

CITY OF PORTLAND

PSSRP
QUALITY ASSURANCE
REPORT

JANUARY, 2012

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 core PSSRP projects.

GLOBAL

As with prior years, PSSRP activity slowed during the holiday period. The Executive Steering Committee (ESC) met on December 21, 2011 and January 24, 2012.

During the December ESC Meeting, the committee reviewed and approved the FY 2012-2013 budget recommendations, as well as the proposed cost reduction options (which were required of all City bureaus).

During the January ESC Meeting, only four voting members were in attendance (meeting the minimum quorum threshold). The Program Office Manager (POM) presented two decision packages (the Radio Project Charter and Governance Amendments, as well as the FIS Replatform Project Charter Amendments), which were both approved.

During the period, Diana Rogero was assigned as the Project Manager for the FIS project, while Mark Tanner was assigned as the Co-Project Manager for the Radio Initiative (sharing duties with Karl Larson). The POM has undertaken a proven methodology to clearly define their respective roles and maximize the strengths of both Karl and Mark.

REGJIN

December January

GREEN

GREEN

During the period, PSSRP, PPB, Procurement Services and City Legal worked with unprecedented collaboration to recapture the project's momentum and make significant improvements across the board, including dozens of small and large improvements in the overall design and details of the revised RegJIN RFP. The latter half of the period was consumed with modifying the draft RegJIN RFP to include edits to the technical and functional scoring criteria. The RFP is expected to be released to the vendor community on Feb 10, 2012.

The QA Consultants noted the need to resume business process reengineering efforts for PPB and the partner agencies (to minimize technical and business disruptions associated with transitioning from a customized RMS to a vendor-provided, off-the-shelf-solution).

Lastly, PPB and the partner agencies will migrate from the Uniform Crime Reporting (UCR) system to the National Incident Based Reporting System (NIBRS) as part of the RegJIN initiative. The migration is often associated with an artificial increase in crime statistics, and the QA Consultants have recommended that the RegJIN UCR/NIBRS Workgroup prepare a plan for educating the press and the public about the increases in crime statistics that will likely occur following the RegJIN cutover.

RADIO

December January

GREEN

GREEN

During the period, two key deliverables were provided by the consultant [Federal Engineering (FE)]: The Existing Inventory Analysis Report, and the Stakeholder Needs Analysis. Based on the Needs Analysis, the Radio Project Team worked in concert with FE to develop the Requirements Definition Report, which is currently in draft status, pending approval in the following period. Additionally, the project team continued work on a field coverage study, estimated to be published in the first quarter of 2012. The Radio Project Oversight Committee met on Jan 24, 2012. The group met with Mark Tanner, and reviewed the FE reports.

FIRE RMS (FIS)

December January

GREEN

GREEN

As planned, the Proof of Concept was presented on Dec 2 to internal project team members, followed by the PAC on Dec 8. The FIS Project Plan was finalized during the period, and adopted by the ESC during the January meeting. In addition, the FIS technical consultant RFP was finalized, with a procurement schedule published (forecasting a Jan 27 release date). The evaluation and selection process should last through March, with the consultant beginning work by April 1.

Individual Project Assessments

REGJIN

OBSERVATION 1

During the period, PSSRP, PPB, Procurement Services and City Legal worked with unprecedented collaboration to recapture the project's momentum and make significant improvements across the board, including dozens of small and large improvements in the overall design and details of the revised RegJIN RFP.

In December, the QA Consultants provided a written recommendation to modify the RegJIN RFP's technical and functional scoring methodology to eliminate risks that were identified in April of 2010. The recommendation was identical to that which the QA Consultants proposed during the original RegJIN RFP (in April, 2010), and once again following the decision to reissue the RegJIN RFP (in August, 2011). PSSRP, PPB, Procurement Services and City Legal evaluated the merits of the recommendations. PSSRP, PPB, and Procurement Services agreed to incorporate the recommendations. The changes moved the RFP publication from January 23 to an estimated February 10 release date.

OBSERVATION 2

As part of the original baseline QA report, PPB adopted a recommendation to undertake a business process reengineering (BPR) effort. The purpose of the BPR effort was to map the technical and business changes that would be necessary when migrating from a customized solution to a commercial off the shelf (COTS) solution. PPB recognized that there would be significant changes associated with the BPR effort. Rather than having a vendor customize their solution to match the way PPB does business (in the current PPDS environment), PPB agreed to modify their business practices to the COTS methodology.

The BPR effort was forecast to require significant human and financial resources, and two full time grant-funded positions were assigned to the BPR task in early 2009. However, over time; one of the positions was reallocated entirely and the remaining position was assigned multiple tasks (in addition to working on BPR-related tasks).

During the period, QA learned that, while some benchmark efforts in the records bureau have recently been undertaken (to define the current environment), the majority of the change management work has not yet occurred.

The RegJIN Mission Statement is to: "Develop a regional records management system (RMS) that provides all of the capabilities of

the current Portland Police Data System (PPDS) with increased module and interface integration and expanded capabilities.” However, the mission statement appears misaligned with the BPR recommendation and the concept of acquiring a COTS solution. The mission statement indicates that the forthcoming RMS product will provide all of the capabilities of the customized PPDS in addition to new modules and integration when, in fact; the new RMS may be a significant departure from PPDS.

RECOMMENDATION 2

QA recommends that the ESC and PPB resume the focused BPR effort to prepare for the transition from the customized PPDS solution to a COTS RMS. The recommendation should be expanded to include partner agency representatives as well.

In addition, QA recommends that PPB begin socializing the concept that the new RMS will be a COTS solution (not a customized solution that affords all of the existing PPDS functionality in addition to new interfaces and integration). A key byproduct of the BPR process is the development of technical and operational improvements. During the BPR review, it’s quite likely that some PPDS functionality will be eliminated (or replaced by more contemporary business practices). Additionally, the selected vendor will present PPB with processes that have been refined by their existing client base.

OBSERVATION 3

Currently, PPDS relies on the Uniform Crime Reporting (UCR) system for reporting crime statistics to the State of Oregon and the Federal Bureau of Investigation (FBI). The FBI overhauled UCR in the 1980’s, creating the National Incident Based Reporting System (NIBRS). Since that time, about 20% of the nation’s police agencies have migrated from UCR to NIBRS. As part of the RegJIN initiative, PPB and the partner agencies will also transition from UCR to NIBRS.

The NIBRS transition can be daunting, particularly for large size agencies, as NIBRS involves greater data collection, processing and analysis. Agencies that have migrated to NIBRS have experienced an artificial increase in crime statistics. The perceived increase occurs because UCR tracks only one offense per incident (whichever is the most serious); while NIBRS tracks multiple offenses per incident. Unfortunately, the perceived increase is most acute shortly after implementation (at a time when systems are scrutinized by the users and public alike).

RECOMMENDATION 3

In the coming months, the RegJIN UCR/NIBRS Workgroup¹ should prepare a plan for educating the press and the public about the very real increases in crime rates that a move to NIBRS is likely to produce.²

RADIO OBSERVATIONS

During the period, two key deliverables were provided by the consultant [Federal Engineering (FE)]: The Existing Inventory Analysis Report, and the Stakeholder Needs Analysis. Based on the Needs Analysis, the Radio Project Team worked in concert with FE to develop the Requirements Definition Report, which is currently in draft status, pending approval in the following period. Additionally, the project team continued working on a field coverage study, estimated to be published in April.

On Jan 24, Mark Tanner assumed responsibility as the Co-Project Manager (alongside Karl Larson). In early February, the two will participate in an off-site planning session to identify their respective roles and responsibilities.

The Radio Project Oversight Committee met on January 24. The group met with Mark Tanner, and reviewed the FE reports.

RECOMMENDATION

Working in collaboration with the POM, the Co-Project Managers should publish a formal roles and responsibilities matrix by the next ESC Meeting.

FIRE RMS OBSERVATIONS

As planned, the Proof of Concept was presented on Dec 2 to internal project team members, followed by the PAC on Dec 8. The FIS Project Plan was finalized during the period, and adopted by the ESC during the January meeting.

The FIS technical consultant RFP was finalized, with a procurement schedule published (forecasting a Jan 27 release date). The evaluation and selection process should last through

¹ RegJIN has a UCR/NIBRS workgroup comprised of representatives from the Cities of Portland, Lake Oswego, Beaverton, and the Counties of Clark and Washington.

² Pattavina, April. *Information Technology and the Criminal Justice System*. Thousand Oaks, CA: Sage Publications, 2005. Print.

March, with the consultant beginning work by April 1.

As previously noted, Mark Tanner and Diana Rogero conducted a thorough project management transition process during the period. Diana assumed responsibility for the project on Jan 24.

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.

- REGJIN** Metric 27: Is the procurement process within schedule?
(The RegJIN RFP release date has been delayed by approximately three weeks.)

- RADIO** Metric 22: Is the Project Manager the same as when the project started?
(During the period, Diana Rogero and Mark Tanner exchanged project management responsibilities).

- FIRE RMS** Metric 22: Is the Project Manager the same as when the project started?
(During the period, Diana Rogero and Mark Tanner exchanged project management responsibilities).

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 of December 1, 2011 to January 31, 2012. The project periods were combined due to reduced project activity associated with the holiday period.

INFORMATION SOURCES The consultants communicated with the following people prior to developing the report:

Andrew Carlstrom	Kalei Taylor
Carmen Merlo	Karl Larson
Christine Moody	Mark Greinke
Diana Rogero	Scott Schneider
George Burke	Mark Tanner
Jerry Schlesinger	Lisa Turley

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

Project Status Reports

RegJIN: 12/2, 12/9, 12/16, 12/30, 1/6, 1/13, 1/27

Radio: 12/5, 1/3

Fire RMS: 12/2, 12/9, 12/16, 12/30, 1/6, 1/13

Other Project-Related Documents

RegJIN Risk Management Portfolio

RegJIN RFP

ESC Decision Packages (January)

ESC Monthly POM Reports

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	[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.] 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.	Accepted	The project team continued to review details regarding what unit of Portland City government PSSRP represents.	Carlstrom	April ESC	N/A
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).	Accepted	In November, Captain Burke informed QA that he would be overseeing the development of a broad RegJIN-related risk management plan (that would include an assessment of the PPDS support risks). During the period, PPB solicited risk input from select partner agencies, and triaged each risk (allowing the participants to select the risks that are most likely to occur, and have the highest probable impact on the project). Thus far, 36 risks have been submitted, and are under evaluation.	Schlesinger	April, 2012	N/A