

EXECUTIVE SUMMARY

CLIENT VALUE

This deliverable is important because it provides the Dakota County CJIN Committee recommendations for manageable initiatives that support implementation of the End-State Vision, and changes to the design of the governance structure as the CJIN moves from planning to development and operations.

Validation of this document indicates that the Dakota County CJIN and KPMG Consulting share a common understanding of (1) the high-level business and technology initiatives that will constitute the CJIN implementation plan; (2) changes needed to the CJIN governance structure as it moves from planning to operations.

KEY FINDINGS

This deliverable identifies several high-level initiatives that will constitute the major components of the CJIN implementation plan. The recommended initiatives include:

- **Initiative I: Develop the CJIN Hub**
- **Initiative II: BCA/CJIN Computerized Criminal History Redesign**
- **Initiative III: CJIN Business Process Improvement**
- **Initiative IV: Expand the CrimNet Partnership**
- **Initiative V: CJIN GIS Integration**

In addition, the governance structure for Dakota County CJIN needs to be reexamined to be sure that appropriate representation, talent and resources are participating in the management of this project as it moves into the operational stage. Discussion of this issue is addressed in the second portion of this deliverable.

APPROACH

KPMG used findings in the Gap Analysis to identify a set of practical, manageable projects and initiatives consistent with the Dakota County CJIN End-State Vision.

CJIN REDESIGN MODEL INITIATIVES

Several high-level initiatives will provide a structure for the CJIN's implementation plan, and provide a structure for identifying and assessing alternatives.

- **Initiative I: Develop the CJIN Hub**
- **Initiative II: BCA/CJIN Computerized Criminal History Redesign**

- **Initiative III: CJIN Business Process Improvement**
- **Initiative IV: Expand the CriMNet Partnership**
- **Initiative V: CJIN GIS Integration**

These initiatives have been guided by the following findings:

- **State CriMNet Implementation Plan Not Yet Developed** – Significant work remains on designing the key state components of CriMNet, including the State Integration Backbone, the access and security standards for the Criminal Justice Data Network (CJDN) and the State Criminal Justice Data Model.
- **Continuing Problems with the State Criminal History Records Need Resolution for CriMNet to Work** – The inability to resolve the criminal history suspense file is indicative of significant shortcomings in business process and technology implementation at both the local and state levels. The ability to associate individuals with charges and dispositions is key to further development of CriMNet.
- **Ability to Query Existing Criminal Justice Data Will Provide Quicker Return on Investment than Longer-Term CriMNet Workflow Implementation** – Development of a method to query existing criminal justice databases will provide immediate return on CriMNet investment and build a constituency for further development.
- **County GIS Data is an Underutilized Resource for Law Enforcement** – Dakota County’s success in building county-wide GIS resources offers potential benefit to CJIN agencies in investigation and analysis of crime as well as dispatch and deployment of law enforcement resources.
- **Improvements to Dakota County Criminal Justice Business Processes Should Not Wait for CriMNet Implementation** – The CJIN has demonstrated commitment to improving business processes through both short and long-term initiatives.

Each of the proposed initiatives are described below.

INITIATIVE I: DEVELOP THE CJIN HUB

The CriMNet State Architecture calls for integration of local criminal justice organizations through Local Agency Operational Interfaces. The architecture calls for this interfaces to be accomplished through technology components such as web services and integration middleware that will permit exchange of data to the State Integration Backbone. This initiative will build the CJIN Hub, Dakota County’s operation interface to CriMNet. Development will be phased in recognition of the need for agreement with the State on middleware standards and the composition of data exchanges through CriMNet.

Gaps To Be Addressed

This initiative is necessary to establish methods of sharing criminal justice information county-wide and eventually throughout the State. Gaps to be addressed by this initiative include:

- CriMNet Protocol Not Yet Defined to Permit Multiple Queries of Databases
- System Integration Components, Middleware and Web Services, Not Currently Deployed
- Major County Criminal Justice Systems Not Well-Suited for Integrated Environment
- County Wide Area Network (WAN) May Not Support 24X7 Operations to Some County Locations

The challenge of moving forward to an integrated criminal justice environment in Dakota County is currently hampered because of the State's lack of a CriMNet implementation plan including: a decision regarding the choice of middleware that will eventually integrate statewide systems. For example, the Message-Oriented Middleware (MOM) components that will eventually enable communication between diverse databases are currently proprietary, meaning that both State and local integration partners like Dakota County must use the same middleware components. Until the State moves ahead with this decision, the County would be wise to stage its implementation plan to delay a specific middleware choice.

Initiative Description

The Statewide Technology Model calls for all CriMNet participating counties to develop Local Agency Operational Interfaces. Dakota County CJIN's approach is referred to as the CJIN Hub.

Phase 1: Develop a Browser-based Query Tool

Even though CriMNet is yet to be developed, Dakota County can move ahead and begin to share limited criminal justice information through the development of a Dakota County browser-based query tool. A browser-based query tool would allow criminal justice agencies throughout the county to access data from existing criminal justice data sources. This initiative could begin by creating access to CJIN agency databases and, with the cooperation of the Minnesota Department of Public Safety, expand to include access to state criminal justice databases. Development of this tool would represent the first installment of CriMNet, permitting agencies access to key criminal justice information prior to design and implementation of the State Integration Backbone.

The following tasks would be necessary to accomplish this initiative:

- Validation of data access needs by County criminal justice personnel

- Selection of Dakota County databases from which to query data
- Design method for organizing and marshalling data according to individuals and incident locations
- Development of the database interfaces, queries, and a browser-based client

Phase 2: CJIN Hub Workflow

The second phase of developing the CJIN Hub Initiative will be the implementation of a middleware-based solution to the horizontal and vertical integration needs of county criminal justice agencies. Working alone or in conjunction with the State Integration Backbone, CJIN Hub middleware will enable the pushing and pulling of messages, data and documents back and forth between Dakota County criminal justice agencies databases and State databases. Because of the current lack of definition around the CriMNet Integration Backbone, this initiative will be phased to begin as middleware technology standards and the electronic documents that will drive integration between CriMNet business partners are finalized.

Tasks involved in developing CJIN Workflow will include:

- Finalize the data sets required by CriMNet and CJIN criminal justice agencies during key information exchange points
- Prioritizing the identified exchange point to determine an implementation schedule
- Replacement and/or modification of existing CJIN criminal justice organization systems
- Research, selection and purchase of necessary middleware technology
- Development of system to middleware gateways and interfaces

Participants

Participants to accomplish this initiative will include:

- CJIN Project Manager
- IT personnel from various Dakota County criminal justice agencies
- Dakota County IT personnel.
- State of Minnesota, Department of Public Safety IT personnel

INITIATIVE II: BCA/CJIN COMPUTERIZED CRIMINAL HISTORY REDESIGN

The continued growth of the State's Computerized Criminal History (CCH) Suspense File represents a threat to the successful implementation of CriMNet. CriMNet is

critically dependent on the ability to link court case charge and disposition information to an individual offender. Currently, failures of both business process and technology are leading to growth in the suspense file.

Gaps To Be Addressed

This initiative is necessary to move ahead with CrimNet and ensure the integrity and accuracy of criminal history information. Gaps to be addressed by this initiative include:

- Continued Growth of the State CCH Suspense File
- Inability to accurately and consistently link Arrest Data with Disposition Data

The accuracy and integrity of the CCH Files is a key component to CrimNet. It is imperative that law enforcement access complete and accurate criminal history of individuals.

Initiative Description

The BCA/CJIN Computerized Criminal History Initiative would begin with a joint effort on the parts of Dakota County officials and the BCA to evaluate the business process and technology factors that result in additional entries to the CCH suspense file. After these factors are documented, a plan for re-engineering the process can begin. The following tasks would be necessary to document current processes, eradicate the current files and re-engineer the CCH submission process:

- Document the data sources and procedures used by BCA to establish a CCH File, including:
 - Local law enforcement submissions of fingerprints and arrest information to the BCA
 - Prosecuting Attorney submissions of Offender Tracking Forms
 - Courts submissions of disposition information to attach to an existing CCH File
- Document the processes BCA uses to determine whether a submission is acceptable or goes into suspense
- Document the process the BCA uses for notifying law enforcement agencies that a submission has been suspended
- Analyze and recommend improvements to data exchanges involved in AFIS submissions
- Develop new business and technology practices for the BCA, local law enforcement and the Courts designed to eliminate the need for a suspense file in the future

- Develop logical process flow between CCH and the developing State Integration Backbone
- Develop a plan to eradicate the current suspense file entries
- Develop a plan to communicate new submission processes and train criminal justice organizations throughout the State

Participants

Participants to accomplish this initiative could include:

- Representatives from the CJIN Project
- Representatives from the BCA
- Representatives from the CriMNet Project
- Dakota County law enforcement personnel involved in preparing criminal history submissions to the BCA
- First District Court administrative personnel who are responsible for submitting disposition information

INITIATIVE III: CJIN BUSINESS PROCESS IMPROVEMENT

Dakota County CJIN organizations have already begun the process of improving criminal justice business practices. This initiative will build on CJIN's early successes by implementing a series of short and long-term business and technology solutions to current information needs.

Gaps To Be Addressed

- Dakota County Law Enforcement Investigators Do Not Use RMS Case Management Modules as Their Primary Case File
- There is Currently No Approved Method to Request and Approve Arrest and Bench Warrants in an Electronic Environment
- Current Dakota County Process for Initiating and Canceling Arrest Warrants Will Require Significant Business Practice Changes
- Prompt Entry of Dispositional Information into TCIS/MNCIS by Court Personnel Required for Timely Electronic Transfer to Detention Facilities

Initiative Description

The CJIN End-State Vision identified a key value of pursuing a phased approach to implementation, focusing on interim successes while pursuing the larger CriMNet vision. In that spirit, several high-return criminal justice business processes will be targeted for

improvement. As the CJIN works with the State to finalize key components of CriMNet, relatively low-cost but efficient methods of exchanging data will be used to streamline these processes. Once CriMNet components are defined sufficiently to permit progress on the CJIN Workflow phase of the CJIN Hub Initiative, this initiative will be rolled into the CJIN Hub Initiative for final integration with the Hub's technology components.

Key business processes identified for improvement include:

- Inmate transfer between Court and Jail (exchange of disposition and court calendar information)
- Request and approval of arrest and bench warrants
- Transfer of criminal complaints between Local Law Enforcement and County Attorney
- Transfer of charging documents between County Attorney and the Court
- Countywide criminal justice reporting

Participants

Designing improvements in business practices and consideration of alternatives will require cross-agency working groups. The following entities need representation on this evaluation committee:

- Dakota County Sheriff's Department
- Dakota County Attorney's Office
- 1st Judicial Court Administration
- Dakota County Law Enforcement Agencies
- County and local IT staff

INITIATIVE IV: EXPAND THE CRIMNET PARTNERSHIP

As a CriMNet grantee, the Dakota County CJIN agreed to abide by the policies and directions of the State CriMNet Project. As CriMNet transitions for a conceptual architectural model to specific implementation initiatives, the CJIN shall seek additional methods to engage with the State to ensure that project plans properly reflect the critical importance of local criminal justice organization involvement and approval.

Gaps To Be Addressed

This initiative is necessary to assist the State CriMNet project with further clarifying key operational and technology issues. Gaps to be addressed by this initiative include:

- No CriMNet Project Plan Yet Defined

- State Data Model Incomplete at this Time
- Implementation of State Data Model Should Be Simplified and Phased Around Key Criminal Justice Business Processes
- CriMNet Integration Backbone Not Yet Specified
- Implementation of CriMNet Security Architecture Not Yet Defined
- Implementation of Statewide CriMNet Services Not Yet Defined
- CriMNet Transactions Need Additional Clarification and Redesign

Initiative Description

As the State's CriMNet Project moves forward from a conceptual architecture to a project plan, grantee counties will need to play key roles in influencing the direction of the project. Without local involvement in all stages of the design, development and implementation of CriMNet, Minnesota risks creation of a criminal justice network that is not integrated with local partners.

Involvement of the Dakota County CJIIN in the specifics of CriMNet development should not end with the planning phase of its project. Steering committee members and staff from Dakota County's criminal justice organizations should be actively involved in influencing the evolution of CriMNet, particularly in regards to:

- **Participation in a CriMNet Implementation Group** – We have suggested to CriMNet project staff that a CriMNet Implementation Working Group be created, either separately or under the aegis of the current State Data Group, one of the groups that comprise the Minnesota Criminal & Juvenile Information Policy Group and Task Force. A CriMNet-sponsored venue for interaction among parties actively involved in design and development of CriMNet is necessary to share information, findings and ideas.
- **Planning and Development of the State Integration Backbone** – County technical and business process staff will need to influence both the technical architecture to be deployed as well as the definition of the criminal justice business transactions to be supported by the Backbone.
- **Finalization of the State Data Model** – Considerable work remains on finalizing the State Data Model. Large subject areas have yet to be defined. Additionally, we believe implementation of the State Data Model needs to be phased and prioritized.
- **Development of CriMNet Access and CJDN Security Standards** – Decisions made regarding access and security protocols within the Criminal Justice Data Network will have great influence upon local CriMNet development efforts. CJIIN representatives need to actively engage with the State in the development of these standards.

Participants

Participants will vary depending upon the issue to be addressed. County participation might include:

- CJIN Project Manager
- Technology staff from any CJIN criminal justice organization
- State staff might include representatives from the BCA, DPS, Minnesota Courts and participants in the Minnesota Criminal & Juvenile Information Policy Group and Task Force.

INITIATIVE V: CJIN GIS INTEGRATION

GIS (Geographic Information System) data can provide a spatial element to link crime and geographic data. GIS is a powerful tool that can improve the ability of Dakota County criminal justice agencies to investigate, evaluate, and respond to crime. As described in the CJIN End-State-Vision, one of Dakota County's goals is to make better use of the County's considerable existing GIS capabilities. Although GIS data is available for law enforcement as it is for other County organizations, use of this tool is still in its infancy. Eventually, the CJIN will make use of GIS for investigation and analysis as well as dispatch and deployment of law enforcement resources.

Gaps To Be Addressed

Full implementation of this initiative will also address the following gaps, identified in the Gap Analysis document:

- CAD and MDC systems currently in place in Dakota County do not interface with GIS data
- Automatic Vehicle Location (AVL) technology is not installed in Dakota County squads or dispatch center.

Initiative Description

This initiative will occur in two phases. In phase one, the value of GIS data for investigation and crime analysis will be demonstrated by deploying mapping tools that link local law enforcement incident data currently available with county GIS data sources. Phase two will integrate GIS data sources with local law enforcement dispatch centers to improve dispatch and deployment of law enforcement resources. This phasing is designed to build support for the value of GIS data among CJIN agencies before requiring a significant investment of time, money, and other resources.

Phase 1: GIS for Investigation and Crime Analysis

GIS technology offers enormous potential in enabling a law enforcement agency to:

- **Improve investigative capabilities** – The geographic distribution of specific crimes can lead to the identification of patterns useful to investigators pursuing a suspect. The visual format shows relationships and patterns that can many times be buried in all of the data.
- **Identify crime and accident patterns to guide resource deployment** – Identification of crime and accident patterns can improve deployment of law enforcement resources and point to needed changes in traffic routing and enforcement of traffic laws.

This phase of the initiative will involve the following tasks:

- Identify potential applications of GIS data to CJIN law enforcement agencies
- Assess County GIS data sources useful for investigation and analysis
- Identify any data gaps preventing integration of local law enforcement incident data with county GIS data sources
- Deploy mapping tools to local law enforcement
- Develop standard applications, queries and/or reports for crime investigation and analysis
- Train local law enforcement personnel in the use of GIS tools

Phase 2: GIS for Dispatch and Deployment

As described in the End-State Vision, GIS technology would assist dispatchers with deploying officers to an incident location. A CAD system combined with GIS data could reduce critical response time by identifying the law enforcement, fire, and medical response units closest to the location of the incoming call and displaying possible travel routes to the location. AVL devices installed in squad cars would permit dispatchers to know the exact location of all officers on duty.

Since the call location information will interface with GIS data, emergency response patterns can be easily accessed, analyzed and displayed by type, time of call, location, and other criteria. With this data, trends, volume of business, and areas of high impact can be visually displayed and quickly reviewed.

Phase 2 will deploy the necessary technology to accomplish these goals, and might include the following tasks:

- Identify needed technology components
- Evaluate GIS capabilities and interfaces in existing CAD/RMS systems
- Purchase and deploy AVL technology for squad cars
- Train dispatch center and law enforcement personnel in the use of GIS-enabled dispatch tools

Participants

A committee comprised of the following members would be the most knowledgeable in describing what GIS capabilities they need to better enhance their services for the community:

- CJIN Project Manager
- Dakota County Director of GIS
- Law Enforcement Investigators
- Police Officers
- CAD Dispatchers
- IT Staff

CJIN GOVERNANCE STRUCTURE

As the Dakota County CJIN Project moves from planning to operations the governance structure should be evaluated for its current effectiveness and ability to meet future needs. In general, members of the CJIN Management and Steering Committees seem satisfied with the current governance structure. That structure is reviewed below, and an alternative structure is presented that incorporates the additional representation that might be needed as the CJIN project unfolds.

CURRENT CJIN GOVERNANCE STRUCTURE

The current governance structure is comprised of a Management Committee and a Steering Committee. The Management Committee is made up of city and county managers responsible for criminal justice functions at the local level. The Steering Committee includes high-level staff from the cities and county who are responsible for the daily functioning of criminal justice agencies and information technology systems. The Steering Committee is charged with the daily oversight of the project and reports to the Management Committee.

The current Management Committee is composed of individuals with the following qualities and abilities:

- Ability to influence financial resource allocation
- Ability to make binding decisions
- Realistic sense of current political environment at both the local and state levels
- Ability to resolve interdepartmental disputes
- Ability to measure performance and outcomes

- Ability to communicate the status, progress and plans of the CJIN implementation to all parties directly affected, the State and the general public

The Current Steering Committee is composed of individuals with the following qualities and abilities:

- Ability to commit staff resources to CJIN work group committees
- Expertise in current technologies
- Knowledge of current business processes
- Legal expertise, especially in the area of data privacy issues
- Ability to direct re-engineering of business processes
- Ability to maintain compliance with state and national standards

The current structure for the CJIN planning phase of this project has worked well. There has been a good mix of policy makers and managers along with County and City personnel familiar with current day-to-day criminal justice business practices and current technologies that will be part of moving the CJIN project forward.

The Chart below depicts the current CJIN committee structure and membership:

Current CJIN Committee Structure

CJIN Management Committee

<p>Dakota County Dakota County Administrator Community Corrections Director Sheriff Community Services Director County Attorney OMB Director Information Technology Director</p>	<p>Eagan City Manager Police Chief</p> <p>Courts 1st Judicial Court Administrator 2 Judges</p>	<p>Burnsville Deputy City Manager Police Chief</p>
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CJIN Steering Committee

<p>Dakota County Assistant County Administrator Information Technology Manager Chief Deputy Sheriff Surveyor Sheriff Commander GIS Manager Assistant County Attorney Public Defender Communications, Records, and Warrants Supervisor-Lieutenant</p>	<p>Eagan Information Technology Coordinator Police Department Administrative Captain</p> <p>Courts Assistant Judicial District Administrator</p>	<p>Burnsville Assistant City Manager Information Technology Manager Records Management Supervisor Police Department Administrative Captain</p>
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**Work Groups:
To be determined**

PROPOSED ALTERNATIVE TO CJIN GOVERNANCE COMMITTEE MEMBERSHIP

As the CJIN project moves into the implementation phase, it will by definition expand participation to cities beyond Eagan and Burnsville. The current makeup of these two governing committees was in part determined because of the financial participation by the cities of Eagan and Burnsville to develop the County's criminal justice implementation plan. Future governance structures may wish to consider representation from other Dakota County criminal justice agencies not currently represented as well as some additional representation that will be discussed below.

It may also be in the best interests of the project to balance representation on these committees to include both large and small Dakota County municipalities and include some additional representation from the broader community including, a victim's advocate representative, a member of the public, a member of the business community and a representative from the State's CriMNet project.

In addition, we recommend that a permanent technology committee be established with representatives from all of the Dakota County jurisdictions participating in the CJIN initiative. This committee would be responsible for making recommendations regarding technology choices to the CJIN Management and Steering Committees. Members would also be responsible for communicating the activities of the CJIN initiative to their respective technology departments.

Specifically we are recommending the following changes in representation and management for the Management and Steering Committees in response to the following needs:

- Need for municipal representation beyond Eagan and Burnsville
- Need for representation by both large and small municipalities and police departments
- Need for representation from the public, victims movement and the business community
- Need for representation from the State's CriMNet Project

Management Committee Changes:

- For the two city managers positions, one should be from a large city and one from a small city
- For the two Police Chief positions, one should be from a large city and one from a small city
- Move the Dakota County Public Defender from the Steering Committee to the Management Committee
- Add a Citizen Representative
- Add a Crime Victim's Representative

- Add a Business Community Representative
- Add a State CrimNet Representative

Steering Committee Changes:

- For the Assistant City Manager positions, one should be from a large city and one from a small city
- For the sworn officer positions, one should be a patrol officer and one an investigator – and one from a large PD and one from a small PD
- For the two Records Management Representatives, one should be from a large PD and one from a small PD
- Add a Dakota County Jail Deputy
- Add a Dakota County Public Defender Representative
- For the two municipal IT Managers, one should be from a large city and one from a small city

The following are additional issues for consideration as the CJIN project moves to the implementation phase:

- Creation of a permanent technology committee with representatives from technology departments from all of the jurisdictions and departments participating in the CJIN project
- Need to create both permanent working groups and ad hoc working groups
- The need to determine the committee appointment protocol, i.e. what individual or groups appoint the various individuals to the committees
- The need for rotation of committee appointments

The Chart below depicts the alternative CJIN committee's structure and membership:
(Changes from current committee structure are indicated in **bold** print)

Alternative CJIN Committee Structure

CJIN Management Committee

<p>Administrators Dakota County Administrator 2-Dakota County City Managers (one from each a large and small city)</p>	<p>Law Enforcement Dakota County Sheriff 2-Dakota County Chiefs of Police (one from each a large and small PD)</p>	<p>IT Dakota County Info. Technology Director</p>
<p>Community Corrections Director of Dakota County Community Corrections</p>	<p>Courts District Court Judge District Court Administrator Dakota County Attorney Dakota County Public Defender</p>	<p>Other Citizen Representative Crime Victim’s Representative Business Community Representative State of MN CrimNet Representative</p>

CJIN Steering Committee

<p>Administrators Dakota County Assistant Administrator 2-Assitant City Managers (one from each a large and small city)</p>	<p>Law Enforcement 2-records Management Representatives (one from each a large and small PD) Dakota County Sheriff’s Office Rep. 2-Dakota County Sworn Officers (one patrol officer and investigator; one each from large and small PD)</p>	<p>IT Dakota County IT Dept. Rep. (Manager Level) 2-City IT Managers (one each from a large and small city)</p>
<p>Community Corrections Community Corrections Dept. Rep.</p>	<p>Courts District Court Administrative Rep. Dakota County Attorney’s Office Rep. Dakota County Public Defender’s Office Rep.</p>	<p>Other Dakota County GIS Dept. Rep.</p>

Technology Committee

Permanent Work Groups

Ad Hoc Work Groups