John K. Van de Kamp
Attorney General

STATUS REPORT:

CALIFORNIA IDENTIFICATION (CAL-ID) SYSTEM AND REMOTE ACCESS NETWORK (RAN) FOR CALENDAR YEAR 1986

JANUARY 1987

A LETTER FROM THE ATTORNEY GENERAL. . . . . .

Successful first-year implementation of the California Identification (Cal-ID) System with the Remote Access Network (RAN) makes it a pleasure to submit this 1986 Annual Report to members of the California Legislature.

Police and Sheriff's Departments now identify criminal suspects—and eliminate innocent persons as criminal suspects—through the speed and accuracy of computers. Fingerprints "lifted" by crime scene investigators as well as fingerprints "rolled" on cards and submitted by law enforcement, licensing and regulatory agencies are being identified through the world's most advanced identification system at the Office of the Attorney General.

With *full* implementation we expect to identify up to 13,500 murderers, rapists, burglars and other criminals responsible for an estimated 40,000 crimes annually. My office expects to save over 2 million dollars annually as a result of full system implementation.

California has become a safer place for her law-abiding citizens because you—members of our Legislature—and the Executive Branch of State government have provided initial funding support and the authority for my office to implement Cal-ID and RAN.

This is an amazing step forward in our fight against crime and our preservation of peace and justice. Your continued funding support is critical to implement Cal-ID and RAN during 1987.

Thank you from the Office of the Attorney General—and law-abiding Californians for your continued support.

JOHN K. VAN DE KAMP
Attorney General

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Exhibit 1—Attorney General RAN Advisory Committee Membership Roster

Exhibit 2—Cal-ID/RAN Operational Advisory Committee Membership Roster

I. INTRODUCTION

This 1986 Status Report is the first of three annual reports on the implementation of the California Identification (Cal-ID) System's Remote Access Network (RAN) as mandated by California Penal Code Section 11112.7 (Senate Bill 190; Chapter 1234, Statutes of 1985) which became effective on January 1, 1986. Because this is the initial reporting and because RAN operates in concert with four other Cal-ID components, the entire Cal-ID/RAN effort is described.

Calendar year 1986 was a transition year for Cal-ID/RAN. Previous planning, vendor selection and equipment purchase have been succeeded by equipment installation and operation at the Department of Justice (DOJ) in Sacramento, by enactment of legislation to create RAN and by commencement of local agency purchase and installation of RAN computer equipment to access Cal-ID data bases.

First priority goals for Cal-ID implementation at the Department include conversion of approximately 5 million fingerprint cards to computer data bases and the installation of an automated fingerprint matching system. It is, however, local law enforcement agency purchase of RAN computer equipment with State provided telecommunications lines to access Cal-ID that greatly enhances DOJ's fingerprint identification service.

Although Cal-ID/RAN has become a reality—operational capacity remained limited at the end of 1986. Local law enforcement agency purchase and installation of most RAN equipment is still twelve to eighteen months away from being accomplished.

II. BACKGROUND

California law enforcement agencies have had a long history of using fingerprints to identify criminal suspects in custody and to place suspects at crime scenes. By 1905 statute, the first Bureau of Criminal Identification was established at San Quentin Prison with a legislative mandate to distribute inmate fingerprints to police and sheriffs.

The State created a central fingerprint file that gradually expanded to include arrested persons as well as convicts. Over the years, the fingerprint identification service became a tedious, time-consuming and expensive process of receiving, searching, comparing and filing fingerprint cards. The process remained fundamentally unchanged until the age of computers.

In 1973, the Office of the Attorney General began a study to determine the feasibility of automating the central fingerprint file. The size and growth of the manually searched file, in conjunction with the increasing volume of requests for identification searches, had created a tremendous burden upon the State to fund and operate the service. Projections of future fingerprint receipts and identification searches revealed that timely and accurate information would be diminished by inadequacies of a manual file operation.

The study concluded that fingerprint automation was economically feasible, operationally sound, and would be a significant improvement over the manual file operation. There were, however, technological advances anticipated for fingerprint automation systems that were still in their infancy stage of development. It was determined that an attempt to automate the State's huge central fingerprint file should not be undertaken until after those advances were realized. A more modest effort was deemed appropriate to develop a smaller latent print "cold search" system using the first-generation fingerprint matching computers.

In 1976, a "pilot" automated latent print operation was undertaken at the Department of Justice (DOJ) with prototype computers to match prints. This experiment proved successful and in 1979 the Department purchased a limited capacity system that became operational in 1980.

The first-generation Automated Latent Print System (ALPS) began serving nine counties and eventually expanded to serve fifty-two counties throughout the State. However, its storage and processing limitations made it impossible to meet latent fingerprint "cold search" needs of six counties where over sixty percent of the major crimes occurred.

It was not until 1983—after the Attorney General's Office gave fingerprint automation the highest priority, and after further technological advances—that computerizing the State's central fingerprint file and the creation of a new latent print system would become possible. The new DOJ comprehensive automated fingerprint identification service is provided through the California Identification (Cal-ID) System.

It was not until after enactment of legislation sponsored by the Office of the Attorney General and authored by Senator John Foran that fast electronic communication of fingerprints among law enforcement agencies would become a reality. Senate Bill 190 (Chapter 1234, Statutes of 1985) became effective on January 1, 1986 to create the Remote Access Network (RAN).

III. PROJECT STATUS

A. POLICY AND DECISION MAKING

The Office of the Attorney General has responsibility to implement Cal-ID at the Department of Justice (DOJ) and has final approval authority over the development of the Remote Access Network (RAN). To assure maximum responsiveness to the unique needs of local police and sheriffs, the Cal-ID/RAN implementation effort includes local county boards and a statewide Attorney General RAN Advisory Committee.

1. Attorney General RAN Advisory Committee

The Attorney General RAN Advisory Committee (see: Exhibit 1 for membership roster) comprises representatives from associations of local entities. These include: The League of California Cities, California Peace Officers' Association, California District Attorneys' Association, California Police Chiefs' Association, California State Sheriffs' Association, County Supervisors' Association of California, State Department of General Services, State Department of Finance Office of Information Technology, and State Department of Justice.

The RAN Advisory Committee is charged with the responsibility to review the RAN Master Plan, policy guidelines and administrative procedures prepared by DOJ, and advise the Attorney General of any modifications the committee deems necessary.

In January 1986, the Advisory Committee met to review the Cal-ID/RAN Policy Manual and Master Plan. Both documents, that were recommended for approval by the committee and were accepted by the Attorney General, are discussed separately in this report section.

2. Local RAN Boards

Counties or groups of counties electing to participate in Cal-ID/RAN establish local county boards or regional boards. Boards have been established in the following counties:

- Alameda/Contra Costa
- Fresno
- Kern
- Los Angeles
- Orange
- Riverside/San Bernardino
- Sacramento
- San Diego
- San Francisco
- San Mateo
- Santa Barbara
- Santa Clara
- Shasta
- Sutter
- Ventura

The status of Cal-ID/RAN implementation in these counties is described in report Section D.2.

3. Cal-ID/RAN Policy Manual

The Cal-ID/RAN Policy Manual was drafted by DOJ with help from a Cal-ID/RAN Operational Advisory Committee representing law enforcement agencies from throughout the State. (See: Exhibit 2 for membership roster). The draft manual was reviewed by the Attorney General RAN Advisory Committee in January 1986 and was accepted by the Attorney General in March 1986.

The policy manual is the central document that governs all projects and activities related to Cal-ID/RAN. It provides the basic principles, objectives, criteria and definitions which law enforcement agencies adopt and use for development of projects and operation of Cal-ID/RAN equipment.

Any agency with unique needs may—through its local RAN Board—request exemption or qualification of established policies. Exemptions or qualifications become effective only after written approval is granted by the Attorney General.

Revisions to the policy manual result from review and recommendation by the Attorney General RAN Advisory Committee and concurrence by the Attorney General.

4. Cal-ID/RAN Master Plan

The Cal-ID/RAN Master Plan was developed, pursuant to California Penal Code Section 11112.2, as a recommendation to the Attorney General for the type, number, and location of equipment necessary to implement RAN. The various equipment installations identified in the Master Plan are discussed in report Section D.1.

As with the policy manual, the RAN Master Plan was drafted with the assistance of the Cal-ID/RAN Operational Advisory Committee, reviewed and recommended for approval by the Attorney General RAN Advisory Committee and concurred in by the Attorney General in March 1986.

In addition to including equipment configurations in the RAN Master Plan, California Penal Code Section 11112.2 called for DOJ to include ". . . reasonable interface specifications to access Cal-ID . . . by May 15, 1986." The interface specifications, intended to allow manufacturers of dissimilar automated fingerprint identification systems to compete for local RAN installations, were published after being developed by the State's Cal-ID contractor. To date no supplier of automated fingerprint identification systems has requested to qualify to use the interface specifications.

B. CAL-ID COMPONENTS

The California Identification (Cal-ID) System is an automated fingerprint processing system using minutiae (fingerprint ridge characteristics) matching technology, an image system, and a networking capability for law enforcement agency access to DOJ data bases. Law enforcement agency personnel conduct fingerprint and latent fingerprint searches against data bases of known subjects and verify/eliminate search results without referring to hardcopy fingerprint cards submitted to DOJ.

The purpose of Cal-ID is to provide an automated means of processing fingerprint comparisons in two areas: tenprint-to-tenprint (fingerprints "rolled" on cards ten at a time against a file of already identified print cards); and latent-to-tenprint (unknown fingerprints or fingerprint fragments "lifted" at crime scenes against known identity fingerprint records).

Cal-ID has five components that operate independently, but may be used in concert to provide rapid and accurate identification of both known and unknown subject prints.

1. *The Master Name Index* (MNI) contains over sixteen million names and known aliases, dates of birth, and physical descriptions for persons with applicant or criminal records on file at DOJ.

Local on-line access to MNI has been available since January 1985 through the California Law Enforcement Telecommunications System (CLETS). However, the CLETS lines, which now handle over 700,000 messages daily, are inadequate to transmit digital images of automated fingerprints. New lines from Sacramento to each county will be provided at State expense through Cal-ID/RAN.

2. *The Automated Fingerprint Identification System (AFIS)* stores minutiae data from two fingers (thumbs) for tenprint cards on file for each person with a date of birth in 1940 and after. The 1940 cut-off date was decided upon because the most active criminals are usually younger and eventually all file activity will be for persons born after 1940. The recording of two thumbs instead of all ten prints was decided upon to save data base space and because identifications from submitted "rolled" cards can be made with ninety-five percent accuracy using only the thumbs.

The Department began processing incoming fingerprint cards on October 9, 1985. By the end of 1986, over fifty percent of all incoming fingerprint cards were being processed using AFIS. With full implementation during 1987, an estimated ninety percent of all incoming fingerprints will be searched using AFIS.

3. *The Automated Latent Print System (ALPS)* allows single "lifted" prints to be matched in a latent-cognizant file. Cal-ID/ALPS stores the minutiae data from eight fingers (omitting the little fingers of both hands) of known subjects and is used to conduct no suspect "cold searches" of latent prints. Prints from the little fingers appearing on ALPS-cognizant fingerprint cards are not included because of their very low probability of discovery at crime scenes.

Fingerprints of known subjects stored in the Cal-ID/ALPS data base (ALPS-cognizant offenses derived from incoming fingerprint cards at DOJ) are matched with incoming latent prints. Subjects are eliminated when file prints do not match incoming latent prints.

The Cal-ID/ALPS data base became operational on October 9, 1985. During the first year of operation, over one-hundred law enforcement agencies have used the system to identify criminal suspects. Alameda County to Yuba County; the populous Los Angeles County to the sparsely populated Shasta County—all have experienced the pay-off from using Cal-ID/ALPS. Suspects have been identified in cases ranging from one-day old to thirteen-year old investigations. For the more timely cases, agencies have saved countless hours of investigative time. For the five-eight-eleven-thirteen year old cases, where case leads had long been exhausted—new leads re-opened cases that may never have been solved.

From the very first search of a partial latent print on Cal-ID/ALPS, the results have been phenomenal. In August 1985, DOJ interrupted early testing of the Cal-ID/ALPS System and matched a latent print to a serial murder case suspect. As the system became operational and the data base increased in size, more apparently dead-end homicide cases have been cracked. A few examples from the many cases include;

- In 1980, a seventy-five year old man from Long Beach was found bludgeoned and killed at his TV Repair shop. It was not until October 1985, when Cal-ID/ALPS matched a latent print lifted at the repair shop, that a suspect was identified and arrested.
- In August 1985, a Santa Monica woman had been raped and murdered in her apartment. In November 1985, a suspect was arrested after crime scene prints were identified using Cal-ID/ALPS.
- In October 1985, the Los Angeles Police Department used Cal-ID/ALPS to identify and arrest four suspects in the vicious kidnapping and cold-blooded, execution-style killings of two college students. A single latent print was identified to one of the suspects. The print had been lifted from the victim's vehicle that had been torched.
- In April 1986, a Cal-ID/ALPS search of a bloody print, found at the murder scene of a Sacramento County Sheriff's Department employee, resulted in the identification and arrest of the suspected criminal in Oroville, California.
- In April 1986, the Marysville Police Department had its first Cal-ID/ALPS identification in a two-year old homicide case.
- In May 1986, Cal-ID/ALPS scored its first out-of-state latent print identification in a homicide case submitted for searching by the Oregon State Police.
- In August 1986, the Los Angeles Police Department identified three suspects by using Cal-ID/ALPS in a drug-related execution-style double homicide case.
- In September 1986, the San Diego County Sheriff's Department used their RAN LIT to search Cal-ID/ALPS with a print related to their three-year old East County Rape Case. A suspect was identified and arrested. After the arrest—ten victims of rape over the last three years identified the criminal through the routine police line-up process.

- In November 1986, a Cal-ID/ALPS identification led the Anaheim Police Department to arrest a suspect in a nine-year old homicide case. The victim was killed during a burglary and the victim's child was paralyzed for life.
- In November 1986, the Los Angeles Police Department used Cal-ID/ALPS to identify a suspect in the axe attack and robbery of California Secretary of State March Fong Eu. The suspect was arrested and linked with numerous other robberies and burglaries.

From the beginning of Cal-ID/ALPS through the end of December 1986, DOJ analysts have conducted 11,695 searches for 9,211 cases submitted by over 250 different law enforcement agencies. There have been 1,207 suspect identification "hits" in 1,055 of the cases submitted.

Hits to date were made in the following cases:

Crime Category	*Number of Cases*	*Percent*
Felony Burglary	686	65.0
Robbery	135	12.8
Homicide	90	8.5
Auto Theft	73	6.9
Rape/Sex Crimes	25	2.4
Grand Theft	18	1.7
Narcotics	7	.7
Assault	6	.6
Attempted Homicide	3	.3
Other Felony/Misdemeanor	12	1.1
TOTAL	1,055	100.00

With only two-thirds of the final projected data base on-line for Cal-ID/ALPS use during 1986, the "hit" rate averaged over eleven percent. A fifteen percent "hit" rate is anticipated for Cal-ID/ALPS when the final data base reaches 1.5 million and RAN becomes fully operational statewide.

During the first year of operation, DOJ's experience with Cal-ID/ALPS led to improved methods that increased the speed, accuracy and processing capability. A "region" search of the Cal-ID/ALPS data base procedure will be implemented that has the potential to increase processing by twenty-five to forty percent. By first searching incoming "property-type" case prints against data base subjects previously arrested in the case geographical area, the system will process significantly more cases with a minimal risk of not including the subject in the search population.

4. *The Digital Image Retrieval System (DIRS)* is the storing, retrieving, and displaying component of Cal-ID for all AFIS and ALPS subjects. DIRS has an optical disk feature that contains digitized fingerprint images for cards converted from the DOJ central file and for incoming prints being added daily.

5. *The Remote Access Network (RAN)* is the combination of communication lines and computer equipment that connects local law enforcement agencies with Cal-ID data bases. This fast communication capability enables agencies to identify persons in custody and from latent prints discovered at crime scenes. RAN terminal installation progress is discussed in report Section D.

C. FINGERPRINT CARD CONVERSION TO AUTOMATED DATA BASES

Daily the Department of Justice receives over 5,000 arrest and applicant clearance fingerprint cards "rolled" and submitted by criminal justice, licensing, and regulatory agencies. Incoming criminal fingerprint cards are added to the AFIS data base. Felony and high-misdemeanor arrest cards are also selected for the separate Cal-ID/ALPS data base. ALPS cards are for persons most likely to be repeat offenders whose latent prints will show up and will be "lifted" at future crime scenes.

Planning to convert DOJ's central fingerprint card file to AFIS and ALPS data bases began in March 1983. At that time it was estimated that the master fingerprint file had reached 7,225,000 cards and was expanding at over 428,000 cards annually. This file size necessitated a four-phase approach to conversion.

A card breakdown based on subject age and sex was decided upon, with the highest activity group to be converted first—and, the lowest activity group to remain in the manual file without being converted. This latter group of subjects was born prior to 1940, amounted to approximately three million fingerprint cards and accounted for less than ten percent of file activity.

The four groups converted included:

- Male and female card subjects born after 1960. This Phase I group accounted for over fifty percent of file technical searches—yet was the lowest in number for fingerprint cards converted.

  File conversion started in April 1985 and by August 1985 the Phase I conversion was completed for a total of 793,000 subjects.
- Males born between 1950 and 1959 were included in Phase II. By February 1986, 1,426,000 Phase II conversions were completed which increased the total cards converted to 2,219,000 subjects.
- Males born between 1940 and 1949 were included in Phase III. By July 1986, 1,185,000 Phase III conversions were completed which increased the total cards converted to 3,404,000 subjects.
- Females born between 1940 and 1959 were included in Phase IV. By January 1987, 1,386,000 Phase IV conversions will be completed to increase the total cards converted to 4,790,000 subjects.

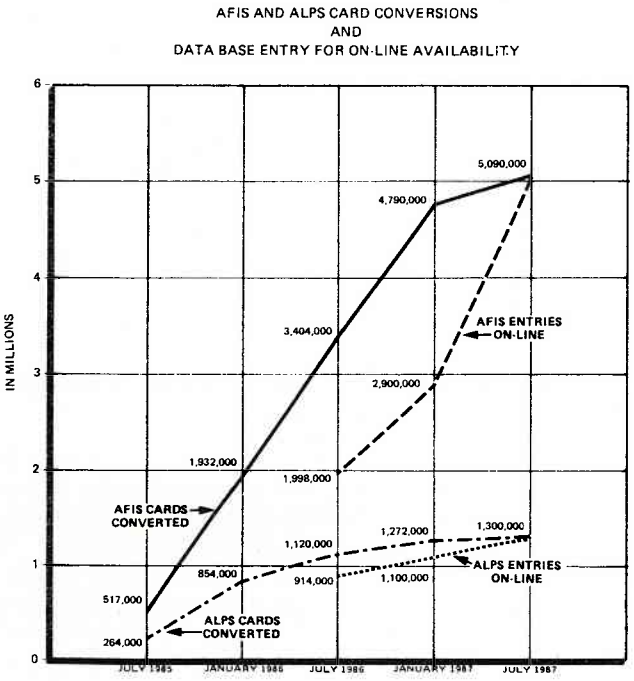
The State's contractor, NEC Information Systems (NECIS) Incorporated, of Boxborough, Massachusetts, established a file conversion facility seven miles away from the DOJ file site. Fingerprint cards were batched, transported, converted, and returned to file within a seventy-two hour turnaround time. Further, as

contracted for, a minimum of 10,000 cards were converted each day during the conversion period.

In the beginning of conversion, NECIS hired and trained 100 employees to operate conversion equipment. By the end of 1986, there were 300 employees converting fingerprint cards twenty-four hours each day, seven days per week. Conversions included DOJ cards as well as fingerprint cards from some local agencies in California and some out-of-state jurisdictions.

With the early 1987 completion of approximately 4,790,000 total conversions, DOJ will have placed its most active fingerprint cards into a computer data base. Since October 1985, the AFIS data base and the Cal-ID/ALPS data base have been increasing by the number of fingerprint cards submitted to DOJ.

The following chart shows the status of fingerprint card conversions, incoming fingerprint card additions to AFIS and ALPS, and each data base size estimated through July 1987.



D. REMOTE ACCESS NETWORK (RAN)

1. RAN Equipment Configuration

The Remote Access Network (RAN) currently includes two types of remote access equipment pursuant to the Attorney General Cal-ID/RAN Master Plan adopted in March 1986: Verification Only Terminal (VOT) and Local Input Terminal (LIT). There is also a combination of VOTs, and LITs, with local independent data bases and automated search processors referred to as Full Use Access Agency (FUAA) installations.

- ***A Verification Only Terminal (VOT)*** retrieves images contained in DIRS and displays them on screen or prints them on paper. Since a VOT cannot input fingerprint minutiae to conduct searches, it is used following a name inquiry on MNI to confirm the identity of persons in custody or to identify a person from a list of known suspects as the person leaving a latent print at a crime scene.
- ***A Local Input Terminal (LIT)*** allows the input of fingerprint minutiae to match file records contained in AFIS or Cal-ID/ALPS at the State level and FUAA data bases at the local level. LITs can retrieve and display DIRS fingerprint images to verify the results of fingerprint and latent print searches.
- ***A Full Use Access Agency (FUAA)*** has access to CAL-ID data bases and maintains its own automated search processor and independent fingerprint identification data base for persons with criminal records in a city, county, or other limited geographical region. The FUAAs support a network to permit VOTs and LITs in the vicinity to access the FUAA data base and the Cal-ID data base through the FUAA.

2. Progress in RAN Installation

The following summarizes law enforcement participation in RAN by county and by type of equipment to be installed:

FULL USE ACCESS AGENCY (FUAA)

- ALAMEDA and CONTRA COSTA COUNTIES—Alameda County and Contra Costa County formed a Regional Local RAN Board. The Regional Board decided to purchase RAN equipment through the State contract. Installation time has yet to be determined but is estimated to occur in the Fall of 1987.
- LOS ANGELES COUNTY—Los Angeles County has installed RAN equipment pursuant to State contract and became operational November 1986.

  The City of Los Angeles has independently purchased a Local Automated Fingerprint Identification System (LAFIS) with an expected operational date of January 1987. The RAN Master Plan calls for five LIT installations at the Los Angeles Police Department (LAPD) with access to Los Angeles County FUAA and Cal-ID. To meet the unique needs of the Los Angeles County and the City of Los Angeles, the final system design exchanges the five LAPD LITs for the independent LAFIS. The system provides simultaneous registrations to both county FUAA and LAPD independent data bases, allows LAPD to access the FUAA data base and subsequently Cal-ID, and retains the integrity of the network design at no additional cost.

- ORANGE COUNTY—Orange County will install RAN equipment pursuant to State contract with an operational date expected in January 1987.

- RIVERSIDE and SAN BERNARDINO COUNTIES—Riverside and San Bernardino County formed a Regional Local RAN Board. The Regional Board decided to purchase RAN equipment through the State contract with an operational date expected in February 1987.

- SAN DIEGO COUNTY—San Diego County will install RAN equipment pursuant to State contract with an expected operational date of July 1987.

- SAN FRANCISCO CITY/COUNTY—San Francisco established its LAFIS prior to Cal-ID and RAN implementation. During 1987, it is anticipated that an upgrade of the local system will occur to allow direct communication to Cal-ID.

LOCAL INPUT TERMINAL (LIT)

- FRESNO COUNTY—Fresno County will purchase a LIT, but has not yet decided whether to purchase RAN equipment through the State contract or through the independent purchase process.

- KERN COUNTY—Kern County purchased RAN equipment pursuant to State contract and will become operational in early 1987.

- SACRAMENTO COUNTY—Sacramento County will purchase RAN equipment pursuant to State contract with an expected installation during May 1987.

- SAN DIEGO COUNTY—San Diego County was the recipient of a LIT (purchased by DOJ as part of the central site contract) for a twelve month demonstration period that began in June 1986. The county will purchase its permanent RAN equipment pursuant to State contract with an expected operational date of July 1987.

  As a result of using the demonstration LIT through December 1986, San Diego identified 168 suspects through 2,646 searches for 1,764 cases from 5 different agencies.

- SAN MATEO COUNTY—San Mateo County will purchase RAN equipment pursuant to State contract with an expected installation date of May 1987.

- SANTA CLARA COUNTY—Santa Clara County will purchase a LIT, but has not yet decided whether to purchase RAN equipment through the State contract or through the independent procurement process. (In October 1986 the San Jose Police Department obtained DOJ's discarded first-generation ALPS equipment from the State Department of General Services).

- SHASTA COUNTY—A proposal has been made to place the DOJ LIT (currently in San Diego County) in Shasta County in July/August 1987.

- STANISLAUS, MERCED, MARIPOSA, and TUOLUMNE COUNTIES—formed a group technical advisory committee that has been working to develop a regional LIT installation through the State contract. However, a formal Local RAN Region Board has yet to be created.

- VENTURA COUNTY—Ventura County's LIT—the first locally purchased RAN installation—became operational on July 23, 1986.

  Through the end of December 1986, 20 suspects had been identified through 500 searches for 340 cases from 5 different agencies.

VERIFICATION ONLY TERMINAL (VOT)

Initial VOT installations, not associated with LIT or FUAA sites, are anticipated for IMPERIAL, MONTEREY, and SUTTER Counties during 1987.