



Dienst Justitiële Inrichtingen
Ministerie van Justitie en Veiligheid

Modernization Offender Management System

Description of the modernization of the Offender
Management System and the related tender in 2025

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Disclaimer: This document is a translated version of the original "Vernieuwing Offender Management Systeem" document, which is drafted in Dutch. While care has been taken to ensure the accuracy of the translation, any discrepancies or differences in interpretation shall defer to the Dutch version as the authoritative source.

Table of Contents

1	INTRODUCTION AND BACKGROUND.....	3
1.1	EXPLORATION OF OMS MODERNIZATION	3
1.2	OBJECTIVE OF THE OMS MODERNIZATION	3
1.3	PROJECT MODERNIZATION SCOPE A	4
2	PROJECT MODERNIZATION SCOPE A.....	5
2.1	INTRODUCTION	5
2.2	FUNCTIONAL SCOPE	5
2.3	TECHNICAL SCOPE.....	8
2.4	APPROACH	9
3	TENDERING, SELECTION AND CONTRACTING	11
3.1	OFFERING AS A PARTNERSHIP	11
3.2	COMPETITIVE DIALOGUE	11
3.3	FLEXIBLE CONTRACTING	11
4	PROPOSED GOVERNANCE MODEL.....	12
4.1	COLLABORATION BETWEEN PARTIES	12
4.2	ROLES AND RESPONSIBILITIES DURING PROJECT PHASE	12

1 Introduction and background

The Dutch Custodial Institutions Agency (Dienst Justitiële Inrichtingen, hereinafter DJI) intends to modernize the existing applications that support the administrative detention processes, to improve operations. These processes include the intake, management, release and the housing of offenders within penitentiary institutions and other detention centers, as well as the centrally organized primary processes for Prisons and Immigration Detention within the Division of Individual Affairs. The modernization is aimed at establishing a future-proof Offender Management System (OMS)¹ that prioritizes reliability, security, and maintainability while significantly reducing the administrative burden on employees.

1.1 Exploration of OMS modernization

In 2024, DJI conducted an extensive exploratory study to develop a strategy for the modernization of the OMS. In collaboration with the consulting firm Highberg, organizational needs were thoroughly assessed, and potential solution scenarios were evaluated. This effort – combined with comprehensive analyses of the processes and IT functionalities to be improved, as well as a broad international market study – resulted in the formulation of a strategy characterized by the following elements:

1. Step-by-step modernization:
The complete scope² of the modernization will be realized in a phased approach. The multi-year modernization is structured in a way that allows DJI to continuously 'learn' from experiences along the way and to make timely adjustments when necessary.
2. OMS modernization with a COTS solution as a foundation:
The decision was made to utilize a Commercial-off-the-Shelf (COTS) solution as the basis for the new OMS. Here, we refer to a COTS solution specifically developed for detention processes, which has already demonstrated its success in practice. This COTS solution will have to provide process support for at least Scope A and B for the Prisons and Immigration Detention target groups.
3. OMS modernization for the other scope areas²:
In the coming years, depending on the successful progress of the COTS implementation and further research and pilots, decisions will be made on how, and with what type of solutions, to modernize the other scope areas.

1.2 Objective of the OMS modernization

With the modernization of the OMS, the current administrative systems (TULP among others) will gradually be replaced. The modernization of the OMS has the following important goals:

1. Quality of administration of the detention process

With the modernization of the OMS, DJI wishes to improve the quality of the (administrative) work it delivers. This quality is characterized by:

¹ The term OMS (Offender Management System) is used in this document to refer to the total of administrative IT systems that support the detention processes within DJI.

² More information regarding the complete scope and specific scope areas (A, B, C, D and E) is provided in section 2 of this document.

- Supporting processes in an efficient and logical flow. A system that reduces administrative workload, prevents errors, and eliminates manual and double entry.
- A user-friendly interface that is modern and intuitive.
- Reliable, up-to-date data that is readily accessible and can be confidently shared throughout the supply chain.

2. Flexibility and agility

The new solution should be designed for flexibility (with a flexible and agile architecture), allowing for process adjustments, that are needed as a result of changing legislation or policy, to be implemented with minimal time and costs.

3. Ensuring continuity and resilience

The modernized OMS will have to adhere to Dutch legal frameworks and guidelines for information security and resilience. Given the increasing threat landscape and advancing digitalization, a secure and resilient OMS is of great importance. Such a system will mitigate the risk of major disruptions, ensure the continuity of DJI's tasks (and systems), safeguard offender data, protect employee privacy, and guarantee the secure and reliable provision and storage of information.

4. Innovation

The modernized OMS must prioritize continuous innovation and improvement. The architecture should allow for the seamless addition of new functionalities, enabling DJI to adapt to evolving needs and leverage the latest technological advancements. This is essential, as DJI anticipates that in the future, partly due to demographic trends and labor market shortages, it may be challenging to fulfill tasks without the support of an adaptive and innovative OMS.

5. Working with chain partners

The OMS has a prominent role within DJI. It has various connections to other systems. There are also connections from the OMS with various partners from the criminal justice and immigration chain. The OMS must have simple and clear data exchange, using modern and open standards, which should enable the sharing of data both within DJI and with chain partners more easily and efficiently.

1.3 Project Modernization Scope A³

The OMS modernization is a multi-year process where the project Modernization Scope A is the first major initiative that will form the basis for further modernization. The project focuses on:

1. Tendering, selection, and contracting of a COTS solution and a partner for realization and implementation.
2. Realization and implementation of Scope A.

³ More information regarding the complete scope and specific scope areas (A, B, C, D and E) is provided in section 2 of this document.

2 Project Modernization Scope A

2.1 Introduction

As outlined in the introduction, the modernization of the OMS will be realized step-by-step through various, interrelated projects that each address a specific scope area. As mentioned, project Modernization Scope A is dedicated towards establishing the basis for further modernization of the OMS. The project focuses on:

1. Tendering, selection, and contracting of a COTS solution and a partner for realization and implementation.
2. Realization and implementation of Scope A.

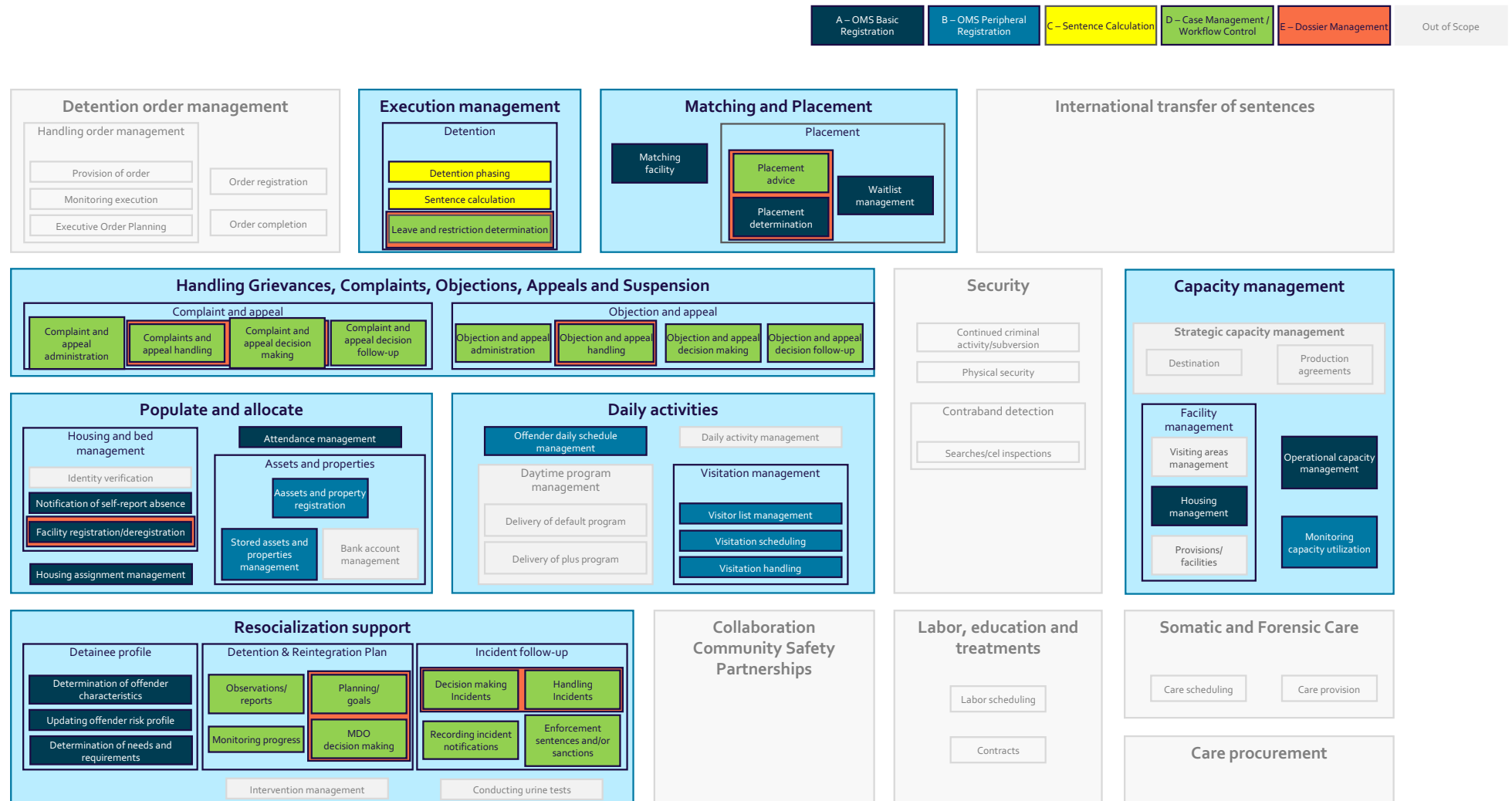
2.2 Functional scope

2.2.1 Scope areas A, B, C, D and E

An overview (in Dutch) of DJI's business functions within the scope of the OMS modernization is given on the next page. All of the 'colored' blocks (business functions) in the overview are part of the total scope of the OMS modernization. All the grey blocks are outside of the scope of the modernization. The scope areas are organized as follows:

- Scope A: OMS Base Registration
Placement, Population, Capacity Management.
CTA⁴ equivalents: Intake, Offender Records, Housing and Bed Management
- Scope B: OMS Peripheral Registration
Other operational registrations, such as Assets & Properties and Visitation
CTA equivalents: Various, including Property and Visitation
- Scope C: Sentence Calculation
Determining detention terms and phasing.
CTA equivalent: Sentence Calculation
- Scope D: Case management/Workflow control
D1 – Workflow control: for Handling Grievances, Complaints, Objections, Appeals, and Suspensions, Placement Advice, Incident Follow-up;
D2: DJI-specific: Drafting and managing of Detention and Reintegration Plans.
CTA equivalents: Case Management, Grievance, Incident Management, Programs
- Scope E: Dossier Management
Support for management of and access to Penitentiary Files.
CTA equivalent: Document Management

⁴ For clarification purposes we have also inserted the terminology used by the CTA (Corrections Technology Association) in their definition of business functions: https://www.correctionstech.org/s/CommonBusinessFuncCorrections_FullSet_2016May_Compessed.pdf.



2.2.2 Scope area A in more detail

Scope A (and consequently the project Modernization Scope A) is focused on establishing a reliable and consistent registration of prisoners and their placement. All other scope areas are dependent on the accurate documentation of this data.

Scope A covers a part of the 'lifecycle' of an offender, beginning with the receipt of an order for a custodial sentence and extending to the assignment of a placement in a penitentiary institution or detention center. The future COTS-solution for Scope A will thus support the following business functions for the department of Prisons and Immigration Detention, as outlined in the table below.

Business functions Scope A	Dutch term & CTA Reference	Description
Matching facility	"Matching inrichting" CTA: Housing and bed management	Selection of the suitable facility or facilities based on information from the execution order (e.g., court ruling and directives) and available (usable) capacity, resulting in a shortlist of 'candidate' facilities.
Placement determination	"Vaststelling plaatsing" CTA: Housing and bed management	Formal approval of the placement recommendation.
Waitlist management	"Beheer wachtlijst" CTA: Housing and bed management	Support for the flow of detainees within the limited capacity of individual facilities, locations, and DJI overall.
Operational capacity management	"Beheer operationele capaciteit" CTA: Housing and bed management	Management of the currently available (usable) capacity for the placement of offenders, including approval of changes in the status of housing spaces.
Housing management	"Beheer verblijfsplaats" CTA: Housing and bed management	Management of (accommodation) spaces (bed/cell) within a facility (Planned capacity). A housing space consists of one or more accommodations. Housing spaces are linked to a specific designation and have an operational status for capacity planning purposes (e.g., usable or out of service).
Facility Registration/Deregistration	"In-/uitschrijving inrichting" CTA: Reception and commitment	Administrative registration or deregistration of offenders within the facility.
Notification of Self-Report Absence	"Signalering zelfmelders" CTA: Reception and commitment	Identifying offenders who fail to report to the facility at the designated time (self-reporting offenders).
Housing Assignment Management	"Beheer toewijzing verblijfsplaats" CTA: Housing and bed management	Management of accommodations assigned to offenders (cell/bed) within the facility, including the current occupancy status of accommodations per facility.
Attendance Management	"Beheer aanwezigheid"	Recording and managing the presence and authorized absences of offenders in the facility.

	CTA: Security, Housing and bed management	
Determination of Offender Characteristics	"Vaststelling kenmerken justitiabele" CTA: Security threat groups, Reception and commitment	Collecting, recording, and managing offender characteristics relevant to the enforcement of the imposed sentence or measure.
Updating the Offender Risk Profile	"Actualiseren risicoprofiel justitiabele" CTA: Classification, Security threat groups, Release and discharge	Maintaining a complete and up-to-date risk profile of the offender based on information provided by chain partners and conducted risk assessments (including risk screenings). The risk profile supports decisions regarding placement in the appropriate facility, destination, and recommendations or decisions about leave and privileges.
Determination of Needs and Requirements	"Vaststelling noden en behoeften" CTA: Reception and commitment, Classification	Collecting, recording, and managing the needs and requirements of offenders to ensure their safe stay within the facility and contribute to their reintegration into society or return to their country of origin.

Further details on the functional scope of this project are described in a Process Model and Business Function Model. These documents will be made available during the tendering process.

2.3 Technical scope

2.3.1 Current situation

The functionalities within scope A are currently provided from three systems (the so-called 'TULP' systems):

- TULP GW: Placement Registration, Managing cell capacity, Passers-by (Temporary registration), Self-reporters, Central Register of Withdrawals;
- TULP Selection IZ: (Individual Affairs module) overview of placed offenders within penitentiary institutions and detention centers and selecting and (re)placing a detainee or immigrant subject to removal;
- TULP MIR: For (management) overviews of (among others) placements, occupancy and capacity and deliveries of data to external systems/users.

TULP GW has a local instance and data storage per penitentiary institution. This means that there are 44 instances of TULP GW. The TULP Selection module IZ is a central component, so there is only 1 instance of it at present.

2.3.2 Future situation

A modernized OMS must be based on a central database in which the Individual Affairs division and all Penitentiary Institutions and Detention Centers register and manage their own data. The functionality and data from the 44 instances of TULP GW will be replaced by one central new OMS (for scope A). Operational reports and interfaces with external systems/users will be provided by the new OMS solution. Exchange of data between applications (including those of external chain partners) takes place via the DJI Integration Platform. Interfaces are preferably realized via RESTful APIs. The disclosure of management information is assigned to the existing central facility (MetIS) based on data

from the new OMS. As a result, after implementation of the COTS Solution for Scope A, in addition to TULP GW, TULP MIR can also be switched off.

The sentence duration (terms and phases) is currently calculated in Tulp GW. Modernizing of this functionality is part of scope area C and will be managed in a separate project – in parallel to the Project Modernization scope A.

The new OMS for Scope A (based on a COTS solution) must be linked to this new independent calculation module. Scope A includes the connection to DJI's data services. For some data, the new OMS will serve as an authentic source. This data will be made available for broader use outside the OMS through data services. For other data, the OMS will obtain the data from a data service, such as the current data services "Persons, Identity" and "Standard Values". The data from these data service(s) are used 'by default' in (input) screens and overviews in the OMS (and overwrite any input in the new OMS solution). The interfaces with these data services are based on RESTful APIs.

Further details on the technical scope of this document are described in a Project Start Architecture document. This document will be made available during the tendering process.

2.4 Approach

2.4.1 Principles

In the project Modernization Scope A, significant emphasis will be placed on progress driven by demonstrable results: step-by-step and providing concrete evidence each time that the COTS solution can be successfully implemented and is both usable and practical for DJI. Along the way, the suitability of the COTS solution for the other scope areas will be assessed. This will depend, among other things, on whether the COTS solution can be implemented more broadly, with minimal to no customization.

2.4.2 Two phases

Based on prior experience, DJI has decided to realize the project Modernization Scope A in phases, incrementally, with explicit go/no-go decision points. As a result, project Modernization Scope A will consist of two phases with the following components:

Phase A1

- Tendering, selection and contracting of a COTS solution, including a partner for realization and implementation.
- Realization of a part of Scope A, including a limited integration with existing applications, and proof that the solution meets functional and technical requirements. Additionally, proof of effective collaboration with external partners.
- The result of this phase will not yet be implemented at DJI.
- Decision on how to continue the modernization of the OMS.

Phase A2

- Continuation of the realization of Scope A and the further realization of data integration between COTS, TULP and other applications.
- National implementation of the new solution and associated processes at the penitentiary institutions and DIZ.
- Phasing out TULP MIR and TULP GW instances.

2.4.3 Duration

The expected duration for Modernization Scope A is 2.5 years.

3 Tendering, selection and contracting

DJI intends to initiate a tender in the 3rd quarter of 2025 for the project Modernization OMS Scope A. This tender is aimed at selecting a COTS solution and a partner for realization and implementation. This is in line with the following principles:

3.1 Offering as a partnership

In principle, DJI allows suppliers the freedom to submit proposals either individually or in combination (partnership) with another partner (i.e., a combination of a COTS solution provider with a Dutch-speaking partner for realization and implementation). However, as there are no local (Dutch) suppliers of COTS solutions available in the market, DJI assumes for now that suppliers will offer as a partnership to be able to meet the following success factors:

- A proven COTS solution that aligns with the functional and technical requirements of DJI.
- Knowledge of- and experience with the configuration and implementation of large-scale IT systems within the government.
- A central point of contact (in the Netherlands and Dutch-speaking) with expertise of Dutch detention processes and related laws and regulations.

In Chapter 4, Proposed Governance Model, of this document, additional information is provided on how DJI intends to structure the management and oversight during the project phase of the collaboration with suppliers, based on the aforementioned expectation.

3.2 Competitive dialogue

DJI intends to conduct the tender according to a competitive dialogue procedure, in compliance with Directive 2014/24/EU on public procurement. The complexity of the OMS modernization, the phased implementation and the collaboration between DJI and suppliers over several years requires careful dialogue to align expectations and agreements.

3.3 Flexible contracting

To enable a phased implementation, with interim decision-making, flexible contracting is required. At the outset, DJI intends to start with the implementation of the COTS solution for Scope A and B. However, if the COTS solution proves satisfactory and meets the requirements, it also aims to extend the same solution to other scope areas. The tendering and contracting process will be structured to accommodate this flexibility. The contracting will therefore also be based on a general service agreement with specific agreements for each project phase (e.g., for phase A1 of the Modernization Scope A project).

4 Proposed governance model

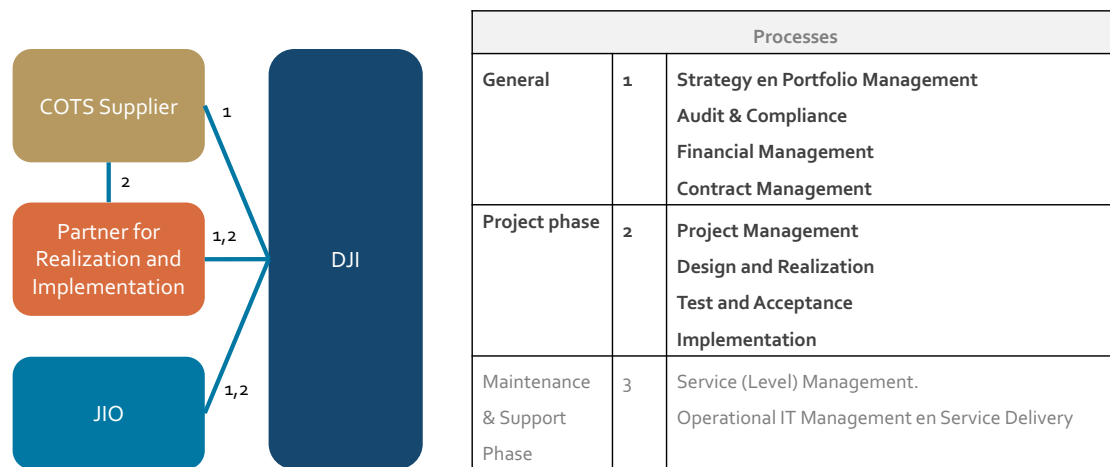
4.1 Collaboration between parties

In Phase A1, DJI will select a COTS solution. This is almost certainly a solution from outside the Netherlands. For a successful modernization of the OMS, we expect that the foreign COTS supplier will have to collaborate with a Dutch-speaking partner for the realization and implementation of the OMS solution. This leads to a collaboration between parties, each with their own roles and responsibilities.

The following diagram illustrates how DJI intends to structure the governance of this ecosystem. This is specifically defined for the project phase. The roles and responsibilities during the maintenance & support phase will be elaborated later, also in consultation with suppliers.

Further details on the proposed management and governance of the project are described in a Governance Model document. This document will be made available during the tendering process.

During the project phase, we position the Dutch-speaking Partner for Realization and Implementation as the point of contact for DJI. This Partner is thus responsible for managing of the COTS Supplier. This is schematically represented below (for the project phase).



4.2 Roles and responsibilities during project phase

4.2.1 DJI

DJI is the client for the OMS modernization. DJI determines the project objectives, scope and other requirements. DJI provides the Product Owner and Architect who are responsible for managing and prioritizing the backlog items. DJI ensures the availability of domain experts and representatives of end users to provide input and feedback during the project. In addition, DJI provides a technical environment for deployment, testing, acceptance and ultimately production.

DJI is responsible for conducting various acceptance tests, including technical, functional and user tests. DJI makes decisions about scope changes and go/no-go moments, and is responsible for the implementation, acceptance and commissioning of the IT solution within its own organization. Finally, DJI takes care of internal communication and change management to ensure effective adoption of the new IT solution and processes.

4.2.2 COTS supplier

The COTS Supplier provides the COTS solution and associated knowledge on both the technology and the associated standard/reference work processes.

The supplier supports the Partner for Realization and Implementation during configuration and implementation of the COTS solution. They provide advice on best practices for implementation and configuration, and offer support for complex technical issues. The COTS Supplier is responsible for delivering updates and patches for the software, and provides second-line support during development, implementation and management. In exceptional cases where customization is necessary, this is realized as part of the COTS solution by the COTS supplier.

4.2.3 Partner for Realization and Implementation

This Dutch-speaking partner is the primary point of contact for DJI during the project phase and is responsible for the successful realization of the IT solution, interfaces and data integration, within time, budget and quality requirements. This partner provides the development team, translates functional requirements into technical solutions, configures the COTS solution, realizes interfaces and data integration, conducts tests and is responsible for CI/CD and deployment. In addition, the partner supports user acceptance tests, provides documentation and knowledge transfer, and offers support in the implementation and roll-out of the IT solution.

4.2.4 JIO

The Judicial ICT Organization (JIO) is the technical IT management partner for DJI. They will host⁵ the COTS solution and perform technical service management. During the project phase, JIO helps with the realization of interfaces and integration into the technical environment of DJI.

⁵ For the time being, DJI assumes that the COTS solution will be deployed on-premise in a government datacenter managed by JIO. Although cloud deployment options are not ruled out, preliminary research into available COTS solutions in the market indicates that an on-premise deployment is more likely.