

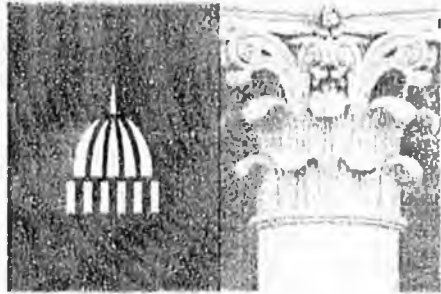
OVERVIEW

CRIMINAL

JUSTICE

INFO

SYSTEM



Integrating, Improving Criminal Justice Information

By Heather Morton and Julie Spence Gefke

Effective crime control relies on accurate, complete information. Law enforcement officers need up-to-the minute reports about whether a person stopped has outstanding warrants or is on probation or parole. A prosecutor needs to have a complete criminal history before bringing charges. A judge needs complete records when considering bail and sentencing. A parole officer should be automatically notified when one of his charges is arrested. This seamless sharing of information (integrated criminal justice information systems) is on the drawing board in many states.

Crucial information can be shared more quickly through an integrated criminal justice information system.

Enhancing Efficiency and Fairness. These systems give agencies the ability to share critical information at key decision points throughout the justice process. Duplicate entry of information is eliminated, although data requested from the system may come from many sources to form a complete description and may be used by multiple agencies. A paperless system provides crucial, current information without regard to time or location. A fully functioning integrated system enhances efficiency and fairness in the criminal justice system, as well as increasing the level of protection of citizens.

The shared information may be written words, photographs, fingerprints, DNA identification records or any other kind of data that can be sent between computers via a modem or network. The information can be shared horizontally (among different divisions of the same department or system) or vertically (among local, state and national agencies). Integration is usually considered to include those directly within criminal justice offices or agencies, but may also include certain entities outside the system, such as defense attorneys, community corrections programs and victims. Plans for integration must address who can access the data and must have built in security and privacy safeguards.

State Action

Thirty-one states and the District of Columbia have an integrated system planned or in use. Colorado, Kentucky, Louisiana, Maine, Maryland, North Carolina and Oregon have established integrated criminal justice information systems through statutes. In the majority of states, legislation has established a structure to oversee the system. In a few states, legislators continue to be involved in policy

Statutory Citations for Integrated Criminal Justice

Colorado	Colo. Rev. Stat. § 16-20.5-103 (1997)
Kentucky	Ky. Rev. Stat. § 15A.040 (1998)
Louisiana	La. Rev. Stat. Ann. § 15:1228 (1999)
Maine	Me. Rev. Stat. Ann. 16 § 631 (1993)
Maryland	Md. Ann. Code 27 § 744 (1976)
North Carolina	N.C. Gen. Stat. § 143-661 (1996)
Oregon	Or. Rev. Stat. § 181-725 (1993)

Many states have an integrated system planned or in actual use.

boards or committees, alongside agency and judicial branch personnel. Among some of the earliest efforts, the Colorado legislature established a task force in 1995 through statutory law which developed the Colorado Integrate¹ Criminal Justice Information System, which now operates statewide.

Legislative funding affects agency activity. Having established a policy group in 1993, Minnesota legislation requires that funding requests for criminal justice information systems involve a plan for integration and appropriates funds for a criminal justice information integration plan.

Federal Action

State legislatures also set policy on which groups related to the justice system are allowed access to what information. Some of these decisions have been prompted by a recent federal law that has expanded the use of state criminal history records for such things as civil protection orders and gun regulation and control. The federal government also has launched an initiative under the Office of Justice Programs to encourage integration of state and local criminal justice information. Several federal grant programs provide help in improving information systems. These include the Byrne Formula Grant Program, National Criminal History Improvement Program, National Sex Offender Registry Identification Assistance Program, Statewide Identification Systems Formula Grant Program, local law enforcement block grants, Community Oriented Policing Services Technology Program, Crime Identification Technology Program, and SEARCH National Technical Assistance and Training Program.

Several federal programs assist states and localities in improving information systems.

Cooperation and Collaboration. A system for intergovernmental, integrated justice information requires thoughtful federal, state and local cooperation to move what often are autonomous agencies toward collaboration. Just as technology is providing the capability to deliver more information faster, integrated criminal justice systems enable the efficient, effective exchange of information from various sources.

Selected References

- Center for Technology in Government, State University of New York. "And Justice for All: Designing Your Business Case for Integrating Justice Information." Albany, N.Y., 2000.
- National Association of State Information Resource Executives (NASIRE). "Toward National Sharing of Governmental Information." Lexington, Ky., February 2000.
- SEARCH, the National Consortium for Justice Information and Statistics. "Integration in the Context of Justice Information Systems: A Common Understanding." Sacramento, Calif., March 2000.

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JAN 23 2001

Alaska State Legislature

Legislative Affairs Agency



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MEMORANDUM

TO: Representative Norman Rokeberg,
Chair, House Judiciary Committee

ATTN: Janet Seitz

FROM: Bill McCauley, Data Processing Manager

Date: January 23, 2001

SUBJECT: The Legislature's Networking Environment

Local Area Networks (LANs)

The legislative network consists of many LANs providing information services to the Legislature as well as to other state agencies and the public. We have several LANs located in the Terry Miller Legislative Office Building in Juneau, one in Anchorage and another in Fairbanks. Our LANs provide such applications services as BASIS (bill processing and tracking), Folio Infobases, E-mail, document management and printing services, Public Opinion Messages (POMs), Intranet services (strictly within the Legislature), Internet access, Web services and many others. The Agency, through its LAN services, functions as the Internet Service Provider (ISP) for the Legislature.

To interconnect the Legislature's LANs, the Legislative Information Offices and some legislators' district offices, we contract for Wide Area Network services with the Department of Administration.

Wide Area Network (WAN)

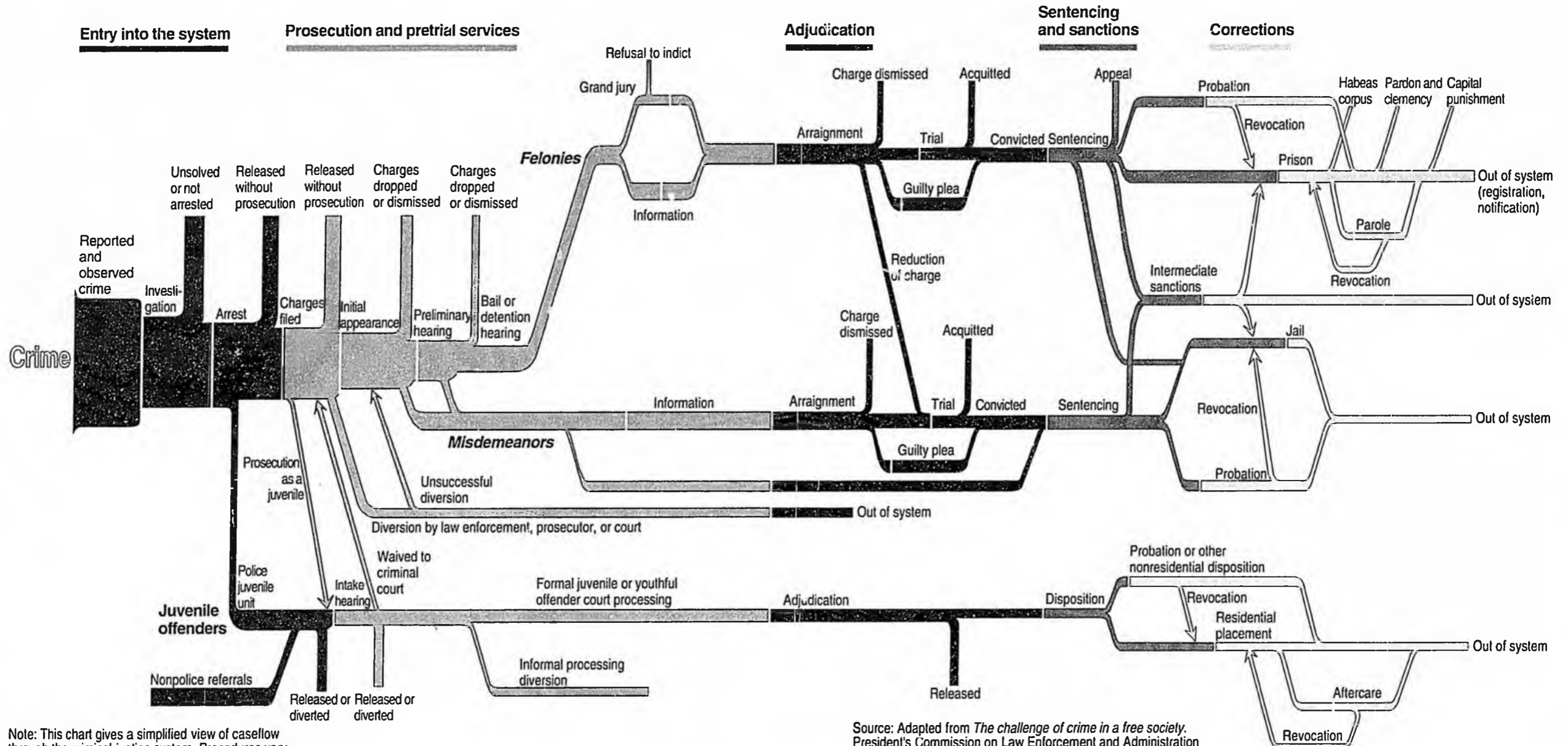
The Department of Administration administers and manages the WAN. The WAN is a mixture of state networking equipment and contracted services from Alaskan telephone companies such as AT&T ALASCOM, GCI, ACS and other companies to provide the telecommunications infrastructure for the statewide transmission of data.

Internet Access

The Department of Administration contracts with a telephone company to provide fast Internet access points in Anchorage and Juneau. As such, Internet access is part of the state's WAN services.

Please feel free to call me at 465-3860 for help with terminology, concepts or further information.

What is the sequence of events in the criminal justice system?



Note: This chart gives a simplified view of caseload through the criminal justice system. Procedures vary among jurisdictions. The weights of the lines are not intended to show actual size of caseloads.

Source: Adapted from *The challenge of crime in a free society*. President's Commission on Law Enforcement and Administration of Justice, 1967. This revision, a result of the Symposium on the 30th Anniversary of the President's Commission, was prepared by the Bureau of Justice Statistics in 1997.

OUTLINE FOR HOUSE JUDICIARY PRESENTATION
JANUARY 22 AND 24, 2001

Monday, January 22, 2001

A. INTEGRATION OVERVIEW (Ken Bischoff, on behalf of the Criminal Justice Information Advisory Board)

I. Integration: What Is It?

- "the ability to access and share critical information at key decision points in the justice process"
- EXAMPLES: *query* APSIN, *push* arrest report to repository, *pull* offender demographics from booking to livescan applications, *publish* sex offender registry, *subscribe* to automated notices for repository updates involving criminal cases, DV protection orders, or warrants for foster licensees.

II. Alaska's Current Integration Plan (1994 "Wolfe Report")

- Wolfe (1994) found that old technology (1980's) no longer supported agency information needs
- Systems couldn't communicate, leading to data errors, delays, and lack of statistical data
- Rejected concept of single, unified system integral to all agencies/functions – too unwieldy
- Decided to replace agency systems independently and interface each with central repository
- More focused project scope = lowered risks/costs/complexity

III. Project Governance: Criminal Justice Information Advisory Board (AS 12.62.100). The board's website (<http://www.dps.state.ak.us/cjiab/>) gives on-line access to integration standards, events, and documents.

IV. Progress to Date:

	✓ Done	In Progress
1. Replace Agency Information Systems	<ul style="list-style-type: none"> ✓ Anchorage Police Dept. ✓ Dept. of Law ✓ Jail Fingerprint Machines ✓ DPS Fingerprint ID System 	<ul style="list-style-type: none"> Dept. of Corrections Alaska Court System DPS Central Repository Juvenile Justice
2. Adopt Central Repository Data Exchange Standards	<ul style="list-style-type: none"> ✓ Statutes and Regulations ✓ Technical Specifications ✓ Central Software 	
3. Automate Central Repository Data Exchanges	<ul style="list-style-type: none"> ✓ Wants/Warrants ✓ Arrests/Citations ✓ Fingerprint ID ✓ Motor Vehicle/License ✓ Foster License Status 	<ul style="list-style-type: none"> Prosecutor Declinations Court Filings/Dispos Correctional Status

V. Integration Issues Unique to Alaska

1. Small, centralized state administration of justice promotes cooperation.
2. Limited telecommunications infrastructure restricts options.

VI. Outstanding Issues

Going Paperless: To automate data exchanges beyond repository reporting functions requires additional funding. The first step is to hire a project manager and map systemwide data exchange points (estimated cost = \$500,000).

Monday, January 22, 2001 (continued)

B. AGENCY PRESENTATIONS

Agency representatives will give brief presentations (5-10 minutes) on their information systems, addressing the following questions provided by House Judiciary Committee staff:

1. What type of system do you have?
2. Who does the system communicate with?
3. Who can't it communicate with?
4. Who should it be able to communicate with?
5. What changes/improvements need to be made?
6. What do you need to be able to make those changes (capital monies required)?
7. Any other information useful to the Committee?

Department of Public Safety (Ken Bischoff, Director of Administrative Services)

Department of Law (Dean Guaneli, Chief Assistant Attorney General, Criminal Division)

Department of Corrections (Dwayne Peeples, Director of Administrative Services)

Alaska Court System (Chris Christensen, Deputy Administrative Director)

Department of Administration

Information Technology Group (Larry Walsh, Director)

Division of Motor Vehicles (Mary Marshburn, Director)

Public Defender Agency (?)

Office of Public Advocacy(?)

Department of Health and Social Services

Division of Family & Youth Services(?)

Division of Juvenile Justice(?)

*Anchorage Police Department (Mark Mew, Deputy Chief, available at Anchorage LIO)

**Asterisk indicates that the agency does not plan to make a presentation but will be available for questions.*

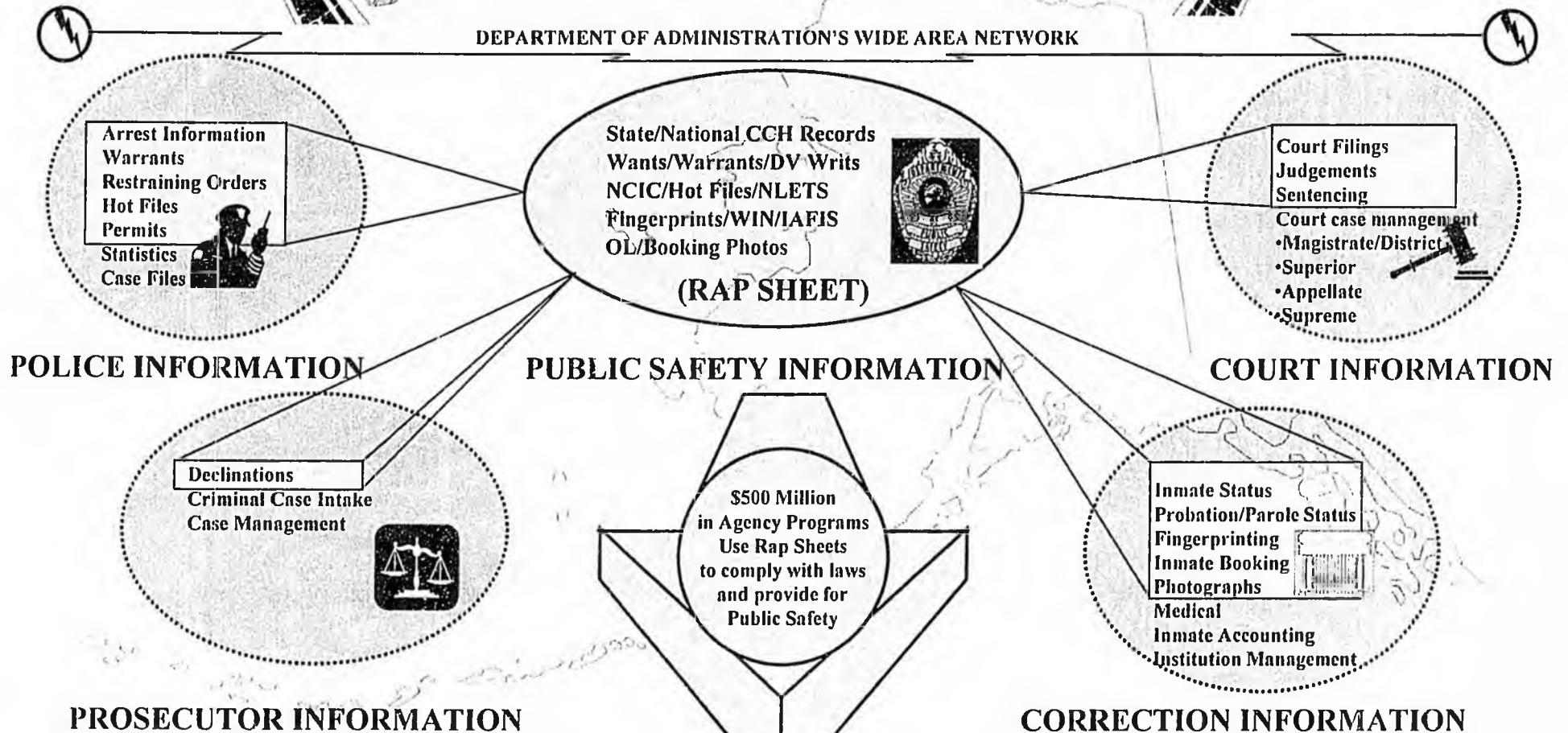
Wednesday, January 24, 2001

Agencies will respond to questions and/or follow up on issues raised at the January 22 hearing.

CRIMINAL JUSTICE INTEGRATION PROJECT

STATE of ALASKA CRIMINAL RECORD REPOSITORY

DEPARTMENT OF ADMINISTRATION'S WIDE AREA NETWORK



Decisions Made From Criminal Justice Information

- Person Identification
- Investigations
- Arrests
- Pre-Trial Release/Bail
- Prosecution
- Sentencing
- Prisoner Intake
- Prisoner Classification
- Licensing
- Permitting
- Certification
- Criminal Justice Employment
- Criminal Justice Policy
- Legislation
- Juvenile Justice
- Family Youth Services

ACCOMPLISHMENTS

✓ ADOPTED DATA EXCHANGE STANDARDS

Adopted regulations defining who reports what to the repository, how and when

Defined intersystem architecture: bysync, LU 6.2, TCP/IP

Wrote APSIN interface transaction specifications for police, prosecutors, courts, and corrections

Implemented uniform, statute-based offense table

Developed charge numbering model

Tested, implemented APSIN interface central software

✓ REPLACED AGENCY SYSTEMS

APD: Implemented new system (Tiburon)

Law: Implemented new system (CRIMES)

Public Safety: Replaced Automated Fingerprint ID System (AFIS) by joining WIN

✓ ENHANCED NETWORK

DOA upgraded routers for criminal justice agency sites

All correctional facilities and offices connected to WAN

All prosecution offices (except 4 single-person sites) connected to WAN

All courts (except small rural sites) connected to WAN

✓ INTERFACE WITH REPOSITORY

APD-APSIN interface: arrests, warrants, traffic citations, stolen property, etc.

DFYS-APSIN interface: foster licensee status, notice of arrest, warrant, DV order

DMV-APSIN: access to driver's license and motor vehicle records through APSIN

Sex Offender Registry-APSIN: public information available via Internet

FINGERPRINTS – Over 50% of criminal fingerprints are now transmitted electronically from livescan fingerprint machines

✓ AUDITED DATA QUALITY/SECURITY

Wrote criminal justice information audit manual

Hired two audit positions to measure data quality/security (federal grant funds)

Completed independent audit (2000)

WHAT REMAINS TO BE DONE

FINISH REPLACING AGENCY SYSTEMS

DOC: Finish testing/implementation (Informix)

Courts: Issue RFP, purchase new system

DPS: Integrate APSIN and fingerprint identification systems, purchase services to redesign APSIN (according to APSIN Migration Plan written in 2000)

DJJ: Purchase/ implement new juvenile justice information system – determine interface requirements, if any

INTERFACE WITH REPOSITORY

Law: Finish testing/implement automated reports for “decline to prosecute” decisions

Corrections: Automate reporting of correctional status

Courts: Automate reporting of charge filings and dispositions

REDESIGN APSIN (REPOSITORY)

Comply with NCIC 2000 requirements by July 2002 deadline or lose access to national system

New system will take advantage of current and planned APSIN interfaces by other agencies

CRIMINAL JUSTICE INFORMATION SYSTEMS (CJIS) INTEGRATION

PROJECT ORIGINATION:

This project is based upon the “Plan for the Integration of Alaska’s Criminal Justice Computer Systems and the Creation of a Comprehensive Criminal History Repository” (the Wolfe Report) funded by the 1993 Alaska Legislature, SLA 93, Chapter 79.

WHAT IS AT STAKE:

The State of Alaska spends more than \$400 million annually on criminal justice operations. The business of criminal justice provides nearly 4,500 jobs throughout the state. These persons make more than 40,000 arrest decisions, 40,000 pre-trial release decisions, 13,500 sentencing and post-sentencing release decisions and 14,500 employment decisions dealing with sensitive child supervisory positions such as foster parent, teachers, and school bus drivers, as well as security sensitive positions involving criminal justice employment. Decisions will be made by criminal justice agencies with the best information available to them. Under the present circumstances, information on which to base these decisions is not complete nor efficiently available. New, integrated systems are required to uphold criminal, employment and licensing laws of Alaska.

NEW NATIONAL AND LOCAL INITIATIVES:

Domestic Violence Programs, Violence Against Women Act, National Child Protection Act, Tracking Criminal Aliens, Concealed Handgun Permits, DNA Legislation, National Integration Efforts – NCIC 2000, IAFIS, NFF, Automated Local Police Interfaces, National Criminal History Records Task Force, Sex Offender Registration, Gun Control Legislation.

Integration in the Context of Justice Information Systems: A Common Understanding

— A SEARCH Special Report —

Revision Date: March 2000



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Contents

This document is designed to provide a common framework and vernacular for justice systems integration to assist practitioners, developers and other stakeholders involved in planning efforts.

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Introduction

Justice agencies throughout the nation increasingly recognize the importance of integrating their information systems in order to share critical data, documents, images and key transactions. The need to electronically share accurate and complete information in a timely, secure and efficient manner is driven by the operational requirements of agencies at the local, state and federal levels, as well as a host of state and federal legislative mandates that have been enacted in recent years.¹ In recognition of this need to share critical information, state and local jurisdictions are actively developing plans and programs for comprehensive integrated justice information systems.

Integrated systems improve the quality of information, and thereby the quality of decisions, by eliminating error-prone redundant data entry. In addition, by sharing data between systems, integration typically improves the timely access to information, a critical factor at many criminal justice decision points (for example, setting bail). Moreover, integration enables the sharing of crucial information without regard to time or space; multiple users can access the same record simultaneously from remote locations around the clock.

...Agencies need to share key information at critical decision points throughout the justice process. Justice agencies have a series of *transactions* at these decision points.

There are a host of significant programs underway throughout the nation in support of integrated justice information systems, and a substantial number of jurisdictions actively involved in the planning, design and implementation of integrated systems.² This document is designed to provide a common framework and vernacular for justice systems integration to assist practitioners, developers and other stakeholders involved in planning efforts.

Interagency Information Exchange

It is important to recognize that 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 key information at critical decision points throughout the justice process. Justice agencies have a series of *transactions* at these decision points. At arrest, 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 other jurisdictions around the nation. In addition, the local agency will also query other state and national systems to determine whether there are any outstanding warrants, detainers or other holds on the arrestee. For these transactions, the local arresting agency does not need to share *all* information regarding the arrestee or the event that led to the arrest, but only that information necessary for the discrete transaction "check for outstanding warrants" or "verify identity and report arrest transaction to the criminal history repository." These same transactions are completed by law enforcement agencies throughout the

... *Conversations*

...discrete exchanges of information between two or more agencies (or units within a single agency).

nation whenever they secure 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 (or units within a single agency). These conversations occur at regular events (for example, at arrest, charging, initial appearance, trial, adjudication, disposition, etc.) and the transactions are remarkably consistent in justice agencies throughout the nation.

Some of the conversations are very terse: "Here is information you need," followed by, "Thank you, I have successfully received your information." Other conversations affect the receiver system more directly: "Here is a question I want to ask you," followed by, "Here is the answer you requested." Some conversations affect the recipient's database: "Here is a disposition report to append to your history record," followed by, "Thank you, I have done so." Some conversations can be complex: "Based on the enclosed identification data, search your master index and if you find a match, tell the other systems holding data on this person to send it to me," followed by, "I have carried out your request and you can expect data from the systems named here."

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 Crime and the Administration of Justice,³ recently updated by the Bureau of Justice Statistics, U.S. Department of Justice.⁴ 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.

Identifying and documenting the key information transaction points and the conversations that occur at each of these events (that is, creating an accurate model of the justice information system processing, which includes identifying common events that trigger conversations, the agencies involved, and the nature and content of these conversations) will greatly facilitate integrated systems planning and design.

GOAL:

Identify, define, document key interagency information exchanges.

In partnership with the Office of Justice Programs and the Bureau of Justice Assistance, U.S. Department of Justice, SEARCH has recently undertaken a project that is designed to complete this important research and, in doing so, to lay the foundation for integrated systems planning and implementation at the local, regional, state and federal levels. This 18-month project will identify, define and document the key interagency information exchanges among justice agencies that represent the integration of justice information systems. Reports will be developed throughout the course of this project, giving broad conceptual context, relating the experiences of jurisdictions that have implemented integration, and articulating agency-specific universal information exchange models for state and local integration initiatives.

Defining Integration

...the primary objective of integration is the elimination of duplicate data entry, access to information that is not otherwise available, and the timely sharing of critical data.

Police departments ... are better able to target crime and intervene proactively when their dispatch, records management, detective case management and crime analysis systems share on-line information that is immediately and broadly accessible.

It should be acknowledged that the term "integrated justice information systems" means different things to different people in different contexts. Law enforcement agencies need to share information between divisions within their own department (for example, patrol, crime analysis, detectives, etc.), as well as with other law enforcement agencies in the region, state and nation. Prosecuting attorneys need much of the same information already captured by the police in order to make informed charging decisions. In turn, this same information is needed by the local court, jail, public defender and pretrial services office. Additionally, each of these agencies makes decisions regarding the persons/cases involved, the consequences of which should be shared with others and, in fact, may trigger actions by other agencies and/or jurisdictions (for example, scheduling an appearance in court, filing a motion, initiating a presentence investigation, etc.), which in turn are recorded in individually identifiable longitudinal files known as *criminal history records*.

Integration encompasses a variety of functions designed to enable the timely and efficient sharing of information⁵ within and between agencies. *Within* agencies, the primary objective of integration is the elimination of duplicate data entry, access to information that is not otherwise available, and the timely sharing of critical data. Often, systems have been developed in isolation of one another or on incompatible technologies, resulting in independent systems that may share many common data concepts, but that cannot communicate. Duplicate data entry hinders agency operations, consumes precious resources, retards timely access and undermines data quality. Additionally, however, agencies seek to achieve new synergies by integrating, collating and combining information in new and innovative ways. Police departments, for example, are better able to target crime and intervene proactively when their dispatch, records management, detective case management and crime analysis systems share on-line information that is immediately and broadly accessible.

Beyond improving the internal operations of justice agencies, integration is more expansively viewed as enabling the sharing of critical information *between* agencies. Integration efforts are often referred to as *horizontal* (for example, among different divisions of the same court system, or between the local police department, prosecutor and the local court) or *vertical* (for example, from limited to general jurisdiction courts, from trial to appellate and state supreme courts, and from local agencies to state and national/federal systems).⁶

Functional Components of Integration

QUERY

Is the person wanted by another jurisdiction?

Does the person have charges pending in another jurisdiction?

Is the person under correctional supervision?

PUSH

Arrest information

Fingerprints

Mugshots

PULL

Presentence investigation information

Court sentencing information

PUBLISH

Scheduled court events

Crime mapping

Criminal history records

Sex offender registries

SUBSCRIBE

Notification system

Interagency integration, whether horizontal or vertical, generally refers to the ability to access and share critical information at key decision points throughout the justice process. The functions we normally consider in integration efforts between agencies include the ability to:

1. Automatically *query* local, regional, statewide and national databases to assess the criminal justice status of a person (for example, determining whether a person is currently wanted by another jurisdiction, has charges pending in another jurisdiction, is currently under some form of correctional supervision, or has a criminal history at the state or national level).
2. Automatically *push* information to another agency, based on actions taken within the originating agency (for example, reporting arrest information — together with supporting fingerprints and mugshot — to the state and national criminal history repositories based on new information in the local database; when a law enforcement agency makes an arrest and enters this information in its records management system, it should “push” information to the prosecuting attorney’s office for use in the prosecutor case intake process).
3. Automatically *pull* information from other systems for incorporation into the recipient agency system (for example, populating a correctional information system with offender information captured in the presentence investigation, together with court sentencing information).
4. *Publish* information regarding people, cases, events and agency actions (for example, both electronic and paper publishing of information regarding scheduled court events, crime mapping, availability of community resources, criminal history records, sex offender registries, etc.)⁷
5. *Subscribe* to a notification service (for example, probation agencies and perhaps individual probation officers should be able to formally subscribe to a notification service that will automatically notify them whenever one of their clients is arrested or otherwise involved in the justice system, as should prosecutors with cases pending against a defendant, judges who have suspended sentencing or otherwise suspended proceedings regarding a defendant, and other actors in the justice enterprise).

Justice agencies throughout the nation already share considerable information. It is important to recognize that regional, statewide and national systems currently exist to facilitate access to and sharing of key information among many of the actors in the justice enterprise. In addition, some of the information exchange contemplated in these five basic functions is currently accomplished with existing technology or is being developed in new systems, but much is also still done manually through the ceaseless efforts of local practitioners. Integration efforts are designed to automate many of these operations, reengineer systems and processes, and achieve new capabilities with greater efficiency and effectiveness.

Foundation Principles of Integration

There are several principles that should be incorporated into the overall integration effort:

1. Data should be captured at the originating point, rather than trying to reconstruct it down line or have others capture it;
2. Data should be captured once and used many times, leveraging existing resources and improving data quality;
3. The integrated system should be driven by the operational systems of participating agencies, not separate from the systems supporting the agencies;
4. The capabilities for generalized automatic query, push, pull, publish and subscription should be constructed as general capabilities of the system so that, for example, additional automatic reporting can easily be implemented as additional requirements are identified.

Defining Governmental Responsibilities Regarding Integration

The definition of integration implies different roles and responsibilities for agencies at the local, state and federal levels.

Local justice agencies have primary responsibility to:

- ▶ Support and maintain *information systems* within their own, individual agencies.
- ▶ Establish and enable the *sharing* of the day-to-day information that serves as the operational currency of locally integrated systems (for example, sharing of general case information, court calendar and scheduling information, etc.).

In contrast, each state has responsibility to:

- ▶ Develop and maintain *statewide databases/systems* that support the operational information needs of local (and state) users (for example, criminal history record, statewide warrants database, correctional information systems, etc.).
- ▶ Establish *standards* to enable sharing of information among local jurisdictions, and between local jurisdictions and state and national systems.
- ▶ Serve as the *gateway* to relevant national/federal systems (for example, IAFIS, NCIC, NIBRS, etc.).
- ▶ Create and maintain the *infrastructure* that will support and enable integration of local agencies statewide (that is, to share data within the local environment, as well as with the state and national systems). Infrastructure development means the state has responsibility for technical systems (for example, statewide fiber optic lines that permit sharing of information, law enforcement teletype systems, radio systems and programs that will support general levels of automation within justice agencies), as well as the development of open system standards that will lay the foundation for integrated systems planning and implementation at the state and local levels.⁸

The federal government has responsibilities, similar to the state governments, to:

- ▶ Develop, maintain and support *national and federal systems*, thus ensuring integration of national systems.
- ▶ Develop and adopt *standards* that will enable integration.
- ▶ Serve as a *gateway* to international systems.
- ▶ Create and maintain the national and federal *infrastructure* necessary to support integration of federal, state and local systems.

The need to electronically share accurate and complete information in a timely, secure and efficient manner is driven by the operational requirements of agencies at the local, state and federal levels.

Endnotes

¹ See, for example, the *National Child Protection Act of 1993*, Pub. L. 103-159, codified in 42 U.S.C. §§ 5119 *et seq.*; the *Brady Handgun Violence Prevention Act*, Pub. L. 103-159, 107 Stat. 1536, codified in 18 U.S.C. § 922; the *Lautenberg Amendment*, Pub. L. 104-208 (contained in the *1997 Omnibus Appropriations Act*), codified in 18 U.S.C. § 922(g); *INS Alien Conviction Notification*, 42 U.S.C. § 3753(a)(11); *Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act* (including *Megan's Law*), Pub. L. 103-322, § 170101, codified in 42 U.S.C. § 14071; *National Protection Order File*, Pub. L. 104-236, codified in 42 U.S.C. § 14072.

² For detailed profiles of state and local sites around the nation involved in integration efforts, see SEARCH's Integrated Justice Information Systems Web site at <http://www.search.org/integration>.

³ 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).

⁴ See revised schematic at <http://www.ojp.usdoj.gov/bjs/flowchart.htm>.

⁵ The term "information" is used here in its broadest sense to include data, images (photo, document and fingerprint), case records, calendar events and electronic messages.

⁶ Bureau of Justice Assistance, U.S. Department of Justice, *Report of the National Task Force on Court Automation and Integration* (Washington, DC: Government Printing Office, NCJ-177601, June 1999) p. 2.

⁷ The "publish" function, as defined here, recognizes the affirmative publication and distribution functions normally associated with *delivering* information to subscribers, as well as publication in channels that simply make the information *available* to users via Web sites, fax-on-request, posting in public places, etc.

⁸ See, for example, the information standards at <http://www.kbi.state.ks.us>.

Endorsements

- 1.** *Unanimously endorsed by the Membership Group of SEARCH, The National Consortium for Justice Information and Statistics. January 21, 2000. Las Vegas, Nevada.*

ALASKA'S CRIMINAL JUSTICE INTEGRATION PLAN
Presentation to Alaska State Legislature, House Judiciary Committee
January 22, 2001

I. Problem

In the early '90's Alaska recognized problems caused by its outmoded criminal justice computer systems that didn't communicate with each other:

1. The systems were inadequate to support internal agency needs.
2. Agencies wasted resources by duplicating recordkeeping tasks instead of sharing data.
3. Duplication impaired record quality, at the expense of public safety.
4. Policymakers were frustrated by lack of systemwide statistical data.

II. Alaska's Approach to Integration

The state considered building a single system that would fulfill the operational needs of all criminal justice agencies, or multiple agency systems that would be tightly integrated with a central repository on a *real-time* basis. Both approaches would virtually eliminate duplicate data entry and thus drastically reduce errors. Agencies would have access to the most current information available, systemwide. However, these attractive advantages were outweighed by equally unattractive disadvantages:

- The project would be too large, complex and costly, requiring extensive customization.
- It would be difficult and costly to maintain, because changes involving one agency system could cause ripples affecting every agency system.
- A network outage or other glitch could mean all agencies ceased to function until access to the central system was restored.

Instead, Alaska elected to "loosely integrate" new agency computer systems with a redesigned central repository. Each agency would independently develop its own system to address internal needs and statutory requirements to report certain events to the state central repository. Agency systems would build interface transactions as part of their data entry processes, store them, then -- *independent of data entry and other critical processes* -- transmit them to the central repository. Should the repository system be unavailable, the interface portion of the agency system would simply wait and attempt the transmission later, thus avoiding disruption of agency processes. This approach has several advantages:

- It allows criminal justice agencies to acquire systems independently, resulting in projects that are less costly, more focused, more easily managed, and achievable.
- Interface requirements and systemwide outages are minimized.
- Changes to one system are less likely to impact others; this solution is easier to maintain.
- Federal funds were available to build agency-repository interfaces because of national initiatives to improve criminal history record quality.

III. Project Oversight

The *Criminal Justice Information Advisory Board*, established in Alaska Statute 12.62.100, oversees the integration effort. The board consists of the heads of criminal justice, juvenile justice, public defender, motor vehicle, social service, and information technology agencies, the court system, and representatives from local police and the public. Its website provides on-line access to integration standards, events, and documents: <http://www.dps.state.ak.us/cjiab/>

IV. Progress (✓ = completed ☒ = in progress)

1. Replace Agency Information Systems

- ✓ Anchorage Police Department
- ✓ Department of Law – state prosecutors
- ✓ Automated Fingerprint ID (purchased livescans, joined WIN regional service bureau)
- ☒ Department of Corrections – *final implementation phase*
- ☒ Alaska Court System – *planning phase*
- ☒ Division of Juvenile Justice – *procurement phase*
- ☒ Public Defender – *developed in-house case management software*
- ☒ Public Safety - Central Repository – *procurement phase*

2. Write Central Repository Data Exchange Standards

- ✓ Enact statutory requirements for agencies to report events to the central repository
- ✓ Adopt *regulations* defining *who* must report *what* data to the repository, *when*, and *how*
- ✓ Establish *unique identifiers* for persons, events, and charges
- ✓ Create a *uniform offense table*, statute-based
- ✓ Write *interface transaction specifications* and a *data dictionary*
- ✓ Write *central software* to process interface transactions

3. Automate Central Repository Data Exchanges

- ✓ Warrants
- ✓ DV orders
- ✓ Arrests
- ✓ Motor Vehicle/Driving Records
- ✓ Foster License Status/Flag
- ✓ Fingerprints (*50% of criminal FP records now submitted electronically*)
- ☒ State Prosecutor Declinations – *in final testing*
- ☒ Court filings and dispositions – *in procurement phase*
- ☒ Correctional status (prison/jail/community supervision) – *in final implementation phase*

V. Integration Issues Unique to Alaska

Unified Administration of Justice. Other than local police, several city prosecutors, and a few small jails, all criminal justice functions are administered by the state. This allows a relatively small group of people to work closely on statewide, systemwide issues. Reaching consensus has not been difficult so far.

Network Constraints. Alaska's vast geography and lack of infrastructure is a serious obstacle to integration. It is not uncommon for several agencies to share a single 56 kilobytes connection - comparable to that provided to many single-family homes in the Lower 48. Alaska's telecommunications cost rates are six to eight times higher than in the Lower 48. Agencies can't assume that common off-the-shelf applications or systems developed in other jurisdictions will work here. We are limited to options that conserve scarce, expensive bandwidth.

VI. Outstanding Issues

Role of Noncriminal Justice Agencies. Alaska's integration efforts have revolved around automated reports from criminal justice agencies to the central repository. However, the death of a foster child in a home where one parent had been convicted of domestic violence underscored the importance of including noncriminal justice agencies in this effort. After an initial, fingerprint-based background check, the state's foster license office had no way to learn of a parent's later involvement with the criminal justice system. Police, prosecutors, and courts were likewise unaware of the subject's foster license status. Now there is an interface allowing the foster license agency to flag parents' records in the central repository. If an arrest, domestic violence protection order or conviction is entered in the repository, an automated notice goes to the licensing agency immediately. Criminal justice agencies viewing a flagged record are also immediately advised of the subject's foster license status. This solution is more informative and less expensive than conducting a new background check once each year.

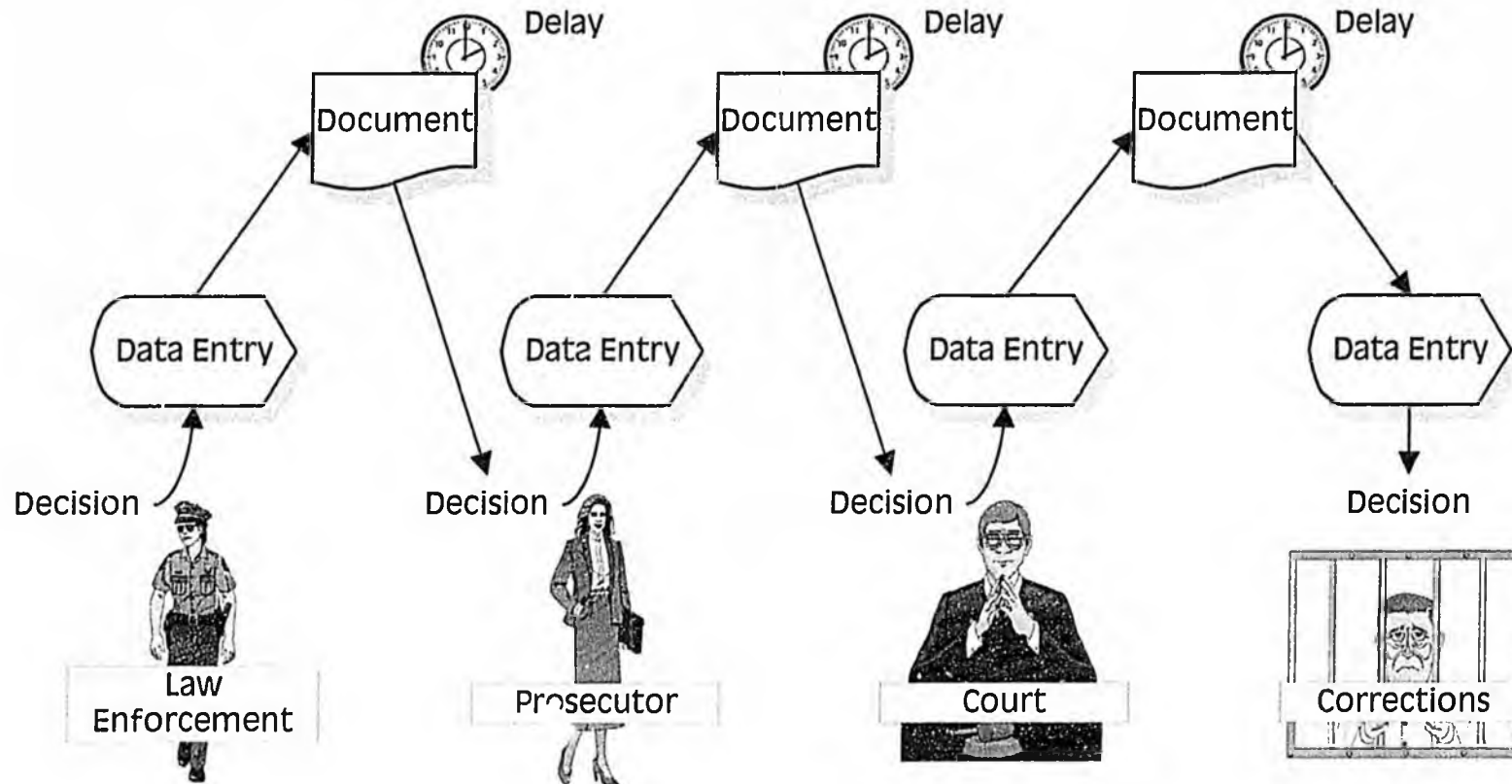
Role of Juvenile Justice. No decision has been made as to whether the new juvenile justice information system will be fingerprint-based or interfaced with the repository.

Going Paperless. Until now, the integration effort has focused on data exchanges with the central repository. This approach was largely driven by the fact that federal funding was available to improve repository records through automated interfaces. To reap more benefits by replacing more paper-based processes with electronic exchanges will require more resources. The first step would be for the Criminal Justice Information Advisory Board to hire an independent contractor to map out all the data exchange points in the criminal justice system. The board estimates that this preliminary step would cost about \$500,000.¹

Another consideration for going paperless involves data integrity. Until now, the repository's computerized criminal records have been backed up with paper source documents received in the mail (fingerprint cards, prosecutor screening forms, and court orders and judgments). As agencies begin reporting events electronically, the repository must develop new source document retention standards or other methods of authenticating electronic information when its accuracy is questioned.

¹ See Developing Justice Information Exchange Points, SEARCH, March 2000.

WHY INTEGRATE?



**PAPER-BASED PROCEDURES
CAUSE DELAYS, INCREASE ERRORS, AND WASTE RESOURCES**

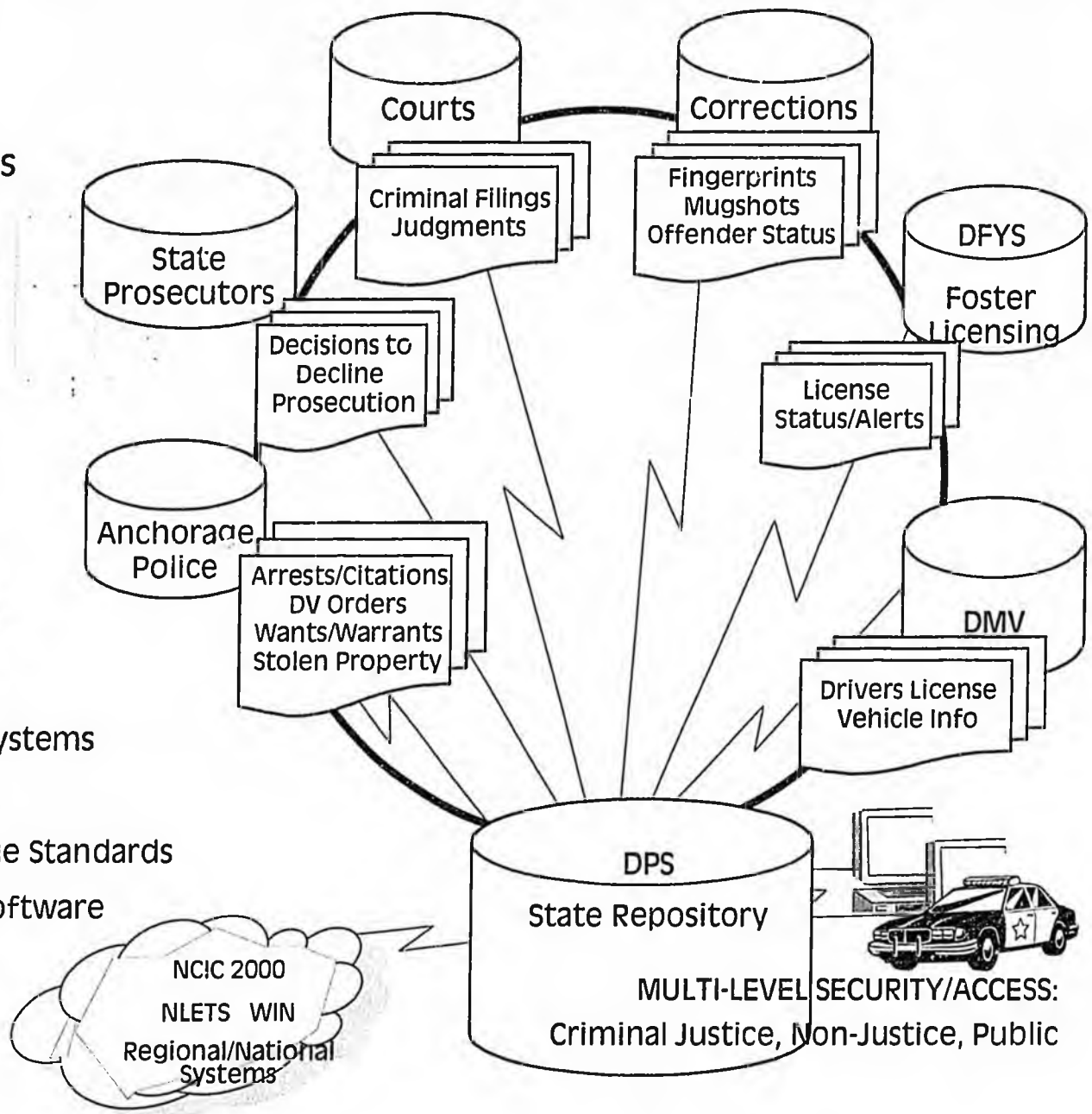
WHAT IS ALASKA'S CURRENT INTEGRATION PLAN?

Replace Paper with Electronic Exchanges to State & National Repositories



WHAT ARE THE STEPS?

1. Replace Agency Information Systems
2. Enhance Networks (LAN/WAN)
3. Adopt Legal/Technical Exchange Standards
4. Write Interface Transactions/Software
5. Test/Implement Interfaces



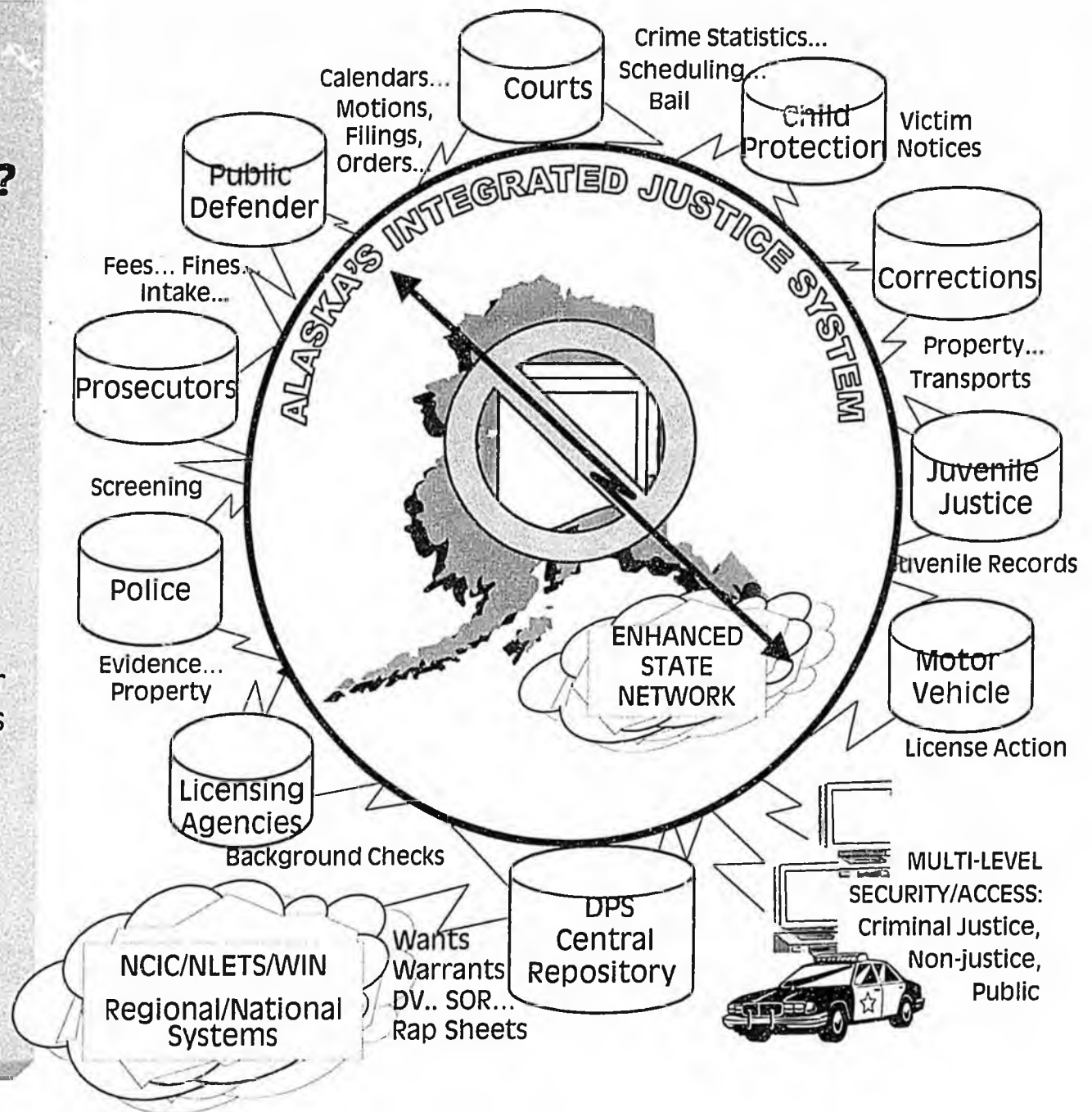
WHAT IS ALASKA'S FUTURE INTEGRATION PLAN?

GO PAPERLESS SYSTEMWIDE

Enter data once.
Share it electronically.

WHAT WILL IT TAKE?

- Funding
- Interagency Project Manager
- Map of Data Exchange Points
 - Review of Laws/Policies
 - New Procedures
 - More Standards
- Interface Transaction Specs
 - Interface Software
 - Enhanced Network

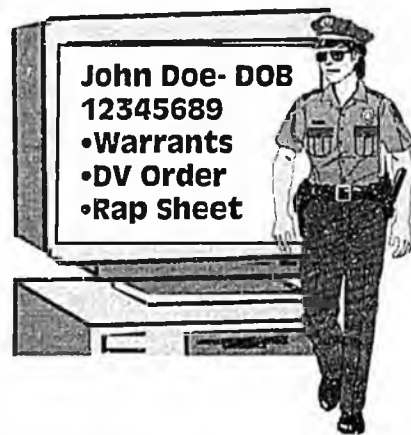


WHAT IS INTEGRATION?

"The ability to access and share critical information at key decision points in the justice process." (SEARCH)

1. QUERY

A police officer can *query* the Alaska Public Safety Information Network (APSIN) to find out if a person is wanted, is subject to a DV protection order, has a criminal record, is a foster parent, is required to register as a sex offender or give DNA, etc.



2. PUSH

When the Anchorage Police Dept. enters arrest data into its computer system, information about the arrest is automatically *pushed* to the state central repository through an electronic interface.

3. PULL

Livescan fingerprint machines at state jails *pull*



an offender's name and descriptive data from the jail's booking system to automatically populate an electronic fingerprint record.

REGISTERED



SEX OFFENDER

4. PUBLISH

DPS *publishes* sex offender registration information on an Internet web site, available to the public at no charge.



5. SUBSCRIBE

DFYS foster license workers *subscribe* to a notification service that automatically alerts them if a licensee's repository record is updated with information about a key event:

- ✓ Criminal Case
- ✓ DV order
- ✓ Warrant



ALASKA STATE LEGISLATURE

HOUSE JUDICIARY COMMITTEE

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Heather M. Nobrega
Counsel to Committee

MEMORANDUM

TO: House Judiciary Committee Members

From: Heather M. Nobrega *HMN*
Aide to Judiciary Committee

Date: January 26, 2001

Re: Y2K Expenditures

Attached is a spreadsheet from Larry Walsh regarding Y2K funding.

State of Alaska

Y2K Project HB64 Estimated Remaining Balances for Appropriations

Please note: These figures represent an estimate as of 1/18/00. Additional Y2K expenditures may yet result from problems occurring at the end of January 2000, and from leap year problems around 2/29/00.

(Thousands)

Description	Department	Item (as titled in HB64)	Allocation/ Appropriation Amount	Estimated Remaining Balance	Source
DOA Appropriations	DOA	Retirement & Benefits Software Enhancements	400.0	-	
		Retirement & Benefits Data Processing Services	250.0	-	
		Mainframe Test Environment	1,878.0	244.0	CBRF
		Office of Public Advocacy Trust System Upgrade	104.0	1.4	GF PR
		Project Administration	711.0	61.0	CBRF
		Total for DOA	3,343.0	306.4	
	DCED	AK Public Utilities Commission Statewide Utilities' Systems	75.0	67.0	APUC Receipts
		Total for DCED	75.0	67.0	
	DOC	Data Processing Hardware Replacement	240.0	-	CBRF
		Cook Inlet Pre-Trial Facility Central Control System Replacement	850.0	-	
		Total for DOC	1,090.0	-	
	DEC	Statewide Equipment, Software, and Database Compliance	375.0	-	
		Community Wastewater Systems Assessment	8.5	-	
		Total for DEC	383.5	-	
	HSS	Public Health Lab Server Replacement	10.0	-	
		Emergency Medical Services Certification Database Replacement	20.0	-	
		Total for HSS	30.0	-	
	DOT	Compliance-Statewide Public Facilities	2,500.0	1,610.0	CBRF
		Total for DOT	2,500.0	1,610.0	
		Totals -- DOA Appropriations	7,421.5	1,983.4	CBRF 1,915.0 GF PR 1.4 APUC 67.0

Direct Appropriations -- Executive Branch	DEC	Statewide Equipment, Software, and Database Compliance	75.0	-	
		Total for DEC	75.0	-	
	HSS	Medicaid Management Information Systems Upgrade	2,400.0	-	
		AK Psychiatric Institute Hospital Information System Upgrade	100.0	18.7	MHTA
		Total for HSS	2,500.0	18.7	
	DOT	Compliance-AK Marine Highway System Vessel Assessment and Remediation	600.0	350.0	91/9 -- Federal, Marine Highway Fund Match
		Compliance-State Equipment Fleet Emissions Test Equipment Replacement	75.0	-	
		Total for DOT	675.0	350.0	
		Totals -- Direct Appropriations (Executive Branch)	3,250.0	368.7	MHTA 18.7 Fed 315.0 Match 35.0

	Totals -- Executive Branch Appropriations	10,671.5	2,352.1	
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Direct Appropriations - Other	UA	Assessment and Remediation	3,464.9	1,529.2	CBRF
		Total for UA	3,464.9	1,529.2	
	Courts	Software Upgrades for Telephone and Security Systems	182.5	75.5	CBRF
		Total for Courts	182.5	75.5	
	Leg Council	ALECSYS Conversion	492.7	-	
		Total for Leg Council	492.7	-	
		Totals -- Direct Appropriations (Other)	4,140.1	1,604.7	CBRF 1,604.7

	Totals -- Direct Appropriations	7,390.1	1,973.4	
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	Totals -- All HB64 Items	14,811.6	3,956.8	
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Non- HB64 Y2K Funds	Legislature	BASIS Y2K Compliance (SB231, 20th Alaska Legislature)	1,493.8	-	
		Total for Legislature	1,493.8	-	
		Totals -- All Non-HB64 Y2K Funds	1,493.8	-	

	TOTALS -- ALL Y2K FUNDING	16,305.4	3,956.8	
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