

**Criminal Justice Policy Group**  
**Recommendation to the Minnesota Legislature**

**December 2000**

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Pursuant to Minnesota Statute 299C.65, Subdivision 2 the Criminal Justice Policy Group must provide a report to the legislature on December 1 each year detailing the statutory changes and/or appropriations necessary to ensure the efficient and effective operation of criminal justice information systems. This same statute requires the Policy Group to appoint a task force consisting of its members or their designees to assist them in developing recommendations.

On November 9, 2000 a Policy Group, due-diligence work group ("Work Group") met to consider what should be included in the policy group's recommendations to the legislature. Also on November 17, 2000 at a Criminal Justice Task Force meeting the recommendations were given consideration, and recommendations to the Policy Group were made accordingly.

The following are the recommendations, in priority order, being made by the Criminal Justice Policy Group:

1. **Manage and staff the CriMNet Enterprise Architecture Models and Standards, and criminal justice information integration efforts.**
2. **Plan, develop, and implement the CriMNet Integration Backbone application and processes.**
3. **Continue development of the Supreme Court Information System (MNCIS) re-engineering project.**
4. **Continue development of the Department of Corrections Statewide System, and grants to local governments to implement the system.**
5. **Solve existing BCA suspense file issues and processes.**
6. **Provide Local Government CriMNet implementation and planning grants.**

This summary table is an overview of the initiative discussions:

	Initiative	Data Group Submission	Policy and Task Force Discussion	Recommendation	Rank <sup>1</sup>
1	Manage and staff the CriMNet Enterprise Architecture Models and Standards, and criminal justice information integration efforts	\$2	\$2	\$2	1
2	Plan, develop, and implement the CriMNet Integration Backbone application and processes	\$4	\$2	\$4	2
3	Continue development of the Supreme Court Information System (MNCIS) reengineering project	\$20	\$20	\$20	3
4	Continue development of the Department of Corrections Statewide Systems, and provide for Local Government implementation grant requests of those systems	\$1.5	\$1.5	\$1.5	4
5	Solve existing BCA suspense files issues and processes	\$0	\$3.0	\$3.0	5
6	Provide Local Government CriMNet implementation and planning grants	\$10	\$10 implementation \$ 1 Planning	\$10 implementation \$ 1 Planning	6
7	Integrate state agency non-criminal justice information systems	\$0	\$1	\$0	7
	Total \$	\$37.5	\$40.5	\$41.5	

<sup>1</sup> Although no formal vote was taken at either the Task Force or Due Diligence subcommittee meetings, staff believe this ranking reflects the discussions at those meetings

## **Initiative Recommendations, Costs, Definitions, and Discussion**

### **1. Manage and staff the CriMNet Enterprise Architecture Models and Standards, and criminal justice information integration efforts.**

**Cost:** \$2 Million

**Recommendation:** There was agreement at both the Work Group and Task Force meetings that this is a high priority and should be funded.

**Definition:** Funding is needed to establish a Criminal Justice Information Integration support Team. Eight new positions are needed for the CriMNet initiative to ensure the State has the ability to manage, maintain, and move criminal justice information integration forward throughout all criminal justice entities. The positions will include a manager, an administrative support person, communication and web specialists, business analyst, two technical analysts, and a data modeler.

The integration team will carry out the CriMNet Communication Plan. The purpose of the plan is to create an understanding among Minnesota state, county, and city criminal justice agencies, practitioners, policy makers, legislators, as well as private and non-profit organizations regarding the future direction and integration of Minnesota criminal justice information systems, i.e., CriMNet, including: the approach/framework for statewide integration; agency responsibility for the collection, maintenance, dissemination, and sharing of criminal justice information; governance and accountability; funding opportunities and responsibilities; and training and education. The CriMNet Communication Plan includes communicating specific messages to identified audiences through a variety of means, including conferences, training classes, public service announcements, white papers, articles, and the world wide web.

A second area of focus will be the Enterprise Architectural Model Maintenance. Funding is needed to maintain the CriMNet Models, and the standards they represent. The CriMNet statewide architecture is specifically defined through the five CriMNet Models: technology, data, process, organization, and motivation. In order to maintain the statewide standards there must be resources with expertise in the business function of criminal justice as well as expertise in the technical skills for data modeling.

**Discussion:** Discussion around this request included the understanding that as of now the CriMNet staff is housed in the Department of Public Safety with Public Safety paying the costs of rent, etc. Accommodations for these expenses may have to be reconsidered in the future. There was considerable discussion around the types of employee classifications that should be considered for these positions. Should the positions be filled with permanent classified employees or unclassified temporary employees? These issues were left to the CriMNet management to resolve.

**2. Plan, develop, and implement the CriMNet Integration Backbone application and processes.**

**Cost: \$4 Million.**

**Recommendation:** It was agreed that this proposal is a high priority and should be funded.

**Definition:** The CriMNet Integration Backbone Development includes the planning, design, and implementation of a technology that will allow Criminal and Juvenile Justice information to be shared with criminal justice organizations across the state. In short, as a result of this effort, the state will have a “search engine” in place that will locate the right criminal justice information at the right time for use by the right people at the right place. This initiative also puts in place an organization to support the backbone technology once it is in place.

**Discussion:** There was considerable discussion of how far the state would go in implementing this application and process. Also discussed were the future operational costs. Representatives of the BCA and Department of Administration agreed to meet to re-calculate potential operational costs. It was agreed that the integration backbone is a critical piece to a successful information integration effort and that this initiative should proceed as planned.

**3. Continue development of the Supreme Court Information System (MNCIS) re-engineering project.**

**Cost: \$20 Million.**

**Recommendation:** The Policy Group agreed this is a critical request and funding should be secured at the requested level.

**Definition:** This project will complete a significant portion of the implementation of the new Minnesota Court Information System (MNCIS). A small portion of the implementation (less than 25%) will need to be completed in the 2004-2005 biennium. The overall project effort will re-engineer core business functions related to case management, record keeping, scheduling, financial management and reporting, including the collection, storage, retrieval, tracking, reporting, and sharing of trial and appellate court data, from case initiation through archiving. This project will be conducted in a manner that furthers the provision of equal and timely justice; accountability to the public, the legislature, and state Supreme Court policy; customer access to services and ease of use of judicial system; accountability for record keeping on a state and national basis; and policy implementation. MNCIS will provide vertical integration within the courts and be the first statewide system to cover an entire major business area, i.e., adjudication. It is a cornerstone project that will be the first to use and further develop the CriMNet integration enterprise architecture.

**Discussion:** The Courts indicate that two vendor bids are being considered for this project. They are still waiting on cost proposals for the 2<sup>nd</sup> phase. These costs should be known in January 2001.

4. **Continue development of the Department of Corrections Statewide Systems and for grants to local government to implement the system.**

**Cost: \$1.5 Million.**

**Recommendation:** After discussing this item it was agreed that the number proposed should remain the same. However, it was acknowledged that the numbers might need to be spent differently than originally proposed.

**Definition:** This request is to ensure that the Department of Corrections Operational Management System (COMS) and the Statewide Supervision System (SSS) conforms to the CriMNet Architectural Models. As the DOC is currently in the process of developing COMS and the SSS, the first two years of this funding will be focused on developing the enhancements to these systems and to ensure that local connectivity conforms to statewide standards.

During the FY00-01 biennium, the legislature funded \$800,000 in grants to local probation and detention facilities, with a 50 percent matching requirement, to provide extracts from their existing systems to the Statewide Supervision System. This request includes an additional \$500,000 for additional facilities to provide system extracts to facilitate information sharing.

**Discussion:** The Work Group and Task Force agreed that these programs are creating positive results and funding should be continued in order for the development and rollouts to be completed. There is still need for local grant monies in order to implement these systems.

5. **Solve existing BCA suspense file issues and processes.**

**Cost: \$3.0 Million.**

**Recommendation:** The Work Group and Task Force agree that this is a critical issue and recommend that funding be dedicated toward its resolution.

**Definition:** Staff assigned to reduce the number of files in suspense do so in addition to other duties. The addition of five full-time dedicated professionals is necessary to reduce the backlog of cases in suspense and to work with local governments to put the proper procedures in place to ensure that case data is properly recorded.

**Discussion:** The suspense file at the BCA contains the names of people convicted of crimes in Minnesota, but because of data entry problems or lack of fingerprints, these convictions are not part of the CJIS and are therefore not generally available to the public or criminal justice professionals. It is as if these incidents never occurred. This suspense file problem is perhaps the most vivid example of what happens when our criminal justice information system is not integrated. There are currently 26,000 felony convictions in suspense and additional felonies are being added to this number at the rate of seventy per week. Presently, nearly 52% of all criminal convictions in Minnesota go into the suspense file.

The Work Group and Task Force discussions addressed the following questions:

- What measurable gains can be achieved by addressing these problems?
- What, specifically, will the staff do?
- How does this request support the rollout of the live scan units?
- How will goals be established and results be measured?

There was consensus that there are two basic issues to be resolved. One, the “inflow” of criminal records going into suspense on a daily basis, and two, the criminal records already in suspense. It was acknowledged that both situations need to be addressed and a recommendation was made to develop a comprehensive work plan.

**6. Provide Local Government CriMNet implementation grants (\$10 million) and planning grants (\$1 million).**

**Cost: \$11 Million.**

**Recommendation:** Both the Work Group and the Task Force agree that this is an important initiative and that funding should be provided.

**Definition:** Through this initiative, grants will be made available to counties and cities to plan, develop, and implement criminal justice integration within their jurisdictions. Local agencies will use the Enterprise Architectural Standards and Models to build information systems and re-engineer current systems to meet the needs of integration. To achieve the goal of information integration within a reasonable time frame, it is necessary for the state to make funds available to local agencies for this purpose. Local agencies simply do not have the funds available to dedicate to this purpose. Through these grants a partnership between the state and local governments is achieved toward the common goal of an integrated information system.

Planning grants allow counties and cities the ability to plan for criminal justice integration within their jurisdictions. Five counties (Anoka, Ramsey, Hennepin, St. Louis and Dakota Counties) have received grants previously. Additional grant funds will encourage additional counties (including counties in greater Minnesota) and cities to plan for an integration effort.

Implementation grants will be made available for counties and cities that have previously received planning grants. This will allow the integration effort to be realized.

**7. Integrate state-agency non-criminal justice information systems (ie; DNR, Human Services).**

**Cost: \$1.0 Million**

**Recommendation:** Both the Work Group and the Task Force rank this as a “low priority”. As such, no recommendation for funding this will be made at this time.

**Definition:** It was proposed that integrating appropriate non-criminal justice state agency information systems (such as those at DHS or DNR) was important in integrating the entire state. The plan would examine all existing information systems to determine the complexity and effort necessary to integrate non-criminal justice state agency information systems. The plan would also include an analysis of data privacy issues.

**Discussion:** This proposal arises from the belief that state agencies should get their own non-criminal justice information systems in order before requiring local governments to address the needs within their respective systems. However, it was decided that since this proposal goes beyond the “core” state criminal justice systems it would receive a low priority ranking. Additionally, Commissioner Fisher indicated that his department is undertaking a similar project, so moving forward with this initiative may result in duplication of effort.

There was considerable discussion of the Department of Administration’s proposed Technology Enterprise Fund as being a good source of funding for this type of proposal. The group also identified the need for extensive Data Privacy discussions to be considered as part of this proposal.

## **Attachment**

### **Legislative Language Change For Criminal Justice Information Integration**

#### **Minnesota Statutes, Section 13.02, Subdivision 3a, Criminal Justice Agencies.**

“Criminal justice agencies” means all state and local prosecution authorities, all state and local law enforcement agencies, the sentencing guidelines commissioner, the bureau of criminal apprehension, the department of corrections, and all probation officers who are not part of the judiciary.”

- Judiciary and public defense are not included in this definition, although public defense was for the first time allowed access to conditional release data, computerized juvenile history and the criminal justice data communications network through a change in statute (299C) in 2000.
- Some statutes directing information sharing refer to this definition, which excludes the court from receiving important information, particularly probation data.

**It is requested that criminal justice policymakers change the definition of criminal justice agency in MS 13.02, subd.4, specifically to include courts in the definition.**

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