



Contents

Management of CJIS Systems Shared With Criminal Justice Community	1
FBI NICS E-Check Makes Background Checks for Firearms Purchases E-Z	3
BUSTED...With the Help of IAFIS and NICS.....	5
Need to Know: UCR Program Quarterly Available on the LEO	6
Stay Linked: Sign Up for Your Alert Today!.....	6
NCIC's Dental Matching Program Plays Key Role in Solving Cold Case	7
Automation of Manual Conversion Jackets Ensures Immediate Updated Information for Law Enforcement	8
Photo Finish: Your Mug Shots Should Look Much Like This	9

Management of CJIS Systems Shared With Criminal Justice Community

American entrepreneur James Cash Penney once said, “The art of effective listening is essential to clear communication, and clear communication is necessary to management success.” Communication and a shared-management concept are the foundation of the CJIS Advisory Process that help guide the course of six crucial CJIS programs:

- Next Generation Identification (NGI)
- National Data Exchange (N-DEx)
- Law Enforcement Enterprise Portal (LEEP)
- National Crime Information Center (NCIC)
- National Instant Criminal Background Check System (NICS)
- Uniform Crime Reporting (UCR) Program

The concept of the CJIS Advisory Process is a simple one. While the Federal Bureau of Investigation (FBI) is responsible for the day-to-day management of these six systems that are vital to law enforcement across the country and internationally, the FBI also realizes it should not administer these systems in a vacuum. That is why the FBI has been seeking user input through advisory boards since 1969 with NCIC and 1989 with UCR. In 1994 CJIS joined these advisory groups together to create the CJIS Advisory Policy Board (APB). The APB is a 34-member body made up of representatives from criminal justice agencies and associations across the nation that voice the opinions, concerns, and needs of CJIS Systems users to the FBI and its Director. The APB meets twice each year with CJIS management and staff to discuss problems, suggest innovations, and help shape the direction and future of CJIS services.

How does one become a member of the APB?

The bulk of the board (21 members) is elected from one federal and four regional (Northeastern, North Central, Western, and Southern) Working Groups. Each regional Working Group selects three state-level and two local-level agency representatives to serve on the APB. In addition, the Director of the FBI appoints five members who represent prosecutorial, judicial, correctional, national security, and tribal law enforcement members of the criminal justice community and eight members who represent criminal justice professional associations (e.g., National Sheriffs’ Association, International Association of Chiefs of Police). All of these experts in their fields come together to bring a wealth of experience and perspectives to the table to share in the management of the very services they use.

Can anyone suggest an idea to the APB?

Any user of CJIS Systems with an idea for improvement can submit a suggestion for consideration. Members of state and local agencies, State Identification Bureau personnel, or federal employees who access CJIS Systems through a state network can submit proposals to their state's CJIS Systems Officer, or CSO, for consideration. State Identification Bureau personnel, as well as professional organizations, may also submit their ideas directly to CJIS.

When suggesting an idea for consideration in the CJIS Advisory Process, address the following:

1. State your request clearly.
2. Explain how the issue you are addressing is currently handled, or describe the problem being solved.
3. Provide the suggested solution.
4. Provide a scenario or example of the problem/solution.
5. Express the benefit to the criminal justice community.
6. Communicate the impact to state system users, if known (for example, time or resources).
7. Convey how important or critical the problem/solution is.
8. Provide a contact person for the suggestion.
9. Give any additional information or details you think will help make the suggestion understandable.

The FBI's Designated Federal Officer reviews and evaluates each proposal forwarded by a CSO or sent directly to the FBI's Advisory Process Management team. If the proposal is assessed as a worthy idea, it is forwarded to the APB for consideration. If the APB, after study and discussion, agrees that it is a good idea, it will forward the recommendation to the FBI Director for his consideration and approval.

The CJIS Advisory Process is based on the concept that, where there is communication, debate, and the opportunity for all participants to be heard, there are innovations and solutions to be found. This concept is what keeps CJIS Systems on the forward wave of the criminal justice community's needs.

If you have an idea to improve a CJIS System that you would like to be considered, or you need to find out who your CSO is, contact the Advisory Process Management team via e-mail at agmu@leo.gov.

FBI NICS E-Check Makes Background Checks for Firearms Purchases E-Z

When the FBI began conducting background checks on prospective firearm buyers and other transferees in November 1998, licensed firearm dealers initiated all background checks by telephone. The National Instant Criminal Background Check System (NICS) E-Check first became available to licensed firearm dealers as the electronic means of contacting the FBI NICS Section in August 2002. That year, fewer than 1% of all federal checks were initiated using the NICS E-Check, and the FBI quickly learned that there were obstacles to overcome in order to make the NICS E-Check a more viable contact method.

Initially, access to the FBI NICS through the NICS E-Check was restricted through computer software and certification authority that required each user of the system to download a digital certificate. This limited users to only the computers on which they imported certificates. Because of the high level of employee turnover, major corporations that were also licensed to sell firearms did not want to use the system, finding the maintenance of many certificates to be very difficult. In addition, the system was only compatible with certain browsers. With such obstacles, the number of background transactions initiated via the NICS E-Check remained low throughout the next 4 years.

To help alleviate issues with digital certifications, the FBI eliminated the requirement to have a separate digital certificate for each user of the system; instead it allowed corporations to have one certificate per location accessed by one or more users. This required interested corporations to sign a Memorandum of Understanding agreeing to certain conditions. With the ability to access the system using just one digital certificate per location, major corporations began to come on board after 2008.

NICS and E-Checks

1993—The Brady Handgun Violence Prevention Act of 1993 (Brady Act) was signed into law requiring licensed firearm dealers to request background checks on prospective firearm transferees. The U.S. Attorney General established the NICS within the FBI's Criminal Justice Information Services Division for all applicable licensed firearm dealers to contact (either indirectly through established state points of contact or directly if necessary) and initiate these background checks.

1998—The FBI began conducting background checks on prospective firearm transferees.

2002—Despite the FBI NICS E-Check becoming available, only 0.57% of all federal checks were initiated using that method.

2008—FBI NICS E-Check usage was up to just 4.51% of all federal checks.

2012—System improvements began attracting major corporations to FBI NICS E-Check, raising their total to 16.19% of all federal checks.

2014—With the release of NICS E-Check 2.0 in 2013, more system improvements, and more aggressive promotion, the usage of E-Check comprised 35.16% of all background checks for firearm transactions by January 31.

Over the next 4 years, Gander Mountain, Academy Sports, Bass Pro Shops, and The Sports Authority began using NICS E-Check, raising the total of FBI NICS E-Checks to over 16% of all federal checks by the end of 2012.

In 2013, the FBI introduced the XML Web Service to support machine-to-machine interaction between licensed firearm dealers and NICS E-Check. To take advantage of this feature, licensed firearm dealers had to develop the system on their end to interact with the NICS E-Check. This system facilitated the automation of many steps of the background check process, making it more efficient for licensed firearm dealers. The FBI NICS E-Check 2.0 was also developed and deployed, enabling users to access the system through the Law Enforcement Enterprise Portal with a user name and password. Now licensed firearm dealers can access the system from any computer or browser that addressed the digital certification and browser compatibility issues.

As a result of all of the changes the FBI has made to improve the NICS E-Check, service usage has steadily increased. Three more major corporations, Cabelas, Wal-Mart, and Dick's Sporting Goods, took advantage of the computer interface and began using NICS E-Check in 2013. Other agencies such as the Bureau of Alcohol, Tobacco, Firearms and Explosives and the Nuclear Regulatory Commission also submit their transactions via E-Check for authorized purposes. Usage has risen so much that as of January 31, 2014, FBI NICS E-Checks comprised over a third of all federal checks.

What does the increased usage mean in terms of service? NICS E-Check benefits Federal Firearms Licensees (FFLs) by providing messages regarding the NICS operational status, delivering the ability to print completed NICS background check search requests, and eliminating "hold" times associated with the NICS Contracted Call Center or for an FBI NICS representative to review a transaction. For customers, E-Check gives added protection against identity theft by safeguarding personal information. For taxpayers and the FBI, NICS E-Check saves money for every transaction initiated through that service. In 2013, for example, the 2,498,075 firearm background checks initiated via E-Check saved the government over \$3.8 million at \$1.55 per transaction, and in 2014, the cost savings per transaction is expected to rise.

As the FBI continues to improve E-Check, FFLs and their customers will reap the benefits of automation with more timely and efficient background checks for firearms purchases and transfers.

For more information about the NICS, visit <http://www.fbi.gov/about-us/cjis/nics>.

BUSTED...With the Help of IAFIS and NICS

On January 15, the Special Processing Center (SPC) of the CJIS Division's Biometric Services Section (BSS) received a fingerprint submission from the FBI Resident Agency in Bozeman, Montana. The submission included a request for the fingerprints to be searched through the Integrated Automated Fingerprint Identification System (IAFIS) to confirm the subject's identity. SPC employees logged and scanned the fingerprints into the SPC and IAFIS databases and identified the subject as an FBI fugitive wanted by the Portland Field Office since October 9, 1998, on charges of flight to avoid prosecution for rape, sexual abuse, and sodomy. Because the subject was a Bureau fugitive, the request was sent to the Answer Hits to Wants (AHTW) team to clear the want. A response was generated to the Special Agent in Bozeman within 37 minutes, enabling the FBI to quickly process and arrest a dangerous felon.

On January 31, a legal instrument examiner with the National Instant Criminal Background Check System (NICS) Section processed a transaction for a Federal Firearms Licensee (FFL), a pawn shop in Pleasanton, Texas, for the redemption of a long gun. The NICS examiner identified warrants in the National Crime Information Center (NCIC) for the potential purchaser. The warrants were issued by Atascosa County, Texas, for forgery—financial instrument and evading arrest/detention with a vehicle. The NICS examiner contacted the wanting agency to confirm the status of the warrants. The wanting agency advised that the warrants were active and immediately dispatched an officer regarding the felony warrant. Twenty-three minutes later, the NICS examiner received confirmation from the wanting agency that the individual had been arrested and was in custody. The FFL was advised of the denied status.

On February 24, a legal instruments examiner with the NICS Section processed a transaction for an FFL, a pawn shop in Jonesboro, Georgia, for the purchase of a handgun. The examiner identified a warrant in the NCIC as well as a Georgia State record with descriptive data matching the attempting purchaser. A cursory review of the Georgia State record showed arrests for purchase, possession, manufacture, distribution, or sale of marijuana—felony; unlawful manufacture, distribute, possess with intent to distribute imitation controlled substances; disorderly conduct; and a disqualifying December 2013 conviction for misdemeanor marijuana—possess less than one ounce. The NCIC record contained a warrant from the DeKalb County Sheriff's office, Decatur, Georgia, for murder/homicide, which had been issued the day before the attempted purchase. Upon calling the DeKalb County Sheriff's Office to verify the status of the warrant, the examiner was told the warrant was active and the agency was interested in apprehending the individual. Based on the active warrant along with the drug conviction within the last year, the examiner provided the FFL with a denied status. The examiner forwarded all applicable information regarding the attempted purchase and purchaser to the wanting agency. A follow-up call to the involved agencies revealed that the subject's warrant was a result of a fatal shooting at a local nightclub which occurred early in the morning on February 23. Confirmation was received that the individual was arrested on Tuesday, February 25, as a result of the examiner's contact with the wanting agency and that the subject's Georgia State record had been updated with the murder arrest.

Need to Know

UCR Program Quarterly Available on the LEO

The national Uniform Crime Reporting (UCR) Program replaced the *UCR State Program Bulletin* and *UCR Newsletter* with the *UCR Program Quarterly* to provide state UCR Program managers and direct contributors with the latest information about the program. Current and past editions of the *UCR Program Quarterly* are available on the FBI's Internet site at www.fbi.gov/about-us/cjis/ucr/ucr-program-quarterly and via the UCR Program's Special Interest Group (SIG) on the Law Enforcement Online (LEO) Service of the Law Enforcement Enterprise Portal (LEEP). To access the *UCR Program Quarterly* on the LEEP:

- ❖ Click on the LEO logo
- ❖ Click on the SIGS link
- ❖ Click by Access Type and select Unrestricted
- ❖ Click on the UCR logo
- ❖ Click on the UCR Program Quarterly folder

Users with questions concerning access to the LEO and the LEEP should contact the LEO Operations Unit by telephone at (304) 625-5555.

Stay Linked

Sign Up for Your Alert Today!

Available exclusively online, the *CJIS Link* provides information about system enhancements, training opportunities, policy changes, and successes to CJIS system users across the law enforcement, national security, and intelligence communities. Be sure to visit www.fbi.gov/about-us/cjis to sign up for e-mail alerts that let you know when new editions become available.

To share your feedback, success stories, and article suggestions to make this newsletter even better, e-mail the *CJIS Link* staff at CJIS_LINK@ic.fbi.gov.

NCIC's Dental Matching Program Plays Key Role in Solving Cold Case

On Friday, October 11, 2013, a Forensic Odontologist with the Missing and Unidentified Persons Unit (MUPU) of the Washington State Patrol (WSP) positively identified remains recovered more than 21 years ago by matching them to the dental records of a missing person.

The remains of the man were discovered in the Columbia River in Multnomah County, Oregon, in April 1992. The man was wearing a ski mask and had suffered a gunshot wound to his head. Information, including dental coding for the unidentified man, was entered into the National Crime Information Center (NCIC) but produced no immediate results.

Twenty years later, the Cold Case Unit at the Tacoma (Washington) Police Department pulled the missing persons report for John W. Nolen, who was reported missing by his mother in March 1992. Investigators discovered that he was still a missing person, but his record had been mistakenly removed from the NCIC several years earlier. Investigators reentered Nolen's record and staff from the MUPU added the dental information from the records collected from his dentist in 1992. (Coincidentally, the NCIC's system of comparing the dental information of missing, wanted, and unidentified persons was upgraded in April 2004.)

The NCIC automatically generated a dental cross match report, also known as a \$M Report, and the information was sent to the MUPU, the Tacoma Police Department, and the Multnomah County Sheriff's Office. The report provided a ranked list of records with possible matches to dental characteristics that have been coded and entered into the NCIC. The first record was for an unidentified person, located less than a month after Nolen was last seen in Tacoma. The physical description of the unidentified person was similar to Nolen, and the dental coding was nearly the same.

The MUPU checked the U.S. Department of Justice's National Missing and Unidentified Persons System (NamUs), which is an Internet site that serves as a repository and resource center for records of missing and unidentified deceased persons. The MUPU staff located an entry for the unidentified man that included dental information, including X-rays. The X-rays were e-mailed to the Forensic Odontologist with the MUPU, who made the positive identification. The MUPU immediately notified the Tacoma Police Department and the Multnomah County Sheriff's Office of the match.

Thanks to the work of the departments involved and NCIC's dental matching capabilities, two cold cases found progress through identifying the remains of a man who—unknown to authorities—had also been reported missing. For law enforcement agencies with questions about the dental matching capabilities in the NCIC, contact the FBI's CJIS Training and Advisory Process Unit at (877) FBI-NCIC or (877) 324-6242.

Automation of Manual Conversion Jackets Ensures Immediate Updated Information for Law Enforcement



What do empty filing cabinets in West Virginia have to do with public safety and law enforcement catching bad guys?

More than 20 years ago, back when the FBI's Identification Division resided in Washington, D.C., the Bureau had 8.8 million manual criminal history records stored in 1,045 bulky metal filing cabinets. The division began a project to convert these hardcopy records, which contained rap sheets, criminal and civil fingerprint cards, dispositions, flashes, expungements, wants, and other various correspondences that related to individuals' criminal histories, into electronic files. Keeping in mind that the FBI is required to maintain files until a subject is 110 years old (though for a while, the retention age was 80), it was a lot of paper.

When the Identification Division moved to Clarksburg, West Virginia, to become the Criminal Justice Information Services (CJIS) Division in the early 1990s, the Conversion Project became a priority. With the advent of the Integrated Automated Fingerprint Identification System (IAFIS) in 1999, response times for law enforcement agencies were reduced to minutes. However, fingerprint submissions which were identified (or determined to be a match) to a criminal history record could take hours to complete. The CJIS Division kept automating the manual criminal history records until the project was completed.

On January 30, 2014, the last manual conversion jacket was automated. CJIS Division personnel gathered to watch the ceremonial processing of the final pieces of the culmination of the 20-year project. Not only did it signify the end of years of work, but it also ended law enforcement's wait for criminal history information from the FBI. Now, if the CJIS Division has it, it's electronic, and law enforcement will have it in the 2 minutes and 5 seconds it takes to process criminal inquiries or 49 minutes and 30 seconds for civil inquiries.

There's a "green" bonus to celebrate as well. All the records that have been automated have added up to several tractor trailer loads of paper and filing cabinets being recycled.

Photo Finish

Your Mug Shots Should Look Much Like This

1. Face Straight On
2. Properly Lighted
3. Properly Composed



IMPORTANT

Your primary photo should be without glasses.

1.	Face Not Straight On	 Side to side tilt	 Front to back tilt	 Side to side rotation	 Smile or grimace, mouth open
2.	Not Properly Lighted	 Too light	 Too dark	 Unevenly lit	 Shadows on background
3.	Not Properly Composed	 Too loose	 Too tight	 Texture or objects in background	 Obstructions to face hair, glasses, piercings, dirt, blood, excessive make-up

When possible, long hair should be tied back or at least tucked behind ears.



Head coverings should be removed unless they serve a religious or medical purpose.



* These photographs are not actual mug shots and the person depicted therein has no criminal history. They are being utilized for educational and training purposes only.

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