

CRIMINAL JUSTICE INFORMATION SERVICES DIVISION

The Criminal Justice Information Services Division of the Missouri State Highway Patrol was established August 1, 1934. The division was known then as the Bureau of Identification with a criminal records department. Patrolman Minter Wherritt was in charge of the bureau located in Missouri's Capitol building. The purpose of the bureau was to store fingerprints, disperse information, and publish a weekly bulletin titled "The Patrol Bulletin" which contained lists of escaped prisoners, fugitives, criminal apprehensions, penitentiary releases, and missing persons. The bulletin also contained articles written by officers regarding their field experiences and informational materials that would benefit other officers. The Patrol Bulletin continued to be published until February 28, 1975.

After being established as the Bureau of Identification for only six months, 12,000 fingerprint records were on file. Three employees were assigned the duties of filing and identifying fingerprint cards sent by Patrol members and Missouri sheriffs. Fingerprint cards were filed using the Henry classification and filing method. [Note: Sir Edward Henry developed the Henry classification system in the late 1890s. The Henry classification is the method of categorizing of ten-print fingerprint records into primary groupings. These groupings are based on fingerprint pattern types. Each finger is assigned a number according to the order in which it is located on the hand, beginning with the right thumb and ending with the left pinky. The right thumb would be number 1 and the left pinky would be 10. The system assigns each fingerprint record a primary grouping, which is broken down further by mathematical equations.] In a quarterly report to the governor covering January 1 to March 31, 1935, the Bureau reported 186 arrests for criminal offenses. These ranged in seriousness from stealing chickens to murder.

The Bureau of Identification and Records moved from the state's Capitol to the Broadway Building in December 1938. The department remained in the Broadway building from 1938 until 1963, when the new headquarters building was completed. The Bureau of Identification and Records was located on the ground floor, which is currently where the Safety Education Center is located.

January 1, 1970, a reorganization of the General Headquarters occurred, and the Bureau of Identification was renamed Criminal Division. The Criminal Division consisted of the Bureau of Identification and Records, the Scientific Laboratory, and the Intelligence and Investigation Section. Captain Ray Jenkins was the director of the Criminal Division.

June 1972 State Identification (SID) numbers started being assigned to all arrest fingerprint cards. The notorious Charles Floyd was issued SID number 1 and Bonnie Parker and Clyde Barrow, also famously known for their crimes, were

issued SID number 1768. Their case files are now displayed in the Patrol's Safety Education Center.

Captain Ray Jenkins retired November 30, 1974, and Captain Clarence Maddox was appointed the director of the Criminal Division. June 1975, the Criminal Division began hiring employees for a 4 p.m. to midnight shift. The focus for this shift was to prepare for computerized record keeping. The duties were to purge all traffic arrest cards from the card file with the exception of DWI arrests. August 13, 1976, the first criminal entry was entered in the computer system. On February 1, 1977, a back file conversion of all criminal indent cards began and was completed in November 1979.

A new fingerprint system was implemented on August 8, 1976, to aid law enforcement in the identification of suspects and individuals in emergency situations. The system consisted of a fingerprint transmitter, message receiver and fingerprint recorder. The system connected the criminal identification bureau electronically to designated law enforcement agencies. The fingerprint system provided identifications in minutes versus several days with the old system.

The Patrol reorganized again August 1, 1979. Captain Endicott was assigned to the Records Division as director, which consisted of Criminal Records, Traffic Records, and Auto Theft. The construction of the General Headquarters Annex was completed in October 1979, and once again, criminal records would be located on the ground floor. The move was completed November 1, 1979. It took five days for the employees of the division to move the fingerprint cards and two days to move the case files.

In 1981, Captain Endicott was promoted to major and Captain Norman Tinnin became director of the Criminal Records Division. Lt. Roy Fluegel was the director of the Criminal Records Section. Missouri's 83rd General Assembly passed House Bills 873 and 874 in 1986. These bills designated the Missouri State Highway Patrol's Criminal Records Division as the central repository for compiling, storing, and dissemination criminal history record information. The bills further required the mandatory reporting of all felony and serious or aggravated misdemeanor criminal arrest information by law enforcement personnel, prosecuting attorneys, courts and the Department of Corrections. The bills were signed and became law in August 1986.

Through a command transfer in several divisions Captain Robert Howard was assigned to the Criminal Records Division on October 1, 1987. The public window opened in January 1987. The general public, and private or government agencies, could conduct public record checks on individuals for personal or employment reasons. The window hours were 8 a.m. to 5 p.m. Monday through Friday. Name checks were \$5 dollars and fingerprint checks were \$14 dollars.

The efficiency of criminal identification and fingerprint processing was enhanced with the installation of the Automated Fingerprint Identification System (AFIS). The AFIS system was purchased in 1988 from Sagem Morpho Inc. The computerized fingerprint matching system electronically captures and stores the characteristics of fingerprint patterns. A search could be completed in four

minutes, with a list of possible candidates for the operator to compare. During December 1989, AFIS became operational and was officially accepted January 1990. March 8, 1990, Governor John Ashcroft officially announced to the citizens of Missouri the benefits of the Automated Fingerprint Identification System located in the Criminal Records Division.

On November 1, 1991, the organizational structure was changed and Criminal Records Division was renamed the Criminal Records and Identification Division. It remained under the command of Captain Robert Howard until his retirement in 1994. Captain Robert Gartner became the sixth director of the Criminal Records and Identification Division on July 1, 1994.

The Revised Statutes of Missouri Sections 589.400 to 589.425 mandated the Missouri State Highway Patrol maintain the sex offender database. The Criminal Records and Identification Division began the sex offender registry program January 1, 1995. It was created to give the public access (through their local sheriff's department) to information concerning persons registered as sexual offenders.

Capturing fingerprints took on new procedures and a new look with electronic fingerprinting. Electronic fingerprinting in Missouri by Livescan began in 1998. The Missouri Department of Corrections was the first agency to submit electronically to our agency in February 1998. Criminal Records also began using Livescan for MSHP employees in 1998. By March 1999, Criminal Records was fingerprinting all fingerprint requests by Livescan.

Captain Tim McGrail became the division's seventh director when Captain Bob Gartner retired July 1, 2000. During the 2000 legislative session, Section 43.505 RSMo. was passed, establishing the Missouri Uniform Crime Reporting (UCR) under the Department of Public Safety, which was then delegated to the Central Repository. The UCR Unit was formed and data collection efforts began on August 28, 2001. The program's purpose is to reduce crime, inform private citizens of the nature and extent of crime, and measure the efficiency and effectiveness of crime prevention and crime intervention programs. The UCR program also assists law enforcement in police operations.

The Criminal Justice Information Services (CJIS) Section was established within Criminal Records in January 2004. This new section consisted of the Access Integrity Unit (AIU) and UCR Unit. The AIU was responsible for system access control to the MULES/NCIC system and for quality control of the records within it, while the UCR Unit was given responsibility for conducting statewide training in UCR, and for auditing all UCR reporting and MULES/NCIC terminal agencies to ensure compliance with all rules, policies, and standards. The Criminal Records repository received National Incident Based Reporting System (NIBRS) certification from the national program located at the FBI CJIS Center in Clarksburg, WV, in July 2005. Following certification and the subsequent collection of live data, the UCR Unit was tasked with conducting Missouri Incident Based Reporting System (MIBRS) training and audits, and with publication of the

CJIS Newsletter to convey system information, policy changes, and various other CJIS-related information to the Missouri criminal justice community.

In January 2008, the MULES Training unit was formed and established within the CJIS Section of Criminal Records. The MULES Training Unit was delegated the responsibility of conducting training for the MULES/NCIC system and with establishing and interpreting system policies in accordance with national security policy. In December 2008, the CJIS Section was given responsibility for system access and control of the Missouri Data Exchange (MoDEX) system and for providing training to local participating agencies on system use. It was determined that the MULES Training Unit would provide training, while the UCR Unit would handle any audit responsibilities.

Criminal records completed an interface August 12, 2003, which linked the criminal history database with the Automated Fingerprint Identification System database. The interface also allowed electronic fingerprint submission to the FBI. On January 20, 2005, the first electronic latent submission was sent to the FBI. Within three months of electronically submitting latent fingerprints to the FBI, the division received a "hit" on an unsolved latent print. The unsolved latent case was entered into AFIS and 10 hours later, results were received from the FBI with a hit on a homicide case from 1999.

On May 18, 2004, the sex offender registry was placed on the Internet for the public to view convicted sex offender information. The information was displayed as a spreadsheet and listed the name, current address, and criminal offense committed by the sex offender. On September 4, 2005, the website included photos of the sex offender, and allowed the public to view the offenders as well as see where they reside in the state. This registry provided the ability to search by name, street, city, county, and zip code. In September 2006, enhanced search capabilities were added to the Internet registry. The sex offender files now show alias names, date of birth, identifiers (tattoos), vehicle information, home location, and work location. In October 2006, a mapping feature was added.

Through the competitive bid process, L1 Identity Solutions (formerly Identix) was selected as the sole source vendor to provide for electronic capture and submission of fingerprint-based applicant background checks for the state of Missouri. The first submission from L1 was in July 2005. Electronic submissions of applicant fingerprint-based background checks now account for approximately 80 percent of the total submissions.

On September 1, 2005, the division began full coverage--seven days a week, 24 hours a day--including holidays. The 24-hour coverage enables the division to keep criminal history information current and provide assistance to law enforcement agencies with information regarding criminal history or the AFIS fingerprint system. In the past, designated supervisors and latent technicians carried a pager/cell phone to cover shifts for emergency identifications. On January 1, 2006, the pager/cell phone was reassigned permanently to the manager of the AFIS section to respond to emergencies.

Criminal Records and Identification Division has grown considerably since August 1, 1934. The division has grown from four employees in 1934 to 107 full-time employees. The division consists of three uniformed members and 104 full-time civilian employees. The division also employs 13 civilians in temporary positions.

As a direct result of the passage of House Bill 1698, which was signed into law on June 6, 2006, the Missouri Sex Offender Registry received several enhancements. In addition, the ability to obtain registry information through a new toll-free number--1-888-SOR-MSHP (1-888-767-6747)--was implemented on October 1, 2006. Employees of the Criminal Records and Identification Division handle the calls received on this line.

CRID implemented the MetaMorpho upgrade to the Automated Fingerprint Identification System (AFIS) on November 2, 2006. The newest and most advanced technology in fingerprint comparison, MetaMorpho, is designed to increase the accuracy of fingerprint comparisons. MetaMorpho also provides the ability to interface with other systems (i.e., mugshot and palm print), and adds the ability to integrate with other state fingerprint systems. The upgrade allows CRID to provide real-time identification of subjects and to better serve all law enforcement agencies.

Grants provided by the State Emergency Management Agency (SEMA) in 2006 and 2007 allowed for 144 Livescan fingerprint devices to be implemented across the state. With these additional devices, Missouri has over 200 entities submitting fingerprints electronically.

With the ever increasing demand for criminal history record checks CRID saw a dramatic increase in the number of people requesting services at the division's public window. In November 2007, a new public access area opened, which included a larger area for seating, a designated fingerprinting workspace, public restroom, and provided better access to the public while maintaining security within the division.

The AFIS system was upgraded in 2008, to include a palmprint matching database. This allowed for palmprints to be searched electronically rather than manually. Even though the submission of palmprints by law enforcement personnel is voluntary, the Patrol encourages each agency to take advantage of every opportunity to capture palmprints. There are approximately 210,000 sets of palmprints on file at the Missouri Central Repository.

The Missouri Volunteer & Employee Criminal History System (MoVECHS) program is authorized by the National Child Protection Act (NCPA), Volunteers for Children Act, and the Adam Walsh Child Protection and Safety Act. This initiative allows for criminal record checks to be processed through the Criminal Records and Identification Division enabling both a state and national background search of an individual's criminal history record.

The MoVECHS program provides the opportunity for private employers, who as a part of their businesses or organization provide services to children, the elderly, or disabled, a means to thoroughly screen their current or prospective

employees and volunteers. The first qualified entity was approved in August 2008.

Effective September 1, 2009, the Criminal Records and Identification Division became known as the Criminal Justice Information Services Division (CJISD). This change was made to due to the evolving and expanding functions of the division and to better reflect its duties and responsibilities. The new name also emulates the Federal Bureau of Investigation's CJIS Division and becomes more identifiable among the law enforcement community.

In 2009, the CJIS Division became responsible for conducting audits of all criminal and non-criminal justice agencies receiving criminal history information from civil fingerprint checks. These agencies include all MOVECHS agencies, all law enforcement agencies that issue Concealed Carry Weapon (CCW) endorsements, housing authorities, licensing authorities, school districts, authorized municipalities, the Missouri Department of Social Services, and many courts.

On March 1, 2010, CJIS increased the fees for name-based criminal history background checks to \$10. On June 1, 2010, Lt. Keverne McCollum joined CJIS as the first female lieutenant within the division. The CJIS Security Unit was implemented on July 16, 2010. Mr. Steve White was named the CJIS security manager. The unit will be responsible for Patrol systems security and FBI IAFIS compliance.

On October 18, 2010, the Sex Offender Registration Community Notification went live. Individuals are allowed to register e-mail addresses so that they can receive updates from CJIS concerning sex offender address information. There are two notification options: notification by address and notification by offender. Notification by address allows the users to track up to five physical addresses. If at any time a sex offender registers within a certain radius of the addresses, an email notification will be sent to the user. Notification by offender allows the users to track a specific sex offender any time the sex offender changes their registration. Up to five separate sex offenders can be tracked.

On January 4, 2011, the Missouri Automated Criminal History System (MACHS) was implemented for pilot agencies and went live for public use on February 7, 2011. MACHS is a public website for agencies and private individuals to request name-based background checks and pay the fee by credit card. The majority of responses are completed within minutes, with the results submitted back to the website for review by the requestor. MACHS received the 2011 Governor's Award for Quality and Productivity — Efficiency/Process Improvement due to the program's success.

In June 2011, the CJIS Audit Unit assumed responsibility for conducting the MULES/NCIC audits of all 300+ agencies on the Regional Justice Information Services (REJIS) Network, primarily in St. Louis and Kansas City.

In September 2011, the Missouri Uniform Crime Reporting Program published the state of Missouri's first Hate Crime Report. The *2010 Missouri Hate Crime Report* is a statistical analysis of all hate crime data (i.e., bias motivation,

victim/offender type, victim/offender race, offense location, etc.) received from law enforcement agencies from 2008-2010.

On October 5, 2011, the Missouri State Highway Patrol, in cooperation with the state's AFIS vendor MorphoTrak, as well as St. Louis County Police Department, Boone County Sheriff's office, and Columbia Police Department rolled out Missouri's first Fast ID Pilot Program. This 90-day pilot tested the use of handheld mobile identification devices in the field, as well as the functionality of the back-end system the Patrol purchased in 2011 in order to make this cutting edge technology possible. These handheld mobile devices enabled officers to capture fingerprints roadside and transmit them for search through AFIS. Once the search had been completed, if AFIS identified the subject, demographic information stored in AFIS (name, date of birth, sex, race, and Missouri SID number) was returned to the officer's handheld device. If the subject was not identified, a "No Hit" message was returned to the device. In the majority of the searches, the officer received the results in less than a minute.

On October 26, 2012, Missouri became the 10th state in the nation to interface its statewide Fast ID Program with the FBI's Repository of Individuals of Special Concern (RISC). RISC searches are conducted against a special subset of the FBI fingerprint files, and contains approximately 2 - 3 million fingerprints obtained from sex offenders, known or suspected terrorists, immigration violators and person entered into NCIC with an FBI number and an active warrant.

The Missouri Automated Criminal History Site (MACHS) was enhanced in 2012. This enhancement allowed the general public to register to be fingerprinted. During the last six months of the year 73,354 individuals registered with MACHS to be fingerprinted for employment and licensing purposes.

The Missouri Uniform Crime Reporting Program (MoUCR) received a "Best Work Award" at the 2012 Association of State Uniform Crime Reporting Programs (ASUCRP) National Conference for "going above and beyond in Web/Print Display." MoUCR also co-authored a new MIBRS Technical Specifications Manual for vendors and law enforcement agencies to address the myriad of National UCR Program changes mandated by the FBI for 2013 implementation. MoUCR published the *2011 Missouri Hate Crime Report*, contributed to the *Crime in Missouri 2011* annual publication, and compiled the *2011 Report on Domestic Violence-Related Homicides & Suicides* for the governor's office.

The CJIS Training Unit began conducting NCIC policy certification training to all MULES & REJIS operators; the Criminal History Improvement (CHIP) Unit held 39 trainings with 788 attendees throughout the year. The Noncriminal Justice Audit team sponsored 10 regional criminal history seminars for noncriminal justice purposes. The team conducted seminars in St. Louis, Springfield, Kansas City, Cape Girardeau, and Columbia. Topics included MACHS, RAPBack, Criminal History Reporting, RASheet training, state and federal legislation, emergency placement requests, housing requests, conceal carry permit requests, and policy

compliance review process. Approximately 600 people attended from various types of agencies.

On December 1, 2012, CJIS Division's Captain Tim McGrail was promoted to the rank of major and designated commander of the Technical Services Bureau. Lieutenant Larry W. Plunkett Jr. was promoted to the rank of captain, and named director of the CJIS Division.

In December 2012 the CJIS Division, in conjunction with the Computer Projects of Illinois (CPI) and the MSHP's Information Communications Technology Division (ICTD), went live with the fourth generation of the Missouri Uniform Law Enforcement System (MULES 4). This system is available statewide for use by law-enforcement personnel for criminal justice entry and inquiries into Missouri and FBI files.

In February 2013, the CJIS Division, in conjunction with CPI and ITCD, implemented a new statewide Computerized Criminal History System (CCH). This system is the official repository for Missouri's criminal history files. This new system made Missouri the 17th National Fingerprint File compliant state. NFF compliant states are no longer required to send all criminal history data to the FBI. Instead, the FBI queries an NFF state's repository for information that needs to be made available to law-enforcement at the national level.

In 2013, the CJIS Division responded to requests from local agencies for a conference for users of the Missouri Uniform Law Enforcement System. What was previously known as the MULES Conference became the Criminal Justice Information Services (CJIS) Conference. The CJIS Conference offered training not only specific to MULES, but other CJIS-related systems and processes, such as Uniform Crime Reporting (UCR), National Data Exchange (NDEx), Information/Cyber Security, etc. The new conference took place in October 2013 at The Lodge of Four Seasons and hosted over 300 representatives from local, state, and federal law enforcement and criminal justice agencies. The conference opened with an address to attendees by Colonel Ron Replogle and featured Missouri Attorney General Chris Koster as a keynote speaker. The Patrol's CJIS trainers and auditors, as well as representatives from federal agencies such as the National Crime Information Center (NCIC), The International Justice and Public Safety Network (NLETS), Terrorist Screening Center (TSC) offered presentations. The conference was considered a great success and will be held annually as long as interest remains strong. In March 2014, the CJIS Division, in conjunction with CPI and ITCD, implemented a new statewide Sex Offender Registry System. This system allows agencies with sex offender registration responsibilities the ability to conduct sex offender registrations in a completely electronic manner using electronic signature pads and document scanners.

In January 2015 the CJIS Division, in conjunction with CPI and ICTD, implemented Phase 2 of the Missouri Automated Criminal History System (MACHS). Phase 2 allows the electronic return of fingerprint-based criminal history background checks to authorized entities. In its first year of operation

MACHS returned over 86,000 background checks electronically, with many being completed in as little as 10 minutes. MACHS Phase 2 received the 2015 Governor's Award for Quality and Productivity - Efficiency/Process Improvement.

In May 2016 the CJIS Division, in conjunction with MorphoTrak and ICTD, implemented the new AFIS System. This process began on December 11, 2014, when the contract to upgrade the state's 10-year-old AFIS system was signed. The 18-month upgrade project officially kicked off on Tuesday, January 27, 2015. The project would upgrade Missouri's AFIS to the most cutting edge in AFIS technology. The new AFIS system—MorphoBIS—features a statewide Photo Repository and the most sophisticated fingerprint matching algorithms on the market (which are also currently being utilized by the FBI's new NGI system), and operates completely in a virtual environment. MorphoBIS went live on Sunday, May 15, 2016. Since MorphoBIS was brought online, it has already begun to pay dividends for crime solving in Missouri. The first four months of service yielded an average of a 200% increase in the number of latent (crime scene) fingerprints identified each month.

On July 13, 2016, the CJIS Division officially began the Missouri Rap Back program for school districts and the Department of Elementary and Secondary Education. This program allows schools to receive updated criminal history information on employees in real-time as the arrests are reported to the central repository. The first Rap Back hit was made on July 14, 2016, less than 24 hours from program implementation. During its first three months of operation, the CJIS Division had made 67 Rap Back notifications to schools for offenses ranging from Driving while Intoxicated to Child Molestation 1st degree.

As can be seen, the Criminal Justice Information Services Division has grown considerably since August 1, 1934. The division has grown from four employees in 1934 to 95 full-time employees as of September 30, 2016. CJIS has also seen an explosion in the use of technology to expedite, enhance, and automate Division responsibilities for the benefit of public safety.

Effective October 1, 2016, the Information and Communications Technology Division and the Criminal Justice Information Services Division were consolidated, retaining the CJIS Division name. The communications function within ICTD was separated and reestablished as the Communications Division.

On January 1, 2017, Captain Plunkett transferred to the Gaming Division as its director, and Captain Christopher S. Jolly transferred to the Criminal Justice Services Division as its director.

Note: Much of the information gathered for this history comes from information Leonard Schmid compiled. Leonard kept a small, black binder and in it, he handwrote all activities that occurred in the division when he was employed as the director of the Identification and Records Section. His first documentation was June 1972, stating that all criminal arrest cards would be issued state identification numbers (SIDS). When Leonard retired January 1, 1988, he passed the book to Rose Ann Talken. She made entries in the book until she retired on

March 1, 2001. Rose Talken then gave the responsibility to Shirley Talken. Upon Shirley's retirement August 1, 2006, it was passed to Carla Doll, who, upon her retirement on August 11, 2011, passed it to J.D. Reece who will be trusted to keep the tradition of the handwritten document. When J.D. transferred, Holly Haarman accepted this responsibility.