

# Criminal Justice Information System Governing Board

Plan for the Design and Implementation of a Criminal Justice Information System

## Legislative Executive Summary Report

March 8, 2010

The members of the Connecticut Information Sharing System Savings Validation Committee were instrumental in providing the resources and information necessary to draft this report. The committee members are as follows:

Name	Title	Agency
Ms. Patti Maroney	Director, General Government Section	Office of Policy and Management
Mr. Constantinos "Dean" Skevas	Director, Budget and Planning Unit	Judicial Branch
Major Phillip Halibozek	Commanding Officer, Bureau of Infrastructure and Communications	Department of Public Safety
Mr. John Russotto	Deputy Chief State's Attorney	Division of Criminal Justice
Chief Richard Mulhall	Chief of Police	Town of Newington Police Department

*The CJIS program was established by Section 40 of Public Act 08-01.*

*There are over 600 current and desired data exchanges between criminal justice agencies in Connecticut.*

## I. Connecticut Information Sharing System Overview

The state of Connecticut's Criminal Justice Information System (CJIS) Governing Board is undertaking the Connecticut Information Sharing System (CISS) project to improve information sharing throughout the state's criminal justice community. CISS will result in increased public and officer safety by providing additional and improved information to criminal justice staff when needed. The system will also enhance business efficiency by increasing the velocity of information being exchanged electronically between agencies in a safe and secure manner. These capabilities create significant impact and benefit to society by reducing recidivism, aiding reentry programs, reducing delays in the justice process, and improving overall public safety in Connecticut's communities.

*CISS will provide \$59 million in benefits to the criminal justice community.*

The timing for this project is critical, and several key elements for success are currently aligned:

- Section 40 of Public Act 08-01 of the January 2008 Special Session requires the establishment of a CJIS information sharing system (CISS) to expand the governance and oversight of justice information-sharing initiatives throughout the state.
- Governance for the CISS solution is strong, established through the CJIS Governing Board.
- Community collaboration and cooperation are very high among the criminal justice agencies in Connecticut.

*The CISS solution will improve the quality and quantity of information exchanged between criminal justice agencies in Connecticut, resulting in increased public and officer safety.*

The alignment of these elements has created an ideal opportunity for increasing justice information sharing through the CISS project. In August, the CJIS Governing Board approved the CISS strategic decisions and requested the investment analysis contained in this report.

## II. Current Environment

Connecticut's criminal justice community consists of 11 justice agencies with over 23,000 staff members, utilizing 52 information systems to support their business needs.

*Many justice processes are delayed while agencies wait for information from other agencies.*

*CISS will provide the ability to measure societal outcomes and reentry program performance and to conduct trend analysis.*

- Each agency has different, yet interdependent, business processes and information needs.
- Current justice information-sharing efforts are predominantly manual or, in a few cases, have resulted in arrangements that are often limited to two-agency connections, based on individual agency relationships rather than a methodical system-wide initiative.
- Several processes require duplicate data entry by multiple agencies.

One of the first solutions that attempted to address these points was the Offender Based Tracking System (OBTS). OBTS provides information to users seeking specific searches from the data stored in OBTS. A critical weakness of OBTS is that it was designed and implemented as a data collection and warehouse solution, not an information exchange solution.

In summary, the criminal justice community currently lacks the ability to easily access and use information across the justice system. The CISS solution addresses these problems by facilitating the exchange of data electronically between agencies and providing information to criminal justice partners when needed.

***OBTS will not scale to meet these information-sharing needs. It will become a critical component of CISS, as it is absorbed and expanded upon by CISS.***

### **III. Consequences of Inaction**

The CISS project is essential to enhancing public safety and justice operations throughout the state. If Connecticut delays or takes no action on the CISS project, the current situation will persist and several negative impacts will be realized, including:

- Decreased ability to meet the Public Act 08-01 mandate in a timely and effective manner.
- Increased costs as additional agency-to-agency connections and limited-scope data exchanges are developed in a vacuum to provide information sharing.



- Continued suboptimal use of resources throughout the justice system as processes are delayed and data is reentered into multiple information systems.
- Increased potential for making public safety mistakes that expose the agencies to lawsuits and erode public trust.
- Continued justice process inefficiencies due to inaccurate, unavailable, incomplete, or untimely information. Specific issues include the following:
  - » Entry of the same data into multiple systems will continue to be necessary.
  - » Significant amounts of time will continue to be spent researching, compiling, and distributing information.
  - » Agencies will not receive notification of important criminal justice events that affect their processes, work, and staff.

*Delay of the CISS project will cost Connecticut a significant amount of money.*

It will cost Connecticut a significant amount of money to delay action on the CISS project, and inaction may further erode public confidence in the justice system. These consequences emphasize the need for the state to acquire and implement the CISS solution. The sooner the state acts, the sooner the problems with the current environment can be eliminated and the benefits of CISS can be realized.

## IV. Benefits of CISS

The benefits of increasing criminal justice information-sharing capabilities are tremendous for both the state's criminal justice community and its residents. The benefits are largely derived from the ability of CISS to facilitate information movement, making it available throughout the system and greatly reducing the time spent trying to find it. The benefits of CISS can be separated into two categories: tangible and intangible benefits. The estimated CISS benefits are based on a high-level analysis of planned solution capabilities. Each type of benefit is discussed below.

***Tangible Benefits – Benefits that can be quantified.***

***Intangible Benefits – Benefits to which it is difficult to attribute a specific value.***

### **Tangible Benefits**

The tangible benefits of CISS can be estimated by the value derived from the automated exchange of data between systems and increased access to justice information by those who need it. The following tangible benefits would directly result from the implementation of CISS:

*CISS will have a beneficial economic and societal impact.*

- Reduced data entry.
- Reduced data entry errors.
- Reduced processing time.
- Reduced material costs for manually exchanging documents.
- Reduced transportation costs for manually exchanging documents.
- Reduced time spent manually seeking information.



*Twenty-five exchanges represent eighty-six percent of the total estimated annual tangible benefits for all CJIS information exchanges.*

An analysis of agency benefits was conducted, and the savings benefit was calculated based on:

- *Personnel Savings* – Time required to process a document for sending or receiving.
- *Material Savings* – Materials required to process a document (e.g., paper, postage).
- *Transportation Savings* – Time or cost required to physically transport the document.
- *Exchange Volume* – Number of documents sent/received statewide per year.

These categories represent major work efforts involved in processing documents. The total estimated annual savings for all of the information exchanges identified is \$18.1 million. Implementation of CISS will generate significant savings for the criminal justice community.

The 25 highest-benefit exchanges total approximately \$15.5 million annually. The table below shows the 25 information exchanges with the highest estimated value of tangible benefits. The benefits listed were verified by the Savings Validation Committee.

Exchanging Agencies	Document	Estimated Annual Value	Exchange Number
Law – Prosecution	Incident Report	\$ 4,212,000	1.01.03
Law – Judge	Case Report	1,645,313	1.01.29

Exchanging Agencies	Document	Estimated Annual Value	Exchange Number
Court Operations – Law	Disposition Abstract	1,620,000	4.48.52
Judge – Law	Arrest Warrant	1,023,047	2.21.01
Law – Prosecution	Affidavit for Arrest Warrant	796,912	1.01.15
Law – Law	Incident Report	631,800	11.01.25
Law – State Repository	Family Violence Report	628,560	16.03.07
Prosecution – Law	Request for Supplemental Information	499,350	1.14.53
Court Operations – Law	Seized Property Form	411,328	9.97.01
Law – Pretrial Services	Conditions of Release	393,864	1.01.25
Court Operations – Probation	Sentencing Order	392,137	6.76.17
Law – Law	Location Incident History	308,813	13.01.25
Prosecution – DPD	Information	308,361	1.14.05
Law – BOPP	Arrest Reports	303,104	7.54.19
Law – Probation	Incident Report	298,373	1.01.11
Court Operations – DOC	Continuance Mittimus	280,969	4.45.09
Law – DPD	Arrest Reports	265,024	11.03.03
Court Operations – DPD	Docket	242,308	4.46.05
Prosecution – DOC	Arrest Reports	224,544	6.76.31
BOPP – Prosecution	Notice of Parole Hearing	214,885	8.37.05
Law – Court Operations	Arrest Reports	200,117	1.03.09
DMV – Prosecution	Driver and Vehicle Status	166,695	1.02.06
Court Operations – DOC	Continuance Mittimus	163,898	4.48.71
Law – BOPP	Incident Report	140,400	1.01.13
Prosecution – Court Operations	Uniform Arrest Report/ Citation Packet	<u>128,485</u>	1.14.02
		<b>\$15,500,287</b>	

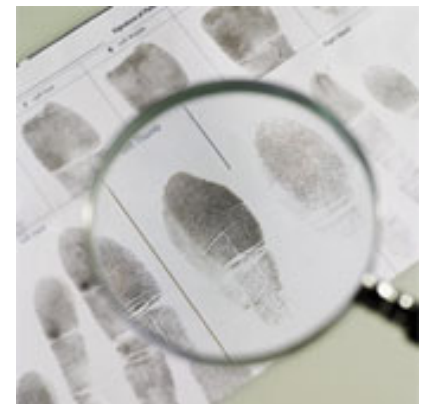
*CISS will allow agencies to optimize the use of resources throughout the criminal justice system.*

It is important to note that these benefits are provided to depict the value of CISS; they do not point to areas of budget and staff reductions. The benefits often represent small amounts of time, typically 5 to 10 minutes per transaction. The benefits are time savings created by CISS and will allow current staff to work more efficiently with better information, complete more sophisticated tasks, and resolve cases more quickly.

### **Intangible Benefits**

In addition, there are significant intangible benefits of an information-sharing environment that will accrue to CISS users and the broader criminal justice community. Intangible benefits of CISS include:

- Improved public and officer safety based on more accurate and complete information.



*The CJIS program should track these intangible benefits as societal performance measures.*



- Ability to measure societal outcomes, assess reentry program performance, analyze trends, etc.
- Better management and policy decisions based on improved information.
- More informed justice decisions based on accurate, complete, and timely information.
- Improved notification services for key events.
- Improved collaboration and cooperation between agencies.
- Reduction in process delays.
- Increased capacity of the justice and public safety system to handle incidents and cases.
- Enhanced ability to solve crimes.
- Improved public confidence.

***Process improvements within the CISS effort will have impacts to society that can be associated with societal indicators and monitored.***

Although not part of the benefit or cost analysis, the intangible benefits listed above represent significant societal impacts, improved government, and *cost avoidance* for the public in general. One potential CISS initiative should entail measuring the impact to society by tracking changes in key societal indicators during and after the implementation of CISS. The societal performance measurement initiative may be used to more clearly demonstrate intangible CISS benefits.

## **V. Estimated Budget**

The CISS program requires investment. The detailed budget estimate presented below evaluates project expenditures, broken into two categories:

- *Capital (Onetime) Costs* – These expenditures are for goods or services that can be directly associated with a project.
- *Ongoing Costs* – These include costs that are recurring in nature.

The budget provides an overview of expenditure categories, implementation phases, and each major task in the project plan. *It must be recognized that these are planning estimates only.* The budget estimates show the overall CISS implementation and support costs for 5 years after the CISS procurement that occurs in FY 2010.

### Capital Costs

Capital costs represent onetime costs for the project and do not extend beyond project implementation. Total capital costs for 5 years, plus the CISS procurement in FY 2010, are presented in the table below.

	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	Total
<b>CISS Consulting Costs (Dollars in Millions)</b>							
CISS Procurement	\$0.7	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$ 0.7
Implementation Support	0.0	0.6	0.6	0.5	0.1	0.0	1.8
<b>Subtotal</b>	<b>\$0.7</b>	<b>\$0.6</b>	<b>\$0.6</b>	<b>\$0.5</b>	<b>\$0.1</b>	<b>\$0.0</b>	<b>\$ 2.5</b>
<b>Hardware Costs (Dollars in Millions)</b>							
Hardware	\$0.0	\$1.4	\$0.9	\$0.0	\$0.0	\$0.0	\$ 2.3
<b>Subtotal</b>	<b>\$0.0</b>	<b>\$1.4</b>	<b>\$0.9</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$ 2.3</b>
<b>Software Costs (Dollars in Millions)</b>							
Portal With Search	\$0.0	\$2.2	\$0.0	\$0.0	\$0.0	\$0.0	\$ 2.2
Electronic Content Management System	0.0	0.0	1.1	3.0	0.7	0.0	4.8
Middleware	0.0	2.9	0.0	0.0	0.0	0.0	2.9
Security	0.0	0.0	2.4	0.0	0.0	0.0	2.4
<b>Subtotal</b>	<b>\$0.0</b>	<b>\$5.1</b>	<b>\$3.5</b>	<b>\$3.0</b>	<b>\$0.7</b>	<b>\$0.0</b>	<b>\$12.3</b>
<b>CISS Development and Agency Effort Costs (Dollars in Millions)</b>							
Enterprise Framework	\$0.0	\$0.9	\$0.5	\$0.0	\$0.0	\$0.0	\$ 1.4
Agency Connections	0.0	0.0	0.2	0.2	0.2	0.2	0.8
Exchange Groups	0.0	0.0	0.3	0.3	0.5	0.3	1.4
<b>Subtotal</b>	<b>\$0.0</b>	<b>\$0.9</b>	<b>\$1.0</b>	<b>\$0.5</b>	<b>\$0.7</b>	<b>\$0.5</b>	<b>\$ 3.6</b>
<b>Total Expected Costs</b>	<b>\$0.7</b>	<b>\$8.0</b>	<b>\$6.0</b>	<b>\$4.0</b>	<b>\$1.5</b>	<b>\$0.5</b>	<b>\$20.7</b>

Capital costs are highest during the first year of the project and decrease through the remaining years. The higher costs in the initial years of the project are due primarily to the cost of acquisition and implementation of the software systems.

### Ongoing Costs

Ongoing costs represent those costs that are recurring in nature, such as support staff or hardware maintenance agreements.

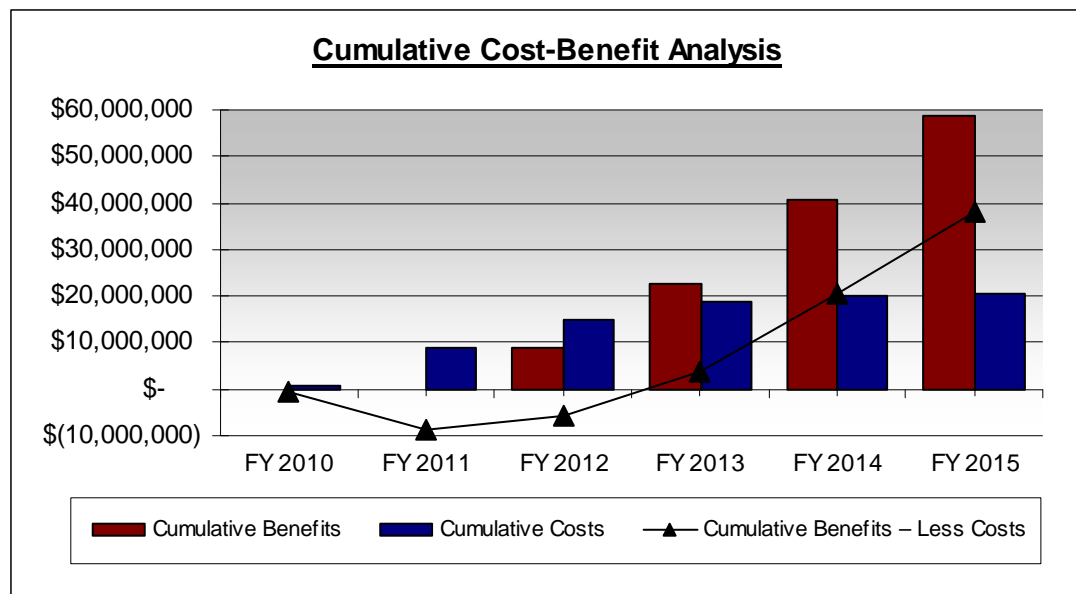


	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	Total
<b>Ongoing Operational Costs (Dollars in Millions)</b>							
Internal CISS Support Staff	\$0.0	\$0.7	\$0.7	\$0.8	\$0.8	\$0.8	\$ 3.8
Maintenance and Support	0.0	0.0	1.3	2.2	2.8	2.9	9.2
<b>Total Expected Costs</b>	<b>\$0.0</b>	<b>\$0.7</b>	<b>\$2.0</b>	<b>\$3.0</b>	<b>\$3.6</b>	<b>\$3.7</b>	<b>\$13.0</b>

Ongoing operational costs tend to rise throughout the years of the project, as more of CISS is implemented. After CISS is fully implemented, maintenance and support costs will remain stable.

### Cost-Benefit Comparison

Comparing the projected costs to the estimated value of tangible benefits presented in subsection IV.A allows for a simple cost-benefit analysis for CISS to be conducted. The following chart shows the cumulative capital costs and benefits:



*CISS has a break-even period of less than 3 years and a return on investment of 185 percent.*

The estimation assumes that benefits begin to accrue in FY 2012 at 50 percent of their full value,<sup>1</sup> with no benefits in FY 2010 or FY 2011 (while the system is being implemented and before the exchanges have been built). The benefits increase to 75 percent in FY 2013 and reach their full value in FY 2014 and thereafter. The cost-benefit comparison shows that, cumulatively, estimated CISS capital costs

<sup>1</sup> Specific details are available in the Detailed Legislative Report.

exceed benefits until FY 2013; therefore, the project has a break-even period of less than 3 years. Over the 5-year horizon, the project has a return on investment of **185 percent** [(cumulative benefits – cumulative costs) ÷ cumulative costs].

## VI. Project Schedule

The CISS project schedule is a complex series of tasks that contribute to the overall CISS implementation project. This schedule is founded on basic planning assumptions and constraints, dependencies between tasks, and priorities assigned to the tasks. The figure below shows CISS procurement and implementation efforts beginning in FY 2010 and continuing through FY 2015.

ID	Task Name	9	2010		2011		2012		2013		2014		2015		2016	
		H2	H1	H2	H1	H2	H1	H2	H1	H2	H1	H2	H1	H2	H1	H2
1	CISS Procurement		11/2		7/2											
6	Hardware Acquisition															
9	Portal Implementation			7/12		10/29										
13	Development of CISS Framework			10/4				12/23								
14	Middleware Implementation			10/4			3/18									
17	Security					7/1		12/28								
20	ECMS Implementation					10/3				8/30						
24	Agency Connections				2/11											6/18
37	Exchange Groups				2/11											6/30
46	Internal Support			9/16												6/30
52	Maintenance and Support			11/1												6/30

## VII. Summary

Criminal justice processes in Connecticut are hindered by the current lack of automated information sharing between justice agencies within the state.

- The cost of \$20.7 million versus the cumulative benefit of \$58.9 million demonstrates the clear value of CISS over the 5-year period.
- The net benefit of \$38.2 million must also be considered in relation to the significant cost of inaction.
- The mandate of Public Act 08-01 will be fulfilled by implementing CISS.



*CISS makes sense financially, it satisfies Public Act 08-01, and it provides significant benefit to the state.*

Resolving the current situation will require significant commitment by Connecticut. However, by implementing the CISS project, the state will gain valuable tangible and intangible benefits. This will provide the state with the ability to share information with other states as well as federal agencies. In the future, it will also allow the state to optimize its investment in this system by allowing other agencies (Department of Social Services [DSS], Department of Children and Families [DCF], Judicial Branch, Attorney General's Office, and Department of Mental Health and Addiction Services [DMHAS]) to exchange information.

*The information-sharing capabilities of CISS will improve public safety, justice effectiveness, and process efficiency throughout the state of Connecticut.*