NEBRASKA - 2003 SAC Evaluation
Partnership Project on Juvenile Detention

Automation of Secure Juvenile Facilities and Electronic Data Reporting

Michael Overton
Nebraska Crime Commission
Chief, Information Services Division
Director, Statistical Analysis Center

Nebraska Commission on Law Enforcement and Criminal Justice

This report was partially funded by a grant from the Bureau of Justice Statistics (#2003-BJ-CX-K019) for operation of the Statistical Analysis Center (SAC). The views expressed in this report are those of the authors and do not represent to the Department of Justice.

Nebraska received funding under the 2003 SAC Evaluation Partnership Project for juvenile detention. The goals of the project were to improve the collection and availability of standardized data from secure juvenile detention centers.

SUMMARY

The Nebraska Statistical Analysis Center (SAC) provides a number of services and functions to local and state agencies. Being located within the Nebraska Crime Commission provides both opportunities and responsibilities for research, evaluation and statistical work. One ongoing responsibility has been the collection, dissemination and reporting on juveniles held in secure local facilities including jails and juvenile detention centers.

There have been a number of efforts that the SAC has been involved with dealing with automation. One project involved providing a commercial jail management system to over 60 of the 70 jails in Nebraska. This project allowed the same software to be implemented in the juvenile sites, after being modified to meet specific needs, along with electronic submission of that data. However, it was identified early on that automation could not only provide better and more timely statistical data but also fit into the state's general integration strategy.

By moving to automated reporting of all juvenile detention facilities this project was able to meet a number of goals: statistically useful data, timely data for monitoring and the availability of operational data for use by a wide range of criminal justice professionals.

- The automation has allowed the sites to improve their in-house operations through an efficient use of software and hardware. They are now able to store, collect and retrieve data and photos on all of their admissions. This provides them with the ability to better manage their population on an ongoing basis.
- The software assures that data is collected in a standardized manner and using current data requirements and formats.
- Data is reported electronically to the SAC for use in various reports. The data is being incorporated into an upcoming Juvenile Offender report that will include hold data as well as arrests and court dispositions.
- The SAC provides statistical data to the Jail Standards Division of the Crime Commission for use in monitoring facility adherence to standards.
- The data is posted to NCJIS, a data portal for criminal justice users. This allows timely information on juveniles in contact with the system to be shared across the state.
- NCJIS allows Crime Commission staff to monitor secure juvenile holds for compliance with the OJJDP mandates.

This project demonstrates that meeting data collection goals can and should fit in with other objectives and data needs to effectively use funds and resources.

BACKGROUND

Nebraska targeted improving the data collection and reporting of juvenile detention to move ahead on evaluation, research and related activities. This project did not target a specific report or analysis but instead tried to address a significant gap in the availability of reliable juvenile hold data. The data will then be used in a myriad of reports and ways. The Juvenile Specialist has needed this data for some time to meet evaluation goals through the SAC and other resources.

The SAC had already been receiving electronic admission and hold data from jails and two of the four secure juvenile detention facilities. The goal of this project was to automate the two remaining facilities, thereby providing them with stable and standardized detention management software that would also provide data to the Crime Commission for statistical and operational use.

The Nebraska Commission on Law Enforcement and Criminal Justice (Crime Commission) is the state agency that houses the state's Statistical Analysis Center (SAC). The SAC addresses the statutory objectives of criminal justice research and planning. The Crime Commission also houses the CJIS (Criminal Justice Information System) Advisory Committee, a collaborative project to improve automation, integration and data sharing. This effort came from a strategic planning process and involves about thirty key criminal justice stakeholders.

The SAC has been involved in this extensive criminal justice information integration effort since it began in various aspects. Some CJIS projects have involved providing automation to local agencies (law enforcement, jails, prosecutors) and initiating exchanges between systems. Another key component, the Nebraska Criminal Justice Information System (NCJIS), is an Internet based data warehouse portal used by over 200 agencies. It allows secure access to a variety of criminal justice data including Nebraska criminal histories, jail bookings, correctional holds, registered sex offenders, NIBRS+ (incidents), protection orders, mugshots and probationers. It also provides a valuable SAC resource in providing access to a variety of data. For instance, jail bookings are accessible within 24 hours of occurrence to be used for monitoring or statistics.

The SAG and Juvenile Specialist in Nebraska are also part of the Crime Commission. By working on SAC projects as well as coordinating other juvenile evaluation efforts the Juvenile Specialist agreed to the need for better data and the approach this grant allowed. There can be better proactive and reactive involvement of the Nebraska Coalition on Juvenile Justice (NCJJ) through timely and accurate information on the placement and movement of juveniles in the state.

PROJECT OVERVIEW

Data from jails and selected other facilities has been collected by the SAC for many years. There are about 80 local jails in the state as well as four locally run secure juvenile detention facilities.

The problem addressed by this project was the inefficient and ineffective data collection system in place for half of the state's juvenile detention centers. Detention in Nebraska is the responsibility of counties. The two largest detention centers are located in Douglas County (City of Omaha) and Lancaster

County (City of Lincoln). These two facilities are located on the eastern border of the state in the metropolitan statistical area and are privileged to more resources than the other two facilities including large allocations of Juvenile Accountability Incentive Block Grant (JAIBG) funds. Due to the size of these facilities and other local automation efforts both have automated booking systems that meet the needs of the county and are compatible with local and state reporting needs.

The two other facilities in Nebraska are located in Scottsbluff and Madison. These are more rural areas which means that they also must serve a broad population and geographic base. Scottsbluff is on the far western border of the state and Madison is in the northeast corner. Due to smaller bed capacity and limited resources neither facility has been able to implement an automated record keeping system.

Prior to this project they processed youth on paper forms provided by the SAC and submited these admission and release records on a monthly basis. This labor intensive system was prone to errors, slow and cumbersome for the facilities and the SAC. It also required the facility to compile statistics and reports manually and the SAC to do data entry. This outdated system made it difficult to for the SAC, SAG, program compliance monitor and JJ Specialist to compile needed reports and to assess such issues as compliance, gender, DMC, and overall evaluation of what the detention population is and how juveniles are handled.

The Crime Commission had provided commercial jail management software, called JAMIN, to 63 of the jails in Nebraska. This software meets all of the Jail Standards requirements for internal record keeping and also forwards data to the Commission for use in statistical reporting as well as things such as victim notification and being searchable online by criminal justice agencies through NCJIS. This software was used as the basis for automating the juvenile facilities.

There can be many approaches to automating a facility and doing reporting. The primary concern of automating the facilities was being sure that we met their internal needs. It does no good to try and enhance reporting for SAC needs if the facilities were burdened or unable to manage their sites better. Reporting was viewed as a secondary but necessary function of the automation.

The reporting requirements are mandated by the Jail Standards Division and also meet the needs of the Juvenile Specialist and the NCJJ. Data that was to be obtained for SAC use includes admission date&time, release date&time, offenses (charges, charge severity such as felony/misdemeanor), demographics (race, sex, ethnicity, occupation, education), date of birth (age), reason released, court of jurisdiction, arresting agency (if applicable; this could be something like probation or Human Services) and whether or not a warrant applied. This allows for breakdowns on facility use as well as the population.

However, there could have been many approaches to obtaining a management system for the sites, including new development. The experience with JAMIN provided an easy approach and solution. JAMIN has been used in Nebraska since 1999. JAMIN is used in jails in Madison and Scottsbluff which allowed for easy review of the program. which also allows for knowledge transfer between sites as well as making it easier for staff to move across facilities. This would also allow training to be shared and leveraged across staffs. The SAC and Crime Commission staff were familiar with JAMIN and had

worked extensively to guarantee comformance to reporting criteria as well as to implement enhancements requested by Nebraska jail staff. For these reasons we pursued JAMIN for the juvenile detention facilities.

IMPLEMENTATION

Again, while there are specific reporting needs as well as operational needs for juvenile facilities there is great commonality in need compared to jails. The basic reporting requirements that the SAC needs for reports and evaluation includes things such as demographics, admission and release dates and offenses. These had been addressed in JAMIN but there was a need to add certain features such as parent and guardian data. This enhancement was undertaken with the full participation of the facility staff and Text&Data, the JAMIN developers. This process took months and involved conference calls, prototypes, review by Crime Commission staff and testing. By working with the facilities and the software provider we were able to meet everyone's needs. (Example screen shots of JAMIN are at the end of this report.)

JAMIN was subsequently installed at the Northeast Nebraska Juvenile Services (Madison) and West Nebraska Juvenile Services (Gering). Installation was done by Text&Data staff. Training was conducted for staff at both sites on operations. Crime Commission staff assisted to discuss and guarantee compliance with reporting. Digital cameras were also provided to allow photos to be collected locally and to be posted to NCJIS.

This provided the sites with functional automation. We next had to address transporting the data to the SAC. Initially a file could be sent to the SAC for testing. Once these were verified to meet the specifications we moved to automate the process.

Both sites had limited network connectivity but it was deemed adequate. The Crime Commission worked with the JAMIN provider and the facilities to establish a secure ftp process that now transmits the data electronically once a day. The secure ftp product and process will also allow other types of data transfer in a consistent manner form other agencies.

The hold information is sent to NCJIS within 24 hours of an event. This provides very timely access to the data for use in monitoring compliance with the OJJDP requirements, complimenting jail data. Data is transmitted upon intake and release as well as if certain information is changed. A statistical extract from the operational data is used by the SAC for reports and statistical analysis. This provides ongoing and reliable data for use by SAC and juvenile staff.

- JAMIN, a commercial jail management system, was modified to meet the specified needs of the secure juvenile facilities. While reporting was the primary SAC/JRSA goal the program had to meet local needs to be accepted and used.
- JAMIN had been implemented in 63 Nebraska jails through previous integration efforts. This allowed for familiarity by local staff and state staff.
- A standard data extract is sent upon admission, release and certain data changes. The data extract conforms to SAC data collection and Jail Standards requirements for

secure facilities.

- Secure ftp was implemented to transmit the data daily to the Crime Commission. Data is available within 24 hours of entry at the sites.
- Data is posted to NCJIS for operational use by criminal justice users. (An example of the data display is at the end of this report.) This provides utility for jail inspectors as well as our compliance monitor for the OJJDP provisions.
- A data extract is made for statistical use by the SAC. This data is used for ad hoc reports such as population or flow. The data is also incorporated into reports such as Kids Count in Nebraska and an upcoming Juvenile Offenders in Nebraska (anticipated in early 2005).

LESSONS LEARNED

While SAC's often see themselves as consumers of data I think it is imperative to become familiar with and, preferably, involved with the collection of the data. There are a number of opportunities that now exist because of the strong emphasis on data sharing. SAC's should take advantage of these opportunities.

- Data collection is best done through operational data. Separate data collection efforts can be less effective than data that is part of the operations of an agency.
- Incorporating reporting and data collection into operational systems gives the data providers more ownership of the data, increasing concern for validity.
- There are a number of data integration efforts in most states. Incorporating data collection into these efforts can effectively leverage funds and provide other opportunities.
- Most data can be used for multiple purposes. If a SAC is or can be positioned to facilitate the use of data across needs then partnerships can allow for funding or future capabilities.

JAMIN

Inmate Information

Help OK Cancel Admin

JAILID: 030026
LAST NAME: B[redacted]
FIRST NAME: PAUL
MIDDLE:
SFX:
STATUS: R
MOTHER'S MAIDEN NAME:
SSN: 56[redacted]89
DOB:
PLACE OF BIRTH (CITY):
COUNTRY:
STATE: NB
CITIZEN OF: US
STREET ADDRESS:
CITY:
ST: NB
ZIP: -
COUNTY RESIDENT?:
Phone: -
POTENT.DANGER?:
MARITAL STATUS:
#OF CHILDREN: 0
ID FORM: D
ID NO.: TEST
STATE: NB
VAL/SUSP:
SECOND ID NO.: TEST2
SUICIDAL RISK:
ESCAPE RISK:
DRUGS RISK FACTOR:
FBI#: TEST
SID#: TEST
FBI FINGERPRINT CLASSIFICATION:
Next Page

Last Name, use <HOME> key for HELP

Physical Characteristics

Help Ok Cancel Admin

030[redacted]UL SSN: 56[redacted] Book#:0990035

SEX: M MALE
RACE: W WHITE
ETHNICITY: N NON HISPANIC
SKIN: MED MEDIUM
FACIAL HAIR: NOT ENTERED
HAIR: BLK BLACK
HAIR STYLE:
EYES: BRO BROWN
CHIN:
HGT: 5'10
WGT: 159
BUILD: SM SMALL
GLASSES: N NONE
TEETH DESCRIPTION:
WRIT.HAND:
CAN READ?:
CAN WRITE?:
S/M/T CODE:
DESCRIPTION:
LIST OF S/M/T:

S/M/T	Code Description	Description

Del Mod

Sex, use <HOME> key for HELP

Charge

Help OK Cancel Add Next Prev Admin

[redacted] SSN: 5[redacted] Book#:0990035

ORD#	OFF.DATE	OFFENSE	OFFENSE DESCRIPTION
1	04/09/1999	3935	BINGO UNLAWFUL ADVERTISING

COUNT	CLASS	DCN#	WARRANT NO.
1	M3	98[redacted]	

CHARGING DEPARTMENT		CASE#
NB0640100	AUBURN PD	

DOCKET#	COURT		COURT DATE	TIME
			- -	00:00

JUDGE

NOTE: THIS IS NOTE

DISPO DATE	DISPO CODE		ADDITIONAL DISPO NOTE
/ /	BOND	BOND - FINAL DISPOSITION	

BOND TYPE		BOND AMOUNT	FINE AMOUNT
	NO BOND	$0.00	$0.00

Offense Date

Booking Information

Help OK Cancel Admin

030[redacted] SSN: 5[redacted] Book#:0990035

BOCKING#	BOOK. DATE	TIME	BOOKING OFFICER		ARREST/BOOK TYPE	
0990035	08/16/1999	16:53	ROOT	ROOT, ROOT	BOOK	BOOKED

ARRESTING AGENCY		ARRESTING OFFICER
NB0640100	AUBURN PD	

ARREST DATE	TIME	SEARCHED BY OFFICER	
04-09-1999	00:00	ROOT	ROOT, ROOT

WARRANT NO.	DCN	CASE NO.	PREV.ORI	PREV.BOOKING#
23948	9[redacted]	TEST		

FILED AS		FILED	CUSTODY STATUS		HOW HELD	
C	CRIMINAL COMPLAINT	09/24/2003	3	POST SENTENCE	S	SECURE/LOCKED

SENT BY		SENT BY / NAME	RETURNING FROM	
J	JUDGE	XXXXX	E	EVALUATION

TRASPORT AGENCY		TRANSPORT OFFICER/PERSON
NB023015		

Next Page no

Bocking Date

NCJIS (Nebraska Criminal Justice information System)

NCJIS

NEBRASKA JAIL INFORMATION

DEMOGRAPHIC INFORMATION

BOOKING INFORMATION

Charge Code	Charge Counts	Severity Code	Charge Description	Bail Amount	Bail Type	Disposition Code
[illegible]	1	[illegible]	[illegible]	[illegible]		[illegible]

RELEASE INFORMATION