

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

MINUTES OF MEETING

**Wednesday July 18, 2001
Orlando, FL**

The meeting was held in conjunction with the 2001 CJIS Users Conference.
Chairman Daryl McLaughlin called the meeting to order at 3:06 p.m. at the Rosen
Plaza Hotel, Salons 7&8, 9700 International Drive, Orlando, FL.

Members Present:

Chairman Daryl McLaughlin, Assistant Commissioner, Florida Department of Law
Enforcement
Vice Chairperson Marsha Ewing, Clerk of the Court, Martin County
Steve Casey, Designee for Secretary Bill Bankhead, Department of Juvenile Justice
Scott McPherson, Designee for Secretary Michael Moore, Department of Corrections
Randy Esser, Designee for Executive Director Fred Dickinson III, Department of
Highway Safety and Motor Vehicles
Larry Hart, Chief, Ft. Myers Police Department
Dan Zinn, Designee for Barry Krischer, State Attorney, Fifteenth Judicial Circuit
Carolyn Snurkowski, Designee for Attorney General Robert A. Butterworth
Mike Francis, Florida Parole Commission
Mike Love, Designee for State Courts Administrator
Raul Martinez, Chief, Miami Police Department
Richard Roth, Sheriff, Monroe County
1 Sheriff's seat vacant

Members Absent:

Bob Dillinger, Public Defender, Sixth Judicial Circuit

WELCOME MEMBERS and OPENING

Chairman McLaughlin welcomed members, reviewed the Council's purpose and mission and a brief history of the Council. Chairman McLaughlin requested each member introduce themselves and their agency.

A moment of silence was observed in honor of Council member Ken Palmer who recently passed away. Chairman McLaughlin reminded members and attendees of the contributions and years of work Mr. Palmer dedicated to the people of the State of Florida.

APPROVAL OF MINUTES OF THE FEBRUARY 2, 2001 MEETING

The Council unanimously approved the minutes.

JUVENILE DISPOSITIONS

FDLE Bureau Chief Jeff Long provided an update pertaining to the outcome of the March 29, 2001 Juvenile Disposition Workgroup meeting. Chief Long reviewed the issues covered by the workgroup including automation, confidentiality, training, funding and the desired move from manual to automated entry.

Chairman McLaughlin asked if a change in the Florida Statutes would assist the juvenile disposition workload. Chief Long stated there are many issues that need to be reviewed beforehand, however endorsed the idea of a change in the statutes.

Chairman McLaughlin advised that he would attend the next workgroup meeting to review the Florida Statute amendment. Council member Carolyn Snurkowski posed the question of whether the state or counties would bear the cost of such an automated upgrade. Chairman McLaughlin indicated that these issues would be addressed with legislation and a commitment to involve the CJJIS Council and the Governor, as well as the utilization of technology.

NATIONAL GOVERNORS ASSOCIATION GRANTS

Chairman McLaughlin asked Council member Scott McPherson to review recent developments regarding the National Governors Association (NGA) and its grant process. Mr. McPherson reviewed the NGA meeting that took place in Philadelphia, PA, in which the Florida CJJIS Council was recognized as a "national best practice" regarding justice information technology integration. Also during this meeting, the Florida team requested \$4.4 million for multiple grant initiatives, which include:

- Livescan for remaining sheriffs' offices
- Technical upgrades for the state courts, including personal computers for judges
- Expansion of the CJNet universal jail management system search capacity
- Electronic court commitment documents, which should go directly to Department of Corrections from the Clerk of Court

The NGA and the U.S. Department of Justice are currently in the review process regarding these initiatives and should have a status report released by August 2001. Mr. McPherson advised that once these initiatives are approved, they will immediately be elevated to domain status and presented as legislative budget requests.

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| <p style="text-align: center;"><u>ITEM 1</u> Telecommunications Workgroup Update</p> |
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Chairman McLaughlin gave a brief background regarding the purpose and goal of the Telecommunications Workgroup, which is to identify ideas and issues that can be applied to the CJNet to better serve the law enforcement community. Chairman McLaughlin introduced the Chairman of the Telecommunications Workgroup, Mr. Tom Watkins.

Mr. Watkins explained one of the workgroup's main objectives in support of the CJJIS Council is the review of CJNet applications for standards and applicability. This application review process consists of finding viable new applications that can assist criminal justice. Many times this process will face obstacles such as the case of the court system, which contains useful information, but is not web-based. The Telecom Workgroup meets, reviews and attempts to come up with solutions to provide the law enforcement community with timely and pertinent new information, while at the same time protecting the CJNet infrastructure.

Gulf States Initiative (GSI)

Mr. Watkins explained that the GSI is a consortium of agencies in various southeastern states that are working together on common goals regarding criminal justice. One of these goals is to have participating GSI states enter into an agreement that will allow access to their respective systems. The Telecom Workgroup is working closely on this initiative and exploring options to increase the data sharing capabilities with the GSI.

CJNet Vision

Mr. Watkins explained that many participating CJNet agencies have expressed a need for digital certificates to provide additional security and protection for applications. FDLE CJIS Director Donna Uzzell had previously reported 9000 plus certificates being issued, however since that time, some problems have arisen regarding shared PC environments and the issue of portability, i.e. employees working from different machines or more than one machine yet not wanting or being able to move their certificate around. Since that time the workgroup has implemented hardware solutions to alleviate these two problems, specifically this solution is called "two form authentication", meaning something the user *has* and something the user *knows*. In the future this may shift to something the user *has* and something the user *is*.

Mr. Watkins demonstrated this concept using the **Drivers License Image Retrieval System (DLIRS)**. Mr. Watkins was able to pull up Council member Randy Essers' driver license using DLIRS and the use of a Universal Serial Bus (USB) token as the certificate, which plugs into the USB port on the rear of most late model computers. Mr. Watkins was also required to enter a password in DLIRS, thus demonstrating the use of something he *has* (USB token) and something he *knows* (password).

Jail Management System

Mr. Watkins explained the longstanding requests from agencies inquiring, “Who is in jail in the State of Florida?” Currently, an investigator would need to search many different jurisdictions seeking a suspected incarcerated subject. The Telecom Workgroup initiated a project to alleviate this problem. The first stage was to contact the University of Central Florida to conduct a survey of the 67 Florida counties regarding their jail management systems. Of the 67 counties surveyed, 47 responded. The survey questions included: what type of jail management system is your agency currently using; would your agency be willing to participate in a statewide jail management system; would your agency be willing to share its data?

Once this was completed, a contract was entered into to develop a search application utilizing a technology called “Informant.” Informant allows a single search against multiple databases. Currently this application is running at FDLE, Brevard and Broward counties and is called the **Florida Criminal Justice Person Locator System**. Mr. Watkins demonstrated the Locator System for Council members. Mr. Watkins encouraged Council members to provide support in recruiting more agencies to participate in this project. Many of the agencies initially contacted were reluctant to join and provide their data. Mr. Watkins explained that during the initial testing process between Broward and Brevard counties, contractors noted an individual presently in jail in Brevard County who had an outstanding local warrant in Broward County. However, the subject had already bonded out of the Brevard County jail, even though he was run through FCIC/NCIC for warrants before being released. If the subject were run through the Locator System, the local warrant from Broward County would have been hit on and the subject would not have been able to bond out.

Mr. Watkins advised that this is live data since there is no central database or repository. There is no need to re-write or change current applications of participating agencies.

Council member Scott McPherson stated that this type of initiative is precisely what the U.S. Department of Justice is encouraging: data “translators” utilized versus a “rip and replace” mentality. Systems such as the Locator System create a virtual state database of local data.

Council member Mike Love asked how many of the 47 original survey respondents had compliant databases available to be utilized for the Locator System. Mr. Tom Watkins answered that 30-35 agencies had systems that were compliant.

Council member Richard Roth asked what was the nature of the reluctance of the non-participating agencies. Mr. Watkins stated this was a natural suspicion of new technology which has been prevalent in the past, using the initial startup phase of CJNet itself as an example. Chairman McLaughlin suggested having Commissioner Moore discuss the Locator System project at the Sheriffs Association meeting.

An audience member asked Mr. Watkins if the option of making the system available to the public via the Internet had been explored. Mr. Watkins responded by stating the

application was established as a controlled network application, the information contained in the Locator System is housed behind firewalls and belongs to the agencies, thus currently not available to the public. Chairman McLaughlin reiterated that the agencies own the data; however, many agencies such as DC and DJJ have created public sites where the public can access their data. Chairman McLaughlin commended Mr. Watkins and the Telecom Workgroup for their progress and initiative regarding the Locator System.

An audience member raised the question of whether or not the U.S. Bureau of Prisons would be allowed access to the Locator System and if the Bureau could contribute to populating the database. Mr. Watkins advised that he would welcome such additions and has spoken with the U.S. Probation & Parole regarding attaining additional data for the Locator System.

FDLE Director Donna Uzzell suggested expanding the System to possibly locate data from additional sources such as the Clerks of the Courts for disposition information.

Council member Steve Casey commended the DLIRS system, mentioning that responses to requests for driver license photos previously took up to 30 days. Now that time has been drastically reduced. Council member Casey also inquired if there are criteria other than DL# to search the DLIRS system. Council member Randy Esser responded by stating currently the DL# is the only method, however in the future there will be a number of different parameters to search the system.

FDLE Director Uzzell mentioned the success stories coming from counties using DLIRS to immediately identify subjects. Currently the system receives 54,000 search hits per month. Mr. Watkins added that currently 9,000 digital certificates have been issued primarily for access to DLIRS and the contractual maximum is 10,000, thus additional resources will be needed in the future in order to meet the growing demand.

Chairman McLaughlin advised the Council that due to the Gulf States Initiative, many of the member states have expressed interest in obtaining Florida's Drugnet program for use in their states and have advised that they would be willing to populate the Drugnet database if given the program. Chairman McLaughlin advised that we are exploring those options as well as additional options involving federal agencies such as the IRS and FINCIN. The general policy regarding these options is that Florida will share its data only with agencies that in turn share their data.

Chairman McLaughlin asked FDLE Chief Information Officer Brenda Owens and her staff to explore these options and report back to the Council at a later date.

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| <p style="text-align: center;"><u>ITEM 2</u> Status Report on the Integrated Criminal History System (ICHS)</p> |
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Chairman McLaughlin introduced Ms. Owens to update the Council on the status and progress of the **Integrated Criminal History System (ICHS)**. Ms. Owens advised the

Council that currently Science Applications International Corporation (SAIC), which is the vendor for Phase I of development, is reviewing previous code and the AFIS system, determining the functions and capabilities of the old system and how it operates. SAIC is also reviewing the needs of the users and the system requirements of the new ICHS system. The end product that SAIC is required to deliver is documentation of the new system requirements; what will be needed and how the system should look and feel.

Ms. Owens also advised the Council that ICHS has been placed on Special Project Monitoring status by the Legislature. Ms. Owens explained that the Legislature places certain projects, due to cost or importance, under the status of Special Project Monitoring each year.

Once SAIC has completed this work, FDLE will release a technical requirements document and seek a vendor to build the system. This phase is anticipated to be completed by the spring, have a vendor on board by the end of 2001 FY, with target implementation of 2003. Council member Randy Esser asked what the budget is for this project. Ms. Owens answered that the overall budget for the project is between \$18-20 million. This is the third year of funding for the ICHS project and \$4 million of NCHIP funds have been attained to date. The next year's project budget is \$1.4 million in spending authority only. Data mapping & profiling, systems analysis and system users analysis is all currently ongoing.

Chairman McLaughlin thanked Ms. Owens for the status report and advised the Council that cautious optimism should be used in regards to attaining general revenue funds and that hopefully the trust fund will cover a portion of the costs. Chairman McLaughlin also reminded Council members and the audience that ICHS is a CJJIS Council project and important for Council members to become familiar with and support the concept that will benefit all Florida criminal justice agencies. ICHS will render changes to AFIS and livescan applications as well and has the support of the Legislature and the Governor.

ITEM 3

Legislative Updates and Significant Ongoing Projects

FDLE - Ms. Owens described the organizational structure of FDLE's Information Resource Management, divided according to projects: databases, programmers and system administrators. Total staffing is 170; approximately 60% of projects are developed by contract employees and OPS staff.

Ms. Owens described the larger databases that are utilized; most notably the "central log" database that contains every search executed in FCIC for archive purposes. Ms. Owens highlighted the issue of data sharing, giving examples of information shared between FDLE, DC, Department of Labor-Public Assistance Fraud (PAF) and the Department of Children & Families. Ms. Owens mentioned that currently the PAF database is running off of the legislative data center. In October 2002 PAF will no longer operate from this data center but will be integrated into FDLE.

Ms. Owens reviewed the current major projects which include; **ICHS**, Statewide Property Automated Recovery System (**SPARS**) and the **Ports Project**. Chairman McLaughlin mentioned that the Ports Project is a major initiative of the Legislature, allocating funds to place Livescan at the various ports for the purpose of verifying employees' identities and reducing the shipment of narcotics. The Legislature will be monitoring the Ports Project's progress and will require a report by December 2001 regarding its status.

The **Automated Investigative Management** (AIM) system is an internal FDLE system which manages all investigative reports regarding criminal intelligence activity, interrogation reports, and ongoing investigations. This system will be combined, as previously mentioned, with the PAF database to create one system. The **Evidence Management System** (EMS) is the crime laboratory system used to track evidence. This system is supported by an old browser and will need some re-writing before upgrades begin. The **Financial Analysis Center** was mandated by the Legislature last year, allowing FDLE to conduct financial crimes investigations based on analysis of federal and state financial forms. Ms. Owens reviewed several other programs being supported such as Sexual Offender/Predator database, Curriculum Manager and Drugnet.

Network Upgrades: Ms. Owens reviewed the future encryption needs of FCIC II including changing out the routers on the CJNet. This will be a 12-18 month project. Ms. Owens also advised the Council that upon completion of the processor upgrades to FCIC II, implementation of the FCIC II backup site would commence in Central Florida.

Council member Mike Love raised the question of encryption and what impact it will have on other agencies as far as maintaining access to the CJNet. Mr. Tom Watkins answered by advising that if an agency is a subscriber to the CJNet, the new routers will provide the encryption needs as well as maintaining access to the CJNet. However, FBI policy will require encryption inside local networks. Mr. Love inquired if a software encryption solution had been explored since the last Council meeting. Ms. Owens advised that the software solutions are being explored however, hardware solutions are being prepared for in the meantime. Mr. Love advised that if a hardware solution were determined, it would be a financial obstacle for many agencies. Council member Esser questioned who would make the determination of hardware or software encryption: Ms. Owens advised that the Healthcare Information Portability and Accountability (HIPA) Act might require hardware encryption as well. Chairman McLaughlin reminded the Council that the encryption issue must be addressed in response to federal requirements. Council member Mike Love inquired on the cost of this encryption initiative. Ms. Owens advised that the encryption for state and local agencies would cost approximately \$13 million.

Ms. Owens advised that the head of the NCIC Security Committee, Charlie Pruitt, would be in attendance at the Users Conference tomorrow. Local agencies need to be aware of possible budget implications that local network hardware encryption may bring. Chairman McLaughlin indicated that the encryption question should be placed on the

Council's federal issues list. Ms. Owens indicated that there has not been a cost benefit analysis conducted on encryption implementation.

Ms. Owens also added that her unit is also responsible for technology upgrades and replacing personal computers. Ms. Owens has conferred with Mr. McPherson and members of the Public Safety Knowledge groups and been advised that the State Technology Office (STO) will handle all technology upgrade requests from all state agencies in the future. This will greatly lift the burden from individual agencies competing for legislative funds aimed at technology upgrades.

Council member McPherson indicated that the State Technology Office has decided to use the Gartner recommendation which would replace technology every 36 months. The STO will also conduct monthly auctions on computers, offering classifications of super users, standard users and notebook/portable personal computers, in order to create savings to all agencies.

Council member McPherson gave the Council a brief overview of the **Health Insurance Portability & Accountability Act of 1996 (HIPA)**. HIPA is a federal mandate dealing with the healthcare industry and will have a major impact on agencies throughout state government regarding information security and encryption. Mr. McPherson advised that the Governor's office is watching HIPA developments closely regarding encryption. The goal of the STO regarding HIPA will be to attain a unified encryption standard.

State Technology Office – Council member McPherson gave an overview of some of the initiatives the STO will be working on this year. The number one initiative, as previously mentioned, is HIPA, which will replace two systems in order to comply with HIPA standards: the Electronic Medical Records application and the inmate protection process. The Department of Corrections as well as many other state agencies will be greatly impacted by HIPA regarding medical records.

Department of Highway Safety & Motor Vehicles – Council member Randy Esser advised the Council that the two major upcoming legislative initiatives by the department are the implementation of the DHSMV backup site, which would keep services such as driver license applications if something were to happen to the main application, and the installation of computers in Florida Highway Patrol cars. This will give officers instant access to FCIC and DHSMV databases as well as contact with dispatch. This system will also create better citation and crash reporting which will be transmitted electronically. Currently these systems are setup to work independently, however there is a project called Traffic Citation Accounting and Transmission System (TCATS) that will connect these systems. This connectivity will give traffic courts and clerks knowledge of a citizen's outstanding traffic citations, at which time the fine can be paid and the monies distributed to the ticket issuing agency. This initiative will begin in approximately six months, starting in Jacksonville.

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| <p style="text-align: center;"><u>ITEM 4</u> Outstanding Warrants and Repercussions</p> |
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Chairman McLaughlin introduced FDLE Director of Criminal Justice Information Services Donna Uzzell. Director Uzzell began by reviewing some statistics regarding arrests in Florida. Currently 52% of all arrests are entered into CCH within two days from the day of arrest, 82% within 30 days. As a comparison, Director Uzzell stated that in 1997 it took an average of 126 days to enter arrests, however due to ICHN and Livescan that number has dropped in 2000 to 18 days. This is a great accomplishment and testament to the leadership and innovation of the Council and participating agencies.

Warrants: Director Uzzell advised the Council that an informal survey of local law enforcement agencies took place regarding warrants. This survey revealed that several counties were entering warrants into the system only if no local address was listed for the subject. This issue has been raised with the Sheriffs and corrected. However, the entry of warrants varies from agency to agency. Some prefer to enter only felony warrants, some enter only serious priority felonies. Extradition is a major factor influencing the entry of warrants. Many agencies seek Florida only extradition versus national. Therefore many agencies enter only into FCIC; NCIC entries will vary. NCIC has recently changed policy to allow entry of warrants regardless of extradition. Warrants not entered into NCIC pose a threat to officer and public safety.

Director Uzzell advised that the entry of violation of probation (VOP) warrants is a major issue due to the fact that the subject is aware that an arrest on a VOP will return him to custody. Currently there are 92,000 VOP entries in the system; 12,000 since January. Approximately 6,000 warrants are issued per month for VOP, however only 2,000 are being entered into FCIC and 800 entered into NCIC. These numbers illustrate that once a subject is outside of the State of Florida, the subject has a statistical advantage of eluding an outstanding warrant.

The responsibility of entering warrants affects many issues including officer safety, public safety, accurate employment and NICS gun purchase background checks. Having warrant information entered is vital in the performance and accuracy of the current systems being used.

Director Uzzell advised the Council that there are several current initiatives taking place. One initiative includes making agencies aware of the change in FBI policy regarding warrants on a national level. In light of this change, Sheriffs are asked to review their policies and ensure their entry processes are what they want as far as prioritizing warrant entry. Also the Public Access System has been made available over the Internet allowing the public to view warrants. This system has yielded an average of 90 tips per month regarding outstanding warrants. The Taking Hoodlums Using Guns Seriously (THUGS) project has been a great success, as well as adding images to the hotfiles which makes identification of wanted persons easier. A task force will be established in the fall of 2001 to look at the policy issues of warrant entry. The objectives of the task force are to study the warrants issue, identify any obstacles and produce viable solutions.

Council member Richard Roth advised that the upcoming Florida Sheriffs Association meeting would be an excellent opportunity to discuss this issue. Chairman McLaughlin advised that Commissioner Moore could discuss this issue while attending. Chairman McLaughlin asked Director Uzzell to review the agencies to be included in the warrants task force. Director Uzzell advised the sheriffs, police chiefs, state attorneys, the Department of Corrections, Public Assistance Fraud, FDLE, the courts and the Department of Juvenile Justice would be included in the review for the task force.

Chairman McLaughlin inquired of Director Uzzell who is responsible for entering the VOP warrants. Director Uzzell responded that the Sheriff is responsible for entering these warrants, as the Department of Corrections only issues the warrant.

Council member Marsha Ewing requested Director Uzzell to include the Clerks of Court in the warrant task force, advising that the clerks establish the initial warrant and could greatly contribute to the task force mission. Director Uzzell advised that the Clerks of Court would be added to the taskforce. Director Uzzell advised that funding for extradition is a major obstacle regarding warrants and groups such as sex offenders are aware of this obstacle and have a network whose purpose is to find the best state to reside where notification and extradition will not take place.

Chairman McLaughlin requested a progress report on the warrants task force at the next Council meeting. Chairman McLaughlin requested Director Uzzell briefly go over the SEARCH Group, which is currently meeting in Orlando. Director Uzzell informed the Council that SEARCH is a national organization of criminal justice agencies that share information and discuss policy issues that occur on a national level. SEARCH meets semi-annually and Council members are encouraged to attend. Director Uzzell also advised that the SEARCH National Data Integration Symposium would be held in Jacksonville in October. This meeting will be an excellent learning opportunity to anyone attending and Florida would like to have a strong showing. Chairman McLaughlin informed the Council that he would be attending and encouraged Council members to attend if possible. Council staff can provide details if members are interested.

Chairman McLaughlin notified the Council that Council member Larry Hart, Chief of Ft. Myers Police Department, would be stepping down from the Council. Chief Hart advised the Council that as of November he will be leaving the Ft. Myers Police Department for other interests after 23 years of service.

Chairman McLaughlin motioned to adjourn. The motion was seconded.

Meeting adjourned 5:14 p.m.