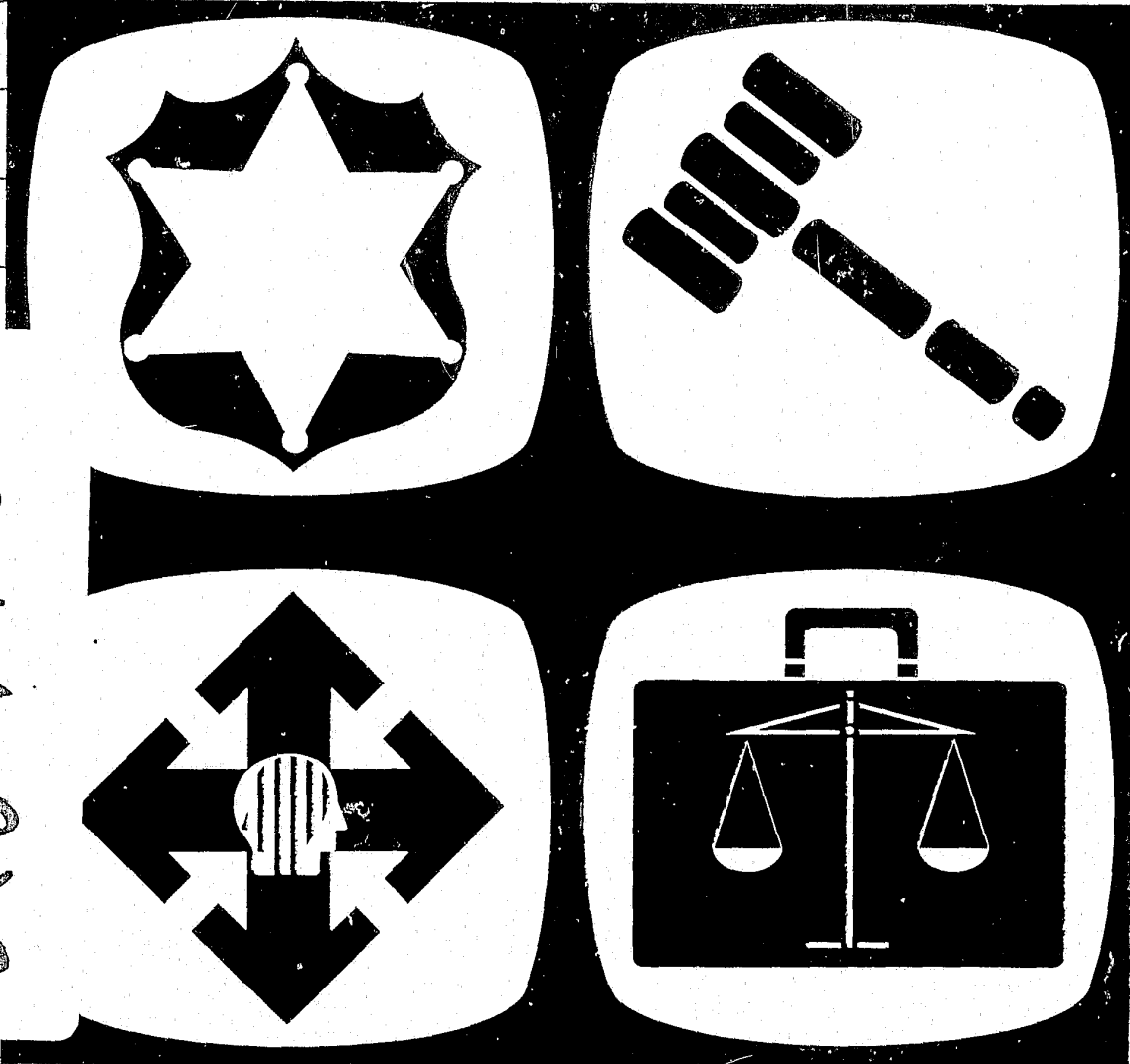```
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00032C 4710 04E6   004F6
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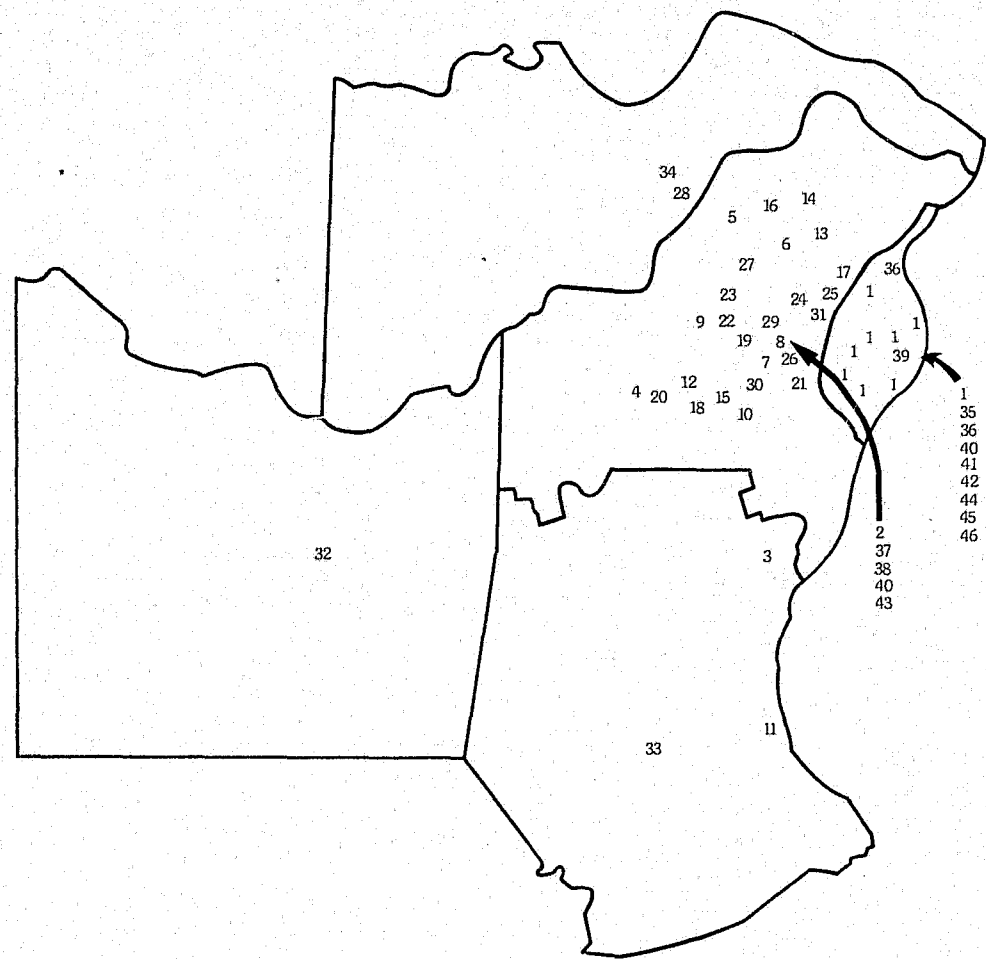
# REJIS

## Annual Report 1974

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000342 5800 C188        01188
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000354 D701 C17A C17A 0117A
00035A 9200 C61C        0161C
00035E D701 C17E C17E 0117E
000364 D701 C182 C182 01182
00036A 94BF 0174        00174
```

REJIS terminals:

1. St. Louis Metropolitan Police Department (30*)
2. St. Louis County Police Department (10*)

Municipal police departments:
3. Arnold
4. Ballwin
5. Bridgeton
6. Berkeley
7. Brentwood
8. Clayton
9. Creve Coeur
10. Crestwood
11. Crystal City
12. Des Peres
13. Ferguson
14. Florissant
15. Glendale
16. Hazelwood .
17. Jennings
18. Kirkwood
19. Ladue
20. Manchester
21. Maplewood
22. Olivette
23. Overland
24. Pagedale
25. Pine Lawn
26. Richmond Heights
27. St. Ann
28. St. Charles
29. University City
30. Webster Groves
31. Wellston

Sheriffs:
32. Franklin County
33. Jefferson County
34. St. Charles County
35. City of St. Louis

Correctional agencies:
36. St. Louis Department of Welfare (3)
    City Jail
    Medium Security Institution
    Probation and Parole Office
37. St. Louis County Department of Welfare
    County Jail
    Adult Correctional Institution
    Probation and Parole Office

Courts:
38. Juvenile Court, 21st Judicial Circuit (11)
39. Juvenile Court, 22nd Judicial Circuit (9)
40. Regional Court Information System project, 21st and 22nd Judicial Circuits (2**)
41. St. Louis City Courts (2)
42. St. Louis Court of Criminal Correction

Prosecutors:
43. St. Louis County Prosecuting Attorney
44. Circuit Attorney, 22nd Judicial Circuit (2)

Other categories:
45. Federal Bureau of Investigation, St. Louis office
46. Impact Evaluation Unit, St. Louis Commission on Crime and Law Enforcement
 * Includes one remote job entry device (RJE)
 ** Includes two RJEs

President:
Edward F. Tripp
Director of Welfare, City of St. Louis

Vice President:
Gus O. Nations
Chairman, St. Louis County Board of Police Commissioners

Secretary-Treasurer:
Carl Gaertner
Assistant Chief Judge, 22nd Judicial Circuit (City of St. Louis)

Directors:
Franklin Ferriss
Judge, 21st Judicial Circuit (St. Louis County)

Otto G. Heinecke
Executive Director, St. Louis Commission on Crime and Law Enforcement

William J. Hennessey Jr.
Director of Welfare, St. Louis County

Edward J. Walsh Jr.
Vice President, St. Louis Board of Police Commissioners

General Manager:
Alan A. Hamilton

Legal Counsel:
Martin Schiff Jr.

Foreword

In 1973 the City of St. Louis in cooperation with St. Louis County committed itself to the establishment of a new regional organization -- the Regional Justice Information System (REJIS) -- to assume the operations of the St. Louis Metropolitan Police Department computer and expand its utilization for the establishment of a comprehensive metropolitan criminal justice information system.

One of our concerns was to accomplish the most efficient expenditure of the funds available to the City. Through a joint effort with St. Louis County, we have been able to realize a more economical system. However, we are equally concerned that we improve our ability to provide effective law enforcement and a coordinated criminal justice system within the City. The criminal justice system is fragmented by a historic tradition between municipal, county, and state structures, and as a City we are fully aware that we cannot effectively provide a law enforcement system unless we are in total coordination with the other criminal justice agencies of our metropolitan area. REJIS was designed to provide the first major step in this coordination through the provision of information needed by all.

REJIS, while still in its developmental stage, has proved that it can open up new and more efficient methods of the establishment of an effective criminal justice system. I congratulate the Board of Directors of REJIS and their hard work in making a concept into a reality.

John H. Poelker
Mayor,
City of St. Louis

As an early supporter and co-organizer of REJIS, the St. Louis County government has moved from one of the larger police users to a major participant in all aspects of REJIS.

The regional benefits generated by REJIS convinced our County Council that financial support of our municipal police usage of REJIS is a county-wide program responsibility.

Within our own Government Center, the St. Louis County Police Department is making giant strides in the use of REJIS for direct data entry, management reporting, and statistical analysis of crime in all jurisdictions within the County. The Prosecuting Attorney's Office was the first in this area to use REJIS. Our Department of Welfare is in the vanguard of regional computerized record processing to serve the new Intake Service Center, the two custodial facilities, probation and parole. The 21st Judicial Circuit is equally involved in a complete computerization of case record flow.

As the "nerve system of criminal justice," REJIS has come to County Government at the right moment. Through modern technology, we can deal more efficiently and sensitively with social burdens that overwhelm old-fashioned methods. In these times of high budgeting, the economics of a shared regional approach is the only cost-effective method of meeting these responsibilities.

Gene W. McNary
Supervisor,
St. Louis County

President's message

Edward F. Tripp

REJIS accomplished three transitions successfully in 1974:

-- On January 1, from a skeleton project staff to formal operation and control of a regional criminal justice computer at the St. Louis Police Department.

-- On July 22, from a two-site administrative/computer operation to a single functioning organization united at 1017 Olive Street.

-- Last fall, from an operation heavily subsidized by the St. Louis police, St. Louis County government, and the Law Enforcement Assistance Administration, to a user-financed, self-sustaining agency.

We started from scratch in evolving from police computer to regional agency. By organizing as a separate agency serving all sectors of criminal justice, REJIS stepped outside tradition. This bold new idea demanded experimental yet workable arrangements for funding, user relations, data security, staffing, equipment needs, user training and where to expand applications.

Apparently we have succeeded as eight user agencies joined REJIS during this formative year, and none dropped out. Four of the computerized law enforcement files are now regionally-shared data bases, where they once were St. Louis Metropolitan Police systems. Corrections agencies in the city of St. Louis and St. Louis County are involved in and actively working toward the development of a joint on-line record-processing system, funded through grants obtained by the St. Louis Commission on Crime and Law Enforcement and the County. A constructive partnership has emerged between REJIS and the 21st and 22nd Judicial Circuit (St. Louis County and City) Data Processing projects. The respect and realism apparent in planning the Courts' involvement brought REJIS two distinctions.

REJIS is the only non-court agency designated by the Supreme Court of Missouri as part of the statewide court computer system.

Above all, REJIS stands today as the only regional criminal justice computer network in the U.S. that shares control among all phases of criminal justice; that exists as a separate user-supported agency, not subordinate to any one user; that allows equal opportunity for computer assistance to all its 200-plus "clients."

It is important to remember that the successful development of our computer network is based on nearly 10 years of work by the St. Louis Metropolitan Police Department, phasing into the 18-month-old REJIS organization. The St. Louis Police received the thanks of the entire state and regional criminal justice community at a Tenth Anniversary celebration in January, shortly after this reporting period.

The evolution from police computer to REJIS was made possible largely by Region 5 of the Missouri Council on Criminal Justice, through its consensus-building role in this region's criminal justice community and its vital planning and grant function.

The U.S. Law Enforcement Assistance Administration, which started the state-regional planning effort that created REJIS, has been with us every step of the way. LEAA has consistently answered our grant requests generously -- paying for organizational development and now for the computer itself.

The lack of discord among user jurisdiction, the clean operational record, certainly indicates an all-time high in regional cooperation among city and suburbs.

The value of regional government's input and cooperation has been the cornerstone in the successful debut of REJIS along with the wonderful support given by the administrators of the St. Louis city government, Past Major A.J. Cervantes and present Mayor John Poelker, and St. Louis County retired Supervisor Lawrence Roos and present Supervisor McNary.

Special recognition and honors are extended to those who have served and left the Board: Gen. Raymond F. McNally our founding president and current vice-chairman of the St. Louis County Board of Police Commissioners; Robert Rollins, our founding Secretary-Treasurer and former St. Louis County Director of Administration; Lewis O. Collins, Clerk of the St. Louis City Courts; and Henry Rathert, former director of the St. Louis Commission on Crime and Law Enforcement.

Those who joined the Board in 1974 bring to REJIS their impressive backgrounds in criminal justice: Otto Heinecke, director of the St. Louis Commission on Crime and Law Enforcement; Col. Gus O. Nations, president of the St. Louis County Board of Police Commissioners; William Hennessey, St. Louis County Commissioner of Welfare and Judge Carl Gaertner, assistant chief judge of the 22nd Circuit Court.

Because of the wide-spread commitment to shared criminal justice data bases and facilities among our metropolitan jurisdictions, the role of the REJIS Board as well as that of its President, has been chiefly that of coordination rather than directing or leading the active interest of participating agencies.

From police headquarters to REJIS
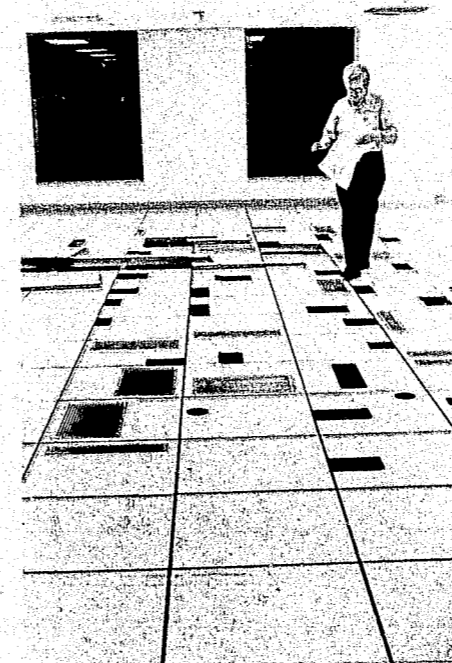
1. **Before starting move from third floor of St. Louis police headquarters, problems are discussed by (from left) Ernie Brockelmeyer, REJIS technical planning manager; engineers from Control Data Corp.; REJIS operator Jack Wisecarver and Director of Operations Leroy Cornish.**

2. **Computer supervisor Mel Lindley removes disk pack for the trip.**

3. **Moving vans start the delicate five-block journey.**

4. **Before installation at 1017 Olive, IBM's Darrell Kratzer checks computer floor for tape drive connections.**

5. **Pausing to view new computer center at 1017 Olive are (from left) former operations director Dick Missavage; General Manager Alan Hamilton; Cornish; Systems Development Manager Phil Gaffney; senior programmer Fred Blank; Operators Art McCreary and Wayne Cagle.**

Development & User Services

The Development and User Services Division was created in March with two purposes: as an intermediary with users of all categories and sizes on operating procedures, training, needed applications, and costs: and to work with agencies interested in joining the system for the first time.

Division staff as of Dec. 31 included the director, a training officer, assistant trainer and secretary.

The division's first priority was training users in the concept of regionally-shared data bases. After the on-line law enforcement files originated for the St. Louis police were regionalized, REJIS began to instruct department administrators, terminal operators and field officers in getting the most benefit from the REJIS system.

In July, the division offered seminars and on-site training on the field interview report (FIR) system. Originated by St. Louis police, these reports describe individuals found in potential crime situations. Through the incomplete descriptions of crime witnesses, information from FIRs often produces a web of associates who can be questioned about a crime.

In the fall, a one-week terminal operator basic training course was prepared, to start in 1975. Plans were also made for the follow-up advanced operator course. These intensive courses were developed between requested on-site short courses at new user agencies.

During 1974, eight additional agencies joined the system, bringing the agency total to 46. These were part of an increase of 11 cathode ray tube (CRT) terminals and two remote job entry (RJE) devices, bringing the REJIS total at the end of 1974 to 91 CRT terminals and four RJE devices.

Additions during 1974 were (one CRT and printer unless noted otherwise):

New agency users:
St. Louis County Prosecuting Attorney
Arnold Police Department
Crestwood Police Department
Pagedale Police Department
St. Louis City Courts (2 CRTs)
St. Louis Court of Criminal Correction
Sheriff, City of St. Louis
Department of Welfare, City of St. Louis
  City Jail
  Medium Security Institution
Clerk for Criminal Causes, 22nd Judicial Circuit (RJE)
Previous users, additional terminals:
St. Louis County Police Department Records Division
Juvenile Court, 21st Judicial Circuit
St. Louis Metropolitan Police Department (RJE)

These additions marked the entry into REJIS of adult trial courts, correctional agencies and prosecutors' offices. Also, the doubling of RJE devices from two to four indicated the beginning of sharp growth in batch jobs (print-out reports, lists and analysis).

To keep down time to a minimum, REJIS had Control Data Corp. completely overhaul every REJIS terminal in August. Since then, trouble calls have decreased, especially "no trouble found" calls with recurring malfunctions.

As an aid to user agencies, REJIS continued to function as central purchaser for printer paper and FIR booklets. REJIS also
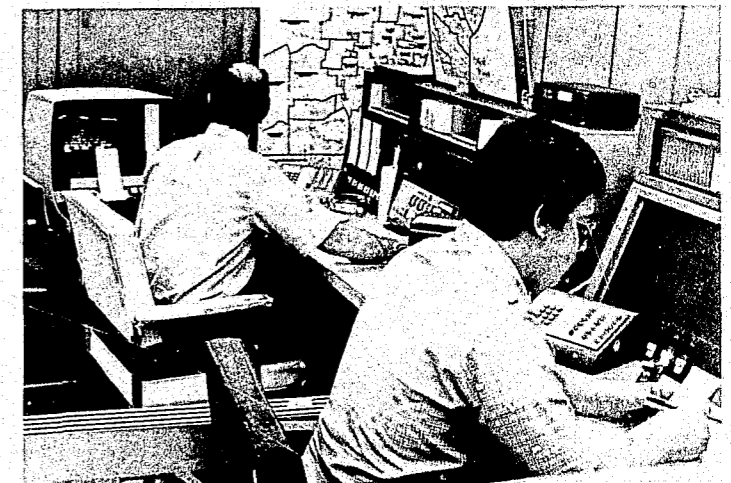

Teleprocessing network must serve variety of operations, such as St. Louis County Police records division.
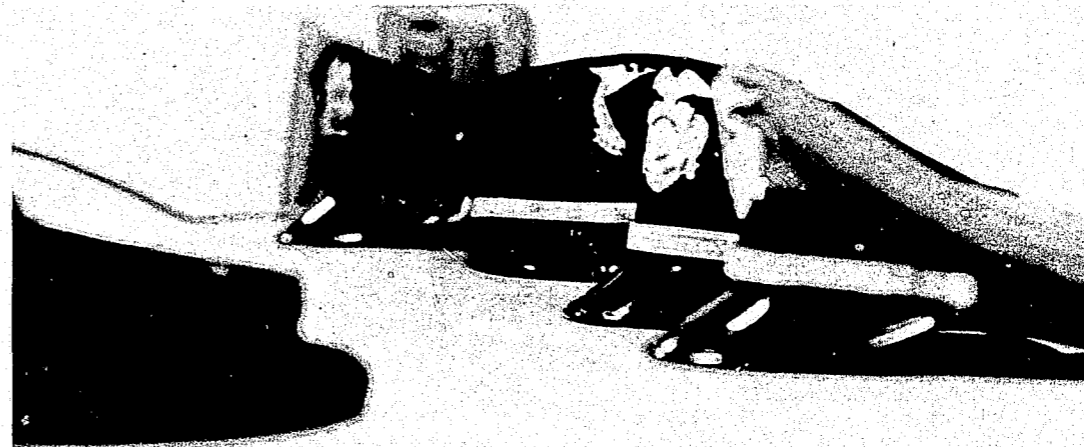
Above: Cross-section of police commanders attend coordinator meetings.

Right: Multiple demands on dispatcher, such as St. Louis County Police, affect terminal training and maintenance.

Below: Coordinator meetings stress question-answer problem solving.

arranged for service and billing on the restricted telephone lines connecting user terminals to the computer.

User Services asked each user agency to appoint a REJIS Coordinator as a communication link between REJIS operations and the agency administrator. Coordinators meet quarterly to discuss problems and hear changes.

In late October, User Services developed an explanatory package on the new usage-based cost allocation formula. Visits to all agencies by REJIS staff were coordinated through User Services. Nearly unanimous support was extended by the law enforcement officials.

Work continued on a management information system available to smaller departments. This package produces reports on department workload and crime trends. Funded by the former Missouri Law Enforcement Assistance Council, the MIS will be testing in Bridgeton, University City, Ferguson and Webster Groves.

Helping to plan the future expansion of REJIS services to new agencies and new uses, the division has focused on management reports for smaller departments along with a distributive concept of intelligent terminals or minicomputers that can work in partnership with the regional files at the central computer.

The division is directed by Joseph W. Larimore, with John Watson as training officer.

The terminal overhaul, as well as other technical aspects of user relations, was delegated to the administrator of Teleprocessing services, a job created in August. At year's end this position, held by Kenneth Gassei, was transferred to the Operations Division.

Finance & Administration

During 1974, the Finance & Administration Division developed initial fiscal and personnel policies; prepared the 1975 budget; administered grants; recruiting an experienced technical and administrative staff; arranged for and supervised the moving of computer equipment and employees to a new location in the 1017 Olive Building.

The year began with a transfer of 40 employees from the St. Louis Metropolitan Police Department to the REJIS payroll. These 40 employees remained at the Police Department while REJIS staff and Board of Directors explored new sites, and finally selected two floors in the 1017 Olive Building in the city of St. Louis.

A contemporary-design office layout system was designed to accommodate the variety of work functions involved at REJIS. The computer floor had to be raised to permit better air circulation, additional air conditioning had to be provided, and telephone circuits linking the computer with the more than 70 REJIS users had to be duplicated and ready to be hooked up to the computer as soon as it was in place. A new telephone system was designed and installed by Southwestern Bell and was ready by July 19, 1974. On that day, at 5 p.m., the move began and by 6 p.m., Sunday, June 21, REJIS was again operational.

Personnel growth:

November 1973: 10 employees
January 1974: 51 employees
December 1974: 67 employees

REJIS organization chart
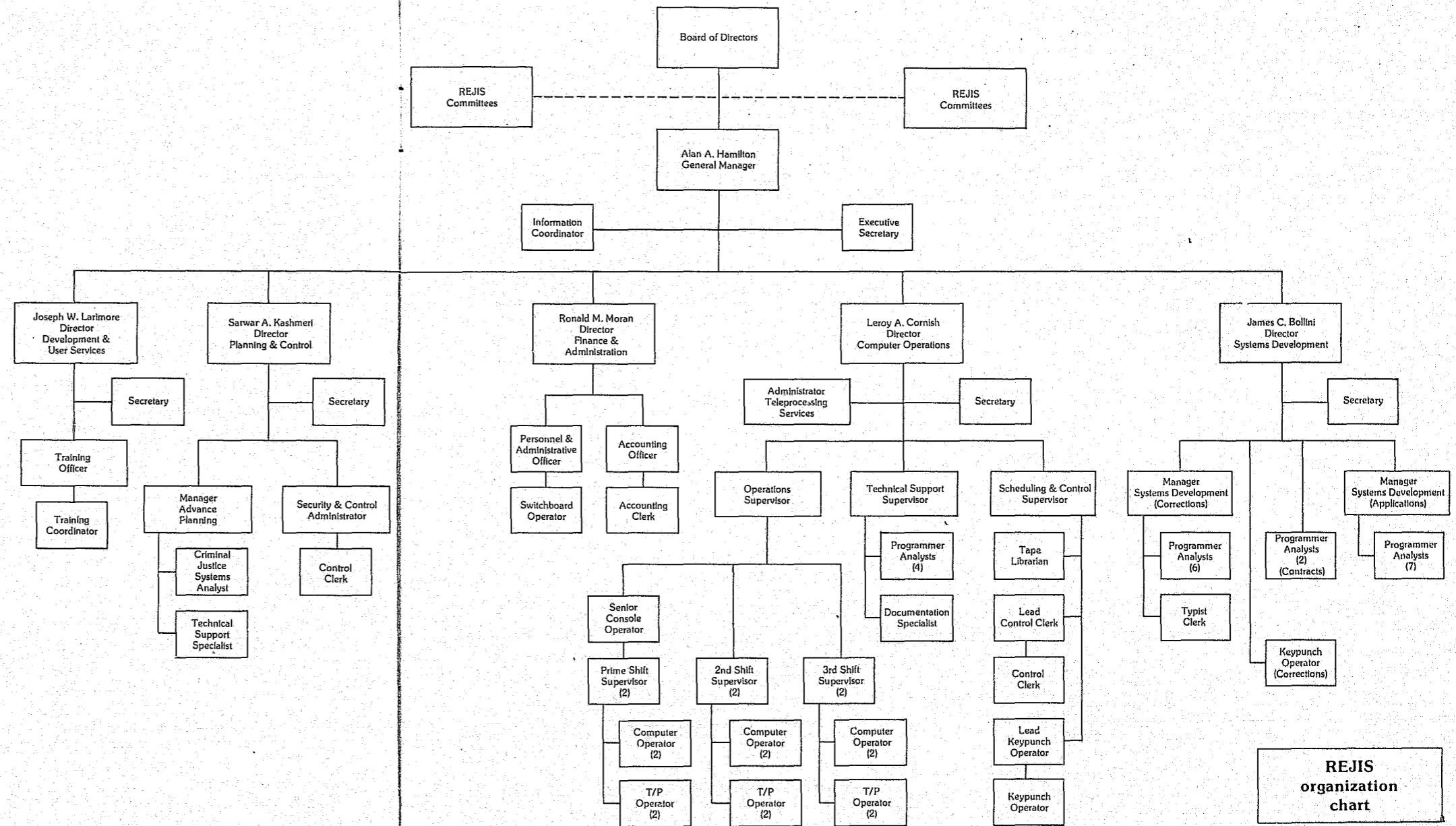
Financial statement

According to REJIS's public accounting firm, the financial statements present fairly the assets, liabilities and fund balance and fixed assets of REJIS at December 31, 1974.

REJIS's fiscal period is the calendar year. 1974 represented REJIS's first full fiscal year of operation.

The "1974 Revenues for REJIS Operating Budget" depicts the contracts, grants and miscellaneous revenue secured to fund the agency's operation. The "Cost of Operation by Cost Category" illustrates the breakdown of expenditures according to major expense categories.

In addition, REJIS obtained small grants and contracts for specialized services to specific users. The remaining financial charts present the revenues and expenditures relating to those specialized grants and contracts.

Statement of Changes in Fund Balance

	Year ended Dec. 31, 1974
Revenues:	
Project or operating funds	$1,941,381.00
Cash match	91,113.00
	$2,032,494.00
Expenditures:	
Personnel	848,238.00
Consultants and contract services	104,100.00
Training and travel	10,747.00
Supplies and operating expenses	180,155.00
Equipment	751,392.00
	$1,894,632.00
Excess of Revenue Over Expenditures:	137,862.00
Fund Balance at Beginning of Period:	130,151.00
Fund Balance at End of Period:	$ 268,013.00

## Statement of Fixed Assets

	Dec. 31, 1974
Fixed Assets — at cost:	
Data processing equipment	$1,939,992.00
Furniture, fixtures and equipment	100,493.00
Less amount owed under installment purchase agreements	693,200.00
	$1,347,285.00

Source of Investments in Fixed Assets:

|	
Missouri Council on Criminal Justice Region 5 Grant Funds (including amounts acquired before October 16, 1973)	$1,164,687.00
Other contract or grant funds	102,996.00
Transfers from St. Louis Police Department	77,285.00
Agency funds	2,317.00
	$1,347,285.00

1974 Revenues
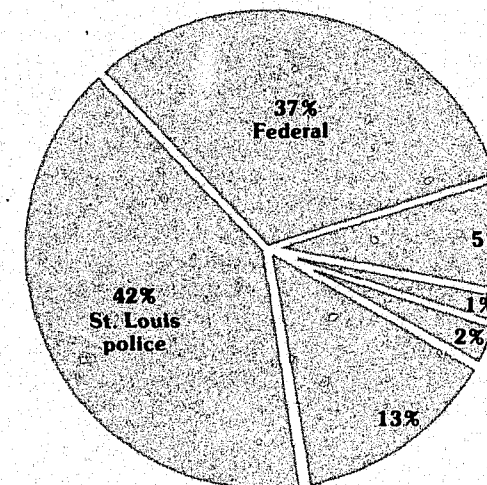
	Source by Contract or Grant	Amount
5%	Beginning Balance	$ 109,589.00
37%	Federal Share	715,428.00
42%	St. Louis Metropolitan Police Department	828,919.00
13%	St. Louis County Government (Police and Juvenile Court)	259,539.00
2%	City Juvenile	35,500.00
1%	Miscellaneous Income	5,836.00
		$ 1,954,811.00

1974 Revenues – Other Federal Grant Projects And Contracts
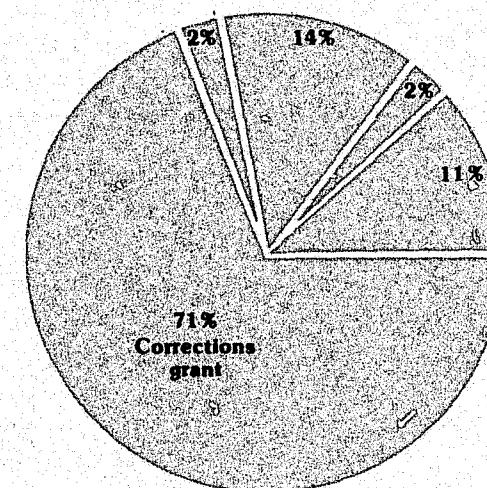
	Source	Amount
71%	Beginning Balance—Correction Grant	$ 20,562.00
	Corrections Grant	127,535.00
11%	Detention Facility Grant	22,100.00
14%	County Juvenile Court Contracts	29,740.00
2%	22nd Circuit Court Contract	4,202.00
2%	Municipal Court Contract	3,695.00
		$ 207,834.00

Cost of Operations by Cost Category
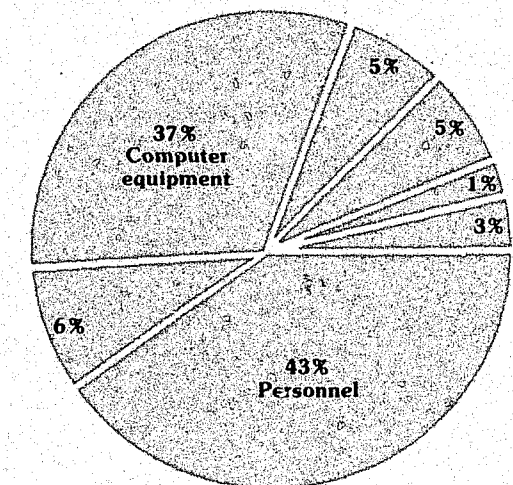
43%	Personnel	$ 728,840.00
3%	Contractual and Consultants	54,081.00
1%	Training and Travel	9,543.00
5%	Supplies and Operating— General and Administrative	85,517.00
5%	Supplies and Operating— Computer Operations	89,844.00
37%	Equipment—Computer	640,312.00
6%	Equipment—Other	99,997.00
		$ 1,708,134.00

Cost of Operations by Cost Category Federal Grants and Contracts
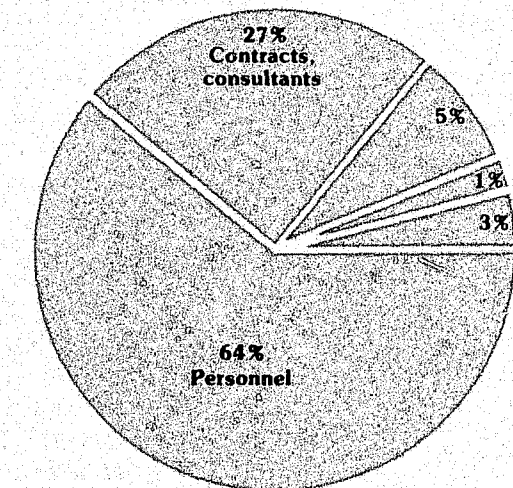
64%	Personnel	$ 119,398.00
27%	Contractual and Consultants	50,019.00
1%	Training, Travel, Meetings	1,204.00
3%	Supplies and Operating	4,794.00
5%	Equipment	11,083.00
		$ 186,498.00

Systems Development

The Systems Development Division is the second largest at REJIS. Among its 12 employees as of Dec. 31, 1974, all but two were computer systems analysts and programmer-analysts. Their responsibility is to translate the information flow at criminal justice agencies into a computer process for simple use through agency terminals.

In doing this, Systems Development staff work closely with user agencies to chart each step in their record processing. Then a step-by-step computer system is designed to anticipate everything that could happen to a case. Finally, programs are written to allow an agency terminal to enter records into the system, for the computer to recognize what it's getting and automatically do the right procedure. Each step may require several programs, working invisibly inside the computer.

Until the computer center was moved on July 21, the Systems Development Division was almost completely absorbed with converting the remaining systems from a 10-year-old small-capacity computer to the current IBM 370 155-II system. This conversion, underway since 1972, had to be completed to allow a simpler and more economical move of just one system.

Conversion of the personnel system, for up-to-the-minute administrative reports on payroll, fringe benefit usage, attendance for duty, etc. was completed in late February.

The field interview report (FIR) system was ready for 370 operation in early March. The complex arrest and booking system was finished and put onto the 370 in mid-June.

These law enforcement systems had been developed by the St. Louis police. All except the arrest and booking system were adapted for regional use as part of the 370 conversion.

New development begun prior to the move included completion of the business contact file at the start of the year, and complete revision of the purge operation. Business contact, a regional file, allows law officers to instantly contact the person responsible for a business involved in a fire, break-in or other emergency. The purge system automatically reviews FIR, wanted/missing persons, and vehicle records after a given interval to eliminate outdated records.

Also during the first half of 1974, the corrections information system project was assigned to Systems Development to assemble a staff and start systems design.

Custodial facilities, probation and parole offices must deal with a constantly-changing group of accused or sentenced persons coming from, or going to, a variety of courts and law enforcement agencies. St. Louis and St. Louis county have a greater correctional load than anywhere in the state. They require quick and consistent transfer of personnel records, notification when some-

one in custody is to be freed, sent to court, etc. and frequently-updated reports on individuals under custody. REJIS on-line record entry/retrieval and printout reports will answer these needs.

The project is a joint effort of St. Louis City and County agencies to develop a totally new, uniform system that both correctional jurisdictions use in common.

The concept for the regional corrections system was written in 1973 through a consulting firm contract supported by a grant from the Missouri Law Enforcement Assistance Council. The 1974 staffing and design was supported by a Phase II grant of $150,000 from MLEAC (now the Missouri Council on Criminal Justice).

The system design work for corrections fell behind schedule in 1974. This reflected slow recruiting of experienced systems analysts, a highly competitive field; extension of the project to regionalizing the arrest and booking system, to supply needed information; and time needed to maintain liaison and consensus with the several offices cooperating in development.

In December, information requirements were published for the custodial, probation and parole agencies, and also for the regional arrest and booking system. Additional grants of $180,000 and $104,000 from the U.S. High Impact Crime Prevention Program have been obtained through the St. Louis Commission on Crime and Law Enforcement to complete the system. The system is due for completion at the original deadline of December 1975, except for the "tracking system" which automatically shares needed records. This will be implemented in early 1976.

After the computer center was moved in July, nearly all the systems development analysts were diverted to temporary high-priority projects. Conversion of the computer operating system was the main factor restricting system development, with eight programmer-analysts assigned to various parts of the OS conversion.

In the last quarter, the remaining Systems Development staff were able to start work on regionalizing the on-line incident report file developed by St. Louis police; reporting on the feasibility of establishing a new stolen/missing bicycle file for this area; and programming selective access to files following formal review of a new user's needs.

Systems Development also has one programmer under contract to the St. Louis County Juvenile Courts and another supported by a contract with the St. Louis City Courts. The second project will ultimately speed up and reinforce the accuracy of the city's massive traffic citation, bench warrant and court docket volume.

The original Director of Systems Development was Leroy Cornish, who was named Director of Operations in August. Under the director are two systems development managers, Philip M. Gaffney and David Duke (corrections project). Gaffney was Acting Director beginning in August. After this reporting period, James C. Bollini was hired as director.

Above: Reference manuals are a programmer's road map of the computer system.

Right: The original punched cards used to launch a system operation remain as documentation for "debugging" or alteration.
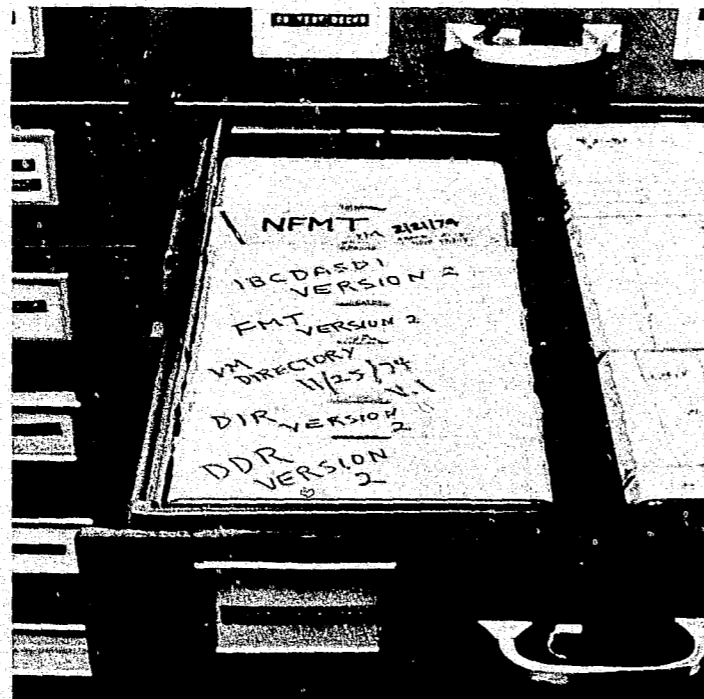

Above: Key-punched cards are programmer's input to computer.

Below: Automation of record flow for corrections agencies is major systems development effort.

Operations

The Operations Division is the largest in REJIS. It encompasses operation of the computer center; administration of the technical network; programming maintenance and development needed to keep the system running at peak efficiency; production of user batch jobs; production and distribution of computer usage statistics; a tape library and card-punch services.

Regional on-line files and systems operated through the REJIS computer are listed in Table One. The St. Louis police and Juvenile Courts have other separate on-line files. Growth in total on-line transactions is shown in Table Two.

During 1974, the REJIS system grew into one of the most complex installations in this area run by a single CPU (central processor unit). This involved a steadily-growing law enforcement teleprocessing system with correspondingly more detailed software; the transfer of the major on-line files from an outmoded computer; and the need to simultaneously support teleprocessing, rapidly-increasing batch production, and tests of programs being converted to a new operating system.

In supporting these multiple demands, the REJIS computer center runs around the clock 365 days a year with minimal time for scheduled maintenance and testing.

Throughout these constant challenges to system operations, the computer staff maintained a standard of performance considered exemplary even for stable systems with surplus capacity. REJIS technical support staff were able to fine-tune the law enforcement systems and support testing and addition of dozens of new programs without degrading system availability. The Operations Division record for 1974 appears to be a precedent for maintaining continuous operation while successfully completing so many technical changes.

Until July 19, physical facilities of the Operations Division consisted of the former St. Louis police computer center on the third floor of police headquarters. On July 19-20, all equipment was relocated at 1017 Olive St. five blocks away.

Before the move, the highest Operations priority was completing the conversion of all on-line applications from the original, 10-year-old IBM 7040 computer to the current IBM 370/155-II machine. The St. Louis police personnel system conversion was completed by early March, the Field Investigation Report (FIR) file by mid-March and the arrest-booking system by July 15.

To clear the 7040 before the move, programmers were forced to delay the operating system conversion from DOS (disk operating system) to OS/VS-1, for which plans had begun in mid-1973.

The OS conversion remained behind schedule because of problems with the supervisor program, VM. This IBM system, which allows a computer to run as four simulated or "virtual" machines, was installed to handle the simultaneous demands of teleprocessing, batch production, and program testing. However, in handling the REJIS load, VM uses about 20 percent of the computer for its own operation.

Following the move, OS program testing began. This created competition for computer time. Throughout the OS conversion, the Operations Division had to simultaneously insure quick response on teleprocessing inquiries and minimize backlogs and turn-around time on batch production and program testing.

User demand for batch production (print-out lists, reports, statistical analysis and graphics) rose sharply in the second half. Remote job entry (RJE) terminals were installed by the St. Louis City and County police departments and the circuit courts, allowing large jobs with short deadlines to be imposed on the computer without constraint. In Table Three the increased batch demand is hidden by the 7040-370 conversion tests in the first half. Batch programs kept on tape increased from 1,988 at the end of 1973 to 2,439 at the end of 1974.

Maintaining system performance had another post-move obstacle -- keeping the machinery cool. After monitoring revealed temperature variance of more than 20 degrees, an automatic temperature control was replaced by a controllable manual system.

Hardware additions during 1974 consisted of a fourth selector channel for the CPU, a second IBM 3830 disk controller, two more IBM 3330-1 disk drives (for a total of 11 with 22 spindles) and two more 3420-7 tape drives (for a total of 8).

Software (supervisor program) problems, other than VM, involved ALERT, the law enforcement teleprocessing system; and occasional loss of backlogged batch jobs. ALERT has become highly intricate because of steadily increasing transactions and added programs to selectively connect more terminals to more files.

A top-priority diagnosis and stability effort launched in November identified the source of most system problems, and pointed to the ultimate solution of the batch job-OS testing overload.

The current Director of Operations, Leroy A. Cornish, was director of Systems Development until he replaced Richard A. Missavage in Operations in mid-August.

A new structure for the division, with three department supervisors under the Director, was accepted at year's end after a study by Touche Ross & Co.

In December, administration of teleprocessing services was placed under the Operations Division. Most of the Division's employees were at the St. Louis police computer center until January 1, 1974. At the end of 1974, the Operations Division had 31 employees.

Above: Console of IBM 370/155 shows operator how jobs are progressing in machine.

1. Relative volume of files and types of inquiry

Number of records on file Dec. 30, 1974		1974 total, each type of inquiry *	
Recent adult arrests	280,281	Vehicle license registration	625,750
Local criminal identification	85,455	Name (wanted, criminal record)	522,855
Wanted/Missing persons	31,960	Operator license	206,595
Stolen vehicles	26,776	Reference number	164,457
Field interview reports	85,435	Vehicle serial number	69,017
Business contact	14,909	* Top five of 31 categories	

Total inquiries for 1974: **2,028,463**

Total records on file: **468,698**

2. Teleprocessing Transactions, Monthly Volume

	Dec. 73	June 74	Dec 74	% change
Inquiries	126,128	161,014	196,964	+ 56.2
Entries	11,452	33,991	37,716	+229.3
Updates	9,529	41,107	56,705	+495.1
Dept. of Revenue license checks (vehicle, operator)	91,503	94,982	99,982	+ 9.3
ALECS Inquiries	------	1,554	1,472	
NCIC Inquiries	31,116	37,982	40,342	+ 29.7
Entries	796	1,164	1,346	+ 69.1
MULES Inquiries	71,526	82,099	90,584	+ 26.6
Entries	5,497	6,605	7,112	+ 29.4
Messages Sent	35,323	37,733	27,008	− 23.6
Received	39,775	42,396	31,197	− 21.6
Total transactions for month	508,947	588,009	657,729	+ 29.2

Total transactions for year: **6,772,142**

3. Volume of batch jobs, 1974 **

	Dec. 73 *	Mar 74 *	Jul 74 *	Sep 74	Dec 74
REJIS	4,067	4,754	3,487	2,874	2,891
St. Louis Metropolitan Police Dept.	3,770	4,268	3,869	3,414	4,101
Juvenile Courts	449	474	391	592	385
St. Louis Co. Police Dept.	357	711	303	438	657
Circuit Courts	---	---	---	---	194
St. Louis City Courts	---	---	---	---	274
Monthly total	8,653	10,225	8,050	7,347	8,713

* Does not include jobs run on 7040 computer

** Does not include OS testing

Planning & Control

The division, unique in criminal justice computer organizations, has three responsibilities: (1) Planning new applications, equipment and personnel needs, and relations with local government and the state criminal justice system; (2) Monitoring the progress of projects undertaken by the REJIS staff, to insure priority use of time and avoid conflicts; and (3) Recommending and administering security measures to insure confidentiality of records and uninterrupted operation.

At the end of 1974 the division numbered seven employees. These include a manager of advanced technical planning; security and project control administrator; computer statistics specialist, and a criminal justice planner.

Planning and Control also has been responsible for several improvements in the decision-making and administrative structure of REJIS. At the beginning of the year, the Management Advisory Committee (MAC) was initiated. This committee, chaired by the Director of Planning & Control with other staff directors as members, reviews progress on current projects and decides how to allocate agency resources to eliminate bottlenecks.

In June, the Law Enforcement Policy Advisory Committee (LEPAC) was formed. Chaired by Franklin County Sheriff Donald E. Schroeder, this 7 person committee represents the St.

Louis and St. Louis county police, suburban municipalities and county sheriffs. LEPAC is empowered to recommend policy to the REJIS Board on new systems to be developed for law enforcement, access to shared law enforcement files; and other major issues involving law enforcement. To maintain strict criminal justice dedication of REJIS terminals and records stored in REJIS, LEPAC has taken a major role in drafting rules for data security.

The Long-Range Law Enforcement Information Systems Plan was begun in 1974 by the Planning & Control Division under the auspices of LEPAC, with the assistance of Touche Ross & Co. The plan identifies the information problems and needs of all types of law enforcement agencies in the region, and assigns priorities to computer projects for refining present services and develop new computerized uses. Approved after the end of 1974, the plan will begin implementation in late 1975.

The complicated two-part move of the REJIS computer and support staff to the 1017 Olive Building was coordinated by the Planning & Control Division, the computer center, and its staff recently transferred from the St. Louis police, had to be moved from police headquarters, 12th and Clark streets, and reassembled with minimal down time. The move was accomplished in 18 hours; two days had been allotted.

Launching plans for new computer uses by criminal justice agencies required expert review by REJIS staff. Here, police car terminal is described to group including Gen. Mgr. Alan Hamilton (right) and Director of Planning & Control S.A. Kashmeri (second right).

Left: Franklin Co. Sheriff Donald E. Schroeder was first chairman of Law Enforcement Policy Advisory Committee (LEPAC).

Top right: Confidentiality of personal records is continuously stressed in terminal operation and ...

Bottom right: ... with paper records or "hard copy."

Physical and operational security at the new site was a major accomplishment of the division. Precautions including operator-controlled admission, television monitors, automatic and manual-activated alarms, and shredding copies of test records. This physical security is believed to be among the strongest of any criminal justice computer center in the nation. Following the move, emphasis on security continued with indoctrination of employees, audit of paper-handling procedures and police background checks on new employees.

The other aspect of control is monitoring the progress and resources being used for major projects. One control technique is the Management Advisory Committee. The other is a standardized set of steps for developing new computer programs, developed by the division with the aid of Arthur Andersen & Co. management consultants and launched in the Systems Development Division. Step-by-step documentation as part of this methodology allows quick, accurate assessment of progress.

The division was involved in the initial planning for conversion of the computer operating system from DOS to OS/VS-1. The conversion shifted to the Operations Division in October for programming and testing.

Other technical studies were completed by the division on whether to buy or lease tape drives; and the feasibility of adding different types of terminals to the system. After achieving a major cost saving in 1973 by purchasing expanded memory circuitry from Memory Technology Inc., Planning and Control kept in close contact to insure successful maintenance and financial performance by the supplier.

The Director of Planning & Control assisted the General Manager in REJIS relations with other components of the Missouri Uniform Law Enforcement System (MULES) and with the National Crime Information Center (NCIC). The division director also has been REJIS liaison with court data processing and the developing Comprehensive Data Systems (CDS) statistical project for Missouri criminal justice.

The director was invited to present the concept and operation of REJIS at several national symposia on criminal justice information systems.

Sarwar A. Kashmeri is Director of Planning and Control. Ernie Brockelmeyer is Manager, Advanced Planning. Don Stuerke is Administrator, Control and Security.

super-speed
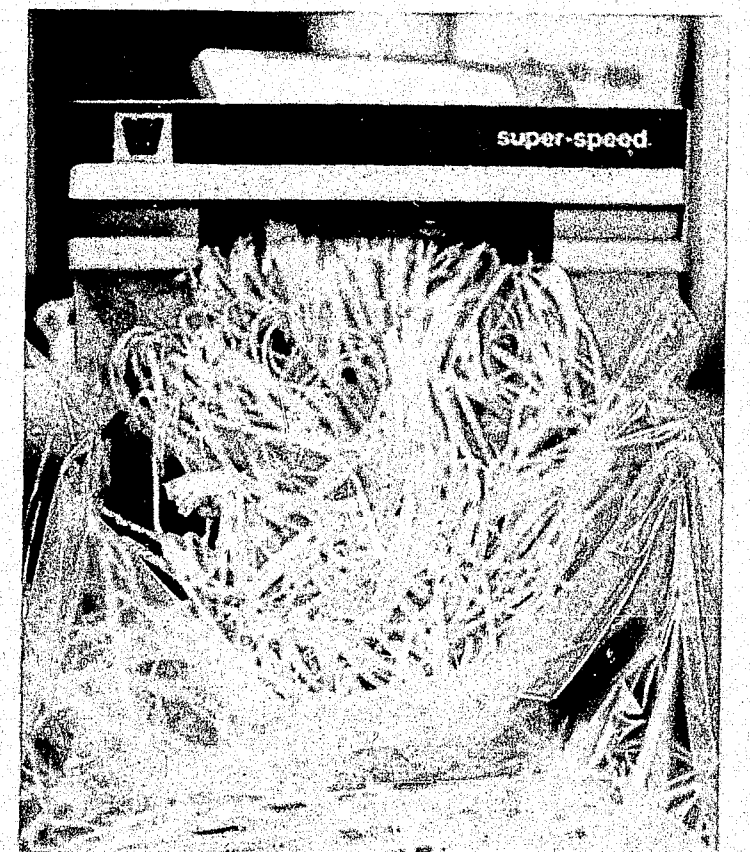
General Manager's report

Alan A. Hamilton

At the outset of 1974, the management and board of REJIS had about the same outlook as the first Apollo moon mission: Plans had been detailed to the fullest extent of the art, but would everything come off as planned? Would we get there in one piece?

Our assets on Jan. 1, 1974 were the nuts and bolts: the central computer system, the law enforcement teleprocessing network, a skeleton administrative and technical staff. In the 12 months since, we have been evolving management formulas on two levels.

First, of course, was the local internal challenge of adapting the Computer Section of the St. Louis Metropolitan Police Dept. into a new region-wide agency with a broadened orientation to all criminal justice agencies throughout five counties. Equally important was the external challenge of achieving a productive relationship with the traditional specialized justice information systems at the

state and national level.

Looking first at our internal transition, it appears that we have, indeed, made that first step on the moon. The level of service to both the on-line law enforcement terminal network and batch report operations has remained high and even improved, despite major shifts in personnel structure and greater load in volume and complexity.

User satisfaction and support was demonstrated, not only by eight new agencies joining the system, but by nearly unanimous acceptance of our usage-based cost allocation plan for 1975. No user left the system, and none curtailed usage to save money. Through their support, REJIS has become the first metropolitan criminal justice computer network with an ongoing, broad base of user-paid revenue instead of subsidy by the principal operator or the federal government.

Underlying these accomplishments, our projections for growth in volume, hard-

ware and personnel needs, finances and additional users have proved accurate. The money and faith committed by the city of St. Louis and St. Louis County have been rewarded with a stable, self-supporting new agency which is producing up to expectations.

Here are a few highlights of that developmental year:

Operations. Addition of on-line terminals in more criminal justice agencies -- primarily the outlying law enforcement agencies -- progressed as expected, along with transactions volume.

The sharp increases in batch reports required by major users, and the number of Remote Job Entry devices, underlined the need for a more positive scheduling and control function.

We have also discovered the problems in running a single multi-purpose computer at the limit of capacity around the clock. Sacrifices have been required in maintaining the existing on-line programs and hardware, as we are testing new programs.

With our single CPU (central processor unit), "up time" or system availability has become critical. The increased volume and applications of all criminal justice agencies in this area rely on one machine to operate continuously. We have been able to stay above the national standard of 90 percent availability. Without the back-up of a second CPU, maintaining or improving "up time" in the face of increased demand is a major challenge.

Equipment and facilities. Last July 21, REJIS became the first criminal justice computer in the U.S. to be moved out of a user agency to a separate location. This was essential to the concept of equal access and equal control for all agencies. The adjustment to remodeled quarters encountered some problems in temperature control and building management; remedies have been identified.

To improve the delivery and reliability of user terminals, REJIS in Fall 1974 began intensive contact with local Control Data Corp. sales and maintenance staff. Customer engineers for IBM and CDC have been equally vital in maintaining the unique computer configuration designed to accommodate Operating System conversion along with teleprocessing and batch work.

Personnel. Transfer of 39 employees from the police computer section to REJIS was accomplished without significant problems. Despite shifts in job responsibilities and supervision as the new organization was structured, job turnover has been low. Programmer-analyst recruiting, especially for senior positions, has sometimes gone slowly because of the great demand for experience in this specialty.

Finances. The auditor's statement is one of our most important management achievements. Without prior figures to project expenditures, and with totally different and vastly expanded personnel, operations and overhead at year's end compared to the point of planning, no account was exceeded and planned major expenditures had no deviations.

Our successful cost allocation formula, discussed with users in November, will provide some continuity in cash flow, although single payments in large blocks are still a fact of life. Basing each user's payment on cost of previous volume does not permit accumulation of capital reserves. The unexpected possibility late in 1974 of acquiring a surplus computer illustrates the desirability of having some money ahead.

User relations. The transition to a regional agency has entitled the non-police and outlying users to more attention than when the system was part of the city police. This will be doubly true as operating costs are shared by all users beginning in 1975.

The two areas of greatest need are monitoring user equipment problems -- down time, maintenance and supplies -- and training terminal users. Agencies do not get the full benefit from our computerized files if their operators get just the rudiments of operation.

Data Security. Perhaps the greatest social factor affecting criminal justice record processing is concern over confidentiality of personal records. Entrusted with the records of many agencies, REJIS is particularly sensitive to this.

Planning for data security, both at the 1017 Olive facility and at user terminals, has been a major effort in the Planning & Control Division. At the computer center, we believe we have defended against the

possibilities of physical break-in or damage, employee misuse, mechanical subversion and inadvertent access to personal records.

We are now working on the sensitive problems of user agency adherence to REJIS security policies; programming and instruction to avoid identity confusion; and prompt cancellation or destruction of unneeded computer records. This will continue as a frank, cooperative effort with the courts, civil liberties groups and the press as well as criminal justice personnel.

Beyond these internal matters, REJIS must also develop a firm and stable place in the traditional criminal justice system.

The FBI's National Crime Information Center has requested verification of our right to hold and transmit public-agency records and messages. The Board, along with the chartering users (St. Louis City and County), is exploring several options to satisfy the FBI requirements. At the local level, the Missouri Supreme Court in a recent opinion upheld the city Board of Police Commissioners' right to contract with REJIS as a depository of records.

St. Louis has been a pioneer in developing a statewide criminal justice computer network -- MULES, the Missouri Uniform Law Enforcement System. An exact and well-designed relationship between regional and statewide law enforcement computer systems has not yet been formulated. This will strongly affect development of future REJIS law enforcement applications. On the other hand, the relationship between the statewide judicial computer system and REJIS has been clearly established.

The essence of REJIS is representation of all phases of criminal justice on our Board, controlling a separate agency equally responsive to all criminal justice agencies they serve. On balance, our few unanswered questions are far outweighed by the phenomenon of regional support -- not only in willingness to go outside one's own agency to save money on computers, but also common regional data bases for special functions and almost unprecedented cross-functional cooperation among law enforcement, courts, prosecutors and corrections.

1017 Olive Building, location of REJIS computer center.

END