



**Montana Integrated Justice
Information Sharing**

**Information Sharing
Strategic Plan**

DRAFT

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Introduction

The Montana criminal justice and public safety entities formed the Montana Integrated Justice Information Sharing (MIJIS) Executive Advisory Group (EAG) to focus on collaborative development of justice information sharing initiatives. MIJIS stakeholders developed this strategic plan to place emphasis on the criminal justice and public safety information sharing needs throughout Montana.

Approach

This plan was developed as the result of a strategic planning workshop with MIJIS stakeholders facilitated by SEARCH, The National Consortium for Justice Information and Statistics. SEARCH employs a planning methodology called **Enterprise Strategic Planning** and guides participants through a series of problem-solving activities, the result of which is this plan.

SEARCH met with representatives from Montana public safety and criminal justice organizations on October 16 – 19, 2012, to complete this exercise.

Enterprise Strategic Planning Methodology

A strategic plan is a document that clarifies where a business enterprise is headed and how it will get there. To do this most effectively, a strategic plan follows a certain structure that ensures coverage of the right topics in a way that builds a case for the envisioned future. The diagram below (Figure 1) depicts the major sections of the plan and their relationships to one another:

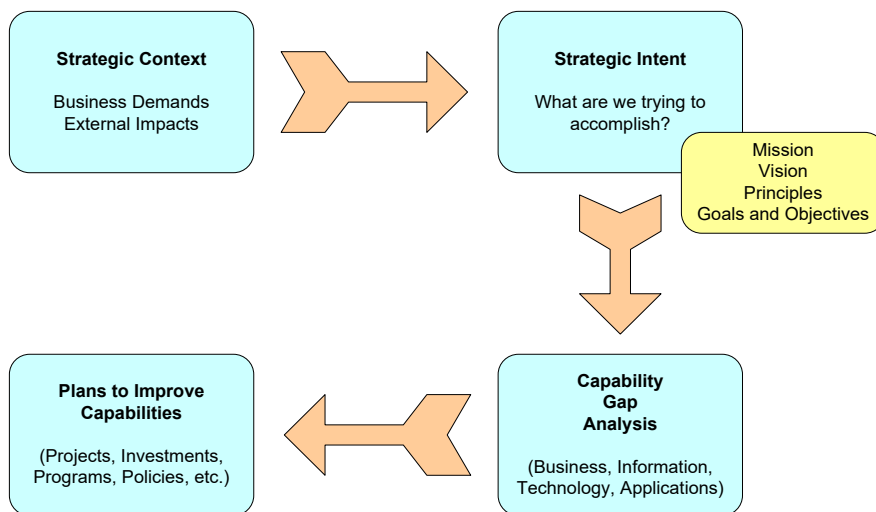


Figure 1

The purpose of each section of the plan is as follows:

- **Strategic Context:** This section documents the factors—from the enterprise executive leadership, key external stakeholders, and environmental factors—that will inform and constrain what the enterprise is expected to accomplish.

- **Strategic Intent:** This section identifies what the enterprise is to accomplish during the time period covered by the plan. It includes:
 - *Mission* – a description of the enterprise’s business.
 - *Vision* – a description of the end of the planning horizon.
 - *Goals and Objectives* – specific, measurable, business-oriented accomplishments that collectively lead to the vision.
 - *Guiding Principles* – statements of value that help the enterprise make decisions in fulfillment of the plan.

- **Capability Gap Analysis:** This section identifies current and future capabilities necessary to fulfill the goals and objectives. The gap between current and future capabilities identifies what work the enterprise must do in order to achieve the vision.

- **Capability Improvement Plan:** This section describes, at a high level, the investments, projects, programs, and/or policies necessary to build or enable the future capabilities.

Strategic Context

Strategic Context establishes the foundation for a strategic plan by describing an integration initiative's situation in terms of **Business Drivers** and **Environmental Trends**. Business drivers identify products, services, or capabilities required by customers, users, or stakeholders. Environmental Trends identify economic, demographic, legal, and other "external" factors that affect enterprise operations. Together, business drivers and environmental trends will justify and form the basis for the vision, goals, and objectives identified in the plan.

Business Drivers

The MIJIS stakeholders identified the following business drivers:

1. **Demands for service/improved delivery of information across state agencies, with local agencies, and to the public**

Each agency needs to share information within its organization as well as with other agencies, local agencies, and the public. Information needs to be readily available to help prevent issues from wrongful arrests to misidentification of suspects.

1.1 Improved decision-making through sharing accurate, timely, and relevant information

Criminal justice practitioners rely on complete and accurate information to administer justice. Law enforcement relies on information to identify subjects, gain situational awareness, serve warrants, and investigate crimes. Prosecutors use information to determine charges, judges to determine sentences, and probation officers to assess program options, to name a few examples.

1.2 Increased demands for accountability and public safety

Justice partners and the public recognize the increasing value of information as a performance management and accountability tool. Collecting and publishing justice-related statistics promotes government transparency and trust through objective data. Statistical data also assists justice partners to proactively justify funding decisions, address specific public safety concerns, and identify areas for improved efficiencies.

1.3 Increased access to information

Local law enforcement, county attorneys, victim advocates and the public request better access to information. They need to understand what is happening in their communities, who is living there and any actions that are taking place.

2. **Improved response to evolving business needs**

The criminal justice and public safety environment is constantly changing and

creating new demands for services and capabilities that may not have been planned or anticipated.

2.1 Public demand for information

The public increasingly relies on information for statistical purposes, including incident and crash reports.

2.2 Resource, system, and program management

When there are additions or changes to programs, there can be an impact on resources and the information systems that need to be managed and supported.

3. Technology trends

Technology capabilities continue to expand and present new opportunities within the public safety and criminal justice community. The information systems must be adaptable to support these technologies.

3.1 Expectation of what technology can provide to the public and to justice agencies

As a new technology becomes available, the criminal justice community expects these technologies to be used within their environment. The use of smart phones is a recent example. They are ubiquitous and law enforcement personnel expect to be able to use this technology in their day-to-day work to collect and share information with justice partners.

3.3 Use of standards and other best practices

Information technology presents new opportunities to maximize capabilities and investments through the development of standards and best practices, such as Service Oriented Architecture (SOA)¹ and the National Information Exchange Model (NIEM).² Justice agencies need to adopt standards such as these to build an information-sharing infrastructure that can be flexible in meeting the many demands it faces.

¹ For details on SOA, see: <http://www.search.org/products/standards/architecture/>

² For details on NIEM, see: www.niem.gov

Environmental Factors

MIJIS stakeholders expect the following environmental factors to impact the enterprise, and plan to consider them in establishing vision, goals, and objectives:

1. Geography challenges

Montana is the 4th largest state, covering nearly 150,000 square miles with less than 1 million residents. The vastness and ruggedness of the land forces Montana public safety practitioners to work around connectivity, travel, and availability issues. At times, the remoteness of Montana limits access to information and forces law enforcement officers rely in radio interoperability for both voice and data.

2. Funding limitations and the budget process

Montana, along with the rest of the country, is feeling a prolonged economic downturn that significantly affects the ability to fund information technology initiatives. As a result, MIJIS stakeholders continue to experience delays in system improvements and new system development. Montana state agencies compete for scarce funding to support information sharing and information technology initiatives.

The Montana legislature meets every two-years to set the state's budget for the next biennium. The budget is set on the current economy and revenue projections. State agencies are beginning to cooperate to request funding for information sharing initiatives. However, they still need to prioritize their own programs.

3. Limited technical and business resources

Montana relies on people to deliver services and capabilities, and a variety of factors inhibit them from acquiring and retaining qualified staff. These factors include, but are not limited to, limited funding, competing with private sector salaries, the rural nature of Montana, and a cumbersome hiring processes.

4. Agency independence, yet shared responsibility

The MIJIS stakeholders represent independent and autonomous organizations responsible for their own budget, acquisition, and resource allocation. Yet these same agencies are collectively responsible for the safety and well being of Montana citizens.

5. Dependencies between agencies

Even though the MIJIS stakeholder entities are autonomous, they depend on state and federal resources for many financial, technical, and administrative services. They depend on each other for information and some resource sharing.

6. Redundant data entry

Similar and duplicate data are entered into multiple systems for different purposes throughout Montana.

Strategic Business Intent

The *Strategic Business Intent* defines and outlines the organizational purpose of the MIJIS program as reflected in each section.

Mission

The mission of MIJIS is to enhance public safety through information sharing by coordinating state, local and tribal justice-related initiatives.

Vision

MIJIS's vision is to provide the right information to the right person in time to make the right decision.

Guiding Principles

In fulfilling the mission and vision, MIJIS will consider the following guiding principles when implementing solutions (technologies, business processes, information standards, information exchanges):

1. MIJIS will coordinate and promote multi-organizational information sharing initiatives.
2. Business needs will drive MIJIS priorities, initiatives, and technology solutions.
3. MIJIS recognizes each stakeholder's unique roles, responsibilities, and obligations within the enterprise.
4. MIJIS initiatives should address long-term sustainability.
5. MIJIS initiatives will leverage national standards and guidelines at every opportunity.
6. MIJIS projects will utilize existing capabilities at every opportunity.
7. Information should be captured once and reused throughout the enterprise.

Goals and Objectives

Goals are explicitly specified achievements or expectations stated in terms of the results to be achieved in the medium or long term. Goals should relate to the expectations and requirements of major stakeholders and should reflect the underlying reasons for running the business. *Objectives* are specific interim or ultimate time-based steps to be achieved in pursuit of specific goals. Objectives should be quantifiable, consistent, realistic, and achievable.

Goal 1: Coordinate and support MIJIS governance and initiatives

This goal specifies the need to ensure that the MIJIS program continues to foster projects aimed at enterprise cooperation. It creates a foundation on which stakeholders can build a successful program.

- Objective: MIJIS stakeholders will establish and promote a common project management methodology.
 - Action: The stakeholders will decide how the initiatives and projects within the program are managed.
 - Action: The Technology Committee will create a repository for enterprise policy documents, project list, project artifacts, and other documents relevant to the MIJIS program.
- Objective: MIJIS stakeholders will create and maintain a list of initiatives and projects.
 - Action: The MIJIS EAG will research and establish a prioritization process to ensure that projects provide the best value for stakeholder agencies.
 - Action: The MIJIS EAG will then prioritize MIJIS projects utilizing the criteria established in the first action under this objective.
- Objective: MIJIS stakeholders will employ an organized method for targeting funding opportunities prior to funding announcements.
 - Action: The stakeholders will develop and maintain potential project abstracts for grant and other funding applications.
- Objective: MIJIS stakeholders will keep the strategic plan current.
 - Action: The Technology Committee will foster strategic plan maintenance by scheduling regular meetings to review the plan and achievements.

Goal 2: Establish a framework that supports information sharing

This goal focuses on policy, procedures and projects that provide stakeholders with the framework on how they will conduct information sharing projects in the future.

- Objective: MIJIS stakeholders will collaboratively address multi-agency policies and procedures
 - Action: The stakeholders will review, evaluate, and recommend charge statutes code reconciliation, consistent maintenance, and the use of charge codes. They will establish a set of charge codes that users will consistently utilized when sharing information.

- Action: The stakeholders will research and evaluate Rap-Back implications and opportunities for Montana.
- Action: The stakeholders will determine improvement opportunities regarding the MANS number to ensure that arrests match with subjects, charges and cases throughout the Montana criminal case lifecycle.
- Objective: The stakeholders will establish information sharing criteria for what data can be shared with other agencies (non-criminal justice and justice).
 - Action: Stakeholders will identify, evaluate and recommend policies regarding the acceptable use of criminal justice information.
- Objective: The stakeholders will establish a review process to ensure the framework is current with business needs.
 - Action: The stakeholders will finalize the governance charter and bi-laws for the MIJIS program.
 - Action: The stakeholders will periodically review the policies and procedures to ensure they are compatible with progress.

Goal 3: Establish a common architecture for MIJIS information sharing initiatives

This goal creates and adopts a baseline set of tools that stakeholders can use to develop well-conceived, formal approaches to designing information sharing exchanges. A key benefit of establishing a common architecture is that it helps promote consistent thinking and approaches among the agencies that use it³.

- Objective: The Technology Committee will identify and adopt standard means for sharing information and create a baseline set of rules for agencies to follow when sharing information with each other.
 - Action: The Technology Committee will establish exchange interactions development processes.
 - Action: The Technology Committee will adopt technical standards for information sharing within the Montana.
 - Action: The Technology Committee will identify data location, owner(s), and mapping capabilities to understand where to find needed information. The result of this action will be an initial data architecture.

Goal 4: Increase automation and the availability of information to support business needs

This goal focuses on completing current information sharing projects. It concentrates on the work that the MIJIS stakeholders started and builds upon successes.

- Objective 1: The Technology Committee will enhance the automated disposition reporting processes.
 - Action: The Office of Court Administration, Department of Corrections

³ See the Global Reference Architecture at <http://www.it.ojp.gov/GRA>

and Department of Justice will work together to resolve disposition errors and enhance the service specification per the business needs. This includes being able to consume dispositions at the charge level.

- Objective 2: The stakeholders will determine the most effective means to support statewide crime victim notification (CVN).
 - Action: The Technology Committee will assess the current capabilities of the CVN and recommend a strategy to roll the system out statewide.
- Objective 3: The stakeholders will improve pre-sentence investigation reporting and sentence order issuance.
 - Action: The Technology Committee will work to develop exchange specifications and an implementation strategy.
- Objective 4: The stakeholders will increase access to current, reliable data sources.
 - Action: The Technology Committee will assess opportunities for information providers and consumers to enhance access to information.

Goal 5: Conduct education, outreach, and training for MIJIS initiatives

The focus of this goal is to help ensure that information is entered correctly at the point of origin and provide the rationale behind the importance of correct, accurate and timely information at all levels.

- Objective: The MIJIS Stakeholders will educate practitioners related to the needs of consistent, accurate information throughout the criminal justice lifecycle.
 - Action: The Technology Committee will target appropriate stakeholders to participate in training and receive focused outreach.
 - Action: The Department of Justice received NCHIP 2012 funds for a MANS improvement project. They will utilize these funds to provide business reasons for MANS reporting through concentrated workshops, mailings and training sessions.
 - Action: The Technology Committee will educate people about the downstream use of the information they collect and enter.
 - Action: The Technology Committee will use these opportunities to identify methods for education, outreach, and training for MIJIS initiatives that provide positive results for the stakeholders.

Capabilities Architecture and Opportunities for Growth

Business Architecture

The *Business Architecture* reflects the core business capabilities that are supported through the use of information technology.

The business capabilities and expectations for MIJIS stakeholder agencies continue to evolve as they design and develop improvements to their information-sharing environment. With an increasing reliance on information and technology, supporting and maintaining business requirements will drive changes to the information systems.

MIJIS is in the business of information sharing, and the stakeholders involved with MIJIS have business needs that they must meet. In meeting these business needs, they can also provide information and resources that may meet the business needs of other entities.

Technology Architecture

Current, legacy technical solutions (the *Technology Architecture*) help to meet the business needs of entities associated with MIJIS. The early recognition of the limitations of the legacy technology architecture combined with the emergence of more enterprise-wide solutions is leading to a materialization of more flexible and adaptable designs. In other words, collaborative solutions are being explored to meet the business needs of multiple agencies.

The impact of an aging architecture has prompted the upgrade of Offender Management system and the Department of Health and Human Services systems; other agencies have either upgraded critical systems or are in the process of upgrading their systems. Also, once the criminal justice agencies complete work on the IJIS Broker pilot projects, they will discover additional technology that needs updated. These projects will impact other components and applications throughout the enterprise.

Information Architecture

Currently, the justice agencies rely mostly on paper and images of paper documents as well as “data dumps” between systems for the Information Architecture. The adoption of national criminal justice standards such as the National Information Exchange Model (NIEM) when developing new information exchanges will provide a foundation for future development, lessen the reliance on paper and provide a robust method for sharing information.

Solution Architecture

While many of the applications and data sources in use are well established and accepted and provide capabilities for each agency, they do not provide an architecture suitable for electronic information exchange. The MIJIS EAG and the Technology Subcommittee will continue to look for collaborative solutions for information exchange, such as the current IJIS Broker.

Capability Improvement Plan – Tactical Priorities

The *Capability Improvement Plan* identifies prioritized steps toward achieving the goals and objectives of this plan. Each tactical priority represents a separate project or activity. Once this plan is approved and resources are allocated to these activities, each activity will require further definition and will be managed as a separate project. Consistent with the agile methodology recommended by SEARCH, each of these tactical priorities represents an appropriately scoped and achievable activity.

1. **Utilize a Decision-making Structure** – Utilizing a governance structure to coordinate efforts among the stakeholders is essential to successfully adapting technology solutions for MIJIS. Equally vital to including executive leadership from each department within MIJIS is to involve business experts and technology leaders in the process of developing policies, standards, and procedures. Each agency has unique requirements; however, everyone within MIJIS shares a common mission, vision, and goals.

The first goal of this plan is to establish the decision making structure, and foster the continued success of the MIJIS program. It sets the stage for collaboration and planning for satisfying business needs.

2. **Establish an Expectation for Information Sharing** – The second goal within this plan is to develop policies to encourage stakeholders to take advantage of the information and technology that is available. Stakeholders need policies that not only encourage information sharing, but also provide standards and procedures for effective and efficient use of the information.
3. **Develop and Maintain an Information Architecture** - Goal 3 in this strategic plan communicates the need expressed by MIJIS stakeholders to compile the business requirements of the enterprise, the information, process entities and information sharing that drive the business and rules for selecting, building and maintaining that information. This information architecture will address the informational needs of the stakeholders and align business processes to information systems that support these processes.
4. **Build upon Success** – The fourth goal in this plan focuses on completing projects that the MIJIS stakeholders started. Once MIJIS regains momentum in completing activities in this plan, then MIJIS will utilize the improved capabilities to accomplish tangible tasks, such as standardizing the charge recommendation process, which will provide additional benefits that fit nicely within this plan and future plans.
5. **Utilize Training Capabilities** – MIJIS is very fortunate to have capabilities to assist with achieving the fifth goal of providing training to criminal justice information users. MIJIS can take advantage of the NCHIP 2012 funding to establish a methodology for education, outreach, and training, to encourage standards and best practices.
6. **Formalize a Strategic Planning and Review Process** – Finalize this strategic plan and secure adoption by MIJIS EAG and agency executives. Establish a

periodic review process to assess both the progress made and to reassess priorities for future activities and investments. Strategic plans are “living” documents that should be updated to reflect current reality. A plan is only good until executed; then the plan and the enterprise must react to the circumstances in which they operate. This ability to react effectively includes periodic review of the plan and making changes, as circumstances require. Management and stakeholder investment in and support of this process are essential.

Traceability Matrix

A Traceability Matrix helps stakeholders associate each tactical item with related goals, action items, and strategic context. The following table illustrates how the tactical items from the Capability Improvement Plan align with the goals and action items. Using the action items to implement the recommendations discussed in the Capability Improvement Plan, MIJIS stakeholders can work toward overcoming issues outlined in the strategic context (Business Drivers and Environmental Factors) and achieve the strategic goals.

Tactical Item	Goal	Action Items	Strategic Context
Utilize a Decision-making Structure	Goal #1 – Coordinate and support MIJIS governance and initiatives	<ul style="list-style-type: none"> ✓ Manage the MIJIS program and projects ✓ Repository for MIJIS documents ✓ Prioritize projects 	Resource, system, and program management Funding limitations and the budget process Limited technical and business resources
Establish an Expectation for Information Sharing	Goal #2 –Establish a framework that supports information sharing	<ul style="list-style-type: none"> ✓ Address multi-agency needs, policies and procedures ✓ Identify, evaluate and recommend policies regarding the acceptable use of criminal justice information 	Better access to information Expectation of what technology can provide to the public and to justice agencies Use of standards and other best practices Dependencies between agencies
Develop and Maintain an Information Architecture	Goal #3 - Establish a common architecture for MIJIS information sharing initiatives	<ul style="list-style-type: none"> ✓ establish exchange interactions development processes ✓ address standards ✓ develop a data architecture 	Better access to information Expectation of what technology can provide to the public and to justice agencies Agency independence, yet shared responsibility Use of standards and other best practices Dependencies between agencies
Build upon Success	Goal #4 - Increase automation and the availability of information to support business needs	<ul style="list-style-type: none"> ✓ Disposition reporting ✓ Crime Victim Notification ✓ Develop exchange specifications ✓ Enhance information sharing 	Improved decision-making through sharing accurate, timely, and relevant information Increased demands for accountability and public safety Redundant data entry Use of standards and other best practices

Utilize Training Capabilities	Goal #5 – Conduct education, outreach, and training for MIJIS initiatives	<ul style="list-style-type: none"> ✓ Target audience ✓ MANS number improvement ✓ Downstream information importance ✓ Establish method 	<p>Improved decision-making through sharing accurate, timely, and relevant information</p> <p>Increased demands for accountability and public safety</p> <p>Redundant data entry</p> <p>Use of standards and other best practices</p>
Formalize a Strategic Planning and Review Process	Goal #1 – Coordinate and Support MIJIS governance and initiatives	<ul style="list-style-type: none"> ✓ Keep strategic plan current 	<p>Improved decision-making through sharing accurate, timely, and relevant information</p>

Conclusion

The current information systems will continue to provide essential services to the Montana criminal justice and public safety entities. MIJIS stakeholders are utilizing this strategic plan to improve those services and prepare for future enhancements. This plan focuses on the business needs and drivers that ensure that technology is providing the best possible services to the criminal justice and public safety community. Participants understand the business and communicate the business needs to ensure that information sharing solutions and services are implemented to support the needs of the users, rather than technology driving how business gets done.

The plan provides the forum to establish the direction and priorities of the MIJIS stakeholders, and lays out a clear plan endorsed by stakeholders who use public safety information. Strategic planning benefits the enterprise by identifying *what* the stakeholders will accomplish in the near term, and describes the specific steps of *how* to complete these activities. Through the strategic planning process, stakeholders will have a clear purpose, plan, and justification for the activities they pursue. The planning process fosters collaboration while providing a communication tool for use among stakeholders, funding entities, and even the public. This strategic plan defines what and how the MIJIS stakeholders will move forward to fulfill its mission.

Demands for electronic information sharing solutions will continue to grow as individual applications are upgraded and replaced. It is the intent of this plan to help MIJIS stakeholders manage that growth with an eye toward the future. Enhancing and maintaining this plan will enable the MIJIS stakeholders to respond to new challenges as they arise while not overlooking the major business drivers and environmental factors that impact information sharing requirements and stakeholder expectations.