# City of Portland PSSRP Initiative Quality Assurance Report For the Period: 05.17.11 – 06.23.11

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# 1.0 Report Purpose and Methodology

## 1.0.1 Period Covered

This report is intended to communicate the results of the independent quality assurance (QA) review of the PSSRP initiative to the City of Portland's Executive Steering Committee (ESC) for the period between May 17, 2011 and June 23, 2011.

## 1.0.2 Document Version Control

This table provides a history of the document's review:

| Version | Date | Reviewed By | Role | Sections Reviewed |
|---|---|---|---|---|
| v 1.0 | 6/15/11 | Cit Com, Inc | Report Author | All |
| v 1.1 | 7/26/11 | Cit Com, Inc | Report Author | All |
| v 1.2 | 8/5/11 | Cit Com, Inc | Report Author | 3.0.2 |

## 1.0.3 Interviews

The consultants interviewed the following people associated with the PSSRP initiative prior to developing the final report:

| Person Interviewed | Date |
|---|---|
| Lana MacArthur | June 2, 2011 |
| Kalei Taylor | June 9, 2011 |
| Robert Berres | June 13, 2011 |
| Lisa Vasquez | June 15, 2011 |
| Karl Larson | June 15, 2011 |
| Mark Schmidt | June 16, 2011 |
| Jeff Sampson | June 16, 2011 |
| Diana Olsen | June 16, 2011 |
| Scott Anderson | June 16, 2011 |
| Bernie Meyer | June 16, 2011 |
| Garrett Dow | June 17, 2011 |
| Doug Banry | June 17, 2011 |
| Darrell Knott | June 20, 2011 |
| Chuck Haneca | June 20, 2011 |
| Jason McGowan | June 21, 2011 |
| John Klum | June 21, 2011 |
| Lisa Turley | June 21/30, 2011 |
| Mark Greinke | June 23/30, 2011 |
| Dylan Long | June 28, 2011 |
| Aaron Johnson | June 28, 2011 |
| Louise Grant | June 29, 2011 |
| Andrew Carlstrom | June 30, 2011 |
| Mike Kuykendall | July 5, 2011 |
| Carmen Merlo | July 6, 2011 |

### 1.0.4 Project Materials Reviewed During the Period

The consultants reviewed the following project-related documents during the period:

**Weekly Project Status Reports**

- **CAD Next:** 5/4[1]
- **RegJIN:** 5/24, 6/1, 6/7, 6/15
- **Radio:** 5/24, 6/8, 6/15
- **Fire RMS:** 5/23, 5/31, 6/8, 6/14
- **Zetron:** 6/1[2]

**Other Related Documents Reviewed During the Period**

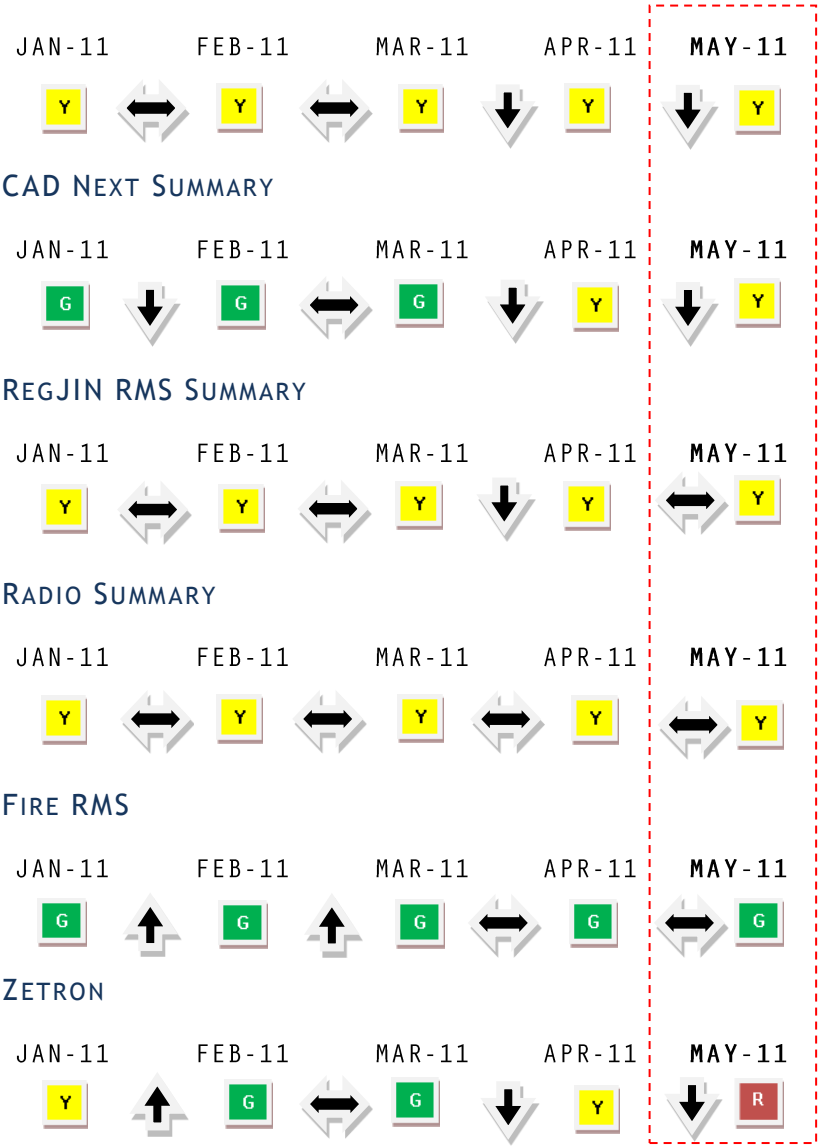
- CAD Next Cutover Plan
- CAD Next Go Live Issue Tracking Spreadsheet
- Consolidated Enhancement and Issues Requests (from Partner Agencies)
- Media Publications Regarding CAD Next Cutover

[1] No additional CAD Next status reports were provided beyond May 6
[2] No additional Zetron status reports were provided beyond June 1

# 2.0 PSSRP Project Assessment

## 2.0.1 Executive Summary

### 2.0.1.1 Global PSSRP Initiative Summary



## 2.0.2 Summary Assessment

The following tables provide the City with an assessment of "what has changed" during the current period.

**TABLE LEGEND:**

G **Green** - On target, good performance against plan.

Y **Yellow** - Caution, ability to meet project objectives may be threatened, may need intervention.

R **Red** - Serious issues and/or go-live in jeopardy, intervention and/or corrective action needed.

**Up** - Positive changes outweigh negative.

**Equal** - No change, or positive changes offset by negative.

**Down** - Negative changes outweigh positive.

| PSSRP Evaluation Metrics | Prior Rating | Change Direction | Current Rating | Comments |
|---|---|---|---|---|
| **Global PSSRP Initiative Summary**<br>Reflects status of overall portfolio | Y | ↓ | Y | • The Council Champion sought a new direction for PSSRP and relieved Mrs. Vasquez of her position effective June 27, 2011. Andrew Carlstrom was appointed as the Interim Director.<br>• During the period, multiple project stakeholders spoke with local media regarding the CAD Next issues and defects, as well as the departure of Mrs. Vasquez.<br><br>**(See Section 3.0.1 for detailed Global PSSRP Observations)** |
| **CAD Next Project Summary** | Y | ↓ | Y | • Key stakeholders in the Partner Agencies, along with the Police and Fire Bureaus, reported difficulty with accessing the issues and defects spreadsheet in a contemporary, electronic format.<br>• The Partner Agencies cited a lack of communication with the Project Manager during the six months leading up to the go-live in April. The interviewees believe that closer contact could have prevented some of their priority complaints.<br><br>**(See Section 3.0.2 for detailed CAD Next Observations)** |
| **RegJIN Project Summary** | Y | ↔ | Y | • During the period, the project team continued to work with Unisys on developing an agreement.<br>• The Project Manager met with City Legal to discuss a draft RegJIN Master IGA, which has taken several months of dedicated work to assemble.<br><br>**(See Section 3.0.3 for detailed RegJIN Observations)** |

| PSSRP Evaluation Metrics | Prior Rating | Change Direction | Current Rating | Comments |
|---|---|---|---|---|
| **Radio Project Summary** | Y | ↑ | Y | • The project team finalized the request for proposal (RFP) to retain a consultant to examine the alternatives for replacing aging radio equipment.<br>• The Board met on May 26 and reviewed the Business Case report, survey results from Clackamas and Washington counties, and ECO Northwest information. During the June 23 meeting, financial data was presented to the Board, signaling the end of the grant-related work.<br>• The Citizen Oversight Committee met on May 20 and June 23.<br><br>**(See Section 3.0.4 for detailed Radio Project Observations)** |
| **Fire RMS Summary** | G | ↔ | G | • During the period, the project team continued working on finalizing the base project planning documentation (charter, scope, methodology).<br><br>**(See Section 3.0.5 for detailed Fire RMS Observations)** |
| **Zetron** | Y | ↓ | R | • Fire Alerting (provided by a vendor named Zetron) has three fundamental features at the fire station level: 1. Fire Station Alerting, 2. CAD Status Lighting (which depict each fire unit's status in CAD), and; 3. CAD Updating (which enables fire personnel to provide status updates from each station's watchroom). Currently, only the Fire Station Alerting feature is operational. BTS has assigned technicians to triage and correct the problems. However, thus far, the issues persist.<br><br>**(See Section 3.0.6 for detailed Zetron Observations)** |

### 2.0.3 Project Change Assessment Detail

Each month, the QA consultants assess forty five critical project management areas for the PSSRP core projects (CAD Next, RegJIN, 800 MHz Regional Radio, Fire RMS, and Zetron). The following tables reflect any significant topics within those areas. *Gaps in the numbering sequence are normal.*

#### 2.0.3.1. PSSRP Global Changes (applies to entire portfolio)

| | | | | |
|---|---|---|---|---|
| 21. Has there been a loss of trained key project management resources? | Y (5%-10%) | | R (>10%) | • N/A |
| 22. Is the Project Manager the same as when the project started? | Y No | | R More than 1 change | • PSSRP has been managed by three people in the POM position. |

#### 2.0.3.2. CAD Next Change

There are several metrics which pertain to end-user satisfaction. However, those metrics cannot be evaluated until the CAD has been accepted.

| | | | | |
|---|---|---|---|---|
| 40. Are the end-users satisfied with the milestone results? | Y Medium | | R Low | • Agency users are not satisfied with the CAD cutover results (the current milestone). |

#### 2.0.3.3. RegJIN Change

N/A

#### 2.0.3.4. 800 MHz Regional Radio Change

N/A

#### 2.0.3.5. Fire RMS Change

The project planning documents are being developed. Once approved, they will trigger improvements in the project's health.

#### 2.0.3.6. Zetron Change

| | | | | |
|---|---|---|---|---|
| 19. Is there a negative impact to the project success due to unresolved issues? | Y Medium Impact | | R High Impact | • Failing to correct the Zetron features would have a high (negative) impact on the project's success. |

# 3.0 Observations and Recommendations

## 3.0.1 Global PSSRP Observations and Recommendations

### 3.0.1.1 Project Management Change

During the period, the Council Champion sought a new direction for PSSRP and relieved Mrs. Vasquez of her position effective June 27, 2011. Andrew Carlstrom was appointed as the Interim Director. Because Mrs. Vasquez oversaw the PSSRP portfolio for approximately two years, her departure represents a decline in key human resource QA metrics. Consequently, the project's overall health will suffer until a replacement is retained.

### 3.0.1.2 ESC Role

The majority of Executive Steering Committee (ESC) members expressed surprise over the change in PSSRP leadership, noting that they were not informed of the decision in advance. Without questioning the Commissioner's authority, many ESC members asked that the PSSRP Program Governance be reviewed and updated (if necessary) to accurately depict the ESC's roles and responsibilities.

**Recommendation:** PSSRP should proceed with enacting QA recommendation #57 *(The ESC should review, and amend the authorities and controls within the PSSRP Governance document)*.

### 3.0.1.3 Stakeholder Contact with Media

During the period, multiple project stakeholders spoke with local media regarding the CAD Next issues and defects, as well as the departure of Mrs. Vasquez. At the time of report production, seven project participants had provided the media with information. The Fairview Police Department, the Multnomah County Sheriff's Department, and the Portland Police Association, have all released CAD defects/issues to the media during the period. In several instances, inconsistent information was released, leading to speculation and confusion.

**Recommendation:** The ESC should direct PSSRP to update the communications plan to include a designated person (or persons) to interact with the media, ensuring consistency and accuracy.

## 3.0.2 CAD Next Observations and Recommendations

### 3.0.2.1 Versadex Issues and Defects Tracking

As noted in the May QA report, the CAD Next Project Manager records the Versadex issues and defects in a Microsoft Excel spreadsheet and provides a weekly extract summary to Director Turley. The Director emails the extract to external authorized parties, and posts it to the portlandonline.com project website (for internal user access).

Key stakeholders (from the Police and Fire Bureaus, and the Partner Agencies) reported difficultly in accessing the complete "CAD Next Go Live Issue Tracking Spreadsheet" in a contemporary, electronic format. Those with lesser experience in Microsoft Excel, or the terminology used to summarize the issues and defects, found the spreadsheet confusing. To compensate, some representatives have created a secondary spreadsheet that lists high-priority issues and defects with the Project Manager's proposed resolution to previously-submitted issues and defects.

**Recommendation:** To enable a more transparent and interactive approach toward resolving issues and defects, the QA consultants recommend granting the participating agency representatives access to the complete "CAD Next Go Live Issue Tracking Spreadsheet" workbook.

### 3.0.2.2 Partner Agency Perspective

During the period, the QA consultants interviewed at least one representative from each Partner Agency. Most interviews were conducted onsite, although some were conducted by telephone.

The Partner Agency representatives described a perceived lack of communication with the Project Manager following the last Partner Agency Advisory Team Meeting (held on December 17, 2010). The interviewees believed that greater contact with the Project Manager in the months leading up to go-live (April 17, 2011) could have prevented some of their priority issues which centered on a lack of access to training equipment (for testing configuration features) and the timing of end-user training (some reported having received training in early February).

The interviewees expressed disappointment over learning that some of their configuration choices were not reflected in the final Versaterm solution. They said they reported the missing configuration elements to the Project Manager, but were again

disappointed to learn that some of the reported missing configuration elements were closed-out as 'enhancement requests' or 'policy-changes'[3].

During the period, representatives from the law enforcement agencies began informal weekly meetings to discuss new issues and defects, as well as to review the Project Manager's proposed resolution to previously-submitted issues and defects.

The QA consultants discussed the partner agency perceptions with BOEC representatives, and learned that the two Partner Agency Advisory Team meetings following December 17, 2010 were cancelled, due to the holiday period. Additionally, the first scheduled meeting in January was cancelled to accommodate the Versaterm train-the-trainer activities for the Partner Agencies. The Project Manager reported that the police and fire bureaus requested that subsequent Partner Agency Advisory Team meetings be suspended to allow the participants to focus on their end-user training preparations. In February, March and April, the Project Manager was focused on the myriad tasks necessary for the cutover on April 17 (including the two dry-run cutover events, and assisting PSSRP with mitigating the software defects that caused the delayed go-live). The Project Manager noted that he was responsive to written and oral requests made of him by the Partner Agencies during the three months prior to go-live. Additionally, the Project Manager continued to provide written weekly status updates through April 17.

**Observation:** Some of the agencies were disappointed by the presence, or absence, of certain configuration options in the deployed Versaterm solution. The agencies reported their concerns by using the issue-tracking process. Upon learning that some of their reported issues were not resolved to their satisfaction; a minority of agencies felt compelled to voice their concerns to the media. Concurrently, members of the Partner Agency Advisory Team reconvened on a weekly basis, but did not invite the Project Manager. The team identified priority issues, and reviewed the CAD Next Go Live Issue Tracking Spreadsheet. In response, the BOEC Director convened a Partner Agency Summit, and assigned the Project Manager to attend the weekly Partner Agency Advisory Team meetings. Initial reaction to both of these actions was positive.

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[3] Interviewees said that the term 'policy change' is a disposition assigned to issues or defects removed from the "CAD Next Go Live Issue Tracking Spreadsheet" because the matter cannot be resolved with a software change or correction. Rather, the matter must be addressed through a policy or procedural addition, modification, or deletion.

**Recommendation:** The QA consultants recommend that BOEC continue to proactively solicit input from the Partner Agencies with respect to their issues, defects, configuration choices, and training needs; beyond those issues and defects which have been previously reported in the CAD Next Go Live Issue Tracking Spreadsheet. The Partner Agency Summit was very well received, and may serve as a blueprint for ongoing Partner Agency support.

### 3.0.3 RegJIN Observations and Recommendations

#### 3.0.3.1 Contract Development Continues

During the period, the project team continued to work with Unisys on developing an agreement. While the RegJIN Project Manager focused heavily on developing the statement of work (SOW), Purchasing was focused on the contractual obligations (i.e., the terms and conditions). The scope development process is complex, and includes multiple agency needs and priorities.

#### 3.0.3.2 RegJIN IGA Development

The Project Manager met with City Legal to discuss a draft RegJIN Master IGA, which has taken several months of dedicated work to assemble. Additionally, the PAC cost sharing task force completed their recommendations to the RegJIN PAC on cost sharing for agencies that join RegJIN after the system's initial go-live.

### 3.0.4 Regional Radio Project

#### 3.0.4.1. Portland Emergency Radio System Project

The project team finalized the request for proposal (RFP) to retain a consultant to examine the alternatives for replacing aging radio equipment. The RFP has been submitted to legal, and will be released in the following period. The project team and the BTS Radio Group worked on finalizing the existing equipment inventory. Additionally, the team is working with BTS to forecast the level of effort necessary to implement the plan. To finalize the financial forecast, the team is working with the Office of Management and Finance. A meeting has been scheduled for mid-July. Lastly, the project team is updating the project's charter based on feedback received from the Citizens Advisory Board. During the June 28 meeting, the team will review the governance with the Board.

#### 3.0.4.2. Stability Project

During the period, the project team worked with Motorola and the BTS Infrastructure and Engineering staff to address the reported radio issues. Following an analysis, the BTS Infrastructure and Engineering group began re-optimizing all of the sites. To better track future radio-related issues, the project team deployed electronic tracking forms to be used on the police and fire mobile devices. Additionally, the project team worked with the Police Bureau and BTS Infrastructure and Engineering group to develop a deployment plan for the digital encryption layer.

#### 3.0.4.3. Regional Board Meetings

The Board met on May 26 and reviewed the Business Case report, survey results from Clackamas and Washington counties, and ECO Northwest information. During the June 23 meeting, financial data was presented to the Board, signaling the end of the grant-related work. The Advisory Committee has been asked to prepare recommendations on coverage requirements, data solution, procurement strategy, migration strategy, and on implementation. To accurately and consistently update elected officials in each city and county, the team is identifying specific people to attend each briefing session.

#### 3.0.4.4. Citizen Oversight Committee Meetings Held

The Citizen Oversight Committee met on May 20 and reviewed the draft charter and governance documentation. During their June 23 meeting, the Committee received an update on PSSRP management, and the procurement for radio consulting services.

### 3.0.5 Fire RMS

#### 3.0.5.1. Planning Documentation Nearing Completion

During the period, the project team continued working on finalizing the base project planning documentation (charter, scope, methodology). The team is defining the specific roles and responsibilities of the involved bureaus and third-party entities. In addition, the team is working with BTS to define the specific scope of work (SOW). Once defined, the SOW will be used for determining initial and recurring (sustainment) costs. At present, the project's official kickoff date is set for July 12, 2011.

### 3.0.6 Zetron Fire Station Alerting

#### 3.0.6.1. Post CAD-Cutover Issues

Fire Alerting (provided by a vendor named Zetron) has three fundamental features at the fire station level: 1. Fire Station Alerting, 2. CAD Status Lighting (which depict each fire unit's status in CAD), and; 3. CAD Updating (which enables fire personnel to provide status updates from each station's watchroom). Currently, only the Fire Station Alerting feature (#1, above), is operational. BTS has assigned technicians to triage and correct the problems. However, thus far, the issues persist.

Beyond the post-CAD cutover issues, the ability to use Zetron as the conduit for a dispatcher's verbal announcements has yet to be enabled via the city's network infrastructure.

**Recommendation:** The post CAD cutover Zetron issues include technical and functional problems that were not forecast in the original Zetron project plan. QA recommends that PSSRP form a working group comprised of technical and business experts to identify the following: 1. The specific technical and business issues which must be resolved, 2. A detailed approach for correcting each identified issue, 3. An estimated timeline and budget for correcting each issue, 4. Predefined intervals for meeting with one another, as well as for providing updated information to the ESC.

# 4.0 QA Recommendation Report

## 4.0.1 QA Recommendation Report (Updated June, 2011)

The following report depicts a record of previous QA recommendations, describing any actions pertaining to the recommendation, along with specific responsibilities and target completion dates. The chart is updated on a monthly basis. Contemporary subjects are shaded (in light blue, electronically). Note that "ID" numbers are not sequential, as they reflect the order in which they are presented to the ESC.

| ID | RECOMMENDATION LOCATION | SUMMARY OF RECOMMENDATION | ACTION TAKEN | STATUS OF ACTION | ASSIGNED TO | DUE BY | COMPLETE DATE |
|---|---|---|---|---|---|---|---|
| 57 | 02/11/11 3.0.1.1 | The ESC should review, and amend (as appropriate), the authorities and controls within the PSSRP Governance document. | Accepted | **Closed** | | | |
| 59 | 02/11/11 3.0.5.1 | With the decision to re-platform solidified, the project plan should be rewritten to accommodate the selected approach. | Accepted | **July, 2011:** The Fire RMS direction has been chosen, and new planning documents are being written. | Tanner and Rogero | August ESC Meeting (target date) | N/A |
| 60 | 03/15/11 3.0.1.2 | As part of the ESC's review and amendment (as appropriate) of the project authorities and controls (within the PSSRP Governance document), the committee should also define what unit, or form, of Portland City government PSSRP represents. | Open | **July, 2011:** This recommendation is related to #57 (above). Any relevant findings will be reflected in the work output from #57. | Carlstrom | As soon as practical | N/A |

| ID | RECOMMENDATION LOCATION | SUMMARY OF RECOMMENDATION | ACTION TAKEN | STATUS OF ACTION | ASSIGNED TO | DUE BY | COMPLETE DATE |
|---|---|---|---|---|---|---|---|
| 61 | 03/15/11 3.0.2.1 | The QA Consultants continue to recommend that the City require Versaterm to correct all defects revealed during the functional testing process prior to accepting the solution, in accordance with the agreement (Recommendation 51, from November, 2010 report). | Open | **July, 2011:** The recommendation was discussed. The ESC Chair forwarded it to be re-reviewed at the August meeting. | ESC | N/A | N/A |
| 62 | 03/15/11 3.0.3.2 | The QA Consultants continue recommend that the RegJIN project team create a contract development approach in collaboration with the appointed legal representative. As suggested for the CAD Next project, a written strategy is typically created when negotiating high dollar value agreements, detailing all aspects of the process, from the location of the meetings to the City's willingness to negotiate on key points that are likely to be a source of vendor objection (along with a range of acceptable alternatives). Other key elements of such a document would include the identification of specific people to fulfill certain roles in the development process (i.e., "good guy, bad guy"), and a proactive approach for mitigating disputes. As a final recommendation, the ESC should give consideration to videotaping (or audio taping) the contract development session (as many large public safety agencies have adopted this practice in recent years). | Open | **July, 2011:** The issue was discussed. The RegJIN PM noted that an informal contract development approach exists. The ESC Chair said the matter would be re-reviewed during the August meeting. | Carlstrom | August ESC Meeting | N/A |

| ID | RECOMMENDATION LOCATION | SUMMARY OF RECOMMENDATION | ACTION TAKEN | STATUS OF ACTION | ASSIGNED TO | DUE BY | COMPLETE DATE |
|---|---|---|---|---|---|---|---|
| 63 | 05/16/11<br>3.0.2.1 | The QA Consultants recommend that the project team evaluate the feasibility of using the City's existing defect-tracking database (Altiris), as an alternative to the "CAD Next Go Live Issue Tracking Spreadsheet". | Closed | **July, 2011:** QA recommended closing the issue, as a third-party tool was deployed prior to the July, 2011 meeting. | N/A | N/A | N/A |
| 64 | 05/16/11<br>3.0.2.1 | PSSRP should begin interviewing project managers and impacted stakeholders regarding "lessons learned" immediately (a "lessons learned" report should be prepared by the July ESC meeting). | Open | **July, 2011:** Briefly discussed during July 13 meeting. PSSRP Chair advised that the PSSRP Director is working on it. No due-date was identified (project planning documents note that the lessons-learned report should be finalized within three months of cutover). | Carlstrom | Immediate | Pending |
| 65 | 05/16/11<br>3.0.3.1 | The Intergraph acquisition of Denali Solutions occurred after the City identified Unisys/Denali as the finalist, but prior to successfully negotiating an agreement. This unanticipated event introduces three important areas that the QA Consultants recommend be evaluated:<br><br>1. **Immediate Impact on the RMS Software Functionality, Reliability and Performance:** Following Intergraph's acquisition of Denali Solutions, the company is in possession of two RMS products (Denali's inPursuit, and Intergraph's | Concept Adopted | **July, 2011:** ESC reviewed the matter. ESC Chair noted the item 'under review'. | Unknown | Immediate | N/A |

| ID | RECOMMENDATION LOCATION | SUMMARY OF RECOMMENDATION | ACTION TAKEN | STATUS OF ACTION | ASSIGNED TO | DUE BY | COMPLETE DATE |
|---|---|---|---|---|---|---|---|
| | | own RMS software, brand-named I/LEADS). According to the Intergraph website, Intergraph will "bring together the best of existing Intergraph and Denali products and new advancements into one world-class, solutions suite". Given this statement, it is difficult (if not impossible) to know what functionality, reliability and performance will be afforded by the resulting "solutions suite". QA recommends that the project team evaluate these areas (product functionality, reliability and performance) and report their findings to the ESC.<br><br>2. **Long Term Impact on RMS Product:** Given the Intergraph/Denali language ("Intergraph will bring together the best of existing Intergraph and Denali products and new advancements into one world-class, solutions suite"), it is difficult to forecast the long term support and maintenance requirements. The Unisys proposal included Unisys-based support of the Denali inPursuit product. QA recommends the project team ascertain whether Unisys will guarantee long term support of the Intergraph product suite (i.e., for the decade following implementation).<br><br>3. **Impact on Procurement:** Recognizing that Denali (a company of approximately 35 employees) is now Intergraph [Intergraph is owned by Hexagon (http://www.hexagon.com), a company of approximately 12,000 employees), it would appear that the roles and responsibilities between | | | | | |

| ID | RECOMMENDATION LOCATION | SUMMARY OF RECOMMENDATION | ACTION TAKEN | STATUS OF ACTION | ASSIGNED TO | DUE BY | COMPLETE DATE |
|---|---|---|---|---|---|---|---|
| | | Unisys and Denali/Intergraph may have changed. Therefore, QA recommends the project team evaluate the Unisys/Intergraph contractual relationship (as it pertains to the RegJIN initiative) and report their findings to Procurement and City Legal for confirmation that the acquisition has not inadvertently violated any rules of procurement. | | | | | |
| 57 | 02/11/11 3.0.1.1 | The ESC should review, and amend (as appropriate), the authorities and controls within the PSSRP Governance document. | Open | **July, 2011:** Issue discussed during July 13 ESC meeting. The Chair appointed Mr. Carlstrom to review and propose any relevant changes. | Carlstrom | As soon as practical | N/A |