National Crime Information Center (NCIC) 2000 User Planning Guide
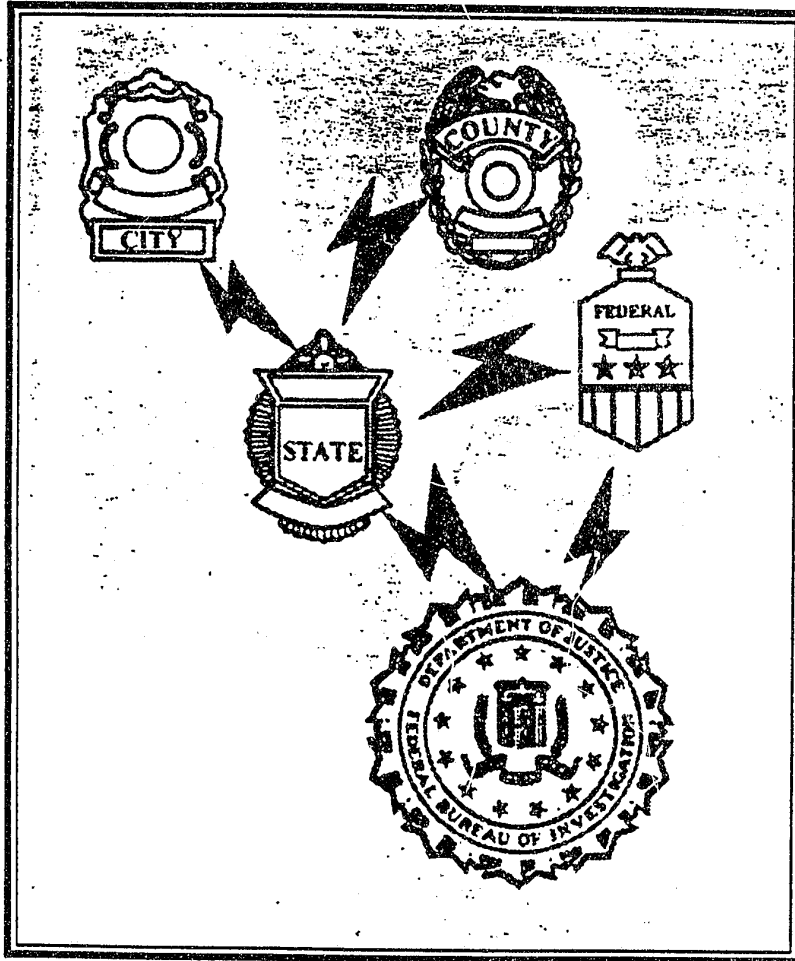
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EXECUTIVE SUMMARY

The Federal Bureau of Investigation (FBI) is providing two planning guides to help local, state, and federal criminal justice agencies plan the transition from the current National Crime Information Center (NCIC) to the new NCIC 2000 system that will become operational in 1995. This guide, the *National Crime Information Center 2000 User Planning Guide,* is designed to provide information regarding the NCIC 2000 services, benefits, user roles and responsibilities, and training. The audience it is intended to address includes the Control Terminal Agencies (CTAs) and Federal Service Coordinator (FSC) regulators, and their respective state, federal, and local agency users. The second guide, the *National Crime Information Center 2000 Technical Planning Guide,* is intended to provide assistance with the technical planning that is involved in developing, acquiring, and modifying existing systems. It is designed primarily for the CTAs' or FSCs' project management team that is responsible for implementing the necessary system changes.

NCIC is an on-line information service jointly maintained by the FBI and criminal justice agencies throughout the United States. Over seventy-two thousand local, state, and federal agencies use the NCIC system to record and retrieve information on wanted and missing individuals, stolen property and criminal histories. The system is now twenty-seven years old and is difficult to maintain and modify; therefore, the FBI with the help of the NCIC Advisory Policy Board (APB) planned the upgrade of the current system. The new system, which will be called NCIC 2000, will provide all current NCIC services, and in addition to these services will provide mug shot, fingerprint, image storage and retrieval, improved data quality and system security, and easier data access.

This guide presents a brief description of NCIC 2000. Its purpose is to:

- identify areas that may require upgrading as a result of new NCIC 2000 technology
- summarize the benefits of NCIC 2000 services
- describe four generic levels of NCIC 2000 use, and the benefits of participation in each of these levels
- identify NCIC 2000 users, roles and responsibilities
- identify activities required to revise training and auditing programs.

The levels described are for planning purposes only and do not represent the only method for using NCIC 2000 capabilities.

Since the APB has mandated that NCIC user agencies comply with the new NCIC 2000 message input formats by March 1998 and the message output formats by July 1995 (excluding images), users need to begin planning now for system modification, development, acquisition, and training.

PREFACE

The MITRE Corporation is an independent not-for-profit corporation that was formed to perform scientific and engineering services to further the public interest. MITRE has been involved in analyzing, designing and integrating criminal justice systems since the 1960s. Over the years, the company has provided system engineering and integration services to many local, state, and federal criminal justice agencies.

MITRE has been working with the Federal Bureau of Investigation (FBI) to define, specify and assist with the acquisition of the FBI's NCIC 2000 system as well as the Integrated Automated Fingerprint Identification System (IAFIS). MITRE's work on these projects has led to the preparation of this guide which is intended to assist criminal justice and law enforcement agencies in planning for the services that will be provided by NCIC 2000.

The information in this document is based on publicly available information.

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SECTION 1

INTRODUCTION

The purpose of this guide is to assist local, state, and federal criminal justice agencies with their plans to convert from the current National Crime Information Center (NCIC) to the new NCIC 2000 system that will be operational in 1995.[1] It focuses on the new NCIC 2000 capabilities and describes how those capabilities will benefit users. To help with the technical aspects of planning for the transition to the new system, a second guide, the *National Crime Information Center 2000 Technical Planning Guide,* has been prepared. It is advised that agencies review both of these documents in planning to upgrade their systems.

In view of the mandate by the NCIC Advisory Policy Board (APB) that Control Terminal Agencies (CTAs) and Federal Service Coordinators (FSCs) will offer users NCIC 2000's newly developed message input formats by March 1998 and NCIC 2000 response messages by July 1995 (excluding images), provider organizations must begin planning now for system modification, operational changes, and personnel training. The NCIC 2000 system will offer many enhanced capabilities requiring technological upgrades to CTA, FSC, and user community resources. Additionally, the enhanced capabilities will require changes to the operational procedures of police officers, dispatchers, and system administrators.

This guide presents a brief description of NCIC 2000. Its purpose is to:

- identify areas that may require upgrading as a result of new NCIC 2000 technology
- summarize the benefits of NCIC 2000 services
- describe four generic levels of NCIC 2000 use, and the benefits of participation in each of these levels
- identify NCIC 2000 users, roles and responsibilities
- identify activities required to revise training and auditing programs.

The levels described are for planning purposes only and do not represent the only method for using NCIC 2000 capabilities.

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[1]   The development of the NCIC 2000 system is ongoing and changes resulting from this development may produce changes and/or deviations from what is stated in this document.

SECTION 2

NCIC 2000 OVERVIEW

NCIC is an on-line information service jointly maintained by the Federal Bureau of Investigation (FBI) and criminal justice agencies throughout the United States. Over seventy-two thousand local, state, and federal agencies use the NCIC system to record and retrieve information on wanted and missing individuals, stolen property and criminal histories. The system is now twenty-seven years old and is difficult to maintain and modify; therefore, the FBI with the help of the NCIC Advisory Policy Board (APB) planned the upgrade of the current system. The new system, which is called NCIC 2000, will provide all current NCIC services. In addition, it will contain mug shot, fingerprint, image storage and retrieval, improved data quality and system security, and easier data access. NCIC 2000 is currently being developed and will become operational in 1995.

Most of NCIC's data are contributed and maintained by the users themselves. About 100 local, state, and federal agencies share responsibility with the FBI for the multi-level network that makes the system accessible to the agencies using NCIC. The FBI manages and supports the communications system needed for access by state and federal CTAs and FSCs. Each of these agencies, in turn, serves its own community of users.

2.1 CURRENT NCIC CAPABILITIES

The current NCIC system provides access to the following files:

- Wanted Persons File. Information on individuals wanted for felony crimes or serious misdemeanors who are eligible for extradition

- United States Secret Service Protective File. Information on persons who are known threats to dignitaries under Secret Service protection

- Foreign Fugitive File. Information on individuals wanted by foreign agencies. This file is maintained by the International Criminal Police Organization (INTERPOL) and the Royal Canadian Mounted Police (RCMP)

- Missing Persons File. Information on missing persons

- Unidentified Persons File. Information on unidentified deceased individuals and living persons unable to ascertain their identity

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- <u>License Plate File</u>. Information on stolen license plates

- <u>Vehicle File</u>. Information on stolen vehicles and vehicle parts

- <u>Boat File</u>. Information on stolen boats and boat parts

- <u>Violent Felon File</u>. Information on violent felons (those meeting the Bureau of Alcohol, Tobacco and Firearms criteria for that designation)

- <u>Article File</u>. Information on stolen articles such as bicycles, computer equipment and personal property that have a unique serial number or owner applied number

- <u>Gun File</u>. Information on stolen and recovered weapons

- <u>Securities File</u>. Information on stolen currency, Treasury-issued bills, bonds, stocks, and traveler's checks

- <u>Interstate Identification Index (III)</u>. An index to state and federal criminal history information

- <u>Originating Agency Identifier (ORI) File</u>. Information about user agencies such as agency name, address, and telephone number

2.2 NCIC 2000 CAPABILITIES

The NCIC and NCIC 2000 capabilities are illustrated in Figure 1. The existing capabilities of NCIC will be provided in NCIC 2000, along with the following upgrades and additions:

- Access to the Convicted Person on Supervised Release File, which will provide information about individuals on probation/parole

- Access to images of persons, single fingerprints, signatures, and other identifying images (e.g., stolen articles, tattoos)
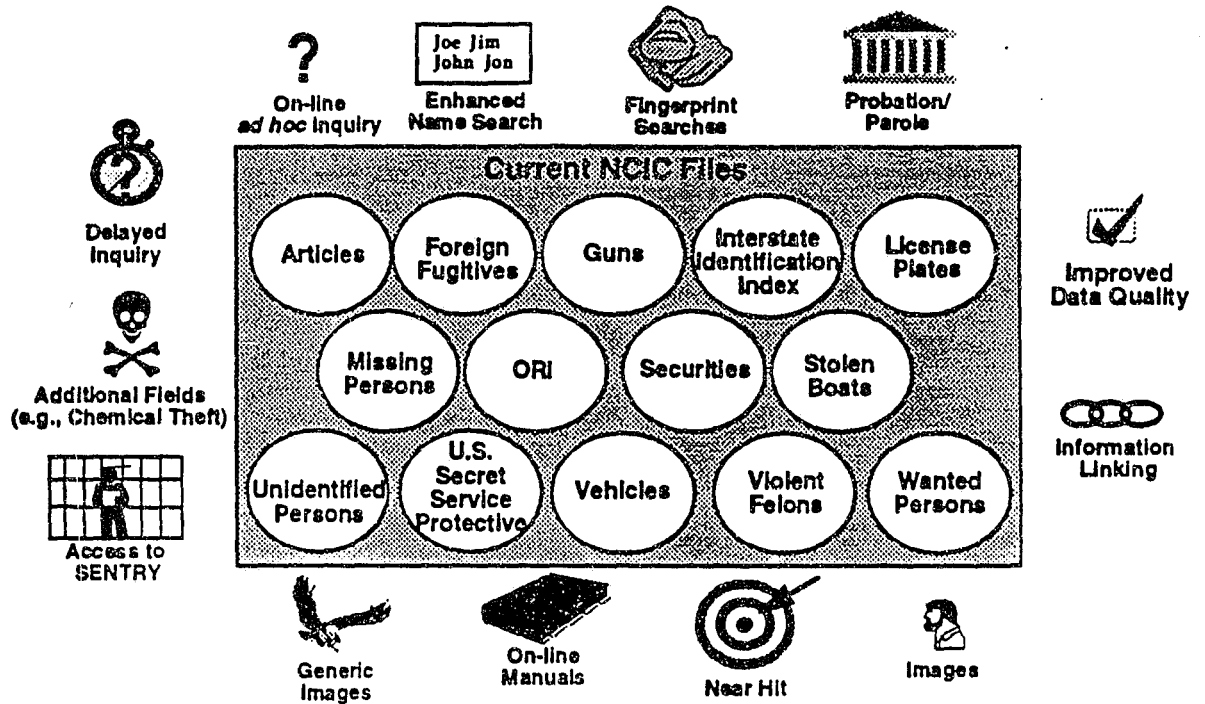
New NCIC 2000 Capabilities

Figure 1. NCIC and NCIC 2000 Capabilities

- Automatic delayed inquiry capability that will search records that have been entered or modified in the system against prior inquiries made to the system

- Linking information within/across files that is logically related so that a single inquiry retrieves all associated information. For example, NCIC 2000 will allow information on wanted persons to be linked to information on stolen guns such that related information from both data sets is retrieved using a single inquiry

- An enhanced name searching capability based on the New York State Identification and Intelligence System (NYSIIS) that offers phonetic-based matching algorithms

- Relaxed search parameters to allow name search on approximate date of birth ("Near-hit")

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- Improved identification capabilities including the identification of wanted, missing and unidentified persons through single fingerprint searches

- Access to information from the Federal Bureau of Prisons' SENTRY database

- On-line, *ad hoc* search and reporting that allows users to initiate and retrieve the results of searches that are now conducted off-line

- On-line manuals and training information that enables users to download on-line versions of the NCIC 2000 Operating Manual, NCIC 2000 Code Manual, and NCIC 2000 training modules

- Improved data quality leading to improved accuracy, completeness, and timeliness of data stored in the NCIC 2000 data files. This includes the ability to detect and correct erroneous data and to prevent inaccurate data from entering the NCIC 2000 System

- Separate fields for data now entered in the miscellaneous field (e.g., description of generic make, brand, and offense codes)

- Access to generic images of items that may assist law enforcement personnel (e.g., pictures of hard to recognize items)

- Access to information on lost guns

- Improved capabilities for security, intrusion detection, and detection of improper use of the NCIC 2000 system

2.3 NCIC 2000 SYSTEM ARCHITECTURE

NCIC 2000 is comprised of three segments: the Central Segment, the Workstation Segment, and the Patrol Car Segment. The three segments are shown in Figure 2.
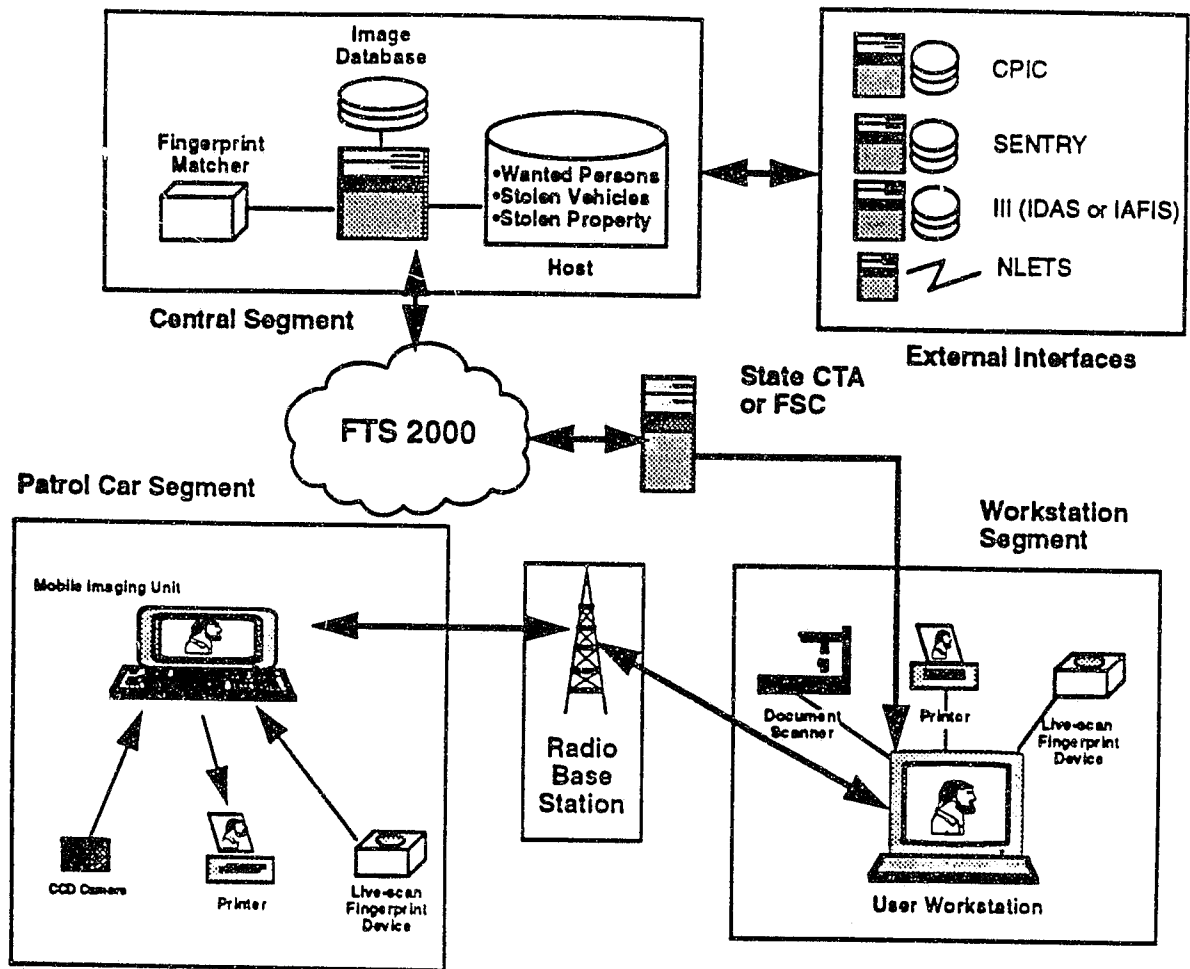
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Figure 2. NCIC 2000 System Architecture

The NCIC 2000 Central Segment consists of the NCIC 2000 data storage (image and text), the search and retrieval engine (NCIC 2000 Host Computer), and fingerprint search engine (fingerprint matcher). The Central Segment will be maintained by the FBI.

External interfaces are provided for the Canadian Police Information Centre (CPIC), the Federal Corrections System (SENTRY), the Identification Automated System (IDAS), and the National Law Enforcement Telecommunications System (NLETS). CPIC is an on-line information system in Canada that operates similar to NCIC. The SENTRY database contains information on persons currently incarcerated in federal prisons. IDAS is a database consisting of criminal history records and is the precursor to IAFIS, while NLETS is the

communications system that supports state administrative information exchange and access to other sources, such as the Department of Motor Vehicles, Federal Aviation Administration, weather conditions, etc. Both CPIC and SENTRY indexes will be maintained by the Central Segment. The CPIC index will be searched with the request sent to the CPIC system if a possible match is detected in the index. After receiving the request, the complete record will be sent to the Central Segment. This record is forwarded to the requesting user. Information from the SENTRY index will be sent to the inquiring agency with instructions to contact the holding facility for more information, if needed. The Interstate Identification Index (III), provides access to the Identification Automated System (IDAS). The III request from the user is sent to III from Central Segment, and the response is returned to the Central Segment. The response is then forwarded to the user. Appropriate notifications to the state holder of the record are sent requesting the state to forward criminal history data to the inquiring agency via the NLETS network.

The Workstation Segment, as an optional segment for the user, will provide a user interface, through CTA's and FSC's, to the NCIC 2000 system. This segment will be made available to all NCIC 2000 users. Users can purchase NCIC 2000 Workstation Segment hardware (user workstation, live-scan fingerprint device, document scanner for fingerprints, mug shots and other images, and a gray-scale printer), and off-the-shelf software. NCIC 2000 Workstation Segment application software developed under the FBI contract will be available to NCIC 2000 users at no cost.

The Patrol Car Segment, also an optional segment, will provide a mobile user interface to the NCIC 2000 system. This segment will also be made available for purchase to all NCIC 2000 users. It will support the capture, transmission, receipt, and display of NCIC 2000 text and image messages. Users can purchase NCIC 2000 Patrol Car Segment hardware (mobile imaging unit, mobile live-scan fingerprint device, mobile gray-scale printer, and mobile camera), and off-the-shelf software. NCIC 2000 Patrol Car Segment application software developed under this contract will be available to NCIC 2000 users at no cost.

The CTA (or FSC) interface, as shown above in Figure 2, is not delivered as a part of the NCIC 2000 contract. The CTA or FSC has the responsibility for the respective state or federal agency to upgrade to NCIC 2000 and provide the required interfaces to support access to the FBI Central Segment. Additionally, should the optional Workstation or Patrol Car Segments be implemented by (or for) the users, the CTA (or FSC) must provide the infrastructure and interfaces to support these components for access to the Central Segment.

SECTION 3

USERS AND TRAINING

3.1 NCIC 2000 USERS

In view of the dramatic changes to NCIC's architecture and with the addition of enhanced capabilities, CTAs and FSCs should anticipate that these changes will have a significant impact on their existing operations and procedures. With the introduction of NCIC 2000, provider organizations will need to review both their methods of operations and their training practices. To effectively deliver NCIC 2000 services and to administer the system properly, CTAs and FSCs may need to reassign personnel or to create new positions.

In addition, personnel in areas such as dispatch, parole, investigations, law enforcement, etc., will need to learn about the operational, administrative, or functional capabilities of the new NCIC 2000 system. To provide this understanding of the system, current training programs may need to be changed with updated or new training courses.

3.2 ROLES AND RESPONSIBILITIES

The roles and relationships between the user community, the CTA or FSC, and the FBI Central Segment are important for understanding how to effectively use the new NCIC 2000 services. Both the user workstations and mobile imaging units are involved in initiating NCIC 2000 inquiries. Figure 3 below shows the relationship between the user workstation or mobile imaging units, the CTA or FSC, and the FBI. Also represented are sample local agencies using different operational scenarios within a single state. Each of the scenarios is subject to, depending on variation, decisions made by the locality and/or available funding. Needless to say, local agencies can only implement the NCIC 2000 services that are supported by the CTA or FSC.

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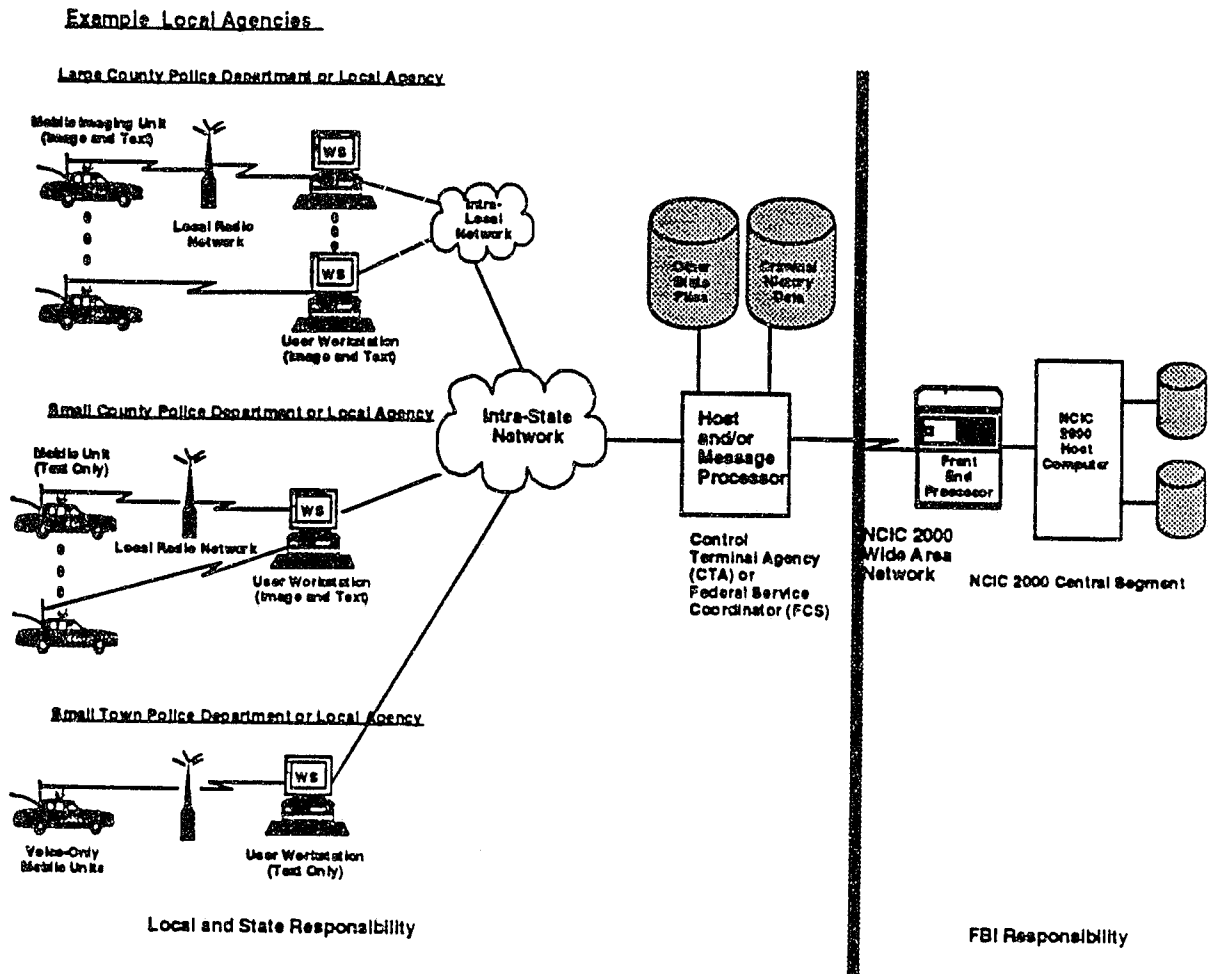
Figure 3. Relationship of FBI, CTA (or FSC), and User Community Responsibilities

The FBI provides NCIC 2000 services through its Central Segment and by supporting a wide area network that enables agencies to access the Central computer or host. The FBI's Central Segment provides the interface, processing, and storage access for transaction and batch file transfer requests from the CTAs and FSCs.

3.3 TRAINING AND AUDITING

It is important in preparing for NCIC 2000 to establish a training and auditing plan for the transition from NCIC in order to maintain a highly trained workforce. With the use of the

patrol car segment, mobile police officers will become NCIC 2000 users and, as such, they need to be trained properly in its operations.

The transition from NCIC to NCIC 2000 will require new as well as updated courses and course materials. Computer course modules will be available and may be tailored to state, CTA, FSC, and local users needs to ensure that all users are proficient with the new system and are prepared for audit. Internal audits that test the accuracy, timeliness, and completeness of CTA, FSC, and NCIC 2000 users are useful for assessing effectiveness.

Training courses must be in place prior to initial operating capability (IOC), currently scheduled for July, 1995. These courses must stress that certain changes will occur at that time regardless of the state, federal or local system's remaining static and scheduling corresponding changes for a later date. These operational changes will be due solely to the addition of new functions or changes to existing functions at the NCIC central segment. Examples of changes which will impact users beginning day one of IOC are:

- Different search results based on new phonetic name search and approximation hit on date of birth.

- Additional records in response to inquiry hits due to record linkage.

- Receiving new, unfamiliar data such as Probation, Parole records, SENTRY records, lost guns, original offense code, narrative description for generic codes, Canadian index hit, delayed queue hit.

Users must be aware of what these new results, records and data mean, and what action they can take based upon them.

SECTION 4

NCIC 2000 SERVICE LEVELS

To ease the implementation and acquisition of NCIC 2000 services, four levels of user capabilities are defined. NCIC 2000 allows users to operate at any of these levels or at combinations of the defined levels. Each service level supports all services available at a lower level. The lower the service level, the fewer the benefits realized by users. Similarly, the higher the service level, the greater the number of benefits (and, usually, the greater the acquisition and operation cost). Local, state and federal agencies that will access NCIC 2000 can use these levels as a road map for implementation; they provide an evolutionary way to access NCIC 2000 capabilities.

The following terminology is used to describe the NCIC 2000 Service Levels:

* Service Level 1:
  Level 1 provides on-line access to NCIC 2000 text-based services to fixed location devices. Text based services are defined as data services (enter, modify, cancel, inquiry, clear, locate) that require only text entry and display. Fixed location devices are non-mobile NCIC 2000 user interface devices (e.g., terminals, workstations, personal computers)

* Service Level 2:
  Level 2 provides on-line access to NCIC 2000 text-based services at fixed locations and mobile units

* Service Level 3:
  Level 3 provides on-line access to NCIC 2000 text and image-based services at fixed locations. NCIC 2000 image-based services include access to mug shots, right-index fingerprint images, tattoos, signatures, and images of vehicles, boats, and other property[2]

* Service Level 4:
  Level 4 provides on-line access to NCIC 2000 text and image-based services at fixed location devices and mobile units. These latter units are called *mobile imaging units*

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2 The capability to perform a single fingerprint search against a file of fugitive fingerprints is part of NCIC 2000 image-based services.

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(MIUs) and are defined as mobile voice and/or data user interface devices (e.g., Radio Frequency (RF) connected mobile data terminals)

Each successive level of service provides additional capabilities and services. The higher the service level the greater the number of available services. Figure 3 summarizes the capabilities of the NCIC 2000 service levels. To use all of NCIC 2000's capabilities, NCIC 2000 Service Level 4 needs to be implemented. Figures 4 through 7 are representations of NCIC 2000 Service Levels 1 through 4.
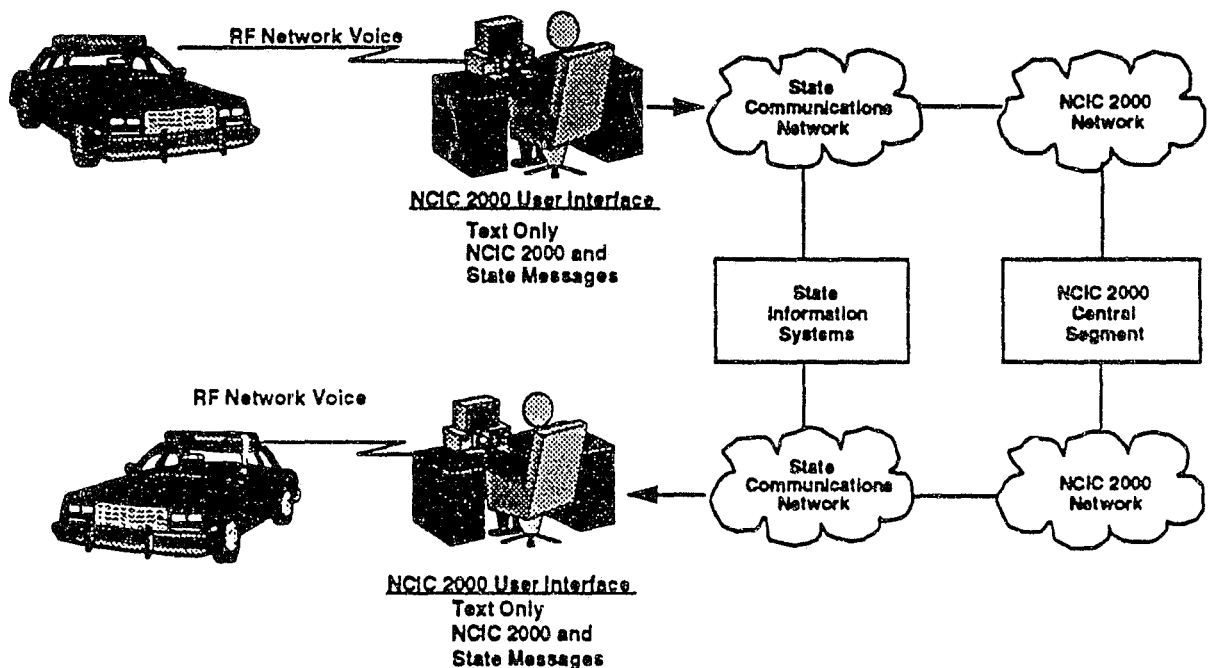

Figure 4. NCIC 2000 Service Level 1

NCIC 2000 Service Level 1 provides on-line access to NCIC 2000 text-based services to users at fixed location devices. Mobile users will continue to access NCIC 2000 services via verbal request and response with a radio dispatcher that has access to an NCIC 2000 fixed location device.[3] With a change to the new communications protocol (other than bisynchronous), file transfer is supported for lengthy responses (e.g., validations). This level of service provides users with all current NCIC benefits and the following additional benefits:

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[3] Service Level 1 does not require the NCIC 2000 Workstation Segment. The FBI developed Workstation will support both image and text capabilities.

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- Improved name search
- Improved effectiveness in combating criminal recidivism (Probation and Parole)
- Knowledge of incarcerated individuals (SENTRY Index)
- Improve international criminal justice coordination (CPIC Index)
- Capability to perform cross-check and case-based queries (linkage)
- Reduction in data entry errors
- Reduction in data entry for Uniform Crime Report
- Automatic checking of entries against previous inquiries

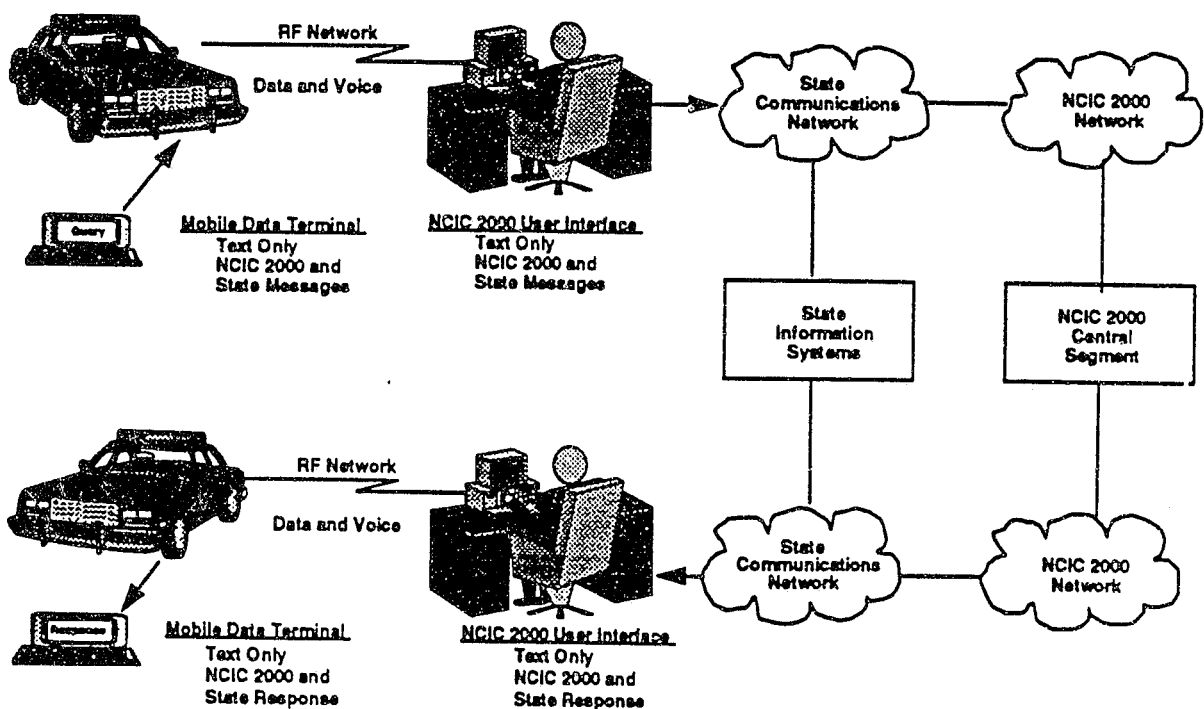

Figure 5. NCIC 2000 Service Level 2

NCIC 2000 Service Level 2 provides on-line access to NCIC 2000 text-based services to users at fixed and mobile units.[4] This level of service offers users all current NCIC benefits,

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[4] Service Level 2 does not require the NCIC 2000 Workstation and Patrol Car Segments, though the FBI developed segments will support both image and text capabilities.

the benefits of NCIC 2000 Service Level 1 and improved officer safety and increased law enforcement efficiency by providing field personnel direct access to NCIC 2000 via mobile units.
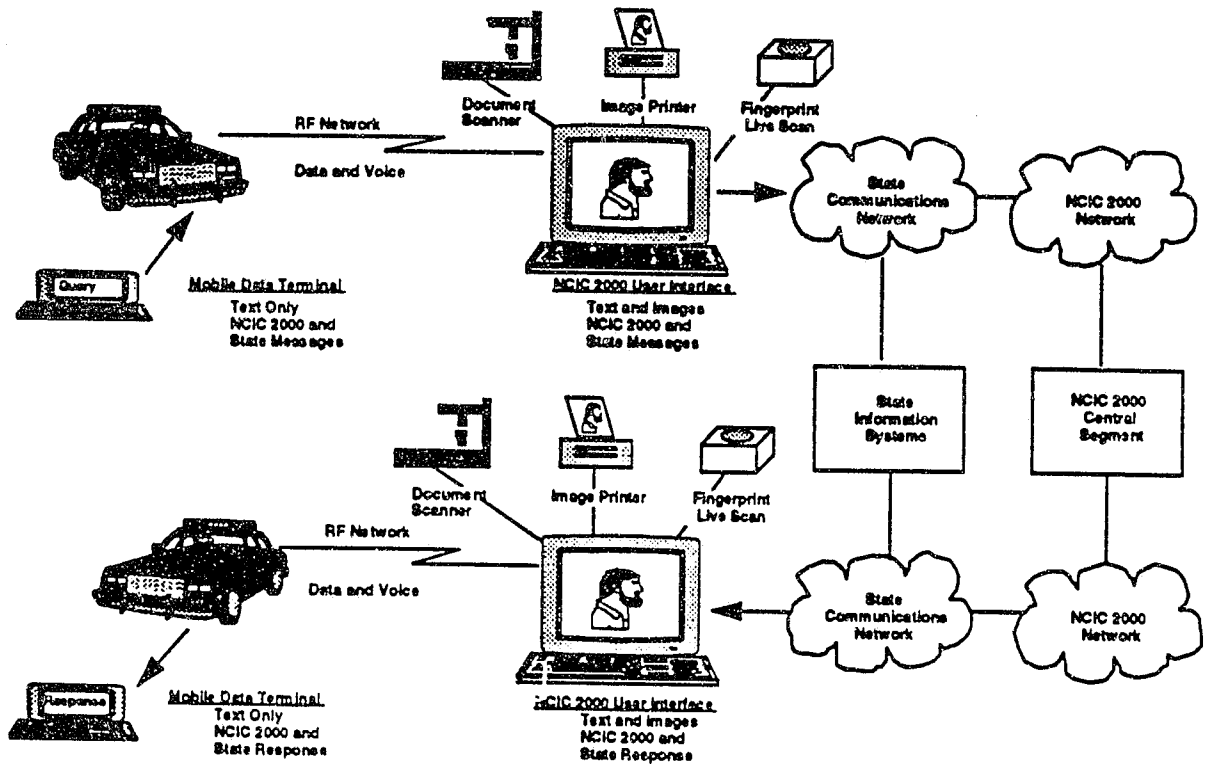

Figure 6. NCIC 2000 Service Level 3

NCIC 2000 Service Level 3 provides on-line access to NCIC 2000 text and image-based services to users at fixed location devices. Mobile users will continue to have on-line access to NCIC 2000 text-based services.[5] This level of service provides users with all current NCIC benefits, the benefits of NCIC 2000 Service Level 2 and reduces the release of interstate felons and misidentifications (through the use of fingerprint matching from fixed devices and improved identification through viewing of mug shots). Each CTA or FSC will need to support new communications protocol (other than bisynchronous) to move to this level to allow support of image transactions.

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[5] Service Level 3 does not require the NCIC 2000 Patrol Car Segment. Again, the FBI developed Patrol Car Segment will provide support for both image and text capabilities.
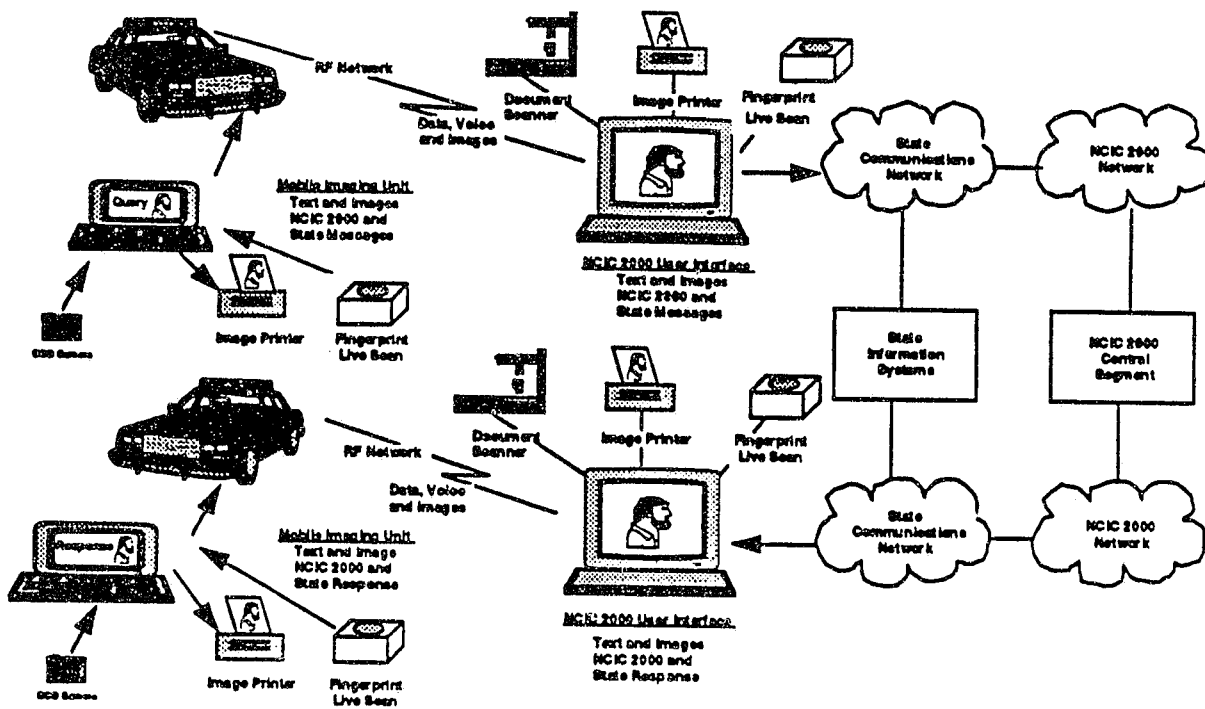
Figure 7. NCIC 2000 Service Level 4

NCIC 2000 Service Level 4 provides on-line access to NCIC 2000 text and image-based services to users at fixed and mobile units. This level of service offers users all current NCIC benefits, the benefits of NCIC 2000 Service Level 3, the apprehension of additional wanted persons, the recovery of a broader range of stolen property, and the ability to find more missing persons (through the use of fingerprint matching and images at mobile units).

SECTION 5

NCIC 2000 BENEFITS AND CONSIDERATIONS

The addition of new information and capabilities provided by NCIC 2000 will benefit both the criminal justice community and the public at large. The NCIC 2000 image and broad search capabilities will improve the effectiveness of the criminal justice process. The public will benefit through the increased capture of criminals, decreased misidentifications, timely recovery of stolen property, and more cost effective law enforcement. The NCIC 2000 benefits by service level are presented in Table 1.

Prospective NCIC 2000 users must determine how their current operations will fit into the NCIC 2000 environment. The NCIC 2000 Workstation and Patrol Car Segments may provide a jump start to user implementation efforts; however, the integration of the FBI-developed Workstation and Patrol Car Segments with existing state systems may take significant time and effort.

Currently, most NCIC users have highly customized user interfaces and query capabilities. For example, many states have developed the capability to query both state and NCIC data files from a single query. To integrate the FBI-developed NCIC 2000 Workstation and Patrol Car Segments, users may have to modify the FBI-developed software and their CTA/FSC software. Users also should explore NCIC 2000 compliant equipment developed by private industry outside the bounds of the FBI NCIC 2000 contract.

The acquisition of image-capable devices and mobile units may require a significant investment in a state's telecommunications infrastructure. To achieve the benefit of image transmission, a robust radio and telecommunications network is needed. NCIC 2000 users should begin determining their future communications requirements now. Table 2 presents a list of some technical considerations by NCIC 2000 Service Level, which may be useful in determining user needs.

Table 1. NCIC 2000 Service Level Benefits

Benefits	Service Levels			
	Level 1	Level 2	Level 3	Level 4
Maintain current NCIC benefits	X	X	X	X
Improve name search	X	X	X	X
Acquire delayed inquiry function	X	X	X	X
Enhance validation capabilities	X	X	X	X
Provide test mode	X	X	X	X
Enhance cross-check and case-based queries	X	X	X	X
Provide easier data entry and retrieval	X	X	X	X
Accommodate increased workload	X	X	X	X
Provide additional statistics	X	X	X	X
Facilitate entry errors (edits at entry device)	X	X	X	X
Improve effectiveness in combating criminal recidivism (maintaining parole information)	X	X	X	X
Reduce data entry of UCR information	X	X	X	X
Provide knowledge of incarcerated individuals (Access to Sentry database)	X	X	X	X
Improve international criminal justice coordination (CPIC index)	X	X	X	X
Increase officer safety (query at mobile units)		X	X	X
Reduce release of interstate felons (fingerprint matching from fixed devices)			X	X
Reduce misidentifications (availability of fingerprints and photos)			X	X
Apprehend additional wanted persons (fingerprints and photos at mobile units)				X
Recover additional stolen property (photos at mobile units)				X
Find additional missing persons (photos at mobile units)				X

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Table 2. Technical Considerations by Service Level

Considerations	Service Levels			
	Level 1	Level 2	Level 3	Level 4
Assessing CTA, FSC, and local systems and terminals to receive and display expanded and new fields (with or without images)	X	X	X	X
Feasibility of upgrading current CTA and FSC systems	X	X	X	X
Integration required to use the FBI-developed Workstation Segment or other stationary end-user devices	X	X	X	X
Telecommunications needs (protocol) to support *images* and/or *file transfer*	X	X	X	X
Telecommunications needs (bandwidth and infrastructure) of new *text* capabilities to stationary devices (*non-RF*)	X	X	X	X
Telecommunications needs (bandwidth and infrastructure) of new *text* messages to mobile units (*RF*)		X	X	X
Telecommunications needs (bandwidth and infrastructure) of new *image* capabilities to stationary devices (*non-RF*)			X	X
Telecommunications needs (bandwidth and infrastructure) of new *image* messages to mobile units (*RF*)				X
Integration required to use the FBI-developed Patrol Car Segment or other mobile imaging units				X

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SECTION 6

SUMMARY

The *National Crime Information Center (NCIC) 2000 User Planning Guide* is intended to assist CTAs and FCSs with their transition from NCIC to NCIC 2000. It presents an overview of the new system's architecture and describes the new capabilities that that architecture supports. This newly developed system offers numerous benefits to its users and those benefits are not only summarized in this document, but provide justification for agencies' systems upgrades. The guide also describes the four levels at which an agency may offer NCIC 2000 services and outlines what type of training might be anticipated in changing to the new system.

It is important, in view of the APB mandate, that CTAs, FSCs, and users begin planning now for any system modification, development, and/or acquisition they need.

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GLOSSARY

APB	Advisory Policy Board
CPIC	Canadian Police Information Center
CTA	Control Terminal Agency
FBI	Federal Bureau of Investigation
FSC	Federal Service Coordinator
IAFIS	Integrated Automated Fingerprint Identification System
IDAS	Identification Automated System
III	Interstate Identification Index
INTERPOL	International Criminal Police Organization
NCIC	National Crime Information Center
NCIC 2000	National Crime Information Center 2000
NLETS	National Law Enforcement Telecommunications System
NYSIIS	New York State Identification and Intelligence System
ORI	Originating Agency Identifier
RCMP	Royal Canadian Mounted Police
RF	Radio Frequency
SENTRY	Federal Corrections System
UCR	Uniform Crime Report