

February 22, 1994
JM/lk 314M.2

Introduced by: PETE VON REICHBAUER

Proposed No.: 94 - 133
11267

ORDINANCE NO. _____

1
2
3
4
5
6
7

8
9
10
11
12
13
14
15
16
17
18
19
20
21

22
23

24
25

26

27
28
29

30
31

AN ORDINANCE appropriating \$232,216 to the Department of Youth Services from the Criminal Justice Fund for the implementation of the Juvenile Justice Wide Area Network and amending Ordinance 11130, Section 63, as amended.

BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

SECTION 1. There is hereby approved and adopted a supplemental appropriation of \$232,216 to the department of youth services, from the Criminal Justice Fund for the implementation of the Juvenile Justice Wide Area Network.

SECTION 2. Ordinance 11130, Section 63, as amended, is hereby amended by adding thereto and inserting therein the following:

YOUTH SERVICES - From the Criminal Justice Fund there is hereby appropriated to:

Youth Services/CJ

\$232,216

INTRODUCED AND READ for the first time this 7th day of March, 1994.

PASSED this 21st day of March, 1994.

Passed by a vote of 13 to 0.

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

Kent Pullen
Chair

ATTEST:

Gerald A. Peterson
Clerk of the Council

APPROVED this 1st day of April, 1994

Gary Luehe
King County Executive

JUVENILE JUSTICE WIDE AREA NETWORK

INTRODUCTION

The development of a **Juvenile Justice Wide Area Network** is a major component in the implementation of a Unified Family Court System in King County. The primary advantage claimed for a family court system is the unification of all complaints, petitions, and case types within one case processing and management system.

The *Juvenile & Family Court Journal* (1993/Vol. 44, No. 1) states, "The authority to direct and control each and every step of the daily processing and management of all family court cases should be placed in one central office, with one family court administrator having the ultimate responsibility, subject to reporting through the established chain of command. The collection of accurate, relevant information and data by the central case processing units is a necessary function of the administration of the family court system." A common information system, with access and input from all Juvenile Justice System actors, is imperative for effective implementation of a unified system. The King County Juvenile Offender System Planning Oversight Committee (POC) has worked toward both short term system improvements as well as long term structural and systematic changes.

The long term vision is to develop and implement a "family court system which can, within one system, address the multiple needs of children and families, including dependency, divorce, domestic violence, and the offender process." In April, 1993, the King County Superior Court, King County Department of Judicial Administration, and the King County Department of Youth Services jointly submitted a "1994 Single New Innovation" proposal to the county addressing the steps that can be achieved in 1994 to move toward this vision. The proposal notes, "family and community dysfunction, including domestic violence, sexual victimization, substance abuse, and gang affiliation, are increasingly common. Increased cultural diversity in the community raises challenges of communication, disproportionality, and culturally relevant services. The numbers and complexity of cases make offender accountability and rehabilitation difficult to achieve."

Included as part of the "1994 Single New Innovation" proposal is the expansion of the current Department of Youth Services Wide Area Network (DYS-WAN). The converted information system would be enhanced to provide automated information exchange among King County justice system agencies and include a standard interface with the state judicial information system. A juvenile justice database would benefit the civil, criminal, and juvenile courts. Judges at different court divisions and levels would have access to information which would impact judicial decision making.

Page 2

Probation personnel would benefit from coordinated information on their clients, and administrative staff of all agencies could more efficiently schedule cases involving the family. Data, previously unavailable in a central database, will be readily accessible to all system actors. In Washington State, King County maintains the lead position for development and implementation of a unified family court. Studies have shown an integrated information system to be a vital component when implementing such a concept. To this end, King County plans include a county-based expanded wide area network for juvenile data, capable of interface and integration into other databases.

DEPARTMENT OF YOUTH SERVICES WIDE AREA NETWORK

The Department of Youth Services Wide Area Network (DYS-WAN) was established in January, 1993, and development will be completed in February, 1994. A simplified description of the goals of the DYS-WAN is to provide internally generated data processing services to DYS and the Office of the Prosecuting Attorney (Juvenile Division), including Social File Automation, generation of statistical data, wordprocessing, mail, fiscal services, shift scheduling, management and budget facilities, as well as service utilities, such as printing, faxing, mail, and others. The DYS-WAN system encompasses the main DYS complex (including the Office of the Prosecuting Attorney), the five outlying DYS satellite offices, and the Detention Facility. The ability to access the county (C&CS) mainframe and similar services is supported through a '3270' gateway, ensuring that all county agencies and external system users requiring access to the DYS-WAN are accommodated.

The DYS-WAN will become a self-sustaining system in February, 1994, with the transition of all data and files from the current King County Computers & Communication Services Division Juvenile Information System (JIS). The goal of the DYS-WAN is to include as many system actors as possible in the common information sharing environment, limited only by agreed upon security constraints.

The DYS-WAN utilizes industry standard 'off the shelf' software programs running within the WINDOWS environment, which provides for increased speed of project development, standardization of commands, cross program data sharing, and shared use of system facilities. Security is handled by a suite of utilities which provide for intruder and virus protection, individual user account configuration, and complete program tailoring.

The current standards for the DYS-WAN include use of 80386 DX 40 IBM clones with Thomas Conrad Network Interface Cards (NIC's), HP Laserjet printers, a Novell 3.11 Operating System, FoxPro Professional Database development system for Windows, Microsoft

Page 3

Mail, WordPerfect for Windows, and various Windows compatible software for special projects. Servers are 80486 and Pentium based systems utilizing both duplexing of hard drives for complete redundancy, as well as a complete tape backup system.

The policies governing the technical administration of the DYS-WAN were adopted in December, 1993, and follow accepted industry standards, designed to ensure the continuous, effective, and secure operation of the network. (Attachment A - DYS-WAN Administrative Policies)

JUVENILE JUSTICE WIDE AREA NETWORK

The proposal for the utilization of funds currently held in reserve, pending Council approval, calls for the enhancement of the DYS-WAN into a **Juvenile Justice Wide Area Network**, utilizing the DYS-WAN as a basis for expansion, and administered by the King County Department of Youth Services. A Policy Committee, currently comprised of the Directors and Administrators of the Department of Youth Services (Chair), Department of Judicial Administration, Office of the Prosecuting Attorney (Juvenile Division), Superior Court, Office of Public Defense, and the Computers & Communication Services Division of the Department of Executive Administration, are charged with the oversight, development, and implementation of the **Juvenile Justice Wide Area Network**.

Development of the **Juvenile Justice Wide Area Network** began in the Fall of 1993, with the formation of the Joint New Initiative Wide Area Network Work Group, comprised of system users and representatives of each agency involved in the collaborative effort. The work group will finalize necessary input for the Juvenile Court Automated System Design Criteria document in February, 1994, which will be approved for implementation by the Policy Committee. (Attachment B - Juvenile Court Automated System Design Criteria)

The goal in implementation of the **Juvenile Justice Wide Area Network**, in addition to the consolidation of information into a shared database, is to develop network enhancements to better serve the users of the system.

The Policy Committee recommendations for inclusion by the workgroup in the design criteria include the following items for implementation in 1994:

■ Diversions Fee Program

The program consolidates functions currently performed by DYS and Superior Court staff, into one functional unit, addressing all county diversion programs, including the implementation of a fee for service component.

■ **State JIS Interface**

The WAN system will interface, utilizing a real-time link, with the State JIS and WACIC systems.

■ **Statistical Report Requirements**

All statistical reports required by Juvenile Justice agencies will be drawn upon a common database, available to all system users.

■ **Court Order Generation**

Court orders initiated by any authority may be prepared and disseminated within the WAN system.

■ **Findings of Fact Order Generation**

Orders may be generated within the courtroom, and disseminated to all parties immediately.

■ **Judicial Enhancements (Westlaw, E-Mail, etc.)**

Judges and other court personnel will have on-line access to E-Mail, Westlaw, wordprocessing, statistical reports.

■ **Design Disproportionality Inputs/Reports**

The WAN database will include all fields required for input of disproportionality data and for the generation of statistical reports for all system actors.

■ **Court Information Consolidation**

All data on youths and families will be available within a central database for accessibility by system actors.

■ **Calendaring**

All parties required to input and modify the court calendar and responsible for case scheduling will do so on-line and within a central system within the WAN.

(Attachments C & D provide a matrix describing the Service and Data Access which can be incorporated in the Juvenile Justice Wide Area Network upon receipt of funding and a System Schematic.)

COUNTY COUNCIL PROVISIO RESPONSE**DESCRIBE THE INFORMATION CURRENTLY PROVIDED ON THE DYS-WAN AND HOW IT WILL BE SHARED WITH OTHER AGENCIES.**

The DYS-WAN currently contains the entire contents of the Computers and Communication Services Division (CCS) Juvenile Information System (JIS). Additionally, Sexual Offender data, restitution data, community service data, finance data, personnel data, social file information, statistical data, management data and a variety of other sub-systems reside on the DYS-WAN. This data resides in a multi-server, multi-tasking multi-relational database, known as FoxPro for Windows, as well as in other programs compatible with the Windows environment, with the ability to send and receive information from FoxPro. The information in the DYS-WAN, enhanced with court information and additional functionality, will be shared with other agencies, contingent upon security requirements, upon assessment of the agency's connectivity needs. If, for instance, thousands of transactions a day are required to fulfill agency needs, a suitable high-speed system will be arranged. If, however, the needs are minimal, the agency can save expense by requesting a downloaded report. A range of communication links are available through the use of industry standard hardware and software. The current technology allows for the tailoring of each agency's connectivity needs. It should be noted that all current users of information on the DYS-WAN will be linked upon conversion from the C&CS mainframe in February, 1994. These users include all DYS units and programs, including the Detention Facility, the Office of the Prosecuting Attorney, the Department of Adult Detention, the Office of Public Defense, and multiple police agencies throughout King County, including the Seattle Police Department and Public Safety. The links will range from a full connection to the system as a remote session node (workstation) to an agencies' continued use of their mainframe (3270) terminal, with data provided through the gateway installed at DYS.

Agencies who choose full connectivity will benefit from all of the services available on the network, restricted only by their security privileges. The information on the network is provided through a distributed processing network system, which allows each user to have an environment tailored to their work requirements. Each user, although drawing on many elements of the same information base, may establish an environment containing individualized tools to enable them to conduct the work of their agency or department in an efficient manner.

HOW WILL USER AGENCIES ACCESS THE DYS-WAN DATABASE

As discussed in the preceding all current users of the DYS-WAN will continue access to the database following conversion from the C&CS mainframe in February, 1994. In addition, the Department of Judicial Administrations' Clerks Office and Superior Court personnel located at the Department of Youth Services will be directly linked to the network, and will both enter and access the database. The use of JNI funds will enable the addition of these departments and their personnel, including a bridge to the Superior Court and Department of Judicial Administration in the King County Courthouse, and upon completion will become the basis for the **Juvenile Justice Wide Area Network**. Generally, the information of other county agencies fall into two classifications: 1) a general historical inquiry into the database to research a particular case or to derive statistics, or 2) an active on-line data entry and inquiry in the database. Those who do itinerant research in the database may tie into the network using a low-speed low cost modem; use a 3270 mainframe terminal to consult a file; or they may hook up directly to the network using a standard 386 PC. Users who have networks of their own may bridge their systems to the network at DYS.

IDENTIFY THE COSTS OF MAKING SUCH ACCESS POSSIBLE

The costs identified in the JNI budget request represent the actual costs for equipment, connectivity and development of the **Juvenile Justice Wide Area Network**. The costs of access for new agencies, as discussed in the preceding, will be dependent upon equipment availability, their information requirements, and how they wish to receive data. In general, hook up costs include the following items, if an agency does not already possess them:

- A 386 or greater IBM compatible PC
- A communication device which matches the standards for communication protocols defined by industry standards for connecting to Novell networks.

The current network supports a wide range of products and protocols, and the costs associated for connectivity and access will depend on the quality and speed of connection desired.

INTERAGENCY AGREEMENTS

An administrative agreement was reached in December, 1993, which defines the administrative and operational responsibilities for implementing the addition of the Superior Court and Department of Judicial Administration functions on the Department of Youth Services Wide Area Network, including the coordination of staff operations at Juvenile Court. (Attachment E)

IDENTIFY THE ROLES FOR DATA ENTRY OF EACH OF THE AGENCIES, AND IDENTIFY ANY DUPLICATIVE DATA ENTRY AMONG USER AGENCIES

Data entry in the current mainframe JIS system is accomplished by three different entities: the DYS Records Unit staff, the DYS Detention staff, and the Juvenile Prosecutor's staff. The three groups enter information into three different distinct areas of the JIS system, and because these areas are minimally linked, there is duplicate entry. Additionally, certain information is only available on some screens, and because this information must also be entered onto other screens, there is a fair amount of manual hand written note taking and copying of information from one screen in one subsystem so it can be entered again into another system. A major goal in the development of the conversion to the Juvenile Justice Wide Area Network is that all information is shared with all appropriate agencies, and that there is one source of data. This is the primary reason for moving data to the DYS-WAN and expanding the system to create a Juvenile Justice Wide Area Network which includes other agencies. Individual departments will have screens and applications tailored to their specific needs, with information residing in a common database, to enable all users on the system to view the same data, restrained only by security requirements. A goal of this initiative is to eliminate the current duplicate data entry, which will be provided by the expenditure of JNI funds, and can occur prior to the end of 1994. The following represents entry, per department into the common relational database, with access available by all internal and external agencies maintaining a link to the network:

- **Department of Youth Services**
 - Social File information
 - Detention data and reports
 - Detention Screening reports
 - Diversion data
 - Warrants
 - Disproportionality data/reports
 - Notices
- **Prosecuting Attorney**
 - Criminal filings
 - Criminal history
 - Portions of Calendaring
 - Warrants
- **Superior Court**
 - Portions of Calendaring
 - Court Order generation
 - Court case scheduling
 - Conference Committee Diversion Program

- **Department of Judicial Administration**
 - Portions of Calendaring
 - Legal file information
 - Court Order generation
 - Notices

- **Office of Public Defense**
 - Attorney assignment

DEMONSTRATE AN ATTEMPT TO CONNECT WITH THE STATE FOR A REAL TIME COMMUNICATIONS LINK

The current DYS-WAN system is establishing a real time data communications link with the Washington State Crime Information Center (WACIC). All technical aspects of this connection are accomplished, and upon completion of State paperwork, this will be completed in early 1994. This will allow real time access to WACIC data from any workstation on the network, governed only by security requirements. Additionally, DYS is in contact with both JUVIS and SCOMIS staff who have expressed an interest in real time links to receive data in upload form from the network, which will eliminate duplicate entry within the Department of Youth Services Records Unit, the Office of the Prosecuting Attorney, and the Department of Judicial Administration Clerks Office.

DEFINE A UNIQUE CASE IDENTIFIER

The Juvenile Justice Wide Area Network will support a unique case identifier. Based on research data from juvenile systems across the country there are a variety of means to accomplish this goal. The Justice System actors within the county, including State agencies, all of whom interact with families and youth, need to collaboratively determine a unified approach in the development of a unique case identifier system. A unique case identifier within a common database adds to the holistic understanding of a families' dynamics, and can assist in the determination of the best course of action for that family.

An example of a unique case identifier, utilized in Clark County, Nevada, is the Family Process Control Number (FPCN). The FPCN is composed of 8 digits. The first 6 digits identify the family being processed. The last 2 digits identify the individual family member being processed. This number can be linked to the individual reference numbers specifying the individual offenses for which the respondent is being charged, or with which he/she has been convicted, including domestic, civil, and dependency matters involving the family. The benefit of the FPCN is that judges, probation counselors, court staff, detention staff, and others can, with one number, view information about the whole

family unit, or about any individual in it.

IDENTIFY SAVINGS FOR EACH AGENCY RESULTING FROM THE PROPOSED SYSTEM

The expenditure of JNI funds will enable all of the participating agencies to connect to the proposed **Juvenile Justice Wide Area Network**. The following represents the savings, per department, resulting from implementation of the network.

- **The Department of Youth Services and the Office of the Prosecuting Attorney (Juvenile Division)** jointly reduced their 1994 budget requests in an amount exceeding \$200,000, due to the transition from the C&CS Mainframe. These savings will be generated from the elimination of funds for the C&CS mainframe and programming support. The network employs fourth generation language tools (4GL) and programming techniques, whereby programs are self-generated, eliminating the requirement for costly programming staff. DYS has experienced staffing efficiencies subsequent to implementation of the DYS-WAN. The utilization of the word-processing capabilities on the network by line staff has enabled the reassignment of Office Technician staff to perform production typing functions and to backfill similar staff on leave, rather than employ unbudgeted extra-help for coverage needs. Undocumented time savings have been realized for staff reaping the benefits of information readily available to them 'on-line' throughout the department and satellite field offices. The creation of a .50 FTE for the analysis of Disproportionality in the system will be unnecessary, due to the ability to immediately access the database within the network. Additional savings may be realized upon completion of the **Juvenile Justice Wide Area Network**, which will employ the installation of additional workstations for staff.
- **The Superior Court's Juvenile Court operations and the Conference Committee Diversion Program (CCDP)** will experience operational efficiencies by automation of manual processes currently utilized in all facets of court operations, eliminating redundant manual activities in preparing the daily calendars, implementing diversion case and fee tracking, electronically producing and disseminating court orders, providing word processing and legal research capacity for judges, and provision of a communication link to the Courthouse. These operational efficiencies may result in value-added elements of enhanced communications between Juvenile Court and downtown Superior Court operations, and make available court coordinator FTE time to be directed to calendar management and case tracking needs not currently provided. The Superior Court implementation

of a diversion fee system in early 1994, with a consolidated staff, is intended to more efficiently serve the system. A \$20,000 savings will be realized in the JN1 budget request, due to the development of a Diversion Fee Program within the network. The electronic production of court orders will enable immediate dissemination to system actors, such as the Clerk's Office, Probation Counselors, the Records Unit, Prosecutors and Defense Attorneys.

- **The Department of Judicial Administration (Clerk's Office)** will experience efficiency of operation by the blending of court data on the network, for case tracking and reporting, calendaring, and iterative generation of legal paperwork. A value-added will be judicial access, E-mail, and Westlaw access at the Juvenile Court. The juvenile system requires consolidated statistics and management reports about a juvenile's flow through the juvenile justice system, from police referral through adjudication and probation. Currently this capacity does not exist. Using six months of extra-help, DJA is budgeted to begin development of a case tracking and management reporting system in 1994; the extra-help funding needs for the second half of 1994 are dependent on the WAN development. The goal of the WAN is to consolidate DJA court statistics with the DYS and Prosecutor information on the WAN, and for the WAN to supply all desired consolidated case management reports. Depending on when the WAN upload of court data is available, the second six months of extra-help may not be necessary. Currently, DJA produces the courts calendars from SCOMIS data. Much of the calendar data is not central to the legal record but is entered on SCOMIS so that it is available for calendaring (example: co-defendent status, linking old and new cases, courtroom assignment, etc). Much of this data is already available on the WAN. The JN1 goal is to add the necessary court data to the WAN and for the WAN production of the calendars. This will enable DJA to utilize clerk and court coordinator time to address the 33% increase in filings since 1988, and to efficiently and accurately produce notices from the database. When accurate, up-to-date information is available from the WAN database, and the automated generation of notices can occur, data entry time of a few hours per week will become available. In addition to these specific savings, the WAN represents value-added for DJA, as well as Juvenile Court. Better calendars mean more efficient use of court time, a common database eliminates redundancy, and the WAN production of calendars and management reports represents more comprehensive descriptions of juvenile case flow.
- **The Prosecuting Attorney's Office** will initially experience an emulation of their current system, with the additional benefits of the components inherent in the network, such as

E-mail, and the ability to manipulate data as required for reporting and statistical purposes.

All agencies will eventually benefit from the elimination of duplicate entry upon incorporation of a real-time data link to JUVIS, upload from SCOMIS, and to WACIC (which includes a direct link to the NCIC).

A PROPOSED JUVENILE DIVERSION CASE MANAGEMENT SYSTEM

Superior Court staff have produced a **Consolidated Diversion System** draft, which documents a set of specifications for information required to compile and track cases. This system is under active development at DYS, in conjunction with the Superior Court Social Services/Conference Committee staff, and will be operationalized in February, 1994. A copy of this document is attached. (Attachment F)

CONNECTION TO FAMILY LAW SYSTEM AT SUPERIOR COURT

The JNI budget includes funding for a bridge/router to tie the current DYS-WAN to the existing Superior Court network. The bridge/router will allow users of the **Juvenile Justice Wide Area Network** to communicate and exchange information and data electronically with users of the Superior Court LAN. The Superior Court plans to expand the capacity to include the Family Law System at the Superior Court. The capability exists to connect the Family Law System when funds are allocated for expansion of the Superior Court LAN.

The **Juvenile Justice Wide Area Network** plan has been submitted to the Metropolitan Services department's information services division and the Department of Executive Administration's Computers & Communication Services Division. The plan is consistent with WAN standards and information technology plans currently under development.