



United States  
Department of Justice

# U.S. Department of Justice's Global Justice Reference Architecture (JRA)

## Specification

Version 1.7

March 2009

Global Infrastructure/Standards  
Working Group



## Table of Contents

1		
2	Acknowledgements .....	ii
3	How to Use This Document .....	iii
4	Policymakers, Executives, and Decision Makers .....	iii
5	Project Managers, Architects, and Technologists.....	iii
6	Document Conventions.....	iv
7	Executive Summary .....	v
8	1. Introduction.....	1
9	1.1. Global’s SOA Initiative .....	1
10	1.2. An Interoperability Strategy .....	2
11	1.3. Consensus on the OASIS Reference Model for SOA.....	2
12	1.4. Creating the JRA .....	3
13	1.5. What Is the JRA? .....	3
14	1.6. What the JRA Is Not.....	3
15	2. Architecture Requirements .....	4
16	3. The JRA .....	9
17	3.1 Graphical Overview .....	9
18	4. Concepts and Relationships .....	11
19	<i>OASIS Reference Model for Service-Oriented Architecture</i> .....	11
20	<i>Core Concepts—Services, Service Consumers, Capabilities, and Real-World Effects</i> ...	12
21	<i>Supporting Concepts</i> .....	13
22	<i>Interaction, Visibility, Service Models, and Service Interfaces</i> .....	13
23	<i>Design and Description of Service Interfaces</i> .....	18
24	<i>Capabilities in Detail</i> .....	19
25	<i>Service Policy, Service Contract, and Service Agreement</i> .....	21
26	<i>Execution Context</i> .....	22
27	<i>Provisioning Model</i> .....	22
28	5. Reconciliation of Architecture With Principles.....	23
29	6. Elaboration of Service Interaction Requirements .....	25
30	7. Glossary .....	27
31	8. References.....	33
32	9. Document History .....	34

## Acknowledgements

The Justice Reference Architecture (JRA) was developed through a collaborative effort of the U.S. Department of Justice (DOJ) Global Justice Information Sharing Initiative (Global) membership and DOJ's Office of Justice Programs (OJP), Bureau of Justice Assistance (BJA). Global's Infrastructure/Standards Working Group would like to express their appreciation to BJA for their support and guidance in the development of JRA resources, such as this document. These resources provide invaluable assistance to local, state, regional, federal and tribal entities toward the goal of improved information sharing.

Although this document is the product of Global and its GISWG membership, it was adapted primarily from the technical reference architecture developed by the State of Washington, and sincere appreciation is expressed to Mr. Scott Came, State of Washington and SEARCH, The National Consortium for Justice Information and Statistics, for his guidance and leadership. In addition, parts of the architecture were derived from the Organization for the Advancement of Structured Information Standards (OASIS) Reference Model for Service-Oriented Architecture 1.0 (SOA-RM). Other major contributors include the OASIS Court Filing Technical Committee, OASIS SOA-RM Technical Committee, and the Messaging Focus Group.

The creation of this document was a volunteer effort by numerous contributors, and sincere thanks is extended to them for their hard work in the development of the architecture, Global would also like to recognize the following key contributors.

Mr. Scott Came—State of Washington and SEARCH, The National Consortium for Justice Information and Statistics, GISWG Services Implementation Committee

Dr. Tom Clarke—National Center for State Courts, Chair, GISWG

Mr. Scott Fairholm—National Center for State Courts, Chair, GISWG Services Committee (2005–2008)

Mr. Dale Good—Judicial Council of California, Chair, GISWG Management and Policy Committee

Mr. Kael Goodman—IJIS Institute, Chair, GISWG Services Interaction Committee (2005–2007)

Mr. Ron Hawley—SEARCH, The National Consortium for Justice Information and Statistics, GISWG Management and Policy Committee Chair (2005–2006)

Mr. Patrick McCreary—Bureau of Justice Assistance, OJP, DOJ

Mr. Eric Sweden—National Association for State Chief Information Officers, Vice Chair, GISWG (2005–2008)

Mr. Chris Traver—Bureau of Justice Assistance, OJP, DOJ

## How to Use This Document

### Policymakers, Executives, and Decision Makers

Global is committed to providing Service-Oriented Architecture (SOA) resources, such as this document, to local, state, regional, tribal, and federal justice and public safety organizations. As additional resources become available, these materials will demonstrate the value of the architecture to the stakeholders in a way that is targeted to their particular needs. Other planned resources include strategy, executive summary, case studies from early implementers, management and policy, and other planning briefings, which will target managers, chiefs, and executives.

For the purposes of this document, Global has selected a distinguished group of technical and domain representatives from a group of skilled peers who have volunteered to develop this material as a starting point in establishing the Justice Reference Architecture (JRA).

Keep in mind that the sections in this document referencing the conceptual diagram, high-level components, and relationships establish definitions that are intended for use by technical architects and project managers who are responsible for identifying all the elements necessary within their jurisdictions to implement SOA. **This document is intended as a formal and complete architectural specification for people with previous knowledge of technical architecture, service-oriented architecture, and supporting industry standards (such as Web services).**

### Project Managers, Architects, and Technologists

This report is intended as a resource for a technical audience, including Global Justice XML Data Model (Global JXDM) and National Information Exchange Model (NIEM) implementers, architects, developers, system integrators, and other justice and public safety technical practitioners.

It provides the background and concepts—a strong foundation—required for the implementation of SOA. The JRA is a new term coined for the justice community, and it is derived from the OASIS Reference Model for Service-Oriented Architecture 1.0 [SOA-RM]. The reader should refer to the SOA-RM for more detailed information about many of the concepts in this document. JRA is intended to facilitate your SOA implementation by establishing a common language that can be used to exchange data with partner organizations.

106

## Document Conventions

107 In this document, use of a bold small-caps typeface, as in this **EXAMPLE**, indicates an  
108 important concept or a term defined either in the glossary or in the body of the text  
109 at the point where the term or concept is first used.

110

111 In this document, use of a bold caps typeface, as in this **[EXAMPLE]**, indicates an  
112 important resource document noted in the Reference Section of this document.

113

## Executive Summary

114

115 In 2004, Global endorsed service-oriented architecture (SOA) as a recommended  
116 strategy for integrating justice information systems. This document—the Justice  
117 Reference Architecture Specification—is a first step towards achieving this vision.

118 SOA promises many benefits to state, local, and tribal justice partners. It promotes  
119 the sharing of information in a manner that maximizes agility—the ability of partners  
120 to change business processes and technology solutions rapidly at minimum cost. In  
121 today’s dynamic justice business environment, this is more important than ever. It  
122 also gives justice partners a set of tools that allow them to share infrastructure by  
123 identifying where interoperability is important, thus enabling them to make smart  
124 investments that stretch every dollar. Finally, SOA offers the promise of an over-  
125 arching umbrella framework that demonstrates how all of Global’s work products fit  
126 together as a cohesive approach to improving information sharing.

127 While recognizing these benefits, it is also important to recognize that SOA is not  
128 trivial to implement, especially if practitioners do not share lessons learned and best  
129 practices across jurisdictions. The cost of reimplementing SOA from scratch in every  
130 state, county, municipality, and tribal organization in the United States would be  
131 overwhelming. The JRA aims to solve this problem by providing practitioners with a  
132 set of documents that represent the national justice community’s very best practices,  
133 experiences, and lessons learned from implementing SOA. A state, local, or tribal  
134 integration architect or project manager can start with these documents rather than  
135 starting from nothing, dramatically accelerating his or her jurisdiction’s path to SOA.  
136 Along the way, the JRA will lead the jurisdiction to adoption of the other products  
137 that Global and its partners have developed.

138 This document—the JRA Specification—is a conceptual framework for SOA that is  
139 based on an industry standard, the OASIS SOA Reference Model, which was  
140 developed by a committee of industry and government SOA experts, including some  
141 of the GISWG members who authored the JRA. The Specification defines a set of  
142 key concepts in a standard way, so that across the country, justice practitioners and  
143 their industry partners can adopt a consistent vocabulary for communicating about  
144 SOA. The framework also provides a jumping-off point for the rest of the broader  
145 reference architecture, by identifying areas where the community needs more  
146 thorough standards and guidelines. Separate documents within the JRA elaborate  
147 these concepts, which include:

- 148 • A methodology for identifying what services—exchange points—a  
149 jurisdiction should develop to solve some identified business  
150 problem
- 151 • A standard for describing services so they can be used, understood,  
152 and consumed across jurisdictions

- 153           • Recommended requirements for infrastructure necessary to support  
154           SOA
- 155           • Technical communications protocols, based on industry standards  
156           such as Web services and XML, for transmitting information as  
157           messages between justice partners and their systems
- 158           • Guidelines for governing and managing an SOA in a jurisdiction—  
159           how to assign decision rights and responsibilities for implementing  
160           elements of an SOA

161   If you are an executive-level decision-maker without direct day-to-day management  
162   responsibilities over technology, you should view this document (and the remainder  
163   of the JRA) as important guidance for your technology staff to follow as you plan (or  
164   participate in planning) information sharing in your jurisdiction. Even if you are not  
165   technically oriented, you still have ultimate accountability for the wise investment of  
166   public funds in your community, and you should be aware of the JRA's power to  
167   lead you and your partners to an agile, standards-based, shared approach to  
168   information sharing.

169   If you are a chief information officer, architect, senior project manager, or other  
170   technology leader responsible for implementation of information sharing solutions,  
171   the JRA holds the promise of saving you a great deal of time, effort, and money in  
172   implementing the best practices inherent in SOA. This document is primarily for  
173   you.

174

175

176

177

178

179

180

181

182

183

184

185

## 1. Introduction

### 1.1. Global's SOA Initiative

On September 29, 2004, the Global Justice Information Sharing Initiative (Global) Advisory Committee (GAC) unanimously adopted **SERVICE-ORIENTED ARCHITECTURE** (SOA) and the recommendations in the report titled *A Framework for Justice Information Sharing: Service-Oriented Architecture (SOA)*. **[SOA-REC]**

Global provides support for SOA by:

- Recognizing SOA as the recommended **FRAMEWORK** for development of justice information sharing systems
- Promoting the utility of SOA for the justice community
- Encouraging the members of the justice community to take these recommended incremental steps in the development of their own systems

Global's approval was based on the understanding that SOA is the approach most likely to result in an infrastructure that will support its vision of how information should be shared within the justice community. If SOA is to be used successfully as the framework for justice information sharing **ARCHITECTURE**, Global must play a proactive leadership role in several areas. The development of the **JUSTICE REFERENCE ARCHITECTURE** was based on the following actions recommended by Global:

- Incorporate SOA into the activities of all Global Working Groups. SOA raises issues for security, privacy and information quality, and intelligence that will be given explicit attention and treated as part of a broad initiative.
- Encourage the creation of a mechanism for drawing together the experiences and lessons from the field.
- Reach out to existing national systems to incorporate their efforts into the design of an overall strategy.
- Address the following six issues as priorities—services, standards, interagency agreements, registries, security, and privacy and data quality—because they will be a major part of the agenda for the next set of Global activities.
- Develop a multitiered strategy for the public sector to influence standards. It will include encouraging the creation of a public process (as it did with XML), taking part in industry groups that are developing standards relevant to justice (e.g., OASIS), and developing partnership processes with industry and other public entities.

## 227 1.2. An Interoperability Strategy

228 Solving interoperability challenges continues to be a significant problem and a high  
229 priority for the justice and public safety community. Approximately 100,000 justice  
230 agencies have the critical need to share information across their various information  
231 systems, and this variety creates multiple layers of interoperability problems because  
232 hardware, software, networks, and business rules for data exchange are different.  
233 The need for information sharing has led to this interoperability strategy and the  
234 JRA.

235 The strategy for developing JRA involves many steps. This document details some  
236 highly technical and abstract concepts. Understanding these concepts may require  
237 significant effort from the reader. Though it may seem strategically questionable to  
238 place such a high hurdle at the beginning of a multistep process, doing so actually  
239 creates a flexible vocabulary and a conceptual framework that will enable the  
240 desired interoperability to flourish. Additionally, subsequent steps that will build  
241 from this framework will be incrementally more concrete and will ultimately lead to  
242 actual implementation specifications that can be used by practitioners in the field.  
243 Global believes that this dynamic interoperability strategy will help to prevent  
244 incompatibilities, guide vendors and organizations on how to fit components  
245 together, and facilitate communication and interoperability among disparate  
246 communities.

247 Global's strategy for JRA, like other work that has preceded it, follows a five-step  
248 process:

- 249 Step One: Agree on common concepts
- 250 Step Two: Agree on the relationships and deliverables
- 251 Step Three: Assign the work
- 252 Step Four: Produce the deliverables
- 253 Step Five: Revise the deliverables

254 As an example, when the Global JXDM project started, it had a small set of limited  
255 solutions. Through much iteration, Global JXDM has been expanded and refined  
256 and addresses a successively larger set of justice domains.

## 257 1.3. Consensus on the OASIS Reference Model for SOA

258 One of the justice requirements is to create a common language for talking about  
259 architecture across major domains. For instance, it is currently difficult for  
260 emergency management personnel to talk to justice personnel about how their  
261 respective systems might share data beyond the content standards issue because  
262 their ways of communicating about architecture are so different.

263 After considerable discussions among the stakeholders, Global adopted the  
264 Organization for the Advancement of Structured Information Standards (OASIS)

265 Reference Model for Service-Oriented Architecture 1.0 [SOA-RM]. OASIS has  
266 approved this standard reference model for describing different architectures using  
267 comparable, vendor-neutral language. Global is adopting the OASIS framework for  
268 describing its architecture and holding conversations with other domains.

#### 269 1.4. Creating the JRA

270 It is important to note that SOA-RM provides a conceptual foundation not only for  
271 the justice community but also for any other domain to create a **REFERENCE**  
272 **ARCHITECTURE**. JRA builds on the SOA-RM concepts by specifying additional  
273 relationships and defining and specifying these adopted concepts.

274 Although there is no perfect solution and since there is a need to start somewhere,  
275 SOA-RM is recommended as the best place to start Global's SOA work efforts.  
276 Global began by mapping the SOA components, documenting, and leveraging the  
277 work that has been done already—like the Global JXDM—and finally, worked to  
278 identify and fill the gaps.

279 **Justice Reference Architecture is derived from the OASIS**  
280 **Reference Model for Service-Oriented Architecture 1.0. The**  
281 **OASIS work was developed to provide a conceptual**  
282 **foundation for creating a reference architecture. As intended**  
283 **by OASIS, the JRA builds on or expands from the OASIS**  
284 **model.**  
285

286 Specifically, Global is developing a modular architecture that clearly and  
287 appropriately identifies and separates technical and governance layers so that  
288 standards can be developed to improve interoperability.

#### 289 1.5. What Is the JRA?

290 This section defines the JRA and explains why a reference architecture is useful.  
291 Keep in mind that there are many potential justice reference architectures but that  
292 the JRA focuses entirely on SOA for the justice and public safety community.

293 **JRA is an abstract framework for understanding significant**  
294 **components and the relationships between them within a**  
295 **Service-Oriented Architecture. It lays out common concepts**  
296 **and definitions as the foundation for the development of**  
297 **consistent SOA implementations within the justice and public**  
**safety communities.**

298 The JRA is a description of the important concepts in a justice information sharing  
299 architecture and of the relationships between those concepts. The JRA also  
300 identifies, at a high level, the kinds of components (software systems, hardware  
301 infrastructure, policies, practices, intersystem connections, and so on) necessary to  
302 bring those concepts to life in a particular context. The JRA is generally not specific  
303 enough to govern the implementation of any individual software system  
304 implementation. Rather, it is a framework for guiding implementations in general,  
305 with the aim of standardizing or harmonizing certain key aspects of those  
306 implementations to support reusability or interoperability.

307 It is important to note that at this time, the JRA is not complete. Many sections of  
308 this document are still under development, but the document does attempt to  
309 identify the necessary concepts, relationships, and components that will require  
310 further elaboration and/or implementation.

## 311 **1.6. What the JRA Is Not**

312 The JRA is a reference architecture for information sharing and, as such, does not  
313 address the following:

- 314 • Detailed specifications for justice agencies' operational systems  
315 (e.g., police records management systems, court case management  
316 systems)
- 317 • Detailed specifications of information exchanges or services
- 318 • Recommendations or standards for integration infrastructure  
319 products

## 320 **2. Architecture Requirements**

321 This section documents the business requirements to be addressed and satisfied by  
322 the JRA. These requirements are stated in the form of principles, the intent of which  
323 is to guide and constrain the choices made in developing the architecture.

### 324 **Principle: Independence of Information Sharing Partners**

325 A reference architecture for justice information sharing should accommodate a large  
326 number of independent information sharing partners at the federal, state, local, and  
327 tribal levels of government.

#### 328 **Rationale**

329 It is a plain fact that organizations responsible for functions in the criminal justice  
330 process are independent and autonomous from other organizations playing roles in  
331 that process. In general, it is not possible for one partner or set of partners to dictate

332 to others how they conduct their business, what information systems they use, how  
333 they store information, and so on.

334 It is also true—especially at the state, regional, and national levels—that the number  
335 of partners that need to share information is large and growing. To make agreement  
336 on information sharing possible, it is necessary to reduce or eliminate the need to  
337 agree on how partners’ systems and business processes function and to move  
338 towards open industry standards instead of proprietary approaches.

339 While partners may readily agree on the need to share information, their individual  
340 objectives and incentives for doing so may differ.

341 Any information sharing architecture that does not accommodate these facts will face  
342 difficulty in its adoption and implementation by the community. Where adopted and  
343 implemented, an architecture that does not accommodate these facts will likely fail to  
344 scale to include the large number of involved partners.

345 Note: This principle also summarizes the first two requirements for SOA established  
346 by the Global Infrastructure/Standards Working Group in its 2004 paper, *A*  
347 *Framework for Justice Information Sharing: Service-Oriented Architecture* [SOA-  
348 REC, pages 2–5].

#### 349 Implications

350 This principle implies the following about the JRA:

- 351 • The JRA should encourage the definition of system interfaces that  
352 focus only on what system functionality or information is to be  
353 shared, not on how organizations design, deploy, or operate their  
354 systems
- 355 • The JRA should encourage information sharing mechanisms and  
356 approaches based on open industry standards rather than on  
357 approaches proprietary to one vendor, one domain, one level of  
358 government, or one specific partner
- 359 • The JRA should identify issues on which justice information  
360 sharing partners will typically need to reach and enforce  
361 agreement, which conversely will identify issues on which they can  
362 continue to take independent approaches

#### 363 **Principle: Scalability**

364 A reference architecture for justice information sharing should provide useful  
365 guidance to integrated justice enterprises of all sizes, from small operations with a few  
366 participants, to national processes that reach across local, state, tribal, federal, and  
367 even international boundaries.

---

## 368 Rationale

369 The national justice community consists of enterprises large and small, from the  
370 smallest rural county to the largest metropolitan areas and most populous states. To  
371 enable sharing of justice information within and among these jurisdictions, a  
372 consistent set of technical standards, guidelines, and infrastructure requirements is  
373 necessary. An information sharing architecture that addresses only one size of  
374 jurisdiction will fall short of the goal of fulfilling a truly national scope.

375 In addition, experience and practical considerations indicate that information sharing  
376 architecture is most often implemented in an incremental fashion. Jurisdictions  
377 should be able to implement modest standards and infrastructure at first, with  
378 confidence that as their scope and capabilities grow, there will be minimal rework  
379 and reinvestment. This principle promotes an architecture that will satisfy the needs  
380 of an initial implementation and that will retain its relevance as the implementation  
381 expands.

382 Note: This principle also summarizes the third requirement for SOA established by  
383 the Global Infrastructure/Standards Working Group [[SOA-REC](#), pages 5–6].

## 384 Implications

385 This principle implies the following about the JRA:

- 386 • The JRA should adopt a modular approach that allows jurisdictions  
387 to implement a subset of the full architecture, achieving some initial  
388 benefit while retaining the option of adopting more of the  
389 architecture later
- 390 • The JRA should encourage the adoption of industry standards with  
391 a broad range of implementations available in the marketplace,  
392 from less expensive implementations with modest capabilities, to  
393 larger investments that support an increased volume of information  
394 sharing
- 395 • The JRA should encourage the clear description, the  
396 straightforward discovery, and ultimately the reuse of services  
397 across jurisdictions to provide information more economically  
398 (particularly to smaller jurisdictions)

## 399 **Principle: Diversity of Data Source Architectures**

400 A reference architecture for justice information sharing should accommodate data  
401 sources and partner systems that differ widely in software, hardware, structure, and  
402 design.

## 403 Rationale

404 There is not now—nor will there be in the foreseeable future—a single solution or  
405 system for any particular domain within criminal justice. Because of the  
406 independence and autonomy of jurisdictions (and organizations within jurisdictions),  
407 it will in general be impossible for the sharing of justice information to rely on a  
408 single vendor system, application platform, or database. Even if it were possible to  
409 achieve, implementing a single vendor’s solution across all the partners within a  
410 jurisdiction introduces interdependencies that reduce agility and impede technical  
411 and policy innovation.

412 In addition, today’s optimal choice of systems and platforms will likely be different  
413 than tomorrow’s. When a partner wishes to swap out old software or hardware for a  
414 new solution, that ought not to cause chaos for its information sharing partners.

415 Note: This principle also summarizes the fourth requirement for SOA established by  
416 the Global Infrastructure/Standards Working Group [[SOA-REC, page 6](#)].

## 417 Implications

418 This principle implies the following about the JRA:

- 419 • The JRA should encourage the sharing of information and  
420 functionality between systems in a way that minimizes the  
421 implementation dependencies between them
- 422 • The JRA should encourage communication between systems using  
423 open industry standards rather than proprietary approaches
- 424 • The JRA should use vendor-neutral terminology and concepts in  
425 defining the architecture
- 426 • The JRA should adopt a modular approach to intersystem  
427 communication mechanisms and protocols so that the entire  
428 architecture need not change when improved protocols are  
429 developed in the future

430 **Principle: Agility**

431 A reference architecture for justice information sharing should accommodate  
432 changes in policy, information flow, and partner system implementation without  
433 forcing investments or changes in unrelated systems or exchanges.

## 434 Rationale

435 While the events in the justice community that trigger information exchange remain  
436 fairly constant (arrests, bookings, charging decisions, case filing, disposition,  
437 supervision, etc.), the policy responses and the flow of information following these

438 events are in constant change. This principle promotes an architecture that allows  
439 information sharing practitioners to respond to—and even to thrive in—this dynamic  
440 environment.

441 Technologies within partner organizations change frequently as well. The days of  
442 purchasing a line of business system, such as a records system or a case  
443 management system, and leaving it untouched for years at a time are long past.  
444 New capabilities available from vendors and improvements in internal operations  
445 both compel a more rapid rate of change. This principle promotes an architecture  
446 that separates partners' system implementations from one another, reducing the  
447 impact of change to one on the others.

448 Note: This principle also reflects the sixth requirement for SOA established by the  
449 Global Infrastructure/Standards Working Group [[SOA-REC](#), pages 7–8].

#### 450 Implications

451 This principle implies the following about the JRA:

- 452 • The JRA should encourage the sharing of information and  
453 functionality between systems in a way that minimizes the  
454 implementation dependencies between them
- 455 • The JRA should encourage the definition of system interfaces that  
456 reflect what the interfaces do, as opposed to how they work
- 457 • The JRA should provide mechanisms to separate the logic of  
458 information exchange (e.g., the routing and transforming of  
459 messages that flow between partners) from the logic of line-of-  
460 business systems

#### 461 **Principle: Reuse and Sharing of Assets**

462 A reference architecture for justice information sharing should promote the use of  
463 existing system interfaces, information exchanges, and infrastructure to support new  
464 business requirements.

#### 465 Rationale

466 Organizations responsible for criminal justice are, like many public sector  
467 organizations, being asked by citizens to do more with less. In addition, reusing  
468 system interfaces and information exchange implementations can improve  
469 consistency and reliability of information by having all information consumers draw  
470 from the same source. This principle reflects these factors by encouraging an  
471 architecture that supports reuse of interfaces and infrastructure.

472 Implications

473 This principle implies the following about the JRA:

- 474 • The JRA should encourage the definition of system interfaces that  
475 do not require usage in particular contexts
- 476 • The JRA should provide mechanisms to separate the logic of  
477 information exchange (e.g., the routing and transforming of  
478 messages that flow between partners) from the logic of line-of-  
479 business systems

### 480 **Principle: Alignment With Best Practices and Experience**

481 A reference architecture for justice information sharing should reflect concepts and  
482 mechanisms that have proven viable in actual, real-world information exchange  
483 scenarios; the architecture should reflect the experiences of both public- and private-  
484 sector information exchange implementation projects.

485 Rationale

486 There is considerable experience, both in the private and public sectors, with  
487 implementing information sharing architecture. This principle encourages the JRA to  
488 help future implementers avoid the pitfalls of the past, while adopting those practices  
489 that have proven effective.

490 Note: This principle also reflects the fifth requirement for SOA established by the  
491 Global Infrastructure/Standards Working Group [[SOA-REC](#), pages 6–7].

492 Implications

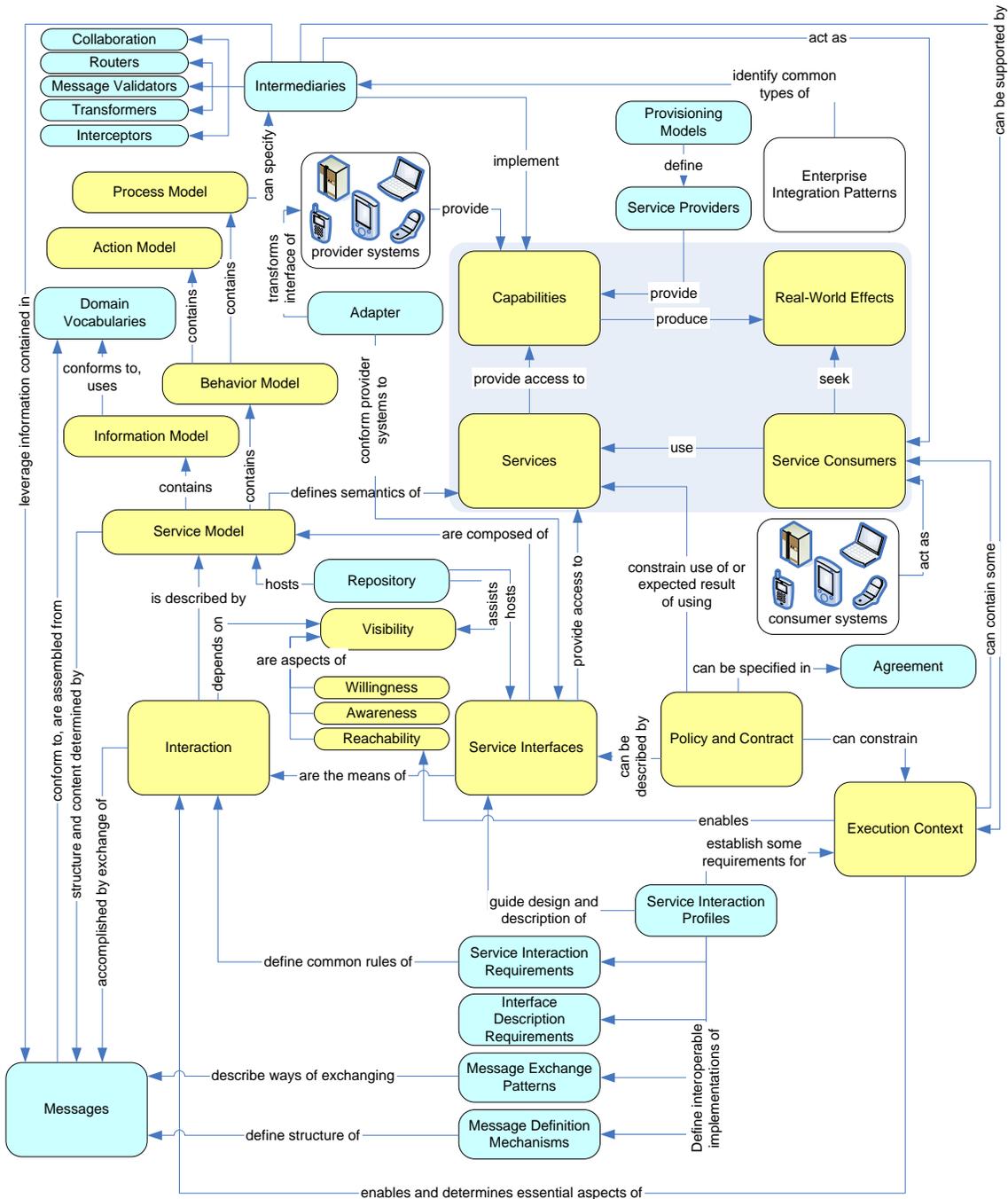
493 This principle implies the following about the JRA:

- 494 • The JRA should base proposed standards and infrastructure  
495 requirements on practices that have proven effective

## 496 **3. The JRA**

### 497 **3.1. Graphical Overview**

498 The following diagram depicts the concepts, high-level components, and  
499 relationships in the JRA specification Version 1.7. These elements are described in  
500 detail in the following sections.



<p>Global JRA version 1.5 Concept Map May 1, 2007</p>	<p><b>Legend</b></p> <p><span style="display: inline-block; width: 15px; height: 15px; background-color: yellow; border: 1px solid black; margin-right: 5px;"></span> Concepts from OASIS SOA-RM</p> <p><span style="display: inline-block; width: 15px; height: 15px; background-color: cyan; border: 1px solid black; margin-right: 5px;"></span> Concepts particular to the JRA</p>
---	--

501

502

---

## 503 4. Concepts and Relationships

504 The following sections describe the concepts, components, and relationships  
505 depicted in the diagram on the previous page.

### 506 *OASIS Reference Model for Service-Oriented Architecture*

507 The JRA depicted in the diagram above (and defined in this document) adopts and  
508 builds on the OASIS SOA-RM.

509 The SOA-RM defines its purpose as follows:

510 “A **REFERENCE MODEL** is an abstract framework for understanding  
511 significant relationships among the entities of some environment. It  
512 enables the development of specific reference or concrete architectures  
513 using consistent standards or specifications supporting that  
514 environment. A reference model consists of a minimal set of unifying  
515 concepts, axioms and relationships within a particular problem  
516 domain, and is independent of specific standards, technologies,  
517 implementations, or other concrete details.” [SOA-RM, p. 4]

518 “The goal of this reference model is to define the essence of service-  
519 oriented architecture, and emerge with a vocabulary and a common  
520 understanding of SOA. It provides a normative reference that remains  
521 relevant for SOA as an abstract and powerful model, irrespective of  
522 the various and inevitable technology evolutions that will influence  
523 SOA deployment.” [SOA-RM, p. 4]

524 While the SOA-RM is a powerful model that provides a vendor-neutral, open-  
525 standard definition of service-oriented architecture, its abstract nature means that  
526 further work must be done to create a reference architecture. This work should  
527 include the definition of specific standards and guidelines for information sharing  
528 and should define minimum requirements for infrastructure necessary to enable  
529 information sharing while supporting those standards and guidelines. It should do  
530 this in a way that satisfies the goals and requirements of the enterprise creating the  
531 reference architecture.

532 The JRA is just such a reference architecture, intended to satisfy the goals and  
533 requirements of justice information sharing by identifying specific standards,  
534 guidelines, and infrastructure requirements for any group of justice partners  
535 interested in sharing information among themselves.

536 In the JRA diagram, OASIS SOA-RM concepts are shaded yellow. Concepts and  
537 components particular to the conceptual architecture defined by this document are  
538 shaded cyan. Relationships between concepts (indicated by arrows) are defined in

539 the SOA-RM if the arrows connect concepts shaded yellow. Relationships between  
540 cyan-shaded concepts or between cyan-shaded and yellow-shaded concepts are  
541 particular to the JRA.

542 The descriptions of SOA-RM concepts provided in the following sections are  
543 intended to be brief summaries; consequently, they omit certain details that appear  
544 in the SOA-RM. The SOA-RM itself is the primary source for full exposition of  
545 SOA-RM concepts and the relationships between them.

### 546 **Core Concepts—Services, Service Consumers, Capabilities, and Real-** 547 **World Effects**

548 *These four concepts make up the core of the JRA. All other concepts support these*  
549 *concepts.*

550 The JRA begins from the premise that a group of justice partners have **CAPABILITIES**  
551 that they provide to one another. These capabilities “solve or support a solution for  
552 the problems [businesses] face in the course of their business.” [SOA-RM, p. 8] That  
553 is, capabilities are the things organizations have to solve problems and therefore add  
554 value, directly or indirectly, to their stakeholders.

555 Note that the JRA is generic enough to support virtually any kind of capability.  
556 However, the purpose of the JRA is to describe an approach to achieving  
557 interoperability among automated, computer software-based information systems.  
558 Therefore, the JRA considers only those business capabilities that are provided by  
559 information systems. The JRA calls these systems **PROVIDER SYSTEMS**.

560 Each capability produces one or more **REAL-WORLD EFFECTS**, each of which is an  
561 outcome of the business value sought by one of the partners. A real-world effect can  
562 be either the obtaining of information, the changing of something of business  
563 relevance to the participating partners, or both. Because the JRA establishes that  
564 capabilities are implemented by provider systems, real-world effects consist of the  
565 functional business requirements of provider systems. That is, real-world effects in  
566 the JRA are essentially the information made available by provider systems or the  
567 outcomes resulting from business processes and workflows automated by provider  
568 systems, or both.

569 In a service-oriented architecture, a **SERVICE** is the way in which one partner gains  
570 access to a capability offered by another partner. A partner that uses a service to  
571 gain access to another partner’s capability is called a **SERVICE CONSUMER**. As with  
572 capabilities, the architecture is generic enough to support virtually any kind of service  
573 consumer. However, since the purpose of the JRA is to describe an approach to  
574 information systems interoperability, the JRA narrows the SOA-RM definition of  
575 service consumer to information systems that interact with services directly through

576 an interface that conforms to a service interaction profile (as defined below). The  
577 JRA calls such systems **CONSUMER SYSTEMS**.

578 One of the most important features of the JRA is the separation of consumer systems  
579 from provider systems by services in the middle. This is the defining characteristic of  
580 a service-oriented architecture and is the key to minimizing the implementation  
581 dependencies between systems, which is identified as part of the rationale of several  
582 of the JRA principles listed above.

583 The fact that information sharing is one kind of real-world effect allows the  
584 architecture to support the traditional view of system integration as “data exchange”  
585 or “information sharing.” The JRA improves this view by encouraging systems to  
586 share information in a way that minimizes the dependencies of each system on the  
587 implementation of other systems.

### 588 ***Supporting Concepts***

589 Beyond the four core concepts of real-world effects, capabilities, services, and service  
590 consumers, the remainder of the concepts in the JRA deal with the following three  
591 important concerns:

- 592 • How consumers may find out that a service exists
- 593 • Once they find the service, how consumers may understand what  
594 the service does and what information flows in and out of it
- 595 • How a consumer may reach and interact or communicate with the  
596 service

597 The remaining concepts that address these concerns are called “supporting  
598 concepts” and are defined in this section.

### 599 ***Interaction, Visibility, Service Models, and Service Interfaces***

600 Services define what features of a provider system the system owner makes  
601 accessible to business partners. Services also provide a logical description of the  
602 information exchanged between consumer and provider systems as the consumer  
603 accesses the capability.

#### 604 **Interaction**

605 The JRA refers to a consumer’s accessing the features of a capability through a  
606 service as **INTERACTION**, defined as “the performing [of] actions against a service.”  
607 [SOA-RM, p. 15] Service interaction generally involves the exchange of information  
608 between the consumer and the service.

609 Interaction depends on two things. First, the designers of potential consumers need  
610 to be able to find services and, once found, establish a physical interaction  
611 mechanism with them. These needs are addressed by the concept of **VISIBILITY**.  
612 Second, the designers of potential consumers need a description of the actions that  
613 can be performed on a service, as well as the structure and meaning of information  
614 exchanged during the interaction. These needs are addressed by the concept of a  
615 service's **INFORMATION MODEL** and **BEHAVIOR MODEL**, collectively called **SERVICE**  
616 **MODELS** in the JRA.

## 617 **Visibility**

618 Visibility, as the name implies, defines how service consumers and the providers of  
619 capabilities “see” each other in a way that enables interaction between them. The  
620 JRA identifies three aspects of visibility.

- 621 • A service consumer must have information that makes it aware of  
622 the existence of a service; the possession of this information is  
623 called **AWARENESS**.
- 624 • The service (or capability accessed through the service) must be  
625 willing to interact with the consumer; this is called **WILLINGNESS**.
- 626 • The consumer and service must be able to communicate with one  
627 another through some kind of communication path or channel; the  
628 existence of such a communication path is called **REACHABILITY**.

629 In the JRA, a **REPOSITORY** will support awareness by hosting service models and  
630 service interfaces. “Hosting” in this context means storing models and interface  
631 descriptions in a central location that is accessible to appropriate stakeholders. A  
632 repository will permit searching for models and interface descriptions based on a  
633 range of identifying criteria. A repository will also map logical service identifiers with  
634 physical addresses. When a consumer wishes to communicate with a service  
635 (identified by a logical identifier), the consumer queries the repository for the  
636 physical address associated with the service's logical identifier. This decouples the  
637 consumer from the physical location of a service at any point in time, thereby  
638 permitting the physical relocation of the service without affecting the implementation  
639 of the consumer.

640 The concept of willingness is related to authorization and access control policies, in  
641 that a common reason for lack of willingness to interact is that the consumer is not  
642 authorized to conduct the requested interaction. Willingness often manifests in  
643 service descriptions, as well as policies, contracts, and agreements (discussed on  
644 page 21). A **SERVICE MODEL** is defined as the information needed in order to use,  
645 or consider using, a service.

646 The concept of reachability is closely related to the concept of execution context  
647 (discussed on page 22).

---

## 648 Service Models

649 Service models, consisting of a service’s behavior and information models, define the  
650 semantics of interaction with the service.

651 The behavior model of a service consists of two parts—the action model, which  
652 defines the operations available to consumers (in effect, what the service does) and  
653 the process model, which defines how consumers may invoke the service’s actions  
654 together or in sequence to accomplish some larger business process.<sup>1</sup>

655 The information model of a service describes the structure and meaning of data that  
656 consumers send to and receive from the service in the course of interaction.

657 In general, service models will be described at conceptual and logical levels of detail.  
658 (Service models have a physical manifestation as well, in the form of the service  
659 interface discussed in the next section.) A conceptual description of a service model  
660 will typically describe, in prose text form, the capability to which the service provides  
661 access, a listing and brief textual description of each action, and a brief textual  
662 description of the information model (e.g., key information entities, key properties on  
663 those entities, and brief definitions). A logical description of a service model will  
664 describe the actions and information structures in detail but independent of any  
665 physical implementation mechanism. Often this description will be graphical and  
666 follow a standard diagramming or modeling technique, such as Uniform Modeling  
667 Language (UML).

668 A **MESSAGE** is defined as the entire “package” of information sent between service  
669 consumer and service (or vice versa), even if there is a logical partitioning of the  
670 message into segments or sections. For instance, if an interface expresses actions as  
671 operations or functions that take arguments, and a particular operation has two  
672 arguments, both arguments would be considered part of the same message, even  
673 though they may be logically separated within the message structure. A message  
674 also includes the concept of an “attachment,” in which there are several additional  
675 sections (attachments) that relate to a distinct, “primary” section.

676 In the JRA, the exchange of messages is the only way in which consumers and  
677 services can communicate. This establishes a linkage between the Federal Enterprise  
678 Architecture Data Reference Model (FEA DRM) and the JRA—a message in the JRA  
679 equates to an Information Exchange Package (IEP) in the FEA DRM. In the JRA, all  
680 service interaction is accomplished via message (information) exchange, and each  
681 message triggers the invocation of an action in the service’s action model.

---

<sup>1</sup>The OASIS SOA-RM term “process model” is consistent with the JRA definition given here; however, it is somewhat at odds with the popular notion of “Business Process Modeling,” which generally refers to documenting/modeling the interactions between many services or capabilities. The JRA remains consistent with the OASIS SOA-RM, but readers are cautioned not to confuse the two definitions of this term.

682 The concept of **DOMAIN VOCABULARIES** in the JRA includes canonical data models,  
683 data dictionaries, and markup languages that standardize the meaning and structure  
684 of information for a topical or business domain. Domain vocabularies can improve  
685 the interoperability between consumer and provider systems by providing a neutral,  
686 common basis for structuring and assigning semantic meaning to information  
687 exchanged as part of service interaction. Domain vocabularies can usually be  
688 extended to address information needs specific to the service interaction or to the  
689 business partners integrating their systems.

690 The information model for a service generally should be built from components in  
691 one or more domain vocabularies to promote semantic interoperability. In the  
692 justice domain, the information model for services should be built from components  
693 in the National Information Exchange Model (NIEM) when NIEM components exist  
694 that satisfy the semantic requirements of the model.

695 **SERVICE DESIGN PRINCIPLES**<sup>2</sup> provide consistent guidance regarding the overall  
696 partitioning of capabilities into services and the relationships between services. For  
697 instance, service design principles may call for services to represent one concise, self-  
698 contained function and may also suggest that services should completely hide the  
699 implementation details of the capabilities to which they provide access.

700 There is a wide variety of ways in which a service can provide access to a capability.  
701 In some cases, the provider system that implements the capability may already  
702 expose all or some of its functionality as services (through one or more service  
703 interfaces, described on page 17). In other cases, the business partner that  
704 provisions the capability can purchase an off-the-shelf adapter from the provider  
705 system vendor (or a third party) that exposes the system's functionality as a set of  
706 services. Finally, the provider system may require reimplementation or custom  
707 adaptation to expose functionality as services. This is often expensive and risky, and  
708 the desire to avoid this situation should be addressed in the service design guidelines.

709 In general, a given information system can be both a provider system and a  
710 consumer system. Similarly, a particular business organization may offer capabilities  
711 to its partners and, at the same time, be a consumer of the capabilities offered by  
712 others. This has important implications for how the organization should conceive  
713 and describe its information systems assets and how it assigns responsibilities for the  
714 maintenance and support of those assets. For example, in the past, it was common  
715 to think of systems as having "client" and "server" components (or "browser" and  
716 "server" components), which in turn influenced thinking about systems deployment,  
717 networking, security, support, and a range of other issues. These issues deserve  
718 reconsideration in an architecture in which a system or system component can be  
719 both a "client" (consumer of services) and a "server" (provider of services) at the

---

<sup>2</sup>Principles and guidelines are important components of the conceptual JRA; however, these principles and guidelines are not illustrated on the diagram because they will exist for most of the components.

720 same time. The discussion of service interaction on page 13, and the subsequent  
721 elaboration of interaction mechanisms in future iterations of the JRA, will reflect the  
722 impact of these issues.

723 Note that the concept of a service in the JRA does not equate to a Web service. The  
724 term “Web services” is a label for a family of standards and an associated technical  
725 approach to communicating between service consumers and services. The  
726 architecture supports flexibility in how this communication happens through the  
727 notion of service interaction profiles (discussed on page 19). A Web service profile  
728 has been developed for the Web services family of standards; however, the JRA will  
729 include additional profiles that adopt other communication mechanisms, such as  
730 MQ, JMS, and ebXML. [\[WSSIP AND ebXMLSIP\]](#)

731 As previously stated, a repository should contain service model description artifacts  
732 for each level of detail. The availability of service model descriptions to consumer  
733 system designers, implementers, and purchasers is a key factor in establishing  
734 visibility and the reuse of services.

### 735 **Service Interface**

736 Service models describe the actions available from a service and the information  
737 exchanged between a consumer and the service during the performance of those  
738 actions. In this way, the service models describe the “what” of interaction.

739 A **SERVICE INTERFACE** “is the means for interacting with a service. It includes the  
740 specific protocols, commands, and information exchange by which actions are  
741 initiated [on the service].” [\[SOA-RM, p. 22\]](#) A service interface is what a system  
742 designer or implementer (programmer) uses to design or build executable software  
743 that interacts with the service. That is, the service interface represents the “how” of  
744 interaction.

745 In many cases, the capability to which a service provides access is some kind of  
746 information system. The JRA calls such a system a provider system, as discussed  
747 above on page 15. However, in general, a provider system will not conform to or  
748 satisfy the constraints imposed by the service interface through which consumers  
749 access the capability. A software component called an **ADAPTER** is required to  
750 transform interactions with the provider system into interactions that conform to the  
751 service interface. Depending on the type of provider system, adapters may be  
752 available from the system vendor or a different vendor; in other cases, the service  
753 provider may need to build a custom adapter.

754 The JRA considers the service interface to be the physical manifestation of the  
755 service models. Best practices call for a service interface to be described in an open-  
756 standard, referenceable format (that is, a format whose contents are capable of  
757 automated processing by a computer).

758 A given service may have multiple interfaces that conform to the same service  
759 interaction profile, where the multiple interfaces expose different sets of the service's  
760 actions. For instance, a service may have one "query" action and three "update"  
761 actions; the query action may be exposed by one Web services interface, while the  
762 three update actions may be exposed by a separate Web services interface.

763 Note that at least some policies and contracts can be described in a service's  
764 interface.

765 The format, structure, and allowable contents of a service interface are established by  
766 **INTERFACE DESCRIPTION REQUIREMENTS**, described in the following section.

### 767 *Design and Description of Service Interfaces*

768 The JRA identifies four architectural elements that guide the design and description  
769 of service interfaces.

770 **SERVICE INTERACTION REQUIREMENTS** define common rules of service interaction.  
771 Typically, these requirements are not directly related to the capability used by the  
772 service consumer, nor are they related to the real-world effect resulting from use of  
773 that capability. Rather, the requirements enforce (or support the enforcement of)  
774 policies or contracts or otherwise protect the interests of particular business partners  
775 or the business organization overall.

776 Common service interaction requirements address areas such as security, reliability,  
777 and availability. An initial elaboration of service interaction requirements appears on  
778 page 29.

779 **INTERFACE DESCRIPTION REQUIREMENTS** establish common characteristics of  
780 service interface descriptions. These requirements address areas such as required  
781 interface contents, naming rules, documentation rules, and specification of a  
782 standard structure and format for descriptions.

783 **MESSAGE EXCHANGE PATTERNS** identify common sequences of message  
784 transmission between service consumers and services. They provide a label to a  
785 series of message transmissions that have some logical interrelationship.

786 **MESSAGE DEFINITION MECHANISMS** are closely related to interface description  
787 requirements, described above. Unlike interface description requirements, message  
788 definition mechanisms establish a standard way of defining the structure and  
789 contents of a message. Note that since a message includes the concept of an  
790 "attachment," the message definition mechanism must identify how different sections  
791 of a message (for example, the main section and any attachment sections) are  
792 separated and identified and how attachment sections are structured and formatted.

## 793 **Service Interaction Profiles**

794 A **SERVICE INTERACTION PROFILE** defines a family of industry standards or other  
795 technologies or techniques that together demonstrate implementation or satisfaction  
796 of:

- 797 • Service interaction requirements
- 798 • Interface description requirements
- 799 • Message exchange patterns
- 800 • Message definition mechanisms

801 Service interaction profiles are included in the JRA to promote interoperability  
802 without forcing the organization to agree on a single way of enabling service  
803 interaction. Each service interface will support a single profile; a service will have  
804 multiple interfaces if it supports multiple profiles. By supporting a profile, an  
805 interface establishes the mode of interoperation it allows from service consumers;  
806 any consumer that also supports that profile can “reach” the service.

807 The JRA explicitly recognizes that a service interaction profile may be further  
808 constrained by an implementer to require specific techniques, technologies, or  
809 mechanisms, as long as the additional constraints remain consistent with the original  
810 profile.

## 811 **Capabilities in Detail**

812 The JRA identifies several types of capabilities to assist decision makers in  
813 understanding where certain capabilities should be deployed in the organization and  
814 what relationships they may have to other capabilities and services.

## 815 **Intermediaries**

816 An **INTERMEDIARY** is any capability that receives messages from a consumer and  
817 subsequently, as a service consumer itself, interacts with another service. The term  
818 “intermediary” indicates that these capabilities sit between other services and  
819 “mediate” the interaction by managing, controlling, brokering, or facilitating the  
820 transmission of messages between them. An intermediary is the mechanism by  
821 which the JRA separates the logic of integration from the logic of line-of-business  
822 systems, which is a key feature of SOA.

823 The JRA identifies five types of intermediary but recognizes that other types are  
824 possible. The five identified types are orchestrations, routers, message validators,  
825 transformers, and interceptors.

826 An **ORCHESTRATION** is a capability that coordinates interaction with multiple  
827 services. It is a declarative technique used to compose hierarchical and self-  
828 contained service-oriented business processes that are executed and coordinated by

829 a single conductor [SOA-RA, p. 69]. An orchestration is often implemented using an  
830 open industry standard implementation mechanism such as Business Process  
831 Execution Language (BPEL) that allows the implementation to be shared across  
832 tools and platforms.

833 It is often possible to design and model orchestrations using a graphical approach, in  
834 which the implementer diagrams business processes and work flows, the steps of  
835 which are services that already exist. After the diagram is complete, the implementer  
836 generates a standards-based artifact that is deployed into a software component that  
837 exposes the work flow as a service through a service interface. The promise of this  
838 approach is that less technical implementers with greater business expertise can be  
839 responsible for the implementation of orchestrated capabilities.

840 Note that the execution of the steps described in a business process model can be  
841 considered a capability in and of itself. In addition, each of the steps in a business  
842 process model can unfold into yet another business process model at a more focused  
843 level of detail. In this way, each step in a series of service interactions can itself be a  
844 series of service interactions. And, in theory, this recursion of models can go on  
845 forever, though in practice it rarely exceeds three or four levels of containment. So,  
846 services and capabilities form a hierarchy, where a service provides access to a  
847 capability whose real-world effect is to accomplish the coordination of multiple  
848 services at a lower level of detail.

849 As a side effect, each of the steps in a business process model provides a contextual  
850 justification for service interaction between a particular consumer and a particular  
851 provider. It is often useful to capture this information in a taxonomy to promote a  
852 better understanding of where services are being used and to add value.

853 Note that an orchestration is different from a choreography, in that a choreography  
854 is a description of how a group of business peers coordinate a service-oriented  
855 business process without the direction of a controller.

856 **ROUTERS** are capabilities that receive a message, examine it, and transmit it to one  
857 or more destinations based on the contents. In general, routers can be designed to  
858 operate on any of the information contained within the message; they may use  
859 information about the origin of the message, routing directive information contained  
860 within the message or the main content of the message itself.

861 **TRANSFORMERS** are capabilities that receive a message and transform it into another  
862 format before transmitting it to another destination.

863 **MESSAGE VALIDATORS** are capabilities that examine a message to ensure that the  
864 contents adhere to established business rules.

865 **INTERCEPTORS** are capabilities that receive a message and use the message content  
866 to trigger a secondary action; generally, the interceptors pass the message unaltered

867 to the next step in a process. Most interceptors capture information from the  
868 message for reporting or analytical purposes.<sup>3</sup>

869 Routers and transformers are useful mechanisms for decoupling the senders and  
870 recipients of messages. They tend to centralize and share certain kinds of logic so  
871 that the logic can be maintained independently of the provider and consumer  
872 capabilities at the edges; sharing also improves the likelihood of reuse, since it is  
873 easier to reuse functionality if it encapsulates a single task.

874 Support for router, transformer, and collaboration capabilities is a common feature  
875 in many integration platforms; therefore, support for these capabilities is a  
876 consideration in choice of execution context (discussed on page 25).

877 Routing, transformation, and collaboration capabilities are well understood and well  
878 documented in the integration architecture literature. The most common flavors of  
879 these capabilities have been collected into pattern form as **ENTERPRISE**  
880 **INTEGRATION PATTERNS**. **[PATTERNS]** The JRA incorporates these patterns by  
881 reference.

882 Intermediaries are a key component in implementing business process models and  
883 also lead to the formation of service/capability hierarchies.

#### 884 ***Service Policy, Service Contract, and Service Agreement***

885 **SERVICE POLICIES** and **SERVICE CONTRACTS** express rules that govern the  
886 interaction between a service consumer and a service. A policy is an assertion by  
887 either a consumer or a service provider of that participant's requirements for  
888 willingness to interact. A policy also has an enforcement aspect and must be stated  
889 in such a way as to permit enforcement. A **SERVICE CONTRACT** is an agreement by  
890 the parties involved, and there is a process associated with the agreement action.  
891 Whereas a policy is an assertion by one participant in the interaction, a contract is an  
892 agreement between the participants that expresses some expectation or requirement  
893 of the interaction. And whereas policy enforcement is generally the responsibility of  
894 the participant who asserts the policy, contract enforcement may involve resolution  
895 of disputes that arise between the parties.

896 A **SERVICE AGREEMENT** is a document that establishes policies and contractual  
897 elements for a given interaction or set of interactions (that is, for one or more  
898 services).

---

<sup>3</sup>The concept of interceptor defined here is similar to, but separate and distinct from, the notion of an interceptor as defined in the SOAP protocol [reference needed to SOAP standard]. The definition of this concept in JRA is not intended to imply any implementation technique or technology.

---

## 899 *Execution Context*

900 **EXECUTION CONTEXT** is “the set of infrastructure elements, process entities, policy  
901 assertions, and agreements that are identified as part of an instantiated service  
902 interaction.” [SOA-RM, p. 24]

903 Execution context is the primary enabler of the reachability aspect of visibility.  
904 Execution context includes the set of infrastructure elements that provide a physical  
905 communication path between service consumers and services.

906 The JRA considers execution context to be primarily the supporting infrastructure  
907 elements that permit service consumers and services to interact. These infrastructure  
908 elements consist of:

- 909 • Data networks used by service consumers and services to exchange  
910 information.
- 911 • Integration infrastructure (hardware and software) that makes  
912 service interfaces available and handles higher-level message  
913 routing, transformation, and collaboration.
- 914 • Infrastructure technology to support service interaction; examples  
915 include access control, policy decision-making and enforcement,  
916 public key infrastructure (PKI), and metering.

917 Execution context can implement (or support the implementation of) some service  
918 interaction requirements, such as reliability and availability. Service interaction  
919 profiles, contracts, and policies can constrain the behavior of execution context  
920 elements by requiring particular technologies or techniques or establishing service  
921 level policies, for example.

922 Finally, execution context can support intermediary capabilities (as defined above)  
923 directly in the integration infrastructure.

## 924 *Provisioning Model*

925 A **PROVISIONING MODEL** determines the organizational (perhaps contractual or legal)  
926 responsibility for providing a capability, via services, to achieve consumers’ desired  
927 real-world effect. The entity identified in a provisioning model as responsible for  
928 providing a capability is called a **SERVICE PROVIDER**.

929

## 5. Reconciliation of Architecture With Principles

The JRA seeks to support and encourage the set of principles identified earlier in this document.

### **Principle: Independence of Information Sharing Partners**

### **Principle: Diversity of Data Source Architectures**

### **Principle: Agility**

These three principles are all interrelated. What ties them together is the notion that in the justice business domain, partners who exchange information and collaborate in business processes must remain autonomous, separately governed organizations. They must retain the ability to establish policy and practice in their own organizations, while at the same time establishing common policy and practice for the common enterprise in which they all participate. They will maintain different information systems from different vendors (in some cases, building critical systems in-house); these systems will be written in diverse programming languages and will leverage diverse database management systems and application servers. An architecture that required uniformity in these areas would be doomed to failure.

To maintain this autonomy and yet be effective, partners must adopt an architecture that gives them agility, or the ability to be responsive to changing circumstances. These circumstances could involve the factors just mentioned—changing internal policies, changing system vendors, or changing technologies. But the circumstances could originate from external forces that affect all participants equally—changes in citizen needs and expectations, changes in legislation, changing requirements for sharing information with federal partners, and so on. The architecture must support a responsive, flexible approach to information sharing between partners.

The JRA promotes business agility in those organizations that adopt it by encouraging systems, agencies, information exchanges, and business process to have minimal dependencies on one another. It accomplishes this in several ways:

- It encourages the conceptualization of information exchanges as actions on services, which introduce a layer between systems that exchange information. This allows one agency to change anything about its internal operations and system behavior without disrupting partners' businesses. This in turn increases the rate at which partners can change, which is agility.
- It introduces a service identification methodology (in a separate document) that establishes principles and techniques for service design that minimize the dependency of one service on another.

- 966           • It introduces the concept of a service interaction profile, which  
967           encourages justice partners to adopt standards-based, vendor-  
968           neutral approaches to the transmission and encoding of  
969           information between agencies.

### 970 **Principle: Reuse and Sharing of Assets**

971 The JRA encourages the reuse and sharing of assets in several ways:

- 972           • It introduces as one of its core concepts the notion of visibility for  
973           services. The concept of visibility recognizes that potential  
974           consumers must be aware of the existence of services and, once  
975           aware of them, must have clear documentation regarding how to  
976           access them.
- 977           • It includes service modeling guidelines, which establish clear,  
978           consistent rules for the information contained in a service  
979           description and how that information must be presented so that  
980           potential consumers understand what the service does and how to  
981           interact with it.
- 982           • It introduces the concept of execution context and guidelines for  
983           how to share execution context infrastructure across a group of  
984           partners. Thus, instead of each project or pair of partners  
985           provisioning its own infrastructure, partners share common  
986           infrastructure elements where it is possible to do so.
- 987           • It introduces, as part of shared execution context, registries and  
988           repositories that store service descriptions and support searches  
989           that allow potential consumers to find the services they need  
990           quickly. The easier it is for consumers to find services, the more  
991           likely they are to reuse them.

### 992 **Principle: Scalability**

993 The conceptual framework, standards, and guidelines within the JRA apply to  
994 enterprises of varying sizes, from pairs of partners with a handful of exchanges to  
995 large, multiagency efforts with dozens of exchanges, to a national environment with  
996 potentially hundreds of participants and thousands of exchanges.

997 It is possible to implement basic components of the JRA, such as the conceptual  
998 framework, service interaction profiles, service identification methodology, and  
999 service modeling guidelines, without significant investments in infrastructure  
1000 (middleware, registries, etc.) Enterprises with a few services representing point-to-  
1001 point information exchanges can often move forward with infrastructure already in  
1002 place.

1003 At the same time, the guidelines and standards in the JRA are well-aligned with  
1004 industry direction and product offerings, so larger enterprises can also leverage the  
1005 same standards within the enhanced capabilities of sophisticated infrastructure.

### 1006 **Principle: Alignment With Best Practices and Experience**

1007 The JRA aligns with best practices and the experiences of innovative organizations in  
1008 the following ways:

- 1009 • It has been developed by a group of practitioners and technologists  
1010 from the public sector, national associations, and industry who  
1011 have gained experience working with service-oriented architecture.  
1012 It is the result of this group of experienced individuals collaborating  
1013 and consolidating the lessons learned from SOA implementation  
1014 projects.
- 1015 • It leverages accepted standards that have been developed by  
1016 industry standards bodies, representing a diversity of technologies  
1017 and vendors. The conceptual framework is based on (and  
1018 conforms to) the OASIS SOA-RM. Individual JRA deliverables,  
1019 such as service interaction profiles and service modeling guidelines,  
1020 further leverage open industry standards such as the Web services  
1021 stack and UML.
- 1022 • It builds on and provides linkages between national justice  
1023 community standards such as NIEM, GFIPM, security, privacy  
1024 guidelines, etc.

## 1025 **6. Elaboration of Service Interaction Requirements**

1026 The following is an initial list of candidate service interaction requirements. Note that  
1027 when these requirements refer to **SERVICE CONSUMER**, this is not a human being but  
1028 an information system that interacts with a service. This is consistent with the JRA  
1029 usage of the term, as defined on page 15.

- 1030 • **Service Consumer Authentication:** Information provided with  
1031 messages transmitted from service consumer to service that verifies  
1032 the identity of the consumer.
- 1033 • **Service Consumer Authorization:** Information provided with  
1034 messages transmitted from service consumer to service that  
1035 documents the consumer's authorization to perform certain actions  
1036 on and/or access certain information via the service.
- 1037 • **Identity and Attribute Assertion Transmission:** Information  
1038 provided with messages transmitted from service consumer to

- 1039 service that asserts the validity of information about a human or  
1040 machine, including its identity.
- 1041 • **Service Authentication:** The ability of a service to provide a  
1042 consumer with information that demonstrates the service's identity  
1043 to the consumer's satisfaction.
  - 1044 • **Message Nonrepudiation:** Information provided in a message  
1045 to allow the recipient to prove that a particular authorized sender in  
1046 fact sent the message.
  - 1047 • **Message Integrity:** Information provided in a message to allow  
1048 the recipient to verify that the message has not changed since it left  
1049 the control of the sender.
  - 1050 • **Message Confidentiality:** Information provided in a message to  
1051 prevent anyone except an authorized recipient from reading the  
1052 message or parts of the message.
  - 1053 • **Message Addressing:** Information provided in a message that  
1054 indicates where a message originated, the ultimate destination of  
1055 the message (beyond physical end point), a specific recipient to  
1056 whom the message should be delivered (this includes sophisticated  
1057 metadata designed specifically to support routing), and a specific  
1058 address or entity to which reply messages (if any) should be sent.
  - 1059 • **Reliability:** Information provided with messages to permit  
1060 message senders to receive notification of the success or failure of  
1061 message transmissions and to permit messages sent with specific  
1062 sequence-related rules either to arrive as intended or fail as a  
1063 group.
  - 1064 • **Transaction Support:** Information provided with messages to  
1065 permit a sequence of messages to be treated as an atomic  
1066 transaction by the recipient.
  - 1067 • **Service Metadata Availability:** The ability of a service to  
1068 capture and make available (via query) metadata about the  
1069 service. Metadata is information that describes or categorizes the  
1070 service and often assists consumers in interacting with the service in  
1071 some way.
- 1072

---

## 1073 7. Glossary

### 1074 **Architecture**

1075 A set of artifacts (that is: principles, guidelines, policies, models, standards,  
1076 and processes) and the relationships between these artifacts that guide the  
1077 selection, creation, and implementation of solutions aligned with business  
1078 goals.

### 1079 **Awareness**

1080 A state whereby one party has knowledge of the existence of the other party.  
1081 Awareness does not imply willingness or reachability.

### 1082 **Behavior Model**

1083 The characterization of, and responses to, temporal dependencies between  
1084 the actions on a service.

### 1085 **Business Process Models**

1086 A description (usually formal and often graphical) of a series of activities that  
1087 culminate in the achievement of some outcome of business value. Some (but  
1088 not necessarily all) of the steps in this series of activities involve producing a  
1089 real-world effect provided by a capability, and some of the steps require a  
1090 consumer to use a service. Each one of these steps, then, provides the  
1091 contextual justification for service interaction between a particular consumer  
1092 and a particular provider.

### 1093 **Capabilities**

1094 Real-world effect(s) that service provider(s) are able to provide to a service  
1095 consumer.

### 1096 **Collaboration**

1097 A capability that coordinates interaction with multiple services. A  
1098 collaboration is often implemented using an open industry standard  
1099 implementation mechanism, which allows the implementation to be shared  
1100 across tools and platforms.

### 1101 **Consumer Systems**

1102 The information system that gains access to another partner's capability  
1103 offered by means of a service.

### 1104 **Domain Vocabularies**

1105 Includes canonical data models, data dictionaries, and markup languages that  
1106 standardize the meaning and structure of information for a domain. Domain  
1107 vocabularies can improve the interoperability between consumer and  
1108 provider systems by providing a neutral, common basis for structuring and  
1109 assigning semantic meaning to information exchanged as part of service

1110 interaction. Domain vocabularies can usually be extended to address  
1111 information needs specific to the service interaction or to the business  
1112 partners integrating their systems.

### 1113 **Enterprise Integration Patterns**

1114 Enterprise integration has to deal with connecting multiple applications  
1115 running on multiple platforms in different locations. Enterprise integration  
1116 patterns help integration architects and developers design and implement  
1117 integration solutions more rapidly and reliably. Most of the patterns assume  
1118 a basic familiarity with messaging architectures. However, the patterns are  
1119 not tied to a specific implementation.

### 1120 **Execution Context**

1121 The set of technical and business elements that form a path between those  
1122 with needs and those with capabilities and that permit service providers and  
1123 consumers to interact.

### 1124 **Framework**

1125 A set of assumptions, concepts, values, and practices that constitutes a way of  
1126 viewing the current environment.

### 1127 **Information Model**

1128 The characterization of the information that is associated with the use of a  
1129 service. The scope of the information model includes the format of  
1130 information that is exchanged, the structural relationships within the  
1131 exchanged information, and the definition of terms used.

### 1132 **Interaction**

1133 The activity involved in making use of a capability offered, usually across an  
1134 ownership boundary, to achieve a particular desired real-world effect.

### 1135 **Interface Description Requirements**

1136 Establishes common characteristics of service interface descriptions. These  
1137 requirements address areas such as required interface contents, naming rules,  
1138 documentation rules, and specification of a standard structure and format for  
1139 descriptions.

### 1140 **Interceptors**

1141 Interceptors are capabilities that receive a message and use the message  
1142 content to trigger a secondary action; generally, the interceptors pass the  
1143 message unaltered to the next step in a process.

### 1144 **Intermediaries**

1145 Routers and transformers are collectively called intermediaries. This term  
1146 indicates that routers and transformers generally sit between other services

1147 and “mediate” the interaction by managing the transmission of messages  
1148 between them or by reformatting messages in transit.

### 1149 **Justice Reference Architecture**

1150 The JRA is an abstract framework for understanding significant components  
1151 and relationships between them within a service-oriented environment. It  
1152 lays out common concepts and definitions as the foundation for the  
1153 development of consistent service-oriented architecture (SOA)  
1154 implementations within the justice and public safety communities. The term  
1155 refers to the modular architecture that clearly and appropriately identifies and  
1156 separates technical and governance layers so that standards can be  
1157 developed to improve interoperability. The JRA is being developed by  
1158 Global; it leverages the work of others, such as the state of Washington, and  
1159 builds upon the work of OASIS.

### 1160 **Messages**

1161 The entire “package” of information sent between service consumer and  
1162 service (or vice versa), even if there is a logical partitioning of the message  
1163 into segments or sections.

### 1164 **Message Definition Mechanisms**

1165 Establishes a standard way of defining the structure and contents of a  
1166 message; for example, Global JXDM- or NIEM-conformant schema sets.  
1167 Note that since a message includes the concept of an “attachment,” the  
1168 message definition mechanism must identify how different sections of a  
1169 message (for example, the main section and any attachment sections) are  
1170 separated and identified and how attachment sections are structured and  
1171 formatted.

### 1172 **Message Exchange Patterns**

1173 Identifies common sequences of message transmission between service  
1174 consumers and services. They provide a label to a series of message  
1175 transmissions that have some logical interrelationship.

### 1176 **Message Validators**

1177 An intermediary that examines a message to ensure that the contents adhere  
1178 to established business rules.

### 1179 **Orchestration**

1180 A capability that coordinates interaction with multiple services. It is a  
1181 declarative technique used to compose hierarchical and self-contained  
1182 service-oriented business processes that are executed and coordinated by a  
1183 single conductor.

1184

**1185 Process Model**

1186 The characterization of the temporal relationships between and temporal  
1187 properties of actions and events associated with interacting with the service.

**1188 Provider Systems**

1189 The information system that offers the use of capabilities by means of a  
1190 service.

**1191 Provisioning Models**

1192 The responsibility/models for making a service available to customers in a  
1193 manner consistent with formal (or occasionally informal) customer  
1194 expectations.

**1195 Reachability**

1196 The ability of a service consumer and a service provider to interact.  
1197 Reachability is an aspect of visibility.

**1198 Real-World Effects**

1199 The actual result(s) of using a service, rather than merely the capability  
1200 offered by a service provider.

**1201 Reference Architecture**

1202 A reference architecture is an architectural design pattern that indicates how  
1203 an abstract set of mechanisms and relationships realizes a predetermined set  
1204 of requirements.

**1205 Reference Model**

1206 A reference model is an abstract framework for understanding significant  
1207 relationships among the entities of some environment that enables the  
1208 development of specific reference or concrete architectures using consistent  
1209 standards or specifications supporting that environment.

1210 A reference model consists of a minimal set of unifying concepts, axioms, and  
1211 relationships within a particular problem domain and is independent of  
1212 specific standards, technologies, implementations, or other concrete details.

**1213 Repository**

1214 Stores models and interface descriptions in a central location that is accessible  
1215 to appropriate stakeholders. A repository will permit searching for models  
1216 and interface descriptions based on a range of identifying criteria. A  
1217 repository will also map logical service identifiers with physical addresses.

**1218 Routers**

1219 A capability that receives a message, examines it, and transmits it to one or  
1220 more destinations based on the contents. In general, routers can be designed  
1221 to operate on any of the information contained within the message; they may

1222 use information about the origin of the message, routing directive information  
1223 contained within the message or the main content of the message itself.

### 1224 **Services**

1225 The means by which the needs of a consumer are brought together with the  
1226 capabilities of a provider.

### 1227 **Service Agreements**

1228 A document that establishes policies and contractual elements for a given  
1229 interaction or set of interactions (that is, for one or more services).

### 1230 **Service Consumers**

1231 An entity that seeks to satisfy a particular need through the use of capabilities  
1232 offered by means of a service.

### 1233 **Service Contracts**

1234 An agreement by two or more parties regarding the conditions of use of a  
1235 service.

### 1236 **Service Design Principles**

1237 The documentation to provide consistent guidance regarding the overall  
1238 partitioning of capabilities into services and the relationships between  
1239 services.

### 1240 **Service Interaction Profiles**

1241 Defines a family of industry standards or other technologies or techniques that  
1242 together demonstrate implementation or satisfaction of:

- 1243 ○ Service interaction requirements
- 1244 ○ Interface description requirements
- 1245 ○ Message exchange patterns
- 1246 ○ Message definition mechanisms

1247 Service interaction profiles are included in the JRA to promote interoperability  
1248 without forcing the organization to agree on a single way of enabling service  
1249 interaction. Each service interface will support a single profile; a service will  
1250 have multiple interfaces if it supports multiple profiles.

### 1251 **Service Interaction Requirements**

1252 Define common rules of service interaction. Typically, these requirements are  
1253 nonfunctional in nature in that they are neither directly related to the  
1254 capability used by the service consumer nor related to the real-world effect  
1255 resulting from use of that capability. Rather, the requirements enforce (or  
1256 support the enforcement of) policies or contracts or otherwise protect the  
1257 interests of particular business partners or the business organization overall.

1258 **Service Interfaces**

1259       The means by which the underlying capabilities of a service are accessed.

1260 **Service Model**

1261       Interaction depends on two things. First, the designers of potential consumers  
1262       need to be able to find services and, once found, establish a physical  
1263       interaction mechanism with them. Second, the designers of potential  
1264       consumers need a description of the actions that can be performed on a  
1265       service, as well as the structure and meaning of information exchanged during  
1266       the interaction. These needs are addressed by the concept of a service's  
1267       information model and behavioral model, collectively called service models in  
1268       the JRA.

1269 **Service-Oriented Architecture (SOA)**

1270       Service-Oriented Architecture is a paradigm for organizing and utilizing  
1271       distributed capabilities that may be under the control of different ownership  
1272       domains. It provides a uniform means to offer, discover, interact with, and  
1273       use capabilities to produce desired effects consistent with measurable  
1274       preconditions and expectations.

1275 **Service Policies**

1276       A statement of obligations, constraints, or other conditions of use,  
1277       deployment, or description of an owned entity as defined by any participant.

1278 **Service Providers**

1279       An entity (person or organization) that offers the use of capabilities by means  
1280       of a service.

1281 **Transformer**

1282       A capability that receives a message and transforms it into another format  
1283       before transmitting it on to another destination.

1284 **Visibility**

1285       The capacity for those with needs and those with capabilities to be able to  
1286       interact with each other.

1287 **Willingness**

1288       A predisposition of service providers and consumers to interact.

1289

1290

---

## 8. References

- 1291
- 1292 **ebXMLSIP** GISWG. The JRA ebXML Messaging Service Interaction  
1293 Profile Version 1.0, March 2009. <http://it.ojp.gov/globaljra>.
- 1294 **Erl** Erl, Thomas. *Service-Oriented Architecture: Concepts,*  
1295 *Technology, and Design*. Prentice-Hall, 2005.
- 1296 **GISWG** GISWG. *A Framework for Justice Information Sharing:*  
1297 *Service-Oriented Architecture*. Global, December 9, 2004.
- 1298 **JRA** GISWG. <http://it.ojp.gov/globaljra>.
- 1299 **Patterns** Hohpe, Gregor, and Woolf, Bobby. *Enterprise Integration*  
1300 *Patterns: Designing, Building, and Deploying Messaging*  
1301 *Solutions*. Addison Wesley, 2004.  
1302 <http://www.eaipatterns.com>.
- 1303 **Sholler** Sholler, Daniel. *Demystifying Service-Oriented Architecture,*  
1304 *META Practice*, June 9, 2004.
- 1305 **SOA-RA** *Reference Architecture for Service-Oriented Architecture 1.0,*  
1306 *Public Review Draft 1*. OASIS, April 23, 2008.  
1307 <http://docs.oasis-open.org/soa-rm/soa-ra/v1.0/soa-ra-pr-01.pdf>.
- 1308 **SOA-REC** GISWG. *A Framework for Justice Information Sharing:*  
1309 *Service-Oriented Architecture*. Global, December 9, 2004.  
1310 [http://it.ojp.gov/documents/20041209\\_SOA\\_Report.pdf](http://it.ojp.gov/documents/20041209_SOA_Report.pdf).
- 1311 **SOA-RM** *Reference Model for Service-Oriented Architecture 1.0, Oasis*  
1312 *Standard*. OASIS, October 12, 2006.  
1313 <http://docs.oasis-open.org/soa-rm/v1.0/soa-rm.pdf>.
- 1314 **WSSIP** GISWG. The Global JRA Web Services Service Interaction  
1315 Profile Version 1.2, March 2009. <http://it.ojp.gov/globaljra>.
- 1316
- 1317

1318

## 9. Document History

Date	Version	Editor	Change
March 25, 2006	1.0	Scott Came	Initial draft.
July 6, 2008	1.7 candidate	Scott Came	Added concepts of relationships between actions, messages, and the action/process models of a service.
October 30, 2008	1.7 candidate	Monique La Bare	Added service interaction requirements.
November 18, 2008	1.7	Scott Came	New service interface language; Executive Summary update.

1319

1320

### Editors

Scott Came	Tom Clarke	Monique La Bare

1321

1322



## ***About Global***

The U.S. Department of Justice's Global Justice Information Sharing Initiative (Global) serves as a Federal Advisory Committee to the U.S. Attorney General on critical justice information sharing initiatives. Global promotes standards-based electronic information exchange to provide justice and public safety communities with timely, accurate, complete, and accessible information in a secure and trusted environment. Global is administered by the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance.

For more information on DOJ's Global and its products, including those referenced in this document, call  
**(850) 385-0600**

or visit

**[www.it.ojp.gov/globaljra](http://www.it.ojp.gov/globaljra)**



**BJA** Bureau of Justice Assistance

This project was supported by Grant No. 2007-NC-BX-K001 awarded by the Bureau of Justice Assistance, in collaboration with the U.S. Department of Justice's Global Justice Information Sharing Initiative. The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the U.S. Department of Justice.