



*The City of New York  
Office of the Comptroller  
Bureau of Audit  
EDP Audit Division*

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*William C. Thompson, Jr.  
Comptroller*

**Follow-up Audit Report  
of the Development of the Comprehensive  
Justice Information System**

**7F02-173**

**June 25, 2002**

*The City of New York  
Office of the Comptroller  
Bureau of Financial Audit  
EDP Audit Division*

**Follow-up Audit Report on the  
Development of the Comprehensive  
Justice Information System**

**7F02-173**

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**SUMMARY OF FINDINGS AND CONCLUSIONS**

This is a follow-up audit to determine whether the Department of Information Technology and Telecommunications (DoITT), the Law Department (Law), the Department of Probation (DOP), and the Department of Juvenile Justice (DJJ) implemented the recommendations made in a previous audit, *Audit Report on the Development of the Comprehensive Justice Information System* (Audit No.7A01-098, issued June 29, 2001). The earlier audit evaluated whether the system as a finished product meets user needs, permits future enhancements and upgrades, and satisfies specific user requirements. In our current audit, we discuss the recommendations we made earlier as well as the implementation status of those recommendations. We also discuss new findings and recommendations based on our current review.

In our previous audit, we made four recommendations to DoITT, Law, DOP, and DJJ, of which one was implemented, two were partially implemented, and one was not implemented. The details of those recommendations and their current implementation status are as follows:

DoITT, in conjunction with Law, DOP, and DJJ, should:

1. Hire and train additional personnel and form a project team to address system problems, since there is only one business analyst performing this function.

The project team should then:

- Ensure that all system problems identified in this report are corrected. ***Implemented***
- Meet with users of the system to identify any additional problems/concerns about the system. ***Implemented***
- Work with programmers and develop modifications to address all of the users' concerns. ***Implemented***
- Hire and train additional programmers to resolve system problems (DoITT has only one programmer assigned to the project.) ***Not Implemented***

Overall status of Recommendation #1: **PARTIALLY IMPLEMENTED**

2. Eliminate all duplicate records on the system. **PARTIALLY IMPLEMENTED**
3. Require that programmers document all changes on the CJIS source code. **IMPLEMENTED**
4. Assemble a project team consisting of user and technical personnel, headed by a full-time project manager who will ensure that all necessary system requirements are identified and implemented. *Not Implemented*

The team should then retain an external quality assurance consultant to monitor testing of all new system functions. *Not Implemented*

Overall status of Recommendation #4: **NOT IMPLEMENTED**

To address the issues that still exist, we now recommend that DoITT, in conjunction with Law, DOP, and DJJ, should:

1. Hire or train a second programmer to resolve system problems.
2. Test and implement programs to merge duplicate respondent records in order to eliminate duplicate records.
3. Assemble a project team consisting of user and technical personnel, headed by a full-time project manager who will ensure that all necessary system requirements are identified and implemented, and then retain an external quality assurance consultant to monitor testing of all new system functions.

## **NEW FINDING AND RECOMMENDATION**

The CJIS database does not contain all the data fields required to generate reports for the agencies that use CJIS. For instance, DOP cannot generate reports pertaining to “Persons In Need of Supervision” (PINS), such as PINS case reports by school or PINS case reports by precinct, which DOP could use to track juveniles who are in its probation programs. Similarly, DJJ cannot generate reports about juveniles in detention because the CJIS database lacks fields that contain the locations of detention facilities where juveniles are housed; the database also lacks the fields that contain court activity information, such as docket numbers and indictment numbers. The CJIS database should contain all the information its user agencies require to meet their mandated responsibilities.

To address this new issue, we recommend that DoITT:

4. Meet with user agencies to gather their report requirements and then upgrade the CJIS database to include all information CJIS agencies need to ensure that they can meet their mandated responsibilities.

### **Agency Response**

The matters covered in this report were discussed with officials from DoITT, Law, DJJ, and DOP during and at the conclusion of this audit. A preliminary draft report was sent to DoITT, Law, DJJ, and DOP officials and discussed at an exit conference on May 30, 2002. On May 31, 2002, we submitted a draft report to DoITT, Law, DJJ, and DOP officials with a request for comments. We received written responses from DoITT, Law, and DOP on June 14, 2002. We received DJJ's written response on May 30, 2002.

In its response, DoITT agreed to implement three of the four recommendations. DoITT did not agree with our recommendation to hire and train a second programmer to resolve system problems. DOP responded that it agreed that DoITT should hire a Quality Assurance Specialist to assist with further development efforts and that the CJIS database needs upgrading to meet users' needs. Law generally agreed with the audit's findings and recommendations. DJJ did not specifically respond to the audit's findings and recommendations; however, it stated that including additional fields in the database “would significantly improve [the agency’s] ability to match court activities and scheduled event records.”

The full texts of the agency responses are included as addenda to this report.

## INTRODUCTION

### Background

The Comprehensive Justice Information System (CJIS) was installed in October 1999. It provides the City's juvenile justice agencies with an integrated system to track the status of juveniles who have entered the court system. The goal of CJIS was to permit these agencies to share arrest information from the NYPD's On-Line Booking System, while also creating local area networks (LANs) within these agencies. All CJIS functions relating to the handling of a juvenile's probation, trial, or detention must be in compliance with the Family Court Act.

### Objectives, Scope, and Methodology

This follow-up audit determined whether the four recommendations contained in a previous audit, *Audit Report on the Development of the Comprehensive Justice Information System* (Audit No.7A01-098) issued June 29, 2001, were implemented.

Audit fieldwork began in March 2002 and ended in April 2002. To meet our objectives we:

- interviewed representatives from DoITT to determine whether an additional programmer and an additional business analyst were added to the CJIS project team as recommended in the previous report;
- interviewed representatives from Law, DJJ, and DOP to establish whether CJIS meets user needs and satisfies specific user requirements;
- reviewed and determined whether changes to the program source code were documented in the source code; and
- reviewed and determined whether Law, DJJ, and DOP are taking steps to eliminate duplicate respondent records.

We used as audit criteria the Federal Information Processing Standards (FIPS) and Comptroller's Directive #18, *Guidelines for the Management, Protection and Control of Agency Information and Information Processing Systems* (Directive #18).

This audit was conducted in accordance with Generally Accepted Government Auditing Standards (GAGAS) and included tests of the records and other auditing procedures considered necessary. This audit was performed in accordance with the City Comptroller's audit responsibilities as set forth in Chapter 5, § 93, of the New York City Charter.

## **Agency Response**

The matters covered in this report were discussed with officials from DoITT, Law, DJJ, and DOP during and at the conclusion of this audit. A preliminary draft report was sent to DoITT, Law, DJJ, and DOP officials and discussed at an exit conference on May 30, 2002. On May 31, 2002, we submitted a draft report to DoITT, Law, DJJ, and DOP officials with a request for comments. We received written responses from DoITT, Law, and DOP on June 14, 2002. We received DJJ's written response on May 30, 2002.

In its response, DoITT agreed to implement three of the four recommendations. DoITT did not agree with our recommendation to hire and train a second programmer to resolve system problems. DOP responded that it agreed that DoITT should hire a Quality Assurance Specialist to assist with further development efforts and that the CJIS database needs upgrading to meet users' needs. Law generally agreed with the audit's findings and recommendations. DJJ did not specifically respond to the audit's findings and recommendations; however, it stated that including additional fields in the database "would significantly improve [the agency's] ability to match court activities and scheduled event records."

The full texts of the agency responses are included as addenda to this report.

**OFFICE OF THE COMPTROLLER  
NEW YORK CITY  
DATE FILED: June 24, 2002**

## RESULTS OF THIS FOLLOW-UP AUDIT

**PREVIOUS FINDING:** “An independent quality assurance consultant was not employed to monitor the receipt of deliverables. Consequently, certain problems on CJIS related to data conversion and special programming were not identified and corrected.”

**Previous Recommendation #1:** “Hire and train additional personnel and form a project team to address system problems. There is currently only one business analyst who performs this function. However, given the magnitude of the problems with the system, additional personnel need to be assigned. The project team should:

- Ensure that all system problems identified in this report are corrected. ***Implemented***
- Meet with users of the system to identify any additional problems or concerns about the system. ***Implemented***
- Work with programmers and develop modifications to address all of the user’s concerns. ***Implemented***
- Hire and train additional programmers to resolve system problems. Currently, DoITT has only one programmer assigned to the project.” ***Not Implemented***

**Previous Agency Response:** “At present, the one business analyst assigned to CJIS is sufficient to analyze issues presented by the user agencies but additional resources will be considered if warranted as was done during the Phase I implementation when an additional four resources were utilized. Because CJIS is a system provided by INSLAW [the vendor that developed CJIS], many ‘core’ programming changes are assigned to them for update to ensure that the future releases of the product are also up-to-date. The DoITT programmer assigned is tasked to make programming changes to DoITT developed programs and to make ‘simple’ changes to the base program for which INSLAW is notified. Again, as with the business analyst, additional programming resources will be considered if warranted. All system problems identified in this report have been addressed.”

### **Current Status:** PARTIALLY IMPLEMENTED

DoITT formed a project team that worked with users and the agency’s one programmer to ensure that all system problems from the previous report and any additional problems were identified and corrected. However, DoITT did not hire and train additional programmers, as recommended. We maintain that DoITT needs more than one programmer on staff, given the size of the system and the amount of programming still required. Therefore, we consider Recommendation #1 partially implemented.

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**Previous Recommendation #2:** “Eliminate all duplicate records on the system.”

**Previous Agency Response:** “A meeting with all agencies was held shortly after the system implementation to address this issue. At that time, it was determined that a majority of the effort to correct this problem would be manual review of the suspected duplicates to ensure that required records are not deleted. Programmatic support would follow once this review is completed. A meeting will be called with all the agencies to discuss their progress-to-date and to determine the extent of programmatic support required.”

**Current Status:** PARTIALLY IMPLEMENTED

DoITT’s manual review did not eliminate all of the duplicate records on the CJIS database. To try to eliminate duplicate entries, DoITT has developed computer programs to query the CJIS database, identify duplicate records, and then merge the duplicates into one respondent record. These programs are currently being tested. DoITT expects that these programs will be in operation within the next three months. Therefore, we consider Recommendation #2 partially implemented.

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**PREVIOUS FINDING:** “DoITT’s change control procedures require that programmers document system changes made to CJIS on its centralized tracking system—the User Problem Tracking System. However, DoITT does not require that its programmers record these changes to the CJIS source code.”

**Previous Recommendation #3:** “Require that programmers document all changes on the CJIS source code.”

**Previous Agency Response:** “The DoITT programmer has been notified and this procedural step has been added.”

**Current Status:** IMPLEMENTED

The DoITT programmer has been adding system change information—the change number and description—to the source code since June 2001. A review of the five most recent changes indicated that each one was correctly added to the CJIS source code. Therefore, we consider Recommendation #3 implemented.

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**PREVIOUS FINDING:** “The Contract . . . did not clearly define some of the deliverables that were proposed in the original requirement proposal. Consequently, CJIS does not contain certain functions that were requested by users.”

**Previous Recommendation #4:** “Assemble a project team consisting of user and technical personnel, headed by a full-time project manager who will ensure that all necessary system requirements are identified and implemented. *Not Implemented*”

“The team should hire an external quality assurance consultant to monitor testing of all new system functions.” *Not Implemented*

**Previous Agency Response:** “The requirements to Phase 2 have been compiled and reviewed at Executive level meetings of CJIS. A determination to procure consultant support to develop detailed plans to implement Phase 2 will be made shortly.”

**Current Status:** NOT IMPLEMENTED

DoITT has not assembled a project team consisting of users and technical personnel or has hired an external quality assurance consultant to ensure that all necessary system requirements are identified and implemented. Therefore, we consider Recommendation #4 not implemented.

**Recommendations**

To address the issues that still exist, we now recommend that DoITT, in conjunction with Law, DOP, and DJJ:

1. Hire or train a second programmer to resolve system problems.

**DoITT’s Response:** “At this time we feel that it is inappropriate to dedicate additional full-time resources to a system that is being reviewed for functionality and effectiveness. While we have not hired additional support staff, we are continually involving the client agencies to identify support and maintenance requirements and plan on continuing this involvement as we conduct our analysis. In the interim, DoITT has two staff members (a program manager and a programmer) dedicated to supporting the CJIS system.”

**DOP’s Response:** “The Department of Probation agrees with the findings in the first audit that the lack of a QA specialist to assist with testing contributed to the poor quality of the delivered application. It has also resulted in the Agency devoting significant time and resources to analyzing and testing the INSLAW and DoITT fixes, and to finding work arounds to the problems identified. Further, each new fix has the potential to create other problems, so that frequent regression testing is needed to ensure the database integrity does not slip below existing standards. Therefore, the Agency agrees with the recommendation that DoITT hire a QA Specialist to assist with further development efforts.”

2. Test and implement programs to merge duplicate respondent records in order to eliminate duplicate records.

**DoITT's Response:** "As a matter of course, we are dedicated to testing and implementing programs that will help us identify and merge duplicate records. As a component of our analysis we will identify methods to continue the cleansing of this data during the implementation of a new CJIS system or during enhancements to the existing system."

3. Assemble a project team consisting of user and technical personnel, headed by a full-time project manager who will ensure that all necessary system requirements are identified and implemented and then retain an external quality assurance consultant to monitor testing of all new system functions.

**DoITT's Response:** ". . . DoITT and the Criminal Justice Coordinators Office are currently in the process of conducting a comprehensive requirements and gap analysis that will rely upon agency (client) interaction to determine the best course of action for CJIS. As part of this analysis, a project manager has been assigned . . . along with executive sponsorship from the Criminal Justice Coordinators Office . . . . In addition to this team, DoITT's primary focus is to work with the client agencies to ensure that their needs are met, either through enhancements to the existing system, or through implementation of a new CJIS system. In the interim, a permanent dedicated project manager . . . and dedicated programmer . . . remain committed solely to the support of the CJIS system. "

**Law's Response:** "For the most part, we agree with the findings and recommendations of the draft report. Systems problems remain which require additional technical support. We understand that DoITT has hired a consultant for reviewing the system. We look forward to the opportunity to work with the consultant so that the system may be of greater use in the management of the work of the Family Court Division."

## NEW FINDING AND RECOMMENDATION

### **The CJIS Database Does Not Contain Required Information**

The CJIS database does not contain all the data fields required to generate reports for the agencies that use CJIS. For instance, DOP cannot generate reports pertaining to “Persons In Need of Supervision” (PINS), such as PINS case reports by school or PINS case reports by precinct, which DOP could use to track juveniles who are in its probation programs. Similarly, DJJ cannot generate reports about juveniles in detention because the CJIS database lacks fields that contain the locations of detention facilities where juveniles are housed; the database also lacks the fields that contain court activity information, such as docket numbers and indictment numbers. The CJIS database should contain all the information its user agencies require to meet their mandated responsibilities.

To address this new issue, we recommend that DoITT:

4. Meet with user agencies to gather their report requirements and then upgrade the CJIS database to include all information CJIS agencies need to ensure that they can meet their mandated responsibilities.

**DoITT’s Response:** “DoITT recognizes the fact that CJIS does not currently meet the needs of its client agencies. In fact, this shortfall is one of the primary reasons that DoITT is currently undertaking the requirements and gap analysis. As part of this study DoITT will identify those shortfalls and determine the most appropriate method to resolve the issues.”

**DOP’s Response:** “The Department of Probation agrees with the new finding that the CJIS database does not contain required database fields. The Agency would like to expand that finding to say that the CJIS database also lacks required functionality, such as working cross-reference searches, a working soundex algorithm, and the like. While DoITT is meeting with the user agencies to identify these and other issues and problems, it is not completely clear how many of these issues can possibly be resolved. Therefore, the Department of Probation would like to expand the new finding recommendation to allow for the consideration of replacing the existing CJIS database should these efforts fail to produce a satisfactory system.”

**DJJ’s Response:** “The CJIS database also lacks the TO (field) and FROM (field) in the, Housing Assignment table, which limits our ability to generate location reports about juveniles. The database also lacks the docket/indictment numbers in the court activity and schedule event tables. Therefore, inclusion of these fields would significantly improve our ability to match court activities and schedule event records.”



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**GINO P. MENCHINI**  
*Commissioner  
Chief Information Officer*

June 12, 2002

Mr. Roger Liwer  
Assistant Comptroller for Audits  
Office of the Comptroller  
1 Centre Street Room 1100  
New York, NY 10007

Dear Mr. Liwer:

I am writing in response to the Comptroller's Office follow-up audit report on the "Development of the Comprehensive Justice Information System". As you are aware, this audit was conducted to determine whether the Department of Information Technology and Telecommunications (DoITT), the Law Department (Law), the Department of Probation (DOP), and the Department of Juvenile Justice (DJJ), implemented the recommendations set forth in audit number 7A01-098, issued on June 29<sup>th</sup>, 2001.

Your Office should be assured that DoITT, the Criminal Justice Coordinator, and its partner agencies associated with CJIS are committed to providing a system that is capable of supporting the unique needs of the Juvenile Justice community. In an effort to advance the capabilities provided by CJIS, DoITT and the Criminal Justice Coordinators Office have recently started a project that will place a concentrated effort on improving or replacing the current CJIS system and enhancing procedures and interaction between agencies. We believe that by combining the recommendations of your report, with our current analysis, we will be able to provide all users of the CJIS system with a utility that is reliable and allows them to perform their jobs with increased efficiency.

Our current effort involves a comprehensive analysis of end-user requirements at each of the agencies that rely on CJIS, followed by a gap analysis that will document the shortfalls of the current CJIS system. Based on input from each of the client agencies, as well as analysis of existing systems in similar settings, we will be able to make a recommendation on the most appropriate way to either enhance, or replace the CJIS system.

In order for you to gain a better understanding of the scope of work associated with this effort, I have attached a draft version of our current plans for the CJIS analysis. This analysis is expected to commence within two weeks.

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The initial Comptroller's audit resulted in four recommendations, of which your initial report indicates that one was implemented, two were partially implemented, and one was not implemented. In addition to these findings, your office added a new recommendation for future action.

Below, please find our response to this follow-up audit:

**Recommendation #1: Hire and train additional personnel and form a project team to address system problems, since there is only one business analyst performing this function. (Partially Implemented)**

**Response:** As noted in your draft report, we have implemented three of the four components of this recommendation. To date, all system problems that have been identified have been corrected, and there is continual interaction between system users and developers to ensure that when problems are identified they are quickly resolved. The component of this recommendation that has not been implemented is listed as "hire and train additional programmers to resolve system problems." At this time we feel that it is inappropriate to dedicate additional full-time resources to a system that is being reviewed for functionality and effectiveness. While we have not hired additional support staff, we are continually involving the client agencies to identify support and maintenance requirements and plan on continuing this involvement as we conduct our analysis. In the interim, DoITT has two staff members (a program manager and a programmer) dedicated to supporting the CJIS system.

**Recommendation #2: Eliminate all duplicate records on the system. (Partially Implemented)**

**Response:** We recognize the importance of eliminating duplicate records found within the CJIS system. As your report indicates, we have partially implemented the removal of duplicate records from the system. As a matter of course, we are dedicated to testing and implementing programs that will help us identify and merge duplicate records. As a component of our analysis we will identify methods to continue the cleansing of this data during the implementation of a new CJIS system or during the enhancements to the existing system.

**Recommendation #3: Require that programmers document all changes on the CJIS source code (Implemented).**

**Response:** As your report indicates, this area has been implemented. DoITT will continue to document all changes on the CJIS source code.

**Recommendation #4: Assemble a project team consisting of user and technical personnel, headed by a full-time project manager who will ensure that all necessary system requirements are identified and implemented.**

**Response:** As mentioned above, DoITT and the Criminal Justice Coordinators Office are currently in the process of conducting a comprehensive requirements and gap analysis that will rely upon agency (client) interaction to determine the best course of action for CJIS. As part of this analysis, a project manager has been assigned (Marsha Kauritz from DoITT) along with executive sponsorship from the Criminal Justice Coordinators Office (Eric Lee). In addition to this team, DoITT's primary focus is to work with the client agencies to ensure that their needs

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are met, either through enhancements to the existing system, or through implementation of a new CJIS system. In the interim, a permanent dedicated project manager (Robert Plikaytis) and dedicated programmer (Sol Kessler) remain committed solely to the support of the CJIS system. We believe that this team of dedicated professionals are capable of ensuring that all necessary system requirements are identified and implemented in the existing system as well as in any future enhancements or new CJIS system.

**New Finding and Recommendation:**

The CJIS database does not contain all the data fields required to generate reports for the agencies that use CJIS.

DoITT recognizes the fact that CJIS does not currently meet the needs of its client agencies. In fact, this shortfall is one of the primary reasons that DoITT is currently undertaking the requirements and gap analysis. As part of this study DoITT will identify those shortfalls and determine the most appropriate method to resolve the issues.

On behalf of the agencies associated with the CJIS system, I would like to thank you for the manner in which this follow-up audit was completed and for the value that it provided. Based on the information in your report, we feel strongly that DoITT is taking all the necessary steps towards delivering our client agencies the best possible CJIS system.

Please feel free to contact me if you have any further questions.

Sincerely,



Gino P. Menchini

Dear Mr. Limer:

The following is the Department of Probation's response to the CJIS Follow-Up Audit. Please contact me if you have any questions.

DOP's Response to Previous Audit Recommendations #1 and 4.

The Department of Probation agrees with the findings in the first audit that the lack of a QA specialist to assist with testing contributed to the poor quality of the delivered application. It has also resulted in the Agency devoting significant time and resources to analyzing and testing the INSLAW and DoITT fixes, and to finding work arounds to the problems identified. Further, each new fix has the potential to create other problems, so that frequent regression testing is needed to ensure the database integrity does not slip below existing standards. Therefore, the Agency agrees with the recommendation that DoITT hire a QA Specialist to assist with further development efforts.

DOP's Response to New Finding and Recommendation

The Department of Probation agrees with the new finding that the CJIS database does not contain required database fields. The Agency would like to expand that finding to say that the CJIS database also lacks required functionality, such as working cross-reference searches, a working soundex algorithm, and the like. While DoITT is meeting with the user agencies to identify these and other issues and problems, it is not completely clear how many of these issues can possibly be resolved. Therefore, the Department of Probation would like to expand the new finding recommendation to allow for the consideration of replacing the existing CJIS database should these efforts fail to produce a satisfactory system.



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May 20, 2002

The City of New York  
Office of the Comptroller  
Bureau of Audits  
1 Centre Street, Room 1100  
New York, New York 10007  
Attention: Vincent Liquori

Re: Follow-up Audit Report  
of the Development of the Comprehensive  
Justice Information System  
7F02-173

Dear Mr. Liquori:

This is our response to your preliminary draft report on the above referenced audit. We disagree with the wording of your new finding as stated on Page 2 and repeated on Page 9 in your report dated May 17, 2002. The sentence beginning "Similarly DJJ cannot generate.....indictment numbers." should be corrected to state that the CJIS database also lacks the TO (field) and FROM (field) in the Housing Assignment table; which limits our ability to generate location reports about juveniles. The database also lacks the docket/indictment numbers in the court activity and schedule event tables. Therefore, inclusion of these fields would significantly improve our ability to match court activities and schedule event records.

If you have any question, I can be reached at (212) 925 7779 ext. 326.

Sincerely,

Fridrey Uwoghiren  
Director of Audit

CC: Eric Zimiles  
Melvin Hyatte  
Tammy Jones



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Gail Donoghue  
Special Assistant

June 14, 2002

Mr. Roger D. Liwer  
The City of New York  
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One Centre Street - Room 1100  
New York, NY 10007-2341

Re: Follow-up Audit Report of the Development  
of the Comprehensive Justice Information System

Dear Mr. Liwer:

We write to comment on the draft Follow-Up Audit Report on the Development of the Comprehensive Justice Information System.

For the most part, we agree with the findings and recommendations of the draft report. Systems problems remain which require additional technical support. We understand that DoITT has hired a consultant for reviewing the system. We look forward to the opportunity to work with the consultant so that the system may be of greater use in the management of the work of the Family Court Division.

Yours truly,

  
Gail Donoghue  
Special Assistant to the Corporation Counsel

cc: Susan L. Kupferman, Director-Mayor's Office of Operations  
Larry Knafo - DoITT