

1995-96 SESSION
COMMITTEE HEARING
RECORDS

Committee Name:

Joint Committee on
Finance (JC-Fi)

Sample:

Record of Comm. Proceedings ... RCP

- 05hrAC-EdR_RCP_pt01a
- 05hrAC-EdR_RCP_pt01b
- 05hrAC-EdR_RCP_pt02

➤ Appointments ... Appt

➤ **

➤ Clearinghouse Rules ... CRule

➤ **

➤ Committee Hearings ... CH

➤ **

➤ Committee Reports ... CR

➤ **

➤ Executive Sessions ... ES

➤ **

➤ Hearing Records ... HR

➤ **

➤ Miscellaneous ... Misc

➤ 95hrJC-Fi_Misc_pt62

➤ Record of Comm. Proceedings ... RCP

➤ **

II. Department of Justice -- Andrew Cohn, Executive Assistant

The department requests the creation of 7.0 four-year project FTE SEG positions to redesign the TIME system. Funding for these positions would be provided from the already budgeted funds in the appropriation under s. 20.455(2)(q), Computers for Transaction Information for Management of Enforcement System.

Governor's Recommendation

Deny the request.

JUSTICE

16-0

TIME System -- Agenda Item II

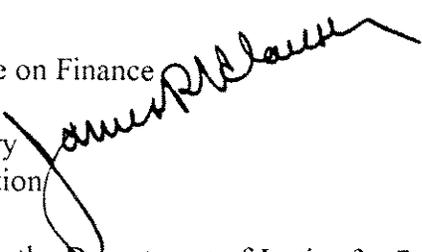
Motion:

Move to allocate \$48,000 SEG for 3.0 SEG positions in 1995-96 and \$267,300 SEG for 5.0 SEG positions in 1996-97 to implement the redesign of the TIME system. In addition, delete \$37,500 PR in 1995-96 and \$107,100 PR in 1996-97 with 2.0 project positions from the TIME system user fees appropriation to reflect the transfer of these positions to SEG funding. Further, \$21,800 remaining in unallotted reserve in 1995-96 would be released for vendor contracts.

Date: April 10, 1996

To: Members, Joint Committee on Finance

From: James R. Klauser, Secretary
Department of Administration



Subject: Section 13.10 request from the Department of Justice for 7.0 project FTE positions to redesign the TIME system.

Request

The Department of Justice requests the creation of 7.0 project (expiring in May and June of the year 2000) FTE SEG positions to redesign the TIME system. Funding for these positions would be provided from the appropriation under s. 20.455(2)(q), *Computers for Transaction Information for Management of Enforcement System*.

Background

The TIME system, developed in 1972, provides law enforcement agencies with telecommunications services and access to criminal justice information, such as wanted status on individuals, stolen status on vehicles, guns and other articles and criminal history records. Prior to 1995 Wisconsin Act 27 (the 1995-97 biennial budget), the Department of Justice (DOJ) was authorized 1.0 management information specialist (MIS) FTE and 1.0 data processing operator to maintain the TIME system. These permanent positions are funded from the PRO appropriation under s. 20.455(2)(h), *Terminal Charges*. The source of funding for this appropriation are the user fees assessed on law enforcement agencies for access to the TIME system.

1995 Wisconsin Act 27 required DOJ and the Department of Administration (DOA) to jointly develop a plan to redesign the TIME system which would convert it to a client/server platform and comply with federal crime information standards (NCIC 2000).

The plan was submitted to the Joint Committee on Finance (JCF) on January 17, 1996. Although DOJ was seeking additional positions to complete this project, DOA indicated in its letter of transmittal to the JCF that the Division of Technology Management within DOA would work with DOJ to "further evaluate the staffing pattern required to successfully implement the redesign work", while also looking "further at the feasibility of outsourcing for redesign services as well as reallocating base positions to meet staff needs". The plan was approved by the JCF on February 17, 1996. In its letter of approval, the JCF indicated that any request for additional positions related to this project must be submitted under s. 13.10.

1995 Wisconsin Act 27 also appropriated \$1,048,500 SEG (appropriated by the Legislature from the Transportation Fund) annually for this project. The plan approved by the JCF authorized DOA to release \$533,200 SEG in FY96 from the TIME system appropriation to enable DOJ to proceed with implementation of the redesign of the TIME system. Of the total appropriated, \$713,700 remains unexpended in FY96. This includes \$69,800 in unallotted reserve, which DOJ is requesting be released to fund the requested positions.

In addition, 1995 Wisconsin Act 27 provided 2.0 project PRO FTE (expiring September 30, 1999) for this project. These positions, funded from the *Terminal Charges* appropriation, are responsible for continued support of the current TIME system and for redesign work and vendor procurement activities related to redesigning the TIME system.

Analysis

Although DOJ already has 2.0 PRO FTE positions within its current base budget authority and indicates that it will be outsourcing certain aspects of the redesign of the TIME system, DOJ is requesting the creation of 7.0 new project positions. These positions would cost \$69,800 in FY96 and \$360,600 in FY97 and would be funded from existing base expenditure authority in the SEG appropriation, *Computers for Transaction Information for Management of Enforcement System*. The positions would be distributed in the following areas:

Systems Development (2.0 FTE MIS): These positions would be responsible for installing new software, user training, and planning, coordinating and implementing connections to new agencies.

Technical Support (2.0 FTE MIS): 1.0 FTE would be responsible for technical support to the current TIME system as well as to the new hardware and software packages as the redesign is implemented. The other 1.0 FTE would develop a disaster recovery plan and security measures for the redesigned TIME system.

Project Management (1.0 program and planning analyst FTE): This position would be responsible for managing programmatic, administrative and policy issues related to the redesigned TIME system, including communicating with customer agencies regarding progress on the redesign project and resolving implementation issues.

Funding Conversion (2.0 FTE MIS): These would not be new positions, but would replace the 2.0 PRO project MIS positions already authorized in the *Terminal Charges* appropriation. DOJ is requesting this funding switch because it feels the SEG appropriation "is better able to cover these costs, and is appropriate for this purpose".

DOJ indicates that existing staff cannot be reallocated to the redesign of the TIME system because these resources are needed to maintain other law enforcement systems, such as the criminal history database, handgun hotline, criminal background checks and department-wide helpdesk functions.

In accordance with Secretary Klausner's letter to the JCF, the DOA Division of Technology Management (DTM) has evaluated the staffing needs of the redesign of the TIME system and has recommended that additional state staff not be provided for this purpose. While it is clear that many additional hours will be spent on the redesign of the TIME system, DTM concludes that outsourcing this work is the most cost-effective method for completing this project.

According to the DTM, MIS positions are difficult to recruit for and retain because the private sector is also pursuing these positions and offers very generous compensation (DOJ recently lost an MIS position to the private sector). Recruiting on a project basis, such as for the redesign of the TIME system, is even more difficult because project positions do not offer a secure, permanent position (DOJ had not yet filled, until late in March 1996, the two project MIS positions provided in 1995 Wisconsin Act 27 and authorized October 1, 1995). Delays in recruiting, as well as re-recruiting and training due to turnover can delay a project and disrupt its continuity, thereby jeopardizing its successful completion.

DTM concludes that outsourcing the staff needs of such a project mitigates these problems. Although the cost per hour is higher for outsourced staff (\$40-\$45 per hour) than for state staff (approximately \$22 per hour including fringe benefits), other factors must be included in the equation. This includes delays in the project due to staffing problems, which result in higher maintenance costs of the current TIME system (because the redesigned system may not be completed on schedule) and the risk of not having a viable disaster recovery plan in place. In addition, while for budgeting purposes it is assumed that one FTE is equivalent to 2,080 hours, training, vacation and other paid leave reduce the number of hours that an employe is actually on the job to 1,880. With outsourced staff, when the state pays for 2,080 hours, it receives 2,080 hours of service and avoids the problems of recruitment, retention and training. Outsourced staff also have more experience and technical expertise that is necessary for this project.

Recommendation

Deny the request.



STATE OF WISCONSIN
DEPARTMENT OF JUSTICE

II

JAMES E. DOYLE
ATTORNEY GENERAL

Burneatta L. Bridge
Deputy Attorney General

123 West Washington Avenue
P.O. Box 7857
Madison, WI 53707-7857

March 18, 1996

The Honorable Timothy Weeden
Co-Chair, Joint Finance Committee
119 Martin Luther King, Jr. Blvd., Room LL1
Madison, Wisconsin 53702

The Honorable Ben Brancel
Co-Chair, Joint Finance Committee
107 South, State Capitol
Madison, Wisconsin 53702

Dear Senator Weeden and Representative Brancel:

The Department of Justice requests seven SEG-funded project positions to redesign the TIME System. Five of these would be new positions, and two would replace PR positions authorized in 1995 Wisconsin Act 27. Funding for these positions would require \$69,800 SEG in '96 and \$360,600 SEG in '97, already appropriated under sec. 20.455(2)(q), to be transferred from unallotted reserve.

These positions are a key part of our plan to redesign the TIME System, which is the state's critical law enforcement database. Committee approval is requested under sec. 13.101 (2), Stats.

Background

1995 Wisconsin Act 27 required the Department of Justice and the Department of Administration to jointly develop a plan to enhance the TIME System, to convert it to a client/server system, and to meet federal crime information standards. In response, TIME-2000: Planning for the Future was completed on December 28, 1995, and submitted to the Joint Finance Committee on January 17, 1996.

The plan described needed resources, including new staff. The Committee approved the plan, effective February 15, 1996. That approval included the transfer of \$533,200 SEG from unallotted reserve, to begin implementation of TIME-2000, but did not include new positions. As indicated in a letter dated February 9, 1996, from Senator Weeden and Representative Brancel to Attorney General Doyle, "any request for additional staff would require action by the Committee at a meeting under s. 13.10 of the statutes."

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This request is submitted to secure position approval, and the transfer of related SEG funds from unallotted reserve, for both '96 and '97. We believe that the Committee's February, 1996 approval of TIME-2000 already authorizes the transfer from unallotted reserve of all funds which are not related to personnel costs, for both '96 and '97.

Analysis

As noted in the TIME-2000 plan, "the migration from the mainframe platform to a client/server environment is not a simple task. The Department of Justice will need significant resources, both equipment and people, to complete this project."

The need for five new positions was discussed, as "part of the mix which will include outsourcing various aspects of design and programming and perhaps the purchase of segments of the system." TIME-2000 discussed the need for two applications development staff, two technical staff, and a position for the Crime Information Bureau. The plan also identified the need to shift the cost of two project positions, from the TIME System user fees appropriation to the TIME-related SEG appropriation.

Unfortunately, Secretary Klauser's transmittal letter of January 17, 1996 included the statement that "it is not clear that additional state staff are required to meet the objectives of the redesign." The letter also indicated that DOA staff would further evaluate the required staffing pattern, and would look "at the feasibility of outsourcing for redesign services as well as reallocating base positions to meet staff needs." We are submitting this request because we are convinced that there are no feasible alternatives, and that we must be provided the resources needed to continue making progress on this very complex project.

Justification

We have carefully considered staffing options and alternatives, both as we developed TIME-2000 and subsequent to submitting the plan. We are confident in our original position that this project requires additional staff resources if it is to be brought to a successful conclusion.

Since the plan was completed in December 1995, the working group has continued to meet. We have worked with our law enforcement customers to identify the requirements for the new system. The relative merits of building versus buying a system have been studied. And, we have identified the major components of the TIME System as relating to the front end processor, a message switch, and database interfaces. We are developing a Request for Proposal, seeking a vendor-provided "package" solution for the

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front end processor and message switch components. We intend to build the database interfaces component "in-house."

We are requesting staff resources in the form of project positions. Two SEG positions would be created to replace two existing PR positions. Five new positions would be created--two for systems development, two for technical, and one for program implementation activities. Their duties are described in the following paragraphs.

1. Systems Development--Even though we may be able to purchase a part of the new system, there is still a significant amount of development work to be done. A PR position in our base, funded with TIME user fees, is responsible for continued support of the current system. The PR-funded position authorized in Act 27 is responsible for design work and vendor procurement activities, and will work with the vendor on deliverables and timelines.

Specific responsibilities of the two new positions we are requesting for systems development would include: (1) converting current transactions to the new data base interfaces on new platforms; (2) re-engineering some of the processes involved; (3) planning, coordinating and implementing connections to new agencies, and accommodating changes associated with Badgernet; (4) designing interfaces that will allow sharing of image information from sources that are using different standards; (5) helping to plan and implement disaster recovery; (6) user training; (7) assisting in project and contract management; and (8) working with the contractor to install and test purchased software. Two Management Information Specialist positions are requested, to be authorized effective June 1, 1996.

If these two new positions are approved, there will be an applications design team of four staff. This is certainly a modest team size considering the criticality and complexity of the TIME System.

Existing development resources which are not already supporting the current TIME System, are not available for TIME-2000 work because of the needs of our other law enforcement systems and users, which include: (1) criminal history database; (2) handgun hotline; (3) criminal background checks; (4) law enforcement training; (5) tracking evidence in the state crime laboratories; (6) recording arrest and court disposition information; and (7) helpdesk functions.

It is important to note that the TIME-2000 project, as significant and complex as it is, is not the only major system undergoing change. At the same time we are doing TIME-2000, we are also redesigning the criminal history database and the criminal

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background check system. We cannot reallocate resources from supporting these other systems or design efforts.

2. Technical--Our Technical Section supports all the computer systems in the Department, which covers a diversity of platforms and applications. We will need to maintain the current TIME System throughout the transition to a new system, until TIME and all related components are migrated from the current UNISYS platform to the new platform. Successfully accomplishing this goal requires two Management Information Specialist positions, effective July 1, 1996--one for platform support, and one for disaster recovery and security.

One position is needed to support the additional servers to be installed for TIME-2000, its message switch, and other hardware and peripherals. The person filling this position will require knowledge of the hardware to be installed, Unix, Networking, and various software packages that may be used for design, monitoring, and other tasks. We currently have one staff member supporting all the various platforms now in place in the Department. Under these circumstances, there are no positions that could be allocated to support the TIME-2000 project without affecting all other departmental systems.

One position is needed to design and implement security for the system and develop a disaster recovery plan for TIME-2000. Responsibilities would include ongoing technical maintenance, backup and recovery of the system, developing a disaster recovery plan, and meeting all security needs. Security issues need to be addressed in the UNISYS, Local Area Network, Wide Area Network, and client server areas. We have no resources available to reallocate to these critical functions.

The PR-funded position received in Act 27 will be responsible for the telecommunications aspects of TIME-2000, and dealing with the Consolidated Data Network and Badgernet.

3. Project Management--A position is needed in the Crime Information Bureau, to manage programmatic, administrative and policy issues relating to the TIME-2000 project. A Program and Planning Analyst position is requested, effective June 1, 1996.

This position would be the key contact and liaison between CIB and the information technology staff in the Bureau of Computing Services. Within CIB, this position would coordinate the TIME-2000 activities of several functions, including the Training Section, the TIME System Agency Coordinator, and TIME billing. This position would: (1) develop the specifications and documentation for the system; (2) research policy issues; (3) resolve implementation questions; (4) plan project work activities; and (5) develop plans for testing the system, and direct the testing. This

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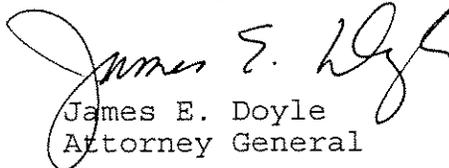
position would also keep customer agencies informed regarding TIME-2000 progress, and involved in resolving implementation issues. CIB has no position which could be made available for these activities, particularly given the other, highly complex projects currently underway in this bureau.

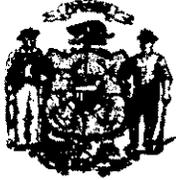
4. Funding Switch--As identified in Time-2000, we prefer that the two PR positions which were created in Act 27 for TIME System redesign be replaced by two SEG-funded positions. Compared to the TIME System user fees appropriation, the SEG appropriation under sec. 20.455(2)(g) is better able to cover these costs, and is appropriate for this purpose.

Summary

The TIME System is an essential law enforcement tool and one of the state's most critical computer applications. The need to redesign the system was clearly acknowledged in the 1995-97 budget process, as reflected in Act 27. A plan to guide this redesign project has been approved by the Joint Finance Committee. As indicated in the February 9, 1996 letter approving the plan, we are now requesting approval for the additional staff resources which are critical to the success of this major undertaking, as well as the transfer from unallotted reserve, of SEG funding already appropriated.

Sincerely,


James E. Doyle
Attorney General



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873

15-0

April 16, 1996

TO: Members
Joint Committee on Finance

FROM: Bob Lang, Director

SUBJECT: Development, Tourism -- Section 13.10 Request for Appropriation Adjustments --
Agenda Item III

The Department of Development (DOD) and the Department of Tourism (Tourism) request adjustments to each department's appropriations in 1995-96 as follows: (a) decrease the DOD appropriation under s. 20.143(2)(a) by \$40,000 GPR and correspondingly increase the Tourism appropriation under s. 20.380(1)(a); (b) decrease the DOD appropriation under s. 20.143(2)(b) by \$895,200 GPR and correspondingly increase the Tourism appropriation under s. 20.380(1)(b); and (c) decrease the DOD appropriation under s. 20.143(2)(bm) by \$3,400 GPR and correspondingly increase the Tourism appropriation under s. 20.380(1)(bm).

BACKGROUND

The Department of Tourism was created on January 1, 1996, by 1995 Wisconsin Act 27 (the 1995-97 budget). The Department performs the same functions as the former Division of Tourism in DOD and has assumed some responsibilities relating to parks and recreation promotion from the Department of Natural Resources. The State Fair Park Board is attached to Tourism for administrative purposes and the Department performs administrative duties for the Kickapoo Valley Governing Board and the Arts Board.

To create the Department of Tourism, Act 27 transferred \$5,166,300 GPR and \$2,100 PR in 1995-96 and \$10,380,000 GPR and \$4,200 PR in 1996-97 with 36.5 GPR positions from DOD to Tourism. In addition, the Act provided \$160,000 PR in 1995-96 and \$320,000 PR in 1996-97 and 5.0 PR positions to establish a market clearinghouse in the Department. Act 27 also

transferred funding and staff from the Department of Natural Resources and the UW-Extension and the Kickapoo Valley Governing Board (from DOA) to Tourism.

In December, 1995, the Joint Committee on Finance, acting under s. 13.10 of the statutes, approved DOD's request to: (a) decrease DOD's administrative services appropriation by \$62,600 GPR in 1995-96 and \$125,000 GPR in 1996-97 and correspondingly increase Tourism's general program operations appropriation; and (b) decrease DOD's heritage tourism appropriation by \$10,100 GPR in 1995-96 and correspondingly increase Tourism's heritage tourism appropriation. The transfer provided funding for administrative costs and aligned funding with expected expenditures in the second half of 1995-96.

As a result of the Act 27 provisions and the s. 13.10 transfers, total funding for the Department of Tourism is \$5,785,300 GPR, \$162,100 PR and \$120,900 SEG in 1995-96 and \$11,597,400 GPR, \$324,200 PR and \$241,800 SEG in 1996-97 with 58.0 GPR positions, 5.0 PR positions and 3.0 SEG positions.

ANALYSIS

Act 27 provided Tourism with approximately one-half of the amount of each DOD appropriation that was used to fund the Division of Tourism for fiscal year 1995-96. This reflected the transfer of the Division to the newly-created Department of Tourism on January 1, 1996. Because DOD expenditures for certain tourism-related activities during the first half of 1995-96 were less than amounts appropriated, there are uncommitted balances remaining in DOD appropriations for the Division of Tourism. In general, the balances remain because certain activities require a higher level of funding in the second half of fiscal year 1995-96 than was the case in the first half of the year.

The uncommitted balances remaining in DOD are as follows: (a) \$40,000 GPR in tourism general program operations; (b) \$895,200 GPR in tourism marketing; and (c) \$3,400 GPR in heritage tourism.

Tourism General Program Operations. The \$40,000 GPR that remains in the DOD tourism general program operations appropriation would be transferred to Tourism and used to fund operational costs and rent for Wisconsin travel information centers. Tourism operates eleven tourist information centers which are intended to offer a convenient source of information concerning tourism in Wisconsin. The funds would be used to cover increased rental costs and for costs related to additional hours of operation during the spring and summer.

Tourism Marketing. Tourism manages the state's seasonal tourism marketing campaigns that utilize television, radio, print and other forms of advertising to encourage vacationing in Wisconsin. The Department also produces informational publications that are sent to respondents to advertisements and distributed at information centers. The Department maintains a slide and videotape library of Wisconsin and provides information through press releases, interviews and

public service announcements. The Department's advertising campaign for the spring and summer typically begins in February, hits its peak in spring, and continues at a reduced level through summer. The \$895,200 GPR in DOD's tourism marketing appropriation would be transferred to Tourism to provide funding for the Department's spring and summer marketing campaign.

Heritage Tourism Program. The heritage tourism program is intended to promote tourism that has as its primary objective the enjoyment of historic and prehistoric resources. The program is designed to: (a) increase the awareness of, and visits to certain sites and areas with historic or cultural value and; (b) preserve these historically and culturally valuable sites and areas. DOD is authorized to designate two areas in the state to participate in the program and to make grants to selected areas if certain conditions are met. DOD and Tourism have requested the transfer of \$3,400 from DOD's heritage tourism appropriation to Tourism to provide funding for the annual heritage tourism conference and to provide assistance to heritage tourism projects.

CONCLUSION

Since the functions of the Division of Tourism were entirely transferred to the Department of Tourism on January 1, 1996, and the funding transfers in 1995-96 will cover the costs of tourism-related activities performed by Tourism, the Committee may wish to approve the request to: (a) decrease s. 20.143(2)(a) by \$40,000 GPR and correspondingly increase s. 20.380(1)(a); (b) decrease s. 20.143(2)(b) by \$895,200 GPR and correspondingly increase s. 20.380(1)(b); and (c) decrease 20.143(2)(bm) by \$3,400 GPR in 1995-96 and correspondingly increase s. 20.380(1)(bm).

Prepared by: Ron Shanovich

DOA has
difference of
\$100