

Analysis

Item 36: Oregon Youth Authority

JJIS Modernization Project

Analyst: Julie Neburka

Request: Allocate \$620,993 from the Emergency Fund and increase Federal Funds expenditure limitation by \$20,065 to continue the Juvenile Justice Information System (JJIS) modernization project.

Analysis: The Juvenile Justice Information System (JJIS) is the foundational data management system for juvenile justice in Oregon, used by all county juvenile departments and the Oregon Youth Authority for case management, contract management, and reporting. Created in 1995, JJIS has allowed the state to maintain a single record for each youth in the juvenile justice system, over time creating the database that supports the agency's data-driven approach to juvenile justice. While the database itself is fully up to date and supported by its vendor, the user interface is obsolete and is not fully functional. The JJIS interface cannot be used via the internet and therefore is not available on mobile devices, is written in a little-used computer language, and is no longer meaningfully supported by its vendor.

The JJIS Modernization project began in 2017 and received its first Stage Gate approval in July 2018. SB 5541 (2019) provided \$750,000 for the activities required to move the project through Stage Gate 2 (resource and solution analysis planning) in the information technology review process, which occurred in April 2020. This request would fund a project management vendor and would finance the completion of the detailed project planning and statement of work required before procuring a vendor to execute the project, thus positioning the agency for Stage Gate 3 in the 2021-23 biennium. The agency has included a policy option package in its 2021-23 agency request budget for both General Fund and Article XI-Q bond funding to complete the project, which is estimated to cost \$30.3 million through its anticipated completion date of June 2025. The Joint Legislative Committee on Information Management and Technology receives regular updates on the status of this project, which is tightly managed by the Department of Administrative Services' Enterprise Information Services division, and has raised no issues or concerns to date.

Legislative Fiscal Office Recommendation: The Legislative Fiscal Office recommends that the Emergency Board allocate \$620,993 from the Emergency Fund to the Oregon Youth Authority and increase the Federal Funds expenditure limitation by \$20,065 to continue the Juvenile Justice Information System (JJIS) modernization project.

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Oregon Youth Authority
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Request: Allocate \$620,993 General Fund from the State Emergency Fund and increase Federal Funds expenditure limitation by \$20,065 for the Oregon Youth Authority, Juvenile Justice Information System.

Recommendation: Approve the request.

Discussion: The Oregon Youth Authority (OYA), Juvenile Justice Information System (JJIS) Modernization project requested \$2.8 million General Fund in the 2019-21 Agency Requested Budget; however \$750,000 General Fund was approved. A reduced level of funding was provided, knowing the agency would return to the 2020 Session or the May 2020 meeting of the Emergency Board to request additional funding, depending upon where they were in the Stage Gate process.

The JJIS Modernization project is supported by the Enterprise Information Services (EIS), the Chief Financial Office and the Legislative Fiscal Office. The current system's software platform is outdated and has become difficult to maintain. OYA shares the system with juvenile justice agencies in 36 counties. It is a central source of data for all users in the state. The JJIS modernization project received Stage Gate 2 endorsement in April 2020.

Due to the COVID-19 pandemic, the agency was not able to come forward with this request to a prior meeting of the Emergency Board. The agency did reassess their financial funding needs for the 2019-21 biennium, and does not want to commit to any further work being performed without funding to support those expenses.

By approving this request, the agency is able to move towards Stage Gate 3 endorsement, without slowing project momentum or running the risk of losing vendors. The financial loss to the project, if delayed until the 2021-23 biennium, is difficult to determine and may lead to the loss of currently contracted vendors.

Legal Reference: Allocation of \$620,993 from the State Emergency Fund to supplement the appropriation made by chapter 427, section 1(1), Oregon Laws 2019, for the Oregon Youth Authority, Operations- Juvenile Justice Information System (JJIS) Modernization project for the 2019-21 biennium.

Increase the Federal Funds expenditure limitation established by chapter 427, section 3, Oregon Laws 2019, for the Oregon Youth Authority, Operations by \$20,065 for the 2019-21 biennium.



Oregon

Kate Brown, Governor

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September 3, 2020

The Honorable Senator Peter Courtney, Co-Chair
The Honorable Representative Tina Kotek, Co-Chair
State Emergency Board
900 Court Street NE
H-178 State Capitol
Salem, OR 97301-4048

Dear Co-Chairpersons:

Nature of the Request

The Oregon Youth Authority (OYA) is requesting \$641,058 Total Funds (\$620,993 General Fund appropriation and \$20,065 Federal Fund limitation) to continue the Juvenile Justice Information System (JJIS) Modernization project. Originally, the request would have been made at the May Emergency Board, but due to the COVID-19 pandemic, OYA was asked to wait until a later date to make the request for continuing funds. OYA has now reached a point where the project work has been significantly slowed and contracted vendors are being idled due to lack of project funds.

A delay in funding until July 1, 2021 would add approximately \$1.2 million in project restart costs. Halting a project of this size and complexity also creates additional risk for the agency and our county partners who have stepped up to support this effort. In addition, such delay will extend the project timeline 12-24 months, resulting in re-development of project materials.

Secretary of State audits of the existing JJIS system have clearly identified risks to critical reporting required by the Legislature, including data integrity, timeliness, and statewide evaluation of juvenile justice effectiveness. OYA is also working against an uncertain deadline, as the backend software that JJIS is based on is no longer meaningfully supported by the vendor. There will come a time at which these risks can shut down the ability to do the work of juvenile justice at both the state or the county level.

Delay of project funds could further jeopardize the longstanding partnership between the state and counties as local jurisdictions may choose to use a different juvenile justice records system to meet their business needs, fracturing the one-youth, one-record system we have today. Additional ramifications that cannot be monetized include delayed implementation of legislative requirements from SB933 and SB1008, ineffective implementation of new Diversity, Equity and Inclusion (DEI) initiatives reliant on JJIS data, delayed alignment with the Governor's Strategic Plan for Information Technology and increased technical debt. The obsolescence of the existing software affects our work with youth, their families, communities, and victims, and threatens the capacity of Oregon counties and OYA to reduce crime, improve outcomes for underserved populations, and remain a nationwide leader in juvenile justice.

Agency Action

OYA has been working closely with the Enterprise Information Services (EIS) and the Legislative Fiscal Office (LFO) on the JJIS Modernization project for the past three years. OYA gave project updates in the 2019 and 2020 sessions to the Joint Legislative Committee on Information Management and Technology (JLCIMT). In the 2019-21 biennium, OYA received an initial project amount of \$750,000 General Fund to complete Stage Gate Two work. These funds were used to complete a project assessment, hire quality assurance and project management vendors, and complete work toward Stage Gate Two endorsement, which OYA received from EIS in April 2020.

With the support and direction of the Department of Administrative Services (DAS) Chief Financial Office, EIS, and LFO, OYA planned to submit a funding request at the May 2020 Emergency Board. These funds were to be used to continue the JJIS Modernization project and start work on Stage Gate Three: detailed project planning and solution vendor selection. Due to budgetary impacts of COVID-19 and the recommendation of DAS, OYA did not make a request at the May Emergency Board. Instead, OYA has slowed the project and idled some vendors. Below is the JJIS Modernization project summary, including the major risks and impacts of not completing this project.

JJIS Modernization Project Overview

Oregon is one of only three states in the nation that has a statewide database for youth in the justice system. That is because, over two decades ago, the Oregon Legislature made the farsighted decision to fund what we know today as the Juvenile Justice Information System (JJIS). While this system unites Oregon's state- and county-based juvenile justice information, today's JJIS no longer meets OYA and its county partners' business needs for web and mobile platforms. JJIS is also becoming increasingly difficult to support because of the obsolete software that the system was developed on. The system needs to be modernized to ensure JJIS remains supportable and meets the demands of an increasingly mobile workforce. If JJIS is not modernized, it will continue to be difficult, if not impossible, to find developers to maintain the system and eventually it will fail. Such a failure also carries the risk of a host of negative outcomes for youth and families, for the victims of criminal behavior, and for court processes that rely on getting this information in a timely manner.

JJIS: A Successful Partnership with all 36 Oregon Counties that Improves Public Safety and Outcomes for Youth

Since its inception in 1995, JJIS has been an amazing success — an ongoing partnership between juvenile justice agencies in all 36 Oregon counties, and OYA, the state's juvenile justice agency. It is central to OYA's business and the "business" of juvenile justice in Oregon.

- It improves public safety by providing useful, up-to-date information to about 2,500 daily users across the state about the thousands of youth who encounter the justice system every year at both the county and state levels — informing the decision-making of law enforcement, judges, probation and parole officers, and service providers.
- Aggregated data from JJIS has been crucial for researchers, who have used the data to build predictive analytical tools that improve our ability to manage risk and match youth with

interventions and services that are most likely to reduce recidivism and improve outcomes for youth.

- JJIS supports program evaluation, case management and planning; has extensive reporting capabilities; and manages provider contracts and billing. JJIS also provides data that helps with legislation, policy development, research, and increasing the public knowledge about juvenile justice in Oregon and across the country.

The Problem: JJIS Will Likely Stop Working Soon If We Don't Replace Key Software

JJIS data — nearly 20 years of data on nearly half a million youth — is kept in an Oracle database that will continue to be supported by that company. However, JJIS users access those youth records via a software interface that is obsolete and no longer meaningfully supported by the company that created it. Unfortunately, although JJIS has been enhanced since its creation to meet changing business needs, it cannot be enhanced any further, practically speaking, because of the limitations of the now out-of-date software with which it was built. Furthermore, without modernizing the user interface, it will become increasingly difficult, if not impossible, to find people with the necessary expertise to fix problems, and JJIS may no longer work for the thousands of juvenile justice professionals who rely on it every day.

The obsolescence of the software affects our work with youth and threatens the capacity of Oregon counties and OYA to improve our ability to reduce crime and improve youth outcomes.

- **Juvenile Justice Workers Can't Access JJIS Via the Web or Mobile Platforms**
JJIS's current user interface does not work on web or mobile platforms. This is inefficient with the technological needs of today given that JJIS manages information on youth who are active 24 hours a day, seven days a week in all parts of the state. JJIS users need to be able to upload or access critical information from anywhere at any time, on any devices — for example, probation and parole officers engaging with youth when away from their desks. Not having access to JJIS on an as-needed basis is inefficient, delays reporting, results in errors in data entry, and constrains our ability to maintain current information on youth who are risks to public safety.
- **Oregon's "One Youth, One Record" System Could Be Replaced by a Patchwork of Databases**
The business needs of county-level juvenile justice systems are not being met by JJIS as it stands. If it is not modernized, they will seek their own IT solutions, which will jeopardize the "one youth, one record" system that is vital for continuity of youth services and interventions across counties and jurisdictions, and which is invaluable for developing meaningful data the state uses to build predictive analytics tools designed to match youth with interventions most likely to keep the community safe.

Action Requested

The Oregon Youth Authority is requesting an appropriation from the Emergency Fund of General Fund in the amount of \$620,993 and an increase in the Federal Funds limitation of \$20,065.

No additional positions are requested. The funds will go toward vendor costs outlined in Attachment A

and cover costs necessary to keep the project on track and on schedule from November 2020 through June 2021.

OYA has submitted a policy option package in the 2021-23 ARB to ensure the project has uninterrupted funding through the next biennium.

Legislation Affected

OYA is requesting \$620,993 additional General Fund and \$20,065 Federal Fund limitation to continue work on the JJIS Modernization project.

Sincerely,

A handwritten signature in blue ink, appearing to read "Joe O'Leary".

Joe O'Leary, Director
Oregon Youth Authority