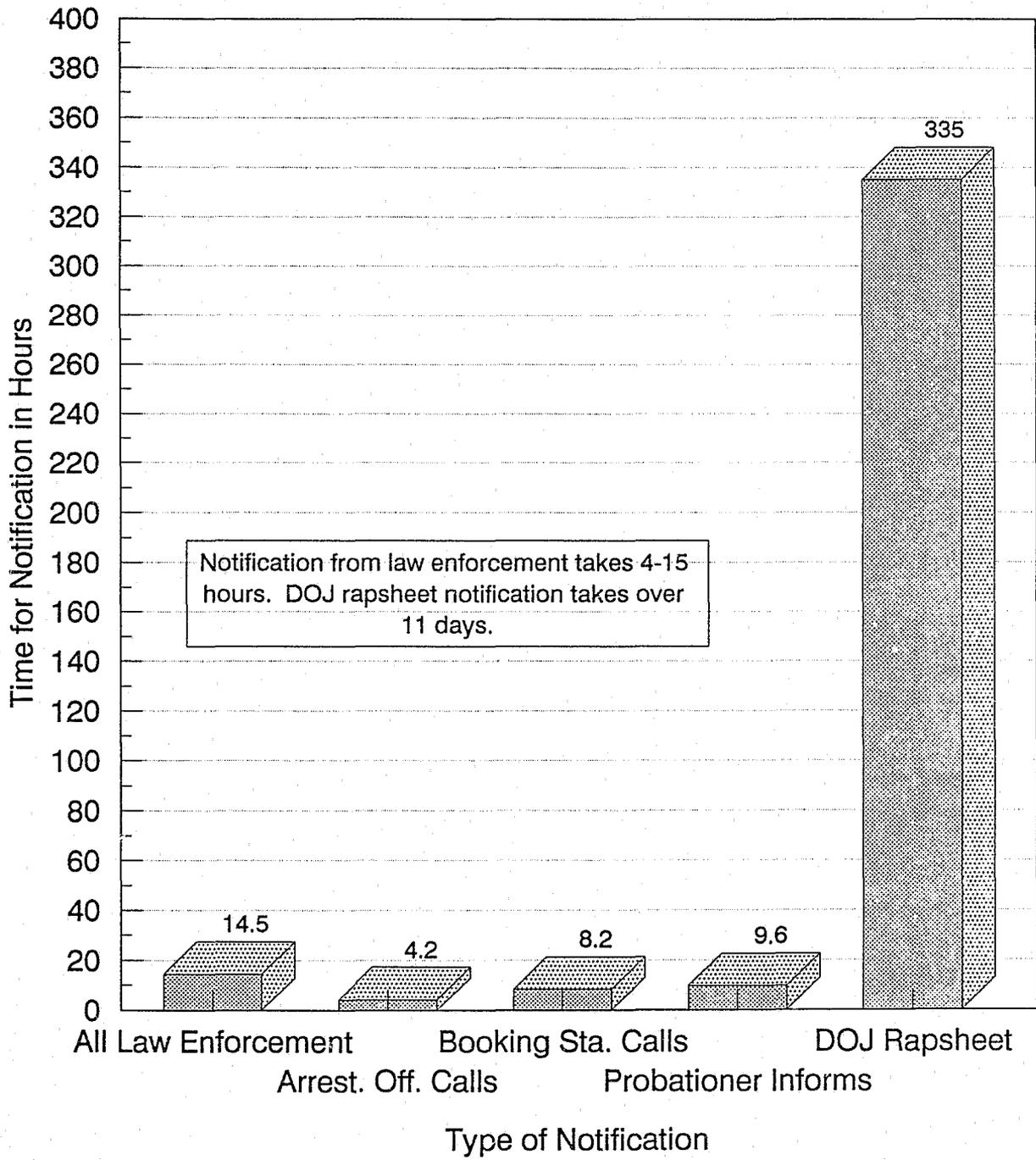
V.   SURVEY RESULTS

THE NEED FOR A CAL-ALERT DATA BASE

WHAT WOULD BE THE PRIMARY BENEFIT OF STREET OFFICERS HAVING IMMEDIATE ACCESS TO PAROLEE, PROBATIONER, REGISTRANT, AND SERIOUS HABITUAL OFFENDER DATA?

A.   RESULTS

Investigations

Virtually all respondents (Figure 14) indicated that access to this data would help in investigations of criminal cases. This response would be expected, and the survey did not address the **ways** in which this data would help investigations; nevertheless, law enforcement agencies almost uniformly believe that immediate access to this data would assist in investigations.

Officer Safety

Street officers are vulnerable during any stop and seek information which will reduce their vulnerability by helping them anticipate problems.   It is not surprising, thus, that officer safety was the primary benefit law enforcement agencies identified for the proposed CAL-ALERT data base (Figure 14).

Other Benefits

Law enforcement agencies placed greater emphasis on operational benefits (community safety and aid in investigations) than on administrative benefits such as saving time and money (Figure 14).

A.   IMPLICATIONS

The CAL-ALERT data base will probably be used.

Perceived as being of immediate personal benefit to the street officer, the new data base will likely be used, in much the same way that the existing Wanted Person System is used.   Given anticipated heavy use of the system, officers can be expected to support it by notifying probation officers of contacts.

Figure 14
Q: What benefits would immediate access to parolee, probationer, and registrant data have?

Immediate access to data would help in investigations of the following:

Violent Crime — 283
Drug Suppression — 284
General Crime — 282

Immediate access to data would be most valuable for the following reasons:

Officer Safety — 227
Community Safety — 20
Crime Analysis — 4
Investigations — 43
Money Savings — 7
Time Savings — 11
Crime Prevention — 6

Type of Benefit

Number of Responses (N = 286)
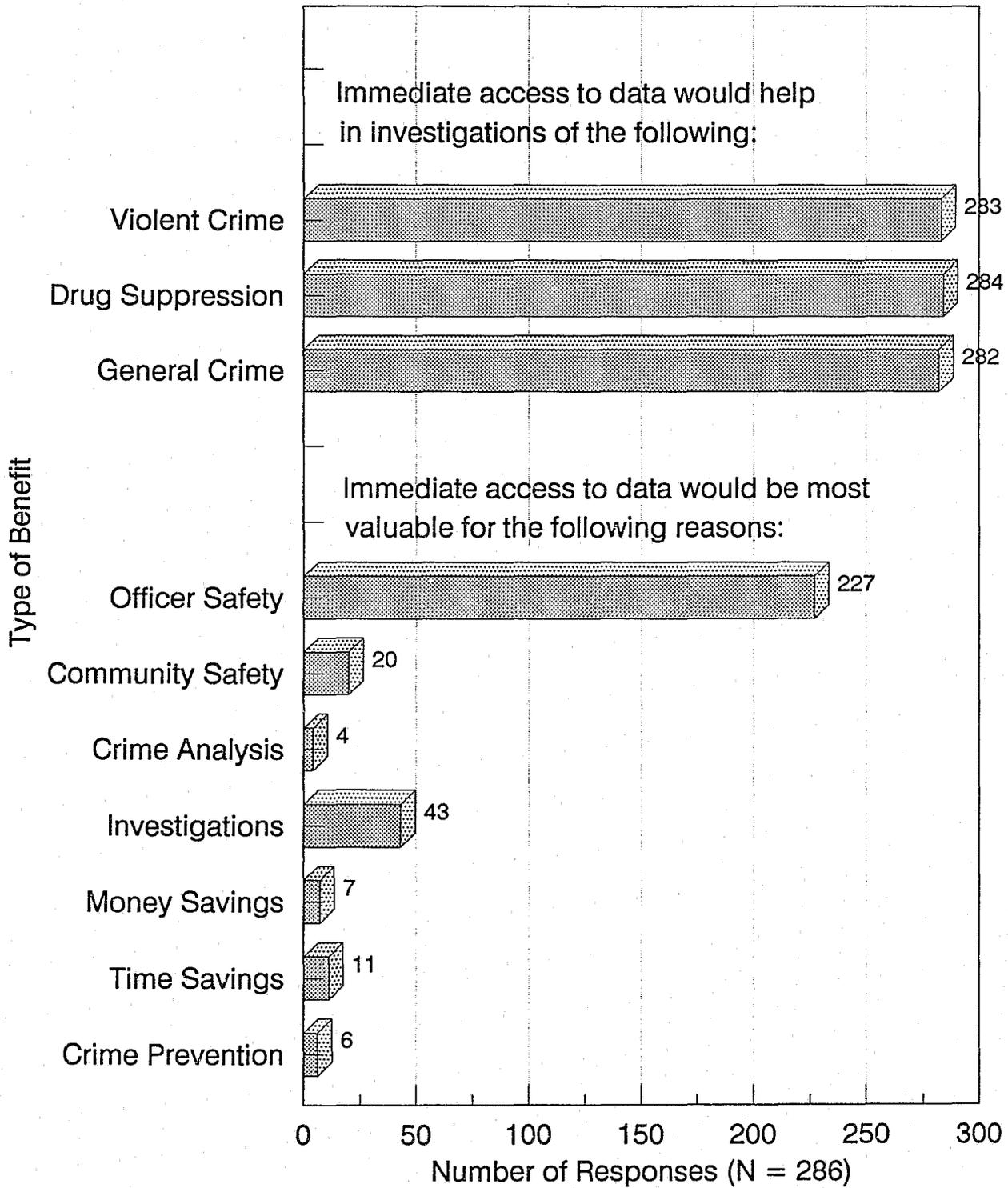
WHAT WOULD BE THE PRIMARY BENEFIT OF THE SYSTEM TO PROBATION DEPARTMENTS?

A. RESULTS

Supervision

Probation departments indicated that being notified of a law enforcement contact would be most helpful in supervising clients (Figure 15).

Placing holds and preventing crime

The premise behind probation supervision is that the watchful eye of the case worker helps prevent the probationer from committing another crime. It is not surprising, then, that 37 of 40 probation departments felt that being notified of law enforcement contacts with their clients would help prevent crime (Figure 15).

B. IMPLICATIONS

Actions the probation officer may take

Improved information about the whereabouts and activities of parolees, probationers, registrants, or SHO would make it easier for probation and parole officers to take remedial actions (up to and including revocation of parole or probation status) before a client committed another serious crime. For example, notification that a probationer was stopped for a drunk and disorderly offense might permit a probation officer to intervene before a drunk and disorderly offense escalated to an assault case.

Perception of control

Mere knowledge that local law enforcement and the probation department were, in fact, able to coordinate closely might change the parolee, probationer, registrant, or SHO perception of the chances of being caught by the system. Given research which indicates that the decision to continue in a career of crime is to some extent a function of weighing rewards against fear of being caught, increasing the perception of the coordination of the system could have a deterrent effect on some parolees or probationers.

Figure 15
Q. What probation/parole benefits would result from rapid report of LE contact with a case?

Notification would help in the following:

- Supervision — 40
- Placing Holds — 36
- Preventing Crime — 37

Notification would MOST help in the following:

- Supervision — 24
- Complete Records — 4
- Investigation Aid — 1
- Community Safety — 14
- Money Savings — 1
- Time Savings — 2

Type of Benefit

Number of Responses (N = 40)

28
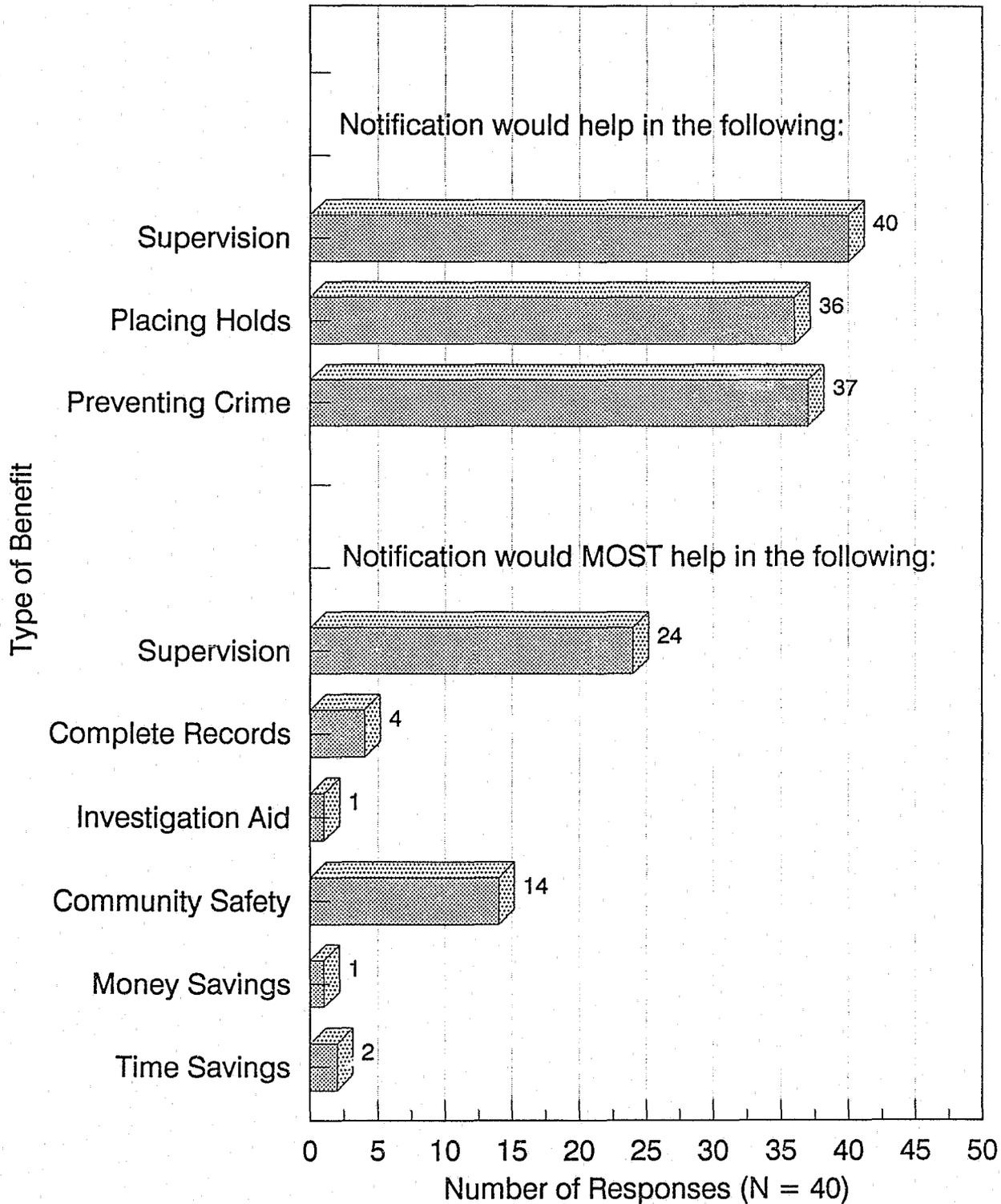
VI. SURVEY RESULTS

THE NEED FOR A CAL-FIND DATA BASE

WHAT IS THE PUBLIC SERVICE NEED FOR CAL-FIND?

A. RESULTS

Requests for Data

The 286 agencies responding to the survey (Figure 16) reported a monthly **average** of:

     109 accident victim data requests
     1,170 requests for information about persons in custody
     52 requests regarding loved ones the public is looking for

Total monthly estimates for all agencies were:

     31,327 accident victim data requests
     327,350 requests for information about persons in custody
     14,973 requests regarding loved ones the public is seeking

Access to data

Less than half of the agencies responding had immediate electronic access to accident victim and person-in-custody data within their jurisdictions or counties, and very few agencies reported access from other counties or statewide (Figure 17).

B. IMPLICATIONS

Public Service

Without a CAL-FIND data base, it is not possible for law enforcement agencies to respond to the public's requests for information reliably and rapidly. This probably results in the public making multiple requests on a random basis to obtain information, often without success. This may produce a negative perception of the law enforcement agencies involved.

Cost

Responding to 350,000 requests for information monthly, or about 4,200,000 requests annually may have significant costs. If 50% of the requests are "multiple requests" because the first agency called had no data, then the cost could be reduced quite significantly with CAL-FIND.

Figure 16
Q: How many public requests do law enforcement agencies receive, of what type?
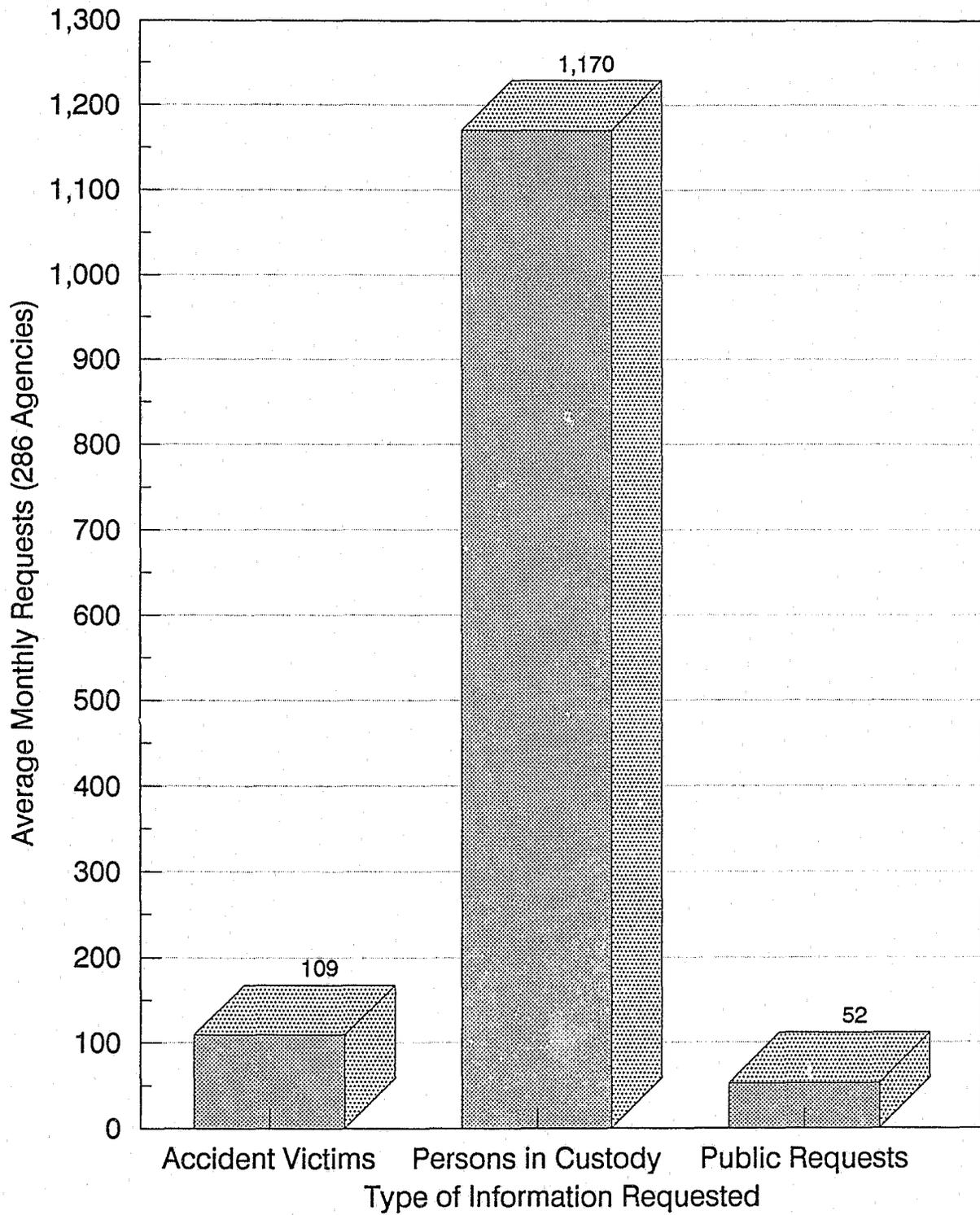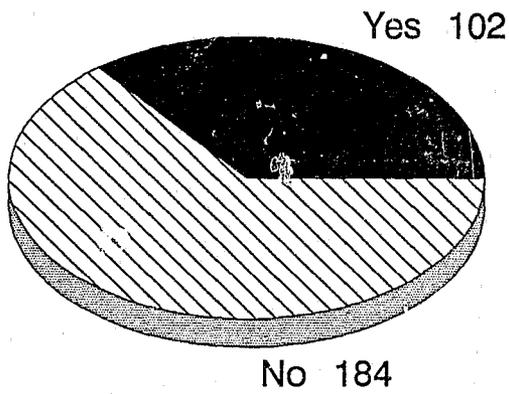
30

Figure 17
Q: Do you have immediate electronic access to data on accident victims, others of interest?

Yes 102

No 184

Within Jurisdiction

Yes 82

No 204

Within County

Yes 9

No 275

From other Counties

Yes 11

No 273
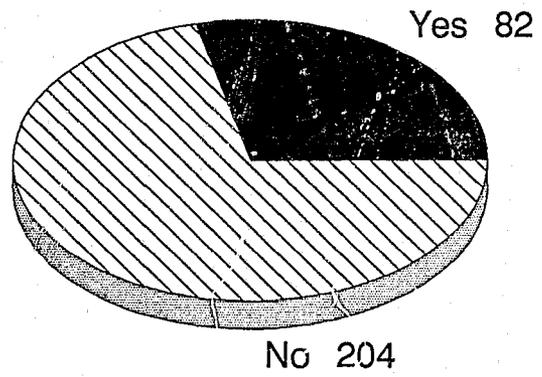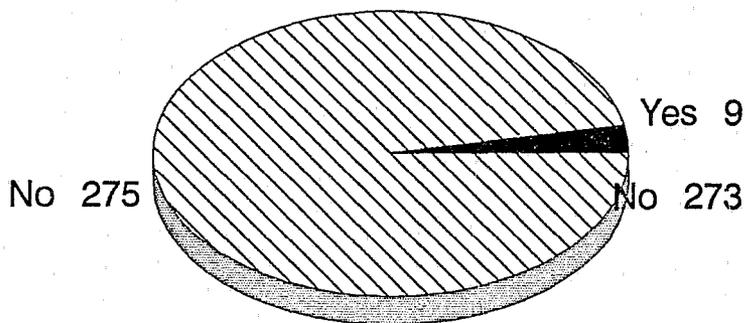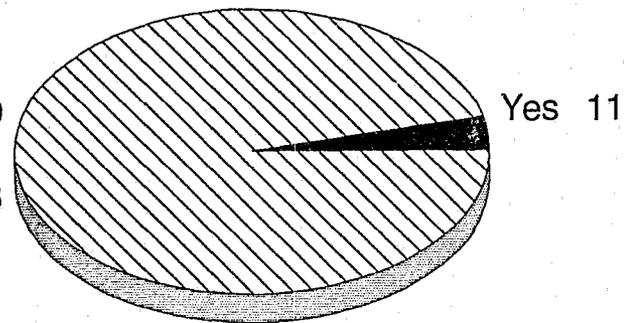
Statewide

VII. SURVEY RESULTS

FEASIBILITY OF ADDING DATA BASES TO CAL-INFO

DO AGENCIES HAVE ACCESS TO DOJ'S WANTED PERSON SYSTEM? DO STREET OFFICERS HAVE ACCESS TO THE SYSTEM ON A MOBILE DIGITAL TERMINAL?

A   RESULTS

Access to Wanted Person System

Virtually all agencies have electronic access to the DOJ Wanted Person System, including all large agencies responding (Figure 18).
Access to mobile digital terminals (MDT's)

Of the 8347 patrol units used by the 286 agencies responding, 3176 were equipped with MDT's (Figure 18). Of the 286 agencies, 28 reported that terminals had been installed in some or all units. For example, Los Angeles PD reported that all of its 868 patrol units were fitted with MDT's.

B.   IMPLICATIONS

All agencies could access the CAL-INFO system

Agencies with access to the Wanted Person System would have similar access to CAL-ALERT and CAL-FIND without altering their existing access system. Thus, street officers could make inquiries into both systems simultaneously, either via an MDT or via a dispatcher with a terminal.

Agencies making the commitment to MDT's are making a significant investment in this technology

MDT use is not being made on an experimental basis by agencies using them; 22 of the 28 agencies which have installed MDT's have equipped their entire patrol car fleet with the terminals, indicating a complete commitment to this new technology.

Figure 18
Q. Does your agency have mobile terminals (MDT's) in patrol units?

Units W/O MDT's 5,171

Units with MDT's 3,176
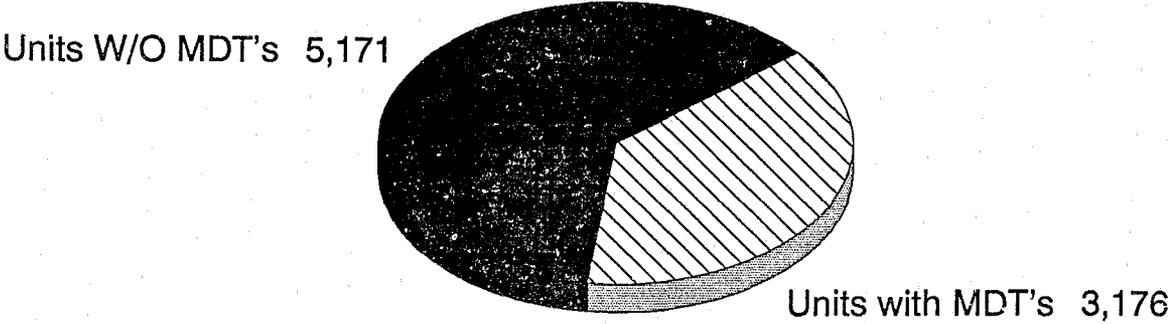
Number of patrol units reported.

Agencies W/O MDT's 258

Agencies with MDT's 28
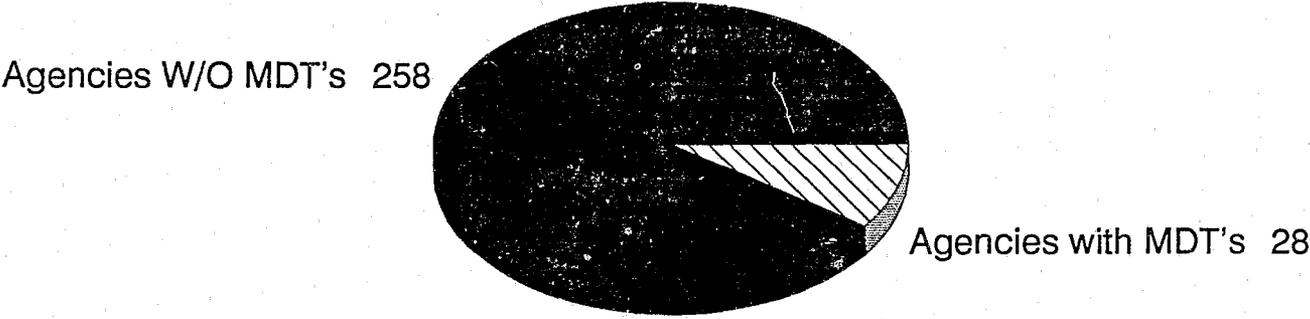
Agency use of MDT's

Twenty-two agencies have MDT's in 100% of their units;
six agencies (Fresno, Inglewood, Morgan Hill, Oakdale
Oakland, and Richmond) have installed MDT's in less
than 100% of their patrol units.

33

VIII. CONCLUSIONS

THE EFFECTIVENESS OF EXISTING DATA SHARING SYSTEMS

Most California agencies do not have data sharing systems.

Although some local agencies have developed automated data-sharing systems which have demonstrated effectiveness, most agencies in California do not now have the capability for immediate data sharing between law enforcement and probation departments. Data sharing among law enforcement agencies within counties about SHO's and registrants is also lacking.

Data sharing among counties and statewide is virtually non-existent.

Data about the probation, parole, registrant, or SHO status of a person cannot now be shared rapidly or reliably from county to county or statewide.

LAW ENFORCEMENT SUPPORT FOR CAL-ALERT AND CAL-FIND

Over 99 percent of law enforcement agencies responding to the survey indicated they felt adding CAL-ALERT to the CAL-INFO System would have benefits to street officers and 100% of probation departments felt the system would have supervision benefits for their departments.

The large number of public service information requests reported by those responding to the survey indicate that there would be strong support for a system which would improve ability to respond to such requests.

POTENTIAL BENEFITS OF NEW DATA BASES

Officer Safety

Local law enforcement agencies see officer safety as the primary benefit of CAL-ALERT.

Public Safety and Crime Prevention

Law enforcement agencies and probation departments see a potential for crime prevention, resulting in public safety benefits, from automated, rapid sharing of information about parolees, probationers, registrants, and SHO's. Probation departments feel that CAL-ALERT would improve supervision of their clients.

Other Benefits

Improved investigation capabilities were noted by law enforcement agencies as a potential benefit, as well as benefits from savings of time and money.

Cost Savings

While difficult to quantify, there would be demonstrable cost savings from CAL-FIND, which would save time in answering public service information requests.

```
                                                _____
                                                          Date
_____
Agency Name

_____                    _____
ORI                                             Name, Title, & Phone Number
                                                of Individual Completing
                                                Questionnaire
```

LAW ENFORCEMENT
CAL-INFO QUESTIONNAIRE

<u>Please print agency name, ORI, individual completing the questionnaire,</u>
<u>phone number, and date above. Mail questionnaire to:</u>

California Department of Justice
Bureau of Justice Information Services
P.O. Box 903417
Sacramento, CA 94203-4170

Attention: Jean Smith, Room B-213

1. Would your agency benefit from immediately obtaining probation, parole,
    registrant, and public service (accident victim, in custody, attempt to
    locate) information?

    Yes_____ No_____

2. Do street officers in your agency currently have <u>immediate</u> <u>electronic</u>
    access to information about parolees, probationers and registrants
    (sex, narcotic & arson)? Place a X in the appropriate blanks:

IMMEDIATE ELECTRONIC ACCESS TO:

	Parole Information		Probation Information		Registrant Information	
In Your Jurisdiction	Yes_____	No_____	Yes_____	No_____	Yes_____	No_____
In Your County	Yes_____	No_____	Yes_____	No_____	Yes_____	No_____
From Other Counties	Yes_____	No_____	Yes_____	No_____	Yes_____	No_____
Statewide	Yes_____	No_____	Yes_____	No_____	Yes_____	No_____

3. If an officer in your agency currently wanted to determine if a person was on parole, probation, or a registrant, what is the average amount of time spent to determine this information under normal circumstances?

	Minutes	Hours	Days
Time to determine if a person is on:			
Parole	___	___	___
Probation	___	___	___
Registrant	___	___	___

4. Would immediate access to parole, probation, registrant and serious habitual offender information be helpful in the investigation of:

Violent Crime (rape, assault, homicide)   Yes ___   No ___
Drug Suppression   Yes ___   No ___
General Crime   Yes ___   No ___

5. Rank the following benefits of having immediate electronic access to parole, probation, and registrant information
(1 = Most Important to 7 = Least Important)

Officer Safety   ____
Community Safety ____
Crime Analysis   ____
Investigation   ____
Money Savings   ____
Time Savings   ____
Crime Prevention ____

6. During a routine stop, how often would your officers know whether the individual stopped is on probation or parole?

(Percentage of occurrences)

0%___10%___20%___30%___40%___50%___60%___70%___80%___90%___100%____

7. When an officer comes in contact with an individual identified as a parolee or probationer, does you agency have a method of notifying the parole/probation officer of the client contact?   Yes ___   No ___

8. Is the notification method automated?   Yes ___   No ___

9. How often (percentage of time) do your street officers notify parole/probation officers when they have come in contact with a parolee or probationer?

   0%___10%___20%___30%___40%___50%___60%___70%___80%___90%___100%___

9A. What is the length of time between the law enforcement contact and the notification of the parole or probation officer?

   Minutes ____
   Hours ____
   Days ____

10. How many patrol units does your agency have?   _____

11. How many patrol units have mobile digital terminals (MDTS) or equivalent? _____

12. What is the average number of phone calls that your agency receives **monthly** from the public seeking information about:
    (Put in actual figures)

    Accident victims _____
    Persons in custody _____
    Loved ones the public is attempting to locate _____

13. Does your agency have <u>immediate electronic</u> access to information on accident victims and persons in custody:

In Your Jurisdiction	In Your County	From Other Counties	Statewide
Yes___ No___	Yes___ No___	Yes___ No___	Yes___ No___

14. Do your officers currently have access to the Department of Justice's Wanted Person System?   Yes ___   No ___

	Date
Agency Name	
ORI	Name, Title, & Phone Number of Individual Completing Questionnaire

PROBATION
CAL-INFO QUESTIONNAIRE

Please print agency name, ORI, individual completing the questionnaire, phone number, and date above. Mail questionnaire to:

California Department of Justice
Bureau of Justice Information Services
P.O. Box 903417
Sacramento, CA 94203-4170

Attention: Jean Smith, Room B-213

1. Would your agency benefit from immediate notification when a probationer has been in contact with law enforcement?

   Yes____   No____

2. Currently, is your department notified by law enforcement when a probationer has been arrested?

	Notified by Law Enforcement Of Arrest
In Your County	Yes____ No____
From Other Counties	Yes____ No____
Statewide	Yes____ No____

2A. How often would your probation officers know whether their clients have been arrested?

   (Percentage of occurrences)

   0%___10%___20%___30%___40%___50%___60%___70%___80%___90%___100%____

2B. When a probationer has been arrested, what notification method is most
     frequently used to inform the probation department?
     (1 = most frequent to 4 = least frequent)

     Telephone call from arresting officer _____
     Telephone call from booking station   _____
     Probationer advises probation officer _____
     Rapsheet from DOJ   _____

     Other (Please describe) _____

     _____

2C. What is the average length of time between the arrest and the
     notification of the probation officer for the following methods?

	Minutes	Hours	Days
Telephone call from arresting officer?	_____	_____	_____
Telephone call from booking station?	_____	_____	_____
Probationer advises probation officer?	_____	_____	_____
Rapsheet from DOJ?	_____	_____	_____
Other (Please describe)_____			

     _____

3.   Is your department notified when a probationer has had contact with law
     enforcement, but has not been arrested?

	Notified by Law Enforcement Of Contact
In Your County	Yes____ No____
From Other Counties	Yes____ No____
Statewide	Yes____ No____

3A. How often would your probation officers know whether their clients have
     been in contact with law enforcement?

     (Percentage of occurrences)

     0%___ 10%___ 20%___ 30%___ 40%___ 50%___ 60%___ 70%___ 80%___ 90%___ 100%___

3B. Rank the notification method most frequently used to inform your department when a probationer has been in contact with law enforcement but <u>has not</u> been arrested.
(1 = most frequent to 4 = least frequent)

Telephone call from police officer ____
Probationer advises probation officer ____
Field investigation ____
Not notified ____
Other _____

_____

3C. What is the average length of time between the law enforcement contact and the notification of the probation officer for the following methods?

	Minutes	Hours	Days
Telephone call from police officer	____	____	____
Probationer advises probation officer	____	____	____
Field investigation	____	____	____
Other (Please describe)_____			

4. Would immediate access to law enforcement contact information be helpful in:

Supervision of Probationers   Yes ____   No ____
Placing Holds   Yes ____   No ____
Preventative Crime   Yes ____   No ____

5. Rank the following benefits of having immediate electronic access to law enforcement contact information
(1 = Most Important to 7 = Least Important)

Supervision of Probationers ____
Complete History Records ____
Investigative Aid ____
Community Safety ____
Money Savings ____
Time Savings ____
Other Benefits_____

_____

6. Does your county have an automated data base containing probation information?   Yes____   No____

6A. Does this automated data base contain <u>only</u> probation information?
     Yes____ No____

6B. Is the automated probation information shared with other counties?
     es____ No____

6C. Where is the automated probation data stored?

     _____

     _____

7.   Does your agency have <u>immediate electronic</u> access to probation
     information on individuals:

     In Your   From Other
     County   Counties   Statewide
     Yes____ No____   Yes____ No____   Yes____ No____

8.   Do your officers currently have access to the Department of Justice's
     Wanted Person System?   Yes ____ No ____