

*An Assessment of Alternatives for a National
Computerized Criminal History System*

October 1982

NTIS order #PB83-166678

**An Assessment of
Alternatives for
A National Computerized
Criminal History System**



Library of Congress Catalog Card Number 82-600643

For sale by the Superintendent of Documents,
U.S. Government Printing Office, Washington, D.C. 20402

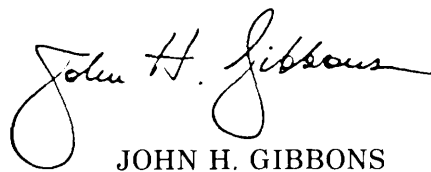
Foreword

This report addresses four major areas: 1) the status of criminal history record systems in the United States; 2) the alternatives for a national computerized criminal history (CCH) system; 3) the possible impacts of such a system; and 4) the relevant policy issues that warrant congressional attention to ensure that the beneficial impacts of a national CCH system are maximized and the possible adverse impacts controlled or minimized.

Conducted at the request of the House and Senate Committees on the Judiciary, this study is the last of four components of the OTA assessment of Societal Impacts of National Information Systems. The other components include a September 1981 OTA report on *Computer-Based National Information Systems: Technology and Public Policy Issues*; a March 1982 background paper on *Selected Electronic Funds Transfer Issues: Privacy, Security, and Equity*; and an August 1982 OTA report on *Implications of Electronic Mail and Message Systems for the U.S. Postal Service*.

In preparing this CCH report, OTA has drawn on working papers developed by OTA staff and contractors, extensive related research on criminal history record systems carried out by SEARCH Group, Inc., and others, and operating data and descriptive information provided by the Federal Bureau of Investigation and various States. The final draft of this report was reviewed by the OTA project advisory panel and by a broad spectrum of interested individuals and organizations from the criminal justice community.

OTA appreciates the participation of the advisory panelists, external reviewers, and others who helped bring this study to fruition. It is, however, solely the responsibility of OTA, not of those who so ably advised and assisted us in its preparation.



JOHN H. GIBBONS
Director

Computerized Criminal History Systems Advisory Panel

Arthur S. Miller, *Chairman*
Professor of Law Emeritus
The George Washington University

Joe Armstrong
Armstrong Associates

Jerry Berman
Legislative Counsel
American Civil Liberties Union

Robert Gallati
Professor of Criminal Justice
Northeastern University

Lance Hoffman
Professor of Electrical Engineering
The George Washington University

Gerald Caplan*
Professor of Law
The George Washington University

John Kennedy
Director, Rodino Institute of Criminal
Justice
Jersey City State College

Steve Kolodney
Executive Director
SEARCH Group, Inc.

Barry Mahoney
Director of Research
Institute for Court Management

Jeffrey A. Meldman
Professor of Management Science
Massachusetts Institute of Technology

Arthur R. Miller
Professor of Law
Harvard University

J. Francis Pohlhaus**
Former Counsel
National Association for the
Advancement of Colored People

Christopher Pyle
Professor of Political Science
Mount Holyoke College

James Rule
Professor of Sociology
State University of New York at
Stony Brook

Richard M. Schmidt
General Counsel
American Society of Newspaper Editors

Carl Vorlander
Executive Director
National Association of State
Information Systems

Iram Weinstein
System Planning Corp.

Elyce Zenoff
Professor of Law
The George Washington University

*Resigned in 1980.

OTA Computerized Criminal History Systems Project Staff

John Andelin, *Assistant Director, OTA
Science, Information, and Natural Resources Division*

Sam Hale, *Interim Program Manager
Communication and Information Technologies**

Fred B. Wood, *Project Director***

Jean E. Smith, *Study Coordinator****

Zalman A. Shaven, *Senior Analyst*

Fred W. Weingarten, *Senior Analyst**

Elizabeth A. Emanuel, *Administrative Assistant*

Shirley A. Gayheart, *Secretary*

Jeanette Contee, *Wordprocessor*

Contractors

Kenneth C. Laudon, John Jay School of Criminal Justice,
City University of New York
Donald A. Marchand, Bureau of Governmental Research and
Service, University of South Carolina
Myron Uretsky, Business Experience International, Inc.
Renee G. Ford, Tifford Producers, Inc.

OTA Publishing Staff

John C. Holmes, *Publishing Officer*

John Bergling Kathie S. Boss Debra M. Datcher Joe Henson

*March 1981 through February 1982; Stephen E. Doyle served as Program Manager through February 1981; Fred W. Weingarten was appointed Program Manager effective March 1982.
* ● Riann E. p_{en}g, S_{er}, d a_g -oject Directo, fro_m C)ctober 1978 to June 1979; Marcia J. Mc,Naughton served as Study Director from October 1978 to July 1980.
● **Since March 1981.

Acknowledgments

The following individuals served as subcontractors or reviewers. However, the report is solely the responsibility of OTA.

Subcontractors

Under the direction of Donald A. Marchand: Eva G. Bogan, Steven W. Hays, Sena H. Black, Lynne Eickholt Cooper, and Mark E. Tompkins of the Bureau of Governmental Research and Services, University of South Carolina.

Under the direction of Kenneth C. Laudon: Abbe Mowshowitz, Michael B. Brink, Karl Kindig, Alan Mitchell, Marcy Block, Celeste Norris, Michael Cheek, Richard Rahm, George Wright, Marian Stevens, Steven Ruth, Thomas Carrillo, Donald Betzold, Mark Robin, Sharon Weber (City University of New York), and Richard Faust (Calculogic Corp.).

Reviewers

Hon. Sidney P. Abramson, Minnesota State Court
H. A. Albert, Texas Department of Public Safety
S. S. Ashton, Jr., U.S. Department of Justice
Conrad Banner, FBI Identification Division
Louise Becker, Congressional Research Service
Dwight E. Bee, Illinois Department of Law Enforcement
Howard G. Bjorklund, Wisconsin Division of Law Enforcement Services
Robert J. Bradley, Missouri State Highway Patrol
W. Gray Buckley, Colorado Bureau of Investigation
William G. Connelie, New York State Police
William J. Corbett, Ann Arbor (Michigan) Police Department
William C. Corley, North Carolina Police Information Network
Adam F. D'Alessandro, New York Division of Criminal Justice Services
Thomas Dalton, Seattle University
Norman Darwick, International Association of Chiefs of Police
Richard L. DeHahn, U.S. Department of Justice
Richard W. Delaplain, Alaska Court System
Robert L. Edwards, Florida Department of Law Enforcement
Stuart A. Elliot, Kansas Highway Patrol
L. G. Finn, Louisiana State Police
Harry Garmat, Connecticut State Police
Larry Goldman, International Association of Chiefs of Police
Carl Gray, Jr., Kansas Highway Patrol

David G. Hall, Wyoming Division of Criminal Identification
Margaret J. Horvath, Florida Department of Law Enforcement
Gerald L. Hough, Michigan State Police
Donald G. Ingraham, Alameda County (California) District Attorney's Office
Benjamin R. Jones, Pennsylvania State Police
Julie Jones, U.S. Department of Justice
Paul H. Kusuda, Wisconsin Division of Corrections
E. W. Manseau, Georgia Bureau of Investigation
David F. Nemecek, FBI National Crime Information Center
Ronald L. Nolfe, American University
A. Lawrence Peterson, Montana Board of Crime Control
Thomas Poch, Ramsey County (Minnesota) District Attorney's Office
Larry P. Polansky, District of Columbia Courts
James R. Rebo, Minnesota Supreme Court Information Systems Office
J. Randolph Riley, Tenth Prosecutorial District (Raleigh, N. C.) District Attorney
Louis H. Sakin, Massachusetts Criminal History Systems Board
Duane A. Sciford, Alameda County (California) Public Defender's Office
Jack J. Schmerling, National Legal Aid and Defender's Association
Jan M. Schultz, Alabama Administrative Office of Courts
P. H. Schultz, Washington State Patrol
Charles J. Shuster, District of Columbia Police Department
Terril Steichen, National Telecommunications and Information Administration, U.S. Department of Commerce
Walter E. Stone, Rhode Island State Police
Timothy P. Sweeney, National Law Enforcement Telecommunications System
Ray L. Turner, Memphis (Tennessee) Police Department
W. R. Wagner, Jr., Virginia State Police
Frederic Withington, Arthur D. Little, Inc.
Fred Wynbrandt, California Department of Justice
Raymond Young, FBI Consultant