

CJIS

Annual Report to the Nebraska Legislature



September 15, 1999

Criminal Justice Information System Advisory Committee

Nebraska Commission on Law Enforcement and Criminal Justice

CJIS
Criminal Justice Information System



The Annual Report of the CJIS Advisory Committee
to the Nebraska Legislature

September 15, 1999



CJIS Advisory Committee
Michael Overton, Chair

Nebraska Crime Commission
Allen L. Curtis, Executive Director
301 Centennial Mall South
P.O. Box 94946
Lincoln, NE 68509
(402) 471-2194

In accordance with the Americans with Disabilities Act, the Crime Commission would like to provide reasonable accommodations with respect to persons with disabilities. If you need a reasonable accommodation please contact the Nebraska Crime Commission. Upon request, this publication may be available in other formats.



Table of Contents

Executive Summary	1
CJIS Mission Statement	5
CJIS Advisory Committee Member Agencies	5
History	7
1997 CJIS Intent Language	10
Committee Activities	11
Management and Operations	13
Funding Sources	14
Project Selection	16
CJIS Projects	17
CJIS Funded Projects	17
Other Projects	22
Related Projects	23
Current CJIS Funding and Budgets	25
Concerns and Opportunities	26
Appendices	29
CJIS Advisory Committee - Representatives by Affiliation and Agency	31

Executive Summary

The CJIS Advisory Committee was formed by the Nebraska Crime Commission following a recommendation of the Nebraska Intergovernmental Data Communications Advisory Council (NIDCAC) to create a standing committee to provide advice and direction on issues relating to data sharing and the use of information technology among criminal justice agencies. It is the goal of the CJIS Advisory Committee to provide a forum to exchange information about data activities as well as provide an ongoing structure to address issues such as standards, interagency cooperation, and funding. By both initiating and coordinating criminal justice related projects, data and information can more easily be shared among criminal justice agencies and monies can be leveraged to best meet the needs of state and local agencies.

The CJIS effort has taken a structured approach which has been built upon and followed the development of a Strategic Plan in 1997. Since then the Committee has used a combination of state appropriation and federal grant funds to initiate various projects. Funding was appropriated to the Crime Commission for implementation of the Strategic Plan. The Legislative language accompanying the appropriation required an annual report to the Legislature each year. This year, 1999, is a significant year for the CJIS project as projects reach completion. Additionally, CJIS has become a forum for the sharing of information on automation projects and a way to work on and improve individual state agency projects by improving cooperation. This report will briefly describe those CJIS projects and describe the status of the overall effort. As an interim report there will not be a full discussion of budget because the results of a pending RFP will determine what additional projects may be undertaken. The CJIS Advisory Committee prioritizes the completion and ongoing support for the existing projects as our budget priorities.

Funding for CJIS projects is available from two primary sources: state appropriations and federal grants. The Crime Commission administers the federal Byrne Drug and Violent Crime funds, the Violence Against Women Act (VAWA) and the Victim Of Crime Act (VOCA) and the CJIS Advisory Committee has received limited funds from those programs. Other federal funds have been used include monies from the National Criminal History Improvement Program (NCHIP, administered by the Nebraska State Patrol).

One significant step for the spreading of information to all state and local agencies about the CJIS projects and activities is a statewide technology conference scheduled for October 6-7, 1999 in Kearney. This one and a half day CJIS Technology Conference will bring together state, federal, Kansas and local criminal justice professionals to look at our current programs and set the path for the next steps we take.

Projects moving forward in 1999 include the following.

1) **CJIS Server**

The need for better access to information was an ongoing cry from local agencies as we developed our Strategic Plan. After looking at various communication options and determining the feasible and acceptable costs to provide data to all

potential agencies and areas of the state we decided to use the Internet and world wide web as our delivery means. In October, at the CJIS Technology Conference, we will unveil a secure browser based (Internet) server which will allow criminal justice agencies to have access to a number of databases including Nebraska criminal histories, jail bookings, corrections holds and probationers. We will provide security to restrict access while allowing us to build on the system for future access to federal databases.

This project and the range of data is only possible because of the cooperative approach of the agencies that collect the data. CJIS is providing funding for the implementation as well as the ongoing costs. There will be no significant cost to local agencies beyond a need for basic computers and Internet access.

This is a significant and strategic decision which positions the committee to continue to make data available to state and local agencies to improve the enforcement and processing of criminal justice in Nebraska. We will be able to use the same scenario to transfer data across systems. Future databases will include a statewide mugshot file, sex offender registry and access to motor vehicle data.

2) **VINE - a victim notification system** (to have crime victims be automatically notified of the release of their offender or to allow access, using telephones, to data on the status of a case and the location of the offender)

Following gubernatorial approval of the VINE Implementation Plan in November, 1998 a contract was signed with the VINE Company. By gaining electronic access to jail and corrections data we will be able to have victims, the public, law enforcement and others to easily know the status of a prisoner. To date, we have automated and trained approximately 40 of the 70 jails in the state and are having computer interfaces completed in the largest six facilities. VINE is a service available in these 40 or so counties now. We anticipate being statewide by the end of 1999.

To best leverage funds we are using the jail and corrections data as a component of the CJIS Server and for required state Jail Standards Reporting, eliminating paperwork for the local jails. We will be able to provide digital cameras in 1999 to the 60 jails we automate to allow for capturing of photos to be shared statewide.

3) **Protection Order Registry** (to automatically record court information on protection orders and to allow electronic access to law enforcement across the state as well as for use in gun purchase checks)

Having resources available at the state and local level for a variety of projects is an ongoing concern. While this project has been delayed it demonstrates the need for planning and ongoing cooperation as we are now able to continue implementation of the system. Programming is being done within JUSTICE, the state's court system, and to the Patrol's Criminal History so this data can be immediately made available without duplicating data entry. We are projecting completion by the end of 1999.

4) **Local Law Enforcement Automation**

One real impediment to sharing data electronically is the lack of automation in the state, particularly among county attorneys and law enforcement. A subcommittee

worked to identify possible solutions and define data exchanges to standardize the transfer of data in the criminal justice cycle (from arrest to prosecution to detention). We have targeted helping small to medium sized law enforcement agencies become automated as a step to implementing data linkages. We are issuing an RFP with the intent of establishing a state contract from which we can provide a law enforcement agency a standardized computer program to do local records management as well as state reporting and implement data sharing to other agencies. Local agencies will need to invest in the hardware and ongoing costs but this will help many agencies who do not know how to approach software acquisition or guarantee meeting state requirements.

Funding is not currently available to acquire a county attorney system but we are working with both small and large agencies to define a strategy and requirements document to use for this much needed sector.

The CJIS Advisory Committee recognizes the need for coordination of the vast number of projects being implemented at the state and local level. CJIS is active in the Nebraska Public Safety Wireless Communications Advisory Council as well as other projects to help in attaining a global approach in a variety of solutions. The efforts toward putting mugshots available statewide on the CJIS server is being done with the coordination of the Department of Motor Vehicles so that we can eventually share license images. These types of cooperative planning and joint vision are needed to best meet needs of the citizens of the state, not just for data and technology but for public safety.

The need to expand and build on projects that have begun is evident. Agencies understand the process and benefits from sharing data and it is important to build on particular projects and expand our methodologies. CJIS has looked at current projects and available funds and will be modifying budgets based upon the outcome of the local law enforcement automation RFP. However, in looking beyond current projects there are areas that have been identified as priority areas that should be worked on and that funding should be pursued for. These include

1) expansion of the CJIS server

- * to increase the number of state databases, such as DMV and courts
- * to increase access to or inclusion of local databases, including incident level data
- * to use the server as a means to exchange and transfer data to expand and populate databases

2) broadening of the local applications initiative

- * to continue to obtain standardized software applications for the collection and local use of records
 - * to standardize and include the data transfer between applications
 - * to prioritize the automation of County Attorneys given the vast lack of automation although there could be significant data and personnel impacts

3) strengthening of the CJIS security components to meet the needs and requirements of the FBI for access to federal databases such as NCIC

and 4) coordination in the acquisition and use of communications systems, such as radio systems and data communications, to meet the needs of all agencies while addressing both voice and data needs.

CJIS Mission Statement

Create and maintain a Nebraska criminal justice information system for authorized state and local criminal justice and non-criminal justice users that supports operations, policy analysis, and public safety and that is accurate, timely, complete, appropriately secured to protect privacy rights, cost-effective, and accessible.

CJIS Advisory Committee Member Agencies

1. Clerks of the District Courts
2. Douglas County Information Systems
3. League of Municipalities
4. Lincoln Police Department
5. Nebraska Association of County Court Employees
6. Nebraska Association of County Officials
7. Nebraska Attorney General's Office
8. Nebraska Coalition for Victims of Crime
9. Nebraska Commission on Public Advocacy
10. Nebraska County Attorneys Association
11. Nebraska Crime Commission
12. Nebraska Criminal Defense Attorneys Association
13. Nebraska Department of Correctional Services
14. Nebraska Department of Health and Human Services, Office of Juvenile Services
15. Nebraska Domestic Violence Sexual Assault Coalition
16. Nebraska Interagency Data Communications Advisory Committee
17. Nebraska Parole Board
18. Nebraska Probation Department
19. Nebraska Sheriffs Association
20. Nebraska State Court Administrator's Office
21. Nebraska State Patrol
22. Omaha Police Department
23. Police Chiefs Association of Nebraska
24. Police Officers' Association of Nebraska
25. Representative of County Correctional Departments

* It must be noted that there has been ongoing and active participation by a number of non-voting agencies including the Department of Motor Vehicles, Department of Roads, Office of the Chief Information Officer and the Federal Highway Administration.

History

In 1994 the Nebraska Intergovernmental Data Communications Advisory Council (NIDCAC), a body created by the Legislature to examine issues pertaining to information use, created a criminal justice information systems (CJIS) subcommittee. With a broad representation from state and local agencies, the subcommittee looked at goals and problems relating to criminal justice data in Nebraska. The subcommittee adopted and forwarded to NIDCAC a recommendation that the Nebraska Commission on Law Enforcement and Criminal Justice (Crime Commission) create a standing committee to provide advice and direction on issues relating to data sharing and the use of information technology among criminal justice agencies.

The Crime Commission acted on the recommendation and in December of 1994 adopted a membership structure and scope for the Criminal Justice Information Systems (CJIS) Advisory Committee. The Committee met first in February of 1995 and has been active since then. It is the goal of the CJIS Advisory Committee to provide a forum to exchange information about data activities as well as provide an ongoing structure to address issues such as standards, interagency cooperation, and funding. At the time there were few resources to share and no one knew quite how to bring together the varied concerns.

While there were and are a number of projects initiated by independent agencies, both state and local, there was neither a structural nor philosophical agreement on how to make the systems work together and to maximize the impact that limited funding could have. At the same time technology is changing rapidly and making available a vast number of tools that can be used by small and large agencies. Whereas computers and technology were once limited to large agencies with dedicated staffs now anyone can purchase powerful machines to do record keeping and office functions. While there are also a number of ways to share information, such as the Internet and the world wide web, the security concerns of the criminal justice community also raises questions on how to best make data available across jurisdictions.

The need to exchange information as well as make information timely and accurate is critical for criminal justice. As agencies continue to develop and work on their own systems the CJIS Advisory Committee can serve as a way to build links between systems. Although state agencies serve as a central focus or repository for much of the information shared by agencies, it has to be recognized that local criminal justice agencies are both the main source and largest users of this data on a day to day basis. Because of that, the CJIS Advisory Committee has representatives from a wide range of state and local criminal justice entities and related agencies.

To bring about a structured approach to the problem the CJIS Advisory Committee moved to better document the needs across the state and to find ways to best solve those needs. The CJIS Advisory Committee contracted with a consultant, Executive Consulting Group (ECG) of Seattle, to develop a statewide data architecture and strategic plan for improving criminal justice information. Funding for this effort was made available by a

grant received by the Nebraska State Patrol for criminal history improvement from the US Department of Justice. The plan was to focus on promoting and maximizing the use and transfer of data between state and local agencies.

This effort was intended to provide the State of Nebraska with a viable plan to improve the flow of criminal justice data. The development of standards, identification of appropriate mechanisms or possible technological approaches and the identification of prioritized milestones with supporting cost/benefit information will assist the State of Nebraska in the ongoing process of improving criminal justice information. It was envisioned that state and local agencies would continue to implement and improve systems to meet their needs but that the criminal justice community must act to allow those systems to best share information at the local, state and federal levels.

The goals of CJIS as defined by the planning process are

- 1) **Increase User Access** - Create and maintain a system that seamlessly supports the operation of the criminal justice system by providing operational, statistical, and policy information to all authorized members of the criminal justice community and other stakeholders on a real-time, immediate, or timely basis.
- 2) **Improve Data Quality** - Create and maintain the systems necessary to ensure the accurate and timely collection of the information that meets all local, state, and federal standards and needs for information.
- 3) **Improve Data Completeness** - Create and maintain the systems necessary to ensure the collection of complete and comprehensive information on persons and events within the criminal justice system that meets all local, state, and federal needs.
- 4) **Maximize System Efficiency** - Maximize the cost-effectiveness of operating the criminal justice system by implementing information technology systems that enable key professional staff to become more effective and efficient.
- 5) **Ensure Privacy Rights by Maintaining Necessary Security** - Establish security mechanisms within the state and local CJIS's to ensure that inappropriate information dissemination does not occur and the privacy rights of all individuals are protected.

The strategic plan and data architecture was completed in March of 1997. It was presented to and accepted by the Crime Commission who then formalized an earlier action to establish the CJIS Advisory Committee. This also broadened the representation of the Committee. Additionally, the Crime Commission administers federal monies for criminal justice records improvement through the Byrne Formula Grant Program and will use recommendations of the Committee to allocate those funds. The desire is to be sure that many agencies can share in the benefits of the funds as well as have input into how they are used.

The report was also presented to the Appropriations Committee of the Nebraska Legislature and the Governor. The Legislature and Governor expressed support and acted to provide funds to the Crime Commission to carry out the purposes of the Strategic Plan. This served to recognize the CJIS Advisory Committee within the Crime Commission and its scope of duties. The appropriation was for the biennium and included a requirement of an annual report to the Legislature.

The Strategic Plan and the initiation of projects is not static nor does it depend on a single approach. The intent is to build or develop components, with available funding, that will tie together or improve the criminal justice system's sharing of data and the use and sharing of technology. Because CJIS is a cooperative, voluntary initiative involving the range of state and local criminal justice agencies there has been a growth and learning process. People and agencies are participating from a recognized need for data improvement and an unselfish approach to improving Nebraska's public safety efforts. Projects have been undertaken that are seeing broad positive results in 1999 and laying the foundation for the future.

1997 CJIS Intent Language

The Nebraska Commission on Law Enforcement and Criminal Justice in conjunction with the Criminal Justice Information System Advisory Committee shall develop a structured criminal justice information system environment. The framework shall include: (1) A process that identifies the scope, risks, and accountability for criminal justice projects at both the state and local level; (2) criteria for evaluating and ranking projects based on benefits and value; (3) a process to amend the strategic plan to include other long-term and short-term criminal justice projects; and (4) a system to provide for review and accountability for projects developed within the directives of the strategic plan.

The budget division of the Department of Administrative Services shall create a separate budget program within each agency receiving funds from the appropriation to this program to properly account for such funds.

It is the intent of the Legislature that the Nebraska Commission on Law Enforcement and Criminal Justice, in conjunction with the Criminal Justice Information System Advisory Committee submit an initial report by December 1, 1997, and an annual report by September 15 of each year thereafter detailing the funding requested for subsequent years, projects undertaken, and the progress made toward integration of the various Nebraska criminal justice information systems networks and sharing of criminal justice information by state and local agencies.

Committee Activities

Upon completion of the Strategic Plan in March of 1997 the CJIS Advisory Committee needed to address the realities and difficulties of implementing the plan. While the plan identified some seventy plus projects in eleven categories it also was a five year plan with a budget of over seven million dollars. Complete funding was not available and the Committee needed to consider what could be reasonably and realistically taken on. The CJIS projects, although building toward integration and linking data systems, can be looked on as independent projects in that they can be taken on in different time frames and without total reliance on other projects. Nonetheless, various projects do and did provide the basis for additional programs and for incremental success.

Although some federal funds had previously been identified, specifically Byrne monies from the Crime Commission and National Criminal History Improvement Project (NCHIP) funds the State Patrol receives, there was a shortfall in the first year's projected budget which would affect the number of projects that could be taken on. Therefore, the CJIS Advisory Committee was very fortunate to receive funding recommended by the Appropriations Committee and approved by the Governor in 1997. Continued funding, through appropriations as well as seeking federal funds, must provide the basis for implementing CJIS projects. While local agencies can and must provide some level of funding there are constraints on local agencies for new or different technologies.

The CJIS Advisory Committee has benefitted from continued and diverse participation. Both state and local agencies and associations have been involved in project planning, committee activities, meetings and project implementation. The committee recommended to the Crime Commission that three participants be added in 1998: the Nebraska Domestic Violence Sexual Assault Coalition, Nebraska Victims of Crime and Douglas County Information Systems. These have added not just diversity and technical expertise but also represent significant users or suppliers of data.

None of the projects that have been undertaken or considered can be effectively put into place without the committee's participation and agreement. Similarly, the planning and future operation and success of any program is dependent upon all agencies involved being aware of the benefits and commitments entailed, operationally and financially.

CJIS projects have been implemented or targeted with voluntary participation by local agencies and limited startup costs. These projects and the use of technology can not be used effectively nor accepted and integrated into agencies without their complete involvement. There is also no authority to require or impose the CJIS programs on state or local agencies. Participation and funding continue to be collaborative. Project proposals as well as project planning and implementation are done through committees primarily composed of those agencies directly affected.

In addition to involving the agencies and associations through the committee itself there have been an ongoing array of presentations to and meetings with groups to let people be

aware of projects and CJIS in general. This visibility is important for cooperation but can always be expanded. These have included the Nebraska Sheriffs Association, the Law Enforcement Coordinating Council, Nebraska County Attorneys Association and similar associations. The committee has had participation from the Department of Motor Vehicles and Department of Roads, as well as presentations on related projects such as imaging and accident reporting, and will continue to reach out to a broad base.

The October, 1999 CJIS technology Conference presents a concentrated way to focus on issues and activities that affect criminal justice. This conference was conceived as both a working session as well as a way to generate discussion on activities and projects. It is being put on with no registration fee and the cooperation and involvement of professional associations and even vendors has allowed us to limit costs to local agencies.

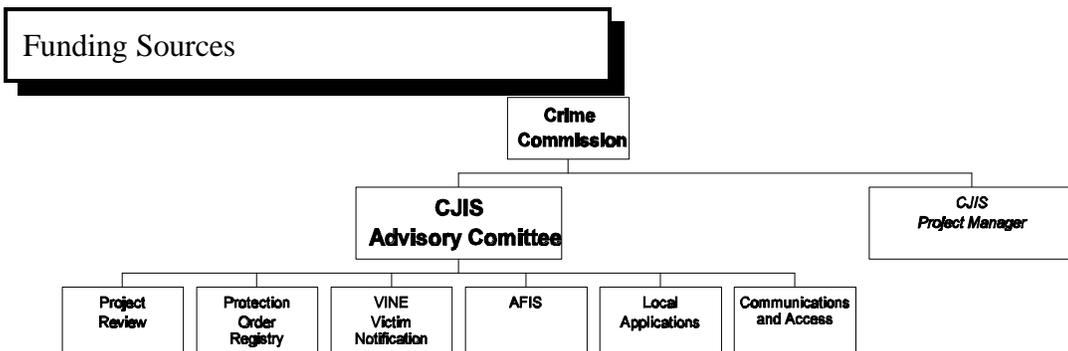
Management and Operations

The first year of the Strategic Plan included defining the structure for project implementation and management. This has included the adoption of Operating Instruction #15 by the Crime Commission and operating documents of the CJIS Advisory Committee. Staffing to do day to day management as well as for individual project management has been dealt with in various ways so far. Individual projects have been staffed by existing agency personnel and consultants have been used for larger projects.

Given that there was not full funding for the first year it was decided not to hire a full time project manager for the project as specified in the plan. Instead, the Crime Commission was granted funds, upon recommendation of the Committee, to fund one half time of the position of an existing staff for CJIS activities. This was the Crime Commission's CJIS representative and Chair of the CJIS Advisory Committee. Another staff person was hired to take on existing duties and work on CJIS activities as possible.

While this approach does not use as much funds as identified in the Strategic Plan and allows for more project monies to be available for projects, even the smaller number of projects so far, it does not allow for a full time dedicated CJIS position. In fact, the plan identified further personnel needed within the managing agency for certain tasks. The tasks taken on by the committee will dictate resources and the types of resources needed. This will be done through contracts or hiring of dedicated resources. This approach must be reviewed as the process moves on and the number and complexity of systems demand more resources to implement and support. As the activities of the CJIS Advisory Committee grow and more projects become active it is necessary to look at whether or not the Crime Commission, with only 1/2 FTE, needs to expand the management option. We have contracted to do various tasks in planning and implementation to avoid having to hire or expand positions to this point.

CJIS projects are typically undertaken by people and agencies most closely associated with the mission to be accomplished. Subcommittees are used to prepare proposals, design projects and implement them. These subcommittees are composed of CJIS members as well as non-members.



The use of new technologies and methods to access data can save staff, provide services and expand on what data is currently available. The use of these technologies is not necessarily without significant costs. The CJIS Advisory Committee must continue to consider not only the costs of implementing new systems but the ongoing costs that these systems have. There will be costs at the state and local level when technology is put into place.

As well as personnel, training, hardware and software costs there are costs related to communications and upgrades that are necessary over time. These costs must be anticipated and accepted for systems to operate effectively over time. The CJIS Advisory Committee has funded initial operating costs as well as recommended and identified appropriations necessary to continue programs.

Funding, for identified projects as well as to initiate future projects, will be an ongoing concern for the Committee. The Committee will seek any external funds that are available that can be used to implement the Strategic Plan. There are three apparent sources of funding for CJIS projects: state appropriations, federal funds targeted for information systems and discretionary grant sources. The CJIS Advisory Committee has used a combination of these funds for its projects so far. In addition to projects specifically initiated or maintained by CJIS there are related projects that the CJIS Advisory Committee has supported funding for.

1) State Appropriation

The Crime Commission has received specific appropriations for the implementation of the CJIS Strategic Plan in the last two bienniums. These funds are used for the management and operations of the Committee as well as for specific projects.

2) Federal Funds Dedicated to CJIS Activities

The Crime Commission receives federal monied through the Edward Byrne Memorial Grant Program, monies targeted for drug and violent crime. The Commission is to put at least 5% of these funds toward improving criminal justice record systems. In the past these funds were used for various state programs. Since the formation of the CJIS Advisory Committee the Commission had put these funds toward the implementation of the CJIS plan. Projects funded by Byrne or the appropriation are identified and planned by the committee and then submitted for review and approval of the Commission. The current year's Byrne's funds were identified in the State's budget as a priority for the Nebraska State Patrol's efforts in expanding their communication and data network.

3) Other Federal Funds

The Nebraska State Patrol has made applications for and received funding under the National Criminal History Improvement Project (NCHIP) of the Bureau of Justice Statistics. These funds are targeted toward improving the collection and dissemination of criminal history information. While the Patrol has specific needs that these funds are for and must be targeted to there has also been an opportunity to put some funds toward CJIS projects under the committee. The sharing and coordination of activities with available funds allows Nebraska to broaden the impact of funds and meet general goals.

The Byrne monies are anticipated to continue for the next few years while the NCHIP funds may not. NCHIP grant applications have been developed with cooperation and input from members of the CJIS Advisory Committee.

It must be noted that federal grant programs, such as Byrne or NCHIP, can require match money to be used in addition to federal funds. These can sometimes be contributions in kind but often, as with the Byrne program for example, there must be new monies dedicated to projects. Even though the Committee will seek outside funds there is a need for State funds to continue to allow these types of federal programs to flow into Nebraska.

Currently the Crime Commission has also received monies other than the Byrne funds which may be able to be used within the CJIS framework. Both Victim of Crime Act (VOCA) monies and Violence Against Women Act (VAWA) funds allow for the improvement of processes and data systems. The boards connected with those monies have looked to the CJIS Advisory Committee to implement or act as a resource to projects that these funds can be used for. Monies from these programs have been used for victim notification and the protection order registry.

4) Discretionary Grant Funds

In 1997, 1998 and 1999 grant applications were submitted to the US Department of Justice, National Institute of Justice under an innovative program grant and the Department of Labor under a communication initiative. The grants were submitted by the Crime Commission on behalf of the CJIS Advisory Committee and the Nebraska County Attorneys Association. The grant requested funds to assist in certain CJIS projects. These discretionary federal funds are very limited and we were notified that a very large number of applications were received. We have not been awarded funds through these programs but will continue to seek various funds.

Project Selection

The primary source of projects is the CJIS Strategic Plan, although projects can be brought independently to the Committee. Any project must be submitted to the CJIS Advisory Committee for review and approval prior to being submitted to the Crime Commission. A Project Review Committee has reviewed and recommended projects as well as initially developed budget recommendations. The CJIS Advisory Committee adopted a Framework for CJIS Project Proposal and Strategic Plan Review which guides project adoption and the funding of all programs.

Any project proposal is to include: **PROJECT DESCRIPTION AND PRESENTATION**
Any project must describe the applicability and benefits to the criminal justice community as well as its relation to the CJIS Strategic Plan. The following format should be used.

- 1) **SCOPE:** Describe the project, including functional requirements, time line, budget, source of funding, benefits or value, and contribution to the strategic plan
- 2) **RISK:** Explain what factors could affect the success or failure of the project and what steps are planned to control the risks.
- 3) **ACCOUNTABILITY:** Who has primary responsibility for project management? What entities are involved in project implementation and what is the role of each?

The CJIS Advisory Committee includes the following criteria in its consideration of proposed projects. While some of these may not be fully applicable for all types of projects there may be other projects that require other factors to receive primary or partial consideration.

- a) Feasibility - Will the project work? Can it be implemented?
- b) Risk - What is the measure of success or intermediate and long term risks?
- c) Total Cost - Are costs acceptable?
- d) Funding - Is funding available? What sources can be used?
- e) Relative Benefits and Value (in terms of the goals of the strategic plan)
- f) Time line (short or long term implementation)
- g) Importance to Other Projects - Are other projects contingent on it? Will it aid or inhibit other projects?

All projects are fully reviewed and voted on by the Committee before being forwarded to the Crime Commission for approval. Funds are used and allocated in the same manner as federal grant funds that the Crime Commission administers. Although projects are reviewed by the CJIS Advisory Committee and the CJIS Project Manager as they are being implemented this provides another level of fiscal and project reporting, particularly valuable given the diverse and numerous agencies involved.

CJIS Projects

The projects described below are divided into categories based upon their starting time or funding source (CJIS, agency, etc) which defines the responsibility and authority. The CJIS Advisory Committee will continue to review and implement projects on an ongoing basis if funds are available.

CJIS Funded Projects

1) Planning

The early initiatives to develop planning documents and a structured approach to projects has guided the CJIS Advisory Committee. The following documents provide the basis for the direction of CJIS in Nebraska.

- * CJIS Strategic Plan - The general planning document identifying approximately 70 projects and general directions for data sharing and priorities.
- * CJIS Data Standards - While the standards developed are voluntary they provide a touchstone for the collection and transfer of data between agencies. The standards were developed using federal, state and local database items.
- * Criminal Justice Network Communications Strategy - In 1998 a project was undertaken to identify how to use existing or new communications networks to share data among state and local criminal justice agencies. After examining a variety of options, including state communications networking, CJIS decided to focus on the use of the Internet as the main viable (and affordable) communications path. This also reflects directions taken by other states and some federal paths. This plan has provided the basis for the CJIS server project and led to crucial security and dissemination options being made.

2) CJIS Server

The CJIS server will provide a way for state and local agencies to access information in an easy and cost effective manner. Much of the data to be made available on the CJIS server is either not currently available or not available outside of the agency that owns the data. This reflects a truly cooperative effort to have broad access to data. The project features

- * establishment of a CJIS web server, secure mail server and certificate authority for security
- * establish a web site with current CJIS information
- * develop an Agency Information System (AIS) to allow local agencies to maintain their own user profiles and request user access
- * provide Web-based access to state centralized databases

* initial databases will be Patrol Criminal History, jail detainees, probationers, Department of Correctional Services inmates and parolees

* support development of Web-based access to local databases

* establish and promote technology standards and access policies for participation in CJIS.

STATUS: The server is being tested at the time of this report. We are scheduled to debut the server at the October 1999 CJIS Technology Conference. Training of users and local agency administrators will also begin in October. Since the security and use rules related to this data will require training and user agreements (with CJIS, the data source agencies and local agencies wanting access) we anticipate an ongoing, monthly training process to allow agencies to come onto the system as their staff and capabilities allow.

3) Victim Notification System - VINE

This project sought to plan to implement a system in Nebraska for victims and related parties to obtain information on their offenders. Although the intent is to meet a specific need it has the potential to affect a number of systems and agencies and provides the CJIS Advisory Committee an opportunity to address a number of areas. The project scope was dictated by legislative language in the 1998 session.

The project called for the development of a VINE Implementation Plan. It specified that a plan be presented to the Governor for approval before \$500,000 in earmarked federal funds could be put toward implementation. Additionally, \$50,000 of state funds were appropriated for partial first year operating costs.

The ongoing fear and concerns for the safety of victims of crime has led many jurisdictions to provide more timely and complete information to people. Information about court dates and the location of the offender involved plays a big part in both the physical and mental well-being of victims. This project seeks to implement a commercial program called VINE (Victim Identification and Notification Everyday) to do automated victim notification using a centralized, automated phone bank and electronic detention data. VINE has been implemented in a number of jurisdictions and statewide in Kentucky. It will require communication with all corrections systems and the automation of all jails. Additionally, the technology and basic infrastructure will meet other needs including required jail reporting and an automated detainee file, as identified in the Strategic Plan.

The notification project, when implemented, would

* Provide automated notification of registered victims of the release of

their offenders.

- * Allow for queries by any person of the status of a detained prisoner.
- * Automate 60+ jails in Nebraska with a standardized software package.
- * Provide automated collection of admission and release data to be used by the Nebraska Jail Standards Division and as a CJIS statewide detainee file on the CJIS server.

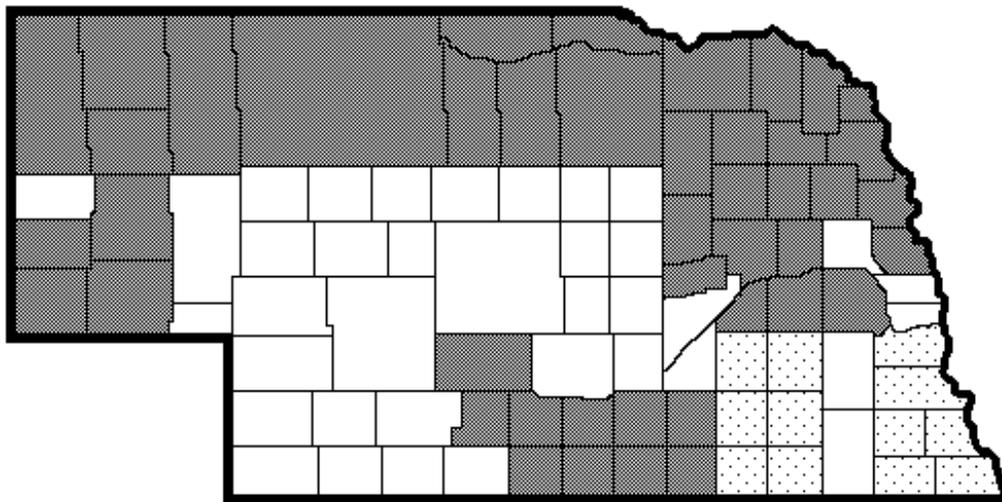
STATUS: VINE implementation began in earnest in January, 1999 following contract signing in November, 1998. The first key components were focusing on a software package to use to automate many jails. Implementation for those jails involves providing hardware, doing training on the jail software, and approximately one month later training law enforcement, county attorneys and victim services providers the capabilities and use of VINE. Materials are also provided to local agencies for promotion.

As of September 1, 44 counties have gone live with VINE. This includes 29 with jails that have gotten the jail management software. All counties have received materials and there has been regional training sessions on using VINE. We have done numerous news conferences to help get the public aware of VINE, including 2 where Gov. Johanns made the announcement. (Adams, Clay, Dawson, Franklin, Gosper, Harlan, Kearney, Nuckolls, Phelps, Webster, Banner, Box Butte, Brown, Cherry, Cheyenne, Dawes, Keya Paha, Kimball, Morrill, Rock, Sheridan, Sioux, Antelope, Boone, Boyd, Butler, Colfax, Holt, Knox, Madison, Nance, Pierce, Platte, Polk, Stanton, Burt, Cedar, Cuming, Dakota, Dixon, Saunders, Thurston, Washington, Wayne)

In September we will train and go live in 12 counties in Southeast Nebraska. We are working with DCS, Douglas, Dodge, Hall and Buffalo Counties and anticipate them going live in October or November following their customization to existing records systems. We anticipate being statewide by the end of 1999.

VINE Implementation - September, 1999

4)
**Local
Applications**



The CJIS Advisory Committee has targeted various areas along the criminal justice cycle as needing to be improved to better the overall use and availability of data. These improvements should allow for better use and access to the data not only in those systems but also across systems.

These projects were collectively referred to as Local Applications and include law enforcement, county attorneys, probation and mugshots. The funds that are available will not allow for the implementation of these local applications but did allow for a measured step to be taken to determine the need and feasibility of implementing systems, the selection of possible solutions and the best way to integrate these solutions to meet the overall CJIS goals. The main parties to be involved in each area are

- 1) law enforcement (to determine needs and a common software solution for sheriffs and police departments) - Nebraska Sheriffs Association, Police Chiefs Association of Nebraska, Police Officers Association of Nebraska, Nebraska State Patrol
- 2) county attorneys (to determine needs and a common software solution for county attorneys, Attorney General's office and public defenders)- Nebraska County Attorneys Association, Nebraska Attorney General's Office, Nebraska Commission on Public Advocacy, Nebraska Criminal Defense Attorneys Association
- 3) probation (to determine needs to possibly upgrade software being used by probation offices and determine need and methods of better data sharing) - Nebraska Probation Department
- and 4) mugshots (to determine the need and feasibility of a statewide mugshot system operating in conjunction law enforcement and booking systems and its relation to PCH) - Mugshot Subcommittee of CJIS, the AFIS Policy Board and DMV.

STATUS: A subcommittee with working groups from each of the areas worked in 1999 to establish needs requirements and determine how

feasible it is to try and implement standard programs. An RFI was issued and vendors were interviewed to evaluate different approaches such as regional systems, LAN solutions, AS400 solutions and Internet based options. This study will be useful as we continue to look at these areas and solicit funding.

Currently, funding is available from the NCHIP grant to assist in law enforcement automation. While this amount (\$300,000) is probably insufficient to do statewide law enforcement automation we feel that we can combine funds from the appropriation to significantly impact local law enforcement. To that end, we are issuing an RFP in September to get bids on software for law enforcement. The anticipation is that we can establish a state license for software, have it modified to meet state requirements and CJIS broad goals, and make it available to small to medium sized law enforcement agencies. It is hoped to have a program available by the end of the year as many agencies are experience Y2K issues.

5) Statewide Protection Order System

This project will implement a central file of issued and served protection orders in Nebraska, accessible by law enforcement in any jurisdiction.

Typically, a valid protection order has not been available outside of the jurisdiction it was issued in. There is both a desire and a need to have this information known to law enforcement, not just for the enforcement of the order but also to complete the picture of those who are involved with the system. Federal statute has also raised the applicability of protection orders across state lines (known as Full Faith and Credit).

This project requires the participation of law enforcement, county attorneys, courts and victim advocacy groups. Protection orders are currently maintained primarily within a jurisdiction and only available manually. Agencies have the option of manually entering protection orders into a file maintained by NSP.

The intent of a statewide system is to provide base information on protection orders electronically to all agencies. Although protection orders require a clear paper trail and documents, this system should also help in the flow of information through the process.

The general goals include

- * Provide knowledge of protection orders when issued for gun checks by the Nebraska State Patrol by electronic posting from the courts upon issuance

- * Provide electronic posting and audit controls/availability of issued protection orders to sheriffs and allow sheriffs to update information

- * Provide tracking of protection orders when issued by the courts and served by the sheriff
- * Provide the ability to record service of protection orders to a central registry for access by all law enforcement
- * Provide the basis for posting protection orders into NCIC, the national crime system maintained by the FBI

STATUS: The project design has been completed for both state and local agencies. Agreements have been signed with Douglas and Lancaster Counties for their participation. Sarpy County is undergoing changes in its local systems and will review participation in the future. The necessary programming for the project is now underway and it is projected to be completed by the end of 1999.

Other Projects

The CJIS Strategic Plan identified a number of projects that were being undertaken, particularly through the NCHIP grants received previously. The NCHIP projects have been managed by the Nebraska State Patrol while the court automation project is through the State Court Administrator. These projects provide significant opportunities for criminal justice data and data sharing.

1) AFIS/PCH Interface

This would allow automatic retrieval of criminal history records from the Nebraska State Patrol's system (PCH) based upon fingerprint identification using the automated fingerprint identification system (AFIS). This project is 95% done and will be finished following the completion of III.

2) Switcher/PCH Interface

This would provide criminal justice users direct access to criminal history information stored in PCH via NBLETS, replacing the old system. This project has been completed.

3) Interstate Identification Index (III)

This will enable the state central repository (PCH) to participate in the FBI III program for national indexing of criminal records. This project is has been completed.

4) **JUSTICE/PCH Interface**

The State Court Administrator and NSP will develop an interface to the automated court system, JUSTICE, to transfer disposition data electronically into PCH. This project is being worked on now after having to wait for resources. It is projected to be completed in 1999.

5) **Gun Instant Check**

This project would aid the state in complying with the National Instant Check System (NICS) which resulted from the Brady Law. The state will not participate at this time but will instead rely upon FBI processing of NICS checks.

6) **JUSTICE Implementation**

JUSTICE, an automated court system developed by the State Court Administrator's office, was being implemented prior to the development of the plan and will be installed in county courts and district courts in the state. Interfaces will be built where applicable and it is anticipated that the statewide court data will be available through the CJIS server.

Related Projects

1) **Statewide Intelligence System**

The sharing of confidential information in the course of investigations is critical to law enforcement. Being able to share data electronically would allow for a timely sharing of data which has not always been possible due to distance and the need for security. The Nebraska State Patrol is currently developing a statewide intelligence system that will allow agencies to electronically access information collected by the drug task forces in the state, called NeLEIS. This will provide the basis for general intelligence data to be collected disseminated electronically. The system has gone live in 1999 and will be expanding to a broad user base. Given the nature of intelligence data and it typically being contained outside of normal criminal justice data systems and the need for general criminal justice data to be more accessible, statewide intelligence projects were consciously excluded from the CJIS Strategic Plan. However, as technologies change and agencies move to access a wide variety of data there needs to be a conscious effort to find similar or consistent solutions. Networking and general access to data lends itself to solutions that can be used consistently by people and so the CJIS committee needs to work with the Patrol to meet the broader goals of data access. For this reason, the security being implemented by the CJIS server, specifically the issuance of digital certificates for verifiable identification of users beyond standard passwords, will be used by NeLEIS. This will allow us to leverage the costs and administration of the component needed by both systems and minimize the complexity for local

agencies.

2) Sex Offender Registration (SOR) System

In response to federal and state requirements the Nebraska State Patrol is developing a process to identify and store information on convicted sex offenders. The SOR files will reside on a computer which will easily allow administrative work to be done and ultimately linked to the state's telecommunications switch so that information can be available upon request. The registry is active at the Patrol and NSP is finalizing ways to disseminate the data per statute. The CJIS server will provide a way for information to be accessible to law enforcement and criminal justice agencies easily.

3) Automation of Victim Assistance Units

The victim assistance units in Nebraska perform valuable services across the state. By working with victims of crime and the criminal justice system they make the process easier for citizens and more complete for processing through the system. While much of the information collected or needed by these agencies, such as sexual assault crisis centers and victim/witness units, is not shared by other agencies it is essential for their internal needs. Access to general information in the criminal justice system is also necessary.

Most of the units in the state had little or no automation prior to 1998. The Crime Commission funded the purchase of PC's and the development of a case management system, to consistently gather statistics needed by state and federal agencies, to assist these agencies. While they will probably not directly add data to criminal justice databases this automation allows them to participate in programs such as the victim notification system and other CJIS projects. The acquisition of the case management system is being done by the Nebraska Domestic Violence Sexual Assault Coalition.

Current CJIS Funding and Budgets

As stated, the 1997-1999 biennium was the first for which the Crime Commission received funding for CJIS activities. In FY98 the Commission received \$250,000 and it received \$300,000 in FY99. The FY99 was increased in the last Legislative session by \$50,000, earmarked for partial first year operating costs for a victim notification system.

For FY00-01 the Crime Commission received \$600,000 (\$300,000 per annum) for implementation of the CJIS Strategic Plan. Funds will be used for operations, support and enhancement of the CJIS server and initiation of new projects. A complete budget has not been finalized pending the results of the Local Law Enforcement Automation RFP which will likely require funds to be dedicated from the appropriation to supplement NCHIP funds.

Concerns and Opportunities

The implementation of systems affecting a broad range of state and local agencies in a manner that meets current needs while laying the foundation for future growth is complex. The ongoing participation of the broad range of CJIS participants points to the need and acknowledgment that a coordinated approach is necessary. The commitment of participants to consider and prioritize projects that may not meet their own specific needs shows the recognition that improvements at any and varied points along the criminal justice cycle serves to help the overall system and all of those involved.

The CJIS projects, the Strategic Plan and the general approach recognize that resources and funding are not infinite. In fact, projects undertaken should stand alone and provide a service while moving toward a larger integrated system. Projects such as the CJIS server and development of a comprehensive approach to local automation provide the real cornerstones for local and shared data throughout the system.

Funding will be an ongoing concern to implementing systems with broad impact and involvement. The state appropriation has been pivotal in securing commitment for participation by agencies and anticipating the continued success of systems. However, the majority of funds put toward project implementation so far has been federal grant funds. Some of these monies, such as from Byrne and NCHIP, had been set aside or earmarked for CJIS projects while CJIS was being formed and identifying projects to undertake. These also may provide a limited recurring source for monies for CJIS activities. Other funds, specifically VOCA and VAWA monies, became available on a one time basis. The first year projects of victim notification and a protection order registry were eligible for these funds but it is doubtful that there will be additional monies. The CJIS Advisory Committee must continue to seek out whatever ad hoc funding sources may arise as well as establish a consistent funding base within the state. As projects grow in size and scope the costs, both start up and operating, will need to be available. Also, while there are other sources of criminal justice funding in the state for automation, such as NCHIP or appropriations for JUSTICE implementation, these projects must be coordinated and funds leveraged as possible to gain the broadest impact.

Local levels of government have expressed a concern about their potential costs for automation projects. While CJIS projects so far have minimized or eliminated necessary local costs there will likely be ongoing operational costs. While the burden of criminal justice or automation costs to local governments is no different than in other areas and must be seen in the same light as general budget constraints, the safety of citizens and law enforcement requires that the priorities of funding be examined closely. A partnership for costs between the state and local governments is likely to be the only way that technology can be expanded.

While systems and computers have rather visible costs there are other costs and limitations that affect CJIS and government. The shortage of necessary and trained data processing staff to manage, complete or work on projects and systems is very evident. Projects at

both the state and local level have had to change time lines because of limited personnel. In meeting with local agencies to plan the criminal justice Intranet there was a broad lack of personnel, even in larger communities, to have staff that could support day to day operations. Funding and staffing must be shared by state and local agencies but the impact for implementation and support will affect criminal justice and other projects with cumulative effects.

Appendices

CJIS Advisory Committee - Representatives by Affiliation and Agency

Michael Overton, Chair
Nebraska Crime Commission

Manuel Gallardo, Vice Chair
Nebraska Parole Board

John Cariotto
State Court Administrator's Office

Lash Chaffin
League of Nebraska Municipalities

Jim Jansen
NE County Attorneys Association
Douglas County Attorney's Office

Larry Dix
NE Association of County Officials

Chief Scot Ford
Police Chiefs Association of NE
South Sioux City Police Department

Terry Lane
Douglas County Information Systems

Ken Gallagher
Office of Juvenile Services
NE Health and Human Services

Dave Wegner
NE Probation Administration

Captain Barb Hauptman
Omaha Police Department

Sheriff Gregg Magee
NE Sheriffs' Association
Adams County Sheriff's Office

Marlene Vetick
Clerk of District Court
Platte County Courthouse

Steve Worster
NE Commission on Public Advocacy

Sarah O'Shea
NE Domestic Violence Sexual Assault Coalition

Captain Byron Patterson
Police Officers Association of NE
Kearney Police Department

Cliff Privatt
NE Department of Correctional Services

Ed Ragatz
Lincoln Police Department

Mike Thurber
County Correctional Departments
Lancaster County Corrections

Ron Bowmaster
NIDCAC
NE Intergovernmental Data Services

Lauri Smith Camp
NE Attorney General's Office

David R. Stickman
NE Criminal Defense Attorney's Assn

JoAnna Svoboda
NE Coalition for Victims of Crime
Lincoln Police Victim/Witness Unit

Lieutenant Dave Dishong
NE State Patrol

Sue Zaruba, President
NE Association of County Court Employees
Hamilton County Court

