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**Subject:** MATRIX Expansion Opportunities

Pinellas County Sheriff's Office, FL. in partnership with Viisage, has been driving towards creating a consolidated booking mugshot system that is facial recognition enabled and is a valuable tool for all law enforcement agencies in their fight against identifying terrorists, counter-terrorism activities and other wanted person identity information. With four million booking images in the process of being enrolled into the existing project, 50% of Florida's booking mugshots will be available for all of law enforcement to query and in addition select agencies will be able to conduct a bio-metric search.

We believe that the MATRIX project that is underway with eight participating states is an excellent match for what we are doing in Florida, please review the accompanying proposal that outlines the proposed state wide opportunity. This concept is well suited for any or all of the states currently involved in the MATRIX project and we would welcome the opportunity to sit down and discuss how this information sharing tool could be utilized by all law enforcement agencies involved in MATRIX.

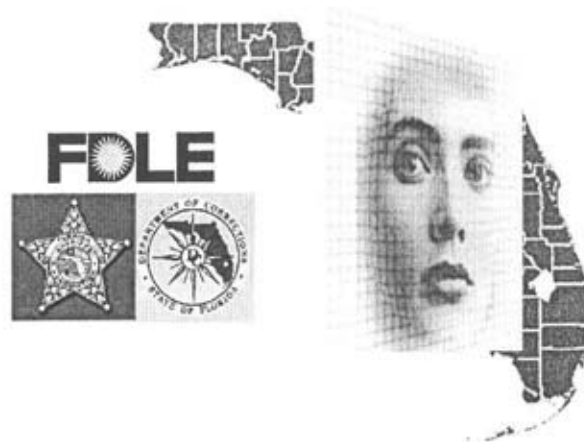
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# Proposal for Florida's Consolidated Booking/Facial Recognition Data Sharing System



January 12, 2004

## I. PROJECT GOALS

- ° Create a consolidated statewide Florida mugshot database for use by all participating State and local homeland security and law enforcement agencies.

- Create a multi-million image, facial recognition database to assist in terrorist identification and counter-terrorism investigations.
- Leverage an existing multi-million dollar project already underway in Florida to complete an identified FDLE need.
- Enhance data-sharing efforts between agencies throughout Florida.

## II. BACKGROUND

Pinellas County in cooperation with FDLE and Florida's Sheriffs proposes to complete the development of a comprehensive, statewide booking database with facial recognition technology. This system will significantly improve law enforcement's ability to utilize terrorist and other wanted person identity information.

Few of Florida's counties are currently able to electronically share mugshot images and the accompanying arrest data. In fact, in many of the State's counties, this valuable information is not easily accessible even by the Sheriff's department that captured the data. Even among the most advanced counties, only a handful have enrolled database images into facial recognition enabled databases. This cutting edge biometric technology has continued to gain acceptance from law enforcement as it becomes more accurate, and it has been embraced by the Federal government for its counterterrorism potential.

Together, these technologies have the potential to be invaluable for terrorism prevention efforts. For example, FDLE will be able to immediately search any watch-list mugshot against millions of individuals arrested in Florida in recent years. Furthermore, this data sharing system will allow investigators to use intelligence related to a terrorist's appearance to review possible suspects from all 67 of Florida's counties with one query, rather than approaching each department individually.



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The value of utilizing booking databases for counterterrorism should not be underestimated. A large percentage of terrorists (especially domestic) have previous arrests, and even September 11<sup>th</sup> terrorist Mohammed Atta and suspected terrorist Zacharias Mossoui came in contact with the local law enforcement before the attacks. With over 900,000 arrests in Florida each year, this searchable database will contain more individuals than many states. Furthermore, as exemplified by the recent FTAA event, Florida has numerous examples of individuals who are out-of-state residents (and therefore not in other Florida databases) but their images and demographics are nevertheless contained in the State's booking files. Finally, searchable by over 40 demographic fields including scars, marks and tattoos, this booking information is the most comprehensive source of identity data available to law enforcement.

The Department of Homeland Security has actively supported this data sharing and facial

recognition project during its initial development by the Pinellas County Sheriffs Office. As a result, the 2004 Law Enforcement Terrorism Prevention Program of the Office for Domestic Preparedness specifically highlighted "facial recognition hardware and software" (see page 45-46 of 2004 LETPP application) as an endorsed use of these funds. Through this proposal, law enforcement will create a powerful investigative tool for State and local counter-terrorism efforts.

### **III. PROJECT DETAIL**

This project will create for the first time a consolidated statewide mugshot database accessible by every law enforcement agency in Florida. All law enforcement officials will be able to search against any or all of the participating counties from a single web based application. In addition, every mugshot image will be enrolled into a facial recognition database from which select agencies will be able to conduct biometric searches. Phases of the project are:

**Pinellas Pilot (Completed):** To address this problem, the Pinellas County Sheriff's Office (PCSO) used funding from the U.S. Department of Justice to create a browser-based image retrieval system that allows any authorized law enforcement personnel to search any and all demographics to find arrest records. In addition, as part of the Federal project, Pinellas automatically enrolls their booking images into a facial recognition biometric database. This system allows authorized users to search any unknown facial image or composite sketch against the database.

**Major County Effort (Funded & In Process):** With additional funding from the Federal government, the project's mandate has been expanded to incorporate databases from throughout the State. Through this project, strategically located agencies throughout the State have joined the project and agreed to create an interface with their booking databases. These agencies are:

- Florida Dept. of Corrections
- Hillsborough County
- Leon County
- Broward County
- Duval County
- Orange County
- Miami/Dade County (*Expected Jan 15, 2004*)

Together, these databases represent almost half of the arrest records in the State of Florida.

As a participant in the project, FDLE has provided CJNet as the network infrastructure for the project. Furthermore at FDLE's request, each Regional Task Force has or will receive a facial recognition workstation and training on the system. Workstations have already been installed in four regions, and the three remaining regions are scheduled for

installation later this month.

**FDLE Statewide Effort (Proposed):** To date, the Pinellas project has been developed with the support and consultation of FDLE. While Federal funding has gone to Pinellas County to develop the effort, Sheriff Rice has fully supported the idea of turning the statewide portion of the system over to FDLE for state level coordination and oversight. The consolidated system proposed is completely in line with the IT goals of FDLE and actually builds on an earlier FDLE effort known as the JANUS project.

Numerous additional counties have expressed interest in joining this effort, however to date there has not been available local funds to include their databases. Using homeland security funds, FDLE now has the opportunity to oversee the completion of this system and create a truly comprehensive statewide system. Proposed funding will be used to enable interfaces and enroll the databases from the remaining sixty (60) counties in Florida. The project will utilize each county's existing booking hardware/software; thereby limiting the necessary infrastructure costs to only the facial recognition data repository to be hosted by FDLE.

#### IV. SYSTEM COMPONENTS

**Database Enrollment (60 Counties):** In Florida, the responsibility for maintaining the booking database of all arrestees resides with the County Sheriff. As a first step, each county's legacy booking database will be uploaded for record retrieval, and each image will be enrolled into the facial recognition database. It is estimated that Statewide this will create an immediate searchable database of close to 5 million records.

Once the legacy data is loaded, connectivity will be put in place with each county to allow for regular<sup>1</sup> updates of new data. Using standardized interfaces designed under the Pinellas project, the system will regularly upload all new images and the accompanying demographic data from any open booking system. This data will immediately be made available for demographic searching, as well as automatically enrolled into the facial recognition database.

**Consolidated Mugshot Record Database:** Shortly after a booking record is uploaded to the system, it will be made available to all authorized law enforcement personnel in Florida using a browser-based image retrieval system. The consolidated image retrieval system is accessible through CJNet, thereby significantly improving law enforcement's access to criminal history



<sup>1</sup> The interface can be designed to update on an hourly or daily basis.

information, as well as their ability to effectively utilize this data. Users will simply indicate any or all of the counties against which they want to conduct a search.

Searchable by any demographic field, an individual's record includes all demographic and image data, with all previous bookings linked together. Images are displayed in a standard JPG format so that they can be copied, saved, or e-mailed as necessary. The browser-based system also supports mobile searches, either from a laptop computer or a PDA.

In the first year of use in Pinellas County alone, the mugshot retrieval system logged over 250,000 searches by law enforcement personnel. As the additional databases throughout the state are added, it is estimated that the CJNet link to the system will result in hundreds of thousands of searches a year and become one of the most valuable information resources to State and local agencies in Florida.

**Facial Recognition Technology:** One license will be provided to each county to allow for facial recognition searching. Like the workstations already provided to the FDLE task forces, these licenses will allow investigators to use facial recognition to compare any image acquired in the course of an investigation against the entire statewide booking database.



The system allows an image or composite to be digitized and enrolled into the system for searching. As shown here, results are displayed in a gallery format which is rank ordered by closest match.

Viisage, the solution provider that was selected for their expertise in large database environments, currently provides facial recognition technology to numerous State drivers license databases and the U.S. Department of State for the Diversity Visa program. The Florida system has been scaled to allow for the searching of over 5 million images in less than 10 seconds.

While not included in the cost estimate, by enrolling the booking databases into facial recognition, any sub-set of these images could be used for screening applications at airports, courthouses, or large public events. In addition, as the system is browser-based, the solution can also be enhanced and made available in a mobile environment.