

What is CJIS?

The Connecticut Justice Information System (CJIS) is an integrated, interoperable array of information initiatives that mutually support Connecticut's statewide criminal justice agencies' functions and responsibilities. CJIS encompasses a number of current initiatives and projects relating to the integration of criminal justice data, of which the major initiative is the Offender Based Tracking System (OBTS). Nationally, there are concerted efforts to design and implement integrated justice information systems, commonly referred to as IJIS projects. Integration as defined by the Planning for Integration: Developing Justice Information Exchange Points report published by SEARCH, The National Consortium for Justice Information and Statistics, is "the ability to electronically access and exchange critical information at key decision points throughout the justice enterprise."

SEARCH, in partnership with the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, organized a 1999 Symposium on Integrated Justice Information Systems. This symposium validated Connecticut's OBTS vision as reflected in these statements taken from the symposium presentations:

- "Integration ... [is] designed to enable the timely and efficient sharing of criminal justice information within and between agencies,"

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WELCOME TO DATELINE: JUSTICE

...a newsletter about Connecticut's justice initiatives. In this first issue we highlight the Offender Based Tracking System (OBTS), a key criminal justice technology initiative that will be available in a baseline system in the fall of **2002**. OBTS will provide a single repository of offender data compiled from the time of arrest to the release from probation and will transform criminal justice information sharing in Connecticut. Future issues will highlight other justice technology initiatives. Look for the next quarterly issue in July 2002.

CJIS Project History

The CJIS project has a long and interesting history. Participating agencies began discussing the concepts of inter-agency data exchanges in the mid-**1970s**. In **1983-1984** the State conducted a thorough review of the its criminal justice systems environment and needs. Although the need to share and exchange offender and case data among agencies was identified, it was decided that agencies should continue to develop their individual agency data systems, rather than immediately begin a state-wide CJIS initiative. This decision was based on the recognition that technology could not support the vision of integrated justice information systems in a cost-effective manner. The effect yielded the creation of many "stovepipe" and agency-focused applications that are still in operation today.

In **1988**, CJIS data processing and information sharing issues were studied by a Technical Support Team. This team produced the "Criminal Justice Information System Study," a CJIS road map in terms of program development and utilization of state and federal funding.

In **1991**, Connecticut was awarded a grant from the United States Department of Justice for the improvement of Criminal History Records and Identification of Felons. A multi-year plan to establish a state-of-the-art CJIS was developed. In **1993**, the "CJIS-OBTS System Master Plan for an Interagency Connecticut Criminal Information System" was completed. This Plan proposed an Offender Based Tracking System (OBTS) to be implemented as a single source repository of criminal offender data that is accurate, verifiable, timely, and available to all of the criminal justice agencies involved in all phases of the criminal justice process. Key to the plan was the reliance

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- “The integrated system should be driven by the operational systems of participating agencies,”
- “Successful integration lends itself to the promise that digital information increases in value as it is shared widely and effectively,”
- “The best integration results are achieved when offender processing is viewed as a continuum, rather than as a series of individual processes,” and
- “Functions ... normally consider[ed] in integration efforts ... include”
 - queries to assess a person’s criminal justice status,
 - reporting of events regarding people and cases,
 - automatic “push” of information from agencies based on actions, and
 - receipt of information regarding agency actions.

Historically, Connecticut’s criminal justice agencies developed their own information systems to meet their respective statutory responsibilities. Focus on the broader needs of the criminal justice community was secondary. Agencies maintained their own databases and satisfied their internal needs with a customized portfolio of application systems. In the early 1990s, agencies began exchanging criminal justice information by building very specific interfaces between systems, but without an overall plan or system architecture that enables information sharing. In many instances, information sharing continues by the shuffling of paper work, which, at best, is cumbersome and time consuming. Information is not always available when needed or is incomplete and sometimes inaccurate, potentially leading to very serious problems. The CJIS agencies recognized and acted upon their need to have offender information in a common mutually available system with the initiation of the OBTS project.

Offender Based Tracking System (OBTS)

The key CJIS initiative is the creation of an integrated Executive and Judicial Branch criminal justice Offender-Based Tracking System (OBTS). This five-year initiative integrates offender and case data from various agency criminal justice information systems to provide a single source of criminal justice data that allows agencies and criminal justice professionals to more effectively and efficiently track offenders and their associated cases.

OBTS is designed to interface with existing criminal justice information systems maintained by the Department of Public Safety, local law enforcement agencies, the Judicial

OBTS

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Branch, the Department of Correction, and the Board of Parole. It will maintain a common set of offender and case data using information transmitted from agency criminal justice information systems according to business events in the criminal justice process such as an Arrest, Bail Decision, Granting of Parole, or Release from Probation. The OBTS will, therefore, reflect the most current electronically available information about offenders and offender cases. The system processes business rules that have been predetermined by project participants. These business rules define the exchange of offender and case information among the participating agencies and their existing information systems. Electronic intake packages and event notifications will allow information to be readily accessible so that criminal justice agencies can proactively respond to events within the criminal justice system relating to an offender’s actions.

Objectives and Scope

The CJIS-OBTS objective is to create an enterprise-wide, integrated criminal justice system that:

- ◆ provides an integrated single-source repository of offender-case data that is accurate, verifiable, timely, and available to all criminal justice agencies as authorized who are involved in all phases of the criminal justice process;
- ◆ informs appropriate criminal justice agencies involved in all phases of the criminal justice process of the occurrence of significant criminal justice events; and
- ◆ provides a scalable, adaptable, and maintainable architecture to accommodate future criminal justice enterprise and operational requirements.

More explicit objectives that represent the expectations of the CJIS-OBTS agencies include the:

- ◆ CAPTURE of criminal justice data at the source event,
- ◆ REUSE AND ENHANCEMENT of existing agency criminal justice information systems,
- ◆ TRANSFORMATION of the agency criminal justice business processes into an enterprise-wide criminal justice business process which is consistent with agency operations,
- ◆ INTEGRATION of criminal justice data,
- ◆ AVAILABILITY of succinct and comprehensive offender-case data,
- ◆ ENHANCEMENT of criminal justice data accessibility,
- ◆ IMPLEMENTATION of enterprise event management, and
- ◆ IMPLEMENTATION of the Connecticut Justice Information System architectural standards for the Offender-Based Tracking System.

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OBTS Agency Users

Board of Parole

Department of Correction

Department of Public Safety, Division of State Police

Department of Motor Vehicles

Department of Information Technology (Administration Only)

Division of Criminal Justice Administration, Office of the Chief State's Attorney

Division of Public Defender Services, Office of the Chief Public Defender

Judicial Court Support Services Division

Judicial Superior Court Operations

Judicial Office of Victim Services

Local Law Enforcement through the Connecticut Chiefs of Police Association

Office of Policy and Management, Policy Development and Planning Division.

Board of Pardons

Office of Victim Advocate

Objectives and Scope

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The OBTS initiative uses an “event-driven” and “data-oriented” methodology to build an integrated system. Pre-defined “events” in the criminal justice process – such as an arrest, incarceration, or court disposition - trigger the compilation of certain data and its routing to appropriate agency information systems. Connecticut’s OBTS will implement 55 events and functions that effectively leverage existing agency systems and data to provide access to complete, timely, and accurate offender-case information. It provides ad hoc reporting capability for decision support and the generation of reports for statistical or administrative purposes, and sets the stage for future enhancements. The OBTS functions as both a repository and a “switch.” It integrates selected data from the various agency systems by storing it in a single integrated repository. The OBTS contains offender-case information such as identification information, felony, misdemeanor, and criminal infraction arrests, court information, such as bail decisions, continuances, disposition and probation data; incarceration information and parole status. Based on the triggering event OBTS routes data, packaged as an intake package or notification that an event has occurred, to appropriate

Objectives and Scope *continued from previous column*

agencies. From an architecture perspective, the OBTS repository is comprised of three distinct databases maintaining business rules data, reporting data, and enterprise data. The OBTS provides five distinct architectural manager services: event manager, message and request manager, data access manager, security manager, administration manager, and reporting and query manager. CJIS-OBTS will contain information about:

- Fingerprinted and Non-Fingerprinted Offenders,
- Children or youth who are adjudicated as adults, and
- Cases that include:
 - ◆ Felonies,
 - ◆ Misdemeanors,
 - ◆ Criminal/Non-Motor Vehicle (Non-Title 14) Infractions,
 - ◆ Criminal/Non-Motor-Vehicle (Non-Title 14) Violations, and
 - ◆ Motor Vehicle Offenses for which a sentence to a term of imprisonment may be imposed.

OBTS BENEFITS CRIMINAL JUSTICE AGENCIES

Operational benefits to OBTS criminal justice agencies and users are expected to include:

- * Electronic intake packages that reduce redundant data entry,
- * Reduction of processing delays that are caused by lack of information,
- * Notifications to agencies that certain actions may be necessary to respond to an offender’s activities,
- * More informed decision-making based upon a single source of the most current electronically available offender and case data.
- * Improvement in data quality and confidence,
- * Optimization of inter-agency data exchanges, and
- * Increased staff effectiveness and efficiency.

of OBTS on two application and data hubs, one in the Executive Branch and one in the Judicial Branch, to support the agency legacy system applications and provide criminal justice data to the OBTS, a common repository of data, based upon “triggering events.”

The State of Connecticut began laying the groundwork necessary to implement the CJIS-OBTS according to the plan. In **1995**, Governor Rowland, in his Anti-Crime Initiative, specified a state-of-the-art criminal justice information system. The legislature recognized this need and approved the funding for the OBTS.

Subsequently, CJIS participation was expanded to include the Department of Motor Vehicles and municipal law enforcement agencies in recognition of the need to coordinate criminal justice information with motor vehicle data and the large number of municipal law enforcement personnel.

In **1996** an RFP was issued to secure project management assistance and system integration services from a consultant. OPM awarded this contract to MAXIMUS and work began in January **1998**. MAXIMUS facilitated on-site reviews of the various activities undertaken by each of the CJIS agencies since the publication of the **1993** CJIS-OBTS System Master Plan and updated the Master Plan to reflect the applications, systems, business processes, projects, and initiatives defining the CJIS-OBTS environment.

In July **1999** the OBTS Visionary Design document was completed by the CJIS agencies, with MAXIMUS support. This document re-defined the OBTS vision as the creation of “an enterprise criminal justice information system that enables participating agencies to exchange information about offenders and their cases, and access authorized electronically-maintained offender and case data. OBTS is a new system that interfaces with existing agency criminal justice information systems. It integrates agency operational data into an enterprise-wide data repository of offender and case data using pre-determined significant occurrences (events) in the criminal justice process. It therefore reflects the most current electronically available offender-case information. OBTS contains business rules that facilitate the exchange of offender and case information among the criminal justice information systems using electronic intake packages and event notification messages.” Work continued through May **2000** to define the OBTS conceptual architecture and the business requirements, 52 events and functions with “As-Is” and “To-Be” scenarios, data and business rules.

A SEARCH Symposium in **1999**, described many practices that supported the design taken with the OBTS. CJIS personnel attended and were encouraged in that the vision, objectives, requirements, and architecture being defined for the OBTS matched the standards, principles, and architecture endorsed at the symposium. Further validation

of the OBTS approach appeared in a report published by SEARCH in March **2000**, *Planning the Integration of Justice Information Systems: Developing Justice Information Exchange Points*. In this report SEARCH references the OBTS project and cites it as using an information exchange points methodology to define the business rules and processes associated with exchange of information that is in line with SEARCH’s recommendations for the design of an integrated justice system.

In October **1999**, the Department of Information Technology (DoIT) on behalf of the Office of Policy and Management (OPM) through issued an RFP for the services of an implementation vendor. Sierra Systems, Inc. was awarded the contract in August **2001** and is currently carrying out the application development of the OBTS.

OBTS Schedule

The OBTS will be developed in two major stages, a baseline system and System Release One (SR1). The baseline system will receive event-triggered data from major systems from the Department of Public Safety, the Judicial Branch, and the Department of Correction. It will contain inquiry and reporting functions based upon the available data and be deployed to certain users. SR1 will integrate the remaining agency criminal justice systems, provide electronic intake packages and notifications, and will be made available to all authorized OBTS users. Milestone activities and dates for the OBTS project are as follows:

Project Initiation Completed	1/1998
Requirements and Architecture Specifications Completed	5/1999
RFP Issued for Application Development Vendor	10/1999
Contract Awarded to Sierra Systems for Application Development	8/2001
Sierra Systems Started Work	9/2001
Knowledge Transfer Completed	2/2002

Estimated Dates for Completion

Detailed Design	3/2002
Baseline Development and Testing	10/2002
Baseline User Training	9/2002
Baseline System Operational	11/2002
System Release One (SR1) Development and Testing	4/2003
SR1 User Training	6/2003
SR1 Operational	8/2003

CJIS Governing Board

The Connecticut Justice Information System Governing Board oversees the operation and administration of the Offender Based Tracking System. The Governing Board meets quarterly to review progress of the OBTS, set the necessary operating policies, and resolve issues. It has the authority to establish committees and has designated a CJIS Implementation Group composed of agency designees to facilitate the inter-agency coordination of CJIS projects, review and direct the OBTS consulting firms, and resolve functional and operational issues. Prior to 1992, CJIS agency participants cooperated on an agency-to-agency basis. In 1992 the Office of Policy and Management through its Justice Planning Unit formed an ad hoc Policy Board structure. This became a model for the Governing Board and an Implementation Group. *Public Act 99-14*, an *Act Creating a Criminal Justice Information System Governing Board*, now provides a statutory basis for the CJIS Governing Board. *Public Act 00-20, An Act Concerning The Criminal Justice Information System*, added the Office of the Victim Advocate to the CJIS Governing Board and identified OBTS data to which the Division of Public Defender Services has access.

Members of the CJIS Governing Board include:

- ♦ Chief Court Administrator, who serves as the chair,
- ♦ Commissioner of Public Safety,
- ♦ President of the Connecticut Police Chiefs Association,
- ♦ Chief State's Attorney,
- ♦ Chief Public Defender,
- ♦ Commissioner of Correction,
- ♦ Chairperson of the Board of Parole,
- ♦ Chairperson of the Board of Pardons,
- ♦ Commissioner of Motor Vehicles,
- ♦ the Victim Advocate,
- ♦ Secretary of the Office of Policy and Management, and
- ♦ Chief Information Officer of the Department of Information Technology.

Subcommittees / Working Groups

- ♦ CJIS Implementation Group - Facilitates inter-agency coordination of CJIS projects at an operational level.
- ♦ CJIS Technical Committee – Reviews and sets the CJIS-OBTS technical direction; researches and recommends resolutions of technical design and implementation issues.
- ♦ CJIS Policy Committee - Provides expertise, advice, and recommendations to the Governing Board regarding the interpretation and application of Connecticut General Statutes, agency policies, and practices as they apply to the CJIS-OBTS and related operational practices.

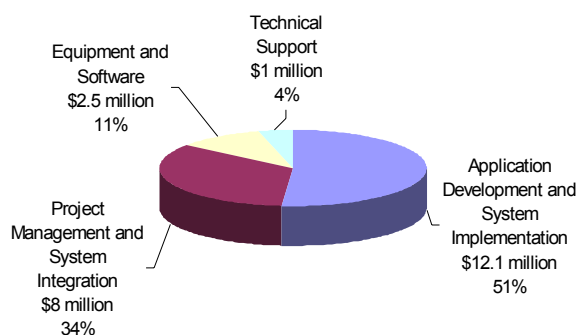
Agency Support

The Office of Policy and Management (OPM) is instrumental in planning and implementing the OBTS. OPM staff lead the criminal justice agencies in initiating the OBTS project; chair the CJIS Implementation Committee; and report OBTS status to the CJIS Governing Board. OPM also procured the services of MAXIMUS to provide project management and system integration services to support the OPM staff in their OBTS responsibilities. New OPM staff positions will provide on-going program management for the implementation and operation of OBTS.

The Department of Information Technology (DoIT) has a key technology role in the OBTS. The OBTS computer system will be located in the DoIT data center in East Hartford and DoIT will be responsible for providing OBTS technical and operational support. DoIT staff, along with Judicial Information Systems (JIS) staff, is also participating in and facilitating the technical integration of OBTS with other CJIS and State initiatives to define a technical architecture and infrastructure framework that supports enterprise-wide projects such as the OBTS. DoIT, along with the Judicial Branch, will provide the hub services for the OBTS.

CJIS Funding

Funding to carry out the OBTS is made available through state bond authorizations and federal grants. The budgeted OBTS development and implementation costs are:



Federal funding was obtained through the Drug Control and System Improvement (DCSI) Formula Grant (Byrne) Program (5% Set Aside.) In addition, projects being carried out under the National Criminal History Improvement Program (NCHIP), the National Sex Offender Registry (NSOR) Assistance Program, and the State Identification Systems (SIS) Formula Grant Program have directly or indirectly supported the development or modification of legacy systems supporting and providing data to the OBTS.

CJIS Events and Functions

The design of the OBTS views Connecticut's enterprise criminal justice process as a series of "events" that occur as part of a "case" processing timeline, such as an arrest, sentencing, or release from incarceration, and which are associated with an offender. Events trigger the transfer of criminal justice data from an agency legacy criminal justice system to CJIS-OBTS where it is processed according to pre-defined business rules, updated in the CJIS-OBTS Data Repository, and transferred to one or more agencies. Agencies that receive data from CJIS-OBTS as a result of an event may take further action(s). The following events are included within the scope of System Release One of the OBTS.

Adult Probation Community Supervision
Adult Probation Identification
Adult Probation Release
Adult Probation Supervision Violation
Alternative Sanctions Identification
Appeal
Arrest Warrant
Arresting Agency Bail Decision
Arresting Agency Release
Bail Commission Bail Decision
Bail Commission Community Supervision
Board of Parole Discharge
Board of Parole Offender Abscond
Centralized Infractions Bureau Case Disposition
Centralized Infractions Bureau Case Transfer
Charging
Complaint Ticket Arrest
Continuance
Continuance Mittimus
Data Accessibility
Data Maintenance
Data Notification Business Rules
Death
Department of Correction Community Supervision
Department of Correction Offender Escape
Department of Correction Offender Transfer
Department of Correction Release
Disposition
Erasure
Extradition
Granting of Parole

Graveyarded and Severed Case
Inter-Court Case Transfer
Inquiry
Judgment Mittimus
Misdemeanor/MV Summons and Complaint Arrest
Pardon
Parole Supervision
Physical Destruction
Post-Conviction Incarceration
Post-Judgment
Pre-Trial Incarceration
Protective, Restraining, No Contact Order
Public Defender Eligibility
Public Defender Termination
Re-Arrest
Reporting
Sealing
Sex Offender Registry
State Police Bureau of Identification (SPBI) Identification
Superior Court Bail Decision
Transfer Juvenile Matters Case to Superior Court
Transfer Case to Juvenile Matters
UAR Arrest
Victim Registration

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**Additional OBTS information and status
can be found at:**

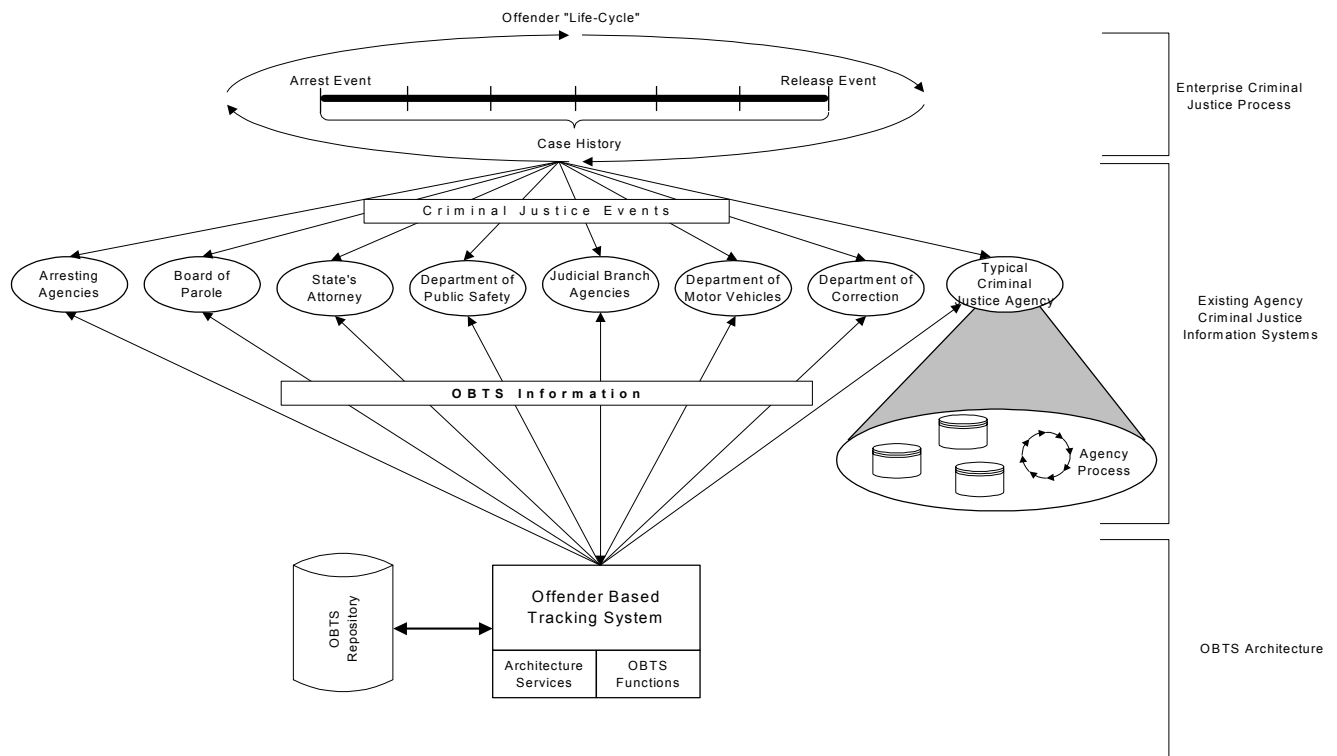
***[http://www.opm.state.ct.us/pdpd1/justice/
obts.htm](http://www.opm.state.ct.us/pdpd1/justice/obts.htm)***

OBTS Vision

The following exhibit illustrates the OBTS vision. It identifies the key concepts, the enterprise criminal justice process, the existing agency criminal justice information systems, and the OBTS architecture, that drive the design of the OBTS. The enterprise criminal justice process represents the interrelationships among the criminal justice events, the offenders, and the offenders' cases. One of the key OBTS design considerations is that the system must be built upon the existing agency criminal justice systems, incorporate the current technology environments, avoid wholesale replacement of existing systems, and re-use and enhance existing agency criminal justice business processes. The OBTS also includes three major architectural components – a data repository, architectural services, and OBTS functions.

The OBTS Data Repository is an integrated set of enterprise business data, reporting data, and metadata. It maintains all of the offender and case data that is generated by the enterprise criminal justice process that has been identified as enterprise data, (data which is significant to the determination of offender and case status and which is required by at least two agencies). Reporting data is a re-structured collection of the enterprise business data structured to facilitate the retrieval and delivery of statistical and decision support information. Metadata describes the enterprise business data and reporting data within the OBTS Data Repository. It is data about data.

The OBTS architectural services are the software components that support the creation and maintenance of the OBTS Data Repository, execute the business rules associated with each functional event, receive event notification messages from agencies, forward electronic intake packages and/or data notification messages to agencies, maintain the data repository, control access to OBTS, and handle routine/exception operational conditions. OBTS also supports a set of business functions that are not considered events including inquiries, reporting, data access, data notification, and data maintenance.



OBTS to be on the Mobile Data Communications System

The Connecticut Mobile Data Communications System (MDCS) will be utilized to provide OBTS data to law enforcement officers in the field. Information, which is traditionally obtained by voice from a dispatcher, is now readily available to officers without delay and in response to an officer's individual inquiry. The MDCS additionally provides data and images, which cannot be obtained via dispatch procedures. It provides the capability to electronically message and to complete and file reports, including incident and accident reports. The OBTS data will provide a more extensive and integrated resource of offender data, not otherwise available.

In Connecticut, the MDCS was initially established in the Capitol Region utilizing State funding provided to the Capitol Region Council of Governments (CRCOG). A companion and backup system exists in the Central Naugatuck Valley Region. All municipalities in the State may participate in these systems without a licensing fee. MDCS is a common, cost effective system that is responsive to Connecticut law enforcement procedures and technology systems and is currently being utilized by over 2200 police officers in 1150 patrol cars among 72 law enforcement agencies.

The MDCS consists of a mobile data message switch, communications software, application software, and related services for the telecommunications; in-vehicle hardware includes a laptop computer, computer mount, and modem. In an office setting, the MDCS operates on a desktop computer, with connectivity through the State's law enforcement telecommunications network (COLLECT).

The benefit of a statewide approach in Connecticut is centered on enhanced operational capabilities, common support, and efficiencies. The MDCS provides, in police vehicles, the complete range of law enforcement database functions, the broad array of CJIS data to include the Offender Based Tracking System (OBTS) being developed, and messaging between law enforcement agencies and officers. The communications and application software are licensed statewide, enabling the MDCS for all law enforcement agencies in the state. It is dependent upon digital radio communications and coverage.



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