



Legislative Fiscal Bureau

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Joint Committee on Finance

Paper #498

TIME System Upgrade (Justice)

Base Agency

CURRENT LAW

The Transaction Information for the Management of Enforcement (TIME) System provides Wisconsin law enforcement agencies with access to information on state and national wanted, missing and unidentified persons; state and national criminal history record information; stolen motor vehicle records; driver and vehicle registration data; and identifiable stolen property listings. The Department of Justice (DOJ) operates the TIME System and is authorized to assess fees to law enforcement agencies related to the operation of the system.

The TIME System's 2006-07 budget includes \$2,664,500 PR and 6.0 PR positions, funded from TIME System user fees for the Crime Information Bureau to administer the system. The TIME System's 2006-07 budget also includes \$1,018,600 PR and 3.0 PR positions, funded from the penalty surcharge, for the Division of Management Services' Computing Services Bureau to provide information technology services for the system.

Under current law, whenever a court imposes a fine or forfeiture for most violations of state law or municipal or county ordinance, the court also imposes a penalty surcharge of 26% of the total fine or forfeiture. A portion of the surcharge supports the TIME System.

GOVERNOR

Maintain base funding levels.

DISCUSSION POINTS

1. The TIME System provides law enforcement agencies across the state access to a variety of law enforcement-related databases. The relevant data is provided by the TIME System through its access to: (a) DOJ's criminal history, stolen property, wanted persons and protection orders databases; (b) the Department of Corrections' sex offender registry and probation and parole files; (c) Department of Transportation driver and vehicle registration files; (d) selected Department of Natural Resources files; (e) the federal National Crime Information Center database; and (f) the National Law Enforcement Telecommunication System, which provides access to out-of-state and Canadian data on criminal history, vehicle registration and driver files.

2. The TIME System consists of 8,576 terminals located in 600 local, state and federal law enforcement agencies in Wisconsin. Approximately 5,000 of these terminals are mobile units that provide information directly to the patrol officer. On an average day, the TIME System processes approximately 263,400 transactions. The current TIME 2000 System became operational in March of 1999.

3. In addition to other base level resources, under its 2005-07 agency budget request DOJ requested \$985,000 PR in 2005-06, funded from TIME System user fees, to provide funding for the first phase of development to upgrade and convert the system to one that can be accessed over the Internet by authorized users. This system is known as e-TIME. The Department indicates that e-TIME will permit hundreds of law enforcement agencies across the state to access the TIME System who cannot afford to access the TIME 2000 System.

4. Under the 2005-07 biennial budget bill, the administration recommended that the Legislature provide \$112,500 PR in 2005-06, and \$225,100 PR in 2006-07, to fund this first phase of development work under a six-year master lease agreement for hardware, software, and development costs. The administration recommended that the remaining \$647,400 PR in available TIME System user fees be transferred to the handgun purchaser record check appropriation account to offset a portion of the deficit in that appropriation. Under 2005 Act 25, the Legislature deleted the transfer of TIME System user fees and provided \$985,000 PR in expenditure authority in 2005-06, to fund development work for the TIME System.

5. Utilizing this funding, the Department has: (a) developed the information technology infrastructure to permit the new e-TIME System to communicate with local law enforcement systems over the Internet (server-to-server connectivity); (b) replaced the DOJ "hotfiles" database containing stolen property, wanted persons and protection orders information; and (c) developed the message retrieval system which records every transaction completed with the e-TIME System to permit DOJ to investigate cases of system misuse. Local law enforcement agencies already have the ability to access e-TIME through the use of a web browser. As the development of e-TIME has been partially completed to date, DOJ continues to utilize both the TIME 2000 System and the partially completed e-TIME System to provide the needed state, federal, and international law-enforcement related information to state and local law enforcement.

6. Under its 2007-09 agency budget request, DOJ requested \$510,000 GPR in 2007-08, and \$575,000 GPR in 2008-09, to permit it to proceed with the last phase of TIME System development. In its agency budget request, the Department also identified that it would utilize \$880,000 PR in base resources during the 2007-09 biennium to advance this last phase of development. The administration deleted this request for funding and recommended that DOJ utilize available PR funding to enter into a master lease arrangement to fund the next phase of development.

7. If the Legislature approves the last phase of development, Department staff anticipates that this phase will be substantially complete by the end of the 2007-09 biennium. This final stage of development involves: (a) linking the "hotfiles" and criminal history databases with the Department's database of digital mugshot photos to permit mugshot photographs to be displayed on e-TIME record responses; (b) interfacing the e-TIME System with the federal criminal history record database; (c) developing a partial license plate search functionality to assist law enforcement in the identification of specific motor vehicles; (d) permitting local law enforcement to add to, modify, or delete information from e-TIME databases that are populated with data provided by local law enforcement (such as the stolen property database); (e) developing improved individual authentication/security features to limit access to e-TIME to authorized individuals; (f) developing a "filter" program to permit local law enforcement systems that have developed interfaces with TIME 2000, but have not yet upgraded their interfaces to connect with e-TIME, to maintain access to the TIME System; and (g) completing programming on the entire set of TIME System transactions.

8. The Department has identified a need for \$1,965,000 in funding to complete the last stage of e-TIME development during 2007-09. Over the biennium, this funding need includes: (a) \$880,000 to retain three contractors for web-based development, identity management planning and implementation, and technical support; (b) \$695,000 in hardware costs; (c) \$280,000 in specialized services including identity management, intrusion prevention, and training; and (d) \$110,000 in software and licensing costs. Of this funding need, the Department has identified \$880,000 PR in base resources available for this purpose, leaving an unfunded need for \$1,085,000 (\$510,000 in 2007-08, and \$575,000 in 2008-09). If DOJ were to adopt the recommendations of the administration, it would utilize its base resources to enter into a master lease to receive \$1,965,000 in funding to complete e-TIME during the upcoming biennium.

9. At a 6% interest rate, DOJ could enter into a six-year master lease that would provide \$1,965,000 in funding for development costs during 2007-09, with semi-annual master lease payments of \$197,400 that could be covered with identified base resources for the project during 2007-09. Under this alternative, DOJ would pay \$403,900 in interest costs over the six-year life of the master lease.

10. As DOJ has sufficient base resources to enter into such a master lease, the Committee could consider adopting the administration's recommendation to have DOJ pursue a master lease to complete project development utilizing base resources. This approach would both permit project development to proceed, and permit the state to forego providing \$1,085,000 GPR for project development over the course of the biennium.

11. The Attorney General, however, has raised a number of concerns, including: (a) whether the Department would be able to continue to identify base resources to make these master lease payments over the life of the lease; (b) the appropriateness of utilizing master leases for short-term information technology projects (DOJ anticipates substantially completing system development during 2007-09); and (c) adding expense to project development as a result of the required interest payments (estimated to equal \$403,900 over the life of the lease). If the Committee shares these concerns, the Committee could consider providing \$510,000 GPR in 2007-08, and \$575,000 GPR in 2008-09, to permit development to proceed without utilizing a master lease.

12. Alternatively, in addressing the concerns raised by the Attorney General, the Committee could: (a) permit DOJ to utilize identified base PR resources of \$880,000 over the biennium to pay for development costs; and (b) provide GPR funding to the Department to permit DOJ to enter into a three-year master lease to provide the remaining \$1,085,000 in funding needed for development costs during 2007-09. At a 6% interest rate, DOJ could enter into a three-year master lease that would provide \$1,085,000 in funding for development costs during 2007-09, with semi-annual master lease payments of \$200,300. Under this alternative, interest costs over the three-year life of the master lease would equal \$116,700.

13. The Committee could also consider permitting DOJ to utilize base resources in 2007-09 to continue system development, but provide one-year of GPR funding in 2008-09 to the Department to permit DOJ to enter into a three-year master lease to provide the remaining \$1,085,000 in funding needed for development costs. Under this alternative, one year of master lease payments would be made during 2007-09, with the remaining payments made during the two years of the 2009-11 biennium.

ALTERNATIVES TO BASE

1. Provide \$510,000 GPR in 2007-08, and \$575,000 GPR in 2008-09, to the Administrative Services' general program operations appropriation to fund the upgrade and conversion of the Transaction Information for the Management of Enforcement (TIME) System.

ALT 1	Change to Bill Funding	Change to Base Funding
GPR	\$1,085,000	\$1,085,000

2. Provide \$400,600 GPR annually to permit the Department of Justice to enter into a three-year master lease agreement estimated to provide \$1,085,000 in funding for TIME System development costs during 2007-09.

ALT 2	Change to Bill Funding	Change to Base Funding
GPR	\$801,200	\$801,200

3. Provide \$400,600 GPR in 2008-09, to permit the Department of Justice to enter into a three-year master lease agreement estimated to provide \$1,085,000 in funding for TIME System development costs.

ALT 3	Change to Bill Funding	Change to Base Funding
GPR	\$400,600	\$400,600

4. Maintain current law.

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