Spokane Municipal Court
Request for Approval To
Implement a Local Automated Court Record System
May 6, 2011

Purpose

To determine the standards and criteria that must be met by Spokane or any court requesting to implement a Local Automated Court Record System to ensure that required data is imported into the Judicial Information System (JIS) database to be available for statewide access.

Background

On March 28, 2011, the Judicial Information System Committee (JISC) and State Court Administrator, received a letter (see attachment) from the Spokane Municipal Court requesting approval to purchase *JustWare* software from New Dawn Technologies. They are seeking JISC approval based on the JISC Rule 13 – Local Court Systems. They particularly want this software because three other departments within their jurisdiction (probation, prosecution, and public defenders) are already using it. Because of that relationship, they are able to obtain a sole source quote. Having this software in place will provide them with an all-encompassing and paperless court records system.

The District Court Information System (DISCIS) is the current statewide person-centric court case management system used at the Courts of Limited Jurisdiction (CLJ) level. DISCIS is used for initiating case filing for well-identified persons and CLJ cases. It is also used to manage persons, case-related financial activities, CLJ calendaring and to perform other functions including delinquent payment processing.

JISC Rule 13 – Local Court Systems *(Effective Date May 15, 1976)*

"Counties or cities wishing to establish automated court record systems shall provide advance notice of the proposed development to the Judicial Information System Committee and the Office of the Administrator for the courts 90 days prior to the commencement of such projects for the purpose of review and approval."

Statutes & Court Rules

The JIS is the designated statewide repository for criminal and domestic violence case histories. A complete case and person history is essential to the business of the courts for judicial decisions regarding public safety. Therefore, all Washington State Municipal, District, and Superior Courts are required to enter cases into JIS for the purpose of providing a central, statewide data repository for criminal and domestic violence related information.
Reference RCW 26.50.070(5), 7.90.120, 10.95.045.

Current Status

Spokane Municipal Court

- They are awaiting the decision by the JISC.
- Cindy Marshall, the Spokane Court Administrator, is planning to attend a week long New Dawn technology conference in Logan, Utah from May 9-13 to gain a better understanding of the software and how to use it.
- They are **not** planning to do any conversion of JIS data into the new JustWare CMS system. They are simply going to pick an implementation date and from that date forward begin entering new cases into the new system.
- New Dawn has estimated that it will be a 6-month deployment effort.
- They would like to begin June 1, 2011 with a target implementation of January 1, 2012 (understanding that the schedule is totally dependent on the decision of the JISC).
- Contacts:
    - Cindy Marshall, Spokane Court Administrator, 509-625-4450
    - Jim Bledsoe, Justware Administrator, 509-625-6228
    - Denny Bork, Spokane City MIS, 509-625-6954

Administrative Office of the Courts / Information Services Division

AOC is in the process of determining the key questions for discussion as well as the standards and criteria by which the JISC could evaluate this request to make their decision. Below are a sampling of some of the issues or concerns that need to be addressed:

Category	Items for Consideration
Functionality	• Is there new or unique business functionality that will be provided by the new system that is beyond what is already provided by the statewide system? ***Spokane's Response:*** o *Spokane expects to have both new and unique business functionality.* ▪ *First, the Prosecution, Probation and Public Defender departments in Spokane all use JustWare. Including the Court in the JustWare 'system' will add a complete new dimension of speed and efficiency in case handling in the state's second largest city. While this multi-agency capability might not be unique in the state, it would be the first installation of a commercially supported and function focused system.* ▪ *Having the Court on the system will allow all of the players in the criminal justice system in Spokane to*

	perform their roles in support of one another and in support of an efficient and effective criminal justice system. ▪ *The system will be scalable, flexible, adaptable, and have near instant communication from one agency to the next. It can easily support changes in methods and procedural requirements. It will bring to focus those data elements important to each user while retaining the big picture for system wide statistics and information.* • *For instance, how many female defendants represented by the public defender were booked for traffic related offenses and how many days of jail time were imposed? In those cases, what conditions of probation were imposed and how well did the defendant's respond to those conditions?* • *Or, for every defendant ordered into probation's supervision where a drug and alcohol evaluation was also ordered, how many were found dependant and of those how many reoffended while under supervision and of those how many had completed treatment at the time of the second offense?* • *Or, for every defendant represented by the public defender, what was the average time to resolution by charge and what were the top three resolutions reached by charge. The queries are bounded only by the data, which is complete on a system basis rather than just the court basis.* o *Rapid and effective defendant identity management through one to many case and name record relationships; mass reassignment of records; rapid dissemination of same source document to multiple case and or name records; comprehensive law table with attributes, effective, expiration, modifier, category and other descriptors; Google based search engine to find names and records from wherever they are in the database* o *Paper management and control – Spokane envisions a court as paperless as a court can be while still needing to provide a defendant with a copy; templated orders merged to system dates, times and locations to create scheduling orders, continuances, resolution orders, Venzels, and virtually any other piece of paper produced in or for the court (with the right name, the right date of birth, a standardized citation title, and accurate citation number among data fields).* o *Docket Management. A single screen that presents the entire*

	docket linked to various cases of that docket so that cases can be managed as a group, but individually addressed. The docket module controls and or monitors docket size, who sat on the docket, who subbed in on the docket if necessary, how each case is continued to the next available docket of a given size or less, to ensure the date time and location are all correct for the continuance order, whether the defendant failed to appear, settled or continued the case all with a few clicks. It also provides by Judge, by date, by week, by month or longer docket availability and saturation which is de-conflicted for state and national holidays, local court closures, courtroom space, and judicial manning among other resources o *Localized Specialization. Currently JustWare in Spokane specifically and separately tracks all of the diverted DWLS 3 cases, mental health cases, domestic violence cases, defendants designated by our county to its Repeat Offender Program (ROPE), chronic downtown offenders, gang offenders, those with special needs (interpreter, deaf/hard of hearing, medical issues) as well as other criteria judged necessary to run our system smoothly and effectively.* o *Internal Business Rules. Locally created to rapidly generate case records based on the defendant's last name, one business rule automatically adds the agency and individual associated from each including the Judge, Prosecutor, Defendant, DV Advocate on DV cases, Police Officer, and Probation Officer when the case is so assigned. Another business rule tracks the expected probation termination date to ensure the case is reviewed for timely closure. Another business rule notifies the DV advocate anytime a motion is filed in a domestic violence case. Another notifies the losing prosecutor and gaining prosecutor of any case reassigned to the mental health docket. The list goes on and the possibilities are only limited by the ability to define the need.* o *Custom and Canned Reporting. JustWare provides over 25 canned reports designed to call forth information commonly needed by users of the JustWare system. These reports run the gamut of data base health and maintenance reports to user and agency level performance reports. However, the real power in JustWare's reporting system is its use of Microsoft Reporting Services (Visual Studio) to produce custom reports. Spokane has over 25 reports it has developed to evaluate everything from data entry compliance, to case and name record handling, to case resolution sampling and beyond. Once again, the limit here is the defined need combined with an experienced report writer who will be able to pull data within minutes and write a respectable looking report in the matter of an hour or less.* o *Each of these new or unique business functionalities directly*

	equate to reduced cost, increased accuracy, speed and efficiency in the Spokane criminal justice system.
Data Sharing	• Currently, data sharing occurs across the CLJ's because the statewide data is housed in JIS. By approving this request, will there be a degradation of available statewide data for all other courts across the state? ***Spokane's Response:*** o *The amount of data provided by Spokane via JustWare will be up to AOC. Currently JustWare mirrors JIS by integrating the CDK, DCH, NCC, PER data and data from other screens into its system. That same data can be pulled out and posted to the flat file for daily upload. Of the data fields currently posted by Seattle Municipal court and those additional fields initially outlined by AOC, no field has been identified that is not currently in use or that cannot be added when the Spokane Municipal Court would go live.* • How would the new system interface with JIS? ***Spokane's Response:*** o *In the same manner as Seattle Municipal. All AOC requested data (that data currently uploaded from Seattle plus any additional data needed for a more robust report) can be downloaded out of JustWare, coded to meet AOC requirements, and posted to a designated FTP for AOC access on a daily basis.* • What data needs to be exchanged with JIS? ***Spokane's Response:*** o *None. Data needed by AOC to ensure continuity of its JIS system needs to be identified so that it can be uploaded, but a two-way exchange is not requested.* o *A data drop is already being done by the City to DOL via the ICPS application. In this feed license plate and ticket numbers and their counts are fed into a flat file which is FTP'd over to a DOL FTP site for import. In addition, files are placed on the same FTP site which we pick up and process on our end, back into the ICPS system. DOL charges for these imports by size, drop frequency or another method. Andrea Rollins is currently looking into this contract for more information.* • AOC shares JIS information with other partner agencies (i.e. DOL). How would the new system continue to meet that need?

	Spokane's Response: o *The API interface used by JustWare is capable of interfacing directly with DOL or producing the flat file requested by AOC. If the information needs to flow to DOL or another user via JIS all that is required is that the data be identified and coded for smooth upload.* • Would interfaces be required with other JIS systems (i.e., Judicial Access Browser System (JABS), DISCIS, Electronic Ticket Processing (ETP), and SCOMIS)? ***Spokane's Response:*** o *The interface with JIS would be via a flat file containing the necessary information desired by AOC. Once the information is uploaded to JIS other agencies would access the information as they currently do via JIS.* o *Electronic Ticket Processing (SECTOR) would continue as it currently does in Spokane pending Spokane admittance to the SECTOR sharing server group. Once Spokane can electronically upload the SECTOR ticket the ticket will either be direct file or pending planned changes in the SECTOR environment via the prosecutor's office. JustWare's API is capable of both scenarios. Long term, Spokane fully intends to integrate SECTOR into its criminal justice information system.* o *SCOMIS does not interface with JIS to our knowledge, but if it does in some way then the necessary data elements only need to be identified for upload.*
JIS Impacts -Questions to AOC -Info to DOL?	• Will this request increase the overall state cost to JIS to implement whatever is necessary to accommodate it? ***Spokane's Response:*** o *No. The implementation as proposed is a flat file interface (robust) similar to the flat file interface currently in use by Seattle Municipal. The goal will be to provide a similar file (more information) via an FTP transfer point once a day in which all SPM case information can be uploaded to the system in the same manner that data is currently loaded for Seattle. No new procedures, equipment or personnel and only a minimal increase in manpower time to actually do the transfer and upload.* • Who is responsible to fund the integration work and activities with the JIS System that will be required of ISD staff? ***Spokane's Response:***

	o *AOC. However, as described in the response above, by mimicking the process currently used by Seattle Municipal to provide information the increase in cost would be limited to the time it would take to upload SPMs information. One-quarter to one-half of a man hour per business day?? As the requirements for the flat file are defined if time can be saved with better or more thorough coding of the information, which too can be incorporated.* • Will this request require ISD resources to implement a data exchange with the new Case Management System? ***Spokane's Response:*** o *No. Data will flow one way – SPM to AOC/JIS. Any information needed from JIS will be retrieved for read-only viewing as it is now. For instance, if detailed information is needed about a driver's license the JIS/DOL screen will be used. Likewise, if there is a need to view a defendant's statewide criminal history, the DCH screen will be viewed.* • If so, where does this request fall in the IT Governance process? ISD staff would not be available to work on other JISC prioritized Governance requests. ***Spokane's Response:*** o *We do not believe our launch will provide any need to involve ISD staff other than to provide the parameters of the proposed flat file and its hand-off procedure.*
Financial & Audit Activities	• DISCIS is used to collect, record, distribute and report all case related financial information. How would these activities be handled in the new system? ***Spokane's Response:*** o *JustWare's integrated financial accounting package adheres to standard accounting principles for assessing, collecting, and disbursing funds. With JustWare, you can track fines, restitution, and other agency-defined fees. Spokane Municipal Court would completely define all fee types and codes and how fees should be allocated to different accounts. JustWare allows users to accept payments, print receipts, and automatically generate statements. Additionally, JustWare's flexible payment plan functionality allows an unlimited number of offender payment plans.* o *In addition, every JustWare installation comes with standard system reports and Business Intelligence hours to produce specific and unique system and accounting reports. As well, time sensitive*

	financial reports can be automatically created and e-mailed to prescribed users at times defined by the agency. • Would the system maintain the existing revenue collection, distribution and reporting functionality currently contained in JIS? ***Spokane's Response:*** o *In addition to maintaining existing financial needs, JustWare offers many areas of enhancements to the current financial accounting processes. For instance, JustWare's Business Rules Manager can automatically send notifications to the collection agencies when information changes. It's possible to have certain information set to be a "trigger" for the email, such as updates to addresses, receivables, payments, and other collections-related data.* o *Additionally, it's possible to give collections agencies (or others) real-time web access to court-selected reports that SPM would select, through the JusticeWeb public portal.* o *Integrated Business Rules in combination with the embedded accounting functions allow task lists, unique workflows, and actions to trigger based on case events and payment statuses, which will help create efficiencies in SPM's processes and cut down on redundant manual tasks.* How would AOC audit the system to ensure that funds are appropriately split and distributed? ***Spokane's Response:*** o *The reporting of the collection and distribution of funds can be accommodated in JustWare and provided to AOC for auditing purposes.* • The new system would need to ensure compliance with Legislative mandates and changes. ***Spokane's Response:*** o *Financial Obligations (Agency defined accounts) are simple to create, manage, and update to meet and comply with legislative mandates and changes. In addition, JustWare has the ability to pre-set activation and expiration dates with accounts, which can automatically, take effect when the given dates are realized. This functionality takes the burden off of administrators of having to manually change these when the dates come to fruition. Manual changes are also easy to administer.*

Security	• Access to any new CMS system must meet AOC Security standards to ensure that it will not jeopardize the statewide JIS system and data. ***Spokane's Response:*** • *No system to system interface is requested. This should relieve any concerns about cross-system contamination. The flat file that JustWare will produce for daily upload can be encrypted, if necessary, and then subjected to AOC virus pre-screening as part of the download from Spokane and upload procedure at AOC.* • *Spokane currently hosts an external FIBS 140-2 secure FTP environment which would be ideal for the staging of data for pickup*
Business Rules	• The business rules must match the JIS business rules to ensure the quality & integrity of the data. ***Spokane's Response:*** o *JustWare has the ability to data mask field entries to ensure the proper number of characters in that field, the format of the entry, the necessity to make the entry, and other features designed to ensure data consistency.* o *In addition, JustWare has a duplicate number detection capability to that reveals any duplicated name record numbers ensuring that transpositions are rapidly identified. Additionally, JustWare's internal business rules can automate data entry, provide for the proper series of steps and even create events (for instance, the entry of a warrant event can generate the warrant document and the recall of the warrant event can likewise create the recall document).*
Data Integrity	• The Person ID's and Person rules for the new system must match the state. ***Spokane's Response:*** o *JustWare is very well configured to ensure and match the name record requirements of JIS. The present prosecution system presently uses JIS standards such as hair and eye color options. JustWare uses locally configurable dropdowns to limit and control the form and data choices for field entry when data is desired to be in a consistent form. Further JustWare's own business rules can be written in to require minimum field completion prior to saving, enable subsequent work flows, set tasks for others and other JustWare unique capabilities.* • The Law Table must stay in sync with the official one at AOC. ***Spokane's Response:***

	o *Keeping the JustWare law table synchronized with the state is already in place in Spokane. JustWare has the ability to set start and end times for statutes and associate penalties for those statutes allowing, for instance, a 1995 DUI to plead guilty in 2011 to 1995 DUI penalty standards. The current JustWare law table uses state code table citation formatting, statute titles, categories and etc. in order to provide uniformity for the user when viewing a JustWare screen and then viewing a JIS screen.* • Spokane would be responsible for implementing annual legislative updates to their own system as is currently done in JIS. ***Spokane's Response:*** o *Prior to the City's adoption of the MTO in January 2009, Spokane Municipal Court was responsible for updating all legislative changes in JIS so we are familiar with this process. In addition, Spokane is currently responsible for updating Spokane Municipal Codes into JIS and can perform the same for JustWare.* • The Attorney Search and Find My Court Date would not show up on the public web search if the Spokane data exchange file went into the "Inactive Database" as the Seattle Municipal court records currently do now. ***Spokane's Response:*** o *When JustWare is implemented, members of the public will be able to find their court date and other public information via JusticeWebview, which is a public viewing portal accessible through a browser. And if at such time in the future, AOC is able to put our data into the "Active Database", this information can be provided by JustWare.*
Disaster Recovery	• What is their plan to deal with Disaster Recovery and Back-up of court information? ISD would not be responsible for any Disaster Recovery activities with the new system. They would be on their own. ***Spokane's Response:*** o *It is understood that the City of Spokane will be held responsible for disaster recovery and backup. We would expect to do a full backup for the JustWare database nightly and differential or routine backups of the transaction log during the day, depending on the maintenance plan we finalize. We can take data from any one of these backups, recreate the import file and drop it again if needed. These backups would be held onsite for a number of days and then potentially transported offsite, again depending on the maintenance plan we implement. As a side note we are working toward a disaster recovery center which has been in the works for some time – once live we'd*

	like to integrate this site with our JustWare recovery strategy.
Technical Requirements	• The requesting court would need to meet ISD's Enterprise Architecture technical requirements to ensure alignment and compliance with the AOC Future Enterprise Architecture stated direction. ***Spokane's Response:*** o *Because the method of implementation will only involve the production of data for upload in the form of a flat file, Spokane does not believe this requirement would be an issue. The data could be uploaded to any Future Enterprise Architecture. In addition, the broad flexibility of the JustWare API would allow Spokane at some future date and with the appropriate coordination and permissions to interface directly with any future architecture adopted by AOC.*
Impacts Across AOC Divisions	• Requirements gathering and validation will require substantial internal AOC subject matter expertise from JSD (JIS Education, Legal Services, Customer Services, Research, and Court Services) and MSD. These staff resources are already overcommitted with projects approved or working their way through the JIS governance process. ***Spokane's Response:*** o *There is no intent or need to engage in requirements gathering and validation. Using the proposed flat file data update model as proposed SPM will push information one-way as defined and required by AOC once a day via a flat file (robust), mirroring the process currently in use by Seattle Municipal.* • The proliferation of products and services complicates statewide training programs for court personnel, customer service responses to courts and the public, and the ability to analyze and accurately report on caseload statistics, finance, and other data on a statewide basis. ***Spokane's Response:*** o *The SPM proposal will not add anything except SPM data to the current system. Based on the information currently requested all data elements needed to sustain the current system as used by Seattle Municipal will remain unchanged. Enhanced reporting proposed by AOC for the a robust flat file is within the capability of JustWare and can be reported daily. Statistical information is not expected to be impacted.* • Coordinating law table and legislative changes with AOC to ensure

	consistency adds workload and complexity to AOC's processes, and most of the impact will be on JSD and MSD. ***Spokane's Response:*** o *SPM plans to use updated to the law and financial tables already published by AOC to maintain its internal law table. The prosecution system in SPM uses the current law table to ensure uniformity for its users when looking from JustWare to DISCUS (same code citations, titles, and categories). In addition, SPM maintains its City Code law tables to ensure its municipal ordinances are current and in effect within JustWare. There is no planned impact on JSD or MSD.*
Other Consideration s	• Will approval of this request establish precedent for other courts of limited jurisdiction to similarly obtain their own systems? ***Spokane's Response:*** o *Yes. However, JISC can shape this precedent to its benefit and the benefit of its constituent courts. Presently, JIS cannot provide the information, management and automation of court operations that is proposed by SPM in its implementation of JustWare. If disapproved this, in effect, raises the cost of justice in Spokane by requiring inefficiencies where there is an identified and mostly in place ability to radically lower costs and speed justice. A paperless court and the efficiencies that can be achieved using JustWare are unparalleled in our experience. The benefit to AOC in permitting SPM to implement in the manner proposed exposes AOC to minimum/no risk while at the same time preserving data essential to the healthy functioning of its statewide system.* ▪ *SPM would propose a two phase precedent.* • *Any similar implementation could be limited to a data push system using the flat file approach. This eliminates system interface and a host of security and coordination issues. In effect JustWare emulates JIS, albeit one a day as opposed to continually throughout the day.* • *Any grant of approval could be conditioned upon a future system advanced by AOC to replace JIS being mandatory for all users, or, in the alternative any user would be responsible for the bridge necessary to keep data flowing, at least one way, to AOC.*