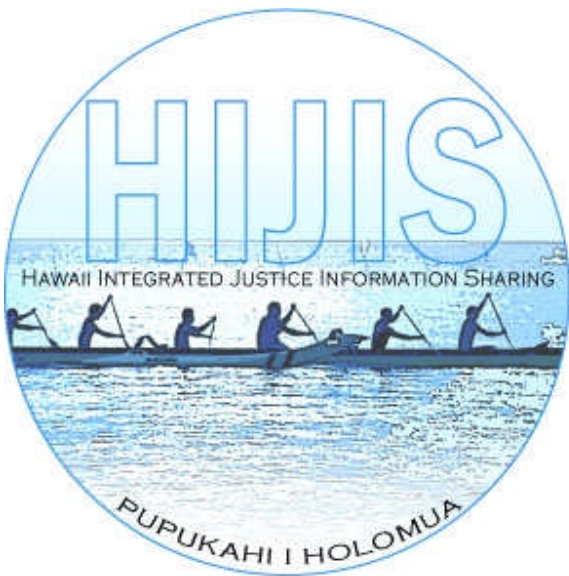


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2008 Strategic Plan

Hawaii Integrated Justice Information Sharing Program – HIJIS



.....
*Building Enterprise-wide Information
Sharing to Improve Public Safety and
Enhance the Efficiency of Operations*

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2008 Strategic Plan

Hawaii Integrated Justice Information Sharing Program — HIJIS

Executive Summary

Justice and government agencies throughout the State of Hawaii have a critical and enduring need to access and share information at virtually every stage of the criminal justice process. Law enforcement, for example, must quickly and accurately establish the identity of a suspect detained in a criminal incident and determine whether the person is wanted on other charges, represents a danger to the officer or the public, is currently on probation or supervised correctional release, is subject to curfew or geographic restrictions, and a host of other factors in determining the disposition of the encounter—should the suspect be released, cited, or taken into custody? Prosecutors must make charging decisions, Intake Service Centers must evaluate and make recommendations regarding the defendant's pre-trial status, Correctional Officers must evaluate and classify pre-trial detainees, and Judges must ultimately make disposition and sentencing decisions based on information that is available.

It is a sobering reality to acknowledge that much of the information processing and sharing that presently occur between justice agencies throughout the state rely on facsimile transmission and labor-intensive, time-consuming personal delivery of official reports and documents, such as arrest reports, prosecutor charging documents, and court dispositions and sentences. Data that is entered into computer systems operating in most agencies must be printed and distributed to other agencies, and re-entered into their internal case management systems in order to initiate, schedule, manage, and dispose of

cases. As a consequence of this largely manual process, additional and redundant data entry is required by each participating agency. Information may be delayed or incorrectly entered (through multiple re-entry and as a result of the diminishing quality of the facsimile images), potentially resulting in improper decisions or unwarranted delays of legal proceedings.

Key justice and government officials in Hawaii have long recognized the need to build integrated information sharing capabilities between justice agencies and other governmental entities throughout the State. Through a host of initiatives over the past ten years, state representatives have built and strengthened critical justice information systems (e.g., CJIS-Hawaii, AFIS and live-scan fingerprinting capabilities, planning and development of the Judicial Information Management System (JIMS), and others) and have established much of the foundation necessary to support statewide integrated justice information sharing.

This Strategic Plan for the Hawaii Integrated Justice Information Sharing (HIJIS) Program represents a significant step in building an enduring foundation for enterprise-wide access and sharing of justice and public safety information.

Over the past nine months key officials and operational practitioners representing all levels and branches of government have assembled to assess current operations and to create a vision and plan for information sharing that will ensure public safety, enhance the quality of decision making, and increase the efficiency of operations.

The symbol of our HIJIS Program planning initiative includes the native Hawaiian words *Pūpūkahi i Holomua*, which translates as *Unite in Order to Progress*. The terminology and the image of the HIJIS logo are designed to reflect the collaborative nature of the HIJIS Program—we, the justice and public safety community of Hawaii, are united and working together to plan, develop, and implement enterprise-wide information sharing.

This **Strategic Plan** formalizes the governance structure for the HIJIS Program, articulates mission, vision, values, goals and objectives of the initiative, and proposes a specific and aggressive strategy for moving forward. While this **Strategic Plan** is but the first step, it represents the essential foundation for an on-going Program of planning, development, and implementation. Later in this document, in the section entitled *A Plan for the Future* (beginning on page 27) we outline specific next steps that will guide our on-going efforts in the coming 12 months and beyond.

Introduction

Every second of every day, justice and public safety officials throughout Hawaii, and indeed all around the world, need to be able to share critical information in countless situations. Regardless whether the scenario is a police officer conducting a routine traffic stop, a judge setting bail in a criminal proceeding, a maritime official screening cargo arriving at an international port, or a state official determining the suitability of a person seeking approval to become a day-care provider, government agencies and, in some cases, private industry must be able to access and share justice information for efficient and informed decision making.

Justice agencies at state and local levels throughout Hawaii have embarked on a new and ambitious program to build statewide information sharing capabilities to enable real time access and automated data exchange throughout the whole of the justice and public safety enterprise.

The principal aim of the Hawaii Integrated Justice Information Sharing Program —HIJIS—is to get the right information to the right people all of the time.

Background

Information is the *lifeblood* of effective justice, public safety, emergency services, disaster management, and homeland security efforts. The integration of justice, public safety, intelligence and other governmental information transcends the day-to-day operational needs and priorities of justice agencies and becomes, particularly in light of the terrorist attacks of September 11, a national and international security imperative. Emergency situations in recent years have demonstrated in increasingly vivid detail the tragic consequences that often result from the inability of agencies to effectively share timely and accurate information. Terrorist attacks, natural disasters, and large-scale organized criminal incidents have too often served as case studies that reveal weaknesses in our nation's information sharing capabilities.

Enterprise-wide information sharing is needed to prepare for, prevent, respond to, and recover from terrorist incidents. Moreover, such information sharing capabilities are also needed to address natural disasters, to provide effective major incident response and management, and to support the critical day-to-day operations of justice and public safety officials at all levels and across all branches of government.

The White House recently published a *National Strategy for Information Sharing*, which proposes a comprehensive program for information sharing among Federal agencies, and between Federal, State, local, and tribal governments, as well as private sector and foreign partners.¹ The *National Strategy* acknowledges that “state, local, and tribal authorities are critical to our Nation’s efforts to prevent future terrorist attacks and are the first to respond if an attack occurs.”² This HIJIS Strategic Plan is tightly aligned with the principles and objectives announced in the *National Strategy*.

The HIJIS Program is designed to build statewide information sharing capabilities across the whole of the justice and public safety enterprise, facilitate information exchange with key federal agencies, and to leverage national information sharing standards and best practices.

This Strategic Plan was created to build a comprehensive blueprint for enterprise-wide information sharing among justice and public safety agencies. HIJIS will function to enable real-time, secure information sharing among justice and government agencies throughout Hawaii in order to achieve greater efficiency, eliminate or reduce duplicate data entry, speed the processing and access to justice information, improve decision making by ensuring that information is readily available, and that it is accurate, timely and complete.

The plan reflects an unprecedented collaboration of state and local justice and public safety officials, operational practitioners, and information technology experts across all branches of government. Representatives have met regularly throughout the course of 2007 to collaborate in developing this Strategic Plan, and to build an effective and enduring governance structure to ensure successful implementation.

The HIJIS Strategic Plan establishes a foundation to guide continuing work in building a statewide information sharing infrastructure, expanding and enhancing operational information systems among participating agencies, defining information exchange standards and services, and improving business operations for effective operations and decision making at all levels of government.

¹ White House, *National Strategy for Information Sharing: Successes and Challenges in Improving Terrorism-Related Information Sharing*, (Washington, D.C.: White House), October 2007.

² *Ibid*, at p. 17.

Understanding the Business Need: An Overview of Current Operations

Today, justice agencies throughout the State of Hawaii are largely automated. Most have legacy case management systems and other information processing solutions that address many of their day-to-day operational needs. Like other jurisdictions around the nation, however, there is relatively little automated information sharing presently in operation between agencies. As a consequence, law enforcement must fax or hand-carry arrest and booking documents to prosecutors and others in the criminal justice process in order to initiate formal charging and pre-trial investigations.

While booking data and fingerprints are currently electronically shared with the Hawaii Criminal Justice Data Center (HCJDC) for criminal history record reporting by way of an integrated booking application known as “Green Box”³, routine arrest and charging documents must be faxed or manually delivered to the prosecutor, Intake Service Center, and others in the justice process. Likewise, prosecutor charging documents must be faxed or personally delivered to courts in order to assist with the creation of court calendars and for formal charging purposes. Courts and other agencies throughout the justice system similarly rely largely on manually processing significant volumes of paper in documenting decisions and progressing a case from one stage of the justice process to the next.

All of this manual processing of data has a cost in time and effort required of staff to simply handle, process and file the myriad pieces of paper that comprise a case file, as well as to enter relevant information regarding the case or incident into agencies’ internal case management information systems. Some of the information contained in documents that are shared between agencies is the same, e.g., information regarding the defendant, the victim (if any), the circumstances of the offense, the time, date and location of the incident, the arresting officer, etc. In spite of the commonality of this data, it must nevertheless be entered into multiple information systems between agencies because automated sharing is presently scarce or non-existent.

³ The “Green Box” application allows the booking officer to enter the offender’s demographic and arrest information just once which saves time and reduces the errors associated with multiple data entry, capture a complete set of fingerprints electronically without having to ink and roll a fingerprint card or re-type the offender’s demographic and arrest information as many as three times, take a digital mug photo via a digital camera attached to a PC that can be retrieved and used repeatedly in lineups and investigations without having to search through a manual file, and transmit arrest and fingerprint information electronically to the FBI, the state criminal history system (CJIS-Hawaii), and the county police records management system. This has reduced the time to complete an arrest/booking by 50%, allowing the police officer to return to his/her law enforcement duties in significantly less time.

In addition to the time and effort expended by agency staff to process and automate this duplicate information, there is inevitably delay in making information available to users, and in some instances, substantial data entry backlogs have developed as a result. These delays in processing represent more than the simple administrative burden to the responsible agency—they also raise the specter of flawed decision making based on inaccurate or incomplete information.

Justice officials may make consequential decisions regarding the arrest, bail, sentencing, or release of a person based on stale, inadequate, or inaccurate information. To exacerbate the situation, every time a person enters data into an automated system, they have an opportunity to inadvertently make an error—to press the wrong button, to misinterpret a figure, to overlook a piece of information, or to innocently transpose letters or numbers. The consequences can be devastating—an innocent person may be arrested, a guilty person released, a wanted felon discharged from custody.

HIJIS will create a statewide information sharing architecture that will enable agencies to access and exchange data between their internal case management and other automated systems in an efficient, timely and secure manner.

The HIJIS Program is intended to build automated information sharing capabilities among justice and government agencies throughout the State of Hawaii. HIJIS will leverage the information systems supporting the day-to-day operations of justice and government agencies utilizing national standards and industry best practices.

Planning Perspective and Objectives

The HIJIS strategic planning effort has been organized by key representatives of the principal justice agencies operating at state and local levels throughout the State of Hawaii. In addition, representatives of relevant federal agencies with whom information must also be shared have been engaged in the strategic planning process to ensure their active involvement. The objective was to create a strategic plan that will guide our collective efforts to expand and improve information sharing for more efficient and more effective justice and public safety throughout the State of Hawaii.

This HIJIS Strategic Plan is business-driven and technology-enabled—agency decision makers and operational practitioners have defined their business requirements for information sharing and access, and these requirements are driving the goals, objectives, and approach for the HIJIS Program.

Technological experts play a critical role in understanding our current technical environment, identifying challenges to enterprise-wide information sharing, and recommending technological solutions, but this strategic planning effort is fundamentally about identifying the business needs and requirements for expanded on-line access and automated information sharing.

This strategic plan establishes an important foundation for our on-going work. Our planning efforts will not only require the development, procurement and implementation of technology solutions, but they may also require changes in business practice, agency policy, and even legislation in order to achieve the level of information sharing contemplated in this plan.

Overview of the HIJIS Program

Key justice officials in Hawaii have long recognized the need to build integrated information sharing and access capabilities among justice agencies and other governmental entities throughout the State of Hawaii. Through a host of initiatives over the past ten years, state representatives have built and strengthened critical justice information systems (e.g., CJIS-Hawaii system, automated fingerprint identification system (AFIS) and live-scan capabilities, planning and development of JIMS, and others) and have established a foundation that will help support statewide integrated justice information sharing (IJIS).

In 2002, the Hawaii Criminal Justice Data Center received funding from the U.S. Bureau of Justice Assistance (BJA), in cooperation with the National Governors' Association (NGA), to develop the Horizontal Integration Pilot (HIP) project. The HIP project is designed to demonstrate the technical feasibility and business value of electronically sharing critical information at key decision points in a real-time and secure manner. The project is limited in scope, however, focusing initially on a single jurisdiction (Hawaii County), a single document (the OBTS/CCH Arrest Report), and a limited number of electronic exchanges, utilizing an IJIS Message Broker methodology. This pilot project, which relies on national models and information exchange standards (i.e., the Global Justice XML Data Model (GJXDM), developed by U.S. Department of Justice), is currently being tested and implemented, and will serve as an example of the operational value and technical feasibility for expanding automated information sharing in the justice domain.

The HIJIS Program was formally initiated in March 2007 through the joint efforts of the Hawaii Criminal Justice Data Center, the Attorney General, and key decision makers representing the principal justice agencies throughout Hawaii, including the Judiciary, law enforcement, prosecution, intake services, public safety and affiliated agencies, as well as key Federal agencies.

An Executive Committee was formed to provide executive guidance, direction and support in the development of this strategic plan for enterprise-wide justice information sharing. Operational practitioners were invited to participate in an Operational Working Group to direct planning efforts to ensure that the strategic plan would be driven by business requirements for information sharing and access among participating agencies. Technical experts were also engaged through a Technical Working Group to help evaluate and recommend technological solutions that will enable the nature

and scope of information sharing envisioned in this strategic plan. The HCJDC has staffed the planning effort, recommended and implemented a robust governance structure to guide and direct planning efforts, conducted research documenting current operations, identified user requirements, organized and facilitated meetings, developed operational scenarios for information sharing, and drafted this HIJIS Strategic Plan. The full scope of the governance structure implemented as part of the HIJIS strategic planning effort is described in more detail below.

In addition to facilitating regular meetings of the HIJIS Executive Committee and the Operational and Technical Working Groups, the HCJDC also facilitated a series of meetings with practitioners from local justice agencies in every county throughout the state. The meetings were designed to document current business practices and identify user requirements for justice information sharing. This information contributed directly to the development of this strategic plan.

HIJIS Business Case

Understanding the need for integrated justice information sharing and access is a critical first step in building a strategic plan. In an effort to understand and document the business requirements for justice information sharing, meetings were organized on each island with operational users representing local, state and federal justice and related agencies to discuss current operations.

In addition to these joint meetings with representatives of all agencies, HCJDC staff and their contractor also walked through the criminal justice process on each island, visiting law enforcement, prosecution, intake services, judiciary, probation, and correctional agencies. The purpose of these walk-through meetings was to document in more granular detail the current operations of justice agencies in their processing of information.

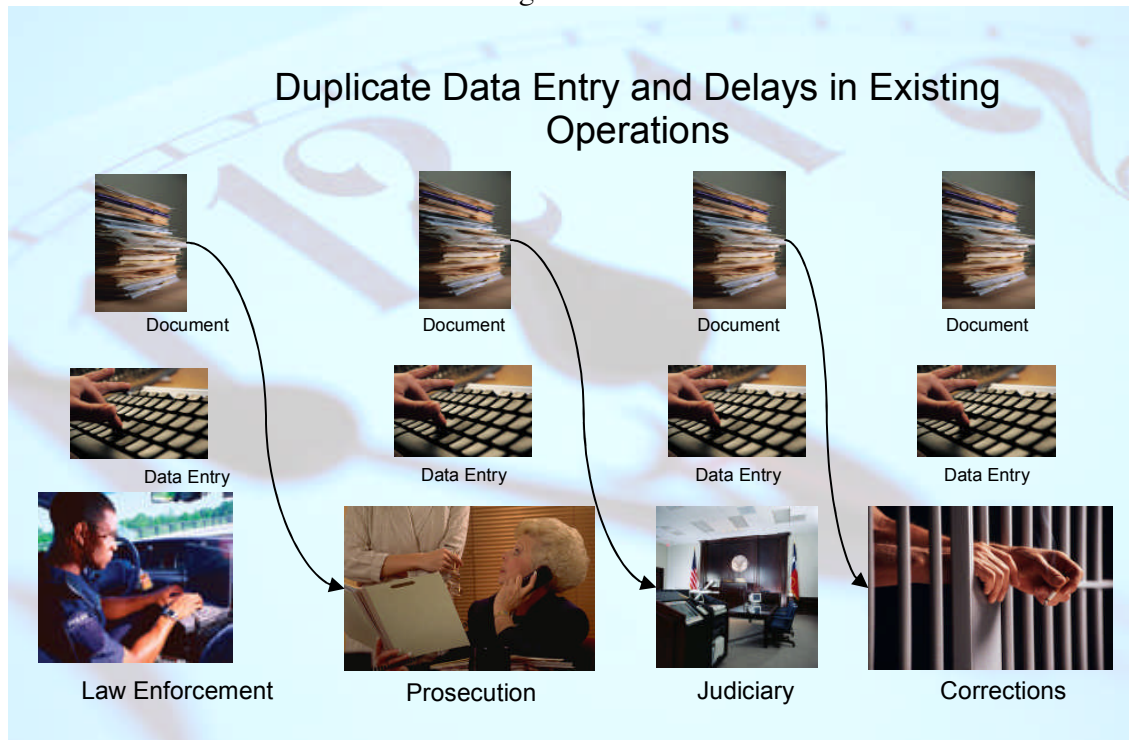
What follows is a summary of the findings emerging from these meetings and a business case for planning and implementing the HIJIS Program:

1. A significant volume of data is entered multiple times into multiple systems *within* agencies and *between* justice agencies at state and local levels throughout Hawaii.
2. There are sometimes substantial delays and backlogs in getting data entered into operational systems.
3. Delays in information collection and sharing hinders proper case processing in other agencies throughout the justice process.

4. There is a considerable amount of faxing of data and forms and manually transporting data, reports and forms between agencies.
5. Sometimes data gets lost, misplaced, or misdirected between agencies hindering operations, delaying decision making and agency actions (e.g., court proceedings), and forcing practitioners to make decisions with incomplete information.
6. There is significant expenditure of time and effort devoted daily to building court calendars and this requires an extraordinary level of orchestration between law enforcement, intake service centers, prosecution and the courts.
7. The lack of a statewide warrants database means that people who are arrested may be released without the custodial agency knowing whether they have an outstanding warrant in another jurisdiction.
8. Users must remember multiple user names and passwords to access different systems, as well as procedures/function keys.
9. Some systems (e.g., parole) are not accessible by other agencies.
10. Some data is available, but agencies must pay for access and/or reports (e.g., death certificates).
11. Not all law enforcement and correctional agencies capture electronic mug shots or fingerprints. Some still take inked fingerprints and Polaroid photographs, which cannot be readily shared.
12. Agencies are unable to immediately access conditions of supervised release and probation/parole.

Figure 1 (below) demonstrates in very abbreviated fashion the duplicate data entry and time delays inherent in current information processing operations among justice agencies throughout Hawaii. Law enforcement enters data regarding the incident, the offender, the victim, and circumstances of the offense into their internal case management systems and produce documents for the prosecutor (and others), which are typically faxed or hand carried between agencies. The prosecutor must in turn enter much of this same data into their case management system and generate documents, which are provided to the judiciary (and others), in order to formally charge the defendant and generate a court case file. The judiciary enters some of the same data into their court case management application and produces documents, which are similarly shared with other agencies throughout the justice system, including corrections, in hard copy.

Figure 1



At each stage throughout the justice process, agencies collect and enter substantial data into their internal information systems and are dependent in many respects on decisions made, actions taken, and documentation of those actions and decisions, by others. Manually processing these documents takes time and, as noted above, often results in delays.

These observations regarding current business practices and agency operations demonstrate the challenges facing justice agencies throughout Hawaii in collecting, processing and sharing information. Practitioners and decision makers in justice and governmental agencies at all levels of government recognize the importance of building statewide information sharing capabilities and have organized to address this critical need.

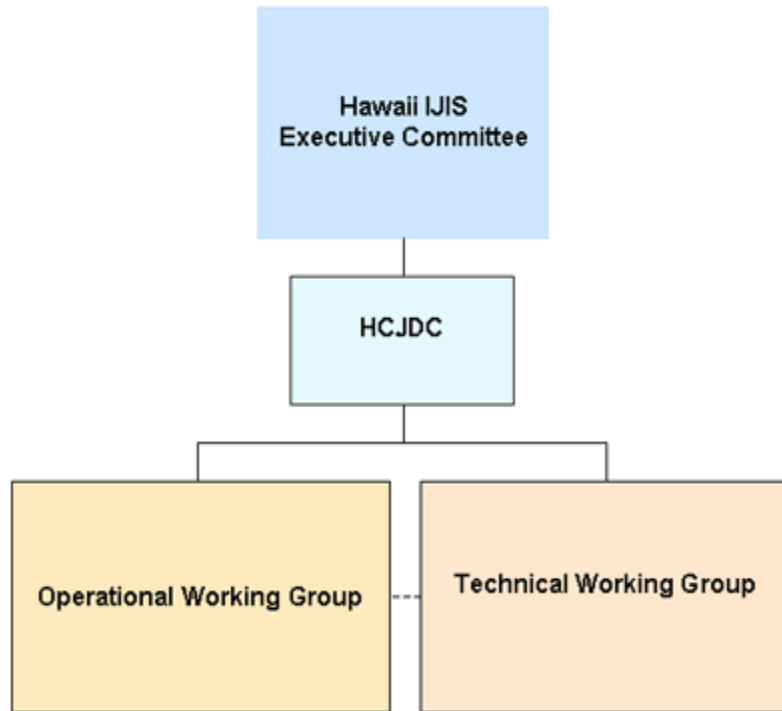
Governance

A well-formed and representative governance structure is a fundamental requirement of effective information sharing initiatives.⁴ The HIJIS Program

⁴ Kelly J. Harris, *Integrated Justice Information Systems: Governance Structures, Roles and Responsibilities—A Background Report*, (Sacramento, CA: SEARCH Group, Inc.) September 2000.

is governed by an Executive Committee of agency executives and leaders, an Operational Working Group of agency managers and operational practitioners, and a Technical Working Group of technology experts responsible for building and operating the information technology assets of participating agencies.

Figure 2
HIJIS Governance Structure



The **HIJIS Executive Committee** is comprised of key executives of participating agencies and is chaired by the Attorney General. The Executive Committee is responsible for providing the leadership, creating the vision, setting overall direction, and providing the necessary resources for the HIJIS Program.

ATTORNEY GENERAL

Mr. Mark Bennett, chair

POLICE

Assistant Chief John Kerr
Honolulu Police Department

Chief Lawrence Mahuna, Jr.
Hawaii County Police Department

Assistant Chief Clayton Tom
Maui County Police Department

Chief Darryl Perry
Kauai County Police Department

PROSECUTORS

Mr. Peter Carlisle
Prosecuting Attorney
City and County of Honolulu

Mr. Jay Kimura
Prosecuting Attorney
County of Hawaii

Mr. Benjamin Acob
Prosecuting Attorney
County of Maui

Mr. Craig DeCosta
Prosecuting Attorney
County of Kauai

JUDICIARY

Mr. Thomas Keller
Administrative Director of the Courts

DEPARTMENT OF DEFENSE

Robert G.F. Lee, Adjutant General
Director of Civil Defense

DEPARTMENT OF PUBLIC SAFETY

Mr. Clayton Frank
Director of Public Safety

U.S. ATTORNEY'S OFFICE

Mr. Ed Kubo
U.S. Attorney

The **Hawaii Criminal Justice Data Center (HCJDC)** provides staff support, research and operational coordination throughout the planning process. In addition, HCJDC supports critical statewide justice information systems, including the State's computerized criminal history repository, CJIS-Hawaii, expungement and public access to criminal history records, statewide AFIS, integrated live-scan fingerprint capture system, integrated electronic booking system (Green Box), Statewide Mugphoto System, Firearms Registration System, Sex Offender Registration, and State Identification Cards. Additionally, HCJDC recently assumed responsibility as the CJIS Systems Agency for the FBI, serving as the State's liaison to the FBI for connectivity to the National Crime Information Center (NCIC) and the main point of contact for the International Justice and Public Safety Information Network (Nlets).

The **Operational Working Group** is comprised of operational practitioners at state and local levels across relevant justice agencies throughout Hawaii. This Working Group is responsible for organizing the vision established by the Executive Committee, defining operational requirements and business processes to realize that vision, and for providing insight and direction in developing a business plan for information sharing.

POLICE

Lt. Paul Calvey
Honolulu Police Department

Ms. Suzanne Kong
Hawaii County Police Department

Ms. Estelle Furuike
Kauai County Police Department

Ms. Jonie Chong-Kee
Maui County Police Department

Ms. Melva Ferreira
Sheriff's

Mr. Lloyd Shimabuku
Investigations, Attorney General

PROSECUTORS

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Department of the Prosecuting Attorney
City and County of Honolulu

Ms. Nancy Kelly
Office of the Prosecuting Attorney
County of Hawaii

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Office of the Prosecuting Attorney
County of Kauai

Mr. Peter Hanano
Office of the Prosecuting Attorney
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Criminal Justice Division
Department of the Attorney General

Mr. Mike Vincent
Department of the Attorney General

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HCJDC
Mr. Vince Nelson
Criminal ID Supervisor, HCJDC

JUDICIARY

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Deputy Chief Court Administrator
First Circuit

Mr. Lester Oshiro
Chief Court Administrator
Third Circuit

Mr. Steven Okihara
Chief Court Administrator
Fifth Circuit

Mr. Melvin Arakawa
Chief Court Administrator
Second Circuit

Mr. Calvin Ching
Court Administrator, First Circuit

ADULT CLIENT SERVICES

Ms. Janice Yamada
First Circuit

Mr. Zachary Higa
Third Circuit

Mr. Edwin Sugawara
Fifth Circuit

Mr. Ernest DeLima
Second Circuit

DEPT OF PUBLIC SAFETY

Mr. Tom Read

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Ms. Eileen Madigan

STATE CIVIL DEFENSE

Mr. Bert Matsuoka

DEPT OF EDUCATION

Mr. J.R. Kashiwamura

DEPT OF HUMAN SERVICES

Ms. Luanne Murakami

DEPT OF HEALTH

Ms. Colette Akahoshi

DEPT OF HUMAN RSRC & DEV

Ms. Renee Tarumoto

The **Technical Working Group** is comprised of technical representatives of participating justice agencies and supporting IT offices. This Working Group is responsible for technical and infrastructure assessments, developing and adopting standards that will enable information sharing, researching and proposing technical solutions, pilot projects, and technical specifications in support of the HIJIS Program.

Mr. Gordon Bruce
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City and County of Honolulu

Mr. Patrick Chau
Information and Technology Division
Honolulu Police Department

Mr. Jacob Verkerke
County of Maui

Ms. Mary Wagner
Maui County Police Department

Mr. Clayton Yugawa
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Mr. Leonard Fernandes
Judiciary ITCD

Mr. Roger Stucke
Information Technology Specialist
Hawaii Criminal Justice Data Center

Mr. Clay Sato
Data Processing Systems Manager
Hawaii Criminal Justice Data Center

Mr. John Maruyama
Information Systems Chief
Hawaii Criminal Justice Data Center

Mission

Mission statements identify the overall purpose for which the organization is organized and how it operates. The HIJIS Program, as the governance structure demonstrates, represents justice, public safety and governmental officials at all levels and across all branches of government.

The mission of the HIJIS Program is to facilitate collaborative decision making, coordinated planning, and cooperative implementation among justice agencies and relevant partners for the fair, efficient, and effective operation of the justice system.

The mission statement underscores the collaborative nature of the HIJIS Program decision making, planning and implementation. No single agency is driving the Program; rather, all participants have come together to develop enterprise-wide information sharing to achieve common objectives. It is this collaborative and coordinated planning and development that serves as an important foundation to our on-going work.

Vision

Vision statements describe the future business environment and the role of the organization within it.

The HIJIS Program envisions statewide services via a common architecture to securely and efficiently share appropriate information, both locally and nationally, for justice and non-justice purposes, for improved public safety and homeland security, while respecting the privacy of citizens.

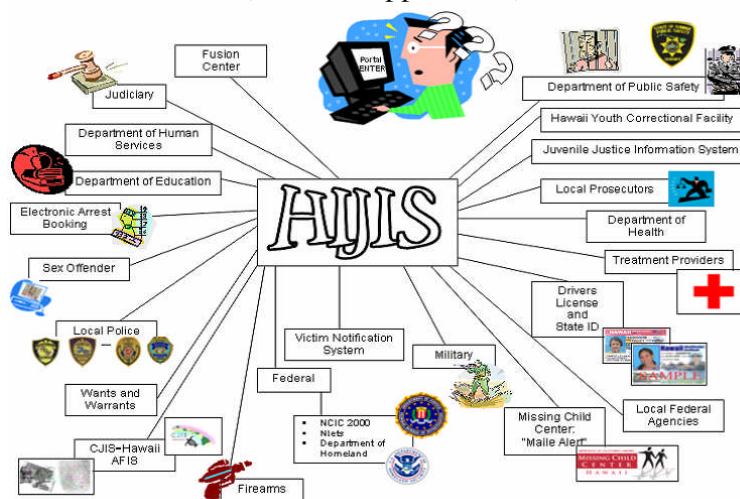
This vision statement demonstrates that HIJIS is not envisioned as a comprehensive, singular data warehouse that duplicates information agencies already capture, nor as an all encompassing system that each agency must adopt in lieu of their internal information systems. Rather, HIJIS is envisioned as an *information sharing framework* that will enable agencies to share information that is already collected and generated in their internal information systems as part of their daily business operations. Additionally, HIJIS will not be designed to share *all* information that an agency may collect, generate and use, but only that information that is *appropriate*, according to information sharing business rules the agencies themselves collectively define, consistent with privacy and confidentiality policies and statutes.

The vision statement recognizes the need to share information at local and national levels, for both justice and for non-justice purposes. As previously noted, this HIJIS Strategic Plan is tightly aligned with the *National Strategy for Information Sharing*, which outlines a strategy for sharing data with other jurisdictions across the nation, as well as with appropriate federal agencies. Our vision also reflects the fact that justice information is increasingly needed for an expanding array of non-criminal justice purposes, such as criminal history checks for licensing and employment, publicly accessible sex offender registries, and other initiatives to ensure the safety of communities and vulnerable populations. As a consequence, we envision that HIJIS planning will align with other information sharing and systems development initiatives at state and county levels throughout Hawaii.

Finally, our vision also reflects our commitment to ensuring the security of our information sharing capabilities. Security will operate at several levels to assure that only authorized users will have access to the system, for authorized purposes. HIJIS will operate to enforce effective security through rigorous policy and technology, including user authentication, monitoring operations, auditing transactions, and disaster recovery planning.

Figure 3, below, represents an early effort to graphically display the broad range of information sharing and access envisioned for the HIJIS Program. The graphic demonstrates the common interface and expansive landscape of information sharing intended, including representatives of justice and non-justice agencies at all levels and branches of government.

Figure 3
Initial HIJIS Graphic Vision
(See also Appendix C)



Goals

The following goals of the HIJIS Program were formulated by the HIJIS Executive Committee and the Operational and Technical Working Groups, and agreed by all:

1. Improve justice, public safety and homeland security by providing timely access to accurate and complete information, while protecting privacy, preventing unauthorized disclosures of information, and allowing appropriate public access.
2. Improve efficiency of operations by reducing duplicate data entry, expanding information sharing capabilities, and providing broader access to relevant and appropriate information.
3. Establish an integrated justice information sharing framework and statewide data sharing infrastructure.
4. Build and support operational information systems in participating agencies that meet their operational needs and enable enterprise-wide information sharing.
5. Provide sufficient and coordinated funding and other resources to support the HIJIS Program.
6. Provide greater transparency in decision making and operational justice practices throughout the State of Hawaii.
7. Implement information sharing technologies that support business agility to enable the HIJIS Program to be responsive to changes in business needs, including new and emerging operational requirements, as well as policy and legislative mandates.

Operational & Technical Requirements

Operational and technical requirements for integrated justice information sharing describe in narrative fashion core capabilities that must be incorporated in the HIJIS Program. The following operational requirements were defined by justice users and technical experts, and agreed upon by the HIJIS Executive Committee and representatives of the Operational and Technical Working Groups:

1. Agency information systems must address the operational needs of the agencies, and must be able to share relevant information according to standards that are agreed upon.

2. The HIJIS framework must enable the information sharing functions (query, push/pull, publish/subscription) agreed upon. The HIP project is testing a potential framework.
3. A statewide information sharing infrastructure must be in place to facilitate the goals and functions of HIJIS, and this infrastructure will be aligned with comparable information sharing initiatives throughout Hawaii at state and county levels.
4. HIJIS will support and enable information sharing for a Statewide Intelligence Fusion Center.
5. Business practices must be adopted by relevant agencies to ensure timely, accurate and complete information collection and sharing.
6. Performance metrics should be routinely captured to monitor performance, identify problems, demonstrate return on investment, and ensure business benefits realization of the HIJIS Program.

Value

The HIJIS Executive Committee and Operational and Technical Working Groups formulated a series of values which guide and direct the HIJIS planning effort. These values are enumerated below.

1. The citizens of Hawaii should enjoy a high quality of life and feel safe and secure in their homes, on their streets, in their neighborhoods, and throughout the community.
2. Through integrated justice information sharing, we will improve public safety and homeland security, enhance the effectiveness of decision making and operations, and achieve greater efficiency and return on investment.
3. The justice system should be fair to all parties, respecting the constitutional rights of defendants, and ensuring protection of the rights and privacy of victims and the public.
4. We will provide services that contribute to public trust and confidence in the justice system.
5. A fundamental principle underlying effective justice operations is “Doing a day’s work in a day.” Information must be current and as close to *real time* as possible. Lengthy delays in capturing and sharing information, and business practices that delay the timely reporting of critical data undermine the goals of the HIJIS Program. Burgeoning

caseloads often overwhelm staff, who struggle with manually processing an expanding volume of forms and data. Better automated information sharing should eliminate a significant amount of the current duplicate data entry and manual processing of forms. HIJIS planning will require careful examination of current business practices, re-engineering where possible, and perhaps even augmentation of staffing levels where necessary.

6. Eliminating duplication of effort in capturing data across information systems will improve the timeliness, accuracy and completeness of information, and facilitate informed decision making and greater cost-efficiency of operations.
7. We will seek opportunities to collaborate and cooperate with justice and justice-related organizations at all levels of government and related partners to enhance the performance of the justice system as a whole.
8. We acknowledge both the independence of justice and justice-related organizations, as well as the interdependence of their operations—no one justice organization can operate effectively without the cooperation of the others.

Core Functions

The HIJIS Program is designed to provide the following core functions as fundamental components to enable enterprise-wide access and sharing of information:

- ***Universal Query*** of multiple local, regional and national information systems. Users should be able to initiate a single query that is capable of accessing multiple information systems and returning results. The user should have the ability to query all systems to which they have authorized and authenticated access, as well as the ability to specify a sub-set of systems that will be interrogated for the query.
- ***Push*** information electronically to another agency/system based on actions taken within the originating agency. Data should be electronically pushed (based on business rules that have been mutually agreed and specified) to the HIJIS framework for subsequent sharing with other authorized agencies and systems, rather than having users exchange information in paper or other manual methods.

- **Pull** information from other systems for incorporation into the recipient agency system. Users should be able to pull automated information from other agencies and systems for incorporation into their internal systems, rather than re-typing the data.
- **Publish** information regarding people, cases, events and agency actions. The information may be published to agency web sites, the HIJIS framework, or other systems for subsequent access by authorized users.
- **Subscribe** to a notification service. Users should be able to subscribe to notification services that will automatically notify them (via e-mail, pager, etc.) of significant events regarding individuals, cases and agency actions. Probation officers, for example, should be able to subscribe to automated notification of a subsequent arrest of every probationer assigned to their caseload. Similarly, other justice and governmental representatives should be able to subscribe to notification of significant events (e.g., arrests, convictions, sentencing, correctional release) regarding individuals and cases.

Guiding Principles

The following principles should guide development and implementation of the HIJIS Program:

- Data should be captured at the originating point, rather than trying to reconstruct it down the line. Collecting data at the originating point helps ensure both the accuracy of the information (it can be corrected at the source) and its timeliness.
- Data should be captured once and used many times. Rather than have agencies duplicate data which has already been captured and automated by others, efforts should be implemented that will enable users to share common information and thereby eliminate the potential of subsequent data entry errors and delays in processing.
- Integrated justice information sharing should be driven by the operational systems of participating agencies. Agencies should not have to enter data into their internal information systems, and then enter the same data into HIJIS in order to share with other authorized users. Instead, HIJIS will function to share data from the operational information systems operating within agencies.

- Justice agencies should retain the right to design, operate and maintain internal systems to meet their own operational requirements. The information sharing contemplated as part of the HIJIS Program is not designed to replace the internal information systems of each participating agency. Each agency should retain the authority to build, acquire, or otherwise implement information systems and resources that will meet their internal operational requirements. HIJIS will operate to facilitate the sharing of data between agency systems.
- Security and privacy of information will be priorities in development of integrated justice information sharing capabilities. Expanding our information sharing capabilities underscores the importance of building robust security policies and implementation of effective technologies to ensure that only authorized persons are able to access systems and data for authorized purposes. Moreover, providing the ability to access and share information from multiple sources underscores the importance of enforcing policies to ensure the privacy and confidentiality of information.
- Integrated justice information sharing initiatives should be business-driven and standards-based. Business requirements for expanded information sharing should drive the HIJIS Program, rather than simply the evolving capabilities of technology. Additionally, emerging national standards for information sharing should be adopted to facilitate greater agility in responding to changing requirements and emerging national programs.
- Integrated justice will build on current infrastructure and incorporate capabilities and functionality of existing information systems, where possible. Agencies have made significant investments in current information systems and data, and these investments should be leveraged in expanding our information sharing capabilities. Moreover, agencies should not lose any functionality of their existing system by participating in the HIJIS Program.
- Because of the singular consequences of decision making throughout the justice enterprise, establishing and confirming the positive identity of the subject is crucial. Implementing procedures and technologies that will ensure positive identification of the subject at every stage in the criminal justice process will help ensure the accuracy of decisions regarding life and liberty, and will foster respect for the justice enterprise.

- Integrated justice provides an important opportunity to analyze and reengineer fundamental business processes throughout the justice enterprise. Mapping the information exchanges among justice agencies, and between justice and non-justice agencies and other users, often identifies significant duplication in data entry, redundant processing, and circuitous business processes that are evidence of the piecemeal automation practices endemic in many jurisdictions. Careful planning and attention to detail in design sessions can illuminate fundamental flaws in information exchange that can be corrected in integrated systems development. Too often agencies have simply “paved the cow path,” rather than critically examining the dynamics of information exchange and building automation solutions that incorporate the reengineering of business processes.

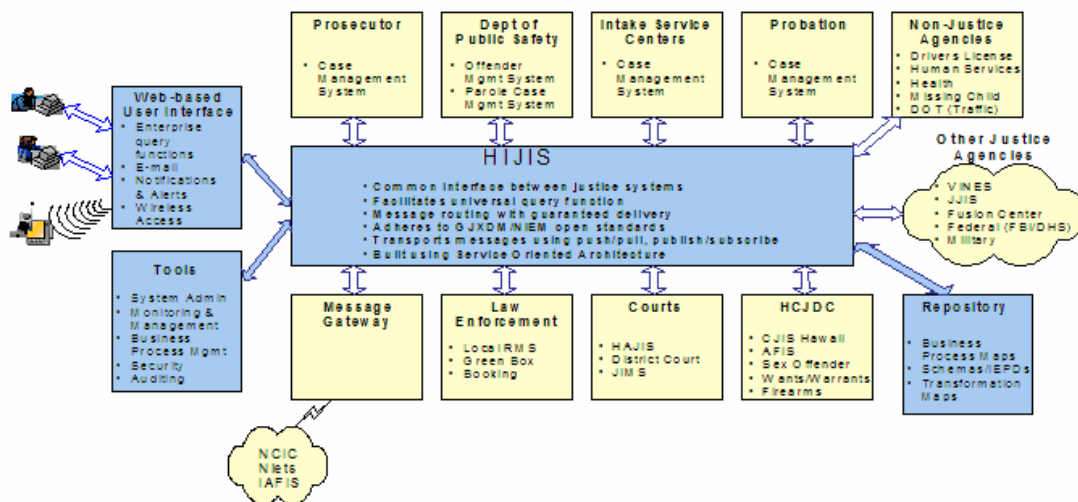
Scope

The initial focus of the HIJIS program is the primary justice agencies at state and local levels: Law Enforcement, Courts, HCJDC, Prosecution, Public Safety, Intake Services, Probation, and other justice (Victim Notification, Juvenile Justice, Intelligence Fusion Center and federal justice agencies) and non-justice agencies (e.g., Driver’s License, Human Services, Health Services). As a consequence, HIJIS development will be closely aligned with other comparable information sharing initiatives contemplated and planned at state and county levels throughout Hawaii.

The conceptual model of the HIJIS (Figure 4, below) justice information sharing framework, which appears below, is designed to portray the initial scope of the HIJIS Program and to convey the functional capabilities of the program consistent with the core functions and operational requirements articulated above. It should be noted that this conceptual model is not intended to propose specific technological solutions or to constrain or specify in any material respect the technologies that will be developed, procured and/or deployed as part of the HIJIS Program.

Figure 4
 Conceptual Model of HIJIS
 (See also Appendix C)

Conceptual Model of HIJIS Framework



The HIJIS Framework will operate to electronically push and pull information between systems in accordance with rules that user agencies develop and according to standards that will be adopted. HIJIS will enable users to initiate a universal (or *federated*) query to determine whether specific information exists in other participating systems regarding people, events, and agency actions. In addition, the Framework will enable automated notification to authorized persons or agencies of defined actions (e.g., the arrest of a person of interest or the change in their legal status).

Information will be exchanged using open system standards, such as the National Information Exchange Model (NIEM).⁵ Use of such standards enables agencies to maintain their information systems and share data in a structured manner that is consistent with comparable justice information sharing initiatives at all levels of government on-going throughout the nation. Moreover, use of such standards will accelerate the development and implementation of information sharing in Hawaii.

⁵ Additional information regarding the NIEM program is provided in Appendix B, pp. 51-52.

Beyond these functional information sharing capabilities, it should be recognized that HIJIS will quickly become a mission critical tool for justice decision makers and practitioners throughout the state and beyond. As a consequence, a comprehensive systems management and administrative capability must be in place to ensure enterprise-wide access and availability of services. HIJIS will need to be operational 24 hours per day, 7 days a week, 365 days a year. Operational performance standards must be developed to ensure business continuity, effective disaster planning and management, robust and on-going security, fault tolerance, auditing capabilities, and other service assurances associated with mission critical operational systems.

Scenarios

Identifying information exchange business requirements is best accomplished through identifying current and planned information exchanges, scenario-based planning, and information exchange mapping. Not all information an agency collects needs to be shared with other agencies or domains. Identifying precisely *what* information is exchanged between agencies is best determined by modeling relevant business practices of the domains through *scenario-based planning* and *information exchange mapping*.

Scenarios describe the business context of events, incidents, or circumstances in which information must be exchanged between agencies and/or domains. The scenario may be a terrorist attack on a city, for example, and careful elaboration of that scenario will identify critical operational points at which information must be shared between two or more agencies for effective prevention, response, and remediation. Scenarios may be used to depict current (i.e., “as is”) information exchange practices among involved agencies, thereby identifying gaps, impediments, and other flaws in business processes and data exchanges. They may also be used to characterize potential future (i.e., “to be”) environments that envision broader and more expansive information sharing, as well as changes in business practices.

Once operational scenarios and information sharing requirements have been identified, information exchange mapping is an appropriate next step to identify the precise nature and content of the data that is to be exchanged. Tools such as the Justice Information Exchange Model (JIEM) can greatly assist agencies and jurisdictions in identifying specific attributes of an information exchange, i.e., the event triggering the exchange, the agencies involved, the conditions surrounding the exchange, and the specific information shared.

The Operational Working Group has drafted three candidate scenarios (felony, misdemeanor, and penal summons) which, while not addressing each and

every form of a case that makes its way into and through the justice system in Hawaii, nevertheless represent the bulk of criminal justice cases processed on a daily basis. These scenarios are designed to portray both current practice and improvements contemplated through the HIJIS Program. Additional scenarios will doubtless be developed as the HIJIS Program continues and matures.

The candidate scenarios, which appear in Appendix A, beginning on page 36, demonstrate an array of new information sharing capabilities and business functions associated with the HIJIS Program.

Rather than relying on cumbersome paper processing and manual sharing of critical information at each stage of the criminal justice process, the HIJIS program will enable real-time information sharing among all authorized partners.

Information will automatically be routed between agencies through the HIJIS framework based on business rules that are mutually agreed to by all participating agencies. Information will be made immediately available to agencies and staff do not need to re-enter duplicate data into their internal information systems. Only that information required for authorized access and exchanges will be shared through the HIJIS framework, where business rules are applied to determine proper routing.

Where do we go from here?—A Plan for the Future

In order to achieve the enterprise-wide information sharing contemplated in this HIJIS Strategic Plan, continued planning, research, and development is required. Decision makers, operational practitioners, agency managers, and technology experts representing participating agencies are actively engaged in the HIJIS Program and each have an important and complementary role to play in building information sharing capabilities.

What follows is an overview of actions that are required to further HIJIS planning and implementation, organized by committee and working group primarily responsible for undertaking the activity. Although action items are organized by committee and working group, HCJDC will continue to provide HIJIS Program support in coordinating activities, ensuring open communication, and providing operational project management and oversight.

HIJIS Executive Committee

1. Formalize the HIJIS program through development of a formal MOA executed by participating agencies to ensure continued operation and coordinated planning and development of the HIJIS Program. The MOA should identify objectives of the initiative, governance structure and operations, and relationship of the program to on-going operations of participating agencies.
2. Identify operational and policy drivers that will influence development priorities for the HIJIS Program in the short and long term:
 - a. Court rule that requires the prosecutor to file *written* complaints in court beginning July 2008;
 - b. A statewide unified Wants & Warrants system that will enable users to quickly post warrants, determine whether a person has an outstanding warrant, and indicate when a warrant has been executed;
 - c. Compliance with the Adam Walsh Act and active participation in the Amber Alerts program requires effective and timely enterprise-wide information sharing;⁶
 - d. Intelligence Fusion Centers are being developed in jurisdictions throughout the nation and are a key element in the *National Strategy for Information Sharing*. Preliminary planning has begun in Hawaii and HIJIS will be a crucial

⁶ Adam Walsh Child Protection and Safety Act of 2006, 42 USC 16901, Public Law 149-208, 109th Congress, and *Prosecutorial Remedies and Other Tools to end the Exploitation of Children Today Act of 2003*, [Amber Alerts] Public Law 108-21, 108th Congress.

- source of data access and sharing for the Hawaii Intelligence Fusion Center;
- e. Providing real time positive identification, i.e., the ability to identify an offender or applicant in a real time fashion, is essential in order to do a day's work in a day, and to ensure accurate and appropriate decision making at every stage in the justice process;
 - f. Criminal history and mental health checks for firearms purchases has become a significant priority, particularly in light of the recent Virginia Tech tragedy. Supplementing the criminal history record with mental health data is required and building information sharing capabilities, and addressing policy and privacy issues, are critical next steps;
 - g. The FBI's Next Generation IAFIS program, which enables automated fingerprint identification and sharing, will have tremendous strategic impact on the State Identification Bureau functions of the HCJDC;
 - h. Recent legislation requires DNA samples of more classes of offenders than previously identified. There is a need to identify who these offenders are and where they are located so samples can be collected and tracked;
 - i. Department of Public Safety needs to be able to determine the length of a defendant's confinement prior to sentencing in order to accurately calculate credit for time served;
 - j. Enforcement and tracking of sex offender registrants has become a big priority. If the 'system' can know right away when a qualifying sex offender is convicted, released, etc., then registration and tracking, and therefore enforcement, can be more timely and complete;
 - k. Applicant and non-criminal justice use of criminal history records and other traditional criminal justice services are redefining the central repository. Building information sharing capabilities to respond to this expansive and accelerating demand is essential.
3. Identify policy, legislative and operational issues associated with HIJIS planning, development and implementation, and formulate recommendations for changes in policy, operations, and legislation to facilitate HIJIS information sharing. For example, electronic filing of documents and provisions to enable signatures will greatly facilitate timely sharing of critical information and recording of documents.
 4. Examine and, where necessary, extend the membership of the existing HIJIS Executive Committee and the Operational and Technical Working Groups in order to reflect the objectives of the HIJIS

Program and ensure appropriate engagement and investment in the Program by decision makers, practitioners, and technical representatives of relevant agencies and domains.

5. Identify funding requirements and sources to ensure on-going support for the HIJS Program, and develop cost estimates and project time tables for development and implementation.

HIJS Operational Working Group


6. Monitor and, assuming effective implementation that demonstrates business value and appropriate return on investment, expand the Horizontal Integration Pilot (HIP) project which is being deployed in Hawaii County to other sites in Hawaii. The HIP project is designed to facilitate the automated exchange of arrest and booking information between law enforcement, Department of Public Safety, and the Prosecutor, in order to assist the Intake Service Center (ISC), the Prosecutor, and the Community Corrections Center in electronic information sharing. A necessary first step is to monitor and document the status, business value, and operations of the HIP project in its pilot implementation. HIP represents a demonstration of the use of technology, and an opportunity to assess the tangible business value in automating data exchanges between agencies. Every effort should be made to assist and drive participating agencies in the expeditious implementation of this pilot and documentation of lessons learned and business benefits realization.
7. Further elaborate the operational scenarios that have been built for felony, misdemeanor, and penal summons processing. Validate the scenarios with users across the justice community and identify priority exchanges from these scenarios. Conduct further research to:
 - a. Identify what information sharing capabilities we might immediately implement either through development of technologies or through enhancements or modifications to existing business practices;
 - b. Identify those information sharing capabilities that we cannot immediately implement and why (e.g., lack of infrastructure to facilitate information sharing between agencies, lack of critical systems within specific agencies to automate the collection and processing of relevant data, lack of policies or efficient business practices to enable timely capture and sharing of data, etc.);
 - c. Assess and document the business and operational consequences for our current inability to share information and the value associated with enabling automated sharing;

- d. Develop priorities to address these specific instances of information collection, processing, and exchange (e.g., pushing arrest information to the prosecutor to initiate charging documents, to ISC for intake processing, and to courts for assistance in creating daily court calendars);
- e. Begin implementing pilot programs to address priority information sharing as identified and approved by the Executive Committee. Examples of potential pilot projects might be:
 - 1) Lights-Out fingerprint processing. While this project is already underway between the HCJDC and law enforcement agencies statewide, site visits to correctional institutions demonstrated that not all correctional facilities routinely capture and share electronic fingerprints or digital mugshot photos. Given the central importance of positive identification throughout the whole of the justice enterprise, this might well be an effort that could be quickly achieved within a relatively short time-frame and would clearly further the objectives of the HIJIS program;
 - 2) Single Sign-On pilot, that would enable operational users in different agencies to access multiple systems through a secure Single Sign-On capability (rather than forcing users to remember multiple user names and passwords, and to log in and out of multiple systems to obtain information regarding a single person and/or case);
 - 3) Implementation of policies and installation of equipment to ensure timely and accurate collection and sharing of automated digital mugshot photos in all law enforcement and correctional agencies statewide.
- 8. Monitor current and emerging programs and initiatives among justice and non-justice agencies statewide that may significantly impact justice information processing and sharing throughout the State of Hawaii (e.g., monitoring the status and directions of the JIMS and the JJIS projects). Work closely with HIJIS participating and candidate agencies to further understand the status of their internal IT projects and future directions, facilitate planning and development of systems that will enable information sharing with HIJIS, and ensure proper alignment with the HIJIS Program.
- 9. Begin development of an HIJIS Performance Dashboard for Criminal Justice Operations:

- a. Identify key performance metrics, sources of data, methods for quantifying and reporting information;
 - b. Work with agencies to collect, analyze, and report performance metrics;
 - c. Develop on-line reporting capabilities and begin sharing information.
10. Develop and execute a formal communications plan for the HIJIS Program that will enable effective communication of Program status, benefits, and ensure consistent messaging with program participants, stakeholders, partners at all levels of government, and the general public.

HIJIS Technical Working Group

11. Develop the technical architectural specifications for HIJIS:
- a. Begin the architecture development effort by articulating the specific decisions the architecture will support; vet this list with the state CIO's office to determine any areas of shared purpose and opportunities for collaboration;
 - b. Continue to monitor the Justice Reference Architecture (JRA) initiative, and leverage JRA components as they become available;
 - c. Engage with other states (Maine, Washington, Pennsylvania, others) that are basing their justice information sharing architectures on SOA;
 - d. Plan to pilot the HIJIS architecture with a relatively simple exchange implementation soon after the completion of the initial version;
 - e. Seek to establish the standard terminology, service identification methodology, and service description standards in the architecture first, and ideally by February 2008, so these are in place to support initial modeling of exchanges expected to begin around that time;
 - f. Address specific concerns raised regarding support for federated identity, reliable messaging, high availability of HIJIS sharing, and privacy sooner rather than later; aim to identify business requirements in these areas in time to develop architectural mechanisms and infrastructure investment recommendations as needed in early 2008;
 - g. Maintain the current engagement and strong support for HIJIS among the members of the Technical Working Group and ensure their strong participation in the architecture development effort through effective communication and direct involvement;

- h. Early in the architecture development process, identify additional training needs for stakeholders (likely candidates: NIEM, JIEM Methodology, Business Process Modeling Notation (BPMN), web services, and Global privacy and security guidelines).
 - 12. Coordinate the HIJIS technical architectural development with the State's Information and Communication Services Division (ICSD) and the City and County of Honolulu's Department of Information Technology (DIT) to ensure alignment with technical directions in building statewide standards, technological architecture, information systems security, and information sharing infrastructure.
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Performance Management

As noted earlier in this plan, the HIJIS Program is designed to improve the secure, timely, and efficient access and sharing of critical information at key decision points throughout the whole of the justice system in order to improve public safety and enhance the quality of decision making, while respecting the privacy of citizens. A key element of managing the performance of our information sharing capabilities, and of the HIJIS Program itself, is developing key performance indicators and actively monitoring and tracking specific performance metrics.

The notion of performance measurement typically spans a broad array of domains covering program outcome assessment, project management, investment appraisal, and operational management activities. Fundamentally, performance measurement (and performance *management*) is designed to answer a series of elementary questions:

1. *Are we doing the right things*, i.e., are the projects we are implementing properly aligned with the strategic goals of the program and are they likely to produce the outcomes projected? **Program Outcome Assessment** is designed to assess the extent to which we are meeting operational objectives of the HIJIS program, i.e., building more, better, faster, and cheaper information sharing that in turn improves public safety and homeland security, enhances the quality of justice, and provides greater efficiency of operations.
2. *Are we doing things right*, i.e., are the projects operating as planned, within budget, on time, on task, and on target? **Project Management** is designed to measure, monitor, and manage specific projects to ensure that they are being implemented effectively and according to the plan.
3. *Is the investment we are making in this program appropriate*, i.e., is the financial investment we are making in this program justified based on cost savings, cost avoidance, social and/or political benefits, risk management, and projected return on investment (ROI)? **Investment Appraisal** focuses on the financial business case of the program and monitoring ROI.
4. *How can we manage our day-to-day operations more effectively with performance measures*, i.e., how can we build performance measurement into an effective and on-going management paradigm that enables us to dynamically monitor and adjust operations for greater efficiency and effectiveness? **Operational Management**

focuses on using performance measures to monitor and manage day-to-day operations of agencies and enterprises.

The HIJIS Program will construct an on-line Performance Dashboard based on key performance indicators mutually agreed to by the HIJIS governance team. The HIJIS Performance Dashboard will build upon baseline measures of current operations and regularly monitor changes associated with expanded information sharing capabilities.

The measures will feature metrics not only associated with expanding access and improving sharing of information, but will also monitor the business consequences associated with these changes in operations. For example, it is expected that HIJIS will improve data quality and timeliness, as well as reduce the time and effort required to re-enter data which has already been automated by practitioners in participating agencies. These are factors which can be objectively measured and monitored. Moreover, there is an expectation that expanding automated access to timely information and electronically sharing information between agencies will reduce delays in criminal justice processing and improve the quality of decision making. These factors are perhaps more difficult to measure, but no less important as tangible consequences of the investments that are made to improve information sharing.

Program staff will work closely with the HIJIS governance team to identify appropriate measures and performance targets, and with participating agencies in developing data collection and analysis methodologies to regularly monitor and report performance metrics for the HIJIS program.

Conclusion

Justice and governmental officials and operational practitioners throughout Hawaii have long recognized the importance of effective information sharing across the whole of the justice and public safety enterprise. The objectives and needs for information sharing that have historically been generally discussed have evolved over this past year, with considerable advice and input from users representing a broad spectrum of participating agencies, into a more structured and substantive program with formal and continuing governance, keen understanding of current operations and needs, and clear vision, objectives and future directions.

The active and enthusiastic participation in this strategic planning effort over the past nine months by key decision makers, operational practitioners, and technology experts representing all participating agencies demonstrates an impressive level of commitment and a substantive investment in the HIJIS Program.

As a business-driven, technology enabled program, HIJIS is designed to build information sharing and access among both justice and non-justice agencies and users. This *Strategic Plan* articulates the business and technology strategy for moving forward. Planning and development activities will be structured with short-term pilot implementations and projects designed to build incremental change and demonstrate the operational value of expanding access and information sharing. Funding for the initiative will be crucial, so short term projects that demonstrate the business value of effective information sharing will be a priority.

Appendix A

Candidate HIJIS Scenario: Adult Felony

Law Enforcement:

Begins with a law enforcement officer stopping a person in the field:

- Positively identify the person they're dealing with.
- Determine whether there are any:
 - outstanding warrants
 - criminal history record
 - officer safety issues (firearms violations, assaultive behavior, escapes)
 - "Be On the Look Outs" (BOLOs).
- The person is taken into custody and transported for booking.

At Booking:

- Demographic and charging information regarding the person is captured:
 - Digital Mugshot
 - Digital Fingerprints (Lights Out identification)
 - NCIC checks
- This information is *pushed* to HIJIS, which in turn *pushes* to:
 - CJIS-Hawaii
 - Intake Services
 - Prosecutor
 - Courts
 - Paroling Authority (if subject is on parole)
 - Sheriff
 - Immigration and Customs Enforcement ((ICE), if a foreign national)
- HIJIS triggers *notifications* of the arrest of the person to:
 - Probation, Parole, Corrections, Intake, Prosecutors, Others (Health, Immigration, Human Services, Education, etc.) who have "subscribed"

The Prosecutor:

- Receives the arrest information in suspense.
- Reviews the information and accepts (*pulls*) the information into their case management system (CMS).
- Accesses CJIS-Hawaii criminal history record, as well as reviews their case management system for prior prosecutions.
- Records charging information (complaint) in their CMS, which in turn is *pushed* to HIJIS.
- HIJIS *pushes* complaint/charging information to:

- Court for production of the court calendar
- Law enforcement
- ISC
- Public Safety

The Intake Service Center:

- Receives the arrest information in suspense.
- Reviews the information and accepts (*pulls*) the information into their case management system (CMS).
- Accesses CJIS-Hawaii criminal history record, as well as reviews their case management system for prior arrests and pre-trial performance (did they previously show or fail to appear?).
- Records pre-trial information regarding the defendant in their CMS, completing their Initial Intake Information and Intake/Assessment Form.
- Any bail recommendation and proposed Supervised Release conditions are recorded and *pushed* to the court.

The Courts:

- Receives the arrest information from police in suspense.
- Receives the custody log from law enforcement.
- Receives the arrest/charging information from prosecutor in suspense.
- Reviews the information and accept (*pulls*) the information into their case management system (CMS) for production of the Court Calendar.
- The court calendar is *pushed* to HIJIS, which in turn *pushes* the calendar to:
 - Prosecutor
 - Law Enforcement
 - ISC
 - Public Safety
- At court, actions are taken, including:
 - Defendant is arraigned
 - Probable cause is found (preliminary hearing)
 - Case is continued to a future date
 - Bench warrant is issued (failure to appear)
 - Bail is raised or lowered
 - Supervised release is ordered
 - Sentence is imposed, etc.
- Disposition/action is recorded in the court's CMS, and this information is *pushed* to HIJIS, which in turn *pushes* information to:
 - Prosecutor
 - Law Enforcement
 - ISC

- Public Safety
- CJIS-Hawaii
- Public Defender, etc.
- In cases where the defendant is:
 - Adjudicated and a pre-sentence investigation is ordered:
 - Court disposition is *pushed* to HIJIS, which in turn *pushes* case information and the disposition to probation, where it is received in suspense.
 - Probation *pulls* the information into their CMS (PROBER or Caseload Explorer).
 - Probation accesses CJIS-Hawaii criminal history record, completes LSI as their assessment tool in CYZAP, and produces the Pre-Sentence Investigation.
 - The Pre-Sentence Investigation (PSI) is then *pushed* to HIJIS, which in turn *pushes* to:
 - Court
 - Prosecutor
 - Defense attorney/public defender.

Note: The PSI is confidential pursuant to HRS 806-73.
 - Sentenced to probation:
 - Court disposition (sentence, together with probation conditions, Geo-restrictions (e.g. weed & seed), etc.) is *pushed* to HIJIS, which in turn *pushes* case information and the disposition to probation, where it is received in suspense.
 - Probation *pulls* the information into their case management system (e.g. PROBER or Caseload Explorer), inputs additional information, including assignment of a probation officer for supervision of the case, development of a program of treatment, etc.

The Correctional Facility:

- Regardless whether the subject arrives pre-trial or as a sentenced offender, information regarding the person, the charges pending or adjudicated, bail status and/or sentence (if applicable) is *pushed* in suspense from HIJIS from earlier transactions in the legal system.
- Corrections *pulls* the information into their corrections information system (CIS).
- The inmate is booked into the facility, including:
 - Digital fingerprints & photograph are captured and *pushed* to HIJIS, which in turn *pushes* to CJIS-Hawaii (some question at this point whether a full set of prints are captured, or only verification).

- DNA sample is taken (if a felony conviction) and this information is recorded in CIS and *pushed* to HIJIS, which in turn *pushes* to CJIS-Hawaii.
- Corrections *pulls* information regarding time already served in confinement from CJIS-Hawaii or other sources for sentence computation.
- There after, movement of the inmate to other facilities is *pushed* to HIJIS, which in turn *pushes* to CJIS-Hawaii (and potentially others).
- At correctional discharge, the discharge is captured by corrections and *pushed* to HIJIS, which in turn *pushes* to
 - CJIS-Hawaii
 - Prosecutor
 - Law enforcement and others
 - Victim notification (potentially)
- For qualified Sex Offenders, corrections captures digital fingerprints and mugshots, which are *pushed* to HIJIS, which in turn *pushes* to:
 - CJIS-Hawaii for inclusion in criminal history record.
 - Local law enforcement agency notifying them of the pending release of the Sex Offender to their jurisdiction with the requirement that the Offender personally register within three days of actual release. (Note: Additional detail regarding this registration of Sex Offenders is being developed)
 - Local law enforcement captures the full registration of the Sex Offender, including digital fingerprints and mugshot, which is *pushed* to HIJIS, which in turn *pushes* to CJIS-Hawaii and the Sex Offender Registry.

The Paroling Authority:

- Receives the correctional discharge to parole information in suspense from HIJIS.
- Parole reviews the information and accepts (*pulls*) the information into their case management system (CMS), and records which parole officer is assigned and thereafter the officer records program compliance and supervision information, which is *pushed* to HIJIS which triggers *notifications* to those who have subscribed.
- Local law enforcement is potentially *notified* of the release of the offender to the community.

Candidate HIJIS Scenario: Adult Misdemeanor - Shoplifting

A retail establishment calls the police to notify them of the citizen's arrest of a suspected shoplifter:

- A law enforcement officer is dispatched to the scene.
- A Citizen's Arrest Report (Form 252) is completed by a representative of the retail establishment.
- The officer will establish the identify the suspect to determine whether there are any:
 - Outstanding warrants
 - Criminal history record
 - Officer safety issues (e.g., firearms violations, assaultive behavior, escapes, etc.)
 - BOLOs associated with the suspect
- The officer completes an arrest report and takes digital photos of the stolen items, together with their price tags, and these digital photos can be uploaded and linked to the case file.
- Depending on the circumstances (e.g., the nature and amount of the theft, background of the suspect, etc.), the officer may take the suspect into custody.
 - Non-Custody:
 - If the suspect is not taken into custody, the law enforcement officer will issue a summons to appear in court on a specific day and time. This information will be entered into the law enforcement case management system, and it will be pushed to HIJIS, which in turn pushes to Prosecutor and Court systems, as well as others (e.g., CJIS-Hawaii);
 - Custody:
 - If the suspect is taken into custody by the law enforcement officer, defendant is transported to the booking facility
 - At Booking: Demographic and charging information regarding the defendant is captured:
 - Digital Mugshot
 - Digital Fingerprints (Lights Out identification)
 - NCIC checks
 - This information is pushed to HIJIS, which in turn pushes the information to:
 - CJIS-Hawaii
 - Intake Services
 - Prosecutor
 - Courts
 - Paroling Authority (if subject is on parole)

- Sheriff
 - ICE (if a foreign national)
 - HIJIS triggers notifications of the arrest of the person to:
 - Probation, Parole, Corrections, Intake, Prosecutors, Others (Health, Immigration, Human Services, Education, etc.) who have “subscribed”
- If the case is a misdemeanor, the Arresting Agency sets bail for the defendant according to a schedule and this information is recorded in the agency’s Booking System, and this information is pushed to HIJIS, and in turn pushed to Prosecutor and Judiciary;
 - If the defendant can post the bail, he/she is released on bail pending disposition of the case and this information is pushed to HIJIS, and in turn pushed to Prosecutor and Judiciary;
 - If bail cannot be posted, the defendant is held in custody pending disposition and this information is pushed to HIJIS, which in turn pushes to Prosecutor and Judiciary.
- The scenario is slightly different for rural jurisdictions, which do not maintain long term custody facilities.
 - The defendant will be booked in the jurisdiction (as above). In Honolulu, if the defendant cannot post bail, they are transported to downtown Honolulu for custody.
 - Once the defendant goes to court, the judge may transfer the case back to the rural jurisdiction for continued arraignment.
- If the case is a felony, the defendant is held pending bail determination by the Judiciary and the case progresses as defined in the Felony Scenario.

The Prosecutor:

- Receives the arrest information in suspense.
- Reviews the information and accepts (pulls) the information into their CMS.
- Accesses CJIS-Hawaii criminal history record, as well as reviews their case management system for prior prosecutions and makes a determination of charge.
- Records charging information (complaint) in their CMS and generates an electronic complaint, which is pushed to HIJIS.
- HIJIS pushes complaint/charging information to:
 - Court for production of the court calendar
 - Law enforcement
 - ISC
 - Public Safety

The Intake Service Center:

- Receives the arrest information in suspense.
- Reviews the information and accepts (pulls) the information into their CMS.
- Accesses CJIS-Hawaii criminal history record, as well as reviews their case management system for prior arrests and pre-trial performance (did they previously show or fail to appear?).
- Records pre-trial information regarding the defendant in their CMS, completing their Initial Intake Information and Intake/Assessment Form.
- Any bail recommendation and proposed Supervised Release conditions are recorded and pushed to HIJIS, which in turn pushes to the court.

The Courts:

- Receives the arrest information from police in suspense.
- Receives the custody log from law enforcement.
- Receives the arrest/charging information from prosecutor in suspense.
- Reviews the information and accept (pulls) the information into their CMS for production of the Court Calendar.
- The court calendar is pushed to HIJIS, which in turn pushes the calendar to:
 - Prosecutor
 - Law Enforcement
 - ISC
 - Public Safety
- At court, actions are taken, including:
 - Defendant is arraigned
 - Probable cause is found (preliminary hearing)
 - Case is continued to a future date
 - Bench warrant is issued (failure to appear)
 - Bail is raised or lowered
 - Supervised release is order
 - Sentence is imposed, etc.
- Disposition/action is recorded in the court's CMS, and this information is pushed to HIJIS, which in turn pushes information to:
 - Prosecutor
 - Law Enforcement
 - ISC
 - Public Safety
 - CJIS-Hawaii
 - Public Defender, etc.

- In cases where the defendant is:
 - Adjudicated and a pre-sentence investigation is ordered:
 - Court disposition is *pushed* to HIJIS, which in turn *pushes* case information and the disposition to probation, where it is received in suspense.
 - Probation *pulls* the information into their CMS (PROBER or Caseload Explorer).
 - Probation accesses CJIS-Hawaii criminal history record, completes LSI as their assessment tool in CYZAP, and produces the Pre-Sentence Investigation.
 - The Pre-Sentence Investigation is then *pushed* to HIJIS, which in turn *pushes* to:
 - Court
 - Prosecutor
 - Defense attorney/public defender.

Note: The PSI is confidential pursuant to HRS 806-73.
 - Sentenced to probation:
 - Court disposition (sentence, together with probation conditions, Geo-restrictions (e.g. weed & seed), etc.) is *pushed* to HIJIS, which in turn *pushes* case information and the disposition to probation, where it is received in suspense.
 - Probation *pulls* the information into their CMS (PROBER or Caseload Explorer), inputs additional information, including assignment of a probation officer for supervision of the case, development of a program of treatment, etc.

The Correctional Facility:

- Regardless whether the subject arrives pre-trial or as a sentenced offender, information regarding the person, the charges pending or adjudicated, bail status and/or sentence (if applicable) is *pushed* in suspense from HIJIS from earlier transactions in the legal system.
- Corrections *pulls* the information into their corrections information system (CIS).
- The inmate is booked into the facility, including:
 - Digital fingerprints & photograph are captured and *pushed* to HIJIS, which in turn *pushes* to CJIS-Hawaii and the Statewide Mugphoto System.
 - DNA sample is taken (if a felony conviction) and this information is recorded in CIS and *pushed* to HIJIS, which in turn *pushes* to CJIS-Hawaii.

- Corrections *pulls* information regarding time already served in confinement from CJIS-Hawaii or other sources for sentence computation.
- There after, movement of the inmate to other facilities is *pushed* to HIJIS, which in turn *pushes* to CJIS-Hawaii (and potentially others).
- At correctional discharge, the discharge is captured by corrections and *pushed* to HIJIS, which in turn *pushes* to:
 - CJIS-Hawaii
 - Prosecutor
 - Law enforcement and others
 - Victim notification (potentially)

Candidate HIJIS Scenario: Penal Summons Case Processing

Penal Summons can be initiated in at least two ways:

- Victim calls law enforcement with a complaint of Terroristic Threats or Harassment:
 - Officer dispatched
 - Incident report is generated by the officer and *pushed* to HIJIS, which *pushes* to Prosecutor
 - Prosecutor *pulls* the incident report into their CMS and generates a complaint
- Victim contacts prosecutor:
 - Prosecutor drafts a complaint
 - Complaint summons sent to court
 - Filed at court or court stamps it as received
- Court enters it into their system:
 - Complaint either sent by court or prosecutor to police to serve
 - Police log receipt of complaint
 - Kauai Police Department and Hawaii County Police enter the complaint into their RMS
 - Honolulu Police Department does not track them
- Police serve the complaint and record the service and assign a court date, which is pushed to HIJIS, which pushes to Court and Prosecutor:
 - Suspect receives deferred acceptance of guilty plea (DAG) or deferred acceptance of no contest plea (DANC) (90% compliance)
- On assigned date, the defendant is arraigned and follows other judicial processes already identified.

Appendix B: A Primer on Justice Information Sharing

Introduction⁷

Integrated justice information sharing generally refers to *the ability to access and share critical information at key decision points throughout the justice enterprise*. It should be noted that integration also includes the sharing of information with traditionally non-justice agencies (for example, other governmental agencies, health and human services organizations, treatment service providers, schools and educational institutions, licensing authorities, etc.) and with the public, which is increasingly demanding greater and more varied access to an expanding array of government information and services. Moreover, this information sharing and access extends across agencies and branches of government at the local level (that is, *horizontal integration*), as well as interested parties in other local, state and federal jurisdictions (that is, *vertical integration*), and may well include civil information, such as non-support orders, civil orders of protection, etc.

Key Concepts

Building integrated justice information systems does not mean that all information between agencies is shared, without regard to the event, the agencies involved, or the sensitivity of the information available. Rather, agencies need to share critical information at key decision points throughout the justice process. There is explicit recognition that this sharing of information can be accomplished by any of a variety of technical solutions, or a combination of technical solutions, including data warehouses, consolidated information systems, middleware applications, standards-based document sharing, etc. Integrated justice does not presume any particular technological solution or architectural model.

Moreover, the integration of justice information is properly viewed as a broad and significant *process* that is dynamic and multifaceted in nature, and part of the ongoing evolution in justice business practices, not as a simple project to share information with discrete beginning and termination points. Building integration and information-sharing capabilities in justice often required fundamental changes in business practices across agencies and jurisdictions, and between branches of government. As a consequence, integration typically

⁷ Much of the material in this Primer is taken from or adapted from David J. Roberts, *Integration in the Context of Justice Information Systems—A Common Understanding* (Sacramento, CA: SEARCH Group, Inc.) 2001, and David J. Roberts, Lawrence Webster, Amir Holmes, *Planning for the Integration of Justice Information Systems: Developing the Justice Information Exchange Model (JIEM)—Final Project Report* (Sacramento, CA: SEARCH Group, Inc.) 2002.

raises important legal, constitutional and policy issues that must be addressed. Moreover, integration and sharing of information between justice agencies, with other governmental agencies, and with the general public raises new and important privacy and confidentiality issues that must also be addressed.

Integration also affords an important opportunity to *reengineer operations* in substantive respects. Mapping the information exchanges among justice agencies, and between justice and non-justice agencies and other users, often identifies significant duplication in data entry, redundant processing and circuitous business processes that are evidence of the piecemeal automation practices endemic in most jurisdictions. Careful strategic planning and attention to detail in design sessions can illuminate fundamental flaws in information exchange that can be corrected in integrated systems development. Too often agencies have simply “paved the cow path,” rather than critically examining the dynamics of information exchange and building automation solutions that incorporate the reengineering of business processes.

Defining integrated justice information sharing as “the ability to access and share critical information at key decision points throughout the justice enterprise” properly focuses attention on *information sharing* as the principal objective. Justice agencies have a series of *information exchanges* — or transactions — at these decision points. At booking, for example, the arresting agency typically transmits certain information regarding the arrestee to the State criminal history records repository (for example, name, age, sex, race, driver’s license number, electronic image of the arrestee’s fingerprints, etc.) to record the arrest transaction in the instant case, but also to verify the arrested person’s identity and determine whether the person has a criminal history record in the resident state, or in other jurisdictions around the nation. In addition, this transaction may also query other state and national information systems to determine whether there are any outstanding warrants, detainers or other holds on the arrestee. Moreover, this transaction may also trigger automatic “notification” of the arrest to the state or county Department of Human Services (DHS), for example, if the arrestee is a foster parent on whom DHS has “subscribed” for “notification” of arrests for disqualifying offenses, as well as similar notifications to the Departments of Health, Motor Vehicles, Education, etc.

For these transactions, the local arresting agency does not need to share all information regarding the arrestee or the event leading to the arrest, but only that information necessary for the discrete transactions “check for outstanding warrants” and “verify identity and report arrest transaction to the criminal history repository.” These same transactions are completed by law enforcement agencies throughout the nation whenever they make an arrest.

These transactions, and many other routine information exchanges and queries, might be characterized as *conversations*, that is, discrete exchanges of information between two or more agencies. These conversations occur at regular events (for example, at arrest, charging, initial appearance, adjudication, sentencing, licensing, registration, etc.), and it is believed that the transactions are remarkably consistent in jurisdictions throughout the nation.

Some of the conversations are very basic: “Give me information on anyone with a like name and date of birth,” followed by, “Here is the information you requested on all the subjects I have with similar names and dates of birth.” In this conversation, the agency requested information from another agency, which returned nonspecific information; the sending agency did not need to know how the requesting agency would use the information or what further actions the requesting agency might need to take. Other conversations affect the recipient system more directly: “Here is a disposition report and sentence to append to a specific person’s criminal history record.” This conversation requires the recipient agency to know exactly to whose record the new information should be appended in order to store it in its database. It might also trigger some form of notification to other interested agencies.

Some conversations can be complex: “Based on the enclosed set of charges, issue a warrant for the subject’s arrest,” followed by, “I will set up a case and issue a warrant, while notifying the sheriff whose jurisdiction this falls under, and at the same time indicating the geographic radius for extradition based on the seriousness of the offense.” In this instance, subsequent conversations might yield entry of the warrant in local, state and national warrant systems. The analogy to a “conversation” is particularly appropriate, given the nature of the information exchanges contemplated in integrated justice. The exchange is complex and evolving: one agency may initiate an exchange, which will trigger a response by a second (recipient) agency; this response, in turn, may trigger additional value-added exchanges by the (original) initiating agency, which can then incorporate information — such as a State Identification number (SID) — generated in the first exchange.

Content is a fundamental component of the conversation or exchange. The substance of the exchange is the information itself. Exchanges, to be effective, must convey appropriate information (that is, information that is relevant and responsive) in sufficient detail to meet the needs of the initiating/recipient agency.

In addition to content, however, it is also important to recognize that these exchanges, like conversations, must have both a *context* and a *protocol*.

Parties to a conversation must have some agreement, formal or implicit, that their communication is going to focus on a topic of relevance (or at least interest) to each party, and there may be specific objectives for the conversation. For example, a query of a statewide warrant system to determine whether an arrestee has an outstanding warrant, or sending disposition and sentencing data to the criminal history records repository to update an offender's criminal history record.

In addition to context, there must also be agreement regarding the protocol for the conversation, which may include such elements as the language that will be used, the roles of the participants, and how misunderstandings will be resolved. Automated exchange of charging information between the local prosecutor and the local court must be in terms that are understandable and interpretable by both. Local jails, for example, may be required to submit booking records, fingerprint images and mugshots to the state criminal history records repository in mutually agreed-upon formats for the repository to properly interpret the information and append it to the appropriate record. Protocol, in the context of justice information sharing, largely refers to *standards* that enable sharing of critical information.

Many of the primary events that trigger conversations between agencies in the criminal justice process were generally identified in the excellent schematic of the criminal justice process created in 1967 for the President's Commission on Law Enforcement and the Administration of Justice⁸, recently updated by the Bureau of Justice Statistics, U.S. Department of Justice⁹. From this historical research, and from the ongoing work of several jurisdictions in integrated systems implementation, we know many of the key events that trigger the conversations, the agencies involved, and the general nature and content of information exchanged in the conversations. It is important to note, however, that this schematic represents the general life cycle of criminal justice case processing, not the systematic processing of information throughout the entirety of the justice enterprise.

Documenting the key information exchange points, and the context and content of the conversations that occur at each of these events—that is, creating an accurate model of justice information system processing, which includes identifying common events that trigger conversations, the agencies involved, the nature and content of these conversations, and the exchange

⁸ President's Commission on Law Enforcement and the Administration of Justice, *The Challenge of Crime in a Free Society* (Washington, D.C.: Government Printing Office, 1967).

⁹ See revised schematic at <http://www.ojp.usdoj.gov/bjs/flowchart.htm>

conditions affecting the transactions—will greatly facilitate integrated systems planning and design.

The SEARCH JIEM methodology, supported by the JIEM Tool, enables jurisdictions to model information sharing among justice and other agencies. JIEM supports the capture and analysis of detailed information regarding the processes, events, agencies, information, and exchange conditions associated with justice information integration.¹⁰ Jurisdictions throughout the nation are using JIEM to document, model, and elaborate their information exchanges, and this Tool is increasingly being used in a variety of disciplines across the justice, public safety, emergency/disaster management, intelligence, and homeland security domains. Additionally, JIEM is evolving to tie even more closely to standards development efforts, such as the GJXDM¹¹ and the NIEM.¹² It is anticipated that information exchanges contemplated in the HIJS Program will be modeled using the JIEM tool in subsequent phases of this strategic planning process.

Benefits

- Agencies throughout the State are working together to expand their information sharing capabilities across more systems, more agencies, and to automate more exchanges.
- We will be able to make better and more informed decisions by having access to relevant, timely, accurate and complete information.
- Information will be shared more quickly between agencies, reducing delay and providing greater agility in responding to and addressing new information sharing requirements.
- We will be more efficient and reduce costs by eliminating duplicate data entry and timely manual information sharing processes.

Universal Functions & Requirements

The following have been identified as core functions that are universally contemplated in integrated justice information sharing initiatives throughout the nation and around the world.

- *Query* local, regional and national information systems.
- *Push* information to another agency based on actions taken within the originating agency.

¹⁰ For more details regarding the JIEM Tool and methodology, *see* <http://www.search.org/programs/info/jiem.asp>.

¹¹ For more information regarding GJXDM, *see* http://www.it.ojp.gov/topic.jsp?topic_id=43.

¹² For more information regarding NIEM, *see* <http://www.niem.gov/>.

- *Pull* information from other systems for incorporation into the recipient agency system.
- *Publish* information regarding people, cases, events and agency action.
- *Subscribe* to a notification service.

Information Sharing Standards

Growing recognition by the justice community in early 2000 of the power of extensible mark-up language (XML) as a data exchange standard, powered by its widespread adoption and use throughout private industry, led to a host of independent initiatives to build XML standards for specific justice exchanges. States were in the process of developing standardized criminal history records in XML format (and Nlets was moving to XML standards as well and would share these state-level criminal history records with justice agencies nationwide). The Regional Information Sharing Systems (RISS) programs were building XML standards to facilitate information sharing among their participants, and court administrators were building XML standards for electronic filing in judicial proceedings.

The US Department of Justice (USDOJ), through efforts of the Global Justice Information Sharing Initiative (Global) and the Bureau of Justice Assistance (BJA), brought representatives of these three groups together to begin coordinating their development of XML standards. The American Association of Motor Vehicle Administrators (AAMVA), who were also building XML standards for sharing of drivers license and vehicle registration information, were soon added to the group and their efforts were also coordinated.

Following these initial efforts, other perspectives were brought to the development of justice XML standards through the Integrated Justice Technical Working Group of LegalXML/OASIS. This group contributed other state and local efforts and research which identified priority information exchanges, and engaged the Georgia Tech Research Institute (GTRI) in developing a robust technical foundation and framework for justice XML standards. Global continued and leveraged this effort, ultimately funding development of the GJXDM, the XML Structure Task Force (XSTF), and continued support by GTRI.

Over the past six years, hundred of justice agencies at all levels of government have adopted GJXDM, which is presently in release 3.0.3. Nlets was an early and significant adopter of the GJXDM as the core of their message switch. Each month over 750,000 XML rap sheets (i.e., criminal history records) alone are shared over Nlets and all Nlets transactions are available in GJXDM 3.0 format. The private sector has also adopted Global XML standards and

solution providers are actively building information systems and data exchange solutions that are GJXDM conformant.

NIEM, the National Information Exchange Model, expands information sharing capabilities beyond the justice domain (the province of GJXDM) to effectively and efficiently share critical information at key decision points throughout the whole of the justice, public safety, emergency and disaster management, intelligence and homeland security enterprise. NIEM was launched in February 2005 through a partnership agreement between the Chief Information Officers (CIO) of the US Department of Justice and the Department of Homeland Security and it represents a collaborative partnership of agencies and organizations across all levels of government (federal, state, tribal, and local), and with private industry. Additional signatory agencies are being added to the agreement, including ODNI and representatives of Global.

NIEM is designed to facilitate information sharing between different agencies and the domains and communities of interest they represent. NIEM standards will enable different information systems to exchange information irrespective of the technology being used. Moreover, creating and adopting NIEM standards means that federal, state, local and tribal agencies and organizations avoid the problem of building inefficient point-to-point interfaces with myriad other agencies or entirely rebuilding or rewriting their systems to share information. Instead, NIEM allows the agency to focus on building standards that facilitate the discrete exchanges that commonly occur between different information systems. Consequently, the investments governments have already made in existing information systems can be leveraged so that existing systems can efficiently participate in a truly national information sharing environment.

NIEM provides the information sharing framework necessary for first responders and operational decision makers to have the right information to prepare for, prevent and respond to major terrorist events and natural disasters. Moreover, NIEM enhances the day-to-day operational capabilities of practitioners at all levels of government in making crucial decisions about border enforcement, passenger screening, port security, intelligence analysis, local law enforcement operations, judicial processing, correctional supervision and release, and a variety of other governmental functions. Information exchange standards developed using NIEM facilitate seamless sharing in both horizontal (i.e., among agencies and organizations at the same level of government) and vertical (i.e., between local, regional, state, tribal and federal governments) venues.

The value in using open standards such as XML and associated web services as a means of implementing information exchanges has been well established in the commercial world, and also in the justice world through the widespread adoption and use of GJXDM. The first and foremost value is that this approach significantly reduces the time and cost of implementing exchanges. Agencies that have adopted the GJXDM have reported savings of as much as 50-75% of the total project costs. Further, the use of a technology neutral standard offers agencies a stronger protection from obsolescence in implementation and greater agility in responding to evolving requests for expanded information sharing.

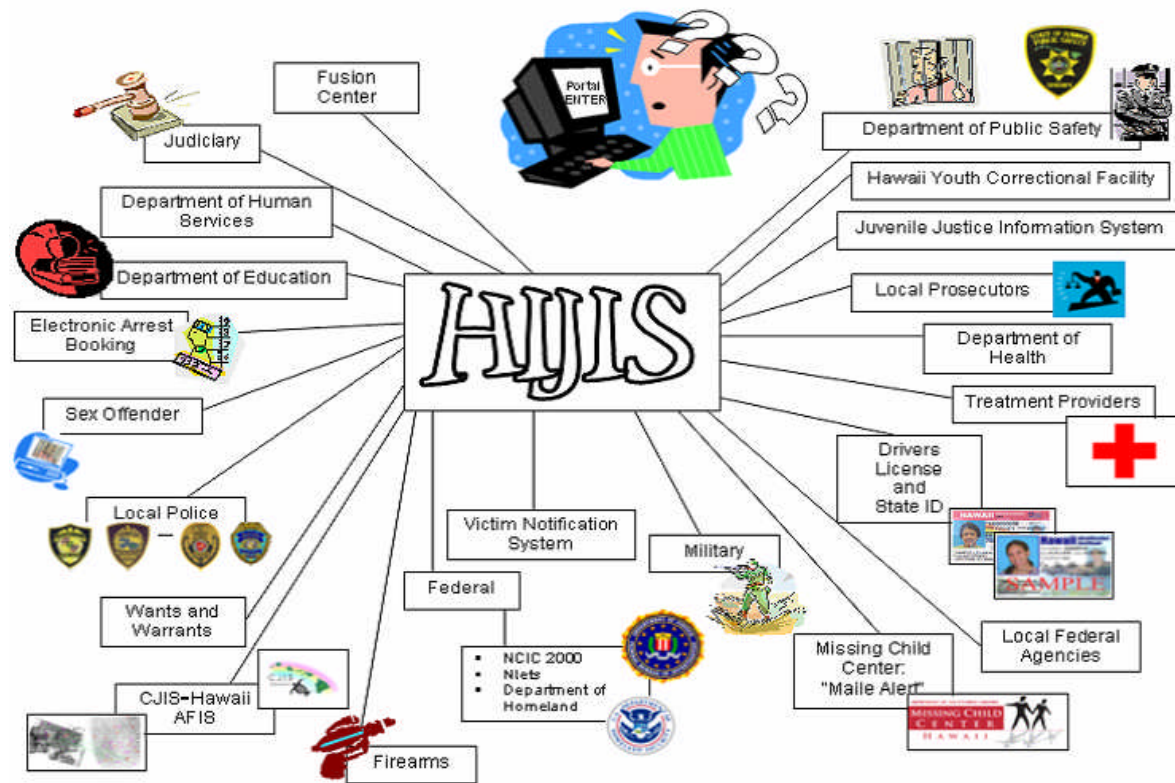
Increasingly, NIEM is being adopted as the standard for information sharing in government. The PM-ISE has adopted NIEM as the basis for their Counterterrorism Information Sharing Standards (CTISS); the FBI has adopted NIEM for N-DEX and R-DEX; Nlets has agreed to be an early pioneer in NIEM implementation; several states (New York and Florida, for example) are actively building information sharing standards utilizing NIEM; pilot programs are presently underway in developing NIEM-conformant information exchanges on such national priority initiatives as the Suspicious Activity Reporting (SAR); and federal grants from DOJ and DHS are requiring NIEM as the foundation for information sharing initiatives funded at state, local and tribal levels.

NIEM version 1.0 was released in October 2006 and an expanded version 2.0, which harmonizes key components across an expanded range of domains—justice, public safety, emergency management, homeland security—was released July 2007. Pilot programs are well underway building and implementing NIEM-conformant exchanges in a variety of operational and mission-critical venues. And NIEM is gaining significant traction through expanding adoption and development among agencies at all levels of government and with private industry and solution providers.

The information access and sharing capabilities contemplated in the HIJIS Program will utilize NIEM information sharing standards and methodologies. By utilizing NIEM, HIJIS will be able to leverage comparable work being undertaken in many other jurisdictions throughout the nation and facilitate broader information sharing with federal agencies and other states.

Appendix C: HIJIS Planning Figures

Figure 3
Initial HIJIS Graphic Vision



Appendix C: HIJIS Planning Figures

Figure 4
Conceptual Model of HIJIS

Conceptual Model of HIJIS Framework

