

**TEXAS INTEGRATED JUSTICE EXCHANGE
MODEL (TJIEM) PROJECT**

Project Concept and Approach

**Presented by the Texas Conference of Urban
Counties**

Project Oversight:

**Texas Integrated Justice Information Systems Advisory
Committee (TIJIS)**

November 10, 2006

TIJIS Plan Update: Proposal for Discussion/Clarification

1. Project Overview and Summary

The Texas Conference of Urban Counties (Urban Counties) views this initiative as having a number of different facets, each is essential in taking the required steps toward State-wide Criminal Justice (CJ) integration. These facets are as follows:

- a. Understand the environmental influences (in Texas) on information sharing, especially changes that have occurred since the Texas Justice Information Integration Initiative Plan was developed by the State of Texas in 2002,
- b. Understand and document the high level needs, concerns, and issues of the key stakeholders related to the common business areas and associated exchanges of criminal justice (CJ) information,
- c. Map the information gathered from the stakeholders, to high level processes and information exchanges identified by the Urban Counties from other projects, focusing on county to state and state to county exchanges,
- d. Analyze and Dissect the common exchanges
- e. Development of agreed upon standards based on GJXDM and NIEM, i.e., Information Exchange Packet Documents (IEPD) and XML style sheets,
- f. Synthesize the information gathered and create a core Texas Criminal Justice Information Reference Model and
- g. Create an action plan (next steps) for moving forward.

The original Information Integration Initiative Plan, developed by the State Department of Information Resources outlines a number of steps that should be taken to move the State of Texas toward State-wide Justice information sharing. In it, much is discussed in general terms and at high levels. The TJIEM Concept Paper outlines a path to update the aforementioned plan, included as its objectives “to produce a statewide gap analysis (of a statistically representative sample of agencies), a criminal justice exchange point model . . . “

The first steps necessary in the implementation of the TJIEM Concept Paper require that we leverage the artifacts and the experience gained through strategic projects for State agencies and local governments in Texas. In both Galveston and Tarrant Counties, the local projects used the JIEM tool as a mechanism to manage and catalogue the integrated justice information exchanges. We can build on these criminal justice information exchanges and those developed by the State and other local governments to serve as the foundation for a Texas Justice Information Reference model.

2. Project Management Web Site

Urban Counties can, in collaboration with the TJIEM Project participants and the TIJIS Steering Committee, establish and maintain a Project Management Web Site that will provide “one stop” for access to all TJIEM related project deliverables and documentation. The Project Management Web Site will be on the Urban Counties Sharepoint or the CIRA site for TIJIS; staging of this site will be decided during the project launch. The Project Management Web Site will be the central communication and document repository for the TJIEM initiative. All documents and information important to this initiative will be placed on this site.

3. Project Management and Planning

The project will require the assignment and dedication of a project manager with experience in justice information technology planning who understands information exchanges and issues associated with information sharing. The project manager (PM) must be assisted by experienced technical staff with similar qualifications. The following project management techniques must be employed in managing this project:

- a. Project management plan will be developed in a GANTT chart format using the critical path method
- b. MS Project will be the tool of choice for outlining the project plan which will include: Tasks, Personnel responsible for specific tasks, Timeline for accomplishment, and a Critical path
- c. The PM will provide TIJIS Steering Committee with weekly status reports and will conduct status meetings on an agreed upon schedule
- d. The PM will advise the TIJIS Steering Committee of any major issues arising from the focus group meetings or problems which arise that might impact the critical path

4. Review/Validation of Background Material

A high level review of the key documents related to organizing an Integrated Justice Information Systems (IJIS) in Texas must be used as a launching pad for the TJIEM Project. These documents are the Texas Justice Information Integration Initiative Plan (TJI³), developed in May of 2002 by the Texas Department of Information Resources, the more recent TJIEM planning document; and other project artifacts from State agency and local government projects that are relevant to the TJIEM goals and objectives.

The purpose of 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, based on GJXDM and NIEM guidelines and standards.

In addition to the planning documents mentioned above, the following will be included in the document review:

- a. Conference of Urban Counties Integrated Justice Use Cases
- b. Texas Justice Data Dictionary
- c. Statutes that might impact the ability to share justice information
- d. Artifacts and deliverables from the JIEM modeling efforts in Galveston and Tarrant Counties

A focus group session with members of the TIJIS Steering committee should be held to confirm the understanding of the following (related to the documents reviewed):

- e. Current status, progress made, open issues, and changes in the following areas:
 - i. Vision
 - ii. Governance
 - iii. Blueprint development
- f. Salient changes since 2002 that will affect the plan, such as: Stakeholders, Environment, Legislation
- g. Important information-sharing initiatives within Texas, i.e., what has changed and how?

5. Analysis of Common Processes and Related Exchanges

It is essential that the TIJIS Steering Committee review and prioritize the most significant data exchanges to help manage the scope of the TJIEM Project. The Urban Counties have already identified the top eight generic processes and associated high level exchanges among these counties which are external to the city and county and which should be important to State-wide integration. Urban Counties has also identified 28 documented county-to-state and state-to-county exchanges from Tarrant County which we use as a starting point in creating the Texas reference model. The TJIEM Project should start from this basis to further analyze these exchanges and gather the detail necessary to support the creation of IEPD's and the development of Texas extensions to GJDXM and NIEM standards.

The common and higher level processes and specific exchanges will serve as the basis for focus group discussions and provide clarity in terms of developing standards.

6. Conduct Focus Group Workshops and Interviews

Interaction with the Justice Community Stakeholders is an integral component of the TJIEM Project approach. Senior Justice and Public Safety (JPS) staff must be available to support and facilitate the major workshops of the project. The Urban Counties proposes that two workshops be conducted as a formal part of the process. The intent of the workshops is to focus on and identify the common areas that relate to the exchanges between county/city and state, and to confirm the relevance and applicability of the already documented exchanges between county and state. The TIJIS Steering Committee can then review and re-prioritize the exchanges in order of importance.

Topics addressed during the workshops, along with those addressed in other information gathering methods (i.e., site visits and walk-throughs, as deemed necessary), will enable all participants to gain insight into the issues and concerns of the stakeholders related to the top exchanges. The focus groups will be conducted in two phases with representative samples of the target population (law enforcement and criminal justice personnel) from three cities, three counties, and State agencies (to be determined).

The focus groups will be supplemented by interviews of stakeholders, as needed and determined by the PM in concert with the TIJIS Steering Committee. These interviews will serve to further explore issues arising from the focus group sessions and information gathered from other sources. This effort will help to provide clarity in areas in which there is ambiguity and serve to validate our understanding of data, processes, exchanges, etc.

The findings from the workshops must be validated via a confirmation session with the TIJIS Steering Committee. This will set the stage for development of the IEPD deliverables.

7. Information Exchange Package Documents (IEPD)

The next step will be to dissect the 28 exchanges between county/city and state, and create IEPD's representing the sets of data related to specific exchanges which are transmitted to specify the set of data required for each exchange to meet its business purpose. As part of this effort the TJIEM Project team should develop the XML schema for the specific data exchanges. This will include capturing and documenting all data elements and relationships.

Each IEPD will contain the XML schema set that defines the content and structure of an XML instance. The TJIEM Project team should develop documentation essential for providing the business context and usage. Through further analysis, the TJIEM Project

team should verify that each Information Exchange Package is Global Justice XML Data Model (GJXDM) and National Information Exchange Model (NIEM) conformant. The final deliverables will include a prefix each Information Exchange Package with “GJXDM” to indicate that it conforms to the standards.

In summary, the TJIEM Project team should take the following steps in creating the IEPDs:

- a. Determine the data elements associated with each exchange and model the relationships between those data elements.
- b. Map the data elements to GJXDM data elements and extension data elements.
- c. Develop the GJXDM Subset XML Schema file.
- d. Develop the Extension XML Schema file.
- e. Develop the Document XML Schema file.
- f. Generate sample XML instance files.
- g. Verify all developed XML instance and XML Schema files are well formed and perform XML validation of the sample instance against the XML Schema files
- h. Verify that the developed XML instance and XML Schema files are GJXDM-and NIEM conformant.

8. Gap Analysis

The TJIEM Project team should then conduct a gap analysis related to the 28 exchanges identified. The gap analysis should follow a methodological approach that will enable the team to do the following:

- a. Determine the extent to which the related exchanges are now occurring and their importance to the focus group members,
- b. For those exchanges that are now occurring, examine the five dimensions, *Process, Event, Agency, Condition* and *Information*, determine whether there are problems or issues that might prevent future automation,
- c. For those exchanges that are problematic, again examine the five dimensions, *Process, Event, Agency, Condition* and *Information*, and determine what the issues are and,
- d. Isolate the data elements that make the exchanges work and determine the extent to which source and receiving systems are able to handle the exchanges.

This gap analysis report will reference the top exchanges and key data elements that are important to stakeholders. It will identify problems or issues with data such as inconsistencies in data or data that cannot be shared. In the case of data that cannot be shared, the report will specify the reason that the data cannot be shared. In addition, the gap analysis report will identify existing barriers

to data collection, sharing and/or integration. It will inform the final planning document as a reference for suggested improvements and future direction.

9. Texas Justice Information Reference Model

The TJIEM Project team can then create a detailed reference model comprehensive of the 28 exchanges identified and captured during this engagement. The Justice Information Reference Model developed by the team will serve as a business reference model describing details of justice information exchanges.

It is meant to serve as the foundation upon which a comprehensive model can be constructed over time. This reference model will contain details related to the following elements describing the information exchange:

- a. Prevailing Process
- b. Triggering Event
- c. Sending Agency
- d. Conditions
- e. Documents
- f. Receiving Agency
- g. Subsequent Process
- h. Subsequent Event
- i. IEPD's of the 28 exchanges

10. Validate Findings

During the Validation phase, the PM should facilitate two (2) workshops, one with the focus group and one with the TIJIS Steering Committee, to obtain consensus on the major technical, policy and operational issues they currently face regarding the effort to create a statewide integrated framework. During this phase we will also obtain consensus on the Criminal Justice Information Reference Model, the potential solutions (“To-Be”) to the issues identified in the “As-Is” workshop.

11. Action Plan for Moving Forward

This effort will culminate with the development of an action plan which will detail a prioritized list of action items based on the information gathered and analyses conducted. It will address the findings of the gap analysis and include recommendations for actions to fill critical gaps. In short, this plan will outline the next steps necessary to accomplish information sharing.

12. Deliverables

The deliverables for this project will consist of the following:

- a. Report of findings from document reviews,
- b. Report of findings from the workshop/focus group sessions,
- c. Information Exchange Package Documents for the 28 exchanges,
- d. Gap Analysis Report,
- e. Criminal Justice Reference Model focusing on the 28 exchanges,
- f. Action plan/recommended next steps to move forward,
- g. Update to the Integrated Justice Information Strategic Plan

13. Time Constraint

With the proposed funding source, the project should be completed by August 31, 2006.