

OLEA-103

JOINT COUNCIL ON TECHNOLOGY
AND ADMINISTRATION OF JUSTICE
1965 - 1968

Summary Statement of Joint Council
Activity Prepared As A Final Report
For The Office Of Law Enforcement
Assistance - Grant No. 103

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Sacramento, California

P R E F A C E

In December 1965 the Governor of California created, by executive order, a new entity which became known as the Joint Council on Technology and the Administration of Justice. This Joint Council was composed of persons who are representative of the various disciplines engaged in the criminal justice process and who individually reflected the various levels of government in California. The Joint Council was directed to identify, assess and rank problem areas associated with the criminal justice process and develop programs that offered promise for practical solutions.

The Joint Council members responded to the Governor's invitation and, despite limited resources, they were able to discuss a number of key deficiencies and propose specific programs offering solution. With the advent of the Law Enforcement Assistance Act, an application was submitted to the U. S. Department of Justice asking that the Joint Council be recognized as the State Criminal Justice Coordinating Committee for California. The application was approved by O.L.E.A. and modest funds were made available to support certain Joint Council activities.

The Joint Council undertook as its primary project the sponsorship of a major statewide criminal justice information system design study. The study was proposed in response to a common-felt need among the members of the criminal justice community. An application for federal assistance was prepared and submitted to O.L.E.A. by the Attorney General of California. The request was approved and funds were appropriated by the State to establish a modest project staff to coordinate state and local participation and to work with representatives of a technical consulting organization. The Joint Council retained

responsibility to oversee the progress of this project and to advise the Project Director.

A number of other projects was proposed by state and local agencies. These projects were individually reviewed by the Joint Council functioning as a state/local coordinating screening committee. The projects reviewed by the Joint Council covered a wide range of needs - improvement of the image of law enforcement - improvement in quality and quantity of recruits for law enforcement - research into better radio communication for the individual field officer - research in the methods of taking and classifying fingerprints - integration of law enforcement services - etc. In several instances, local projects proposed for O.L.E.A. support were routed through the Joint Council to permit verification to O.L.E.A. that the proposal was consistent with the overall state program.

The effectiveness of the Joint Council was inhibited due to limitations of funds and certain changes in state administration and policy. However, the new state administration actively supported improvement in criminal justice and sponsored a law creating a new State Council with more extensive powers than its predecessor, the Joint Council. The new entity, known as the California Council on Criminal Justice, had a broader base of membership, was backed by statutory authority and was the recipient of a modest budget allocation. The new Council offers considerable promise to carry out the programs essential to the improvement of criminal justice in California. The experience gained through the modest operation of the Joint Council was drawn upon in preparing the legislation that created the new California Council on Criminal Justice. Several of the key members of the Joint Council have been appointed members of the new California Council on Criminal Justice and bring with them a continuity in purpose and goals.

The report that follows is a brief recap of those matters which demanded the attention of the Joint Council during its brief existence. The new California Council on Criminal Justice should be viewed as an extension of the former Joint Council.

JOINT COUNCIL ON TECHNOLOGY AND ADMINISTRATION OF JUSTICE
State of California

O.L.E.A. Grant No. 103

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JOINT COUNCIL ON TECHNOLOGY AND THE ADMINISTRATION OF JUSTICE
State of California

O.L.E.A. Grant No. 103

FINAL NARRATIVE REPORT OF ACTIVITY OF THE
CALIFORNIA JOINT COUNCIL ON TECHNOLOGY AND THE ADMINISTRATION OF JUSTICE
PURSUANT TO LEAA GRANT REQUIREMENTS

FORMATION OF THE JOINT COUNCIL

The Joint Council on Technology and the Administration of Justice represents the initial attempt by the State of California to establish a mechanism to facilitate the overall evaluation and coordination of the many agencies involved in the criminal justice process. Criminal justice agency administrators were aware of the need to take immediate positive action to counter the growing challenge of crime in the street and the threat of major social disorders. They were actively seeking an effective vehicle to facilitate united action. Past attempts to identify and solve interagency problems enjoyed limited success, if at all, due in part to the restricted area of interest, the lack of skills and resources necessary to accomplish the task, and the absence of proper authority. The Attorney General of California recognized the need for proper organized effort, as well as the value of providing program identification at the highest level in the state. The Attorney General secured the active support of the Governor, who issued a directive establishing the Joint Council on Technology and the Administration of Justice on December 1, 1965.

JOINT COUNCIL MEMBERSHIP

The membership of the Joint Council was broadly representative of the major government agencies which make up California's system of criminal justice. Members were chosen on the basis of their professional leadership, knowledge,

experience and demonstrated interest. The agencies represented were selected to provide a balance between the highly urbanized and more rural areas. Included were representatives of police and sheriffs' departments, district attorneys' offices, probation offices, state justice and correctional agencies, and the court system of California. The Attorney General of California was designated to serve as Chairman of the fifteen-member Joint Council.^{1/}

OBJECTIVE OF THE JOINT COUNCIL

The objective of the Joint Council was set forth in brief terms as follows:

" ... to provide leadership for the development of an improved statewide justice system. Its initial activity will be to provide guidance and direction to the criminal justice information system design."

The reference to leadership pertained to a broad frontal approach to the identification and assessment of problem areas for the purpose of seeking effective solutions. The specific reference to the "criminal justice information system design" was in recognition of the fact that improvement in the efficiency and quality of information management was fundamental to the attainment of broader goals. The focus of attention on criminal justice information management reflected the recommendations contained in resolutions endorsed by a number of criminal justice professional associations^{2/} and recent feasibility

^{1/}The members of the Joint Council, appointed by the Governor, are identified in Appendix A.

^{2/}California Peace Officers' Association
District Attorneys' Association of California
Judicial Council of California

studies performed for the state by leading consultant organizations.^{3/} These independent studies by contract consultants reached the conclusions:

- A. That an integrated information management system, utilizing modern computer technology, is feasible and necessary to support essential public services in California, and
- B. The agencies associated in the criminal justice process are in need of assistance and should benefit particularly from system analysis, design, and an implementation program.

It was the consensus among the persons called upon to organize the Joint Council that its formation and program should prove effective in many areas.

For example:

- A. For the first time, responsible officials concerned with the administration of criminal justice in California were brought together to engage in joint planning.
- B. Administrative decisions and operational action at one level of government or by one discipline within the criminal justice system will have an impact upon the decisions and operational requirements of an associated agency.
- C. Technological improvements can be developed, installed and operations measured so that resources can be more wisely distributed and coordinated to the end that the overall criminal justice process is more effective and performing with reasonable economy.
- D. Available resources and skills necessary to engage in an innovative attack upon the many current problems are in limited supply.

^{3/}Space General Report (1965) - "Prevention and Control of Crime and Delinquency in California." Lockheed Company Report (1965) - "California Statewide Information System Study."

Uncoordinated and restricted local programs may prove self-defeating and be needless duplications of other prior or current programs.

E. Particular attention should be directed toward the early development of a list of identifiable tasks arranged in order of priority based upon such factors as:

1. Area of application
2. Degree of urgency
3. Total system benefit
4. Resource availability
5. Time frame for probable execution

F. The offender is an important element in the total criminal justice process and comes into contact with many agencies as he passes through the system. He should be identified and dealt with in a manner that is consistent, humane and effective. The success of the total criminal justice system will be measured, to a significant degree, by our ability to control the offender and redirect his action along acceptable patterns.

The Joint Council was viewed as a vehicle that would stimulate imaginative cooperative programs and assist in marshalling official and public support.

ACTIVATION OF THE JOINT COUNCIL

The first meeting of the California Joint Council on Technology and the Administration of Justice was held in the Governor's Office in the City of Los Angeles, California, on December 1, 1965. The Governor addressed the meeting regarding the need for the Joint Council and the potential service the Joint Council could render the criminal justice community and the residents of the

state. The Attorney General, as Chairman, discussed several major problem areas that required attention. Specific attention was directed to the need to examine interagency information management and consider the employment of system analysis and design concepts which have proven effective in business and industry. The meeting concluded with agreement that a special subcommittee would prepare a statement regarding the need for a statewide justice information system design that would form the basis for a request for a federal grant under the Law Enforcement Assistance Act. This statement would also facilitate the seeking of fiscal support through the State Legislature.^{4/}

Each member of the Joint Council individually occupied a key administrative position within his respective agency which required full-time responsibility. Provision was made to employ an Executive Secretary to furnish staff support and otherwise perform administrative duties in behalf of the Joint Council. The Executive Secretary was also assigned responsibility to function as Project Director for the proposed Criminal Justice Information System Design Study. His major tasks during the first year were to schedule, coordinate and evaluate project assignments to be carried out by teams of agency and consultant specialists performing design work for the information system. He was also responsible for coordination of plans and programs among agencies and jurisdictions affected and direct, as necessary, staff effort in furtherance of Joint Council research studies and planning effort.

FUNCTIONS AND RESPONSIBILITY OF THE JOINT COUNCIL

The Joint Council accepted its responsibility to provide support and guidance in the development and conduct of the statewide criminal justice information

^{4/} See Summary Draft Proposal - Appendix B.

system study proposed for California. It was the consensus of the membership that the information system study be given top priority. In addition, to provide a frame of reference, the Joint Council approved the following statement of functions and responsibilities:

1. Function as a statewide planning and coordinating body to assist the development of an integrated program of law enforcement, crime and delinquency prevention, correction and rehabilitation and the overall administration of criminal justice in California.
2. Provide leadership and support for the development of local, regional and statewide programs that will make the administration of justice more effective and responsive to the needs of society under the law.
3. Coordinate with the federal government in the development and implementation of national crime prevention and control programs to assure greater state and local effectiveness.
4. Provide counsel and advice to local, regional and state agencies in California seeking assistance and support under the Federal Law Enforcement Assistance Act.
5. Propose, develop and initiate statewide action programs in support of the administration of criminal justice including the procurement of funded support through the State of California, the Federal Office of Law Enforcement Assistance, or other proper and acceptable source of fiscal assistance.
6. Conduct specific studies and determinations of the adequacy of functions within the realm of the administration of criminal justice as may be deemed essential to the execution of the responsibility of the Joint Council.

7. Provide a forum for the exchange of ideas, information, discussion of problems of mutual concern and coordination of policy programs for agencies involved in the administration of criminal justice in California.
8. Provide for the administration and management of California law enforcement assistance programs when funds and authorization for such programs are authorized by legislative enactment.
9. Nothing contained in this statement of functions and responsibilities shall be construed to authorize the Joint Council on Technology and the Administration of Justice, or a member or officer thereof, to exercise any direction, supervision, or control over the organization, administration or personnel of any state or local agency or official associated in the administration of justice in California, in the absence of specific direction of legislative enactment or except as subject to prior mutual agreement on the part of all parties thereto.

ACTIVITIES OF THE JOINT COUNCIL

The activities of the Joint Council may be summarized under several general headings. The arrangement that follows seeks to group similar or related activity for ease of understanding and is not a chronological summary:

- A. Preparation and Submission of Application for OLEA Support of the Criminal Justice Information System Design Study (C.J.I.S.)

While the Joint Council was in its formative stage, members worked with the Attorney General and his representatives to prepare an acceptable application seeking O.L.E.A. fiscal support. A statement was prepared identifying the limitations of the existing

information exchange practices in the criminal justice community and proposing the conduct of a statewide study seeking the utilization of system analysis techniques to develop a design and implementation plan. The statement recommended that the study be financed by federal and state funds. The task was to be under the immediate direction of a State Project Director and would engage the participation of a qualified consultant organization. A proposed budget and project time table (18 months) was established. The grant application was submitted to the Office of Law Enforcement Assistance on June 2, 1966.^{5/} Concurrently, action was taken to secure funds through the State Legislature to cover the costs of maintaining the Project Director and his staff.

The Office of Law Enforcement Assistance processed and approved the grant application on June 9, 1966, and so notified the Office of the Attorney General of California. The grant became effective on July 1, 1966. The State Legislature also approved funds for fiscal 1966-67 to be effective the same date.

B. Selection of Project Director (C.J.I.S.)

Upon notification of the availability of funds to carry out the criminal justice information system study, it became necessary to select the Project Director. A canvass was made of persons qualified to undertake the responsibility and interviews were conducted. The Project Director (also to serve as Executive Secretary to the Joint Council) was selected and appointed with approval of the Joint Council.

^{5/}A copy of the application statement is attached as Appendix C.

His immediate task was to follow up on the grant approval (OLEA Grant #051) and prepare a "Request for Proposal" and release it to the professional consultant community as a means of soliciting a response.^{6/} He was also required to set up a staff organization to carry out the state's responsibility with respect to the proposed study. This staffing function was complicated due to the interplay of several factors: (a) a limitation of available funds (state allocation), (b) unique limitation as to duration of the program (18 months), (c) desired qualifications for staff members, and (d) readiness to travel throughout the state during the conduct of proposed field interviews, etc.^{7/}

C. Review of Consultant Proposals (C.J.I.S.)

The Project Director received fourteen individual proposals in response to the C.J.I.S. "RFP." Upon approval of the Attorney General, a special Proposal Evaluation Committee was organized to assist the Project Director in evaluating the proposals and recommending the one that offered the best potential product. Several members of the Joint Council served as members of the Proposal Evaluation Committee. The Committee reached agreement on the relative merits of the proposals and submitted its recommendations to the Attorney General. The Attorney General accepted the recommendation.

^{6/}A copy of the "Request for Proposal" is attached as Appendix D. This document was subject to review and comment by a special subcommittee of the Joint Council.

^{7/}Other limitations arose due to two sources: (a) Civil Service System job classification regulations, and (b) policy directives that were issued upon the change in state administration (1-1-67)

reviewed the evaluation with the Joint Council and, upon Joint Council approval, authorized the Project Director to enter contract negotiations with the Lockheed Missiles and Space Company, Government Information Systems Division.

D. C.J.I.S. Contract Approval - Initiation of Project

The contract for consultant services was completed and circulated among the members of the Joint Council for comment. It was approved as to content and executed between the State of California (grantee) and the Lockheed Aircraft Corporation (Lockheed Missiles and Space Company). Upon subsequent approval by O.L.E.A., the contract became effective for an 18-month study effort beginning June 26, 1967.

The first day of the contract, a special orientation class was conducted at the Department of Justice in Sacramento. The program was specifically designed to meet the requirements of twenty-two criminal justice agency representatives invited to Sacramento to review the proposed study program and to subsequently serve as local area contacts for the C.J.I.S. staff and consultant. Several members of the Joint Council participated in this orientation program and served as instructors, discussing their particular area of expertise.

During the conduct of the project, the Joint Council has received briefings on the study plan and its progress. Copies of Quarterly Progress Reports are submitted by the Project Director, as well as special releases such as the "Project Digest."^{8/}

^{8/}The "Project Digest" is a newsletter type of announcement prepared and released periodically to advise interested parties of the status of C.J.I.S. and related matters of interest.

The Joint Council has received and approved the proposed operating budget based upon recommendations of the Project Director and the availability of funds allocated to support the C.J.I.S. program.

JOINT COUNCIL REVIEW OF INDIVIDUAL PROJECT PROPOSALS

Since the activation of the Joint Council on December 1, 1965, the members have had occasion to review a number of study projects, and the Joint Council has endorsed action in behalf of many worthwhile projects. The prime limitation restricting immediate activation of these projects has been the absence of funding. In some of these cases, the lack of support occurred at the local level; in other cases, the federal government has found the project to have merit but funds were not currently available to meet the need.

A. Initial "Crime Package" Prepared for Consideration of the Joint Council.

Upon activation of the Joint Council, several area meetings were conducted throughout the state by the Attorney General's staff and members of the Joint Council. The following studies were proposed as touching upon critical areas of immediate concern to the criminal justice community and the public:

1. The Criminal Justice Information System Design Study

This project has been given adequate reference in the preceding section.

ACTION: Approved and endorsed for active support via O.L.E.A. and State. (O.L.E.A. Grant #051)

2. Establishment of a California Equivalent of a Law Enforcement Assistance Act.

This project would have as its objective the development of

a modest program of grants-in-aid and technical assistance to pursue studies that do not qualify under current federal O.L.E.A. regulations. The individual project proposals would be subject to review and approval of funds by the Joint Council.

ACTION: Approved and recommended for state support.^{9/}

3. Program to Restore Public Respect and Support For Law Enforcement.

This project considered the need to survey public attitudes regarding law enforcement, seeking to identify those events and policies that promote a negative image. The program would then prescribe a plan of action toward the development of a positive image for law enforcement.

ACTION: Approved. Attorney General to include budget request to cover project FY 1966-67.^{9/}

4. Propose a Research and Development Study as to the Feasibility of Optical Scanning to Code Fingerprints.

This topic touches on one of the critical needs in the field of law enforcement today. Many of the operational limitations in police service can be related directly to the cumbersome limitations imposed by the present methods of finger impression recognition, classification, storage and retrieval.

ACTION: Approved. Attorney General to include budget request to cover project FY 1966-67.^{9/}

5. Need to Develop a New Method of Taking Fingerprint Impressions.

The search here would be to develop a method of taking and

^{9/} State Legislature did not make any appropriation to support this project.

recording fingerprint impressions without the use of bulky or awkward equipment, the use of printer's ink, etc. The method should be easy to apply, be quick, clean, accurate, and minimize occasion for contact with the subject.

ACTION: Approved. Attorney General to include budget request to cover project FY 1966-67.^{9/}

B. Improve Crime Statistics in California

A proposal was submitted by the Bureau of Criminal Statistics, Department of Justice, that funds be requested to underwrite the cost of making several in depth studies vital to a realistic understanding of what is actually taking place in terms of crime and the criminal. The thesis put forward was that we have too long limited our statistics to numerical tabulations that pertain to things that are unique and unequal. We must begin to study crime in terms of the person involved (the arrestee) and trace this person through the system and for sufficient time to develop a base for adequate evaluation of the subject, the impact of the segments of the system, and the response of the subject to the total experience.

ACTION: Approved. Attorney General to include budget request to cover project FY 1966-67.^{10/}

C. Other Projects Sponsored by Individual Agencies or Disciplines.

1. Establishment of a Law Enforcement Research Center - a feasibility study sponsored by the California Peace Officers' Association.

^{9/} See Footnote on preceding page

^{10/} State Legislature did not fund this project. A limited study was initiated by the BCS within the limits of its normal budget.

This proposal was prepared following preliminary study by the Research Committee of the CPOA and offered as the basis for an O.L.E.A. grant application. The proposal asked for funds to underwrite the cost of retaining the services of a recognized consultant organization to make a survey of the need, the available resources, the status of current capability and to propose a plan for the orderly development of a research facility to meet law enforcement needs. The program also called for the identification and assessment of fiscal sources that would permit the activity to be self-sustaining.

ACTION: This program was subject to review at two successive meetings of the Joint Council. It was approved and a communication was addressed to O.L.E.A. urging support of the program.

NOTE: The interest and support generated as a result of this effort did not produce immediate fiscal assistance but was a fundamental element in the subsequent development of the Crime Technological Research Foundation portions of the legislation that was enacted in 1967 to create the California Council on Criminal Justice.

2. Establishment of a Program to Improve the Quality of Applicants Seeking Entrance into Law Enforcement Service in California - a study and implementation program sponsored by the Peace Officers' Standards and Training Commission of California.

When this proposal was introduced for consideration, it was referred to a special subcommittee of the Joint Council for review and recommendation. The proposal was to be submitted to O.L.E.A. seeking funding support. At the following meeting of the Joint Council, the subcommittee reported favorably on this proposal.

ACTION: The Joint Council endorsed the proposal and addressed a communication to O.L.E.A. requesting support for this program.

3. Study to Determine the Feasibility of Coordinating and Consolidating the Law Enforcement Services within San Joaquin County, California - sponsored by the Sheriff and Chiefs of Police of San Joaquin County.

This study, with the active support of the law enforcement officials, seeks to explore the feasibility of coordinating and consolidating of services in the interest of providing a higher level of public service and achieving operating economies. The operation of multi-agencies in a limited geographic area leads to needless duplication, jurisdictional conflicts and delays. This proposal seeks O.L.E.A. funding to underwrite the cost of procuring the services of a qualified system consultant to assist the local law enforcement representatives in the analysis and evaluation of service integration.

ACTION: The Joint Council received written material describing this project and heard verbal declarations as to the purpose, scope and

local resources that would be made available. The program was approved and a recommendation forwarded to O.L.E.A. urging support. This subject (coordination and consolidation of neighboring services) has received increasing attention over recent years and holds promise of significant public benefits.^{11/}

4. Study to Integrate the Records and Communication Services of Law Enforcement Agencies in San Mateo County, California - sponsored by the San Mateo County Law Enforcement Officers' Association.

This proposal has some characteristics that are similar to the San Joaquin County proposal mentioned above. The justification for separate consideration of the San Mateo County proposal lies in the significant demographic and socio-economic differences between these two counties and the critical impact of current communication requirements in San Mateo County. The San Mateo proposal seeks advantage of the existing high level of interagency cooperation and the resources of technical skills and experience in the community. The proposal seeks modest federal funding through O.L.E.A.

ACTION: The Joint Council reviewed a brief statement regarding the program and heard verbal explanation from a committee representing the sponsoring

^{11/}This subject was the basis of special study entitled: "Coordination and Consolidation of Police Service," Public Administration Service, Dec. 1966 (LEA Contract 66-3)

association. The Joint Council approved the project.

5. Proposal prepared and submitted by the Department of Communications, Orange County, California, to perform research and development leading to engineering design, building of a prototype working model and testing of an adequate personalized two-way police radio communication device.

The Communications Engineer of Orange County made a personal presentation and used visual aids. He reported the proposal had the endorsement of the County Board of Supervisors, the local chiefs of police and the Sheriff. He then reviewed the history of public safety communications from 1934 to date. He pointed out that radio communication is one of the most valuable tools in support of effective police service, yet there are some obvious disadvantages inherent in present equipment. He spoke of the need for new equipment design, increased capability, safety features, better power supplies, modular construction, need for multi-channel selection, direction finding capability, auto coding, etc. His project was scheduled as a 30-month endeavor to permit design development, building of prototype units and adequate field testing.

ACTION: The Joint Council endorsed the proposal and addressed a communication to O.L.E.A. recommending grant approval.

6. Review of the California Law Enforcement Telecommunications System (CLETS). The current program to upgrade the State Law Enforcement Teletype System under the sponsorship of the

California Department of Justice was described to the members of the Joint Council. This program is proceeding pursuant to a legislative directive and relates to a fundamental communication service that ties together all law enforcement agencies in the state. The present teletype system has served a vital purpose since its inauguration in the early 1930's but is now inadequate in terms of current needs. During 1966-67, the CLETS Committee developed a "Request for Proposal" (RFP) to solicit responses and technical statements from potential vendors in the field of communications. During the last months of 1967 and early 1968, the proposals were reviewed, evaluated and a recommendation made regarding the contracting for system implementation. The proposed contract will call for the installation, testing and operation of the new telecommunications system one year after start of contract. A significant feature of the new system will be message switching control by computers, with simultaneous send-receive capability at 100 words per minute. The system will also be engineered to permit interface with various types of local government computer installations and allow for a variety of terminal devices to accommodate individual agency requirements.

ACTION: The Joint Council has retained an interest in the development of this program and expressed its endorsement of the project. No federal funding is involved in this endeavor. The Joint Council accepts the position that CLETS will function as the communication utility for the CJIS program.

SPECIAL ACTIVITIES ENGAGING PARTICIPATION BY THE EXECUTIVE OFFICER OF THE
JOINT COUNCIL

A. Attendance at Conference of State Committees on Criminal Administration - University of Maryland - October 13-15, 1966.

This was a general meeting of representatives of various states which established or were contemplating the formation of Committees on Criminal Justice and Administration. The purpose was to discuss the implementation of findings developed in the reports produced under the direction of the President's Commission on Law Enforcement and the Administration of Justice. The attendees represented forty-four states, of which only a minority had taken steps to organize a state committee to carry out the activities recommended by the President's Commission.

B. Attendance at Conference of Governors' Committees on Criminal Administration - Washington D. C. - June 26-27, 1967.

This was a follow-up to the University of Maryland Conference of 1966. During the interim period, a number of governors had initiated action to form a State Commission on Criminal Justice and Administration. The Washington Conference provided an opportunity for the State Commission representatives to meet, exchange experiences, discuss organization and program planning, etc. This Conference was attended by seventeen persons representing fourteen state committees organized to carry out the recommendations of the President's Commission.

- C. Participate as a panel member before the Law Enforcement EDP Study Section during the Fall Joint Computer Conference - Anaheim, California - November 16, 1967.

At this time, discussed current law enforcement problems and the possible application of computer technology. Also discussed the implications of the passage of California Senate Bill #84. (See reference to SB #84 on pages 21-26.)

- D. Participated in the planning and presentation of a two-day seminar sponsored by the State Intergovernmental Council on Urban Growth - Sacramento, California - February 19-20, 1968.

This event was conducted to bring together representatives of the several campuses of the University of California, public officials and civic leaders who were interested in objectively examining the social-political environment and project planning to solve specific urban problems.

- E. Participated in "Research Security Officers' Association" Conference - Sacramento, California - November 2, 1967.

Made presentation covering both the Criminal Justice Information System (CJIS) and the proposed Senate Bill 84 establishing the California Council on Criminal Justice.

- F. Responded to invitation to serve in the capacity as a member of a Special Advisory Committee to the Chairman of the Assembly Committee on Criminal Procedures.

The Chairman has had particular interest in instituting action to conduct research into several areas pertaining to crime and

punishment as a means of gathering objective information to guide legislative policy. Areas of current interest include the following:

1. Assess the deterrent effect of punishments attached to crime.
2. Examine selected major offense reports to identify existence of significant variations in the acts that suggest redefinition and reassessment of penalties.
3. Examine selected major offense investigation reports to identify, to the extent possible, any social or physical factors amenable to modification as a means of reducing the crime potential.

G. Miscellaneous Correspondence regarding Joint Council Activity

The Executive Officer of the Joint Council had numerous occasions to participate in the exchange of correspondence with his counterpart serving crime councils in other states. Many of these councils were also sponsored by O.L.E.A. although, in a number of cases, the correspondence related to Council organization and was a prelude to the development of a council acceptable to O.L.E.A.

H. Miscellaneous meetings with visiting officials.

The Executive Officer met representatives of other jurisdictions who had occasion to visit his office at the Department of Justice in Sacramento for the purpose of discussing the council organization, various criminal justice action programs and related matters.

ESTABLISHMENT OF THE CALIFORNIA COUNCIL ON CRIMINAL JUSTICE - (CALIFORNIA

SENATE BILL #84 (1967)) (Penal Code Sections 13800 - 13807)

During 1966 and 1967, the Joint Council met on a number of occasions and engaged

in the activities enumerated herein. It was during this same period that a change occurred in the state administration which initiated an intense review of state organizations and fiscal matters. Restrictions were placed on funding of new programs and new employments were held to a minimum. Despite the limitations placed upon all departments and agencies, the administration has consistently supported improvements in the field of criminal justice.

No specific appropriation was provided during fiscal 1966-67 or fiscal 1967-68 to support the Joint Council. The new administration favored the establishment of a broader-based statewide council on criminal justice, authorized by legislative act rather than exist as an ad hoc entity, subject to the whim of the Governor. A number of conferences were held wherein the Governor, the Attorney General, members of the Legislature and representatives of key criminal justice organizations participated. A legislative bill was drafted to establish a California Council on Criminal Justice. After considerable study, Senate Bill #84 was introduced for consideration by the State Legislature on April 28, 1967. A number of subsequent hearings took place; and several amendments were added before final passage on August 1, 1967.^{12/}

Senate Bill #84 provides the authority for a statewide council that has responsibility to engage in a wide range of activities that should result in an improved capability to:

- Identify the nature, scope and magnitude of the crime problem
- Provide for the maintenance of an inventory and evaluation of criminal justice resources available to counter criminal activity

^{12/} Copy of Senate Bill #84 (California) attached as Appendix E.

- Encourage and direct research and innovative projects seeking effective crime prevention techniques
- Provide for improvement in personnel recruitment, selection and training in law enforcement and other disciplines associated with criminal justice
- Facilitate the conduct of studies leading to the improvement of services performed by criminal justice agencies and the system as a whole
- Assist local government agencies in carrying out similar activities at the local level
- Provide coordination between state and local project to maximize effective utilization of resources
- Function as the recognized state agency to coordinate state and local projects with the federal government in the administration and distribution of grants for the accomplishment of programs designed to improve the administration of criminal justice
- Serve as an advisory agency to the Governor, the Legislature and state and local agencies in matters pertaining to criminal justice
- Provide for the collection and dissemination of information regarding the status of criminal justice in California, the current trends in crime and related matters and the identification of proposed or active projects of interest to the criminal justice community

MEMBERSHIP OF CALIFORNIA COUNCIL ON CRIMINAL JUSTICE

The California Council on Criminal Justice consists of 25 members, some of whom are specified in the legislative act in recognition of the status of their office. Twelve members are appointed by the Governor; six members are appointed by the Senate Rules Committee; and six members are appointed by the Speaker of the Assembly. The Attorney General is a member by specification. The bill further requires that the appointments must include representation from various levels of government, specific state agencies involved in the criminal justice process, the legislature and professional disciplines.

The legislation provides that the Governor shall appoint the Chairman of the Council and the Council shall designate one or more vice-chairmen. The Council may appoint an Executive Officer and other employees and consultants.^{13/}

ESTABLISHMENT OF THE CALIFORNIA CRIME TECHNOLOGICAL RESEARCH FOUNDATION - CALIFORNIA SENATE BILL #84 (1967)) (Penal Code Sections 14000 - 14017)

The same legislative act includes provision for the establishment of a California Crime Technological Research Foundation. The Foundation is a state agency organized as a public corporation and subject to the management and control of a Board of Directors of fifteen members. The members of the Board of Directors are appointed by the Governor, confirmed by the Senate and the statute provides that the appointees must include representatives of criminal justice agencies, the academic community, persons qualified in the field of research, development and system technology. Four members should

^{13/}Membership roster is attached as Appendix F.

represent the public. The Governor shall appoint the Chairman and the Board shall designate its vice-chairman. The Board may adopt regulations pertaining to the conduct of Foundation business and may appoint such officers and employees as it deems advisable.

The Foundation shall have the following powers:

- To foster and support scientific and technological research concerned with prevention and detection of crime in this state in cooperation with other governmental, public, educational or private agencies through contracts or other appropriate means
- To identify, review and evaluate research and development efforts applicable to crime prevention, detection, apprehension and treatment of criminals
- To sponsor and conduct conferences, collect and disseminate information, issue periodic reports, etc., relating to scientific and technological research pertaining to criminal matters
- To retain and employ technical and other specialized consultants on contract or other basis
- To receive, hold, invest, and use, etc., on behalf of the Foundation and for any of its purposes, real property, personal property, and money, etc., either absolutely or in trust
- To have and exercise all powers necessary or convenient to effect any or all of the purposes of the Foundation

The Chairman or his representative shall attend meetings of the California Council on Criminal Justice. The Foundation's budget shall be approved by the California Council on Criminal Justice before submission to the Legislature.

As of the date of this report, the members of the California Council on Criminal Justice have been appointed and have participated in several organizational meetings. The members of the Board of Directors of the Foundation are now under consideration and will be announced shortly. It is the considered opinion of the state administration that the California Council on Criminal Justice and the Foundation embrace all of the functional and legal requirements for qualification under the Omnibus Crime Control and Safe Streets Act of 1968. Steps are now being taken to develop and formalize a statewide plan to satisfy the requirements to obtain recognition and approval of the California Council on Criminal Justice as a State Planning Agency as defined in the Omnibus Crime Control and Safe Streets Act of 1968.

7/3/68

The Financial Statement included in the
Index will be mailed later under separate
cover.

Page 27 plus

8/15/68

A P P E N D I C E S

GOVERNOR'S INTERIM COMMITTEE ON
TECHNOLOGICAL APPROACHES TO CRIMINAL JUSTICE

(Original Membership List)

Chairman:

Thomas C. Lynch, Attorney General
Department of Justice
Room 500, Wells Fargo Bank Building
5th Street & Capitol Mall, Sacramento

Vice Chairman:

Richard A. McGee, Administrator (445-7101)
Youth and Adult Corrections Agency
Room 447, State Office Building No. 1
Sacramento

Edward M. Toothman, Chief of Police
City of Oakland ((415) CR 3-9000)
45 - 7th Street, Oakland

Evelle J. Younger (626-3888)
District Attorney, Los Angeles County
211 Temple Street, Los Angeles

Edward V. Comber ((415) KL 3-9111)
Director of Criminal Information
San Francisco Police Department
Hall of Justice, 850 Bryant Street
San Francisco

Michael Canlis, Sheriff (HO 4-7761)
San Joaquin County, Drawer H, Stockton

Joseph G. Babich, Judge
Superior Court (454-5577)
Immediate Past President,
Conference of California Judges
Sacramento County Courthouse
Sacramento

Bernard J. Clark, Sheriff
Riverside County (OV 4-4530)
4050 Main Street, Riverside

Ralph N. Kleps, Director (557-1581)
Administrative Office of the Courts
Judicial Council of California
Room 4206, 350 McAllister Street
San Francisco (LL 597-1581)

August G. Kettmann, Member
Adult Authority (445-4071)
Room 504, State Office Building No. 1
Sacramento
(residence: 579 Highland Drive
Palm Springs)

Thomas Reddin, Deputy Chief of Police
Los Angeles Police Department
150 N. Los Angeles Street
Los Angeles (MA 4-5211)

John P. Kenny, Deputy Director
Department of Justice (445-5430)
Room 500, Wells Fargo Bank Building
5th Street & Capitol Mall, Sacramento

Kit L. Nelson, District Attorney
Kern County Courthouse ((805) 327-2111)
Bakersfield

John W. Brewer, Member (Sac. 445-7250)
Youth Authority Board
126 Terrace Avenue (residence)
Kentfield ((415) 453-2533)

John A. Davis, Probation Officer
Contra Costa County (228-3000)
PO Box 791
Martinez x. 401.

Harold R. Walt, Deputy Director
Department of Finance (445-9862)
Room 1145, State Capitol, Sacramento

11/26/65



OFFICE OF THE ATTORNEY GENERAL

Department of Justice

STATE BUILDING, SAN FRANCISCO 94102

June 2, 1966

Mr. Courtney A. Evans, Acting Director
Office of Law Enforcement Assistance
United States Department of Justice
Washington, D. C. 20530

Dear Mr. Evans:

Enclosed is our revised application for LEAA funds along with additional material describing the proposed project, the need for a program of this type, and its national significance.

As you review the application, I think you will find a program involving joint Federal and State financial support that is well planned and documented. We believe that the project results will provide far reaching and widespread benefits for the administration of criminal justice. The products of the program can serve as guides for every state in implementing an information system that offers optimal satisfaction of their particular requirements.

In many ways California is ideally qualified to serve as the research vehicle for such a system design effort. In 1965, this State financed a study which clearly established the feasibility of applying advanced systems technology to solving the justice information problem. Furthermore, there is a high degree of operational cooperation among all justice agencies in the State and these agencies are united in their support of the proposed program. The State budget for 1966-67 includes a planned contribution for financing the project. The budget amount is in excess of one-half million dollars; another \$260,000 is planned for the following fiscal year.

State funds will cover the salaries and operating expenses of state and local justice agencies' professionals who will be members of the project task force. So that the task force will have the required interdisciplinary skills, we will need the services of some outside consultants with

Mr. Courtney A. Evans

-2-

June 2, 1966

in-depth experience in large scale information system design. LEAA's funds will be utilized to contract for these skills that are most essential if we are to have a properly balanced task force.

Sincerely,



CHARLES A. O'BRIEN
Chief Deputy Attorney General

CAO'B:irm
Encl.



U.S. DEPARTMENT OF JUSTICE
OFFICE OF LAW ENFORCEMENT
ASSISTANCE

APPLICATION FOR GRANT
Page 1

Application is hereby made for a grant under the Law Enforcement Assistance Act of 1965 (PL 89-197) in the amount and for the purposes indicated in the following application.

(Leave Blank)

Application Number _____

Date Received _____

1. Short Title of Project: (Do not exceed one typed line)

A STATEWIDE CRIMINAL JUSTICE INFORMATION SYSTEM FOR CALIFORNIA

2. Type of Application: (Check one)

Original Revision Continuation of Grant No. _____

3. Project Duration:

Total length 18 months
From July 1, 1966
Through December 31, 1967

4. Total LEAA Support Sought: (Complete for all projects)

\$ 350,000

5. Request for First Year: (Projects exceeding 16 mos.)

\$ 244,650

6. Applicant Agency or Institution (Name, address, and telephone)

California State Department of Justice
Room 500, Wells Fargo Bank Building
Fifth and Capitol Mall
Sacramento, Calif. Phone: 445-4334

7. Project Director (Name, title, address, and telephone)

Charles A. O'Brien
Chief Deputy Attorney General
Room 500, Wells Fargo Bank Building
Fifth and Capitol Mall
Sacramento, Calif. Phone: 445-4334

8. Financial Officer (Name, title, address, and telephone)

Hale Champion
Director, Department of Finance
State Capitol, Room 1145
Sacramento, Calif. Phone: 445-4141

9. Official Authorized to Sign Application (Name, title, address, and telephone)

Thomas C. Lynch
Attorney General and Director
California State Department of Justice
Room 500, Wells Fargo Bank Building
Fifth and Capitol Mall
Sacramento, Calif. Phone: 445-4334

10. Type of Agency or Institution:

Public Private nonprofit

11. Federal Tax Exemption Determination

Yes, Date _____ No Pending

12. Assurance of Compliance With Civi' Rights Act of 1964

The Applicant hereby agrees that it will comply with Title VI of the Civil Rights Act of 1964 (P.L. 88-352) and all requirements imposed by or pursuant to Regulations of the Department of Justice (28 CFR Part _____) issued pursuant to that title, to the end that no person shall on the ground of race, color, or national origin be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the Applicant receives Federal financial assistance from the Department; and gives further assurance that it will promptly take any measures necessary to effectuate this commitment, as more fully set forth in the Department's Grant Conditions heretofore furnished to the Applicant. This assurance shall obligate the Applicant for the period during which Federal financial assistance is extended to it by the Department and is given in consideration of and for the purpose of obtaining the grant for which application is hereby made, and the United States shall have the right to seek judicial enforcement of this assurance.



**U.S. DEPARTMENT OF JUSTICE
OFFICE OF LAW ENFORCEMENT
ASSISTANCE**

APPLICATION FOR GRANT

Page 2

13. Budget Summary for Total Project (omit for projects of less than 16 months duration)

Budget Categories—LEAA Funds	1st Year	2d Year	Beyond 2d Year _____ Months	Totals
Personnel (Employees and Consultants)	\$116,185	\$ 50,041		\$166,226
Travel (Transportation and Subsistence)	\$ 16,000	\$ 3,848		\$ 19,848
Supplies, Communications, and Reproduction	\$ 9,760	\$ 7,214		\$ 16,974
Other:	Equipment			
	Miscellaneous			
	Indirect Costs	\$102,705	\$ 44,247	\$146,952
Total LEAA Funds Requested	\$244,650	\$105,350		\$350,000
Total Grantee Contribution	\$510,000	\$260,000		\$770,000

14. Explanation of Grantee Contribution. Describe nature, sources, and project utilization of the Grantee Contribution as specified in Item 13 or Budget Item F, page 3.

See Continuation Sheet attached.

15. Federal Support. Will other Federal support be available for any part of this project? Yes _____ No X
If yes, identify and explain _____

16. Federal Submissions. Have other Federal agencies been contacted for assistance on this or similar projects? Yes _____ No X If yes, identify and indicate status _____

17. Applicant's Agreement

It is understood and agreed by the Applicant: (1) that any grant received as a result of this application shall be subject to the Grant Conditions and other policies, regulations, and rules issued by the Department of Justice for the administration of grant projects under the Law Enforcement Assistance Act of 1965; (2) that funds awarded are to be expended only for the purposes and activities covered by the Applicant's approved plan and budget; (3) that the grant may be terminated in whole or in part by the Attorney General or his designee at any time; and (4) that appropriate grant records and accounts will be maintained and made available for audit as prescribed by the Department.

18. Date: June 2, 1966

20. Signature of Authorized Official

19. Total Pages in Application: 32

Thomas E. Lynch



**U.S. DEPARTMENT OF JUSTICE
OFFICE OF LAW ENFORCEMENT
ASSISTANCE**

**APPLICATION FOR GRANT
Page 3**

Detailed Project Budget

Complete Project

First Year Only (projects exceeding 16 months)

Period from 1 July 1966

Through 30 June 1967

A. Personnel (Employees and Consultants)	Percent of Time Devoted	Annual Salary	Requested of OLEA	Category Total
(1) Employees (list each position)				
(2) Consultants (list by individual or type)		Fee		
(3) FICA, Retirement, etc. (employees only)				
				\$

B. Travel (Transportation and Subsistence) (Itemize)	Requested of OLEA	Category Total
		\$

C. Supplies, Communications and Reproduction (Itemize)	Requested of OLEA	Category Total
		\$

D. Other (Equipment, Miscellaneous and Indirect Costs) (Itemize)	Requested of OLEA	Category Total
		\$

E. Total Amount Requested (Sum of Categories A through D above) \$ 244,650

F. Total Grantees Contribution (Page 2, Item 14) \$



**U.S. DEPARTMENT OF JUSTICE
OFFICE OF LAW ENFORCEMENT
ASSISTANCE**

**APPLICATION FOR GRANT
Page 3**

Detailed Project Budget

Complete Project

First Year Only (projects exceeding 16 months)

Period from 1 July 1966

Through 30 June 1967

A. Personnel (Employees and Consultants)	Percent of Time Devoted	Annual Salary	Requested of OLEA	Category Total
(1) Employees (list each position)				
NONE (Paid by Grantee funds)				
(2) Consultants (list by individual or type)		Fee		
See Continuation Sheet				
(3) FICA, Retirement, etc. (employees only)				\$ 116,185

B. Travel (Transportation and Subsistence) (Itemize)	
Field Interview Trips within State of California	
138 Trips @ \$100	\$ 13,800
Briefing Trips, California -- Washington, D.C.	
5 Trips @ \$440	2,200
	\$ 16,000

C. Supplies, Communications and Reproduction (Itemize)	
Communications (Approximately 1½% of salaries)	\$ 1,320
Reproduction Services (Approximately 8% of salaries)	8,440
	\$ 9,760

D. Other (Equipment, Miscellaneous and Indirect Costs) (Itemize)	
Consultant firm supervision and administrative costs and housekeeping expense (i.e., rent, utilities, janitorial services, etc.)	\$ 58,590
Consultant firm general and administrative expense (including top management, contracts, finance, personnel)	26,000
Fee (including research and working capital)	18,115
	\$102,705

E. Total Amount Requested (Sum of Categories A through D above) \$ 244,650

F. Total Grantee Contribution (Page 2, Item 14) \$

A. PERSONNEL (EMPLOYEES AND CONSULTANTS)	% of Time Devoted	Annual Salary	Requested of OLEA
(2) Consultants (list by individual or type)			
2 Computer System Specialist, Senior	100%	\$18,535	\$ 37,070
1 Computer System Specialist	100%	14,255	14,255
1 Human Factors Scientist, Senior	100%	19,952	19,952
1 Human Factors Scientist	100%	15,687	15,687
1 Communications Engineer	100%	18,535	18,535
1.5 Secretarial Support	100%	7,124	10,686



U.S. DEPARTMENT OF JUSTICE
OFFICE OF LAW ENFORCEMENT
ASSISTANCE

APPLICATION FOR GRANT

Page 4

Budget Narrative

Begin below and add as many continuation pages (4a, 4b, etc.) as may be needed to complete the required justification and explanation of the project budget.

In assessing the dimensions of the system design task, we determined the type of interdisciplinary skills that the task force must possess. The attachment to Item 14 of page 2 details the skills that can be provided by state and local justice agencies' professionals. In addition to these specialists, the task force must include personnel who have in-depth experience in information systems, data communications, and the social sciences. These skills are essential but cannot be provided by government agencies in California because they are either not available or cannot be spared. Therefore, they must be obtained from outside consultants who are familiar with the justice information problem and can offer the required specialized services.

The entire eighteen month program, as planned, involves a joint Federal-State sponsored finance base of \$1,120,000. Plans call for a State of California contribution of \$770,000 to be combined with the requested LEAA funds (\$350,000). Item 14 also indicates that the state contribution would cover the salaries and operating expenses of project personnel from public agencies. The LEAA funds, detailed on page 3, would be utilized to obtain additional, essential task force skills.

The budget figures on page 3 represent reliable average costs for the services needed. These amounts were checked with individuals from a prominent nonprofit research firm with offices in California who found our estimates essentially valid.



U.S. DEPARTMENT OF JUSTICE
OFFICE OF LAW ENFORCEMENT
ASSISTANCE

APPLICATION FOR GRANT

Page 5

Project Plan and Supporting Data

This section constitutes the heart of the grant application. It is the applicant's detailed statement of the project—its aims, precisely what will be done, who will be involved, and what is expected to result. Together with the project budget, it constitutes primary evidence to OLEA of the soundness of the project, the care and planning that has gone into its formulation, and the responsibility and qualifications of the applicant and others who will be involved in carrying it out.

Attach to this sheet as many additional pages (8" x 10½" or 8½" x 11" sheets—not legal size) as may be needed to complete the description of Project Plan and Supporting Data. Where the applicant wishes to append documents as supplemental information and these cannot readily be placed on continuation sheets, they should be listed on the last page of the Plan and 12 copies furnished with the application for staff and panel review.

* * * * *

Begin this section with a brief summary of the total project not to exceed 200 words in length.

Present information processing conditions point to the urgent need for the development of a model statewide advanced information system to serve all agencies participating in the administration of criminal justice (law enforcement, prosecution, courts, probation, corrections, and parole). The model system design and implementation plan can serve as a guide to all states.

California has provided leadership by proving the feasibility of applying the latest system technology to the justice information problem. Many other accomplishments uniquely qualify California to serve as the research vehicle for a project to design such a system. Further, California has developed detailed plans for accomplishing the design task. These plans cover project objectives, estimated costs, and evaluation methods. All affected agencies in the State support the proposed project and this application for funds and pledge cooperation in accomplishing the project objectives.

The State submits that \$770,000 in state funds combined with LEAA funds (\$350,000) can finance the eighteen month program. Thus, California has budgeted over one-half million dollars for FY 1966-67. These state funds will cover the cost of design task force members from justice agencies throughout California. LEAA funds are required to contract with outside consultants possessing in-depth information system design experience. This expertise is essential--the task force must include a proper balance of interdisciplinary skills to achieve project goals.

Organize the remainder of the Project Plan and Supporting Data as per instructions for this section, under the following headings: I. Goals; II. Methods; III. Results; IV. Resources.

PROJECT PLAN
AND
SUPPORTING DATA

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- Figure 1. Scheduled Activities and Products
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- Letter from Thomas C. Lynch, Attorney General
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PROJECT PLAN AND SUPPORTING DATA

I. GOALS

A. The Administration of Criminal Justice Information System Problem

A system may be defined as a set of elements, components or sub-systems interacting in a prescribed manner in order to accomplish certain overall objectives. The administration of criminal justice in each state may be viewed as an operating system. Various agencies, acting as system elements interact in achieving the overall system objective--insuring the welfare and safety of the public. These agencies are found at both the state and local level of government. Each agency operates as a part of a specialized subsystem (law enforcement, probation, courts, correction, parole, etc.) of the total state justice system.

Of paramount importance to each agency is the quality and reliability of information required in the performance of its functions. Each agency collects, processes and stores data that are necessary to serve its own needs. Further, a great amount of data interchange exists among agencies with a consequent interdependence of agencies for decision making information. Therefore, a rather loosely integrated information system supports the agencies participating in the administration of criminal justice. However, there are serious deficiencies in the existing information system which cause the justice system itself to operate in a less than optimal fashion. The discussion below presents an examination of the information interaction among justice agencies, an exposition of deficiencies in the existing information system and a statement of the need which exists.

1. Interactions and Information Dependency Among Agencies

The state and local agencies that make up the administration of criminal justice system each have separate information processing support of varying quality. The information that is collected, processed and analyzed by all components of the criminal justice system is essential to their effective operations. Furthermore, the interchange of information among law enforcement, judicial and correctional agencies is basic to all operational and administrative activities.

Every agency depends on others for incoming information and supporting services. Field interrogation and arrest decisions by a law enforcement officer are dependent upon criminal record and other identification data, stolen property descriptions, wanted vehicles information and knowledge of prior criminal activities in a particular geographic area. A district attorney's decision to file a formal complaint is based on an original crime report prepared by a field officer. Activities in the trial court depend on the information submitted in evidence. That information incorporates the previous investigations by the law enforcement agencies and the district attorney, as well

as the data retrieved by search and investigation on the part of the defense. The sentencing decision of the judge is based in part upon the presentencing investigation made by probation authorities and in part upon the judge's perception of sentencing practice in similar cases. The presentence investigation, again, takes its roots in the law enforcement agency's files. Treatment decisions in correctional institutions are also based on presentence reports plus institutional studies or examinations. The parole board decision generally is based on the same information, augmented by reports of the individual's activities while he has been institutionalized and release plan information provided by parole field personnel. The use of these data in parole decisions is qualified by the board members' perceptions of good release practices.

Changes in policy or degree of effectiveness in one component may materially affect the planning or operations of another. Obviously, if the percentage of cleared offenses were increased from about 25% to 50%, there would be a reverberating surge throughout the total system. If improved presentence information led the courts to place larger percentages of offenders on probation and, in so doing, decrease the number of minimum security risks being institutionalized, there would be a two-fold result. The probation force would have a greater load while the institutional load would be reduced (assuming constant input). The nature of the institutional load also would be tilted toward higher risk, maximum custody inmates. This would reduce, at least in part, the need for minimum security facilities.

Overcrowded institutional facilities may result in increased use of probation or parole to relieve the situation. A change from a conservative to a liberal parole releasing policy, which may occur by changing parole board members, would result in a rapidly increased supervisory load for the parole arm of the system and a potential increase in law enforcement problems. A narrow and strict interpretation of parole conditions may lead to increased violation and rising institutional population. On the other hand, an effective program of treatment, administered in the institution and on parole, could lead to reduced institutional, court, law enforcement and other loads by reducing recidivism.

These few examples indicate only some of the ways these components of the justice system affect each other while striving toward the overall goal of protecting the public. Each needs information possessed by the other, not only to perform present line functions but to derive plans to cope with future situations. The inadequacies of the present methods of providing and exchanging information that cause the entire system to operate in a less than optimal fashion are described in the following discussion.

2. Present System Information Processing Methods and Operating Conditions

Existing information processing methods are inadequate to satisfy the present requirements, as well as the rapidly increasing future requirements of the overall system. Some of the deficiencies in present justice information systems are:

Important Information is Unavailable

This condition may result because there is no provision to collect certain data at the time it is originated, or because of an inherent inability to process and present the data when needed for decisions. An example of the limited collection capability is reflected in correctional institution files. These often have comparatively little information about an individual's institutional adjustment (except disciplinary reports), attitudes, shifts in goals, acquisition of skills or changing release situation.

To illustrate the processing problem, California law enforcement officers, among others, make field interview reports which are manually filed. These "FI cards" contain valuable data for investigations but much of that data cannot be readily retrieved.

Another kind of data unavailability is due to lack of uniformity among agencies. Because uniform meanings are not applicable to common terms, it is difficult for one part of the system to make use of another's data. This is even true within the same jurisdictions.

Information is of Poor Quality for Decision Making

Because the content and processing of documents usually vary with the discretion of individual investigators, law enforcement, corrections and other personnel, a great deal of irrelevant, erroneous or redundant information enters the system. This complicates the retrieval and diminishes the value of information for decision making. Packages of information on individuals grow to the point where much time is wasted by decision makers in scanning for isolated bits of data, to say nothing of the administrative costs in maintaining an inadequate record system. Parole board members may thumb back and forth through a two-inch jacket looking for information they need as they make forty or more decisions concerning releases in a few hours. Frequently, valueless data are presented to them while they are unable to retrieve the information required before their time for decision has expired.

Processing Volume is Overloading Present System

Each year, the justice system agencies must handle hundreds of thousands of people. Tens to hundreds of items of information are needed on each person subject to the justice process. The manual systems cannot even keep up with the present volume and, with the ever-increasing load associated with increased crime rates, these manual facilities will not be able to meet future demands.

Response Time is Too Slow

The manual system is slow, causing delays in the total process which impede justice. The law enforcement officer detains suspects in the field while making a warrant or stolen vehicle check. In most cases, this check proves negative and a citizen is detained unduly. In other cases, wanted felons may not be checked because of the excessive time delays involved. After a suspect is arrested, it is essential that all records be speedily searched and "wants" or "rap sheets" obtained prior to arraignment. Manual systems presently require several days delay to obtain these records, and arraignment often takes place before they are received. Prior to verdict there often is a lengthy waiting period between arrest and trial which is quite disruptive to those unable to raise money for bail. For those acquitted, this period is a costly burden, unjustifiably imposed. In addition, in many instances, excessively long periods intervene between the verdict or plea of guilty and the date of sentencing, due to the delay in preparation of the presentence report. Often the defendant languishes in jail during that time. A reduction in delay not only would result in a savings in expense and resources, but perhaps would enhance the rehabilitation process by providing swifter justice.

Some Basic Tasks are not Performed

For example, the detective needs the capability to compare a particular suspect's identifying characteristics with those of unknown suspects in a vast file of uncleared cases, perhaps 50,000. Similarly, he needs the capability to compare the pattern of activity in an unsolved crime with similar patterns in cases of known offenders. With several new crimes occurring daily, and limited detective staff, this need is not being met adequately. Also, today's manual systems do not enable the ready use of existing data in determining whether an accused should be released on his own recognizance or detained for bail.

Information Value is Assumed, Not Measured

Many actions are now taken on information which is only assumed to have certain relationships to results; those relationships have never been empirically established. The capability of assessing these values through built-in research methods is essential, not only to the improvement of criminal justice information management, but to the effective achievement of the goals of the criminal justice system. It is certainly of value to eliminate worthless data that are clogging the system and making information costly and difficult to store, process, retrieve and present; but it is even more important to provide information that has real significance for goal achievement.

Performance is Inadequately Evaluated

Police officers, judges, parole and probation officers, institutional personnel, administrators and others need to know how successful their decisions or actions were. This capability does not now exist. Neither is there provided adequate information for planning to meet future personnel, facility or equipment requirements. Thus, there is a need for an ability to perform analyses to assess the value of programs, management plans and treatment decisions. Existing information processing methods severely handicap the persons responsible for making such assessments.

Information Exchange with Non-Justice Agencies is Not Systematic

A great deal of information exchange occurs with non-justice systems routinely and, sometimes, in large volume. However, this exchange is usually informal and incomplete. More systematic information exchange is needed with such agencies as welfare, health, immigration, education and recreational organizations.

3. The Need for an Advanced Justice Information System

Limitations of existing methods and conditions cited above are partially due to the fact that each subsystem (law enforcement, courts, probation, parole, etc.) often turns its attention inward to its own needs and is only minimally concerned with the information needs of other subsystems. There is little systematic effort to discover or integrate common information needs of the various justice subsystems. One agency seldom collects information needed by another agency, but not needed by its own agency, even though it can do so more effectively

and efficiently. Each agency is responsible for acquiring its own information and often must undertake costly leg work finding and copying information that is already available.

Because of the deficiencies of present information handling techniques, the existing system needs major improvements. The design and implementation of an advanced statewide information system utilizing the latest information processing technology would satisfy this need. An integrated information system of such dimensions would serve the needs of all state and local agencies within the State. Furthermore, a most important concept is that the design of such a system for California can serve as a model for all states. The State of California submits that \$770,000 of its financial resources (\$510,000 of which is already budgeted for 1966-67) when combined with the requested Law Enforcement Assistance Act funds (\$607,800) will provide the funding necessary to accomplish the system design task. The major products of this task will be a functional description of the model state system plus a plan for system implementation. Thus California offers itself as the vehicle for the research and development of a system to serve the entire nation.

B. Impact on Organizations

The advanced system would be an integrated statewide information system to serve all agencies who participate in the criminal justice process. Therefore, the organizations that are affected by and benefit from the system are found at the state, county and city levels of government in each state. These agencies include the courts, law enforcement, probation, detention, correctional facilities, juvenile delinquency prevention and control, paroling boards and the administration of parole. For example, in California the State Department of Justice, the Youth and Adult Corrections Agency, the Highway Patrol, city police officials, county sheriffs, superior and municipal court judges, parole board members, district attorneys and public defenders, and persons responsible for city and county jails will be affected. Additionally, top administrators at all levels of government in California will be affected through possible major modifications in functions.

C. Project Benefits

The major achievements of the design project are (1) a description of the advanced system in terms of its functional requirements and (2) a plan for implementing the system. As stated earlier, these products of the project are beneficial in that they would serve as basic guides for the installation of such a system in any state. Some specific benefits of an advanced information system for the administration of criminal justice are listed below.

1. Increased speed and efficiency of data management. For example, the reduction in criminal record search and communication time from the present two to five days to less than four hours.
2. Increased effectiveness of operations by performing needed tasks not possible today. For example, the analysis of state-wide crime patterns on a current basis.
3. Better quality information for program planning, allocation of resources, operations decisions and assessing results. For example, timely management control reports on area criminal activity; such reports are presently impossible to produce.
4. Accurate statistical data about crime and delinquency. For example, current statistics on violent offenders, their background, criminal history and treatment methods used.
5. Augmentation of research on human behavior. For example, providing immediate access to large volumes of raw data presently not economically retrievable.
6. Better utilization of trained personnel. For example, the relieving of justice specialists in all agencies from the time consuming information search and retrieval tasks.
7. Improved decision making throughout the administration of justice. For example, parole boards will have better history data on individuals.
8. Savings or stabilization in costs accompanied by increased service to justice agencies. For example, faster access to warrant data means many man-years of police patrol effort saved, plus more accurate up-to-date warrant information.

II. PROJECT METHODS

The recent aerospace report on crime and delinquency in California recommended an overall developmental program and many subprograms to be initiated by the State. Examination of those recommended programs reveals that in varying degrees each program is dependent on valid and timely data on criminal activity. Furthermore, the report stressed that the development and implementation of an advanced information system is necessary to support all major justice activities. It is clear that the development of the statewide information system to support the administration of criminal justice is the necessary next step in combating the crime problem. Furthermore, such a system development effort is totally consistent with the approach taken in California to evolve an overall statewide information system.

The total development process of information systems requires three major phases:

- A. Preliminary Feasibility Study
- B. System Design
- C. System Implementation

The first phase is essentially completed. The feasibility of applying advanced information technology to the administration of justice on a statewide basis has been confirmed through the above referenced report and the earlier efforts in the State. The second phase--System Design-- must now be initiated.

The action program below lists and describes in detail the sequential steps necessary to design the model system using California as the base. Figure 1 is a schedule of project activities and specific products of the 18-month effort.

A. Project Schedule and Task Description

The basic philosophy upon which the design effort will be conducted is that the key to effective information system development requires the direct involvement of user personnel in the design process. Therefore, justice agency specialists will work side by side with information system specialists who understand the justice problem. This will insure that the system design phase of the overall development process will (1) provide in-depth definition of each agency's information needs and (2) determine the overall system structure to meet those needs.

1. Orientation

The project will begin with a period of orientation for the project staff and for the agencies involved in the justice system. The state and local personnel comprising the project staff will be briefed on system analysis methods and information gathering techniques during the first month. The various analysis teams composed of systems specialists and state and local justice specialists will then visit appropriate agencies to examine operations and collect information. Before beginning the analysis in each agency, a few days to a week will be devoted to orientation of the agency's staff in the objectives and techniques of the total system design effort.

2. Existing System Configuration Analysis

It is essential to determine the specific objectives of the total system and the operating interrelationships of every participating agency (subsystem). This step will detail the present configuration of agency information processing, cross-agency interchange, and the information files maintained throughout the administration of justice. It will include a detailed statement of existing and planned equipment configurations for each agency involved in the total system. This step will produce a precise inventory of present capabilities, functions and processes. Analysis of the existing system will be accomplished by performing the following:

a. Information Flow Analysis

In this activity, operational, planning, research and administrative processes are analyzed in terms of the points in each process where designs are made and where information is acted upon in some way. The analysis defined the interaction of operations and the associated information processes such as generation of new data, abstraction, correlation, indexing, filing, retrieval and dissemination. The points in the existing system where decisions or actions occur are examined to determine:

- The objectives to be met
- The particular tasks carried out to meet those objectives and the relative importance of those tasks
- The documents or other sources of information used in each task
- The specific items of information within each source and the relative importance of different items for each task
- The particular use made of the information items
- The result transmitted to the next point in the process.

b. File Analysis

In addition to determining the flow of information in the existing system, it will be necessary to assess the form and dimensions of the data. Therefore, concurrent with the information flow analysis, the many data files must be analyzed. This will produce an inventory of:

- File sizes
- Volumes of transactions
- Status of data (machine processable or not)
- Timeliness
- Different data coding and classification schemes
- Apparent redundancy or duplication of data

Whereas the information flow analysis is concerned with defining what information is used, the file analysis examines the nature of the information itself.

c. Equipment Configuration Analysis

Accompanying the determination of the uses and nature of data in the existing system will be an analysis of the degree of automation employed in present operations.

The existing and planned data processing equipment application in all participating agencies will be examined. Thus, the data processing and communications equipment resources available in the existing system can be incorporated, if appropriate, into the new system configuration.

The result of step 2 will be an exhaustive catalog of all the different types of information utilized by the various justice agencies, the sources of that information, the transformation effected, the decisions made, and the dissemination pattern across all the agencies involved. Computers will be utilized in organizing and analyzing the data gathered that describe the existing system. The product of this step is an existing system description to be published at the end of the first year.

3. User Requirements Analysis

The above activity will provide great amounts of data describing present practices to make these data meaningful. The requirements analysis is concerned with the projected needs of each function as well as the potential application of new technology across the entire field of criminal justice information processing. This part of the study seeks to distinguish among the information that is (1) available and required, (2) available and not required, (3) required but not available at each decision or action point within the system of criminal justice. The requirement study takes as its point of departure the analysis of present information flow and use. The capability of advanced technology is then superimposed on this analysis by means of formal and informal interactions between the study team and the potential users. This step will identify the objectives of the new system in terms of the needs of system users that must be satisfied. A statement of user requirements will be produced at the end of the first year along with the existing system description.

4. Advanced System Functional Design

This step determines what functions the new system must perform to satisfy established user needs. The advanced system functional design will commence at about the eleventh month. It includes functional design and information process design efforts. The functional design is concerned with the grouping of functions and tasks in a logical fashion to best make use of new technology while serving the overall justice requirements. The information process design is the application of advanced concepts of information collection, storage, retrieval, and analysis to the tasks derived in the functional design.

The previous steps established user requirements and data availability, and information will have been developed on data quantity, accuracy, desired response time, etc. It will then

be necessary to establish system requirements. System requirements include the overall procedures and program which will be needed. Analysis will be carried forth to answer questions concerning the expected size of the data files, the type of data organization needed, the type of programs needed for data transformation, and the expected frequency and need for data updating. An important part of this step is the detailing of requirements for data confidentiality, and special procedures that might be required by law. The product of this effort will be a preliminary system description that describes the data files that should be maintained in the system and at what agencies. The functional information processing interaction of these agencies will also be determined. This preliminary system description will be circulated to the various justice agencies for their comments, corrections and ultimate concurrence. It will be the document on which the follow-on activities will be based. The preliminary system description will be available at the end of the project.

5. Implementation Plan

Based on the functional design developed in step 4, this step will produce a phased plan for installation including estimates of time, personnel, training, equipment and funding necessary to achieve the new system. The implementation plan will present a three to five year schedule for accomplishing the following major tasks:

- System operational design
- Equipment specifications development
- Procedures development
- Data collection and conversion
- Computer program design and development
- File building
- System testing
- Personnel training
- System transition to operational status

The calendar time required to accomplish steps 1 through 5 is approximately eighteen months. To implement these five steps, a minimum of 45 man-years of effort is required by state and local agency personnel, supplemented by approximately 9 man-years of outside technical support.

B. Project Management

1. Organization Structure

The advanced information system, much like the justice system itself, will involve the interaction not only of many functional areas (e.g., law enforcement, the courts, probation, corrections, parole) but will include agencies from all jurisdictions: state and local. Therefore, since the design and implementation of the system must be based on the needs of all participant agencies, there is a need for wide representation in establishing overall policy and objectives for design and implementation activity. There is already established in California, by executive order, a "California Joint Council on Technology and the Administration of Justice" ideally suited to set overall policy for the information system. The second organization need to help insure success is that of day-to-day project management. A Project Director will plan, integrate, and control the specific tasks necessary for successful program completion. He will report to the Joint Council and will be assisted by a Review and Evaluation Board. The design and development tasks would be carried out by a task force of personnel from user agencies working jointly with outside consultants.

These concepts of program management are presented in organization chart form in Figure 2. A discussion of the significant operating characteristics of each level of management is presented below.

2. The California Joint Council

The major function of this body is to establish overall policy and objectives for the entire program. Further, it will serve as an instrument by which justice system agencies at all jurisdictional levels may voice their views concerning the nature of the ultimate information system. This group will meet every three months to discuss policy matters, review overall program progress and determine key objectives in system design. The membership of this Council is as follows:

Thomas C. Lynch, Chairman
Attorney General and Director
Department of Justice

Vice Chairmen

Richard A. McGee
Administrator
Youth and Adult Correction Agency

Thomas Reddin
Deputy Chief of Police
Los Angeles Police Department

Members

Edward V. Comber
Director of Criminal Information
San Francisco Police Department

Joseph G. Babich, Judge
Sacramento Superior Court

Kit L. Nelson, District Attorney
Kern County

Ralph N. Kleps, Director
Administrative Office of the Courts
Judicial Council of California

John A. Davis, Probation Officer
Contra Costa County

Evelle J. Younger, District Attorney
Los Angeles County

Michael Canlis, Sheriff
San Joaquin County

Bernard J. Clark, Sheriff
Riverside County

August G. Kettmann, Member
Adult Authority

John P. Kenney, Deputy Director
Department of Justice

John W. Brewer, Member
Youth Authority Board

Harold R. Walt, Deputy Director
Department of Finance

3. Project Director

This individual will be a state executive who will have no organizational ties to any individual agency or department. He will report directly to the Joint Council. The Project Director will provide control of the entire program in accordance with policy established by the Council and existing state policy established by the Governor's Automatic Data Processing Advisory Committee (ADPAC) and other policy making agencies. The Project Director will schedule, coordinate and evaluate project assignments carried out by teams of agency and consultant specialists who will perform the design tasks.

4. Review and Evaluation Board

The Project Director will be supported by a Review and Evaluation Board composed of representatives of the Joint Council and a representative of OLEA. The Board will be charged specifically with the task of reviewing and evaluating project activities and assisting the Project Director

in specifying tasks and schedules. The emphasis will be on the technical aspects of specialized information systems and criminal justice administration.

5. User Agency and Consultant Personnel

The actual design effort will be performed by teams of personnel from user agencies working jointly with outside consultants. The Project Director will first review the proposed schedule (Figure 1) to assure that the task steps reflect any changes that may have occurred prior to the initiation of the project. The schedule will be expanded to include a more refined definition of the operational dimensions of each step in terms of precise manning, time and cost requirements; and interrelationship with other steps. As design work progresses, it will be the Project Director's responsibility to insure proper completion of each step, and to evaluate the quality of performance of these activities.

III. RESULTS

A. Evaluation

In the development of any information system, it is essential that management--in this instance represented in the Joint Council--be intimately involved from inception through the establishment of the operation system. As indicated previously, the Review and Evaluation Board will be directly involved in the project by providing the necessary management interaction and technical review. The Board will meet at least once each month with the Project Director and other project personnel to review and evaluate performance; to give guidance and concurrence required to optimize the quality of performance; and to assure the attainment of the overall objectives of the project. Products of the project (Existing System Description, Statement of User Requirements, Preliminary System Description, and Implementation Plan) will require the concurrence of the Board (and Council if appropriate) prior to final publication and/or the next stage in the design process. The concurrence process will be accomplished within a set, minimum period of time in order to preclude unnecessary delays yet allow sufficient time for review. The active participation of OLEA representation will provide a means of interrelating the results of other OLEA projects and this project on a current basis. Furthermore, it is intended that appropriate products of the project will be submitted for review to qualified social scientists, from educational and research institutions, who have demonstrated interest and understanding of crime and the administration of criminal justice.

B. Project Significance

Section II above stated that the total development process for information systems requires three major phases:

Preliminary Feasibility Study
System Design
System Implementation

Significant research efforts to date in California have proven the feasibility of applying advanced systems technology to the justice information problem. Further, the types of equipment that would be required to support the advanced system are proven and available. This application seeks LEAA funds to accomplish the System Design task.

Section I-C enumerated the inherent benefits of an advanced statewide information system for the administration of criminal justice. These benefits would be gained by all participating agencies after the implementation of a statewide system. Therefore, the design project itself must be evaluated in terms of its national significance (i.e., benefits). The two major products of the project will be (1) a description of the advanced system in terms of its functional requirements, and (2) a plan for implementing the system.

A method of assessing the national significance of the proposed project is to examine it in terms of how well it satisfies criteria for grant applications contained in page 3 of the interim guidelines published in 1965 by the Office of Law Enforcement Assistance. The following discussion presents the project's contributions in terms of the grant criteria.

1. New Techniques or Approaches

This project represents a basically new approach to improving the administration of justice functions, both state and local. Improvement in central information service, such as an automated criminal history file, would aid the administration of justice. This project attempts to go much further than that. The attempt here is to determine for each state and local justice agency what information is used for operations, administration, and decision making, and how that information can be shared to help all respective agencies. This will be accomplished not only by evaluating the information collected and stored, but by analyzing how it actually relates to the substantive activities of the administration of justice. The system that will ultimately be developed will thus have a much more fundamental impact on the overall administration of justice.

2. Stimulation of Change

This project is action oriented. It seeks to develop practical help for personnel throughout the justice system. Past system development activities of this kind have demonstrated that besides providing change and improvement in operations, the study and analysis leading to that are themselves great stimuli. Agencies and organizations engaged in the effort necessarily must examine what they are doing and why they are doing it.

3. Broad Significance

This project can be a prototype for other states in several respects. It can demonstrate the value of the analytical techniques employed. Further, it can provide specific knowledge of justice information needs and approaches that can be applied directly to agencies in other states. This is the most important factor in evaluating the significance of the project. The published applicant guidelines referenced above contain a statement on page 2 which indicates that LEAA funded efforts should "show the way" as a result of project accomplishment. This is precisely the overall objective of the California study. The results of the design project will indeed show how the latest advances in systems engineering expertise and information processing equipment can be applied to solving a problem of major proportions that faces virtually every state. It is true that the implementation plan resulting from the design project will be tailored to California. However, the concepts inherent in the description of the advanced system itself will have widespread applicability. These concepts can be used by all states with minor modification. Further, the California implementation plan can serve as a general guide to installing systems that are adapted to the particular needs of other states.

C. Continuation

It is expected that the affected state and local agencies in California will budget and the legislative bodies concerned will appropriate the funds necessary to complete the advanced system operational design and the installation of the system designed in this project. Henceforth, it is expected that the approved system will be operated and improved through regular, annual budget appropriations.

D. Dissemination

The results of this study will be fully documented in a project report which covers the entire system design. Copies of this report will be sent to the Office of Law Enforcement Assistance, to all participating and affected agencies, to fiscal control agencies in the State

of California, to the State Legislature and to other interested states. As stated previously, this project will provide a valuable model for other states to use in developing their own criminal justice information system.

IV. RESOURCES

A. Qualifications and Facilities of Grantee

Some very significant recent activities in California are directly related to the proposed project. The experience gained in these activities will be valuable in the conduct of the project. The information systems listed below will be integrated in the ultimate system designed by the project. The paragraphs below briefly describe some activities that help qualify California for LEAA funds.

The State Department of Justice, working closely with other state and local agencies, has recently completed a telecommunications study to determine law enforcement information transportation needs throughout the State of California. The study has received favorable support from both the Administration and the Legislature in California and funds have been approved to provide a completely new, fast telecommunications system.

The California Highway Patrol has designed and implemented a system for reporting stolen and recovered automobiles on a real-time basis to all law enforcement agencies in California and to some neighboring states.

The California Department of Motor Vehicles has recently completed a system design to maintain and supply information on licensed drivers and vehicles on a real-time basis to agencies throughout the State.

Nine San Francisco Bay Area counties have established a "Police Information Network" to pool and provide information on warrants through a central shared computer system.

Several local law enforcement agencies in Southern California represented by a task force are currently engaged in developing a "Southern Police Information Network" to handle warrants in a similar manner to the Bay Area "Police Information Network" System.

A task force composed of representatives of Northern California local law enforcement agencies is developing a model system for obtaining and sharing better intelligence information on so-called dedicated criminals in California.

The Los Angeles Police Department has completed the first phase of a system design for handling local police information.

The State of California has assumed a role of leadership in determining the feasibility of applying advanced systems technology to major social problems. In early 1965 four major studies by leading aerospace firms in California were funded by the State. One of the studies was entitled "The Prevention and Control of Crime and Delinquency." A significant recommendation from this report was that California design and implement a comprehensive information system to serve the overall system of criminal justice in California.

California has recognized this need and has budgeted \$510,000.00 for FY 1966-67. This amount, when augmented by the requested Law Enforcement Assistance Act funds, will provide the required financial support to accomplish the necessary next step--the design of the advanced statewide information system.

The State Department of Justice is now implementing a computer based system to serve all law enforcement agencies in the State. The major functions to be performed by the system include the processes necessary to store and retrieve information on stolen, found and pawned firearms and miscellaneous identifiable property. The automated system will also maintain files and produce reports for the California Department of Justice Bureaus of Criminal Statistics and Narcotic Enforcement. Computer time will be available for purposes of the proposed project on the Department of Justice equipment and it is anticipated that other agencies will provide computer time as needed.

B. Staff and Staff Assistance

Charles A. O'Brien, Chief Deputy Attorney General, has been designated interim project director pending the availability of state funds to hire the permanent project director.

C. Cooperating or Participating Agencies

As mentioned throughout this document, many state and local agencies will participate in the project. Further, the nature of the role of these agencies has been established. Favorable agency support for this project and their enthusiastic willingness to participate in the accomplishment of the task is clearly manifest by the attached letter from the Attorney General of California, Chairman of the California Joint Council on Technology and the Administration of Justice. Also attached is a resolution adopted February 10, 1966, by the Peace Officers' Association of California.

Figure 1. SCHEDULED ACTIVITIES and PRODUCTS

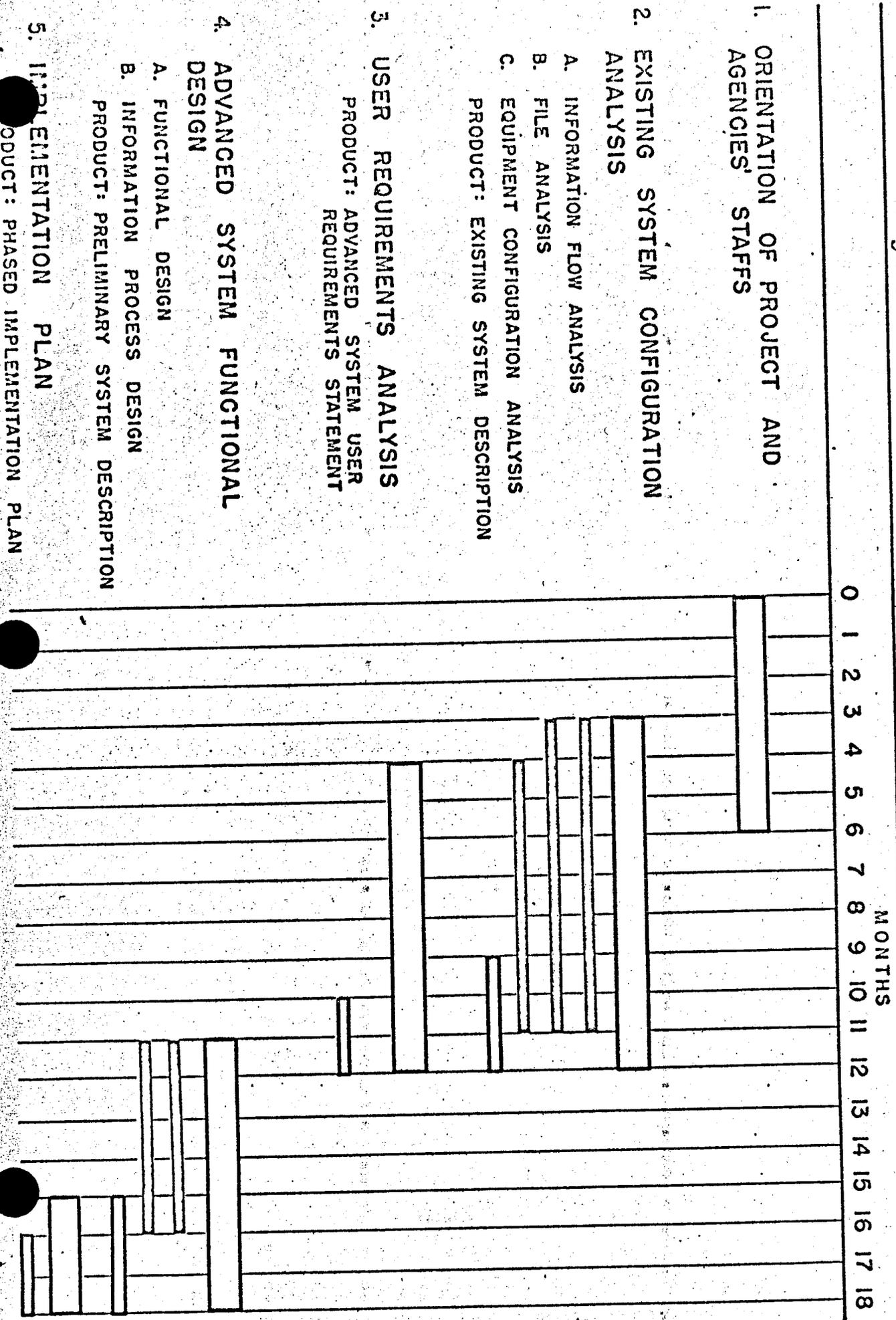
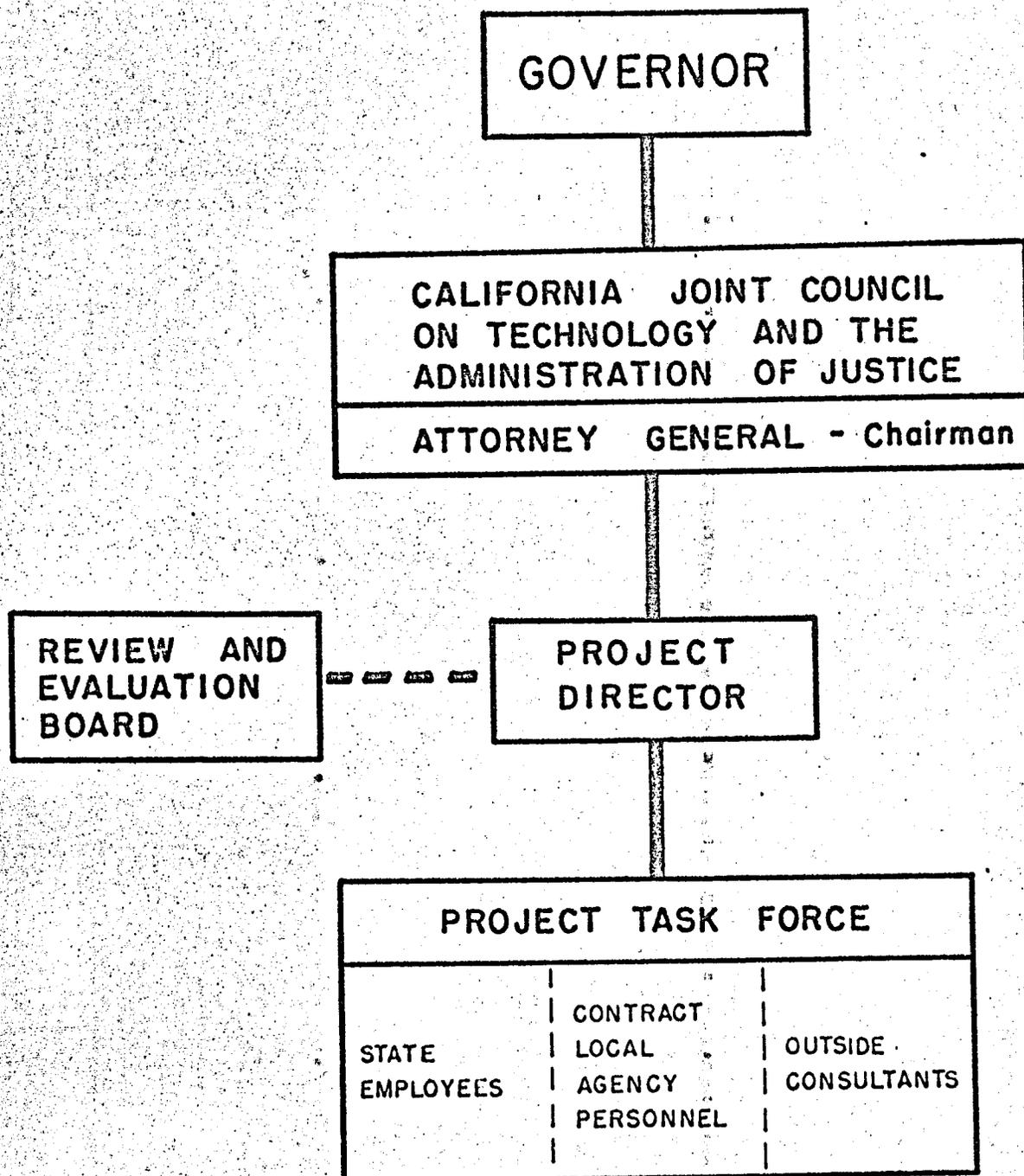


FIGURE 2.

PROPOSED PROJECT ORGANIZATION FOR
A STATEWIDE CRIMINAL JUSTICE
INFORMATION SYSTEM FOR CALIFORNIA

MAY 1, 1966





DEPARTMENT OF JUSTICE

Office of the Attorney General

ROOM 500, WELLS FARGO BANK BUILDING
FIFTH STREET AND CAPITOL MALL, SACRAMENTO 95814

June 2, 1966

Office of Law Enforcement Assistance
United States Department of Justice
Washington, D. C. 20530

Gentlemen:

As part of our State's continuing efforts to utilize the latest managerial and scientific techniques in government, we have created the California Joint Council on Technology and the Administration of Justice which includes representatives from all levels of government in the State. The Council provides an integration of individual in-depth experience in all functional areas of justice administration -- law enforcement, prosecution, courts, probation, corrections and parole. Council membership is listed on page 5m of this application for funds.

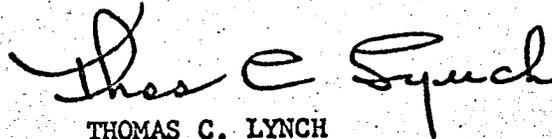
In recognition of the need for an advanced statewide information system to serve all agencies participating in the administration of criminal justice, the Council, on January 6, 1966, unanimously endorsed a program to design such a system. The development of the system is the primary objective of Council efforts. The Council agreed that the State should provide the majority of funds necessary to accomplish the system design task, and further that an application for Law Enforcement Assistance Act funds (\$350,000) be initiated in order to acquire the balance necessary for the entire project cost. Our plans for California's contribution to the program provide for a total amount of \$770,000 -- \$510,000 in the 1966-67 state budget and \$260,000 in the following fiscal year.

The California budget act for 1966-67 clearly establishes the Council as the policy-making body for allocation of the \$510,000. This direct cash contribution will cover salaries and operating expenses for state and local level personnel who are members of the design task force. Other specialists from many government agencies in the State will provide part-time assistance to the task force to accomplish various steps throughout the study. These additional personnel costs will be borne by the particular agencies over the 18-month project and are estimated to be in excess of \$500,000. LEAA funds are required to obtain expert information systems design services from outside consultants. This expertise, combined with the knowledge of various justice agency professionals, will provide the full range of necessary interdisciplinary skills to accomplish the design task properly.

June 2, 1966

The Council firmly believes that all affected agencies will participate in the design task to insure that the ultimate system will serve the needs of the entire state justice community. As chairman of the Council, I can state that this application for funds is supported by all justice agencies and that these agencies offer full cooperation in the accomplishment of the task to which LEAA funds will be applied. The justice community in California is united in its support of the system design effort and we seek your assistance in accomplishing the task. The products of the task will undoubtedly be a major lasting contribution, not only to California, but to the protection and safety of every citizen in the nation.

Sincerely,



THOMAS C. LYNCH
Attorney General

TCL:irm

PEACE OFFICERS' ASSOCIATION OF CALIFORNIA
February 10, 1966

RESOLUTION

- WHEREAS, the Legislature of the State of California did in its wisdom and foresight establish an electronic data processing system in the California Department of Justice to provide for the efficient and prompt storage and retrieval of certain information to assist law enforcement in the public safety; and
- WHEREAS, this State is experiencing unprecedented growth in population, economic diversification and urbanization which is increasing the frequency and complexity of police services demanded by the public; and
- WHEREAS, efficient law enforcement requires a large amount of information quickly; and
- WHEREAS, the present method of keeping information on crime and criminals in each law enforcement agency is inefficient and ineffective for crime control and prevention purposes; and
- WHEREAS, the Legislature of the State of California did in its wisdom and foresight provide for a new telecommunication system which will provide the means to quickly transmit critical information from agency to agency or from a central source to any agency; and
- WHEREAS, the initial electronic data processing applications in the Department of Justice are limited in scope; therefore, be it
- RESOLVED that the Peace Officers' Association of the State of California does hereby petition the Legislature of the State of California to support the requests for funds for a statewide system designed for the informational need of the administration of criminal justice.
- RESOLVED that the Legislature give full consideration to the need for a central criminal information repository, utilizing electronic data processing and other means, for fast storage, retrieval, and dissemination of criminal records and information which can quickly provide service to the agencies within the State needing such information.

* * * * *

CRIMINAL JUSTICE INFORMATION SYSTEM DESIGN STUDY PROJECT

REQUEST FOR PROPOSAL

A statement of the systems design study objectives, task requirements, resource applications, and desired project products for the information and guidance of prospective bidders.

DEPARTMENT OF JUSTICE

Prepared by:

Edward V. Comber, Project Director
P.O. Box 608
Sacramento, California

12/22/66

APPENDIX C

DEPARTMENT OF JUSTICE

SUBJECT: REQUEST FOR A PROPOSAL TO ASSIST THE STATE OF CALIFORNIA DEVELOP
A FUNCTIONAL DESIGN, COST JUSTIFICATION ANALYSIS AND IMPLEMENTATION
PLAN FOR A STATEWIDE CRIMINAL JUSTICE INFORMATION SYSTEM.

TO: INTERESTED PROSPECTIVE BIDDERS

Gentlemen:

I. GENERAL STATEMENT

A. Introduction - The Problem to be Addressed

During the past two decades increased attention has been directed toward programs that offer a reasonable promise of improving efficiency within independent government agencies. A parallel development has been recognition of the need to facilitate effective cooperation and coordination between these public agencies. One of the immediate and demanding problems facing the administration of criminal justice today is the inadequate and cumbersome interagency sharing and exchange of information essential to the performance of each agency's respective functions. Law enforcement organizations and allied justice agencies have been seeking solutions to these common problems. While operating economy has usually attracted initial attention there has been a growing trend to assess programs in terms of public convenience, social necessity and consideration of the integrity of the individual citizen who is the recipient of the agency service.

In recent years a number of studies have been made to assess the need and feasibility of applying modern scientific management analysis technology to the conduct of public business. Two significant studies sponsored by the State of California, the Space General report, "Prevention and Control of Crime and Delinquency in California," and the Lockheed Report entitled "California State-wide Information System Study" both conclude that an integrated information system for the effective management of public data is necessary and feasible. These reports prepared by outstanding scientific industrial research organizations point out that acceptance and utilization of modern systems analysis technology is essential if public agencies are to respond adequately to current service demands. Specific reference was made to the administration of criminal justice as an area that would benefit particularly by the application of scientific analysis and organization.

A review of the present data systems in criminal justice agencies demonstrates that they are built around traditional manual clerical tasks such as recording, filing, checking, retrieving and some use of electric or mechanical accounting machines. These systems are proving inadequate and fail to meet current criminal justice requirements in several important respects. The present systems:

1. Lack the capacity to receive and process large volumes of data.
2. Do not provide for rapid accurate access to stored information.
3. Seldom permit direct random access to data even where this requirement is justified.
4. Are incapable of providing real time access to data or modification thereof for operations that justify such a requirement.
5. Do not permit adequate dissemination of information at remote locations in point of time consistent with need.
6. Do not furnish data in adequate form or content, or in point of time to assist administration in decision making.
7. Do not provide sufficient feed-back of information to decision maker to aid in evaluating the result of previous decisions.
8. Depend heavily upon the use of large number of clerical personnel.
9. Are highly fragmented, generally over-extended, and offer little potential for effective or economical growth.
10. Contain unnecessary cross-references and duplication in files.
11. Are not suited to interface with systems in allied agencies participating in the administration of criminal justice.
12. Are difficult and costly to change or reorganize due to manual limitations.

Approximately one year ago as part of an anti-crime program, the Governor created the California Joint Council of Technology and the Administration of Justice. The Joint Council consists of top echelon representatives from all levels of government and serves as a vehicle for the exchange of ideas and coordination of programs among agencies participating in the administration of criminal justice. The key project in the Governor's anti-crime program was a proposal to examine the criminal justice interagency information requirements, develop an integrated information system design and prepare a system implementation schedule. The Joint Council endorsed the information system design project and the Attorney General initiated action to secure federal co-sponsorship through a grant from the Office of Law Enforcement Assistance. The grant was approved and the California State Legislature appropriated additional funds to support the project during fiscal year 1966-67.

The Joint Council is responsible for project policy and definition of the project goals. 1/ A Project Director will exercise immediate control over this project subject to the policy set by the Joint Council and in conformance with related state policies established by the Governor's Automatic Data Processing Advisory Committee (ADPAC).

The Project Director in consultation with the contracting consultant organization, will plan, schedule and make project assignments to be carried out by the contracting consultant organization, the Project Task Force made up of state employees and local agency personnel, or both. He will advise the contracting consultant organization regarding project policy and objectives and provide

1/ The Joint Council may establish an Advisory Subcommittee to consult and assist the Project Director in defining project goals and in reviewing and evaluating the project development.

liaison with state and local agency representatives to facilitate the project development and execution. The Project Director will coordinate the activity of the Project Task Force with the functional and technical services furnished by the contracting consultant. The Project Director, with the advice and assistance of the Joint Council Advisory Subcommittee, will evaluate the project findings.

Present criteria for evaluating the criminal justice system or its principal segments are too narrow and correspond poorly with the system goals or the goals of the programs supported by the individual agencies within the system. Better criteria are needed. Administrative improvement requires such criteria. Public accountability and acceptance is an essential prerequisite of public understanding and support; hence the measures of accomplishment must be adequate to the function and intelligible to the public.

Information acquisition, classification, storage, processing, retention and retrieval are basic to the administration of justice. Each of the many state and local agencies that make up the administration of criminal justice system have information storage and processing requirements of varying size and complexity. Furthermore, the continuous interchange of information among these agencies is essential to the efficient prevention and control of crime, the detection and processing of offenders and to all other operational and administrative activities related to criminal justice procedures. At the present time a loosely integrated and undefined series of information systems support these agencies.

In the past few years, certain steps have been taken within the State to formalize and increase the utilization of existing information. The California Highway Patrol "Auto Statis" system, the San Francisco-Oakland Bay Area "Police Information Network" and the processing of gun and property files by the State Bureau of Criminal Identification and Investigation are only a few examples of steps that have been taken. However, each of these independent systems pertains to a narrow range of information and does not encompass the full spectrum. Serious deficiencies still exist in the criminal information system(s) which cause the total justice system to operate a less than optimum fashion. The defects reduce the effectiveness of agency performance and may also have an adverse bearing upon the rights and property interests of an individual citizen.

B. Purpose - The Objectives of the Project

The purposes of the project are to develop a functional design and prepare an implementation plan for an advance statewide integrated information system which will serve each state and local criminal justice agency in its operations, administration, and decision making as well as provide for the timely sharing of available information to assist the participating agencies in the performance of their respective responsibility. The success of this project will be determined by the improvement attained in the processes of criminal justice that result from the advance information system design. An auxiliary benefit will be the establishment of the means for a systematic accumulation of data which can be utilized for the control and prevention of crime, the development of more effective programs for the treatment of offenders, and a data-base for research by behavioral scientists, police administrators, jurists, penologists and criminologists.

The following statements illustrate the scope and detail of minimum project requirements:

1. The organizations that participate in the Criminal Justice Information System and thus are to be part of the design study include agencies at State, county and local levels. More specifically, the State Department of Justice, the Youth and Adult: Corrections Agency, the Highway Patrol, city police, county sheriffs, superior and municipal courts, probation officers, parole board members, district attorneys, and city, county and state prison and jail administrators who must all participate in the benefit from the system.
2. Attention must be given to the interchange of information between justice and non-justice agencies. For example, state welfare, motor vehicles, employment or education agencies may have data that is pertinent to the cases handled by law enforcement or probation agencies. Current procedures indicate that a significant exchange of information exists with non-justice agencies. The opposite, of course, is also true. The study will also identify information interface relations between criminal justice agencies within the State of California with related agencies outside of the State.
3. The study must include consideration of existing formal and informal information systems as well as new or interim information systems that will develop as the implementation plan is executed according to the project schedule. The formalized interagency information systems such as "Auto Statis," "PIN," etc., and the communication facilities supporting these systems must be described and evaluated in relation to integration into the final design operation. The proposed advance justice system must include specification of the necessary modification of conversion of the existing or planned systems to arrive at the optimum final configuration with minimum disruption to effective on-going operating systems.
4. The economic feasibility of major modifications and additions, as well as the total system, will be an important part of systems analysis, planning and evaluation during this study. The analysis must also consider the potential sources of fiscal support that are available and the practical relation of each source to the total fiscal program.
5. Provision shall be made to identify the list applicable statutory enactments, court decision, judicial rules, administrative directives, etc., that prescribe the manner by which criminal justice information is verified and processed. Specific reference shall be made to legal deficiencies or conflicts identified during the project study that must be resolved to facilitate the implementation program.
6. The contractor and the Project Task Force, under the guidance of the Project Director, shall identify the basic policy decisions that must be resolved by the criminal justice information system participants or through appropriate legislative action to support the design development and implementation program.

7. Within the general constraints of economic feasibility and legal requirements and contractor will employ advance scientific management methods and techniques for information collection, data analysis, system design, model simulation, and recommend the best advance system(s) for the criminal justice application. The approved system design shall be supported by an implementation schedule and plan demonstrating how the project may be carried forward and made operational. The final system design must be one that will submit to practical implementation giving due respect to known or anticipated fiscal, legal and technical factors.
8. This proposal is solicited to draw upon the imagination, experience and technical competence of the contracting consultant organization to develop an optimal solution to the interagency information management and control problems. Statements contained herein are not intended to place artificial limits on the scope or manner of analysis. The primary objective is to design an effective and economical statewide criminal justice information system that will promote improved service performance.
9. The overall systems analysis and design should include a specification of any necessary upgrading of component parts or subsystems. The detailed design and implementation of individual agency systems is considered to be outside the scope of this project.
10. This project and its result will impinge upon many other agencies and programs. It is appropriate where significant interrelations are identified that the program be broadened to include them in the analysis. Such enlargement of the scope must, however, be defended by the direct contribution it will make to the project objective and the development of a model system to achieve the project goal. The contracting consultant organization should expect to have access to the necessary public reports and public files of the various agencies associated in the administration of criminal justice. The contractor shall assume responsibility to respect the confidentiality regarding any report or file or the content thereof which is subject to restriction as a matter of law or agency policy. No compilation, tabulation or analysis of data, definition of opinion or description of the state of the art can be required by the contractor from the various state agencies. However, reasonable cooperation from responsible officials can be expected. The Project Director will provide and maintain the necessary contact to facilitate the work of the contracting consultant in his association with the participating agencies.

II. CONTRACT REQUIREMENTS FOR SELECTED BIDDER

- A. This request for a proposal is directed to prospective bidders who are interested in performing consulting services that extend from preliminary orientation, data gathering and analysis through system design, model development and simulation, into cost effective evaluation and conclude with implementation program scheduling.
- B. The contract consultant organization should be familiar with the scope, structure, functional relations and current problems confronted by the criminal justice agencies in California. In addition, the contract consultant organization should have in-depth experience in large scale information system design. The contract consultant organization must have access to experience in fields of discipline related to criminal justice administration so that the project will benefit from expertise applicable to the problems to be solved.
- C. Contract responsibility shall consist of providing professional expertise and technical guidance to the Project Director in the defining of specific goals, the planning and organization of project assignments, and shall include direct participation in task execution to assure acceptable performance. Whereas, the Project Task Force will provide a major support effort throughout the project development its participation shall not diminish the responsibility of the contracting consultant to produce the deliverable items specified herein.
- D. Contract responsibility shall include but not be limited to the following:

1. Project Preparation

Before any attempt is made to gather base data from criminal justice agencies, the following must be undertaken:

a. Orientation - Provide for the Project Task Force and all agencies participating in the project, a general orientation as to project goals and an introduction to system analysis methods and information development techniques to apply to the project.

b. Development of Work Schedule - Prepare and present a practical detailed work program to identify work areas, assignment responsibility, establish a time table for work progress and recommend controls over performance.

c. Tasks to be Performed

(1) Identify and review, as applicable, previous studies relating to criminal justice made at the state, regional or local levels to secure the benefit from information already available through these sources.

(2) Identify and review, as applicable, state, regional and local studies made pertaining to agency information requirements and interagency exchange of information and relate the findings to the project effort. Include, but do not limit, consideration to the work identified as the State Federated Information System

(SFIS), program sponsored by the County Supervisors' Association of California (CSAC), the standards developed by the Automated Data Processing Advisory Committee (ADPAC).

- (3) Develop system for the identification, collection and analysis of data for the project. 2/
- (4) Plan and present instructional material to guide the Project Task Force and representatives of state and local agencies in gathering and analysis of data required for the project.
- (5) Assist the Project Director in developing a time phased work program to execute the project and establish work standard to measure achievement.
- (6) Assist the Project Director in the development of standards to assess the quality and significance of collected data.

2. Existing Information System

Determine the nature and scope of the overall criminal justice information system(s) as it exists. The analysis shall include the following items:

a. Describe and inventory each of the "sub-systems" (agency level).

- (1) Mission of the agency
- (2) Functions performed
- (3) Information sources
- (4) Information flow
 - (a) Internal
 - (b) External
- (5) Characteristics of data
 - (a) Format
 - (b) Content
 - (c) Rate of movement
 - (d) Volume
- (6) Information management facilities - equipment
- (7) Personnel performing information tasks

b. Describe overall statewide interagency flow of criminal justice information

- (1) Purpose of specific flow
- (2) Function involved
- (3) Interface(s) between agencies.

2/ Data shall be collected on a selective basis to permit adequate assessment within time and fiscal limitations. There are 58 sheriffs' offices, 58 District Attorneys' offices, 355 Police Departments, 936 Courts (Judges), 16 Public Defenders, 58 Probation Departments, etc.; hence, it would be impractical to attempt a total survey.

- (4) Information flow
 - (a) Internal
 - (b) External
 - (5) Information management facilities - equipment and communications
 - (6) Personnel performing information handling tasks
- c. Identify, describe and assess information systems currently being planned or implemented by participating justice agencies as such systems will relate to the project.
- d. Tasks to be performed
- (1) Guide and participate in the collection and analysis of data flow in operational, planning, research and administrative processes to determine decision points and where information is used and acted upon in some manner.
 - (2) Determine the information requirements at each decision point.
 - (3) At each decision/action point, determine whether the objective is being met satisfactorily and is the result being transmitted adequately to the next point in the process. If a decision/action point permits alternative selection of choices, then a priority schedule should be developed to identify each situation and its requirements.
 - (4) Analyze the interaction of operations and related information processes including but not limited to such processes as generation of new data, abstraction, correlation, indexing, transmission, retrieval, dissemination and purging.
 - (5) In addition to information flow, it will be necessary to analyze the data file organization, content and utilization. An inventory shall be made to establish the following:
 - (a) File identification
 - (b) Source(s) of input data
 - (c) File content, organization and size
 - (d) File access - manner of indexing including cross-reference indexes and file duplication.
 - (e) Volume of transactions - include statement regarding variations in rate and manner of inquiry.
 - (f) Data storage media used. Is data machine processable?
 - (g) Frequency of file inquiry and response time experience.
 - (h) File up-date procedure and timeliness of data.
 - (i) Manner of coding data. Compatability with other files or systems.
 - (j) File retention policy. Identify basis for policy.
 - (6) Equipment Configuration Analysis

Ascertain the degree of automation presently employed in data management. Inventory the equipment used or planned including the associated communication facilities necessary to support the effort. Assess the compatability of the equipment and its application to participating justice agencies.

(7) Prepare an exhaustive catalog of the existing criminal justice information system showing:

- (a) Information used by various justice agencies.
- (b) Identify of information sources.
- (c) Data processing logic and data manipulation accomplished.
- (d) Response time capability of each process.
- (e) Agency decision made:
 - (1) Based on internal data sources only.
 - (2) Based at least in part upon interagency data flow.
- (f) Data dissemination patterns across the full spectrum of criminal justice administration.

3. Analysis of Additional Agency Data Requirements

This phase of the project relates to a determination of agency information needs that are not satisfied under the existing internal or external information system.

a. Identify additional information needs to permit inclusion in the criminal justice information system design that is to follow. Particular attention shall be given to information requirements that have interagency application. This analysis of agency needs shall be developed in terms of advanced data processing concepts and established technology.

b. Tasks to be performed

- (1) Establish a method of analysis to categorize present information flow and use into:
 - (a) Available and required
 - (b) Available and not required, or
 - (c) Required but not available at the decision/action point
- (2) Apply the capabilities of advanced data technology against the information terms and processes developed in (1) above and review the resulting proposals with the Project Task Force and representatives of agencies concerned to secure concurrence.
- (3) Prepare a statement of information needs that must be satisfied and specify the data system requirements that must be included in the new advanced information system design to secure the desired result.

4. Project and assess the probable trends in the social order during the next ten years insofar as they will relate to demands upon the administration of criminal justice. The criminal justice system does not operate in a void. The daily functions within the system are responsive to current events that impinge upon society and result in economic, political, technical and philosophical adjustments. This assessment shall serve as a setting for the information system design proposal.

5. Advanced Information System Functional Design

- a. Determine what functions the new system must perform to satisfy user agency needs identified under sections "2" and "3" above, and develop a practical advanced system description.
- b. Tasks to be performed
 - (1) Assist in the grouping of functions and tasks to make best use of new technology while serving overall justice requirements.
 - (2) Following the conceptual framework of the statewide federated information system apply the latest advanced techniques for data collection, storage, retrieval, analysis and dissemination to the functions and tasks derived above. Identify and describe practical spheres of data management and flow that distinguish functional levels of information utilization and control within the proposed information system design concept.
 - (3) Conceptualize and develop a model of the criminal justice information system to visualize and demonstrate the design proposal(s). The model should permit simulation of the design system in operation. The significance of the model is proportionate to the number of agencies involved in the criminal justice process. The model should facilitate the identification of critical information interfaces, locate decision/action points and reflect the relative importance of the information paths. An adequate model will also assist in obtaining concurrence and acceptance of the final design by the participating agencies.
 - (4) Based upon established user requirements and the design concepts determine the comparative cost effectiveness of each proposed alternate information processing system design and supporting communication techniques that might be applied to satisfy total system need.
 - (5) Develop fully the preferred system design as approved by the Project Director and prepare preliminary system description to include the following:
 - (a) Procedures and programs needed
 - (b) Expected size and location of data files
 - (c) Data organization
 - (d) Common language requirements
 - (e) Processing logic
 - (f) Frequency and methods of updating
 - (g) Outputs - response time(s)
 - (h) Requirements for data confidentiality and special procedures required by law.
 - (i) Relationships with systems applications external to criminal justice agencies.
 - (j) Communications (concepts) to be employed
 - (k) Equipment and facilities parameters
 - (l) Personnel requirements to support system(s)
 - (m) Other pertinent matters.

6. Implementation Plan

- a. Provide a time phased plan/schedule for implementation of the advanced statewide criminal justice information system.

b. Tasks to be performed

- (1) Based on functional and information process design, develop a feasible detailed schedule for organizing the implementation team(s) and activities to accomplish:
 - (a) Operational system design
 - (b) Equipment specifications development
 - (c) Procedures development
 - (d) Data collection and conversion
 - (e) Computer-communications programming
 - (f) File building
 - (g) System testing
 - (h) Personnel training
 - (i) Facilities preparation
 - (j) Equipment installations
 - (k) Transition and use of existing and interim systems in the advanced system.
- (2) Recommend the functional/organization structure(s) to manage, revise and improve the advanced system permanently.
- (3) Estimate the cost of the selected advance design system by calendar fiscal year from date of initiation of implementation, through the total implementation period proposed under "6a" above and for an additional three years of operation. This estimate shall relate to the specific phases of implementation as proposed. Benefits from the system during the period shall be identified.
- (4) Estimate the cost of maintaining the existing system(s) by calendar fiscal year if continued without significant technical change for the same period covered by item (3) immediately above.
- (5) Establish a table comparing difference in estimate costs developed under items (3) and (4) immediately above and identify the operations impact in terms of system service available to the users under both plans. The real measure of value of the system is its contribution to a more effective administration of criminal justice. This task shall be a cost justification analysis that gives due consideration to "replaceable cost" where applicable to the evaluation.
- (6) Identify policy and legal decisions that must be resolved to establish the base for the proposed system design and implementation program.

c. Schedule

- (1) It is anticipated that a contract will be negotiated between January 30, 1967 and February 15, 1967 with work to begin immediately following award of contract.
- (2) The catalog of existing systems, the statement of user requirements and the assessment of projected social trends identified in sections d(7)(page 10), b(3)(page 10) and 4 (page 10) will be completed and delivered to the Project Director within one year of contract date..

- (3) The description of the proposed advance system design, system model implementation plan and cost justification analysis will be completed and delivered to the Project Director within eighteen months after the contract date.
- (4) Contractor Progress Reports - Briefings. The Project Director will require the contractor to prepare and present verbal and written progress reports before the Joint Council, a subcommittee thereof or representative of participating criminal justice agencies at reasonable intervals during the progress of the project. Such progress reports shall be made following reasonable prior notice by the Project Director and will occur at approximate three-month intervals. The contractor shall prepare and present a specific verbal and written report at the time of official submission of the catalogue of user requirements specified under item c(2) above and at the time of official submission of the design and implementation report specified under item c(3) above.

d. Contract Conditions, Price and Allowable Costs

- (1) It is anticipated that this will be a fixed price contract. The funding for this project will cover an 18 month period. The budget for consultant services and deliverable items may not exceed \$350,000. However, the actual amount of the contract award as well as the work to be performed under the contract and the terms and conditions of compliance are subject to negotiation. The contractor will be expected to work under the general supervision of the Project Director and to coordinate the contract skills with the support effort furnished by the Project Task Force (see Appendix A). Payment in full will be made at the end of the contract. A fifty percent (50%) progress payment may be authorized on delivery of the catalogue, user requirements and assessment of trend items at the end of the first year of the contract.
- (2) No proposal costs will be reimbursed under this contract.
- (3) All applicable costs can be charged to this contract within the fixed price limit. It is anticipated that these costs will be primarily salaries and wages of personnel, appropriate overhead, travel, materials and subcontract costs.
- (4) For work or services performed under this contract, no individual shall be paid wages or salary by contractor that exceeds the current allowable rate under OLEA Grant regulations which specifies "compensation will generally not be approved for amounts in excess of \$80 per day." Hence, any contract proposal that includes an item in excess of this rate must include specific documentation to justify consideration.
- (5) The contractor shall comply with the provisions of the California Fair Employment Practices Law (see Appendix B) and with applicable provisions of Title VI of the Federal Civil Rights Act of 1964 (see Appendix C).
- (6) The contracting consultant must conform to current OLEA Grant regulations with respect to inspection and audit of accounts by OLEA and the General Accounting office of the Federal Government. Records shall be maintained for three years following date of

- termination of the project grant.
- (7) The State will provide no facilities or financial assistance during the life of this contract except for temporary incidental desk space in the Project Task Force work area at the Department of Justice. The State plans to provide, through the Project Director, all reasonable assistance in collecting information from State and local agencies and continuous liaison and review of consultant efforts. The contractor is expected to review and participate as full-fledged team member in all aspects of project team activity.
 - (8) The final reports and all products and deliverable items resulting from this contract shall be considered the property of the State of California and treated as confidential and will not be released to any persons other than the Project Director or his designees.
 - (9) The Director may at his option invite one or more of the bidders to elaborate on their proposals before final bidder selection is made. If the bidder proposes changes in the statement of work or proposes alternative programs, such changes and alternatives will be considered provided it can be demonstrated that the project goal will be achieved and the total program will benefit from the change of alternative.

e. Deliverable Items (See schedule Item c above)

- (1) Catalog of existing system - 100 copies.
- (2) State of Users' requirements - 100 copies (at the contractor's option the non-narrative portions of this statement may be submitted in the same manner as the catalog above.)
- (3) Assessment of social trends - 100 copies.
- (4) Advanced system design description and implementation plan-- 100 copies - will be submitted to the Project Director at the end of the established contract period.
- (5) Twenty-five copies of each Progress Report submitted under c-4 (page 13).

III. PROPOSAL REQUIREMENTS

A. Criteria for Proposal Acceptance

Primary emphasis will be placed on these five characteristics of the proposal.

1. Demonstrated competence in the analysis, design, and planning of complex large scale computer based information system.
2. Demonstrated ability to understand the inter-relationships that make up the criminal justice information problem and experience in guiding, as information systems specialists, teams and individuals in departments at state, county, and local level toward a coordinated design effort.
3. Demonstrated capability of applying systems analysis and advance scientific management techniques to total information system problems. The application of these techniques should result in an optimum balance between management policy, simulation and theoretical planning, the automated information system, and the operating procedures and functions of all the agencies concerned.
4. Demonstrated awareness of the staff requirements and acceptable qualifications of personnel to be assigned to the project with respect to the inter-disciplinary demands of this proposal.
5. Satisfactory statement of project plan and resource allocation to assure compliance with requirements and submission of an acceptable finished design and implementation plan within the time limit of the project.

B. Terms and Conditions

1. The proposal format should be relatively austere and without fancy or expensive art work, unusual printing or use of materials that are not essential to the utility and clarity of the finished product. The written proposal must stand alone as no films, exhibits, or briefings will be accepted with the proposal.
2. The Project Director may, at his option, invite one or more of the bidders to elaborate on their proposals before final contractor selection is made.
3. The State will provide no financial or facilities assistance to bidders in preparation of the proposal. Any necessary contacts with state or local agencies during the proposal writing period will be coordinated through the office of the Project Director, Mr. E. V. Comber, 3301 "C" Street, telephone: (916) 445-9793, Sacramento, California 95816.

C. Organization of Proposal

The organization of the proposal shall follow the outline below:

1. Introduction: The contents of the introduction will be determined by contractor.
 2. Technical Approach: A description of the techniques that the contractor will employ in meeting the requirements established in Section II. The bidder may wish to expand upon and/or suggest alternatives to certain objectives and task statements that have been established in Section II.
 3. Work Program: The bidder should identify the major phases and elements of the work plan which will be suggested to the Project Task Force as discussed in Section II D above.
 4. Schedule and Costs: This section will time phase the work plan and establish in detail the bidder's costs for providing the services required by this RFP.
 5. Personnel, Equipment, and Facilities: Identify the type of personnel to be employed. Give the management structure and organizational relationships of the consulting team. Relate proposed project personnel to organization structure and resource allocation. Submit biographical data for each member of proposed project staff showing areas of expertise. Show all equipment and facilities which will or can be utilized.
 6. Subcontractors Contemplated: If subcontractors or outside consultants are contemplated, a description of these persons or agencies, their tasks, schedule and costs, etc., shall be included.
 7. Other: If the contractor feels that other subsections are relevant, they should be added within the over-all limit of 50 pages maximum.
- D. Bidders Conference will take place in Sacramento at Department of Justice, 3301 C Street, Sacramento on January 9, 1967, at 10:00 a.m. The purpose of this conference will be to answer prospective bidders' questions about the subject, methods or other matters related to this request for proposal

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Appendix A

PROJECT TASK FORCE

The Project Task Force will consist of personnel who are either:

- (1) employed by the State as part of the project staff,
- (2) employed by a state criminal justice agency and assigned to work with the project staff, or
- (3) employed by various local government criminal justice agencies and assigned to perform tasks in support of the project.

It is assumed the persons in each of the categories listed above will be responsive and perform assigned tasks relating to their particular area of expertise under the general direction of the Project Director and subject to such instruction and functional supervision as may be provided by the contracting consultant.

The immediate project staff will consist of the Project Director, his assistant (Program Supervisor), two qualified Data Processing Analysts, two qualified Administrative Analysts and a clerical support unit. This staff will provide full time support for the duration of the project.

The state agency support will consist of providing a resource of persons who are knowledgeable in specific areas such as criminal statistics, criminal records, modus operandi analysis, fingerprinting and identification, traffic enforcement, corrections (prisons) and parole supervision. The local agency participants will represent such diverse segments as police, sheriff, probation prosecution and the judiciary. These latter two groups of participants will contribute particularly in the initial phases of the project. During the last half, particularly during the final months, their contribution will relate primarily to activities associated with evaluations and concurrences.

It is anticipated that the contracting consultant will consider the resource personnel indicated above and be prepared to utilize their expertise in the development of the project. The contracting consultant should consider the qualification of his own staff that will be necessary to compliment the state and local support effort.

Appendix B

CALIFORNIA FAIR EMPLOYMENT PRACTICES LAW

"In the performance of this contract, the Contractor will not discriminate against any employee or applicant for employment because of race, color, religion, ancestry, or national origin. The Contractor will take affirmative action to ensure that applicants are employed, and that employees are treated during employment, without regard to their race, color, religion, ancestry, or national origin. Such action shall include, but not be limited to, the following: employment, upgrading, demotion or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. The Contractor shall post in conspicuous places, available to employees and applicants for employment, notices to be provided by the State setting forth the provisions of this Fair Employment Practices section.

"The Contractor will permit access to his records of employment, employment advertisements, application forms, and other pertinent data and records by the State Fair Employment Practice Commission, or any other agency of the State of California designated by the awarding authority, for the purposes of investigation to ascertain compliance with the Fair Employment Practices section of this contract.

"Remedies for Willful Violation:

- (a) The State may determine a willful violation of the Fair Employment Practices provision to have occurred upon receipt of a final judgement having that effect from a court in an action to which Contractor was a party, or upon receipt of a written notice from the Fair Employment Practices Commission that it has investigated and determined that the Contract has violated the Fair Employment Practices Act and has issued an order, under Labor Code Section 1426, which has become final, or obtained an injunction under Labor Code Section 1429.
- (b) For willful violation of this Fair Employment Practices provision, the State shall have the right to terminate this contract either in whole or in part, and any loss or damage sustained by the State in securing the goods or services hereunder shall be borne and paid for the Contractor and by his surety under the performance bond, if any, and the State may deduct from any moneys due or that thereafter may become due to the Contractor, the difference between the price named in the contract and the actual cost thereof to the State."

Appendix C

ASSURANCE OF COMPLIANCE WITH TITLE VI

OF CIVIL RIGHTS ACT OF 1964
(for contractors and subcontractor of
LEAA grantees)

The undersigned hereby agrees that it will comply with Title VI of the Civil Rights Act of 1964 (P.L. 88-352) and all requirements imposed by or pursuant to Regulations of the Department of Justice (28 CFR Part 42) issued pursuant to that title, to the end that no person shall on grounds of race, color, national origin be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the undersigned receives financial assistance, compensation fees, or other remuneration from the LEAA grantee named above derived from grant funds awarded under the Law Enforcement Assistance Act of 1965 P.L. 89-197 ("LEAA"); and gives further assurance that it will promptly take any measures necessary to effectuate this commitment as more fully set forth in the foregoing Department Regulations and Explanation to Grantees and Grant Applicants of the Regulations. This assurance shall obligate the undersigned for the period during which Federal assistance, fees, compensation, or other remuneration is paid to it by the LEAA grantee named above and is given in consideration thereof; and the United States and such LEAA grantee shall have the right to seek judicial enforcement of this assurance.

VOLUME I

SUMMARY OF A
PROPOSAL FOR ASSISTANCE IN DEVELOPING
A CALIFORNIA STATEWIDE INFORMATION SYSTEM
TO SERVE THE ADMINISTRATION OF CRIMINAL JUSTICE

State of California
January 5, 1966

This document presents a proposal for Law Enforcement Assistance Act funds to aid the development of an integrated California statewide information system for the administration of criminal justice. The proposal identifies the urgent need for a justice information system on a statewide basis. It reviews the present status; and proposes a specific action program to achieve the immediate goal. The problems of program management are addressed, and a particular structure and set of activities are described. The proposal concludes with a summary of the expected results and potential benefits of the program. Cost data are provided, describing the grant request and state participation.

1. The Need

Crime is an increasing and serious social concern and our defenses against crime--law enforcement, prosecution, courts and corrections--are fighting an uphill battle. There is a shortage of capable personnel in all these areas. However, merely increasing the numbers of personnel and facilities would not be sufficient to solve the crime problems. There is a need as well to update the techniques of the justice agencies.

One of the most significant factors in the effectiveness of the justice process is the handling of information. Information that is collected, processed, and analyzed by all state and local agencies is essential to their individual operations. Furthermore, the interchange of information among law enforcement, judicial and correctional agencies is basic to their effectiveness. Every agency depends on others for incoming information and supporting services.

The state and local agencies who make up the administration of criminal justice system in California each have separate information processing support of varying quality. The existing, predominantly manual, information processing methods are inadequate to satisfy present and rapidly increasing future requirements of the overall justice system. Some of the major deficiencies of the existing methods are: (a) inability to cope with increasing volumes; (b) inadequate speed of response; and (c) inability to provide accurate data for operating decisions, or even to evaluate the performance of justice personnel.

These limitations of existing techniques are partially due to the fact that each agency often turns its attention to its own needs and is only minimally concerned with the information needs of other operating agencies. However, only the most advanced technology will be able to overcome the

deficiencies of manual information processing systems. Because of those deficiencies and the lack of an integrated approach to solving the information problems, the need exists to design and implement an advanced information system for the administration of criminal justice on a statewide basis.

2. Present Status

The recent aerospace report on crime recommended an overall developmental program and many sub-programs to be initiated by California. Examination of those recommended programs reveals that in varying degrees each program is dependent on valid and timely data on criminal activity. It is clear that the statewide information system to support the administration of criminal justice is the necessary first step in combatting the increasing crime problem. Furthermore, such a system development is totally consistent with the approach being taken in California to evolve an overall statewide information system.

The total development process of information systems requires three major phases:

- a. Preliminary Feasibility Study
- b. System Design
- c. System Implementation

The first phase is essentially completed. The feasibility of applying advanced information technology to justice on a statewide basis has been confirmed. The second phase--System Design-- must now be carried out.

3. Proposed Program

The key to an effective justice information system development effort is the direct involvement of user personnel in the design process, working side by side with information system specialists who understand the justice problem. The system design phase of the overall development process must provide the in-depth definition of each agency's information needs and, further, determine the overall system structure to meet those needs.

This phase would require approximately eighteen calendar months to complete, assuming a minimum of 45 man-years of state and local agency personnel effort, supplemented by approximately 15 man-years of outside technical support.

4. Program Management

The advanced information system, much like the justice system itself, would involve the interaction of many functional areas (such as law enforcement and corrections), as well as agencies from all jurisdictions--state, county, and local. Because the design and implementation of the system must be based on the needs of all participant agencies, there is a need for wide representation in establishing overall policy and objectives for design and implementation activity. At the same time, it is important to centralize the direction of this program in a state project

manager who, reporting to a small steering committee, would schedule, coordinate, and evaluate project assignments carried out by teams of user agency specialists working jointly with outside contractors. The Project Manager would be supported by a Technical Advisor organization. This group would provide the specialized information systems competence to assist him in specifying and evaluating the system development tasks.

5. Specific Results

The overall program would produce four specific results. The major product would be a detailed technical description of a new operating information system to serve the administration of justice. This new system description would be accompanied by a document analyzing the existing justice function's needs for information. The operating system description would indicate which of these functional needs are to be satisfied by the new system, and which are best reserved to the individual agencies. The design objective is to provide the most effective balance between central information service and individual agency support. The third product would be a set of bid specifications that can be used by the state to procure new equipment to augment existing capabilities. And finally, a detailed implementation plan would be produced outlining the long range requirements for development; equipment installation; personnel; facilities; user, operator and management training; testing; and operational phase-over.

6. Contributions to Law Enforcement Assistance Act Goals

This project represents a basically new approach to improving the administration of justice functions, both state and local. We are not merely providing a central criminal history file. Rather, we are attempting to determine in each state and local justice agency what information is used for operations, administration, and decision making, and how that information may be shared to help all respective agencies. Not only can this project be a prototype for other states, but it can also provide substantive knowledge of justice information needs and approaches that can be applied directly to agencies in other states.

California will contribute significant and unique resources to accomplish this project. One of the most important aspects is the involvement of local government personnel in a statewide project. But, although the state is providing significant funding in its contribution, the funds requested from the Office of Law Enforcement Assistance are crucial to the project's successful completion.

It should be noted that in addition to these major points, the proposed California project meets all the grant criteria provided in the Interim Guidelines for Applicants.

7. Costs

The grant amount requested is \$607,800.00 for an eighteen month period commencing July 1, 1966. California's supporting contribution is \$770,000.00.

A PROPOSAL TO ESTABLISH
A STATE LAW ENFORCEMENT ASSISTANCE PROGRAM

Background

The major objective of this program is to assist local governments in more effectively discharging their prime responsibility for law enforcement and public safety. To strengthen local agencies in their crime prevention and criminal apprehension and prosecution functions, funds will be provided under this program to finance local experimental and demonstration projects. Funds will not be available in this program to finance training projects nor to finance partially or completely any continuing long-term function. These funds are only available for projects to be completed in one year.

Program

Applications for these project funds will be received from the following local agencies:

Police Departments
Sheriffs' Departments
Probation Departments
District Attorneys' Offices

The California Joint Council on Technology and the Administration of Justice will review applications and provide funds for those projects which are approved.

The Council will encourage projects which, among other things, seek to:

- improve agency organization and efficiency
- develop better tools and techniques
- demonstrate new operational techniques
- utilize advanced technological knowledge, concepts, and equipment

Encouragement will definitely be given to projects which will be significant for local agencies throughout the state.

Applications for project funds must include a complete description of the proposed project, duration, funds requested, other funds to be used, total funds required, expected results, and methods to be used for evaluation.

Costs

\$250,000.00

A PROGRAM TO RESTORE PUBLIC RESPECT AND SUPPORT FOR LAW AND LAW ENFORCEMENT

Background

The increasing extent of public apathy and hostility towards law enforcement and disrespect for the law demands that local law enforcement agencies and the Department of Justice develop a program which will effectively counter these prevailing attitudes. Full citizen participation and support of law and law enforcement is essential before a program of crime prevention can be successful.

Individual local law enforcement agencies have developed some excellent community relations programs and superior methods for handling specific problems. These programs and methods must be communicated to all law enforcement agencies.

Program

Since respect for law stems largely from a respect for the enforcers of the law, priority attention must be given to a program that will assist operating law enforcement agencies to exchange ideas on new improved ways to do their job in order to gain widespread, popular support for law enforcement.

The objectives of this program are:

1. To make the best policies and practices in specific law enforcement agencies available to all law enforcement agencies.
2. To interest citizens in law enforcement activities and acquaint them with the duties, responsibilities and services provided by law enforcement agencies.
3. To portray law enforcement as an integral part of community life.
4. To create an atmosphere of community pride and respect for its police agencies and encourage the public to assume its responsibilities for law and order.
5. To foster and increase police professionalism through pride and satisfaction in the performance of duties.
6. To assist in attracting the best recruits possible for law enforcement.

To develop this program and to bring to it the citizen's viewpoint, a statewide advisory committee composed of lay and professional persons interested in creating the best possible climate for effective law enforcement will be appointed by the Attorney General. This advisory committee will bring together persons knowledgeable in such fields as law enforcement, sociology, the judiciary, minority relations, labor, religion, education, the news media, local government, and community relations. By meeting monthly and pooling their expertise, this advisory committee will do much to develop programs and publi-

cations which will foster greater understanding of, and therefore, support for law enforcement.

A special unit will be established in the Department of Justice to provide staff assistance to the advisory committee in developing a dynamic program. It will consist of at least four professional persons qualified to develop original programs in this area and competent to provide expert consultation to communities and police agencies to assist them in initiating and carrying out the programs at the local level.

Costs

Advisory Committee

12 members @ \$50.00 per day per meeting for travel and expenses	
3 day organization and planning meeting	\$ 1,800.00
11 one day meetings -- held monthly	6,600.00
Other operating expenses	<u>2,500.00</u>

\$10,900.00

Special Unit, Department of Justice

1 Leadman (Consultant in law enforcement)	\$13,000.00
3 Journeymen (Consultants in law enforcement)	33,000.00
1 Senior Stenographer	5,000.00
Operating Expenses	<u>5,000.00</u>

\$56,000.00

TOTAL

\$66,900.00

A PROGRAM FOR RESEARCH AND DEVELOPMENT

A research and development program is needed to supplement and complement the overall information system in order to make the total criminal justice program more effective and efficient. There is an immediate and continuing need to evaluate and test new techniques and equipment to combat crime. Two specific projects are outlined below.

- A. An optical scanning device to code fingerprints automatically.

Background

Criminal record information in the Department of Justice will be automated to provide for the storage, retrieval, and dissemination of these records by computer. However, before a particular record can be obtained, the computer must know which record to select. The only method currently acceptable requires that a specific set of fingerprints be classified and compared manually with hundreds of other fingerprints before positive identification can be made.

To process manually, at a minimum cost, the approximately 4,000 fingerprints received daily in the Department of Justice requires the use of batch processing methods. Using these methods, about four hours is the minimum time required for the positive identification of a set of fingerprints or the determination that no prior record exists. Because of backlog, the average processing time is from one to two days.

There is only limited value in automating the input and output of information to the Department of Justice if internal processing continues to consume from four hours to two days. To obtain maximum benefit from the automated exchange of information, the internal processes must also be automated.

Private industry has been working to perfect devices that will, in a few seconds, "read" a fingerprint and convert it to a unique code. When perfected, such a device will make it possible to determine almost instantaneously whether or not a record with this unique code exists in the computer. If a record does exist, it will be retrieved immediately and the information furnished to the requesting agency within minutes.

The development of such a device has been slow. Because of the complexity of the problem and the limited market, private industry has understandably been reluctant to invest the necessary money and manpower to expedite its development. However, the critical importance of such a device to enable the Department of Justice to speed internal processing makes it essential that priority attention be given to its development.

Program

Devices now under development by private industry utilize a

variety of space-age equipment and methodology such as the cathode ray, laser beam and photoelectric cell slot. Consultants are needed immediately to evaluate the different approaches and equipment.

Specifically the consultants will submit an analysis of each device, additional development costs, cost of the final product, and estimated time required to perfect such device. The analysis will also include, but not be limited to, the accuracy of each device, speed of identifying fingerprints, operating costs, training required for operators, and its compatibility with the total information system. In addition, the consultants are to survey research foundations and potential users in local, state, and federal governments to determine their interest, willingness and ability to share in the cost of expediting the development of such a device.

B. An improved method to obtain fingerprint impressions.

Background

The present method of fingerprinting requires that each finger be inked and pressed one at a time on a fingerprint card. This process takes approximately eight minutes. In the State of California alone there are over one million fingerprint impressions taken each year. This process has not changed in the past fifty years and is too slow and costly.

Program

Technical experts in such fields as photography, photocopy, and electronics should be employed to determine the feasibility of developing a faster, more economical, and more efficient method of obtaining fingerprint impressions.

Costs of Research and Development for Projects A and B

It is anticipated that several consultants from various technological fields will be required in the research and development projects.

TOTAL ESTIMATED COSTS FOR CONSULTANTS

\$85,000.00

AMENDED IN ASSEMBLY AUGUST 1, 1967
AMENDED IN ASSEMBLY JUNE 19, 1967
AMENDED IN SENATE MAY 19, 1967
AMENDED IN SENATE APRIL 28, 1967

SENATE BILL

NO. 84

SECTION 1. This act shall be known and may be cited as the Deukmejian-Moretti Act.

SEC. 2. The Legislature hereby declares that the purpose of this act is to evaluate state and local programs associated with the prevention of crime, law enforcement and the administration of criminal justice, and to encourage the preparation and adoption of comprehensive plans for the improvement and coordination of all aspects of law enforcement and criminal justice, and to stimulate the research and development of new methods for the prevention and reduction of crime.

SEC. 3. Title 6 (commencing with Section 13800) is added to Part 4 of the Penal Code, to read:

TITLE 6. CALIFORNIA COUNCIL ON
CRIMINAL JUSTICE

13800. There is hereby created in the state government the California Council on Criminal Justice, hereafter referred to as the council, which shall be composed of the following members: the Attorney General, 12 members appointed by the Governor, three of whom shall be the Commissioner of the Department of the Highway Patrol, the Director of the Department of Corrections, and the Director of the Youth Authority, six members appointed by the Senate Rules Committee, two of whom shall be Members of the Senate; and six members appointed by the Speaker of the Assembly, two of whom shall be Members of the Assembly.

The appointing authorities shall consult in the selection of council members to insure that there is balanced representation on the council including representatives of the public concerned with the prevention and reduction of crime.

The appointees of the Governor shall include: a chief of police, a district attorney, a sheriff, a public defender, a representative of the Commission of Peace Officer Standards, a faculty member of a college or university qualified in the field of criminology, police science, or law, and a person qualified in the general field of research, development, and systems technology. The Speaker and Senate Committee on Rules shall include among their appointments a representative of the Judicial Council, a judge, a representative of the cities and a representative of the counties.

13801 (a). The legislator members of the council shall participate in its work to the extent such participation is not incompatible with their positions as Members of the Legislature.

(b). For the purposes of this title the Members of the Legislature who are appointed shall be considered a joint committee of the two houses of the Legislature constituted and acting as an investigating committee, and as such shall have the powers and duties imposed on such committees by the Joint Rules of the Senate and Assembly. The members of such committee shall report to the Legislature on the fifth legislative day of the 1968 Regular Session on additional legislation which may be necessary to comply with provisions of federal law.

13802. The Governor shall appoint the chairman of the council and the council shall designate one or more vice chairmen from among its members, who shall serve at the pleasure of the council. The Governor shall call the first meeting on or after January 16, 1968.

13803. Members of the council shall receive no compensation for their services but shall be reimbursed for their expenses actually and necessarily incurred by them in the performance of their duties under this title.

13804. The council may appoint an executive officer by affirmative vote of a majority of the members and may appoint other employees and consultants. The council may utilize personnel, facilities and services of departments and agencies of state government, pursuant to agreements developed between the council and the agencies concerned.

13805. The council shall have the following powers and duties:

(a) To develop plans for the prevention, detection, and control of crime in the administration of criminal justice. In developing these plans, the council may conduct studies, survey resources and identify needs for research and development in this field.

(b) To encourage coordination, planning and research by law enforcement and criminal justice agencies throughout the state and to act as a clearing house for proposals and projects in this field.

(c) To develop plans for the dissemination of information on proposed, existing, and completed research and development projects.

(d) To advise the Governor, Legislature, and the various state departments and local jurisdictions charged with responsibility in criminal justice matters.

13806. In the exercise of its authority under subdivision (a) of Section 13805 the council may develop plans to fulfill the requirements of any federal act providing for the adoption of comprehensive plans to facilitate the receipt and allocation of federal funds for planning, research, demonstration and special project grants. The council shall submit its recommendations concerning applications for federal funds by any state or local agency to the Governor to be forwarded to the United States Attorney General or appropriate federal agency. The council shall also report to the Legislature on its recommendations.

13807. Nothing in this title shall be construed as authorizing the council to undertake direct operational law enforcement responsibilities.

SEC. 4. Title 7 (commencing with Section 14000) is added to Part 4 of the Penal Code, to read:

TITLE 7. CALIFORNIA CRIME TECHNOLOGICAL
RESEARCH FOUNDATION

14000. The benefits of scientific and technological advances which have with accelerating abundance enriched the lives of our citizenry have also with cunning rapidity been adapted for use by criminals. If our society is to stem and reverse the increasing incidence of crime, it is essential that scientific and technological improvements, as they are perfected, be utilized to the fullest extent in the prevention and detection of crime. In addition, there is need for basic research involving combinations of various scientific disciplines into the nature of crime, criminals, and methods of detection, apprehension, and treatment. It is therefore declared to be the policy of the state to encourage scientific and technological research, development, and education in the field of the prevention and detection of crime and the apprehension and treatment of criminals, and to develop research in the area of police management administration, in order to promote the general welfare of the people.

14001. A public corporation is hereby created, which shall be known as the California Crime Technological Research Foundation, hereafter referred to as the foundation. The foundation is a state agency.

14002. The foundation shall encourage and promote the development and application of science and technology for the prevention and detection of crime, the apprehension and treatment of criminals, and the improvement of administration of law enforcement in the state. The foundation shall also assist law enforcement to determine the kind and quality of scientific, technological, and management processes and equipment which would improve the effectiveness of law enforcement operations.

14003. The foundation shall be governed and all of its corporate powers exercised by a board of directors, which shall consist of the following members appointed by the Governor, to serve at his pleasure, and confirmed by the Senate: a representative from the Department of Justice nominated by the Attorney General, a representative from the Department of Youth Authority, a representative from the Department of Corrections, a representative nominated by the Judicial Council, a representative nominated by the State Bar of California, a representative from a district attorney's office appointed with the approval of the district attorney, one member of city police departments appointed with the approval of his chief of police, one member of county sheriff's departments appointed with the approval of his sheriff, a faculty member of a college or university qualified in the subject of criminology or police science, two persons qualified in the field of research, development, and system technology, and four public members interested in the prevention and control of crime. The representatives from the Department of Youth Authority and the Department of Corrections shall be nonvoting members of the board of directors.

14004. The Governor shall appoint the chairman of the board, and the board shall designate a vice chairman from among the appointed members, who shall serve at the pleasure of the board. The chairman or his representative shall attend meetings of the California Council on Criminal Justice.

14005. The board of directors may adopt regulations for the foundation, and may appoint such officers and employees as it deems advisable and may fix their compensation and prescribe their duties.

14006. Members of the board of directors shall receive no compensation for their services, but shall be reimbursed for their expenses actually and necessarily incurred by them in the performance of their duties under this title.

14007. No director, officer, or employee of the foundation shall be disqualified from holding any public office or employment, nor shall he forfeit any public office, by reason of his appointment under this title, notwithstanding any other provision of law to the contrary.

14008. The board of directors may elect an executive committee of not less than five members who, in intervals between meetings of the board, may transact such business of the foundation as the board may authorize from time to time. Unless otherwise provided by the regulations of the foundation, a majority of such committee shall constitute a quorum for the transaction of business and the acts of majority of the members of the committee present at any meeting at which a quorum is present shall be deemed the acts of the committee.

14009. In furtherance of the purposes set forth in this title, the foundation shall have the following powers:

- (a) Through contracts or other appropriate means, to foster and support scientific and technological research in this state in cooperation with the federal government, the state government, political subdivision of the state, educational institutions, nonprofit institutions and organizations, business enterprises, and other persons concerned with scientific and technological research concerning the prevention and detection of crime.
- (b) To identify, review and evaluate research and development efforts applied to the prevention and detection of crime and the apprehension and treatment of criminals.
- (c) To sponsor and conduct conferences and studies, collect and disseminate information, and issue periodic reports relating to scientific and technological research concerning the prevention and detection of crime.
- (d) To retain and employ technical and other specialized consultants on a contract basis or otherwise.
- (e) To receive, hold, invest, reinvest, and use, on behalf of the foundation and for any of its purposes, real property, personal property, and money, or any interest therein, and the income therefrom, either absolutely or in trust.
- (f) To sue and be sued in the name of the foundation. Process in any action or proceeding shall be served in the manner provided by law.
- (g) To have and use a corporate seal.
- (h) To adopt rules and regulations, not inconsistent with law, governing any matters relating to the activities of the foundation.

(i) To have and exercise all powers necessary or convenient to effect any or all of the purposes of the foundation.

14010. Notwithstanding the provisions of any law or the provisions of any certificate of incorporation, charter, or other articles of organization, any corporation, association, or person may make contributions to the foundation. The foundation may accept grants from private sources if the board of directors unanimously approves each such grant.

14011. The foundation shall make an annual report to the Governor, the California Council on Criminal Justice, and the Legislature not later than the first day of March of each year.

14012. The foundation may by mutual agreement with any public agency undertake research and development projects for that agency.

14013. Nothing in this title shall be construed as authorizing the foundation to undertake direct operational law enforcement responsibilities.

14014. The foundation may utilize the resources of existing state agencies pursuant to agreements developed between the foundation and the agencies concerned.

14015. The Attorney General shall act as the legal counsel for the foundation.

14016. The foundation's budget shall be approved by the California Council on Criminal Justice before submission to the Legislature.

14017. The existence of the foundation shall terminate on the 61st day after adjournment of the 1971 Regular Session of the Legislature.

SEC. 3. There is hereby appropriated from the General Fund, in furtherance of crime prevention and control, the sum of one hundred thousand dollars (\$100,000), in accordance with the following schedule:

For support of the California Council on Criminal Justice _____	\$50,000
For support of the California Crime Techno- logical Research Foudation _____	50,000
Total _____	\$100,000

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