



The CJIS Advisory Process

A Shared Management Concept

The FBI established the Criminal Justice Information Services (CJIS) Division to serve as the focal point and central repository for criminal justice information services within the FBI. The CJIS Division assumed management responsibility for the day-to-day operation of the Fingerprint Identification, the National Crime Information Center (NCIC), and the Uniform Crime Reporting (UCR) Program. Since then, several new information sharing systems have been initiated or are under development. Currently, the CJIS Division is responsible for managing the following programs administered by the FBI for the benefit of local, state, federal, and foreign criminal justice agencies:

- Integrated Automated Fingerprint Identification System
- Law Enforcement Online
- National Crime Information Center 2000
- National Instant Criminal Background Check System
- Uniform Crime Reporting

The CJIS Division's management responsibilities include the operation of existing systems and the development of new technologies. The FBI established the CJIS Advisory Process to obtain the user community's advice and guidance on the operation of all of these programs. The philosophy underlying the advisory process is one of shared management; that is, the FBI along with local and state data providers and system users share responsibility for the operation and management of all systems administered by the FBI for the benefit of the criminal justice community.

FBI Director Louis J. Freeh established the CJIS Advisory Process in the fall of 1994 and installed the CJIS Advisory Policy Board (APB) on December 15, 1994. This new CJIS Advisory Process was established to provide advice and guidance on all CJIS programs and replaced the former NCIC Advisory Process (which operated from 1967 through 1994) and the former Uniform Crime Reporting Data Providers' Advisory Policy Board (which operated from 1989 through 1994). The CJIS Advisory Process consists of two components, the Working Groups and the Advisory Policy Board.

The CJIS Advisory Policy Board (APB)

The APB is responsible for reviewing policy issues, Uniform Crime Reports, and appropriate technical and operational issues related to CJIS Division programs and for making appropriate recommendations to the Director of the FBI. The APB meets at least twice during each calendar year. A notice of these meetings is published in the Federal Register, and the meetings are conducted in open session unless determined otherwise by the Designated Federal Employee. The Designated Federal Employee is an FBI employee appointed by the FBI Director to serve as a management officer in coordinating, scheduling, and approving the Working Groups and Board meetings as well as other Board activities.

The APB is composed of thirty-two representatives from criminal justice agencies throughout the United States. The APB membership consists of the following:

- Twenty members are selected by the members of the four regional Working Groups. Three state-level agency and two local-level agency representatives are recommended by each of the four regional Working Groups. These members must be the chief executives of local or state criminal justice agencies, or they must be at the policy-making level and have responsibility for the management of CJIS systems in their respective agencies.
- Three members are selected by the FBI Director and represent the prosecutorial, judicial, and correctional sectors of the criminal justice community.
- One member is the Chairman of the Federal Working Group.
- Eight members are selected by the following criminal justice professional associations to represent their associations: American Probation and Parole Association; International Association of Chiefs of Police; Major Cities Chiefs' Association; Major County Sheriffs' Association; National District Attorneys' Association; National Sheriffs' Association; American Society of Crime Laboratory Directors, Inc., and a representative from the courts or court administrators selected by the Conference of Chief Justices.

APB members serve a two-year term commencing December 12th of even-numbered years, and they are eligible for reappointment.

Members of the APB must attend all APB meetings. If a member fails to attend two consecutive APB meetings, regardless of proxy representation, such selected/appointed or Director-selected and appointed member shall automatically relinquish membership on the APB. Notification of such loss of membership will be made immediately by the APB Chairman to the member and his/her Working Group Chairman or the Director of the FBI, if an appointed member, so that appropriate procedures can be instituted to select a replacement.

A member sending a proxy must notify the Chair of the APB in writing prior to the opening of the meeting for which the proxy is given. The proxy must be from the same criminal justice agency as the individual represented or a voting member of the same Working Group who is not a current member of the APB.

Qualification and Duties of APB Officers

- The Chairman of the APB must be one of the state of local elected candidates for membership on the CJIS APB.
- The Chairman is the presiding officer at each meeting of the CJIS APB and has sufficient authority to act as official spokesperson in all matters relating to the CJIS APB.
- The First and Second Vice-Chairs will act in this order in the absence of the Chairman.

The CJIS Advisory Policy Board Ad-Hoc Subcommittees

The Chairman of the CJIS APB, with the concurrence of the Designated Federal Employee and in accordance with applicable law, may create ad hoc subcommittees as needed to assist the APB in carrying out its duties. Subcommittees are composed of APB members and other subject-matter specialists. Subcommittees are established to thoroughly review controversial policies, issues, program changes, and formulate alternatives and recommendations for the consideration of the entire CJIS APB. Currently there are seven ad hoc subcommittees:

- Bylaws Ad Hoc Subcommittee
- Identification Services Ad Hoc Subcommittee
- National Crime Information Center Ad Hoc Subcommittee
- Sanctions Ad Hoc Subcommittee
- Security and Access Ad Hoc Subcommittee
- Public Safety Strategy Ad Hoc Subcommittee
- Uniform Crime Reporting Ad Hoc Subcommittee

The Bylaws Ad Hoc Subcommittee is responsible for evaluating any proposed changes to the Bylaws for the Criminal Justice Information Services (CJIS) Advisory Policy Board and Working Groups and recommending appropriate language with proper notice to the APB for approval.

The Identification Services Ad Hoc Subcommittee was established to address those issues pertaining to the fingerprint identification. This Subcommittee is responsible for all projects related to the FBI's Fingerprint Identification Program, the Integrated Automated Fingerprint Identification System, the National Instant Criminal Background Check System, etc.

The National Crime Information Center Ad Hoc Subcommittee was established to address issues relating to the FBI's National Crime Information Center (NCIC) Program, including the current NCIC 2000 System.

The Sanctions Ad Hoc Subcommittee is responsible for evaluating the results of audits conducted of participants in the CJIS Programs. The Subcommittee makes specific recommendations to the CJIS APB concerning sanctions that should be imposed against agencies that are not in compliance with the policies established by the CJIS APB for the operation of the CJIS Programs.

The Security and Access Ad Hoc Subcommittee is responsible for the review of hardware and software security for current FBI CJIS Division computer systems as well as those systems under development. The Subcommittee recommends, to the CJIS APB, securi-

ty policy governing the FBI CJIS systems as well as those systems interfaced with the FBI CJIS Division's computer and telecommunication systems. In addition, this Subcommittee reviews issues related to the requests from agencies and organizations wanting access to information contained in the CJIS Programs.

The role of the Public Safety Strategy Ad Hoc Subcommittee is to review the issues being considered by the various CJIS Advisory Process Working Groups and Subcommittees; topics, programs, and issues being addressed by other law enforcement professional associations/organizations such as SEARCH, International Association of Chiefs of Police, National Sheriffs' Association, National Infrastructure Protection Center, and the National Integrated Ballistics Information Network; current events in the criminal justice and information processing arena, and then to formulate a strategic plan for the future of the CJIS Systems and the CJIS Advisory Process. The Public Safety Strategy Subcommittee is composed of a chairman, the Chairman of the CJIS Advisory Policy Board, and the Chairmen of the other ad hoc Subcommittees.

The Uniform Crime Reporting Ad Hoc Subcommittee is responsible for reviewing issues concerning the Uniform Crime Reporting (UCR) Summary System as well as the National Incident-Based Reporting System (NIBRS), Law Enforcement Officers Killed and Assaulted (LEOKA) and Hate Crimes.

In addition to these Subcommittees, other short-term task forces are established on an "as-needed" basis. The following are some of the ad hoc groups that have been formed to address particular issues or projects concerning a particular program:

- Agency Liaison Incorporating Violent Gang and Terrorist Organizations File Entry
- Federal Image Submission Task Team
- Joint Task Force on Rap Sheet Standardization
- Missing Person and Unidentified Person Dental Task Force
- Task Force on Image Quality Standards

The Subcommittees typically meet twice a year and their meetings are closed to the public. The Subcommittee Chairmen coordinate with the FBI CJIS Division Advisory Groups Management Unit to identify proposed topics and prepare the agendas for the meetings. At the conclusion of the Subcommittee meetings, the Advisory Groups Management Unit will forward proposals directly to the APB for consideration.

A Subcommittee member sending a proxy to a Subcommittee meeting must notify the Chairman of the Subcommittee in writing prior to the opening of the meeting for which the proxy is given. The following rules shall govern the selection of a proxy by a Subcommittee member who cannot attend a Subcommittee meeting:

1. A Board member serving on a Subcommittee must send a proxy who is a Board member or an individual from his/her criminal justice agency or professional association.
 2. A Working Group member serving on a Subcommittee must send a proxy who is either (a) an individual from the same criminal justice agency or (b) who is a voting member of the same Working Group.
 3. A subject matter specialist who is not a member of the CJIS Board or CJIS Working Groups must send a proxy who has a background in the same field as that for which the Subcommittee member was selected for duty on the Subcommittee.
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The CJIS Working Groups

The Working Groups review operational, policy, and technical issues related to CJIS Division programs and policies and make recommendations to the CJIS APB or one of its subcommittees. All fifty states as well as U.S. territories and the Royal Canadian Mounted Police are organized into five Working Groups as follows:

North Central

Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, Wisconsin;

Northeastern

Connecticut, Delaware, District of Columbia, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont, Royal Canadian Mounted Police-Canada;

Southern

Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, Oklahoma, Commonwealth of Puerto Rico, South Carolina, Tennessee, Virginia, West Virginia, U.S. Virgin Islands (a nonvoting member);

Western

Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Texas, Utah, Washington, Wyoming.

Federal agencies that participate in CJIS Division programs form a Federal Working Group. This working group is comprised of representatives from any federal agency that participates in any of the CJIS Division programs. The number of agencies represented fluctuates based upon current functional needs.

The Federal Working Group selects 15 voting members to represent the various criminal justice functions. Six of the voting members represent the six Federal Service Coordinator agencies (the federal equivalent of a Control Terminal Agency). In addition, six voting members represent federal law enforcement agencies, and the remaining three voting members represent other criminal justice agencies.

Four regional Working Groups are composed of one state-level agency representative and one local-level agency representative from each state. In addition, the FBI Director, at his discretion, may designate one additional representative to each of the five Working Groups. The state-level representative, known as the Control Terminal Officer (CTO), is selected by the administrator of each state's Control Terminal Agency (CTA). A CTA is a state or territorial criminal justice agency on the CJIS network providing statewide (or equivalent) service to its criminal justice users with respect to CJIS data. Only those agencies with direct telecommunications lines to the CJIS Division may be a CTA, and are held responsible for records entered through those lines. The CTA is responsible for planning and providing necessary hardware, software, funding, quality assurance, and training for complete access to all FBI CJIS Division data services by all authorized agencies within the state. A Service Coordinator Agency is a non-Control Terminal Agency which has a direct telecommunications line(s) to the CJIS Division. The CTO or Service Coordinator is responsible for monitoring system use, enforcing system discipline, and assuring that CJIS operating procedures are followed by all users of the respective telecommunications lines as well as other related duties. The CTO should have operational and technical expertise in CJIS systems and sufficient authority to represent state interests when voting on issues. The International Association of Chiefs of Police or the National Sheriffs' Association along with the States' Chiefs' or Sheriffs' Association coordinate the selection of the local-level agency representatives. Local representatives are management-level personnel from a law enforcement agency that maintains a telecommunications terminal or computer interface to the state CTA. The District of Columbia, Royal Canadian Mounted Police, Commonwealth of Puerto Rico, and U.S. Virgin Islands also have one representative each.

The Working Groups typically meet twice a year, and their meetings are closed to the public. Each Working Group Chair receives approval from the Designated Federal Employee (DFE) prior to scheduling a meeting. Working Group Chairmen coordinate with the FBI CJIS Division Advisory Groups Management Unit to identify proposed topics and prepare the agendas for the Working Group

meetings. At the conclusion of the Working Group meetings, the Advisory Groups Management Unit will forward proposals either to one of the APB's ad hoc subcommittees or directly to the APB for consideration.

Attendance at Working Group meetings, due to their nature and function, will be restricted to persons directly involved in CJIS Working Group matters.

Working Group Chairman Responsibilities

The Chairman for each Working Group is responsible for:

- Presiding over the Working Group meetings;
- Coordinating with the Designated Federal Employee all administrative matters relating to his/her Working Group;
- Assuring representation of the Working Group at APB other Working Group, and related CJIS meetings;
- Keeping the Working Group membership informed of CJIS matters;
- Submitting written notification of a members failure to attend, regardless of proxy, a Working Group meeting to the state Control Terminal Agency, local, or federal agency; and
- Submitting written notification of a members

failure to attend, regardless of proxy, two consecutive Working Group meetings, regardless of proxy, the respective governor's office of the involved state, the state sheriffs' /chiefs' association, or the head of the federal agency.

Local Agency Representative Responsibilities

1. Must represent the interests of CJIS Advisory Process during meetings/conferences with criminal justice agency representatives in your state in order to solicit topics for discussion to improve the CJIS Systems
2. Must represent the views of all local agencies in your state on issues being addressed during Working Group meetings. For example, establish a network to share topic papers to seek opinions of other agencies in your state.
3. Must attend all Working Group meetings. (If unable to attend, must notify your Working Group Chairman if you plan to send a proxy.) Note: Failure to attend two consecutive meetings invokes Bylaw 11.8 which states "If a Working Group member fails to attend two consecutive meetings, regardless of proxy, the Chair of the Working Group shall submit written notification of the failure to the respective Governor's Office of the involved state, the state sheriffs' or chiefs' association, or head of the federal agency. This will result in the relinquishing of membership on the Working Group and the beginning of the process to have a new member appointed and certified".

Control Terminal Officer and Federal Service Coordinator Responsibilities

1. Must represent the views of the Control Terminal Agency concerning issues being addressed during Working Group meetings. For example, distribute topics to CTA entities to evaluate proposed changes, impacts on state system, impact on CTA, etc.
2. Must represent the views of all local agencies in your state on issues being addressed during Working Group meetings. For example, distribute topics via intrastate Wide Area Network (WAN), state users' group meetings, etc.
3. Must attend all Working Group meetings. (If unable to attend, must notify your Working Group Chairman if you plan to send a proxy.) Note: Failure to attend two consecutive meetings invokes Bylaw 11.8 which states "If a Working Group member fails to attend two consecutive meetings, regardless of proxy, the Chair of the Working Group shall submit written notification of the failure to the respective Governor's Office of the involved state, the state sheriffs' / chiefs' association, or head of the federal agency. This will result in the relinquishing of membership on the Working Group and the beginning of the process to have a new member appointed and certified".

The Advisory Groups Management Unit (AGMU)

AGMU is responsible for the detailed planning, staffing, administration, and coordination of the CJIS Advisory Process which is composed of the CJIS Advisory Policy Board, the Advisory Policy Board's Subcommittees, the CJIS Working Groups, and other committees and task forces. In this role, AGMU ensures that the Advisory Process is operated within the rules and regulations set forth in the Federal Advisory Committee Act (FACA), Title 5, United States Code, Appendix 2, and the Bylaws for the CJIS Advisory Policy Board and Working Groups.

AGMU maintains a schedule for all Board, Subcommittee, Working Group and task force meetings and is responsible for the planning, staffing, and administration of these events. These responsibilities include developing meeting agendas through coordination with other CJIS offices, other FBI entities, other Government agencies, and the customers of the CJIS Division Programs; preparing meeting announcements for publication in the Federal Register in accordance with the requirements of the FACA; securing government-rate lodging and transportation for meeting attendees; ensuring that members file proxy notices as required by the Bylaws; preparing minutes of the meetings; maintaining budget information for CJIS budget planning purposes and reporting requirements of the FACA; and preparing appropriate correspondence to the Director to apprise him of Board recommendations on agenda items and to secure his concurrence with these recommendations.

AGMU maintains up-to-date membership lists for the CJIS Advisory Policy Board, the Board's Subcommittees, the CJIS Working Groups, and other ad hoc committees and task forces. The Unit assists other CJIS entities hosting meetings when the presence of criminal justice community representatives is required.

Taking Advantage of the Advisory Process

Procedures for Submitting Ideas or Proposals Through the Advisory Process

1. Topics for discussion at CJIS Working Group meetings may be submitted at any time. The Advisory Groups Management Unit sends a solicitation for agenda items twice bi-annually. This solicitation is sent to all Working Group Chairmen with a 30 day deadline for submission of topics.
2. The topic should be submitted in writing and should include a description of the current procedure or policy, a description of the proposed change, its benefits and the name and telephone number of the contributor. The magnitude of any problems needs to be explained in order to set a priority in getting a change made.
3. Proposals can be submitted the following three ways:
 - a. State and local agencies submit proposals to the Control Terminal Officer (CTO) for your state or your Federal Service Coordinator. (Since many states operate programs similar to those operated by the FBI CJIS Division, and since some of the state programs operate differently than the national programs, your CTO is responsible for reviewing your proposal to determine whether it affects the state program, the national program, or both. Some federal agencies access the CJIS Programs through a state network while others access via federal network. Federal employees who wish to submit a proposal should forward it to either your CTO or Federal Service Coordinator.) Proposals are forwarded from the CTO or Federal Service Coordinator to the working group chairman.
 - b. State Identification Bureaus may submit topic proposals to the CTO or directly to the FBI, CJIS.
 - c. Professional Organizations submit topic proposals directly to the FBI, CJIS.
4. Proposals are forwarded to the FBI CJIS Advisory Groups Management Unit (AGMU). FBI staff analyze each proposal and make a determination as to whether it will be a topic for the next round of Advisory Process meetings. The working group chairmen coordinate the agenda for the working group meetings with the AGMU.
5. Proposed changes to the FBI CJIS Division Programs are first discussed by the working group component of the CJIS Advisory Process.
6. At the conclusion of the working group meeting, the AGMU will coordinate and forward your proposal, either to one of the CJIS Advisory Policy Board (APB) Ad Hoc Subcommittees, or directly to the CJIS APB for consideration.
7. Once your proposal has been reviewed and discussed by the CJIS APB, the APB's recommendation will be forwarded to the FBI Director.
8. If the FBI Director concurs with an APB recommendation to implement a change, the FBI CJIS Division staff will take the necessary action to implement the change and notify the advisory process members.

Agenda and Topic Paper Distribution

The agenda and topic papers for a meeting are generally distributed at least twenty-one days prior to a meeting. The primary means of distribution is through the Law Enforcement OnLine (LEO). LEO is a national Intranet system for use by the local, state, and federal law enforcement community. LEO is a state-of-the-art, secure network that is accessible by employees of duly constituted law enforcement agencies and members of law enforcement special interest groups. In addition to agenda and topic paper distribution, the CJIS Division uses LEO as an electronic communication link with the CJIS Advisory Process members to disseminate various articles of interest (e.g. CJIS Advisory Policy Board, and Working Group Bylaws, calendar of scheduled meetings, meeting minutes etc.). Agenda and topic papers will be mailed, upon request, until access to LEO is established by the Advisory Process member.

The Advisory Groups Management Unit will prepare minutes for Working Group, Subcommittee and APB meetings and forward drafts to the Chairmen and Designated Federal Employee for approval. Thereafter, the minutes will be provided to the Advisory Policy Board in the form of a "Chairman's Report" topic paper.
