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Evaluation of JABS:
Joint Automated Booking System Program

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EXECUTIVE SUMMARY

The objective of this JABS Effectiveness Analysis is to measure and analyze quantitative and qualitative improvements in booking offenders into the Federal criminal justice system using JABS. The base for this analysis are original goals and objectives of the JABS initiative. This analysis examines tangible and measurable impacts JABS has on Department of Justice (DOJ) law enforcement officers performing bookings with this system. This analysis also examines perceived or intangible impacts JABS has upon these law enforcement officers performing their duties.

The approach to analyzing JABS is a combination of quality management and business re-engineering tools and techniques to collect and analyze data for an independent assessment. Once JABS was available for user operation in the Southern District of Florida, processes were implemented to collect effectiveness related data. Data collection efforts only focused on DOJ law enforcement users in the Southern District of Florida during the first six months of operation. While the initial data collected may appear to be heavily skewed due to system startup, future data, collected at intervals over extended performance of this laboratory, will provide a valid trend analysis on effectiveness of this initiative.

Initial JABS focus was successful fielding of the integrated suite of equipment, software and communications necessary to support DOJ practitioners in South Florida completing the booking process. Priority was placed on ensuring practitioners could successfully execute an offender booking. Heavy emphasis was placed on agency and individual training. While some agencies, like Drug Enforcement Administration (DEA) and United States Marshals Service (USMS), have operational experience in automated booking station technology, for other agencies JABS introduces automation, digital photographs and fingerprints, data sharing and an investigative tool capability into the booking process.

The JABS Laboratory was constructed to build, integrate and field resources to validate and test the concept of an automated booking station. Using National Institute of Standards and Technology recognized standards for fingerprints and draft guidelines for mugshots, JABS provides a baseline capability which could be integrated into current and future agency technology based systems. JABS complements and supports DOJ national law enforcement initiatives. Development of JABS uses standards consistent with other DOJ national law enforcement initiatives, such as the Federal Bureau of Investigation (FBI) Integrated Automated Fingerprint Identification System (IAFIS). Using these standards permits an early demonstration of the DOJ law enforcement community's capability to exchange data between agencies and electronically transmit fingerprint data to the FBI.

JABS is an unqualified success. JABS performance in the Southern District of Florida is meeting or exceeding the initiative's original goals and objectives. From the view of law enforcement practitioners in South Florida, JABS provides a tool and capability to improve data collection during the booking process. Operational experience gained with the laboratory validates the concept of source data collection and data exchange as an integral element of the booking process. Operational experience and performance data from this laboratory also provides a base from which to develop technical and operational requirements for a national initiative.

Interviews with practitioners, for the most part, reflect both enthusiasm and excitement about capabilities and features provided by JABS. Statistical data which focuses on data entry and initial JABS operations supports these perceptions. Statistical data and interview data which focuses on JABS as an investigative tool and integral element of the family of Federal law enforcement systems identifies opportunities to re-engineer and integrate these capabilities. Practitioners have high expectations that JABS data collection and data exchange functionality can be expanded or incorporated into current and future national law enforcement systems.

There has been a shift in scope and focus of the current JABS initiative as law enforcement officers (practitioners) gain an understanding of potential uses of a JABS like tool. This shift has been driven by both practitioners and the respective agencies as operational expertise increases. Practitioners see opportunities for JABS to support investigative processes within a geographic area such as a District. This requirement stimulates re-engineering opportunities to reduce, streamline or eliminate procedures in a District to book an offender from the arresting agency through the USMS/Bureau of Prisons (BOP) pipeline. *JABS, at a practitioner level, is now viewed as more than a mere booking device to produce digital photographs and fingerprints. JABS is seen by law enforcement practitioners as a tool to reduce administrative tasks by capturing data once and then allowing all authorized users to access this data. At a practitioner level, JABS is also seen as a medium to increase and expand intra- and inter-agency exchange of data.* With authorized access, a practitioner can build and append/update a record, as well as perform searches on groups of records or review an individual record. A Deputy Marshal at West Palm Beach can review a record created by an Immigration Inspector at Miami International Airport A FBI agent from the Miami Field Office, who left Miami without a photograph of a suspect to be interviewed who resides in West Palm Beach, can visit that respective office to obtain JABS photographs or personal history before visiting the suspect. *In short, practitioners view JABS as a labor saving, law enforcement tool to help in daily performance of their duties. These same practitioners also see JABS as a catalyst to eliminate or reduce duplicate forms and processes in the District in order to streamline booking processes.*

Agency perspectives of JABS are also undergoing significant changes as experience increases and new opportunities are presented for using data collected through a JABS like system. *Inter-agency exchange of data and re-engineering booking processes to streamline procedures are important as well as the capability to integrate JABS data into current or future agency system initiatives.* In simple terms, if data is first captured with a JABS like system, procedures and interfaces can be defined to allow this data to be ported into existing or future agency systems.

With this perspective, JABS is not a means to an end but merely a front end data collection tool that allows for migration of select data into current or future Department of Justice and agency law enforcement focused information technology initiatives.

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SECTION 1. GENERAL

1.0 INTRODUCTION

This Section outlines objectives, scope, methodology and assumptions associated with data collection and analysis of the effectiveness of the Joint Automated Booking System (JABS) Laboratory established in the Southern District of Florida. This review examines the first six months of operational use of the JABS Laboratory.

1.1 PURPOSE

Purpose of this analysis are to identify benefits and effectiveness derived from employing an automated booking station at a point at which an offender enters the criminal justice system. To understand the potential impacts of JABS, this analysis needs to define and articulate a number of perspectives are critical to this analysis which include:

- An understanding of goals and objectives of the JABS Laboratory,
- Potential relation of JABS to other Department of Justice criminal justice initiatives,
- Perceptions of JABS from Agency perspectives, and
- Perceptions of JABS from perspectives of Federal law enforcement officers in South Florida.

1.1 OBJECTIVE

The objective of this JABS Effectiveness Analysis is to measure and analyze quantitative and qualitative improvements in booking offenders into the Federal criminal justice system using JABS. The base for this analysis are original goals and objectives of the JABS initiative. This analysis examines tangible and measurable impacts JABS has on Department of Justice (DOJ) law enforcement officers performing bookings with this system. This analysis also examines perceived or intangible impacts JABS has upon these law enforcement officers performing their duties.

The approach to analyzing JABS is a combination of quality management and business re-engineering tools and techniques to collect and analyze data for an independent assessment. Once JABS was available for user operation in the Southern District of Florida, processes were implemented to collect effectiveness related data in this NPR Laboratory. While the initial data collected may appear to be heavily skewed due to system startup, future data, collected at intervals over extended performance of this laboratory, will provide a valid trend analysis on effectiveness of this initiative. Data collection efforts only focused on DOJ law enforcement users in the Southern District of Florida.

1.2 SCOPE

This report first examines effectiveness of the JABS laboratory in South Florida focusing on user acceptance, resource impacts, and efficiencies, both tangible and intangible, of a JABS like concept. The point of departure for this element of this analysis is the statistical data and supporting interviews with practitioners in South Florida.

Initial JABS focus was successful fielding of the integrated suite of equipment, software and communications necessary to support DOJ practitioners in South Florida during the booking process. Heavy emphasis was placed on agency and individual training. While some agencies, like Drug Enforcement Administration (DEA) and United States Marshals Service (USMS), have operational experience in automated booking station technology, for other agencies JABS introduces automation, digital photographs and fingerprints, data sharing and an investigative tool capability into the booking process. An initial priority was to ensure practitioners could successfully execute an offender booking. With booking experience and growth of a local JABS data base, re-engineering booking processes, streamlining Southern District of Florida forms and requirements for offender booking, eliminating duplicate tasks and developing JABS as an investigative tool should be a higher priority. Concurrent with this initial priority was a perception that JABS would provide significant savings in resources (time and money) in the booking process.

The JABS Laboratory was constructed to build, integrate and field resources to validate and test the concept of an automated booking station. Using National Institute of Standards and Technology recognized standards for fingerprints and draft guidelines for mugshots, JABS provides a baseline capability which could be integrated into current and future agency technology based systems. JABS complements and supports DOJ national law enforcement initiatives. Development of JABS uses standards consistent with other DOJ national law enforcement initiatives, such as the FBI's Integrated Automated Fingerprint Identification System (IAFIS). Using these standards permits an early demonstration of the DOJ law enforcement community's capability to exchange data between agencies and electronically transmit fingerprint data to the FBI.

1.3 BACKGROUND

The Joint Automated Booking System (JABS) is a Justice Performance Review (JPR) laboratory undertaken by DOJ's five law enforcement agencies (Bureau of Prisons, Drug Enforcement Administration, Federal Bureau of Investigation, Immigration and Naturalization Service and United States Marshals Service). JABS applies existing booking station hardware and software consistent with recognized national standards to test and validate a concept to improve collection and sharing of offender information. This laboratory approach focuses on needs of the user/practitioner involved with processing offenders into the criminal justice system. As a result, a two tiered management approach consisting of a Washington Level Working Group and a South Florida Level Working Group was established to manage, coordinate and direct this laboratory.

Objective of this laboratory project was to test the concept of a shared regional data base of offender information which is consistent and coordinated with the national criminal justice information systems managed by the FBI. Justice Management Division (JMD), which serves as coordinator to the Working Groups, is tasked with administrative, contractual and management aspects of running this laboratory. As the laboratory has progressed, JMD's role has come to be viewed as a coordinator pending validation of the JABS concept and establishment of a JABS Program Office.

JABS focuses on the application of automated booking station hardware and software technology in a local/regional law enforcement environment in an integrated approach that allows the five DOJ law enforcement agencies to share information as an offender moves through the criminal justice process. This laboratory environment provides an opportunity to re-engineer long standing business practices, like booking processes, address law enforcement practitioners' operational needs as defined by DOJ law enforcement agencies, and provide a basis for developing a set of technical and data standards for a potential booking station acquisition that ensures all participants can share information locally and yet be consistent with the Department's national information sharing initiatives.

The JABS Laboratory has been operational since February 15, 1996 in South Florida. The present JABS laboratory solution is a data collection and concept validation tool. This laboratory configuration continues to serve as a test platform for eventual development of a nationwide concept.

1.4 METHODOLOGY

Strategy for measuring the effectiveness of the JABS Program employed three discrete phases. In the first phase, technical and investigative research was performed to define a baseline pre-JABS environment. From this research, the current JABS laboratory environment was defined. This technical and investigative research, while of short duration, primarily focused on JABS Program historical and requirements documents available at JMD, and discussions with JABS Washington Working Group and Miami Task Group staff and key points of contact in BOP, DEA, FBI, INS and USMS. Primary purpose of this initial research was to identify how the introduction of JABS has led to changes among agents, marshals, law enforcement officers and officials in performing booking tasks and the means by which they access booking data. This first stage identified sources of data and targeted categories of law enforcement officers and technical/administrative support staff from whom to solicit additional information on JABS effectiveness.

The second phase incorporated a questionnaire and interview process conducted with select JABS users at BOP, DEA, FBI, INS and USMS. These user questionnaires were directed to law enforcement officers and support staff who depend upon JABS to perform their work or need JABS data to support enforcement operations. After administering these questionnaires, compiling data and initial statistical analysis, interviews with select respondents were orchestrated, with JMD and Agency assistance, to confirm responses and clarify any questions.

The third phase used data collected during phases one and two with supporting statistical analysis to identify tangible and intangible benefits derived from the JABS Program. Tangible benefits are those which agencies actually experienced in current or potential capabilities directly related to JABS Examples of tangible benefits might include savings in time and personnel for JABS users in processing individual bookings. Intangible benefits generally have few quantifiable indicators, but include a positive impact on operations and management within an agency resulting from reliable and timely identification and investigative data to law enforcement practitioners.

1.5 ASSUMPTIONS

Assumptions include:

Focus -Focus of the questionnaire data and statistical analysis were the DOJ law enforcement practitioners in South Florida. This data analysis was tempered with interview and research data collected from the Washington Working Group. The Washington Working Group's focus is enterprise or global issues impacting relationships of a particular agency, its role and developing initiatives consistent with goals and objectives of the JABS Laboratory. In South Florida, law enforcement practitioners have a focus that JABS is a tool for offender booking and collecting / sharing data between local Federal agencies about a specific offender.

Timeliness - Even though the JABS Laboratory has been operational since February 15, data collected through questionnaire and interview processes provides an initial baseline to analyze and measure trends. It was anticipated that data collection aspects of this analysis would be repeated a number of times over the operational life of this Laboratory to refine data, measure and track trends.

Sample Size - Initial sample size for the questionnaires and subsequent interviews was small. The small sample size is based upon the limited operational time in which JABS has been available to the South Florida user community at the time the data was collected. Repeating portions of the questionnaire and interview process at 270 days after initial start of JABS operations would assist in refining and validating user trends and effectiveness perceptions.

1.6 DOCUMENT ORGANIZATION

Section 1. General, provides the objective, scope, background and methodology associated with this analysis.

Section 2. Background Data, provides a JABS system description, addresses the relationship of JABS with other DOJ enterprise initiatives. This section defines what JABS is intended to accomplish, goals and objectives and perspectives of agency staff representatives to the Washington Working Group.

Section 3. Interview Findings, addresses initial findings and perception based upon select interviews with Federal law enforcement officers in South Florida using JABS. Site visit summaries and perspectives of agency staff assigned to Miami Task Team are presented in this section.

Section 4. Statistical Analysis of Questionnaire Data, is the description and analysis of JABS related data solicited by questionnaire from Federal law enforcement officers in South Florida.

Section 5. Conclusions, outlines conclusions relative to the JABS initiative.

Section 6. Recommendations, outlines recommendations based upon data collected and analyzed, both statistical and qualitative, and conclusions.

Appendix A, Terms and Definitions, details terms and definitions found within this report.

Appendix B, Data Sources, details data sources and references used for this report

Appendix C, Productivity Questionnaire, is a copy of the primary data collection tool for the statistical data.

SECTION 2. BACKGROUND DATA

2.0 INTRODUCTION

Section 2 focuses on defining the JABS initiative in terms of the NPR laboratory, system description, goals and benefits. This section also defines each agency's perspective of the benefits offered by JABS. Data for this section was obtained from research of JMD JABS documents and interviews with agency representatives to the Washington Working Group.

2.1 WHAT IS JABS?

JABS is a front-end source level data collection engine using commercial off-the-shelf integrated hardware and software to capture fingerprints, mugshots, supporting evidence and background data on an offender arrested by a DOJ law enforcement agency. The JABS configuration provides a communications and database vehicle to collect an offender's ten-print fingerprints, mugshot, evidentiary photographs and personal history data in electronic form, and then share this data with other DOJ law enforcement agencies in South Florida. JABS views information sharing from a new perspective of providing data across the criminal justice system rather than the traditional vertical organizational view.

As a front-end data collector, JABS data could be processed into agency specific systems. Under this scenario JABS data is imported into an agency specific system to be used by that system. *Exhibit 2-1, JABS Suite*, describes current integrated hardware and software products used in the JABS laboratory. The hardware and software technology incorporated in a JABS Suite is current state-of-the-art commercial-off-the-shelf products adapted to support this laboratory. This existing laboratory configuration provides operational experience with these technologies which can be incorporated into a nationwide initiative. This laboratory serves to validate an automated booking station concept, identify efficiencies, and define operational and technical requirements for a nationwide initiative.
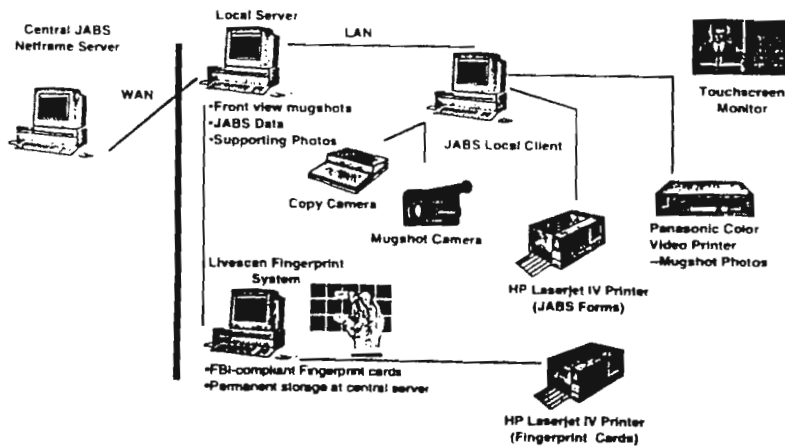
Exhibit 2-1. JABS Suite

Basic configuration for each JABS site includes:

- Local server,
- Mugshot camera,
- Copy camera for evidentiary photographs,
- Color video printer to produce hard copy of mugshots and evidentiary photographs,
- Livescan Finger Print system, and
- Laser printer to produce hard copy of fingerprints and JABS forms.

This basic configuration is connected with a local area network at the agency site. Each basic configuration is then connected with a wide area network to a central JABS server.

2.2   JABS NPR LABORATORY

Exhibit 2-2, JABS Laboratory Configuration, details in general terms the physical configuration of JABS in South Florida. Each agency in this exhibit has the capability to process ten-print fingerprint cards, mugshots, evidentiary photographs and background data at an agency location.

Exhibit 2-2. JABS Laboratory Configuration

Exhibit 2-3, JABS Data Flow for South Florida (Regular Working Hours) details a notional flow of data on an offender from an arresting agency (DEA, FBI, INS, USMS) to processing by the USMS - Miami through incarceration at the Federal Detention Center (FDC) Miami BOP facility

Arresting officers at DEA, FBI, INS or USMS using JABS create a JABS data record of biographical data on an offender, produce mugshots and evidentiary photo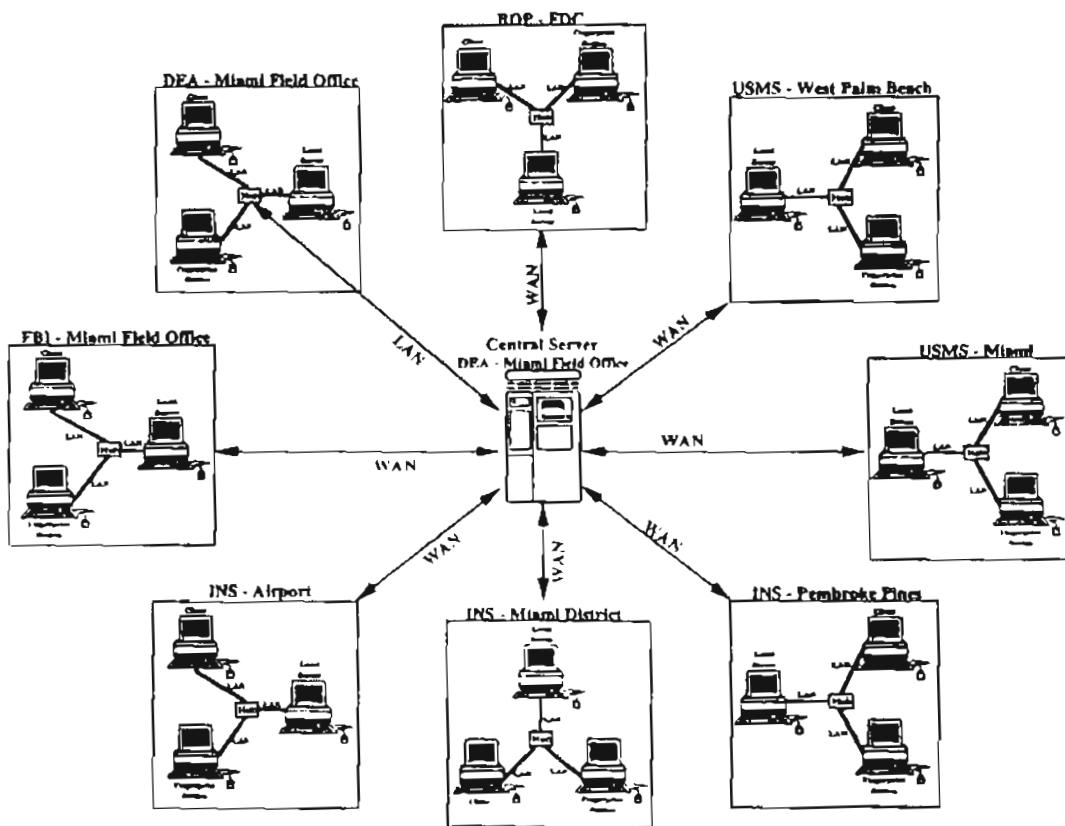graphs and capture digital fingerprints with the Livescan System. When a JABS record for an offender is created, a unique JABS record number is assigned.

Arresting officers then transport the offender to the designated USMS facility. The USMS staff, in processing an offender can retrieve a JABS record using the JABS record number. To expedite the booking process at the USMS facility, some arresting officers provide copies of the digital fingerprints and mugshots, however, USMS staff has the capability to locally generate these documents. USMS staff review the JABS record for accuracy and missing data elements. USMS staff also create a Prisoner Tracking System record for each offender. The offender is then remanded to the Bureau of Prisons facility at which time a SENTRY record is created. Initial JABS processing is completed when USMS staff process an offender into PTS, however, an offender's JABS record can be appended as required.

Non-DOJ law enforcement agencies and those DOJ federal officers without access to JABS resources can take an offender directly to the USMS District or West Palm Beach offices. Both sites have the capability to complete all aspects of JABS processing on an offender

Data Form
Digital Photo
Digital Prints
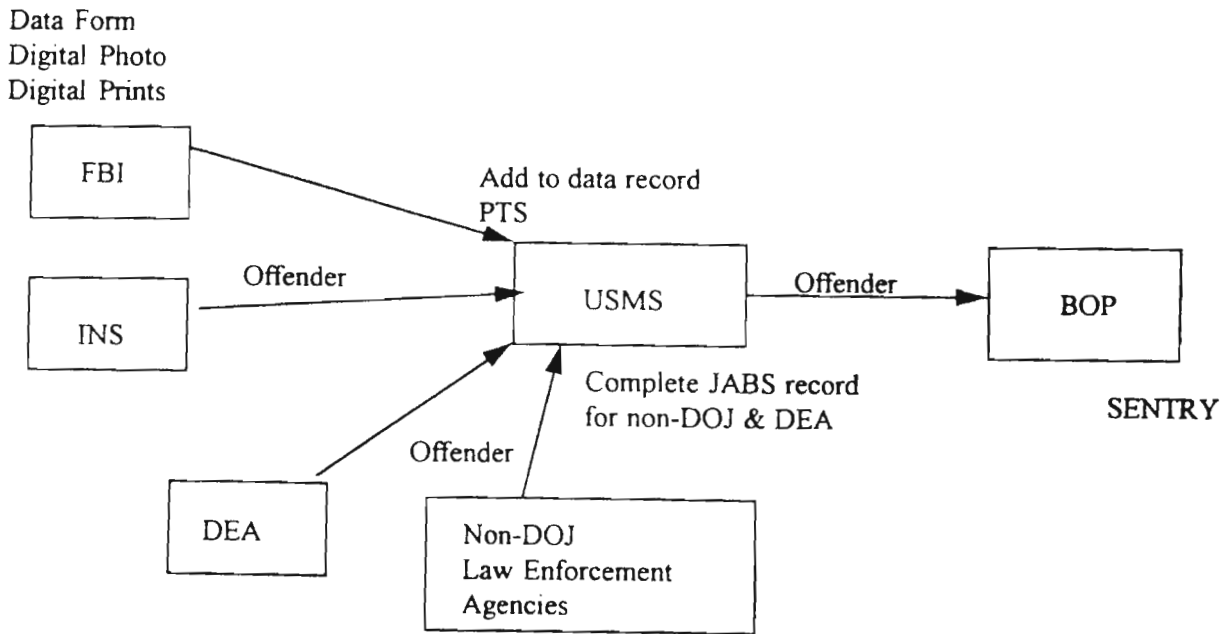
Exhibit 2-3. JABS Data Flow for South Florida (Regular Working Hours)

Exhibit 2-4, JABS Data Flow for South Florida (Outside Regular Working Hours) details a notional flow of data on an offender from an arresting agency (DEA, FBI, INS, USMS) to processing by the USMS - Miami through incarceration at the Federal Detention Center (FDC) Miami BOP facility. Outside regular working hours, arresting officers take offenders to the supporting BOP facility. BOP creates a SENTRY record on each offender. The arresting officers can create a JABS record using the respective agency JABS resources or by using the BOP JABS resource. At the start of the next working day, BOP staff transport all offenders received outside regular working hours to the USMS. The USMS staff, depending upon the circumstances, either updates and verifies an existing JABS record for an offender or creates an initial JABS record for an offender. PTS processing is also completed at this time.
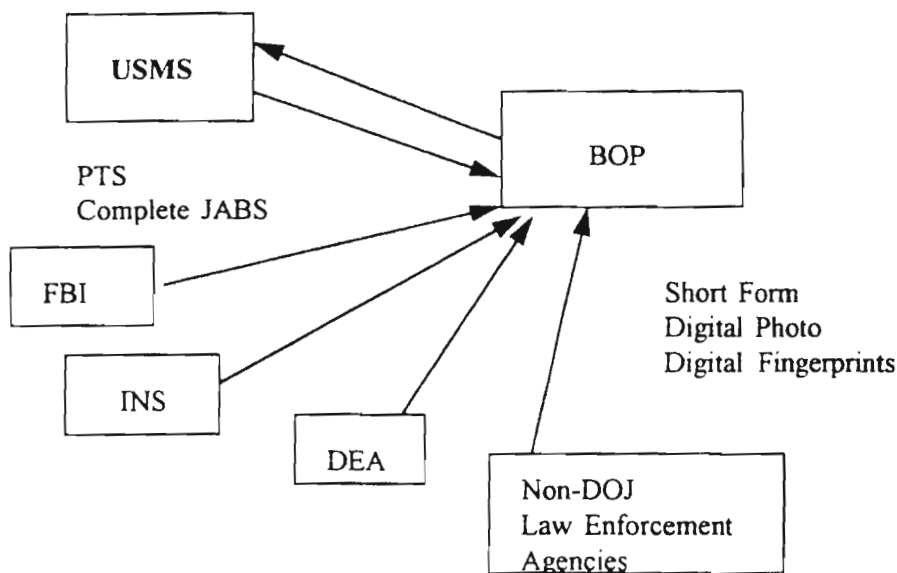
Exhibit 2-4, JABS Data Flow for South Florida (Outside Regular Working Hours)

A critical component of *Exhibits 2-3 and 2-4* is the role of the USMS. While an arresting agency can create a JABS record and input essential data, the USMS is the focal point for inducting an offender into the Prisoner Tracking System and for remanding an offender to BOP. Independent of availability of JABS resources at an arresting agency or working hours, each offender will eventually be processed through a USMS facility. This path through USMS provides an opportunity for initial data capture for JABS and/or data exchange of data, captured in JABS, on an offender being inducted into the criminal justice system.

In the Southern District of Florida, those arresting agencies (DEA, FBI, INS, USMS) with a JABS capability create a *JABS Personal History Report* on each offender. This action creates a unique record in JABS. Using the JABS number associated with this record as a reference, additional data can be appended and other agencies can view this record as well. An arresting agency also uses the Livescan Fingerprint System to create a ten-print fingerprint card of the offender. A front and side view mugshot is produced with a video camera, while a supporting photograph camera is used to record, where possible, scars, marks, and tattoos. This camera can also be used to photograph evidence and personal jewelry/possessions found on an offender. In addition to JABS processing requirements, an arresting agency also completes agency specific forms. In the next step, an arresting agency delivers an offender to the custody of the United States Marshals Service, Miami for incarceration.

United States Marshals Service, Miami is the central point of contact for incarcerating all federal offenders into Bureau of Prison's Federal Detention Center (FDC) Miami. DOJ arresting agencies (DEA, FBI, INS) provide USMS Miami with a JABS number, copy of the ten-print fingerprint card and mugshot. USMS Miami, using this JABS record number, reviews the JABS record, making necessary corrections and additions of incomplete data elements. USMS Miami also creates a record for an offender in the USMS Prisoner Tracking System (PTS). If a DOJ agency has encountered difficulties in creating a JABS record or processing fingerprints or mugshots, USMS Miami has a capability to correct this record or append required data elements. Once JABS and PTS processing are completed, an offender is incarcerated at FDC Miami. At this time, an interface between JABS and PTS to support transfer of common data elements has yet to be developed.

There are a few of variations on this general example to include:

- Offenders held in local county or municipal jails pending transportation to USMS Miami: Under this scenario, a DOJ arresting agency can complete JABS processing at an agency JABS site or wait until an offender is delivered to USMS Miami to initiate JABS processing.

- After routine working hours, a DOJ arresting agency can deliver offenders directly to FDC Miami. This scenario is most common on weekends and holidays. Next working day, an offender is delivered to USMS Miami for processing into JABS and PTS. This offender is then returned to FDC Miami.

- Non-DOJ agencies with Federal arrest powers, such as the Departments of Defense, Treasury, Agriculture and Interior also process offenders though USMS Miami. During working hours, a non-DOJ agency offender is processed by USMS Miami into JABS and PTS. Outside normal working hours, an offender is held at FDC Miami until the next working day for USMS Miami to complete JABS and PTS processing.

Exhibit 2-4, JABS Processing by Agency, details JABS records created from 15 February through 15 August 1996. Intent of this exhibit is to display levels of activity by agency. This exhibit displays numbers of bookings performed on a JABS suite at a specific site rather than the booking performed by that specific agency. With the exception of BOP and USMS District, it is logical to assume that all bookings performed on a JABS suite located at a specific agency were performed by that specific agency. USMS District performs bookings for all Federal law enforcement agencies. BOP does not perform offender bookings. *Section 4.0, Statistical Analysis of Questionnaire Data* will discuss each agency's participation in South Florida in greater detail.

Agency / Location	15 Feb – 15 Aug
BOP (Note 1)	18
DEA (Note 2)	22
FBI	134
INS - Airport (Note 3)	475
INS - District	122
INS - Pembroke Pines	233
USMS Miami (Note 4)	942
USMS West Palm Beach	82
Totals	2,026

Exhibit 2-4. JABS Processing by Agency

Note 1. During the initial six months of JABS operations, BOP has yet to use this suite to perform a booking, however, bookings listed reflect FBI use for a mass arrest, and DEA use after routine working hours when depositing an offender for incarceration.

Note 2: DEA JABS resources were activated on 15 July. Prior to this date, DEA arrests were booked by USMS District.

Note 3. Significant increase in INS Airport booking attributed to start up of Port Court on 1 July and mandatory requirement to book offenders, both criminal and administrative, in JABS.

Note 4. USMS District booking reflect DEA arrests prior to 15 July and all arrests made by Federal law enforcement agencies lacking access to JABS.

2.3   JABS GOALS AND BENEFITS

Goals of the JABS Laboratory include:

- streamline the booking process through automation and eliminating duplication,
- provide a capability to update offender/prisoner information with regard to medical, physical, and arrest status,
- standardize Federal law enforcement data elements,
- establish a more efficient process for identifying repeat offenders and persons with outstanding charges, and
- refine technical and operational requirements for a nationwide program.

Perceived early benefits produced from the JABS Laboratory include:

- *Speed* - An automated booking can be completed in approximately one quarter of the time currently required by manual processes.
- *Elimination of Duplication* - The JABS system creates a single, comprehensive electronic record of data first time it is collected.
- *Data Availability* - Computerization enables offender data to be stored, organized, linked and retrieved.

2.4   RELATIONSHIP OF JABS TO DOJ ENTERPRISE INITIATIVES

The present JABS Laboratory operates without interfaces to any current or proposed DOJ or agency specific automated information system. While today's JABS configuration supports exchange of data between DOJ JABS users, data destined for USMS PTS and BOP SENTRY is manually entered into those systems. *A vision of JABS as a front-end data collection system provides opportunities for electronic exchange between JABS and existing or proposed DOJ enterprise systems. These front end data processes could include electronic fingerprint submission, exchange of offender data between agencies in a specific district or region or exchange of JABS data to populate data requirements for an agency specific system.* To understand these opportunities, a brief description of the major DOJ and agency specific automated information systems is provided.

2.4.1   FBI Integrated Automated Fingerprint Identification System (IAFIS)

The FBI is responsible for gathering, maintaining and analyzing criminal identification and history information. On a daily basis, the FBI receives over 100,000 electronic requests for criminal history information, nearly 35,000 fingerprint card requests and approximately 14,000 written updates to the criminal history file, e.g. disposition data from courts. With advances in electronic communications, expanded legislative mandates and increased sophisticated law enforcement technology, the FBI's Criminal Justice Information Services (CJIS) Division has restructured its

criminal investigation support process to include electronic integration of imaging technology and reorganization of work patterns.

One of the major changes taking place is the development of Integrated Automated Fingerprint Identification System (IAFIS). Consisting of three integrated components, IAFIS will modernize the FBI's current paper-based system for identifying fingerprints and searching criminal history records. IAFIS will enable the FBI to provide a rapid response to the growing number of identification requests using fingerprint cards. IAFIS will support a law enforcement agency's ability to digitally record individual fingerprints and other related information, and electronically transmit and receive data with the FBI. IAFIS will completely replace the current paper-based system. It will scan paper fingerprint cards electronically, sort fingerprint data digitally, automatically search the database to identify candidates, and dramatically reduce the number of manual steps required to make an identification, thus significantly speeding up the process. IAFIS will respond to urgent fingerprint identification requests in as little as two hours.

JABS can fulfill this mission of source data capture of ten-print fingerprints and digital photographs. Once captured at the local Federal law enforcement level, these digital fingerprints could then be forwarded to IAFIS for processing. In essence, JABS then becomes one of the means by which digital ten-print fingerprints are initially recorded and forwarded to IAFIS.

2.4.2   USMS Prisoner Tracking System (PTS)

The USMS PTS is an information system used to support handling of Federal offenders in the Marshals Service district and sub-offices. PTS is an element of the USMS Prisoner Population Management System. The Automated Booking Station (ABS) element of PTS utilizes client/server technology to communicate with PTS. The ABS is the client aspect of the applications, while PTS is the server portion of the system. Generally all persons charged with a Federal offense are brought to the USMS by the arresting officers for booking purposes. This booking process establishes the offender's individual "official" arrest record. The USMS booking process using PTS consists of three steps. The first is recording of the offender's personal history. Second is photographing the offender and third is fingerprinting the offender.

The offender's personal history is captured either manually on a USM-312 form or electronically directly into PTS. In many cases, the arresting Federal agent works with the offender to complete the USM-312 prior to arrival at USMS district or sub-office. In other cases, the USM-312 is completed at the time the offender is "Officially" booked by the USMS. When the USM-312 is completed prior to arrival at the district or sub-office, the process to then enter this data into PTS takes approximately 10 to 15 minutes. If the USM-312 data must be gathered at the time of arrival at the district or sub-office, the process takes approximately 15 to 40 minutes to enter into PTS. If the offender has no prior "Federal" criminal record, a USMS prisoner number will be assigned at that time.

The second step in entering data into the PTS is to produce offender photographs. Whereas personal history data entered into PTS now resides in a digital format, offender photographs for PTS can only be produced and stored as a paper copy. At least one photograph of every offender booked/processed by the district must be retained. The photograph is required to display a full exposure of the individual's face with the individual's USMS number (generated during entering personal history data into PTS) and a side exposure of the individual's face. Once a photograph is taken, a stamp/sticker is applied to the back of the photograph with key elements of the individuals personal identification.

The time it takes to complete this part of the booking process varies greatly between districts and sub-offices. There are no standard sets of photographic equipment in the USMS, therefore the quality of the photographs vary greatly from office to office. Also, USMS has no standard methods or equipment for duplicating photographs, therefore many of the duplicates of the original photographs are of low quality. As a result, an extra number of originals are taken to ensure high quality photographs are available. The transfer of these photographs from one district/sub-office to another location is normally accomplished through the mail and is untimely. The lack of quality photographic systems within the district and sub-offices in most cases precludes capturing scars, marks and tattoos which are a valuable means of identification.

During the booking/data entry processes for PTS, two sets of ten-print fingerprints are taken from each offender. One set is submitted to the FBI, and the other is retained in the offender's USMS file. It takes an average of 30 minutes to roll two sets of ten-print fingerprints and fill in the identification information on the cards. Rolling inked fingerprints is a dirty, time consuming job that requires a level of accuracy gained only through experience and practice. It is not uncommon to print an individual several times before obtaining two "good" cards that appear to have a high probability of being classified by the FBI. Fingerprint cards returned as "unclassifiable" are a problem since the offender has to again be fingerprinted. If the offender has remained in custody, this is a fairly simple process. If the individual is free on bail, an appointment must be scheduled to repeat the fingerprint process. If the offender refuses to return to the office to be fingerprinted, a court order may have to be obtained directing his/her return.

With development of an interface, personal data elements in JABS, first captured during creation of the JABS record, can be migrated to PTS. The capability to populate a PTS record with select JABS data elements would eliminate repetitive data entry steps and reduce steps in the offender booking process.

2.4.3   BOP SENTRY

The Bureau of Prisons SENTRY system is a prisoner management and tracking system used to manage prisoners within BOP's facilities nation-wide. For each offender/prisoner under BOP's responsibility, SENTRY contains personal, medical, disciplinary, court and institutional data. Data for SENTRY is pulled from a number of sources to include USMS PTS and Federal court provided documents. BOP operating procedures require that ten-print fingerprints and

photographs be a part of this record. Each time an inmate is moved into or out of a BOP facility, ten-print fingerprint cards are produced. Since these cards are used for BOP prisoner management and accountability, these cards are not forwarded to the FBI but maintained within the prisoner's Federal record that moves with the prisoner through the BOP system.

With an interface, JABS collected data can be used to support SENTRY data requirements. The JABS ten-print fingerprints and photographs, which are printed at the USMS District Office to become part of the PTS record, could also be used as part of the SENTRY record for an individual offender. Personal data elements in JABS, first captured during creation of the JABS record, like PTS, could also become part of a SENTRY record. Today, these elements are manually entered into SENTRY. A capability to populate a SENTRY record with select JABS data elements or use of JABS created digital fingerprints and photographs by BOP would eliminate repetitious data entry steps.

2.4.4 INS IDENT

Immigration and Naturalization Service IDENT is a client/server system to assist in identifying repeat offenders previously denied entry into the United States, attempting again to enter this country illegally. Today, in operation along the southwest border (and being expanded nationwide), IDENT captures a left and right index fingerprint along with a black and white mug shot. Limited text data is also captured in the IDENT record. INS's legacy systems depend upon an individual disclosing a real name. However, with individuals increasingly using false names, another means to identify illegal aliens was required. IDENT is a biometric system, digitally capturing prints of the two index fingers to assist Border Patrol Officers and INS inspectors identify aliens who have made repeated attempts to illegally enter this country. IDENT does two searches; one in an alien criminal database which brings up a photograph for the Border Patrol Officer/INS Inspector to compare to the alien, and one for aliens who have made repeated attempts to illegally enter the country. Administrative records for aliens who have entered the United States illegally are held by INS. If the alien in question is identified in either database, follow-on actions for either administrative processing to return the alien to country of origin or criminal prosecution is pursued.

A JABS interface would allow data, first captured in JABS processing, to be used to complete IDENT data requirements. Index finger data extracted from JABS could be used to populate IDENT. Conversely, if criminal prosecution is pursued, a JABS record would be created on the individual alien with digital fingerprints forwarded to the FBI.

2.5   AGENCY PERSPECTIVE OF JABS INITIATIVE

Consistent with methodology for development of this analysis, a series of interviews were
conducted with key agency representatives of the Washington Working Group to solicit each
agency's perspective of JABS. These interviews were conducted in the January/February time
frame *prior* to commencing JABS operations in South Florida. During these interviews, primary
focus of interviewees was fielding an integrated JABS suite in South Florida. While many agency
representatives had individual views how JABS might operate, limited operational experience with
booking station technology made it difficult to visualize an integrated concept to support current
and future agency information systems requirements.

As an NPR initiative, a departure from traditional life cycle systems development methodology
provided DOJ with a capability to be responsive to needs of practitioners at the first tier of law
enforcement. This departure from a traditional approach allows a sponsor to wave many of the
detailed system documentation development requirements normally associated with building
information systems. While a *JABS Security Plan* and *Configuration Management Plan* were
formally developed and staffed, many of the other key system development processes were
streamlined to expedite development and implementation. One result of this expeditious approach
was the lack of a concept of operations or clear understanding of JABS relationships within
current and proposed DOJ information systems architectures.   As a multi-agency initiative,
JABS serves as a catalyst to better identify changes in information exchange that provide
opportunities to reengineer the booking processes and availability of data to law enforcement
officers.

2.5.1   Bureau of Prisons

BOP's SENTRY is the key to managing the Federal prisoner population. Accuracy of data
within this system is given a high priority with all data elements validated from court provided
documents and NCIC. Since these interviews were conducted prior to commencing JABS
operations in South Florida, there was skepticism as to the value of JABS for BOP. BOP
administers long term management of Federal prisoners which is significantly different from DOJ
law enforcement mission of other agencies participating in JABS. BOP receives those arrested by
other agencies, but as a general rule, does not perform offender bookings.

From BOP's perspective, validity and accuracy of data entered into SENTRY is critical to
managing this prisoner population. Positive ID of an offender is critical. For classification of an
offender sentenced to a BOP facility, accurate SENTRY data is needed to support prisoner
assignment to a specific facility. This data comes from the federal courts. In general, BOP will
consider first hand data about an offender/prisoner but never offender/prisoner provided data
without confirming accuracy.

Offender arrests by a Federal law enforcement officer are first delivered to the USMS for initial
processing and then remanded to a supporting BOP facility. Even though a federal magistrate

may release this offender on bail prior to the offender's trial, all offenders will pass from arresting Federal agency to USMS to a BOP facility during the booking process. BOP defines prisoners in one of three categories: pretrial, pre-sentenced or sentenced. As an offender/prisoner moves through the criminal justice system, these categories change.

BOP's initial perceptions were that offender/prisoner digital photographs and ten-print fingerprints would be the most useful products from JABS. Personal history data collected via JABS during booking is perceived to be "thin" compared to the volume of data on each offender/prisoner contained in SENTRY. In essence, the perception was that BOP staff would continue to create SENTRY records and could possibly use the JABS generated photographs and fingerprints. Along similar lines, BOP produces numerous ten-print ink fingerprints. Each time an inmate is moved in or out of a BOP facility, a set of ink fingerprints is taken to confirm identity. The vast majority of these prints are used locally and maintained in an individual's six part BOP file rather than being forwarded to the FBI.

BOP's Miami FDC is participating in the JABS NPR Laboratory for South Florida. BOP perceives JABS benefits to the FDC will include:

- Decreased time for producing/verifying ten-print fingerprints, and
- Possible use of the mugshot capability.

A decrease in time in verification of fingerprints will come about with the implementation of IAFIS to provide electronic submission to the FBI. While BOP's standard is a black and white photo, there may be merit in color photos especially for scars, marks and tattoos. At the time of this review Washington Working Group BOP representatives appeared unsure of the scope, role and benefits that could be derived from JABS at either the Miami FDC level or as an enterprise initiative.

2.5.2   Drug Enforcement Administration

Drug Enforcement Administration (DEA), of all JABS participants, has the most experience with automated booking station (ABS) concepts and technologies. Previous ABS prototypes in Detroit, New York and Miami have provided DEA users and technical staff with operational experience. From the DEA staff representatives to the Washington Working Group, JABS appears to provide a number of advantages to DEA to include:

- JABS is modeled after current booking process,
- One time capture of data, fingerprints and photographs recoverable and usable to all agencies,
- Provides electronic print capability,
- Capability to generate additional copies,
- Provides agents with an investigative tool, and
- Makes case construction and presentation easier.

DEA believes that agents should input information that is needed to support a booking, but also minimize volume and type of this data to preclude an agent from becoming a data entry clerk. This approach focuses on the right data, correct the first time with all users having access this data. It is hoped this approach would allow agents to minimize data entry time in order to maximize investigative and field time.

DEA activation of JABS was delayed until 15 July because of customization and implementation of enhancements for the JABS graphical user interface (GUI). Based upon DEA's prior operational experience with ABS concepts, the JABS GUI required modification to reflect the DEA's standard booking form. This modification provided user continuity between previous ABS experience and operational capabilities provided with JABS. Since Miami Field Office had previous experience with ABS, using the DEA 202 Form imbedded as a GUI ensured consistency from a user perspective.

DEA's past experience with ABS operations generated an interest to use JABS as an investigative and intelligence tool. Once JABS data collection requirements are fulfilled, an ability for an agent to then use this data as another tool in the investigative process is a key feature. Capability to generate a photo spread of suspects by accessing JABS database rather than spending all day pooling photographs meeting an offender's description from other agents is a time saver. Key word searches, capability to provide quality pictures to a jury, and electronic searches for a specific person or incident are all investigative analysis approaches to save time.

Intelligence functionality for a JABS like initiative might include a capability to collect offender voice samples, make a positive identification without having to take someone into custody and research offender trends and patterns by comparing cases in the database.

2.5.3 Federal Bureau of Investigation

Initial JABS interviews with FBI representatives to the Washington Working Group were augmented with key FBI staff knowledgeable regarding IAFIS and the Electronic Fingerprint Image Print Server (EFIPS) undergoing prototype/demonstration with the Boston, Massachusetts Metropolitan Police Department.

The FBI, from the Washington Working Group level, perceive JABS benefits will include:
- An opportunity to enhance data sharing between agencies,
- Capability to improve the quality of bookings,
- Capability to improve offender identification,
- Provide warnings/critical data regarding an offender to Federal officers at the practitioner level, and
- Eliminate redundancy.

In the area of enhanced data sharing between agencies, JABS provides practitioners at the local level of Federal law enforcement with the vehicle to encourage the easy and rapid exchange of

data about a specific offender. Quality of offender bookings can be positively impacted with the photographic and fingerprint capability of JABS. While mugshots have been a common element of any booking process, today, Federal officers also make extensive use of photographs of scars, marks and tattoos to aid in the identification process. The quality of fingerprints taken during the booking process using Livescan has been open to debate and extensive discussion, however, capturing prints once, storing in an electronic format and making them available to all who need a copy will greatly enhance data sharing. JABS will support one of the objectives of IAFIS which is to accept electronic submission of fingerprints.

While FBI representatives noted many positive aspects of a JABS like program for practitioners, there are a number of areas which may impact the FBI's mission as the Nation's central repository of fingerprints, criminal records and identification responsibilities. These areas include:

- Fingerprint quality
- Professional training of agents and officers taking fingerprints,
- Latent fingerprints,
- JABS relationships to IAFIS.

2.5.3.1   Fingerprint Quality

Depending upon the type of case, the FBI has requirements for both ten-print fingerprints and major case prints. (Ten-print fingerprints images consist of 14 actual print images - 10 fingers rolled individually, a print 4 fingers together for each hand and 2 thumbs pressed straight down.) Major case prints include the standard ten-print fingerprint images plus additional prints from each hand (including the palm) and every ridge on each hand. JABS Livescan will only support production of ten-print fingerprints. While quality of a fingerprint producing device (Livescan or ink roller) has some affect on the quality of prints produced, operator training and experience are the critical factors in obtaining high quality prints.

Consequently, dependent upon the circumstances and the crime, an arresting officer may have a number of options available to capture an offender's fingerprints. One option is to use only Livescan to produce the necessary prints If the circumstance call for major case prints, an arresting officer would have to produce these prints with the ink process. In essence, arresting officers will need to maintain proficiency in the present ink process (for major case prints and as a backup to Livescan) and the Livescan process Consequently while Livescan will support requirements for confirming positive identification of an offender, ink produced prints will be required in addition to Livescan prints for forensic exam of latent prints, and ink will be used for production of major case prints.

2.5.3.2   Professional Training of Agents and Officers Taking Fingerprints

Even with an enterprise wide JABS like initiative, there will still be a requirement to produce ink generated fingerprints in addition to the capabilities provided with a Livescan device. Prints done

for validating identification could be produced with Livescan, while more complex cases may require ink produced fingerprints. The need for only Livescan or ink produced prints or sets of both will be driven by type of case, agency and management policy. Professional training of officers and agents to use both resources should be imbedded in the training and individual development programs for each agency. Knowing how to take prints under both sets of procedures and how to recognize "less than acceptable" prints produced by either digital or ink process are critical pieces of knowledge. Only agent/officer experience and task repetition will ensure a quality product.

2.5.3.3 Latent Fingerprints

Forensic examination of latent prints requires ink produced prints. While an offender's prints were first captured with Livescan, forensic examination of latent prints may require a set of ink produced prints. The need to generate additional prints after initial booking is a case management issue that frequently arises during the course of an investigation.

2.5.3.4 JABS Relationships to IAFIS

A JABS like enterprise wide initiative using Livescan technology to capture digital ten-print fingerprints supports one of the general input mediums into the ten-print based identification services provided under IAFIS. In this scenario, a JABS like device could serve as a front end data collection engine to capture fingerprints in a digital format and then forward these prints via ITN to the CJIS service providers.

2.5.4 Immigration and Naturalization Service

A significant INS focus is identification of aliens crossing into the United States to determine if a specific alien has a legal right to enter this country. INS needs to know if a specific alien has previously entered the United States and, if so, where, when and under what name. Unfortunately, availability of false or forged documents to support a false name to gain entry is all too common. INS has embarked upon a number of biometrics based information management systems to associate a positive identification with each alien. IDENT is currently in place along the Southwest Border and is presently being installed in South Florida INS facilities. From an INS perspective, JABS, while a separate initiative, is an extension of this biometric capability to assist in obtaining positive identification of aliens who have been detained for either criminal or administrative processing. An alien detained for administrative processing is one who has not committed a criminal act but lacks the proper authorization (visa, employment letter, etc.) to enter this country. An alien detained for criminal prosecution is normally associated with a criminal act which could include repeated attempts to enter without legal authorization.

Prior to INS's biometrics initiatives, all previous legacy systems were name based. However, with forged or fraudulent documents and false names, name data in these legacy systems is suspect. When individuals are denied entry, they merely go to the another INS office or try again

to cross the border at a different location with a different name. IDENT is a personal computer based client/server system that captures left index, right index prints and a black & white photograph. It has significantly impacted the capability to identify these repeat offenders with an index fingerprint and photograph even though the offender is using a false name. IDENT has a limited number of text fields to identify false names associated with previous crossing attempts. IDENT is a front end for INS's ENFORCE, a text based system to capture and retrieve Criminal Case History (CCH) data.

Border Patrol officers use IDENT to execute two searches. One search is of a criminal database within IDENT / ENFORCE to identify an alien having previous criminal prosecutions. Another database search focuses on recidivism (repeat offenders) with a previous history of attempting to enter this country without proper authorization. Both searches produce a black & white photograph for an officer to compare to an alien. If an alien is a repeat offender, the individual is given an opportunity to return to country of origin. Along the Southwest Border, IDENT is updated and the alien returned. Approximately 90% of the Border Patrol's detained aliens are administratively processed and execute a voluntary return. Along the Southwest Border, return of an alien is a simple process. In South Florida, in many cases, there is a time delay while coordinating transportation, thus an alien is subject to an administrative booking pending return to country of origin. In South Florida, all INS JABS participants process all their criminal and administrative bookings on JABS.

From an INS Washington Working Group perspective, JABS provides INS with a number of capabilities. First JABS provides both digital fingerprints and photographs. A capability to electronically transmit these digital fingerprints under IAFIS to the FBI for positive identification and to contribute to FBI's fingerprint repository is positive. Likewise extracting select JABS data elements could be used to populate INS data on aliens administratively processed. It is possible an alien who repeatedly attempts to cross the border illegally, but has not committed another crime, will be in the IDENT/ENFORCE database but not necessarily in the FBI's database. This step would require a process to be developed to extract left and right index fingerprint data, possibly photograph data (however IDENT uses black & white where JABS uses color) and limited text data from JABS to migrate to IDENT. Today, in South Florida, INS officers complete all required INS forms to support criminal or administrative actions relative to an alien as well as the forms and documents required by JABS. Much of this biographical data collected in JABS could be printed to INS forms to eliminate duplicate or redundant data entry steps. Should a JABS like initiative be spawned from the South Florida JABS Laboratory, INS has an opportunity to reengineer document flows originated at the Immigration Inspector / Criminal Investigator / Border Patrol Officer level to capitalize on JABS collected data.

2.5.5 United States Marshals Service

Processing Federal offenders for initial entry into the criminal justice system, prisoner security and transportation is a critical mission for United States Marshals Service. Annually, USMS receives more than 100,000 offenders charged with Federal crimes. These offenders, on an average, are produced five times for appearances at detention hearings, trials, other court proceedings, for medical care, or transfer between detention facilities. Average daily prisoner load is approximately 20,000 offenders. To confine these offenders in its custody, USMS contracts with county and local jails for "rental bed spaces" and / or uses a supporting BOP facility. USMS West Palm Beach is an example of a site using "rental bed spaces" from local agencies, while USMS District uses BOP's Miami FDC facility to house prisoners.

Under a current operating scenario, all federal offenders are processed through a supporting USMS site. At this site, USMS completes, for each offender, black & white mugshots, ink ten-print fingerprint cards and USMS 312 - Personal History Form. For each offender, a Prisoner Remand Form and Magistrates Form are also manually completed. A record is also created in PTS for each offender. Independent of which Federal law enforcement agency makes an arrest, an offender will eventually pass through a supporting USMS site. Once USMS processing is completed, this offender is incarcerated in a local facility (rental bed space) or a supporting BOP facility. While an offender may be released on bond at a magistrate's hearing, a record for this offender, with updates, will reside in PTS.

With JABS, once an offender is booked, this data can be reused and / or updated as required. *Section 3.3.5, United States Marshals Service*, describes how in South Florida, USMS District uses JABS to capture initial booking data, and then re-enter much of this same data into PTS. As suggested in this section, from experiences gained with JABS in the past six months, an electronic interface to support migration of JABS data to populate select data element in PTS would eliminate redundant data entry. Likewise, a capability to generate, from a JABS workstation, Prisoner Remand Forms and Magistrates Hearing Forms would also eliminate duplicate efforts, now performed manually, to prepare these forms from booking data.

The USMS is both a user of JABS for booking offenders arrested by Deputies and an entry point for offenders who have not been processed by a JABS capable agency. In essence, USMS functions as a "hub" for an offender's entrance into the criminal justice system. If an agency completes JABS processing, then USMS can work with this data to complete PTS processing. If an agency has no JABS capability, then USMS completes JABS and PTS processing. And if an agency attempts to complete JABS processing but encounters an obstacle, USMS can assist to correct problems and complete processing. While having two detention officers dedicated to JABS and PTS booking is unique to Southern District of Florida, there is merit to expanding this concept, should JABS become a nation-wide initiative. These detention officers have become "super users".

2.5.6 Interested Parties

While collecting completed questionnaires and conducting interviews, in May and July, with select JABS practitioners, systems administrators and South Florida Task Force staff, it become apparent that other Federal and local law enforcement agencies might benefit from participating in the JABS laboratory. A potential user of JABS data that plays a key role in the pre-trial and post-internment process was also identified.

Initial focus of the JABS laboratory has been concentrating on installation, operation, proof of concept and data collection. However, as the JABS database, available only to DOJ JABS participants in South Florida, expands (with over 2,028 records in this database for the first six months of operations), focus needs to be placed on employing JABS as a investigative and research tool. Unlike data entry, requiring each practitioner to have access to a full suite of JABS integrated hardware and software, JABS as a investigative and research tool requires only access to a platform, without a capability to generate photographs and fingerprints, to access the database.

Discussions in May and July in South Florida revealed a number other agencies, described below, that might benefit from having access to JABS data or could become a conduit for expanding the local JABS database. In some cases, this expansion might include a full JABS capability to include ability to produce digital photographs and fingerprints. For other potential users, merely having access to JABS data will suffice. If users at this level need a digital photograph or fingerprints, this data can be printed at the nearest facility that has a full JABS capability.

2.5.6.1   Local Law Enforcement Agencies

During July a call was made to Metro Dade County Police Department to talk with the Department's information systems management staff about access to JABS data and/or participation in JABS in South Florida. Metro Dade processes approximately 200 offenders during a typical working day at the main jail and three supporting facilities. While Metro Dade has a number of automation initiatives underway to streamline booking, all offenders are still processed using black and white, roll film photography for mugshots and ink based fingerprints. From discussions, it was apparent that Metro Dade would like to be considered for participation in JABS.

An advantage of local law enforcement participation in JABS, like Metro Dade, is an opportunity to expand the JABS database with offender data and history from South Florida as offenders enter the local criminal justice system. With an average of 200 bookings per day, Metro Dade becomes a significant data conduit into JABS. Just as JABS has encouraged electronic exchange of offender data by DOJ participants at the practitioner level, these same opportunities are created with expansion to local law enforcement participants. In many cases, it appears that an offender arrested by one agency may be part of an investigation in another agency's case or has information that would be helpful to other area law enforcement agencies, both Federal and local.

While opportunities for expanded offender data collection and sharing are key advantages for encouraging local law enforcement participation in JABS, there are a number of significant issues that need to be addressed to smoothly, efficiently, effectively and securely integrate local and DOJ law enforcement agencies into JABS. Technical and operational issues that might impact local law enforcement participation in a JABS like concept include:

- Security impacts on access and exchange of offender data between Federal and local agencies,
- Local law enforcement agency booking workflow and systems architecture to integrate JABS into a daily routine,
- Data exchange / access policies between Federal and local law enforcement to include the relationship with the state law enforcement bureaus and agencies,
- Systems administration and technical management issues related to sustaining a local law enforcement agency as a node in a local JABS configuration, and
- JABS architectural and technical standards for hardware, software and communications.

2.5.6.2 United States Courts

The United States Courts Probation Office for the Southern District of Florida has an interest in accessing JABS data for offenders, on bail, awaiting trial or offenders released on parole. In both scenarios, probation officers have periodic contact with the offender, and, as the scenario directs, could append data to an offender's JABS record or use existing JABS records to support investigative efforts. It appears that access to the JABS database and capability to retrieve or append data would suffice. If there is a need to print mugshots or fingerprints or to append a new update mugshot to a record, the Probation Office might make use of a standard suite of JABS equipment located with either USMS District or the supporting BOP facility. The obvious advantages are access to data and ability to append an offenders record if released on bond or on parole. However, many of the same issues that incumber local law enforcement agencies' participation in JABS are also present with United States Courts Probation Office participation to one degree or another. Again, while it may be worthy of further analysis for including Probation Services in a nationwide JABS like concept, it may be premature to expand the current laboratory to include agencies outside DOJ in the present South Florida JABS scenario.

2.5.6.3 Other Non-DOJ Federal Law Enforcement Agencies

During discussions with both Washington Working Group and Miami Task Team, there were numerous suggestions to expand JABS participation other non-DOJ Federal law enforcement agencies. Most commonly suggested was United States Customs. While there are 23 Federal law enforcement agencies with arrest powers for different mission, there is a common thread - the United States Marshals Service. Offenders arrested by these other non-DOJ Federal law enforcement agencies are booked and processed by the USMS before being incarcerated in the supporting BOP facility. From a cursory analysis of booking data for the Southern District of Florida for 1995, 2,279 offenders were booked by the USMS with 1,582 (approximately 70%) of

these offenders arrested by FBI, DEA, USMS, or INS officers and agents. U.S. Customs only accounted for 401 arrests or 18% of the 1995 total arrests booked through the USMS District. While there may be merit for non-DOJ law enforcement agencies to participate in a nation wide JABS like initiative, it should be examined on a case-by-case basis of annual arrest workload to justify investment in JABS resources to support a particular site. With the fact that all arrests by non-JABS participates must still be processed through the USMS, an agency might need a significant arrest load to justify investment in JABS resources.

A variation on expanding non-DOJ law enforcement participation in JABS might be to provide training and access to JABS resources rather than a dedicated suite of equipment. For example, at Miami International Airport, INS processes international arrivals through the "B" and "E" Concourses. The INS JABS suite is in the "B" Concourse. Offenders apprehended in the "E" Concourse are transported to the "B" Concourse for JABS processing. Perhaps one approach is to install a second JABS suite at the airport in the "E" Concourse. This suite could be used to support INS bookings, and, if warranted, be used by Customs Officers to book offenders. Obviously training and a clear division of responsibilities for administering this additional site would need to be concurred by INS and Customs staff.

While there are opportunities to share JABS resources with other non-DOJ federal law enforcement agencies, the present JABS laboratory configuration does not lend itself to easy expansion outside DOJ law enforcement. The intent of this laboratory is to validate a booking concept and to encourage electronic sharing of data at the practitioner level. This laboratory also serves as a potential gateway into the FBI's IAFIS for submission of digital fingerprints. However, before expanding the local JABS scope to other non-DOJ law enforcement agencies, roles, relationships and responsibilities of all the participants need to be established.

SECTION 3. INTERVIEW FINDINGS

3.0 INTRODUCTION

This section details responses received from JABS users in the Southern District of Florida during individual interviews following completion of the *JABS Productivity Questionnaire*. Responses are grouped by site to maintain a degree of anonymity. Recent examples of JABS use by practitioners are noted in agency section.

3.1 METHODOLOGY

Comments were received from JABS users through on-site interviews in South Florida. Interviews were conducted immediately following completion of questionnaires. Many interview comments were restatements of written comments included in *JABS Productivity Questionnaire Section IV, JABS Enhancement/Experiences*, therefore, responses to questionnaire questions 61 through 63 are included in this section along with interview comments.

Comments received are grouped, by site, into positive comments, designated with a "+"; comments which reflect a problem, inefficiency, or concern with the JABS laboratory, designated with a "-"; comments which do not reflect either positively or negatively on the JABS laboratory, such as recommendations, designated with a "\"; and comments which combine positive and negative observations, designated with a "+/-". These comments, presented verbatim, were extracted from the interviews with agents, officers, inspectors, local agency leadership / management staff, and technical support personnel or noted on individual questionnaires.

3.2 SUMMARY OF INTERVIEW FINDINGS

Across the agencies using the JABS laboratory, favorable comments were received concerning the efficiencies of storing reusable data, central repository and access to data, improved fingerprint and photo capabilities, and ease of use. Negative comments received were minimal but worthy of review to identify a potential trend or an isolated incident. Many valuable recommendations were received for improving JABS in future iterations. Some are likely to be implemented by the time this report is completed while others will need further review for potential integration over time. Overall, respondents found the system to be usable and helpful to some extent in completing bookings.

3.3   INTERVIEW COMMENTS BY AGENCY/SITE

3.3.1   Bureau of Prisons

Only one visit, in early May, was conducted to BOP's Miami FDC to review JABS operations. Unfortunately, FDC has yet to formulate a vision for using JABS within current FDC operations. Practice bookings to train staff have been conducted, but FDC contends that BOP does not perform offender bookings since BOP does not arrest offenders. Consequently, FDC JABS resources are not being used except by occasional DOJ JABS users delivering offenders to the FDC. The irony of this scenario is that for BOP SENTRY, BOP staff must produce both mugshots and ten-print fingerprint cards for each offender upon check-in at the FDC. These fingerprint cards and mugshots are then placed in a folder created for each offender in the FDC. A corresponding digital record is created for each offender in SENTRY. JABS could be used to produce both mugshots and fingerprints.

FDC makes a differentiation between booking an offender and an arrest. The condition of arrest is a legal status whereas a booking is the administrative processing of data about an offender. The reluctance of BOP to use JABS:

- Increases workload processing on District USMS for those confined at FDC over weekends and after normal working hours,
- Causes of duplication work when BOP manually creates fingerprints and mugshots while an identical capability to perform these functions resides in JABS, and
- Undermines the practitioners' use of JABS to support booking processes.

Recent Example of JABS Operational Use: Just recently, a DEA agent, who used JABS to complete the booking process, delivered an offender to the FDC after working hours. The agent had the JABS number, photographs and mugshots of the offender, however BOP refused to accept the offender until the agent completed a USMS Prisoner Remand Form. Unfortunately, data required on the Prisoner Remand Form is already in the JABS record, however, since BOP does not use JABS as intended for the laboratory, the agent had to manually transfer the required JABS data to the Prisoner Remand Form in order to complete the booking. BOP then conducted intake processing into SENTRY, creating the electronic record, and again manually producing mugshots and ink fingerprints even though this data already existed in JABS.

A modification to the basic JABS program to produce a digital Prisoner Remand Form has been initiated. In the interim, it appears that a simple administrative solution would be to attach the Prisoner Remand Form to the JABS record with the agent executing the necessary signature blocks yet without having to manually transfer JABS data to this form.

Comments received from BOP personnel at the Federal Detention Center Miami were limited to a few recommendations. Limited use of JABS is the major factor limiting the number of comments received.

Verbatim comments from interviews and questionnaires include:

\qquad \\\qquad Add agency number to photo
\qquad \\\qquad Expand program to include Department of Treasury law enforcement agencies
\qquad \\\qquad Install JABS at DEA
\qquad \\\qquad Forms generator for Prisoner Remand Form

3.3.2 Drug Enforcement Administration

Miami DEA office was visited in May and July. The DEA Graphical User Interface was activated JABS on July 15, 1996, thus it would have been premature to collect statistical data from individual users as training had just been completed and user accounts were just being activated. Unfortunately, one early mis-communication was experienced by a DEA agent attempting to deposit an offender into the Miami FDC described in *Section 3.3.1*.

During this period in which DEA operated without JABS, all bookings were processed through the USMS District. While the ideal situation would have been to have DEA operational with JABS concurrent with the other DOJ agencies, the flexibility and redundancy of JABS allowed the DEA booking operation to be shifted to USMS District without losing the value of populating the JABS database with offenders arrested by DEA. From a positive perspective, while the delay in implementing JABS for DEA was unfortunate, this delay had no impact on the building of JABS records or the value of the JABS database available for use by DOJ law enforcement agencies in the Southern District of Florida.

In both May and July, a call was made on DEA to discuss, with system administration and technical staff, the merits and general concept of operations for JABS laboratory in South Florida. DEA systems administration staff expressed many of the identical concerns first voiced by USMS and INS about a capability to use JABS to initially populate other forms and systems. Again the capability to electronically migrate data collected first in JABS to Prisoner Remand Forms and USMS 312 (Personal History Forms) would help to reduce the paperwork loan on agents and eliminate some redundant data entry.

A mis-perception at the Miami DEA office is the difference between a laboratory to validate a concept and a traditional systems life cycle development methodology. A laboratory concept, which is common to a distributed environment of a client/server architecture, is designed to measure, validate and substantiate requirements. Many traditional documentation steps, common to the systems decision life cycle methodologies are omitted in order to quickly build a system. This expeditious approach empowers end users, in the case of JABS - practitioners, to verify concept and approach. A laboratory is not means to an end but rather a method to gather and measure empirical / operational data to support development of an enterprise initiative. The JABS laboratory is such a test. Once a decision is made that JABS is a valid concept, then elements of the traditional life cycle development methodologies are introduced to define functional and operational requirements, implementation plans, concepts of development, database design, physical and data models, etc. System implementation, division of responsibilities, roles and relationships for systems administrators and end users will probably change significantly for any nation-wide JABS life initiative. The placement of the central server at DEA and interaction of the DEA systems administrator in daily JABS operations for the District are factors more of convenience and expedience than of creating a model for future operations.

3.3.3 Federal Bureau of Investigation

The FBI's Miami Field Office was visited in early May to validate JABS questionnaire data, talk with agents and observe JABS being used to supporting a booking.

A critical factor to the success at the Miami Field Office is the organizational structure into which JABS has been located. The Manager, Investigative Analyst, pulled JABS under the Investigative Analyst Section. This structure provides JABS with a formal organizational location in the Miami Field Office with technical management support from the Investigative Analyst and senior leadership / management focus from the Special Agent in Charge, Miami Field Office.

Within the Investigative Analyst Section, clear responsibilities for JABS support have been identified and promulgated. All JABS user training and support is coordinated through the Investigative Analyst section. The Manager, Investigative Analyst section has identified primary and backup points of contact to provide technical assistance to agents conducting a booking. While an agent is responsible to conduct JABS processing, investigative analyst personnel are available to provide technical assistance in operation of JABS hardware and software processes. It appears that this assistance is most commonly requested by agents with little experience using JABS and those who only book an offender at the end of a lengthy investigation.

The Miami Field Office has adopted an effective train-the-trainer approach for providing training support to an operation that has 13 to 15 squads of agents in a wide range of disciplines at multiple locations. The Investigative Analysis section focuses on conducting JABS user training for a designated representative in each squad, with this squad representative, in turn, responsible for training of fellow squad members. Training is also directed towards a number of "super users", agents who make frequent arrests, to expose them to the capabilities of JABS. For both scenarios, investigative analyst personnel are prepared to provide technical support as required. This training approach seems ideally suited for training at a site which has a large number of potential system users.

A number of the Washington Working Group members expressed concern about agent safety in the booking room and / or the potential damage that could be done to JABS resources by an offender. There was a perception that agents might be endangered if an offender used some portion of the JABS suite as a weapon. Agents interviewed in the Miami Field Office who have used JABS did not concur with these concerns. All agents interviewed were of the opinion that if rules and established procedures are adhered to during the booking of an offender, likelihood an offender will assault an agent with a piece of JABS hardware is very low. In fact a number of agents commented that offenders seem to be "fascinated" with the JABS processes, i.e., the production of digital fingerprints and photographs.

Recent Example of JABS Operational Use: During this site visit, an offender arrested for bank robbery was being booked using JABS. Two agents were coaching each other through use of a JABS long form, production of digital fingerprints and photographs. A third agent was rolling

major case prints in addition to the digital ten-print fingerprints captured for JABS. It is customary that major case prints are produced for all bank robbery and auto theft cases in the Miami area, however, dependent upon case type, major case prints may also be taken for other crimes. These major case prints are used to support latent searches whereas JABS digital ten-print fingerprints are used for positive identification of the offender. An Investigative Analyst staff member was assisting these agents with JABS processing. Unfortunately, an error was made in processing the digital photographs even though JABS gave indications the photograph as been properly processed. The agents were prevented from viewing this photograph for quality. Rather than re-start the booking process, agents delivered this offender to the USMS District Office in an "as is" condition for induction into FDC and USMS PTS. USMS Detention Officers, using the offender's JABS booking number, were able to recover the original mugshot and appropriately save this record. The agents also provided two JABS produced ten-print fingerprint cards to the USMS Detention Officers to expedite processing at District.

One area noted for improvement was in equipment distribution to the Miami Field Office. Agents, while assigned to the Miami Field Office, work from other locations to include Ft. Pierce, Ft. Lauderdale and Key West, yet these sites have yet to be equipped with JABS resources to supporting bookings. Installation or availability of JABS resources at this sites would support the booking process as well as expand the potential use of the JABS resource as an investigative tool. Primary use of JABS to date has been for data capture, yet as size of the data base increases, agents can use the resource as an investigative tool. The current JABS resource configuration, equipment with camera and fingerprint scanners, supports bookings. A modified configuration, without this ancillary equipment, located in the general office spaces rather than the booking room, would encourage agents to use JABS as an investigative tool.

In addition to the statistical data captured from questionnaires completed by agents, there were a varied range of narrative comments and suggestions pulled from both these questionnaires and the interviews which reflect agent's perceptions and experiences with JABS to date. In general, positive comments focused on ease of use, speed, quality and usability of data. Negative or conditional comments focused on slowness encountered during a mass booking which was conducted using the laboratory.

Verbatim comments from interviews and questionnaires include:

+ Format of data is the same as for U.S. Marshals which made surrender to Marshals easier
+ Cuts down on repetition of data
+ Fingerprinting is easier than with inked printing
+ Photos are faster
+ Accuracy is improved
+ Faster / Easier to conduct ; More fun to do
+ Not as much writing
+ Finished product looks more professional

+   Captured data is more readily available
+   More time is available for interviewing and taking post arrest statements
+   Cleaner, faster, and easier to conduct; Forms are easier to use
+   No forms to locate
+   Easy to find data for other forms; logically organized
+   The fingerprint system allows multiple opportunities to capture quality prints on one card. Prior to saving prints, agent is able to view prints for quality
+   All personal data is collected at one time and placed in the appropriate field on forms, print card and photos.
-   More time consuming overall
-   Added more paperwork to the process
-   Entirely too slow for mass bookings
-   Time delay - can only process one individual at a time. For multiple arrests, it slows the booking process down.
-   Speed system up; Faster "cooking" time on prints and photos
-   Must be able to do more than one thing at a time; Must be able to keep going straight to next function during bookings of several prisoners; Provide multiple process capability for mass bookings ; Ability to conduct two bookings at the same time, i.e. be fingerprinting one prisoner while obtaining biographical data on a second
\   Link to avoid filling out forms at BOP
\   Enlarge photos in photo line up
\   Allow on line comparisons of fingerprints to existing data bases for positive ID
\   Ability to make corrections on the short form and long form before it is sent to the mainframe
\   Add form R84 to fingerprint system
\   Add method to process major case prints
+/-   Has only helped in relation to organizing subject's personal history onto a standard form
+/-   It's a good system but it takes too long

3.3.4 Immigration and Naturalization Service

INS operations at Miami International Airport, INS District and the Border Patrol Pembroke Pines were visited in both May and July. The INS Krome Service Processing Center was visited in July to assess how JABS might assist staff at this site. Additionally, INS Port Court operations at Miami International Airport were observed during the July visit.

Comments received from INS personnel at INS District, Miami International Airport, and Pembroke Pines included many positive remarks concerning the improved quality of fingerprints and photos. Identification is a major priority at all INS sites so improvements in identification are clearly noticed. Concerns were also offered over the speed of the system and duplication of entry that occurs to satisfy non-connected systems.

3.3.4.1 INS District

INS District use of JABS by the Criminal Investigators is a solid example of user involvement and enthusiasm for new capabilities and potentials JABS brings to the practitioner's level. Two senior Criminal Investigators function as primary and backup systems administrators for this location. Primary training was conducted by the JABS contractor with supplemental training conducted and encouraged by these systems administrators. Each Criminal Investigator is responsible for processing offenders into JABS. While a few Criminal Investigators seek assistance from the systems administrators to help in processing a booking, the majority of investigators can complete bookings without assistance.

Recent Example of JABS Operational Use: In addition to mugshots and ten-print fingerprints, INS District makes extensive use of the supporting camera to capture photos of weapons, jewelry, identification paper and, where possible, scars, marks and tattoos. This process assists Criminal Investigators in identifying and recording key pieces of evidence and property found on an offender.

While JABS has to date had little impact on the INS unique paperwork associated with processing an offender, it has simplified production of fingerprints and mugshots. For those offenders incarcerated at the FDC via USMS District, a JABS number and associated photographs and ten-print fingerprints, USMS 312 (Personal History) and a USMS Prisoner Remand Form are all that is required to complete processing and turn custody of the offender to the USMS.

Those offenders incarcerated in the Krome Service Processing Center, upon arrival at this site, must again be processed for fingerprints and mugshots. Installation of a JABS suite at the Krome Service Processing Center would allow INS District staff to expeditiously process detainees into that facility.

JABS operations at INS District were exemplified by a large number of users, with a wide range of computer skills and with a couple of "super users" working as both Criminal Investigators and

Systems Administrators with managerial and technical focus, who were using JABS as it was envisioned - as a booking and investigative tool. This site is a excellent role model for other installations of similar size and mission.

Verbatim comments from interviews and questionnaires include:

+ Helps expedite large amount of paperwork associated with daily task of a Criminal Investigator
+ Quick booking
+ Data fields on touch screen make process very fast
+ Fingerprinting much easier and identifiable
+ Photos much higher quality than old system
+ Photos are very convenient since they come printed with all the info on them
+ Supporting photos are a helpful new capability
+ Bio info is captured
+ Creates a database of searchable data
+ Clean, fast and user friendly
+ No smudges; fingerprints are clear
+ Old system very unreliable; film for camera could never be found, fingerprinting was messy, prints were hard to identify
+ Cleaner, more efficient booking method
+ Provides an organized medium capable of supporting graphics
+ Photos are more exact
- Need quicker printing of fingerprint cards
- Need more clarity in fingerprint capture capabilities
- Need easier correction of system SW problems
\ Add capability to correct fingerprints after saving
\ Add Positive identification
\ Connect to BOP, DEA, Customs, and other agencies
\ Integrate into system the booking forms for US Marshals holding (PTS); Link with forms to eliminate multiple entry of info

3.3.4.2 INS Miami International Airport

INS Miami International Airport was visited in May and July. During the May visit, JABS operations were chaotic. The systems administrator was dual tasked with full time responsibilities as an Immigration Officer on secondary line with limited backup to assist Immigration Officers in booking with JABS. More importantly, it appeared that a clear vision or picture of how to integrate JABS into INS Airport operations was lacking.

The July observations and perceptions of JABS operation were the complete opposite of those in May. A new systems administrator with staff support to cover INS Airport shift operations has been instituted. An abbreviated set of standard operating procedures for Immigration Officers to follow in processing a JABS booking has been prepared and distributed. These procedures, broken down in steps, walk the officer through preparation of the JABS forms, photographs and fingerprints. There is now a waiting list of officers desiring additional JABS training. Two other significant impacts have been the management focus and the validation of a Port Court, a pilot concept, to expedite the return of aliens to the country of origin.

Port Director, Miami International Airport, has expanded management focus and attention on participation in the JABS laboratory. With recent new INS staff hires, increased attention has been directed towards systems administration availability to convert all shift work. JABS training has been incorporated into the INS Airport Training staff. The Director has also decreed that all criminal and administrative bookings will be processed using JABS. For criminal bookings, using JABS allows INS staff to deliver the offender to USMS District for incarceration in the FDC using the offender's JABS number, photographs and ten-print fingerprints. For administrative bookings, offenders are delivered to the Krome Service Processing Center for detention and follow-on processing.

Port Court is a pilot concept to expedite the processing aliens who have entered the United States without proper authorization through Miami International Airport. Port Court is only available for hearing cases of an administrative rather than a criminal nature. This concept established an Immigration Court in airport, staffed with a Immigration Judge, Immigration Attorney to represent the government and court clerks and translators. Representation, if desired, for a detainee is available at no or low cost from a number of attorneys specializing in these types of cases. Objective of Port Court is to expedite a ruling on an alien's specific case with an outcome of either being allowed to transit or stay in the United States, under specific conditions, or returned to the country of origin. While only operational since 1 July, the general goal is to process these types of cases in 24 to 36 hours at the airport rather than 5 to 10 days often experienced when an alien must be transported between the airport, Krome Service Processing Center and INS Court in downtown Miami. The Immigration Officer investigating specific details of a case prepares a JABS record for each detainee destined for Port Court. Once a ruling is made on an alien's status, this JABS record is updated to reflect either the condition under which an alien may stay in this country or that an exclusion and deportation order has been issue

directing departure. Should this alien attempt to re-enter within one year of this exclusion and deportation order, the alien could be subject to felony prosecution.

Example of JABS Operational Use: Recently, an Immigration Officer processed 14 aliens being detained administratively in JABS until individual status could be determined, with each booking taking approximately 10 minutes. The Immigration Officer used INS airport generated standard operating procedures for JABS. No problems were encountered.

Another Immigration Officer has to represent the INS at the magistrate hearing for a hijacker of a Havana-bound Iberia airline flight. The FBI did the initial processing into JABS and had turned the Lebanese national over to the custody of the USMS District for incarceration in the FDC. The Immigration Officer queried JABS, printed a copy of the JABS file and mugshots on the offender before going to the magistrate hearing. Without JABS, this officer would have to contact the FBI Miami Field Office requesting a paper copy of the record be forwarded to INS. If an extra photograph was not available, the fax version would have been of low quality. JABS allowed the FBI to enter the data on the offender and other agencies, like INS, to research and use the data to support a particular requirement.

Verbatim comments from interviews and questionnaires include:

+ Consolidated booking procedures
+ Keeps offender mesmerized by TV and gadgets
+ Prints are cleaner - do not smear -
+ Can retake poor print without doing a full set
+ Quicker and cleaner information in blocks of print card
+ Fingerprinting is easier
+ Print cards can be done quicker and look more professional
+ By printing two forms with facts completed, the process saves time filling in blanks on FD-249
+ Reduces errors on fingerprint cards
+ Better than using ink system
+ Rather than taking two sets of prints, can take one set and print two reducing fingerprint time by 50%
+ JABS is a good idea because it allows INS to book a criminal alien into a system usable by other agencies that will later find themselves dealing with subject.
+ Seems like an excellent idea for our criminal aliens as the system interfaces with other agencies likely to come in contact with them.
+ Building a database which is timely. Ultimately this should work very well.
+ Supporting photo feature is an excellent tool for matching an arrestee with a fraudulent document offender may have presented.

+   Fingerprint and photo usage is superior to faxing prints (after enlargement on a Xerox) to FBI and awaiting confirmation. In past also used a photo-phone. Methods were primitive. If personnel on duty specialized in reading prints, such as former BP Agent, former police officer of some sort, or former training instructor, the NCIC printout could be compared by that personnel to subject's prints

-   Very hard to log on, not intuitive
-   Processing is slow and not automated enough
-   Refine user interface
-   Faster data transfer
\   Print back of FD-249 as well as the front
\   Fingerprints sent to FBI for identification
\   Ability to perform research queries on addresses, passport #s, and narrative comments using keywords
\   Add Photo line-ups of passport or supporting photos alone
\   Link with RIPS, and INS adverse action database
\   Integrate system with other INS data
\   Need access to Exclusion and Withdrawal System - interfacing
\   Needs to be tied in with Lotus based case preparation system
\   Management needs to understand importance of this system in order to allow the Immigration Inspectors time to use it.
+/- This will be a great asset down the road, but presently it is a duplication of work already performed. Placing an arrestee in the system does not eliminate INS paperwork, it just adds to it.
+/- Linking with a multi-agency form database would be heaven. If all Federal agencies involved in "criminal" or "administrative" booking could sit down at one terminal and generate *all* their agency specific paperwork, intelligence information, and booking info, it would be worth talking about. Right now we have a bunch of unrelated systems being used here and there and *no* dedicated systems.

3.3.4.3   INS Border Patrol Pembroke Pines

JABS operations at INS Border Patrol Pembroke Pines, in many cases, parallel the use of JABS at INS District. The Assistant Chief, US Border Patrol, Miami Sector, has a strong technical focus and management orientation and has integrated the use of JABS into daily operations. Training for all officers has been completed. Each officer processes criminal arrests and administrative detainees into JABS. The Miami Sector systems administrator is available, as required, to assist officers. The officers used the full capabilities of JABS, including the supporting camera, to record weapons, documents and other evidence found on an offender. Each officer interviewed expressed both enthusiasm for the system and a "hope" it would help to streamline paperwork required to process offenders. For criminal processing, Border Patrol officers are using JABS as envisioned, delivering the offender with JABS record, mugshot and fingerprints to the USMS District for incarceration in the FDC. Again, similar to other INS operations, until Krome Service Processing Center has a JABS capability, full potential of this tool is yet to be exploited.

Verbatim comments from interviews and questionnaires include:

+ Easier to book individuals
+ Cleaner
+ No longer have to make copies, they're provided by JABS
+ Pretty fingerprints
+ Photos are clear.
+ Has cut the booking time regarding fingerprinting and photos.
- When large numbers of persons to be processed, it will take an average of 10 minutes, slowing the processing of aliens.
- Takes too long. System slow to process info.
- Problems regarding the Identix fingerprint equipment. Until CPU was replaced, this process fingerprinting was not allowing users to proceed with the booking process.
- Has extended processing time because of added steps with new paperwork
- Since INS does not use the booking form for its arrest form (I-213) JABS has added approximately 20-30 minutes per arrest.
- If arrestee gives 2 different names on 2 different arrests, he will be issued 2 different JABS numbers. This falls short of positively identifying someone.
- Fingerprint comparison for individuals booked under different names. Currently not feasible when booking a lot of people at once, too time consuming.
- System is too slow - must be able to process a prisoner, i.e. short form, prints, photo within 2-3 minutes. Present time study indicates 10 minutes 51 seconds per booking.
\ The system should be able to compare fingerprints and identify individuals
\ Ability to do functions out of sequence
\ Duplex printing for print cards

\	Short form should include info needed for print card
\	Get INS to use long form instead of I-213
\	Tie system in with IAFIS; *Must* be able to do fingerprint comparisons

3.3.4.4 Krome Service Processing Center

Krome Service Processing Center, located west of Miami along US Highway 41 near the Everglades National Park, was visited during July. This facility, a detention center for housing alien detainees, is approximately a 45 to 60 minute drive from other INS facilities located in Miami. Aliens, initially booked by INS Airport, District and Border Patrol Operations, are delivered to Krome for detention. Additional Federal and local law enforcement agencies also deliver aliens to Krome for further processing and detention. High risk and criminal detainees are normally transferred to surrounding country jails, under contract with INS, for increased security in detention while awaiting disposition.

While Krome was not selected as an initial laboratory site, A JABS suite could be installed to support JABS processing from other INS sites. INS operations in Miami and daily operations at Krome could benefit from an immediate installation of JABS resources at this site. Under today's scenario, detainees delivered to Krome undergo in-processing to include ink derived ten-prints and filmed mugshots. An "Alien Number" is assigned to each detainee during in-processing. Mugshot and fingerprint card are place in a folder with another ink generated set of fingerprints forwarded to the FBI. Krome processes approximately 500 to 600 detainees per month with half of these detainees originating from DOJ law enforcement agencies with access to JABS.

For high risk and criminal aliens, in preparation for movement from Krome Service Processing Center to local jails for temporary detention pending disposition, manifests lists identifying each detainee with mugshots and fingerprints must be prepared for a receiving facility. Today, this is a manual process to prepare rosters and again roll ink fingerprints and produce mugshots.

A JABS suite installed at Krome Service Processing Center would provide immediate process improvements for INS. Detainees delivered to Krome by INS Airport, INS District and Border Patrol officers, all of whom are processed into JABS, could be expeditiously in-processed. These officers would have already completed a JABS record for the detainee, complete with mugshots and ten-print fingerprints. Krome staff could use the JABS number to retrieve a detainee's record and print mugshots and fingerprints for inclusion in each detainees' Registration Folder. Detainees, delivered to Krome from non-JABS equipped law enforcement agencies, would have a JABS record created during in-processing. When detainees are moved to county facilities for incarceration, JABS could be used to print from the database mugshots and fingerprint cards. Most certainly the potential exists to create a process in JABS that builds the manifest list associated with each detainee transfer

The end product of installing JABS at Krome Service Processing Center is to eliminate the duplication and redundancy in producing mugshots and ink fingerprints each time a detainee is

processed into Krome or transferred to a county jail. Likewise, installation at Krome would allow INS in Miami to take full advantage of initial data capture efforts of Immigration Officers, Criminal Investigators and Border Patrol Officers in addition to expanding the size and therefore research / investigative value of the JABS offender database in Miami.

3.3.5 United States Marshals Service

USMS District and USMS West Palm Beach were visited in May and July. Each site has a variation of an approach to employ JABS. USMS District uses the services of two Detention Officers to perform all booking processes through this site. At USMS West Palm Beach, each Deputy US Marshal is capable of processing bookings for arrests made by USMS as well as all other Federal agencies turning offenders over to USMS custody.

Comments received from Marshals personnel at USMS District and West Palm Beach focused on the layout and handling of booking information. Due to the number of criminal bookings handled by Marshals, efficiency of the process is a very high priority. Both negative responses and recommendations primarily concerned data handling in the booking process.

3.3.5.1 USMS District

USMS District is the "hub" of operations for the JABS NPR initiative. All offenders arrested under Federal statutes in the Southern District of Florida, with the exception of the West Palm Beach area, are processed through USMS District. There are two scenarios for offenders arriving at the USMS District. The first scenario includes those offenders apprehended by FBI, INS, DEA, and USMS and delivered to USMS for processing and incarceration in the Miami FDC. When arrested by a DOJ participating agency, arresting officers provide:

* JABS record number,
* JABS digital mugshot,
* Two sets of JABS ten-print fingerprint cards,
* USMS 312 (Personal History Form), and
* Prisoner Remand Form.

Detention Officers at USMS District take the JABS record number and supporting documents, confirm accuracy of JABS entries and then process an offender into USMS PTS. Once these actions are completed, an offender is remanded to custody of the Miami FDC. If there is an error with an offender's JABS record or agents are unable to complete JABS processing (similar to FBI example in *Section 3.3.3*), these Detention Officers are able, in a majority of cases, to correct this problem by either appending or creating an offender's JABS record.

In the second scenario, in which offenders are delivered directly to USMS District during routine working hours with no JABS record yet created, USMS District Detention Officers create a JABS record and complete JABS and PTS processing. This scenario would include cases where it is easier for an arresting officer to go directly to USMS District rather than return to an agency office for JABS processing. Likewise, arrests made by Federal law enforcement agencies, other than DOJ JABS participants, are brought directly to USMS District. Regardless of how an offender arrives at USMS District, once JABS and PTS processing is completed, an offender is remanded to custody of the Miami FDC.

After routine working hours, an arresting officer delivers offenders directly to custody of the Miami FDC. Miami FDC staff, while having access to JABS resources, only complete processing for BOP's SENTRY. This processing includes production of mugshots and ink based ten-print fingerprint cards. No JABS processing is executed at this site. On the next available routine working day, these offenders are delivered to USMS District for JABS and PTS processing. Once this processing is completed, offenders are again remanded to FDC.

There are two areas where business re-engineering improvements could be applied to eliminate redundancy and enhance operations and support for law enforcement officers at the practitioner level. The first area focuses on streamlining the forms and procedures within the Southern District of Florida to include automating the production of selected documents. The second area focuses on assisting the Miami FDC to build a vision of how JABS could be used to support offender processing.

Re-engineering business processes, and in particular, the forms required to process an offender through USMS into the FDC, is a product of employing JABS in the booking process. Discussions with JABS users at agencies other than USMS indicated confusion on essential information requirements for booking an offender into USMS District and PTS. The confusion focuses on what specific forms are required by USMS to complete any JABS processing and entries into SENTRY. Part of this confusion stems from the arresting officers familiarity with JABS and the frequency of arrests. Another part of the confusion stems from mixing agency specific document requirements associated with an arrest and those document requirements associated with PTS processing. It appears that if an arresting officer processes an offender into JABS, USMS District needs the following documents to complete processing:

- JABS record number,
- USMS 312 (Personal History Form), and
- Prisoner Remand Form.

To expedite processing at USMS District, if the arresting officer provides a JABS generated digital mugshot and two sets of JABS ten-print fingerprint cards, the Detention Officers can review these elements and focus on data entry into PTS.

One process improvement to booking is a capability to use data, originally collected in JABS, in PTS and to populate select data elements on the USMS 312 (Personal History) and Prisoner Remand Form. If a JABS workstation was capable of producing both forms, this would save time for an arresting officer and simplify document requirements associated with delivery of an offender to USMS District. An arresting officer could complete those elements of a USMS 312, not populated from JABS, in ink. A Prisoner Remand Form, also printed from JABS, would only require the signature of an arresting officer. At USMS District, a capability to migrate electronically select JABS data elements into PTS would both save time and reduce possibilities of error.

The second area for business re-engineering focuses on BOP's vision of how JABS could be employed to support offender processing. Reluctance to use JABS resources to at least produce mugshots and ten-print fingerprint cards is counterproductive, especially when Miami FDC continues to produce a set of ink generated fingerprints and repetitive sets of photographs for each prisoner. With a JABS suite available to the Miami FDC, responsibilities and expectations for offender booking need to be defined and promulgated.

The success USMS District has experienced with JABS is directly attributed to involvement of USMS senior leadership and management, centralized processing of all offenders into JABS and PTS, and technical strength and enthusiasm of the two "super user" Detention Officer at this site. These elements of success could be considered as the model should a JABS like concept be expanded to other USMS Districts.

Verbatim comments from interviews and questionnaires include:

+ Better, cleaner fingerprints and photos
+ Photos are sharper
+ More ways to use photos
+ Consistency of information/data improved
+ Provides a constant info database that can be updated at any given time by any user
+ Information in database makes it easier to process/up-date and, ID the subjects
+ Saved time by printing needed information on both fingerprint cards and photos
+ Saved time in organizing items
+ Has cut booking time by 50% from hand booking
- Need more space for the "Identifying Characteristics" field
- Printout needs to be better organized as to family member, address, etc. and easier to read
- Take out automatic return of cursor after entry of phone number in last field
- Shorten time required to retrieve record from central server
\ Add field for Country of passport
\ Add name of person taking prints to the print card
\ Add field for US Code and have it printed on the print card
\ Make photos larger to more easily identify features
\ Add a field for inmate status
\ In the search list, place records in some order for ease in retrieval. Reorder fields to 1) Subject name, etc. 2) Subject personal information 3) Subject numerical information 4) Arrest information 5) Incarceration information 6) Natives 7) Associates 8) Vehicle information
\ Add model and color fields to vehicle information
\ Permit text correction while booking is in local server
\ Add both USMS # and SSN to photo

3.3.5.2   USMS West Palm Beach

USMS West Palm Beach is a good example of a small to medium size USMS operation, separate from District, with similar responsibilities and missions as District but at a different frequency level. Like District, all offenders, arrested under Federal statutes, in the West Palm Beach area are processed through USMS West Palm Beach.   There are again two scenarios for offenders arriving at USMS West Palm Beach . The first scenario includes those offenders apprehended by FBI, INS, DEA, and USMS and delivered to USMS for processing and incarceration. Since USMS West Palm Beach has the only JABS suite in this immediate area, all initial JABS processing is done at time of delivery of an offender to this office. Since all USMS Deputies at this site are "JABS Qualified", an available Deputy completes JABS processing. The arresting officer normally assists by completing USMS 312 (Personal History Form) and Prisoner Remand Forms. PTS entries are completed by an administrative assist based upon these completed forms. With limited booking cell space, once JABS processing is complete, offenders are usually incarcerated at local facilities pending a magistrate's hearing. Depending upon the outcome of this magistrate's hearing, an offender may be relocated to Miami FDC.

In a second scenario, offenders are apprehended by either USMS Deputies or other non-DOJ Federal law enforcement agencies. Identical to this first scenario, USMS West Palm Beach Deputies again complete all JABS processing. Once JABS processing is complete, USMS West Palm Beach capitalizes on this capability to produce, on demand, digital photographs and ten-print fingerprints to meet requirements for Federal offenders locally incarcerated.

Example of JABS Operational Use: Early in the operational use of JABS at West Palm Beach, an FBI Agent, from the Miami Field Office, was in West Palm Beach to interview an offender released on bond. This offender had been booked in JABS but this agent did not have a current photograph. Rather than backtrack to the FBI Miami Field Office, this agent stopped by USMS West Palm Beach, and with local assistance, retrieved offender's JABS record and printed a new photograph to use in the interview.

Similar to USMS District, USMS staff at West Palm Beach would like a capability to generate a Prisoner Remand Form and electronically migrate personal history data, initially collected in JABS, into PTS to eliminate duplicate data entry efforts. From JABS data, it is also desirable to generate Prisoner Remand Forms for signature by the arresting officer.

USMS West Palm Beach is an excellent model for a sub-office operation.   Local senior leadership and management supports JABS, encourages its active use and sees benefits for USMS and DOJ participation. While the local systems administrator can assist in trouble shooting, a number of the Deputies, who have become 'super users", are also available to assist less experienced users. Overall, smooth operation of JABS at USMS West Palm Beach is a vision and model for how a JABS like initiative could be implemented nationwide for small to medium size law enforcement offices.

Verbatim comments from interviews and questionnaires include:

+   Able to do Photo 1-on-1's
+   Improved fingerprint retrieval and verification
+   Very user friendly
+   History of subject is simplified
+   Fingerprints are readable
+   Ability to retrieve data quickly
+   Fingerprints come out better due to the search or scan function
-     When amending or adding family names to the personal history, it is difficult to read the printed form
-     It added more time to the booking process, many times stops working in the middle of a booking
-     Forces a duplication of information
-     Still have to manually enter a lot of information on print cards which can be placed by JABS (i.e. SSN, FBI #)
\   Integrate with PTS so information is entered only once
\   Elimination of *any* duplication of effort would help
\   Photos of all fugitives should be entered for easy access across the Marshals Service
\   Add capability to pull up fingerprints already in the system
\   Allow for mistakes in fingerprinting and allow for changing mistakes

SECTION 4. STATISTICAL ANALYSIS OF QUESTIONNAIRE DATA

4.0 INTRODUCTION

One of the principal means of data collection used for this evaluation was a JABS user questionnaire. A complete copy of the questionnaire is located at *Appendix C. Productivity Questionnaire*. The questionnaire was developed to identify a profile of JABS users and to collect comments, concerns and opinions of a large base of users concerning their booking routines, use of the JABS laboratory, and productivity of JABS in completing their job requirements. Once this data collection tool was developed and approved by Washington Working Group and Miami Task Team members. over 100 questionnaires were distributed to JABS users.

4.1 QUESTIONNAIRE TOOL DEVELOPMENT

The objective of the questionnaire was to provide a data collection tool which could be widely distributed to collect data beyond the number of individuals who could be interviewed and to collect a large volume of data concerning actual users of JABS and their perceptions of the system. Users were told that their answers would be aggregated with those of other users to determine findings thus giving them a degree of anonymity to provide honest and accurate responses without fear of feedback.

An initial questionnaire was developed to collect four types of data from users in South Florida. Questions were grouped into four categories corresponding to each type of data desired. These were:

- User Background,
- JABS Functionality,
- JABS Performance Impacts. and
- JABS Experiences.

This initial Draft *JABS Productivity Questionnaire for Federal Officers and Agents Using the JABS Laboratory in South Florida* was submitted to the JABS Washington Work Group and the Miami Task Team for comment. Comments and improvements were incorporated and the improved product was distributed as a Pre-Test version to selected users from two agencies in South Florida for validation and timing tests in April.

Variations and improvements were made to the questionnaire and it was repackaged for full distribution to all JABS users in the Southern District of Florida as of the end of April. This included individuals at each participating agency with the exception of DEA. Results of those questionnaires completed and returned were analyzed and specific interviews were held to clarify and confirm questionnaire responses.

4.2   ANALYSIS OF RESULTS

Once questionnaires were collected and interviews were completed, statistical analyses were conducted on specific questionnaire responses for use in this report. A full discussion of these analyses is presented at *Appendix D. Statistical Analysis of Questionnaire Data.*

SECTION 5. CONCLUSIONS

5.0   INTRODUCTION

Section 5 summarizes general findings, observations and conclusions derived from analysis of statistical and interview data. In select areas, it may be may be premature to draw conclusions, however data collected may indicate this area is worthy of increased management attention and focus. Given data collected and subjective nature of interviews, this section first focuses on goals and perceived early benefits resulting from the JABS laboratory defined in *SECTION 2. BACKGROUND DATA, Paragraph 2.3 JABS GOALS AND BENEFITS.*

5.1   GENERAL FINDINGS AND OBSERVATIONS

JABS is an unqualified success. From the view of law enforcement practitioners in South Florida, JABS provides a tool and capability to improve data collection during the booking process. In addition, JABS is achieving each of the initial goals and benefits set forth in the South Florida laboratory. Operational experience gained with the laboratory validates the concept of source data collection and data exchange as an integral element of the booking process. Operational experience and performance data from this laboratory also provides a base from which to develop technical and operational requirements for a national initiative.

Interviews with practitioners, for the most part, reflect both enthusiasm and excitement about capabilities and features provided by JABS   Statistical data which focuses on data entry and initial JABS operations supports these perceptions. Statistical data and interview data which focuses on JABS as an investigative tool and integral element of the family of Federal law enforcement systems identifies opportunities to re-engineer and integrate these capabilities. Practitioners have high expectations that JABS data collection and data exchange functionality can be expanded or incorporated into current and future national law enforcement systems. Without a JABS concept of operations supported by life cycle development planning, it may be difficult to sustain this enthusiasm, meet user expectations, and build upon the success of South Florida into a national initiative.

Each of the initial goals the JABS Laboratory is discussed in terms of general findings and observations.

5.1.1   Goals

* *Goal #1: Streamline the booking process through automation and eliminating duplication.*

The JABS Laboratory configuration in South Florida provides a mechanism to streamline booking processes and eliminate duplication. In its current configuration, JABS has successfully

demonstrated a capability to function as a data collection engine for offender data as a suspect is processed through the criminal justice system. Reuse of this digital data, to include fingerprints and photographs, as an offender is transported from the arresting agency to the United States Marshals Service to incarceration in the Bureau of Prisons facility, is imbedded in the JABS functionality.

- *Goal #2: Provide the capability to update offender/prisoner information with regard to medical, physical, and arrest status.*

The JABS Laboratory configuration in South Florida provides a mechanism to update offender/prisoner information with regard to medical, physical, and arrest status. The append capability within JABS provides functionality to add data to an offender's record. Existing data can be neither deleted nor changed with this functionality. An audit trail of the history of all additions is available to all authorized users.

- *Goal #3: Standardize Federal law enforcement data elements.*

Data elements in JABS were defined through consensus building with members of the Washington Working Group and the Miami Task Team. JABS data elements are common to law enforcement practices independent of each agency. Likewise methods by which these elements are used, in conjunction with digital photographs and fingerprints, follow accepted booking practices in each DOJ law enforcement agency. Standards for ten-print fingerprints, published by the National Institute of Standards and Technology, are consistent with those standards embraced by the FBI as curator of the national fingerprint repository. Mugshot standards, which are still in a draft form, are consistent with today's accepted practice. While in theory, JABS has achieved a basic level of standardization between DOJ JABS participating agencies regarding elements and procedures in the booking process, JABS has also generated interest in streamlining data collection and administrative actions associated with a booking. This interest is especially strong at the practitioner level who desire to eliminate administrative intensive actions by reusing data collected in JABS to complete all or part of agency specific forms. In particular, representatives from each participating agency in South Florida expressed interest in re-engineering agency specific forms and documents associated with a booking and those forms and documents required by the Southern District of Florida to book, incarcerate and arraign an offender. While JABS appears to have achieved the initial intent of this goal, it has also generated expanded interest in utilizing JABS collected and processed data to re-engineer administrative processes associated with booking an offender

- *Goal #4: Establish a more efficient process for identifying repeat offenders and persons with outstanding charges.*

With only six months of JABS operational experience, it would be premature to state JABS has established a more efficient process for identifying repeat offenders and persons with outstanding charges. Initial user focus in South Florida has been on JABS as a data collection tool for

personal, digital photographic and fingerprint data on offenders. JABS use as a investigative tool to identify repeat offenders and persons with outstanding charges has been limited at best. Statistical and interview data confirms practitioners are aware of JABS capabilities to support retrievals and searches for records with exact and unknown attributes, but aside from training, most practitioners have yet to exercise this functionality. Users are also aware of the investigative potential of the data being collected in JABS as each offender is processed.

5.1.2 Benefits

Each initial perceived early benefit produced from the JABS Laboratory is also discussed in terms of general findings and observations.

- *Benefit #1: Speed - An automated booking can be completed in approximately one quarter of the time currently required by manual processes.*

With limited statistical data from the initial six months of JABS operations, on average, a practitioner using JABS can complete a booking (personal data, mugshots and fingerprints) in approximately 15 minutes compared to approximately 25 minutes without JABS. While there are some savings in time to be recognized with a JABS generated booking compared to a booking done without JABS, there are other savings besides speed to be recognized to include:

- Single source data collection,
- Reuse of data by arresting Agency, USMS, BOP, and other interested agencies,
- Capability, on demand, to generate multiple copies of personal data, digital mugshots and fingerprints,
- Ten-print fingerprints digitized, available on demand to all JABS participants and ready for electronic submission to FBI,
- Electronic exchange of data between agencies at practitioner level to support data searches and investigations, and
- Perception that JABS is an initial attempt to help reduce administrative paperwork burden on the Federal law enforcement practitioner

- *Benefit #2: Elimination of Duplication - JABS system creates a single, comprehensive electronic record of data the first time it is collected.*

With JABS operating as a source data collection engine, practitioners are able to create a single, comprehensive electronic record of data as an offender is booked into the criminal justice system. This initial record, consisting of basic biographical data, digital photographs and fingerprints, is captured at the time of initial booking and, there after, is available to all law enforcement agencies, with proper access, participating in the JABS laboratory.

While practitioners are using JABS to create a booking entry, there is also a desire to import JABS biographical data to agency specific forms and documents that must also be completed

during or shortly after an offender is booked. There is a growing perception that savings in administrative processes and duplication of common biographical identification data on agency forms could be achieved if there was a capability to initially populate agency specific forms with data collected from JABS. Even if the practitioner had to enter data on a form populated from JABS, legibility and accuracy of biographical data would be enhanced.

- *Benefit #3: Data Availability - Computerization enables offender data to be stored, organized, linked and retrieved.*

Section 3. Interview Findings notes examples of practitioners sharing JABS originated data within an agency and between agencies in South Florida. Federal officers participating in JABS are using the capability to electronically share digital photographs and personal data on offenders as part of the criminal investigative process. For example, to assist Metro Dade Police Department in local investigations, INS recently searched JABS records created at Miami International Airport for the most recent photographs of aliens entering the United States who are known to be involved in gang activities. While the initial focus of JABS was data collection and offender processing, the value of the data, personal, photographic and fingerprint, will continue to increase in value, as well as become an integral element of the investigative process.

SECTION 6. RECOMMENDATIONS

6.0 INTRODUCTION

Section 6. identifies recommendations based upon data collection, interviews, data analysis and conclusions. These recommendations are divided into actions relevant to developing a national initiative and those actions relevant to sustaining operations of the JABS Laboratory in the Southern District of Florida.

6.1 RECOMMENDATIONS

6.1.1 National Initiative

Recommendation #1: Development of a National JABS Initiative

Experience and data collected as the JABS Laboratory continues to operate, validates the concept, operational and technical merits of an automated booking system. This national JABS initiative, built around recognized standards and a common integrated architecture, provides evidence that JABS could function as the front end data collection engine and data exchange mechanism for Federal law enforcement practitioners as an offender enters the criminal justice system.

Recommendation #2: Development of System Life Cycle Planning

A prerequisite to a vision of developing a national JABS initiative is development of critical system life cycle planning documents to define operational and technical requirements, system architecture and standards, system maintenance, communications, security and integrated support. Integrated support includes configuration management, security, training, technology refreshment of hardware, software and communications of system components and architecture. The basis for development of this system life cycle planning is data collected and revalidated from the current JABS laboratory in South Florida.

6.1.2 Sustaining Operations of the JABS Laboratory in the Southern District of Florida

Recommendation #3: Continue to operate the JABS Laboratory as a test bed

Migration of the JABS Laboratory to the JABS Test Bed provides a capability to continue to refine operational and technical requirements for a national initiative to include:

- Validate and refine booking station and data exchange concepts,
- Revalidate operational requirements processes,
- Validate re-engineered processes, and

- Expand user and agency awareness of system capabilities.

Recommendation #4: Development of a Southern District of Florida Concept of Operations

Develop a Southern District of Florida concept of operations for JABS that re-engineers District booking processes to include streamlining District processes and identifying managerial, technical and support roles and relationships to sustain JABS operations in the District. Development of this concept of operations should include user development from each agency participating in JABS. Once developed, this concept of operations should be published and made available to all DOJ Federal law enforcement officers in the District who may have the opportunity to enter offender data into JABS or use JABS as an investigative tool. This concept of operations could become the pattern for expansion of JABS into a nationwide initiative.

Recommendation #5: Expand User Training

Develop and conduct an expanded user training package that expands a shift in focus to using JABS as an investigative tool in addition to a data collection engine. This expanded training, consisting of a series of workshops and seminars conducted at convenient locations and times for practitioners, should be presented by experienced JABS practitioners. Focus should be on techniques and methods to capitalize on the JABS data exchange and investigative tool capabilities.

Recommendation #6: Technical Interface with DOJ Law Enforcement Initiatives

Expand the technical functionality of the current JABS configuration to include:

- Using JABS as a data collection engine to electronically forward digital fingerprints to the FBI for processing,
- Interfacing JABS with other DOJ offender data management systems to include IDENT, PTS and SENTRY.

Recommendation #7: JABS Expansion in South Florida

Expand the number of JABS suites in the Southern District of Florida to provide data entry and data exchange capabilities at.

- INS Miami International Airport "E"-Concourse to support INS operations in this terminal. This device could potentially be used by US Customs Service officers, with assistance from INS, to book offenders.
- INS Krome Service Processing Center to support both criminal and administrative bookings.

During the conduct of interviews in South Florida, there were discussion about installation of

JABS resources at other sites, such as Key West, Ft. Pierce and Ft. Lauderdale. Before installing at these sites, annual arrest activities at each potential location and system support processes should be analyzed.

Recommendation #7: Limit Non-DOJ Agency Participation in JABS

Continue to limit JABS participation to only the current participating DOJ federal law enforcement agencies. Every effort should be made to keep US District Court, Metro Dade County and other interested parties appraised of JABS developments. At this time, however, expanding participation outside the incumbent users could be a distraction from developing a JABS concept of operations and technical and functional specifications for a national initiative. If JABS resources are expanded at Miami International Airport, an exception should be made to allow US Customs Service officers to use JABS at that site.

Recommendation #8: Assist BOP in Developing a Vision for JABS

Encourage BOP to use JABS at the FDC for offender booking after routine working hours to create a JABS record and to capture photographs and fingerprints. This will permit collecting statistical and operational data for validating JABS. BOP should also be encouraged to use JABS photographs and fingerprints at this site as part of SENTRY processing rather than continue the current processes of creating duplicate photographs and ink based fingerprints.

APPENDIX A
TERMS AND DEFINITIONS

ABS   - Automated Booking Station

AFIS   - Automated Fingerprint Identification System

BOP   - Bureau of Prisons

CJIS   - Criminal Justice Information Services

DEA   - Drug Enforcement Administration

DOJ   - U.S. Department of Justice

FBI   - Federal Bureau of Investigation

FDC   - Federal Detention Center

IAFIS - Integrated Automated Fingerprint Identification System

INS   - Immigration and Naturalization Service

ITN   - Identification Tracking and Networking

JABS   - Joint Automated Booking System

JMD   - Justice Management Division

JPR   - Justice Performance Review

MRD   - machine readable data

NFF   - National Fingerprint File

NPR   - National Performance Review

PTS   - Prisoner Tracking System

UCR   - Uniform Crime Reporting

USMS   - United States Marshals Service

APPENDIX B
DATA SOURCES

B.1 INTERVIEW SOURCES

This section lists individuals, by agency, interviewed as a part of the data collection process. Members of the JABS Washington Working Group are designated with a "*". Members of the Miami Task Team are designated with a "^".

B.1.1 Justice Management Division (JMD)

Bill Bell
Kyle Holtzman*
Julie Jones*

B.1.2 National Institute of Justice

Dr. Raymond Downs

B.1.3 BOP

Phil Armold*
Shirley Calvert
Steve Mueller^ - Miami FDC

B.1.4 DEA

Tony Antenucci*
Jerry Castillo^ - Miami Field Office
James Cressy ^ - Miami Field Office
Bob Patterson
Dan Pitton^ - Miami Field Office

B.1.5 FBI

Bruce Brotman
Sandy Clenny^ - Miami Field Office
Susan Epler^ - Miami Field Office
Don Johnson*
Roxanne Johnston^ - Miami Field Office
Harlin McEwen
Steve Megar
Dick Overmyer - Miami Field Office

Mike Pritchard*
Doris Sutphin*
Peter Vigal - Miami Field Office

B.1.6 INS

Thomas Danter^ - District
Victor Fuentes*
E. Rafael Henry - Miami International Airpor
P. L. Holum - Krome Service Processing Center
Michael J. Hrinyak - Miami International Airport
Kerry Kauffman^ - Miami International Airport
Helen Kelly
Joe Kennedy - Krome Service Processing Center
John Klimbal^ - Miami International Airport
Rick Leva^ - District
Keith Roberts^ - Border Patrol Pembrok Pines
Dan Ross - Krome Service Processing Center
Bill Trower^ - Miami International Airport

B.1.6 USMS

Richard Depadilla^ - West Palm Beach
Elliot Lipson - District
Michele Munsie^ - District
Bob Realick^ - District
Delores Roby^ - District
Charles Sangaline*
Edward Stubbs - West Palm Beach
Ralph Zurita^ - District

B.1.7 US Courts

G. S. Horowitz

B.1.8 Metro Dade County

Jose Camacho
Harry Bollinger

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APPENDIX C
PRODUCTIVITY QUESTIONNAIRE

DEPARTMENT OF JUSTICE
JUSTICE MANAGEMENT DIVISION
JOINT AUTOMATED BOOKING STATION (JABS)
PROJECT

JABS PRODUCTIVITY QUESTIONNAIRE
FOR FEDERAL OFFICERS AND AGENTS
USING THE JABS LABORATORY IN SOUTH FLORIDA

Department of Justice
Justice Management Division
Information Resource Management
Information Management and Security Staff

22 April 1996

Final Version

Memorandum

Subject	Date
Questionnaire for Federal Officers and Agents Using Joint Automated Booking Station (JABS) in South Florida	APR 19 1996

To

JABS Laboratory User

From
Julie A. Jones
JABS Project Manager

This Questionnaire for Federal Officers and Agents Using JABS in South Florida is sponsored jointly by the Justice Management Division (JMD) working in cooperation with the Bureau of Prisons, Drug Enforcement Administration, Federal Bureau of Investigation, Immigration and Naturalization Service, and United States Marshals Service. The goal of this questionnaire is to collect data related to possible productivity and quality changes directly attributed to JABS. Data collected through this questionnaire will help define productivity and quality benefits attributed to the JABS concept and Laboratory since operational testing began in February. The results of this data collection effort are a tool we are using to identify opportunities to improve the JABS concept to better meet your needs and those of law enforcement organizations nationwide.

We are using the services of PRC Incorporated to collect, validate and analyze this data. PRC is using a Total Quality Management approach that combines statistical analysis and focus groups and individual interviews to identify productivity and quality changes.

Users in South Florida from all five participating law enforcement agencies are being asked to complete this questionnaire. In May, this questionnaire will be followed by a limited number of local interviews, conducted by JMD and PRC staff, to complete the data collection phase.

Instructions for completing the questionnaire follow on the next page. After you have completed it, please return it to your agency point of contact. It is important to remember that this questionnaire **is not meant** to be, nor is it related to, any measurement of individual performance. The data collected will be used only in the aggregate for the purposes of this study.

Thank you for your participation in this project. Should you have any questions, please call me on (202) 514-4311 or Mr. Kyle Holtzman of JMD on (202) 514-0160.

QUESTIONNAIRE FOR FEDERAL OFFICERS AND AGENTS
USING JABS IN SOUTH FLORIDA

DATE: ___/___/___

This questionnaire is an instrument distributed to users of the Joint Automated Booking Station (JABS) prototype to assess system functionality and acceptance at the user level. A secondary objective of this questionnaire is to measure change in user productivity, both tangible and intangible. The results of this questionnaire will be used to begin to assess and measure the success of JABS. The questionnaire is not meant to be, nor will it be used as, a measurement of individual performance. The data collected will be used only in aggregate for the purposes of an independent analysis.

Please answer these questions regarding your use of JABS as accurately as possible. We will ask you respond to the two different forms of questions. The first type will ask you to respond to the question by marking the box corresponding to the answer that best reflects your opinion, as shown in the first example below. In addition, other questions will ask you for an estimate of some quantity, such as the number of booking you perform per month. Answer these questions by entering the number in the boxes provided, placing each numeral in a separate box, as in the second example below. In some cases you will also be asked to enter addition brief responses such as system identity.

EXAMPLES:

A.   Is JABS currently installed at your booking facility?

   ● Yes

   ② No

B.   How many weeks has JABS been installed at your booking facility?

1	0

I.   **USER BACKGROUND**
     To help us understand who is using JABS, we would like some information about the people completing this questionnaire. Please complete the following questions about yourself.

1.   To which DOJ agency do you belong?

   ① Bureau of Prisons

   ② Drug Enforcement Administration

   ③ Federal Bureau of Investigation

   ④ Immigration and Naturalization Service

   ⑤ United States Marshals Service

2.   What is your position?

   ① Agent

   ② Supervising Agent

   ③ Administrative / Technical Support (no law enforcement powers or authority)

   ④ Other (Please List) _____

3. How many months have you been employed by your agency?

4. **What is your work location?**

    ① BOP

    ② DEA

    ③ FBI

    ④ INS-Airport

    ⑤ INS-District

    ⑥ INS-Pembroke Pines

    ⑦ USMS Miami

    ⑧ USMS West Palm Beach

5. How many bookings per month do you perform on average?

6. What is your personal involvement in inputting booking data?

    ① I personally book offenders.

    ② I assist another agent who books offenders.

    ③ I utilize the services of dedicated booking data input personnel.

    ④ I am not involved in booking offenders.

7. How would you rate your computer skills?

    ① I am not at all familiar with how to use a computer.

    ② I am a novice user (can perform basic functions with 1 or 2 applications, such as word processing).

    ③ I have intermediate computer skills (can perform most standard functions in a variety of software applications).

    ④ I am an advanced computer user (can use advanced features of commercial software applications, such as macro programming or interfacing different software applications).

    ⑤ I am a computer professional (can program in at least one language and use advanced features of commercial software applications).

8. What was the initial source of your computer skills?

    ① Agency sponsored training

    ② On-the-job training

    ③ Academic / Professional training outside the agency

    ④ Other (Please List) _____

9. Have you successfully completed a booking without the assistance of a System Administrator?

① Yes

② No

10. Have you received training in when **not** to use JABS due to equipment error?

① Yes

② No

11. How many forms do you complete using your current manual (pre-JABS) process?

```
┌──────────────┐
│              │
└──────────────┘
```

12. What associated systems have you used? Please mark all that apply.

① DEA ABS

② USMS PTS - Prisoner Tracking System

③ IAFIS

④ INS IDENT

⑤ BOP SENTRY

⑥ NCIC 2000

⑦ DACS

⑧ RAPID

⑨ State or Local AFIS (Please List):_____

13-15 For each booking function, mark the duration which most closely matches the average time required to perform that function using your current manual (pre-JABS) process.

Booking Process	Average Duration in Minutes					
	1-10	11-20	21-40	41-55	56-75	76-90
13. Fingerprints	[1]	[2]	[3]	[4]	[5]	[6]
14. Photos	[1]	[2]	[3]	[4]	[5]	[6]
15. Personal Data	[1[	[2]	[3]	[4]	[6]	[6]

II. JABS FUNCTIONALITY

16. What training have you received in the use of JABS?

    ① Contractor provided course

    ② On-the-job training

    ③ Other (Please List):_____

17-25 Please identify the response which best describes your satisfaction level with each of the following screens on your agency's Client Workstation

JABS Screen	Satisfaction with JABS Screens							
	Very Dis-satisfied	Dis-satisfied	Some-what Dis-satisfied	Unsure	Some-what Satisfied	Satisfied	Very Satisfied	No Opinion
17. Login	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
18. Main Menu	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
19. Short Form	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
20. Fingerprint	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
21. Photo Capture	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
22. Full Form	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
23. Short Search Form	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
24. Full Search Form	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
25. Photo Line Up	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]

26. Rate your satisfaction with the pull-down menus for input fields

Very Dissatisfied	Dissatisfied	Somewhat Dissatisfied	Unsure	Somewhat Satisfied	Satisfied	Very Satisfied	No Opinion
[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]

27-30 Please identify the response which best describes your satisfaction level with each of the following input devices.

Input Device	Satisfaction with JABS Input Devices							
	Very Dis-satisfied	Dis-satisfied	Somewhat Dis-satisfied	Unsure	Somewhat Satisfied	Satisfied	Very Satisfied	No Opinion
27. Identix Livescan Fingerprint Device	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
28. Offender Photo Camera	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
29. Canon Supporting Photo Camera	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
30. Fingerprint Card Scan Device	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]

31. Are the JABS photos sufficiently usable?

    ① Yes

    ② No

32-34 Please identify the response which best describes your understanding of each of the following JABS functions.

JABS Function	Comfort with JABS Functions							
	Very Uncomfortable	Uncomfortable	Somewhat Uncomfortable	Unsure	Somewhat Comfortable	Comfortable	Very Comfortable	No Opinion
32. Search Functions	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
33. Photo Line Up	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
34. Photo Spread	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]

III.   JABS PERFORMANCE IMPACTS

35.   Approximately how many times have you used JABS in the past 60 days?

36-39   For each booking function, mark the duration which most closely matches the average time required to perform that function using JABS.

Booking Process	Average Duration in Minutes					
	1-5	6-10	11-15	16-20	21-25	26-30
36. Fingerprints	[1]	[2]	[3]	[4]	[5]	[6]
37. Offender Photos	[1]	[2]	[3]	[4]	[5]	[6]
38. Supporting Photos	[1]	[2]	[3]	[4]	[5]	[6]
39. Personal Data	[1[	[2]	[3]	[4]	[6]	[6]

40-46   For each booking function, mark the extent to which JABS has improved the quality data captured in the process.

JABS Function	JABS Effect on Quality of Data							
	Has helped a great deal	Has helped some-what	Has helped slightly	Has had no effect	Has hurt slightly	Has hurt some-what	Has hurt a great deal	No Opinion
40. Fingerprints	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
41. Offender Photos	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
42. Support Photos	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
43. Data Input	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
44. Data Search	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
45. Positive ID	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
46. Photo Line-up	[1[	[2]	[3]	[4]	[5]	[6]	[7]	[0]

47-55   For each booking function, mark the extent to which JABS has improved your productivity in performing your job.

JABS Function	JABS Effect on Job Productivity							
	Has helped a great deal	Has helped some-what	Has helped slightly	Has had no effect	Has hurt slightly	Has hurt some-what	Has hurt a great deal	No Opinion
47. Access to Booking Tools	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
48. Fingerprints	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
49. Offender Photos	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
50. Support Photos	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
51. Data Input	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
52. Data Search	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
53. Positive ID	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
54. Photo Line-up	[1[	[2]	[3]	[4]	[5]	[6]	[7]	[0]
55. Personal History	[1[	[2]	[3]	[4]	[5]	[6]	[7]	[0]

56-59 For each booking function, mark the extent to which JABS has improved your ability to use the data captured in the booking process.

JABS Function	JABS Effect on Usability of Data							
	Has helped a great deal	Has helped some-what	Has helped slightly	Has had no effect	Has hurt slightly	Has hurt some-what	Has hurt a great deal	No Opinion
56. Fingerprints	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
57. Offender Photos	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
58. Supporting Photos	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[0]
59. Data Fields	[1[	[2]	[3]	[4]	[5]	[6]	[7]	[0]

IV.   JABS ENHANCEMENT / EXPERIENCES

60.   Have you used JABS for at least five bookings?

① Yes

② No

61.   Has JABS been a help in performing your last five bookings?

① Yes (Please provide a description of three ways JABS has helped on the lines below.)

② No (Please explain how JABS has hindered the booking process on the lines below.)

_____

_____

_____

_____

_____

_____

62.   Describe an example of how JABS has helped you perform bookings over the process you used previously.

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

63.   Please identify any new requirements or system enhancements to the current prototype which may positively impact your use of the system.

_____

_____

_____

_____

APPENDIX D. STATISTICAL ANALYSIS OF QUESTIONNAIRE DATA

D.0   INTRODUCITON

Appendix D focuses on review and analysis of statistical data collected during the week of May 6, 1996 using a data collection tool, *JABS Productivity Questionnaire for Federal Officers and Agents Using the JABS Laboratory in South Florida.* This questionnaire is organized into four sections:

- *Section I. User Background* was designed to collect data about federal officers and agents completing this questionnaire.

- *Section II. JABS Functionality* focused on individual use of JABS.

- *Section III. JABS Performance Impacts* solicited data on performance metrics using JABS.

- *Section IV. JABS Enhancement/Experiences* addressed experiences encountered with repeated use of this system.

By design, this questionnaire was administered to Federal agents and officers, referred to in general terms as practitioners, when JABS had been operational for about 60 to 75 days. Analysis of this initial data represents a baseline from which future comparisons and perceptions can be developed and measured. Where possible, general trends formed by this data have been identified. Select sections of this questionnaire could be repeated after 180 and 270 days of operational experience with JABS for further identification of user trends and data patterns.

Discussions are divided into sections corresponding to part of this questionnaire. With each section, a general summary is provided followed by statistics and analysis of results for each question. Where possible, preliminary trends and patterns are noted.

D.1   SECTION 1. USER BACKGROUND

D.1.1 General User Profile

Fifty-one responses were received from questionnaires distributed to the BOP, DEA, FBI, INS and USMS. Questionnaires were provided but not completed for DEA due to the delay in initial JABS startup.

90% of these responses were from Federal law enforcement personnel with powers to arrest a suspected offender. An average Federal law enforcement individual responding to this questionnaire has approximately 99 months of service in the respective agency, completes an average of 15.7 bookings per month using manual procedures to complete fingerprints,

photographs and personal data requirements. Over 90% of these practitioners considering themselves to be either novice or intermediate computer users.

D.1.2 Responses by Question

Question 1 - To which DOJ agency do you belong?
Question 2 - What is your position?

Exhibit D-1, Number of Responses, identifies the agency and number of responses to the questionnaire. *Exhibits D-1.1 through D-1.4* identifies agency responses and practitioner's agency position.
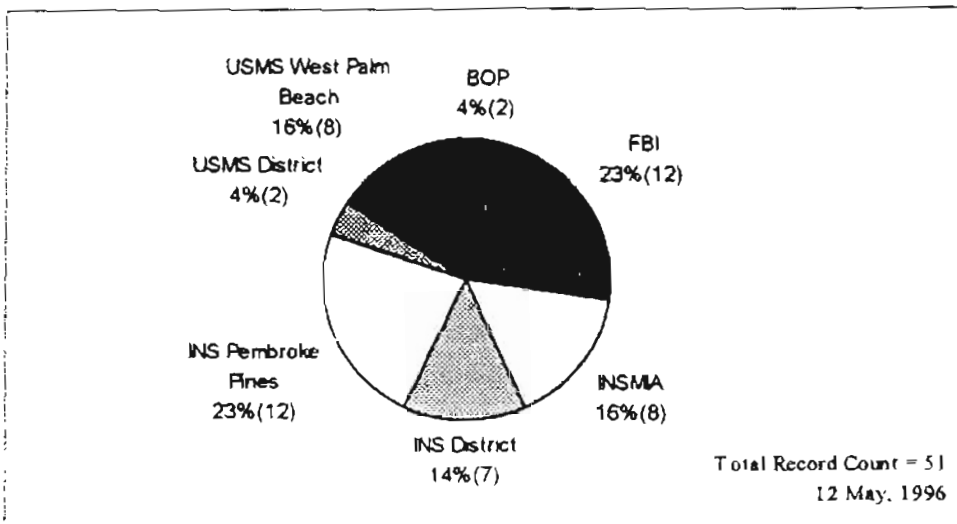
Exhibit D-1. Number of Responses

Exhibit D-1.1, Number of Responses (BOP), reflects responses and positions for the Bureau of Prisons.
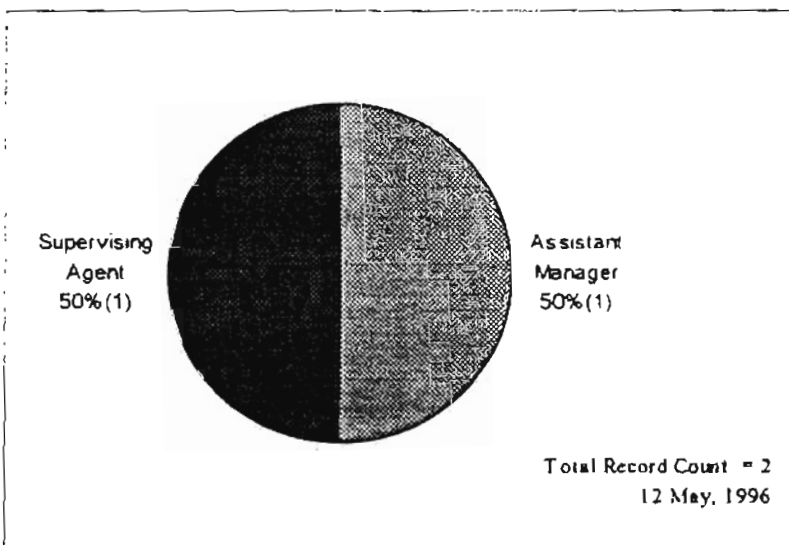
Exhibit D-1.1. Number of Responses (BOP)

Exhibit D-1.2, Number of Responses (FBI), reflects responses and positions. Investigative analysts responding to this questionnaire provide technical assistance and support in operation of the JABS processes rather than book individuals using JABS.
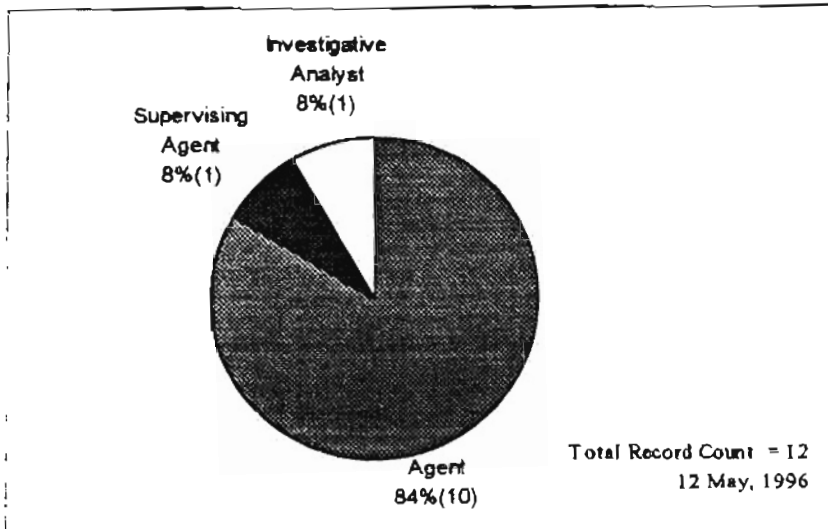
Exhibit D-1.2. Number of Responses (FBI)

Exhibit D-1.3, Number of Responses (INS), reflects total INS (District, Pembroke Pines and Miami International Airport) responses and positions.
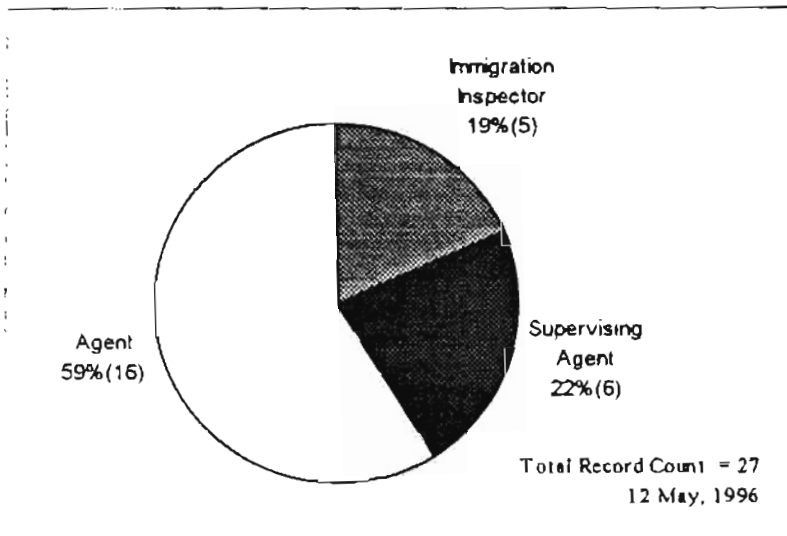
Exhibit D-1.3. Number of Responses (INS)

Exhibit D-1.4, Number of Responses (USMS) reflects total USMS (District, West Palm Beach) responses and positions. USMS District has two detention officers responsible for booking all offenders processed through this District Office. These Detention Officers support JABS and USMS PTS. All Deputy US Marshals responding to this questionnaire reside at West Palm Beach.
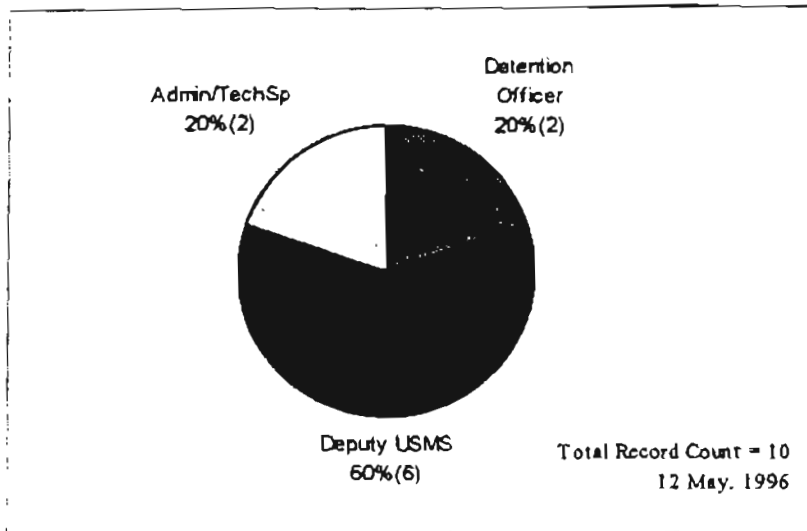
Exhibit D-1.4. Number of Responses (USMS)

Question 3 - How many months have you been employed by your agency?
Question 4 - What is your work location?

Exhibit 4-2, Average Months Employed by Agency, reflects the average, in months, that questionnaire respondents have been employed by a particular agency.
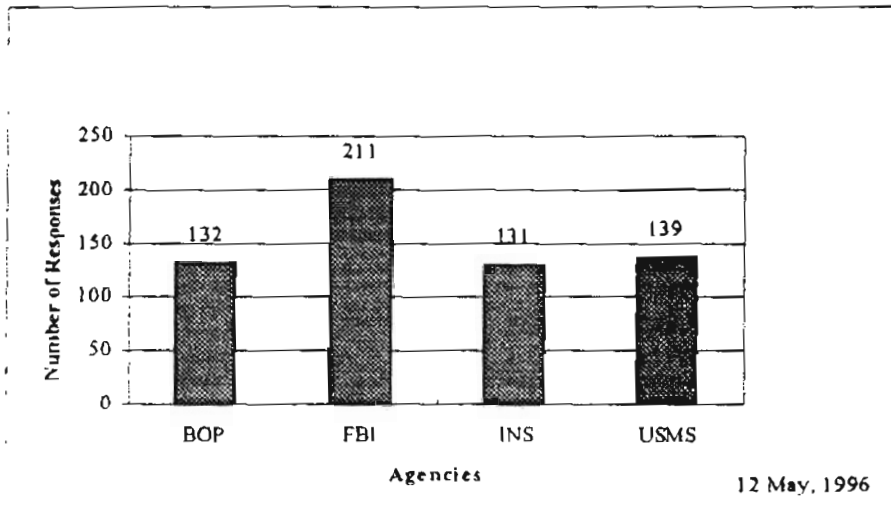
Exhibit D-2. Average Months Employed by Agency

Exhibit D-2.1, Average Months Employed by Agency by Site, reflects an average, in months, that a questionnaire respondent has been employed by respective agency by work location.
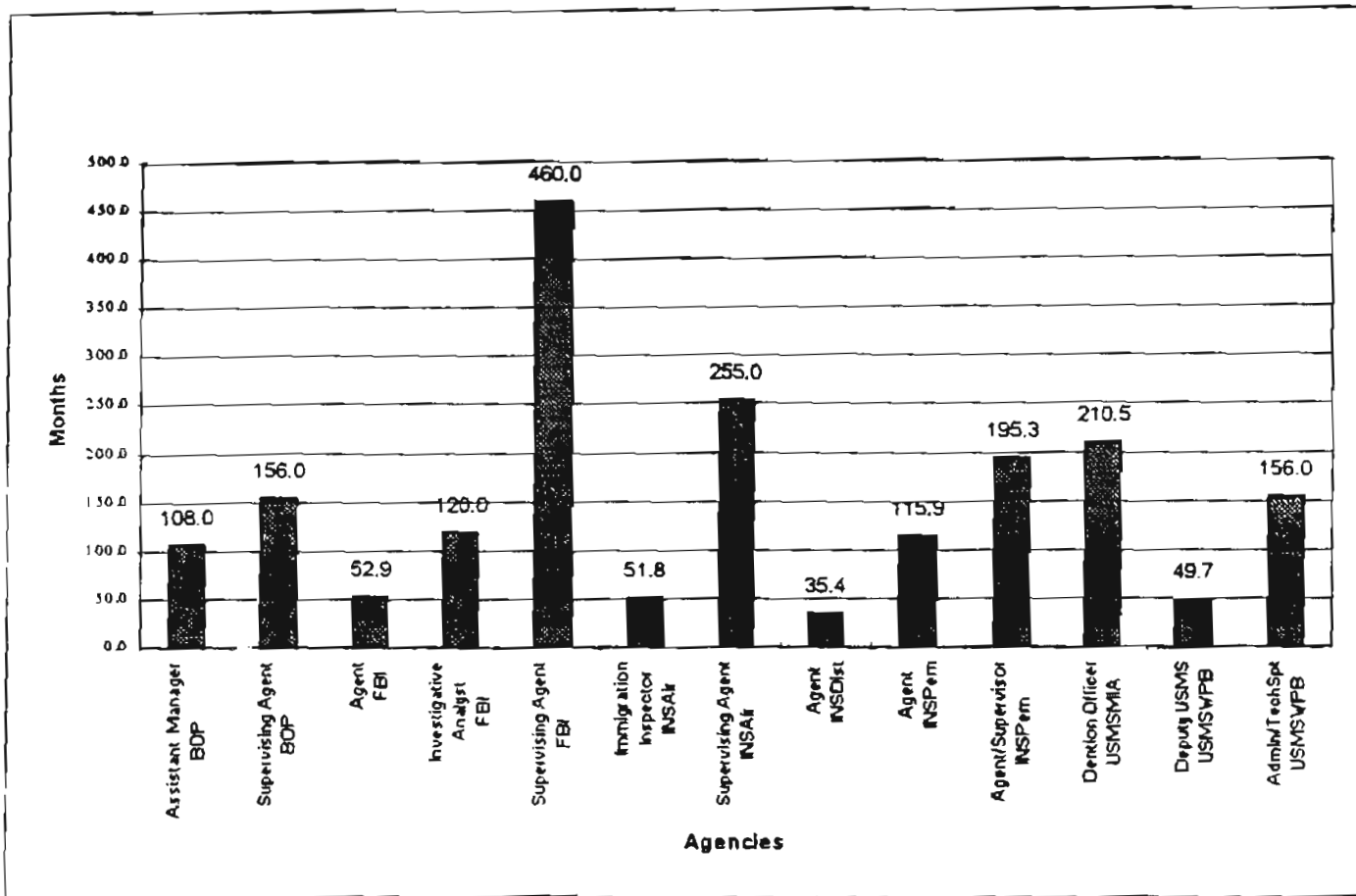
Exhibit D-2.1. Average Months Employed by Agency by Site

Question 5 - How many bookings per month do you perform on average?

Exhibit D-3. Bookings Per Month by Agencies, reflects the percentage of average monthly bookings performed by each agency. However, this *Exhibit* can be misleading. FBI cases tend to be much longer types of investigations, in months, ultimately culminating in an arrest, thus the frequency of JABS use may be lower than other agencies. BOP does not perform arrests but eventually receives offenders for custody. USMS numbers reflect both offenders processed by USMS West Palm Beach and USMS District Office. All offenders arrested for Federal offenses, independent of the agency are processed through the USMS District Office or West Palm Beach. Current numbers for USMS also reflect arrests made by DEA and all non-DOJ law enforcement agencies. The significance of these average monthly numbers is that today, duplicate data entry is required to build a JABS, PTS and SENTRY record for each offender.
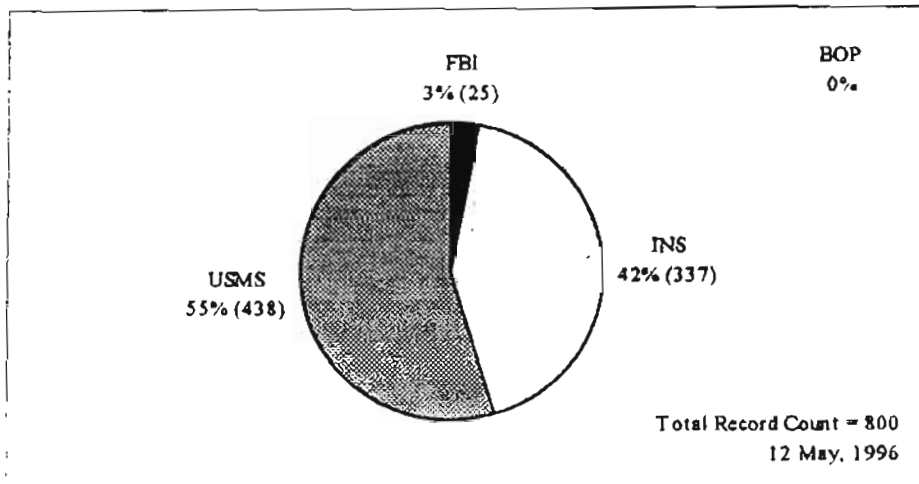
Exhibit D-3. Bookings Per Month by Agencies

Exhibit D-3.1, Bookings Per Month by FBI reflects the percentage of the average number of bookings per month by FBI position among those responding to this questionnaire. Responses for Investigative Analyst are interpreted as providing assistance to an agent in performing a booking since these are technical support staff lacking arrest powers.
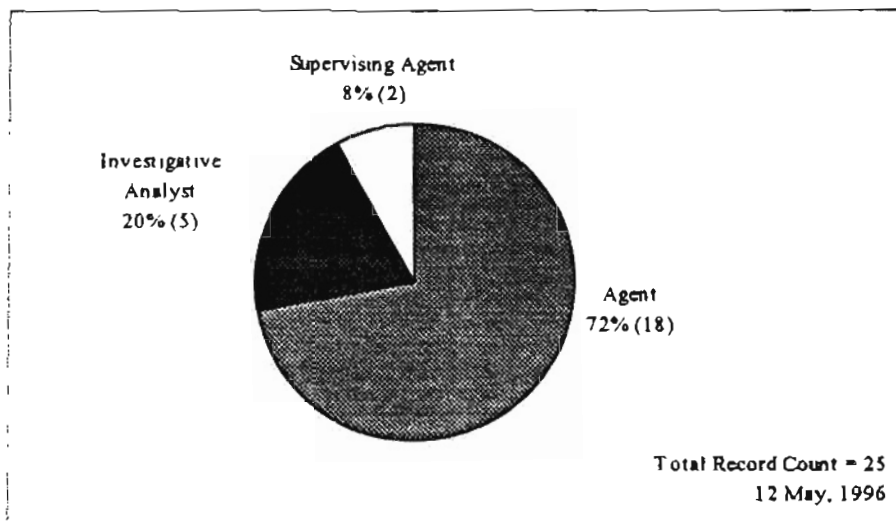
Exhibit D-3.1. Bookings Per Month by FBI

Exhibit D-3.2, Bookings Per Month by INS reflects the percentage of the average number of bookings per month by INS position among those responding to this questionnaire (INS District, Pembroke Pine and Miami International Airport).
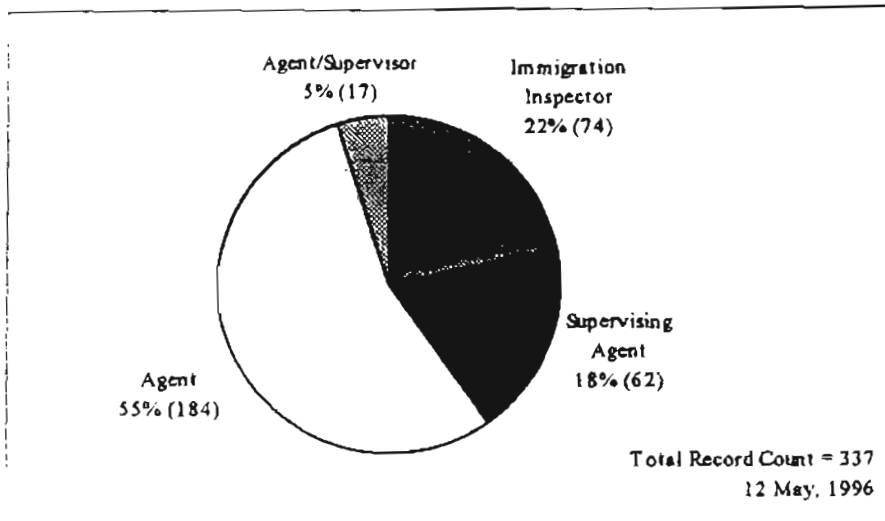
Exhibit D-3.2. Bookings Per Month by INS

Exhibit D-3.3, Bookings Per Month by USMS reflects the percentage of the average number of bookings per month by USMS position at USMS District and West Palm Beach who responded to this questionnaire. All bookings for DEA and non-DOJ law enforcement agencies are processed for JABS and PTS by the USMS District Office Detention Officers.
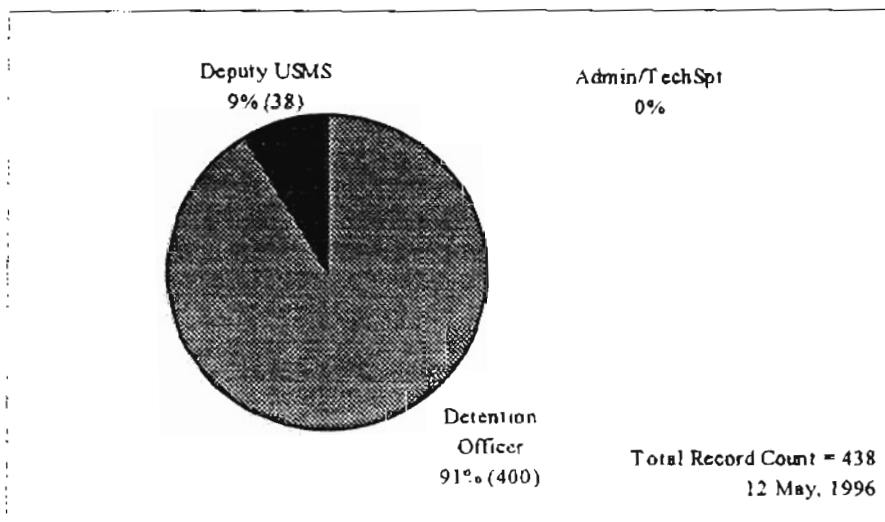
Exhibit D-3.3 Bookings Per Month by USMS

Question 6 - What is your personal involvement in inputting booking data?

Exhibit D-4, Personal Involvement in Inputting Booking Data, reflects individual involvement in the booking process. With exception of BOP staff (no arrest thus no direct booking responsibilities), this exhibit indicates that a majority of respondents either personally book offenders or assist another agent or office in booking offenders.
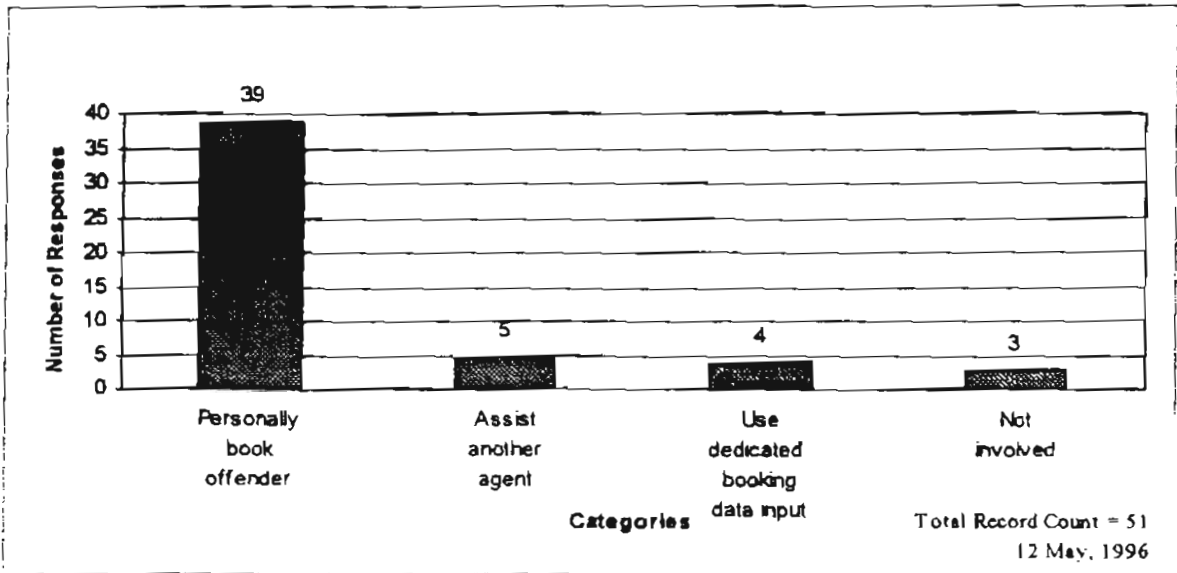
Exhibit D-4. Personal Involvement in Inputting Booking Data
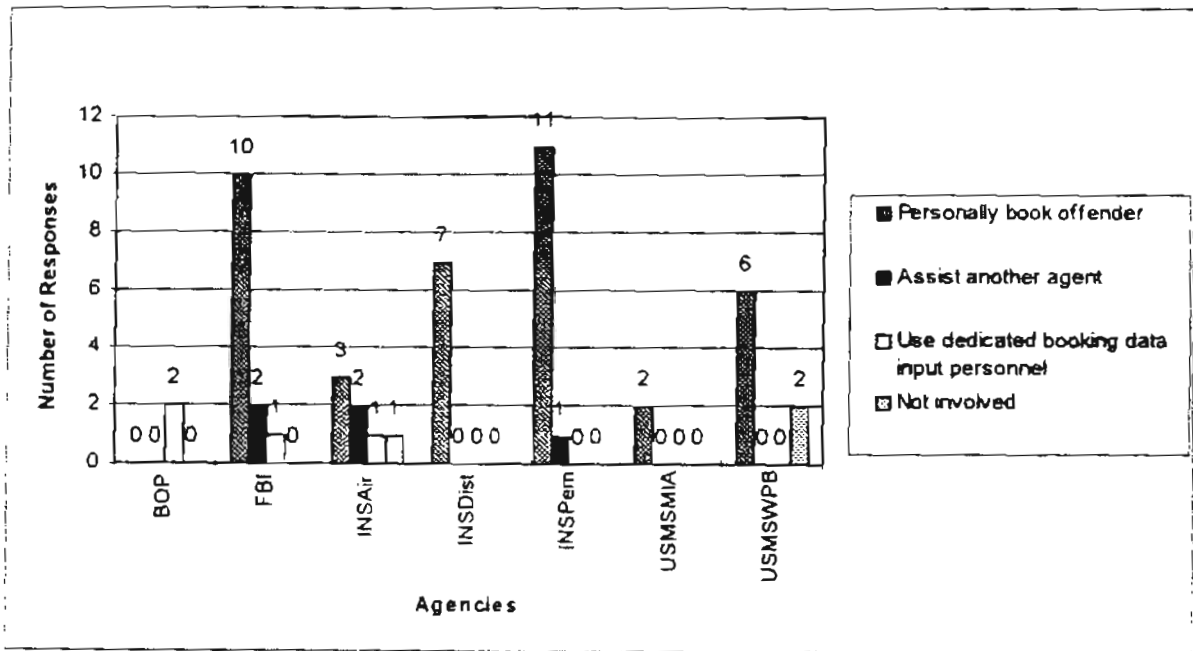
Exhibit D-4.1 Personal Involvement in Booking by Location

Question 7 - How would you rate your computer skills
Question 8 - What was the initial source of your computer skills?

Questions 7 and 8 are related, focusing on computer skills and initial source of these skills. The majority of the questionnaire respondents rate themselves as either novices (can perform basic functions) or intermediates (advanced computer skills). The significance of responses to Question 7 is that while JABS represents a new way of performing certain processes, the skill set to master these processes is within reach of the agents and officers

responding to the questionnaire. Question 8 elaborates on source of these computers skills. More than half of all respondents declared an initial source of computer training as on-the-job training. *Exhibit D-5, Computer Skills*, reflects a computer skills rating for questionnaire respondents. *Exhibit D-6, Initial Source of Computer Skills*, reflects initial source of computer training for questionnaire respondents.
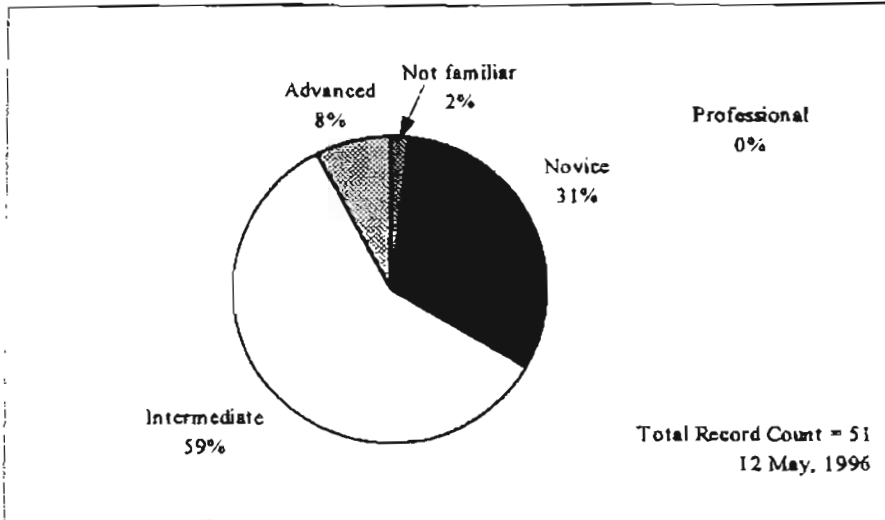
Exhibit D-5. Computer Skills
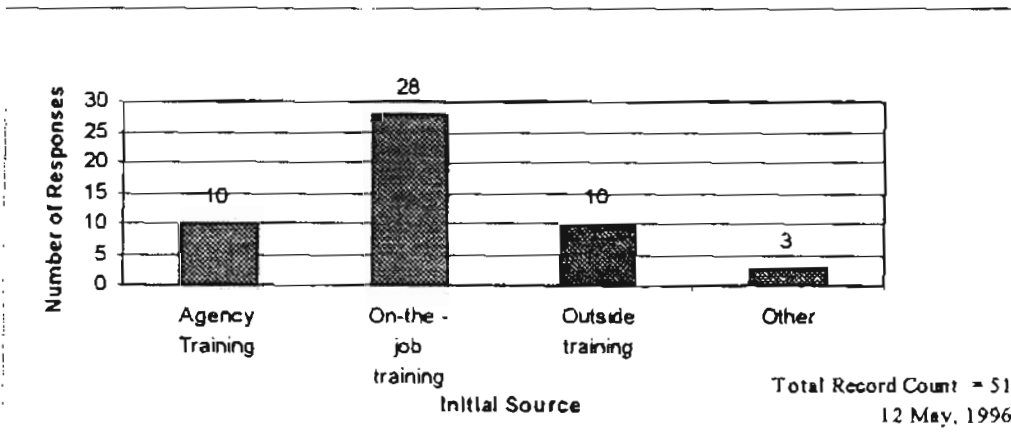
Exhibit D-6. Initial Source of Computer Skills

Question 9 - Have you successfully completed a booking without the assistance of a System Administrator?

Questions 9 measures the ability of questionnaire respondents to complete a JABS booking without assistance of a Systems Administrator. Sixty-nine percent (69%) of the respondents indicated having been able to successfully complete a booking without assistance from a Systems Administrator as reflected in *Exhibit D-7, Completed Booking Without the Assistance of Systems Administrator*.

No
31% (16)

Yes
69% (35)

Total Record Count = 51
12 May, 1996
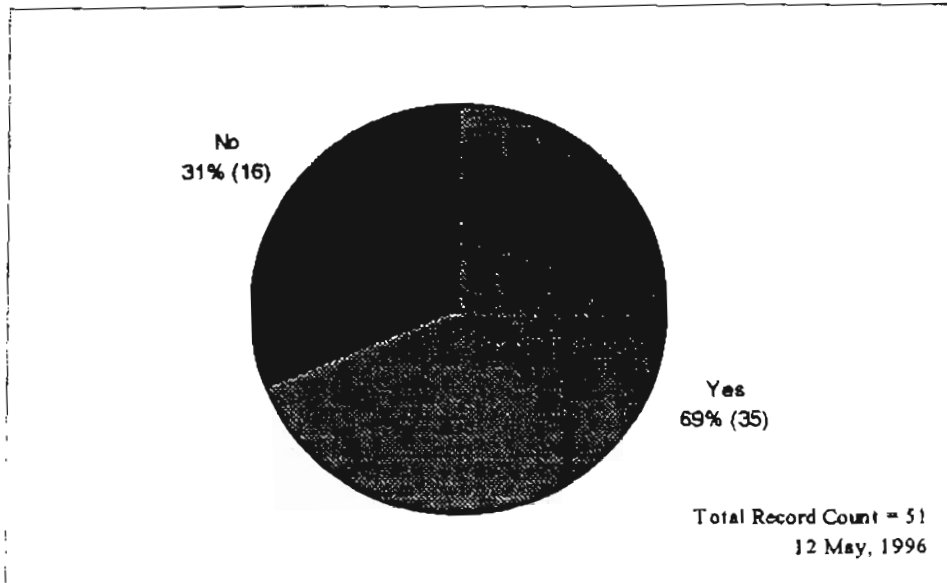
Exhibit D-7. Completed Booking Without the Assistance of Systems Administrator

Question 10 - Have you received training in when not to use JABS due to equipment error?

Exhibit D-8, Received Training When Not to Use JABS Due to Equipment Error, reflects a close split between "no" and "yes" type answers. Furthermore, only 43 of 51 questionnaire respondents replied to this question.   Suspect this question is ambiguous and vague, however, with number of responses, also suspect   agents and officers are unable to determine JABS equipment error conditions that could impact the quality of data, fingerprints or photographs.

Yes
42% (18)

No
58% (25)

Total Record Count = 43
12 May, 1996
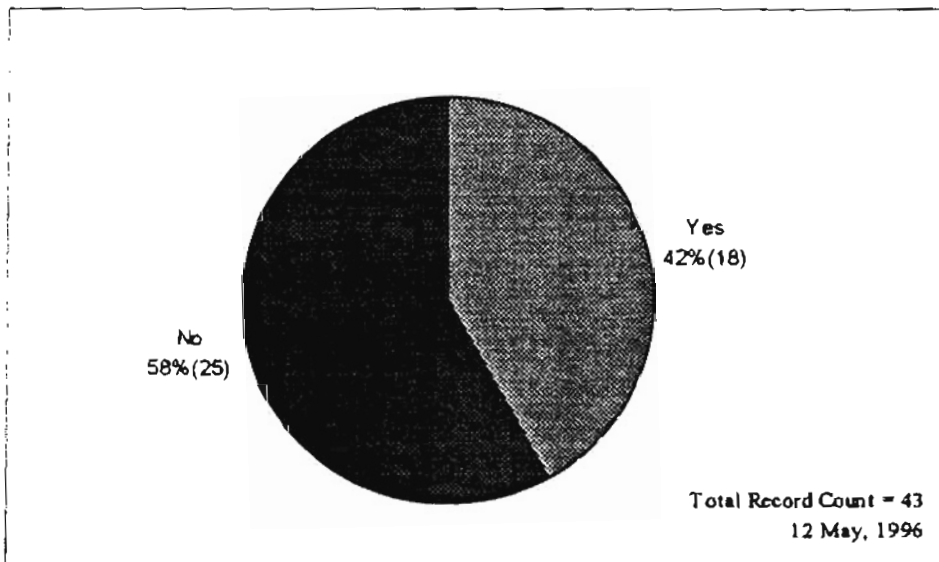
Exhibit D-8. Received Training When Not to Use JABS Due to Equipment Error

Question 11 - How many forms do you complete using your current manual (pre-JABS) process?

Exhibit D-9, Average Number of Forms Used Completing Current Manual (Pre-JABS) Process, reflects the number of forms indicated by questionnaire respondents at each agency site. Intent of this question was to reflect opportunities for reducing the number of forms used in the booking process. *Forms unique to an agency's mission were outside the scope of this question.* Unfortunately, the ambiguous and vague question structure distorted the data. If JABS only focuses on those forms common to all agencies or required by USMS or BOP to book and/or incarcerate an offender, there is merit to examining opportunities for consolidation or standardization.
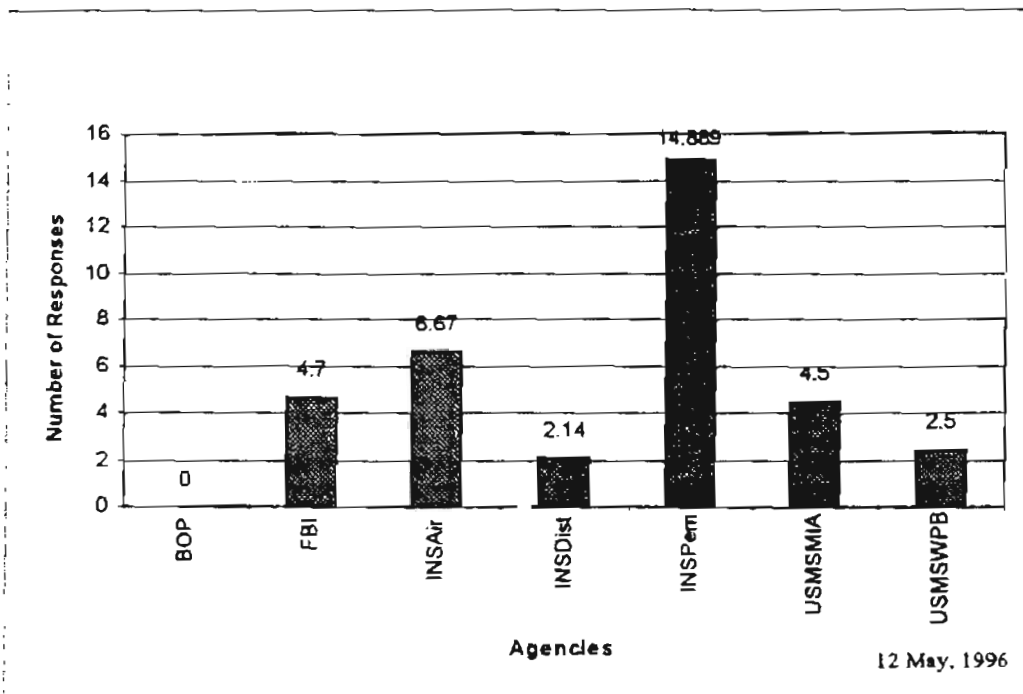
Exhibit D-9. Average Number of Forms Used Completing Current Manual (Pre-JABS) Process

Question 12 - What associated systems have you used? Please mark all that apply?

Exhibit D-10 -Associated System Used by Agents and Officers has been omitted. A review of responses confirmed the ambiguous structure of this question .

Exhibit D-10 - This exhibit has been omitted.

Questions 13-15 - For each booking function, mark the duration which most closely matches the average time required to perform that function using your current manual (pre-JABS processes). Functions include booking processes for fingerprints, photographs and personal data.

Exhibit D-11, Average Duration in Minutes for Booking Process - Fingerprints, reflects 29 of 46 question respondents (63%) normally complete fingerprint processing in a range of 1 to 10 minutes. This time is valid only for production of ten-print fingerprint cards.
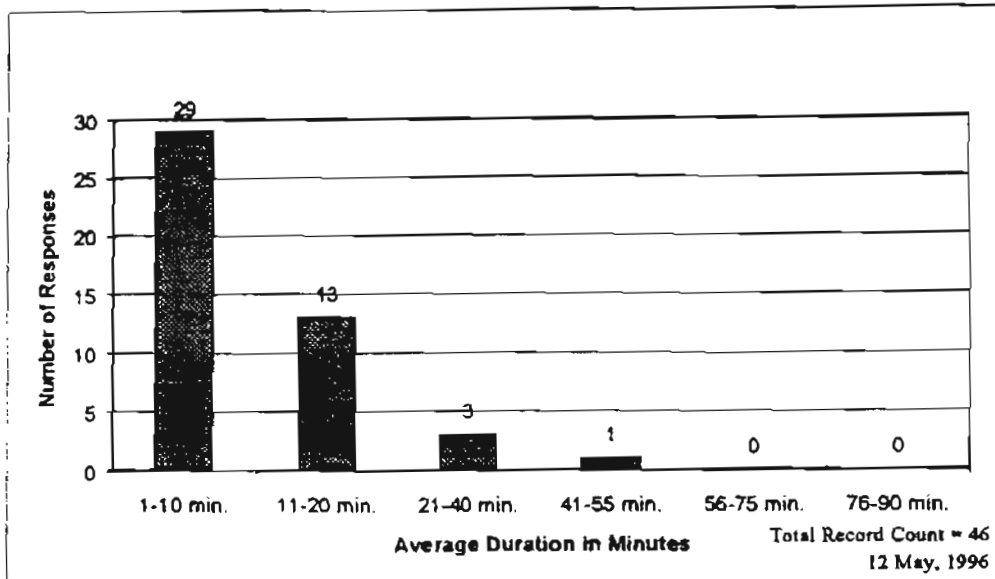
Exhibit D-11. Average Duration in Minutes for Booking Process - Fingerprints

Exhibit D-12, Average Duration in Minutes for Booking Process - Photographs, reflects 42 of 46 question respondents (91%) normally complete photograph processing in a range of 1 to 10 minutes.
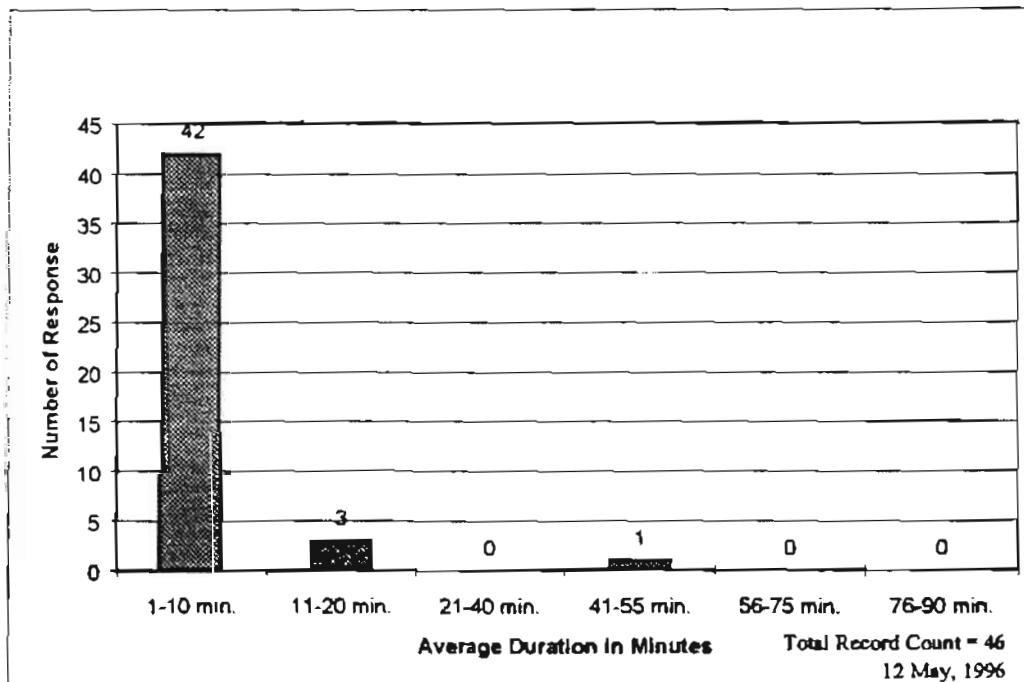
Exhibit D-12. Average Duration in Minutes for Booking Process - Photographs

Exhibit C4-13, Average Duration in Minutes for Booking Process - Personal Data, reflects 31 of 45 question respondents (69%) normally complete personal data processing in less than 20 minutes.
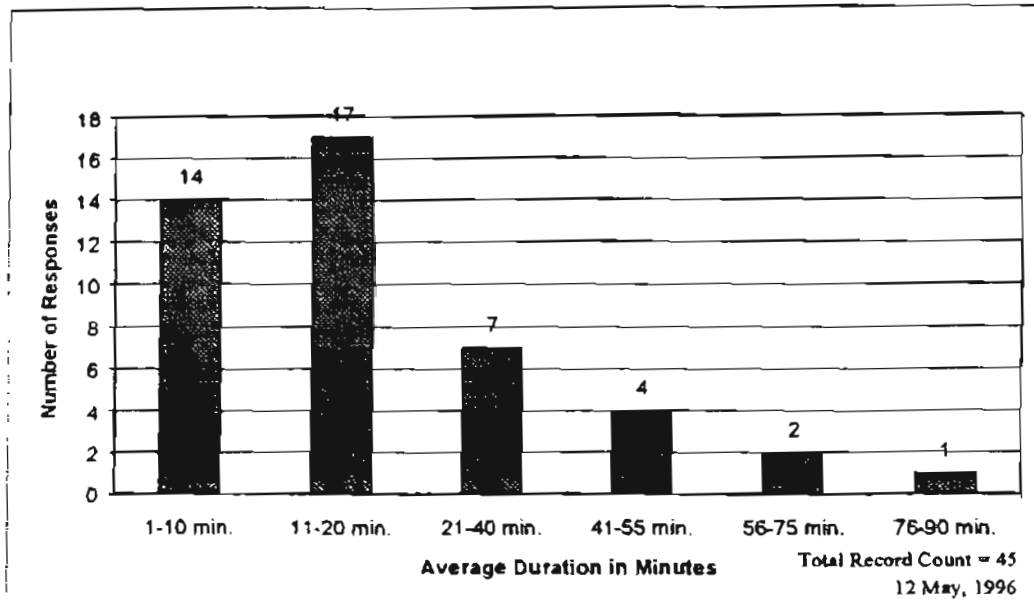
Exhibit D-13. Average Duration in Minutes for Booking Process - Personal Data

Based upon initial data for Questions 13-15, it is reasonable to draw a conclusion that for a single offender, it takes more than 15.76 minutes to complete the required sets of ten-print fingerprint cards, no longer than 11.6 minutes to complete all the necessary photographs, and no longer than 27.1 minutes to complete all personal data requirements for the booking process. Since these tasks are done concurrently, it is reasonable to project, based on questionnaire responses, that a booking for an offender can normally be completed in approximately 27 to 30 minutes For this study, this time to book does not consider availability of resources or experience of an agent or officer performing bookings.

D.2 SECTION II. JABS FUNCTIONALITY

This section focuses on JABS training and three general areas related to JABS system functionality as perceived by the agents and officers using JABS. These areas include:

- Satisfaction with JABS Screens,
- Satisfaction with JABS Input Devices, and
- User Comfort with JABS Functions.

Questionnaire data for this section was from agents and officers who have used JABS to perform bookings. With each question, there will be a difference in total record count since some respondents have yet have exercised each element of JABS functionality at the time this questionnaire was administered.

D.2.1 General JABS Functionality Profile

In general, users express a positive level of satisfaction with the general system functionality that allows for the creation of a record and capture of personal, photographic and fingerprint data. In particular, respondents are very satisfied with the functionality provided with the Indexix Livescan and offender photo camera. Dissatisfaction or no option was common for those elements of functionality , primarily the investigative and data search capabilities, that have experience only minimum use during initial system startup.

D.2.2 Responses by Question

Question 16 - what training have you received in the use of JABS?

Exhibit D-14, Training Received in the Use of JABS, reflects sources of JABS training for questionnaire respondents. The higher percentage of respondents indicating on-the-job training as the primary source of JABS training reflects a large number of users from both the FBI and INS Miami International Airport Shift work and geographical location sometimes made it impractical to assemble all staff requiring training in one location. FBI used a key person approach to ensure that each squad had at least one agent who was contractor trained to operator JABS This key person was then responsible for coaching, teaching and mentoring other squad members on use of JABS. Conversely, INS Miami International Airport JABS points of contact used both contractor provided and OJT training to meet the demands of a shift work environment.
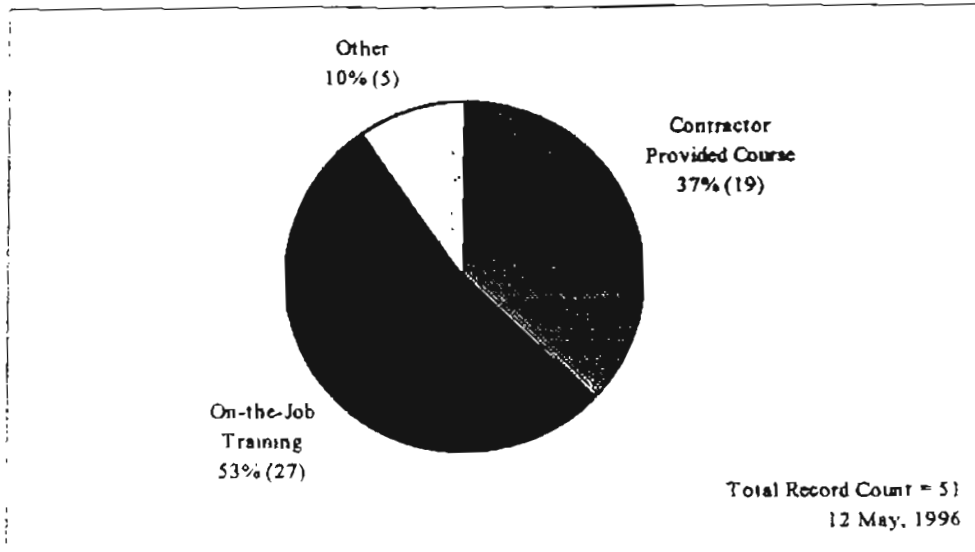
Exhibit D-14. Training Received in the Use of JABS

Questions 17-25 - This set of questions measures the questionnaire respondent's satisfaction level with each of the following screens on the JABS workstation:

- Login
- Main Menu
- Short Form
- Fingerprint
- Photo Capture
- Full Form
- Short Search Form
- Full Search Form
- Photo Line Up

A rating of "Somewhat Satisfied, Satisfied, or Very Satisfied" indicates a high level of satisfaction with the screen layout/functionality associated with these screens. A rating of "No Opinion" normally indicates questionnaire respondents have yet to exercise that particular screen/functionality

Exhibit D-15, Satisfaction Level with Login Screen, reflects that 80% of questionnaire respondents consider Login Screen and associated processes to be acceptable.
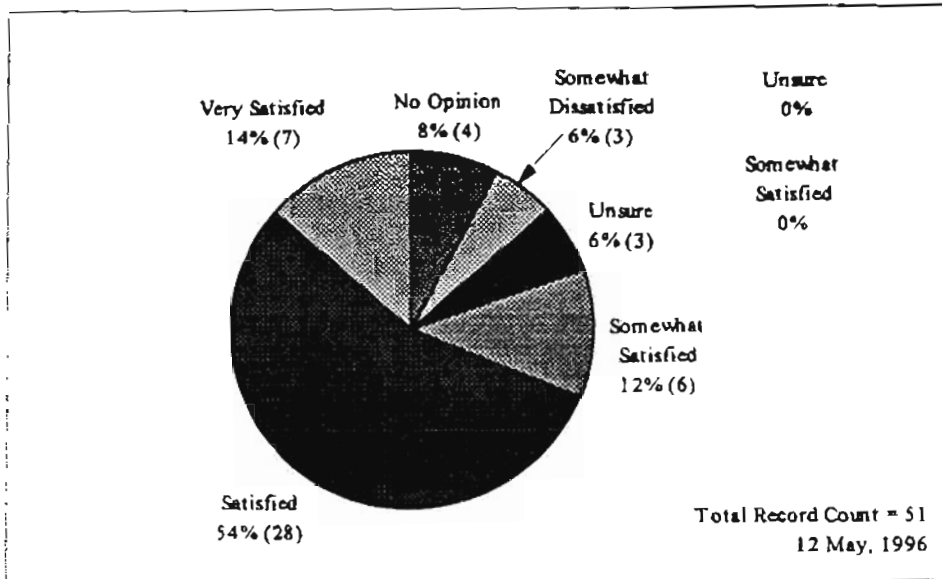
Exhibit D-15, Satisfaction Level with Login Screen

Exhibit D-16, Satisfaction Level with Main Menu, reflects that only 14% of questionnaire respondents consider Main Menu Screen and associated processes to be acceptable. 35% of respondents reflected either unsure or no opinion. This level of unsure or no opinion suggestions that user experience and familiarity with graphical user interfaces may lean more to screen design and appearance rather than screen functionality. While this item might be candidate for future analysis, recommend no action at this time.
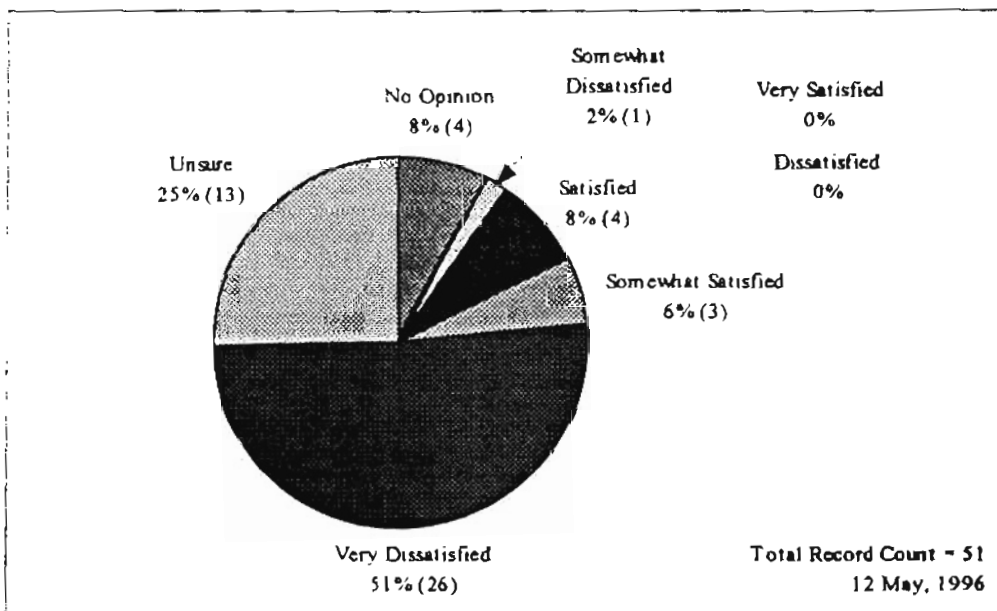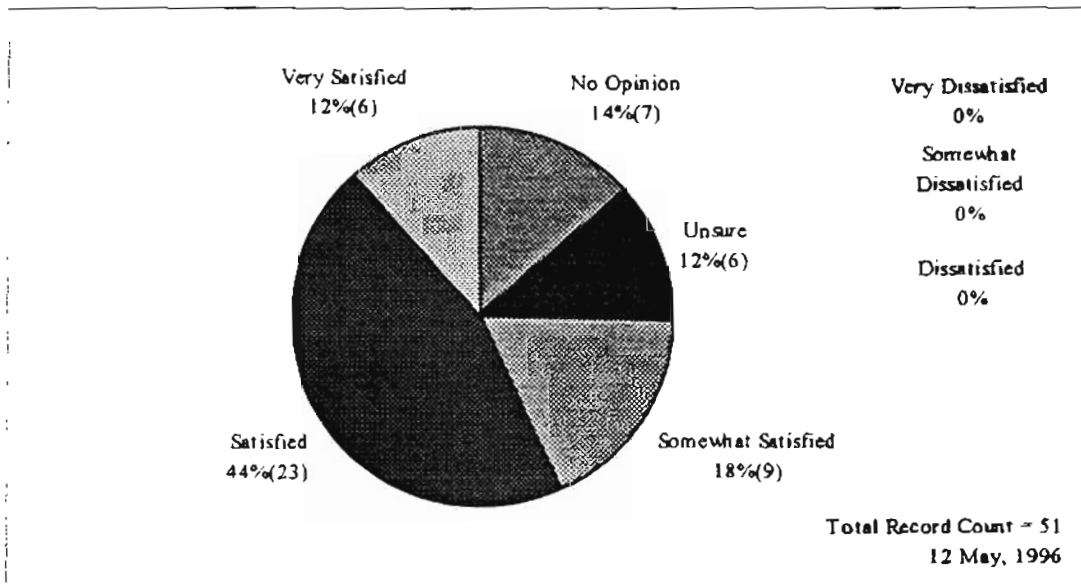

Exhibit D-16. Satisfaction Level with Main Menu

Exhibit D-17, Satisfaction Level with Short Form Screen, reflects that 76% of questionnaire respondents consider the Short Form Screen and associated processes to be acceptable. 20% of respondents reflected either unsure or no opinion. Suggest that user experience and familiarity with computers again influences how well user understand the functionality associated with these screens. This item might also be considered for further analysis.
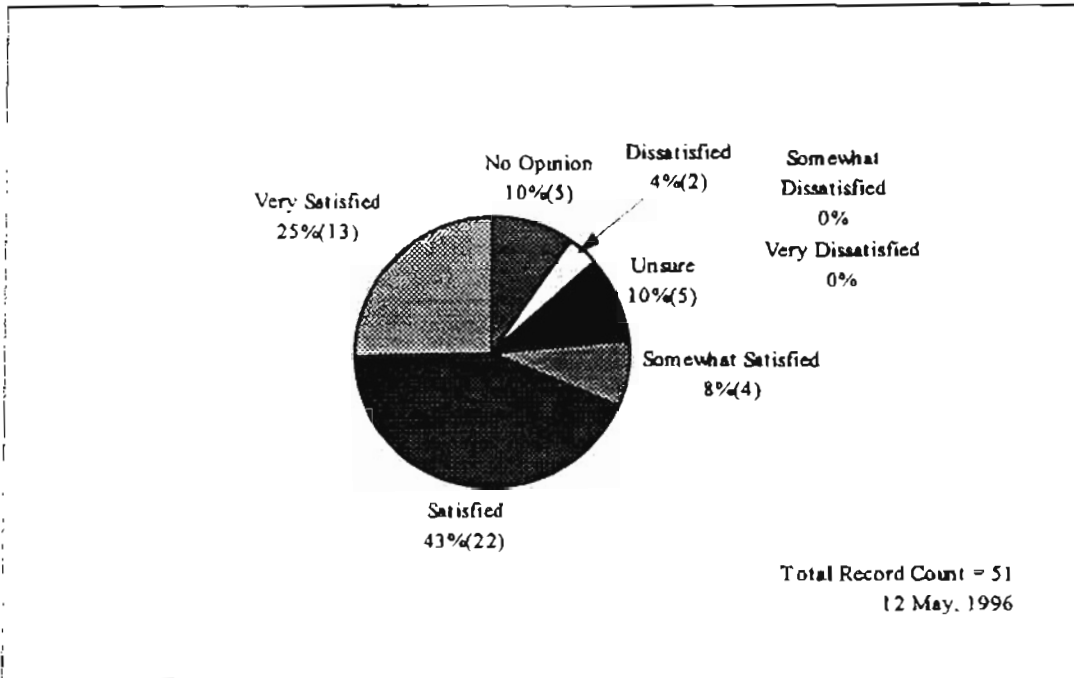
Exhibit D-17. Satisfaction Level with Short Form Screen

Exhibit D-18, Satisfaction Level with Fingerprint Screen, reflects that 76% of questionnaire respondents consider the Fingerprint Screen and associated processes to be acceptable. 14% of respondents reflected either unsure or no opinion. With the critical processes this screen supports, this item might also be considered for further analysis.
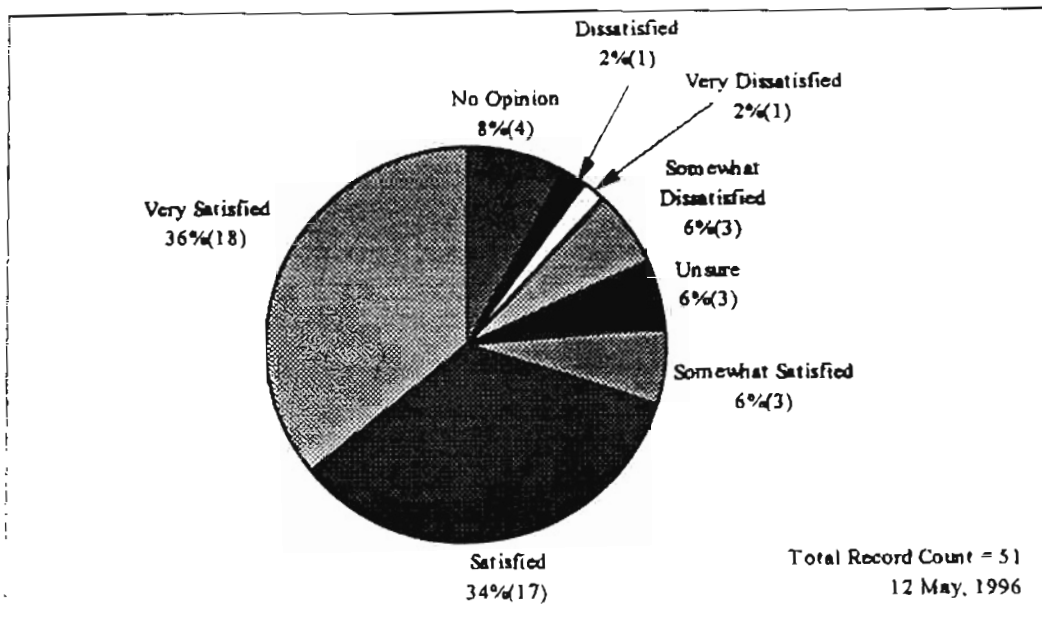
Exhibit D-18. Satisfaction Level with Fingerprint Screen

Exhibit D-19, Satisfaction Level with Photo Capture Screen, reflects 84% of questionnaire respondents consider the Photo Capture Screen and associated processes to be acceptable. 14% of respondents reflected either unsure or no opinion.
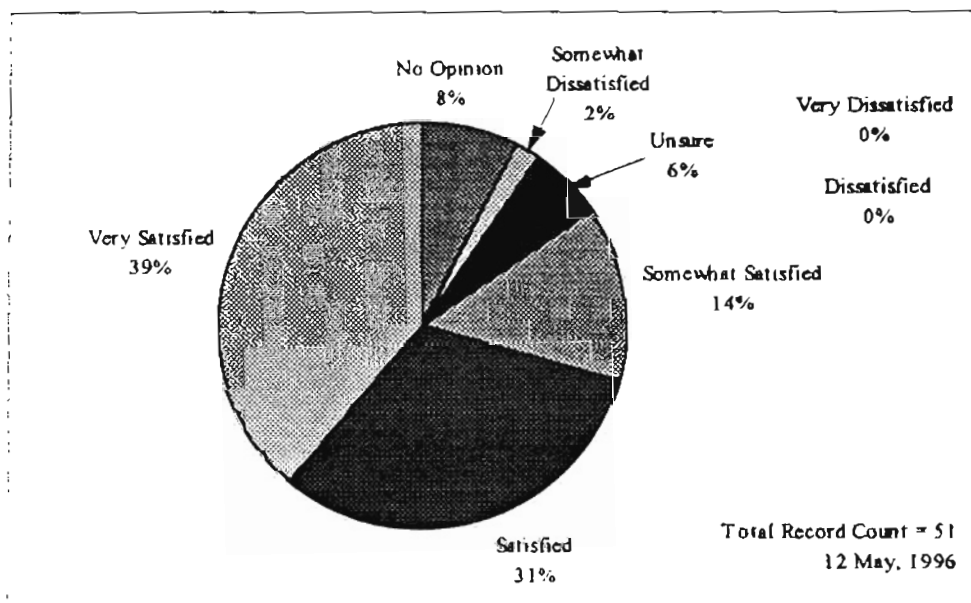
Exhibit D-19. Satisfaction Level with Photo Capture Screen

Exhibit D-20, Satisfaction Level with Full Form Screen, reflects 76% of questionnaire respondents consider the Full Form Screen and associated processes to be acceptable 20% of respondents reflected either unsure or no opinion.


No Opinion
12%(6)
Somewhat
Dissatisfied
0%
Very Satisfied
22%(11)
Very Dissatisfied
4%(2)
Dissatisfied
0%
Unsure
8%(4)
Somewhat Satisfied
20%(10)
Satisfied
34%(18)
Total Record Count = 51
12 May, 1996
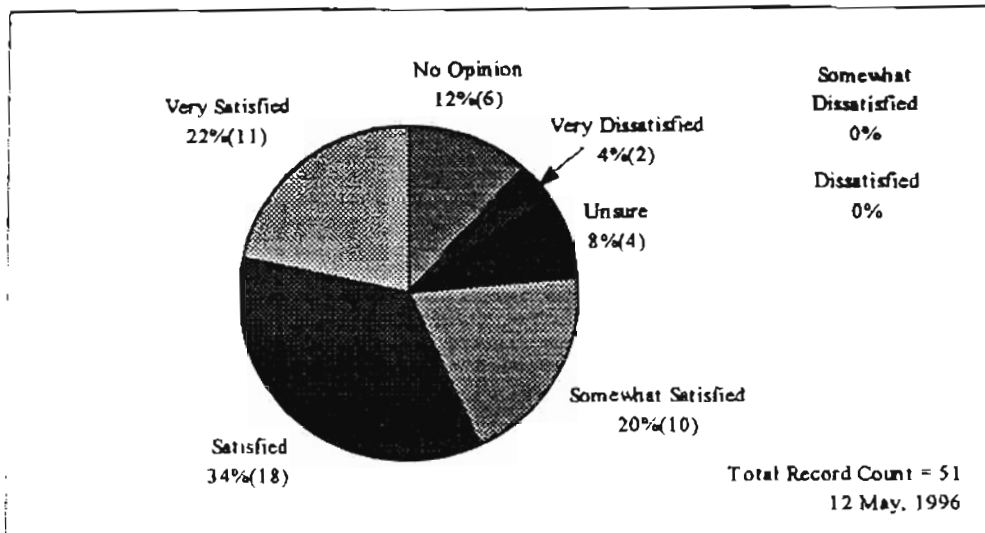
Exhibit D-20. Satisfaction Level with Full Form Screen

Exhibit D-21, Satisfaction Level with Short Search Form Screen, reflects 53% of questionnaire respondents consider the Short Search Form Screen and associated processes to be acceptable. 43% of respondents reflected as either unsure or no opinion. The high percentage of unsure/no opinions may reflect a lack of experience or familiarity with these processes. In particular, a high number of no opinions, 27%, reflects a lack of experience with this function. This item should be considered for further analysis.

Very Satisfied
12%
No Opinion
27%
Somewhat
Dissatisfied
4%
Satisfied
39%
Unsure
16%
Somewhat Satisfied
2%
Total Record Count = 51
12 May, 1996
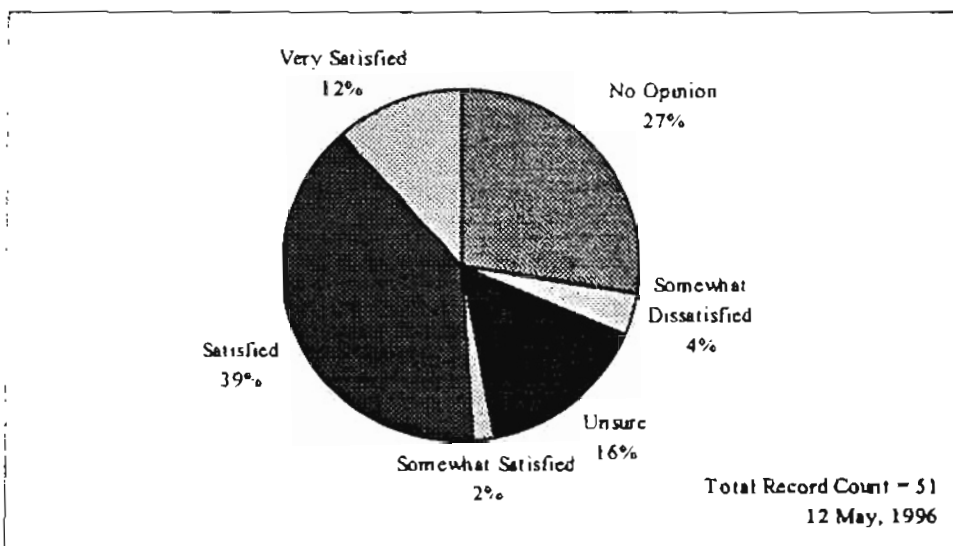
Exhibit D-21. Satisfaction Level with Short Search Form Screen

Exhibit D-22, Satisfaction Level with Full Search Form Screen, reflects 51% of questionnaire respondents consider the Short Search Form Screen and associated processes to be acceptable. 45% of respondents reflected either unsure or no opinion. The high percentage of unsure/no opinions may reflect a lack of experience or familiarity with these processes. In particular, a high number of no opinions, 27%, reflects a lack of experience with this function. This item should be considered for further analysis.
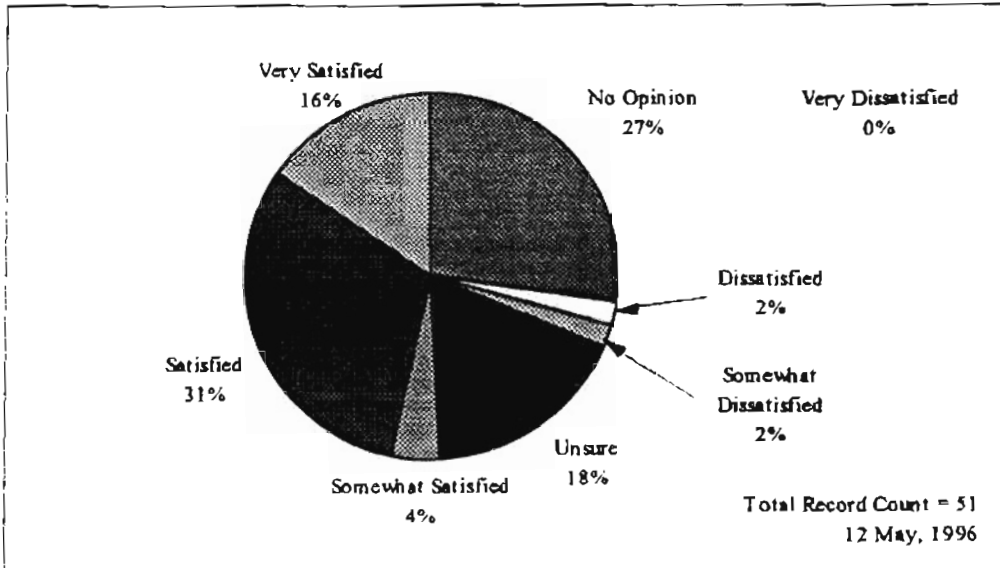
Exhibit D-23. Satisfaction Level with Full Search Form Screen

Exhibit D-23, Satisfaction Level with Photo Line Up Screen, reflects 40% of questionnaire respondents consider the Photo Line-Up Screen and associated processes to be acceptable. However, 58% of respondents reflected either unsure or no opinion. The high percentage of unsure/no opinions reflect a lack of experience or familiarity with these processes. In particular, a high number of no opinions, 40%, reflects a lack of experience with this function. This item should be considered for further analysis.
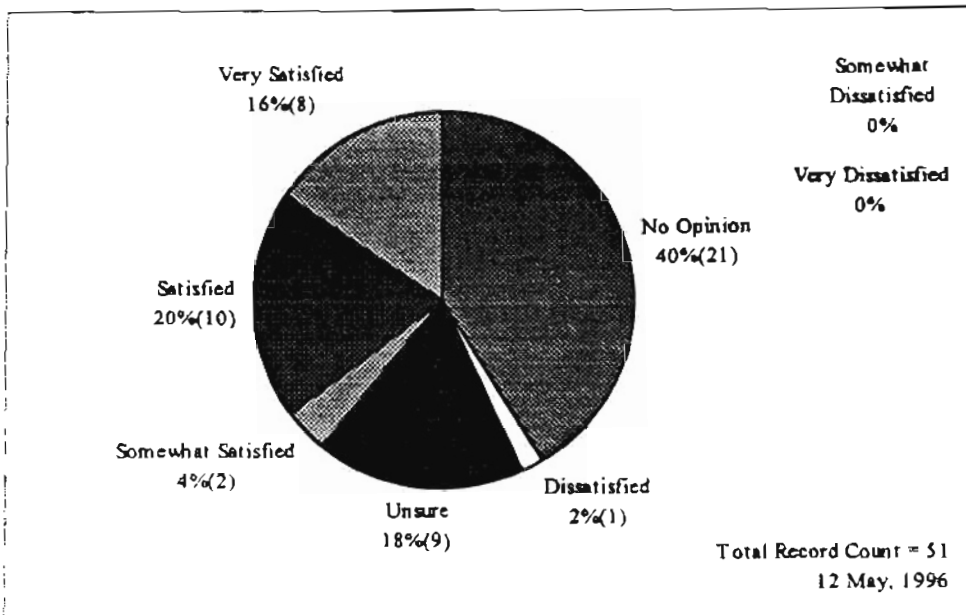
Exhibit D-23. Satisfaction Level with Photo Line-Up Screen

Question 26 - Rate your satisfaction with the pull-down menus for input fields.

Exhibit D-24, Satisfaction Level with Pull-Down Menus, reflects 74% of questionnaire respondents consider the Pull-Down Menus and associated processes to be acceptable. 26% of respondents reflected either unsure or no opinion.

Exhibit D-24. Satisfaction Level with Pull-Down Menus

Questions 27-30 - This set of questions measures the questionnaire respondent's satisfaction with each of the JABS Input Devices:

- Identix Livescan Fingerprint Device
- Offender Photo Camera
- Cannon Supporting Photo Camera
- Fingerprint Card Scan Device

A rating of "Somewhat Satisfied, Satisfied, or Very Satisfied" indicates a high level of satisfaction with the particular input device and its functionality. A rating of "No Opinion" normally indicates that questionnaire respondents have yet to utilize this particular device

Exhibit D-25, Satisfaction Level with Indentix Livescan Fingerprint Device, reflects 76% of questionnaire respondents consider this device and associated processes to be acceptable. 24% of respondents reflected a less than positive response or no opinion. From observation, this low rating may be related to lack of user familiarity / comfort in operation of this device rather than performance of this equipment. Since this device is critical to JABS operations, further analysis into the less than positive/no opinion responses is warranted.
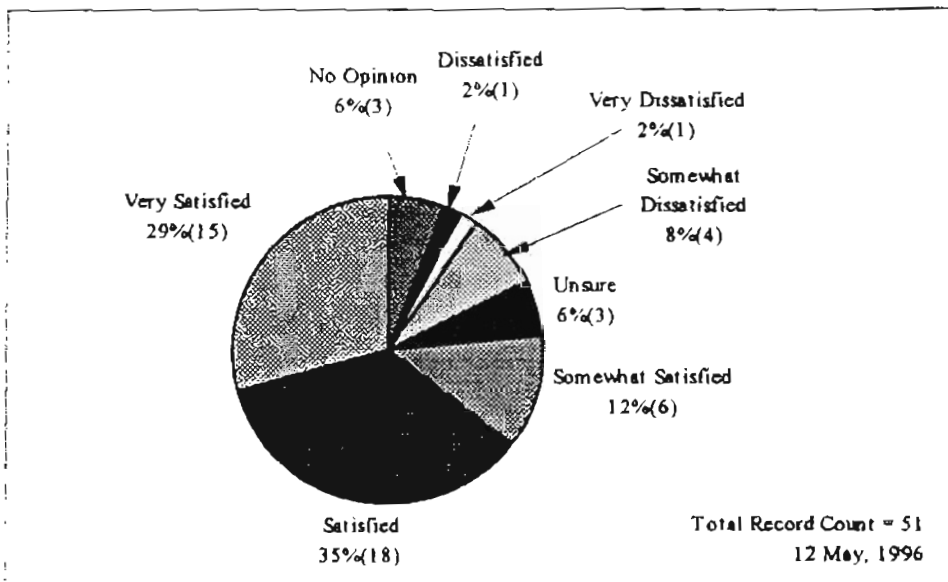
Exhibit D-25. Satisfaction Level with Indentix Livescan Fingerprint Device

Exhibit D-26, Satisfaction Level with Offender Photo Camera Input Device, reflects 86% of questionnaire respondents consider this device and associated processes to be acceptable. 14% of respondents reflected a less than positive response or no opinion.
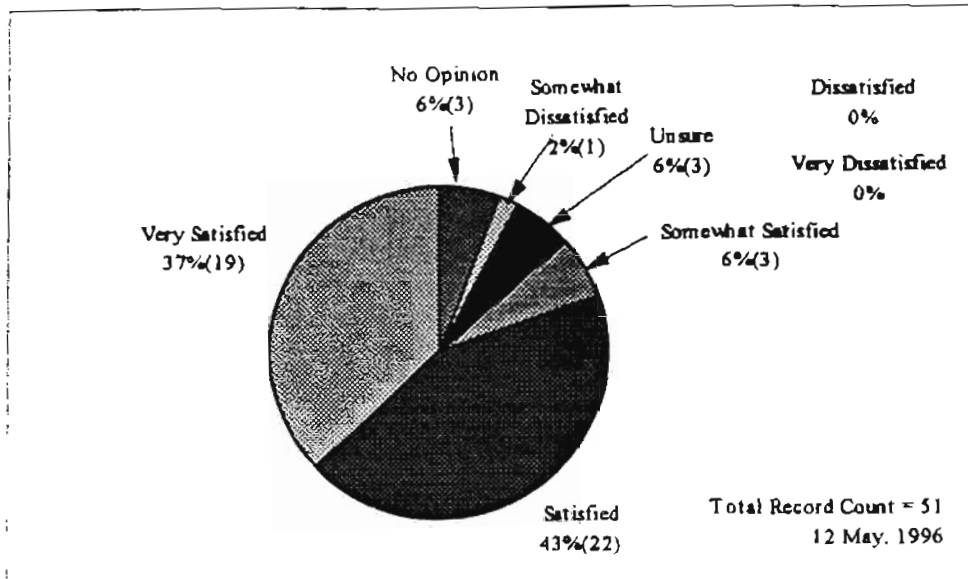
Exhibit D-26. Satisfaction Level with Offender Photo Camera Input Device

Exhibit D-27, Satisfaction Level with Canon Supporting Photo Camera Device, reflects 65% of questionnaire respondents consider this device and associated processes to be acceptable. 35% of respondents reflected a less than positive response or no opinion. In particular a 25% no opinion rating suggests a lack of experience or familiarity with operation of this device or the need for another approach towards providing this capability. From observations, the fixed mount of this camera limits practitioner's flexibility to use this camera for a range of activities. As currently configured, this camera works best supporting evidentiary photographs of handguns, watches, rings, and alike, but produces low quality photographs of altered document or can no be dismounted to photograph some scars, marks and tattoos. This area is needs further analysis to validate the requirement and identify potential solutions.
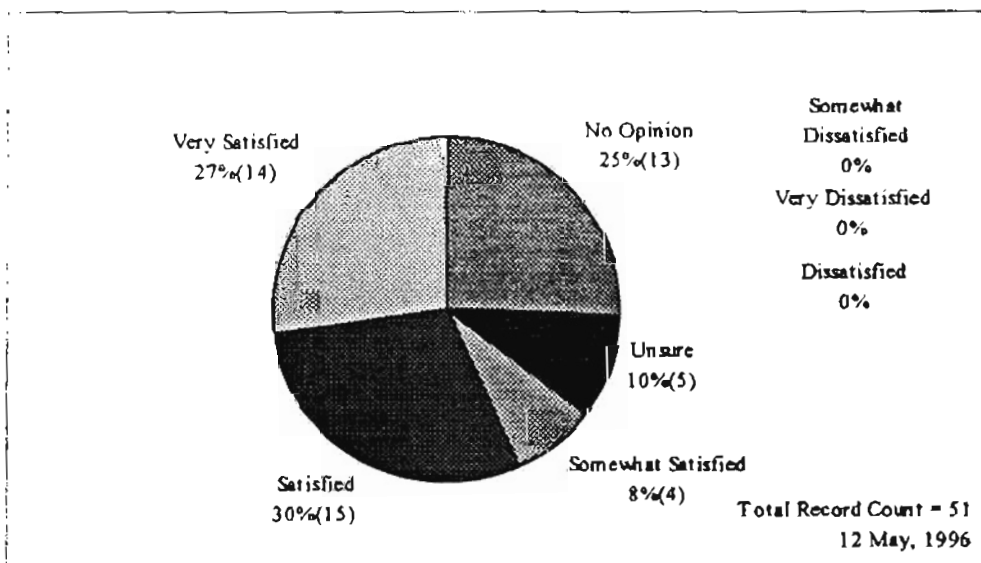
Exhibit D-27. Satisfaction Level with Canon Supporting Photo Camera Device

Exhibit D-28, Satisfaction Level with Fingerprint Card Scan Device, reflects 53% of questionnaire respondents consider this device and associated processes to be acceptable. 47% of respondents reflected a less than positive response or no opinion. In particular a 35% no opinion rating suggests a lack of experience or familiarity with operation of this device. From observation, with practitioners using the Identix Livescan capability, very few ink prints were being produced thus affording few opportunities to use the card scanner. From observation, the lack of trash in the waste baskets in the booking rooms near the paper and ink fingerprint stations indicates that practitioners would rather produce digital fingerprints rather than ink fingerprints.
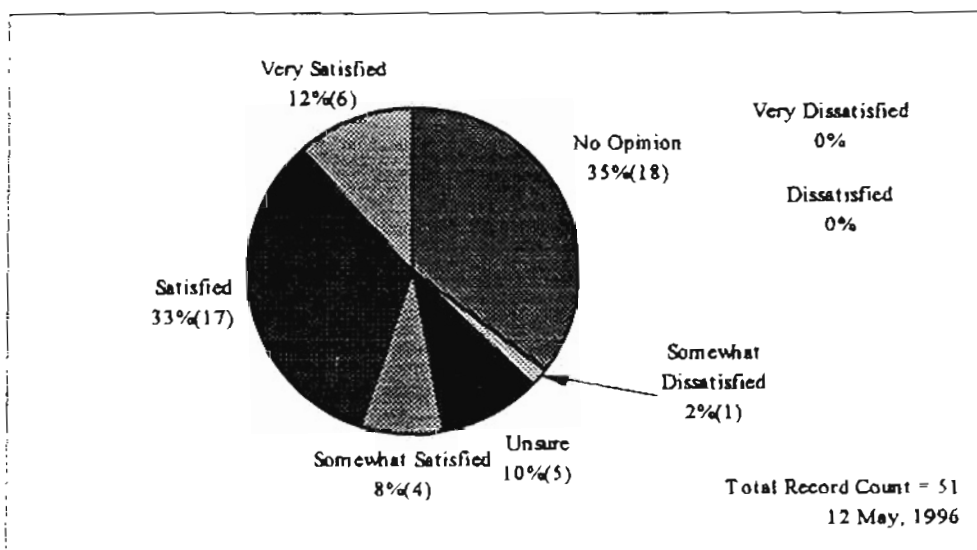
Exhibit D-28. Satisfaction Level with Fingerprint Card Scan Device

Question 31 - Are the JABS photos sufficiently usable?

Exhibit D-29, Are the JABS Photos Sufficiently Usable?, reflects 98% of questionnaire respondents consider the photos usable.

No
2%(1)

Yes
98%(44)

Total Record Count =45
12 May, 1996
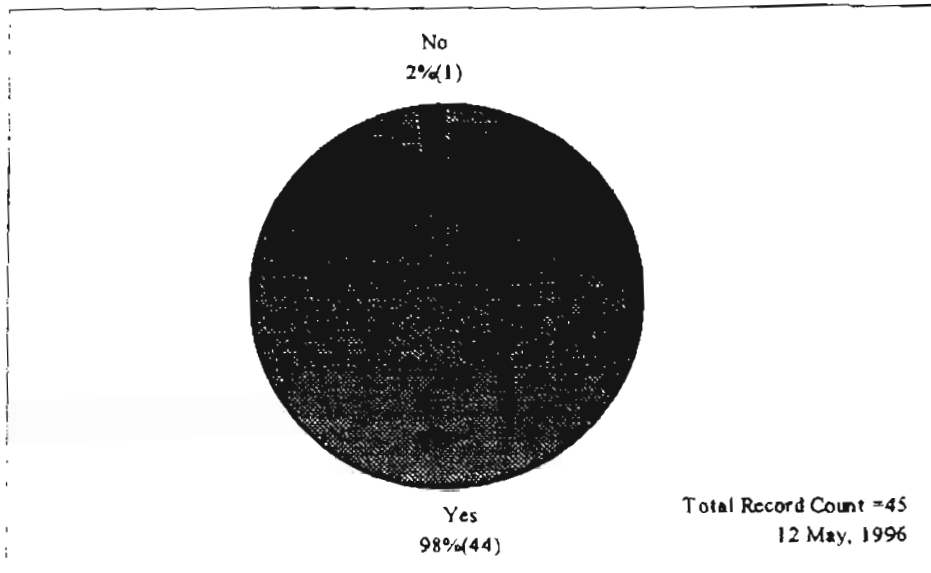
Exhibit D-29. *Are the JABS Photos Sufficiently Usable?*

Questions 32-34   - This set of questions measures the questionnaire respondent's understanding of each of the following JABS functions:

*   Search Functions
*   Photo Line Up
*   Photo Spread

A rating of "Somewhat Comfortable, Comfortable, or Very Comfortable" indicates a high level of satisfaction with the screen layout/functionality associated with these screens. A rating of "No Opinion" normally indicates that questionnaire respondents have yet to exercise that particular functionality.

Exhibit D-30, Understanding of Search Functions, reflects only 49% of questionnaire respondents understand how to perform search functions with JABS, and 51% reflected either a less than positive response or no opinion. Lack of familiarity or operational experience with this functionality may contribute these less than positive/no opinion responses. Further analysis and follow-on training in this area may be warranted.
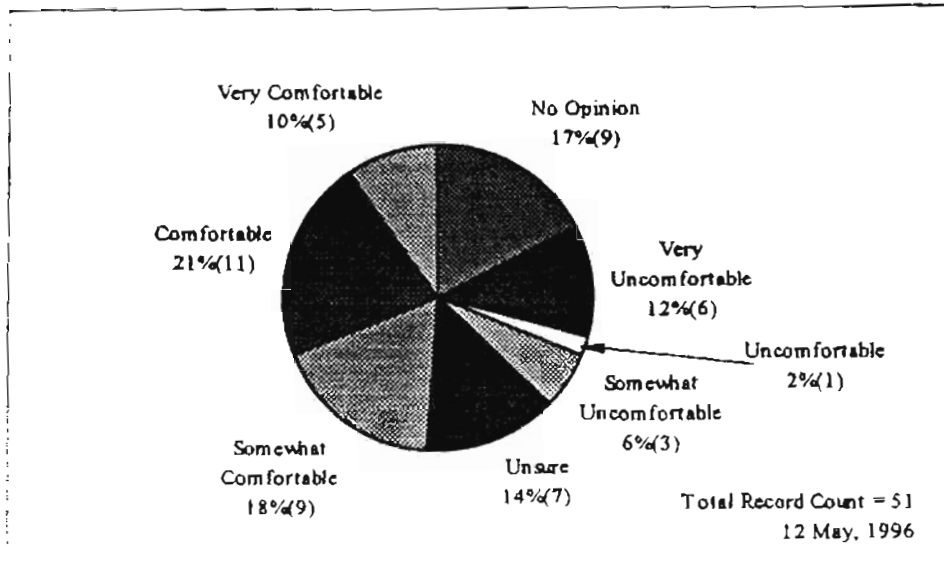
Exhibit D-30. Understanding of Search Functions

Exhibit D-31. Understanding of Photo Line-Up Functions, reflects 30% of questionnaire respondents understand how to perform photo line up functions with JABS, however, 70% reflected either a less than positive response or no opinion. Lack of familiarity or operational experience with this functionality may contribute these less than positive / no opinion responses. Further analysis and follow-on training in this area may be warranted.
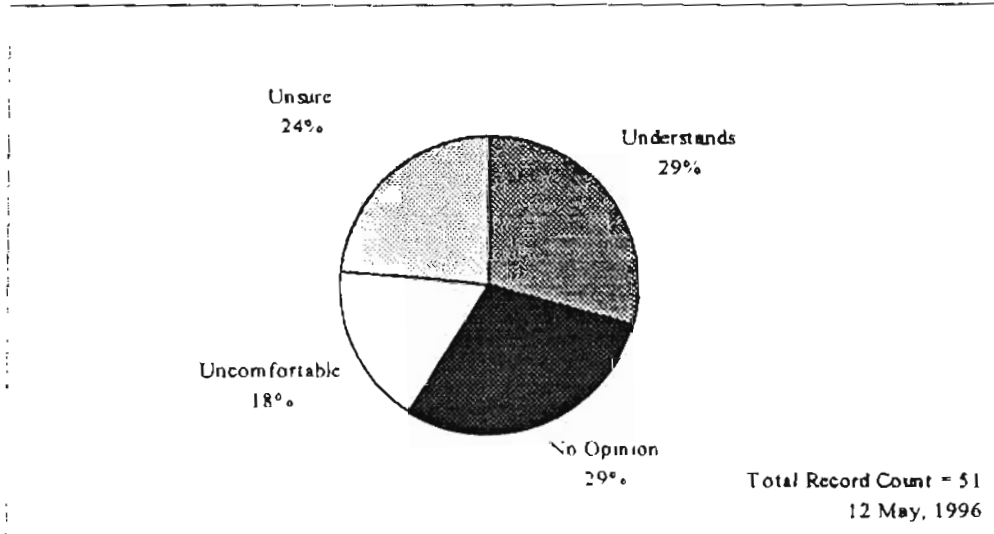
Exhibit D-31. Understanding of Photo Line-Up Functions

Exhibit D-32. Understanding of Photo Spread Function, reflects 30% of questionnaire respondents understand how to perform photo spread functions with JABS, however, 70% reflected either a less than positive response or no opinion. Lack of familiarity or operational experience with this functionality may contribute these less than positive/no opinion responses. Further analysis and follow-on training in this area may be warranted.
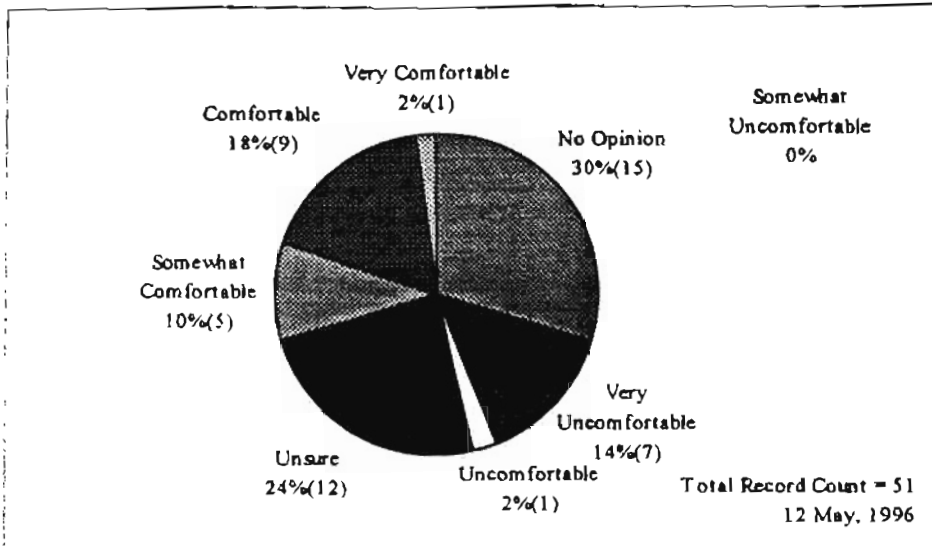
Exhibit D-32. Understanding of Photo Spread Functions

D.3   SECTION III. JABS PERFORMANCE IMPACTS

This section focuses on JABS employment to support the booking process and four general areas related to system performance. These areas include:

- Average duration in minutes to perform select functions,
- JABS effect on quality of data,
- JABS effect on job productivity, and
- JABS effect on usability of data.

"Average duration in minutes" provides a measurement in terms of time for booking an offender using JABS. Times calculated in this section can be compared to pre-JABS times in Section II. "JABS effect on quality of data" focuses on recognizable improvement in data quality available to practitioners expressed in terms of the photographs, fingerprints, and data now available in JABS for a specific offender. "JABS effect on job productivity" measures how JABS has assisted or hindered practitioners in performing a range of functions common to booking. "JABS effect on usability of data" focuses on extent to which practitioners can use JABS to improve data captured during the booking process.

Questionnaire data for this section was collected from agents and officers who have used JABS to perform bookings. With each question, there could be a difference in total record count since respondents may not have yet exercised each element of JABS functionality at the time this questionnaire was administered.

D.3.1   General JABS Performance Profile

For Section III, JABS performance data is profiled in the respective section as part of the analysis.

D.3.2   Response by Question

Question 35 - Approximately how many times have you used JABS in the past 60 days?

Exhibit D-33, Usage of JABS in the Past 60 Days, reflects JABS activity by Agency and Site through May 12, 1996 (last date for completion of this questionnaire). The bookings reported by questionnaire respondents total 1,025. In the exhibit these bookings are distributed by Agency/Site as a percent and number of bookings.   The significance of this exhibit is reflected in a level of JABS activity rather than the actual number of bookings per Agency/Site. The USMS District Office, tasked to book all non-DOJ offenders, will always reflect a high level of activity. During the administering of this questionnaire, USMS District was also booking all offenders apprehended by DEA. JABS resource at BOP were also used to assist in booking a large number of offenders arrested by the FBI as part of major investigation and mass arrest.   In this incident, using USMS District and BOP JABS resources provided a combined capability to process over 60 offenders in a relatively short period of time.
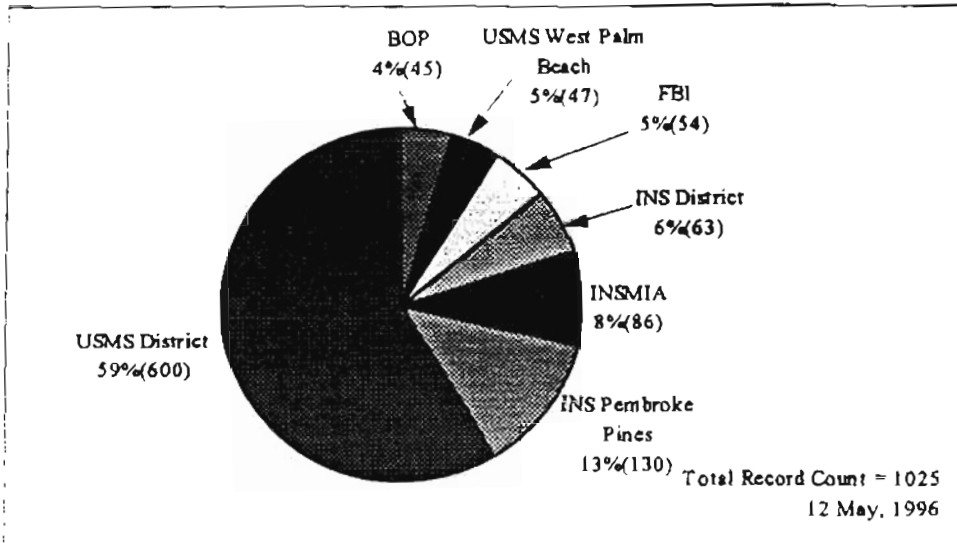
Exhibit D-33. Usage of JABS in the Past 60 Days

Questions 36-39 - This set of questions measures time required to perform standard booking processes with JABS to include:
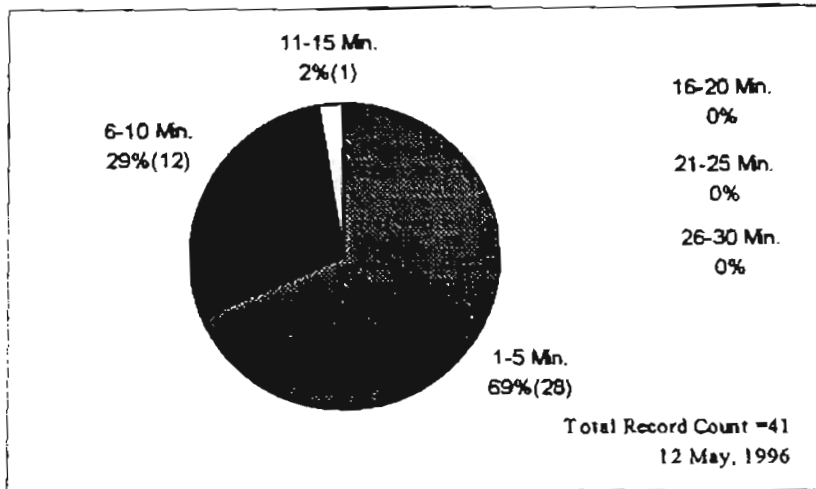
- producing ten-print fingerprint cards,
- offender photographs,
- supporting photographs, and
- personal data for the booking process.

Exhibit D-34, Average Time for Processing Fingerprints, reflects a range of times to complete production of ten-print fingerprint cards. Approximately 93% of questionnaire respondents, using JABS, were able to complete this process in less than 15 minutes, with 77% of the respondents able to complete this process in less than 10 minutes. Based upon this questionnaire, an average time to complete fingerprints using JABS is approximately 10 minutes per set.
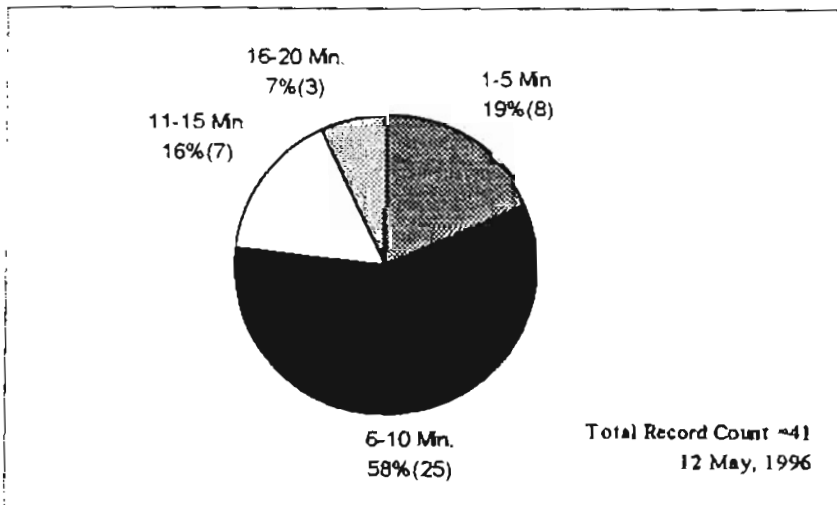
Exhibit D-34. Average Time for Processing Fingerprints

Exhibit D-35, Average Time for Processing Offender Photographs, reflects a range of times to complete production of offender mugshot photos. Approximately 98% of questionnaire respondents, using JABS, were able to complete this process in less than 10 minutes, with 69% of the respondents able to complete this process in less than 5 minutes. Based upon this questionnaire, an average time to complete offender photos using JABS is less than 5 minutes per set.

Pie chart labels:
- 11-15 Min. 2%(1)
- 16-20 Min. 0%
- 21-25 Min. 0%
- 26-30 Min. 0%
- 6-10 Min. 29%(12)
- 1-5 Min. 69%(28)
- Total Record Count = 41
- 12 May, 1996

Exhibit D-35. Average Time for Processing Offender Photographs

Exhibit D-36, Average Time for Processing Supporting Photographs, reflects a range of times to complete production of supporting photos. All questionnaire respondents, using JABS, were able to complete this process in less than 10 minutes, with 71% of respondents able to complete this process in less than 5 minutes.

Pie chart labels:
- 11-15 Min. 0%
- 16-20 Min. 0%
- 21-25 Min. 0%
- 26-30 Min. 0%
- 6-10 Min. 29%(11)
- 1-5 Min. 71%(27)
- Total Record Count = 38
- 12 May, 1996
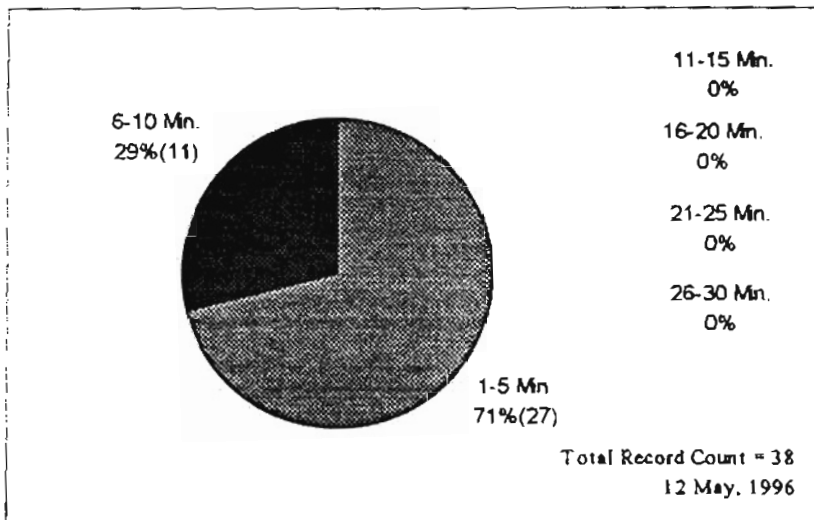
Exhibit D-36. Average Time for Processing Supporting Photographs

Exhibit D-37, Average Time for Processing Personal Data, reflects a range of times to complete production of JABS personal data requirements. Approximately 96% of questionnaire respondents, using JABS, were able to complete this process in less than 20 minutes, with 43% of the respondents able to complete this process in less than 10 minutes.
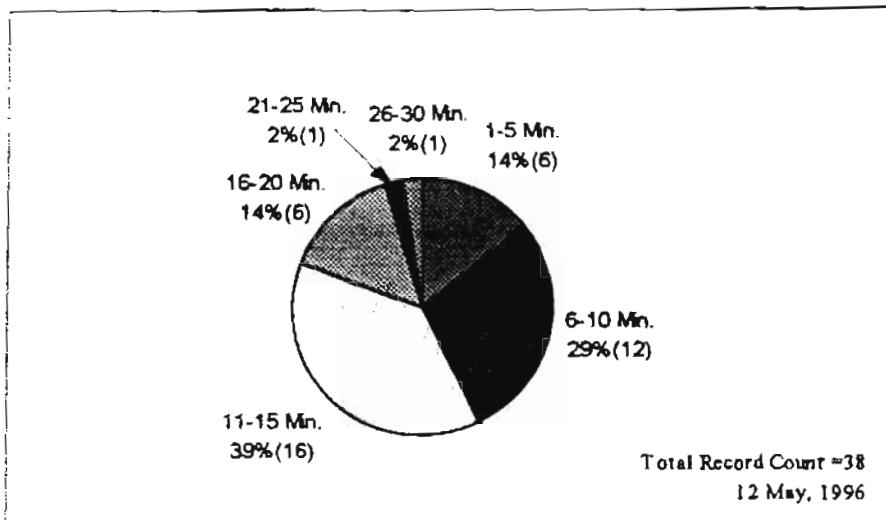
Exhibit D-37. Average Time for Processing Personal Data

Based upon initial data for Questions 36-39, it is reasonable to draw a conclusion that for a single offender, using JABS, it takes approximately 25 minutes to complete a set of ten-print cards, offender photos, and processing of personal data. Since these tasks are done concurrently, it is reasonable to estimate a booking can be completed in approximately 15 to 20 minutes. These times ignore considerations for resource availability, agent experience in performing bookings or cooperation of an offender in completing a booking.

Questions 40-46 - This set of questions focuses on recognizable improvement in data quality available to practitioners expressed in terms of photographs, fingerprints, and offender data now available in JABS.

A rating of "Has helped a great deal, Has helped somewhat, and Has helped slightly" indicates a high level of improvement in quality associated with a function or process. A rating of "No Opinion" generally indicates respondents have yet to exercise that function.

Exhibit D-38, JABS Effect on Quality of Fingerprint Data, reflects questionnaire respondents perceptions fingerprint quality has been "helped" by using JABS. Approximately 62% of practitioners believe the quality of fingerprint data has improved with JABS, while only 14% believe that use of Livescan technology to produce fingerprints has "hurt" the quality.

Two significant points raised by this question are ability to "adjust" a view of fingerprints prior to making a digital version and source data capture of ten-print fingerprints at the time of offender booking. An experienced practitioner can recognize quality issues that may impact the prints as individual fingers are being rolled on a ten-print card. Unfortunately when rolling ink prints, the only solution to a print of questionable quality is to again start the process on a new card. It may be necessary to re-start this process a number of times until a satisfactory set of prints is achieved. Since additional ten-print cards need to be produced, a practitioner must complete this ink rolled process a number of times to produce quality prints. With JABS, practitioners can view ten-print fingerprints on a monitor. If the offender is pressing either too hard or too lightly, thus

distorting prints, simple adjustments can be made to correct these images. Once satisfied, a practitioner scans the prints, stores them digitally and can reproduce as many copies as required with identical quality. JABS, as a source data collection engine, allows agencies or practitioners to produce additional hard copies or view digital prints of identical quality.
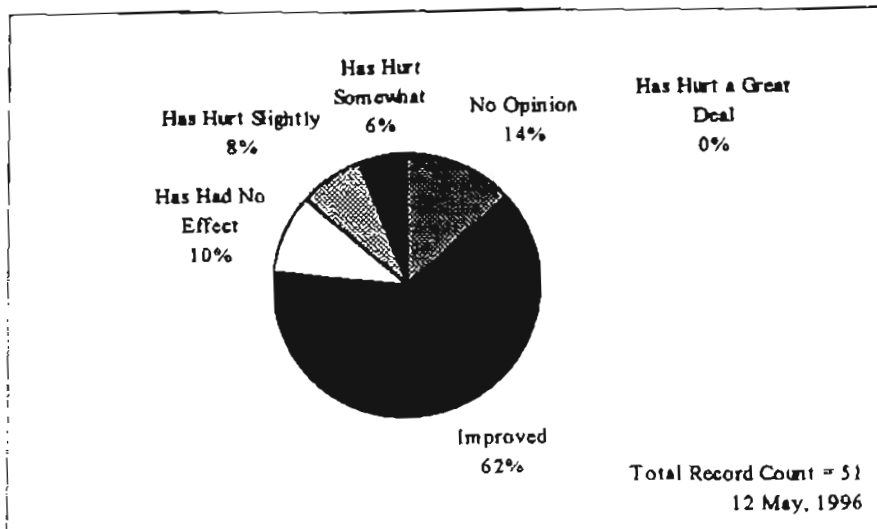
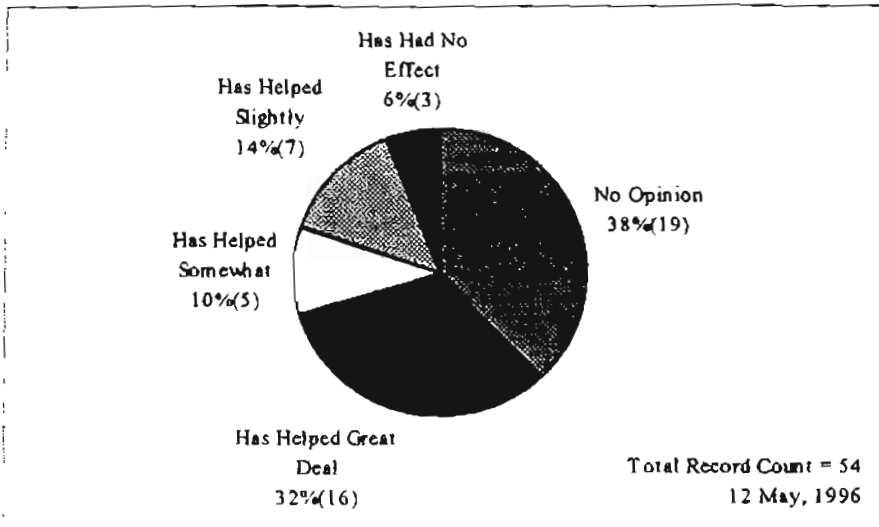**Exhibit D-38. JABS Effect on Quality of Fingerprint Data**

Exhibit D-39, JABS Effect on Quality of Offender Photos, reflects questionnaire respondents perception that quality of offender photos has been "helped" by using JABS. Approximately 76% of practitioners believe that quality of offender photos has improved with JABS, while only 9% believe use of digital photo technology has "hurt" the quality of mugshots. Benefits of digital photos include a capability to electronically share offender photos with other agencies and practitioners. If additional copies are required, any number of photos can be printed from the JABS database. Positive responses to this question also reflect satisfaction with availability of a reliable photographic system to produce of mugshots. Prior to JABS, lack of availability of a mugshot camera, film and quality of a final product have all been hindrances to practitioners processing an offender.
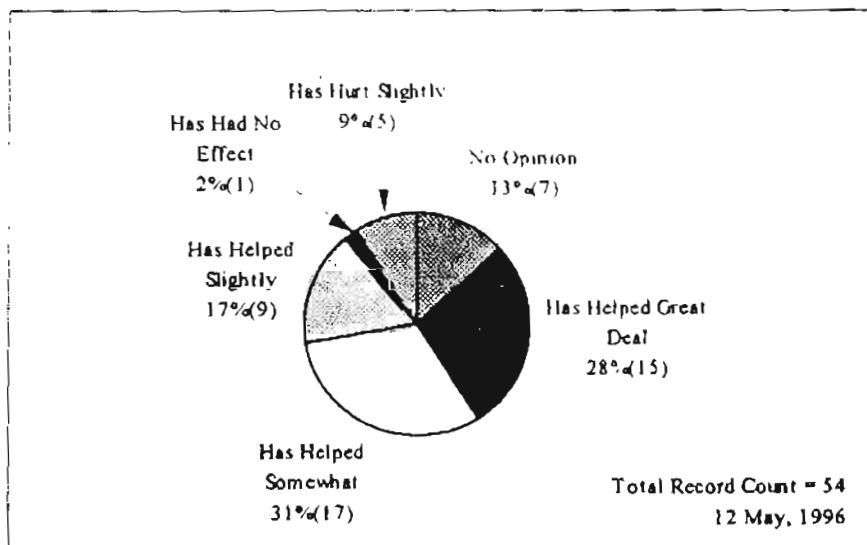
Exhibit D-39. JABS Effect on Quality of Offender Photos

Exhibit D-40, JABS Effect on Quality of Supporting Photos, reflects questionnaire respondents perceptions that quality of supporting photos has been "helped" by using JABS. Approximately 56% of practitioners believe quality of supporting photo data has improved with JABS. 38% of respondents had no opinion. JABS provides an enhanced capability to practitioners who are still learning how to exploit its full capability. The supporting photo camera provides a practitioner with a capability to photographically record key pieces of evidence to include weapons, valuables and money. Dependent upon location of scars, marks and tattoos, this camera can also be used to record these features as part of the offender identification process.

Exhibit D-40. JABS Effect on Quality of Supporting Photos

Exhibit D-41, JABS Effect on Quality of Personal Data, reflects questionnaire respondents perceptions that the quality of offender personal data has been "helped" by using JABS. Only 54% of practitioners believe quality of personal data has improved with JABS, however, 24% had no opinion. Since JABS is in the early stages, gaining operational acceptance by practitioner, the focus has been on data entry rather than exploiting the capabilities of the JABS data. With experience, practitioners will gain confidence in the reliability and availability of JABS data as part of the investigative process.
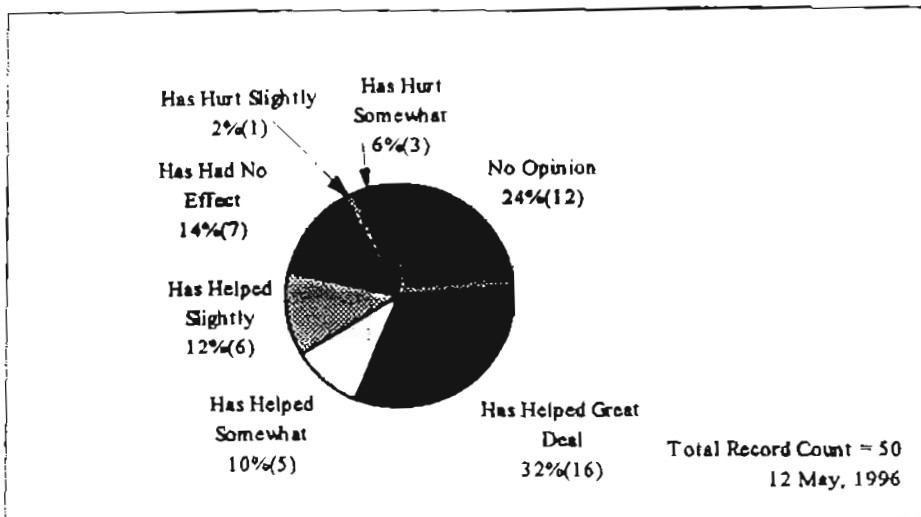
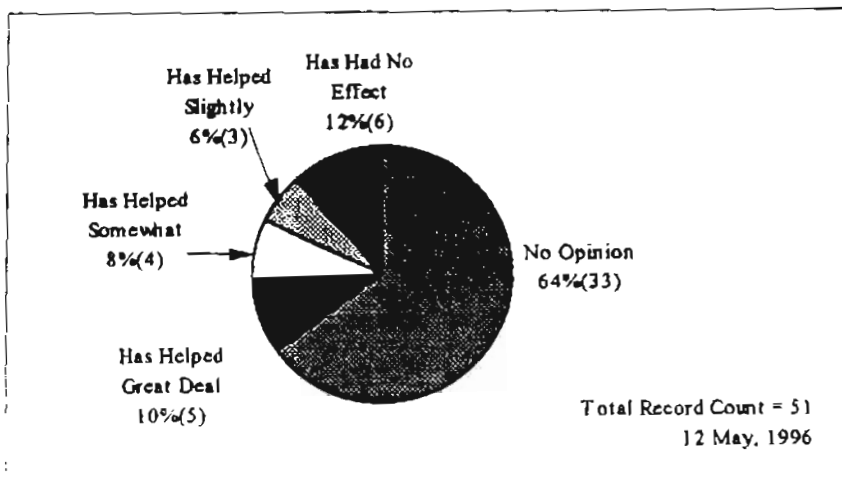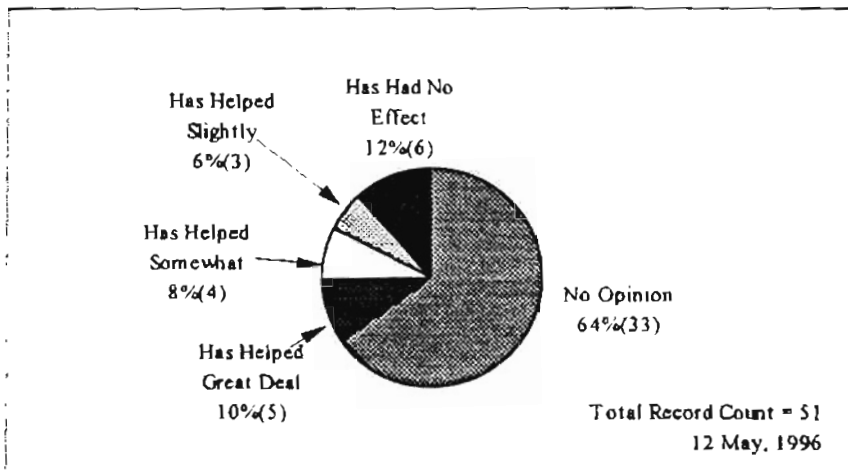Exhibit D-41. JABS Effect on Quality of Personal Data

Exhibit D-42, JABS Effect on Quality of Search on Personal Data, reflects questionnaire respondents perception of the quality of data located during a search of JABS data residing in JABS. Only 52% of practitioners believe quality of personal data has improved with JABS, however, 40% had no opinion. Similar to the previous question, with JABS in early stages of gaining operational acceptance by practitioner, focus has been on data entry rather than exploiting data search capabilities of the JABS database. With experience, practitioners will gain confidence in the reliability and availability of JABS data as part of the investigative process.
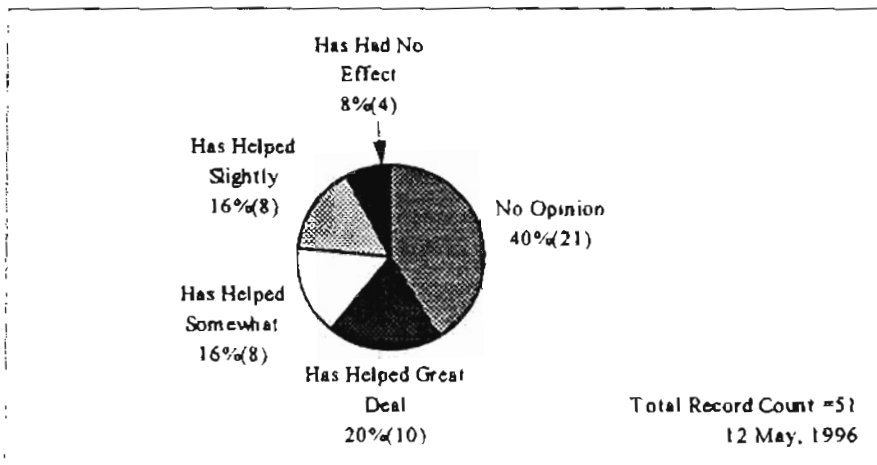
Exhibit D-42. JABS Effect on Quality of Search on Personal Data

Exhibit D-43, JABS Effect on Quality of Search on Personal Data for Positive ID, reflects questionnaire respondents perception that quality of a search on personal data for positive ID is improved by JABS. Only 24% of practitioners believe quality of a search on personal data has improved with JABS, however, 64% had no opinion. Similar to the previous two questions, with JABS in the early stages of gaining operational acceptance, primary focus has been data entry rather than exploiting data search capabilities. With experience, practitioners will gain confidence in the reliability and availability of JABS data as part of the investigative process. Advance user training, focused on exploiting

these capabilities, will provide practitioners with ideas and concepts to use this data to support investigations.

Exhibit D-43. JABS Effect on Quality of a Search on Personal Data for Positive ID

Exhibit D-44, JABS Effect on Quality of a Search on Data for Photo Line-Up, reflects questionnaire respondents perception that the quality of a search on data for photo line-up has improved with JABS. Again 24% of practitioners believe quality of a search on data for a photo line-up has improved with JABS, however, 64% had no opinion. Similar to the previous three questions, with JABS in early stages of gaining operational acceptance, focus has been on data entry rather than exploiting the data search capabilities. With experience, practitioners will gain confidence in the reliability and availability of JABS data as part of the investigative process. Again, advance user training should focus on exploiting this functionality to support investigations.

**Exhibit D-44. JABS Effect on Quality of a Search on Data for Photo Line-Up**

Questions 47-55 - This set of questions focuses on how JABS and associated booking tools assist or hinder practitioner's productivity in performing a range of functions commonly related to a booking.

Exhibit D-45, JABS Effect on Job Productivity as a General Purpose Booking Tool, reflects questionnaire respondents perception of the overall impact of JABS on the booking process. Approximately 46% of practitioners believe JABS has positively impacted the booking process. 32% of respondents expressed no opinion. As operational use of JABS expands, practitioners should recognize improvements in the quality offender data resulting from the electronic exchange of data at the user level between agencies and practitioners.
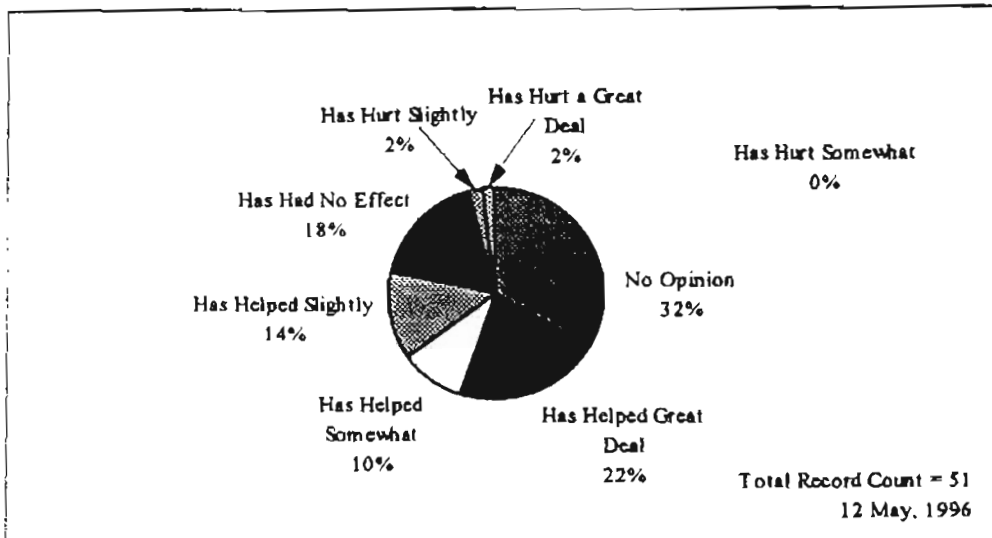
Exhibit D-45. JABS Effect on Job Productivity as a General Purpose Booking Tool

Exhibit D-46, JABS Effect on Job Productivity in Producing Offender Fingerprints, reflects questionnaire respondents perceptions of the overall impact of JABS on productivity relative to producing fingerprints. Approximately 66% of practitioners believe JABS has positively impacted producing fingerprints. While only 12% expressed an opinion that JABS has negatively impacted production of fingerprints.
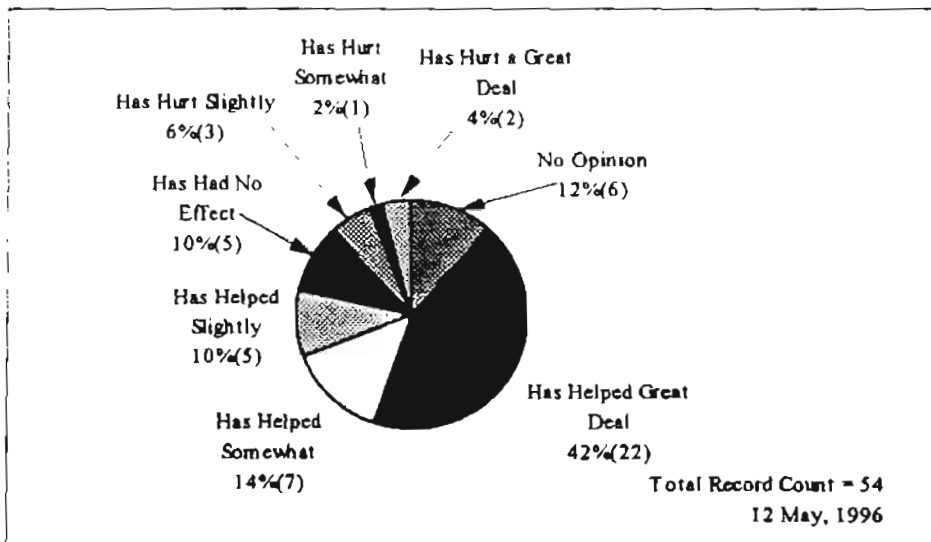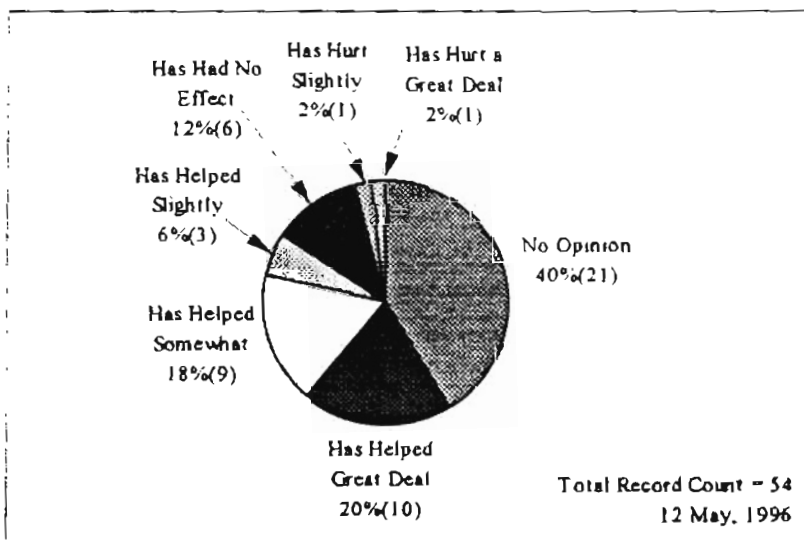

Exhibit D-46. JABS Effect on Job Productivity in Producing Offender Fingerprints

Exhibit D-47, JABS Effect on Job Productivity in Producing Offender Photos, reflects questionnaire respondent perceptions of the overall impact of JABS on productivity to producing offender photos. Approximately 68% of practitioners believe JABS has positively impacted producing offender photos. Only 2% expressed an opinion that JABS has negatively impacted production of offender photos.
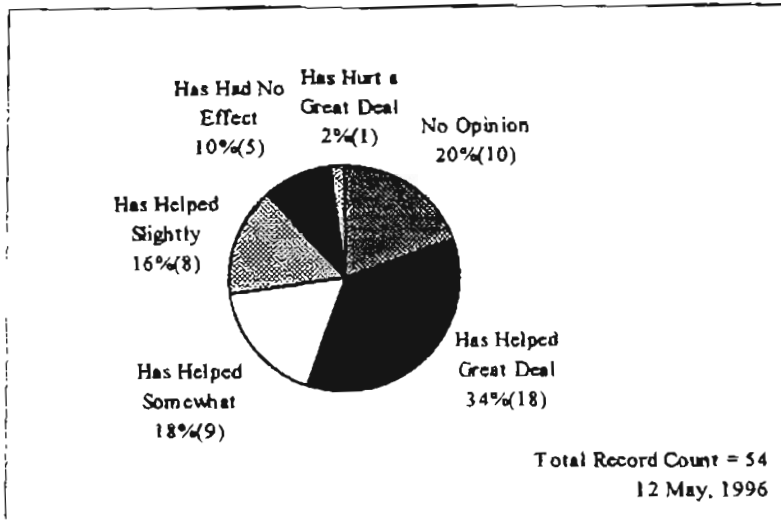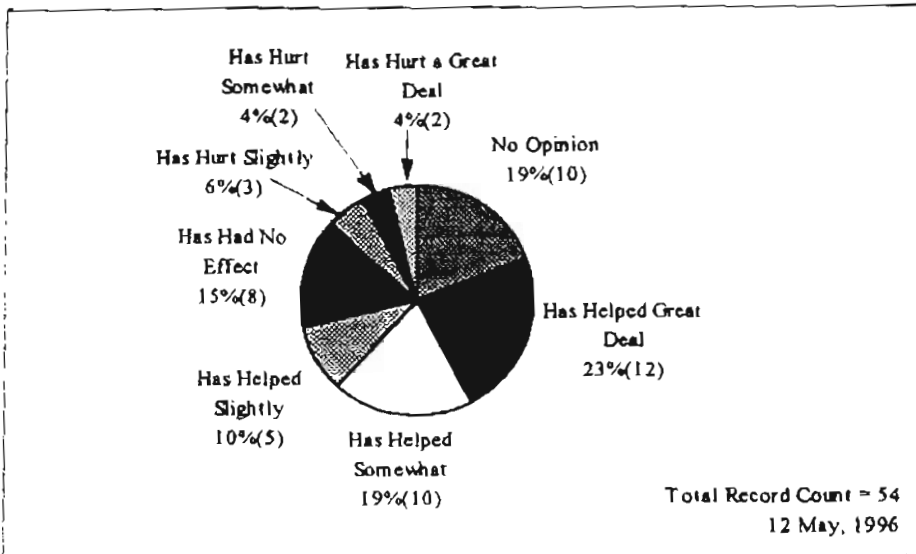

Exhibit D-47. JABS Effect on Job Productivity in Producing Offender Photos

Exhibit D-48, JABS Effect on Job Productivity in Producing Supporting Photos, reflects questionnaire respondents perception of the overall impact of JABS on productivity relative to producing supporting photos. Only 44% of practitioners believe JABS has positively impacted producing supporting photos, however, 40% expressed no opinion. Follow on interview comments suggest use of JABS for supporting photos will increase with user experience with the system.
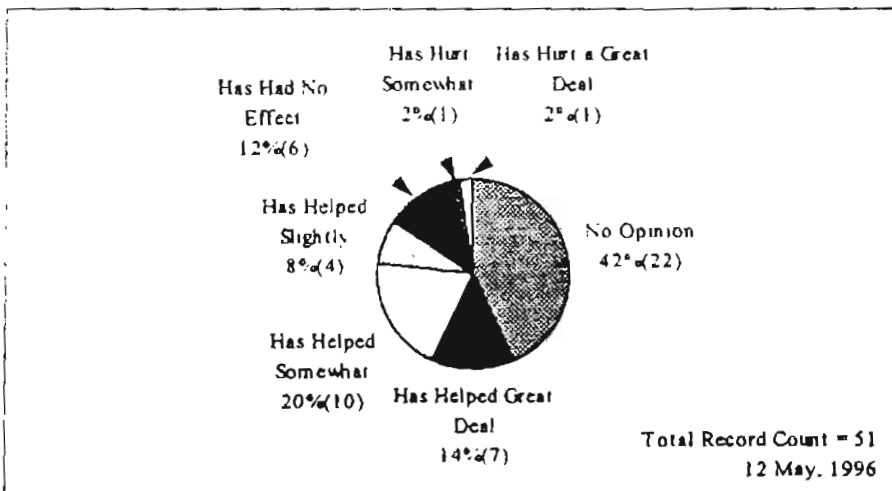

Exhibit D-48. JABS Effect on Job Productivity in Producing Supporting Photos

Exhibit D-49, JABS Effect on Job Productivity in Data Input, reflects questionnaire respondents perception of the overall impact of JABS on productivity relative to the data input aspects of the booking process. Fifty-two percent (52%) of practitioners believe JABS has positively impacted the data input aspects of the booking process, while only 14% perceived this impact to be negative. Use of JABS in the booking process capitalizes on source data collection features helping to minimize repetitive data entry at the practitioner level while improving quality and timeliness of data captured.
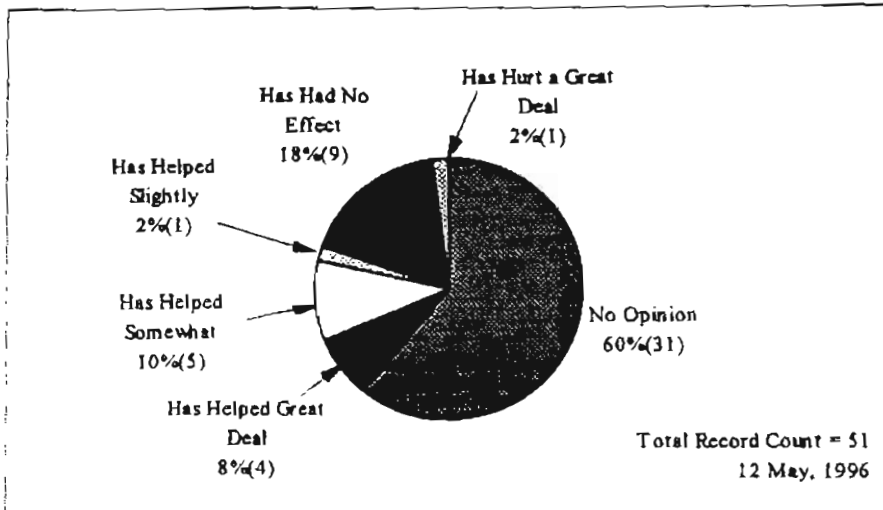

Exhibit D-49. JABS Effect on Job Productivity in Data Input

Exhibit D-50, JABS Effect on Job Productivity on Data Search Capability, reflects perceptions of the overall impact on productivity relative to data search capabilities in the booking process. Only 42% of practitioners believe JABS has positively impacted data search aspects of the booking process, while 42% had no opinion. Since the initial focus of JABS has been data collection, a high response of "no opinion" reflects a both a lack of use and understanding of how this capability can support a booking.
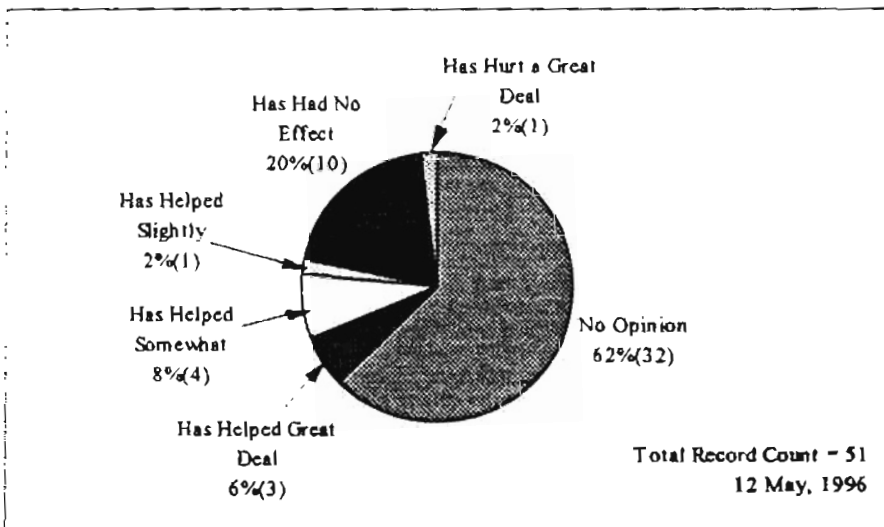

Exhibit D-50. JABS Effect on Job Productivity on Data Search Capability

Exhibit D-51, JABS Effect on Job Productivity on Assisting in Establishing Offender Identification reflects perceptions of using JABS to assist in establishing identification of an offender. Only 20% of practitioners believe JABS has positively impacted their ability to assist in establishing identification of an offender, while 60% have no opinion.

Exhibit D-51. JABS Effect on Job Productivity on Assisting in Establishing Offender Identification

Exhibit D-52, JABS Effect on Job Productivity on Photo Line-Up Capability, reflects perceptions increased productivity in developing photo line-ups. Only 16% of practitioners believe JABS has positively impacted the capability to perform photo line-ups, while 62% have no opinion. Again since the initial focus of JABS has been data collection, thus a high response rate of "no opinion" normally reflects a lack of use of a particular capability.

Exhibit D-52. JABS Effect on Job Productivity on Photo Line-Up Capability