

**CRIMINAL AND JUVENILE JUSTICE INFORMATION SYSTEMS
(CJJIS) COUNCIL**

MINUTES of MEETING

Thursday May 30, 1996

The meeting was called to order by Chairman Kenneth Palmer at 10:18 a.m. on May 30, 1996, at the Sheraton Sand Key Resort, 1160 Gulf Boulevard, Clearwater, Florida, in conjunction with the CJIS Users Conference.

ROLL CALL

Members Present:

Chairman Kenneth Palmer, State Courts Administrator
Carolyn Snurkowski, Designee for Attorney General Robert A. Butterworth
Randy Esser, Designee for Executive Director Fred Dickinson III, Department of Highway Safety
and Motor Vehicles
Lawson Lamar, State Attorney, Ninth Judicial Circuit
Lawrence W. Crow, Jr., Sheriff, Polk County
Elaine W. Bryant, Designee for Secretary Calvin Ross, Department of Juvenile Justice
Earl Kellow, Designee for Secretary Harry K. Singletary, Department of Corrections
Terry Brown, Designee for Judith Wolson, Florida Parole Commission
Karen Rushing, Clerk of the Court, Sarasota County
Sid Klein, Chief, Clearwater Police Department

Arnold A. Gibbs, Chief, Cape Coral Police Department arrived subsequent to roll call.

APPROVAL OF THE MINUTES OF THE FEBRUARY 9, 1996 MEETING

Carolyn Snurkowski moved the minutes be approved. Karen Rushing seconded the motion, and the minutes were unanimously approved by the Council.

OPENING REMARKS

Chairman Palmer opened the meeting with a brief discussion of the 1995 Legislative mandates to the Council relating to the enhancement of information sharing among criminal and juvenile justice agencies throughout the State and providing input on the Department of Juvenile Justice information system development efforts. Chairman Palmer noted that the Council made significant progress toward fulfillment of those mandates during the past year through the efforts of four work groups. The guiding principles for information sharing adopted by the Council were included in 1996 legislation passed by the Legislature, and are expected to become law. The policies and standards categories adopted by the Council will be a main focus of the Council during the next year. The telecommunications work group is charged with developing a strategy for implementing a truly shared network for the criminal justice community, which would be a first. Chairman Palmer also praised the efforts of the Department of Juvenile Justice in their information system development efforts, and the cooperative efforts of the agencies involved in the federal funding program to improve criminal and juvenile justice information.

PRESENTATION OF AGENDA ITEMS

Item 1

Overview of CJJIS Council Activities During the Past Year/ Report to the Legislature Kenneth Palmer

Chairman Palmer opened the discussion of this item with an invitation to the members to submit comments or questions on the draft report. While this report is not required at any particular date, the Council will be required under the new law to prepare an annual report by February 1 of each year. Sheriff Crow asked if there was any advantage to submitting the report now, as opposed to waiting until the next Legislative session. Chairman Palmer responded that submission of the report at this time might assist the Legislature in the budget planning process, particularly regarding the telecommunications network. Chairman Palmer stated that, regardless of when the report is submitted, there is a need to have dialog as soon as possible with the principals such as, the Information Resource Commission, the Joint Committee on Information Technology Resources, the appropriation committees in the Legislature and criminal justice entities, to achieve a consensus understanding of what is expected of the Council, as a result of the new legislation. Dr. Sewell recommended the Council move forward with submission of the report.

Ms. Snurkowski recommended language in the report which explains the Council is aware of the great amount of work to be done and the need to clarify the expectations regarding the Council's duties.

Chief Klein asked if staff had identified any issues regarding needed resources to handle the new Council duties. Dr. Sewell said some of the workload issues may be resolved by sharing the new responsibilities among the various entities involved with the Council. Chairman Palmer added that the Council may need additional staff to comply with the new mandates.

Ms. Rushing expressed concern regarding the potential impact of the guiding principles on local agencies who already have large investments in information systems. Chairman Palmer emphasized that the guiding principles and policies/standards should be used as a framework for the locals to use when they are upgrading or replacing systems, not as mandates.

Mr. Lamar moved submission of the report and Ms. Rushing seconded. In the ensuing discussion, Chairman Palmer noted the language on pages 6 & 7 of the report which explains the Council will not have resources to do an in-depth review of the DJJ information system implementation or the federal grant applications. Mr. Lamar added that the insertion of this “wise language” puts the Legislature on notice regarding the Council’s limited resources. Ms. Rushing asked if the language is meant to serve as a disclaimer and would it be sufficient to protect the Council from criticism. Chairman Palmer reiterated that the Council’s oversight and information sharing mandates are broad and, in his view, not intended to require the Council to micro-manage agencies. There are other entities such as the IRC that have the responsibilities and staff to do detailed analysis of agency operations and budgets. Ms. Rushing suggested the report clearly delineate what the Council perceives as its functions and roles, and added that it would be dangerous for the Council to attempt to engage in micro-management of agency systems. Ms. Snurkowski stated that the agencies are expected to be accountable for their actions at the micro level. Chairman Palmer added that there are other entities responsible for monitoring accountability such as the Department of Community Affairs for federal grants, the legislative committees, the Auditor General, the Office of Program Policy Analysis and Governmental Accountability, etc. Mr. Lamar amended his motion to include language that will clearly state these concerns regarding the scope of the Council.

Chairman Palmer requested a section be added to the report covering the Council’s activities relating to its oversight responsibilities for FDLE information systems. Mr. Lamar so amended his motion.

Council agreed that the report could be finalized and submitted without further formal action of the Council. Chairman Palmer said a final draft of the report would be distributed in a few weeks to the Council.

Item 2
Legislative Update
Dr. James D. Sewell

Dr. Sewell began by welcoming the Council to the Users Conference and announced that 645 people were attending.

The first bill discussed was SB 1662 which resulted from a joint effort of FDLE, the Department of Revenue, the Sheriff's Association and the Clerks of the Court.

Originally, the Florida Crime Information Center (FCIC) system could only be used for criminal information. Two years ago the Florida statutes were amended to allow the entry of domestic and repeat violence injunctions into the FCIC system to provide law enforcement officers with availability to information about potentially dangerous situations. This year, SB 1662 was passed, allowing the entry of writs of bodily attachments (civil warrants) in FCIC. Under the new statute, law enforcement officers, in the normal exercise of their duties will have access to civil warrants in the FCIC system. The Clerks of Court and the Sheriffs are working together to provide the information to the system.

SB 156 is a comprehensive criminal justice act which includes several subjects such as the Jimmy Ryce Act, the Sexual Predator Act and new CJJIS Council responsibilities. The Jimmy Ryce Act is intended to improve the sharing of information among the schools, HRS and law enforcement. The Sexual Predator Act clarified some language in existing statute and the responsibilities of prosecutors in identifying sexual predators. The law also adds police chiefs to the list of those to be notified regarding the movement of sexual predators, and increases FDLE's role in identifying methods for notifying communities about sexual predators. FDLE is investigating the use of electronic means of notification such as the Internet and 900 phone numbers.

The bill also allows FDLE to create a violent gang database, and the current plan is to use the FBI's existing Violent Gang and Terrorist Organization File in which to create the database.

Another important section of the bill is the expansion of the duties of the Council. It requires the Council to review the budget of the Department of Corrections as to its compliance with the guiding principles for information sharing. The Chairman of the Council will have a more significant and visible role with the IRC, the 800 megahertz group and the state strategic plan. The Council has been elevated from the traditional advisory group to one with more teeth. The Legislature has recognized that the Council needs to be more involved with all the groups involved in the sharing of criminal and juvenile justice information.

FDLE staff will develop a draft schedule and work plan for review at the next Council meeting.

Chairman Palmer noted that there are five major aspects of the new Council responsibilities:

1. The additional requirement to review the Department of Corrections budget.
2. The Council's input on the agencies' strategic plans, in so far as information technology resources are concerned.
3. The requirement that the Chair of the Council make recommendations on multi-agency information technology budget issues.
4. The requirement that the Division of Communications consult with the Council before approving new or expanded law enforcement communications systems.
5. The Council's input to the State Strategic Plan for Information Resource Management.

Chairman Palmer expressed concern that these new duties, in addition to ongoing responsibilities, may create a workload beyond the resources of the Council. As soon as possible, Chairman Palmer will meet with representatives of the IRC, EOG, appropriate Legislative committees,

DC, DIVCOM, FDLE and DJJ to reach a consensus regarding what is expected of the Council. The Chairman recommends establishment of a steering committee composed of some Council members and representatives of the entities impacted by the new law to map out a work plan and also determine the proper direction for development of the policies and standards for enhancing information sharing. We need to develop a proposed work plan within the next couple of months and solicit comments from the Council members.

Ms. Rushing reiterated support for the Chairman's position that the Council should conduct its overview responsibilities at a high policy level and not get involved in daily operations of agencies.

Dr. Sewell suggested the Council members discuss this bill with their colleagues in the various professional associations such as the Florida Sheriff's Association and the Florida Police Chiefs Association. Chairman Palmer agreed. Dr. Sewell also stated the bill contains some language that corrects some "glitches" in the juvenile justice statute which required the Clerks of Court to do some duplicative reporting.

Sheriff Crow requested a synopsis of the bill to aid in explanation of its complexities. Dr. Sewell said staff would provide the synopsis and he and Commissioner Moore would attend the Sheriffs and Police Chiefs conferences to assist in explaining the bill.

Item 3
Status Report from the Telecommunications Work Group
Ms. Brenda Owens

Ms. Brenda Owens reported that a Network Administrator, Mr. Ray Finn, has been selected and will begin employment June 3, 1996.

FDLE was not successful in its first advertisement to fill the three network analyst positions, due to the lack of qualified applicants. The positions will be readvertised, and Mr. Finn will play a major role in the appointment of those positions. Chairman Palmer asked if the salary being offered was competitive. Ms. Owens responded affirmatively. Chairman Palmer also asked if the state would have to pick up funding to continue the positions in FY 97-98 and beyond. Ms. Owens said federal funds are not guaranteed and it may be advisable to request state funding in the event federal funding does not occur.

Concerning the network (CJIS WAN), telecommunication circuits have been ordered for two of the pilot counties, Brevard and Lafayette, and the FACC will be ready to test those circuits in a couple of weeks. Circuits for the remainder of the pilot counties were not ordered because the

new FCIC II system will serve as a foundation for the CJIS WAN. Those counties will use the FCIC II circuits.

The Telecommunication Work Group will meet with Mr. Finn in the first two weeks of his employment, and thereafter, Mr. Finn will call a meeting with the major entities involved in the CJIS WAN. Next, he will begin visiting the pilot counties to determine what they have and where they are going with their telecommunications systems. This is the beginning of the analysis necessary to establish an estimated cost for a statewide CJIS WAN.

Chairman Palmer is expecting to hear progress reports from Mr. Finn on a regular basis.

Ms. Rushing asked if Mr. Finn would be free to evaluate the existing system and plans and comment on their propriety, or will he be required to simply go forward from this point. Ms. Owens responded that some things were established. The network will be frame relay, and TCP/IP will be the protocol. Ms. Owens also said the attitude of those involved in this project is to find ways to include the local systems in the CJIS WAN without adverse impact on them.

Chief Klein asked if the minutes could include a simple description of the CJIS WAN concept and plan. Ms. Owens replied that a vision statement and progress report will be available by the next Council meeting.

Mr. Esser asked if the role of the FACC can be included in the report to be given by the Network Administrator. Ms. Owens said the report will include all existing systems involved in this network such as FACC, DJJ and HS&MV. The CJIS WAN will not work properly unless all elements are considered.

Item 4
Status Report from the Juvenile Work Group
Ms. Jan Wright

Ms. Jan Wright, with DJJ, reported that the information sharing survey was distributed and responses are coming in. The work group will meet in June to analyze the surveys and any significant issues which surface therefrom. So far, the responses are general in nature. The Criminal Justice Data Element Dictionary has also been distributed to the Clerks of Court for final review.

DJJ plans to conduct a JAD with the Council and its DJJ customers to fine tune information issues and solutions. Another JAD will be conducted in Orlando on July 8-10 with the Juvenile Assessment Centers. Ms. Cassandra Jenkins, with DJJ, should be contacted for further information.

Chairman Palmer stated that he was impressed with the Juvenile Assessment Centers and the services they offer. They are taking us a long way toward accomplishment of our information sharing goals.

Item 5
Status of Current and Future Federal Funding
Mr. Dennis Pritchett

Mr. Pritchett began by expressing how the Department of Community Affairs was pleased and excited about the progress being made with criminal justice information systems under the federal grant project. He stated that the state portion of the Byrne funds were being used by FDLE to continue several projects that improve the quality of the criminal history file and by the OSCA to develop software to give the judges access to the FACC network. The local share of the Byrne funds will be used by the Clerks of Court to cover costs associated with the FACC consortium project. The 1997 funding for the Byrne grant will be at the same level.

There is also \$250,000 in NCHIP funds available to FDLE that will be used to access some non-criminal justice databases necessary for implementation of the Brady Bill. Also in development at the federal level is a block grant program that will be primarily a federal/local relationship. However, there will be some funds available to the state that may be used for information system improvement.

Chairman Palmer stated he is particularly concerned that the Council does not have the ability or resources necessary to fully understand and evaluate the feasibility, technical merit, and implementation strategy of individual funding initiatives, which it may be asked to endorse. The above-referenced applications represent a case in point. Conceptually, the Council may have little concern with the applications and may view them as pointed in the right direction. However, the Council cannot review specific project management or spending plans, but is asked to go on record supporting the applications. The Council does not know what other non-grant resources may have been provided or may be required to supplement federal funding, or pick up federal funding when the moneys dry up. We have no basis for evaluating the procurement practices that are employed in spending grant dollars. Moreover, our work group has not reviewed the grant applications under consideration at this meeting. Also, the Council does not have specific statutory authority to evaluate grant requests.

Chairman Palmer also asked if DCA had promulgated a rule which essentially required the local share of the 5% set aside federal funds to be used by the Clerks of Court. Mr. Pritchett answered affirmatively.

Chairman Palmer then recommended that the Council's review and endorsement of the grant programs should be at the conceptual level, for the foregoing reasons. The Department of Community Affairs, as the grantor agency, has the responsibility for ensuring that the funds are spent in accordance with the requirements of the federal program and the objectives and terms of the grant agreement. Ms. Rushing moved that the Council only endorse the grants at the conceptual level. Ms. Snurkowski seconded the motion, and the Council unanimously approved it.

Chief Klein asked if DCA would administer the federal block grant funds. Mr. Pritchett said UCR program data will be used to allocate the funds to local agencies. Based on the formula used, those allocations of \$10,000 or less will be pooled and DCA will administer those funds.

Item 6
Discussion of Future Work on Policies and Standards
Chairman Kenneth Palmer

Chairman Palmer recommended a steering committee be formulated to address the development of policies and standards for information systems. We now have the guiding principles in statute, and the Telecommunications Work Group has established three standards:

- Network participants will be required to have a licensed IP address.
- Frame relay will be the architecture for the network.
- IP will be the only network protocol.

The steering committee will have a work plan ready for the next Council meeting.

Item 7
Status Report on FCIC II
Ms. Brenda Owens

Ms. Owens began by announcing that FDLE has published and distributed an master installation and training schedule for all FCIC II sites. To date, representatives from over 200 agencies have received live “hands on” FCIC II training. The training is being held in several locations, so most agencies will have less than 50 miles to travel.

Final acceptance testing for the new front-end processor is complete, and over 20 agencies are on FCIC II. Staff members at FDLE are going out to the local agencies and assisting them with the installations. The phone company has limited the number of new circuit installations to 20 per week. New circuits have been installed in over 100 agencies and 200 more circuits have been ordered.

As to the message switch replacement, FDLE has received three responses to its RFP. The evaluation team has developed a series of clarification questions and will meet next week with the three vendors. After those meetings, FDLE will issue any required clarification points to the RFP. Those three vendors will submit their best and final offers, and a vendor will be selected. Immediately after signing the contract, the design stage of the new message switch will begin. By early ‘97, FDLE hopes to publish new formats, message keys and database structures for our user agencies.

Item 8
Blueprint for Continued Success
Mr. Gary Yates

Mr. Yates explained that FDLE conducted a massive survey of its customer agencies to determine what services were being used by whom and how those users rated the importance, timeliness and quality of the services. The survey had an unusually high (85%) response rate and FDLE was rated high in almost all areas. The survey was intended to help FDLE improve its service delivery and establish a foundation for the future direction of FDLE.

The information services provided by FDLE received very high rating. When asked to rate the importance of the features of the new FCIC II system, the need for additional terminals was the number one issue, image transmission was second, on-line access to criminal history records was third, "one stop shopping" for all information needs was forth and on-line booking was fifth.

Over 90% of the agencies surveyed favored the establishment of regional support centers designed to get FDLE services closer to the users. The ICHN project is also very popular with local law enforcement agencies.

The Blueprint for Continued Success will be implemented in phases. FDLE will have a new infrastructure by the end of the year. There will probably be more and smaller service delivery areas than the current five FDLE regions. All FDLE services will be available at one location in each area and one person will be in charge of all FDLE functions. The areas will also have local advisory boards made up of users to help FDLE customize its service delivery for each area.

The second phase of Blueprint for Continued Success will address investigative strategies, the forensic sciences area and migration of all FDLE services to the service areas.

Chairman Palmer commended FDLE for its efforts to improve service delivery to its customers. Chief Klein concurred.

CLOSING REMARKS

Dr. Sewell recommended the next Council meeting be scheduled in August and staff would develop a draft calendar for 1996-97. In addition, there will be regular ICHN updates at future Council meetings

Chairman Palmer thanked everyone for their participation and the meeting was adjourned at 12:08 p.m.