



“Texas Justice Information Integration Initiative Plan” (TJI3)

Reference Document Review Summary & TJI3 Focus Group Work Session Findings

Preliminary Report

Version 1.1

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Prepared For:

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Introduction

This *Reference Document Review Summary & TJI3 Focus Group Work Session Findings* document represents the results from the review of the project reference documents identified by TXDPS as being influential to the desired outcomes of this engagement. It also includes the findings of the TJI3 Focus Group Work Sessions conducted in Houston and Arlington. The review results presented in this document provide the first in a set of building blocks in developing the update of the Texas *TJI3* Plan.

This deliverable currently represents a compilation of findings resulting from this review of the project reference documents, the outcome from a pair of facilitated TJI3 Focus Group Work Sessions and a summary section identifying Unisys observations related to this initiative resulting from the review process. Future updates will include stakeholder feedback received from the review of this initial draft deliverable as well as the results from a companion on-line survey completed by stakeholders who could not participate in the scheduled work sessions.

The purpose of these efforts is to understand and document the high level needs, concerns, obstacles and issues related to the previous TJI3 Plan and how those have changed over the past five years in relationship to criminal justice information sharing in the Texas today. This understanding will become a foundation for the rewrite of the TJI3 Plan. The motivation for updating the plan as identified by the state is as follows.

The Texas Department of Public Safety (TXDPS), Crime Records Service (CRS), manages several statewide criminal justice information systems, including the Texas Crime Information Center (TCIC), the Texas Computerized Criminal History (CCH) System, the Texas Automated Fingerprint Identification System (AFIS), the Texas Sex Offender Registration (SOR) file, and the Texas Uniform Crime Reporting (UCR) System. As each of these systems succeeds only to the degree that they are populated with data reported by local justice agencies, it is critical that TXDPS employ appropriate standards for information exchange. With the advent of the Department of Justice's Global Justice XML Data Model (GJXDM) and the emerging collaboration between the Department of Justice (DOJ) and Department of Homeland Security (DHS) on the National Information Exchange Model (NIEM), TXDPS must implement standards that are consistent with these national guidelines, and—very importantly—with standards and implementations that are consistent with those being used by other state and local justice agencies in Texas. This project is a TXDPS procurement to forward the statewide standards necessary for the most efficient implementation of the CRS systems.

This same situation exists with the Texas Department of Criminal Justice (TDCJ) and the Office of Court Administration (OCA). Those agencies also require submission of data from local reporting agencies. In addition, OCA works closely with local courts on automation initiatives that will benefit from NIEM compliance throughout the state. As such, this initiative is being pursued by TXDPS on behalf of the TIJIS effort and in partnership with TDCJ and OCA.



Deliverable #1 Development Process

The following figure represents the deliverable development process for Project Deliverable 1 and more specifically how this document relates to that development process. This document provides the results of the reference document review as well results from the Houston and Arlington TJI3 Work Sessions and represents the formal deliverable *Report on Findings from Document Review*.

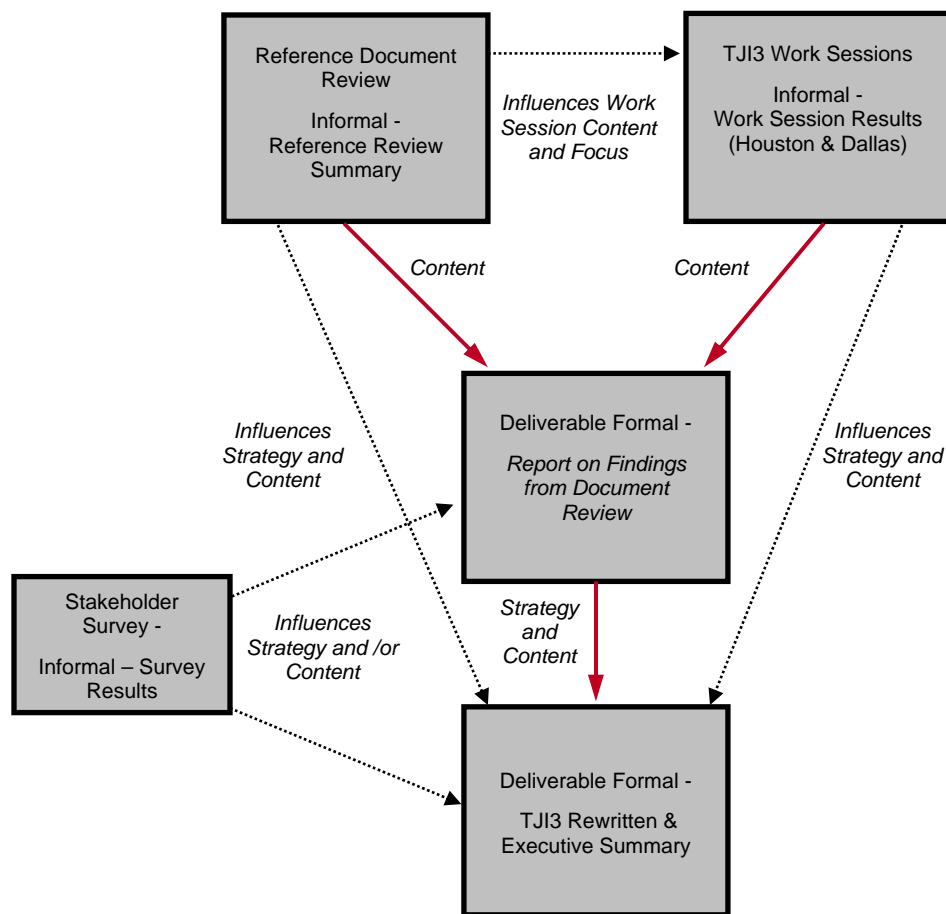


Figure 1: Deliverable # 1 Development Process



Reference Document Review

Unisys in collaboration with TXDPS and TIJIS representatives conducted a thorough review of the key documents identified by the State as relevant to organizing a strategic plan for Texas to reach NIEM compliance. The primary goal of the review is to ensure that the re-write of the Texas Justice Information Integration Initiative Plan (TJI3) leverages the work already accomplished within the state, and within the national planning documents referenced. The national planning concepts in the JIEM and NIEM documentation will help form the foundation for updating the Texas strategic plan.

This review was conducted by Unisys project staff possessing extensive experience in information sharing and data exchange projects, project management, research and analysis, creation of business plans and experience facilitating and delivering enterprise-wide strategic plans related to the use of technology within the criminal justice community. Additionally the review of the project reference documentation was also leveraged to prepare for the Focus Group sessions and follow-on stakeholder coordination for the eventual update the TJI3 Plan. This update will result from collaboration with selected stakeholders to map out the initial strategy for pursuing NIEM compliance for justice, homeland security, and other disciplines in Texas. The outcomes from the document review and the associated Focus Group sessions will ensure that the re-write leverages prior efforts associated with the original plan and reflects the changes desired by the stakeholders; these are necessary elements of creating a plan aligned with contemporary justice and homeland security issues.

This review process identified salient points and issues with relevance to the current criminal justice information sharing environment that will influence the strategy and content of the final *TJI3* deliverable. These salient points and issues were vetted formally through the work sessions and informally through direct follow-up activities helping to determine which recommended actions in the current TJI3 plan are still valid, have been accomplished, need revision, should be deleted, and other recommended actions that may need to be added.

These changes will be incorporated appropriately in the re-write of the document with an emphasis on developing it into the blueprint for Texas state and local agencies to cooperatively reach NIEM compliance by creating a statewide NIEM infrastructure. The following figure represents the overall process for generating content and confirming strategies for the update of the TJI3 document.

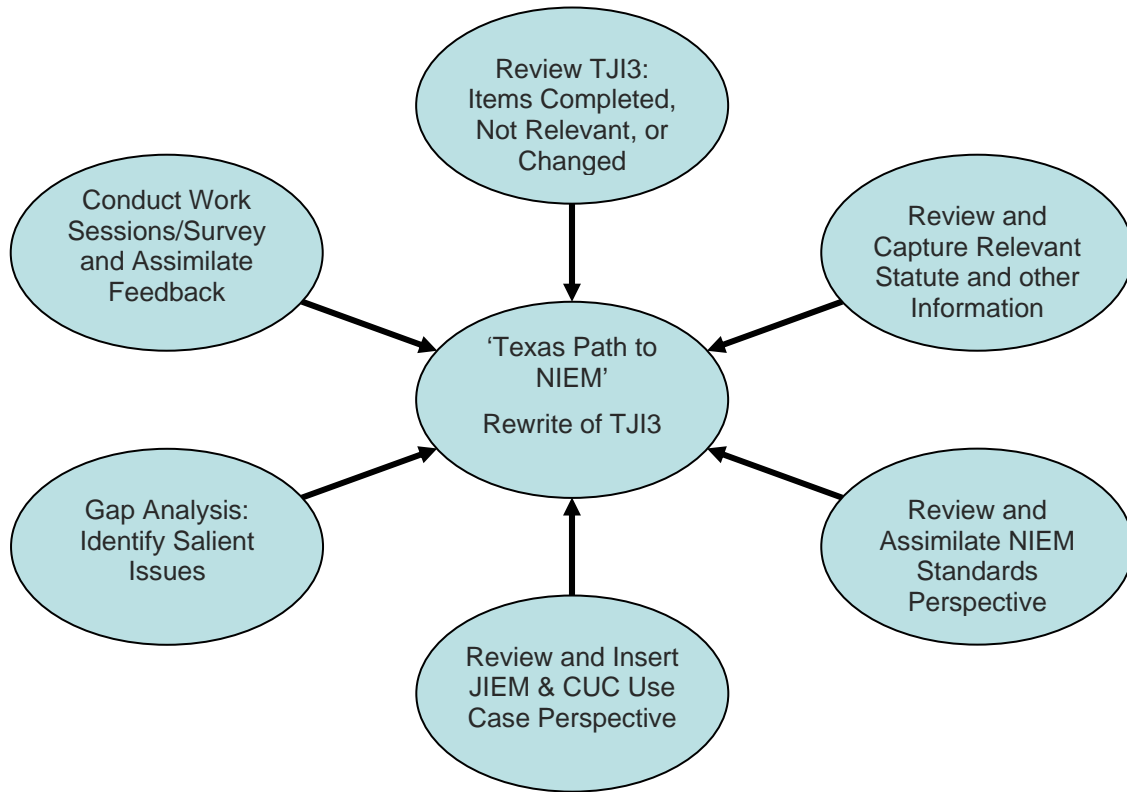


Figure 2: 'TJI3' Content and Strategy Development



Results by Reference Document(s)

This section provides a more detailed review summary by reference document as identified in the Texas Path to NIEM, RFP Number: 405-C7-4031. A list of project reference documents identified for review is presented in the table that follows.

ITEM	DOCUMENT	RFP REFERENCE
1	The <i>TJ13 Plan</i>	Appendix I
2	Texas Justice Information Exchange Model (TJIEM) planning document	Appendix K
3	Conference of Urban Counties Integrated Justice Use Cases	Provided Post Award
4	Texas Justice Data Dictionary	Appendix L
5	Statutes that might impact the ability to share justice information	Appendix M
6	Artifacts and deliverables from the JIEM modeling efforts in Galveston and Tarrant Counties	Provided Post Award
7	The NIEM documents	Appendices E, F, G and H
8	The JIEM documents	Appendix J

Table 1: Project Reference Documents

The following pages provide the results of this review. Categorized bullet points identify various influences and salient points which may have relevance in the current justice information sharing environment. These points are presented by reference document and may reference in progress initiatives, activities that have been accomplished, JIEM alignment and NIEM compliance.



The TJI3 Plan

The current TJI3 plan is a strategy document resulting through collaboration between Texas state and local stakeholders. The purpose of the *Texas Justice Information Integration Initiative* (TJI3) is to provide justice agencies in Texas with a plan to develop a cross-governmental, cross-functional blueprint for sharing justice information in the state. The initial plan developed guidance and direction with an understanding that there was no specific funding available to pursue specific initiatives.

Client discussions concerning the deliverable efforts identified that the 'TJI3' deliverable outcome will essentially be similar in that it will be a strategy document providing mission, vision, guidance, and milestones to individual jurisdictions for alignment of Texas criminal justice initiatives.

As with the original TJI3 plan; there is still no directed funding by the state or stakeholder agencies to pursue initiatives. Core focus areas have been identified as jail, courts, prosecutors, law enforcement, and juvenile justice. The initial group of beneficiaries will include corrections and juvenile justice communities of interest.

Specifically the current 68 page plan includes the following content. The current understanding supporting the re-write perspective for the scope of this project is included for each section as a bullet points.

1. Four pages for *Cover* and *Table of Contents*
 - Update as necessary for updated 'TJI3 and new TOC
2. Six pages of *Introduction* and *Background* for the initiative
 - Initial feedback indicates minimal effort should be expended in updating the introduction and background information
 - Outdated information should be removed
 - Appropriate inclusion of current initiative, NIEM, JIEM and Fusion Centers needs to be incorporated
3. Two Page *Mission and Vision* statements
 - Need to be validated and/or updated against the work session and follow-up process for 'Texas Path to NIEM' development
4. Eight pages within *Realizing the Vision* identifying 5 primary goals of the initiative including related strategies and deliverables to help achieve the stated goals
 - Initial feedback identified as the primary section of the document for update
 - Current content reviewed with stakeholders for applicability/update
 - Lacks goal and strategy for Path to NIEM



- Update based on goals and related strategies and deliverables resulting from the document reviews, work sessions and follow-up process for deliverable development
5. Six pages identifying similar statewide *Integration Initiatives across the Country* specifically referencing the Colorado, Washington, Oregon, and Kansas initiatives including lessons learned from these initiatives.
- Initial feedback identified limited effort should be expended for updating this section
 - Determine whether or not to keep references as is, delete, or update (extent)
 - Determine whether or not to keep lessons learned as is, delete, or update (extent)
6. Four pages identifying *National Efforts at Planning for Justice Information Sharing* including Dept of Justice, Office of Justice, Search, and Global Criminal Justice Information Network initiatives.
- Initial feedback identified limited effort should be expended for updating this section
 - Needs NIEM reference added and JIEM reference updated if retained
 - Incorporate DHS into the text. In 2002 DHS was relatively irrelevant but today with the reorganization of DOJ, FEMA, Border Patrol, etc. into DHS there is a need to elevate their status
 - Determine what is kept as is, delete, or update (extent)
7. Two pages of reference to *Emerging Standards for Exchanging Justice Information* efforts by Federal and Industry groups including DOJ, WC3, and the NECCC including discussions of the current situation and issues related to criminal justice information sharing
- Initial feedback identified limited effort should be expended for updating this section
 - Needs NIEM reference added and JIEM reference updated if retained
 - Determine what is keep as is, delete, or update (extent)
8. Six pages presenting the steps for *Getting Started* which identify the steps that should be taken to increase justice information sharing and improve the quality of justice information, independent of the resources and technology that may be required to take those steps, basically identifying strategies that could be initiated within the current organizational constraints of the state. Strategies include the creation of a governing body, developing a Texas Justice Data Model, and broadening the vision in phase two.
- Strategies relate directly to presented goals, strategies and deliverables previously presented



- Update based on goals and related strategies and deliverables resulting from the document reviews, work sessions and follow-up process for deliverable development
 - Align with Realizing the Vision outcome (item 4)
9. Eight pages of *Appendix A. Current Texas Initiatives* representing the status of current Texas initiatives at the time of original publication
- RFP identified need to understand current status of Texas initiatives determine level of effort to be expended for updating this section
 - Update based on current status of Texas initiatives resulting from the document reviews, work sessions and follow-up process for deliverable development
10. Four pages of *Appendix B. Networks Managed by Texas Justice Agencies* identifying the networks managed by Texas justice agencies
- Initial feedback identified limited effort should be expended for updating this section
 - *Simple* validation and update of the managed networks should be reviewed as part of work sessions and follow-up process for deliverable development
11. Six pages of *Appendix C. Technology Standards* identified as being applicable to the initiative. These include technology standards related to Data and Telecommunications Systems, Privacy and Security, and Public Safety Systems.
- Initial feedback identified limited effort should be expended for updating this section
 - *Simple* validation and update of the technology standards should be reviewed as part of work sessions and follow-up process for deliverable development
 - A lot has changed in 5 years. For example the emergence of SOA and Enterprise Service Bus technology, the emergence of XML as the key information exchange language, the emergence of VOIP and radio & voice interoperability, emergence of wireless mesh networks, biometrics, etc.
12. Four pages in *Appendix D. Survey of Texas State Agency Justice Initiatives* presenting the results of the survey to determine initiatives or projects in various stages of planning or development related to justice information and insure they are being coordinated to help insure that the vision for an integrated justice system moves forward
- RFP identified need to understand current status of Texas initiatives determine level of effort to be expended for updating this section
 - Update based on current status of Texas initiatives resulting from the document reviews, work sessions and follow-up process for deliverable development
13. Two page *Appendix E. State Agency Statutory References* identifying initiative related statutory references



- Update to current project identified statutory references (include links)
 - Need to determine applicability of retaining current references
14. Two page *Appendix F. Grant Funding Links* identifying initiative related grant funding links
- No grant funding research to be performed, update based on client comment and feedback through review process
15. Two pages of *Acknowledgments* for contributors on the document
- Update based on new initiative and stakeholder participation
 - Primarily will focus on TIJIS group
16. Two page *Glossary* defining unique acronyms and terms found in the document
- Update based on new content



The TJIEM Planning Document

This section includes review of the TJEIM Planning Document and related TIJIS Blueprint proposal. The salient points from the review as they may relate to the current initiative are identified below. It is important to note that this represents the situation a number of years ago. While most of these issues, etc. referenced still exist today it is clear that the situation has improved. The outcome of this initiative will capture the current environment and the goals strategies and initiatives moving forward.

- Most information systems operated by Texas criminal justice agencies are discrete, and are often incapable of linking and exchanging information effectively.
- Virtually all aspects of criminal justice information systems are constrained by a lack of interoperability.
- This occurs within the **principal categories of the criminal justice system**:
 - community
 - police
 - prosecution,
 - courts and,
 - corrections
- Additionally:
 - Administrative functions and,
 - Policymakers
 - Lack access to reliable data of the criminal justice system
- The concept of an “integrated justice information system,” means different things to different people
 - The officer on the street needs to determine the threat
 - Prison and jail administrators need to know how to properly arrange inmates
 - Parole officers need information on released prisoners
 - Prosecutors need complete case details and criminal history
 - Judges need correct and accurate data to determine bail, pre-trial, and sentencing
 - Crime victims need inmate's status, such as a release, escape, or court appearance
 - *still true and relevant to the current initiative*
- The IJIS group entities are represented: *still relevant to the current initiative but new stakeholders have now been added ,e.g. locals & feds*
 - Texas Law Enforcement Agencies (state and local)
 - Texas County and Criminal District Courts (Includes Justice of the Peace Courts)
 - Texas District Attorney’s Offices
 - State and Federal Criminal Justice Agencies
 - ◆ DPS
 - ◆ Texas Department of Criminal Justice
 - ◆ FBI
 - ◆ State Office of Emergency Management



- ◆ Office of Homeland Security
- The initial TJI3 Plan was developed in 2002 by the Dept. of Information Resources (DIR).
- TJI3 Plan needs revision because:
 - It is 5 years old
 - The landscape has changed and evolved and,
 - Specific action items that are now needed

Project Plan

- **Phase 1: Gap Analysis Report**
 - Review what has changed
 - ◆ New stakeholders
 - ◆ Environmental factors
 - ◆ Initiatives and projects
 - ◆ Stakeholders, and
 - ◆ Legislation.
 - Review progress on the current plan
 - Produce a Gap Analysis Report identifying:
 - ◆ What is missing and,
 - ◆ What cannot be exchanged, or
 - ◆ What is not timely
 - *Still relevant, essentially represents Phase 1 minus the addition of NIEM and JIEM*
- **Phase 2: Criminal Justice Information Reference Model**
 - Analyze key categories of producers and consumers such as
 - ◆ Counties
 - ◆ Courts, and
 - ◆ Municipalities
 - Analyze governance groups, interest groups, and other external stakeholders
 - Analyze key data flows, communication channels and timing among producers and consumers of Criminal Justice data
 - Propose extensions to the Texas Justice Data Dictionary
 - Produce a Criminal Justice Information Reference Model
 - *This is very much modified to emphasize JIEM modeling, IEPD modeling, and NIEM compliance.*
- **Phase 3: Three Year Integrated Justice Information Systems Strategic Plan**
 - Catalog the key interests and requirements of stakeholders
 - Redefine the Mission and vision
 - Prioritize goals and strategies
 - Recommend action items for filling the gaps identified by the model
 - Recommend legislation if needed
 - Produce a Three Year Integrated Justice Information Systems Strategic Plan
 - *Moved to P1 in current project less legislative component*



Conference of Urban Counties (CUC) Integrated Justice Use Cases

This section represents the results of the review of documentation and use cases from the CUC initiative for a Common Integrated Justice System (CIJS). Within the reference documentation the CUC states:

1. The primary objectives for an integrated justice system as stated by CUC are cost savings, improved decision-making, and more accurate, current, and comprehensive data.
2. That the vision for this initiative is broad and ambitious, covering all major functions of justice management for the urban counties.
3. That this vision and the related objectives are to be realized through a CIJS.
4. The CIJS is a framework for a set of functional applications that will enable the effective and efficient administration of justice for the Urban Counties' membership. It is based on a common architecture that will provide rapid sharing of justice information across county lines while providing each member county with advanced justice management capabilities.

CUC Documentation Review

- Provides detailed strategies for Common Integrated Justice System initiative
- Represents initial steps in the development of a shared data dictionary
- Consolidates previous individual or collaborative member county initiatives
- Contains a discussion of important factors to be considered when creating data structures and databases for CIJS
- Contains the results of an analysis of the business requirements for data exchanges described in the Software Requirements Specification (SRS) documents
- Includes data exchange analysis including exchanges with external systems & exchanges with external agencies
- Provides an initial, conceptual High-Level ERD including data type mapping of the conceptual entities from the diagram to the data entities contained in GJXDM v3
- The scope of data considered was limited to the requirements needed by the Counties for their Justice operations
 - Included interfaces to State-level agencies
 - Excluded State-level operational requirements
 - Excluded non-justice specific system requirements (payroll, HR, etc.)
 - Included 34 functional areas grouped into six areas including:
 - ◆ Law Enforcement
 - ◆ District Attorney



- ◆ Criminal Courts
 - ◆ Civil Courts
 - ◆ Jails and Corrections
 - ◆ Support
- Acknowledges the need to consider external standards during creation and design of data dictionary and related standards including GJXDD and GJXDM
 - Includes GJXDM V3 strategy for alignment and CIJS extension
 - Recognizes and adopts DPS extensions to GJXDM V3
 - Identifies GJXDM V3 as a standard for evaluating COTS CUC data dictionary compliance
 - Includes a detailed data exchange analysis for identified data exchanges and associated use cases
 - Includes detailed Use cases in SRS format for related exchanges

Potential Issues

- No reference or alignment with NIEM standards (strategy, governance, alignment), to what extent is alignment addressed in the new TJI3 Plan
- Limited reference and alignment to JIEM reference, to what extent is alignment addressed in the new TJI3 Plan
- Loosely aligned to statewide dictionary through DPS GJXDM extensions, to what extent is alignment addressed in the new TJI3 Plan
- Includes internal exchanges, county-to-county exchanges, and external exchanges
 - External exchanges may be applicable to deliverable 2 efforts
 - Internal and county-to-county exchanges potentially apply in strategy only to what extent is alignment addressed in the 'TJI3' content



Texas Justice Data Dictionary

This section represents the results from the review of the Texas Justice Data Dictionary. The data dictionary represents the compilation of justice related data elements and descriptions extracted from State justice and public safety agencies including the Department of Criminal Justice, Department of Public Safety, Juvenile Probation Commission, Office of Court Administration, and the Youth Commission. The data dictionary content typically identifies element, description, look-up, and agency association for each of the elements included.

Investigation indicates the content is the result of a dump of several thousand data elements from several state agencies and that there has been no attempt to identify or reconcile redundancies between agencies and no attempt to create standard data elements to use between agencies.

Project stakeholders indicated that for the purpose of the TJI3 review and update an overall awareness of the history and content of the data dictionary is all that is necessary to ensure that the data dictionary is appropriately considered and addressed in the TJI3 update. While the data elements identified may be a component of the information exchanges that will be addressed during IEPD development and could be beneficial in defining those elements there is limited TJI3 impact associated with the Texas Justice Data Dictionary.

A determination should be made as to the value of this data dictionary and its applicability within this initiative moving forward. There are numerous justice related elements identified that could have value to this process moving forward if reconciled and aligned with the resultant goals and objectives.



Statutes That Might Impact the Ability to Share Justice Information

This section presents the results of the reference documentation review of statute citations that potentially affect the ability to share justice information in the State of Texas. A summary of the analysis for each reference item is listed in the sections below. The detailed analysis of the list of statutes identified for review is presented in tables in Appendix A including what affect it will have on the ability to share justice information in the State of Texas and what that affect will be in context to the Texas Path to NIEM.

Summary for Government Code, Title 4 – Executive Branch

The provisions here are focused on requirements for the Dept. of Public Safety to exchange information with any and all required entities to protect the public welfare.

- The requirements are fairly broad in scope and focus on the following:
 - Identifying the Sources of information
 - Creating agreements & making arrangements to exchange information
 - Recognizing the rules and ‘triggers’ for exchange as defined within the code,
 - Interpretation of these to ensure consistency

In other words this code instructs DPS in a very broad way to exchange information as needed to protect the public. In order to implement this there are a lot of details, both business and technical that need to be worked out. This is what most affects the ability to “share justice information”.

Summary for Government Code, Title 5 – Open Government; Ethics

Much of Title 5, Open Government, related to the disclosure of justice information to the public; is exempt.

The information to the public is restricted by several factors:

- The ‘state’ of the case against an offender, i.e. the case is still open
- The privacy of victims
- The privacy of LE & Corrections officers, prosecutors, judges, etc., particularly where there have been threats made

For that information that can be released the aspects relating to ‘sharing’ this information revolve around:

- Determining the Source for the requested information
- Determining the rules (the exceptions) that might relate to its release
- Arrangements for delivery, i.e. access, format, etc.



Summary for Family Code, Title 3 – Juvenile Justice Code

- This Chapter is primarily focused on protecting the privacy of juvenile offenders who reform their behavior and never repeat an offense while a minor.
- This is primarily a detailed explanation of what records can be kept for each youthful offender and how long they can be kept.
- From an Information Sharing perspective the policies drive a focus on 1) where LEs send this information 2) how long it can be kept 3) how to destroy or 'seal' cases.
- The key attribute here is ensuring consistency between the LEs and the receiving agencies driven by the events as prescribed in this chapter.
- Also, there are a lot of repeated items as far as who can see data and under what conditions.

Summary for Criminal Procedures Code, Title 1 – Code of Criminal Procedures

- This statute is focus on the reporting requirements every Texas County must comply with when transferring a 'defendant to the Texas Dept. of Criminal Justice for incarceration. Subsections a), c) & i) are the relevant paragraphs to information sharing.
- There are about 20 different reports identified as being required if applicable and/or requested. There is little indication that any of these reports are currently available in standard systems or in any sort of standard format between counties.
- Subsection (i) states that a county may submit all required documents "electronically". This does not appear to be a requirement of the county but it would be a requirement of the TDCJ to receive the documents electronically if the county so desires.
- There does not appear to be a two-way "exchange" of data here, so information sharing is focused on the one-way delivery of data to TDCJ. Therefore TDCJ would need to understand the variety of reports it is expected to receive and have in place arrangements with the counties to receive the reports in both electronic and paper format. How effectively this would be accomplished is obviously a function of the level of standardization between the county and state and availability of automated systems at the state to receive and manage the input.
- A key attribute is ensuring information sharing as it relates to these processes



Artifacts and Deliverables from the JIEM Modeling Efforts in Galveston and Tarrant Counties

This section presents the results of the reference documentation review of the artifacts and deliverables produced from previous JIEM modeling efforts in Galveston and Tarrant Counties. The 28 exchanges that were included in the RFP essentially represent the JIEM models resulting from the Tarrant and Galveston County initiatives. The JIEM sessions conducted to generate these exchanges were primarily aimed at county-to-county exchanges. The following identifies potential issues related to these artifacts and their influence on the Deliverable #2 focus.

- Current exchange focus for Deliverable #2 on 28 exchanges identified may be too focused; should be reviewed and updated appropriately through the deliverable #2 work sessions
- Recommend query of Deliverable #2 work session participants to consider State to Local and Local and State exchanges currently not identified that affect their agencies and may be more appropriate candidates for the Deliverable #2 effort
- Need work session review to determine level of completeness of the documentation required for final IEPD's and determine what is reusable from the Tarrant and Galveston exchanges
- Review exchange/IEPD components for duplication



The NIEM Documents

A framework for exchange of information developed through Federal agency partnership (DOJ & DHS) and initially based on the Global Justice Exchange Data Model (GJXDM) for Justice related exchanges. NIEM builds upon and expands the justice focused GJXDM to include public safety, homeland security, critical infrastructure, transportation, health care, etc.

The purpose of NIEM is to:

- Develop, disseminate, and support enterprise- wide Information exchange standards and processes
- Enable jurisdictions to effectively share critical information in emergency situations
- Breakdown barriers to information sharing between communities of interest

Current program status:

- NIEM 1.0 is currently available, NIEM 2.0 is currently on the drawing board
- NIEM Adoption – Transportation 11 exchanges, New York CJIS approximately 20 exchanges, Statewide prescription drug, Ohio School Safety

Benefits:

- Provides a federated model, not a centralized data base
- Cost savings, efficiencies in development, cost, schedule, resources, reuse, etc.
- Allows entry and data ownership for enterprise business yet publishes in NIEM format thus enabling the baseline ability to share information
- The standard will enable the owner to have increased control and allow for better management

Moving forward Texas should develop goals and strategies appropriately aligned with the current environment to incorporate and leverage NIEM within the State. Maximize benefit to agencies and organizations through NIEM adoption ensuring:

- Faster access to critical information
- Creation of automated information exchanges with partners
- Leverage existing systems and avoid high costs of system replacement
- Expansion - engage additional information exchange partners in the future
- Time and cost savings through reuse of previously developed IEPDs
- Participation in ISE Implementation Plan
- Contribution to shaping national standards for information sharing



The JIEM Documents

The Justice Information Exchange Model (JIEM) documents identify the SEARCH initiative to develop a framework for justice system information exchange.

The JIEM consists of four components:

- A conceptual framework for understanding justice system information exchange
- A methodology for analyzing current information exchange and for reengineering information exchange in an integrated justice environment
- The JIEM Modeling Tool, a software package to assist justice system practitioners in applying the model to their site
- SEARCH JIEM Tool Training

The JIEM framework will formulate the basis of the exchange content resulting from Deliverable #2 and will be documented utilizing the JIEM Tool. Need to update current JIEM reference to accommodate NIEM, etc.



TJ13 Focus Group Work Sessions

A pair of work sessions was held with focus groups from the TJ13 stakeholder community to review the results of the document review along with the current TJ13 Plan content. The current status of on-going information sharing initiatives, barriers to information sharing, and stakeholder perspective on the Vision, Mission, Governance, and goals were also reviewed and discussed. The focus group work sessions were held at stakeholder facilities in Houston and Arlington with unique stakeholder groups. The specific agenda and attendance list from those work sessions is available on the project portal or through the TXDPS Project Manager.

During initial introductions work session attendees were asked to share their expectations for the project. Responses indicate a cooperative environment with reasonable expectations for the outcome of the project. The following identifies the variety of specific responses from attendees at both the Houston and Arlington work sessions. In some cases common responses have been consolidated and shortened for brevity.

- Like to see where this has come, get caught up on what's going on, stay informed and see how I can help
- Find out what we need to be doing as an agency to share information and integrate into this program
- Like to learn more about what's going on, where we are going, take it home and add to it
- Keep this collaboration together
- Anxious to learn & understand more about NIEM
- See about getting the rubber to meet the road; after this gets collected I'd like to see something happen
- Learn about stakeholder agencies and what they are doing
- Program in Law Enforcement Analysis
- We are information junkies and we need a lot of data
- Obtain as much documentation as possible, while stakeholders are together
- A clear understanding of what the State & TIJIS group initiative will accomplish and how we participate
- Review past accomplishments & move beyond that to the future
- Lofty, hope to see a lack of political barriers, information is for everyone
- Learn more about the 28 data exchanges and the evolution of NIEM, looking for an opportunity to get in the game



- Participate in the project and see what we can do about data sharing
- Learn more about this initiative; Learn everything I can about what we're doing; Listen and learn and hope for great contributions
- Here to learn and to see what the next stages are and where we will go
- Get some input for the Texas Path to NIEM and formalizing exchanges

Overall the feedback and results from the two work sessions were fairly consistent in the perspectives related to the role of the State and the TIJIS Group, potential approach to governance, future vision, future mission, and their expectations for future goals and strategies for the program. The following matrix was developed based on Unisys participant observations to represent the major salient features and issues resulting from the two work sessions roughly categorized by work session agenda topic area. Ratings for both the Houston and Arlington work shops identifying level of interest and discussion have been included for each category and specific salient feature or issue. The following figure provides a key for the specific ratings used within the matrix.

Matrix Key	<i>Major Category</i>	<i>Salient Feature/Issue</i>
<i>Light - Interest & Discussion</i>	○	○
<i>Moderate - Interest & Discussion</i>	◐	◐
<i>Heavy - Interest & Discussion</i>	●	●

Figure 3: Matrix Key for TJI3 Work Session Summary

The matrix represented in the following figure is not based on scientific assessment. The content is currently represents Unisys work session participant observations and feedback. Stakeholder feedback from deliverable review iterations will be incorporated as appropriate to continue to minimize the subjectivity of the matrix.

TJI3 Focus Group Work Session Outcomes		Houston Focus Group	Arlington Focus Group
1	Contemporary Issues	◐	◐
1.1	Address Critical Infrastructure	◐	
1.2	Alignment with Federal initiatives	●	●
1.3	Fusion Center Consideration		◐
2	Concurrence on NIEM Alignment	●	●



TJI3 Focus Group Work Session Outcomes		Houston Focus Group	Arlington Focus Group
3	TJI3 Review	○	○
3.1	Original TJI3 was driven by funding source, stakeholders have been developed from the funding source, original was much more state centric	●	●
3.2	Current effort includes much broader local representation, local inputs will drive the standards as they are typically the ones who have the mandate to provide information to external entities	○	
3.3	Address/Acknowledge TDEX Initiative via HS	○	
3.4	Strategy should include developing the standards for NIEM and begin to bring those other systems to the table for compliance	○	
3.5	Developing the statewide NIEM standard will help to mitigate the risk and reduce the liability of information sharing that hinders policy maker decisions today	○	
3.6	Needs to be expanded to include at minimum public safety aspect		●
3.7	Predated the existence of TJI3		○
4	Initiatives and Projects	○	○
4.1	Council of Urban Counties Use Case Initiative Update	○	
5	Future Direction	●	●
5.1	Retain Current Title, Subtitle 'Texas path to NIEM'	○	
6	Vision	●	●
6.1	Address need to expand beyond justice community	○	
6.2	Incorporate Criminal justice Community	○	
6.3	Needs to address or clearly point out the prevention aspect – intelligence; include prevention and homeland security		○
6.4	Recommendation – “provide common foundation for improved public safety and administration of justice”		○
6.5	To provide accurate, secure, and timely information to users....		○
6.6	Represents a one-way push of information – needs to facilitate the exchange of information vs. provide		○
6.7	Vision – “to provide” should be “to exchange”		○
7	Mission	●	●
7.1	Coordinate and promote the adoption of NIEM for the state of Texas including augmenting NIEM as necessary to meet the needs of the state	○	
7.2	Coordinate the development and operation of justice systems maintained or managed by participating justice entities	○	
7.3	So that those systems are able to share information consistently, accurately, and in a timely manner	○	○
7.4	Potentially electronically in a manner that maximizes the services provided to justice information users in Texas	○	
7.5	“Information systems of stakeholder agencies vs. justice systems”		○
7.6	Change potentially electronically to electronically		○
7.7	Need to set up security and administration to maximize not restrict access		○
7.8	Review ‘FIPS’ Documentation for an example of a good inclusive statement		○



TJI3 Focus Group Work Session Outcomes		Houston Focus Group	Arlington Focus Group
8	Goal Development	●	●
8.1	Current goals are much broader than NIEM alone, suggest sticking with the larger concepts of information sharing and incorporate NIEM as one of the initial goals to form a foundation for the TX data model		○
8.2	Keep current content, mission statement, etc. modify to incorporate NIEM perspective	○	
9	Goal 1	●	●
9.1	compliance	●	●
9.2	TJIS will be the foundation of governance but that can be adjusted based on the input and outcomes from the efforts	●	
9.3	Goal 1 has basically been accomplished, needs to address on-going modification to address an expanding and changing program	○	○
9.4	Promote development of legislation to establish more formal governance, funding, authority etc.		●
9.5	Preference is to utilize an existing organization		○
9.6	Add to goal the need to revisit governance and determine more comprehensive, longer term governance approach including potential legislative action to enable		○
10	Goal 2	●	●
10.1	Data model does not exist today	○	
10.2	Include NIEM reference in goal	○	
10.3	Number 1 priority goal	●	●
10.4	Add additional goals as necessary to expand beyond consolidated justice data model (keep it separate so that metrics can be captured independently)		●
10.5	Identify reference list of 'domains' from NIEM as probable expansion domains		○
10.6	Goal 2 – Justice Data Model – Add another goal to extend it to other realms (include the list outlined in NIEM)		○
10.7	Goal 2 – Justice Data Model – Add a policy statement related to indexing of data, i.e. common views.		○
11	Goal 3	●	○
11.1	Establish and promote data quality standards vs. establish and enforce	○	
11.2	Establishing statewide standards, NIEM, Etc. will improve integrity, accuracy, and timeliness of justice information	○	
11.3	Data reference model itself will help to improve, need to identify how we leverage the reference model to improve	○	
11.4	Confidentiality, integrity, & availability		○
12	Goal 4	●	●
12.1	NIEM itself will create the foundation for this goal but the systems will need to be addressed to specifically increase access and improve response, etc.	○	○
12.2	Add FBI national index as source for baseline standards information	○	
12.3	Acknowledge the expanding role of the homeland security community and the need to correlate information with the justice and public safety communities	○	
12.4	Include juvenile justice reference from issues	○	
12.5	Make this goal more generic, remove 'justice' from goal		○



TJI3 Focus Group Work Session Outcomes		Houston Focus Group	Arlington Focus Group
12.6	Add fusion center perspective, Identify and promote standards for fusion center storage and exchange of data		○
12.7	Include establishing assistance, the guidelines for exchanging information/data, handling and control, and developing MOUs to maintain proper control and dissemination		○
12.8	Recommendation – Assistance in developing standards and MOUs through interaction w/inclusion of a legal component		○
13	Goal 5	●	●
13.1	This goal represented providing access (physical link) for smaller jurisdictions to gain access to justice information systems, Infrastructure includes the pipe, security, access	○	○
13.2	The current situation has improved significantly since 2002, needs to reflect the current situation, TechNet and other access points/networks which includes specific governance and access rules have helped alleviate the need	○	○
13.3	Plan needs to discuss connectivity, what specific technology is employed is less important	○	
13.4	Need to rewrite for similar goals accounting for changes in state infrastructure and positioning	○	
13.5	This goal's original perspective remains sound	○	
13.6	Include reference for someway for the agencies that have the most limited capabilities (worst case) to participate	○	
13.7	Review ACE project, DIR website for applicability	○	
13.8	The goal has not necessarily been met, but the issue is shifting from a technology issue to a business issue (lack of staff, SW, expertise)		○
13.9	Remove the facts from the goal		○
13.10	Add – improve access to real-time data and information – helps to eliminate manual checks and balances in the field		○
13.11	Incorporate a strategy for handling unstructured data – NIEM 2.0 is to include consideration for unstructured data		○
13.12	Encourage data providers to send information in proper formats including changing existing formats		○
14	Goal 6 (New)	●	
14.1	Texas extensions of national data standards – the need for a state repository	●	●
14.2	DIR is the logical location for a state repository	○	○
14.3	Oversight of the repository and tags is necessary to create one true standard for the state.	○	
14.4	Repository problem is likely beyond the scope of the TIJIS committee	○	
14.5	Plan will identify as new goal that needs to be addressed	○	○



TJIS Focus Group Work Session Outcomes		Houston Focus Group	Arlington Focus Group
15	Governance	●	●
15.1	Recommend an MOU for stakeholders - CIO's, etc. for justice and public safety entities (and other participants) should sign up for plan and NIEM compliance	○	
15.2	Recommend Policy vs. set policy, recommend project priorities vs. set project priorities	○	
15.3	TJIS is a volunteer group, has not been a tactical governance group, primarily at a higher strategy level	○	
15.4	Plan cannot become a mandate, each stakeholder will need to make a commitment to the strategy and sell the value internally to policy makers for commitment, participation and compliance	○	
15.5	Current TJIS governance is effective within its charter, no need to change drastically	●	●
15.6	TJIS is an advisory group, charter should change to address new role		○
15.7	Utilize current governance organization	○	○
16	Stakeholders	○	○
16.1	No longer valid stakeholder list	○	○
16.2	Include: All entities that represent the 8 subject areas, ref. CUC or NIEM.	○	○
16.3	Include: current TJIS membership	○	
17	Open Discussion	●	●
17.1	Suggest involvement of legislative staff this summer to monitor progress and direction of the Path to NIEM	○	
17.2	Establish effective communication for stakeholders	○	○
17.3	Bring the policy people in to breakdown stovepipes	○	○
17.4	Review and inclusion of current Texas Initiatives	○	○
17.5	Request TJIS Committee members look at goals as they exist and recommend strategies and deliverables that are actionable items within the committee's capabilities. Inputs will be consolidated and processed through plan review process	○	○
17.6	GIS and Geospatial information needs to be addressed within this initiative		○
17.7	Need to ensure we account for juvenile justice information needs in the Texas Data Model include in goals or as a separate goal	○	

Figure 4: TJIS Work Session Participant Feedback

The specific notes and observations from both the Houston and Arlington work sessions as reviewed with the attendees are included in the following subsections for reference.



Focus Group Work Session #1 – June 5, 2007; Houston, TX

This section presents the raw notes from Focus Group work Session #1 held June 5, 2007 in Houston, TX. Mike Shannon and Harris County hosted the work session in Houston. The notes presented generally follow an outline that parallels the work session agenda and capture comments and notes related to topics of discussions amongst stakeholder participants. The baseline set of notes was reviewed with work session participants to help ensure quality and accuracy at the conclusion of the work session. Additional notes and comments from work session facilitators have also been incorporated into the final set of notes to help ensure completeness.

1. Attendees – TX

- David Gavin and Don Farris from DPS hosting invitees from state and local criminal justice community.
- The specific attendance list from this work sessions is available on the project portal or through the TXDPS Project Manager.

2. Attendees Unisys –

- Martin Zaworski, PHD, facilitator
- Victor Zagaria, co-facilitator, project manager
- Barry Van Sant, SME, time keeping, back-up scribe
- John Curley, SME, Scribe

3. Agenda –

- The specific agenda from this work sessions is available on the project portal or through the TXDPS Project Manager.

4. Introductions DPS –

- Don Farris – DPS
- Mike Shannon – Harris County host,
- TX attendees
- Capture what they want to get out of the meeting

5. History of TIJIS –

Don Farris set the stage by providing a historical overview of TIJIS as follows:

- Collaboration of state and local government representatives focused on sharing criminal justice information



- Encourage and facilitate the communication that brings people together that can make the difference
- Identified that the technology attendees were good but need to get the policy makers to the table. It is a policy and ownership issue, not a technology issue
- Provide standards and guidelines so that the community has guidance on how to get it done
- Get your elected officials and policy makers involved, technologists need to be evangelist

6. Project objectives

David Gavin discussed the objectives:

- Explained that this is not a state agency only project
- Added to the history of TIJIS
- Identified the state sponsorship and leadership for the initiative, laying the foundation for statewide information sharing
- Laying the foundation, updating the plan, and defining the 28 exchanges between local to state and describe those and lay out the NIEM standardized structure and content.
- State emphasis is on those because of the funding and statewide initiative
- Clear emphasis on all decisions being made with collaboration with the TIJIS steering committee, not an exclusive group, much outreach to the broader community, build partnerships
- Participation in TIJIS is an open door
- Deliverable #1 Review of the plan,

7. Project Overview & Agenda Review - Dr. Zaworski

8. Contemporary Issues – Dr. Zaworski

- Presented concepts related to contemporary issues in justice that will influence moving forward. Slides, and discussion related to Homeland Security Presidential Directives (HSPDs), including antiterrorism and justice implications
- Houston fusion center rep talked about critical infrastructure definition using Houston critical infrastructure for oil/gas production etc. 50% of the nation's gasoline comes from Houston area facilities

9. NIEM Overview and History

- Why use NIEM instead of Global Justice XML standards
- Houston PD presented a real world scenario explaining why



- Expands information sharing beyond criminal justice community including homeland security, critical infrastructure, transportation, health care, etc.
- Different attributes related to a person used in NIEM example allows sharing information
- County clerks are required to expunge data from their information systems
- Need a federated model, not a centralized data base for the entire state
- Allows entry and data ownership for enterprise business yet publishes in NIEM format so that the baseline ability to share information
- The standard will enable the owner to have increased control and allow for better management
- Need to have legislative or statute changes prepared for consideration by the legislature – bring in legislative staff this summer to facilitate documenting potential legislation or legislation changes
- HB2884 related to new juvenile system mandates all participating agencies share information IAW applicable statutes, boundaries and guidelines
- Question was asked how does NIEM help fix the multiple entry information for a single person by multiple agencies, NIEM is basically the gold standard that through acceptance and utilization will help alleviate those issues

10. TJI3 Current Plan Overview

- Review of current status: changes (since 2002) relative to TJI3 – Group Discussion
 - Vision – macro view
 - Stakeholder makeup – key stakeholders
 - Environmental factors
 - Changes that have occurred that will influence movement forward
 - Initiatives and projects
 - Important information-sharing initiatives within Texas, i.e., what has changed and how?
 - Progress made since 2002
 - Important changes
- Reviewed purpose and problems identified

11. Vision and Mission statements

- Vision - The TJI3 Plan provides a foundation for the improved administration of justice through collaboration among governmental entities to provide accurate, secure, and timely information to users in a format that is simple and useful.



- Mission -
 - To coordinate the development and operation of justice systems maintained or managed by participating justice entities
 - so that those systems are able to share information consistently, accurately, and in a timely manner
 - Potentially electronically in a manner that maximizes the services provided to justice information users in Texas.

12. TJI3 Goals – Dr. Zaworski

The Goals were reviewed and discussed:

- Goal 1: Create a governance structure for TJI3,
 - David Gavin explained governance structure in place today
 - TIJIS is the current governance structure for Texas path to NIEM program and compliance
 - Open membership to all potential stakeholders in the state
 - This project will coordinate deliverables with the TIJIS steering committee
 - TIJIS will be the foundation of governance but that can be adjusted based on the input and outcomes from the efforts
 - Appears to have been accomplished through TIJIS governance structure
- Goal 2: Create a consolidated justice data model for the State of Texas – this is in progress and part of what this initiative is going to accomplish
- Goal 3: Improve integrity, accuracy, and timeliness of justice information
- Goal 4: Increase access to and improve response from justice data systems
- Goal 5: Establish a statewide data sharing infrastructure

Note: There may be a difference here between Houston and Arlington. Arlington was much more passionate about this topic and did not think it was 'in place'.

13. TJI3 Stakeholder Review, Changes since TJI3 – Dr. Zaworski

Texas stakeholders discussed changes that have occurred since TJI3 was created (2002). Below is an overview of the salient points of those discussions:

- Vision statement will likely have to be updated to accommodate the NIEM perspective, beyond criminal justice information and into the broader communities of interest.
- Original TJI3 was driven by funding source, stakeholders have been developed from the funding source, original was much more state centric, current effort includes



much broader local representation, local inputs will drive the standards as they are typically the ones who have the mandate to provide information to external entities.

- Stakeholder list needs to be updated to reflect current situation
- Environmental factors –
 - Texas Data Exchange, TDEX issues (Steve McGraw homeland security) supports this initiative (Appris is the vendor)
 - Who maintains the data, policy makers and politicians are all worried about liability
 - How many are actually participating and populating information to it
 - How many people are actually using TDEX
 - TDEX needs to be addressed specifically within the new plan (homeland security)
 - TDEX appears to be accepted in Dallas; however, the discussion suggested that there may be issues with it in Houston NDEX, FBI equivalent that is NIEM compliant
 - TDEX will be the TX interface to NDEX
 - TDEX needs to become NIEM compliant but the purpose of this effort is not to change TDEX
 - Certainly if this effort creates a viable standard TDEX should be a part of it
 - Regional Information Sharing Systems, or RDEX for reference is not a standard program, there are regional systems in TX but not related to RDEX program
 - All being driven by individual grant programs and their specific grant requirements
 - Strategy should include developing the standards for NIEM and begin to bring those other systems to the table for compliance
 - The solution will become self evident in that it will provide the direction and answer
 - Developing the statewide NIEM standard will help to mitigate the risk and reduce the liability of information sharing that hinders policy maker decisions today
 - The person entering the data should be a stakeholder who owns and uses the information

14. Initiatives and Projects, what has changed?

- Council of Urban Counties – Integrated Justice use Case Project



- A collaboration by urban counties to document exchanges, business processes, Use cases, etc. documenting the county-county exchanges
- Provides detailed strategies for Common Integrated Justice System initiative
- Represents initial steps in the development of a shared data dictionary
- Consolidates previous individual or collaborative member county initiatives
- Contains a discussion of important factors to be considered when creating data structures and databases for CIJS
- Includes data exchange analysis including exchanges with external systems & exchanges with external agencies

NOTE: THE FOLLOWING SECTIONS BEGIN TO OUTLINE THE INPUT RECEIVED RELATING TO CHANGES IN THE PATH GOING FORWARD

15. Texas Path going forward – Future Direction

Recommend not to change the name of the plan to ‘Texas Path to NIEM’ keep it as is? NIEM narrows the focus of the plan to much. Subtitle: Change name to ‘Texas Path to NIEM’

16. Future Vision - TJI3 Vision Statement

The TJI3 Plan provides a foundation for the improved administration of justice through collaboration among governmental entities to provide accurate, secure, and timely information to users in a format that is simple and useful.

- Does it span more then just the criminal justice community?
- Does the stakeholder community change?
- View from a longer term path and goal, focus on justice initially and expand into other communities of interest
- Include in the document that this is being initiated by the justice and public safety community with the intention to incorporate the other communities of interest as they are ready and as initiatives provide opportunity
- Simple and useful format – nothing about the process is currently in a simple useful format
- Include public safety community with justice
- A move towards NIEM compliance and standards (?) Word-smith NIEM compliance and developing standards are they statewide, NIEM or state?



17. Mission – mission statement

*To **coordinate** the development and operation of justice systems maintained or managed by participating justice entities so that those systems are able to share information consistently, accurately, and potentially electronically in a manner that maximizes the services provided to justice information users in Texas.*

- Coordinating standards for the state?
- Suggested mission statement perspective - Coordinate and promote the adoption of NIEM for the state of Texas including augmenting NIEM as necessary to meet the needs of the state
- Participant comment: Does focusing on NIEM limit goals and potential benefits in any way?
- Participant comment: Current plan talks about building a statewide infrastructure for information sharing, we may want to limit scope of the plan to ensure we get maximum outcomes
- Stakeholders expressed concern – they don't want this initiative to limit on-going efforts and initiatives by individual stakeholders

18. Goals

- **Goal development - General**
 - Current goals are much broader than NIEM alone, suggest sticking with the larger concepts of information sharing and incorporate NIEM as one of the initial goals to form a foundation for the TX data model
 - Current plan is a strategic plan that was good in the beginning but was not maintained, lacked executive ownership and sponsorship
 - Keep current content, mission statement, etc. modify to incorporate NIEM perspective – (Houston participant concurrence)

Goal 1: Create a governance structure for TJI³

Rough recommendation - Adopt TIJIS as formal governance model and refine governance structure to meet evolving needs.

- Adopt TIJIS or modify TIJIS as the baseline governance model, continue to review the modify the governance model to meet the Justice (and public safety) Information Integration Initiative Plan
- Review and adjust as necessary current goal description, strategies and deliverables to reflect the current situation

Goal 2: Create a consolidated justice data model for the State of Texas

- Data model does not exist today
- Include NIEM reference in goal



- Number 1 priority goal

Goal 3: Improve integrity, accuracy, and timeliness of justice information

- Establish and promote data quality standards vs. establish and enforce
- Establishing statewide standards, NIEM, etc. will improve integrity, accuracy, and timeliness of justice information
- Data reference model itself will help to improve, need to identify how we leverage the reference model to improve

Goal 4: Increase access to and improve response from justice data systems

- NEIM itself will create the foundation for this goal but the systems will need to be addressed to specifically increase access and improve response, etc.
- Add FBI NDEX as source for baseline standards information
- Acknowledge the expanding role of the homeland security community and the need to correlate information with the justice and public safety communities
- Juvenile justice reference from issues

Goal 5: Establish a statewide data sharing infrastructure

- This goal included providing access (physical link) for smaller jurisdictions to enable them to use the justice information systems
- TechNet and other access points/networks which includes specific governance and access rules
- Plan needs to discuss connectivity, what specific technology is employed is less important
- Infrastructure includes the pipe, security, access, etc.
- Need to rewrite for the same goals due to changes in state infrastructure and positioning. The current representation is extremely dated and needs update.
- This goal's original perspective remains sound
- Include reference for someway for the agencies that have the most limited capabilities (worst case) to participate
- Review ACE project, DIR website for applicability

19. Governance

- Recommend an MOU for stakeholders - CIO's, etc. for justice and public safety entities (and other participants) should sign up for plan and NIEM compliance,
- Recommend Policy vs. set policy, recommend project priorities vs. set project priorities
- TIJIS is a volunteer group



- TIJIS has not been a tactical governance group, primarily at a higher strategy level
- Current plan was written with the perspective that DIR would stand up the statewide project office, that is no longer the case
- Plan cannot become a mandate, each stakeholder will need to make a commitment to the strategy and sell the value internally to policy makers for commitment, participation and compliance
- Current TIJIS governance is effective within its charter, no need to change drastically

20. Stakeholder – key stakeholders to be included

- No longer valid stakeholder list
- Criminal Justice Policy Council (CJPC) is no longer in existence
- Texas Association of Government IT Managers not on list

Include: All entities that represent the 8 subject areas, ref: CUC or NIEM.

Include: current TIJIS membership

21. Open Discussion – Blueprint Development

- Suggested involvement of legislative staff this summer to monitor progress and direction of the Path to NIEM
- Should address how we effectively communicate with stakeholders?
- Funding agency has the ability to ‘flavor’ the final results
- There are other ‘stovepipe’ information exchange systems to deal with, and ownership of the data is an issue. “These were ideas to solve a problem in a hurry and were not based on and overarching strategy.”
- We need to bring the policy people in to breakdown these stovepipes.
- Entry of data into databases must be done by people who have a stake in the results
- Be sure to include TDEX in final report, Homeland Security is a key sponsor for the future of these efforts
- Request TIJIS Committee members look at goals as they exist and recommend strategies and deliverables that are actionable items within the committee’s capabilities. Inputs will be consolidated and processed through plan review process
- Issues / concerns include
 - Current lack of data exchange
 - Making sure that data exchanged gets to the ‘feet on the street’ turn intelligence into actionable information



- Courts – Need biometrics supported ID, Digital Case files, differentiated case management (weighting system that differentiates case criticality)
 - Biometrics supported ID would apply directly to the state, the others could be state wide implementations for courts
- GJXDM lacks juvenile justice entities
- Need to ensure we account for juvenile justice information needs in the Texas Data Model include in goals or as a separate goal
 - Note: Courts will be participating in a grant project with NLETS to define extensions for juvenile specific data for courts, will account for courts information needs but not the juvenile justice community (follow-up on reference)
 - Note: CUC ongoing project for juvenile justice information, follow-up with Charles and David on status and applicability
- Lack state-wide access ID/controls
- Current Texas Initiatives
 - Mental health transformation work group – received grant money, state health services, work force commission, housing and urban development, are involved
 - Regional Fusion Center – Harris County, Metro Police, adding FBI in near future (follow-up with Houston PD)
 - LEAP -
 - TDEX – Texas Data exchange
 - COPLINK – Local Houston area initiative
 - Real-time crime center – geared towards solving crime vs. intelligence
 - Joint operations information center (?)
 - Funded with project plan
 - Follow-up – AI
 - Carl Reynolds at OCA – Has initiative that needs follow-up
 - Southeast crime information center – regional
 - Dallas area crime information center - regional
 - Lynx - in Corpus
 - Harris and Dallas County participating in immigration? Web site
 - NLETS – has XML outputs available
 - NCIC update pending for XML, NIEM compliant version



- TLETS – Migrating to IP browser based system should enable the delivery and presentation of information
- Standards Initiatives
 - How can national standards initiatives be implemented in Texas?

Goal 6 – Texas extensions of national data standards – the need for a state repository

- DIR is the logical location for a state repository
- Oversight of the repository and tags is necessary to create one true standard for the state.
- A problem that is likely beyond the scope of the TIJIS committee
- Plan will identify as goal that needs to be addressed



Focus Group Work Session #2 – June 7, 2007; Arlington, TX

This section presents the raw notes from Focus Group work Session #2 held June 7, 2007 in Arlington, TX. The notes presented generally follow an outline that parallels the work session agenda and capture comments and notes related to topics of discussions amongst stakeholder participants. The baseline set of notes was reviewed with work session participants to help ensure quality and accuracy at the conclusion of the work session. Additional notes and comments from work session facilitators have also been incorporated into the final set of notes to help ensure completeness.

1. Attendees – TX

- David Gavin from DPS hosting invitees from state and local justice community.
- The specific attendance list from this work sessions is available on the project portal or through the TXDPS Project Manager.

2. Attendees Unisys –

- Martin Zaworski, PHD, facilitator
- Barry Van Sant, SME, time keeping, back-up scribe
- John Curley, SME, Scribe

3. Agenda –

- The specific agenda from this work sessions is available on the project portal or through the TXDPS Project Manager.

4. Introductions DPS – David Gavin

- Not a DPS project, a TIJIS project, volunteer involvement with this process
- This represents the first significant deliverable out of the TIJIS effort
- Office of Court Administration, DPS, state agencies, etc. pooled resources (funding) to make this happen.
- DPS is the agent for TIJIS, the deliverable approvals, etc. will be vetted through the TIJIS committee

5. History of TIJIS –

Les Smith explained the history of TIJIS

- TIJIS established June 12, 2002
- Good representation of all government levels in TX, State Local, County, etc. driven by agenda



- Initial turf battle issues which were positive in building solidarity in the organization
- Major goal of membership is to establish as a formal organization with the ability to make change and a real difference

6. Project Objectives – David Gavin

David Gavin discussed the objectives:

- Two deliverables
 - Rewrite the TJI3 plan
 - Original was a product of a similar process facilitated by DIR
 - Second deliverable is GAP analysis and Data reference model
 - Documented by Unisys in alignment with NIEM standards
 - NIEM is a collaborative effort between Homeland Security and DOJ
 - NIEM is based on the Justice GJXDM models but encompasses numerous domains beyond the justice and public safety domains.
 - Laying the foundation for the longer term initiative towards statewide data model and standards
 - Work session participants need to keep in mind that this work session is intended to help drive direction moving forward after this project is over.

7. Project Overview & Agenda Review - Dr. Zaworski

- Added to and briefed why we are here today and what we are trying to accomplish
- Briefed agenda and rules of the road for the day
- Outcomes from this project will influence the national NIEM model and will become available from other practitioners to utilize to help them move forward

8. Contemporary Issues – Dr. Zaworski

- What is in it for you
- External imperative to sharing information, 911, etc,
- HSPD review – Terrorism, bioterrorism, critical infrastructure, screening, etc.
- Tied federal initiatives, GJXDM, FBI NDEX, NIEM, Global, etc.
- David Gavin provided details on the FBI NDEX.

9. NIEM Overview and History

- A framework for exchange of information
- Purpose, see presentation
- NIEM GJXDM relationship



- Why not GJXDM vs. NIEM? GJXDM too narrowly focused, NIEM spans public safety and homeland security
- NIEM 1.0 is currently available, NIEM 2.0 is currently on the drawing board
- NIEM Adoption – Transportation 11 exchanges, New York CJIS approximately 20 exchanges, Statewide prescription drug, Ohio School Safety
- What is in it for you? – Cost savings, efficiencies in development, cost, schedule, resources, reuse, etc.

10. TJI3 Current Plan Overview

- *Stakeholders involved, 2002 primarily state agencies, representation of locals by association of counties, etc.*
- Predated the existence of TIJIS
- Purpose – to provide justice agencies in Texas with the ability to share information....
 - Needs to be expanded to include at minimum public safety aspect

11. Vision and Mission Statements

12. TJI3 Goals – Dr. Zaworski

- **Goal 1: Create a governance structure for TJI3,**
 - To create structure all stakeholders must be identified – *Not yet successfully completed*
 - *Need to consider establishing sub-committees within (governance structure) TIJIS to address specific areas of interest (i.e. operations?)*
- **Goal 2: Create a consolidated justice data model for the State of Texas**
 - *This project essentially begins to develop a common foundation*
- **Goal 3: Improve integrity, accuracy, and timeliness of justice information**
 - *Sub-goals are still likely valid, but how are we going to make it happen in today's current environment*
- **Goal 4: Increase access to and improve response from justice data systems**
 - *Access to data – sharing typically is one-on-one direct contact from PD to.... A police chief*
 - *Example of justice entities that do not share information – may not share information for fear that someone or some other entity will potentially take over their area of responsibility*
 - *Will potentially need to address legislative changes to enable*



- *Fusion Center perspective – the more policy makers hear from the bottom-up the need and value proposition for sharing information the better the likelihood most hurdles can be overcome,*
 - *Access to data can be limited to what is needed by the community of interest to which it is being shared. Participating entities will ultimately decide which information will be shared with whom*
 - *Often time those expected to be the most adverse to sharing are the most supportive, the current imperative mandates they address the issue*
 - *Traditional conservative culture creates additional barriers*
 - *Federal government is the biggest problem when it comes to sharing information, they often mandate requirements but do little to facilitate, manage, and/or provide guidance*
 - *Groups like TIJIS can drive the information sharing initiative nationally independent of the Feds actions!!*
 - *Share data up channel but keep a copy because you will not necessarily receive it back*
 - *Owners of the data in many entities do not share information because they are concerned about the liability and therefore are overprotective of their information*
 - *Expunging data to meet legislative requirements is virtually impossible, electronic data in systems is fairly straight-forward and typically can be validated, paper information trails are virtually impossible*
 - *Legislation for the expunging of information is outdated, based on 2002 environment*
 - *Most legislation is focused on sharing information or privacy of information*
 - ◆ *Two biggest challenges to meet legislative mandates are setting up relationship to share information with partner entities and expunging data for privacy*
 - *One of the greatest benefits that could be realized from this initiative is in supporting regional fusion centers, data center consolidation, etc. could be the governance structure that may result in that it can help provide broader governance and oversight of information sharing for regional fusion centers, etc.*
 - *Many participants feel that the role of the TIJIS group will expand and become more formal*
- **Goal 5: Establish a statewide data sharing infrastructure**
 - **Smaller counties do not have the resources to keep up to date with or fully participate in statewide networks**



- *TDEX initiative is experiencing this real-time today*
- *Infrastructure in Texas has come a long way and for the most part will support participation statewide*
- *Need exchange standards etc. to enable the process, when they are there the participation will become more feasible*

22. TJI3 Stakeholder Review, Changes since TJI3 – Dr. Zaworski

Texas stakeholders discussed changes that have occurred since TJI3 was created (2002). Below is an overview of the salient points of those discussions:

- Vision statement will likely have to be updated to accommodate the NIEM perspective, beyond criminal justice information and into the broader communities of interest.
- Original TJI3 was driven by funding source, stakeholders have been developed from the funding source, original was much more state centric, current effort includes much broader local representation, local inputs will drive the standards as they are typically the ones who have the mandate to provide information to external entities.
 - Stakeholder list needs to be updated to reflect current situation
- Environmental factors –
 - Texas Data Exchange, TDEX issues (Steve McGraw homeland security) supports this initiative (Appris is the vendor)
 - Who maintains the data, policy makers and politicians are all worried about liability
 - How many are actually participating and populating information to it
 - How many people are actually using TDEX
 - TDEX needs to be addressed specifically within the new plan (homeland security)
 - TDEX appears to be accepted in Dallas; however, the discussion suggested that there may be issues with it in Houston NDEX, FBI equivalent that is NIEM compliant
 - TDEX will be the TX interface to NDEX
 - TDEX needs to become NIEM compliant but the purpose of this effort is not to change TDEX
 - Certainly if this effort creates a viable standard TDEX should be a part of it
 - Regional Information Sharing Systems, or RDEX for reference is not a standard program, there are regional systems in TX but not related to RDEX program



- All being driven by individual grant programs and their specific grant requirements
- Strategy should include developing the standards for NIEM and begin to bring those other systems to the table for compliance
- The solution will become self evident in that it will provide the direction and answer
 - Developing the statewide NIEM standard will help to mitigate the risk and reduce the liability of information sharing that hinders policy maker decisions today
 - The person entering the data should be a stakeholder who owns and uses the information

23. Initiatives and Projects, what has changed?

- Council of Urban Counties – Integrated Justice use Case Project
 - A collaboration by urban counties to document exchanges, business processes, Use cases, etc. documenting the county-county exchanges
 - Provides detailed strategies for Common Integrated Justice System initiative
 - Represents initial steps in the development of a shared data dictionary
 - Consolidates previous individual or collaborative member county initiatives
 - Contains a discussion of important factors to be considered when creating data structures and databases for CIJS
 - Includes data exchange analysis including exchanges with external systems & exchanges with external agencies

NOTE: THE FOLLOWING SECTIONS BEGIN TO OUTLINE THE INPUT RECEIVED RELATING TO CHANGES IN THE PATH GOING FORWARD

13. Texas Path going forward – Future Direction

Discussed Houston recommendation not to change the name of the plan to ‘Texas Path to NIEM’ and to keep it as is. NIEM narrows the focus of the plan to much. Subtitle: Change name to ‘Texas Path to NIEM’ – general stakeholder concurrence

14. Future Vision - TJI3 Vision Statement

The TJI3 Plan provides a foundation for the improved administration of justice through collaboration among governmental entities to provide accurate, secure, and timely information to users in a format that is simple and useful.

- *Does not address or clearly point out the prevention aspect – intelligence*
- *Administration of justice does not include prevention or homeland security*



- *Does not include Homeland Security*
- *Needs to have public safety aspect Emergency Management, fire, EMS, etc.*
- *Recommendation – “provide common foundation for improved public safety and administration of justice”*
 - *Preference would be Common Foundation vs. Foundation*
- *Private sector has a responsibility within the public safety environment*
- *To provide accurate, secure, and timely information to users....*
- *Represents a one-way push of information – needs to facilitate the exchange of information vs. provide*
- *Point – Administration of justice in the broader sense should include prevention*
- *Perspective of prevention needs to be more in the forefront in order to move away from the traditional, response orientated approach*
- *Vision – The vision doesn’t address prevention, and the Homeland Security component needs to be added.*
- *Vision – change to “for improved Public Safety and administration of Justice”*
- *Vision – “to provide” should be “to exchange”*

15. Mission – mission statement

To **coordinate** the development and operation of justice systems maintained or managed by participating justice entities so that those systems are able to share information consistently, accurately, and potentially electronically in a manner that maximizes the services provided to justice information users in Texas.

- *“Information systems of stakeholder agencies vs. justice systems”*
- *Add timely to share information*
- *Change potentially electronically to electronically*
- *Delete all post “provided”*
- *We should consider adding secure, accessible*
- *Need to set up security and administration to maximize not restrict access*
- *Take a look at the ‘FIPS’ Documentation for an example of a good inclusive statement*

16. Goal development – General

- *Recommend TIJIS advisory group review and provide input on updated and additional strategies and deliverables*

Goal 1: Create a governance structure for TJI³



- *TIJIS is an advisory group, not clear if participants want to make this more formal due to cost and time*
- *Governance body should be representative of all stakeholders*
- *Discussion of developing legislation to establish more formal governance, funding, authority etc.*
- *Re-visit current governance body (TIJIS) and ensure it meets the needs of the initiative*
- *Question? – Can we achieve the goals of this initiative without authoritative governance*
- *Texas criminal justice information users group was the genesis for the current organization*
- *TIJIS and/or TCJUG (?) exists Question: is there a need for an additional governance?*
 - *Preference is to utilize an existing organization*
 - *Existing organizations (TIJIS and/or TCJUG) would have to modify current charters, etc. to be effective in this role*
- *Add to goal the need to revisit governance and determine more comprehensive, longer term governance approach including potential legislative action to enable.*

Goal 2: Create a consolidated justice data model for the State of Texas

- *This project essentially begins to develop a common foundation*
- *Add additional goals as necessary to expand beyond consolidated justice data model (keep it separate so that metrics can be captured independently)*
- *Identify reference list of ‘domains’ from NIEM as probable expansion domains*
- *Look at expanding Justice Data Model to include perspective from new vision statement*
- *Goal 2 – Justice Data Model – Add another goal to extend it to other realms (include the list outlined in NIEM)*
- *Goal 2 – Justice Data Model – Add a policy statement related to indexing of data, i.e. common views.*

Goal 3: Improve integrity, accuracy, and timeliness of justice information

- *Confidentiality, integrity, & availability*
- *Incorporate applicable comments on integrity, accuracy, and timeliness from previous goals discussion*

Goal 4: Increase access to and improve response from justice data systems

- *Could make this goal more generic, remove ‘justice’ from goal*



- *Add fusion center perspective, Identify and promote standards for fusion center storage and exchange of data*
- *Include establishing assistance, the guidelines for exchanging information/data, handling and control, and developing MOUs to maintain proper control and dissemination*
 - *Potentially add a legal component to support the initiative and establish the 'rules' – mitigates the risk of sharing information and provides assurances to the provider of the information or data*
- *Recommendation – Assistance in developing standards and MOUs through interaction w/inclusion of a legal component.*
- *Goal 4 – Increase Access “Disconnect is the federal government; the last person I would call if I needed information would be the federal government”. “I would call my peers (state & local) first because I know I’m not going to get what I want if I turn to the feds.”*

Goal 5: Establish a statewide data sharing infrastructure

- *The current situation has improved significantly since 2002, needs to reflect the current situation*
- *Most infrastructure that the original authors of the plan were referencing have been put in place*
- *The goal has not necessarily been met, but the issue is shifting from a technology issue to a business issue (lack of staff, SW, expertise)*
- *Suggest changing establish to enhance or expand -*
- *Add 'secure' to statewide data sharing infrastructure*
- *Add population perspective to large and small counties*
- *Remove the facts from the goal*
- *Add – improve access to real-time data and information – helps to eliminate manual checks and balances in the field*
- *Incorporate a strategy for handling unstructured data – NIEM 2.0 is to include consideration for unstructured data*
- *Encourage data providers to send information in proper formats including changing existing formats*
- *Educating agencies in the use of standards developed etc.*
- *Goal 5 – Establish statewide infrastructure – The general physical infrastructure is pretty much there, it's the softer components, the people, the applications, the business architecture that's missing.*



17. Governance

- General discussion on viability of TIJIS structure to act as governance and potential of legislating appropriate authority
- Governance – “We are an advisory group”
- Governance – Incorporate into one of the existing bodies, eg. TJIS & TCJIUG

18. Stakeholder – key stakeholders to be included

- The NIEM list of communities of interest
- The list as identified in Houston

19. Open Discussion – Blueprint Development

- Senate Bill 611 – addresses access issues, this was not on the Attachment M statutes list. After discussion with Dave Gavin it was determined that it might be beneficial to review this too.
- Future Direction – Repository – Where should it reside? DIR
- Other issues
 - GIS needs to be addressed
 - Byrne Grant monies;\$1M to move the IEPD’s forward and implement suggested
 - Other Fusion Center grants with a target to NIEM are coming forward
 - Request to Medical entities to modify their reports to be compliant with state standards too
- Deconfliction – HIDA Initiatives
 - Event Deconfliction – officer safety, “keep guns from pointing at guns”. Prevent gun-toting events from overlapping geographic areas.
 - Subject Deconfliction – database checks & pointer system concerning subjects (people) of interest
- Session Wrap Up – Les Smith comments
 - Almost like we need to create a chapters due to size of the group
 - Still concerned about the governance group
 - Perhaps become a state-wide advisory group, e.g. an “Authority”
- Session Wrap Up – David Gavin
 - Remember this is just the beginning
- The needs for a standards repository for the state, role and management options of an XML repository



- *DIR should be the agency who maintains the standards repository, lack of funding, small size and limited resources are hindrances*
 - *TIJIS group will send an emissary to DIR to discuss the issue with new leadership at DIR*
 - *Repository should include reusable components and software from across the state for reuse by stakeholder agencies, links to potential usable components from jurisdictions outside of Texas*
- *NEW GOAL - GIS and geospatial components need to become a part of this plan*
- *Providing information to the user community to promote the initiative and create awareness and buy-in is critical*
- *Explore ability to leverage grant programs available right now to leverage for immediate need initiatives, immediate opportunity with Category 6 under the Berne grant*
- **Current Texas Initiatives**
 - De-confliction – national policy directs HIDA's to de-conflict information
 - Collect multiple contact numbers for submitter's allows follow-up to de-conflict
 - Run against national virtual pointer system, etc. to de-conflict information,



Unisys Comments and Observations

The document reviews and Focus groups were very helpful in assessing the past, present, and future of the Texas Justice Information Sharing program. Most notable of the document reviews was the moderate impact these documents will have related to potential changes in the overall vision, mission, and purpose as was originally stated. This may be in part due to the well researched and well defined forward looking vision that was inherent in much of the work originally developed in support of TJIS initiatives. What was most notable of the Focus Groups was the consistency in goals and the enthusiasm and support of the information sharing efforts of the State by both groups.

Interestingly many of the changes (since TJI3 – 2002) identified in the document reviews were also identified in the Focus Groups. The “environmental change” that was identified primarily focused on changes in the Federal government’s involvement in Justice Information Sharing and the impacts that these changes have on the states. For example, the Department of Justice, the Federal Emergency Management Agency, Customs & Border Protection and other law enforcement and public safety oriented agencies have all been reorganized and placed under the purview of the U.S. Department of Homeland Security (DHS). New funding sources and legislation that have spawned from these agencies directly and indirectly impact the implementation of TJIS initiatives. This has also been the basis for inclusion of more county and municipal law enforcement and public safety entities into the model for establishing a comprehensive information sharing environment consistent with today’s IJIS requirements.

Another new area of focus revolved around the new and planned Fusion Centers that were also spawned from the changing Federal initiatives. There was quite a bit of discussion in both locations about the impact of data sharing with the new Fusion Centers. This was probably because the Fusion Centers are new since TJI3 was written and this current project readily provides a forum for much needed discussion.

In discussing contemporary issues, the NIEM overview presented by Unisys appeared to enlighten stimulating discussions tied directly to this TJI planning initiative. Both groups agreed in principle with the need for standardization via national standards (i.e., NIEM) as an essential step in State-wide interoperability and information sharing.

The need to establish a more formal organizational body and governance structure also created some passionate discussion. There is a strong feeling by some that in order to qualify and receive much of the federal funding currently becoming available, primarily through DHS, that a formal organizational body, with procurement and purchasing authority, needs to be established to 1) focus efforts, 2) compose proposals for grants, and 3) manage the expanded body of stakeholders as TJIS evolves from a Law Enforcement focused effort to a more holistic Law Enforcement, Homeland Security, and Public Safety (All Hazards) initiative.



Goal development – General

The goals from the TJI3 (2002) plan were reviewed and the groups suggested several changes. These suggestions are outlined in the body of this document. The groups generally *recommended that the TIJIS advisory group review and provide input on updated and additional strategies and deliverables for goals.*

Goal 1: Create a governance structure for TJI³

Goal 2: Create a consolidated justice data model for the State of Texas

Goal 3: Improve integrity, accuracy, and timeliness of justice information

Goal 4: Increase access to and improve response from justice data systems

Goal 5: Establish a statewide data sharing infrastructure

In line with these recommendations, the groups suggested greater involvement by the *TIJIS Advisory Group* in a number of areas. One theme that seemed to permeate the discussion of governance was the need for the *TIJIS Advisory Group* to create meaningful and measurable action items or tasks as outlined above. These “action items” were not meant to be comprehensive or elaborate; they seemed more aligned with associating actions with the overall plan to show progress and to maintain momentum. The general dialog in this area suggest a greater role for the *TIJIS Advisory Group* and perhaps the need to fund a *TIJIS Advisory Group* position or positions to fully engage in the work necessary to move forward.



Appendix A – Detailed Analysis of Identified Statutes

The detailed analysis of the list of statutes identified for review is presented in the following tables including what affect it will have on the ability to share justice information in the State of Texas and what that affect will be in context to the Texas Path to NIEM.



Table 2: Statutes, Government Code Affecting the Ability to Share Criminal Justice Information

Code	Title	Chapter	Section	Citations Affecting the Ability to Share Justice Information	Affect
Government	Title 4. Executive Branch	Chapter 411 Department of Public Safety of The State of Texas	Section 411.042 Bureau of Identification and Records	(b)The bureau of identification and records shall: (4) Cooperate with identification and crime records bureaus in other states and the United States Department of Justice;	1.The Bureau must be aware of this requirement. 2.Bureaus in other states must be identified and, 3.Arrangements to cooperate must be in place
				(d) The department may charge each person and charge each entity or agency that is not primarily a criminal justice agency a fee for processing inquiries for information that is not criminal history record information regarding a person. A person, entity, or agency that receives information must be entitled to receive the information under state or federal statutes, rules, regulations, or case law.	1. If the fee collection is required then information cannot be exchanged unless the department has made arrangements to address this. 2. The department must know ahead of time if the person, entity, or agency is entitled to the information under state or federal statutes, rules, regulations, or case law. This could be problematic and would require validation of each request before exchanging the information.
				(g) The department may adopt reasonable rules under this section relating to: 1) law enforcement information systems maintained by the department;	1. There may be a conflict between what is determined to be a 'reasonable rule' when complying with the information exchange requirements as stated in the previous two citations. 2. In other words, this citation is open to ambiguity in it's interpretation.
		Sub Chapter F	Section 411.043. Bureau of Communications	(b) The bureau of communications shall:(1) provide for the rapid <u>exchange</u> between law enforcement agencies of the state, counties, municipalities, other states, and the federal government of <u>information</u> concerning the commission of crimes and the detection of violators of the law;	1.The Bureau must be aware of this requirement. 2.State law enforcement agencies, counties, municipalities, other states, and federal agencies must be identified and, 3.Arrangements to cooperate must be in place
		Section 411.044. Bureau of Intelligence	(b) The bureau of intelligence shall:(1) accumulate and analyze, with the aid of the other department divisions and bureaus, <u>information of crime activities in the state</u> and make the information <u>available for use of the department and county and municipal law enforcement agencies</u> ;	1. Interdepartmental & bureau arrangements to accumulate information must be in place 2. Arrangements with county & municipal law enforcement agencies must be in place.	



Code	Title	Chapter	Section	Citations Affecting the Ability to Share Justice Information	Affect
			Section 411.046. Hate Crime Reporting	<p>(a) The bureau of identification and records shall establish and maintain a central repository for the collection and analysis of information relating to crimes that are motivated by prejudice, <u>hatred, or advocacy of violence.</u></p> <p>(b) <u>Local law enforcement agencies shall report offenses</u> described by Subsection (a) in the form and manner and at regular intervals <u>as prescribed by rules adopted by the department. The department shall summarize and analyze information</u> received under this subsection <u>and file an annual report with the governor and legislature</u> containing the summary and analysis.</p> <p>(c) The department shall make <u>information</u>, records, and statistics collected under this section available to <u>any local enforcement agency, political subdivision, or state agency</u> to the extent the information is reasonably necessary or useful to the agency or subdivision in carrying out duties imposed by law on the agency or subdivision.</p>	<p>1. Sources of information relating to hate crimes must be identified</p> <p>2. Arrangements with the "source" agencies, depts. Bureaus, etc. must be in place to identify and push this data to the Buruea.</p> <p>1. Reporting rules must be adopted and distributed to local law enforcement agencies</p> <p>2. Arrangements with the governor and legislature to receive the reports must be put into place.</p> <p>1. Arrangements with local enforcment agencies, political subdivisions, or state agency must be made to receive this information.</p> <p>2. Determination of what is "useful" in context with "duties imposed by law" must be identified.</p>
			Section 411.047. Reporting Related to Concealed Handgun Incidents	<p>(a) The department <u>may maintain statistics on its website related to responses by law enforcement agencies</u> to incidents in which a person licensed to carry a handgun under Subchapter H is convicted of an offense</p>	<p>1. This appears to be voluntary, this creates ambiguity</p> <p>2. Sources of arrests related to concealed (permitted) handguns need to be identified.</p> <p>3. Arrangements with 'law enforcement agencies' need tobe put into place.</p>
			Section 411.048. Threats Against Police Officers or Detention Officers	<p>(b) The bureau of identification and records shall establish and <u>maintain a central index in the law enforcement information system</u> maintained by the department to:(1) collect and <u>disseminate information</u> relating to an individual's expression of intent to inflict serious bodily injury or death on a peace officer or detention officer; and (2) <u>alert a peace officer or detention officer of an expression of intent to inflict serious bodily injury or death on the officer.</u></p> <p>(e) On proper inquiry into the information system, the department shall disseminate information collected under this section to a criminal justice agency as reasonably necessary to protect the safety of a peace officer or detention officer. The criminal justice agency may use information disseminated under this subsection in the manner provided by rules adopted by the director.</p>	<p>1. Sources of "threats" need to be identified</p> <p>2. Arrangements with 'Source' agencies or individuals need to be put into place to document this information.</p> <p>3. Arrangements to push the alert to the destination officer need to be made.</p> <p>1. Arrangements to push the alert to the destination officer or criminal justice agency need to be made.</p>



Code	Title	Chapter	Section	Citations Affecting the Ability to Share Justice Information	Affect
	Title 5. Open Government; Ethics	Chapter 552 Public Information	Subchapter A General Provisions Section 552.0035 Access to Information of Judiciary	(a) Access to information collected, assembled, or maintained by or for the judiciary is governed by rules adopted by the Supreme Court of Texas or by other applicable laws and rules.	This implies that the release information collected for the Judiciary is not governed by Title 5 Open Government; Ethics.
Subchapter B Right of Access to Public Information Section 552.029 Right of Access to Certain Information Relating to Inmate of Department of Criminal Justice			Notwithstanding Section 508.313 or 552.134, the following information about an inmate who is confined in a facility operated by or under a contract with the Texas Department of Criminal Justice is subject to required disclosure under Section 552.021:(1)the inmate's name, identification number, age, birthplace, department photograph, physical description, or general state of health or the nature of an injury to or critical illness suffered by the inmate;(2) the inmate's assigned unit or the date on which the unit received the inmate, unless disclosure of the information would violate federal law relating to the confidentiality of substance abuse treatment;(3) the offense for which the inmate was convicted or the judgment and sentence for that offense;(4) the county and court in which the inmate was convicted;(5) the inmate's earliest or latest possible release dates;(6) the inmate's parole date or earliest possible parole date;(7) any prior confinement of the inmate by the Texas Department of Criminal Justice or its predecessor; or (8) basic information regarding the death of an inmate in custody, an incident i	1. Arrangements to provide this information to the General Public need to be made.	
Subchapter C Information Excepted from Required Disclosure Section 552.108 Exception: Certain Law Enforcement, Corrections, and Prosecutorial Information			(a) Information held by a law enforcement agency or prosecutor that deals with the detection, investigation, or prosecution of crime is excepted from the requirements of Section 552.021 if:(1)release of the information <u>would interfere with the detection, investigation, or prosecution of crime</u> ;(2) it is information that deals with the detection, investigation, or prosecution of crime only in relation to an <u>investigation that did not result in conviction</u> or deferred adjudication;(3) <u>it is information relating to a threat against a peace officer or detention officer</u> collected or disseminated under Section 411.048; or(4) it is information that:(A) is prepared by an attorney representing the state in anticipation of or in the course of preparing for criminal litigation; or(B) reflects the mental impressions or legal reasoning of an attorney representing the state.(b) An internal record or notation of a law enforcement agency or prosecutor that is maintained for internal use in matters relating to law enforcement or prosecution is excepted from the requirements of Section 552.021 if:	This requires that the 'state' of the information must be determined before it can be released to the public. 1. If release would interfere with the investigation 2. If there was no conviction 3. If it relates to a threat to an officer 4. Or if it is internal notes or notations meant for internal consumption.	



Code	Title	Chapter	Section	Citations Affecting the Ability to Share Justice Information	Affect
			Subchapter C Information Excepted from Required Disclosure Section 552.132 Exception: Crime Victim Information	(a) Except as provided by Subsection (f), in this section, "crime victim" means a victim under Subchapter B, Chapter 56, Code of Criminal Procedure, who has filed an application for compensation under that subchapter.(b) <u>A crime victim may elect whether to allow public access to information</u> held by the crime victim's compensation division of the attorney general's office that relates to:(1) the name, social security number, address, or telephone number of the crime victim; or(2) any other information the disclosure of which would identify or tend to identify the crime victim.(c) An election under Subsection (b) must be:(1) made in writing on a form developed by the attorney general for that purpose and signed by the crime victim; and(2) filed with the crime victims' compensation division before the third anniversary of the date that the crime victim filed the application for compensation.(d) <u>If the crime victim elects not to allow public access to the information, the information is excepted from the requirements of Section 552.021.</u> If t	Crime Victim information is exempt from Public release if the Crime Victim formally makes the request to the Attorney General's office. Any compensation in not exempt for public disclosure. Therefore before any crime victim information can be shared a determination needs to be made if the victim has applied for exemption.
			Subchapter C Information Excepted from Required Disclosure Section 552.1325 Exception: Crime Victim Impact Statement	(b) The following information that is held by a governmental body or filed with a court and that is contained in a victim impact statement or was submitted for purposes of preparing a victim impact statement is confidential:(1) the name, social security number, address, and telephone number of a crime victim; and (2) any other information the disclosure of which would identify or tend to identify the crime victim.	Crime Victim information that could identify a victim is exempt from Public release if a crime victim impact statement was submitted. Therefore a determination needs to be made if the victim submitted this report.
			Subchapter C Information Excepted from Required Disclosure Section 552.134 Exception: Certain Information Relating to Inmate of Dept. of Criminal Justice	(a) Except as provided by Subsection (b) or by Section 552.029, information obtained or maintained by the Texas Department of Criminal Justice is excepted from the requirements of Section 552.021 if it is information about an inmate who is confined in a facility operated by or under a contract with the department.	Inmate information is not available to the General Public via this exception, except if the inmate is sentenced to death.
			Subchapter C Information Excepted from Required Disclosure Section 552.138 Family Violence Shelter Center & Sexual Assault Program Information	(b) Information maintained by a family violence shelter center or sexual assault program is excepted from the requirements of Section 552.021	Family violence & sexual assault identifier information is exempt and unavailable to the General Public.



Table 3: Statutes, Family Code Affecting the Ability to Share Criminal Justice Information

Code	Title	Chapter	Section	Citations Affecting the Ability to Share Justice Information	Affect
Family	Title 3. Juvenile Justice Code	Chapter 58 Records; Juvenile Justice Information System	Subchapter A Records Section 58.001 Collection of Records of Children	(c) A law enforcement agency shall forward information, including fingerprints, relating to a child who has been taken into custody under Section 52.01 by the agency to the Department of Public Safety for inclusion in the juvenile justice information system created under Subchapter B	1. Arrangements must be made with all Law Enforcement agencies on the exchange with DPS 2. Pursuant to 10 day and first offender rules 3. Coordination in deletion of records after expiration
			Subchapter A Records Section 58.001 Collection of Records of Children	(e) The deletion of a computer entry constitutes destruction of the information contained in the entry.	Pursuant to sealing of records and deletion of records, this statement implies that deleting a computer record constitutes destruction and is therefore adequate.
			Subchapter A Records 58.003 Sealing of Records	(g) On entry of the order:(1) all law enforcement, prosecuting attorney, clerk of court, and juvenile court records ordered sealed shall be sent before the 61st day after the date the order is received to the court issuing the order;(2) all records of a public or private agency or institution ordered sealed shall be sent before the 61st day after the date the order is received to the court issuing the order;(3) all index references to the records ordered sealed shall be deleted before the 61st day after the date the order is received, and verification of the deletion shall be sent before the 61st day after the date of the deletion to the court issuing the order;	1. Arrangments must be made to send records from the different agencies to the issuing court. 2. All index records need to be deleted. 3. Arrangements to perform the verification of deletions need to be made.
				(h) Inspection of the sealed records may be permitted by an order of the juvenile court on the petition of the person who is the subject of the records and only by those persons named in the order.	1. Arrangements must be made to supply former offenders access to the sealed records.
				(k) A prosecuting attorney may, on application to the juvenile court, reopen at any time the files and records of a person adjudicated as having engaged in delinquent conduct that violated a penal law of the grade of felony sealed by the court under this section for the purposes of Sections 12.42(a)-(c) and (e), Penal Code.	1. Arrangements must be made to supply prosecuting attornies access to the sealed records if the proper conditions exist.



Code	Title	Chapter	Section	Citations Affecting the Ability to Share Justice Information	Affect
				(l) On the motion of a person in whose name records are kept or on the court's own motion, <u>the court may order the destruction of records</u> that have been sealed under this section if:(1)the records relate to conduct that did not violate a penal law of the grade of felony or a misdemeanor punishable by confinement in jail;(2)five years have elapsed since the person's 16th birthday; and(3)the person has not been convicted of a felony.	1. Arrangements must be made to destroy records via a court order if the proper conditions exist.
				(m) On request of the Department of Public Safety, a juvenile court shall reopen and allow the department to inspect the files and records of the juvenile court relating to an applicant for a license to carry a concealed handgun under Subchapter H, Chapter 411, Government Code.	1. Arrangements must be made to open sealed records when related to acquiring a concealed handgun permit.
			Sec. 58.005. Confidentiality Of Records	(a) Records and files concerning a child, including personally identifiable information, and information obtained for the purpose of diagnosis, examination, evaluation, or treatment or for making a referral for treatment of a child by a public or private agency or institution providing supervision of a child by arrangement of the juvenile court or having custody of the child under order of the juvenile court may be disclosed only to:	Records are all private and not open to public viewing. Records can only be viewed by designating entities in the Chapter section. 1. Arrangements must be made to allow the required viewing as defined.
			Subchapter A Records Sec. 58.0051. Intergagency Sharing Of Records	(a) Within each county, a district school superintendent and the juvenile probation department may enter into a written interagency agreement to share information about juvenile offenders.	1. Arrangements must be made within each county and school district to view juvenile offender information.
				(d) A juvenile justice agency that receives educational information under this section shall destroy all information when the child is no longer under the jurisdiction of a juvenile court.	1. Arrangements must be made to destroy educational records in the possession of a juvenile justice agency if the proper conditions exist.
			Subchapter A Records Sec. 58.007. Physical Records or Files	(d) The law enforcement files and records of a person who is transferred from the Texas Youth Commission to the institutional division or the pardons and paroles division of the Texas Department of Criminal Justice <u>may be transferred to a central state or federal depository for adult records on or after the date of transfer.</u>	1. Arrangements must be made between Texas Youth Commission and Texas Dept. of Criminal Justice to transfer records to a central state or federal depository.



Code	Title	Chapter	Section	Citations Affecting the Ability to Share Justice Information	Affect
				(f) If a child has been reported missing by a parent, guardian, or conservator of that child, <u>information about the child may be forwarded to and disseminated by the Texas Crime Information Center and the National Crime Information Center.</u>	1. In the case of missing children arrangements need to be made to update the Texas Crime Information Center and NCIC.
			Subchapter B. Juvenile Justice Information System Section 58.102.	(a) The department is responsible for recording data and maintaining a database for a computerized juvenile justice information system	1. DPS must make arrangements to maintain the database and share information between state and federal agencies, and manage the information as provided for under the conditions identified in this chapter.
			Subchapter B. Juvenile Justice Information System Section 58.106. Confidentiality	(a) Except as otherwise provided by this section, information contained in the juvenile justice information system is confidential information for the use of the department and may not be disseminated by the department	1. As stated earlier, confidentiality arrangements must be made and implemented in a manner as defined by the chapter.
			Subchapter B. Juvenile Justice Information System Section 58.107. Compatibility of Data	Data supplied to the juvenile justice information system must be compatible with the system and must contain both incident numbers and state identification numbers.	1. Arrangements must be made with contributing entities to supply compatible data.
			Subchapter B. Juvenile Justice Information System Section 58.109. Uniform Incident Fingerprint Card	(d) Subject to available telecommunications capacity, the department shall develop the capability to <u>receive by electronic means from a law enforcement agency the information on the uniform incident fingerprint card.</u> The information must be in a form that is compatible to the form required of data supplied to the juvenile justice information system.	1. Arrangements must be made with contributing entities to supply compatible data electronically for the uniform incident fingerprint card.
			Subchapter B. Juvenile Justice Information System Section 58.110 Reporting	(f) Subject to available telecommunications capacity, the department shall develop the capability to <u>receive by electronic means the information required under this section</u> to be reported to the department. The information must be in a form that is compatible to the form required of data to be reported under this section.	1. Arrangements must be made with contributing entities to supply compatible data electronically for all information required under this section.
			SUBCHAPTER D Local Juvenile Justice Information System Section 58.303.	(a) Juvenile justice agencies in a county or region of this state may jointly create and maintain a local juvenile justice information system to aid in processing the cases of children under this code, to facilitate the delivery of services to children in the juvenile justice system, and to aid in the early identification of at-risk and delinquent children.	1. Arrangements must be made to maintain compatibility and data integrity between the local system, any regional juvenile systems and the central system maintained by DPS.



Table 4: Statutes, Criminal Procedures Code Affecting the Ability to Share Criminal Justice Information

Code	Title	Chapter	Section	Citations Affecting the Ability to Share Justice Information	Affect
Criminal Procedures	Title 1. Code of Criminal Procedures	Chapter 42 Judgement and Sentence	Article 42.09 Section 8	<p>Sec. 8. (a) <u>A county that transfers a defendant to the Texas Department of Criminal Justice under this article shall deliver to an officer designated by the department:</u>(1) a copy of the <u>judgment entered</u> pursuant to Article 42.01 of this code, completed on a standardized felony judgment form described by Section 4 of that article; (2) a copy of any <u>order revoking community supervision</u> and imposing sentence pursuant to Section 23, Article 42.12, of this code, including:(A) any amounts owed for restitution, fines, and court costs, completed on a standardized felony judgment form described by Section 4, Article 42.01, of this code;and(B) a copy of the <u>client supervision plan</u> prepared for the defendant by the community supervision and corrections department supervising the defendant, if such a plan was prepared;(3) a written <u>report that states the nature and the seriousness of each offense</u> and that states the citation to the provision or provisions of the Penal Code or other law under which the defendant was convicted;(4) a copy of the <u>victim impact statement</u>, if one has been prepared in the case under</p> <p>(c) A county that transfers a defendant to the Texas Department of Criminal Justice under this article shall also deliver to the designated officer any <u>presentence or postsentence investigation report, revocation report, psychological or psychiatric evaluation</u> of the defendant, including an evaluation prepared for the juvenile court before transferring the defendant to criminal court and contained in the criminal prosecutor's file, and available social or psychological background information relating to the defendant and may deliver to the designated officer any additional information upon which the judge or jury bases the punishment decision.</p> <p>(i) A county <u>may</u> deliver the documents required under Subsections (a) and (c) of this section to the Texas Department of Criminal Justice by electronic means. For purposes of this subsection, "electronic means" means the transmission of data between word processors, data processors, or similar automated information equipment over dedicated cables, commercial lines, or other similar methods of transmission.</p>	<ol style="list-style-type: none"> 1. Arrangements must be made to send up to 20 different report types to the Texas Dept. of Criminal Justice from every county. 2. Counties may send the required information electronically, the state is required to received it. 3. In order to receive the data electronically a review of the report formats, available standards, and available systems for storage and management of the information is required. 4. There is no indication in this statute that the State must exchange this data back to the county or to any other entity, therefore from an information sharing standpoint this is described as a one-way set of repeating events.



Code	Title	Chapter	Section	Citations Affecting the Ability to Share Justice Information	Affect
		Chapter 60 Criminal History Record System	Article 60.01 Definitions	(7) "Criminal justice information system" means the computerized cr	The two information systems are maintained by separate agencies; the Department of Public Safety and the Texas Department of Criminal Justice respectively. 1. Arrangements must be made to share data between the two databases.
			Article 60.02. Information Systems	(c) The criminal justice information system shall be established and r	1. Arrangements need to be made to provide LE's with criminal history 2. Arrangements need to be made to provide qualified criminal justice agencies with criminal history
				(f) The Department of Public Safety and the Texas Department of Cr	The two information systems are maintained by separate agencies; the Department of Public Safety and the Texas Department of Criminal Justice respectively. 1. Arrangements must be made to share data between the two databases.
				(g) The Department of Public Safety is responsible for the operation	1. Arrangements need to be made to interface to Texas AFIS.
			Article 60.03 Interagency Cooperations; Confidentiality	(a) Criminal justice agencies, the Legislative Budget Board, and the c	1. Arrangements need to be made for access to the various databases.
				(c) Neither a criminal justice agency, the council, nor the Legislative	1. Rules associated with disclosure need to be applied and communicated to receiving entities.
			Article 60.04. Compatibility of Data	(a) Data supplied to the criminal justice information system must be	1. Rules associated with data supplied to the criminal justice information system must be adopted and communicated.
				(f) The department shall maintain in the computerized criminal histor	1. Data between the two systems must be reconciled 2. Arrangements must be made to maintain the data in both locations
			Article 60.06 Duties of Agencies	(a) Each criminal justice agency shall: 2) transmit to the Texas Depa	1. Arrangements need to be made for "criminal justice agencies" to transmit all required data.
				(a) Each criminal justice agency sahl: (5) cooperate with the Depart	1. Arrangements must be made to identify and eliminate redundant reports.
			Article 60.061 Information on Persons Licensed by Certain Agencies	(a) The Texas State Board of Medical Examiners, the Texas State B	1. Arrangements to exchange required data with certain licensed agencies.
			Article 60.18 Information on Subsequent Arrest of Certain Individuals	The Texas Department of Criminal Justice and the Department of Pub	1. Arrangement for the transmission of information to corrections and parole need to be made.