

TEXAS JUSTICE INFORMATION EXCHANGE MODEL (TJIEM) PROJECT

A Concept Paper¹

Project Sponsor

Texas Integrated Justice Information Systems Advisory Committee (TIJIS)

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¹ Phase II of the Texas Justice Information Integration Initiative (TJI³) Plan

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TEXAS JUSTICE INFORMATION EXCHANGE MODEL (TJIEM) PROJECT OVERVIEW

- **TIJIS** (Texas Integrated Justice Information System) is a chartered statewide advisory group organized to focus on cooperation regarding information system standards among justice, public safety and homeland security agencies throughout Texas.
- **TJIEM** is the Texas Justice Information Exchange Model project structured to analyze the functional data flow of statewide justice and homeland security related *exchange points* (e.g. ,defendant arrested, booked, case filed, probation notified, released on bond, convicted, paroled) at the local, state and national level.
- The **PROBLEM** is that most information systems operated by Texas justice and homeland security agencies are discrete, and are often incapable of *exchanging* information effectively. Virtually all aspects of justice and homeland security information systems are constrained by a lack of interoperability.
- The **GOAL** of this project is to revise the Texas Justice Information Integration Initiative Plan in order to determine what factors have changed such as: new stake holders, environmental factors, initiatives and projects, legislation and identify what data are missing and cannot be *exchanged*.
- The **TARGET GROUP** is local, state and national law enforcement, homeland security, prosecution, courts and corrections agencies.
- The **OBJECTIVES** are to produce a statewide gap analysis (of a statistically representative sample of these agencies), a criminal justice exchange point model and a three-year Texas Integrated Justice Information (IJIS) Strategic Plan in a collaboration between The University of Texas at Arlington, The University of Texas at Dallas, and the TIJIS Steering Committee
- **BUDGET** estimates are based on the previous efforts required to produce the Texas Justice Information Integration Initiative Plan. New estimates that now include the collaboration efforts with The University of Texas Arlington and The University of Texas at Dallas of have reduced project costs by 62%.

Background

The original concept of organizing Integrated Justice Information Systems (IJIS) in Texas emerged from a meeting on June 12, 2002, in Austin that was sponsored by Tarrant County and was hosted by Texas Association of Counties (TAC) and the County Information Resources Agency (CIRA). That meeting focused on developing a model regional information management system to enable counties and cities throughout Texas to *exchange* justice and emergency management information. This group, as delineated below, established a governance structure through the development of a Charter and is now referred to as the Texas Integrated Justice Information Systems (TIJIS) advisory committee.

- 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 (Includes Department of Public Safety, Texas Department of Criminal Justice, FBI, and State Office of Emergency Management, Office of Homeland Security)

The TIJIS advisory group agreed to establish a statewide IJIS forum and develop goals and objectives to address IJIS related issues. Additionally, TIJIS agreed to develop a strategy to structure a Texas justice information exchange model in order to analyze the functional data flow and *justice exchange points* as they are related to the State justice and homeland security systems throughout the State and the nation.²

Problem

Justice organizations throughout the state have long recognized the urgency for developing a comprehensive strategy for the integration of cross-jurisdictional (e.g., municipalities and counties) justice information systems. Most information systems operated by Texas criminal justice agencies are discrete, and are often incapable of *exchanging* information effectively. Virtually all aspects of justice information systems are constrained by a lack of interoperability.

These deficiencies are found within the principal categories of the justice system: community, police, prosecution, courts and corrections. There are also interoperability issues associated with the administrative functions of the criminal justice system such as the inability to rely on information systems to support critical decision-making. Additionally, policymakers lack access to reliable data and statistics on which to measure effectiveness of laws, policies, and programs.

The concept of an “integrated justice information system,” means different things to different people in different contexts and it is important that we clarify these perceptions and consolidate the strategies. For example:

- The officer on the street who makes a traffic stop needs to be able to determine quickly if the driver is an immediate threat to peace officers, based upon cross-jurisdictional information.
- Prison and jail administrators need comprehensive and accurate information to properly segregate institutions in order to manage and control inmate populations.
- Parole officers need comprehensive and accurate information on individuals released from prison in order to provide an efficient case management process to manage and reintegrate the ex-offender into society.
- Prosecutors need complete and accurate information about not only the current case details but also the defendant’s previous background and criminal history in order to make accurate decisions about charging the subject.
- Judges hearing first appearances for arrested persons need to have a correct identification of the offender and comprehensive and accurate data on the subject’s background and criminal history to make decisions concerning bail, pre-trial release and sentencing.
- Crime victims need timely and reliable information about criminal cases and the custody status of offenders in order to be notified immediately upon a change in the inmate's status, such as a release, escape, or court appearance.

² TIJIS has established partnerships with representatives of the SEARCH based Tarrant County Justice Information Exchange Model (JIEM) project and the National Information Exchange Model (NIEM) project.

Goal

The goal of the TIJIS is to revise the TJI3 plan in order to determine what factors have changed such as: new stake holders, environmental factors, initiatives and projects, legislation and identify what data are missing and cannot be *exchanged*. As a result of this effort, a criminal justice reference model will be implemented as well as a three-year strategic plan. TIJIS Committee proposes that revisions to the TJI³ plan be done in coordination with the office of the Governor, the Legislature and other criminal justice governance participants so any legislative and administrative requirements necessary to achieve the goals of the plan will be known well in advance of the legislative session.³

Target Group

Phase I

Statewide Law Enforcement Agencies - Includes the Sheriff's Departments, Constables, Fire Marshall, countywide Municipal Law Enforcement Agencies; State and Federal Criminal Justice and Public Safety Agencies that includes Department of Public Safety, and FBI.

Phase II

Statewide County Agencies/Courts (all criminal, civil, probate and family courts, Justice of the Peace Courts); Statewide County Agencies/Prosecution (Includes all District Attorney's Office's throughout the State); Statewide County Agencies/ Corrections (Adult Community and Institutional Corrections)

Phase III

Statewide Homeland Security and Emergency Management agencies
Texas Counties
Texas Cities/Communities
Texas Council of Governments

Project Objectives

To evaluate the requirements needed for existing and prospected statewide justice information systems that results in a strategy for the evaluation of data flow in order to identify justice *exchange points* as it relates to the integration of cross-jurisdictional information systems. The steps required for these projects include the following:

1. A state wide **Gap Analysis Report** indicating where key data do not currently exist, may be inconsistent, or cannot be shared. This information will include existing barriers preventing data collection, sharing and integration and will be gathered from a statistically representative sample.
2. A statewide **Criminal Justice Information Reference Model (CJIRM)** that delineates key data flows and exchange points⁴ among producers and consumers of Criminal Justice data and

³ The SEARCH based Justice Information Exchange Model (JIEM) will be utilized in this process. It will be the option of the TIJIS Steering Committee to work in collaboration with the existing State agency projects or develop county based government models in conjunction with the State (or both).

⁴ An example of a local, state and national *justice information exchange* is found from arrest to release: A person that is over 18 years of age is arrested by a local law enforcement agency, is taken into custody, booked in to jail, the arrest report and offense report is processed, submitted to the district attorney, the person is transferred to the county jail, prosecutor

proposed extensions to the Texas Justice Data Dictionary currently maintained by the Texas Department of Public Safety (DPS).

3. A statewide **Three Year Integrated Justice Information Systems Strategic Plan** that contains specific prioritized list of action items based on the analyses above, which recommends integration projects to be achieved within the next three years, and proposed changes to statutes necessary to implement critical elements of the plan.
4. A **Project Manager** to coordinate the process.

Project Components, Outputs, & Timeline

Phase 1: Gap Analysis Report - (September 2006 – August 2007)

The University of Texas at Dallas (UTD) → Lead Agency

1. Review the current TJI³ plan to determine what factors have changed, such as: new stakeholders, environmental factors, initiatives and projects, stakeholders, and legislation.
2. Review progress on the current plan.
3. Produce a Gap Analysis Report identifying what data and information is missing, cannot be exchanged, or is not timely.

Phase 2: Criminal Justice Information Reference Model – (September 2007 – June 2008)

The University of Texas at Arlington (UTA) → Lead Agency

1. Analyze key categories of producers and consumers of Criminal Justice information such as counties, courts, and municipalities; the categories of information collected; and the purpose for collecting or needing the information.
2. Analyze governance groups, interest groups, and other external stakeholders and how their scope of control or influence affects the data produced and consumed.
3. Analyze key data flows, communication channels and timing among producers and consumers of Criminal Justice data.
4. Propose extensions to the Texas Justice Data Dictionary currently maintained by the Texas Department of Public Safety (DPS).
5. Produce a Criminal Justice Information Reference Model.

Phase 3: Three Year Integrated Justice Information Systems Strategic Plan - (June 2008 – September 2008)

UTA and UTD Collaboration

1. Catalog the key interests and requirements of stakeholders.
2. Redefine the Mission and vision.
3. Prioritize goals and strategies and recommend action items for filling the gaps identified by the model.
4. Recommend if legislation is needed to enable or support key action items.
5. Produce a Three Year Integrated Justice Information Systems Strategic Plan.

Project Outcomes

files case, law enforcement copies probation and parole, notified if person is on bond, notifications on court dates on first appearance, victim services is notified, person is convicted and sentenced to prison, person is paroled.

Listed below are the expected deliverables as a result of the above requirements analysis:⁵

- 1) Gap Analysis Report
- 2) Criminal Justice Reference Model
- 3) Three-year Integrated Justice Information Strategic Plan

The above requirements analysis and plan will produce a collection of detailed information about statewide criminal justice exchange that includes graphic, tabular, and narrative information that will be reproduced into a justice exchange data flow model for existing and desired statewide operations.

- 4) Project Implementation and Efficiency Measures Plan that includes the following:

Phase I: Statewide Law Enforcement Agencies

Number of Statewide Participating Agencies

Current 0 Target 1800⁶

Table 1: Texas Law Enforcement Agency and Employee statistics

| Type of Organization | Number of Agencies | Number of Employees |
|-----------------------------|---------------------------|----------------------------|
| Special | 185 | 6,488 |
| Local | 737 | 40,321 |
| County | 254 | 23,621 |
| Constable | 623 | 3,080 |
| State | 1 | 7,025 |
| Total | 1800 | 80,535 |

Phase II: Statewide/County Courts, Prosecuting Agencies, Etc.

⁵ A detailed description of the expected deliverables are delineated under the concept paper category titled Project Outputs and Timeline

⁶ The FBI is not included in this total but is an integrated part of the project

Number of Statewide Participating Agencies/Prosecution (Includes all Statewide District or County Attorney's Offices)

Current 0 Target 254

Number of participating statewide County Agencies/Courts (Includes a listing of all Texas courts and Justice of the Peace Courts.

Current 0 Target 2,400

Number of Participating Statewide Agencies/ Corrections (Juvenile, Adult Probation Departments and Institutional Corrections)

Current 0 Target 764

Table 2: Texas Judiciary Statistics (Trial Courts Only)

| Type of Organization | Number of Agencies |
|----------------------|--------------------|
| State Appellate | 2 |
| District Appellate | 14 |
| District Courts | >410 |
| County Courts | 254 |
| Courts at Law | TBD |
| Municipal Courts | >850 |
| JP Courts | >900 |
| Total | >2,400 |

Phase III: Fire/EMS, Counties, Cities, and TCOG's

Number of Participating Homeland Security, Fire/EMS organizations and Emergency Management Organizations

Current 0

Target 329 Paid Target 1915 Volunteer Target 71 Fire Marshall Offices

Number of Texas Counties participating in the project (Texas Conference on Urban Counties (CUC).

Current 0

Current 14 CUC Target 35⁷ Texas 209

Texas Cities/Communities⁸

Current 0 Target 1,202 (Incorporated)

⁷ All Texas counties can participate once the model is developed and replicated.

⁸ The project will have public access capability

Governance

The Texas Integrated Justice Information Systems (TIJIS) Steering Committee, a statewide advisory group, is structured to assist in the coordination of the statewide integrated justice information system programs for information sharing. This group has an adopted Charter approved on April 20, 2005 and an established Statewide Steering Committee, Users Advisory Group and Users Advisory Group Sub-committees. The Steering Committee, Users Advisory Group and Users Advisory Group Sub-committee are organized as follows:

TIJIS Steering Committee⁹ – Representatives of the following entities will comprise the Steering Committee: 1) Crime Records Division, Texas Department of Public Safety, 2) The Texas Conference of Urban Counties (CUC), 3) Texas Association of Counties (TAC), 4) The Texas Municipal League, 5) Texas Association of Regional Councils (TARC), 6) Department of Information Resources (DIR), 7) Texas Department of Criminal Justice (TDCJ), 8) Texas Sheriff’s Association, 9) Texas County and District Clerks Association, 10) Texas Justice of Peace and Constables Association, 11) The Texas District and County Attorney’s Association, 12) Texas Police Chiefs Association, 13) Attorney General, 14) Juvenile Probation Commission, 15) Texas Youth Commission, 16) Governor’s Homeland Security Office, 17) Judicial Committee on Information Technology, 18) State Bar of Texas 19) County Information Resource Agency (CIRA), and 20) Office of Court Administration 21) other state and local agencies that choose to participate and who are approved by a majority of the Steering Committee.

Budget:

Preliminary funding estimates below are based on the previous efforts required to produce the TIJ3 plan and with the collaboration of the University of Texas at Arlington and Dallas. The prior TIJ3 plan required about six calendar months for three personnel to complete on a part-time basis. A similar reuse project used five personnel and a project manager. The total time is estimated to have been 480 hours, approximately 160 hours from each participant. The reference model proposed in the revised plan will be more ambitious than any deliverable in the prior plan and it will contain more actionable detail. Thus it is projected that the project may take as much as 2,400 hours of staff time. The estimated cost is \$300,000 however, with the collaboration of local Universities the cost has been reduced to \$185,000. (See Budget Description below)

| | |
|---|------------------|
| Gap Analysis and Strategic Plan → UTD | \$ 75,000 |
| Criminal Justice Reference Model and Strategic Plan → UTA | \$ 75,000 |
| Project Manager → UTD and UTA | <u>\$ 35,000</u> |

⁹ The original ad hoc TCJIUG-IJIS Steering Committee membership included Tom Cowan, Burleson P.D. Chief of Police; Shannon Porterfield DIR; Les Smith Tarrant County; David Gavin DPS; Mike Griffith OCA; Stan Reid CIRA; Mimzi Forman Galveston County; Kirk Green Galveston County; Joe Fierro, Collin County; Mike Shannon Harris County; Jimmy Ray Harris County; Clete McAlister Tarrant County; Tammy Cannon Texas Department of Criminal Justice; Joe Harlow Travis County.

Estimated Total

\$185,000

Timeline

The committee's goal is to have the three phases of the project completed by September 2008. (Refer to the UTD/UTA Project Outputs and Timeline in body of concept paper).

Figure 1: Schematic Flow Chart Depicting Project - Next Page (9)

Figure 1: Schematic Flow Chart Depicting Project

