

AGENDA DATE: JUNE 4, 2003

TECHNOLOGY
BUSINESS

To: BOARD OF COUNTY COMMISSIONERS

Department: REGIONAL INFORMATION SYSTEM

Presented by: PAUL WHITE, DIRECTOR

Agenda Item Title: IN THE MATTER OF APPROVING APPLICATION AND ACCEPTANCE OF A \$745,125 GRANT FROM THE 2003 TECHNOLOGY GRANT PROGRAM OF THE U.S. DEPARTMENT OF JUSTICE OFFICE OF COMMUNITY ORIENTED POLICING SERVICES (COPS).

I. PROPOSED MOTION:

MOVE TO APPROVE THE APPLICATION AND ACCEPTANCE OF AN
EARMARKED \$745,125 COPS TECHNOLOGY GRANT OF THE U.S.
DEPARTMENT OF JUSTICE OFFICE OF COMMUNITY ORIENTED POLICING
SERVICES (COPS) TO PARTIALLY FUND A PUBLIC SAFETY INTEGRATED
SUITE OF APPLICATIONS.

II. ISSUE OR PROBLEM:

A. Background

In response to a Lane County United Front request for federal funding assistance for the AIRS Conversion project, the U.S. Department of Justice (DOJ) Office of Community Oriented Policing Services (COPS) earmarked funding in this year's federal appropriation in the amount of \$745,125 for the AIRS Conversion. The grant period for this award is the federal fiscal year 2003, which is October 1, 2002 through September 30, 2003, so it is important that the grant application and acceptance be processed in a timely manner. Attachment B is a copy of the funding request.

The AIRS Conversion project has been in planning stages for several years and has been justified for both this funding request and for funding locally. A brief justification for the project and history of actions leading to the present is found in Attachment C.

The AIRS Consortium, which is Lane County and the cities of Eugene and Springfield, began the AIRS Conversion Project in October, 2000. The project was formalized via an Intergovernmental Agreement between Lane County and the Cities of Eugene and Springfield, approved by the Lane County Board of Commissioners in Board Order 00-09-27-9 on September 27, 2000.

DOJ has provided materials that must be completed as a project proposal for acceptance of the grant funding. The project is required to be a technology project that will relate to increasing the region's crime prevention efforts. The project completion is required to be shown on a one-year timeline.

The AIRS Conversion Project Management Team has chosen the procurement of application and integration software and the final implementation phase of the AIRS Conversion Public Safety Integrated Suite of Applications to be the project that receives this grant's funding assistance. The Public Safety Integrated Suite will achieve the grant's intended outcomes of increased crime prevention. Procurement and implementation phases can use this amount of funding support for allowable expenses and can achieve completion within the grant's prescribed time period. It is a defined part of the AIRS Conversion Project and, thus, complies with the original federal finding request.

Upon completion of the grant project proposal, it must be signed by the County Administrator and the Sheriff, and must be returned to DOJ before grant funding can be made available.

B. Analysis

COPS Technology Grant:

AIRS plans to prepare a project proposal for the earmarked COPS Technology Grant as follows:

- The amount of the grant is \$745,125.
- The proposed project is the Public Safety Integrated Suite of Applications for AIRS.
- Funding will be used to pay vendor expenses for software, equipment, technical services, and training. All of these are allowable COPS grant expenditures.
- The materials will be signed by the Sheriff and the County Administrator.

The Public Safety Integrated Suite of Applications for AIRS will complete the AIRS Conversion Project and will be used by law enforcement and other criminal justice personnel. This meets COPS Grant requirements as a project that supports crime prevention and positively affects agency future crime prevention plans.

The grant proposal will contain required elements:

- A description of existing system/problems.
- A description of the improvement resulting from completing the AIRS Conversion Project through the Public Safety Integrated Suite of Applications.
- Cost detail for funding requested that will identify vendor expenses for software, equipment, technical services, and training.
- A description of anticipated department improvements resulting from this technology project.
- A description of expected increases in agency crime prevention efforts.
- A statement that we are not supplanting state or local funds with this funding.
- Signed forms – Standard 424 Application for Federal Assistance, Certifications, Assurances and a Criminal Intelligence Systems / 28 C.F.R Part 23. (If agencies decide it is needed)

In accordance with the *Agenda Process for Approval of a Grant Application or Acceptance, Chapter 1, Section 2A* of the *Lane County Administrative Procedures Manual*, the following questions are addressed and answered in this analysis section.

1. What is the match requirement, if any, and how is that to be covered for the duration of the grant?

No match funding is required.

2. Will the grant require expenditures for Material and Services or capital not fully paid for by the grant?

Only a portion of the M&S and capital outlay expenses for the AIRS Conversion Project will be paid by the grant. The remaining portion of these expenditures will be paid by the AIRS Consortium (Lane County, City of Eugene, City of Springfield), as agreed by the three agencies and included in the AIRS Conversion Project budget.

3. Will the grant funds be fully expended before County funds need to be spent?

County funds will be expended along with grant funding according to the approved budget and schedule of the AIRS Conversion Project. For expenses permitted to be paid from grant funds, grant funds will be expended before funds supplied by the AIRS Consortium.

4. How will the administrative work of the grant be covered if the grant funds don't cover it?

Quarterly reports are required. RIS and AIRS staff will take responsibility for the work without increase in staff levels.

5. Have grant stakeholders been informed of the grant sunseting policy so there is no misunderstanding when the funding ends? Describe plan for service if funding does not continue.

Grant stakeholders are aware that grant funds can only be used to support the AIRS Conversion Project, not for operational expenses. Operational funding for AIRS is not affected by the grant funding.

6. What accounting, auditing and evaluation obligations are imposed by the grant conditions?

Quarterly reports that itemize spending are required. A closeout report is also required. No evaluation component is required, although the closeout report will include questions on the effectiveness of the program. This project enhances normal public safety operations through improvements of the automated systems used. Successful procurement of the systems will constitute success.

7. How will the department cover the accounting, auditing and evaluation obligations? How are the costs for these obligations covered, regardless whether they are in the department submitting the grant or a support service department? Does the department acknowledge that the county

will need to cover these costs and it is an appropriate cost incurred by support service departments?

Existing RIS/AIRS staff will accomplish the obligations cited, utilizing standard Lane County support service functions. The direct costs of performing this work will be covered within the RIS department budget. Any Lane County indirect charges arising from RIS/AIRS staff use of support service functions will also be covered within the RIS department budget.

8. Are there any restrictions against applying the County full cost indirect charge?

County indirect charges are not a permitted grant expense. Applicable Lane County indirect charges are included within the AIRS Conversion Project budget with funding supplied by the AIRS Consortium as agreed by the three agencies.

9. Are there unique or unusual conditions that trigger additional county work effort, or liability, i.e., maintenance of effort requirements or supplanting prohibitions or indemnity obligations?

No.

10. Grants involving technology issues require Information Services department review and approval prior to submission to the Board to ensure compatibility with existing county systems and development tools.

Noted, and acknowledged by signature.

11. Information Services department sign-off is required for all agenda items requesting funding for new or enhanced computer applications/systems that will interface with existing county systems/infrastructure.

Noted, and acknowledged by signature.

12. If this is a grant funded computer/software applications project,

- a. Who is the project sponsor? Who will assume responsibility for the new system after it is developed?

The AIRS Consortium is sponsoring the project and will assume responsibility for the system.

- b. Who will actually develop the new system/application?

The grant will provide a portion of the funds needed to purchase a commercially available public safety system. Development of the new system/application is the responsibility of the vendor that will supply the system.

- c. What will happen to the software application/system after the grant funding has ended?

The system will be operational and be funded by the AIRS Consortium as the planned replacement for current AIRS mainframe applications.

d. Who will pay for ongoing maintenance and staff costs, if any?

The AIRS Consortium will pay for operational costs of the new system as the planned replacement for current AIRS mainframe applications.

C. Alternatives/Options

1. **Approve the motion** The Board of County Commissioners can approve this motion and authorize the County Administrator to execute all grant documents. The application and acceptance documents will be delivered to DOJ on time and funding will be made available.
2. **Deny the motion** The Board of County Commissioners can deny this motion and prevent Lane County from accepting this earmarked funding on behalf of the AIRS consortium.

D. Recommendation

It is recommended that the Board of County Commissioners approve the motion and accept the DOJ earmarked COPS Technical grant funding for AIRS.

III. IMPLEMENTATION/FOLLOW-UP:

Following approval of this order, the grant paperwork will be delivered to Lane County Legal Counsel for review, and to the Lane County Administrator and the Lane County Sheriff for signatures.

IV. ATTACHMENTS:

- A. Board Order
- B. United Front Funding Request
- C. Justification and History of the AIRS Conversion Project

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

**ORDER NO. 03-6-4-_____ IN THE MATTER OF APPROVING APPLICATION AND
ACCEPTANCE OF A \$745,125 GRANT FROM THE 2003
TECHNOLOGY GRANT PROGRAM OF THE U.S.
DEPARTMENT OF JUSTICE OFFICE OF COMMUNITY
ORIENTED POLICING SERVICES (COPS).**

WHEREAS, the Area Information Records Systems (AIRS) is in the process of converting to newer technology and procuring a Public Safety Integrated Suite of Applications to complete its Criminal Justice Data System; and

WHEREAS, in response to a United Front request for funding to support the AIRS Conversion, the U.S. Department of Justice Office of Community Oriented Policing Services (COPS) has earmarked \$745,125 to the AIRS System in their COPS Technology Grant Program; and

WHEREAS, the AIRS Consortium would use the grant proceeds to partially fund the Public Safety Integrated Suite of Applications, now, therefore, it is hereby:

ORDERED that grant application and acceptance is approved for the earmarked COPS Technology Grant from the U.S. Department of Justice, Office of Community Oriented Policing Services, for the AIRS Public Safety Integrated Suite of Applications in an amount not to exceed \$745,125, on the condition that Lane County Legal Counsel approve any conditions by the U.S. Department of Justice required for acceptance of the grant; and it is further

ORDERED that the County Administrator is hereby delegated authority to execute all grant documents.

DATED this 4TH day of June, 2003

PETER SORENSON, Chair
Board of County Commissioners

APPROVED AS TO FORM

Date _____ Lane County

OFFICE OF LEGAL COUNSEL

United Front Funding Request

Request: Lane County E-AIRS to Fortify Homeland Defense

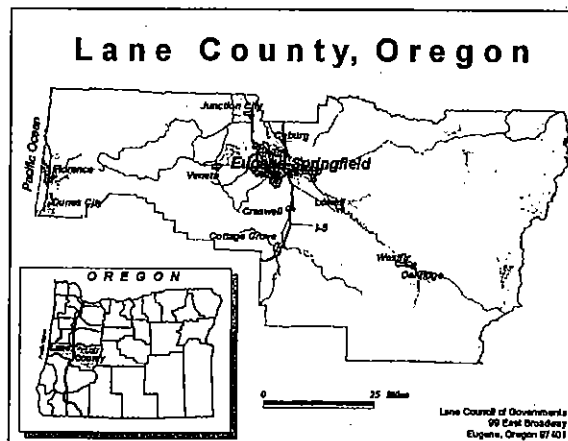
The largest metropolitan area on the West Coast between Portland and San Francisco requests \$ 9 million to develop, procure, install and deploy a state-of-the-art, integrated technology platform to align its first-responder capabilities with the mission of homeland defense during the next 18-24 months. Specifically, Lane County and the Cities of Springfield and Eugene need federal support to convert current technology -- the 36-year-old Area Information Records System (AIRS) -- into Enhanced AIRS (E-AIRS), a vital law enforcement, criminal justice, and emergency service enterprise. E-AIRS is essential for the regional first-responders infrastructure of thirteen law enforcement agencies, thirteen ambulance services, seventy-three fire protection agencies, eight local courts and six 9-1-1 Public Safety Answering Points to form an effective first-line of defense against domestic and foreign terrorism threats, in addition to providing other public safety functions in an effective and sophisticated manner. Components of this technology platform include:

- Computer-aided dispatch/911 for more than 530 personnel in the field;
- Common information system access for dispatchers, field personnel, prosecutors, judges, corrections officials, local court personnel and parole/probation officers
- Hardware/software to consolidate, digitize, and deploy more than 3,583,000 common investigative, background, adjudication, and correction lodgings records
- Wireless communication and computing facilities for all field personnel
- Common geographical information system access for location information for all practitioners. (Enabling pinpoint responses to remote, rural locations that defy conventional addressing methods)

The E-AIRS project will be coming on-line simultaneous to the realignment of jurisdictional protocols, training, deployment patterns, and inter-jurisdictional cooperation and coordination procedures. These changes are designed to focus and improve the ability of first responders to handle domestic terror and homeland defense scenarios. The technological capabilities represented by E-AIRS will ensure that the retooling of the region's first responder capability is more accurate, timely and synchronized than ever before.

Problem

Lane County, Oregon has a population of 313,000 in a geographic area of 4,610 square miles -- roughly the size of Connecticut. Stretching from the summit of the Cascade Mountains to the Pacific Ocean, Lane County is a critical element of the western flank of the United States. More than half our residents live in the county's two largest cities, Eugene and Springfield. The rest live in the other 11 incorporated cities and unincorporated areas scattered along river valleys, many of them isolated in areas with limited services. Interstate 5 bisects the valley, serving as the boundary between Eugene and Springfield. I-5 is the only north-south interstate on the West Coast and is the major drug and migration



route, connecting Mexico, the US, and Canada.

Eugene-Springfield is the second largest metropolitan area in Oregon and the 3rd largest metropolitan area between San Francisco and Seattle, WA. Each year more than 25 million cars, trucks, and assorted vehicles bisect the region while traveling the I-5 corridor. More than 9,000 flights a month originate and terminate at the regional airport. More than 107,000 passengers travel to or through the metro area annually on regional trains, which traverse the county at least six times a day. In addition, an average of 140 (with in-season peaks as high as 700) maritime vessels - including many ocean-going ships - enter the county's Pacific Coast port each week, exposing the region to higher risk of terrorism.

The AIRS region served has thirteen law enforcement agencies, thirteen ambulance agencies, seventy-three fire protection agencies, six 9-1-1 Public Safety Answering Points, and eight local courts providing services within its borders. E-AIRS will be an automated, integrated information system enterprise, which is based on data sharing among these agencies. It will be managed through formal agreement that spans local corrections, justice, law enforcement, fire, and emergency medical service agencies. Begun in 1966, the AIRS system runs software more than twenty years old. Without a change to new technology, the system will cease to support the level of public safety services appropriate to a major west-coast population center that straddles the I-5 corridor.

Solution

In 2000, Lane County and the cities of Springfield and Eugene took the lead in leveraging resources to upgrade this vital system. AIRS now supports law enforcement/records management (LE RMS), computer-aided dispatch/9-1-1 (CAD), local courts, and corrections. AIRS is also the gateway to state and national systems such as the Department of Corrections (DOC) system, Oregon Judicial Information Network (OJIN), Law Enforcement Data System (LEDS), and National Crime Information Center (NCIC). E-AIRS will add remote Field Reporting and Fire/EMS records management.

Like much of the country, we took a fresh look at what we were doing and how we were planning to do it after September 11, 2001. The dynamics of that extraordinary event created a heightened sense of urgency to acquire and deploy the kind of sophisticated technology necessary to track, identify, and analyze subjects of interest. Homeland security and defense truly begins at home, in local communities; particularly when one of those communities is on the western ocean border of our great country. Our borders must be strong. The ability to effectively share critical information using today's technological tools could make the difference in providing rapid, effective protection and response.

After 9/11, we changed the AIRS conversion strategy from a phased system-by-system approach to one that will procure a fully integrated suite of systems. This will ensure comprehensive data sharing immediately upon implementation and will accelerate our overall schedule by several months. Tools to improve our ability to clearly identify individuals, such as biometric technologies, are impossible with the old technology of the current platform. Enhancing wireless capabilities, supporting Fire and EMS partners, and field preparation of electronic police reports have become high priority requirements. We are committed to sharing digital and intelligence information real-time, not only with local agencies but with state and federal agencies.

When complete, the E-AIRS conversion will provide the following:

- Data integration across all agencies to provide the coordination of information needed for effective first response and service delivery.
- Real-time data propagation across all system components of the AIRS enterprise to build comprehensive and consistent information for managing subjects and events.

- Enhanced data collection including electronic police reports and Fire/EMS incident information.
- Real-time access to complete and thorough data for response, identification, and case management. Such access will be available in the field from mobile computing facilities.
- An AIRS enterprise of replacement systems built on platforms that are technologically ready to employ the use of biometric and other enhanced identification tools.
- Collaborative service delivery among enforcement, justice & first response agencies, and practitioners.
- The ability to share data or trigger notifications to state and federal information systems.
- Improved management information capabilities for program or response evaluation.
- More robust reporting facilities.

Work completed on a replacement jail management system and an RFP for an integrated suite of the remaining AIRS systems will become the first building blocks in creating the new E-AIRS enterprise.

Next Steps

The total cost of the conversion project is estimated at \$11M, with \$9M remaining to be raised. The change in strategy with its accelerated schedule will require an accelerated funding commitment. The partnership is prepared to explore and support any opportunity for federal participation, and it is also prepared to use matching funds for this project.

Justification and History of the AIRS Conversion Project

In 1993, a Strategic Plan was adopted, the focus of which was to accomplish a complete transition of the AIRS integrated enterprise to client-server technology. The transition is mainly needed because AIRS technology is obsolete, for reasons including:

- Support personnel with knowledge of or desire to use AIRS mainframe technology are nearly non-existent;
- System modifications, even those that are mandated or relatively minor, cannot easily or practically be made;
- New business enhancements are not possible, requiring user agencies to process large volumes of information manually to complete service delivery, i.e. crime prevention programs, community policing, inmate tracking, etc.;
- Data analysis for program planning and management information is unreasonably difficult to acquire due to severely limited report-writing functionality; and
- Electronic data sharing among public safety partners and with the public is restricted due to the technology used.

The major AIRS modules to be converted are, Computer Aided Dispatch, Mobile Computing, Jail, Law Enforcement, and Courts. A new component needed by the partner agencies is Field Reporting.

AIRS – A Brief History

1966	LC Sheriff's Office begins converting manual police files to automated formats. Lane County together with Eugene, Springfield, Florence and Cottage Grove apply for, and receive, a grant from the Law Enforcement Assistance Administration.
1967	Representatives from area police agencies form AIRS
1967 – 1972	AIRS Law Enforcement system developed and implemented
1993	AIRS Strategic Plan Adopted Major Recommendation: Transition to purchased client/server systems
1994 – 2000	Business Analysis done for each AIRS Component Consultant re-affirmed strategy to convert the AIRS system to purchased systems Mainframe AIRS made Y2K Compliant Funding Solidified for AIRS Conversion to purchased systems on open technology
2000	Executive Steering Committee Formed to Oversee AIRS Conversion Conversion Budget Approved Standing Committees and Project Organization Aggressive Timeline for AIRS Conversion Project

July 2000	Intergovernmental Agreement written
October 2000	Intergovernmental Agreement, Attachment 4, approved by: Lane County Board of Commissioners Eugene City Council Springfield City Council Lane County issues Certificate of Participation bonds for their portion of the project eligible for financing, \$1,631,382 (finance portion of the bonds) Jail and CAD-Mobile-Field/Reporting Projects begin
August 2001	Jail Management System contract executed with Printrak, a Motorola company
August 2002	Jail Management System implemented in Lane County
June 2002	RFP issued for Integrated Suite of Public Safety Applications to include integration of the Offendertrak Jail Management system
March 2003	Motorola/Printrak chosen as winning vendor and contract negotiations commence.
June 2003	Anticipated award of contract to Motorola/Printrak.