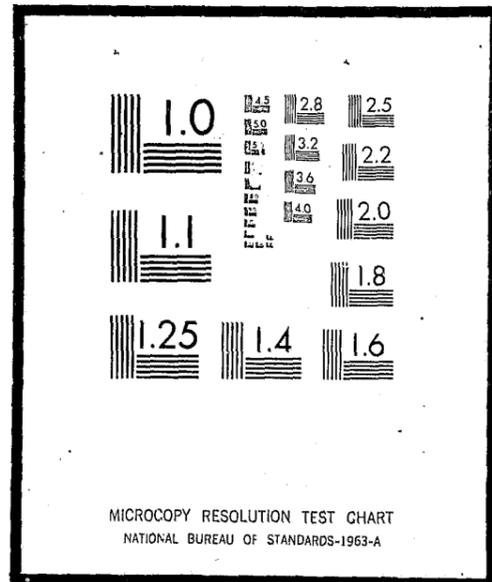# NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.

1.0	2.8	2.5
	3.2	2.2
	3.6	
1.1	4.0	2.0
		1.8
1.25	1.4	1.6

MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed 6/21/76

R-76-113

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Huntington/Cabell County, West Virginia
             CJIS Feasibility Analysis

REPORT NUMBER: 75-75

FOR: Huntington, West Virginia, Police Department
             Huntington City Population: 74,315
             Police Strength (Sworn):   124
                           Total: 350
             City Area: 165 square miles

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Paul M. Whisenand

CONTRACT NUMBER: J-LEAA-003-76

DATE: March 15, 1976

32626

TABLE OF CONTENTS

APPENDICES

This request for Technical Assistance was made by the Huntington, West Virginia, Police Department. The requested assistance was concerned with studying the data processing needs of the Department.

Requesting Agency: Huntington Police Department,
                               Lawrence R. Nowery, Chief of Police

State Planning Agency: Governor's Committee on Crime, Delinquency, and Correction;
                               Gerald S. White, Executive Director

Approving Agency: LEAA Region III (Philadelphia),
                               Edwin S. Schriver, Police Specialist

1. INTRODUCTION

Representatives from the State of West Virginia and the City of Huntington Police Department expressed great interest in the design and development of an enhanced capability to process criminal justice information. Careful and appropriate steps have been taken toward fulfilling this goal. Nevertheless, confusion and flux, so typical of this subject area, have caused the usual quandry on what to do next. The purpose of this study was to answer, at least in part, the questions posed.

The State and the local government police agencies are engaged in a decisionmaking process relative to the allocation of funds for the development of computer-based criminal justice information systems. Essentially, both are examining their respective data needs. The central issue to be resolved is: What police data processing capability should the State build and maintain as compared to those of the cities and counties. The Huntington Police Department (HPD) is a prime case-in-point with regard to local data needs. Briefly, the HPD is seeking to establish a local police data base that would be exclusively specific to their resource allocation, planning, and analytical requirements. At the same time, they are attempting to avoid any duplication of statewide data processing services.

It would appear axiomatic that careful statewide planning, in conjunction with due recognition for unique local police agency data needs, would resolve the issue. Fortunately, the State Planning Agency has adopted a balanced posture in reference to State and local police data needs. Moreover, the Comprehensive Data System (CDS) Plan for the State of West Virginia (1975) provides concrete evidence of the State's approach to data-common and data-specific police information requirements.

Analyses conducted in this study are based on observations of operating procedures and discussions with knowledgeable individuals. Persons interviewed included the following:

- Gerald S. White, Executive Director, Governor's Committee on Crime, Delinquency, and Correction.

- John L. King, Director, Regional Grants Development Division, Governor's Committee on Crime, Delinquency, and Correction.

- Fred Fannin, Programmer, Data Processing Division, Criminal Identification Bureau, West Virginia State Police.

- Lawrence R. Nowery, Chief of Police, Huntington Police Department.

- Russell Houck, Sergeant, Administrative Unit, Huntington Police Department.

- Larry McClanahan, Police Officer, Administrative Unit, Huntington Police Department.

2. UNDERSTANDING OF THE PROBLEM

The Governor's Committee on Crime, Delinquency, and Correction was aware of the major need to develop a comprehensive plan to build a State criminal justice information system (CJIS)*. In planning, there has been an attempt to preclude duplication of system development efforts, and thus the needless dissipation of Federal funds. Furthermore, local innovation and individual program pursuits have been encouraged.

This report deals with the role of local police data bases as they relate to statewide criminal justice information system planning in West Virginia. Fundamentally, information of concern to agencies throughout the State, as well as the State itself, should be centrally processed, stored, secured, and accessed in an on-line, real-time computer system. Information that has a delineated and unique usage for individual agencies would be best maintained at the local level of government. In some instances, local police agencies may share in a single information system. Nevertheless, the fact remains that there are local data needs that could be best handled by city/county police agencies. Crime data analysis and manpower allocation are two prime examples. Emphasis placed on one police data requirement and not the other only serves to abate the effectiveness of both efficient control and crime prevention.

---

*The 1976 State Criminal Justice Plan (pp. 748-757), and the tentative Comprehensive Data System Plan (to be finalized in March 1976) underscore this conclusion.

3. ANALYSIS OF THE PROBLEM

The State of West Virginia has assumed the responsibility for designing and implementing criminal justice data files that ensure a statewide utility. Furthermore, the State has been designated as the point of interface to other CJISs; the foremost is the Federal Bureau of Investigation's National Crime Information Center (NCIC). To achieve this goal, the State's Department of Public Safety (DPS) has operationalized the West Virginia Automated Police Network (WEAPON). Although presently a message-switching capability (minicomputers, two Digital Equipment Corporation PDP 11/45), it is modularly expandable for incorporating other applications. Planned applications are: (a) Statistical analyses, (b) offender-based transaction statistics, (c) computerized criminal histories, (d) management and administrative statistics, and (e) the highly challenging offender-based State corrections information system.

In addition to the above hardware/software plans, the State machine would continue processing the monthly FBI Uniform Crime Reports (UCR). The UCR is initially processed (data conversion) by the DPS and is then computerized in the Information Systems and Statistics Division of the State's Department of Finance. The DPS has also been selected as the organizational entity responsible for constructing and assist in securing legislative approval of a comprehensive data system (CDS). Finally, the DPS must generate a technical assistance capability designed to support local criminal justice agencies in fulfilling CDS requirements.

The HPD, in turn, has specific data needs not necessarily encompassed in CDS objectives. The needs primarily center in a management information system (MIS). The concept of an MIS, regardless of the profession, remains to date an elusive concept. In this instance, it should be reviewed as the processing and presentation of much needed data, which is intended to support the police management team in making more effective and timely decisions. It appears that the State supports and will assist the HPD in obtaining the aid required to implement an MIS.

In summary, the State and local governments have mutually supportive roles. The State must generate a dedicated machine capability to handle citizen information. (The CDS components previously mentioned are examples.) On the other hand, crime is a local phenomenon. While the varied criminal justice programs can be centralized and consolidated at the State level, the evidence thus far demonstrates that effective local policing is unequivocally effective State policing. Similarly, effective State policing is effective local policing.

4. FINDINGS AND CONCLUSIONS

The most important finding of this study was that the State of West Virginia has committed to assist its police agencies in the design and implementation of information systems to fulfill their unique data processing objectives. There appears to be a commonality of jurisdictional interest and direction; therefore, local police agencies are supportive of the State's effort to build a comprehensive criminal justice data base. Hence, the probability is enhanced that State and local police data users would access needed information on a timely basis.

Presently, the Federal Government is expanding its attention to other subjects pertaining to criminal justice information hardware and software. Dedicated versus shared information systems is one example. The concerns for individual privacy and data security arise from this. Consequently, a sizable number of major issues must be addressed. The State of West Virginia and the HPD are aware of, and in the process of, addressing them. Therefore, it is concluded that:

- The probabilities of designing, building, and operating a successful interactive statewide criminal justice information system in the State of West Virginia are excellent.

- The probabilities of designing, building, and operating successful local police information systems within the State of West Virginia are excellent.

- The State of West Virginia and the HPD are especially qualified and able to produce a viable and exemplary criminal justice/police information system to advance the cause of justice and law enforcement.

5. RECOMMENDATIONS

The following recommendations are based on two factors. First, there is the concern for the existing criminal justice environment in the State of West Virginia and the City of Huntington. Second, and of equal importance, is the cognizance of propriety and reasonableness. In both cases, the State and the Huntington Police Department can now be considered as leaders.

- The State should continue its dedication toward the implementation of a CJIS.

- The HPD should concentrate on the formulation of a City police MIS.

- The State and the HPD should interface to resolve common problems.

- The HPD should mount an information system analysis study. It is imperative that:

    - The study be conducted by an independent hardware vendor.

    - The vendor cost the benefits of the various options on a competitive basis.

    - The City be supported by an independent consultant.

The State should assign a high priority to the above proposed study.

APPENDIX A

Criminal Justice Information System Standards*

---

*The standards are excerpted from the National Advisory Commission
on Criminal Justice Standards and Goals, Criminal Justice System
(Washington, D.C.: U.S. Government Printing Office, 1973).

Standard 3.1

Coordination of Information Systems Development

Each State should create an organizational structure for coordinating the development of information systems and for making maximum use of collected data in support of criminal justice management by taking the following steps:

1. Establish a criminal justice information planning and analysis unit that will coordinate the development of an integrated network of information systems in the State and will satisfy information needs of management decisionmaking for State and local criminal justice agencies as well as satisfying established Federal requirements for information.

2. While making provisions for continual review and refinement, prepare a master plan for the development of an integrated network of criminal justice information systems (including the production of data needed for statistical purposes) specifying organizational roles and timetables.

3. Provide technical assistance and training to all jurisdiction levels and agencies in data collection methods, system concept development, and related areas.

4. Arrange for system audit and inspection to insure the maintenance of maximum quality in each operating system.

Standard 3.2

State Role in Criminal Justice Information and Statistics

Each State should establish a criminal justice information system that provides the following services:

1. On-line files fulfilling a common need of all criminal justice agencies, including wanted persons (felony and misdemeanor), and identifiable stolen items;

2. Computerized criminal history files for persons arrested for an NCIC-qualified offense, with on-line availability of at least a summary of criminal activity and current status of offenders;

3. Access by computer interface to vehicle and driver files, if computerized and maintained separately by another State agency;

4. A high-speed interface with NCIC providing access to all NCIC files;

5. All necessary telecommunications media and terminals for providing access to local users, either by computer-to-computer interface or direct terminal access;

6. The computerized switching of agency-to-agency messages for all intrastate users and routing (formating) of messages to and from qualified agencies in other States;

7. The collection, processing, and reporting of Uniform Crime Reports (UCR) from all law enforcement agencies in the State with report generation for the Federal Government agencies, appropriate State agencies, and contributors;

8. In conjunction with criminal history files, the collection and storage of additional data elements and other features to support offender-based transaction statistics;

9. Entry and updating of data to a national index of criminal offenders as envisioned in the NCIC Computerized Criminal History file; and

10. Reporting offender-based transaction statistics to the Federal Government.

Standard 3.3

Local Criminal Justice Information Systems

Every locality should be serviced by a local criminal justice information system which supports the needs of criminal justice agencies.

1. The local criminal justice information system (LCJIS) as defined in the commentary should contain information concerning every person arrested within that locality from the time of arrest until no further criminal justice transactions can be expected within the locality concerning that arrest.

2. The LCJIS should contain a record of every local agency transaction pertaining to a criminal offense concerning such persons, the reason for the transaction, and the result of each such transaction. A transaction is defined as a formal and public activity of a criminal justice agency, the results of which are a matter of a public record.

3. The LCJIS should contain the present criminal justice status for each individual under the cognizance of criminal justice agencies.

4. The LCJIS should provide prompt response to inquiries from criminal justice agencies that have provided information to the data base of LCJIS.

5. If the LCJIS covers a geographical area containing contiguous jurisdictions, it should provide investigative field support to police agencies within this total area.

6. LCJIS should provide a master name index of persons of interest to the criminal justice agencies in its jurisdiction. This index should include identifying information concerning persons within the locality under the cognizance of criminal justice agencies.

7. The LCJIS should provide to the proper State agencies all information concerning postarrest offender statistical data as required.

8. The LCJIS should provide to the proper State agencies all postarrest data necessary to maintain a current criminal history record on persons arrested and processed within a locality.

9. If automated, LCJIS should provide telecommunications interface between the State CJIS and criminal justice agencies within its locality.

Standard 3.4

Criminal Justice Component Information Systems

Every component agency of the criminal justice system (police, courts, corrections) should be served by an information system which supports its intra-agency needs.

1. The component information system (CIS) should provide the rationale for the internal allocation of personnel and other resources of the agency.

2. The CIS should provide a rational basis for scheduling of events, cases, and transactions within the agency.

3. The CIS should provide the agency administrator with clear indications of changes in workload and workload composition, and provide the means of distinguishing between short-term variations (e.g., seasonal variations) and long-term trends.

4. The CIS should provide data required for the proper functioning of other systems as appropriate, and should retain only that data required for its own specific purposes.

5. The CIS should provide the interface between LCJIS and individual users within its own agency. This interface provision should include telecommunications facilities as necessary.

6. The CIS should create and provide access to files needed by its users that are not provided by the State or local criminal justice information systems to which it is interfaced.

7. The CIS should support the conduct of re-

Standard 4.1

Police Information Systems

Every police agency should have a well-defined information system. Proper functions of such a system include:

1. Dispatch information, including the generation of data describing the dispatch operation and data useful in the dispatching process;

2. Event information, including the generation and analysis of data on incidents and crimes;

3. Case information, including data needed during followup until police disposition of the case is completed;

4. Reporting and access to other systems which provide required data for operational or statistical purposes; and

5. Patrol or investigative support data not provided by external systems, such as misdemeanor want/warrant data, traffic and citation reporting, and local property data.

Standard 4.2

Crime Analysis Capability

Every police department should improve its crime analysis capability by utilizing information provided by its information system within the department. Crime analysis may include the utilization of the following:

1. Methods of operation of individual criminals;
2. Pattern recognition;
3. Field interrogation and arrest data;
4. Crime report data;
5. Incident report information;
6. Dispatch information; and
7. Traffic reports, both accidents and citations.

These elements must be carefully screened for information that should be routinely recorded for crime analysis.

Standard 4.3

Manpower Resource Allocation and Control

Every police agency should develop a manpower resource allocation and control system that will support major efforts to:

1. Identify through empirical means the need for manpower within the department;

2. Provide planning for maximum utilization of available resources;

3. Provide information for the allocation and instruction of patrol officers and specialist officers; and

4. Provide for the evaluation of the adopted plan.

Standard 4.4

Police Information System Response Time

Information should be provided to users in sufficient time to affect the outcome of their decisions. The maximum allowable delay for information delivery, measured from initiation of the request to the delivery of a response, varies according to user type.

1. For users engaged in unpredictable field activity of high potential danger (e.g., vehicle stop) the maximum delay should be 120 seconds.

2. For users engaged in field activity without direct exposure to high potential danger (e.g., checking parked vehicles) the maximum delay should be 5 minutes.

3. For users engaged in investigatory activity without personal contact (e.g., developing suspect lists), the maximum delay should be 8 hours.

4. For users engaged in postapprehension identification and criminal history determinations, the maximum delay should be 4 hours.

Standard 4.5

UCR Participation

Every police agency should, as a minimum, participate fully in the Uniform Crime Reporting program.

Standard 4.6

Expanded Crime Data

For use at the local level, or for State and regional planning and evaluation, data collected concerning an incident regarded as a crime should include as a minimum:

1. Incident definition, including criminal statute violated and UCR offense classification;

2. Time, including time of day, day of week, month, and year;

3. Location, including coded geographical location and type of location;

4. Incident characteristics, including type of weapon used, method of entry (if applicable), and degree of intimidation or force used;

5. Incident consequences, including type and value of property stolen, destroyed, or recovered, and personal injury suffered;

6. Offender characteristics (each offender), including relationship to victim, age, race, sex, residency, prior criminal record, criminal justice status (on parole, etc.), employment and educational status, apparent intent, and alcohol/narcotics usage history;

7. Type of arrest (on view, etc.); and

8. Witnesses and evidence.

The data should be obtained at least for murder, forcible rape, robbery, aggravated assault, and burglary (both residential and commercial).

Standard 4.7

Quality Control of Crime Data

Every police agency should make provision for an independent audit of incident and arrest reporting. The audit should verify that:

1. Crime reports are being generated when appropriate;

2. Incidents are being properly classified; and

3. Reports are being properly prepared and submitted.

To establish an "audit trail" and to provide the basic documentation needed by management, the following key characteristics or records should be adopted:

1. The police response made to every call for police service should be recorded, regardless of whether a unit is dispatched. Dispatch records should be numbered and timed; if the service leads to a complaint, the complaint should be registered on a numbered crime report, and that number also be shown on the dispatch record.

2. All dispatches should be recorded, indicating time of dispatch and arrival on scene.

3. Dispatch records should show the field unit disposition of the event, and should be numbered in such a way as to link dispatches to arrest reports or other event disposition reports.

4. All self-initiated calls should be recorded in the same manner as citizen calls for service.

Standard 4.8

Geocoding

Where practical, police should establish a geographical coding system that allows addresses to be located on a coordinate system as a basis for collecting crime incidence statistics by beat, district, census tract, and by other "zoning" systems such as schools, planning zones, and zip codes.

END