

HISTORY OF THE DISTRICT OF COLUMBIA JUSTICE INFORMATION SYSTEM (JUSTIS)

The Criminal Justice Coordinating
Council for the District of Columbia
(CJCC)

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TABLE OF CONTENTS



What is JUSTIS?.....	04
Why JUSTIS?.....	08
How was JUSTIS developed?.....	11
JUSTIS: The current landscape.....	15
JUSTIS milestones.....	16
Acknowledgements.....	17

WHAT IS JUSTIS?



The Justice Information System or JUSTIS is the District of Columbia's Integrated Justice Information System (IJIS). Owned and managed by the Criminal Justice Coordinating Council (CJCC), an independent District government agency, JUSTIS serves as the hub or link where District and Federal agencies exchange and share adult and juvenile criminal justice information in near-real-time.

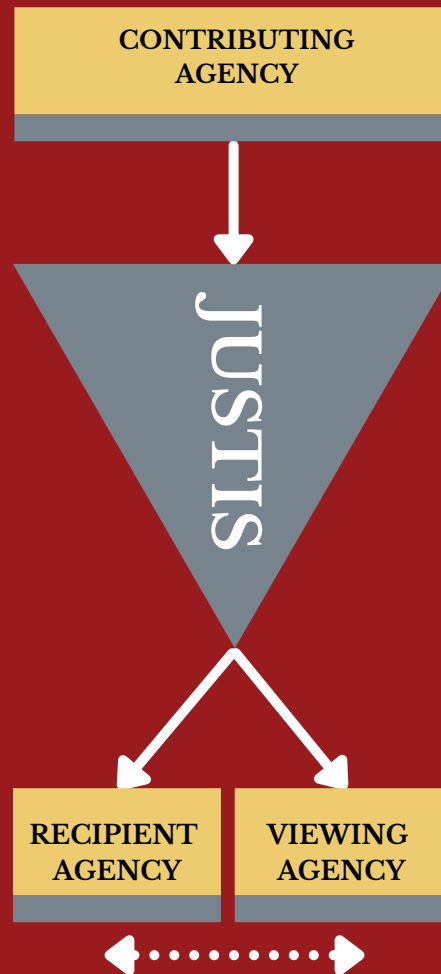
JUSTIS is comprised of two modules: the JUSTIS Information Portal and the JUSTIS Exchange. Through Interconnection Security Agreements (ISA) and information-sharing Memorandums of Agreement (MOA), CJCC partners with Contributing, Recipient, and Viewing Agencies to facilitate the use and exchange of criminal information.

Through the Information Portal, Contributing Agencies voluntarily provide data and information to JUSTIS for display to Viewing or Recipient Agencies to integrate into their respective technology systems through the JUSTIS Exchange. Both modules allow partner agencies to share criminal justice information and data in a secure environment.



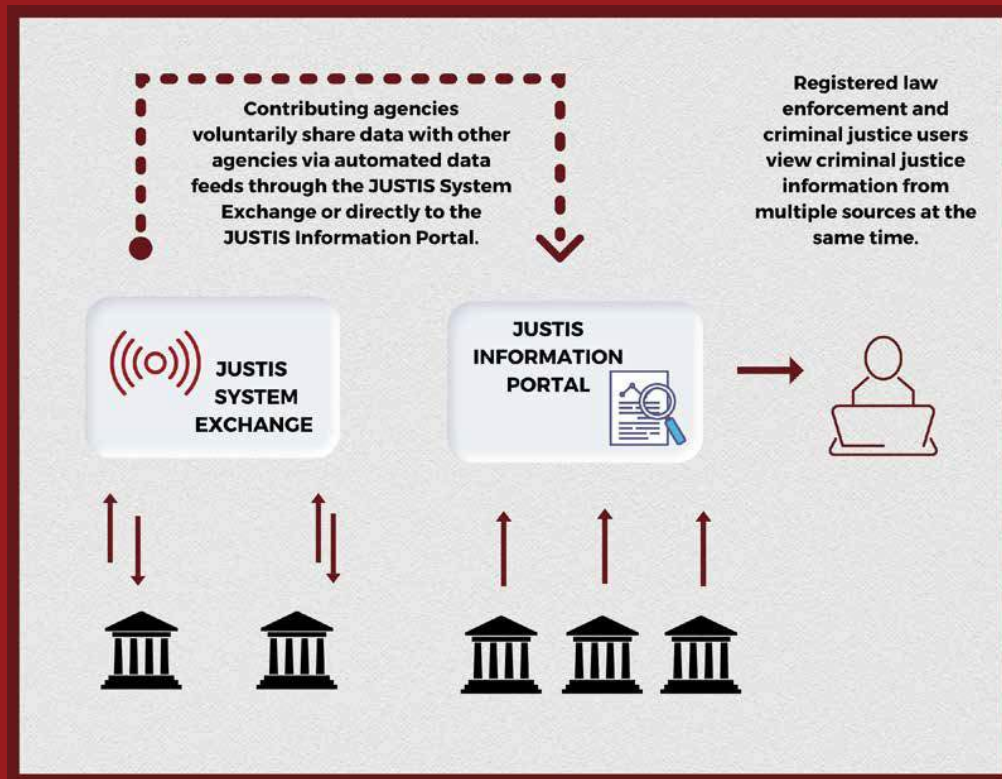
Did You Know?

JUSTIS was launched in September 2002 and has since provided a common interface for criminal justice agencies to exchange and share information securely.



JUSTIS IN ACTION: OVERVIEW

Figure 1. JUSTIS at a Glance



Did you know?

In 2013, the District of Columbia Council amended legislation designating CJCC as a criminal justice agency for information sharing purposes.

PREFACE



The Criminal Justice Coordinating Council for the District of Columbia (CJCC) is pleased to present the history of the District of Columbia's justice information system, JUSTIS—the District's integrated justice information system.

This publication details the history of JUSTIS, including the accomplishments, challenges, and lessons learned over the past 20 years.

It is our hope that this overview provides the reader with a better sense of the role JUSTIS plays as an investigative tool and CJCC's commitment to information-sharing, collaboration, and cooperation across the criminal justice system enterprise in the District of Columbia.



JUSTIS operates within an information security framework and under federal guidance issued by the National Institute of Standards and Technology (NIST), Special Publication (SP) 800-53. JUSTIS complies with the Federal Information Systems Management Act (FISMA), which outlines the information security controls which must be addressed within an information security program, and the documentation required for compliance.

Due to the sensitive information displayed within it, JUSTIS is for official government use only and not for public use. Only authorized personnel from partner agencies, who have been vetted and trained, may have access to JUSTIS and only to perform official duties. Intentional misuse of JUSTIS carries administrative as well as criminal penalties.

OPERATIONAL INSIGHTS

The criminal justice system in the District of Columbia is unique and extremely complex due to several factors. Most poignant among these, is the number of District and federal agencies involved in the process—all using different technology systems to



Did You Know?

JUSTIS allows each partner agency to maintain their current information systems while allowing them to access selected data from other criminal justice agencies.

process cases—and also because of the District's unique position as a federal locality independently managed by an elected mayor.

Typically, federal and nonfederal criminal justice systems include the following stages: (1) arrest and booking, (2) charging, (3) initial court appearance, (4) release decision, (5) preliminary hearing, (6) indictment, (7) arraignment, (8) trial, (9) sentencing, and (10) correctional supervision. Most stages require the participation of several agencies which need to coordinate their activities for the system to operate efficiently while also meeting the requirements of due process.

A principal area where the District's unique structure led to coordination challenges was in case processing—from the time of arrest through initial court appearance. JUSTIS has closed this gap by leveraging technology to

centralize a coordinated approach to information-sharing and data exchange.

JUSTIS' accomplishments in linking participating criminal justice agencies' various information systems to timely and effectively share and exchange information for investigations and case processing cannot be understated. JUSTIS has become a valuable asset to criminal justice practitioners at both the District and federal levels.

As mentioned previously, one of JUSTIS' most appealing features is its cost-effectiveness in stewarding public funds by using current agencies' systems and infrastructure. Users can access information across agency systems from JUSTIS thereby saving time and resources, minimizing errors in case processing, significantly reducing or eliminating manual processing, and narrowing down investigative research.

Although JUSTIS is an integrated data hub, it does not own any information or data. All data and information is owned and managed by the Contributing Agencies who voluntarily share it. Viewing and Recipient Agencies must abide by



Did you know?

In 2012, CJCC received the American Council for Technology and Industry Advisory Council (ACT-IAC) award for Excellence in Intergovernmental Collaboration, and the National Criminal Justice Association (NCJA) award for Outstanding Criminal Justice Program.

the Rules of Behavior for Data Usage, Privacy, Information Security, and confidentiality laws, procedures, and guidance from both JUSTIS and the Contributing Agencies.

Over the years, JUSTIS has enhanced and deployed new functionalities and features in response to user feedback and operational needs. Also, JUSTIS has increased the number of agencies (and authorized users) with access to the system, provided ongoing training for participating agencies, and update system policies and procedures.

Currently, over 35 District and federal agencies participate in information-sharing and data exchange through JUSTIS. JUSTIS has over 3,000 vetted and registered users, who have access to the JUSTIS Help Desk 24-hours a day, seven days a week.

WHY JUSTIS?



THE OPPORTUNITY

The Criminal Justice Coordinating Council for the District of Columbia (CJCC) was created in 1998 and funded by the D.C. Control Board (now the Office of the Chief Financial Officer, OCFO) to identify and address criminal justice interagency coordination and cooperation issues in the District. At the time, a single hierarchy and funding structure in the District's criminal justice system did not exist.

The number of agencies involved in the criminal justice process—from arrest through corrections—and a myriad of logistical, operational, and technological issues, made coordination difficult to almost impossible. For example, there were different sources of funding, reporting structures, hierarchies, boundaries, and organizational perspectives.

Also, the costs of coordinating activities and taking corrective actions would fall on one or more federally funded agencies, while any savings may accrue to one or more District-funded agencies or vice versa. All of these variables made coordination of systemwide activities, agreeing on systemwide problems, and taking a



Did You Know?

CJCC reports to Congress, the D.C. Attorney General, and the D.C. Mayor on JUSTIS' achievements and challenges.

coordinated approach to addressing problem areas that balanced competing institutional interests, extremely challenging.

CJCC had an opportunity to affect the course of the criminal justice system in the District and develop a coordinated and unified plan of action that 1) would leverage resources; 2) foster cooperation, and information-sharing among justice-involved agencies; and 3) centralize and automate access to critical information. Towards this end, CJCC established partnerships at the District and federal levels.

Fifteen district and federal agencies comprised the original partnership with CJCC and included: the DC Department of Corrections (DOC), the Federal Public Defender Service for the District of Columbia (FPDS-DC), the Pretrial Services Agency (PSA), the United States Parole Commission (USPC), the Department of Human Services' Youth Services Administration [currently, the

Youth Rehabilitation Services (DYRS)], the Superior Court for the District of Columbia (DCSC), the Metropolitan Police Department (MPD), the Office of Corporation Counsel [currently, Police Department (MPD), the Office of Corporation Counsel [currently, the Office of the Attorney General for the District of Columbia (OAG)], the United States Attorney for the District of Columbia (USAO), Court Services and Offender Supervision Agency (CSOSA), the District of Columbia Department of Motor Vehicles (DMV), Child and Family Services Agency (CFSA), the Federal Bureau of Prisons (BOP), and the United States Probation Office (USPO).

To improve coordination, collaboration, case processing, workflows, and information-sharing systemwide, CJCC and partners agreed to develop an integrated technology information program for the District of Columbia aptly named the Justice Information System (JUSTIS).

Specifically, JUSTIS development as an information technology integrated system aimed to identify and address public safety issues

that involved multiple agencies and to improve public safety in the District overall.

The goal to develop and implement JUSTIS to support interagency data access, data sharing, and automated notification without disrupting the existing systems of the individual federal and District adult criminal and juvenile justice agencies would not be an easy feat. Nevertheless, in 2002, CJCC rose to the challenge and JUSTIS moved beyond a vision to a proof of concept (POC) design.

THE CHALLENGE

All fifteen original partner agencies had their information technology systems and processed the same cases at some point in the criminal justice process but without the benefit of having key information about a case from the other agencies' counterparts.

At first glance, CJCC and partner agencies' tasks seemed insurmountable. Combined, they had two enormous challenges, among many, to overcome: (1) how to evolve JUSTIS from a concept to a functional application that allowed for integration and

interoperability between disparate systems while meeting the needs of all of those involved; and (2) how to allow an agency to share information with other criminal justice agencies at the federal and District levels while maintaining control over its information technology systems.

These and many other questions needed to be addressed and resolved before a development plan for JUSTIS could be instituted. Moreover, for the plan to be successful, CJCC had to show tangible improvements on how an agency-coordinated approach to problem-solving through information and data sharing among agency automated data systems would benefit all participants and taxpayers.

THE STRATEGY

JUSTIS creation—from concept to deployment was a unique and huge undertaking due to the complexity of the District's criminal justice system and its interconnection with federal agencies' counterparts. Issues surrounding 1) competing organizational and institutional interests; 2) hierarchies; 3) costs; 4) reporting structures; 5) sources of funding; 6) alignment of resources;

7) oversight and auditing responsibilities; 8) equity; and 9) a coordinated approach to problem-solving—all needed to be taken into consideration and any issues resolved.

To overcome these challenges, CJCC and partners identified key priority areas to address including, but not limited to: automation, interoperability, case processing, information-sharing, and leadership. CJCC and partners also developed a federal funding strategy, a governance structure, an Interagency Agreement on Information Technology (IAIT), a Technical Working Group (TWG) to develop policies and plans for governance and coordination, and several other working groups, each responsible for key developmental areas for JUSTIS.

HOW WAS JUSTIS DEVELOPED?



JUSTIS GOVERNANCE

CJCC became an independent District agency, dually funded, with Congressional and District annual reporting requirements, and fully staffed. From the outset, CJCC's Executive Director was charged with overseeing the development and implementation of JUSTIS. It was critical to establish and build partner trust in this unchartered information system. These improvements laid the foundation from where CJCC, and by default JUSTIS, would build trust among partner agencies.

For the partners, maintaining ownership and control of their current information systems while allowing other partner agencies to access and exchange selected criminal justice data was an incentive to trust CJCC and collaborate in the development of JUSTIS. The partners also would be responsible for authorizing access to their data by request, and for ensuring the integrity, quality, and reliability of their data.

The JUSTIS governance also included workgroups comprising of business, technical, operational, and legal agency representatives to lead

the identification and resolution of policy, operational, and governance issues. These workgroups remain active and have expanded to address additional challenges dealing with technological breakthroughs and cybersecurity.

The Information Technology Advisory Committee (ITAC) was the driving force behind the development of JUSTIS. The ITAC was to set the technology direction of JUSTIS, make policy decisions, advise and make recommendations to CJCC on improvement and governance of JUSTIS. The ITAC was also to establish long-range goals and promote inter-agency participation in JUSTIS projects and strategic planning.

The Information Security Workgroup (ISW) was to identify, review, and recommend to the ITAC industry-wide information security best-practices and policies for information exchange among JUSTIS-involved agencies.

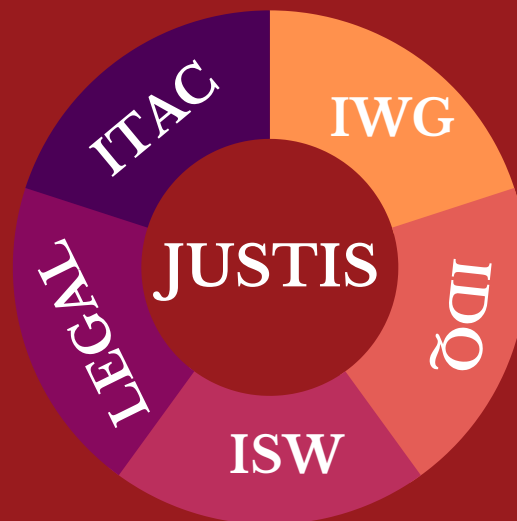
The Inter-Agency Data Quality Workgroup (IDQ) identified systemic issues associated with information quality within the criminal justice system and recommended solutions.

The Inter-Agency Workgroup (IWG) was to handle operational matters and oversee the implementation of information-sharing initiatives approved by the ITAC. The IWG also was to serve as a forum to identify and resolve existing information exchange issues.

The ad hoc Legal Workgroup addressed legal concerns associated with information exchange among JUSTIS partner agencies.

In 2002, once JUSTIS' legislative foundation and governance structures were set, CJCC and partners contracted the services of Klynveld, Peat, Marwick, Goerdeler, and Co. (KPMG), a consulting firm, to design JUSTIS based on modern dedicated intranet and Web browser technology. KPMG modeled JUSTIS after the State of Pennsylvania's equivalent, PA-JNET.

Figure 2. JUSTIS Workgroups



JUSTIS PILOT

Initially, Court Services (e.g., CSOSA), Pretrial Services, and MPD piloted JUSTIS. These agencies allowed a portion of their data to be shared with other D.C. criminal justice system agencies to evaluate the results of the exchange, and make any needed changes before systemwide implementation. The initial results were analyzed, tested, modified, and studied before the final product was ready to "Go-Live."

The initial outcomes were insightful and allowed CJCC and partners to model JUSTIS to meet pressing needs. In 2005, CJCC and partners contracted with Enlightened, Inc., a technology consulting firm, to expand upon the foundation laid by KPMG.

JUSTIS was further formatted to enhance user experience, operational value-add, simplified queries, faster search results, and notification services, among many other features and data feeds.

JUSTIS DEVELOPMENTAL PHASES

JUSTIS functionality developed through several implementation phases dramatically improving the system from phase to phase. Because of the pilot program, JUSTIS went through seven (7) iterations to become the award-winning critical criminal justice tool in use today. Through the latest developmental phases, JUSTIS expanded its data contribution partnerships, data offerings, and interagency data exchange and transfers. CJCC and partners remained committed to expanding information-sharing, systems integration, following data quality and integrity principles, and safeguarding privacy, security, and confidentiality of information.

JUSTIS DEVELOPMENTAL PHASES: OVERVIEW

Below are some highlights of each phase in the development of JUSTIS. The list is not all-inclusive, but it is provided to assist the reader in appreciating the level of effort undertaken to create JUSTIS and the achievements gained.

PHASE I

Convene the Interagency Technology Advisory Committee (ITAC)

- Proof-of-concept (POC)
- JUSTIS's statement of work (SOW)
- Project plan
- Blueprint and Initial Agreements (KPMG)

Established:

- Core Data Transfer (CDT) for the Courts
- Data Quality Alliance (DQA)
- Central Number Tracking
- Notification specification
- Juvenile Inquiry Tool
- Child and Family Services agency access
- Policies and Procedures

PHASE II

- Enhance technology: add JUSTIS Flex to the configuration
- Enhance user-account level security features
- Hardware replacement
- Fully functional system
- Case-docket images
- Launch Web Services
- Enable notification services functionality (subscribed event notifications)
- Create MyJUSTIS (former MyMPD) and extend access to additional agencies
- Streamline JUSTIS navigation to make information more readily available
- Provide access to JUSTIS to authorized regional partners
- ACT-IAC and NCJA awards

PHASE III

- Increase participating agencies' data contributions
- Chronicle adult cases from arrest to filing
- DCSC document Image feeds
- DC-OCTO Wide Area Network (DC WAN)
- DC-OCTO Virtual Private Network access (VPN)
- National Institute of Standard and Technology Security Review (NIST)
- Revise policies and procedures

PHASE IV

- Revise POC/blueprint: Enlightened, Inc.
- Inquiry phase-foster engagement and partner agency buy-in
- Update application and service-level agreement
- Update access and training
- Introduce system to system exchange
- Deploy first data feed: MyMPD Screen
- Full data integration
- User training
- Increase the volume of JUSTIS users beyond the pilot agencies
- JUSTIS consumer surveys
- JUSTIS Lite (mobile application)

PHASE V

- Revise POC/blueprint
- Expand the POC into an operational system product
- ITAC leadership initiatives: new tools, access rights, and partnerships
- OCTO support
- Agency data-sharing and information security agreements
- Marketing and media informational outreach
- Website and news enhancements
- Pilot Program: DC Superior Court juvenile data and DC DMV data availability
- United States Probation Office (USPO) data contribution
- System performance evaluation
- Workgroups and committees

PHASE VI

- User interaction enhancements
- Develop Technical Infrastructure within JUSTIS based on Business Rules
- Inter-agency data transfers
- Increase user-access and training
- Enhance automatic report development
- System Exchange Component for electronic data exchange
- Federal Incarceration Data
- Developed the GunStat Program in JUSTIS

PHASE VII

- Enhancements: JUSTIS Lite
- Data quality protocols
- Additional data-feeds and fields
- MARIS Governance Board
- Establish the JUSTIS Disaster Recovery (DR) site
- Add the Department of Youth Rehabilitation Services (DYRS) data feed
- Convene the Sealings, Expungements, and Set-Asides Workgroup (SES)
- Implement and launch the Case Initiation Project Pilot (CIPP)
- Transition users from Courtview Terminal Services to JUSTIS
- Expand JUSTIS Case Management Systems integration
- Mugshots feed
- Upgrade to the JUSTIS Information Portal .NET Framework
- Audit JUSTIS Information Security Controls by an independent assessor

JUSTIS: THE CURRENT LANDSCAPE



20 YEARS OF COOPERATION AND INFORMATION-SHARING

In September 2022, JUSTIS will turn 20. Over the past 20 years, there have been an untold number of staff, contractors, and partners who have contributed to creating the invaluable tool JUSTIS has become.

JUSTIS will continue to improve and evolve based on emerging technologies and guidelines. The system continues to leverage Service Oriented Architecture (SOA), Web Services, and Extensible Markup Language (XML), Microsoft BizTalk, and Azure DevOps, among other technology enhancements.

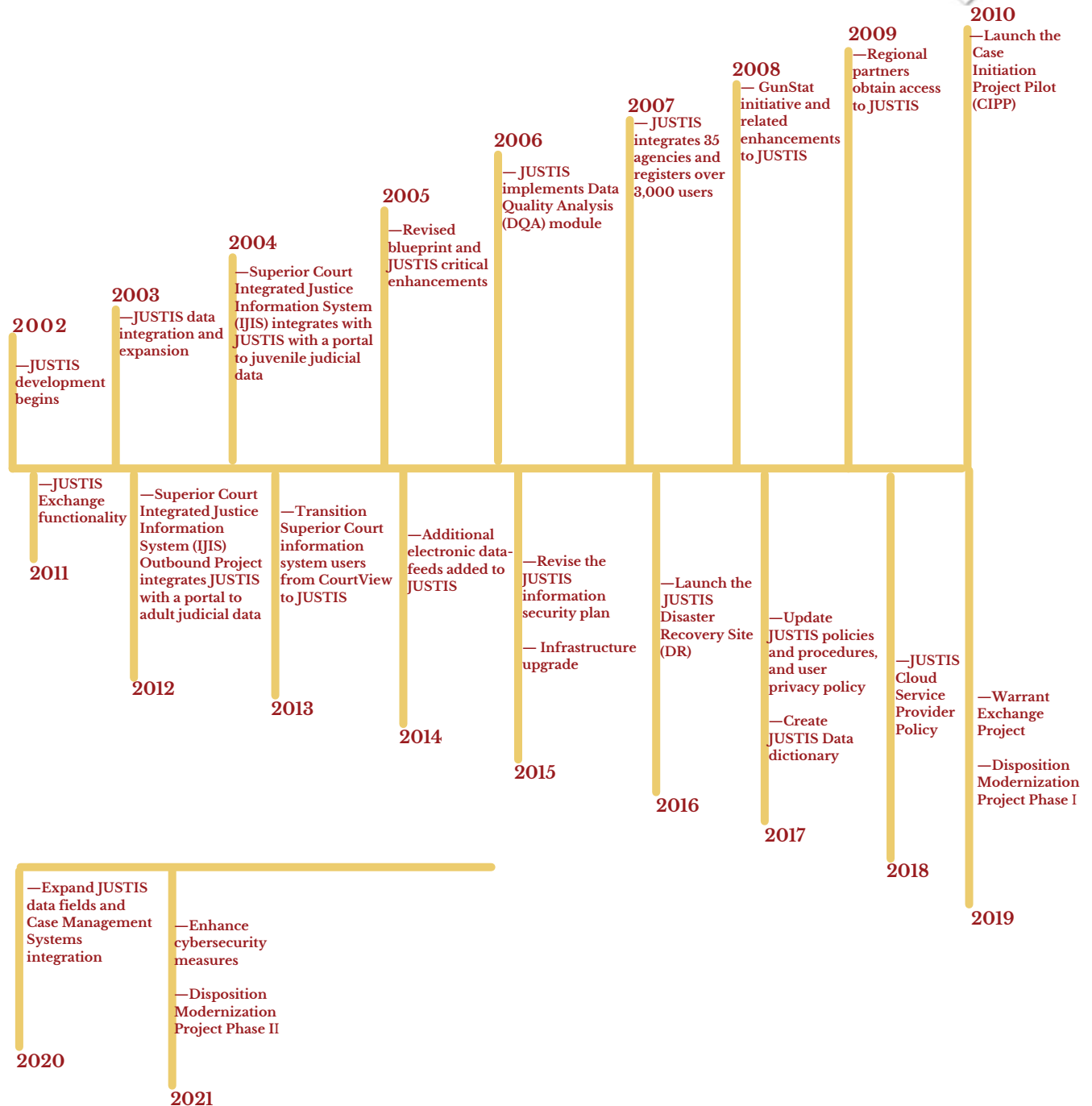
Looking ahead, the JUSTIS strategic plan for the next five (5) years includes continued enhancements, and as appropriate, employing new platforms, creating additional partnerships in the region, and continuing to facilitate projects and initiatives to address agency partners'

emerging and critical operational needs.

For instance, the states of Delaware, Maryland, Pennsylvania, and the District of Columbia have been working to share information on offenders who move freely across jurisdictional boundaries. These four jurisdictions have formed the Mid-Atlantic Regional Information Sharing (MARIS) Consortium to establish a secure inter-state justice information system that builds upon, leverages, and enhances their existing criminal justice information systems.

CJCC and partners are committed to continuing to improve and enhance JUSTIS as technology evolves and operational, business, and technical needs across agency partners expand. The goal is to make JUSTIS the model criminal justice information-sharing and data exchange system to emulate across the nation.

JUSTIS MILESTONES





ACKNOWLEDGEMENTS

The Criminal Justice Coordinating Council (CJCC) for the District of Columbia wishes to thank its Information Technology team for their insights in developing this publication, and also to past and present staff and contractors whose passion and perseverance made JUSTIS into what it is today: an award-winning information-sharing, data exchange, and collaboration tool for criminal justice practitioners in the District of Columbia.

CJCC also wishes to acknowledge the following JUSTIS pioneers: Superior Court Chief Judge Rufus King (retired), CJCC's former Executive Director, Nancy Ware, CJCC's first Chief Information Technology Officer (CIO) Richard Catalon, and Enlightened, Inc.

Over the past decade, under the leadership of Executive Director Mannone A. Butler, Esq., and former CIO, Imran Chaudhry, JUSTIS became an essential information-sharing tool for the District's justice system.

Lastly, CJCC is fortunate to have two IT staff members who have played and continue to play integral roles in JUSTIS since inception, Mohammad Khan, Enterprise Architecture, and Colleen Moses, Senior Systems Engineer.

For copies of this publication or to learn more about CJCC's work and initiatives, please contact:

*The Criminal Justice Coordinating Council
for the District of Columbia (CJCC)
441 4th St NW, Washington, Suite 715N
DC 20001
(202) 442-9283
<https://cjcc.dc.gov/>*

