Nebraska Information Technology Commission

Project Proposal Form

**New or Additional State Funding Requests
for Information Technology Projects**

Project Title	**NCJIS Access to Federal Data**
Agency/Entity	**Nebraska Crime Commission**

About this form…

This form is to be completed for all technology projects for which new or additional funding is requested from the Nebraska Legislature. An expanded description of the requests for which this form needs to be completed is available at http://www.nitc.state.ne.us/forms/.

For questions or comments about this form, contact the Office of the CIO/NITC at:

Mail: Office of the CIO/NITC
         521 S 14th Street, Suite 200
         Lincoln, NE 68508
Phone: (402) 471-3560
Fax: (402) 471-4608
E-mail: info@cio.state.ne.us

Completed forms should be submitted as an e-mail attachment to info@cio.state.ne.us or on paper to the address above.

Section I: General Information

Project Title	NCJIS Access to Federal Data
Agency (or entity)	Nebraska CrimeCommission

Contact Information for this Project:

Name	Michael Overton
Address	PO Box 94946
City, State, Zip	Lincoln, NE 68509
Telephone	402-471-3992
E-mail Address	Moverton@crimecom.state.ne.us

Section II: Executive Summary

Provide a one or two paragraph summary of the proposed project. This summary will be used in other externally distributed documents and should therefore clearly and succinctly describe the project and the information technology required.

NCJIS (Nebraska Criminal Justice Information System) was developed to provide secure, cost effective access to a variety of data for authenticated criminal justice users. It is an Internet based data mart that currently provides access to a variety of state and local data such as criminal histories (PCH), jail bookings, corrections holds, probationers, parolees, registered sex offenders and driver histories.

This project will build on NCJIS by developing a link to NCIC (the national crime database maintained by the FBI). NCIC is currently accessed by about 125 agencies in Nebraska via dedicated lines through the NSP switch. By bridging between the switch and NCJIS we will greatly expand the use and affordable access to NCIC and other state's data at the FBI. It must be noted that this will not replace the switch but instead provides another data path.

Section III: Goals, Objectives, and Projected Outcomes

1. Describe the project, including: specific goals and objectives; expected beneficiaries of the project; and expected outcomes.

This project will expand on one of the main tools necessary for effective law enforcement and public safety: information. Information is maintained in a number of local, state and federal databases. These are sometimes available only locally or through very controlled means. A key effort of the CJIS Advisory Committee has been to expand access to data for a broad range of users. This will build upon our efforts to make state and local data available by expanding to federal data.

There is one main database available for national criminal data. This is NCIC (National Crime Information Center) maintained by the FBI. It collects or indexes data on crime and criminals in a standard format. States report information on things ranging from current criminal activity to warrants to criminal histories. In addition to NCIC there is an adjunct set of files called NCIS that contains Nebraska specific information but which are accessed via NCIC. These can then all be used by verified law enforcement agencies nationwide.

NCIC (and therefore NCIS) are accessed through a closed network that the FBI maintains. The Nebraska portion is called NbLETS (or sometimes NLETS). It has recently been converted to TCP/IP but is only accessed over dedicated lines to the NSP switch, a messaging switch that routes queries and replies to NCIC or NCIS. These dedicated connections are particularly essential since one of the biggest groups of users is dispatchers who need a very fast response to reply to officers in the field seeking information on traffic stops, for instance. The speed and reliability are essential in these types of situations. There are now about 125 connections.

This project will build an alternate path to NCIC. There are a number of law enforcement agencies and users who want or need federal data (such as probation officers or typical investigators) but either do not need the speed guaranteed by NbLETS or can not afford the connectivity costs. By using NCJIS as a gateway to the NSP switch we can provide greatly expanded access to a variety of users while maintaining the integrity of NbLETS.

It is anticipated that the main beneficiaries will include smaller law enforcement agencies, probation officers, parole board, corrections officers and investigators. They will then be able to access NCIC through NCJIS, over the Internet, with no anticipated additional costs.

2. Describe the measurement and assessment methods that will verify that the project outcomes have been achieved.

The obvious outcome will be a successful implementation of the interface and the ability for agencies to do queries (no input will be included).

While the technical aspects of doing this connection are challenging and will require meeting various federal constraints there are a variety of policy issues. NCIC access comes with a number of training, audit and review criteria. New policies and procedures to deal with training and ongoing oversight will be necessary. This must be implemented in a way that does not hinder or overburden current staff.

3. Describe the project's relationship to your comprehensive information technology plan.

The Crime Commission hosts the CJIS Advisory Committee as a standing committee. It is comprised of about 25 state and local criminal justice agencies and associations. While the CJIS budget is a component of the agency budget we look at the CJIS Advisory Committee and its projects as being best overseen and directed by this cooperative group. The agency's technology plan reflects the direction and priorities established by the CJIS group.

In 1997 the first CJIS Strategic Plan was completed. It was developed to establish priorities, plans and potential projects for improving statewide automation and data sharing. That plan has provided essential direction to the group ad been the basis for projects. It was updated in 2001 to reflect activities and new needs. The Strategic Plan can not be seen as a static document but instead must be seen and used as the way for agencies, using CJIS funds or their own, to move forward and measure progress. This project builds upon the goals and identified projects and needs set out in those plans.

Section IV: Project Justification / Business Case

Please provide the project justification in terms of tangible benefits (an economic return on investment) and/or intangible benefits to the agency or public. The narrative should address the following:

1. Tangible benefits: Economic cost/benefit analysis.

Economic benefits can be broken down into a few areas.

The obvious benefit is in the direct comparison of potential access for those who have no NCIC access at this time. Many smaller agencies can not afford the approximate $350 per month for NCIC terminal access. This cost covers a PC and connectivity. However, given the availability through NCJIS there will be no new costs. Agencies will be able to use an existing PC and Internet access they have for NCJIS to get to NCIC.

Broader benefits accrue when we look at multiple users. Even if an agency has current NCIC access, there will be a wide range of users that can now obtain NCIC access without having the full constraints of NCIC. Additionally, one of the ongoing concerns for NCIC is response time. By using NCJIS we will be able to more easily prioritize queries that are submitted to NCIC, thereby being sure that the workload to the switch is steady. (NCIC queries submitted through NCJIS will be given a lower priority.)

There are also a whole host of agencies, such as probation offices, that rely on criminal history information but are not typical candidates for NbLETS connectivity. By using NCJIS we can reach out to

those valid users. This takes a load off of other agencies on whom probation has relied for information. When looking at state data through NCJIS, Probation says that its officers are now saving approximately 45 minutes to 2 hours per investigation by being able to run state data over NCJIS. Considering that they do approximately 12,000 per year this saves considerable time. Without NCJIS they have to have local police or sheriffs (with NCIC access) run all background checks. While they largely rely on state data they will likewise use NCIC to check for national data.

2. Intangible benefits: Benefits of the project for customers, clients, and citizens and/or benefits of the project for the agency.

Access to information is essential for law enforcement and criminal justice. As has been easily demonstrated in any number of high visibility cases, crime and criminals are mobile. This is true not just of big crime but of small crime and reflects our changing society. NCJIS is providing better access to data from across the state but more and more we are seeing people who either travel across state lines or move across states. This makes access to national data even more critical.

Some of the aspects seen in Nebraska that reflect the need for national data are the continued use of I-80 as a drug transport route between the coasts, the large number of illegal aliens arrested in Nebraska and the rise in the use, manufacturing and distribution of methamphetamine.

3. Describe other solutions that were evaluated, including their strengths and weaknesses, and why they were rejected. Explain the implications of doing nothing and why this option is not acceptable.

NCJIS has proven to be a reliable, efficient and stable environment for sharing data. We looked at a number of alternatives but NCJIS will provide a consistent platform with solid technology to meet our needs.

One alternative is the continued and expanded use of direct connections to the switch. This creates large concerns for both initial costs as well as the ongoing costs for connectivity.

Another possibility was the use of web enabling software that has been developed by Datamaxx, maker of the switch interface. This software, called Cyberlinks, would allow broader access to the switch and is going to be deployed by the Patrol to its users. However, it appears it would require a closed network to guarantee connectivity and security. NCJIS provides a broader access path and a single environment that users are already familiar with.

It should be pointed out that two other states have implemented similar solutions for broader NCIC access. It is key that we use any knowledge gained in other states on these types of alternatives since we must have any proposal approved by the FBI prior to moving ahead.

Kansas was the first state to be granted Internet based access to NCIC. We have actually worked closely with them as we have used some of the same consultants and developers. Much of our NCJIS design and security scheme parallels theirs. We will bring in their security expert and architect to review our methods prior to moving ahead. She is also involved in the update of the FBI CJIS security standards.

Pennsylvania has a project similar to NCJIS called JNET. They are testing with the FBI a plan parallel to what we are intending. They generate a query on JNET and then pass it to their switch which then packages the request into proper NCIC format, issues the query to NCIC and then controls the reply. This mirrors our intention and should provide the basis for FBI approval of our plan. The security and policy issues will still be key.

4. If the project is the result of a state or federal mandate, please specify the mandate being addressed.

- Not a mandate -

Section V: Technical Impact

Describe how the project enhances, changes or replaces present technology systems, or if new systems are being added. The narrative should address the following:

1. Descriptions of hardware, software, and communications requirements for this project. Describe the strength and weaknesses of the proposed solution;

The majority needs of this project will rely on existing implementation. NJCIS is based upon 2 Dell NT servers that reside in IMS. They have backbone and Internet connectivity already. Along with most standard Microsoft products we use SQL and html code for the bulk of user interaction. It is anticipated that this will allow sufficient connectivity to be able to securely pass data to the NSP switch. We will need to do a fairly significant amount of programming to be able to accept and pass queries to the switch as well as receive and post replies from NCIC.

We will add one additional server to run security token software (from RSA). This will be another Dell 6400 running Windows 2000 Server.(Our current security structure relies on digital certificates that we issue. An earlier analysis recommended the use of tokens instead of certificates. We will revisit that issue as the technology has changed in the last few years. We currently use Netscape certificate manager.) We will need to boost memory on the existing servers to handle additional overhead.

2. Issues pertaining to reliability, security and scalability (future needs for growth or adaptation);

3. Conformity with applicable NITC technical standards and guidelines (available at http://www.nitc.state.ne.us/standards/) and generally accepted industry standards;

There is no foreseen conflict with NITC standards and guidelines. We have focused on industry standard products and approaches to guarantee longevity and the ability to be easily flexible. We will also be driven by FBI standards for security and connectivity.

4. Compatibility with existing institutional and/or statewide infrastructure.

This project will meld well with the existing NCJIS infrastructure and the updated NSP switch. All rely on IP and standard architectures. By using IMS for support and housing we will guarantee good connectivity and consistency.

Section VI: Preliminary Plan for Implementation

Describe the preliminary plans for implementing the project. The narrative should address the following:

1. Identify project sponsor(s) and examine stakeholder acceptance;

The CJIS Advisory Committee will be the primary sponsor for the project. The committee will maintain overall oversight and project control. Michael Overton, CJIS Chair, will be the project manager. A project subcommittee will have day-to-day project oversight. That subcommittee will be composed of Crime Commission, Nebraska State Patrol and IMS representatives as well as invited local representatives from probation and law enforcement to be sure we meet operational needs.

The CJIS Advisory Committee is composed of voting members from Clerks of the District Courts, Douglas County Information Systems, League of Municipalities, Lincoln Police Department, Nebraska Association of County Court Employees, Nebraska Association of County Officials, Nebraska Attorney General's Office, Nebraska Coalition for Victims of Crime, Nebraska Commission on Public Advocacy, Nebraska County Attorneys Association, Nebraska Crime Commission, Nebraska Criminal Defense Attorneys Association, Nebraska Department of Correctional Services, Nebraska Department of Health and Human Services (Office of Juvenile Services), Nebraska Domestic Violence Sexual Assault Coalition, Nebraska Interagency Data Communications Advisory Committee, Nebraska Parole Board, Nebraska Probation Department, Nebraska Sheriffs Association, Nebraska State Court Administrator's Office, Nebraska State Patrol, Omaha Police Department, Police Chiefs Association of Nebraska, Police Officers' Association of Nebraska and a representative of County Correctional Departments. It exists to improve automation and data sharing in the criminal justice community. It is a voluntary and truly cooperative project that is ongoing only by the choice of the members. Projects such as this affect many agencies and levels of government and the CJIS group provides a way to collectively address issues and projects.

Any project must be submitted to the CJIS Advisory Committee for review and approval prior to being submitted to the Crime Commission. A Project Review Committee has reviewed and recommended projects as well as initially developed budget recommendations. The CJIS Advisory Committee adopted a Framework for CJIS Project Proposal and Strategic Plan Review which guides project adoption and the funding of all programs.

2. Define the roles, responsibilities, and required experience of the project team;

The project team is the core players who deal with and have operational oversight of NCJIS and NbLETS. The development and maintenance of the existing systems provides a solid base for the expansion of services and consistency with state and federal requirements.

Crime Commission participants will include Michael Overton (CJIS Project Manager). He has been involved in the development and design of NCJIS. State Patrol personnel will include Lt David Dishong (CID Chief), Lt Dave Shelton (CTO, head of NbLETS and communications) as well as their IT staff. Rod Lemke has been the main IMS contact and should continue in that role for this project.

Because of the nature and sensitivity of the project and the data we will need to focus a lot of our efforts on security. The two initial resources expected to be used. Norma Jean Schaffer of the Kansas Bureau of Investigation maintains security for KBI and has worked on the FBI security rules. She has agreed to help us in establishing direction and do initial review for security before we have to gain acceptance from the FBI. Fishnet Consulting is a major security consultant who did our original estimate as well as much of the Kansas design. We anticipate using them again.

3. List the major milestones and deliverables for each milestone;

This project will be driven by certain events which will then drive our timeline and the pace at which we can proceed. As mentioned earlier the Patrol is in the process of implementing a new switch. Until that is completed we can not us primary NSP resources or begin a new, major initiative. However, it does provide a prime opportunity to review the new installation and be sure that there are no glaring inconsistencies or potential problems. The new switch is to begin testing in January, 2002.

Additionally, NSP will be going through a major audit of systems related to NbLETS in November, 2001. They will be installing Cyberlinks in November, 2001. These events will allow us to begin the security design this year and move to actual implementation in 2002.

Following approval of the plan by NITC we will begin full project implementation planning. The subcommittee has met to look at resources and priorities. It is hoped that we can finalize internal reviews of NSP and FBI security considerations by December, 2001. In January, 2002 we will begin detailed security design (technical and policy). This will entail bringing in Ms. Schaffer as well as visiting Kansas. Fishnet will be contracted with for direct services. We will target having the design done by July, 2002 for presentation and approval by the FBI.

Following approval we will proceed with programming and acquisition of security components, anticipated to take six months. In this time we will formulate training and auditing plans to address new users. We should be ready to begin implementation in January, 2003.

4. Training and staff development requirements and procedures;

No training related to new processes will be necessary.

As mentioned, training and procedures for users will be necessary. We will need to develop training criteria to parallel NCIC requirements. Required onsite auditing (as well as using the transaction level tracking already built into NCJIS) and processes for compliance or removing users will need to be well documented. Regional training for existing users will probably be augmented with enhancing our current NCJIS training curriculum.

5. Ongoing support requirements, plans and provisions.

It is anticipated that there will be limited support necessary. While there will certainly be a need to change code and processes to meet new data or requirements we are envisioning putting in a system that does not collect new data nor affect databases. There will be continued use of audit code and processes at the agency level.

We currently contract with IMS for basic server support and that will continue. Analysts International (AI) has done the programming for NCJIS and administers the servers. That will continue as the servers will be seen as essential but not mission critical (as the switch is). AI provides support on security as well as the system and that expertise will continue to prove valuable. This will be covered through the standard CJIS appropriation.

Section VII: Risk Assessment

Describe possible barriers and risks related to the project. The narrative should address the following:

1. List the identified risks, and relative importance of each;

The main hurdle to address in this project is meeting FBI security considerations. We feel we have developed NCJIS with that goal and are confident in meeting and exceeding all requirements. However, as technology changes we will be forced to continually assess our position, vulnerabilities and costs. Having targeted this for years as well as being able to build upon the experience of Kansas and Pennsylvania should help us tremendously.

The need to meet FBI audit and training requirements may present real obstacles. There is limited staff at NSP who are in charge of meeting these tasks. The Crime Commission will assist in any way possible but the arrangements with the FBI require them to be the final overseers of this type of connectivity. We do not anticipate there being an ability to hire more staff in the short run and will build in as much functionality as we can using technology to limit the impact.

2. Identify strategies which have been developed to minimize risks.

CJIS has always taken a structured approach to the projects. The true cooperative attitude guarantees an approach that all involved entities must agree to. This project will not move ahead without knowledge that we can address ongoing support, training and audit concerns.

The initial planning for NCJIS targeted an eventual link to NCIC. This means that we took an early look at security and FBI needs. Combined with involvement on other state's projects this means that we are taking measured steps to concrete goals.

We had done preliminary design and gotten an initial estimate a few years ago from Fishnet Consulting for approximately $485,000. Since then we have implemented numerous technologies (new switch, NCJIS, various interfaces, etc) and the industry as well as FBI requirements have changed. We will need to review the process, design and requirements. We feel that the factors are still fairly consistent but we may ned to modify our approach.

Section VIII: Financial Analysis and Budget

1. Financial Information

    Financial and budget information can be provided in either of the following ways:

    > (1) If the information is available in some other format, either cut and paste the information into this document or transmit the information with this form; or

    > (2) Provide the information by completing the spreadsheet provided below.

    > **Instructions**: Double click on the Microsoft Excel icon below. An imbedded Excel spreadsheet will be launched. Input the appropriate financial information. Close the spreadsheet. The information you entered will automatically be saved with this document. If you want to review or revise the financial information, repeat the process just described.

    Excel Spreadsheet
    (Double-click)

    Budget information is contained in the embedded spreadsheet. It must be pointed out that while the budget amounts and appropriations match per year there is a very real expectation that the bulk of spending will be after the first year. As mentioned, the concerns with implementing the new switch (not scheduled to begin testing until January, 2002) will drive a lot of this project. We have been told by Budget that we will be able to carry those funds over.

    The purchase of software (security token licensing) and 'other' (the tokens themselves) may occur later. Those purchases are based upon incremental additions of 1,000 user blocks.

2. Provide any on-going operation and replacement costs not included above, including funding source if known:

Ongoing operation is estimated for two factors. These will come form the CJIS appropriation for NCJIS operations.
a) housing of the new server at IMS - $125 / month
b) ongoing support of the system - $10,000 / year after 2003

Tokens will be purchased that have a life of five years. This will need to be replaced at that point. These could be replaced by state/federal funds or through local replacement.

Program management at the Crime Commission and Patrol will be part of ongoing and regular operating costs.

3. Please indicate where the funding requested for this project can be found in the agency budget request, including program numbers. Also, please provide a breakdown of all non-state funding sources and funds provided per source.

The funding appeared in the CJIS portion of the Crime Commission budget. It is in Program #215.

Project Title:
Agency/Entity:

(Revise dates as necessary for your request.)

	Estimated Prior Expended	Request for FY2001/2002 (Year 1)	Request for FY2002/2003 (Year 2)	Request for FY2005 (Year 3)	Request for FY2006 (Year 4)	Future	Total
1. Personnel Costs (a)							$ -
2. Contractual Services							
2.1 Design		$ 25,000.00					$ 25,000.00
2.2 Programming		$ 100,000.00	$ 100,000.00				$ 200,000.00
2.3 Project Management							$ -
2.4 Other							$ -
3. Supplies and Materials							$ -
4. Telecommunications							$ -
5. Training							$ -
6. Travel		$ 5,000.00					$ 5,000.00
7. Other Operating Costs							$ -
8. Capital Expenditures (b)							
8.1 Hardware		$ 23,000.00					$ 23,000.00
8.2 Software		$ 41,500.00	$ 41,500.00				$ 83,000.00
8.3 Network							$ -
8.4 Other		$ 82,000.00	$ 82,000.00				$ 164,000.00
TOTAL COSTS	$ -	$ 276,500.00	$ 223,500.00	$ -	$ -	$ -	$ 500,000.00
General Funds		$ 276,500.00	$ 223,500.00				$ 500,000.00
Cash Funds							$ -
Federal Funds							$ -
Revolving Funds							$ -
Other Funds							$ -
TOTAL FUNDS	$ -	$ 276,500.00	$ 223,500.00	$ -	$ -	$ -	$ 500,000.00

NOTES:

(a) If new FTE positions are included in the continuing costs/request, please provide a breakdown by position, including separate totals for salary and fringe benefits, on a separate sheet.

(b) Please itemize equipment on a separate sheet.