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# Interface with
# Other CJIS

# PROMIS
PROSECUTOR'S MANAGEMENT
INFORMATION SYSTEM
An Exemplary Project of LEAA

PROMIS (Prosecutor's Management Informatio,i System) is a management informa-
tion system (computerized or manual) for public prosecution agencies and the courts.
Developed under a grant from the United States Department of Justice, Law Enforce-
ment Assistance Administration (LEAA), PROMIS has been in operation in Washington,
D.C., since January 1971 and is in various implementation stages in more than 30 other
jurisdictions.

LEAA has designated PROMIS an Exemplary Project. Such designation is reserved
for criminal justice programs judged outstanding, worthy of national attention, and
suitable for adoption by other communities.

The Institute for Law and Social Research (INSLAW) has prepared a series of 21
briefing papers to explain to nontechnical audiences of prosecutors, court administra-
tors, criminal justice planners, and members of the bar the underlying concepts of
management and organization inherent in PROMIS. It is expected that these briefings
will assist other jurisdictions to evaluate and when appropriate, implement PROMIS
in part or in its entirety. The implementation can range from adoption of the concepts
of management and organization, to the use of PROMIS forms and paperwork proce-
dures, to the application of the manual or semiautomated version of PROMIS, and,
finally, to the installation of the computer software.

Other PROMIS documentation produced by INSLAW under grants from LEAA
includes a handbook on *PROMIS For The Nonautomated or Semiautomated Office,*
research designs for using PROMIS data bases in statistical studies of criminal justice
policies, a six-volume set of computer software documentation, and a 20-minute color
documentary of PROMIS (16mm film or video cassette) for nontechnical audiences.
The 21 briefings are as follows:

1. Management Overview of PROMIS
2. Case Screening
3. Uniform Case Evaluation and Rating
4. Special Litigation (Major Violators) Unit
5. Witness Notification Unit
6. Paralegals
7. Comprehensive Training
8. Reasons for Discretionary and Other Actions
9. Counting by Crime, Case and Defendant
10. Research Uses of PROMIS Data
11. Uniform Crime Charging Manual
12. Police Prosecution Report
13. Crime Analysis Worksheet
14. Processing and Trial Preparation Worksheet
15. Police Intake Worksheet
16. Standardized Case Jacket
17. Interface with Other CJIS
18. Privacy and Security
19. Analysis of Costs and Benefits
20. Transferability
21. Optional On-Line Inquiry and Data Input Capability

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**PROMIS**
**BRIEFING SERIES** *   ACQUISITIONS

**17. Interface
with Other
CJIS**

A book published a few years ago by a national business organization contained this observation: "Though extremely serious in its own right, crime in the streets is a symptom of an even more pervasive affliction; namely, the development and pursuit of independent procedures and policies for the interdependent activities of the criminal justice system." 1/ For a prosecutor's office to be trapped by such a pitfall is particularly serious in view of the pivotal role that prosecuting attorneys play in enabling the major criminal justice agencies to interact as components of a unified system.

For example, the prosecutor can influence police agencies to measure their effectiveness not only in terms of clearance rates but also in terms of admissibility of evidence, confessions and identifications, prompt attendance of officers at court appearances, and the like. Also, the extent of prosecutive and managerial skills of district attorneys is a major influence on the efficiency and effectiveness of the court. And the prosecutor can affect correctional agencies by, for example, alerting them to patterns of recidivism with regard to certain programs.

As the National Advisory Commission observed, through deciding what cases to prosecute and what resources to devote to their prosecution, "prosecutors determine the community's crime-fighting goals." 2/

In essence, the prosecutor's reach extends from one end of the criminal justice system to the other. Whether this is an asset or liability depends not only on how well prosecutory procedures and policies enhance prosecutive effectiveness but also on how compatible they are with the needs and objectives of other criminal justice components. 3/ In terms of a computerized prosecutive information system, such as PROMIS, this means that it should not operate in splendid isolation but be designed to interface with the needs and automated systems of other agencies. As the National Advisory Commission warned, agencies at all levels "are spending considerable monies for the hardware and impedimenta of incompatible and duplicative information systems."

In addition to being compatible with national standards established for court- and prosecution-based information systems, 4/ PROMIS can dovetail, or interface, with the objectives and information systems of other criminal justice agencies, as described below.

## COMPATIBILITY WITH COMPONENTS OF THE
## COMPREHENSIVE DATA SYSTEM

PROMIS dovetails very closely with the components of the Comprehensive Data System (CDS), a criminal justice information system that the Law Enforcement Assistance Administration is encouraging states to implement. One CDS facet is the continuing national effort to developed a Computerized Criminal History system (CCH) which will provide an automated interstate exchange mechanism for criminal histories. CCH makes available, to any qualified criminal justice agency in any state, information on any individual arrested for a serious offense. 5/ Each computerized arrest record must also contain arrest, judicial, and correctional disposition information. In some states the noncorrectional disposition data is collected primarily from prosecutors.

Offender Based Transaction Statistics (OBTS), at the state level, extend the CCH data base to provide statistics about each significant step in the criminal justice process. OBTS will answer questions such as: What percentage of those arrested are prosecuted? What is the length of time between arrest and final disposition? What percentage of those released from correctional institutions have been rearrested and reconvicted? 6/

As noted by the four-page table at the end of this briefing, the information--or data elements--needed from the local level by OBTS and CCH systems can be supplied by PROMIS to a large extent. More specifically, PROMIS meets all of the OBTS informational requirements from arrest through sentencing. And PROMIS contains the vast majority of data elements for the identification-through-judicial segments of CCH.

The Uniform Crime Reports (UCR) component of CDS involves centralizing in a state agency the collection and reporting of uniform crime report data gathered by law enforcement agencies within the state. The state agency then forwards the information to the FBI for inclusion in its national UCR program and the annual statistical report Crime in America. UCR is as informative about crimes as the OBTS will be about the criminal justice system, and the CCH about criminals. PROMIS contains both UCR and Project SEARCH 7/ offense codes.

Yet another CDS component is the state-level Statistical Analysis Center (SAC) for the analysis of criminal justice data. With over 170 data elements for each case, PROMIS can provide a wealth of information

for SAC, both in its own right or in its role as a source of data for OBTS/CCH. PROMIS data can also be linked to other local criminal justice information systems and to noncriminal information, such as demographic data, to identify patterns of criminal activity. 8/

One SAC responsibility is development of Management and Administrative Statistics (MAS), which involves the collection and analysis of data pertaining to the finances, personnel, facilities, and equipment data of the various criminal justice agencies within a state. This information is intended to help states identify needs, allocate funds, and evaluate programs. PROMIS can contribute to MAS by indicating the number and experience-level of prosecutors. Additionally, PROMIS can supply feedback on prosecutory and police performance, 9/ as well as evaluate training programs. 10/

## THE PROMIS/POLICE INTERFACE

PROMIS ties in with police objectives in a number of ways, such as by reporting final dispositions for automated or manual posting to rap sheets. PROMIS can report dispositions (1) by the unique fingerprint-based identification number police assigned to the accused, (2) by police charge, or (3) by the police-assigned complaint number. 11/

Through the wealth of data entered in PROMIS relating to the characteristics of crimes and defendants, the information system can materially contribute to police MO files. 12/

Because PROMIS crime data are geocoded, police and prosecutors can identify patterns and profiles of criminal activity by specific neighborhoods. This information, of course, helps police allocate manpower. 13/

Because PROMIS records certain police deficiencies that adversely affect the outcome of cases, the information system can evaluate police units or individual officers in terms of their performance in such areas as search and seizure, confessions, and identification. And quality, rather than quantity, of arrests can be measured through PROMIS by an analysis of how many police charges were accepted by the screening prosecutor and how many resulted in convictions or other satisfactory outcomes, such as pretrial diversions. 14/

PROMIS can also generate fugitive listings that help police identify and apprehend defendants for whom bench warrants have been issued. These fugitives can be listed by police district or precinct.

Perhaps the most dramatic example of how PROMIS interfaces with police is an on-line feature of the system developed by the prosecutor's

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office in Washington, D.C. 15/  This feature permits police and prose-
cutors, through a keyboard associated with a television-like terminal,
to query PROMIS directly and to read the answers that are immediately
displayed on the terminal's screen. 16/  With terminals both in the
prosecutor's office and in each police district station house, this
version of PROMIS is connected with the metropolitan Washington crim-
inal justice communications network, which, in turn, is linked to such
other systems as NCIC, a wanted-persons file, and a stolen vehicle
file.

Among the inquiries that police can make through a PROMIS termi-
nal's keyboard are the following:

1.  The defendant query.  The police or prosecutor can determine
whether a given defendant has any other cases pending in the court sys-
tem.  The terminal's screen displays the docket number and status of
each of the defendant's pending cases.  With this information, police
can identify those persons who are arrested for crimes while on some
form of pretrial conditional release.

2.  The police officer query.  This query causes PROMIS to display
the number and status of all cases a given officer has pending.  By en-
tering the officer's badge number, one can obtain on the screen a list
of all the pending cases in which he or she is scheduled to testify and
the next court dates for each case.

3.  The witness query.  Upon entering the name of a witness in any
pending case, a police officer is informed immediately of the docket
number, current status, next trial date for the case, and witness ad-
dress.  (This information is also used by the prosecutor's Witness Noti-
fication Unit, which answers inquiries from witnesses.) 17/

Other queries are possible.  One would enable the police district
commanders to request a list of their personnel due in court on any
given day.  This would permit the commander to plan and use his staff
more effectively.  And in one jurisdiction, there will be a direct link-
age between the police department's on-line booking system and PROMIS so
that police arrest data can be automatically transferred to PROMIS.  This
will eliminate the necessity to design a separate prosecutory data col-
lection and entry process for that purpose.  Furthermore, the linkage
will permit identification at booking of defendants who seem to be likely
candidates for the prosecutor's career criminal program.


## PROMIS AND COURT INFORMATION SYSTEMS

PROMIS contains the essential elements of a typical court informa-
tion system.  For example, the on-line version of PROMIS responds to
these court-related inquiries, in addition to those noted in the pre-
vious section:

1. _Case aging query._ Information generated by PROMIS to this query enables the prosecutor to monitor delay at each stage in the criminal proceedings. The prosecutor can specify the type of case he is interested in--such as misdemeanors, cases bound over to the grand jury, or felony indictments--and then enter, through the on-line terminal's keyboard, any aging factor of his or her choosing. For example, he can specify that he wants a listing of all cases which have been awaiting grand jury action for more than 30 days or for which indictments have been returned for more than 60 days.

2. _The case query._ This inquiry is used to retrieve all the information contained in the PROMIS data base for a given pending case. Included in the information displayed for each case are ratings for the seriousness of the crime and for the gravity of the defendant's criminal history. [18]/

3. _The date inquiry._ This PROMIS query produces a listing of (1) misdemeanor cases scheduled for trial on a specified date and (2) felony cases continued for a preliminary hearing to a given date. Optionally, this inquiry can limit the listing to cases whose seriousness (as determined through PROMIS' case-rating capability) exceeds a given level.

4. _The attorney query._ This query enables prosecutors to identify all cases involving specified prosecuting/defense attorneys.

Routinely available from PROMIS are trial and sentencing calendars for misdemeanor and felony cases. Additionally, a preliminary hearing calendar is generated for felonies. Priority calendars for misdemeanors list cases scheduled by the court for a certain date in order of their seriousness (as computed by PROMIS). These priority calendars-- issued five days and one day prior to the trial date--ensure that the most serious cases are identified for intensive pretrial preparation. [19]/

Also, PROMIS generates special preprinted subpoena forms to advise witnesses where and when to appear for a scheduled misdemeanor trial. If there is insufficient time to send a subpoena by mail, PROMIS lists the name of the witness on a special report which indicates that telephone notification is necessary. [20]/

Thus, far from serving merely as an automated method by which to prepare calendars, PROMIS assists court administrators and prosecutors to achieve the full range of case-scheduling goals: monitoring calendars to keep account of the availability of court resources and of scheduled resource commitments; setting dates and times of court events; controlling conflicts in attorney schedules; managing police officer appearances to minimize travel and waiting time and limit conflicts; effecting last-minute adjustments to the calendar; and notifying all participants.

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Realizing that judicial independence is not synonymous with total isolation, more and more courts are considering sharing data processing systems with prosecutors, whose informational needs closely parallel those of the courts. Indeed, PROMIS already contains all the SJIS-required (State Judicial Information System) criminal data elements and more--except for postconviction appeals, a simple enhancement. As a result, two states are planning to use PROMIS as the criminal subsystem of SJIS.

Under its GAVEL program, the Law Enforcement Assistance Administration plans to develop and make transferable a management information system for trial courts. With the addition of some data elements relevant to the work of the courts, PROMIS could handle the information management tasks of any criminal court. For example, in one county, both criminal court and prosecutor plan to share PROMIS. Through the addition of six data elements, PROMIS will serve the full informational needs of the county criminal court system--tracking cases, including juvenile cases, from booking through correctional treatment.

## THE PROMIS INTERFACE WITH CORRECTIONS

Though the acquisition of data for PROMIS ceases upon recording of the defendant's sentence, the computerized system contains significant information bearing on corrections.

The defendant's biographical data and information relating to the offender's crime and sentence are stored in PROMIS and are of obvious significance to correctional agencies. Indeed, PROMIS can produce a computer-readable magnetic tape containing pertinent data about offenders who have just been sentenced. This facilitates the establishment of computer-based files on new inmates by correctional institutions.

Also, through recidivism studies, PROMIS can alert correctional agencies to apparent weaknesses of certain programs. And PROMIS can help round out the total correctional picture with performance data on diversion programs, such as first offender efforts, narcotics and alcoholic treatment centers, and other court- and prosecution-sponsored programs.

## IN CONCLUSION...

Perhaps the prime reason for PROMIS' ability to dovetail so well with the goals and informational needs of the various nonprosecutory agencies flows from a flexibility enabling PROMIS to track the work load of the criminal justice process from three distinct vantage points:

1. From the vantage point of the crime or criminal incident: PROMIS follows the full history of the court actions arising from the crime even though those court events may involve multiple defendants, multiple cases, and multiple trials and dispositions.

2. From the vantage point of the accused person or defendant: PROMIS accumulates criminal history files on offenders and notes incidents of recidivism.

3. From the vantage point of court proceedings: PROMIS traces the history of any formal criminal action from arraignment through final disposition and sentencing and accounts for the separate fate of each count or charge.

With this "instant replay" capability to track the criminal incident, the defendant, and the court actions, PROMIS is endowed with a flexibility and reach usually found in an urban or a county-level criminal justice information system. 21/

## FOOTNOTES

1/ Chamber of Commerce of the United States, Marshaling Citizen Power Against Crime (Washington: 1973), p. 16.

2/ National Advisory Commission on Criminal Justice Standards and Goals, Criminal Justice System (Washington: Government Printing Office, 1973), p. 68.

3/ "Clearly, no one part of the criminal justice system can reduce crime by itself. Each part must be sensitive to the other's concerns and objectives." Ibid., p. 1.

4/ Ibid., pp. 68-80. (See Standards 5.1-5.6.)

5/ Ibid., pp. 33-35.

6/ National Advisory Commission on Criminal Justice Standards and Goals, A National Strategy to Reduce Crime (Washington: Government Printing Office, 1973), pp. 38-39.

7/ System for Electronic Analysis and Retrieval of Criminal Histories.

8/ See Briefing No. 10, Research Uses of PROMIS Data.

9/ Ibid.

10/ See Briefing No. 7, Comprehensive Training.

11/ See Briefing No. 9, Counting by Crime, Case and Defendant, for more information about the identification and complaint numbers.

12/ See especially Briefing No. 13, Crime Analysis Worksheet.

13/ See Briefing No. 10, Research Uses of PROMIS Data, for more information on this subject.

14/ Ibid.

15/ In the District of Columbia, the U.S. Attorney serves as the local prosecutor. About 75 lawyers are assigned to the D.C. Superior Court (equivalent to a state court of general jurisdiction), where prosecution of local "street crime" cases is conducted. About 16,000 allegations of such crimes are considered for prosecution annually.

16/ See Briefing No. 21, Optional On-Line Inquiry Capability.

17/ See Briefing No. 5, Witness Notification Unit.

18/ See Briefing No. 3, Uniform Case Evaluation and Rating for details about PROMIS' case-rating capability.

19/ See Briefing No. 4, Special Litigation (Major Violators) Unit, for an illustration of the Five-Day Misdemeanor Priority Calendar.

20/ See Briefing No. 5, Witness Notification Unit.

21/ See Briefing No. 9, Counting by Crime, Case and Defendant.

COMPARISON OF CCH, OBTS, SJIS, AND PROMIS DATA ELEMENTS*

| Element Category and Name | CCH Data Element | OBTS Data Element | PROMIS Data Element | SJIS Data Element |
|---|---|---|---|---|
| Identification Element: | | | | |
| Message Key | X | | | |
| Originating Agency | X | | X | |
| FBI Identification Number | X | X | X | |
| Name | X | | X | X |
| Sex | X | X | X | |
| Race | X | X | X | |
| Place of Birth | X | | X | |
| Date of Birth | X | X | X | X |
| Height | X | | X | |
| Weight | X | | X | |
| Color of Eyes | X | | X | |
| Color of Hair | X | | X | |
| Skin Tone | X | | | |
| Scars, Marks, Tatoos, etc. | X | | | |
| Social Security Number | X | | X | |
| Misc. Identification Number | X | | | |
| Fingerprint Classification | X | | X | |
| Identification Comments | X | | | |
| State Establishing Record | X | | X | |
| Date Record Established | X | | X | |
| Date of Latest Update | X | | X | |
| State Identification Number | | X | X | |
| State Record Number | | X | X | |
| Police and Prosecutor Elements/ Arrest Segment: | | | | |
| Message Key | X | | | |
| Arrest Agency Identifier | X | | X | |
| Date of Birth | X | | X | |

*CCH/OBTS data elements as found in National Advisory Commission
on Criminal Justice Standards and Goals, Criminal Justice System
(Washington: Government Printing Office, 1973), pp. 100-101.

| Element Category and Name | CCH Data Element | OBTS Data Element | PROMIS Data Element | SJIS Data Element |
|---|---|---|---|---|
| State Identification Number | X | | X | |
| Name Arrestee Used | X | | X | |
| Sequence Letter | X | X | X | |
| Date of Arrest | X | X | X | |
| Arrest Charge Number | X | | X | |
| Date of Offense | X | | X | |
| Statute Citation | X | | X | |
| General Offense Character | X | | X | |
| Arrest Offense-Numeric | X | X | X | |
| Arrest Offense-Literal | X | | X | |
| Arrest Disposition-Numeric | X | | X | |
| Additional Arrest Disposition Data | X | X | X | |
| Arresting Agency Number | | X | X | |
| Prosecutor Disposition Date | | X | X | |
| | | | | |
| County Prosecutor Grand Jury Elements/Supplemental Segment: | | | | |
| | | | | |
| Message Key | X | | | |
| Agency Identifier | X | | | |
| State Identification Number | X | | X | X |
| Sequence Letter | X | | X | |
| Date of Arrest | X | | X | |
| Court Count Number | X | | X | |
| Court (or Chief Executive) Disposition Date | X | | X | X |
| Sentence Suspended | X | | X | X |
| Confinement | X | | X | X |
| Probation | X | | X | X |
| Fine | X | | X | X |
| Other Court Sentence Provisions-Literal | X | | X | X |
| Other Court Sentence Provisions-Numeric | X | | X | X |
| Prosecutor Identification Number | | X | X | X |
| Date of Filing | | X | X | X |
| Type of Filing | | X | X | X |
| Filing Procedure | | X | X | X |
| Date of Arraignment | | X | X | X |
| Charge Offense (Most Serious) | | X | X | X |

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| Element Category and Name | CCH Data Element | OBTS Data Element | PROMIS Data Element | SJIS Data Element |
|---|---|---|---|---|
| Initial Plea | | X | X | X |
| Release Action | | X | X | X |
| Release Action Date | | X | X | X |
| | | | | |
| Lower Criminal Court Elements/ Judicial Segment: | | | | |
| | | | | |
| Message Key | X | | | |
| Agency Identifier | X | | X | X |
| State Identification Number | X | | X | X |
| FBI Identification Number | X | | X | |
| Sequence Letter | X | | X | |
| Date of Arrest | X | | X | |
| Court Count Number | X | | X | X |
| Court Disposition Date | X | | X | X |
| Statute Citation | X | | X | X |
| General Offense Character | X | | X | X |
| Court Offense Classifica-tion - Numeric | X | X | X | X |
| Court Offense Classifica-tion - Literal | X | | X | X |
| Court Disposition - Numeric | X | X | X | X |
| Sentence Suspended | X | | X | X |
| Confinement | X | X | X | X |
| Probation | X | X | X | X |
| Fine | X | | X | X |
| Other Court Sentence Provi-sions - Literal | X | | X | X |
| Other Court Sentence Provi-sions - Numeric | X | | X | X |
| Date Case Appealed | X | | | X |
| On Bail Pending Results of Appeal | X | | | X |
| Court Identification Number | | X | X | X |
| Initial Appearance Date | | X | X | X |
| Disposition Date | | X | X | X |
| Release Action | | X | X | X |
| Release Action Date | | X | X | X |
| Final Charge (Most Serious) | | X | X | X |
| Type Charge | | X | X | X |
| Plea (at Trial) | | X | X | X |
| Type of Trial | | X | X | X |

| Element Category and Name | CCH Data Element | OBTS Data Element | PROMIS Data Element | SJIS Data Element |
|---|---|---|---|---|
| Date of Sentence | | X | X | X |
| Type of Sentence | | X | X | X |
| Type of Counsel | | X | X | X |
| | | | | |
| Felony Trial Elements: | | | | |
| | | | | |
| Court Identification Number | | X | X | X |
| Trial Date | | X | X | X |
| Trial Type | | X | X | X |
| Final Plea | | X | X | X |
| Trial Ending/Disposition Date | | X | X | X |
| Final Charge/Most Serious | | X | X | X |
| Type of Charge | | X | X | X |
| Sentence Date | | X | X | X |
| Sentence Type | | X | X | X |
| Confinement - Prison (Years) | | X | X | X |
| Confinement - Jail (Days) | | X | X | X |
| Probation (Months) | | X | X | X |
| Type of Counsel | | X | X | X |
| | | | | |
| Corrections Elements/Custody-Supervision Segment: | | | | |
| | | | | |
| Message Key | X | | | |
| Agency Identifier | X | X | | |
| State Identification Number | X | | | |
| FBI Identification Number | X | | | |
| Sequence Letter | X | | | |
| Date of Arrest | X | | | |
| Status Charge Character | X | | | |
| Custody or Supervision Status-Starting Date | X | | | |
| Custody or Supervision Status-Numeric | X | | | |
| Custody or Supervision Status-Literal Extended | X | | | |
| Receiving Agency | | X | | |
| Date Received | | X | | |
| Status | | X | | |
| Date of Exit | | X | | |
| Exit | | X | | |

END