
MEMORANDUM

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To: Public Safety Subcommittee
Joint Committee on Ways and Means

From: Sean McSpaden, Principal Legislative IT Analyst

Date: April 20, 2015

Subject: Oregon State Police – CRIMEvue System Replacement Project
LFO Analysis and Recommendations

Agency Request: Within Policy Option Package #101, the Oregon State Police (OSP) has made a 2015-17 request in the amount of \$7,000,000 (\$2M GF, \$5M OF) to launch the OSP CRIMEvue System Replacement Project. In alignment with the Joint State CIO/LFO stage gate review process, OSP anticipates that funding for the project would be approved in stages. Within POP #101, OSP indicates it would not request authority to spend General Fund monies until available Other Funds monies allocated to the project are fully expended. The OSP CRIMEvue System Replacement Project involves the replacement of two primary systems: 1) CRIMEvue (Criminal History & Hot File databases) - originally designed, custom developed and deployed in 1996 and, 2) the Law Enforcement Message Switch (LEMS) which was last upgraded in 2010 but will likely be ready for replacement in the 2017-19 biennium. The Project is expected to span 38 to 50 months in duration (through the 2017-19 Biennium) for a preliminary total cost estimate of \$11.7 million.

A. LFO Analysis

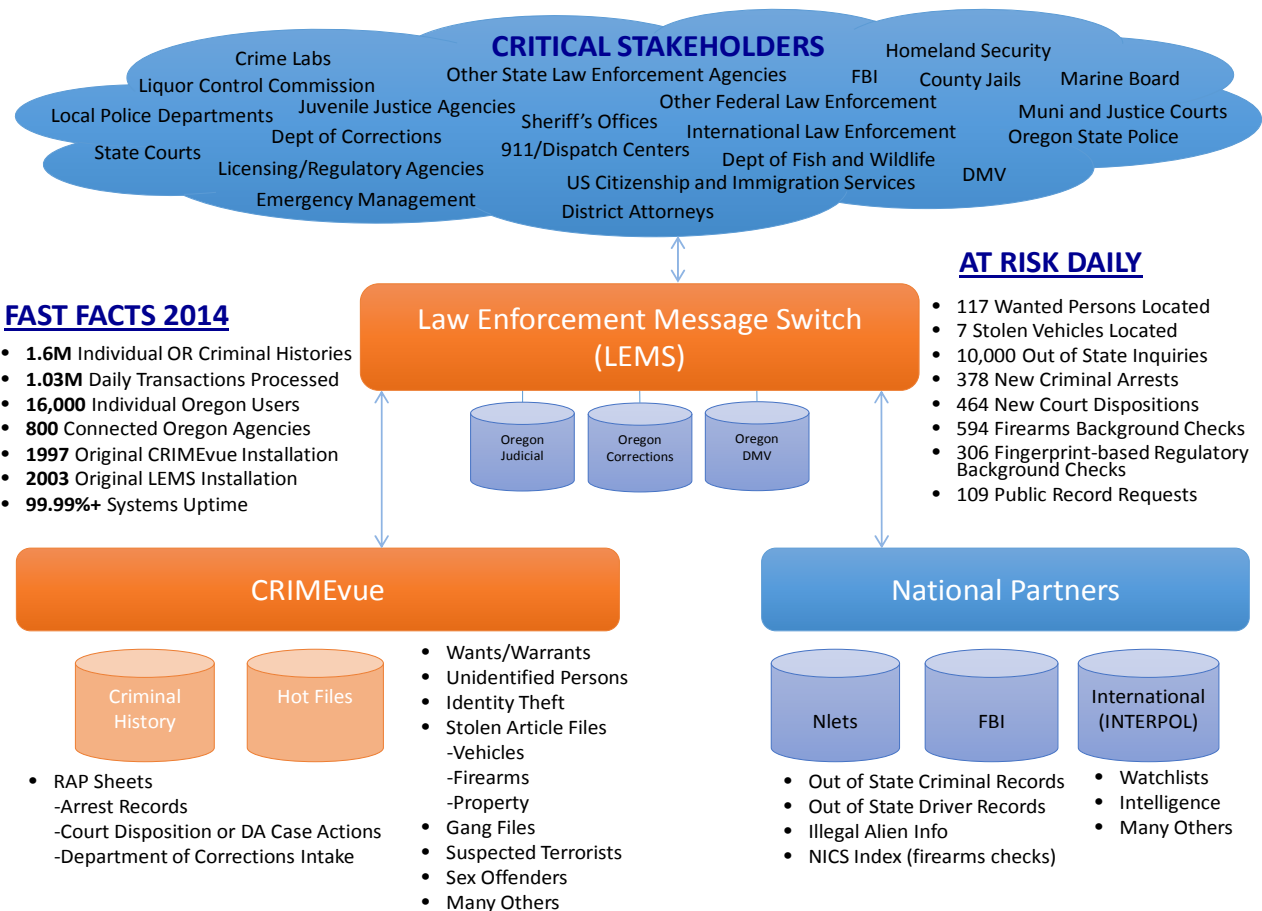
Oregon Revised Statute (ORS) 181.730 directs OSP to establish a Law Enforcement Data System (LEDS). Generally stated, OSP LEDS is required to install and maintain a criminal justice information system for storage and retrieval of criminal justice information submitted by criminal justice agencies in the State of Oregon. CRIMEvue is the moniker used to describe a series of interrelated systems deployed to enable OSP LEDS to fulfill that statutory obligation. In addition OSP LEDS is directed to function as the control point for access to similar programs operated by other states and the federal government; undertake other projects as are necessary or appropriate for the speedy collection and dissemination of information relating to crime and criminals; provide service as available to all qualified criminal justice agencies and designated agencies; and is authorized to adopt rules establishing procedures for the submission, access, and dissemination of information by the LEDS. OSP provides criminal justice information to local, state, and federal law enforcement agencies (LEAs) for enforcement and criminal justice purposes.

CRIMEvue is comprised of mission critical systems that must operate 24 hours a day, 7 days a week, 365 days a year, with a 99.95% required uptime.

The first component of the system, CRIMEvue, is a set of application programs and databases that maintains critical system-to-system interfaces and allows the processing of criminal and civil data collected by criminal justice and authorized non-criminal justice agencies in Oregon. These interfaces and databases serve as an electronic file cabinet for Oregon’s criminal justice information, including criminal history data and hot files. CRIMEvue systems were procured over 18 years ago, becoming fully functional in 1996. OSP has customized CRIMEvue through the years to fit Oregon criminal justice system needs. OSP chose to maintain the source configuration of CRIMEvue using internal resources. Over time, personnel resources have left and technologies have changed, which has led to a number of conditions that currently hamper CRIMEvue’s ability to meet OSP’s needs and the current requirements of crime information center systems.

The second component of the system is the Law Enforcement Message Switch (LEMS), which acts as a message processor and maintains interfaces from Oregon’s criminal justice agencies (ODOT DMV, DOC, OJD, etc.), facilitating communications with the other states, territories and partner agencies, such as Nlets, The International Justice and Public Safety Network (formerly NLETS); the FBI's Interstate Identification Index (III); and the National Crime Information Center (NCIC). LEMS is the means by which Oregon criminal justice agencies communicate and share records with each other locally and nationally. Additionally, LEMS directs criminal justice information traffic to CRIMEvue and to other law enforcement agencies throughout the state, nationally, and globally.

Overview Diagram – In all, there are over 25,000 devices registered to access CRIMEvue data in Oregon from over 800 criminal justice and non-criminal justice related agencies. Through agreements with national and federal partners, CRIMEvue information is accessed by hundreds of thousands of individuals/agencies.



In late 2013/early 2014, OSP worked with the Governor's Office to form the Criminal Justice Information Standards (CJIS) Advisory Board required under ORS 181.725. Among other things, this multiple jurisdictional CJIS Advisory Board primarily comprised of representatives from criminal justice agencies and associations, will provide stakeholder advice and counsel to the project throughout its lifecycle.

In parallel, OSP formed an internal project team, an OSP Project Steering Committee and has proactively involved representatives from the Office of the State Chief Information Officer (OSCIO) and the Legislative Fiscal Office (LFO) in regular project status meetings.

OSP has developed a high-level roadmap that aligns OSP's approach to satisfying the requirements of the Joint State CIO/LFO Stage Gate Review process. OSP has:

- Actively involved and provided regular status reports to the Office of the State Chief Information Officer (CIO) and LFO
- Retained internal/external project management expertise to conduct market research and complete the development of an initial set of foundational project management documents
- Contracted with an experienced, public safety focused, consulting firm to lead the development of an initial business case for the project.
- Submitted the initial business case and initial set of foundational project management documents to the Office of the State CIO and has requested stage gate endorsement to move from initiation into the detailed planning phase of the OSP CRIMEvue System Replacement Project.

Within the initial business case (completed in late February 2015), OSP examined four alternative options for the future of CRIMEvue, including alternatives for CRIMEvue replacement – 1) Continue the Status Quo (Do nothing) 2) Replace CRIMEvue with COTS solution(s) 3) Replace CRIMEvue with contractor developed Custom Software solution(s) 4) Rewrite CRIMEvue (custom develop) systems internally. The OSP project team concluded that replacement is necessary but, as strong pros and cons exist with several alternatives, was not yet able to definitively recommend an alternative replacement approach. Consequently, the primary project team recommendation was to:

- ***Pursue a Competitive Bid.*** Alternatives 2 OR 3 (replacement with a commercial off-the-shelf [COTS] package OR replacement with custom-developed software) appear to be the most viable options given relative strengths and weaknesses identified throughout the initial business case development process. To ensure that OSP has the most relevant basis for comparison between cost, timeline and scope, a competitive bid process is recommended.

From initiation to completion in the 2017-2019 biennium, the initial business case estimates that the CRIMEvue System Replacement Project will take from 38 to 50 months with initial capital costs for market solutions ranging from \$3.5M (COTS) to \$13.6M (Custom Development) and annual maintenance costs following implementation ranging from \$240k to \$1M, depending on the selected vendor and final approach. Regardless of the chosen alternative, CRIMEvue (Criminal History & Hot Files) would be replaced first with LEMS replacement occurring in the 2017-19 biennium. OSP's market research supports a planned budget (including OF and GF requests) of ~\$11.7M for the scope of work planned for CRIMEvue's replacement although it is expected that budget estimates could be reduced significantly if acquisition and implementation of a COTS solution is the chosen alternative.

In addition to satisfying the Joint State CIO/LFO Stage Gate Review process requirements, the expected project deliverables for the 2015-17 & 2017-19 biennia are:

Step	Description	Alternative 2 (COTS) Timeframe	Alternative 3 (Custom) Timeframe
1	Procurement Strategy and RFP Solicitation package development	April-July 2015 (4 months)	April-July 2015 (4 months)
2	Final RFP Assembly and Approvals	August – Sept. 2015 (2 months)	August – Sept. 2015 (2 months)
3	RFP Release/Response Submission Period	October-Dec. 2015 (3 months)	October-Dec. 2015 (3 months)
4	RFP Response Evaluation & Identification of Apparent Successful Bidder	January – Feb 2016 (2 months)	January – Feb 2016 (2 months)
5	Vendor Negotiation/Contract Execution	March – May 2016 (3 months)	March – May 2016 (3 months)
6	System Implementation & Transition to Operations, Maintenance & Support	June 2016 - June 2018 (24 months)	June 2016 - June 2019 (36 months)
Total Estimated Duration		38 months	50 months

Based on the planning activities conducted and OSP’s transparent reporting of program status to date, LFO believes that OSP has performed an appropriate level of due diligence for a project of this scope and magnitude at this point in the project’s lifecycle.

B. LFO Recommendations

LFO recommends incremental, conditional approval of Policy Option Package #101 assuming the funding and personnel resources are made available to OSP within SB 5531. Specifically LFO recommends that OSP:

- Continue to work closely with and regularly report project status to the Office of the State CIO and the LFO throughout the project’s lifecycle.
- Continue to follow the Joint State CIO/LFO Stage Gate Review Process
- Retain/Hire/appoint or contract for qualified project management services with experience in planning and managing projects of this type, scope and magnitude.
- Update the Business Case and foundational project management documents as required
- Work with the Office of the State CIO to obtain independent quality management services. The contractor shall:
 - Conduct an initial risk assessment
 - Perform quality control reviews on the Business Case, and foundational project management documents as appropriate.
 - Perform ongoing, independent quality management services as directed by the Office of the State CIO
- Submit the updated Business Case, updated project management documents, initial risk assessment and quality control reviews to the Office of the State CIO and Legislative Fiscal Office for Stage Gate Review
- Report back to the Legislature on project status during the 2016 Annual Legislative Session and/or to interim Legislative committees as required
- Request Legislative approval to proceed with the project prior to initiating project execution activities (i.e. prior to contract signature/execution).
- Utilize the Office of the State CIO’s Enterprise Project and Portfolio Management system as it is deployed for all project review, approval, and project status and QA reporting activities throughout the life of the OSP CRIMEvue System Replacement Project.