



Criminal Justice Information System  
Governing Board  
State of Connecticut  
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### **CJIS Governing Board Meeting**

**July 16, 2015, 1:30 pm**

**Division of Criminal Justice, 300 Corporate Place, Rocky Hill, CT 06067**

#### **CJIS Governing Board Members and Designees in attendance**

Michael P. Lawlor, *Co-Chair, Under Secretary, Office of Policy and Management*; Judge Patrick L. Carroll, III, *Co-Chair, Chief Court Administrator, Judicial*; Susan Brown, *Designee, Division of Public Defender Services*; James Cetran, *Chief, Connecticut Police Chiefs Association*; Kevin Kane, *Chief State's Attorney, Division of Criminal Justice*; Karl Lewis, *Designee, Department of Correction*; Mark Raymond, *Designee, CIO, Department of Administrative Services, Bureau of Enterprise Systems and Technology*; Dr. Dora Schriro, *Commissioner, Department of Emergency Services & Public Protection*; and George White, *Designee, Department of Motor Vehicles*.

#### **Other attendees**

Kate Casaubon (JUD), Brian Clonan (DESPP), Bob Cosgrove (DOC), Chris Duryea (JUD), Evelyn Godbout (DCJ), Darryl Hayes (DESPP), Maureen Klinkert (JUD-CSSD), Martin Libbin (JUD), Chief Richard Mulhall (CRCOG), MaryAnn Palmarozza (OPM), Jason Rosa (DESPP), John Russotto (DCJ), Terry Schnure, Terry Walker (JUD) and Antoinette Webster (DESPP).

#### **CJIS staff and contractors**

Phil Conen (Xerox), Craig Holt (Qualis), Christopher Lovell, Patty Meglio, Mark Morin, John Stefora (Xerox), Mark Sperl, Mark Tezaris, Elizabeth Ugolik and David Wright (Xerox).

### **I. Welcome**

- Mr. Mike Lawlor, Governing Board Co-Chair, brought the meeting to order at 1:44 pm and welcomed everyone. Everyone at the board table introduced themselves.

### **II. Introduction**

- Mr. Lawlor mentioned that Mr. Mark Raymond agreed to oversee CJIS on a limited basis. Mr. Mark Tezaris and Mr. Mark Morin have been managing their areas on a daily basis and things have been running smoothly.
- Mr. Lawlor said that Mr. Raymond mentioned that he had been speaking with Ms. Schriro about the creation of a Center of Excellence at DESPP. He thought that they might consider bolstering that objective by thinking in terms of how CJIS is affiliated with DESPP.
- Mr. Raymond said that they were thinking about this concept with other areas besides criminal justice. He said that the first area was with Health and Human Services and had thought about the broad needs across the state within related areas. Since there is a need for IT support for those related areas, they felt that might make some sense to bring those areas together. It's not a full blown consolidation, but a sharing of knowledge and expertise around a subject matter area. When Commissioner Schriro came on board and brought forth ideas to make changes in her

organization, the IT capability of CJIS came to mind to combine together to create a stronger organization focused around the IT needs. There's overlap on standards, technology, information, understanding the market and securing it that it makes sense to think about some of these concepts together. Mr. Raymond proposed to some of the leadership that it might be something to think about pursuing in context of some of the organization changes that Commissioner Schriro is working on. Later in the meeting, it is anticipated that they will talk about some of the proposals that were shared.

- Mr. Lawlor mentioned a successful model that DESPP created - the Division of Scientific Services. This Division was created, a new head person was brought on and the turnaround has been an extraordinary success. A few months back, they received a special award. It seems like if DESPP is making a division under IT, maybe there is an affiliation or cohesion that could be accomplished that could create a Center of Excellence, not merging into the agency, but maintaining the autonomy of the CJIS enterprise governed by the Governing Board but combining the technological firepower that is underway at DESPP.
- Commissioner Dora Schriro explained that for over a year they have been discussing about creating a freestanding IT Department, or Center of Excellence. Since the start of those discussions, so much of the conversation has been around the concerns the FBI has expressed on their continuous need that they get our assurance to maintain the FBI database as intended. DESPP received unconditional approval from the FBI to proceed with all the items we've been working on for the past seven years or so.
- In respect to the new DESPP IT entity, she said that like CJIS, five of the six divisions under DESPP are run by governing boards and that they are familiar with working with the staff within them. Mr. Lawlor verified that the new IT entity is freestanding and no longer part of the state police. Ms. Schriro confirmed that is the case and then introduced Mr. Brian Clonan, who is the newly hired Chief Information Technology Officer (CITO).
- Mr. Lawlor said that DESPP's IT department and process has a lot of support from Governor Malloy. One of the concerns that came up during the discussions regarding CJIS is that the Governing Board is made up an unusual group of people that come from different branches of government - Executive and Judicial - within different levels within government - local law enforcement, state agencies, etc. He said that it is important to maintain the integrity of CJIS as a type of multi branch multi-jurisdictional operation and also to remember that the CJIS Governing Board is under statute. The board has a lot of authority and must ensure that the integrity is protected. He knows that some members had some reservations in the past about potentially yielding some authority. He spoke with Judge Carroll about it extensively. They think it important that this Governing Board maintain every bit of authority, prerogative and aspect of jurisdiction that we currently have going forward.
- Mr. Lawlor said that another possibility other than creating the MOUs, was to consider re-writing the statute, but it was decided not to move forward with that option at this time. The concept would be that, in the interim, to take advantage of the Center of Excellence concept being formed at DESPP and are looking at what needs to change to do that. Statutorily, the CJIS entity is under OPM for admin purposes only. Other than that, the governance of it is under the Executive Director, in consultation with the Co-Chairs and with the Board. If the decision is to consolidate capabilities with DESPP, there will need to be a MOU in place to delegate just those administrative responsibilities to DESPP, but it will not include policy control.
- Mr. Lawlor introduced MaryAnn Palmarozza of OPM, who assisted in drafting the Administrative MOU with DESPP. He said that the purpose today is to bring the draft MOU before the Governing Board for discussion and decision. Assuming that the Administrative MOU has been

accepted, the next step will be to create an Operational MOU that describes the role of the Governing Board and the expectations for DESPP.

- Mr. Lawlor said that the drafting of this second “Operational” MOU will consist of the legal staffs from both the Governor’s office and the Judicial branch. It is anticipated that a draft will be presented by the next Governing Board meeting, or potentially later, for their approval. If everyone is comfortable with the arrangement of both the MOUs, the Board may want to request changes in the statute to the Legislature next year.
- Judge Carroll said that past HR issues that surfaced within the CJIS structure showed how cumbersome and ill-equipped the Governing Board framework was to handle such situations. He believes that transferring the administrative component to DESPP makes sense and frees up the CJIS framework to concentrate on the issues set forth in the statute and those members sitting around the table.
- In reviewing the draft Administrative MOU, Judge Carroll reference Section 10. He said the second MOU will accomplish the issues so important to those at the table, particularly the municipal chiefs. He assured the municipal chiefs that they will have a voice in the development of the second MOU, as well as other Board members. He further reiterated that the administrative move makes a lot of sense with no burden on the administrative component and it frees up the technical experts within the CJIS framework to concentrate on the CISS project.

### III. Minutes of Previous Meeting

- Mr. Lawlor asked for any additions or corrections to the minutes of the previous meeting held on April 16, 2015. A motion was made to approve the minutes by Mr. Kevin Kane and seconded by Mr. Mark Raymond. With a vote the minutes were approved unanimously.

### IV. PowerPoint Slide Presentation

- Mr. Mark Morin began by introducing CJIS’ two new members: Chris Lovell, Project Manager and Mark Sperl, Technical Project Manager. He then presented an overview of the CISS project. He thanked the Governing Board Members for their commitment and leadership as the project moved forward after the contract was signed. He said that he is getting very good cooperation from the agencies (slides 3 - 5). They are working on five Releases. He gave the details for each Release, including what items are complete and which items are scheduled for the next three months. Mr. Morin said that with holiday and vacation time, they are trying to look ahead and make accommodations.
- Mr. Morin also provided the Board with an update on the RMS (Records Management System) Certification and Network (slide 6). He said that the contract with KT International (KTI) was signed, and mentioned that negotiations are under way with three other vendors. On the RMS network connectivity, twenty-one police departments are ready for Release 1 deployment after December.
- Mr. Morin then discussed Change Control #60 (slide 7). He explained that the gap in information exchanges was from the list that was created several years ago. With five additional agencies needing notifications, the team needed to add five more information exchanges. The plan is to switch out some exchanges from Release 4, move them to Phase 2 and add the five new information exchanges to Release 4. The only impact will be a timeline change. The CISS Project Management team will meet with the stakeholders to determine what changes need to be made with the timeline and will report back to the Governing Board.
- Mr. Raymond asked about the impact to the timeline for Phase 1. Mr. Morin said that the goal is not to exceed the contractual 29.5 months (which began in February 2015), and that the timeline will be squeezed a little tighter now.

- Mr. Morin introduced Xerox's Project Manager, Mr. Phil Conen. Mr. Conen reported that they are on or ahead of schedule for Releases 1 through 3 (slide 8). Due to Change Control #60, there will be a slight delay to Releases 4 and 5, but not to the overall 29.5 month timeline.
- Mr. Conen introduced CJIS' Program Manager, Mr. Mark Tezaris. Mr. Tezaris reviewed the expenditures (slide 9) and balance thru June 30. He said that the CJIS team looked at the remaining scope of the project and it will not be as large as initially thought because of duplication, some requirements are already in Phase 1 and many future requirements can be satisfied through CISS Search or reports. He is working with Mr. Raymond and Mr. Clonan to refine a preliminary budget. A draft version will be presented to the Governance Committee for their review.
- The presentation went back to Mr. Morin, where he briefly reviewed the request for CJIS to host CT:CHIEF (slide 10). He explained what hosting means and explained that it will create a centralized RMS system that can be widely used by many agencies for little to no cost, which could be significant cost savings for municipalities. A pilot site would be helpful to determine what exactly that savings would be.
- Mr. Morin introduced Mr. Richard Mulhall, former CJIS Board member under Connecticut Police Chiefs Association (CPCA) and retired Chief of Police of Wethersfield. Mr. Mulhall is currently retained as a consultant by the Capitol Region Council of Governments (CRCOG).
- He spoke about CT:CHIEF and the benefits of hosting it centrally. When the CJIS project first started he was chairperson of CPCA'S technology portion and supported the concept of CJIS from the beginning. Chief Mulhall said that he is here to solicit approval from the CJIS Executive Board to host CT:CHIEF.
- He said that CPCA was happy to be involved in this project and have fully participated over the last several years. Some of CPCA's past concerns centered around the lack of involvement on state technology projects, the possibility of unfunded mandates, and the disruption of local computer equipment (fire departments, EMS). When he received the full support from the CPCA Board to go ahead with CT:CHIEF, and with the aid of several grants, they added it to the projects at CRCOG. He explained that CRCOG owns the software code and can offer it to the municipalities free of charge. Nine departments are currently involved and he expects the software to be installed and running in six to twelve months.
- Mr. Mulhall said they have been involved with CJIS from the beginning and said that they are working with other vendors to have a smooth transition with CT:CHIEF. They are doing a pilot program going into GA15. CPCA is watching to see how this goes and see it as a viable project. They want to see a pilot before jumping on board. Mr. Mulhall said he had previously asked CJIS if there is way to house it. Hosting would be good for those who don't have the hardware at their police department and CJIS has the ability to host it. When Sean Thakkar was employed as the Executive Director of CJIS, he had told Mr. Mulhall that it could be done centrally or locally with interfaces to databases. A vote was taken with CPCA chiefs for a centralized system, however it was voted down. The reason was, was that they were already integrated into fire and police departments and didn't want to break the links and have to redo them. They then considered a different environment, with a centralized database for smaller departments. Mr. Mulhall said that Mr. Thakkar had told him that the CJIS hardware was sufficient to host it with no cost, and got permission from OSA to connect the police departments. They also got approval for a RMS for the Capitol Region and a second approval for the license plate reader system. They went to the chiefs to buy routers, however, many had already purchased their own.
- Chief Mulhall explained that this is a pilot involving three departments. He said that if they

don't hand CPCA a victory of some sort, they will lose interest and if mandated, they will fight it. He said that they have a real opportunity to get this operational in January 2016. It would send a message that CJIS is working with us. In the long run, if there is a cost, he said that the municipal agencies will absorb it if necessary and if there is no opposition. Mr. Mulhall would like the Governing Board to consider it and take action.

- Mr. Lawlor said that two things came up in the Governance Committee: 1. What is the cost, if any, to the state and 2, should it be approved by the Governing Board.
- Mr. Raymond said that the capacity to host CT:CHIEF exists now, but in the long term, as CISS uses up capacity, they may need to bring the costs to the Board. He acknowledged that it's cheaper to host in one place, and that there's an economic argument to be made to put everything in one place. Mr. Mulhall said that most of the larger departments will have their own systems and will not need to use the hosted system. He agreed that the municipalities would share in the cost and that the cost will go down over time. Another thing to consider is that it may be used as a backup system down the road. Right now, it's just about the GA15 and the only support needed is for servicing the server.
- Mr. Lawlor wanted to know if the chiefs know that there may be a cost later, that it is clear that it won't be free. Mr. Mulhall said that it's a decision that the local police departments will make. Judge Carroll said that it would benefit municipalities.
- Ms. Schriro asked if there is sufficient room to store information. Mr. Raymond said that they have plenty of capacity now. Ms. Schriro asked if there would be a cost to deploy it. Mr. Morin said no, the only thing would be to figure out, from a support perspective, who takes the first call. Mr. Raymond said that it would benefit to have more people use one system, and that it's easier to support one system versus several individual systems. Mr. Mulhall said that there are currently nine groups with eight different systems, and this would change them into one interface. Mr. Raymond said that he would like to quantify the benefits and long term costs would be.
- Mr. Mulhall requested that a decision be made soon since CISS goes into Production in December. Mr. Raymond mentioned that the next Board meeting is scheduled in October, and if they need to take action before that, there would need to be a request to hold a special session.
- Ms. Schriro asked when they would like to have the decision. Chief Mulhall said that CJIS would like to have it made as soon as possible. Chief Cetran may need to order the hardware soon or they will need to move them to the server in Hartford or Newington. He would like to save the expense of time and effort.
- Mr. Morin said that if they can't start at startup time with Chief Cetran, we're basically looking at the migration with an additional step that they didn't plan. It would be preferable to migrate from Hartford into the CJIS environment.
- Judge Carroll asked Mr. Raymond if he had an understanding of the due diligence they would need to do to bring a proposal to the Governing Board so that they can make an informed decision. Mr. Raymond said that it should not be that complicated. They should develop a model for what full blown deployment would look like, both with storage costs and operations compute power and drive that into the dollar amount associated with it.
- Judge Carroll said that conceptually, it's a good idea but questions if are there any impediments to providing this to select departments where others may want to take advantage of but may not get the opportunity.
- Mr. Kevin Kane said that if we do this with CRCOG, will it set a precedent that we will have to do it for other municipalities would want us to do it for them. Mr. Raymond said that in some

instances it may create that expectation.

- Mr. Lawler said that if they go forward, that there are no expectations that it is free.
- Chief Mulhall said that the pilot will answer the many of the questions.
- Mr. Kane wanted to know if other towns can join CRCOG. Chief Mulhall said that yes, including state agencies. The software is available at no cost to state agencies. The cost is only in the training of personnel and fine tuning.
- Mr. Kane wanted to know that if other towns joined CRCOG, whether it would create more of a burden on us. Mr. Raymond said that he was confident that we can structure the agreement with CRCOG so that they cannot bring new folks on without our permission to do so and with enough notice so we can support them.
- Ms. Schriro wanted to know if they wanted permission to move forward. Chief Mulhall said that they don't want to duplicate efforts with the Wethersfield police department, so it would be best to have a quick decision.
- Mr. Lawlor stated that assuming there is a solution to the questions surrounding the cost and there is an MOU in place, a vote can be requested at the next Board meeting.
- Mr. Morin thanked Mr. Mulhall and then introduced Mr. John Russotto.
- Mr. Russotto presented the CJIS Non-Disclosure Agreement for Board approval (slide 11). He said that the CT Racial Profiling Project was mistakenly omitted, and that he would add it. A vote was taken to approve the document. Mr. Raymond moved to approve as amended, Mr. Kane seconded it. The vote passed unanimously.
- In preparation of the discussion of the MOU discussion to transfer administrative responsibilities from OPM to DESPP, Mr. Lawlor mentioned that he met with CJIS staff at their Town Hall Meeting a few months ago. He said that most of them are consultants and are more mobile and if they feel any type of uncertainty about their jobs, the impact to the project is that they could move on. He went on to say that he as well as the other Marks assured thanked everyone for all their work and that this project is very important and whatever shifting happens here will not directly affect the project. Mark Raymond said that they will have another opportunity to reinforce this message at a Town Hall meeting scheduled for next week. Mr. Lawlor said that hopefully there will come a time with they will all be state employees, but to remember they are wondering about their jobs.
- Mr. Lawlor introduced Ms. MaryAnn Palmarozza from OPM.
- Ms. Palmarozza explained that they manage human resources for OPM state employees, process payroll, benefits, purchase orders and invoices for CJIS. She said that OPM never make any decisions for CJIS, they just make sure that the agency is following the rules and we processed the paperwork for them. All of this administrative support would be transferred to DESPP. She reviewed the MOU handout. She said that OPM does not alter the budget. She added that DESPP would also help with state or federal grants, and work with CJIS on any kind of training, travel, inventory, records retention, etc.
- Ms. Palmarozza continued to discuss the transition and the timeline. She explained that it is a little aggressive as they would want the administrative aspects and the financials be under one agency for the whole fiscal year. There is also a provision within this document that talks about the Operational MOU.
- Mr. Lawlor said that it was awkward to handle previous personnel issues. He felt that this would be a better way to manage it. If this MOU was to be approved today, he said that the Judge and he would sign it, that Ben Barnes had already signed it in contemplation that there were no changes to it, and then Com. Schriro would sign it. In all, this document would

become effective today.

- Mr. Raymond added that there is also a reversion clause; there expects to be a Governance MOU in place by the next Board meeting. But if from a year from now that hasn't happened, or if the Board isn't comfortable with the relationship and can't come to agreement on how to govern it, it automatically reverts back to the OPM structure. Ms. Palmarozza stated that it's also written, if there is not a second MOU in place by May 31<sup>st</sup> 2016, CJIS would revert back to being under OPM by July 1, 2016 and will take over administrative support the beginning of that fiscal year.
- Mr. Lawlor confirmed that a second MOU would need to be drafted.
- Judge Carroll referenced the Administrative MOU that the Governance Committee had an opportunity to go through line by line. He said that legal counsel, Mr. Libbin, was here and had some questions about the Administrative MOU.
- Mr. Libbin said that on page 3, Payroll and Personnel, the Board retains hiring decision-making, however, it doesn't mention anything about discipline or termination. He had discussion with Karen Buffkin regarding this, and ultimately, those decisions would be on the Board to make - that the Board retains all of these types of decisions - while the processing would be handled by DESPP.
- Ms. Palmarozza said they can make an amendment, or it does say that the item is inclusive but not limited to.
- Mr. Lawlor said that decisions would start with the Human Resources group at DESPP but ultimately would defer to the co-chairs and then the Board to make decisions. He said that it is important that the Board retain decision making.
- Referring to the Administrative MOU, Mr. Libbin asked about Other Business Office Functions (page 5). He wanted to know who is responsible for things not included in the inventory. Mr. Tezaris said that the routers are loaners and are in CJIS' possession. Mr. Libbin said that someone needs to maintain the inventory.
- Lastly, Mr. Libbin asked a question relating to the Information Technology (page 5) section. It states "Provide management and support services for DESPP's computer systems" Why would it say that DESPP would provide DESPP's own support. Ms. Palmarozza stated that currently, OPM processes requests for CJIS staff for cell phones, needed telephone work or computers. There are some elements of telecommunication support that OPM has been providing. Mr. Raymond stated a correction should be made to say that it provides 'management and support services to CJIS', not DESPP. Ms. Palmarozza agreed to make the change.
- Mr. Lawlor asked for a vote to approve the MOU for Administration (slide 12) subject to the edits. Mr. Kane made a motion. Ms. Palmarozza reviewed the edits that she would make: on page 3, Payroll and Personnel, the Governing Board will be responsible for disciplinary and termination actions, on page 5, Information Technology, she will replace "DESPP" with "CJIS," and in Other Business Office Functions, page 5, she will make reference to the routers.
- Mr. Lawlor asked for a vote authorizing himself and Judge Carroll to sign the Administrative MOU. It was unanimously approved.
- Mr. Lawlor said that they need to begin the process of drafting the second MOU, according to what the Governor and the Chief Court Administrator feel is appropriate. He said that if anyone wants to be involved, to please let the Co-Chairs know. No decisions will be made until it is brought before the Board. Mr. Kane asked if the target date for approval would be in October. Mr. Lawlor agreed.
- Mr. Lawlor asked for a motion for himself and Judge Carroll to move forward with the second

MOU. Mr. Kane made the motion, it was seconded by Mr. Raymond and it was unanimously approved.

#### **Project Health Check**

- Mr. Craig Holt of Qualis Health began his presentation (slide 13) on the health of the CISS project. Mr. Holt said that the stair step approach to making decisions like the MOUs was prudent.
- He reported that the last quarter was a really good quarter. He said that it was the first time that there was not a score below a 2.5. He also said that across the board the scores are up. Not only does it appear the project is going well, but also stakeholders, the vendor, and CJIS teams working on the project feel that it is going well.
- Mr. Holt said that they are now dividing up responsibilities into three primary groups, though the categories did not change. The three groups are Xerox, Stakeholders, and CJIS Project Management. He said that they are still getting a 100 percent return on surveys.
- Some of the risks include the move of CJIS from OPM to DESPP. Mr. Holt cautioned that they pay attention to possible disruptions. He also said that there is a risk on parking lot issues. These issues are capable of resolutions and the Project Management staff is working on them. Projects are starting in the agencies, so there may be timeline issues. Lastly, there are still unfilled positions at CJIS that are not being filled in a timely manner. Now that the project is going, he said that this needs to be resolved.
- CJIS will send a copy of the CISS Quarterly Project Health Services Report to those who participated.
- Mr. Holt said to expect a bump and a dip the next time there is a survey because of the agency schedules possibly conflicting with work on CISS.

#### **V. Executive Search Committee**

- Mr. Lawlor mentioned the search process for Executive Director. He said that if you know of anyone who might be interested, please contact the Executive Director Search Committee.

#### **VI. Adjournment**

- There being no further business, the meeting adjourned at 3:52 pm.