



State of Connecticut Criminal Justice Information System Roadmap

Revolutionary Technology Linking Connecticut's Criminal Justice & Law Enforcement Community

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CJIS Governing Board Co-Chairs
Mike Lawlor,
Under Secretary, State of Connecticut OPM
and
Judge Patrick L. Carroll, III
Deputy Chief Court Administrator



Mike Lawlor, Under Secretary, OPM

Legacy of a Loss

The Legacy of MPO Peter Lavery

Pam Lavery has dancing blue eyes and a ready laugh. Now, nine years after the shooting death of her husband, Master Police Officer Peter Lavery, the vibrance ebbs from her face when conversation edges toward the night of December 30, 2004.

Peter was working the night shift at the Newington Police Department. His two kids were home from college; he was looking forward to their plans for New Year's Eve.

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Advocate for the "Common Man"

Deputy Chief Public Defender Brian Carlow is DPDS' Point Man for CISS

As Deputy Chief Public Defender for the State of Connecticut, Brian Carlow no longer represents defendants in a courtroom, but his passion for providing proper legal counsel has never wavered.

Carlow has been in the business of serving the indigent accused for 28 years; some are guilty and some are not, but at the end of the day, they all need proper legal representation.

When he's persuaded to talk about some of the cases he handled in 21 years actively trying cases, he says he feels satisfied with most of the outcomes he's achieved. But there are a few that stick in his craw. There's a man now serving 18 years for an attempted murder that Carlow is sure he didn't commit. Carlow remains convinced of the man's innocence and continues to work on the case.

And then there are the victories. In a stunning example of legal representation, the Connecticut Innocence Project (which started as a pro bono effort by attorneys in DPDS) took on the case of James Tillman, who served 18½ years in prison for aggravated sexual assault based on erroneous eyewitness identification. Tillman continued to maintain his innocence and the science of DNA testing,

unavailable in 1989, finally caught up to justice. Carlow was part of the team that represented Tillman, who was exonerated in July 2006 after DNA evidence unequivocally proved his innocence.

In the summer of 2007, the Legislature granted the Public Defender's Office full funding for four positions for the Connecticut Innocence Project (due in no small measure to the stunning revelations of injustice and multi-million dollar settlements to the wrongfully convicted). Carlow is a West Hartford native who earned his BA at the University of Connecticut and went on to get his JD at the University of Illinois.

It was always his ambition to work as a public defender, so after

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graduating from law school, he returned to Connecticut seeking a position with the public defender's office. It took him two years of persistence, but he landed a job and hasn't looked back. Carlow worked for a year in the Litchfield district; for 15 years in New Haven; and in Middletown for 3 before being appointed to his current post.

Over the course of 21 years in court, he developed a reputation as a tenacious and tireless advocate for his clients.

In 2006, he was appointed Deputy Chief Public Defender by the Public Defender Services' Commission, which oversees the public defenders' office and appoints both his position and that of the Chief Public Defender, Susan Storey. Carlow assists the Chief Public Defender with day-to-day operations of the Division, which oversees the individual public defender offices in 13 judicial districts, 43 field offices, child protection, and 6 specialized units (e.g., capital defense and Innocence Project). They manage a caseload of 101,000 per year with an annual budget of \$65 million.

DPDS represents only those juveniles and adults whose income falls below specific thresholds. DPDS has over 660 attorneys working cases. Of these, 214 are staff attorneys; the others are "assigned counsel" (attorneys in private practice who contract with the state).

When the state began formal feasibility studies for CISS, representatives of all Connecticut criminal justice agencies were involved — providing detailed qualitative and quantitative information about their processes so Information Exchanges could be mapped and cost-benefit

analyses created. Brian Carlow was part of this working group from the start.

"My concern from our agency's perspective was, Would we be CISS-ready? I was concerned that when this fabulous system is available, [DPDS] might not be ready to make use of the information that will be available... So the next question was, What do we need to do to be ready?"

So DPDS conducted a review of its internal IT resources and hired a consultant to produce a detailed plan to bring DPDS up to speed electronically. Central to their plan is a new case management system, which they hope to bring online by the end of 2013.

Members of the CJIS technical staff are currently building a SharePoint site for DPDS. In addition to all the standard functionality, it will provide their portal into CISS. Carlow is excited about the potential of CISS and the efficiencies it will create, which will ultimately result in saving money and real-life benefits to their clients. For instance, he says, the most significant example is obtaining the probable cause document — usually the sworn police report. "That document is critical to us," he says. "We need the probable cause document to move forward."

The way the system works now, Carlow explains, the timing of DPDS' receipt of this document is inconsistent and sometimes delayed. The prospect of improving the speed, reliability, and general efficiency of delivery of that document is very exciting, Carlow says. "Whether we have a case management system or not, at its essence, CISS has the capability of making a

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PMO Perspective ~ The Benefits of CISS

Mark Tezaris, CJIS Program Manager

As we get into the detailed work of building the Connecticut Information Sharing System (CISS) and encounter legitimate issues, concerns, and obstacles, it's also useful to look at the enormous benefits that CISS will yield for Criminal Justice in Connecticut.

Beginning in 2008, the State began to study electronically linking all criminal justice information, for all members of the community to use for law enforcement, prosecution, defense, and all other aspects of criminal justice. Among the studies done was one examining the cost benefits of such a system.

MTG Management Consultants, in cooperation with representatives from all of the criminal justice agencies, published its report in 2010. The overall conclusion of the report was that the State would save \$59 million when the system is fully operational. These savings will be gained by eliminating repetitive tasks and reducing costs associated with manual document exchange.

But these quantifiable savings don't tell the whole story.

Connecticut's criminal justice community consists of roughly 11 justice agencies with over 23,000 staff members, utilizing 52 information systems to support their business needs. Many justice processes are delayed while agencies wait for information from other agencies.

The report estimates that 25 Information Exchanges (IEs) alone (see chart above) would save over \$15.5 million per year when

A Summary of 25 Information Exchanges (IEs)

IE No.	Exchanging Agencies	Document	Value
1.01.03	LEA → Prosecution	Incident Report	\$ 4,212,000
1.01.29	LEA → Judge	Case Report	1,645,313
4.48.52	Court Operations → LEA	Disposition Abstract	1,620,000
2.21.01	Judge → LEA	Arrest Warrant	1,023,047
1.01.15	LEA → Prosecution	Affidavit for Arrest Warrant	796,912
11.01.25	LEA → LEA	Incident Report	631,800
16.03.07	LEA → State Repository	Family Violence Report	628,560
1.14.53	Prosecution → LEA	Request for Supplemental Information	499,350
9.97.01	Court Operations → LEA	Seized Property Form	411,328
1.01.25	LEA → Pre-trial Services	Conditions of Release	393,864
6.76.17	Court Operations → Probation	Sentencing Order	392,137
13.01.25	LEA → LEA	Location Incident History	308,813
1.14.05	Prosecution → DPDS	Information	308,361
7.54.19	LEA → BOPP	Arrest Reports	303,104
1.01.11	LEA → Probation	Incident Report	298,373
4.45.09	Court Operations → DOC	Continuance Mittimus	280,969
11.03.03	LEA → DPDS	Arrest Reports	265,024
4.46.05	Court Operations → DPDS	Docket	242,308
6.76.31	Prosecution → DOC	Arrest Reports	224,544
8.37.05	BOPP → Prosecution	Notice of Parole Hearing	214,885
1.03.09	LEA → Court Operations	Arrest Reports	200,117
1.02.06	DMV → DCJ	Driver and Vehicle Status	166,695
4.48.71	Court Operations → DOC	Continuance Mittimus	163,898
1.01.13	LEA → BOPP	Incident Report	140,400
1.14.02	Prosecution → Court Operations	Uniform Arrest Report/ Citation Packet	128,485
TOTAL			\$15,500,287

performed electronically. It is important to note that the study was comprehensive and scientific, with values assigned to all personnel, types of tasks, volume of work, etc. The study was quite conservative. Comparing those figures with the work being done right now, it appears that these savings estimates are quite low; collectively, Connecticut criminal justice agencies could easily save much more.

The IE at the top of the list, the incident report, is when a law enforcement agency sends an incident report to the Division of Criminal Justice (DCJ) or Court Operations. This occurs on average 5,200 times per year. Sending the report electronically instead of having a Sworn Law Enforcement Officer hand-deliver the document to the appropriate agency will save over \$1.6 million per year. This is just one of the more than 500 IEs that are part of Connecticut's

criminal justice system. Phase 1 of CISS includes at least 46 individual IEs, selected by rating all of the IEs by criticality and foundational importance.

It's important to remember that these estimated cost savings are just the tip of the iceberg. Take, for example, the process of the Board of Pardons and Paroles (BOPP) obtaining an arrest report from law enforcement when an inmate requests pardon or parole. Based on an average of 2.5 arrest records for 3,000 inmates (most inmates have multiple arrest records), it was estimated that CISS transmission of such information transactions would save more than \$200,000. However, Rich Sparaco, BOPP's Director of Planning, Research, and Development, noted that the time calculations are vastly underestimated because the study

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CISS Project Management Updates

John Cook, Lucy Landry, and Eric Stinson — Senior Project Managers

The CISS project is moving forward with three separate but interrelated waves — Wave 0, Version 1.5; Search Release 1; and Wave 1.

— Wave 0, Version 1.5 —

The build-out of the CISS infrastructure is continuing on schedule. By the beginning of April, the servers for the development environment were installed. As of June 1, we are about two-thirds finished with the construction of the System Test Environment. We have completed approximately two-thirds of the server environment build-out; approximately 48 servers have been installed.

This second environment, System Test (or SYSTEST), is the environment used to analyze and test the installation and configuration of the newly-developed CISS software. The purpose of SYSTEST is to add more production-like components to the development environment so staff can analyze and confirm that it's working the way it's supposed to.

Another significant effort is knowledge transfer. Up to this point in the CISS project, Xerox developers and staff have been doing all of the configuration work. This is going to shift, as CJIS staff begin to work alongside Xerox in configuring the server build-out. This synchronized effort will continue throughout the project, gradually shifting to the point where Xerox is finished and CJIS staff will take over all infrastructure work.

— Search Release 1 —

Work on SR1 in May was focused on generating final requirements

for SR1. We have now completed requirements definition for SR1 Search Functionality, System Administration, Search Source (mappings, field definition) and User Interface (UI) improvements and enhancements. Stakeholders reviewed the revised CISS UI working prototype and gave positive feedback.

OBIS was added as a search source and POR was removed from the current SR1 scope. We are working with DOC to complete the data mapping, define the security and business rules, and connectivity infrastructure to allow replication of OBIS information. Successful connectivity with Judicial for PRAWN data replication was also accomplished this month.

The team also developed requirements for a Learning Management System (LMS) that will be used to train new and existing CISS users. When this release is completed, it becomes its own baseline product that undergoes version control. When there is a new release new training will be required. LMS will be scalable and configurable for all other CISS releases. It will also accommodate Police Officer Standards and Training (POST). We anticipate that the Saba LMS will be the hosting application for CISS.

Finally, SharePoint team site prototypes for DPDS and LEAs were presented for internal review. We are currently preparing for UAT (User Acceptance Testing) for both sites.

Archana Mulay joined the CJIS team as Operations Manager recently, filling an important role on the team. Archana will provide operational coordination and leadership for all applications in production. She is also responsible for new releases for each application, for meeting data quality, performance goals for production systems, coordinating user groups, user training, as well as systems issue identification and resolution.

She is currently working on OBTS and CIDRIS performance testing and strategic analysis of integrating those applications with CISS. We are glad to welcome her on board.



— Wave 1 —

With the project charter for Wave 1 approved, we are now building a detailed project schedule. Beginning with initial input from the business and technical teams as well as Xerox, we created a proposed schedule.

In May and into early June, we have been meeting independently with stakeholders from nine agencies to review the Wave 1 project charter, including the scope and the preliminary schedule. Our objective is to answer questions, define what their involvement will be, estimate when their active participation will be required, and determine their availability. We hope to have these meetings concluded by mid-June, with enough feedback and information to complete the detailed schedule for Wave 1. ■

CISS IN BRIEF

— WAVE 0, VERSION 1.5 (W0V1.5) —

CURRENT WORK

- Constructed 2nd SDLC Environment – System Test.
- Created approximately 48 virtual machine servers.
- Updated documentation to support knowledge transfer of server configurations.
- CJIS staff began work to take over CISS infrastructure from vendor.
- Purchased utility servers for Microsoft System Center environment.
- Purchased FileNet software for electronic content management.

NEXT MONTH

- Continue the configuration for 2nd SDLC environment — System Test.
- Review design of high-availability servers.
- Install firewalls.
- Begin construction of 3rd SDLC environment — User Acceptance Testing & Training (UAT).

— SEARCH RELEASE 1 (SR1) —

CURRENT WORK

- Initiated software detail design activities.
- Established PRAWN connectivity with Judicial.
- Completed requirements definition for SR1 functionality.
- Initiated software detail design activities.
- Completed prototype work on SharePoint team sites for DPDS & LEA.
- Added Offender Based Information System (OBIS) to SR1 scope.
- Continued progress on Learning Management System (LMS) upgrades for SR1 training tasks.

NEXT MONTH

- Continue SR1 detail design.
- Initiate code development for SR1.
- Conduct UAT for DPDS, LEA SharePoint team sites.
- Establish connectivity with MNI/CCH and OBIS search sources.

— WAVE 1 —

CURRENT WORK

- Project Charter signed off internally by CJIS and Xerox teams.
- Reviewed detailed scope with stakeholders.
- Walk-through of workflow diagrams with stakeholders.
- Held meetings with each agency for input on W1 project schedule.
- Began work on detailed requirements.

NEXT MONTH

- Revise Project Charter based on agency feedback.
- Publish W1 project schedule.
- Distribute RMS certification package for internal review.
- Continue documentation of detailed requirements for information exchanges between RMS and CISS.
- Begin work on requirements for all remaining workflow waves, with the goal of completing this process by the end of 2013.

Benefits, continued from page 3

was based on best-case scenarios. Ordinarily, BOPP tries to obtain inmate records long before parole hearings, but often records aren't sent, and BOPP needs to follow up to request them, which are sent in paper form. If arrest records aren't received in time for a parole hearing, the Board cannot render a decision, the hearing is continued, and the inmate returns to prison. So, Sparaco says, if you could calculate clerical time, plus wasted time for all the staff involved in a hearing that is continued, plus the cost of an inmate remaining in prison rather than released on probation, the indirect costs are substantial.

In another exchange, a law enforcement agency requests an affidavit for an arrest warrant from DCJ. If this is done electronically, it's estimated that savings would be close to \$95,000. Again, this does not take into account secondary effects of time savings. Often when a warrant does not involve public safety, it can take days or weeks to get a warrant issued. If a case involves public safety (e.g., a domestic violence case), officers would "walk it through" the various steps and could obtain the warrant within hours.

It is important to note that CISS benefits are not simply about speed and efficiency; it's about built-in security. If a sworn law enforcement officer hand-delivers an arrest report to a court officer, it's a secure exchange. But such an exchange is conservatively calculated to cost \$100. If this same information is transmitted electronically with FBI-level security, the

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Lavery, continued from page 1

A seemingly routine domestic disturbance call that night became his last. The facts, briefly, are these: the adult daughter of a woman called police to report that her mother had been hit by her boyfriend, and that this had happened before. Officer Lavery was dispatched. There were no known warrants, arrests, or priors. Lavery questioned the woman outside the home. Her head was cut. Despite her daughter's report, the woman said she had "fallen." *Were there any weapons in the home?* Lavery asked. The woman shook her head "no." When Lavery's back-up arrived, they went in to talk to the alleged aggressor. No one was on the first floor. There was no answer to his call down to the basement, though they heard a radio playing. As Lavery descended the stairs, he was shot by automatic weapons fire.

Officer Lavery died that night. His killer committed suicide during a standoff with police. Peter Lavery left behind his wife of 25 years, a 22-year-old son, and 20-year-old daughter and legions of family and friends.

Was she angry? "I was just numb. It's beyond words how painful..." Pam says pausing. "I don't remember things that happened in the days and weeks after his death. You just take things day by day."

But life has gone on for Pam Lavery, and she's been very busy. Pam was a special education teacher at Middletown high school for 32 years, the last 10 as department head. She retired two years ago. Both of her children have since graduated from college and are working in their careers. Her daughter is a special education teacher and her son is working in the environmental health and safety field.

While no one can say with *100 percent certainty* if more information at the scene that night would have changed the final outcome, Pam says, "We believe that Peter would be alive today if he had access to more information." The Connecticut Information Sharing System (CISS) is being designed to provide just such information — within seconds, the complete history of all individuals involved and the history of the incident location. Had CISS been operating in 2004 as it is envisioned, officers would have seen the perpetrator's history.

The shooter, Bruce Carrier, had previous arrests on

weapons, assault, and reckless endangerment charges, which also resulted in the loss of his State Department of Correction job. This information would have been pivotal, but it was not available to the Newington PD at that time. He was on probation, and at that time probation records were not available to local police. Had Peter Lavery known the suspect's history, he would not have entered the home. He would have had evidence to contradict what the assault victim, inexplicably, told him — that there were no weapons in the house.

So now Pam Lavery is speaking out about her story. But it's not easy; she is a private person. It's not easy sitting down with a reporter to talk about her husband, answering questions that must seem trite.

Does she have closure? "I don't know what closure means. I miss Peter every day. But I try to live my life fully. I work hard to bring out the positives; to honor him... I have tried to turn a tragic and senseless loss into something positive." There have been several fundraisers initiated to raise money for the Peter J. Lavery Memorial Scholarship Fund, Inc. which awards scholarships to area students entering the field of criminal justice or law enforcement. The 9th Annual Peter Lavery Memorial Motorcycle Ride will

be held on September 15 and the 2nd Annual Race to End Domestic Violence will be held on June 8. They are also planning the 9th Peter Lavery Memorial Golf Tournament (the date has not been announced). For more information, please visit www.peterlavery.org.

"Through all of these [activities] he continues to touch people's lives." As of May, the Peter Lavery Memorial Scholarship Fund has awarded \$98,000 in scholarship money to area students. "He would be very proud of this," Pam says. "He was a very special person. Education was very important to him.

"After he died, I heard so many stories from so many people about little things he did for them. *People that Peter arrested* came to his wake."

Having gained an understanding of the plans for the Connecticut Information Sharing System (CISS), Pam is hopeful that it will make a difference in the future by providing law enforcement with faster and more complete information. ■

~ Margaret M. Painter

"We believe that Peter would be alive today if he had access to more information."

DPDS, continued from page 2

manual paper-driven system incredibly faster and more efficient... that assumes the business rules allow that to happen.”

Carlow emphasizes the importance not only of the speed of obtaining information but also the uniformity of the timeframe for getting it. If all agencies are using one system, it would remove the unpredictability of when DPDS would receive the probable cause document. Carlow stresses that the business rules will remain the same; DPDS should not get this before DCJ reviews it. “We should *not* get it simultaneously,” he says, but once DCJ has had a reasonable period of time for review (and if they can't articulate a reason against release) the default should be that the system releases it.

“If the default is that it should be available, logistics should not be an obstacle. Efficient unfettered access to the necessary documents can mean the difference between a case coming back to the court once instead of 3 times... And maybe it needs to come back to court 20 times, but it's the *substance* of that case — not the flow of paperwork — that should properly determine the flow of the case.”

“I don't understand agencies questioning *Who is going to have access*

to our information? The same business rules will apply to the flow of information through CISS as they do today. There is no attempt to obtain anything other than what we are entitled to.

“Law enforcement experiences the same inefficiencies that we do. At

"I'm an advocate, so my mission places me in an adversarial position to some other criminal justice agencies... But the head-set for CISS has to be different."

the end of the day, we are looking for nothing other than information that we are entitled to today; the information that is spelled out in law.

“If the public defenders don't have what we need to move a case forward, it stops; there are things that we need to do constitutionally before it can move forward.

“We are not looking for DCJ or DESPP to not have the right to review documents before they are released to us. If we disagree, we file a

motion. If a Judge says we can't have it, that's fine. However, that should be a fraction of the cases," he says.

Carlow offers an insight on some of the reluctance to share information. The nature of some agencies' work is by definition adversarial; DCJ and DPDS are on opposite sides of the courtroom, he says. “But that should not be an impediment to this project.”

“Our missions are different, so our battles (in the courtroom) will remain the same. I'm an advocate and that's what I do. But *the head-set for CISS has to be different*. We are really all on the same side with respect to the CISS project,” he says. “This is not about that advocacy. It's about obtaining information that we are legally entitled to in the most efficient and effective way.

“We are committed to doing whatever it takes. DPDS, and every other constituent community member, will benefit greatly from this — there are very few things in my career as a criminal defense lawyer where I can say that and mean that.

“We have talked a lot about ‘risks’ to the project. I see this — the reluctance to share information — as the biggest risk we face. [CISS] is a huge opportunity and it would be a huge missed opportunity if it fails.” ■

~Margaret M. Painter

Benefits, continued from page 5

information is secure and costs far less. CISS will allow agencies to optimize the use of resources throughout the criminal justice system. These benefits do not mean budget and staff reductions. The benefits are time savings created by CISS and will allow current staff to work more efficiently,

complete more sophisticated tasks, and resolve cases more quickly.

The criminal justice community as a whole will enjoy substantial intangible benefits when CISS is operational. These include: improved public and officer safety; better management and policy decisions; more informed justice decisions; improved

notification services for key events; improved collaboration between agencies; increased capacity to handle incidents and cases; enhanced ability to solve crimes; and improved public confidence. Although not part of the cost analysis, these intangible benefits represent major impacts and cost savings for government and the public. ■

Business Perspective

Nance McCauley, CJIS Business Manager

CISS Phase I is now well underway. The first search functionality was released in January, the four technical environments are being built, the next search release (SR1) requirements are in progress, and the project scope for Wave 1 is being reviewed with stakeholders. While these accomplishments are substantial, we have a lot of work ahead.

What else is required to complete CISS Phase I in a timely manner to meet the project's and Xerox's contractual obligations? The answer to this question is multi-faceted and complex. The remaining work falls into two categories: search database releases and workflow waves.

Search database releases

There are a total of 14 agency databases listed in the State's contract with Xerox. These must be interfaced with CISS and requires a field review of each system database. The CJIS team has recommended including the 14 agency databases in 3 releases as shown in the table below.

Search Database Releases		
SR1	SR2	SR3
MNI/CCH	CRMVS	BOPP Case Notes
PRAWN	POR	Driver History LOB / CIVLS
OBIS	Weapons	DCJ Case Management System
	SOR	CIB
		PSI
		CMIS
		COLLECT

Workflow releases

There are a total of 8 workflows that will be implemented in 7 waves. Workflow 1 (UAR) is planned for implementation as Wave 1, along with components from Workflow 6 (Common Exchanges), and Workflow 8 (Post Judgment). Each wave reflects the business processes of its particular workflow, with all of its Information Exchanges.

The 8 workflow waves will be implemented in the order indicated below.

Xerox has requested that the remaining CISS Phase I requirements for search and workflow releases be completed by the end of December 2013 in order to meet the CISS contractual requirements. This will require well-synchronized and dedicated efforts of the CJIS team and the agency stakeholders. Meetings will be scheduled in June to discuss how to move forward to achieve this objective.

CISS Workflows	
Wave 1	Workflow 1, portions of Workflows 6 & 8
Wave 2	Workflow 3
Wave 3	Workflow 2, remaining portion of Workflow 6
Wave 5	Workflow 5
Wave 4	Workflow 4
Wave 7	Workflow 7
Wave 8	Workflow 8

OBTS | CIDRIS

The Offender Based Tracking System and the Connecticut Impaired Driver Records Information System are in "maintenance mode." For more information about the status of these systems, please visit the CJIS website, www.ct.gov/cjis.

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