Montana Department of Justice
Montana Administrative Office of the Courts
Montana Department of Corrections

Integrated Justice Information System Broker

Montana Justice Enterprise Exchange Architecture

Automating the Exchange of Justice Information

Concept of Operations Document

October 17, 2007

REVISION HISTORY

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1. Executive Summary

1.1 Montana IJIS Broker

The integration of justice information within the Montana criminal justice community has moved forward significantly since the introduction of the Montana Integrated Justice Information System (IJIS) Broker. In 2005, the state was awarded National Criminal History Improvement Program (NCHIP) grant funding for the IJIS Broker project, which included the specification, design, procurement and implementation of an integrated justice information sharing infrastructure and application to enable the secure and controlled sharing of information between Montana justice agencies and their information systems including the Department of Justice (DOJ), the Department of Corrections (DOC), courts, prosecutors and local law enforcement. Since that time, the IJIS Broker has become a proven concept and is currently being used to move traffic convictions from the Administrative Office of the Courts (AOC) to the Montana DOJ Motor Vehicle Division. Other exchanges ready for implementation include interfaces to the new Motor Vehicle licensing and registration system (MERLIN) and for a new photo image central system (PICS) repository. The technology is now in place to target additional information exchanges that can have a significant impact on the statewide justice enterprise.

The Montana IJIS Broker is specifically designed for facilitating accurate and timely information sharing among justice entities and the public. This comprehensive solution achieves the electronically exchange of information among systems throughout the civil and criminal justice enterprise, regardless of the source or the physical location of the information. The IJIS Broker provides services that transform and translate partner data into the document formats needed. The IJIS Broker utilizes national standards, including Global Justice XML Data Model (GJXDM) and National Information Exchange Model (NIEM 2.0).

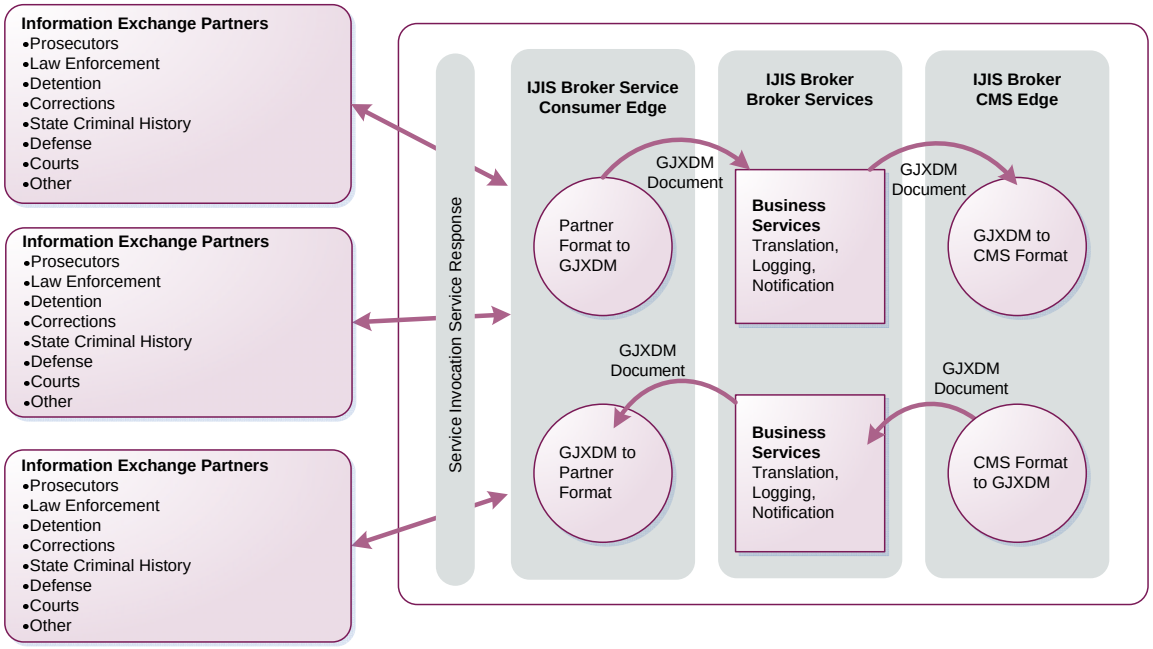
This Concept of Operations document provides an overview of the Enterprise Exchange proposal in which information exchange services amongst state and local justice organizations will be developed to provide the following benefits to participants:

- Enabling the automatic exchange of critical justice information between law enforcement agencies, county prosecutors, district and limited jurisdiction courts and the Department of Corrections from the point of arrest and booking through incarceration and discharge.
- Providing complete, accurate and timely information to the state Computerized Criminal History (CCH) system, and creating a single source of information – the Current Status concept – to determine the status of a person charged with a crime
- Supporting the creation of a Crime Victims Notification (CVN) application for pre-disposition and correction activities.

The acceptance of this concept of operations will lead to the development of a set of standardized Montana justice information exchanges that will support the implementation of the enterprise exchange concept.

1.2 Implementing Information Exchanges using the IJIS Broker

The diagram below illustrates how a standards-based information exchange is implemented using the Broker.



The IJIS Broker is capable of supporting multiple data exchanges between literally hundreds of data exchange partners. If an exchange partner can send or receive transactions that meet Montana Enterprise Exchange standards, the information can be logged, relevant notifications can be sent to subscribers and the information can be sent to the court case management system or to the relevant exchange partner. If not, the Broker's transformation and translation services will process the transaction for the recipient system.

2. Evolution of the Enterprise Exchange Concept

Planning for statewide integrated justice information sharing within the Montana criminal justice community has been underway for a decade since the Governor, Attorney General, and Chief Justice of the Supreme Court jointly agreed to support the Montana Criminal Justice Information Services (MCJIS) Project. The MCJIS project brought state and local criminal justice practitioners together to identify critical information sharing needs. At the same time, technological developments in the area of web-based services and service-oriented systems architecture resulted in greater opportunities to realize the integration goals set by the state and local stakeholders who participated in project activities. Consequently, work began in 2006 to develop several key information exchange services using the Montana IJIS Broker. This work was undertaken by the IJIS Broker Project Steering Committee, which represents the DOJ, the DOC, and the AOC. The steering committee is supported by the Executive Branch Chief Information Officer and the Board of Crime Control. The committee determined that the involvement of local law enforcement, prosecutors, courts, and crime victim advocates would be essential in order to effectively implement exchanges that provide efficiencies across the justice enterprise.

One of the exchanges identified would result in the creation of a Crime Victims Notification (CVN) system. While gathering requirements for the CVN application and the information exchange necessary to populate it, local stakeholders voiced a desire to pursue data exchanges that will assist in larger integration efforts (that is, primary business exchanges) such as arrest booking, prosecutor charging decisions, pre-sentence investigations and judgment orders that are in turn capable of satisfying the secondary business exchanges of crime victim notification and criminal history records. Through this effort it became apparent that electronic CVN cannot be accomplished without implementing the enterprise exchanges identified in this concept of operations.

The IJIS Broker Project Steering Committee is proposing an **enterprise approach** to the prioritization and scheduling of information exchanges between justice organizations. This approach will improve the sharing of critical criminal charge and case information among local justice practitioners, as well as provide important state-wide reporting capabilities such as crime victim notification events, criminal history record updates and judgment orders. This enterprise approach will:

- leverage key enterprise automated document exchanges that are currently in place or are in the planning stages, and that represent the most commonly-exchanged documents, and
- define standards for the exchange of information that will allow local agencies to participate when they are capable of complying with those standards.

3. Overview

3.1 Vision

This Concept of Operations (ConOps) provides a framework for collaboration among stakeholders and a cost-effective strategy for developing standard business process exchanges that will support the exchange of critical justice information among local and state agencies, improve criminal history information and provide for crime victim notification. This approach focuses on the high-level business case and flow of information between local and state agencies. The ConOps contains a standard business process that enables the tracking of justice-related events from arrest and booking to a prosecutor filing decision that may result in the creation of a case in the courts and ultimately be transferred to the DOC as a judgment order. Other exchanges to be developed or enhanced include reporting to the Computerized Criminal History System (CCH) and support for crime victim notifications.

An important output of the ConOps is the discrete identification of the information exchanges that will be adopted into the Montana body of standard exchanges. However, the first step in this effort will be to circulate this ConOps among key stakeholders – particularly those at the local level – to solicit their input and support.

When the ConOps has been finalized, the second phase of the effort will be the creation of the Montana Information Exchange Package Document (IEPD) Book. The Montana IEPD Book will be the justice community's standard for information exchanges between justice practitioners. It will be a living document expected to grow over time as additional standard business exchanges are developed. The Montana IEPD Book will represent more detailed business descriptions and use cases of the exchanges contained in the ConOps, and it will contain GJXDM/NIEM compliant schemas that represent those exchanges.

The first exchanges to be included in the Montana IEPD Book are:

- Arrest/Booking
- Prosecutor Charging Decision
- Pre-sentence Investigation
- Sentencing Recommendation
- Judgment Order
- Notice of Hearing
- Hearing Order
- Petition to Revoke
- Correctional Status Events

These primary exchanges will support the following:

- Crime Victim Notification Current Status Segment
- Criminal History Information

3.2 Requirements to Participate

In order to take full advantage of the automated exchanges, agencies that participate in the data exchange will have to meet some minimum requirements in terms of their available technology. The steering committee recognizes that not all potential participants have automation and that those that do have automated systems may require modifications to their systems in order to participate. The following identifies the types of participation that are envisioned by the agencies that will contribute the information necessary for the exchanges:

- Law Enforcement: Law enforcement agencies that have access to LiveScan units (refer to Appendix A) will benefit the most from the timely processing of the arrest event and the ability to tie case records to a positive identification at the time a case is initiated. A different process will be required for jurisdictions that cannot submit fingerprints via LiveScan because of potential delays in tying case records to a positive identification. This process will be developed as the Enterprise Exchange concept is further defined.
- Prosecutors: Prosecutors with case management systems (CMS) that are capable of receiving and sending exchange information automatically will be able to participate fully in the Enterprise Exchanges. A different process will be required for prosecutors that cannot receive and send information automatically from their CMS. This process will be developed as the Enterprise Exchange concept is further defined and will require Prosecutor participation in order to define.
- Courts: Courts with case management systems (CMS) that are capable of receiving and sending exchange information automatically will be able to participate fully in the Enterprise Exchanges. Note: The AOC will coordinate the modifications to the FullCourt system to accommodate the exchanges identified in the ConOps once developed and approved.

3.3 Overall Benefits

The implementation of an Enterprise Exchange will provide the following benefits:

- Reduce redundant data entry
- Reduce delays in the flow of information between agencies
- Improve information available to agencies
- Improve staff productivity
- Reduce dependence on individuals with other stakeholder organizations
- Reduce time locating information or data
- Improve data integrity
- Improve statistics for policy and planning decisions
- Improve efficiencies in the administration of justice
- Improve public safety in Montana.

3.4 Expected Outcomes

The expected outcomes from the Enterprise Exchange include the following performance measures.

- Meet state time standards on crime victim notification.
- Increase the number of felony and serious misdemeanor dispositions reported to the central repository.
- Decrease the amount of time required to move information from the courts to the criminal history repository.
- Improve quality and completeness of data in the DOJ Criminal History central repository with minimal impact on legacy systems.
- Improve the percentage of all arrests that are electronically processed.
- Implement and expand electronic reporting of dispositions and other criminal justice data.
- Reduction in capture time for PSIs.
- Reduction in errors and conflicting information in judgments.
- Virtual elimination of sentence calculations and document redundancy.
- Document retrieval by the end-user will be reduced.
- Provide subscription based electronic access to court criminal records for authorized users.

4. Business Description

4.1 Business Model

To meet the expected outcomes of the enterprise exchange, a business model has been developed. This model is a high level overview of the triggers that occur within and between four exchange partners. The four exchange partners include Law Enforcement, Prosecutors, Courts, and Corrections.

4.2 Business Model Description

Primary exchanges will be developed to share critical information among local and state justice agencies. The primary exchanges identified for this phase of the enterprise exchange project include:

- Arrest/Booking
- Prosecutor Charging Decision
- Pre-sentence Investigation
- Sentencing Recommendation
- Judgment Order
- Notice of Hearing
- Hearing Order
- Petition to Revoke
- Correctional Status Events

These exchanges will populate a "Current Status" database that will be an extension of the current MT CCH application and can be used by any authorized entity – such as law enforcement, prosecutors, and crime victims and their advocates – to determine an offender's current status. This database is discussed in more detail in the following section.

4.2.1 Current Status Concept

Current status refers to the current status on offenders at the state level and includes such information as Supervision Status, Pending Charges, Orders, Hearings, Warrants, etc., as reflected from DOJ, DOC, and Court systems. The timely exchange of current status information promotes improved criminal history information and the dissemination of that information. It is created from data exchanged from several key state and local systems.

Stakeholders involved in creating a crime victim notification system realized that it could not exist without the necessary exchanges to update current status and criminal history from a state and local level.

The information exchanges in this effort are envisioned to populate a "Current Status" database that will be an extension of the current MT CCH application. The creation of this database will also result in improved criminal history information and automate the flow of case information among various criminal justice agencies including CVN. It will be driven by business processes occurring at both local and state levels.

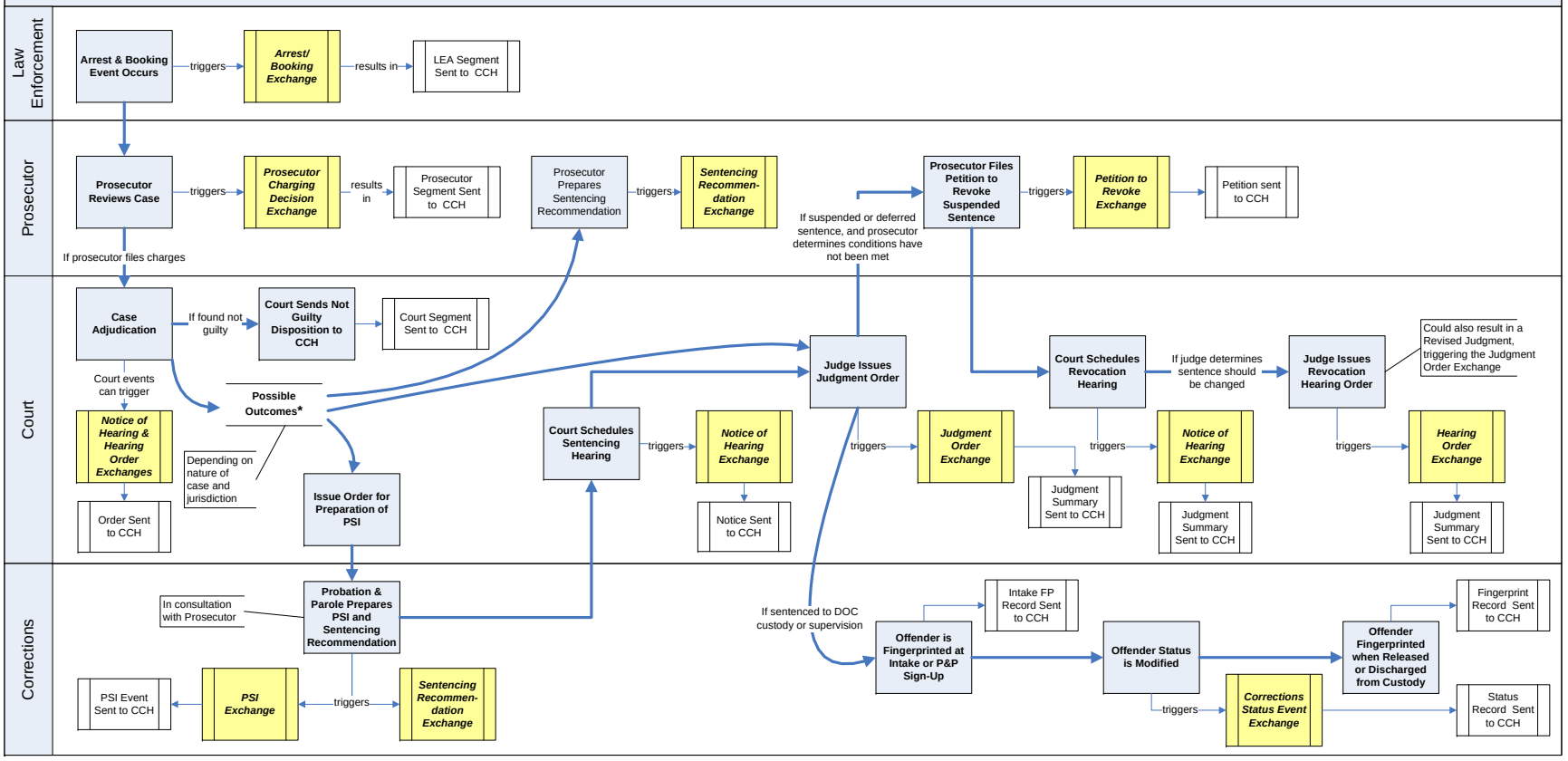
The information in current status would be available to authorized entities such as law enforcement and victims. For example, the victim could be notified that a PSI has been ordered and that they can provide comments if they choose; or a law enforcement officer can check on the status of hearings of a case in which they are involved.

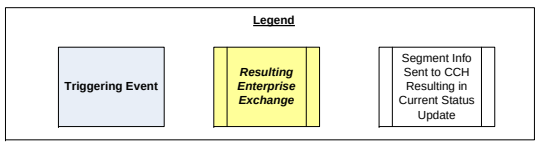
The following diagram shows the flow of data among key exchange partners with corresponding events and exchanges. The resulting data exchange typically involves:

- sending the information to exchange partners that can receive the data electronically, such as sending the PSI to the Courts
- a secondary exchange to the CCH which also updates Current Status

In addition, the diagram shows existing reporting events that will also be used to update Current Status, such as fingerprinting offenders at the time of intake to the Department of Corrections.

Enterprise Exchange High-Level Overview (showing input to CCH resulting in updates to Current Status) (note: diagram does not include appeals or sentence review)





4.2.2 Enterprise Exchanges Defined

The primary enterprise exchanges shown in the preceding diagram are summarized below.

Exchange	Description	Primary Recipient (s)	Secondary Recipient (s)
Arrest/Booking	The arrest/booking exchange begins with Law Enforcement arresting and booking a subject and the resulting information from the arrest and booking being sent to the Court and the state criminal history repository. The submission of fingerprint cards following an arrest or upon intake is an existing exchange occurring from booking units throughout the state using either LiveScan units or submitting fingerprint cards that are digitized and added to the state's AFIS. In order to maximize the use of this existing exchange for the Current Status database, fingerprints must be submitted on a real time, immediate basis and should also be submitted whenever a suspect is released from jail.	Computerized Criminal History System FBI National Crime Information Center (NCIC) Prosecutor	Crime Victim Notification System
Prosecutor Charging Decision	The prosecutor will review a case and make a charging decision. Having an interface between the IJIS Broker and the County Attorney CMS systems will allow for flow of information not only to the CCH and Current Status, but also flow of information between the Courts and the County Attorney case management systems during pre-disposition stages. If a prosecutor's CMS cannot be used in the exchange, the charging decision can be transferred from the Court's CMS after the charges have been filed.	Law Enforcement Agencies Courts	Computerized Criminal History System Crime Victim Notification System

Hearing Order	This exchange includes hearings that occur during the process of adjudication in court; this can include an order for the preparation of a pre-sentence investigation, if the defendant is found guilty of a felony. This will also occur if the court issues a revocation order when a prosecutor is seeking to have a deferred or suspended sentence revoked. This status will be sent to the appropriate exchange partners and will be used to update CCH and Current Status.	Prosecutor Public Defender	Computerized Criminal History System Crime Victim Notification System
Pre-Sentence Investigation	DOC Probation and Parole prepares the PSI which, along with the sentencing recommendation, is forwarded to the Court. The events of ordering the PSI and completing the PSI are sent to Current Status.	Department of Corrections Prosecutor Public Defender	Computerized Criminal History System Crime Victim Notification System
Sentencing Recommendation	Similar to the PSI exchange, the sentencing recommendation will be sent to the court for incorporation into the court's case management system.	Courts Public Defender	Computerized Criminal History System Crime Victim Notification System
Notice of Hearing	When the court schedules a sentencing hearing upon receipt of the PSI and Sentence Recommendation or a Petition to Revoke, the Notice of Hearing will be sent to the appropriate exchange partners and will also update CCH/Current Status.	Prosecutor Department of Corrections Public Defender	Computerized Criminal History System Crime Victim Notification System
Judgment Order	When a judgment order is issued by the court, the summary of the disposition is sent to the CCH and Current Status will be updated. The Judgment Order is sent electronically to the Prosecutor, DOC, and Public Defender; eventually the document should be available to anyone wanting to access the latest version.	Prosecutor Department of Corrections Public Defender Crime Victim Compensation Program	Computerized Criminal History System Crime Victim Notification System

Petition to Revoke	If the prosecutor files a petition to revoke, the information within the petition will be sent to the court and may be sent to the CCH/Current Status. If a prosecutor's CMS cannot be used in the exchange the petition can be transferred from the Court's CMS after it is filed with the Court. When the court schedules a revocation hearing, the Notice of Hearing Exchange will be triggered.	Courts Department of Corrections Public Defender	Computerized Criminal History System Crime Victim Notification System
Correctional Status Events	This exchange is triggered when an offender status is modified, such as a change in inmate location or parole status; it can also occur when a hearing regarding the inmate's status is scheduled. The modified status record is sent to the CCH and Current Status is updated.	Computerized Criminal History System Crime Victim Notification System	Prosecutor

4.3 Stakeholder Responsibilities and Benefits

In order to realize the benefits of an enterprise exchange there are corresponding stake holder responsibilities. The following table represents the stakeholders and the benefits of their contribution to the enterprise exchange effort.

Stakeholder	Participation Requirement	Benefits
Law Enforcement	o Fingerprint at Booking and Release o Fingerprint Misdemeanors Requiring Victim Notification o Real-time, immediate transmission to CCH of the finger print card at the time finger prints are taken via LiveScan	o Current Status will provide more detailed information on an offender for investigative purposes and for victim inquiries. o Arrest data can be "pushed" to the courts and prosecutors. o Case numbers from the prosecutor and courts can be received automatically to update the Records Management System (RMS) record.
Prosecutors	o Add SID to all documents generated from the Prosecutor's CMS o Enable interface from the CMS to IJIS Broker	o Current Status will provide more detailed information on an offender for automated victim notifications and for prosecutor inquiries. o Sentencing recommendations can be automatically pushed to the Courts. o Case numbers from the courts can be received automatically to update the CMS record.

Stakeholder	Participation Requirement	Benefits
Courts	o Share case information (case numbers) o Add SID to Court record o Enable interface from CMS to IJIS Broker	o Receive Prosecutor Charging information electronically. o Receive PSI and Sentencing Recommendations electronically. o Automatically generate Judgment documents.
Corrections	o Store case identifier information for cross-reference. o Send offender identifiers to exchange partners. o Add SID to the Offender record	o Current Status will provide additional detailed information on an offender's status for automated victim notifications and CV advocates to use in supporting CV activities. o PSI orders can be received electronically and input directly into the Offender Management Information System (OMIS) o PSI reports and sentencing recommendations can be sent electronically directly to the courts and other eligible parties.
Crime Victim Advocates	o Inform victims of notification and information options.	o Receive automated notifications regarding offenders o Access offender and case scheduling information in one location o Quickly assist the victim with updated offender information, when the victim does not have or chooses not to access online information
Public Defenders	o Have ability to receive automated notifications and access web-based services	o Receive automated notifications regarding offenders o Access offender and case scheduling information in one location

4.4 Sources and uses of data

The sources of the data used by the exchange partners in the initial roll-out of the Enterprise Exchange concept are shown in the following table.

Exchange Partner	Data Source	System Description
Law Enforcement	LiveScan	Fingerprint data and charge data collected during booking and transmitted to the state's AFIS and CCH systems; this data initiates an arrest cycle event and assigns a Montana Arrest Number (MANS) to that event.
Court	FullCourt Case Management System	FullCourt is the court case management system used by most of Montana's Courts of Limited Jurisdiction and which is being rolled out to the District Courts. The FullCourt case management system tracks every court case from case initiation to disposition.
	Court Central Repository	FullCourt court databases are replicated nightly to the court central repository (CCR) located in Helena. The CCR is used for catastrophic disaster recovery, statewide statistical analysis and electronic information exchange.
Prosecutor	JustWare Case Management System	JUSTWARE PROSECUTOR is the case management system used by Montana prosecutors in Missoula, Lewis & Clark, Gallatin, and Yellowstone counties. This system manages case, workflow, financial collection and tracking, document automation and reporting.
Department of Corrections	Offender Management Information System (OMIS)	The OMIS system will replace all of the functionality of the existing ACIS and PRO-files systems with future phases incorporating additional DOC functions. This system will capture legal status, demographics, supervision level, sentencing information, and classification.
Department of Justice	IJIS Broker	The IJIS Broker is designed to translate, transform and route data between separate information systems.
	Criminal History Record / Sexual and Violent Offender Registry (CHRS/SVOR) System	This system is the criminal history and sexual violent offender registry. The system stores arrest, disposition, and correctional status of offenders.

Exchange Partner	Data Source	System Description
	Crime Victim Notification (CVN) System	Allows registration for notifications and access to Current Status information. Note: The CVN system will be developed in conjunction with the Enterprise Exchanges.
Office of Public Defender – Potential Future Contributor[1]	JustWare Defender Case Management System	JUSTWARE DEFENDER is a case management system used by many local public defender offices. This system provides case management, time tracking, conflict checking, document automation and reporting for public and legal defenders.

5. Approach

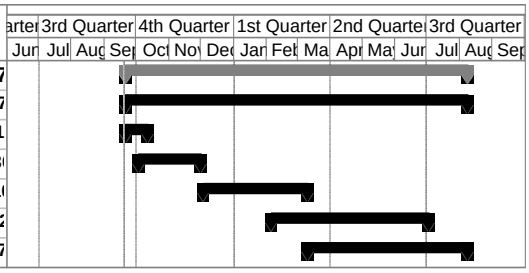
5.1 Design and Development

The creation and implementation of these information exchanges is envisioned as a five-phase process:

- Finalize Concept of Operations (ConOps) document
- Create a Montana Information Exchange Packet Definition (IEPD) Book
- Develop Detailed Design document
- Build
- Implement

The IJIS Broker Steering Committee will be involved in every phase of the project, monitoring and tracking progress. The following is a high level schedule for the project:

ID	Task Name	Duration	Start	Finish
0	**Enterprise Exchange_Crime Victim Notificatio**	**221 da**	**Fri 9/21**	**Thu 8/7**
1	**1 Project Management and Oversight**	**221 da**	**Fri 9/21**	**Thu 8/7**
10	**2 Concept of Operations**	**15 da**	**Fri 9/21**	**Thu 10/1**
29	**3 Create Montana IEPD Book**	**40 da**	**Wed 10/**	**Fri 11/3**
57	**4 Detailed Design**	**67 da**	**Mon 12/**	**Mon 3/1**
154	**5 Build Information Sharing Components**	**105 da**	**Tue 2/5**	**Wed 7/2**
192	**6 Implement**	**106 da**	**Tue 3/1**	**Thu 8/7**



[1] Although the Office of the Public Defender has not been identified as a contributor to the exchanges identified in this ConOps, they will be a recipient of the data and the JustWare Defender CMS may become a contributor when additional exchanges are implemented in the future.

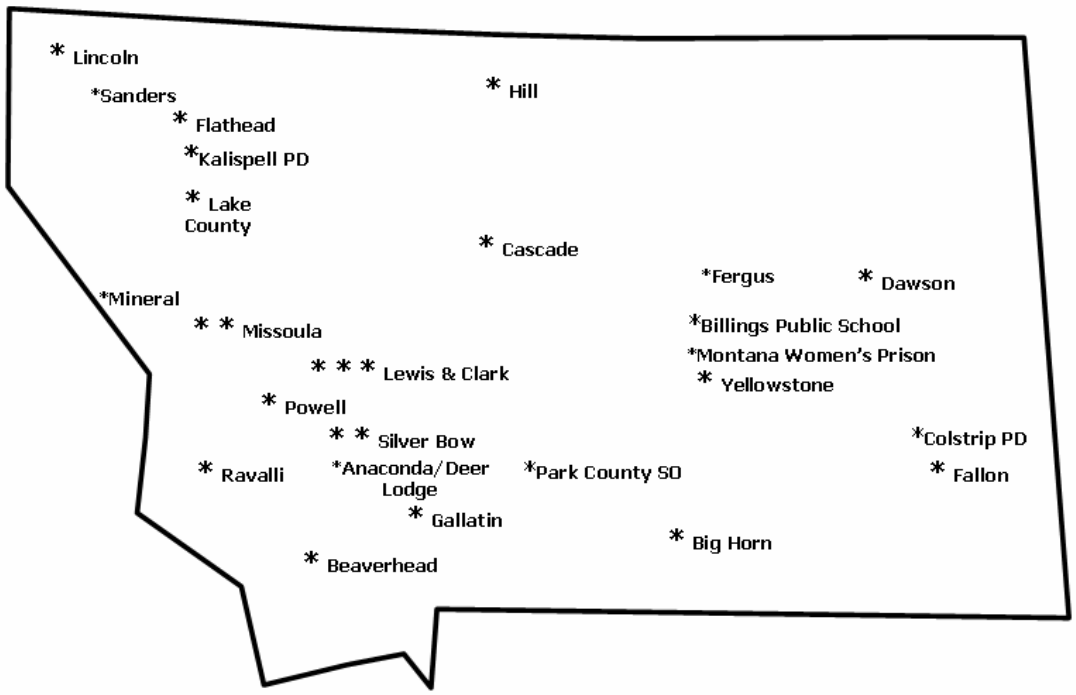
6. Acknowledgement

The Concept of Operations for the Montana Enterprise Exchange is the result of stakeholder involvement from the following agencies and jurisdictions:

- Department of Justice
- Department of Justice/Office of Consumer Protection and Victim Services
- Department of Corrections
- Department of Corrections/Office of Victim Services
- Department of Corrections Probation and Parole
- Department of Corrections Youth Services Division
- Administrative Office of the Courts
- Administrative Office of the Courts/Juvenile Probation
- District Courts
- Courts of Limited Jurisdiction
- Montana Board of Crime Control
- Crime Victim Advocates
- Missoula County
- Lewis & Clark County
- Broadwater County
- City of Helena
- Friendship Center
- Montana State Hospital

This project would not be possible without the support of the Department of Justice, the Department of Corrections, and the Administrative Office of the Courts.
This project would not be possible without the support of the DOJ's Statewide Automated Victim Information and Notification (SAVIN) grant, and the DOJ, DOC, and AOC NCHIP grants.

7. Appendix A – Map of LiveScan Jurisdictions



8. Appendix B - Glossary of Acronyms

Acronym	Definition	Website
A		
ACIS	Adult Correctional Information System – Montana DOC offender information system	
AFIS	Automated Fingerprint Identification System	http://onin.com/fp/afis/afis.html
AOC	Administrative Office of the Courts	courts.mt.gov/cao/
C		
CCH	Computerized Criminal History System	
CCR	Court Central Repository – central repository of Montana court case data	
CMS	Case Management System	
ConOps	Concept of Operations	
CVN	Crime Victim Notification	
D		
DOC	Department of Corrections	www.cor.mt.gov
DOJ	Department of Justice	www.doj.mt.gov
F		
FBI	Federal Bureau of Investigation	
G		
GJXDM	Global Justice XML Data Model -- an XML standard designed specifically for criminal justice information exchanges	www.it.ojp.gov/jxdm
I		
IEPD	Information Exchange Package Document	
IJIS	Integrated Justice Information System	
L		
LEA	Law Enforcement Agency	

M		
MANS	Montana Arrest Numbering System – unique identifier of an arrest event	
MCJIS	Montana Criminal Justice Information Services	
MERLIN	Montana Enhanced (motor vehicle) Registration and Licensing Information Network	www.doj.mt.gov/driving/merlinproject/default.asp
N		
NCHIP	National Criminal History Improvement Program	www.opm.state.ct.us/pdpd1/grants/nchip.htm
NIEM	National Information Exchange Model – an XML standard designed to support enterprise-wide information exchange standards; incorporates GJXDM	www.niem.gov
O		
OMIS	Offender Management Information System – Montana DOC offender tracking system; replaces PRO-Files and ACIS	
P		
PICS	Photo Image Centralized System – DOJ's central information system for photo images for sharing purposes	
PRO-Files	Programmed Reporting of Offender's Files – Montana DOC offender information system	
PSI	Pre-Sentence Investigation	
R		
RMS	Records Management System	
S		
SID	State Identification Number – unique identifier associated with a person and based on fingerprint identification	
X		
XML	eXtensible Markup Language	