PUBLIC SAFETY COMMITTEE AGENDA

Friday, January 19, 2007
1 to 3 p.m.
SANDAG Board Room
401 B Street, 7th Floor
San Diego

AGENDA HIGHLIGHTS

• THE INTEROPERABILITY AND COMMUNICATIONS CLEARINGHOUSE

• PRISONER REENTRY IN SAN DIEGO: SB 618 PROJECT IMPLEMENTATION

• STATE, REGIONAL, AND FEDERAL ENTERPRISE RETRIEVAL SYSTEM (SRFRS) UPDATE

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<tr>
<th>ITEM #</th>
<th>RECOMMENDATION</th>
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<tbody>
<tr>
<td>1.</td>
<td>ROLL CALL</td>
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<td>2.</td>
<td>APPROVAL OF MEETING MINUTES</td>
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<td></td>
<td>APPROVE</td>
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<tr>
<td>a.</td>
<td>October 20, 2006</td>
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<td>b.</td>
<td>November 17, 2006</td>
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<td>3.</td>
<td>PUBLIC COMMENTS/COMMUNICATIONS/MEMBER COMMENTS</td>
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<td>Members of the public will have the opportunity to address the Public Safety Committee on any issue within the jurisdiction of the Committee. Speakers are limited to three minutes each and shall reserve time by completing a “Request to Speak” form and giving it to the Clerk prior to speaking. Committee members also may provide information and announcements under this agenda item.</td>
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<td>4.</td>
<td>AMEND THE FY 2007 ARJIS UDC-DHS FIRST RESPONDER WORK PROGRAM AND BUDGET (Pam Scanlon)</td>
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<td>During the last two years ARJIS has significantly expanded and enhanced the use of wireless devices to deploy various data and services to regional public safety officials in support of their 24/7 operations. One of the recent efforts, the Pacific Wireless Information Network (PACWIN), is funded by the Unified Disaster Council (UDC) through the use of Urban Area Security Initiative (UASI) FY 2004-05 funds. In the fall of 2006, the UDC awarded an additional $300,000 from the State Homeland Security Grant Program (SHSGP) to ARJIS for enhancements to the existing PACWIN project. These funds are intended to solidify the PACWIN project and will be used to manage, train for, and implement the ARJIS communications and security plan with additional forward proxy services, a dedicated hardware encryption appliance, and expansion of the ARJIS virtual server environment. The Public Safety Committee is asked to approve the addition of $300,000 in grant funds to the FY 2007 ARJIS UDC-DHS First Responder Work Program and Budget (OWP Number 2200800).</td>
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<td>5.</td>
<td>THE INTEROPERABILITY AND COMMUNICATIONS CLEARINGHOUSE: AN UPDATE ON ACTIVITIES AND ACCOMPLISHMENTS (Bob Welty, San Diego State University)</td>
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<td>DISCUSSION/POSSIBLE ACTION</td>
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During 2006, a series of Interoperability and Communications workshops were held in the San Diego region. As a result of these discussions, a regional strategy for voice and data communications and interoperability, as well as a framework for improving coordination, were drafted. Subsequently, the SANDAG Board of Directors and the Unified Disaster Council approved this framework and action plan, which includes the creation of a Clearinghouse, Advisory Group, and Policy Body. An update on recent activities of the Clearinghouse, which was created to serve as the central coordination and implementation hub for regional communications and interoperability projects and issues, as well as a timeline for upcoming activities, will be provided.

6. PRISONER REENTRY IN SAN DIEGO: SB 618 PROJECT IMPLEMENTATION (Vaughn Jeffery, San Diego County District Attorney's Office)

In October 2005, Senate Bill (SB) 618 was signed into law by Governor Schwarzenegger that authorizes three California counties to develop a multi-agency plan to prepare non-violent felony offenders for successful reentry into society. Selected as the first site, San Diego County, under the direction of the District Attorney's Office, will be implementing a program in early 2007 that incorporates best practices and reengineers specific components of correctional and rehabilitative practices to prepare offenders for a more successful reentry into society. As part of the project, SANDAG's Criminal Justice Research Division will be conducting both process and impact evaluations. An overview of the project, including project partners, goals, timeline, and recent accomplishments will be provided.

7. AN UPDATE ON RECENT ACCOMPLISHMENTS AND FUTURE DIRECTIONS FOR STATE, REGIONAL, AND FEDERAL ENTERPRISE RETRIEVAL SYSTEM (SRFRS) (Pam Scanlon)

Developing enhanced information sharing capabilities is critical to improving the capacity of law enforcement and other emergency response agencies to protect the American public against terrorism and all other criminal acts that threaten its safety. In 2004, the National Institute of Justice (NIJ) awarded a grant to ARJIS to develop a prototype demonstration of connectivity and data sharing among multi-jurisdictional public safety agencies. Since then, the project has been recognized by NIJ and the Department of Homeland Security (DHS) as a model for overcoming the barriers that exist between local and state public safety agencies. ARJIS staff will provide an overview of the accomplishments of this project to date and also outline tentative next steps that are being planned as part of Phase II of the project.

8. UPCOMING MEETINGS

INFORMATION
The next meeting of the Public Safety Committee is scheduled for Friday, February 16, 2007, at 1:00 p.m.

9. ADJOURNMENT

+ next to an item indicates an attachment
PUBLIC SAFETY COMMITTEE DISCUSSION AND ACTIONS
Meeting of October 20, 2006

1. ROLL CALL

Vice Chair Tom Zoll (County Chiefs'/Sheriff’s Association) called the Public Safety Committee meeting to order at 1 p.m. Roll call was taken and a quorum was present. See last page for attendance.

2. APPROVAL OF MEETING MINUTES

Upon a motion by Mayor Mark Lewis (East County) and a second by Jill Olen (Homeland Security), the Public Safety Committee unanimously approved the minutes of September 17, 2006.

3. PUBLIC COMMENTS/COMMUNICATIONS/MEMBER COMMENTS

There were no public comments.

REPORTS

4. REPORT FROM CHIEF‘/SHERIFF’S MANAGEMENT COMMITTEE (INFORMATION)

Chair Zoll stated the Management Committee met on October 4, 2006, and approved an agreement with Orange County using COPLINK for sharing of information. It has been shown that the movement of crime and offenders between Orange County and San Diego County is significant.

Pam Scanlon (ARJIS Director) stated that ARJIS also has an information sharing agreement with Tucson, Arizona, and is negotiating an agreement with Phoenix, Arizona. ARJIS is also working on an agreement with the Los Angeles County Sheriff’s Department, Los Angeles Police Department, and Las Vegas Metro. Once in place, ARJIS will have one of the most robust and geographically diverse information sharing systems in the nation.

Councilmember Bob Campbell (North County Inland) inquired if Riverside County was included. There is a huge growth of people moving back and forth on Interstate 15 that share residency and jobs.

Ms. Scanlon stated that Riverside County is currently not included. It has been primarily Los Angeles and Orange County.
Chair Zoll stated that Riverside and San Bernardino Counties were discussed. Orange County and Los Angeles County were ready to go. The other counties are in the work plan.

Ms. Scanlon stated that Riverside is included in the 3Cs Project that was presented at the last meeting. ARJIS will have a link to Riverside with the 3Cs Project.

Chair Zoll stated the Interoperability Work Plan was discussed and is on the agenda today. Chair Zoll will be stepping down as Chair, and Chief Cliff Diamond from the El Cajon Police Department will be the new chair for the Management Committee starting in November 2006.

5. DEFENSE SUPPORT FOR CIVIL AUTHORITY: ENSURING EFFECTIVE AND RAPID RESPONSE (DISCUSSION)

Commander Jim Cunha (Department of Defense) introduced Captain John Greene and Captain Don Eisenhart. They are from the Navy Region Southwest, which represents six southwestern states (California, Nevada, Arizona, Utah, New Mexico, and Colorado). They presented a PowerPoint presentation on Defense Support of Civil Authorities (DSCA), which is the Department of Defense (DOD) process for how the DOD can lend assistance to civil authorities during a disaster. Captain Greene noted that the DOD is not the preferred provider in a civil crisis and stressed the importance of local public officials knowing and understanding the DSCA process in order to ensure an effective and rapid response.

Commander Cunha stated that the Navy has mutual aid agreements with all neighboring communities for fire and emergency medical services and noted that “we are supporting you and you are supporting us.” Commander Cunha stated that Rear Admiral Len R. Hering, Sr. (Commander, Navy Region Southwest) is the designated DOD regional representative for Navy resources in a disaster, and it is important that the Public Safety Committee understands the process for obtaining DOD support in an emergency. The DOD is here to save lives, prevent human suffering, and mitigate great property damage.

Councilmember Jillian Hanson-Cox (East County Alternate) asked about the chain of command. Captain Greene responded that the Governor’s office initially will request a presidential disaster declaration or pre-disaster declaration assistance. It puts the national response plan in play, which includes a number of standing organizations (State Operations Center, Satellite Regional State Operations Centers, and Emergency Management Centers [County and State]). Once the presidential declaration is made and the Federal Emergency Management Agency (FEMA) is staffed, it will go to the joint field office as a request from the state. The lead person in the state will be designated by the Governor for that disaster and he or she has a direct line of authority to the federal coordinating officer.

Captain Eisenhart stated that for an immediate response scenario, an official from any jurisdiction could contact the local-based commander (Admiral Hering) directly to receive assistance. This is a “72-hour save lives and prevent human suffering” scenario. For a long-term DOD presence, one would go through the Governor following the process described above.

Councilmember Jerome Stocks (North County Coastal) stated it’s a complex system. What he takes from this presentation is that the DOD has a lot of assets along with a lot of
constraints. Civilians need to plan appropriately for emergencies, but in an extraordinary situation, the DOD is there. There have been two occasions in Encinitas where there was an extraordinary situation and it was rewarding to have the Camp Pendleton response. Encinitas was proud to return the favor during the Camp Pendleton wildland fires.

Jill Olen (Homeland Security) stated she is an expert on defense support to civil authority, which was her responsibility under the Secretary of the Army in the Pentagon. She would encourage everyone to understand that even though we see military assets just sitting on a runway, that does not mean they are available to us. She knows how the process works in the Emergency Operations Centers; we practice it and work with Admiral Hering. We will get DOD assets, if they are needed and are available.

6. IMPROVING INTEROPERABILITY AND COMMUNICATIONS IN THE SAN DIEGO REGION: IMPLEMENTING A FRAMEWORK FOR COORDINATION AND ACTION PLAN (RECOMMEND)

Chair Zoll stated the Regional Technology Partnership (RTP) delivered the results of the three workshops on interoperability and communications along with an action plan to the Public Safety Committee and the Unified Disaster Council (UDC). The recommendation is for the Public Safety Committee (PSC) to recommend that the SANDAG Board of Directors approve the proposed framework and action plan and direct staff to continue working with the RTP and UDC to identify resources and the timeline to implement the action plan. He commented, on behalf of the RTP, that the five members have been working for 1½ years to find grant funds to build a strategic plan for this region. The proposed coordination framework is a four-unit system including the UDC, PSC (Policy Bodies), Advisory Council (RTP will fill that role temporarily), and a Clearinghouse. The Clearinghouse would allow the region to have a consistent approach to what technology is available, help public safety agencies get the things they need in a cohesive way, and build toward the ultimate vision of interoperability and widespread information sharing.

Upon a motion by Supervisor Pam Slater-Price (County of San Diego) and a second by Councilmember Stocks, the Public Safety Committee unanimously recommended that the SANDAG Board approve the proposed framework and action plan and direct staff to continue working with the RTP and UDC to identify resources and a timeline to implement the action plan.

7. PUBLIC SAFETY-RELATED GOALS FOR THE 2007 LEGISLATIVE PROGRAM (DISCUSSION/POSSIBLE ACTION)

Victoria Stackwick (Legislative Analyst) gave an update on the three proposed public safety-related goals for the 2007 SANDAG legislative program. The goals will serve as guidelines when determining possible action on federal and state legislation, as well as local activities.

The three goals are: (1) aggressively pursue resources to improve regional voice and data communications and interoperability, including connectivity with state and federal systems; (2) pursue Homeland Security funding at both the state and federal levels to improve public safety and security in the San Diego region, through Automated Regional Justice Information System (ARJIS) operations and enhancements; regional transportation system improvements; and activities related to emergency preparedness, prevention, and response to catastrophic events; and (3) support funding opportunities for prevention and
intervention programs that address substance abuse, reduce youth violence, and increase public safety.

Council President Pro Tem Anthony Young (City of San Diego) thanked SANDAG for including the issue of youth violence in our lobbying efforts. He would prefer the issue of gangs be specifically identified. It is important to identify money for strategic planning to help curb youth violence. He wants to make sure the lobbyists in Sacramento and Washington are clear on what we are trying to do here. Strategic planning is big for the City of San Diego and others along with the issues regarding gangs.

Supervisor Slater-Price agreed with Council President Pro Tem Young’s comment on gangs. There is a North County Gang Task Force and there are issues with gangs coming across the international border. Gangs are a Homeland Security issue.

Chair Zoll restated the recommendation that gang violence specifically be added to legislative goal 3.

Upon a motion by Supervisor Slater-Price and a second by Councilmember Campbell, the Public Safety Committee unanimously recommended that the Executive Committee include the Public Safety legislative goals in the SANDAG 2007 Legislative Program, with the inclusion of gang violence in legislative goal 3.

8. AMEND THE FY 2007 ARJIS WORK PROGRAM AND BUDGET (APPROVE)

Pam Scanlon stated that since the SANDAG Board approved the FY 2007 ARJIS Work Program and Budget, ARJIS has received an additional $250,000 from the National Institute of Justice for enhancing the Domestic Violence Communication System (DVCS). This project would complete Phase 2 of that system. The DVCS is designed to promote information sharing among law enforcement domestic violence units, batterers treatment providers, the Probation Department, City Attorney’s Office, and the District Attorney’s Office.

Upon a motion by Mayor Lewis and a second by Supervisor Slater-Price, the Public Safety Committee unanimously approved adding a new work element for enhancing the DVCS to the FY 2007 ARJIS Work Program and to increase the FY 2007 ARJIS budget by $250,000.

8. UPCOMING MEETINGS (INFORMATION)

The next meeting of the PSC is scheduled for Friday, November 17, 2006, at 1 p.m.

Chair Zoll mentioned the possibility of holding the December 8th Public Safety Committee meeting at the County Emergency Operations Center (EOC). This facility has been completely redone, and Ron Lane would host a tour of the facility. Staff will bring back more information about the tour at the November meeting.

Mayor Lewis thanked Chief Zoll for his service as Chair of the Chiefs'/Sheriff’s Management Committee during the past year.

9. ADJOURNMENT

The meeting was adjourned at 2:05 p.m.
## PUBLIC SAFETY COMMITTEE
## CONFIRMED ATTENDANCE
## October 20, 2006

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<th>COMMENTS</th>
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<td>South County</td>
<td>Hon. Steve Padilla</td>
<td>Member – Chair</td>
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<td>Hon. Frank Parra</td>
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<td>North County Coastal</td>
<td>Hon. Jerome Stocks</td>
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<td>Hon. Jim Wood</td>
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<td>Hon. Jillian Hanson-Cox</td>
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<td>City of San Diego</td>
<td>Hon. Anthony Young</td>
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<td>Supervisor Pam Slater-Price</td>
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<td>State Public Safety</td>
<td>Chief Skip Carter</td>
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<td>Chief William M. Lansdowne</td>
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### ADVISORY MEMBERS

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<td>County Public Safety</td>
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<td>Department of Defense</td>
<td>Commander Jim Cunha</td>
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<td>Colonel James B. Seaton III</td>
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<td>Federal Public Safety</td>
<td>Daniel Dzwilewski</td>
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San Diego Association of Governments

PUBLIC SAFETY COMMITTEE

January 19, 2007

AGENDA ITEM NO.: 2b

Action Requested: APPROVE

PUBLIC SAFETY COMMITTEE DISCUSSION AND ACTIONS
Meeting of November 17, 2006

1. ROLL CALL

Vice Chair Tom Zoll (County Chiefs’/Sheriff’s Association) called the Public Safety Committee meeting to order at 1:03 p.m. Roll call was taken and a quorum was not present. Chair Zoll stated that informational items on the agenda would be addressed first. See last page for attendance.

2. APPROVAL OF OCTOBER 20, 2006 MEETING MINUTES

The approval of the October 20, 2006 minutes will be put on the January 19, 2007, agenda due to not having a quorum present for a vote.

3. PUBLIC COMMENTS/COMMUNICATIONS/MEMBER COMMENTS

There were no public comments.

REPORTS

4. REPORT FROM CHIEF’S/SHERIFF’S MANAGEMENT COMMITTEE (INFORMATION)

Chief Cliff Diamond (Chair of Chiefs’/Sheriff’s Management Committee) gave an overview of the Management Committee meeting held on November 1, 2006. The Committee approved ARJIS implementing the new ARJIS portal. The Crime Report PowerPoint was also presented. There was discussion on updating the Chiefs’/Sheriff’s Committee representation on the Public Safety Committee. A recommendation will be given at the January 2007 Public Safety Committee meeting.

5. SANDAG BOARD ACTION ON INTEROPERABILITY AND COMMUNICATIONS COORDINATION FRAMEWORK AND ACTION PLAN (DISCUSSION/POSSIBLE ACTION)

The Regional Technology Partnership (RTP), on behalf of the Public Safety Committee attended the October 27, 2006 SANDAG Board meeting with a presentation on Interoperability and Communications framework. There was a lot of support from the Board. We advised them we would be back with an action plan and also discussed the need to get the Clearinghouse started. Bob Welty (San Diego State University) will give a presentation at the January 2007 Public Safety Committee meeting with an update and status of the Clearinghouse and what needs to happen first.
6. HOMELAND SECURITY-FUNDED PROJECTS AT THE METROPOLITAN TRANSIT SYSTEM (MTS) (DISCUSSION/POSSIBLE ACTION)

Director of Transit Systems Security Bill Burke (Metropolitan Transportation System or MTS) gave a PowerPoint presentation regarding closed-circuit television (CCTV). Since 2005, the transit security grant program has allowed MTS to build infrastructure that has been needed for a long time. He discussed the grants that MTS currently has and the technology that will assist law enforcement in collecting valuable information that they may need in their investigations. The goal is to deter crime and terrorism and enhance safety and security of patrons and employees. Transportation is now being recognized as a key component of homeland security.

Undersheriff Bill Gore (San Diego Sheriff’s Department) inquired on how many stations are covered with surveillance.

Mr. Burke stated that approximately 50 stations have surveillance. Wireless technology has made a tremendous difference because the cost of installing has traditionally been expensive and difficult. This has been overcome with wireless technology.

Chief Probation Officer Vincent Iaria (County Public Safety) inquired if the system has the capability to recognize a particular individual.

Mr. Burke replied that it does not have facial recognition capabilities.

Chair Zoll asked about the transit center at Plaza Camino Real. The Carlsbad Police Department is doing a project under Border Zone Protection to put cameras around the mall. He asked if MTS would be interested in tying together with that.

Mr. Burke stated that would be a North County project and will talk with David Papworth (North County Transit District or NCTD). He believes NCTD is also working on camera projects.

Chair Zoll also inquired if the MTS bomb dogs are in addition to the ones the Harbor Police have or in lieu of them?

Mr. Burke stated that MTS has their own dog teams, as do the Harbor Police.

Supervisor Pam Slater-Price (County of San Diego) stated this was an excellent report and commended Mr. Burke for recognizing and collecting funding that otherwise would have gone elsewhere.

7. DOMESTIC VIOLENCE COMMUNICATIONS SYSTEM (DVCS) PHASE II (DISCUSSION)

Katie Mugg (ARJIS DVCS Project Manager) introduced Lieutenant Monica Kaiser (San Diego Police Department) and Assistant Deputy Director Linda Wong Kerberg (San Diego County Health and Human Services Agency). Ms. Mugg provided a PowerPoint presentation that outlined the history and recent accomplishments of the DVCS project. DVCS has enabled agencies in the San Diego region to share information about domestic violence crime case reports for public safety purposes. Phase II enhancements are anticipated to be complete by
the fall of 2007. Phase II is funded by a $250,000 grant from the National Institute of Justice.

Chief Probation Officer Vincent Iaria thanked Pam Scanlon (Director, ARJIS) for going after and securing funds to put this project together to help improve the DVCS.

Chair Zoll stated that domestic violence is a pervasive crime that is greatly underreported.

Mayor Mark Lewis (East County) commended Ms. Mugg on a good report. He inquired on how you prevent the offending-ex from visiting the safe house.

Ms. Mugg stated that most shelters are not listed. There is security and other restrictions.

Ms. Kerberg stated that the County takes precautions to ensure that the safe houses are in an undisclosed location and the victim is picked up far from the shelter and transported to the shelter to safeguard them.

Supervisor Slater-Price agreed with Chair Zoll that this is a crime that respects no boundaries. It’s everywhere and tends to leave the seeds for its own perpetuation. We know the damaging effect domestic violence has on children. Girls exposed to it may also become victims themselves and also tolerate it. Boys who witness it or are exposed to it could also become offenders.

Chair Zoll stated the files on crime are replete with domestic violence calls that weren’t successfully handled and it ends in a death. Domestic violence incidents can escalate in violence very quickly.

Supervisor Slater-Price stated the Nicole Simpson case brought it to the forefront where people realized that it’s a crime. Before that, domestic violence wasn’t thought of as a crime, but a family matter. She thanked Ms. Kerberg for the great work she does and for the good report today.

8. CRIME, ARREST, AND DRUG USE TRENDS (INFORMATION)

Dr. Cynthia Burke (Director, Criminal Justice Research Division) gave a PowerPoint Presentation on crime, arrest, and drug use trends. The mission statement of the Criminal Justice Research Division is to promote public safety by informing public policy. As part of the SANDAG Criminal Justice Clearinghouse, regional crime and arrest statistics as well as statistics related to drug use are tracked. These data serve as a decision-making and evaluation tool for law enforcement, treatment providers, and policy makers. The San Diego region has been recognized both locally and nationally concerning the level of collaboration between local law enforcement agencies, as well as between other different parts of justice system. Drugs and crime are related and prevention and treatment are essential for fighting crime.

Supervisor Slater-Price inquired if cocaine included crack cocaine. She also noted it looked like methamphetamine (meth) is dropping off among the younger users. She also asked if meth is replacing crack cocaine for young users.
Dr. Burke noted that individuals who initiate alcohol and other drug use at earlier ages are more likely than those who do not to continue on with meth use. A disturbing statistic is that adult arrestees report first trying meth in their twenties, on average, while one in five juveniles at Juvenile Hall have already started. It seems that meth users in the region are more likely to be Caucasian and Hispanic/Latino, while African Americans are more likely to use crack cocaine. This seems to be related to drug distribution networks. There may be a jump in heroin use in the future, as it sometimes follows a jump in meth use.

Supervisor Slater-Price stated that the County has had the Methamphetamine Strike Force for some time and has quite a bit of data. They also have the gang force data as well.

Dr. Burke stated the Meth Strike Force has done a great job and that SANDAG is working with them to educate the public that meth use affects everyone in the region, even if they don’t think they know anyone who uses meth. For example, almost two-thirds of adults who used meth used meth before they went to their jobs or at their jobs.

9. UPCOMING MEETINGS (INFORMATION)

Chair Zoll announced that Jeff Tayman (Director of Technical Services, SANDAG) is retiring in December after 25 years of service. He thanked Mr. Tayman for his support in elevating public safety for the region and wished him well in his retirement.

Mr. Tayman stated that a few years ago when this committee got started, it was new to him. It has been fun and a challenge and thanked the committee members along with Pam Scanlon and Cynthia Burke for their support. Mr. Tayman noted that the Public Safety Committee is very important and the things they do truly matter. These include overseeing: 1) ARJIS and CJRD efforts, including some that were presented today. This region shares information better than anyone, and Pam and Cindy’s work does make a difference and the region is safer for their efforts; and 2) work on interoperability and communications. In a short time, the Public Safety Committee has brought the region to a good point and is poised for tremendous success in improving interoperable communications. In addition, the Public Safety Committee has elevated the role of public safety at SANDAG and what ARJIS and the Criminal Justice Division are doing for the region.

Chair Zoll stated there will be no meeting in December 2006. The next meeting of the Public Safety Committee is scheduled for Friday, January 19, 2007 at 1:00 p.m.

9. ADJOURNMENT

The meeting was adjourned at 2:05 p.m.
### PUBLIC SAFETY COMMITTEE
CONFIRMED ATTENDANCE
November 17, 2006

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<th>JURISDICTION</th>
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<td>Chief William M. Lansdowne</td>
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<td>San Diego County District Attorney</td>
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### ADVISORY MEMBERS

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### Chiefs’/Sheriff’s Management Committee

Chair | Chief Cliff Diamond | Yes |
AMEND THE FY 2007 ARJIS UDC-DHS FIRST RESPONDER WORK PROGRAM AND BUDGET

Introduction

During the last two years, ARJIS has significantly expanded and enhanced the use of wireless devices to deploy various data and services to regional public safety officials in support of their 24/7 operations. One of the recent efforts, the Pacific Wireless Information Network (PACWIN), is funded by the Unified Disaster Council (UDC) through the use of Urban Area Security Initiative (UASI) FY 2004-05 funds. In the fall of 2006, the UDC awarded an additional $300,000 from the State Homeland Security Grant Program (SHSGP) to ARJIS for enhancements to the existing PACWIN project. These funds are intended to solidify the PACWIN project and will be used to manage, train for, and implement the ARJIS communications and security plan with additional forward proxy services, a dedicated hardware encryption appliance, and expansion of the ARJIS virtual server environment.

Discussion

History of PACWIN

PACWIN was conceived by ARJIS staff as a vehicle to provide appropriate public safety data to federal, state, and local agencies responding to threats and emergencies throughout the Southwest. The project is postured to manage the business rules and policies guiding the provision of data to regional law enforcement, fire, and medical public safety agencies. It was initiated with the award of $354,000 under the Regional Homeland Security Technology Partnership program managed locally by the UDC. The funds were awarded in response to a project submission outlining the concepts and specifying the deliverables for the FY 2004-05 UASI grant cycle. The effort has allowed ARJIS to deploy an additional 200 devices to public safety agencies with new GPS and mapping capabilities.

State Homeland Security Grant Program (SHSGP) Reappropriation

In October 2006, the UDC notified ARJIS that they had awarded an additional $300,000 appropriation from the County of San Diego Office of Emergency Services (OES) via the FY 2004-05
SHSGP program to enhance the PACWIN Project. The funds represented a portion of the San Diego region’s reappropriation of FY 2005 funding, which must be spent by March 31, 2007, and be associated with existing PACWIN project deliverables.

The expansion of services and clients in this public safety venue as part of the PACWIN project has stressed public safety secured access to the ARJISNet infrastructure, requiring this important core functionality to be restructured to meet these new demands. Given the necessity to complete these ARJISNet infrastructure improvements, ARJIS staff articulated two key efforts that would be accomplished with the additional funds that would allow for the PACWIN project to be supported and expanded.

1. **Creation of New Hardware and Software Tools**: At the very heart of the PACWIN project and deliverables is the understanding and management of data exchange challenges between law enforcement and non-law enforcement public safety agencies. It is the intent of the Department of Homeland Security (DHS), reflected in the UASI and SHSGP programs, to break down data-sharing barriers across the federal, state, and local public safety agencies. The ultimate goal is the much needed improvement in public safety response capabilities in emergency and tactical situations. To that end, ARJIS has been examining various data sets, their associated restrictions, privacy issues, federal and state regulations, and agency policies that tend to restrict the sharing of data within the public safety community. With this information, ARJIS will implement a plan in which individual accounts can be effectively set up and managed while also ensuring that all of the statutes, regulations, and policies associated with ownership of each data set are maintained. This solution requires a central, regional, network configured to allow or restrict access. New hardware and software tools will be needed to build this solution.

2. **Bandwidth and Security Enhancements**: Deployment of data from within the ARJIS applications to wireless client devices used in public safety field operations requires changes to the bandwidth and security for the ARJISNet network. To provide this access, ARJIS must enhance perimeter connections, routing, and management abilities with solutions endorsed for government and corporate environments. In conjunction with the ARJIS Enterprise Development, ARJIS staff has determined appropriate solutions to these bandwidth and security needs.

Specific objectives that will be accomplished as part of these efforts include: (1) procuring, installing, and configuring proxy servers used to route and incoming connections to the appropriate systems and resources; (2) deploying a dedicated Virtual Private Network (VPN) solution to allow secure transmission of documents and data over the internet; (3) establishing a virtual server environment to provide flexibility, rapid deployment, redundancy, and reduced operating costs for ARJISNet applications; and (4) providing project management, oversight, and training of appropriate personnel in the configuration and use of this operational environment.

KAREN LAMPHERE
Acting Director of Technical Services

Attachment: 1. Revised Program Work Element

Key Staff Contact: Dave Decker, (619) 533-4241, ddecker@arjis.org
**PROGRAM WORK ELEMENT:** 22008.1  
**TITLE:** ARJIS UDC-DHS FIRST RESPONDER  
**FY 2007 BUDGET:** $654,000  
**STRATEGIC GOAL:** ENSURE PUBLIC SAFETY

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*Dept of Homeland Security

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**OBJECTIVE**

The objectives approved for the initial funding of this work element are to: (1) develop and implement a new geographic information system (GIS) mapping system with desktop and wireless interfaces to expand information sharing to a broader base of first responders beyond law enforcement; (2) establish an agreed-upon governance structure for regional public safety information sharing; and (3) create a regional procurement and support plan for wireless technology for public safety agencies. A major focus in FY 2007 is to deploy hand-held devices to non-law enforcement first responders.
Specific objectives that will be accomplished with the additional funding include: (1) procuring, installing, and configuring proxy servers used to route and incoming connections to the appropriate systems and resources; (2) deploying a dedicated Virtual Private Network (VPN) solution to allow secure transmission of documents and data over the internet; (3) establishing a virtual server environment to provide flexibility, rapid deployment, redundancy, and reduced operating costs for ARJISNet applications; and (4) providing project management, oversight, and training of appropriate personnel in the configuration and use of this operational environment.

PREVIOUS AND ONGOING WORK

The mapping and some GIS-encoded data layers were developed by the Visualization Lab at San Diego State University (SDSU), our partner on the project. ARJIS completed a significant portion of the test bed expansion and public safety agreements needed to support data sharing. Coupled with the SDSU experiment, this resulted in a successful proof of concept of sharing GIS data and mapped information on hand-held devices. Implementation of these services to Public Safety agencies in support of regional data interoperability goals requires significant enhancements to ARJISNet perimeter security, ARJISNet server infrastructure, and ARJIS mapping services. Project funding is provided via a joint effort between Urban Area Security Initiative and the State Homeland Security Grant Program.

Committee(s): Public Safety Committee, Chiefs’/Sheriff’s Management Committee; Working Groups: ARJIS Business, Technical, Users, and Crime Analysis Working Groups, ARJIS Enterprise Committee; Project Manager – Dave Decker

PRODUCTS, TASKS, AND SCHEDULES

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<td>01 - 20%. Demonstrate the ability to add GEO-encoded data layers provided by public safety agencies, mapping capabilities, and collaborative tools. Products: Deploy 100 hand-held devices to first responders. (Ongoing) New GEO-encoded data layers, maps, and collaboration demonstration. (June 2007)</td>
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<td>02 - 10%. Develop interface between the ARJIS LDAP security server and a non-ARJIS, public safety agency. Product: Successful information sharing with a non-law enforcement public safety agency. (June 2007)</td>
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<td>05 - 20%. Enhance perimeter security and access bandwidth with the installation of redundant servers and a dedicated VPN Encryption appliance to allow for multi-tiered access to ARJISNet from various Public Safety Agencies. (February 2007). Product: Network architecture allowing for data Interoperability between existing ARJIS law enforcement agencies and non-ARJIS Public Safety agencies.</td>
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| X Grant | | 06 - 20%. Installation of a robust “Virtual Server Environment” using VMWare Enterprise on multiple servers to upgrade server infrastructure. This virtual server environment allows for the dynamic creation, cloning,
### LEVEL OF MANDATE

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### TASK / PRODUCT DESCRIPTION(S) / SCHEDULE

- **backup, and load balancing of ARJIS production and test servers, and increases reliability while potentially reducing the cost of supporting the ARJIS applications. (February 2007).** Product: Upgrade hardware and software to increase in reliability, redundancy, and processing power for most ARJIS servers with potentially significant savings in maintenance costs.

- **07 - 10%. Update to ARJIS Crime Maps for public and law enforcement users with improved ArcGIS server and the ArcSDE database. These upgrades are needed to support deployment of ARJIS maps to Public Safety agencies. (March 2007).** Product: Replacement of ArcIMS and Geosmart with ArcGIS and ArcSDE for public and law enforcement mapping applications.

### FUTURE ACTIVITIES

This grant ends in FY 2007. We will seek additional support to further expand and enhance wireless access to public safety information for a broad spectrum of agencies and support regional procurement efforts as a cost-effective means to deliver wireless technology. These objectives are consistent with the ARJIS 2008 Vision and Goals and Department of Homeland Security initiatives to improve information sharing and collaboration among first responders.
THE INTEROPERABILITY AND COMMUNICATIONS CLEARINGHOUSE: File Number 2200700
AN UPDATE ON ACTIVITIES AND ACCOMPLISHMENTS

Introduction

During 2006, a series of Interoperability and Communications workshops were held in the San Diego region. As a result of these discussions, a regional strategy for voice and data communications and interoperability, as well as a framework for improving coordination, were drafted. Subsequently, the SANDAG Board of Directors and the Unified Disaster Council (UDC) approved this framework and action plan, which includes the creation of a Clearinghouse, Advisory Group, and Policy Body. An update on recent activities of the Clearinghouse, which was created to serve as the central coordination and implementation hub for regional communications and interoperability projects and issues, as well as a timeline for upcoming activities, will be provided.

Discussion

Overview

With funding from the Department of Homeland Security (DHS), the Clearinghouse is being established on an interim basis at the San Diego State University (SDSU) Research Foundation in conjunction with the SDSU Center for Homeland Security Technology Assessment. Under previous UDC direction, the strategic planning team has been actively working toward a Regional Strategic Technology Plan, including gathering extensive data on voice and information systems throughout the region. These data will serve as the baseline in documenting technology resources and efforts toward interoperability.

The Clearinghouse will provide vital resource information to agencies that are researching or contemplating new or expanded technology ventures and, by serving as the central coordination point for communications and interoperability projects, a greater alignment with regional strategy will be achieved. Further, agencies initiating new technology projects will be networked with those having related experience or expertise, thus increasing the likelihood for successful and cost effective projects. Other identified objectives of the Clearinghouse include providing leadership for strategic regional initiatives and coordinating regional Urban Area Security Initiative (UASI) and other grant opportunities.

Accomplishments

Since the October 20, 2006, Public Safety Committee meeting, the Clearinghouse has conducted an extensive baseline study of technology utilization among the San Diego Urban Area agencies. The
survey included computer aided dispatch, radio capabilities, utilization of commercial systems, geographic information systems, automatic vehicle location, mobile data, video conferencing, mass notification, command vehicles, mobile gateways, paging, microwave, security and camera systems, and emergency operations centers. Similar data are being collected for federal, tribal and state agencies that operate within the region to identify potential gaps and opportunities. A Regional Strategic Technology Plan draft is being written and the Clearinghouse was specifically recognized by DHS in its positive review of the San Diego UASI region Interoperable Communications Plan. Office space for the Clearinghouse has been acquired at SDSU.

The Center for Homeland Security Technology Assessment (a related technology function involving Clearinghouse personnel) has been established by the SDSU’s Academic Dean’s Council. This center will create access to the educational community for both expertise and research efforts. The Center has participated in the development of the Southwest Border Security Consortium, a network of nine universities across the four US/Mexico Border States. This consortium has begun sharing information on technology efforts, including a broadband connection between the Vis Labs of SDSU and Arizona State University. It will be a resource of the Clearinghouse.

**Next Steps**

Funding: The 2007-08 UASI Contract is in process through San Diego City Council and approval will provide for nominal, interim Clearinghouse functionality. The 2008/2009 UASI funding could provide continuation of this nominal Clearinghouse operation. Public Safety Committee support is needed for additional personnel and facilities. Long term funding source(s) need to be identified for full operational capability. Funding options include UASI, the State Homeland Security Grant Program, and a Joint Powers Agreement, specifically for Clearinghouse or in other action.

Governance: Clear determination of governance will be key to the success of the Clearinghouse. It is planned that the current model of Executive Committee and Advisory Group oversight and direction will be continued. Due to its current composition, the Regional Technology Partnership (RTP) will assume the responsibility as an interim Advisory Group and that on a longer term basis, appointments be made by the Executive Committee.

Outreach: Well-organized and multifaceted outreach will be necessary to ensure Clearinghouse awareness and agency participation. It is essential that early wins be clearly identified and capitalized to build momentum and credibility for the Clearinghouse.

**Summary**

The Clearinghouse is operational on an interim basis and has already made significant strides in the form of a comprehensive baseline study of regional technology capabilities. Key to the success of the Clearinghouse will be clear determination of long-term funding and governance.

**KAREN LAMPHERE**
Acting Director of Technical Services

Key Staff Contact: Pam Scanlon, (619) 699-6971, psc@sandag.org
AN UPDATE ON RECENT ACCOMPLISHMENTS AND FUTURE DIRECTIONS FOR STATE, REGIONAL, AND FEDERAL ENTERPRISE RETRIEVAL SYSTEM (SRFRS)

Introduction

Developing enhanced information sharing capabilities is critical to improving the capacity of law enforcement and other emergency response agencies to protect the American public against terrorism and all other criminal acts that threaten its safety. In 2004, the National Institute of Justice (NIJ) awarded a grant to ARJIS to develop a prototype demonstration of connectivity and data sharing among multi-jurisdictional public safety agencies. Since then, the project has been recognized by NIJ and the Department of Homeland Security (DHS) as a model for overcoming the barriers that exist between local and state public safety agencies. ARJIS staff will provide an overview of the accomplishments of this project to date and also outline tentative next steps that are being planned as part of Phase II of the project.

Discussion

The National Criminal Intelligence Sharing Plan (NCISP), endorsed by the U.S. Department of Justice, outlines recommendations and steps to be taken to improve the information sharing capabilities of law enforcement and other emergency agencies. In order to pilot an implementation of NCISP recommendations, in 2004, NIJ awarded a grant to ARJIS to develop an information sharing proof-of-concept.

Phase I

The goal of Phase I of this NIJ grant was the development of a prototype demonstration of connectivity and data sharing among multi-jurisdictional public safety agencies beginning with San Diego County, CA and Maricopa County, AZ. A prototype application was developed that allowed simultaneous searches of regional information, including critical data and photographs, to be utilized in the positive identification of subjects. Also included was the capability to query vehicle information captured on the Mexican and Canadian borders via license plate readers and the ability to access the archives of Nlets (an international justice and public safety sharing network) law enforcement queries, averaging about 70 million per month.

An additional accomplishment of Phase I was the development of a tool kit which provides a national standardized model to new regions/states for information sharing of data and functionality not previously available across state lines. The tool kit serves as a blueprint for agencies and administrators when enhancing, building, or linking information or intelligence
systems in order to leverage not just existing networks and infrastructure, but also the lessons learned and best practices of already existing networks. The tool kit includes the technical work developed in Phase I, model Memorandum of Understandings (MOUs) for interstate data sharing, privacy and security assessments, and other artifacts that will allow a fast and effective way to initiate data sharing.

**Phase II**

As the project has continued to grow and receive national attention, numerous states and regions have requested to participate in this important initiative. In response to these requests, NIJ and DHS have designated ARJIS the national model for expansion to other states and regions. Both organizations have committed funds to accomplish the following: 1) the continued enhancement of a national tool kit for information sharing; 2) continued development and deployment of new data sources; and 3) the expansion to new regions and/or states. ARJIS is currently utilizing the NIJ funds previously approved as part of the FY 2007 budget and work program to develop the web portal for dissemination of the tool kit, with the expectation that additional funds will be available in the near future.

When this occurs, ARJIS will continue to act as the project manager and grant administrator and will facilitate the expansion of the SRFERS application to new jurisdictions. Interconnecting these presently disparate, incompatible, and fragmented regional systems through SRFERS will markedly enhance the capabilities and effectiveness of the participating public safety agencies and serve as a model for future nationwide integration.

KAREN LAMPHERE  
Acting Director of Technical Services

Key Staff Contact: Katie Mugg, (619) 699-6979, kmug@sandag.org
Regional Technology Clearinghouse

Update on Activities and Accomplishments

January 19, 2007

Regional Homeland Security Status

All News is Positive

- Reinstatement of San Diego’s UASI Status
- Homeland Security Scorecard
  - San Diego rated highly for Interoperable Communications
    - Among the top 6 regions of the 75 reviewed
  - Specific recognition of Clearinghouse
    - Regional Technology Framework
    - Cites multi-organization cooperation
- Good progress on clearinghouse planning
Excerpt from the Report Card

Technology Overview ..... “Public safety administrators, elected officials, and the San Diego Association of Governments, in collaboration with San Diego State University, have been actively working to develop a regional technology framework. The expected governance agreement will effectively establish a Regional Authority whose goals will include developing long-term priorities for the funding of technology projects and a Clearinghouse process for the review of technology grant requests to ensure that the requests are in the best long-term interests of regional public safety and that they are coordinated to avoid duplicate grant requests”.

Regional Technology Clearinghouse

- Identified as a priority need through a series of Interoperability Workshops
- Reviewed and supported by
  - SANDAG Board of Directors
  - SANDAG Public Safety Committee
  - Unified Disaster Council
Governance

- Clear determination of governance is key to success
- Agreement on the Governance model as part of the framework for coordination
- Clearinghouse logically fits under the RTP, which will provide advisory function

Oversight

- Policy & Funding
- Advisory (RTP Interim)
- Coordination
- Research
- Standardization
- Strategic Planning
Initial Clearinghouse Efforts

- Strategic planning team - Regional Strategic Technology Plan
- Extensive data gathered on voice and data systems - baseline of efforts
- San Diego region local agency Geographic Information System (GIS) survey completed
- Association of Public Safety Communications (APCO) Recognition - national magazine article
- SDSU Center for Homeland Security Technology Assessment

Center for Homeland Security Technology Assessment

- Established by the SDSU Academic Dean’s Council
- Provides access to the educational community
- Charter member of the Southwest Border Security Consortium – Nine universities, from California (1), Arizona (2), New Mexico (3) and Texas (3)
- SDSU and Arizona State University Viz Labs linked & sharing information
Regional Strategic Technology Plan

- Comprehensive technology review and plan
- Applies to all San Diego Urban Area agencies – local, county, tribal, state, and federal
- Includes some neighboring counties
- Intent is to provide framework for regional technology strategies and expansion
- Help prioritize efforts to meet San Diego Urban Area goals and objectives

SDUA+ Jurisdictions Surveyed

<table>
<thead>
<tr>
<th>San Diego County</th>
<th>Imperial County</th>
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<tr>
<td>Carlsbad</td>
<td>Brawley</td>
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<td>Lemon Grove</td>
<td>Salton City</td>
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<tr>
<td></td>
<td>Imperial County</td>
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</tbody>
</table>
Systems Surveyed:

- Computer aided dispatch
- Radio capabilities
- Utilization of commercial systems
- Geographic information systems
- Paging systems
- Automatic vehicle locators
- Mobile data
- Video conferencing
- Mass notification
- Microwave
- Security and camera systems
- Emergency operations centers

Information Capture

*making the data useful*

- **ICTAP CASM**
  - Already used to contain the TIC Plan data
  - Excellent at demonstrating relationships

- **Technology database**
  - Open source and infinitely tailorable
  - Will expand with new fields and interest areas

- **Web portal**
  - Point of access for queries
  - Managed at multiple levels of access
GIS Visualization Example
Regional Dispatch Responsibilities

- 10 agencies have law enforcement dispatch responsibilities in the region
- Sheriff has law enforcement contracts with 9 cities

Clearinghouse Functions

Concept: Establish an independent knowledge base and technology assessment capability to support the creation, implementation, and sustainment of the San Diego Regional Technology Strategy.

- Vital resource and central coordination point for technology solutions and initiatives
  - Explore and identify new technologies based on emergent user requirements
  - Solicit product information from industry
  - Suggest areas of development to industry based on new user requirements
  - Maintain database of existing regional technologies and relationships
Clearinghouse Functions (cont)

- Networking agencies with related technology needs
- Assess and categorize technologies from unsolicited vendor contacts
- Facilitate building regional critical infrastructure geospatial standards
- Facilitate building an APCO 25 standards-based regional interoperable communications system
- Support regional UASI and other grant preparation opportunities

Clearinghouse Functions (cont)

- Support the advisory board in queries from the UDC, SANDAG PSC, and various other external groups
- Interact with external organizations to instill coordination of technology exchange.
Looking Ahead

- Preliminary work is being accomplished
- Roadmap for the clearinghouse is being constructed
  - Requires next funding increment from DHS
  - Will start the clock on a tailored version of recommended steps to be taken for an established clearinghouse capability
  - Several considerations need to be addressed

Timeline

- **Spring 2007**
  - Next increment of UASI grant funding available to implement clearinghouse operations
  - Full Planning for implementation can be conducted
  - Additional permanent people can be hired
- **Summer 2007**
  - Clearinghouse initial operational capability
  - Budget requirements fully identified
  - Concept of operations fully defined
Funding

- 2007/2008 UASI contract in process. Approval will provide for limited Clearinghouse functionality
- 2007/2010 UASI funding could provide continuation of limited operation
- Long term funding is needed. Possibly:
  - Urban Area Security Initiative
  - State Homeland Security Grant Program
  - Joint Powers Agreement, specifically for Clearinghouse or as a part of other action

Outreach

- Multifaceted promotion necessary
- Develop agency relationships and participation
- Clearly identify early wins and capitalize on momentum
Summary

- Clearinghouse is operational on a limited basis
- Significant work has already been done
  - Completed Technology Baseline Survey
  - GIS Survey completed
  - Regional Strategic Technology Plan
  - Participation in 3Cs Implementation (Steering Committee)
  - Key relationships are being established
- Team is preparing to step into next phase
- Long-term funding and governance required

Discussion
FOR IMMEDIATE RELEASE
January 3, 2007

FACT SHEET

DEPARTMENT OF HOMELAND SECURITY SCORECARD GIVES SAN DIEGO HIGHEST RATING FOR ITS DISASTER COMMUNICATIONS PLAN

San Diego Region’s Interoperable Communications Ranked Among Top Four of 75 Major Urban Areas in the Nation

Mayor Jerry Sanders today announced that the Department of Homeland Security has rated the San Diego region as one of the top four major urban areas out of 75 reviewed nationwide with regard to its ability to communicate between jurisdictions during a disaster. Rated highest along with San Diego are Washington, D.C.; Minneapolis-St. Paul; and Columbus, Ohio. Two other smaller urban areas—Sioux Falls, South Dakota, and Laramie County, Wyoming—were also given the top rating.

In May 2006, the U.S. Department of Homeland Security (DHS) announced that by the end of the year, each of 75 urban areas in the country would be getting a “scorecard” identifying their ability to communicate during a disaster. DHS announced that the purpose of the scorecard is to identify gaps and help determine improvements needed to various regions’ communications interoperability strategies. Interoperability refers to a region’s ability to communicate across various boundaries, jurisdictions and government agencies.

SAN DIEGO RATES HIGHEST “ADVANCED IMPLEMENTATION SCORES” IN ALL AREAS
The scorecard measure communications in three areas:

• Governance
• Usage
• Standard Operating Procedures

• Four grades were possible on the scorecard – early implementation, intermediate implementation, established implementation and advanced implementation.

• San Diego received advanced marks in all three areas measured.
San Diego, CA

Tactical Interoperable Communications Scorecard

Summary

- Governance: Advanced Implementation
- Standard Operating Procedures: Advanced Implementation
- Usage: Advanced Implementation

The San Diego Urban Area (UA) includes the City of San Diego and counties of San Diego and Imperial.

Governance: Advanced Implementation

The Tactical Interoperable Communications Plan (TICP) Peer Review stated that “[t]his was one of the most thorough, well planned TICPs reviewed and reflects an earnest effort by many of the people who have a vested interest and can be viewed as a model.” The San Diego UA established strategic communications interoperability planning as a priority over a decade ago. This long-term success and collaboration in the UA points to significant support from executive leadership in the UA. While the TICP seems well-established, organizing all agreements (e.g., memoranda of understanding [MOU]) in an accessible format would support continued coordination among participating agencies. The established partnership between San Diego law enforcement and the Department of Justice (DoJ) Integrated Wireless Network (IWN) is commendable, and should be considered a best practice. The San Diego UA should continue to reach out to organizations (e.g., utilities) not specifically involved in the decision-making group. The San Diego UA has budget plans for system upgrades, as well as operations and maintenance, but it is unclear how many years out funding is allocated.

Recommendations:
- Recommend working toward the establishment of a regional MOU for interoperability (if a regional MOU is not already in place), and reference all applicable agreements in the TICP and store them in an accessible format
- Identify long-term (e.g., 3 to 5 years) communications interoperability funding sources

Standard Operating Procedures (SOP): Advanced Implementation

San Diego officials indicated that 90 percent of the TICP was based on previous policies, and these SOPs are well documented in their TICP. Exercise evaluators observed responder operation of communications systems, which demonstrated the effective use of policies, practices, and procedures. Evaluators also noted that these SOPs “within the San Diego UA are effective in providing for tactical interoperable communications among local responders” during real-world incidents. Additional steps, such as disseminating, formalizing, and training on these tactical policies, would support the widespread and consistent use of the SOPs. The National Incident Management System (NIMS)/Incident Command System (ICS) has been implemented for more than 1 year, and the certified Communications Unit Leader showed proficiency during the TICP validation exercise.

Recommendations:
- Continue to conduct training so that SOPs remain entrenched in operations

Urban Area
Tactical Interoperable Communications Scorecards

For Official Use Only

December 2006
• Continue basic and advanced training and exercises on SOPs (include communications unit implementation consistent with the TICP) to ensure that all participating first responder agencies attain and maintain NIMS/ICS compliance

**Usage: Advanced Implementation**

The San Diego UA uses its shared system on a daily basis for multi-agency, multidiscipline responses. Use of this shared system provides a means of interoperability to most users in the UA. Repeated multijurisdictional responses to wild land fires have led to ongoing improvements in the usage of interoperable communications equipment. The UA showed proficiency in the use of radio caches and the shared system to provide seamless communications during the TICP validation exercise. In addition, exercise participants were able to demonstrate familiarity and effective use of gateways and shared channels. The San Diego UA has established a partnership with the University of California, San Diego to prototype a regionwide, public safety wireless data network - High Performance Wireless Research and Education, which is commendable and should be considered a best practice.

**Recommendation:**
• Consider adding communications interoperability as a component of all future exercises

Below is a summary of the area’s existing technology used to provide communications interoperability:

**Technology Overview**

The San Diego UA’s Regional Communications System is a large 800 megahertz (MHz), trunked system that spans two counties. It supports the majority of the area’s users. The City of San Diego also operates an 800 MHz, trunked system. Both of these systems support shared talk groups for mutual aid with large contingents of federal users operating in the very high frequency band. There are also mobile gateways and console patches available for interoperability among federal and local first responders.

Both the city and county of San Diego are upgrading their respective proprietary, trunked systems to the same version for improved interoperability. Both jurisdictions are interested in future migration to the Project 25 standard, but the costs to do so have been prohibitive thus far. The area is also working toward installing a wide-area digital, microwave backbone to provide a dedicated, high-speed link for data sharing and collaboration. Public safety administrators, elected officials, and the San Diego Association of Governments, in collaboration with San Diego State University, have been actively working to develop a regional technology framework. The expected governance agreement will effectively establish a Regional Authority whose goals will include developing long-term priorities for the funding of technology projects and a “Clearinghouse” process for the review of technology grant requests to ensure that the requests are in the best long-term interests of regional public safety and that they are coordinated to avoid duplicate grant requests.
# Tactical Interoperable Communications Scorecard

## Definitions of Maturity Levels

<table>
<thead>
<tr>
<th>Elements</th>
<th>Early Implementation</th>
<th>Intermediate Implementation</th>
<th>Established Implementation</th>
<th>Advanced Implementation</th>
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<tbody>
<tr>
<td><strong>Standard Operating Procedures (SOP)</strong></td>
<td>Region-wide SOPs were developed and formalized for the first time through the TICP, but have not been disseminated to all included agencies. Some elements of NIMS/ICS procedures for command and control are in place, but understanding varies among agencies and was an area of difficulty during exercise(s).</td>
<td>Some existing SOPs were incorporated in the TICP and steps have been taken to institute these interoperability procedures among included agencies. Formal NIMS/ICS procedures are in place, but understanding varies among agencies leading to some issues during the exercise(s).</td>
<td>Existing regional SOPs were reviewed and included in the TICP, and are in use by included agencies. NIMS-compliant command and control has been instituted by all agencies and disciplines in the region. Despite minor issues, all SOPs were successfully demonstrated during exercise(s).</td>
<td>Regional SOPs, reviewed through the TICP process, are in place and regularly used by included agencies. NIMS procedures are well established among all agencies and disciplines. All procedures were effectively utilized during exercise(s).</td>
</tr>
<tr>
<td><strong>Usage</strong></td>
<td>Interoperable communications solutions are rarely used for multi-agency communication and difficulties were encountered in achieving interoperability during exercise(s).</td>
<td>First responders use interoperability solutions regularly and demonstrated the ability to achieve multi-agency communications despite some challenges during exercise(s).</td>
<td>First responders use interoperability solutions regularly and easily. The region demonstrated successful multi-agency communications (which may have included state, federal, and support organizations) communications during exercise(s).</td>
<td>First responders regularly and seamlessly utilize interoperability solutions. The region demonstrated successful multi-agency communications during exercise(s), including state, federal, and support organizations.</td>
</tr>
<tr>
<td><strong>Governance</strong></td>
<td>Decision making groups are informal, and do not yet have a strategic plan in place to guide collective communications interoperability goals and funding.</td>
<td>Some formal agreements exist and informal agreements are in practice among members of a decision making group; regional strategic and budget planning processes are beginning to be put in place.</td>
<td>Formal agreements outline the roles and responsibilities of a decision making group, which has an agreed upon strategic plan that addresses sustainable funding for collective, regional interoperable communications needs.</td>
<td>Decision making bodies proactively look to expand membership to ensure representation from broader public support disciplines and other levels of government, while updating their agreements and strategic plan on a regular basis.</td>
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SAN DIEGO REGIONAL INTEROPERABLE COMMUNICATIONS PROJECT

The vision: A fully interoperable, standards-based system for voice & data transport  BY SUE LEVINE & BOB WELTY

Public safety leaders in the San Diego region have initiated interoperable communications and geographic information system (GIS) projects as part of an overall strategy to implement cohesive solutions for technologies used by first responders and other public safety and emergency management personnel. The key proponents for these regional efforts have been the San Diego Unified Disaster Council (UDC) and the San Diego Association of Governments (SANDAG) Public Safety Committee (PSC).

BACKGROUND

The UDC is the governing body for San Diego Urban Area (SDUA) emergency services functions. Its purpose is to coordinate and facilitate regional plans and programs for the preservation and safety of life and property, and to make provisions for the execution of plans, programs and mutual aid assistance in the event of multi-jurisdictional emergencies or disasters. The UDC comprises representatives from each of the 18 incorporated cities in San Diego County, as well as the unincorporated areas of the county, and is led by the chairman of the San Diego County Board of Supervisors.

The PSC advises the SANDAG Board of Directors on major policy-level issues related to public safety. This committee comprises both elected officials and public safety representatives, also from each of the county’s 18 incorporated cities and the unincorporated areas of the county. The goal of the PSC includes improving the quality of life in the region by promoting public safety and justice through collaboration, information sharing, effective technology, and objective monitoring and assessment.

The UDC has invested significant funds and resources to accomplish the vision for cohesive regional technology implementation and improved interoperability. For instance, in compliance with national requirements and under the direction of the UDC, the SDUA Tactical Interoperable Communications (TIC) Plan was developed, approved and implemented. The UDC delegated the responsibility for developing the TIC Plan to the Regional Communications System (RCS) Board of Directors. Acting on behalf of the UDC, the RCS Board of Directors formed the Interoperable Communications Committee (ICC), inviting a broad cross-section of federal, state and local agencies to participate in writing the TIC Plan.
In addition to the development of the TIC Plan, the ICC was tasked with providing recommendations to the UDC regarding regional governance, operational protocols, technical solutions and training needed to implement the TIC Plan.

The TIC Plan documents the interoperable communications resources available in the SDUA, the agency that controls each of the resources, the rules for use of the resources and the operational procedures for the activation and deactivation of each resource. For the purposes of the TIC Plan and the tasks associated with the Regional Interoperable Communications Project, the SDUA has been expanded to include all public safety agencies operating in Imperial County. The inclusion of Imperial County and the Imperial Valley Emergency Communications Authority (IVECA) recognizes the fact that the IVECA agencies are members of the San Diego/Imperial County RCS and the importance of interoperable communications and uniform response protocols among all local, county, state, federal and tribal agencies that operate within the RCS footprint.

The San Diego State University Research Foundation (SDSURF) has been working for several years in partnership with governmental agencies, community leaders and academic partners on regional homeland security issues, including bioterrorism defense, port and border security, information technologies and communications. SDSURF is a core member of the UDC’s San Diego Regional Technology Partnership (RTP), which provides expertise for analyzing, prioritizing and funding critical homeland security technology strategies and projects.

In April 2006, the UDC—via the city of San Diego—contracted with SDSURF to provide project staff and related services to work with federal, state and local public safety agencies to develop a Regional Strategic Technology Plan (RSTP). SDSURF’s manager of the Regional Interoperable Communications Project is responsible for interfacing with, and coordinating cooperative efforts among, public safety and homeland security agencies within the region to achieve improved voice and data communications interoperability. SDSURF’s regional GIS project manager is responsible for promoting, coordinating, leading and managing a regional GIS program to support homeland security projects in the region. Both project managers work under the direction of the SDSURF homeland security director.

The RSTP will provide the technology roadmap for these two projects and other initiatives for the region over the next decade. It will address a comprehensive list of strategic initiatives and technologies, far beyond interoperable radio communications. The list of regional technologies and applications includes GIS, digital paging, mobile data system, CAD/records management systems (RMS), automated vehicle location, mass notification systems, strategic use of security systems (cameras, alarms and sensors) and strategic use of commercial services. From the interoperable communications perspective, the RSTP will focus on present and future regional needs for voice, video and data communications interoperability.

The San Diego region has a history of significant advances in the area of planning and implementing cooperative regional technology solutions. Some key examples are the San Diego/Imperial County Regional Communications System (RCS), the Automated Regional Justice Information System (ARJIS) and, most recently, the Command and Control Communications (3Cs) project currently under construction. These are national models for shared public safety communications information and systems.

REGIONAL COMM SYSTEM

The RCS serves as the primary wireless voice and data system for more than 200 public safety and public service agencies throughout San Diego and Imperial counties. The RCS started operation in 1998 and has more than 18,000 radios on the system. It covers an area greater than 9,000 square miles in the two counties. The RCS stands as a national example for interoperable communications systems and has continued to grow and add more agencies and capacity since its inception.

ARJIS

ARJIS is a criminal justice enterprise network used by approximately 50 federal, state and local agencies in the San Diego area. Members of ARJIS include all San Diego County Urban Area agencies. ARJIS supports a regional Web-based enterprise network for the region’s agencies. ARJISNet is a secure intranet that contains data on the region’s crime cases, arrests, citations, field interviews, traffic accidents, fraudulent documents, photographs, gang information and stolen property.

COMMAND & CONTROL COMMUNICATIONS SYSTEM

The 3Cs project is the most recent of the projects. It was first funded in 2004 from a COPS grant, and additional funding has been allocated from 2005/2006 DHS grant funds. The 3Cs project objective is to connect federal, state, tribal and local public safety agencies via a dedicated, secure high-speed microwave and fiber-optic infrastructure to dispatch centers, emergency operations centers and other strategic locations throughout the Southwest. The goal is to link agencies in Southern California, including San Diego, Imperial County, Orange County and Riverside County, and connect them to Yuma County, Ariz.

The first applications to be tested on the 3Cs network are video teleconferencing and aerial video downlinks from public safety aircraft. Future applications will include VoIP and will provide the ability to bridge disparate radio systems. The 3Cs network will provide first responder agencies with a secure, reliable and dedicated network available for interoperability and for sharing of critical information to successfully manage mutual aid and other emergency incidents.

The project to improve voice and data interoperable communications in the region will span a number of years and touch all federal, tribal, state, county and local agencies in the area. Therefore, governance must include representation from all of these multi-jurisdictional agencies and resources. In preparation for this, the region has adopted a Framework for Interoperability and Communications Coordination.

The framework is the result of a series of regional workshops conducted during 2006 that identified the need for a new form of governance, a regional advisory board and a technology clearinghouse to identify and support the interests of the region in policy, priorities, funding and capabilities. This new governance structure leverages existing organizations and key stakeholders in the region and will consist of three entities:

- Policy Body: This body will direct regional policy and funding initiatives and provide lobbying and legislative assistance. This responsibility will be shared by the UDC and the PSC. The UDC will continue to focus on emergency preparedness and response and disaster planning, while the PSC will focus on a broad range of public safety issues including information sharing.

CONTINUED ON PAGE 53
data and privacy standards, and crime analysis and prevention.

- **Advisory Council**: This group will provide recommendations to the Policy Body on the direction of regional initiatives define the scope and priorities for the Clearinghouse and identify expertise to assist in implementing regional initiatives. The RTP will assume these roles and responsibilities on an interim basis until a formal Advisory Council can be created.

- **Clearinghouse**: This body will serve as the central coordination and implementation point for regional communications and interoperability projects and issues, while ensuring that individual technology projects are monitored and aligned with the regional strategy. The RTP highlighted other potential functions for the Clearinghouse that could include developing and maintaining the Regional Strategic Interoperability and Communications Plan; coordinating training and exercises; and providing expertise for grants, outreach and technology procurement.

**TECHNOLOGY CLEARINGHOUSE**

SDSURF is establishing a Regional Technology Center, which will incorporate the Clearinghouse. The center will be supported by the SANDAG PSC and the UDC and provide agencies with a resource center for technology strategies and solutions. Work is already in progress to identify and document existing voice and data communications technologies and to create a plan for implementing new technologies in all of the region's agencies. In addition, a database is being created to catalog technology solutions and their capabilities. Once this baseline has been completed, Clearinghouse staff will be able to assist agencies in the region with strategic communications planning.

Recommended regional solutions will include those technologies that comply with industry standards, such as APCO Project 25, and ensure that new systems implemented meet the needs of all regional users and are flexible to provide expansion and migration to new technologies.

Moving forward, the regional interoperable communications project manager and the Clearinghouse will be tasked with facilitating initiatives focused on improving interoperability and maximizing resources for the benefit of all agencies in the region. To implement the regional strategy effectively, a prioritized action plan based on a "building block" approach will be taken. This action plan will be aligned with current regional solutions and strategies, and it will include those that are prioritized and politically and financially backed by the region.

The vision is to provide all federal, tribal, state, county, and local first responders in the region with a fully interoperable, standards-based system for voice, and a reliable, secure, and rapid data transport system for information sharing, coordination, and collaboration. We believe the San Diego area has made an excellent start toward implementing regional solutions that will benefit all public safety agencies. [PSC]

**SUE LEVINE** is regional interoperable communications project manager, and **BOB WELTY** is homeland security director. Both are with the San Diego State University Research Foundation. Contact Sue Levine at sulevine@foundation.sdsu.edu and Bob Welty at bwelty@foundation.sdsu.edu.

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California Recidivism- One of the Highest Return to Prison Rates in the Nation

- In FY 2006-07 it is estimated that San Diego County will convict over 16,000 felony defendants.
- 95% of all State prisoners will be released from prison at some point.
- Only 21% of California parolees successfully complete parole—half of the national average—and two out of three inmates returning to prison are parolees.
San Diego Recidivism Higher than California

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>1st year post release</th>
<th>2nd year post release</th>
<th>3rd year post release</th>
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<tbody>
<tr>
<td>California Recidivism (Offenders released in 2002)</td>
<td>40%</td>
<td>53%</td>
<td>57%</td>
</tr>
<tr>
<td>San Diego Recidivism (Offenders released in 2002)</td>
<td>43%</td>
<td>55%</td>
<td>60%</td>
</tr>
</tbody>
</table>

Why Do People Reoffend?

- 42% of California inmates estimated to have high need for alcohol treatment
  - Only 7.5% of those will participate in some treatment in prison.

- 56% of California inmates have a high need for drug treatment (49% nationally)
  - Only 9% of those will participate in drug treatment in prison.
What Should Be Done?

- Authored by State Senator Jackie Speier, SB 618 was signed into law by Governor Schwarzenegger on October 6, 2005 and became effective in January of 2006. There is no sunset date.
- SB 618 Legislation sponsored by San Diego County District Attorney Bonnie Dumanis.

SB 618 Community Reentry

What it is

A new law that authorizes changes in the criminal justice system for San Diego County’s non-violent, state prison-bound offenders and how they are assessed, treated, educated, managed, prepared for release and assisted upon release to become successful in their lives.
SB 618 Community Reentry

What it isn’t

- A pilot project
- A program for violent offenders
- Does not change the length of the prison sentence.
- Does not change the traditional roles of each agency in the criminal justice system.

SB 618 Plan Development Team

- The SB 618 requires the plan to be developed by and have the concurrence of:
  - Superior Court
  - District Attorney
  - Sheriff
  - Probation
  - Public Defender, and;
- Approval of the County Board of Supervisors.
Additional SB 618 Plan Development Team Members

- The San Diego Reentry Roundtable and its thirteen (13) work groups.
- Community and Faith-based organizations

Major Program Elements

- Evidence-Based Assessment and Treatment
- Comprehensive Offender Pre-sentence Assessment
- Life Plan Development
- Expeditious Assignment to In-Custody Treatment - No Change in Length of Commitment
- Prison Case Management
- Community Case Management
- Transitional and Aftercare Services
- Program Outcome Measures and Accountability
Benefits

- Less victimization
- Safer Communities - Fewer crimes committed to support drug habits
- Better coping and compliance with the conditions of parole
- Cost avoidance to criminal justice institutions

Risks

- Financial Risk:
  - The Program is not mandated.
  - However, like all state funded programs, it requires annual appropriations in the State Budget.
- Program Failure Risk:
  - The risks are few, because current return to prison rates are unacceptably high.
Program Accountability

To ensure program outcomes can be clearly defined, the San Diego Association of Governments will conduct a rigorous program evaluation.
S.R.F.E.R.S.
State, Regional, & Federal Enterprise Retrieval System

SANDAG Public Safety Committee
January 19th, 2007

SRFERS Background

• National Institute of Justice awarded grant to ARJIS
• Goal of SRFERS grant to implement recommendations from National Criminal Intelligence Sharing Plan (NCISP)
• Plan outlines need for better information sharing among public safety agencies
• NCISP endorsed by DOD and DOJ

National Institute of Justice
The Research, Development, and Evaluation Agency of the U.S. Department of Justice
**Partnership**

- Phase I participants included:
  - Nlets
  - ARJIS
  - Maricopa County ICJIS
  - California Department of Justice
  - Arizona Department of Public Safety

**Grant Objective**

- Develop interstate info sharing application featuring 3 data sources:
  - Inter-State Booking Photos & Data
  - License Plate Reader data (LPR)
  - Nlets Message Archive (RAND)
- Develop “Toolkit” for information sharing of data and functionality not previously available across state lines
**Data Source:**
*Interstate Booking Photos*

- No automated system for interstate sharing of booking photos
- User survey and interviews:
  - How do you go about getting these photos today?
  - How useful would it be to receive photos from other states?

**How do you go about getting out-of-state photos today?**

- “It is a slow and laborious process that takes days.”
- “By calling the agency in order to request one. This is very time consuming and not at all practical in the field.”
- “I work at night and agencies handle photo requests during the day.”
How useful would this be?

• “Would greatly improve our efficiency. I am currently attempting to locate an AZ fugitive of which I have not been able to obtain a photo.”
• “It can include or exclude a person as a suspect early in an investigation.”
• “Immediate access to these photos would enable us to make positive ID of suspects.”
• “This would help close cases much more quickly.”

Interstate activity studies

• ARJIS conducted a study of 137 suspects in Tucson and Phoenix involved in:
  – Aggravated Assault
  – Burglary
  – Criminal Homicide
• When suspects were queried in ARJIS, 190 related incident reports were found that matched those names
• Nlets averages a million+ interstate transactions per month
**User Feedback - Photos:**

- “Had missing person report with a guy that was supposed to be going to Arizona. I checked him in SRFERS and found out he had been recently arrested in Arizona. So one missing person report closed, case solved.”

- “I received the information I needed within seconds. This is a dramatic improvement over the old system.”

**Data Source:**

**License Plate Reader Data**

- Nlets linked to National Insurance Crime Bureau’s License Plate Reader (LPR) data
- Users surveyed and interviewed
  - Would you want to know if a vehicle of interest has crossed the border?
  - How would LPR be useful to your job?
Would access to LPR data be useful?

- “Many of our murder suspects flee to Mexico. Anything that would help track wanted suspects would be great.”
- “Multiple crossings within a short period of time should raise the concern level of our officers and enhance our safety.”
- “It would save us time and resources, which equals money.”

Vehicle Border Crossing Study

- 5-day test conducted
- 780,000 plates crossed the border
- More than 1300 involved in:
  - 4 Murders
  - 14 Rapes
  - 24 Robberies
  - 273 Assaults
  - 128 Burglaries
  - 345 Vehicle Theft
  - 361 Weapons
  - 241 Narcotics
User Feedback - LPR

• Feedback indicates that LPR has assisted:
  – Jail Escape Case; Murder Case; Locating stolen vehicles

  "The fact that the ‘average street cop’ and investigator has access to this is huge."

Data Source: RAND

• Nlets logs 80+ million transactions a month
• Provides users with ability to see who else has queried the same people and plates
  – "It makes the process more effective and efficient when officers and prosecutors have a complete picture of the criminal’s actions."
  – "As it stands, there is little or no communication with agencies from another state."
Phase II

• National recognition spawned interest from other states and regions
• DHS and NIJ collaborating on funding and project oversight
• CAL-DOJ leading the way for the other states
• Partnership formed with NISP project

Phase II – NIJ Funds

• Research and develop
  – New data sources (i.e. Driver’s License Photos)
  – Alert notification system
  – Centralized metrics collection and reporting system
Phase II DHS Funds

- Goal: Operational roll out of tool kit to other Western regions/states

Phase II Accomplishments to Date

- Funding established
- Project Team established
- Partnerships formed with locals/states and other info sharing projects (i.e. NISP)
- CAL-DOJ Gap Analysis of current image exchange data sets
- CAL-DOJ review of image encoding options
- New participant feasibility study underway
Next Steps

• Complete new participant feasibility study
• Develop Phase II functional requirements
• Establish a detailed Project Plan
• Kickoff meeting in Portland, Oregon
• Drivers License Photo exchange prototype

Questions??

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SRFERS Project Manager

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Mission

The mission of the State, Regional and Federal Enterprise Retrieval System (SRFERS) is to increase the effectiveness of public safety by demonstrating the ability for inter-state sharing of driver license and booking photographs and justice information utilizing the Global Justice XML Data Model (GJXDM); the National Criminal Intelligence Sharing Plan; and the infrastructure and resources of existing multi-jurisdictional justice systems. By enhancing our Nation's information sharing capabilities SRFERS will increase the capacity of law enforcement and other emergency response agencies to protect the American public against terrorism and all other criminal acts.

Vision
Overview

Developing enhanced information sharing capabilities is critical to improving the capacity of law enforcement and other emergency response agencies to protect the American public against terrorism and all other criminal acts that threaten its safety. The National Criminal Intelligence Sharing Plan (NCISP) outlines recommendations and steps to be taken to improve the information sharing capabilities of law enforcement and other emergency agencies. Key amongst these recommendations was the efficient leveraging of existing efforts—the commitment to build on, not reinvent, substantial information sharing activities already under way. In order to pilot an implementation of NCISP recommendations, the National Institute of Justice awarded ARJIS a grant to develop an information sharing proof of concept.

The goal of the NIJ grant was the development of a toolkit for information sharing of data and functionality not previously available across state lines. This toolkit will serve as a blueprint for agencies and administrators when enhancing, building, or linking information or intelligence systems in order to leverage not just existing networks and infrastructure but also the lessons learned and best practices of existing applications.

Phase 1

The Phase 1 goal of the grant was the development of a prototype demonstration of connectivity and data sharing among multi-jurisdictional public safety agencies beginning with San Diego, California and Maricopa County, Arizona. This key phase resulted in three proof of concepts demonstrations including the ability to share information and booking photographs across state lines, and provide access to License Plate Reader data and RAND (Nlets transaction archive log) data.

Technical standards and political boundaries were addressed by the development of a tool kit which provides a national standardized model to new regions/states to allow a fast and effective way to initiate data sharing. The tool kit includes:

- Model MOUs
- Privacy Impact Assessment template
- Security Assessment template
- Global Justice XML Schemas
- Reusable java code and sample application
- User and technical assessment templates
- Technical documentation from Phase I

“I received the information I needed within seconds. The turn around time under the old method usually took up to a week depending on that officer’s case load.”
Detective Brett Rhoades,
Chula Vista Police Department

“The fact that the ‘average street cop’ and investigator has access to this is huge.”
Officer Rick Abend,
Supervisory Deportation Officer
Criminal Alien Program

“I tested SRFERS on one of my cases and helped another detective with one of his cases just now. He said he had a missing person report with a guy that was supposed to be going to Arizona. I checked him in SRFERS and found out he had been recently arrested in Arizona. So one missing person report closed, case solved.”
Detective John Pearley, El Cajon Police Department
Phase II
The U.S. Department of Homeland Security Science and Technology Directorate and the National Institute of Justice are providing funding for SRFERS Phase II. The SRFERS team is collaborating with the California Department of Justice (CAL-DOJ) and several other national information sharing projects to address political and technical barriers. By working together these local, state and federal agencies are developing standard interfaces and procedures that will be utilized in the Toolkit thus saving time and resources by leveraging existing efforts and building on information sharing activities already underway.

SRFERS Phase II Goals Include:
- Enhance the Phase I application and tool kit with updated privacy assessments, security assessments, and new interfaces.
(Phase II Goals continued from previous page)

- Research the technical, policy and operational implications of adding an alert notification system to SRFERS. Develop and test a prototype notification application.

- Establish a Policy Advisory committee to oversee the nation's information sharing initiatives. The PAC will be responsible for collaborating with the participating states to document agencies roles and responsibilities and to ensure SRFERS complies with each states policies and procedures.

- Build robust and effective metrics gathering and evaluation templates and tools to include in the tool kit.

Potential Phase II Participants include:

- California Department of Justice (CAL-DOJ)
  - ARJIS
- State of Washington
  - Blaine, Washington
- Arizona Department of Public Safety
  - Maricopa County, AZ
- Nevada Department of Public Safety
  - Las Vegas Metropolitan Police Department
- Alaska Law Enforcement Information Sharing System (ALEISS)
- Oregon State Police, Criminal Justice Information Services (CJIS/LEDS)
- Nlets Interstate Sharing of Photos
  - Virginia
  - North Carolina
  - South Carolina
- Upper Mid West Consortium
- FINDERS Project

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Why Reinvent the Wheel?  
Model State, Regional, and Federal Enterprise Retrieval System

Abbreviations

ARJIS  Automated Regional Justice Information System
CAL-DOJ California Department of Justice
CJIS Criminal Justice Information System
GJXDM Global Justice XML Data Model
GJXML Global Justice XML
ICJIS Maricopa County Integrated Criminal Justice Information System
LPR License plate reader
MOU Memorandum of understanding
NCIC National Criminal Information Center
NCISP National Criminal Intelligence Sharing Plan
NIJ National Institute of Justice
Nlets International Justice and Public Information Sharing Network
PAC Policy advisory committee
PIA Privacy impact assessment
RAND Random access to Nlets data
SRFERS State, Regional, and Federal Enterprise Retrieval System

Developing enhanced information sharing capabilities is critical to improving the capacity of law enforcement and other emergency response agencies to protect against terrorism and all other criminal acts that threaten safety. The National Criminal Intelligence Sharing Plan (NCISP), endorsed by both the U.S. Department of Justice and the U.S. Department of Homeland Security, outlines steps to be taken to improve the information sharing capabilities of law enforcement and other emergency agencies. Key among these recommendations is the efficient leveraging of existing efforts—that is, the commitment to build on, not reinvent, substantial information sharing activities already under way.¹

The Goal: A Toolkit for Departments

In 2005, in order to pilot an implementation of NCISP recommendations, the National Institute of Justice (NIJ) awarded a grant to the San Diego Automated Regional Justice Information System (ARJIS) to develop information sharing proof of concept. The goal of the NIJ grant was the development of a toolkit for information sharing of data and functionality not previously available across state lines. This toolkit will serve as a blueprint for agencies and administrators when enhancing, building, or linking information or intelligence systems in order to leverage not just existing networks and infrastructure but also the lessons learned and best practices of already existing networks.

The first phase of this project, known as the State, Regional, and Federal Enterprise Retrieval System (SRFERS), resulted in the development of a prototype application allowing simultaneous searches of regional information in Arizona and California to address the demand for critically needed data and photos. ARJIS partnered with Maricopa County Integrated Criminal Justice Information Systems (ICJIS) and the International Justice and Public Information Sharing Network (Nlets) to develop the SRFERS application. All three organizations, ARJIS, Nlets, and Maricopa County ICJIS, met the project participant pre-requisites:

- Approved for data sharing pursuant to National Criminal Information Center (NCIC) policies and procedures
- Willing to provide data and practitioners input and involvement
- Technically ready to share data via existing infrastructure
- Compliant with Global Justice XML Data Model (GJXML)
- Existing governance structure
- User and technical support and resources available

About ARJIS

The Automated Regional Justice Information System (ARJIS) was created as a joint powers agency to share information among justice agencies throughout San Diego and Imperial Counties, California. Over the past several years, ARJIS has evolved into a complex criminal justice enterprise network used by 65 local, state, and federal agencies in the two California counties that border Mexico. There are more than 11,000 authorized users generating more than 35,000 transactions daily.

ARJIS is used for tactical analysis, investigations, statistical information, and crime analysis. The ARJIS governance structure promotes data sharing and cooperation at all levels for member agencies, from chiefs to officers to technicians. A recent merger with SANDAG (San Diego Association of Governments) has enhanced the visibility of ARJIS at the federal and state level by providing advocacy services and enhancing funding opportunities.

About Maricopa County ICJIS

The mandated mission of ICJIS is to facilitate the integration of disparate information systems among Maricopa County criminal justice departments for the purpose of reducing expenses resulting from non-integrated criminal justice systems. The department is responsible for the system integration of the five justice agencies in Maricopa County: the superior court, the clerk of the court, the
county attorney’s office, the sheriff’s office, and the indigent representation office. The integration facilitates the exchange of data and information between the agencies in an efficient and cost-efficient manner. For more information on Maricopa County ICJIS, visit www.maricopa.gov/icjis.

About Nlets

The International Justice and Public Safety Information Sharing Network (Nlets) was established more than 35 years ago in recognition of the U.S. public safety need to communicate effectively and securely across multiple organizations and jurisdictions. Nlets has evolved from primarily an interstate telecommunication service for law enforcement to a more broad-based network servicing the justice community at the local, state, and federal levels. The agency is now the top interstate law enforcement network in the nation for the exchange of law enforcement and related justice information.

The user population for Nlets is composed of all of the states and territories, all federal agencies with a justice component, and selected international agencies. All jurisdictions cooperatively exchange data. The data being exchanged comes from such sources as motor vehicle and driver’s databases, Canadian Hot File records, U.S. Immigration and Naturalization Service (INS) databases, and state criminal history records. The information is delivered through transmission of 50 million messages between and among users each month, more than 500,000 devices in the United States and Canada connected to more than 20,000 agencies with more than a million users. Nlets is providing SRFERS with use of this extensive existing network, as well as the organization’s expertise and experience in policy matters. For more information on Nlets, please visit www.nlets.org.

Development of the SRFERS Application

After the NIJ grant award, a variety of law enforcement practitioners (including crime analysts, investigators, and border agents) from California, Arizona, and Alaska were surveyed. The objective of the survey was to determine the usefulness of access to real-time booking photos from another state. The survey concluded that officers have an extremely difficult time accessing photos from across states and that this would be a great resource. Officers also expressed interest in several other Nlets data sources, including a license plate reader (LPR) at the border, and access to the Random Access to Nlets Data (RAND) database. RAND stores all of the Nlets transactions that occur over a two-year time period.

The next step was for ARJJS and Nlets to meet with the California Department of Justice (CAL-DOJ) and Arizona Department of Public Safety to request approval to utilize Nlets to share booking photos between states. A memorandum of understanding (MOU) was produced and signed between each state and Nlets. The MOUs outline the states’ roles and responsibilities, which include assisting with the technical review and design of the application and participating in the project’s governance. Nlets responsibilities include providing the router hardware to facilitate the connection, ensuring the protection of the systems through the installation and maintenance of firewall technology, and monitoring and maintaining the network connection 24 hours a day, seven days a week.

The user group, the technical group, and the policy group came together for a two-day meeting to capture user requirements, design the prototype, identify the risks, and outline the project roles and responsibilities. After the Phoenix meeting, the technical staff and contractors at Nlets, ARJJS, and Maricopa County developed the functional pieces of the SRFERS proof-of-concept application. Nlets developed the SRFERS broker, which is used to route messages between the client and the various data search services. Maricopa County and ARJJS developed services for fulfilling booking search requests. ARJJS developed a functional demonstration application for sending and receiving SRFERS messages.

A standard message header was developed with input from ARJJS, Nlets, Maricopa County, and CAL-DOJ to meet the network routing and security logging requirements of the various state and local networks that the messages pass through. This flexible wrapper is used to transport the SRFERS data that is in GXML format. For each of the types of data being used in the SRFERS application, booking photos, RAND, and LPR, an XML schema has been created to standardize the format of the GXML message.

The SRFERS proof-of-concept application consists of three basic software components: a client, the broker, and data providers. It is able to perform simultaneous searches on RAND, LPR, and the booking photo databases.

The communication flow works as follows: A request starts with a client sending a search request to the broker. The broker looks at the type of request and the search region specified. It compares these to its list of known data providers. It transmits the request to each data provider that matches the request. If necessary, this transmission includes transforming the request into the appropriate communication type (MQ Series or Web Service). Responses from each data provider are routed back to the client, through the broker, and displayed to the user. The data sources available through SRFERS include the following:

**Booking Photos:** The booking photos and limited booking information for the San Diego region are retrieved from the ARJJS booking repository. Maricopa County provides booking photos and booking information from the Maricopa County Jail Management System and from the Arizona Criminal Justice Information System. The demonstration involves predicate-based subject queries on name and date of birth.

**RAND:** Nlets does approximately 50 million transactions a month. Records of these transactions are logged in the RAND database. The SRFERS proof of concept was developed to allow users to query RAND in a deferred mode to determine whether persons and vehicles of interest have been queried anywhere else in the nation.

**License Plate Reader Data:** The National Insurance Crime Bureau provides Nlets with access to its LPR database. This database contains information relating to vehicle crossings along the Mexican and Canadian borders. This information includes the time, date, and location the vehicle crossed the
border. The SRFERS application was developed to allow users to access the LPR database over the Nlets network.

**Reusable Toolkit**

Technical standards and political boundaries are being handled by the development of a toolkit that will provide a national standardized model to new regional and state systems to allow a fast and effective way to initiate data sharing. In essence the toolkit maximizes the information potential of existing systems by connecting them to expand collaboration, opportunities, and database access, while continuing to evolve the nationwide sensitive but unclassified architecture to support fully functional bidirectional information sharing. The toolkit will include the following:

- Model memorandum of understanding
- Privacy impact assessment templates
- Global Justice XML schemas
- Reusable Java code
- Sample interface
- Security assessment template
- Technical documentation from phase 1
- Technical acceptance template
- Customer acceptance template

**Addressing Security and Privacy**

Security concerns are a key priority when developing a justice information sharing system. To ensure that ARJIS complies with Nlets and Criminal Justice Information System (CJIS) security policies, a security assessment of ARJIS’s physical and network infrastructure, and security policies was conducted. The assessment was completed by the Nlets security specialist, and included a pre-audit questionnaire, on-site meetings, and inspections of both ARJIS’ physical and logical security.

Privacy has become a critical component in justice initiatives. To help the SRFERS agencies identify and address information privacy concerns, a legal analyst was hired to conduct a privacy impact assessment (PIA) of the SRFERS application. The objective of the PIA, which is currently underway, is to evaluate the design and implementation of data sharing strategies and technologies within SRFERS, as they relate to balancing proper privacy protections for the use, collection, and disclosure of personally identifiable information. The PIA will determine whether the personally identifiable information available in SRFERS is handled in compliance with relevant privacy laws, regulations, and policies and will make suggestions of interpretations or policies if there are conflicts or gaps in existing privacy-relevant directives. Once complete, the PIA will be sent to the Global Privacy Working Group for review and validation.

**Goverance**

The SRFERS project team is composed of representatives from a wide range of agencies. The team consists of practitioners, state representatives, technical architects, legal consultants, and other law enforcement personnel. The members have been highly involved in the development of the application and have contributed valuable time and resources toward the project. SRFERS team meetings and project reviews have been held approximately every three months and biweekly conference calls have kept the team members informed of the projects status.

A policy advisory committee (PAC) is being formed to review and validate deliverables and milestones during the course of the project as well as to provide strategic and policy guidance as the project moves forward. Functions of the PAC include the following:

- Help develop the project mission, strategy, and goals
- Help develop and validate a project governance structure
- Help develop a business case for phase 2
- Help identify potential funding sources
- Act as an advocate for criminal justice information sharing standards

PAC members will represent organizations across the full spectrum of stakeholder communities, including local, state, and federal, and are chosen due to their position in the law enforcement and government community as well as their expertise in justice information sharing and information-led policing. As a general rule, terms of service are expected to last two years, with half of the group rotating every year to ensure continuity and retain institutional knowledge.

**Next Steps**

ARJIS and Maricopa County have rolled out the SRFERS application to a limited number of users and will be collecting metrics to determine system usage and to help to establish phase 2 costs and deliverables. In phase 2, which has been approved by NIJ, the SRFERS team seeks to expand the application to additional regions. Jurisdictions and agencies that have shown interest in SRFERS include Blaine, Washington; the Los Angeles County Sheriff’s Department; and Alaska. The team expects that the process of adding these regions will be efficient because of the toolkit, resulting in quicker implementations and cost savings.

The need for greater information sharing and collaboration between the various levels in the law enforcement community is abundantly clear. In the face of common and significant threats to public safety the U.S. law enforcement community must develop and implement new capabilities to protect itself. The implementation of the NCISP by way of the SRFERS project may be the first step in improving the sharing of local and regional justice data for the prevention of criminal and terrorist acts.

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