

Strategic Implementation Plan For The Texas Criminal Justice Information System (CJIS)



December 31, 1991

CRIMINAL JUSTICE POLICY COUNCIL
DEPARTMENT OF INFORMATION RESOURCES
DEPARTMENT OF PUBLIC SAFETY
DEPARTMENT OF CRIMINAL JUSTICE

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U.S. Department of Justice
National Institute of Justice

NCJRS

JUN 7 1993

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Acknowledgements

The Criminal Justice Policy Council wishes to acknowledge the cooperative spirit of the Department of Public Safety, the Department of Criminal Justice, and the Department of Information Services in developing this report.

Acknowledgement is also given to the U. S. Department of Justice, Bureau of Justice Statistics for providing federal grant funds to the Policy Council. These grant funds were used to assist DPS and Tarrant County in converting their data systems and in testing the feasibility of electronic disposition reporting from counties to the state CJIS.

STRATEGIC IMPLEMENTATION PLAN FOR THE TEXAS CRIMINAL JUSTICE INFORMATION SYSTEM (CJIS)

INTRODUCTION

Chapter 60.17, Code of Criminal Procedure mandates the Criminal Justice Policy Council to coordinate a working group of the Policy Council, the Department of Information Resources, the Department of Public Safety, and the Department of Criminal Justice to expedite implementation and continued improvement of the criminal justice information system.

Chapter 60.17 further mandates that a report be provided to the Legislative Criminal Justice Board not later than January 1, 1992. This report is submitted in response to that mandate.

BACKGROUND

Since its inception in 1970, the Department of Public Safety's Computerized Criminal History file (CCH) has served as the principal repository of arrest, disposition, and custody/supervision data for individuals arrested in Texas. Since January of 1974, local law enforcement agencies in Texas have enjoyed on-line access to CCH information through the Texas Law Enforcement Telecommunications System (TLETS). CCH serves the operational needs of law enforcement and criminal justice users, as well as the informational needs of policy makers for decisions affecting crime, prisons, law enforcement, etc.

While CCH provides an important service, users have been aware for some time that the CCH suffers from deficiencies of completeness and utility. A 1988 study by the Criminal Justice Policy Council documented a number of these problems. Particularly noteworthy is the number of arrests without corresponding dispositions. In addition, the current CCH lacks the capability to track an offender through the criminal justice system on a given charge and to provide workload information on the different components of the system.

ENHANCEMENT LEGISLATION

The enhancement of the computerized criminal history file has been an issue for a number of legislative sessions, but no new requirements were actually passed until the 71st Texas Legislature in 1989. First introduced as House Bill 1792 by Representative Bill Carter, the language finally passed the Regular Session as a part of House Bill 2335 - The Criminal Justice Reform Bill. Senate Bill 41 (71st Legislature, Sixth Called Session) provided cleanup revisions. The result is Chapter 60, Code of Criminal Procedure, which defines the concept of the Criminal Justice Information System (CJIS). In addition to defining a great deal of the specific data elements that must be included in the system, statutory requirements of the CJIS include:

- Assignment of an "incident number" to each arrest event. This number will allow CJIS to track the progress and results of that arrest and charge through the criminal justice system;
- Mandatory use of a multi-part incident form for reporting arrest and subsequent data. This form will have the incident number pre-printed on it and will follow the individual through the system. Those automated agencies wishing to report electronically must capture the incident number that is associated with the arrest fingerprint card as that is the identifier within CJIS to link disposition data to arrests;

- Mandatory reporting to the DPS of arrests and dispositions for all felonies and Class A and B misdemeanors;
- The Department of Criminal Justice (DCJ) must create a "Corrections Tracking System" (CTS) and collect, among other data, the start and end dates for each program, level of probation or parole supervision, and reason for termination from programs;
- A link must be established between the DPS's Enhanced CCH and the DCJ's Corrections Tracking System. This link will provide for TLETS access to data within both systems; and,
- Electronic reporting of data should be used whenever possible.

The electronic link between the Computerized Criminal History and Corrections Tracking Systems is a very important aspect of the CJIS. These two systems, and the link between them, define the Criminal Justice Information System. The DPS and DCJ are currently working to define the interrelationships between these two data bases. The agencies are particularly mindful of the requirements of the recently enacted Prison Management Act, and are making every effort to coordinate procedures so as to reduce the reporting impact on local contributors.

The 72nd Legislature set an implementation date of January 1, 1993 for CJIS.

CJIS DESIGN

The statutory requirements of the CJIS have far reaching implications for local agency contributors as well as for DPS and DCJ. Data reporting begins with the multi-part "uniform incident fingerprint card". The basic design of the form is a fingerprint card attached to a multi-part NCR-type form. The identification data will copy through the form to the attached fingerprint card. The multi-part form will contain multiple sheets for identification/arrest data and judicial/prosecutor data.

The arresting agency reports the identification and arrest data on the fingerprint card and the arrest sheet from the multi-part form. The remaining sheets of the form are then passed to the prosecutor (or court) for completion of the prosecution data elements. Depending upon the action of the prosecutor, the prosecution data can be reported by the prosecutor or the clerk, according to local preference. The clerks must report the court disposition on the judicial sheet. If the individual is sentenced to DCJ, the court will send the form to DCJ, who will report the custody/supervision information to DPS through the on-line computer link between the two agencies.

As each report sheet comes to the DPS it will have the pre-printed incident number and the information reported to DPS by the previous agency. The CJIS will use the incident number to link the separate actions to the same arrest event.

A sample reporting scenario is as follows:

An individual is arrested for burglary and resisting arrest. The arresting agency completes the fingerprint card/incident form, which has the incident number A12345678Z. The Burglary receives Incident Number Suffix "001" and the Resisting Arrest receives Incident Number Suffix "002" on a supplemental form. The arresting agency sends the arrest fingerprint card and the arrest sheet from the multi-part form to DPS. The rest of the form goes to the prosecutor.

The prosecutor files the Burglary, but rejects the Resisting Arrest. The Burglary code is entered

under the "001" Incident Number Suffix, but the Resisting Arrest charge is rejected under Incident Number Suffix "002". The multi-part form is sent to the court.

The court finds the defendant guilty and sentences him to 2 years probation. The clerk reports the two years probation for Burglary under Incident Number Suffix "001". No court disposition is reported under suffix "002" because the Judicial/Prosecutor sheet already reports the rejection by the prosecutor. The clerk sends the completed Judicial/Prosecutor sheet of the form to DPS and the remainder of the form to the local probation department.

Subsequent changes in probation status will be reported to the DPS CCH directly through the DCJ Corrections Tracking System.

This is a simplified example, but it illustrates the basic philosophy of the system.

In automated counties, the form itself does not need to be passed as described, however, if the form is replaced by data in a local Subject In Process file, the resulting transmission to DPS, whether paper or electronic, must contain the same data as if the incident form were actually mailed. Through a grant to the Policy Council from the U. S. Department of Justice, Bureau of Justice Statistics, DPS is developing an electronic reporting prototype with Tarrant County.

STATUS

From the passing of the original legislation, DPS and DCJ have been working on system design and concept and the linking of the CCH and CTS. The legislature mandated certain tasks to the Criminal Justice Policy Council including the formation of certain local agency input committees, which include DPS and DCJ participation.

The Policy Council formed a "Clerks Reporting Study Committee", which was a group of district and county clerks, to review existing reporting requirements and provide a local perspective on the Criminal Justice Information System. A "Technical Subcommittee", comprised of DPS, DCJ, DIR, and local data systems experts reviewed and made further refinements on the system. The resulting Technical Subcommittee Report is the basis for the current system concept and Data Dictionary. The Policy Council has also formed an Advisory Committee of state and local data systems experts to develop standards and protocols for the electronic reporting of criminal justice data from counties to the state based on the work performed by DPS and Tarrant County to develop a prototype for electronic transfer of data.

A statewide workshop of contributors and users was hosted by DPS on December 2, 1991 to obtain further user and contributor input on the implementation of the system. The workshop raised a number of reporting procedures issues that need to be standardized. Standardized reporting procedures will require that the same form (or its electronic equivalent) is used in every county, that the data originates from the correct source, even if it passes through other reporting entities on the way, and that the resulting criminal history records are uniform in quality.

To facilitate the standardization of reporting procedures, and to provide input on other implementation issues, a "CJIS Planning Board" has been formed. Members of the Planning Board are representatives of the entire criminal justice system and will greatly assist the DPS and DCJ to ensure the CJIS is responsive to local needs and constraints.

HB 93 MANDATED INFORMATION (Art. 60.17(b))

1) IDENTIFY THE STATUS OF THE IMPLEMENTATION OF THE CRIMINAL JUSTICE INFORMATION SYSTEM

DEPARTMENT OF CRIMINAL JUSTICE - Corrections Tracking System (CTS)

Hardware Upgrades

Installation of terminal equipment in Parole Field Offices	On Schedule for March 1992
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Software Conversion

CTS Data Base Design

Probation Portion	Completed
Parole Portion	Completed
Institutional Portion	Completed

CTS Applications Software Development

Probation Portion	In Process
Parole Portion	In Process
Institutional Portion	In Process

DEPARTMENT OF PUBLIC SAFETY - Enhanced Computerized Criminal History File (CCH)

Hardware Upgrades

Purchase of additional disk drives	Purchased Three (3)
Purchase of Solid State Disk (SSD)	On Schedule for January 1992
Additional DPS hardware (terminals, printers, channel to channel adapters, etc.)	On schedule to be purchased in first quarter 1992
Telecommunications equipment for electronic reporting of CCH and CTS data	To be determined with county representatives
Further enhancements to storage subsystem (disk drives, solid state disk, cache memory, etc)	Will be required as system matures

Software Conversion

To implement the Enhancement of the CCH file, DPS is converting from a hierarchical database to a data base management system called Model 204. The project has required the hiring of new programmers. The migration to M204 has required the training of the new and existing programmers. The training is completed.

Create 500,000 record M204 Test Database	Completed
Write data entry programs	In Process
Write Inquiry programs	In Process
Write interface to FBI Interstate Identification Index (III) file	To be done
Write interface to DCJ CTS	To be done
Write Utilities for system administration	To be done
Write interface to AFIS system	To be done
Testing	Ongoing in each phase

DPS AND DCJ -

Establish telecommunications link between DPS Enhanced CCH System and Department of Criminal Justice Corrections Tracking System.

The physical telecommunications line will be established in January 1992, allowing for testing as software is developed.

DPS, DCJ and LOCAL AGENCY CONTRIBUTORS -

The CJIS Planning Board mentioned above is addressing the issues of standardizing local agency reporting procedures raised at the workshop. March 1992 is set as the date to have reached agreement among the Planning Board members and other local representatives on the reporting procedures required which are to be tested in a pilot mode. The process of training the local agencies will continue throughout calendar year 1992 and beyond. DPS, DCJ, and the Policy Council will hold at least three regional meetings throughout the year to work with contributors on these standardized reporting procedures and to identify enhancements for legislative consideration beyond Fiscal Year 1993. DPS has hired six Field Service Representatives who will provide continuing classroom and on-site education on system procedures and requirements for local agencies. The Uniform Incident Fingerprint Card will be implemented in the first quarter of 1992 in a pilot mode, with its use expanded throughout the state by September 1992.

During January, 1992, the Advisory Committee of state and local data processing experts will begin to review the work done between DPS and Tarrant County, and work on expanding that prototype to other automated counties. Without assistance from the state, automated counties will face local system enhancement costs to integrate CJIS reporting into their existing operation, including data transmission expenses.

2) DETERMINE FROM THE TEXT OF THIS CHAPTER, THE LEGISLATIVE HISTORY OF THE ENACTMENT AND AMENDMENTS TO THIS CHAPTER THE STRATEGIC GOALS OF THE CRIMINAL JUSTICE INFORMATION SYSTEM.

1. To create a criminal justice information system which will serve the needs of law enforcement, prosecutors, courts, and corrections personnel and provide a source of information for policy makers to evaluate the functioning of the criminal justice system.
2. To attain the highest degree possible of reporting to the DPS Computerized Criminal History (CCH) in order to ensure the quality of the information available from the CJIS, in

keeping with legislative mandates and intent.

3. To identify and reduce duplicative criminal justice reporting that can be consolidated administratively or through legislation.

4. To provide the legislature resource information regarding the design and operation of the Criminal Justice Information System.

5. To enhance long-term planning through the improved use of state wide criminal justice data.

3) TRANSLATE STRATEGIC GOALS INTO SPECIFIC PROJECT GOALS AND OBJECTIVES AS WELL AS GIVE PRIORITIES TO, SCHEDULE COMPLETION DATES FOR, AND IDENTIFY RESOURCES NECESSARY TO COMPLETE THOSE GOALS AND OBJECTIVES.

<u>Strategic Goals</u>	<u>Project Goals/Objectives</u>	<u>Completion Date</u>	<u>Resources</u>
1 -			
Create a criminal records database which will serve the needs of law enforcement, prosecutors, courts, and correction personnel and provide a source of information for policy makers to evaluate the functioning of the criminal justice system.	Test multi-part Uniform Incident Fingerprint Card to link arrest events with subsequent case dispositions.	March 1992	No new resources needed beyond those currently budgeted.
	Adopt multi-part form to link arrest events with subsequent case dispositions.	September 1992	No new resources needed beyond those currently budgeted.
	Develop the Computerized Criminal History component of CJS.	January 1993	Additional programmers may be needed for the project.
	Develop Probation Data Collection and Reporting portion of CTS.	July 1992	No new resources needed beyond those currently budgeted.
	Develop Parole Data Collection and Reporting portion of CTS.	November 1992	No new resources needed beyond those currently budgeted.
	Relocate existing DCJ application programs to the IBM architecture computer and phase out the Unisys architecture computer.	November 1992	No new resources needed beyond those currently budgeted.
	Improve data collection and reporting for Institutional portion of CTS.	December 1992	No new resources needed beyond those currently budgeted.

Convert existing Institutional applications to CTS Data Base.

December 1992

No new resources needed beyond those currently budgeted.

Implement full Probation and Parole portions of CTS.

November 1992

Additional mainframe disk drives will be required by DCJ in Fiscal Year 1994.

Test electronic transmission of disposition data between county data systems and the state CJIS.

November 1991

Resources provided by grant from U.S. Department of Justice, Bureau of Justice Statistics.

Develop standardized local agency reporting procedures for CJIS data.

March 1992.

No new resources needed beyond those currently budgeted.

Implement pilot local agency training program.

March 1992

No new resources needed beyond those currently budgeted.

Begin implementing electronic transmission of disposition data between county data systems and the state CJIS.

After startup of CJIS operations

Telecommunications network capable of handling additional secure data transfers.

County data processing departments convert their databases and adopt state telecommunications standards and protocols.

2 -

To attain highest degree possible of reporting to the CJIS in order to ensure the quality of the information available from the CJIS, in keeping with legislative mandates and intent.

Develop a plan to expedite improving local data systems and electronic reporting between county data systems and the state CJIS using the federally mandated 5% set-aside of grant funds for improving criminal records.

March 1992

Criminal Justice Policy Council will develop the plan on behalf of the Office of the Governor, Criminal Justice Division.

Distribution of 5% set-aside funds to local jurisdictions.

October 1992

Office of the Governor, Criminal Justice Division will implement the 5% set-aside plan using federal funds.

3 -

To identify and reduce duplicative criminal justice conviction reporting that can be consolidated administratively or through legislation.

Implement matching of persons holding state licenses against the state CJIS to replace present paper conviction reporting by local jurisdictions (see Reporting Requirements the State has Placed on Local Governments - Analysis and Recommendations, Criminal Justice Policy Council November 1990).

After startup of CJIS operations

Name/race/sex/date of birth match (least reliable) requires licensing agencies to provide lists to DPS.

Fingerprint match (most reliable) requires statutorily mandated fingerprinting of license holders and submission of prints to DPS. Increased resources for processing fingerprint cards by DPS may be needed.

The Uniform Fingerprint Incident Card represents consolidation of reporting offenses affecting a person's driver's license status (for DWI convictions).

4.	Analyze existing criminal justice data collection processes and instruments used by state agencies and recommend ways to eliminate redundant data collection.	January 1, 1995	Statutory mandate needed for Criminal Justice Policy Council to perform this operational analysis.	
To provide the legislature resource information regarding the design and operation of the Criminal Justice Information System.	Provide system design and operational documentation to committees and individual members of the legislature.	As needed.	No new resources needed beyond those currently budgeted.	
5.	To enhance long-term planning through the improved use of state wide criminal justice data.	Develop Offender Based Policy Analysis System (OBPAS): the analytical framework necessary to format CJIS data for policy analysis and planning.	1993	Criminal Justice Policy Council will perform this function if current funding levels continue.
	Downloading of OBPAS data to the Criminal Justice Policy Council.	1994	Data will be provided by DPS and DCJ in accordance with Chapter 60, CCP.	
	Testing of OBPAS data.	1994	Criminal Justice Policy Council will perform this function if current funding levels continue.	
	Analytical function in place for the state leadership to access the information in the CJIS.	January 1995	Criminal Justice Policy Council will perform this function if current funding levels continue.	