Alaska Public Safety Information Network Redesign **FY2002 Request: $2,725,500**
Reference No: 33865

AP/AL: Appropriation
Category: Public Protection
Location: Statewide
House District: Statewide (HD 1-40)
Estimated Project Dates: 07/01/2001 - 06/30/2006

Project Type: Information Systems
Recipient: Not Applicable
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Brief Summary and Statement of Need:
APSIN serves more than 2,600 local, state, and federal criminal justice users which represent $500 million in annual operating expenditures. APSIN must be rewritten to communicate with these agencies in Alaska and with the national systems. If APSIN is not rewritten, it will be substantially more costly to comply with new legislative requirements, and police will not have access to the National Crime Information Center, e.g. information related to wanted/missing persons, stolen property, property used in the commission of a crime, national criminal records, vehicle and driver information, photographs, fingerprints, DNA, sex offender and other vital national information.

Funding:	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007	Total
Gen Fund	$2,725,500	$2,018,900					$4,744,400
Total:	$2,725,500	$2,018,900	$0	$0	$0	$0	$4,744,400

☐ State Match Required ☐ One-Time Project ☑ Phased Project ☐ On-Going
0% = Minimum State Match % Required ☐ Amendment ☐ Mental Health Bill

Operating & Maintenance Costs:

	Amount	Staff
Project Development:	0	0
Ongoing Operating:	0	0
One-Time Startup:	0	
Totals:	0	0

Additional Information / Prior Funding History:
Prior CIP appropriations include $300.0 federal funds in FY99 for APSIN Redesign & Implementation and $1,389.0 in FY00 for APSIN Upgrade, $1,250.0 federal funds and $139.0 GF Match. This FY02 CIP request and the final FY03 CIP request will be needed to finish this major project which has received substantial federal funding support.

Project Description/Justification:
The Alaska Public Safety Information Network (APSIN) is a mission-critical information resource for the criminal justice community in Alaska. Conceived and initially developed in the 1980s, it has served this community well. However, APSIN's technical legacy is rooted in an era dominated by mainframe computers (then characterized as computers with more than 1 MB of random access memory) and the COBOL programming language. Dramatic change has occurred in the intervening years, including the emergence of new criminal justice application and network technologies that are focused at the heart of the service APSIN provides to the criminal justice community in Alaska.

The Department of Public Safety (DPS) has been assessing the needs of the criminal justice community and the technical options available to meet these needs as part of a comprehensive migration planning effort. Current requirements for APSIN service are summarized in the APSIN Summary Needs Assessment. Currently available technical solutions have been identified in the APSIN Request for Information (RFI) Report. DPS used this information in the development of various alternatives for moving APSIN into the future, which form the background for this capital project. These and other related reports are available to interested persons upon request.

The APSIN redesign will replace the present 17-year-old system and allow DPS to continue to serve over 2,600 local, state, and federal criminal justice users. The replacement software will:

(1) permit DPS to support the troopers, local law enforcement and federal law enforcement agencies based in Alaska with the full array of services available from the upgraded National Crime Information Center (NCIC);
(2) capture more complete, accurate, and timely information about warrants, domestic violence protective orders, arrests, prosecutions, correctional status, and court dispositions;
(3) be easier to use, maintain, and modify;
(4) integrate data with images (e.g., link "rap sheets" with mugshots);
(5) provide improved access to statistical data;
(6) adopt compatible hardware and software to facilitate integration among Alaska justice agencies.

Does project meet a constitutional or statutory responsibility? Yes. A new public safety information network is necessary for the police, courts, prosecutors, and corrections to meet their criminal administration duties defined in Article I, Section 12 of the Alaska Constitution. Alaska Statutes, Title 12, Chapter 62, Criminal Justice Information Systems Security and Privacy, requires DPS to operate the state's central repository of criminal records and to participate in an effective interstate and national system of criminal identification, records, and statistics. **The current system no longer satisfies this requirement. Unless the state migrates to modern network protocol (TCP/IP) by the July 2002 deadline set by the FBI, Alaska will no longer be able to participate in the national records system.**

Does project address a life, health or safety issue? Yes. The public safety information system must provide police with immediate access to warrants, officer safety warnings, domestic violence protective orders, sex offender registration status, fingerprint and DNA identification indicators, arrest and conviction records, correctional status, and information about wanted or missing persons and stolen property. Criminal justice agencies, other government agencies, private organizations, and members of the public rely on criminal history reports or "rap sheets" to assess suitability for sensitive jobs, licenses, or volunteer positions.

Does project reduce state operating costs? Not directly, though efficient automation is an essential element of State compliance with federal and state laws relating to the administration of criminal justice.

Does project leverage private sector or local funds? No. However, local police departments are expending local funds to design systems to take advantage of services offered through DPS. **For example, the Anchorage Police Department (APD) is expending $5 million on remote, patrol car based computer terminals. Full NCIC services from DPS are needed to permit APD to meet local goals.**

Does project create on-going private sector jobs? Not directly.

Does project facilitate transfer of responsibility to local or private sector? No.

Describe what the request will buy in terms of the physical product: The funds will be combined with federal grant awards to replace the state's criminal records applications and network, including:

1. hardware (development servers, repository application servers, criminal justice and public web servers, security server, data server, and email server);

2. software (application software including master index, criminal history repository and interfaces, crime information center, facial image repository, message switch, and integration programming; and production server, client-production server, development and data warehouse software);

3. project management services;

4. system administrator and developer training.

Describe the method used to estimate the total project cost: DPS hired MTG Management Consultants, LLC to write an APSIN Migration Plan during the first phase of this project; that plan includes a detailed budget. To derive the migration plan budget, MTG completed a needs assessment, issued a Request for Information soliciting pricing and other

information, wrote an alternatives analysis, and identified a "future vision". The project budget is based on quotes from vendors and costs incurred for similar projects in other jurisdictions.

Describe other alternatives considered to solve the problem and why the project requested is appropriate as opposed to the alternatives. Include how each alternative was evaluated. DPS hired MTG Management Consultants, LLC to write an APSIN Migration Plan during the first phase of this project; that plan includes an alternatives analysis document. A scoring model of nine categories was used to weigh how well each of four possible alternatives would serve Alaska:

1. **Make No Changes: Score 45.3**. This alternative does not adequately protect the public. Law enforcement agencies will not be able carry out their constitutional and statutory mandates because they will lose access to the FBI's national criminal record system unless the current network is changed by July 2002. The state's most comprehensive statewide criminal justice database - the fundamental link for local, state, and national law enforcement - is based on technology from an era dominated by mainframe computers (then characterized as anything having over 1 MB of random access memory). For over five years, Alaska's major criminal justice agencies have been migrating from such obsolete systems to modern technology, e.g. Corrections, Law, Courts. APSIN can no longer serve the criminal justice community without following suit.

2. **Modify Current Application Set: Score 53.9.** DPS has patched together applications and equipment spanning several generations of technology in an effort to keep up with evolving needs of law enforcement. This is an inefficient approach, requiring manual intervention to transfer data and images from one media to another.

3. **Manage a Vendor Replacement of APSIN**: **Score 73.3.** DPS does not have adequate project management resources to manage a group of vendors replacing various parts of the system, which would also result in a less homogenous, harder to maintain technical environment.

4. **Outsource APSIN Replacement to a System Integrator: Score 78.9.** DPS will hire a single vendor to replace all the applications and customize and integrate them as needed. This alternative best meets the State's needs and is attainable with current DPS staff resources.

Describe how the operating cost estimates were determined. Describe any relationship the project has to the proposed operating budget year. Include a discussion of operating expenses and positions associated with the proposed project. DPS does not plan to seek an operating budget increment in FY02 or any new positions as a result of this project. Operating cost estimates in the APSIN Migration Plan are based on projects of similar size and scope in other jurisdictions and the following assumptions:

- *Personnel:* DPS will implement and maintain the new system with currently staffed positions in its Information Systems section.
- *Communications:* The rates of increase in telecommunication rates and number of system users will diminish over five years. The migration plan recognizes that bandwidth will always be a limiting factor and recommends strategies to minimize network traffic, such as thin clients processing message-based summary data as the primary means of data exchange.
- *Data Center Charges/Fees:* APSIN will require 24 hour support for central servers, however, DPS expects to be able to share these costs with other agencies.
- *Hardware Maintenance*: Server and workstation maintenance will be 15% of purchase price; disk storage maintenance will remain unchanged.
- *Software Maintenance/Upgrades*: Cost will be about 20% of original licensing fees.

Data processing chargeback costs to Public Safety have increased in recent years; the reasons for these increases being charged for statewide criminal justice requirements are not always clearly related to the modest system usage growth from one year to the next. In addition to underfunded chargeback costs, software upgrades have varying impacts to the Department's data processing chargeback costs.

Describe whether the request represents the first, second, or third phase of a project. Include a history of prior appropriations, project status and any changes to the original project's scope. This is the third request for funding for this project. In FY99, DPS was appropriated $300.0 in federal funds for APSIN Redesign and Implementation. In FY00 DPS was appropriated $1,250.0 million in federal receipt authority and $139,000 in general fund/match. DPS has received $2.2 million in federal grant funds to pay for the first three phases and part of the fourth phase of this project. This request would pay for replacement of repository applications and network (Phases 4 and 5). DPS expects to seek additional state funds to replace law enforcement workstation equipment and case management applications in FY03.

Project status and funding history:

Phase 1. Write a migration plan, begin interfacing repository criminal history and fingerprint identification systems and begin network inventory (federally funded; completed in FY00)

Phase 2. Hire a project manager, select a system vendor, interface criminal history and fingerprint identification applications, complete a statewide network inventory (federally funded; to be completed in FY01)

Phase 3. Write detailed design specifications (federally funded, to be completed in FY02)

Phase 4. Replace repository applications (partially funded with federal grants and FY00 general fund match, to be started in FY02 and completed in FY03)

Phase 5. Establish Internetwork Environment (not yet funded, to be started in FY02 and completed in FY03)

Phase 6. Replace law enforcement applications and workstation equipment (not yet funded, to be started in FY03 and completed in FY04)

The original scope of the project has not changed, but has been given more detail with completion of the migration plan.

Describe why the project is needed now and why the project can't wait until next year.

(1) **Alaska must convert to new NCIC standards by July 2002 or lose complete access to NCIC.** The longer we delay will additionally cause the troopers and local law enforcement not to have access to many of the features of the upgraded NCIC system. Police agencies have demanded these new features for many years. Local plans to implement systems that are intended to interface with DPS will not be realized.

(2) **If the project is interrupted for lack of state funds after DPS invests $2.2 million in federal funds to hire a project manager, select a vendor, write system specifications, and start replacing repository applications, the state could be required to return the federal funds.** Federal funds have been awarded contingent upon satisfactory completion of the project, e.g., replacement of repository applications to improve the state's criminal history records.

(3) By the fall of 2001, there will be only one technical support analyst left in Public Safety who was present during the original development and implementation of the present APSIN legacy system. This is the only person who has the continuity and longevity to comprehensively understand the fundamental underpinnings of the system and the reasoning for decisions made regarding the design and maintenance of the system. APSIN is a large, complex application. The pool of potential employees and contracted vendor support is weighted heavily toward experience in modern technologies. Significant risks are assumed if the legacy application is not replaced as the support base for the legacy application is not available. The APSIN system supports criminal justice agencies with annual operating budgets of approximately $500 million. It is critical to the continued support of these agencies that APSIN be rewritten so that a broader base of employees and vendors are available to support this mission critical application in the future. These agencies use APSIN to conduct police investigations, make decisions involving arrests, pre-trial release/bail, prosecution, sentencing, prisoner intake, prisoner classification, licensing, permitting, employment, policy, legislation.