



# County and City of San Francisco

JUSTIS Governance and Program Bylaws

Version 9

Amended March 2024



## Revisions

Date	Version	Revised By	Purpose of Revision
03/10/2020	1	C. Young	Initial Draft
03/15/2020	2	J. Siegel	Updates to table of contents based on feedback.
04/08/2020	3	C. Young	Content added to sections
04/13/2020	4	C. Young	Draft for review
05/17/2020	5	L.Gerull	Organize into two bylaws – governance and program
08/2/2020	6	L.Gerull	Incorporate council member comments
12/2/2020	7	L.Gerull	Incorporate council member comments from 9/2/20 Executive Council Meeting
12/9/2020	8	L.Gerull	Incorporate council member comments from 12/7/20 Executive Council Meeting
3/26/2024	9	S. Crowley	Amend bylaws to change frequency of meetings from quarterly to semi-annually; eliminate the advisory committees, and allow for committee work to be conducted by working groups formed at the direction of member departments.



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## 1. Introduction

### 1.1. Background

During the 1970's, the City and Council of San Francisco (CCSF) successfully pioneered an integrated computer system to support the justice system. This mainframe-based system (CABLE CMS applications system) is still in use today; however, it no longer fully meets the requirements of the departments that make up the justice domain.

While innovative for its time, the operating systems of CABLE3/CMS, and the platform and tools upon which it operates, have aged considerably, in both a real and a technological sense. The systems have been unable to pace advancing modern information technology.

The JUSTIS project began in response to concerns of the CCSF's justice agencies about the aging CABLE3/CMS system. In May of 1998, the City funded a group of executives from the justice departments who came together as the CMS Replacement Committee. The Committee eventually voted to replace the CABLE3/CMS with a system featuring a data warehouse with department case management systems. The new system was christened the Justice Tracking Information System (JUSTIS). The Committee became known as the JUSTIS Council, and work began on the project under the oversight of this group.

The departments currently represented on the Council include:

- |   |  |
|---|--|
| (1) Mayor's Office,                     | (7) Police Department,                     |
| (2) City Administrator,                 | (8) Public Defender,                       |
| (3) Adult Probation,                    | (9) Sheriff's Department,                  |
| (4) District Attorney,                  | (10) Status of Women,                      |
| (5) Department of Emergency Management, | (11) San Francisco Superior Court, and     |
| (6) Juvenile Probation,                 | (12) Department of Technology (non-voting) |

The JUSTIS Governance Council was established by Administrative Code Section 2A.85 to provide policy direction and oversight. The JUSTIS Governance Council is referenced as the Executive Board in this document.

The City Administrator's Office is the Executive Sponsor of the program and the Department of Technology provides program management, fiscal management, and technical support.

All rules and by-laws described herein are subservient to relevant Federal, State, and Local regulations.

### 1.2. Purpose and Scope of this Document

The purpose of the JUSTIS Governance and Program Bylaws is to define the governance for the shared JUSTIS resource and develop collaborative goals and objectives for the program. Additionally, it defines the stakeholders and their roles and responsibilities, the governance structure and the future state solution architecture.



## 2. Organization and Governance for the Bylaws

### 2.1. Organization

The City Administrator's Office of the City and County of San Francisco provides focus and responsibility for the workings of the JUSTIS Executive Board, which approves the funding and policy issues related to the definition, development, infrastructure, and support for JUSTIS.

The purpose of the governance organizational structure is to manage inter-agency decisions and responsibilities pertaining to budget, data, policy, operations, technical planning/execution, security and privacy. The purpose of this model supports:

- Involved executive sponsor the required authority, knowledge, and stature/reputation
- Active participation by the senior most Agency executives
- Well defined and layered governance structure that pushes decision making to the right level

The structure is described as follows:

- Executive Sponsor: City Administrator
- Executive Board: Agency Executive Directors
- Program Office: A dedicated Program for Justice Technology (JUSTIS) within the Department of Technology with a Program Officer and staff
- Department Working Groups: Member department heads have historically directed their staff to work together on specific projects related to justice technology and systems. Certain ongoing project areas are described in these bylaws, but the member department heads may initiate new working groups, or may adjust the focus of working groups without seeking approval from the Executive Board or amending these bylaws.

### 2.2. Governance Structure

#### ***Executive Level***

The Executive Board is the highest level of decision-making for the City and County. This board establishes citywide justice objectives and policies, receives recommendations from working groups on systems to support these objectives, receives metrics from the JUSTIS Program to monitor the City's performance, and provides oversight over JUSTIS governance.

#### ***Departmental Staff Working Groups***

JUSTIS Member department heads have historically directed their staff to participate in working groups comprised of staff representatives of some or all member departments ("Working Groups"). Such departmental Working Groups may provide guidance to the Executive Board in areas prioritized by member department heads. Focus areas have historically including the following:



- Performance and Strategy - Translation of policy direction into technology initiatives, monitoring of achievement of city-wide objectives through defined KPIs and establishment of policies and initiatives for promotion of data sharing
- Architecture and Data Sharing - Agencies' access to, sharing, and management of information, including development of cross-department dashboards and fulfillment of public information requests.
- Systems and Large Projects - Progress of long-term strategic system projects, technology planning, budgeting, and monitoring the implementation and development of inter-agency interfaces – all in support of the City's strategic vision for justice.
- Operations and Maintenance - Day-to-day operations of the Office of JUSTIS, with a focus on the operations, support, and maintenance of the JUSTIS software systems.

### ***JUSTIS Program Level***

Operating under the authority of the City CIO, the JUSTIS Program Office is a dedicated team within Department of Technology (DT) that is supported by specialist DT resources.

The JUSTIS Program Office will provide organizational, resource and change management structures to ensure continuous JUSTIS service levels to all stakeholder agencies, provide an operating model for JUSTIS operations and maintenance with the necessary capacity, access and support.

Responsibilities for the JUSTIS Program Office will include:

- Establish, sustain, and extend the JUSTIS architecture and standards
- Administer and operate the integration platform (i.e., JUSTIS Hub), including monitoring of queues and other operational mechanisms
- Provide an Integration Center of Excellence (CoE) which consults with agency level IT and/or third-party vendors when designing interfaces and establishing interface contracts
- Document and configure platform level components for specific interfaces, transaction, processes and support testing, including providing test harnesses where appropriate
- Provide a Data Center of Excellence to support JUSTIS reporting and query development
- Manage common infrastructure for justice applications consistent with CCSF, state and federal standards, protocols, security requirements, and auditing practice
- Provide production support for shared systems (e.g., JUSTIS)

Agencies use established Department of Technology processes to request tasks to be completed by the JUSTIS Team. The Executive Board will prioritize such requests as required.

## **2.3. Executive Board Governance**

### **2.3.1 Executive Board Authority**



The JUSTIS Executive Board will establish the City’s coordinated strategic direction for Criminal and Juvenile Justice. Specifically, per the Administrative Code Section 2A.85, the responsibility of the JUSTIS Governance Council include the following:

1. Setting priorities and approving direction for project development and enhancements.
2. Reviewing, approving, and submitting annual and supplemental appropriations requests.
3. Approving vendor contracts.

### ***2.3.2 Executive Board Membership***

The JUSTIS Executive Board is comprised of the City Administrator who is the executive sponsor and permanent Chairperson and leads from the participating agencies. The Executive Board includes the following:

1. Mayor's Office,
2. City Administrator,
3. Adult Probation Department,
4. District Attorney,
5. Department of Emergency Management,
6. Juvenile Probation Department,
7. Police Department,
8. Public Defender,
9. Sheriff’s Department,
10. Department on the Status of Women,
11. San Francisco Superior Court, and
12. Department of Technology (non-voting)

### ***2.3.3 Meeting Logistics and Frequency***

The Executive Board will meet semi-annually (every six months) in person. The City Administrator shall serve as the permanent Chair. The Co-Chair will be selected from among voting members and will serve on an annual rotating basis.

The Chair may call a special or emergency meeting as needed.

### ***2.3.4 Meeting Agenda and Minutes***

The Chairperson will be responsible for setting the agenda, running the meetings. The JUSTIS Program Manager will record and produce meeting minutes (may be delegated).

Agendas must be set 72 hours prior each meeting. Members and non-members may request items be added to the agenda by emailing the Chairperson.



All meetings will utilize a pre-published agenda, produce meeting minutes, and start each meeting by reviewing and ratifying the minutes from the prior meeting.

### ***2.3.5 Voting Members***

Each voting agency shall have one equal vote. Only Department Heads may vote. If a Department Head is not available for a meeting a Deputy Director, Policy Head or Fiscal Officer may be designated as the voting member for the Department. Because there are only 4 meetings a year, Department Heads are encouraged to attend.

### ***2.3.6 Decision Process and Voting***

Each voting agency shall have one equal vote. Only department heads or their designees may vote. All decisions will be made by majority vote. For these purposes, majority shall mean the majority of the members present at the meeting.

### ***2.3.7 Executive Board Responsibilities***

The Executive Board is responsible for the following:

- Review and approve policies that provide a governance framework for decision-making, reduce risk, establish processes and practice for the management of systems.
- Ensures that the City develops and adopts a strategic plan that is consistent with its mission and values, and which will enable the City justice departments to realize its vision for integrated justice technology. The Board participates in the development of and ultimately approves the strategic plan.
- Oversees operational outcomes for consistency with the strategic plan and strategic directions.
- Receives regular briefings or progress reports on the implementation of strategic directions and initiatives as well as the work of any Working Groups.
- Reviews and approves the JUSTIS Program's annual performance goals and workplan as well as key performance indicators.

Decisions and actions taken by the Executive Board will be recorded.

The Executive Board's decision making will be based on framing questions that defined the policy goal and criteria questions that scope the policy. This Policy Analysis rubric is shown in Table 1. If so directed by member department heads, Working Groups may assist the Executive Board in researching and answering these questions for new or modified policies.





Table 1 – Policy Analysis

<b>Framing Questions</b>	
<ul style="list-style-type: none"> <li>• What is the policy lever? Is it legislative, administrative, regulatory, other?</li> <li>• What level of government or institution will implement the policy?</li> <li>• How does the policy operate? Is it mandatory? Will enforcement be necessary? How is it funded? Who is responsible for administering the policy?</li> <li>• What are the objectives of the policy?</li> <li>• What is the legal landscape surrounding the policy (court rulings, constitutionality)?</li> <li>• What is the historical context (has the policy been debated previously?)</li> <li>• What are the experiences of other jurisdictions?</li> <li>• What is the value-added of the policy?</li> <li>• What are the expected short, intermediate, and long-term outcomes?</li> <li>• What might be the unintended positive and negative consequences of the policy?</li> </ul>	
<b>Criteria</b>	<b>Questions</b>
Public Health Impact: Potential for the policy to impact risk factors, quality of life, morbidity, and mortality	<ul style="list-style-type: none"> <li>• How does the policy address the problem or issue (increase access, protect from exposure)?</li> <li>• What is the magnitude, reach and distribution of benefit and burden (including impact on risk factor, quality of life, morbidity, and mortality)?</li> <li>• What population(s) will benefit or be negatively impacted? How much?</li> <li>• Will the policy impact health disparities / health equity? How?</li> <li>• Are there gaps in the data/evidence-base?</li> </ul>
Equity Impact: Potential for the Policy to impact disparities and equity	<ul style="list-style-type: none"> <li>• How does the policy address the problem or issue (increase equity, promote diversity)?</li> <li>• What is the magnitude, reach and distribution of benefit and burden (including impact on risk factor, equity, disparities, cultural)?</li> <li>• Will the policy impact a specific population or community? How?</li> <li>• Are there gaps in the data/evidence-base?</li> </ul>
Feasibility: Likelihood that the policy can be successfully adopted and implemented	<p>Political</p> <ul style="list-style-type: none"> <li>• What are the current political forces, including political history and policy debate?</li> <li>• Who are the stakeholders, including supporters, opponents? What are their interests and values?</li> <li>• What are the potential social, educational, and cultural perspectives associated with the policy option (lack of knowledge, fear of change, force of habit)?</li> <li>• What are the potential impacts of the policy on other sectors and high priority issues (equity, sustainability, economic impact)?</li> </ul> <p>Operational</p> <ul style="list-style-type: none"> <li>• What are the resource, capacity and technical needs to develop, enact and implement the policy?</li> <li>• How much time is needed for the policy to be enacted, implemented, and enforced?</li> <li>• How scalable, flexible and transferable is the policy?</li> </ul>
budgetary impacts: comparison of the cost to enact, implement and enforce the policy versus the benefit value.	<ul style="list-style-type: none"> <li>• What are the costs and benefits associated with the policy?</li> <li>• How do costs compare to benefits (cost-savings, costs averted, ROI, cost-effectiveness)?</li> <li>• How are costs and benefits distributed (for individuals, businesses, government)?</li> <li>• What is the timeline for costs and benefits?</li> <li>• Where are the gaps in the data/evidence-base?</li> </ul>



## 2.4 Working Groups

Working Groups formed at the direction of member department heads may present recommendations to the Executive Board informally, as requested by the Executive Board Chair, or in an escalation report that defines the issue being escalated, specifies the requested action by the Executive Board, and summarizes the relevant information necessary for an informed decision.

## 2.5 JUSTIS Program Goals and Objectives

### 2.5.1 JUSTIS Data Sharing Vision

The JUSTIS Program will provide a platform for sharing of timely and accurate information with justice and partner agencies. JUSTIS information sharing capabilities will leverage modern technology to: improve the quality and consistency of criminal and juvenile justice data, enable the sharing of data between JUSTIS agencies in real-time whenever applicable, deploy robust reporting capabilities regarding the complete life cycle of the local justice system, and drive improvements in public safety outcomes through transparency and inter-agency collaboration.

JUSTIS will promote information sharing by providing the following capabilities:

- Shared Definitions, standards, data stores and reporting access.
- Common infrastructure for resiliency and integration capabilities serving partner stakeholders
- Foundational management structures to govern and oversee architectural and operational decisions for current and future JUSTIS needs.

### 2.5.2 Program Objectives

The JUSTIS program objectives are to:

- Support **data driven decisions** and processes with direct and measurable impact on public safety and quality of life imperatives
- Improve and expand **collaboration** between partner agencies and community-based organizations to improve outcomes and reduce recidivism
- Provide enhanced levels of **transparency and accountability** to all facets of the criminal and juvenile justice processes including **equitable treatment, privacy, and required confidentiality** for all impacted individuals
- Provide improved **process efficiencies** enabling and reduction of paper-based processes thereby enabling staff to focus on high impact interaction with clients and the public
- Enable CCSF to fully realize the benefits of current and future **technology innovations in a fiscally responsible and cost-effective manner.**
- Deliver a **resilient, secure and reliable** foundation for CCSF data sharing



### 2.5.3 Opportunities

Modernization of the current JUSTIS platform and the multiple stakeholder agency core system replacement projects currently underway enable improvements and retirement of risk for the CCSF criminal and juvenile justice community. Opportunity examples include:

- Mitigation of risk arising from technical obsolescence and lack of extensibility of current CABLE3/CMS and agency systems
- Superior Court transition to a new case management system
- Improved system resiliency to prevent operational lapses with the potential for public safety issues or liability exposure
- Ability to evaluate the effectiveness of programs (social, justice, others) for which the City invests significant sums
- Ability to track complex crimes where multiple incidents are associated with a single event
- Extended capability to track and analyze justice outcomes by race, ethnicity or crime type; inability to track recidivism across arrest, charging, trial, incarceration and reentry
- Ability to identify frequent offenders in order to focus resources on the offenders most responsible for serious offenses and quality of life issues
- Ability to create a holistic view of an individual's interaction with public safety partners and to correlate with agency interactions focused on public health, mental health and homelessness

An overview of the JUSTIS Program Strategic Plan is included in the Appendix 2.



# APPENDICES



## APPENDIX 1



## Overview of the JUSTIS Strategy and 5 Year Roadmap



## Overview of the JUSTIS Program Strategy & 5 Year Roadmap

### JUSTIS Current State

Over the last 15 years JUSTIS. succeeded in:

- Mapping the Computer Assisted Bay Area Law Enforcement Legacy System (CABLE3/CMS) to a modern Oracle Database
- Creating a Justice Data Hub Infrastructure that facilitates data sharing and transformation in real time.
- Creating a secure infrastructure to aggregate, transmit and store offender records and detail.
- Supporting the implementations of the justice agencies modern case management systems.
- Providing a Notification System to the justice agencies based on critical events.

Today, the focus of the JUSTIS program is to integrate CCSF justice agencies' case management systems and replace the 35+ year old mainframe CABLE3/CMS applications system. This will allow public safety departments to gather and share information with each other automatically through a centralized hub, expedite individual department processes and will result in a more efficient and effective justice information system.

### RoadMap JUSTIS Program Scope

The scope of the JUSTIS program includes:

- Establish a common taxonomy and comprehensive justice conceptual data model, aligned across all JUSTIS member agencies and where possible with state and federal standards.
- Deploy a city-wide justice data store that includes 'index level' data from all justice agencies, covering the complete criminal and juvenile justice lifecycle, aligned to the common taxonomy.
- Deploy an enterprise reporting analytics platform which enables stakeholder agencies, the JUSTIS Technology Support Team, and community partners to create dashboards, queries, and standard reports.
- Deploy and/or re-architect the current JUSTIS integration platform with a lighter weight, secure and scalable architecture that encourages increased levels of data sharing.
- Deploy data exchanges consistent with the needs and data sharing opportunities presented by the implementation of new juvenile and criminal justice agency systems over the next 24 mos.
- Deploy a platform for sharing electronic documents and managing digital evidence.
- Deploy a collaboration platform for awareness and communication with health care and social services agencies to improve both individual and population level outcomes.



- Extend JUSTIS to include Juvenile data and transactions with required access controls.
- Rebrand and transform JUSTIS inclusive of strategic objectives to define the next generation public safety and social system for CCSF.

## Program Assumptions, Constraints & Dependencies

The JUSTIS program needs to consider both Agency driven and shared initiatives which introduces the following program assumptions, constraints, and dependencies:

- **Assumptions:**
  - The modernized, real-time JUSTIS data exchange and comprehensive enterprise level reporting and data analytics capability will be implemented.
  - Each new Agency Case Management system will be integrated with JUSTIS.
  - The JUSTIS Program will have pro-active leadership that brings both city-wide perspective and authority to the program.
  - Program Leadership will have specific Public Safety and Justice acumen and experience to be credible to the Program Stakeholders.
- **Constraints:**
  - Nearly every JUSTIS agency is in the midst of replacing or providing significant upgrades to their respective core case management system.
  - Significant effort will be required to decommission CABLE/CMS
  - Infrastructure and Disaster Recovery issues need to be addressed.
- **Dependencies:**
  - Decommissioned CABLE/CMS including removal of dependencies on CABLE/CMS from all other CCSF justice applications.
  - Established governance for the funding, prioritization, expansion, and implementation of transformative technology projects and data management which impact the CCSF Criminal & Juvenile Justice landscape.
  - A Disaster Recovery strategy that aligns interdependent resiliency levels across stakeholder agency systems and with the JUSTIS Hub, and justice environment.
  - Established security mechanism to manage enterprise access to agency data through JUSTIS.





## **Program Priorities**

The JUSTIS planning priorities are identified as follows:

- **Justice Lifecycle Data Consistency:** Establish and sustain a common taxonomy, shared reference data structures and common identifiers to facilitate consistent representation and understanding of justice information across the enterprise.
- **Reporting:** Modernize, improve or establish (as required) JUSTIS analytics & reporting to derive insights, data driven decisions and improve transparency, efficiency and accountability across the stakeholder agencies.
- **CABLE/CMS Replacement:** Define and develop an approach to fully replace existing CABLE/CMS functionality and provide an extendable platform for future shared functional and data requirements; develop the decommissioning plan and interim solution that assures daily operations for stakeholder agencies are not negatively impacted and stakeholder agency system implementations are not delayed.
- **Platform Optimization:** Expand usage of the integration platform and support organization to align with data sharing business needs and to leverage current integration technology and standards available in the marketplace including potential replacement of integration infrastructure components.
- **JUSTIS Operating Model:** Provide organizational, resource and change management structures to ensure continuous JUSTIS service levels to all stakeholder agencies; provide an operating model for the JUSTIS Technology Support Team with necessary capacity and access and support.
- **Governance:** Refresh and establish governance structures to manage inter-agency decisions and responsibilities pertaining to budget, data, policy, operations, technical planning/execution, security and privacy.

## **JUSTIS Project Management**

- At the project delivery level, each Project has its own Delivery Project Plan that is outside the scope of the JUSTIS program governance framework. These governance structures may provide progress reports to the Systems & Large Projects advisory committee.
- The membership of each project team is determined during the first stage of the project lifecycle by the agency that owns the delivery of the particular project.

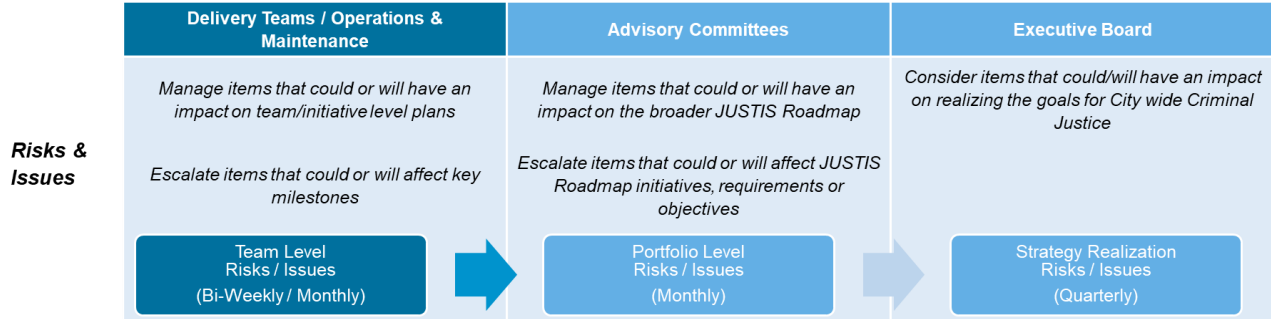
## **Risks and Mitigation**

The process of identifying, quantifying and qualifying, mitigating or resolving risks and issues is performed by the participants at any level of the Governance Plan.

Risks and Issues can be reported into either the Advisory Committee or Executive Board levels.



The reporting of risks and issues will depend on the specific perspectives of each level of the Governance Framework and the degree to which they could or will have an impact at the individual initiative or at the strategic level.



Risks and Issues will be elevated to the Executive Board by the Advisory Committees at the discretion of the committee.

### Target State Integration Hub Architecture

The JUSTIS Integration Architecture will expand the usage of the integration platform to align with data sharing business needs and to leverage current integration technology available in the marketplace including potential replacement of integration infrastructure components.

The **Integration Hub** architecture is successfully used by large inter-agency justice organizations to facilitate data exchanges and consolidated data access.

A similar design, the *Digital Integration Hub* is increasingly used by other organizations to enable high-scale API access while minimizing workload and dependency on systems-of-record and deliver additional value via analytics.

The architecture consists of:

- An API Gateway to interact with agencies, partners and the community. This includes history inquiries.
- Data stores to support consolidated data access without directly accessing systems of record, metadata management to enable common data understanding and consistent usage and data analytics across broad data sets representing the justice lifecycle.
- A Hybrid Integration Platform to exchange data with agencies through event-based exchanges and periodic data ingestions of broad data sets outside of exchanges.

The architecture must also support capabilities to “fill the gap” between the legacy CMS and replacement application

