

CITY OF PORTLAND

PSSRP
QUALITY ASSURANCE
REPORT

SEPTEMBER, 2011

VERSION: FINAL

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Summary

INTRODUCTION

The following represents a synopsis of the QA Consultant’s key observations and recommendations related to each of the five PSSRP projects.

GLOBAL

During the period, the ESC held a RegJIN-specific meeting on August 26 (to announce the decision to rebid the technology), in addition to the regularly-scheduled meeting on September 22. The POM prepared decision packets for the ESC’s September meeting in concert with the PSSRP Governance (resulting in the approval of FIS and Radio related materials).

Notwithstanding the disappointment associated with restarting the RegJIN initiative, the affected bureaus and employees worked diligently to quickly (but thoroughly) create a revised approach that incorporated best practices and “lessons learned”. The project’s leadership reflected marked improvements in communications amongst the bureaus (which will improve the speed and quality of the resulting acquisition).

The POM is deeply involved in all of the PSSRP initiatives, and has a clear knowledge of the project complexities and resource requirements. Mr. Carlstrom leveraged his focus on improving horizontal outreach (between bureaus, and with external partners) with respect to the RegJIN rebid issue. The participation of multiple bureaus and external partners was exceptional.

CAD NEXT

August

YELLOW

September

GREEN

During the period, BOEC and BTS authorized full acceptance of the Versadex CAD, officially marking the transition from the implementation phase to the one-year warranty period. The CAD Project Team eliminated the priority defects, leaving low-priority and enhancement requests to be corrected during the one year warranty period. The City has strong contract language with Versaterm regarding error correction during the warranty period. The CAD Sustainment Team continues to find solutions to the Fire Mobile Data Terminal (MDT) latency problem (wherein PF&R field units are experiencing difficulty connecting wirelessly), and the intermittent Zetron (Fire Alerting) issues.

REGJIN	
August	September
RED	RED

The ESC held a special meeting on August 26, 2011 to announce that the PSSRP Council Champion had decided to discontinue contract development talks with Unisys, and reissue the RegJIN request for proposal (RFP). Although understandably disappointed by the setback, individuals and bureaus alike worked collaboratively to quickly and effectively identify a path forward. Within three weeks of the decision, the RegJIN Project Team had facilitated meetings with (and amongst) PSSRP, BTS, PPB, BoP, and Legal (in addition to meetings with the Council Champion, the Chief Administrative Officer, and the ESC). Ultimately, the project team set forth the following draft milestone completion targets:

- **RFP Release:** January 2012
- **Evaluation/Selection:** July, 2012
- **Contract Finalized:** January, 2013

Recommendation: The QA Consultants recommend the project team provide the ESC with a new project timeline and budget, seeking formal adoption (as required by the Charter). In addition, QA recommends adding a 15% contingency to the timeline and budget.

RADIO	
August	September
GREEN	GREEN

The Radio Project Team's consultant [Federal Engineering (FE)] has been selected, and their agreement with the City awaits Council approval (expected in October). In the coming months, the focus will shift toward the work performed by FE, particularly their recommendations on scope, budget and timing (preliminarily expected to be delivered in March of next year). The ESC approved the Radio Project Charter and Governance, as well as the FE agreement, during the September meeting, and the Radio Project Oversight Committee met on September 27. In general, the project is awaiting the start of the FE services (some of which has begun informally, pending contract approval).

FIRE RMS	
August	September
GREEN	GREEN

On September 22, the ESC reviewed and approved the FIS Replatform Project Charter and Governance documents. The project consultant presented a draft project plan in late September which forecast a two-year replatforming and specific enhancement development process (excluding development team training). The draft plan is presently under review by the Fire RMS Project Team. In the coming period, the project team will focus on the project's budget (based on the consultant's draft materials).

ZETRON

August

YELLOW

September

YELLOW

The Zetron Task Force created by BTS during the previous period continued to work on resolving the functional problems with the fire alerting system. BTS and PF&R worked with Versaterm to restore the status button functionality, and have been closely monitoring the functionality to identify any defects. Ongoing weekly Task Force meetings occurred, ensuring closer communication between BOEC, BTS and PF&R. The Task Force verbally agreed that achieving voice alerting (using VOIP) on the Zetron system in a routed network is likely unattainable (a written declaration will be sought in the coming period).

Recommendation: The QA Consultants recommend that the Zetron project be dropped from the list of core projects following the September report, as the majority of issues are either corrected or nearing correction. Moreover, ongoing Zetron maintenance and support activities will be addressed under the CAD Sustainment Model.

Individual Project Assessments

CAD NEXT

OBSERVATIONS

During the period, BOEC and BTS authorized full (rather than conditional) acceptance of the Versadex CAD, officially marking the transition from the implementation phase to the one-year warranty period.

The City's contract with Versaterm provides for continued defect correction during the one year warranty, and includes the following provision:

“The System, including all components and Upgrades supplied by Contractor shall operate in accordance with Acceptance Criteria and all Documentation from the period starting after Acceptance – Final and lasting through the Contractor's Warranty Period of the Contract and providing the City does not change its use and/or configuration of the System”.

The language in the provision is significant because it helps to assure the City that Versaterm is obligated to correct any lingering deficiencies from the implementation period.

In August, the ESC discussed the possibility of holding-back product acceptance (or granting conditional acceptance) until such time as the priority defects were corrected. However, during the period, PPB reported that the priority defects had been resolved (clearing the way for final acceptance). The remaining defects were non-critical or enhancements (modifications to the application that were not foreseeable during acquisition), and will be addressed during Versaterm's next scheduled source code update.

The CAD Sustainment Team continued to seek a solution to the Fire Mobile Data Terminal (MDT) latency problem (wherein PF&R field units are experiencing difficulty connecting wirelessly). BTS discovered that approximately a third of the messages are being sent in bundles (instead of in real-time). As a result, the messages are bottlenecking. Recognizing that Battalion Chiefs rely heavily on wireless data exchange, BTS is changing the wireless modems in their units from Motorola's RDLAP device to a private cellular modem. The cellular modem allows for greater throughput and alleviates the bottleneck issue for the Battalion Chiefs. BTS, BOEC and PF&R are evaluating the feasibility of using cellular modems for all Fire MDT's. Because RDLAP is a private wireless network owned and operated by the City, it has greater reliability and potential disaster availability than cellular modems, which rely on privately owned (non-City) infrastructure.

REGJIN

OBSERVATIONS

The ESC held a special meeting on August 26, 2011 to announce that the PSSRP Council Champion had decided to discontinue contract development talks with Unisys, and reissue the RegJIN request for proposal (RFP). The POM delivered the directive to the ESC, and the committee discussed “next steps” in the reissuance process. Although the project’s status is in red¹, the color belies the extraordinary work undertaken by the affected bureaus during the period. Although understandably disappointed by the setback, individuals and groups alike worked collaboratively to quickly and effectively identify a path forward. BTS facilitated a RegJIN-specific technical strategy session on September 7. The participants included stakeholders from BTS, PSSRP, PPB and BoP. The group reviewed the following topics:

- **RFP Requirements:** The group agreed to review the set of original RegJIN requirements to identify methods for reducing or eliminating low priority (or unnecessary) specifications.
- **Infrastructure:** From a technical perspective, the group agreed to seek two scenarios from RMS vendors (one where the vendors builds and supports the infrastructure, and the traditional approach wherein BTS is responsible for building and supporting it).
- **Disaster Recovery:** The group reviewed the required recovery time for the RMS (based on lessons learned from the previous proposals).
- **Enterprise Service Bus (ESB):** The group agreed to evaluate two ESB² approaches (one wherein the vendor proposes an ESB as part of their proposal, and a second wherein the vendor proposes point-to-point interfaces).

Police Chief Reese met with the Project Advisory Committee (PAC) on September 8, informing the external agencies of the City’s decision. The PAC members were disappointed, but understood the Chief’s message and supported him and PPB in the rebid decision. The PAC felt that it was important to take whatever time was reasonable and necessary to “get it right”.

¹ Until the outstanding critical path items have been corrected, the project will remain in ‘red’ status (the project’s budget and schedule must first be approved by the ESC)

² An ESB is a software architecture model used for designing and implementing the interaction and communication between mutually interacting software applications

On September 14, PSSRP facilitated a RegJIN Lessons-Learned Meeting to identify any acquisition process improvement opportunities over the original approach. The meeting included representatives from BTS, PSSRP, PPB, BoP, and Legal. Ultimately, the group identified several opportunities to increase the validity and accuracy of the proposals, while decreasing the amount of time necessary to conduct the acquisition. A draft acquisition timeline was produced, forecasting the following milestone completion dates:

- RFP Release: January 2012
- Evaluation/Selection: July, 2012
- Contract Finalized: January, 2013

RECOMMENDATION

Sparked by the Council Champion, and spearheaded by the CAO and the POM, the project undertook a literal multi-bureau approach (which, in the past, has proven to be very difficult) toward recalibrating the RegJIN acquisition. In the following period, the project team should provide the ESC with a new timeline and budget for RegJIN, seeking formal adoption. Both the timeline and the budget should reflect the level of effort associated with maintaining PPDS through the estimated RegJIN cutover date in 2014. A 15% contingency (an industry standard) of time and money should be added to the timeline and budget, respectively.

RADIO

OBSERVATIONS

During the period, the project team selected the radio consultant [Federal Engineering (FE)] and prepared the agreement for Council approval. The agreement is expected to be ratified by the Council in October (originally ratification was expected in September, posing a minor schedule delay). In the coming months, the focus will shift toward the work performed by FE, particularly their recommendations on scope, budget and timing (preliminarily expected to be delivered in March of next year).

In October, the Portland Stability Plan will conclude, placing the radio-related focus on the Emergency Radio Replacement and Regional Radio projects. Although the regional effort has largely concluded its planned scope (to evaluate alternatives for interoperable, regional radio communications), the key stakeholders continue to meet on a regular basis to accommodate new agency-level developments which could impact the regional plans. As discussed in the August QA report, the potential for

confusion between the two projects exists, although the conclusion of the Portland Stability Plan will reduce the problem.

At the September ESC meeting, the committee approved the Radio Project Charter and Governance, as well as the FE agreement. In addition, the project team created a detailed project management spreadsheet to track project issues and risk. One such issue that is currently being evaluated (but relies heavily on the future findings from the FE report) is the long term sustainment costs associated with the initiative (to ensure that maintenance costs have been identified and budgeted well in advance of any implementation). The nature of radio communications projects has changed since the City's last endeavor. Radio projects are increasingly dependent on hardware and software, which requires more frequent support (updates and maintenance) than traditional radio systems.

The Radio Project Oversight Committee met on September 27. The Committee reviewed the ICC report, and received a project status update from the PSSRP Radio project team.

FIRE RMS

OBSERVATIONS

On September 22, the ESC reviewed and approved the FIS Replatform Project Charter and Governance documents. The project consultant presented a draft project plan in late September which forecast a two-year replatforming and specific enhancement development process (excluding development team training). The draft plan is presently under review by the FIS Project Team. In the coming period, the project team will refine the project's budget (based on the draft consultant materials).

ZETRON

OBSERVATIONS

The Zetron Task Force created by BTS during the previous period continued to work on resolving the functional problems with the fire alerting system. BTS and PF&R worked with Versaterm to restore the status button functionality (that was turned off by Versaterm during CAD cutover), and have been closely monitoring the functionality to identify any defects. Because the problems associated with the status misalignment (between CAD and Zetron) are intermittent, BTS is creating a test environment to evaluate the technology in a controlled environment. Ongoing weekly Task Force meetings occurred, ensuring closer communication between BOEC, BTS and PF&R. The Task Force verbally agreed that achieving voice alerting (using VOIP) on the Zetron system in a routed network is likely unattainable (a written declaration will be sought in the coming period).

Recommendation: The QA Consultants recommend that the Zetron project be dropped from the list of core projects following the September report, as the majority of issues are either corrected or nearing correction. Moreover, ongoing Zetron maintenance and activities will be addressed under the CAD Sustainment Model.

Project Metric Changes

Each month, the QA consultants assess forty five project management areas for each PSSRP project. The following reflects any change detected during the period amongst the metrics.

CAD NEXT

The following metrics changed during the period:

Metric 19: Is there a negative impact to the project success due to unresolved issues?

(The priority defects were resolved during the period, and the CAD was formally accepted.)

Metric 44: Was a project review conducted with the Project Manager and Executive Sponsor within completion of one business cycle of the project completion?

(and)

Metric 45: Were the lessons learned captured, finalized and shared with the control agencies within one month of the project close?

(The City has directed the QA Consultants to begin work on a lessons learned report for CAD immediately)

REGJIN

Metric 7: Can the project be delivered as approved?

(The project's budget is currently being recalibrated, based on lessons learned from the initial acquisition effort, and scope adjustments which emerged from the many inter-bureau meetings over the past three weeks.)

Metric 12: Is the project on schedule?

(The project's schedule is more than 10% behind schedule)

Metric 13: Will project meet the deadline for the current phase?

(No)

Metric 14: How many milestones have been missed?

(More than one milestone has been missed)

Metric 19: Is there a negative impact to the project success due to unresolved issues?

(High Impact)

Recommendation: QA recommends the revised project schedule and budget be reviewed and approved by the ESC (to move the project back into yellow or green status).

RADIO	No change during the period.
FIRE RMS	No change during the period.
ZETRON	No change during the period.

How we produce the report

PERIOD COVERED	This report is intended to communicate the results of the independent quality assurance (QA) company's review of the PSSRP initiative to the City of Portland's Executive Steering Committee (ESC) for the period between August 16 and September 22, 2011.																
INFORMATION SOURCES	<p>The consultants communicated with the following people prior to developing the report:</p> <table><tr><td>Andrew Carlstrom</td><td>Kalei Taylor</td></tr><tr><td>Christine Moody</td><td>Karl Larson</td></tr><tr><td>Diana Rogero</td><td>Lisa Turley</td></tr><tr><td>Dylan Long</td><td>Louise Grant</td></tr><tr><td>Garrett Dow</td><td>Mark Greinke</td></tr><tr><td>Jerry Schlesinger</td><td>Mark Schmidt</td></tr><tr><td>Jerry Schlesinger</td><td>Mike Kuykendall</td></tr><tr><td>Jim Finch</td><td>Mike Reese</td></tr></table>	Andrew Carlstrom	Kalei Taylor	Christine Moody	Karl Larson	Diana Rogero	Lisa Turley	Dylan Long	Louise Grant	Garrett Dow	Mark Greinke	Jerry Schlesinger	Mark Schmidt	Jerry Schlesinger	Mike Kuykendall	Jim Finch	Mike Reese
Andrew Carlstrom	Kalei Taylor																
Christine Moody	Karl Larson																
Diana Rogero	Lisa Turley																
Dylan Long	Louise Grant																
Garrett Dow	Mark Greinke																
Jerry Schlesinger	Mark Schmidt																
Jerry Schlesinger	Mike Kuykendall																
Jim Finch	Mike Reese																
MATERIALS REVIEWED	<p>The consultants reviewed the following project-related documents during the period:</p> <p>Project Status Reports CAD Next: N/A RegJIN: 8/12, 8/26 – 9/23 (email status reports) Radio: 8/29, 9/12, 9/19 Fire RMS: 8/8-8/26, 9/2, 9/9, 9/16 Zetron: N/A</p> <p>Other Project-Related Documents ESC Decision Packages: Charter and Governance for FIS, Charter and Governance for Radio Project, Radio Consultant Contract 9/22 ESC Meeting Status Report 8/12 Zetron Meeting Notes 9/9 RegJIN Technical Considerations Notes 9/14 Internal RegJIN Procurement Timeline Draft RegJIN Evaluation and Selection Procedure Documentation City/Versaterm Agreement (30000502 from July, 2009)</p>																

Exhibit A: Status of Prior QA Recommendations

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. Note that “ID” numbers are not sequential, as they reflect the order in which they are presented to the ESC. Recommendations are removed from the list upon completion of the recommendation.

ID	RECOMMENDATION LOCATION	SUMMARY OF RECOMMENDATION	ACTION TAKEN	STATUS OF ACTION	ASSIGNED TO	DUE BY	COMPLETE DATE
60	03/15/11 3.0.1.2	<p>[Recommendation #60 supplements Recommendation #57 from February, 2011, which stated: The ESC should review, and amend (as appropriate), the authorities and controls within the PSSRP Governance document.]</p> <p>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.</p>	Accepted	During the period, the POM reviewed existing project charter and governance documents.	Carlstrom	Report back by 10/20	N/A
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).	Discussed/Under Evaluation	During the period, BOEC and BTS formally accepted the Versaterm product. Mutually-agreed defects will be corrected during the one year warranty period. New defects will be reported to Versaterm, and corrected under the conditions of the Master Support Agreement.	Turley	N/A	N/A

ID	RECOMMENDATION LOCATION	SUMMARY OF RECOMMENDATION	ACTION TAKEN	STATUS OF ACTION	ASSIGNED TO	DUE BY	COMPLETE DATE
64	05/16/11 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).	Accepted	During the period, the task of preparing a CAD lessons learned report was assigned to the QA consultant. Work is underway on the methodology, and interviews will occur in October.	QA	Original 7/17 Revised 11/1	Pending
65	05/16/11 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: <ol style="list-style-type: none"> 1. Immediate Impact on the RMS Software Functionality, Reliability and Performance: 2. Long Term Impact on RMS Product: 3. Impact on Procurement:³ 	Accepted	On 08/26, the ESC met and was informed that the City would be re-issuing the RegJIN RFP, negating the need for a report on the recommended topics.	N/A	N/A	08/26

³ Note that this recommendation has been abridged to reduce copy size – the text following each of the three recommendations is available in the May and June QA reports.

ID	RECOMMENDATION LOCATION	SUMMARY OF RECOMMENDATION	ACTION TAKEN	STATUS OF ACTION	ASSIGNED TO	DUE BY	COMPLETE DATE
66	06/23/11 3.0.1.3	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.	Accepted	The ESC agreed with the recommendation, asking POM Carlstrom to determine a specific approach toward instituting the concept. The person and mechanics of the role have yet to be defined.	Carlstrom	Report on progress by 10/20	N/A
70	August Report Page 5	QA continues to recommend that the city not accept the product until all priority issues have been resolved or issue a Conditional Acceptance. Recognizing that Versaterm's response to the City's RFP requirements is an attachment to the final Contract/Agreement, the QA consultants recommend the project team review Versaterm's response to the RFP and Contract (specifically to locate any requirements which pertain to outstanding priority defects, such as the radius search defect, and correlated RFP requirement 9.0.6). If Versaterm was required to comply with such requirements, the QA consultants recommend the City withhold acceptance until the requirement has been met by Versaterm. During the August ESC Meeting, the City Attorney's office mentioned that the City's Agreement with Versaterm may include a "Conditional Acceptance" clause, which would allow the City to conditionally accept the Versaterm solution, allowing for payment while pending the correction of outstanding (and mutually agreed-upon) defects and issues. The QA consultants recommend that the project team confirm the presence of such language, and evaluate whether a conditional acceptance is appropriate.	Discussed	During the period, BOEC and BTS formally accepted the Versaterm product. Mutually-agreed defects will be corrected during the one year warranty period. New defects will be reported to Versaterm, and corrected under the conditions of the Master Support Agreement.	N/A	N/A	N/A

ID	RECOMMENDATION LOCATION	SUMMARY OF RECOMMENDATION	ACTION TAKEN	STATUS OF ACTION	ASSIGNED TO	DUE BY	COMPLETE DATE
71	August Report Page 8	The RegJIN Project Plan should be updated to reflect the current known project schedule changes, including a contemporary revision to duration for contract development with Unisys. Recognizing that PPDS support is currently forecast through June, 2013, and that the project schedule now shows an estimated go live in August, 2013; QA recommends that the project team undertake a PPDS risk analysis and mitigation plan for supporting PPDS through 2014 (including hardware, software, and support personnel).	Discussed/Under Evaluation	Following the decision to rebid RegJIN, the project team began analyzing the risks associated with extending support for PPDS. The analysis was still underway during the interview period. However, according to PPB and BTS, PPDS support personnel will be available to maintain the system through the forecast duration. Hardware and software support continues to be assessed.	Carlstrom Schlesinger	October ESC Meeting	N/A
72	August Report Page 9	In the past, the three radio projects were monitored in monthly QA reports as discrete initiatives. QA recommends Future QA reports will primarily focus on the Emergency Radio Replacement Project, with updates (as relevant) on the Regional Radio project.	Discussed/Under Evaluation	The Stability Project is concluding in the following period, and the Regional Radio Project stakeholders will continue to meet for the foreseeable future (to coordinate/strategize as new developments occur). Therefore, this recommendation will naturally occur by November. QA recommends closing this recommendation.	N/A	N/A	N/A