

Improving Public Safety
and the
Administration of Justice
with Information Sharing

IJIS Coordinating Council
Annual Report

September 30, 2003

Prepared for
Governor Mike Huckabee
Chief Justice W. H. "Dub" Arnold
Joint Committee on
Advanced Communications and Information
Technology
of the **General Assembly**

by the
IJIS Coordinating Council

Arkansas Crime Information Center ♦ Administrative Office of the Courts
Arkansas State Crime Laboratory ♦ Department of Correction
Arkansas Sentencing Commission ♦ Department of Community Correction
Arkansas State Police ♦ Arkansas Highway Police
Office of the Prosecutor Coordinator ♦ Public Defender Commission
Office of Child Support Enforcement ♦ DHS Division of Youth Services
Executive Chief Information Officer ♦ Department of Information Systems
Criminal Justice Institute

Table of Contents

1. Acknowledgement	1
2. Executive Summary	2
3. Background on Integration	3
4. Progress in Arkansas	5
4.1. IJIS Requirements Documentation	5
4.1.1. Criminal Justice Systems Inventory	5
4.1.2. Criminal Justice Business Data Flow	5
4.1.3. Criminal Justice Data Sharing Rules	5
4.2. Data Standards	6
4.3. Faulkner County Pilot Project	6
4.4. Other Projects	7
4.4.1. Arkansas Court Automation Project	7
4.4.2. JusticeXchange	7
4.4.3. eOMIS and JusticeXchange Integration	8
4.5. Funding	8
5. Plans for the Coming Year	9
5.1. Agency Specific Goals	9
5.2. Complete Pilot Project	9
5.3. Complete Statewide Plan	9
6. Recommendations	10

1. Acknowledgement

Act 848 of 1999, Act 1272 of 2001, and Executive Order 03-04 established the Integrated Justice Information Systems Coordinating Council. This council is responsible for evaluating the existing justice information systems in Arkansas, making suggestions for improvements, and developing plans for integrated justice information systems. The Council consists of the directors of the following state agencies:

- Arkansas Crime Information Center
- Administrative Office of the Courts
- Arkansas Sentencing Commission
- Arkansas State Crime Laboratory
- Arkansas State Police
- Arkansas Highway Police
- Department of Community Correction
- Department of Correction
- Department of Information Systems
- DHS Division of Youth Services
- Office of the Prosecutor Coordinator
- Public Defender Commission
- DFA Office of Child Support Enforcement
- Executive Chief Information Officer
- Criminal Justice Institute

Jim Clark, ASCL Director, served as chair and John Stewart, Deputy Director of the AOC, as vice-chair. Beginning in September, the chairperson is Carolyn Walton, ECIO, and Jim Clark, vice-chair. Other directors, or their designees, serving on the council were Charlie Pruitt, ACIC; Sandy Moll, ASC; Allen Fitzgerald, ASP; Ron Burks, AHP; David Guntharp, DCC; Larry Norris, ADC; Bill Steele, DYS; Bob McMahan, PCO; Jacque Alexander, PDC; Dan McDonald, OCSE; B.J. Wyrick, DIS; Don Kidd; CJI.

As the support agency for the Coordinating Council, the Arkansas Crime Information Center administers the IJIS Office and employs [Brenda Barber](#), Project Director, and [Paul Waits, Jr.](#), Pilot Project Coordinator.

The council meets monthly on the second Tuesday of the month at 1:30 p.m. Meeting locations rotate among the member agencies' offices. Meeting information is posted on the IJIS web page at www.ijis.state.ar.us.

2. Executive Summary

Criminal justice agencies in Arkansas have become very much aware of the importance of integrating their information systems. Electronically sharing information greatly improves the quality and completeness of everyone's data, which enables much better decisions to be made during the criminal justice process. In addition, integration allows the limited criminal justice resources to be more efficiently and effectively utilized across all agencies, including disaster response teams and homeland security offices.

The IJIS Coordinating Council is preparing for integrated justice information systems. It is generally recognized that this integration effort will extend over a period of years and will require substantial funding to achieve the full potential and benefits of an integrated justice information system.

Much work has been completed on defining the requirements for integrated justice information systems. We have completed a preliminary strategic plan; inventoried existing criminal justice systems; charted the flow of criminal justice data between agencies; and are defining the business rules that drive the exchange of data between agencies. In addition, we have completed procurement and are in the implementation phase of the Faulkner County Pilot Project, which was undertaken to facilitate implementation of the preliminary strategic plan and the development of the statewide plan.

Since January 2002, these integration efforts have been funded primarily by federal grants from the Department of Justice Bureau of Justice Assistance, and the National Governor's Association. Future funding must be secured.

This report, required by Executive Order 03-04, provides a brief description of integration, the progress made to date, and recommendations for continuation of the effort.

3. Background on Integration

In Arkansas, there are a variety of computer systems at the city, county and state levels that have been implemented by individual criminal justice agencies. Unfortunately, there is not an overall structure in place that allows information in these computers to be electronically shared among all those criminal justice agencies.

As a defendant proceeds through the criminal justice system, information on that individual is re-entered over and over into multiple databases. Not only is there a great waste of time in making these duplicate entries, but it leads to errors and delays. Critical data on the individual is often not available to those who need it when they need it. In addition, with separate and independent systems, there is not an automated way to generate a complete profile on an individual offender. This is particularly a hindrance when investigating a criminal who operates in more than one jurisdiction.

If we have connectivity and linking of the various information systems, data can be shared outside of the individual agency that creates it. Data should be captured at the earliest opportunity, with additions being made at each decision-point during criminal justice processing, and should be made available *instantly* to anyone who needs it, such as

- The cop in her cruiser checking the warrant file via a cellular connection from a handheld computer.
- A judge on the bench making a bail decision based on the criminal history information displayed on his computer monitor.
- The prosecutor who is deciding whether a defendant should be treated as a first time or a habitual offender.
- A probation officer who receives notice that one of his probationers has just been arrested in a nearby state.
- A prison official who checks warrant files for other jurisdictions before releasing an inmate for completion of a sentence.

The focus of integrated justice is to increase the chances that in each of these instances, *the best decision will be made.*

Some of the same information previously shared only among public safety agencies is today being used by civil courts which process juvenile cases, issue protective orders, or go after assets when child support or restitution payments are not made. Gun dealers, drug treatment providers, social service agencies, daycare operators and school administrators use it.

In addition, state and local justice information systems possess important resources for use in homeland security. These resources include criminal history records; fingerprint and other positive identification capabilities; wants and warrants records; mug shot

records; firearms records; domestic violence records; sex offender records; investigative records; communications networks; and other communications resources. These resources are presently used primarily to prevent crime and mitigate risk; however these resources can be combined with those provided by the first responder community and state homeland security offices to effectively aid in disaster recovery and first responder efforts.

IJIS Mission

The IJIS Coordinating Council will create and maintain integrated criminal justice information processing with accurate, complete, and timely data on individuals and events, to promote and support the effective administration of justice in a timely and cost-effective manner at all levels of government in Arkansas.

Strategic Goals

- *Capture data at the source event.*
- *Build on existing systems.*
- *Promote consistent standards.*
- *Integrate at all levels and branches of government.*
- *Enhance inter-agency access to adult and juvenile justice data.*
- *Encourage the sharing of communication technology and infrastructure.*
- *Provide guidance on the planning and administration of criminal justice information systems.*
- *Enable more useful management information statistics.*
- *Establish priorities and architectures that will accommodate future integrated justice information systems.*

4. Progress in Arkansas

A preliminary strategic plan was completed in 2002 and implementation of the plan is underway. This plan, [*A Preliminary Strategic Plan for Improving Public Safety and the Administration of Justice with Information Sharing*](#), describes in detail the steps we are taking to prepare for integrated criminal justice systems and is available from the IJIS website.

4.1. IJIS Requirements Documentation

4.1.1. Criminal Justice Systems Inventory

The IJIS Office has completed a detailed inventory of state level criminal justice systems. This inventory provides a technical description of each justice system and the data stored in each. This document, [*Inventory of Existing Systems*](#), may be downloaded from the IJIS website.

4.1.2. Criminal Justice Business Data Flow

The current flow of criminal justice data between agencies has been charted. This diagram, [*Arkansas Criminal Justice Business Data Flow*](#), includes all primary criminal justice agencies and provides a system-wide view of the data and how it flows through the criminal justice system. This diagram is a perpetual work-in-progress. For example; there are plans to add several collateral agencies that have interest in justice data. As laws and business procedures change, this chart must be updated. The diagram is available on the IJIS website.

4.1.3. Criminal Justice Data Sharing Rules

The business rules that direct the exchange of information are being defined and documented. Because this task is one of the more time consuming and tedious processes in an integration project, we applied to SEARCH for the use of their Justice Information Exchange Model (JIEM) tool. SEARCH, The National Consortium for Justice Information and Statistics, developed this tool to capture detailed information regarding the events, agencies, information and exchange conditions associated with justice information integration. SEARCH representatives came to Little Rock and provided training to the IJIS staff and members of the IJIS Technical Committee. We have used the tool to document the exchange of information at the local level and will continue through the state level. To date, 107 data exchange business rules have been identified. We plan to make these rules available on our website.

4.2. Data Standards

Agency representatives from the IJIS Coordinating Council are participating in a workgroup that is creating national standards for criminal justice information sharing. The Global Justice Information Sharing Initiative (US Department of Justice, Office of Justice Programs) is creating the Justice XML Data Model, and has issued a prerelease of the Justice XML Data Dictionary version 3.1 for public comment. The Coordinating Council plans to use this model in the Faulkner County IJIS Pilot Project. Arkansas will be among the first to use this proposed standard.

4.3. Faulkner County Pilot Project

The Faulkner County Pilot Project is now in the implementation phase. This pilot project was undertaken to facilitate implementation of the preliminary strategic plan and the development of the statewide plan. The project provides opportunities for lessons to be learned from a small but representative project of integration, and will expedite creation of a statewide plan that is sound and reasonable.

The immediate goal of this pilot project is to provide automatic data sharing between the offices of the Faulkner County Sheriff and Detention Facility, the Prosecuting Attorney of the 20th Judicial District, the Arkansas Department of Community Correction, and the Arkansas Department of Correction.

An agency assessment was completed in June 2002. This document, *Faulkner County Pilot Project Agency Review and Assessment*, will be available from the IJIS web site. The project design was completed in the fall of 2002. A Request for Proposals issued in February 2003 resulted in a contract award in June to Templar Corporation of Alexandria, Virginia, for their solution utilizing Transport Manager, their middleware product developed specifically for criminal justice systems integration.

Implementation of this solution began in August 2003 and will be completed in March 2004.

When completed, pertinent data will be shared automatically, as needed, between the participating agencies' systems. This data includes incident and arrest information, warrant status, bail amounts, fine amounts, attorney names, and disposition data. For example, the Prosecutor's Office will automatically receive incident and arrest data from the Detention Facility, and will not have to manually enter this information into their system. Also, the Sheriffs Office will automatically receive bail and fine amount data after those amounts are set by the judge, and won't have to wait for the papers to reach their office. This will reduce the time offenders have to wait to post bail or pay fines.

4.4. Other Projects

4.4.1. Arkansas Court Automation Project

The Arkansas Court Automation Project¹ (ACAP) is in the process of implementing the ACS Justice Information System (JIS) in six pilot courts. The goal of this project is to implement a statewide court case-management system using a thin-client web-based architecture. The Administrative Office of the Courts contracted with ACS Government Systems for a statewide license and implementation of their software. In addition to case management, this application also includes modules for jury management and online traffic ticket payment, both of which will be implemented after the pilot project is complete.

It had been planned to include JIS in the Faulkner County Pilot Project, and thus the Faulkner County Circuit Court is an ACAP pilot court. However, the implementation of JIS was delayed such that its schedule would not allow participation.

After implementation of JIS, disposition data as well as other case data will be readily available from one central repository. This will facilitate the automatic sharing of this data with other justice agencies.

4.4.2. JusticeXchange

In August of 2002, the Arkansas Crime Information Center (ACIC) deployed JusticeXchange², a statewide program focused on offender bookings in county jails. This program (originally called JailNet) was a collaborative effort with the Arkansas Sheriffs' Association. JusticeXchange contains an electronic data warehouse of offenders' current and historical arrest information collected from jails across Arkansas' 75 counties. This data is viewed through a secure and restricted website, and includes offender photos, incident reports on behavior, and charge information related to an individual's arrest.

Every offender who is booked or released is checked against the ACIC and NCIC warrant, protective order, and sex offender registries. If a match is determined, the system transmits a notice to the appropriate jurisdiction. In addition, criminal justice officials can post watches in order to receive notification when a certain offender is booked into any detention facility. These checks and notifications occur in near real-time, allowing a complete booking profile to be available when needed.

JusticeXchange is offered to all criminal justice agencies at all levels in our state, including federal, state, county, and city.

¹ Additional ACAP information can be found at <http://courts.state.ar.us/courts/acap/index.html>.

² Additional JusticeXchange information can be found at <http://www.acic.org/offender/JusticeXchange.htm>.

4.4.3. eOMIS and JusticeXchange Integration

This past February, the Department of Community Correction and the Arkansas Crime Information Center implemented an interface between the electronic Offender Management Information System (eOMIS) and the JusticeXchange system to exchange critical information in real-time. This interface sends automatic notifications to the appropriate system whenever critical booking events occur that include offenders on probation or parole. This results in providing automatic, real-time e-mail notification to probation/parole officers of an offender's booking in a county jail anywhere in the state; alerting booking system operators of an offender's cautions, warnings, and probation/parole status at the time of the booking operation; sharing photographs between the two systems; and permitting search and retrieval of applicable portions of offender records by law enforcement officials.

This information is available to participating law enforcement agencies throughout the State of Arkansas and three other states, and has produced dramatic results. Several absconded offenders have been located in county jails, and many success stories have been reported from probation and parole officers.

4.5. Funding

Since January 2002, funding for the integration planning and the pilot project has been provided by federal grants from the Department of Justice Bureau of Justice Assistance (\$910,563) and the National Governors Association (\$25,000). This funding will end in spring of 2004. A second grant from the National Governors Association (\$25,000) has recently been awarded.

5. Plans for the Coming Year

5.1. Agency Specific Goals

We will complete the development of agency specific goals. This will be done for local level justice agencies as well as the state level justice agencies. These goals will drive the design and implementation of the statewide plan.

5.2. Complete Pilot Project

We will complete the data sharing implementation in Faulkner County. Successful implementation will be publicized to other criminal justice agencies, lawmakers, and the general public. An evaluation of the project will be completed, and an integration plan will be created for other jurisdictions to use.

Phase II will be defined; most likely to include additional data exchanges and additional agencies in Faulkner County.

5.3. Complete Statewide Plan

Using the IJIS goals, the agency specific goals, the lessons learned from the pilot project, and reviews of solutions implemented in other projects, we will complete a plan for statewide implementation. We will establish model architecture, identify priority projects, establish funding strategies, and draft an implementation schedule.

6. Recommendations

Providing for the safety and security of our citizens is a fundamental and primary responsibility of Arkansas government. Accurate and timely criminal justice data leads to a safer state for our citizens. In addition to the criminal justice agencies at all levels of government, many individual citizens use this data and depend on its accuracy and completeness (i.e., day care centers, airports, etc.). Other states are recognizing the need for all organizations involved in the justice system to share complete and current information on criminals and criminal suspects. This need transcends the criminal justice process. Information sharing is equally important to child support, child and elder abuse and neglect cases, emergency management services, Driver Control, and Office of Motor Vehicles.

Information sharing does *not* depend on any future technology breakthroughs; present technology is sufficient. Nor does it depend on major changes in the mind set of present practitioners; there is already broad consensus on the need for sharing. *It does depend on leadership, on funding, on participation, and on patience.*

An integrated criminal justice information system for Arkansas is a comprehensive, multi-phased, multi-year effort. It requires major commitment by all levels of government in this state. To this end, the Integrated Justice Information Systems Coordinating Council respectfully submits the following recommendations:

1. Continue the integration of criminal justice information systems in Arkansas at a higher priority. Broad support is needed from the Governor, the Chief Justice, and members of the Arkansas General Assembly, as well as from local government officials.
2. Provide funding and other support for the IJIS Office and the continued development of integrated systems to provide the tools to fight crime, administer justice, and aid homeland security.

Arkansas has a statewide governmental commitment to e-Government. Integration of the criminal justice information systems will directly support the effort of the State of Arkansas to use technology to provide services and safety to its citizens.