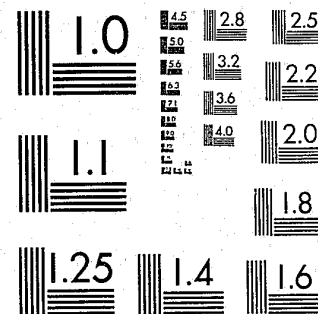


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National Institute of Law Enforcement and Criminal Justice  
Law Enforcement Assistance Administration  
United States Department of Justice  
Washington, D. C. 20531

DATE FILMED

4-10-80

6/14/94

AN EVALUATION  
OF THE  
"NEW HAMPSHIRE OBSCIS PROJECT"  
(OFFENDER-BASED STATE CORRECTIONS INFORMATION SYSTEM)

GRANT NUMBER

78-ED-AX-0026

PROJECT PERIOD

June 15, 1978 to October 14, 1979

(Extension pending)

JAMES CAHILL  
EVALUATION SPECIALIST

NEW HAMPSHIRE CRIME COMMISSION

August 7, 1979

~~XXX~~ GRANTEE New Hampshire Crime Commission  
PROJECT TITLE "New Hampshire 'OBSCIS' Project"  
PROJECT DIRECTOR Roger L. Hall, Director, New Hampshire Statistical Analysis Center  
GRANT NUMBER 78-ED-AX-0026

GRANT PERIOD June 15, 1978 to October 14, 1979 (Extension pending)

GRANT BUDGET Discretionary Fund - Part E.

<u>Item</u>	<u>Total</u>	<u>Fed.</u>	<u>State</u>	<u>Local</u>
Personnel Services				
Consultant Services				
Travel and Subsistence				
Construction and Renovation	See following page (LEAA Form 4000/3)			
Rental				
All Other				
Indirect Costs				
Total Cost	\$166,666.00	\$150,000.00	\$16,666.00	-0-

PREVIOUS PROJECT HISTORY

<u>Grant Period</u>	<u>Total Funding</u>	<u>Fed.</u>	<u>Percentage State</u>	<u>Local</u>
None				

NCJRS

SEP 14 1979

ACQUISITIONS

EVALUATOR: James Cahill  
DATE: August 7, 1979

PART III - BUDGET INFORMATION

SECTION A - BUDGET SUMMARY

Grant Program, Function or Activity (a)	Federal Catalog No. (b)	Estimated Unobligated Funds		New or Revised Budget		
		Federal (c)	Non-Federal (d)	Federal (e)	Non-Federal (f)	Total (g)
1. DE PART E	16.501	\$	\$	\$150,000.00	\$ 16,666.00	\$166,666.00
2.						
3.						
4.						
5. TOTALS		\$	\$	\$150,000.00	\$16,666.00	\$166,666.00

SECTION B - BUDGET CATEGORIES

6. Object Class Categories	- Grant Program, Function or Activity				Total (5)
	(1) DE PART E	(2)	(3)	(4)	
a. Personnel	\$ 80,047.00	\$	\$	\$	\$
b. Fringe Benefits	11,415.00				
c. Travel	4,784.00				
d. Equipment	50,660.00				
e. Supplies	11,207.00				
f. Contractual	4,240.00				
g. Construction					
h. Other	4,313.00				
i. Total Direct Charges					
j. Indirect Charges					
k. TOTALS	\$166,666.00	\$	\$	\$	\$
7. Program Income	\$	\$	\$	\$	\$

## PROJECT DESCRIPTION

"OBSCIS" is an acronym for the Offender-Based State Correction Information System. The "offender base" feature allows the system to "track" offenders as they move through the various steps of the correctional process. OBSCIS is a model information system which has been developed on a national level by SEARCH Group, Inc. with LEAA Funding.

Project SEARCH (System for Electronic Analysis and Retrieval of Criminal Histories) was first funded by LEAA in 1969. This initial undertaking developed computerized criminal histories in seven states. Project SEARCH launched in that year two major projects; the first, an information exchange program known as "CCH" (Computerized Criminal History), and the second, known as "OBTS" (Offender Based Transaction Statistics), which have subsequently come together as major components of LEAA's Comprehensive Data Systems (CDS). One CDS objective is to maintain OBTS/CCH as an umbrella-type service or system which interacts with or integrates existing national and state efforts at building and operating a comprehensive criminal justice information system. When fully operational, the comprehensive system will provide two major benefits: interchange of criminal justice information among states, and national tracking of offenders throughout the criminal process. OBSCIS is designed to provide such a tracking capability in the correctional agencies of the various states which participate in the nationwide OBSCIS effort. Individual state efforts are coordinated by the staff of SEARCH Group, Inc., the corporate successor of Project SEARCH chartered in 1974. OBSCIS is not, however, a 'federal' correctional information system; it is a model available for adoption by state correctional authorities. CCH, by contrast, was in 1970 merged into the National Criminal Information Center, which is operated by the Federal Bureau of Investigation.

## The OBSCIS Model

The OBSCIS model is designed as a broad, general-purpose tool for each state to use in developing its own individualized correction information system; it is not a system unto itself. As a practical matter, a system satisfying the requirements of all states could not be designed or operationalized, as significant differences do exist among the elements of each state's criminal laws and procedural rules, as well as among the methods in which the criminal process is administered from state to state. Each jurisdiction can build its own offender-based correctional information system by selecting and developing the pieces of the OBSCIS model which, when put together, meet that jurisdiction's specific needs and restrictions. SEARCH Group, Inc., THE OBSCIS REPORT, Vol. I., at 3-1 through 3-11 (1975). Of all the states currently participating in the national OBSCIS project, no one has adopted the OBSCIS model without at least some alteration.

SEARCH Group, Inc. provides software, supporting documentation, and technical advice to participating states. The software is written in computer language known as "ANS COBOL" (American National Standard Common Business-Oriented Language), and consists of a series of related programs which provide all input and editing, file maintenance, and report-generating functions. The software design was developed after analysis of the data-processing requirements of correctional authorities in the ten states which participated in the original phase of the national project. Eight states were added in the second phase. Thirty-five states and the District of Columbia currently participate. The major features of the model which contribute to wide applicability are the following:

- (1) Designed to fulfill basic needs of, and be operationally compatible with, the correctional departments of most states;
- (2) Does not require substantial manpower and equipment resources for installation and operation;

(3) Software is written to simplify changes and alterations which may be necessary or desirable to the jurisdictions using the model;

(4) The programs are independent of any given hardware or software vendor's products, and as such are capable of installation and use on a wide range of computer sizes and configurations.

The OBSCIS model consists of two principal items:

1. Data Base. The OBSCIS data base consists of a series of data elements defined at three levels (core level, recommended level, and optional level) in order to allow each OBSCIS state flexibility in selecting the types of data it desires to store and use. The levels are discussed later in some greater detail.
2. Applications. The model is based upon eight modular application areas providing input, processing, and output capabilities. As with elements for the data base, each state can select and give priority to the development of those applications which satisfy its particular needs.

There are certain limitations on the scope and use of the model. It does not deal in other areas of correctional information (such as payroll, personnel records, fiscal and budgetary accounting), and it does not provide a data base or applications generally useable by probation departments or non-correctional criminal justice agencies. These limitations follow from the differences among the legal and administrative processes of the various states which make a uniform system unworkable. Hence, although the OBSCIS model is generally adaptable for use in the confinement and supervised release stages of the correctional process, from state to state fewer common denominators exist in matters relating to the status of probation departments in government organizations, and with respect to the functions and responsibilities of probation departments in various states (investigations, custodial authority, domestic relations, role in the sentencing process, and so on). Similarly, pronounced differences exist in personnel, accounting, and budget operations among various state governments. Hence, OBSCIS is clearly not an appropriate tool for management of these types of information.

Finally, as OBSCIS is designed to operate in the processing of adult felons, it does not attempt to cover unique considerations for misdemeanants and juveniles. COMPENDIUM, at 3-1, 3-2. However, SEARCH Group, Inc. has recently circulated a paper which discusses development of a model conceptually similar to OBSCIS but fashioned specifically for use by state probation authorities, and certain computer applications provided by OBSCIS would be potentially adaptable for use in a tracking system for juvenile offenders awaiting court disposition.

The assumption underlying the OBSCIS discretionary fund program of LEAA is that it is possible to provide state correctional agencies with improved operational and administrative capabilities, geared to their own requirements, while meeting the objectives of national reporting systems and generating information to be used in developing state corrections master plans. LEAA GUIDELINE M4500.1G Chapter 4, paragraph 38 (1978). The LEAA objective in funding state OBSCIS projects is to assist in the design and transfer of a conceptual model which individual states may tailor for their own use while achieving commonality with other states. (Emphasis supplied.) The information systems developed under the OBSCIS discretionary fund program are devised to "support corrections systems decision-making for operations and planning". GUIDELINE M4500.1G. The results sought by LEAA are, specifically, the following:

- (a) Population statistics and reports and, as authorized, information for evaluation of rehabilitative and other program information;
- (b) Information about inmates upon which to make proper and reasoned decisions concerning inmate behavioral and rehabilitative change and to monitor the progress of inmates in terms of health, education, attitude adjustment and other factors; and
- (c) Retrieval of historical data and making of projections and other statistical analyses for planning of facilities, programs, personnel, and funding.

The LEAA OBSCIS program strategy calls for agreement by the participating state to follow the basic development procedures, applications, and data elements contained in the SEARCH OBSCIS publications, a series of volumes which describe the OBSCIS model and present a method for implementing an OBSCIS system in a state correctional setting. Each participating state is expected to initially concentrate development in the following eight application areas:

- (a) ADMISSIONS: Establishment of offender record, intake, cross-reference to master criminal history.
- (b) ASSESSMENT: Offender profile, diagnostic problem reporting, test scoring, and other evaluative measures.
- (c) INSTITUTIONS: Reporting on activities and programs in which offenders participate, reporting of disciplinary matters.
- (d) PAROLE: Parole status reporting and caseload analysis.
- (e) MOVEMENT STATUS: Offender tracking and population movement reporting.
- (f) LEGAL STATUS: Calculation of parole and discharge eligibility dates, reporting of specific information to parole authorities for consideration in parole decisions.
- (g) MANAGEMENT AND RESEARCH: Population statistical reporting and trend analysis, population prediction, program evaluation, research, and inquiry for specific time-critical information.
- (h) NATIONAL REPORTING: Meeting reporting obligations for OBTS/CCH, reporting of data for National Prisoner Statistics (NPS) Series and Uniform Parole Reports (UPR) Series.

See GUIDELINES, above, 38(4)(c)(1), and OBSCIS APPLICATION GUIDE, Supplement to Technical Report No. 10, pp. 1-1 to 8-36 (1975).

Support for the above-described applications is built upon a uniform database established by the correctional authorities in each participating state, as mentioned above. The database has three separate strata of data elements:

- (a) CORE: The minimum level necessary to enable the user state to meet national reporting requirements and interface with OBTS/CCH.
- (b) RECOMMENDED: The basis for correctional information systems in individual states.
- (c) OPTIONAL: The additional data elements which enhance individual systems, allowing states to tailor their OBSCIS systems to the particular requirements of their jurisdictions.

Figure I following is a conceptual drawing of the OBSCIS data base and the applications which make use of it, and Table I following outlines development (as of July 1 of this year) of the OBSCIS model in the thirty-five participating states and the District of Columbia. New Hampshire has not planned the ASSESSMENT and INSTITUTIONS modules for application.

#### New Hampshire OBSCIS

The New Hampshire project is overseen by the Director of the Statistical Analysis Center. The Statistical Analysis Center (hereinafter "SAC") is responsible for development and management of the state's Comprehensive Data System (CDS), the elements of which include the Management and Administrative Statistics Program (MAS), The Uniform Crime Report System (UCR), and OBTS/CCH. The state plans to interface OBSCIS with the CDS project by using OBSCIS data elements for OBTS/CCH and as a source of information for other activities conducted by SAC. The reporting of statistics to the National Prisoner Statistics Program and for Uniform Parole Reports is to be enhanced by OBSCIS.

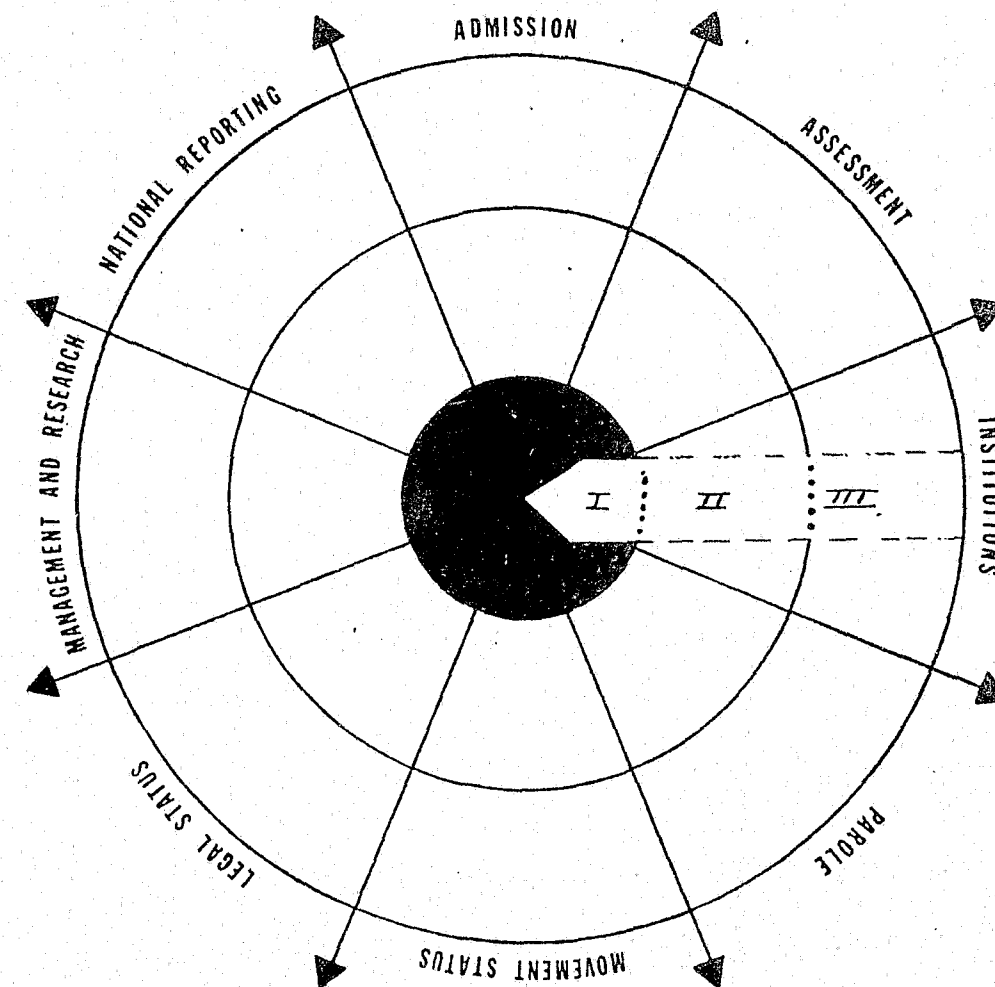
The following difficulties facing New Hampshire correctional authorities were identified in the process of preparation of the OBSCIS grant application:

- (1) There is no standardized data-gathering process for use by correctional authorities in the state;
- (2) There are no standard methods for retrieval of data sufficient to satisfy specific program information needs;
- (3) There are no mechanisms for the integration of information generated by the several agencies in the state which is pertinent to the general correctional planning and decision-making process;



# THE OBSCIS MODEL

FIGURE I



I=Core  
II=Recommended  
III=Optional

Source: SEARCH Group, Inc., THE OBSCIS REPORT, Vol.I, at 3-1 to 3-11 (1975)

TABLE I

## DEVELOPMENT STATUS OF OBSCIS APPLICATION AREAS BY STATE (AS OF JULY 1, 1979)

OBSCIS STATES	ADMISSIONS	ASSESSMENT	INSTITUTIONS	PAROLE	MOVEMENT STATUS	LEGAL STATUS	MANAGEMENT & RESEARCH	NATIONAL REPORTING
*Alabama	O	O	O	O	O	O	P	O
*Alaska (New State)								
*Arizona	O	O	O	O	O	O	O	O
*Arkansas								
*California	O	P	P	P	O	D	P	P
Colorado	O	I	P	I	O	I	P	O
Connecticut	I	P	P	P	I	P	P	I
*Delaware	I	P	P	I	I	P	P	P
Florida	P	P	P	O	O	P	O	P
*Georgia	O	O	O	O	O	O	O	O
*Hawaii	O	I	I	O	O	O	I	O
*Illinois	O	O	O	O	O	O	O	O
*Iowa	O	P	D	P	O	P	I	I
*Kansas	P	P	P	P	P	P	P	P
Maine	O	P	O	N/A	O	N/A	O	P
Maryland	I	I	I	P	I	I	I	I
Massachusetts	P	P	P	I	O	P	O	O
Michigan	O	I	O	I	O	O	P	①
Minnesota	O	P	O	O	O	O	O	P
*Missouri (New)	P	P	P	NP	P	P	P	P
Montana	O	N/A	O	O	O	O	P②	I
*Nevada	P	NP	P	P	P	P	I	P
New Hampshire	I	NP	NP	P	I	I	I	P
*New Jersey	D	D	P	P	D	P	D	D
*New Mexico	O	O	I	P	O	O	O	O
*New York	O	I	O	P	O	O	I	O
*North Carolina (New)								
Ohio	O	?	I	P	O	?	P	I
*Pennsylvania	P	P	P	P	P	P	P	P
*South Carolina	O	P	P	NP	O	P	I	I
South Dakota (New)	P	P	P	P	NP	P	N/A	P
*Virginia	O	O	P	P	O	P	O	P
Utah③	P		P	P	P	P	P	P
*Vermont (New)								
Wisconsin	P④	P	P④	P④	P④	P④	P	P④
*Washington, D.C.	P	P	P	P	P	P	P	P

Notes O=Operational I=Implemented P=Planned NP=Not planned

\* No update has been received since September 1978.

① Unknown

② Montana's Management and Research module is operational but in a constant state of planning.

③ Utah is also planning a Probation module.

④ Wisconsin's current program information system continues to be in a computer tape batch mode with stand-alone systems requiring tape merging; therefore, symbol "P" has been entered. Asterisks indicate modules in operation but not completely with OBSCIS data elements.

- (4) The only exchange of information within the various levels of the correctional process depends upon personal relationships among counselors, psychiatrists, school personnel, and so on;
- (5) Correctional research in the state is difficult and unnecessarily time-consuming due to the necessity of manually extracting statistical and other data for research purposes;
- (6) In many cases correctional institutions are hampered in responding to information requests from other agencies because of the necessary manual procedure described in item 5., above; and
- (7) In many cases, individual offender records are incomplete or inaccurate, and it is accordingly difficult to develop treatment or parole plans.

The two New Hampshire OBSCIS goals are to create an automated data base widely applicable and responsive to the requirements of state level correctional authorities, and to maintain a professional staff capable of working with correctional data and providing technical assistance to the various agencies in the correctional community.

The objectives of the New Hampshire OBSCIS project are summarized as follows. (See OBSCIS Grant Application (78-ED-AX-0026) at NARRATIVE SECTION II, 11-12)

- (1) Creation of a secure, accurate, and complete record of institutional behavior on each offender involved in the state-level correctional process, including records of rehabilitative activity;
- (2) Creation of parole status reports on each offender upon release under supervision, and building of a data base for caseload analysis by the Parole Department;
- (3) Creation of a system which can be used to assess treatment options for each offender prior to incarceration and to assess probability of success on parole;
- (4) Creation of a mechanism to "track" offenders through the correctional institution, record assignment to quarters and work and rehabilitation programs, and advise administrators of dates of eligibility for parole and discharge;
- (5) Facilitation of the analysis of statistics on prisoner movement and recidivism; and
- (6) Creation of a research capability useful in the areas of trend analysis, program evaluation and monitoring, and reporting of statistics on the national level.

As ancillary activities, OBSCIS and SAC share responsibilities of technical advice and assistance to the county correctional institutions and to the state Youth Development Center in matters related to maintenance and analysis of management and administrative statistics by those institutions.

The personnel of the OBSCIS project include the following:

*Management Systems Administrator II.* This person is responsible for grant management, liaison with LEAA and SEARCH Group, Inc., correspondence, progress reports, and analysis of the data processing needs of the agencies participating in New Hampshire OBSCIS to ensure that the data base and computer applications produced are efficient, economical, and fitted to the needs of the participating agencies. This person also supervises all other members of the OBSCIS staff.

*Management Information Systems Analyst.* This person has analytical and technical responsibility for ascertaining and defining the functions and data processing needs of the participant agencies in consultation with the management systems administrator, and for developing a productive system of data processing applications and elements for the data base. His tasks are primary technical, rather than administrative.

*Computer Application Programmer Trainee.* This person works under the direct supervision of the management information systems analyst. The responsibilities of this position involve writing or modifying specific computer programs which make use of the OBSCIS data base, verifying data, and performing test runs of computer programs.

*Data Entry Operator III.* This person is essentially a keyboard operator responsible for entering data from source documents, and for verifying the data as entered.



# NEW HAMPSHIRE OBSCIS -- RELATIONSHIP TO CRIMINAL JUSTICE AGENCIES

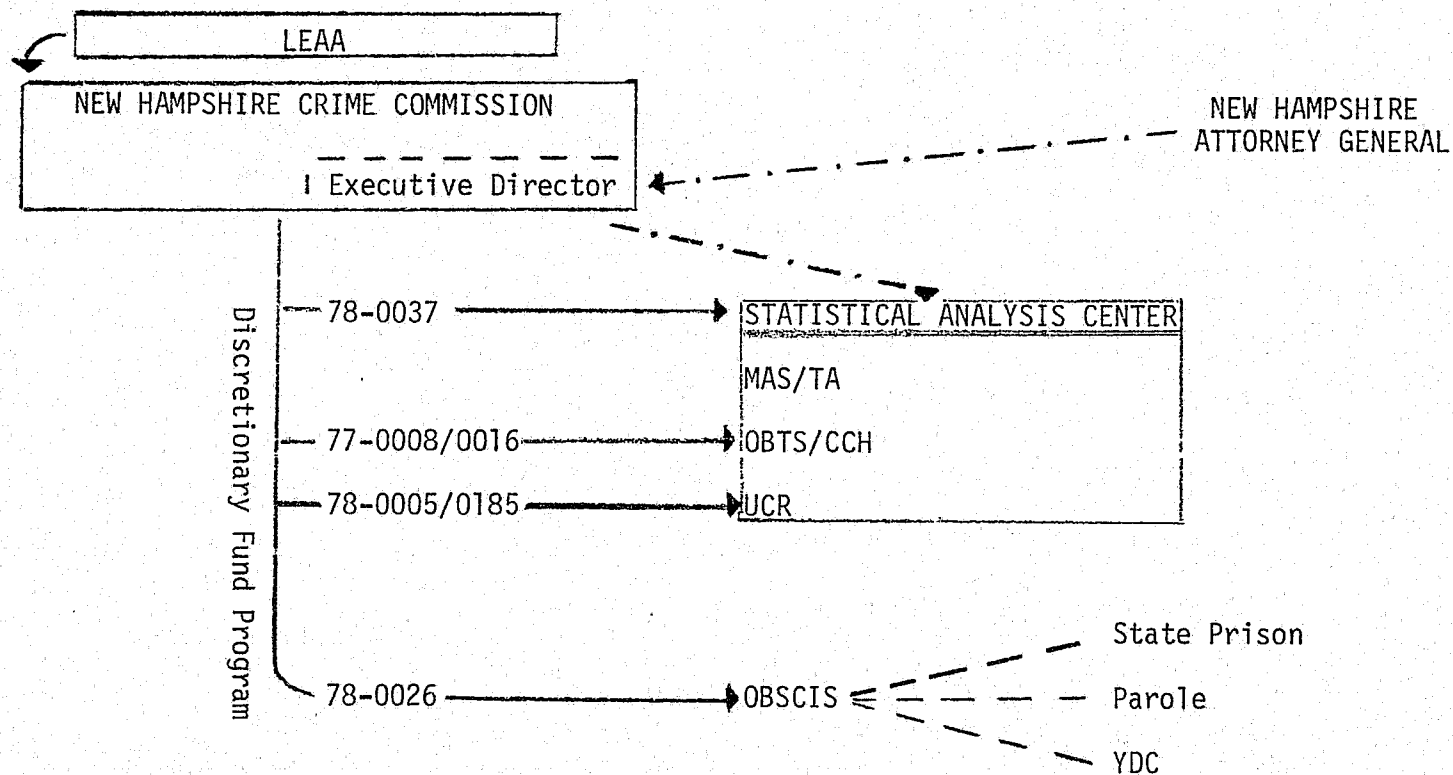


FIGURE II

- - - - OBSCIS PARTICIPATION  
 - . . . SUPERVISORY AUTHORITY  
 ——— FUNDING

# OBSCIS AND THE STATISTICAL ANALYSIS CENTER (SAC)

## Functions and Responsibilities

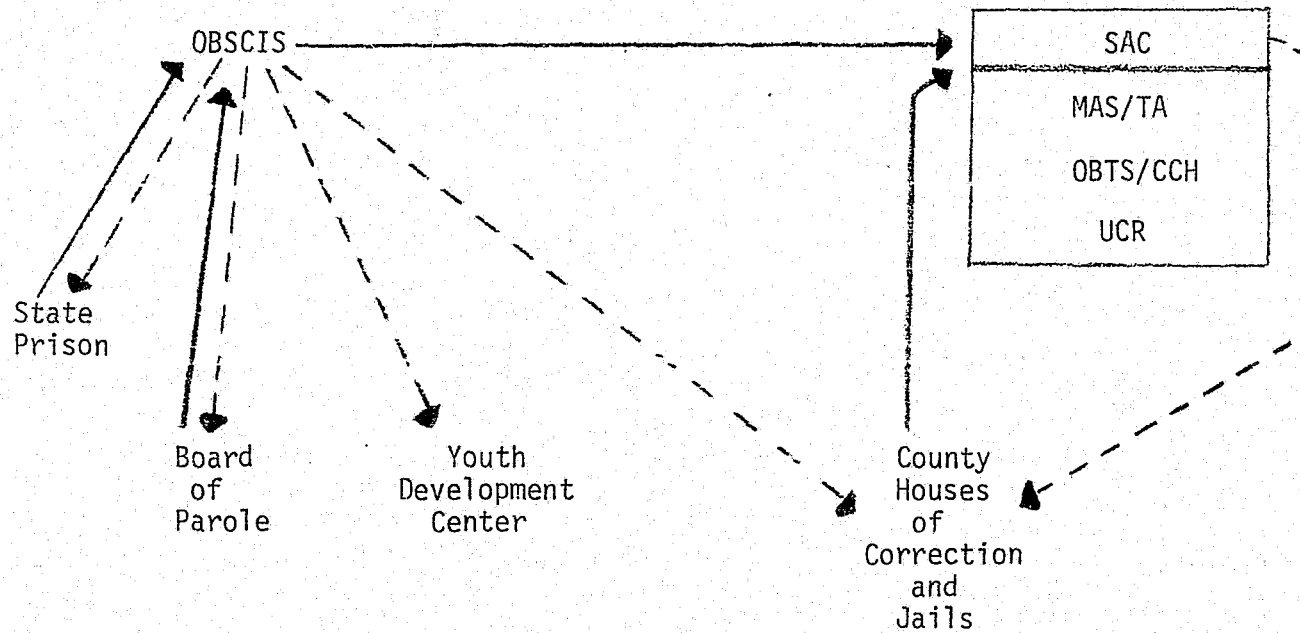


FIGURE III

———— DATA  
----- TECHNICAL ASSISTANCE/SYSTEM DESIGN

*Intern.* This person is responsible for data gathering (mainly search of prison records) and preparation of data for entry and has from time to time performed keypunch duties.

The Director of the Statistical Analysis Center is the project director of record on the grant and ultimately responsible for administration of the project. An OBSCIS Steering Committee, comprising officers of the State Prison, Department of Parole, and the Youth Development Center, is the policy-making body. Finally, the SAC Director is the New Hampshire representative to the SEARCH membership group. The Steering Committee is currently inactive.

The New Hampshire Project operates under a discretionary grant award made to the Crime Commission and for which there is no subgrantee. Legislation effective on July 1, 1979 (New Hampshire RSA 495-A), making the Governor's Commission on Crime and Delinquency a state agency, also transferred authority over the SAC to the office of the Attorney General; the SAC prior to July 1, 1979 had been administratively a part of the old Governor's Commission. Certain other authority over the SAC is delegated by the same legislation to the Executive Director of the Crime Commission. The language of the legislation effecting the transfer of the SAC refers specifically to SAC's supervisory responsibility for OBTS/CCH, the Uniform Crime Reporting (UCR) project, and the Management and Administrative Statistics (MAS) program, but it does not address any supervisory authority over OBSCIS, as OBSCIS is not a CDS component. As presently structured and operated, OBSCIS is a one-time discretionary project administered by the Crime Commission, and supervised by the Director of the Statistical Analysis Center. A project manager supported by grant funds is directly responsible for the project's operation.

The OBSCIS project staff includes the following:

Management Systems Administrator II (LG 29)-William Golding  
(OBSCIS Project Manager)

Management Information Systems Analyst (LG 25)-Paul Snow

Computer Application Programmer Trainee (LG 15)-Andrew Leclerc

Data Entry Operator III (LG 7)-Jeff Roux

Intern-Linda Dunfey

As originally proposed, the project personnel were to include three computer application programmers (LG 22); one of these positions was downgraded to the intern position and the other to the position of computer application programmer trainee. The latter position was created by the state Department of Personnel on June 5, 1979 to allow state agencies desirous of employing newly-trained but inexperienced computer programmers at a salary level lower than that of experienced programmers. The third computer application programmer position currently holding the trainee position will devote a large portion of his time toward designing computer applications for the Parole Department.

The New Hampshire OBSCIS software is written in "BASIC" computer language. BASIC language was developed in New England and is generally known and used in a wide variety of data processing activities, and this departure from the standard federal requirement that "COBOL" or "FORTRAN" be used is expected to simplify the process of introducing OBSCIS to the user agencies.

The New Hampshire project at its present level of implementation is geared toward use by the prison. The data elements and computer applications selected and designed by the OBSCIS personnel are described below.

Data in the database are stored in two discrete files: "MDATA"--the master file, and "SDATA"--the sentence file. Roman numerals in parentheses following the name of each element indicate whether that element is in the model a core element (I), a recommended element (II) or an element that is optional or peculiar to New Hampshire (III). Cf., Figure I, THE OBSCIS MODEL, above.

## Data Elements

### Government Identifiers

State corrections identification number (I) - Prison inmate identification number.

State identification number (I) -- State Bureau of Criminal Investigation (BCI) number maintained by the Department of Safety.

OBTS identification number (I) -- This number has not yet been defined by OBTS.

The FBI number is kept manually and is not part of the automated OBSCIS data base.

### Standard Identifiers

Commitment name (I) -- Name appearing on mittimus or other commitment document.

Legal name and alias (II) -- Indicates whether or not the offender has been known to use a name other than the commitment name.

Sex (I) -- Gender determined by medical examination.

Birth date (I) -- Verified when possible and coded by month/day/year.

Birth place (II) -- Postal Service zip code for the offender's place of birth, unless place of birth is outside the United States, in which case the code is "-1".

Address at time of arrest (II) -- Postal Service zip code of the offender's principle place of residence at the time of arrest, unless that place is outside the United States, in which case the code is -00001.

### Social Descriptors

Ethnic origin (I) -- Racial self-description of offender.

Marital status (II) -- Status at time of admission.

Number of dependents (II) -- Number claimed by offender at time of admission.

Tested grade level (III) -- Grade level assigned to the reading, math, and verbal skills possessed by the offender as determined by examination administered on admission.

Last grade completed (I) -- Highest academic grade completed by offender at time of admission.

Employment (II) -- The job considered to be the offender's most usual occupation.

Financial source (II) -- Indication of whether or not the offender's spouse or children are receiving public assistance during the offender's incarceration.

Religious preference (II) -- Religious denomination or sect with which the offender identifies, or indication that the offender has no religious preference.

Current disabilities (I) -- Indications of physiological or psychological conditions requiring restrictions upon the offender's activities.

Substance abuse history (II) -- Description of substance abuse and source of information thereabout.

### Sentencing Data

Offense code (I) -- Coded description of offense for which sentence is imposed, one such description per sentence.

Sentence minimum/maximum (I) -- For each sentence, both as of the date of admission and currently:

- minimum length of sentence expressed in years/months/days; and
- maximum length of sentence expressed in years/months/days.

Consecutive/concurrent sentence indication (I) -- In the case of multiple sentences, a number is assigned to each sentence. Sentences with the same number are served concurrently and sentences with different numbers are served consecutively in ascending numerical order. The 'level' of the sentence which the offender is currently serving is indicated.

Sentence credit time (I) -- For all sentences, any reduction of confinement time ordered by a court as credit for time served prior to admission. New Hampshire sentencing laws do not allow for sentence - by - sentence award of credits.

Sentence effective date (II) -- For each sentence, the date the offender's sentence began to run, coded in month/day/year.

Aggregate maximum release date (I) -- The date upon which the offender will be discharged from all sentences currently active.

Good time (III) -- The credit(s) applied against the aggregate sentence either by operation of law (statutory good time) or as an award for meritorious conduct while in confinement, coded in days.

County of commitment (I) -- For each sentence, the county in which the sentencing court sat.

### Status and Location Changes

Movement (II) -- Indications of movement(s) of the offender among jurisdictions and criminal justice agencies and institutions, to and from sentencing status (parole, conditional release, probation), and final terminations.

Location (I) -- Date of change of location and destination of change within the functional subdivisions of the correctional "system" in the state and of the correctional authorities of other jurisdictions.

#### Institutional Programs

Security level (III) -- According to the designations of the prison classification office, that security status to which the offender is assigned.

#### Parole Actions and Scheduling

Minimum eligible parole date (I) -- The earliest date, as determined at the time of admission, upon which the offender could be eligible for parole consideration, computed using the effective date(s) of sentence(s), the terms of the sentence(s), credits, and statutory good time, but assuming no award of meritorious good time.

Next parole consideration date (II) and current parole eligibility date (III) -- Date upon which offender is next scheduled to appear before the Parole Board, or if not, the nearest future date upon which the offender would be eligible to appear under the most optimistic assumption regarding award of good time.

Parole authority decisions (I) -- Most recent decision regarding disposition of an offender's sentence by the Parole Board and the date of the decision.

Parole violations (I) -- Most recent date upon which the offender's parole agreement is determined to have been violated.

#### Parole Programming

Parole destination (II) -- State to which offender is to be paroled.

Parole address (III) -- State in which paroled offender resides; if in New Hampshire, the county.

Parole performance (II) -- Parole officer's assessment of offender's behavior on parole.

#### History

Adult criminal commitment history (II) -- The number of times the offender has been incarcerated anywhere on a court commitment with a sentence of a year or more (excluding the present commitment) in a correctional facility having the legal authority to confine persons with sentences of greater than one year.

Detainer/warrant (III) -- Indication of whether a detainer or warrant is pending against the offender upon discharge or release.

#### State Specific Elements

Exact location (III) -- Current cell assignment in prison.

Work assignment (III) -- Current work assignment for one in prison or minimum security unit.

Litigation pending (III) -- Indication of whether the offender is involved in a civil or criminal proceeding which could affect his sentence.

Date of admission (III) -- Date upon which offender was admitted to the prison on the current commitment.

Work board (III) -- Still undefined element to support computation of the next appearance of the offender before the Prison Work Board.

The computer applications of the OBSCIS model are modular in nature. It is possible to implement them individually. The applications are grouped for convenience, however, in the model. The participating state could conceive of a specific application which would fall into more than one of the model's eight application modules, or into none of them. Table II following sets forth the sources of data for the OBSCIS prison data base, the applications used to create and maintain data files, and the various reporting features of the prison OBSCIS design. It is important to make the following conceptual note: the programs listed in Table II are not independent of one another and in fact share several similarities. The standard reporting programs are variations of a process whereby a computerized listing of inmates is reproduced according to some specified attribute, such as cell location, work assignment, date of birth. The three updating and maintenance programs all allow the operator to make changes in the data base.

The following outline briefly describes each program currently available in the prison OBSCIS component:

"SEEDITOR" and "EDITOR" -- Allow the user to manage file space and alter the contents of the data files -- MDATA and SDATA.

"GOODTIME" -- Aids in the automatic calculation of release dates as awards of good time credits change the length of time to be served.

"CELLIST" -- Produces a roster of inmates sorted by cell assignment or other physical location.

"ROSTER" -- Produces an alphabetical list of all persons in the custody of the Warden, along with selected attributes: offense; date of birth; work assignment; minimum release date; assigned counselor; security classification; jurisdiction; religious preference, educational level; marital status; identification number(s).



NEW HAMPSHIRE OBSCIS DESIGN -- PRISON  
AS OF JULY, 1979

I DATA ACQUISITION	II UPDATING AND MAINTENANCE	III REPORTING CAPABILITIES
Information on Inmates Gathered From:	<u>CODING</u> <u>PROGRAMS</u>	<u>INTERNAL</u> <u>EXTERNAL*</u>
1) Mittimus and Other Court Orders	.Create Files      "SEEDITOR"	Standard    Custom Programs    Program
2) Intake/Classification Interviews	.Update Files      "EDITOR"	"CELLIST"    "RETRIEVE"    Biennial
3) Medical Reports	-New Inmates      "GOODTIME"	Report
4) Work Reports	-Returns	"ROSTER"
5) Disciplinary Reports	-Change Parts of Existing	"WORKLIST"
6) Release Documents	Records -Delete Old	"BIRTHDAY"
	Records	"RELEASES"

Descriptions of Programs  
Listed in this Chart  
Appear in the Text.

\* EXTERNAL CAPABILITIES: Allow Prison  
to Produce Statistics and Other Data  
for the Prison Biennial Report and  
for Inclusion in the National  
Prisoner Statistics Project (NPS)

\*\* National Prisoner Statistics  
Series.

TABLE II

Prisoner Name		NCIC Offense		Born 10/31/46		Work Assignment - State Hospital	
[REDACTED]		OFF 900		DOB 19461031		WRK NHH	
[REDACTED]		CNS UN		JUR NH		EDU 12	
Prisoner Number		Maximum		Religious Preference		Divorced	
NHH		MAX		REL X		MAR D	
Housed at State Hospital		Security		NH Inmate		Educational Level (12th grade)	
Counselor's Initials		Next parole date is 2/28/89					

(A) "ROSTER" For use by State Prison

SAMPLE NH OBSCIS REPORTS

Parole eligibility during August, 1979			197908	Prisoner Number	
Prisoner Names	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	5
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	8
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	15
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	2
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	21
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	24
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	8
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	24
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	10
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	26
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	5
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	26

(B) "RELEASES" For use by Department of Parole

"WORKLIST" -- Produces a roster of inmates sorted by work assignment.

"BIRTHDAY" -- Produces a roster of inmates sorted by birth month for purposes of scheduling of annual physical examinations.

"RELEASES" -- Produces an alphabetical list of inmates sorted by the month and year in which release eligibility is to occur.

"RETRIEVE" -- Produces "custom" reports, allowing the user to specify content, subject matter, and ordering of a desired report, using any combination of elements in the data base.

#### PROJECT OPERATION

LEAA Discretionary grant 78-ED-AX-0026 was awarded on May 11, 1978 and a project period of sixteen months, commencing June 15, 1978, was established. Legislative Fiscal Committee and Governor and Council approval was obtained by late July, 1978, and efforts began immediately thereafter to select personnel for the OBSCIS project. A selection committee composed of administrators of the various interested criminal justice agencies in the state solicited and reviewed over thirty applications for the key OBSCIS positions. The committee membership included:

Roger Crowley, GCCD Director  
Roger Hall, SAC Director  
Robert Allison, SAC Senior Management Analyst  
Robert Johnson, State Parole Officer  
Warden Everett Perrin, State Prison  
Richard Bozoian, YDC Research Director.

The screening process reduced the applicant group to six people, who were interviewed and graded on a point system. The final selections for the two senior positions were unanimous. Mr. Golding assumed the position of Management Systems Administrator II on September 8, 1978. Mr. Snow began work as Management Information Systems Analyst on September 25.

Between the time of Mr. Golding's hiring and that of Mr. Snow, Mr. Golding attended the National OBSCIS User's Conference in Des Moines, Iowa. Dr. Stuart Hall, a member of the SAC staff, accompanied Mr. Golding as a guest of SEARCH Group, Inc. Immediately upon Mr. Snow's arrival, Mr. Golding and Mr. Snow

began a series of preliminary meetings with the staff of the Youth Development Center, with Henry Krebs, the New Hampshire County Corrections Coordinator, and with the prison and parole administrators, to determine existing data processing needs and to begin mapping out OBSCIS applications and appropriate data elements. Another immediate task was preparation of a detailed work plan, per Special Condition No. 12 of the grant award. On November 1, the first detailed work plan was submitted to LEAA and subsequently approved. That work plan is outlined in Table IV. On April 30, the work plan was amended to reflect time differences anticipated in designing, testing, and delivering OBSCIS to the user agencies. Comparison of the plan set forth in Table III with that set forth in Table IV shows that design, testing, and delivery of the product to the State Prison and the Board of Parole are tasks separately to be accomplished. Other occurrences and non-occurrences not foreseen when the November plan was drawn up have altered the schedule.

First, it had been anticipated that a piece of equipment known as a data concentrator, a small computer to be used by OBSCIS in tandem with the equipment at the state Centralized Data Processing (CDP) Department, would be purchased. It was later determined that CDP's main frame equipment, twin Honeywell 6000 machines, would be adequate for OBSCIS purposes. Secondly, more time was seen as necessary for development of formal system documentation<sup>1</sup> and to wind up the affairs of the project once it became operational. As New Hampshire OBSCIS departs more and more from the SEARCH model in order to serve the specific needs of the user agencies, it will become necessary to spend a greater amount of time in assembling documentation from "scratch".

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1. LEAA Guideline M6640.1 Chapter 3, paragraph 37(b) requires creation and maintenance of at least the following formal documentation: system description, operating instructions, user instructions, program maintenance instructions, input forms, file descriptions, report formats, program listings, data element dictionaries, and flow charts for the system and programs.

TABLE III OBSCIS WORK PLAN  
AS OF NOVEMBER 1, 1978

\* N. H. OBSCIS PROJECT \*

WORKPLAN

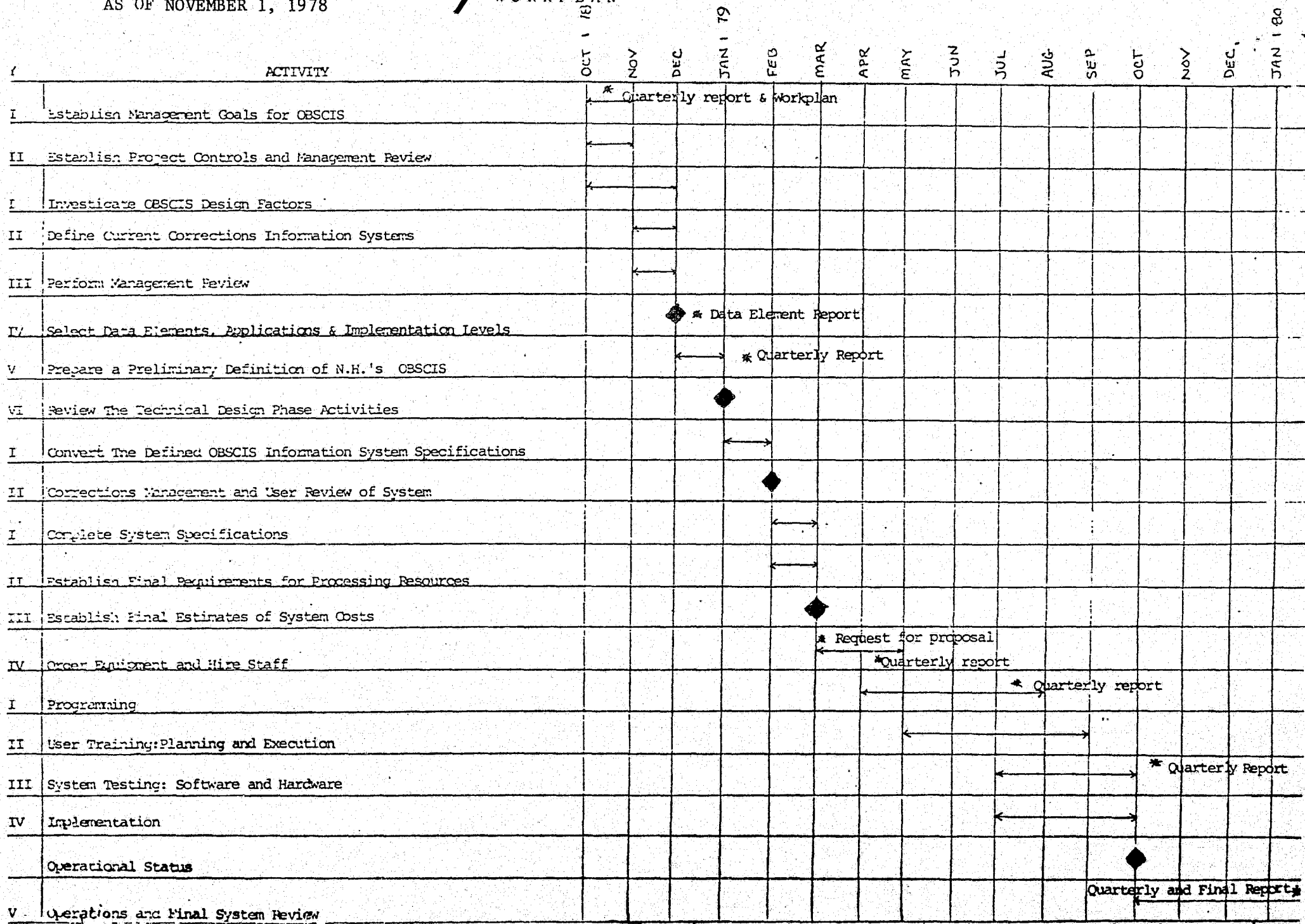
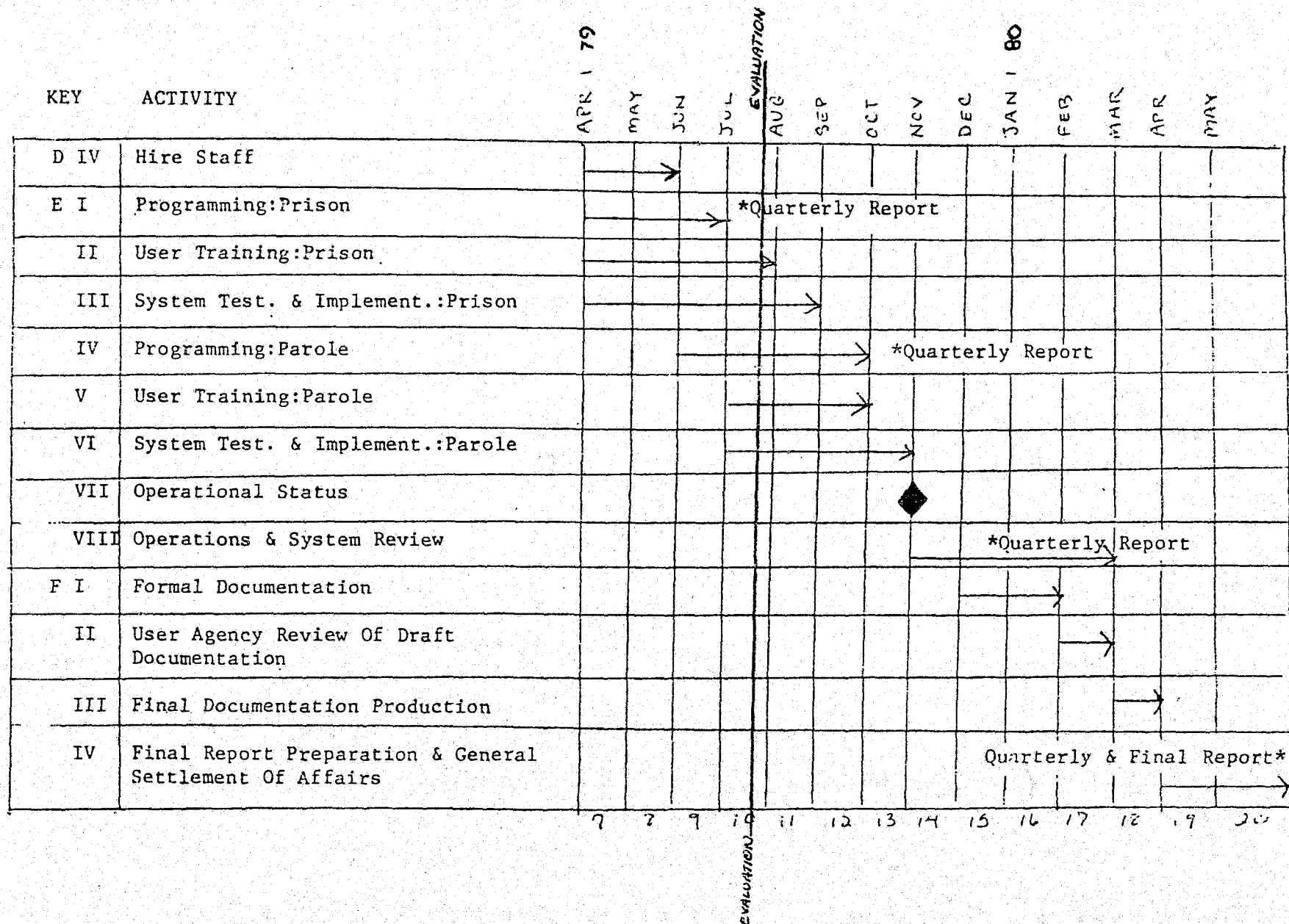


TABLE IV. CBSCIS WORK PLAN AS OF  
APRIL 30, 1979





Thirdly, a system known as "PITS" (Prison Information Transaction System), developed by the State Prison during the summer and fall of 1978, and which resembled OBSCIS in certain respects, ran into funding difficulties in December of 1978. The PITS grant (76/77-I-E-2089 F02) was awarded prior to the award of the OBSCIS grant for two basic reasons: One, it had been proposed that automation of the prison's inmate classification system would be a significant step toward compliance with portions of a court order handed down in July, 1977 requiring the State Prison to make certain improvements to the classification and various recordkeeping systems at the prison. Laaman v. Helgemoe, 437 F. Supp. 269, 318-19, 328-29 (D.C.N.H. 1977). Two, it was not certain at the time of the PITS grant proposal that the OBSCIS grant would in fact be awarded, and the prison was anxious to move ahead with development of a secure and efficient management information system. Thus, the OBSCIS and PITS projects moved ahead independently of one another from September to December, 1978. Supplemental funding was awarded in January, 1979 to the PITS project to enable it to maintain the data base it had created. (79-E2418-F02). This supplemental grant currently allows the prison to conduct its OBSCIS data processing operations. The DECwriter terminal currently installed at the prison was purchased, however, with OBSCIS funds in March of this year. In January, 1979, the transfer of PITS to OBSCIS programming, which involved certain modifications of the data files and programs, became the principal activity of the OBSCIS project. The PITS system used BASIC computer language and resembled in some respects a model system known as "BOB" (Basic OBSCIS); hence, it was not necessary to reconstruct the prison's database from scratch. LEAA Guideline M6640.1 Chapter 3, paragraph 37(d) requires, as did Special Condition No. 9 of the grant award, ANS COBOL language to be used in LEAA-funded data processing projects under most circumstances. The agencies involved in New Hampshire OBSCIS are better served by utilizing a time-sharing service such as that offered by the state's Centralized Data Processing Department (CDP). BASIC is especially adapted to a

time-sharing system. Incidentally, the prison's use of BASIC in the PITS system allowed the PITS database to be preserved and transferred.

Fourthly, genuine disinclination expressed by the Parole Department toward automation of some of its records began to project itself into a disinclination with OBSCIS participation in general. Consequently, the parole component remains as yet undeveloped. In fact, the "RELEASES" program, which is designed as a parole scheduling aid, was developed as one of the prison applications and resides on the prison's OBSCIS catalogue. With the recent hiring of Mr. Leclerc as a programmer, the parole component will make greater progress, as Mr. Leclerc expects to devote a large share of his efforts toward applications for the Parole Department.

Fifthly, the Youth Development Center has recently shown a greater interest in use of OBSCIS than it has in the past. Richard Bozoian, the Research Director at YDC, has indicated that OBSCIS might be used as a tracking system for YDC residents who are uncommitted and awaiting court decision. However, Mr. Bozoian prefers to continue using the automated research-oriented system currently in place at YDC for management of data (current and historical) on committed residents.<sup>2</sup> At the present time, the OBSCIS grant furnishes compensation for one data entry clerk for the YDC system in accordance with the technical and research support objectives outlined in the grant application materials. However, no portion of the YDC data base currently stored at Dartmouth will be made available to other agencies participating in New Hampshire OBSCIS due to the extremely sensitive and confidential nature of juvenile records. The Superintendent of the YDC and the Warden of the State Prison have an informal agreement whereby a prison roster will be made available to YDC to enable YDC to determine what portion of their ex-residents are eventually confined in the

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2. The YDC system, known as the "Intake, Classification, Diagnosis and Treatment System" is supported by a grant from this agency (77-II/78/79-A-2274 F01JJ/F52), and uses Dartmouth's Kiewit Computation Center. It has been in place since 1977.

prison.

Also, in accordance with the technical assistance requirements of the grant award, OBSCIS and SAC have jointly assisted the Crime Commission corrections monitor in coding and entering data on county inmates in the CDP computer for Part "E" monitoring purposes. This data is gathered in the Uniform Record-keeping and Reporting System (URRS), which was developed by SAC and the Coordinator for County Correctional Programs under a grant from the Crime Commission awarded in 1977 (76-I-E-2229 F10). However, the county jails and houses of correction do not participate in OBSCIS.

#### COMMENT

Disagreements have existed between the prison administration and the OBSCIS personnel since the award of the OBSCIS grant as to administrative control of the project and as to its development. The prison administration has contended that OBSCIS is properly a prison project, as the prison is the only state-level correctional institution for adult felons, and as OBSCIS is designed for management of data on adult felons. The prison classification officer, Jerome Arcaro, has suggested that a consequence of OBSCIS independence from the prison has in fact been hinderance of OBSCIS development, and that OBSCIS has destroyed valuable data processing capabilities once possessed by PITS. An evaluation of the PITS project conducted by the writer in December, 1978 found PITS to be costly to operate and of limited utility. It is unclear to the writer how it is possible that OBSCIS could have "destroyed" any data or capability once possessed by PITS. Comparisons of PITS and OBSCIS capabilities and financial reports at this point show that OBSCIS operates at a lower cost to the prison than did PITS; the prison needs to expend no funds out of its data processing grant to develop and test software, and running of the programs and maintenance of the data base is faster and simpler, and therefore far less costly in computer time than PITS on-line operations had been. Finally, no evidence exists that OBSCIS is unable to provide applications

tailored to the prison's needs.

Whether or not OBSCIS should reside in the prison at this point is an issue whose consideration would be premature. The purpose of the OBSCIS grant is to develop<sup>3</sup> an information system for a number of independent state agencies and to deliver to each agency a secure and efficient information system keyed to that agency's data processing needs. Where the finished product will reside once developed and delivered by the OBSCIS project staff is not material to the current status of the grant or the project. For the present time, it should be noted that the New Hampshire occupies a unique place with respect to the thirty-five other jurisdictions developing OBSCIS for their correctional authorities. There exists in New Hampshire no central correctional authority with its own technical arm to develop OBSCIS or to operate it thereafter. Further, OBSCIS is a one-time discretionary award; once the grant has expired, maintenance of a state correctional information system will be a matter to be determined by legislative appropriation. Whether the state correctional agencies will jointly or separately expand into the data processing business will be determined on that level. Presently, the current status of OBSCIS as a Crime Commission project under the supervision of the Director of the SAC is a reasonable arrangement, and although OBSCIS is not a part of the Comprehensive Data System (CDS), the present arrangement optimizes the ability of OBSCIS to interface with the elements of the CDS.<sup>4</sup>

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3. Emphasis supplied. See OBSCIS Grant Application, Section I "PROJECT ENVIRONMENT", 10-11.

4. LEAA Guideline M6400.1 Ch. 1, par. 9(a). "Although not basic CDS components, SJIS [State Judicial Information System] and OBSCIS are state-level information systems under concurrent development to provide courts and corrections agencies with improved operational and administrative information while also supporting overall, integrated national reporting and analysis capabilities. They will interface with the CDS by providing the data elements necessary for meeting state reporting obligations in implementing OBTS/CCH and by supplying information to the SAC, particularly in the area of management and administrative statistics. They should be considered in the system design and development of the OBTS/CCH component in order to avoid the cost of duplicate data collection and processing." (Emphasis supplied)

## CONCLUSIONS AND RECOMMENDATIONS

### Prison component

A major difficulty with the prison applications expressed by the prison administrators to the writer concerns the lack of historical data storage capability in the prison's data base. Currently, the only data stored on prison inmates relates to inmates under the Warden's custodial responsibility. Once inmates are paroled or released, they disappear entirely from the data base. This makes analysis of historical data impossible, renders the system useless for national reporting of prisoner statistics, and renders the "offender-base" tracking feature inoperable. However, the needs expressed thus far by the prison have been largely related to collection and storage of current information. As the need for historical data relates primarily to national reporting needs, and as the reporting requirements of the Uniform Parole Reports (UPR) and National Prisoner Statistics (NPS) series are in the process of amendment, creation of the historical capability has been deferred. Creation of such a feature will be not a difficult task.

Most of the work which has been done thus far on the OBSCIS grant has involved the prison. The "SEEDITOR" program, which is used to manipulate the "SDATA" (sentence data) file has been tested and the results of its operation verified. This program accommodates changes in sentence occasioned by actions of the Superior Court Sentence Review Board and the Board of Parole. A change in the law affecting application of statutory and meritorious good time credits, (L.1977 C.407, effective August 21) has made necessary changes in the "GOODTIME" program and the data files. It is uncertain whether the OBSCIS personnel will be able to meet the August 21 deadline; the changes contemplated and the necessary re-programming, together with the necessity of accounting under the old method for good time awarded prior to the effective date of the legislation, presents a complex and sophisticated problem which will take several weeks to solve.

Nevertheless, there appears to be no reason why work cannot move along on the parole and YDC components while these changes are being accomplished.

The "EDITOR" program, used to manipulate the "LDATA" and "MDATA" files is also operational. It has been proposed that the "LDATA" file need not be fully established as a separate file, but that it be established as a file structure within "MDATA", the master file. "LDATA" (location and movement data), stored for national reporting purposes, could be more economically stored and used in this manner, as less space would be needed in the machine and programming costs reduced. Such a structure would also simplify operation. Further, as the "GOODTIME" application is expected to increase in size and complexity, to develop economies in other parts of the system will become necessary.

Mr. Golding has also developed a manual cardex system to maintain a master index of inmates. This system collects approximately forty pieces of information on each inmate, including offense, sentence, and criminal history data, identifying data, and information on work assignments. Each card carries fingerprint data and a photograph of the inmate.

The State Prison has arranged with Digital Equipment Corporation (DEC) for delivery of a mini-computer to the prison as part of an educational program whereby inmates are trained in the use of computers. DEC will supply the machinery, and install it; the only cost to the prison will be for a maintenance contract. It is proposed that the prison would use the DEC system for, as well as an educational project, an internal management information system. It is possible that some of the OBSCIS database would be reproduced in the prison's internal data base. If this in fact comes to pass, strict safeguards would have to be developed to ensure with absolute certainty that the integrity of the OBSCIS database would be preserved, and that unauthorized persons would be unable to tamper with the OBSCIS programs and the stored information. There exists no technical certainty at this point that such safeguards could be devised and made to work.

#### Parole component

During a recent meeting of Parole Department and OBSCIS personnel, Messrs. Johnson and Tarr of the Parole Department indicated a desire to visit a state currently implementing a parole OBSCIS component. An opportunity for the appropriate New Hampshire parole personnel to observe an operating parole OBSCIS system, or at least one in the testing stage, would be a proper and beneficial expenditure of OBSCIS funds. Observation of another OBSCIS system would greatly aid the New Hampshire Parole Department in reaching a decision as to its desired use of OBSCIS and the extent of its involvement in OBSCIS development.

#### YDC component

Employment of Jeff Roux on the OBSCIS grant at YDC as a data entry operator has proven very successful. Mr. Bozoian of the YDC remarked to the writer that Mr. Roux has performed competently and efficiently all assigned tasks. A serious data entry backlog which once existed has been entirely eliminated, and YDC has become able to redirect its major efforts toward statistical research and program evaluation. Mr. Roux in fact has a background and credentials beyond the minimum required for the job under the state personnel rules. He is well versed in use of Dartmouth time-sharing and he is qualified to assist in design of research methods and statistical models. The writer accordingly recommends continuation of Mr. Roux's service to YDC.

#### County Institutions

The extent of participation by the county institutions in OBSCIS has not been determined. The automation by SAC and the Crime Commission corrections monitor of the statistical data collected in the Uniform Recordkeeping and Reporting System (URRS) appears to satisfy present needs for location and movement data, and data on participation by inmates in services and programs for part "E" monitoring purposes.

anticipated that the Parole Department will acquire a DECwriter terminal and maintain its data base in the same manner as arranged for the prison.

A final matter concerns extension of the OBSCIS grant. The downgrading of two personnel positions originally planned, with reductions in salary, and the decision not to purchase a data concentrator, will leave sufficient funds to continue operations. A formal written request for extension of the grant was submitted by Director Goelz on July 17 to the LEAA area director. The writer concludes by recommending that this agency consider seeking formal grant adjustments as well. Certain adjustments to budget as well as to scope and objectives of the program require written notice to LEAA. LEAA GUIDELINE M4500.6 Appendix 3 (5)(d) and (e). There have been changes in the scope of the New Hampshire project, even though these changes have not weakened the project. Mr. Snow has remarked that the first three objectives are unrealistic and inappropriate.<sup>5</sup> It is possible that the third objective -- creation of a system to assess treatment options and probability of success upon parole -- is contrary to Probation Department policy. The institutions currently involved do not keep all of the information sought to be computerized, and some OBSCIS features may in fact be of little use to certain agencies as a practical matter. Both Mr. Snow and Mr. Golding perceive the objectives summarized in the PROJECT DESCRIPTION as a set of speculative proposals for a wide area of activity embracing development of a correctional information system in the state; in fact, the project objectives were conceived before the SEARCH OBSCIS materials had been fully reviewed.

It is, therefore, appropriate that the reasons for the departures from the original plan be documented and made available to LEAA, either by the grant adjustment procedure or by some other proper method.

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5. See p.8 above.

## SUMMARY

Major changes in the scope of the New Hampshire OBSCIS project, as that scope is described in the grant application, have taken place since the award of the grant in May, 1978. It had been originally proposed that OBSCIS would create a record of institutional behavior on each person passing through the correctional process in New Hampshire. At this point, there will in all likelihood be no OBSCIS record of YDC residents, due to the especially confidential and sensitive nature of juvenile records, although an OBSCIS application may be used in the YDC database for management of data on residents awaiting court disposition. On an informal basis, a prison roster will be furnished to YDC from time to time to allow YDC to determine what percentage of their residents are eventually confined in the State Prison. The writer suggests that YDC be given access to the appropriate URRS data to allow YDC to make similar follow-up analyses with respect to county inmate populations.

The parole component remains undeveloped; however, as noted above, the participation of the Department of Parole is largely a matter left to the initiative of that department, as is participation by any other correctional agency. Further, development of a parole-oriented component depends significantly upon development of an operating prison component, certain features of which could be transferred and altered as necessary. The hiring of Mr. Leclerc during the past month should give the Department of Parole ample opportunity to involve itself in the OBSCIS project, as it is planned that Mr. Leclerc will devote a good deal of his time to programming for that department's needs. The present OBSCIS plan is to "transfer" data on each prisoner upon release from the prison from the prison data base to a parole data base. Certain inapplicable data elements will be dropped or stored and additional parole-specific data elements added. Thereafter, a record of the inmate's prison term will be stored for demographic analysis and other research, and for national reporting purposes. It is

**END**