**Report to the Legislature
Status of the Criminal Justice Information Sharing
System**

Criminal Justice Information System
Governing Board
January 1, 2010

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Criminal Justice Information System (CJIS) Governing Board

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Executive Director

Sean Thakkar

Business Goals and Objectives

1. Optimize our current investments in technology and leverage existing infrastructure and resources.
2. Create a simple way to implement new technologies, so that agencies can implement them smoothly.
3. Develop a secure environment, which meets state and federal standards for security.
4. Provide services that are boringly predictable and reliable.
5. Provide independent and objective opinions and recommendations to the CJIS Governing Board.

Committee Chairs

Sean Thakkar the Executive Director has developed a new framework to restructure the committees into three new committees (Administrative, Technology and Implementation). The framework's objectives are to create committees' mission statements with the annual goals that align with the CJIS Governing Board's objectives. The mission statement and the annual goals will be reviewed, revised and approved each year at the first committee meeting.

The newly formed committees and their Chairpersons are as follows:

Administrative Committee
Larry D'Orsi
Judicial Branch, Court Operations Division
Technology Committee
Evelyn Godbout
Department of Criminal Justice
Implementation Committee
Chief Richard Mulhall,
Connecticut Police Chiefs Association (CPCA)

Report to the Legislature

Criminal Justice Information Sharing System

This report is pursuant to Section 40 (h) Public Act 08-01 of the January 2008 Special Session and explains the status of the information sharing system, specified under this legislation. The report is provided by the Criminal Justice Information System (CJIS) Governing Board.

Organization of the CJIS Governing Board

Public Act 08-01, Section 39, expanded the membership of the Criminal Justice Information System (CJIS) Governing Board. In summary, co-chairs were established and the membership was expanded to include representation from the Legislative Branch through the chairpersons and ranking members of the joint standing committee of the General Assembly on judiciary. Each member of the CJIS Governing board may appoint a designee.

The legislation specifies the Chief Court Administrator and a person appointed by the Governor from the CJIS Governing Board membership to be co-chairs. The co-chair appointments were immediately made to facilitate the further organization of the CJIS Governing Board. The Chief Court Administrator designated Judge Patrick L. Carroll, III, Deputy Chief Court Administrator, who is one of the co-chairs. The Secretary of the Office of Policy and Management named Lt. Governor Michael Fedele as a designee, who is appointed by the Governor to be the other co-chair.

Accomplishments

Following is the synopsis of the accomplishments since the report of July 2009. More details are provided in a later part of this report.

1. Track progress of OBTS and CIDRIS application as Executive Sponsor.
2. Oversee the Blueprint project as an Executive Sponsor.
3. Evaluate technologies that will help us implement Information Sharing project.
4. Implement CJIS Boards recommendations for Governance, reconstitute and update committee charters.
5. Provide report to the legislature in July as required by statue.
6. Provide OBTS Transition assistance to DOIT.

7. Restructure the CJIS Committees and develop mission, vision, values, goals and success metrics for each committee.
8. CJIS' Administrative, Technology and Implementation committees started meeting on a regular basis.
9. Successfully implemented CIDRIS demo for NHTSA.
10. Completed CISS – Savings Validation – ROI Analysis.
11. Developed a CISS Legislative Business Case.
12. Complete CISS RFP requirements validation with the CJIS community.

CJIS Governing Board Meetings

There were three Governing Board meetings conducted since the last report. Following are the details of the meetings:

The CJIS Information Sharing System (CISS) Status Report

Mr. Robert Kaelin of MTG Management Consultants (MTG) discussed the Gap Analysis completed by MTG for the CJIS Executive Director. Mr. Kaelin asked the CJIS Governing Board members to approved the recommendations and strategy presented in the Gap Analysis. Please see Attachment A for the Executive Summary. Mr. Kaelin presented the slides on the Gap Analysis, outlining the key areas of the document.

Mr. Kaelin gave the following reasons why we need to invest in CISS:

1. Clear governance is established.
2. Agencies are supportive and engaged.
3. This is a clear mandate for CISS (Public Act 08-01).
4. The justice communities are learning to act like a community.
5. The OBTS transition provides a good point for change.
6. CJIS can be done at a measured pace to reduce impact on capital funds.

Despite the budget problems in Connecticut, there are right things in place to obtain and move forward with the criminal justice information system. The key mechanism is to merge OBTS System into the Criminal Information Sharing System (CISS) to recapitalize and use the funding.

Mr. Kaelin made the following recommendations to the members present:

1. Have a focused Core CISS Team
2. Pay for work through the agency interface
3. Be the CJIS Community priority
4. Have six months milestones
5. Be a budget priority
6. The CISS project needs to be constrained by economical limits based on Total Cost of Ownership and Return of Investment

Mr. Kaelin requested that the CJIS Governing Board approve the above Gap Analysis recommendations. The recommendations were approved unanimously by the voting members present.

Approval of CISS Request for Proposal (RFP) Strategy

Mr. Robert Kaelin provided the strategy for the CISS RFP. Mr. Kaelin gave an overview of the strategy for moving forward with the CISS RFP. Suggestions were given to take the implementation chart and do a monetary overlay of the CJIS Projects and give examples of what benefits could be derived. Mr. Kaelin asked the CJIS Governing Board members to adopt and approve the recommended RFP strategies.

The recommendations were approved unanimously by the voting members present.
A suggestion was made to establish a Savings Validation Committee to gather and review information on cost savings for CJIS community. The Savings Validation Committee was formed and was instrumental in providing feedback to the report that was created. Please see Attachment B.

CJIS Support Group (CSG) Moving Forward Strategy

Mr. Sean Thakkar spoke about the CJIS business objectives and goals, which are:

- Provide each agency the IT autonomy to achieve their business goals
- Provide services that are boringly predictable
- Optimize the existing IT investments and infrastructure within the CJIS agencies
- Create a security model that meets State and Federal standards
- Develop a universal adaptor (dial tone) type service for CJIS agencies to connect to the Information Sharing (IS) System

Mr. Len Smith gave an update on the current initiatives with the CJIS Support Group (CSG). CSG is responsible for providing technology services to the CJIS community. The staff within CSG consist of highly motivated individuals, who are well qualified. The CSG group is made up of DoIT employees. CSG consist of three management people, Mr. Len Smith, Ms. Tina Good, and Mr. Jerry Johnson and five support staff Ms. Paulette Whipple, Mr. Steve Wallick, Ms. Nancy Grzesiuk, Ms. Marcia Rogers and Ms. Tracy Brown. CSG is able

to evaluate the needs of outside agencies to get projects completed through the work intake process. CSG is trying to develop a governance process, which will include the DoIT priorities to manage and plan by bridging the gaps through the SDM.

A few accomplishments:

- September 11, 2009, the OBTS Application Steering Committee approved the finalized OBTS Transition Plan Narrative.
- September 17, 2009, CSG provided technical support to properly position the State for a successful demonstration and assisted with the CIDRIS/ NHTSA demonstration.
- October 2, 2009, a detailed Project Plan for the OBTS Transition was completed.

The plan for the next six to twelve months is to successfully transition OBTS from the vendor to the State. Ms. Whipple is diligently working on the Data Purity analysis. CSG will be supporting the testing efforts for the OBTS changes for Performance and Offender Status. They will be providing technical support for the CIDRIS Project. CSG will be working to implement SharePoint to use as a tool for knowledge transfer and access to critical information. CSG is looking into a cost saving tool, which will save on travel to attend meetings. Funding for software licenses and essential training is critical for CSG to properly support the OBTS and CIDRIS Projects, which rely on the same resources.

Offender Based Tracking System (OBTS) Project Status Report

Mr. Len Smith gave an update on the OBTS Project. The application code from Sierra System has been migrated to the DoIT. The benefit to the OBTS System is that it has provided the stage for CISS. Mr. Smith has identified data purity issues with OBTS. The risk to OBTS is the lack of adequate staffing and funding. There is one System Administrator, who is a single point of failure for OBTS. CSG is in the process of working with DoIT to identify someone who can be the a backup to the System Administrator. The lack of confidence in the data purity impacts the overall use of the OBTS System.

- Chief Mulhall brought up the sharing of Department of Motor Vehicle's (DMV) photos. He is looking for this component to be implemented in the OBTS System.
- Commissioner Robert Ward of DMV stated that the Federal State Driver's Act addresses that photos can be shared with other agencies and more than one or two people can access the file.
- CIO Diane Wallace clarified, that DoIT is going to provide OBTS application maintenance support.

Connecticut Impaired Driving Record Information System (CIDRIS) Project Status Report

Ms. Linda DeConti gave an update on the CIDRIS Project. There was a change in Project Management leadership for CIDRIS. Ms. DeConti introduced the new CIDRIS Project Manager Mr. Steve Looney. Mr. Looney is working to rebase-line the CIDRIS Project.

On September 17, 2009, the NHTSA Pilot demonstration was successfully completed. The Department of Public Safety, Connecticut Police Chiefs Association, Department of Motor Vehicles, Judicial Branch Information Technology, and the Division of Criminal Justice all came together to participate in the NHTSA Pilot demonstration to show CIDRIS capabilities.

CIDRIS needs to be aligned with the NHTSA Information Quality Metrics. CIDRIS will be integrated into CISS initiative and should be able to support all arrests statewide. Presently, Ms. DeConti is working to obtain more Federal grants to fund the project. On November 6, 2009, there will be a CIDRIS Information Sharing Workshop at the DCJ, 300 Corporate Place, Rocky Hill, Connecticut.

CJIS Governing Board Committees' Updates

Mr. Thakkar discussed the activities of the Administrative Committee in the absent of Committee Chair Larry D'Orsi. The first Administrative Committee meeting was held on October 8, 2009 at the Judicial Branch Superior Court Operations. There was an open discussion on how to put together a Business Case Template for the CJIS community. Chairman D'Orsi discussed the committee's roles; he did an overview of the mission and charter for the Administrative Committee.

The targets for the Administrative Committee are to develop Performance Metrics, complete the Business Template, and obtain a list of the current CJIS Projects to be used to identify the primary agency contacts for each project.

Ms. Evelyn Godbout gave an update on the recent activities of the Technology Committee. The Technology Committee held its first meeting on September 24, 2009 at the DCJ. Subcommittees need to be established to allow the Technology Committee to focus on specific areas of interest in the CJIS community. The Technology Committee will develop a documented process for evaluating and adopting technology standards.

The committee plans to form the Enterprise Content Management (ECM) subcommittee to identify the content management requirements within the CJIS community. Also, an eSignature subcommittee will be formed to identify the processes and standards required to implement eSignature. The Technology Committee will work with DoIT to adopt the JIEM, Global JRA, and GFIPM standards. The Technology Committee recommended that the CJIS Governing Board adopt the federal, National Information Exchange Model (NIEM) data standard across the CJIS community.

- The CJIS Governing Board suggested continuing the discussion on NIEM, to give the members some time to research and review the NIEM Standard. The members

recommended taking the vote on adopting the NIEM Standard at the next CJIS Governing Board meeting January 21, 2010.

Ms. Godbout requested CJIS community representation on the DoIT Architecture Domain Teams. Ms. Godbout asked that a representative from each CJIS agency be on at least one of the teams. Ms. Godbout has put together a document outlining the teams and what they will be covering. Individuals can contact Ms. Godbout to obtain a copy of the document.

Chief Mulhall discussed the Implementation Committee's activities. The Implementation Committee held its first meeting on September 26, 2009 at DoIT. The vision and mission statements were distributed at the meeting. OBTS and CIDRIS are the first two priority projects. The Implementation Committee discussed establishing User Groups for each of the CJIS and CISS Projects. The OBTS User Group will be the first group to be established. The Implementation Committee plans to organize and set six months goals and objectives to focus on the priorities.

List of Attachments

Attachment A:
Gap Analysis – Executive Summary

Attachment B:
CISS Project Saving's Validation Executive Summary Report

Attachment A

1. Executive Summary

The Criminal Justice Information System (CJIS) Blueprint Project seeks to identify, define, and acquire an integrated justice capability for the state of Connecticut. The following two major reports have been delivered:

- *As-Is Business/Logical Model* – An assessment of the current data-sharing and integration capabilities of the Connecticut justice partners.

- *To-Be Business/Logical Model* – A description of a concept of operation for the future Connecticut Information Sharing System (CISS)[1] environment.

The comparison of the As-Is Business/Logical Model and the To-Be Business/Logical Model revealed moderate to significant gaps in several areas. In addition, MTG Management Consultants, LLC, identified several strategic issues that require decisions from the CJIS Governing Board. The gaps and the issues are highlighted below and discussed in detail in the remainder of this report. While the challenges may constrain some aspects of the program, all are manageable.

Gaps

The gap analysis considers five distinct factors that are critical to the success of the CISS program. The overall gaps examined were classified as minor (green), moderate (yellow), and significant (red). Specific details are found in the Sections III, IV, and V of this report. The gaps factors and the significant elements in each area are:

- *Agency Business Gaps* – These describe the variance between current agency business processes and those required in the CISS environment. The agency business gap factor was rated red. The significant gaps were:
    - » Staffing.
    - » Complete agency solutions.
    - » Data-sharing policies.
- *CISS Business Gaps* – These include the variance between the business practices in the current CJIS environment and those required to support the CISS environment. The CISS business gap factor was rated yellow. The significant gaps were:

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[1]   Throughout the report, CISS is used to refer to the future information-sharing environment.

- » Enterprise processes.
- » CISS staffing.
- » Enterprise data-sharing policies.
- » System standards.

- *Functional Gaps* – These encompass the variance between current CJIS functionality and the functionality required in the CISS environment. The functional gap factor was rated red. The significant gaps were:
  - » Integration.
  - » Local law enforcement (LAW) involvement.
  - » Timeliness.
  - » Electronic exchanges.
  - » Complexity level.
  - » Real-time data capture.
  - » Data-mining capability.
  - » Global searches.
  - » Subscription/notification.
  - » Dynamic configuration of data exchanges.

- *Application Gaps* – These describe the variance between the capabilities of current applications and the application requirements of the CISS environment. The CISS business gap factor was rated yellow. There were no significant gaps, although there were moderate gaps in:
  - » Application standards.
  - » Data quality and currency.
  - » End-user interface and presentation.

- *Technology Gaps* – These include the variance between the capabilities of current CJIS technology and the technology required to support the CISS environment. The CISS business gap factor was rated yellow. The significant gaps were:
  - » Platforms and hosting.
  - » Support.

Together, a high-level view of the variance between the current CJIS environment and the future CISS environment emerges.

Strategic Issues and Recommendations

The goal of the CISS program is to deliver the optimal solution for the state. This is a complex mix of building and enhancing CJIS community services, such as CISS, as well as ensuring agency applications are improved and modernized. It is important to remember this mixture of improvements, as CISS must be prioritized so it is started and solidly under way before agency applications are replaced. This is essential to prevent revisions and increased costs throughout the life of the CISS program and for agency application replacement efforts.

The CISS program should:

- Have a focused core CISS team.
- Budget for work efforts to complete tasks for the agency interface.
- Be the priority for agencies and coordinated with CISS.
- Have 6-month milestones.
- Be a budget priority.
- Be constrained by economical limits based on total cost of ownership (TCO) and return on investment (ROI).

The strategic issues outlined later in this document expand on the key choices above and represent the central challenges to the CISS program. The resolution of strategic issues will be necessary if the CISS program is to be successful.

Conclusion

The CISS program budgeting, prioritization, and implementation will be a complicated endeavor. The gap analysis demonstrates that there is a wide variance between the CJIS environment and the anticipated CISS environment. The following key activities must be completed by the CJIS Governing Board:

- Review and accept the Gap Analysis report.
- Accept recommendations from the Gap Analysis report.
- Review MTG's recommendations for the scope of the CISS project.[2]
- Confirm commitment to CISS as the community's priority project.
- Begin implementing the CISS program.

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[2]   Scope recommendations have been reviewed by the co chairs and will be presented at the July 23, 2009, CJIS Governing Board meeting.

Coupled with the strategic issues that create funding and political challenges for the state, the issues and decisions that the justice partners face are significant. Several keys to success frame the decisions, the most critical of which is adequate funding with focused program and project management.

CISS is an investment that is essential to prevent tragic events and the atrophy of capabilities that continues to occur as is apparent by the gaps detailed through this report. The gap analysis can serve as a road map as the next stage of the project is initiated. Requirements will be developed that will allow the state to close the gaps and move toward the CISS and realize the effort and monetary investments made through the state's criminal justice system. The remainder of this report discusses the gaps and issues in detail.

Attachment B

Connecticut Information Sharing System Overview

The state of Connecticut's Criminal Justice Information System (CJIS) Governing Board

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

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

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

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.

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

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

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.

- Each agency has different, yet interdependent, business processes and information needs.

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

  - 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.

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.

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

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.

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

CISS will have a beneficial economic and societal impact.

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:

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

- 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.

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.

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

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
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	128,485	1.14.02
		$15,500,287	

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.

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

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.
- 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:

> **The CISS budget estimates capital and ongoing costs for 5 years.**

- *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
CISS Consulting Costs (Dollars in Millions)							
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
Subtotal	***$0.7***	**$0.6**	**$0.6**	**$0.5**	**$0.1**	**$0.0**	**$ 2.5**
Hardware Costs (Dollars in Millions)							
Hardware	*$0.0*	$1.4	$0.9	$0.0	$0.0	$0.0	$ 2.3
Subtotal	***$0.0***	**$1.4**	**$0.9**	**$0.0**	**$0.0**	**$0.0**	**$ 2.3**
Software Costs (Dollars in Millions)							
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
Subtotal	***$0.0***	**$5.1**	**$3.5**	**$3.0**	**$0.7**	**$0.0**	**$12.3**
CISS Development and Agency Effort Costs (Dollars in Millions)							
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
Subtotal	***$0.0***	**$0.9**	**$1.0**	**$0.5**	**$0.7**	**$0.5**	**$ 3.6**
Total Expected Costs	***$0.7***	**$8.0**	**$6.0**	**$4.0**	**$1.5**	**$0.5**	**$20.7**

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
Ongoing Operational Costs (Dollars in Millions)							
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
Total Expected Costs	**$0.0**	**$0.7**	**$2.0**	**$3.0**	**$3.6**	**$3.7**	**$13.0**

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.

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

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:
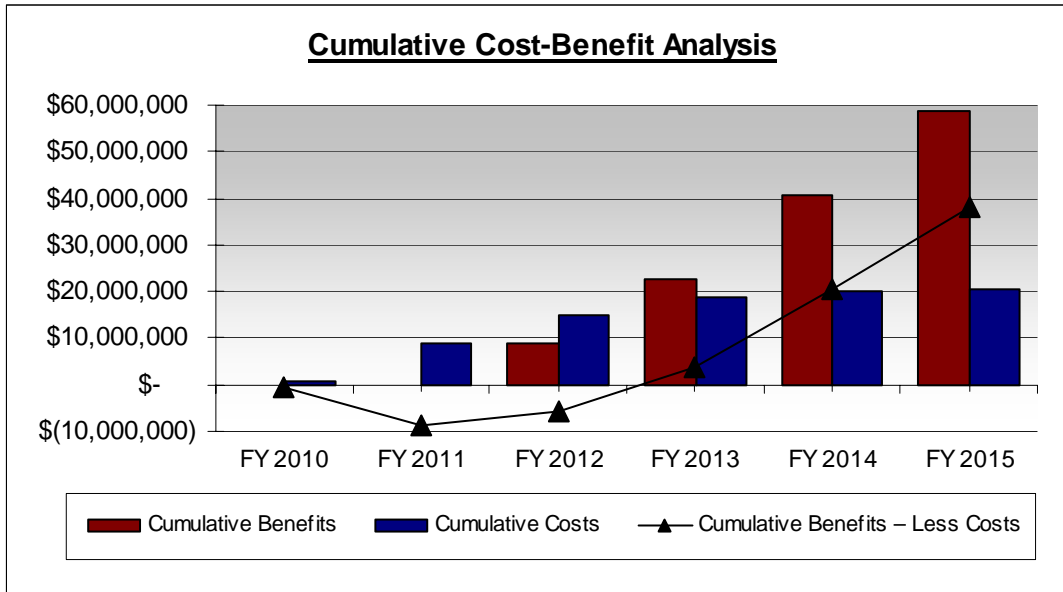
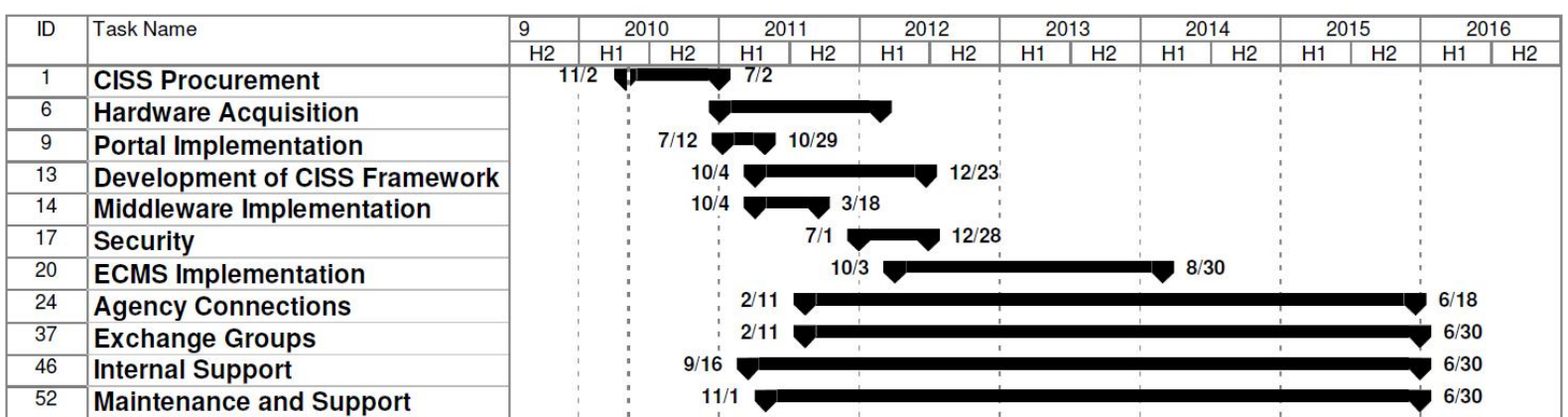The estimation assumes that benefits begin to accrue in FY 2012 at 50 percent of their full value,[3] with no benefits in FY 2010 or FY 2011 (while the system is being implemented and before the exchanges have been built). The benefits increase to 75 percent in FY 2013 and reach their full value in FY 2014 and thereafter. The cost-benefit

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3   Specific details are available in the Detailed Legislative Report.

comparison shows that, cumulatively, estimated CISS capital costs 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.

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

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.