



NATIONAL CENTER FOR STATE COURTS

and

20th JUDICIAL CIRCUIT OF FLORIDA

Lee County Justice Center

1700 Monroe Street

Fort Myers, Florida 33901

Request for Information

Date of Issue: March 18, 2008

Response Due Date: April 8, 2008

**CJIS REPLACEMENT AND PERFORMANCE
DASHBOARD DEVELOPMENT**

**THE 20TH JUDICIAL CIRCUIT OF FLORIDA IS SEEKING A
VENDOR TO ASSIST WITH THE REPLACEMENT OF ITS
CURRENT CRIMINAL JUSTICE INFORMATION SYSTEM (CJIS)
AND DEVELOPMENT OF A PERFORMANCE DASHBOARD.**

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SECTION ONE - INTRODUCTION AND INSTRUCTIONS

1.01 Purpose and Goals of the RFI

The National Center for State Courts (NCSC) is issuing this Request for Information (RFI) on behalf of the 20th Judicial Circuit of Florida (20th Circuit). This RFI seeks responses for replacement of the current CJIS system, along with estimated costs for hardware, software, and other services, including integration with other systems that exist in partner agencies, data conversion, electronic document management, and the development of a performance measurement dashboard.

The 20th Circuit is seeking to identify vendors (and their products and services) that can assist with this complex and difficult project, and to establish cost estimates to assist in securing funding. Assuming the availability of funding, a Request for Proposals (RFP) will follow this RFI. The current goal is to select a vendor for the project by the end of May 2008, but the RFP process likely will not begin by then. The NCSC and the 20th Circuit encourage vendors to respond and to ask for clarification, as needed.

The current CJIS system supports operations in the State Attorney, Public Defender, and Court Administration offices in the 20th Judicial Circuit of Florida, which includes Charlotte, Collier, Hendry, Glades, and Lee counties. The current system contains multiple interfaces with county clerks, sheriffs, and law enforcement organizations, as well as significant reporting and access functions with state agencies. Expansion and improvement of these interfaces is an important goal of the project.

Justice system officials in the 20th Circuit have developed specific, system-wide performance measures. It is anticipated that the new CJIS system will include a performance dashboard that allows monitoring, analyzing, and managing of the identified performance measures at a strategic, tactical, and operational level. Some of the information needed to support these measures must be obtained from systems in partner agencies, through the interfaces previously mentioned. The performance dashboard ultimately must accommodate a wide range of data sources in systems that not only track case management but also financial transactions, human resource information, and court user engagement and satisfaction. Envisioned is not just a set of screens populated with graphics pulled from query and reporting techniques in automated case management systems, but a full-fledged performance measurement management system designed to help the 20th Circuit optimize performance and the attainment of strategic objectives.

While the current CJIS system has performed admirably, changes in justice system operations have created a need for functionality that cannot be accommodated by the existing technology platform and application architecture. As a result, numerous separate systems have been developed in an attempt to support the functions that ought to be a part of CJIS. The complexity of moving data between these applications has created effective limits to the ability of the 20th Circuit to respond to automation needs of business operations and to monitor, analyze, and manage its performance in case processing and other important areas.

The 20th Circuit is currently engaged in an extensive process of documenting and improving shared business processes, identifying functional requirements, documenting information exchange, and defining performance measures and data needs for the future. As these processes are concluded, an information technology strategic plan will

be created for the 20th Circuit, prior to the release of the RFP for the replacement of CJIS.

A key element of this strategy for the future will be electronic document management. Many justice agencies in the 20th Circuit already have implemented electronic document management systems, and the new CJIS system must provide the ability to manage electronic documents for the three primary stakeholder organizations, as well as to interface and share e-documents with these other systems with minimal effort and redundancy.

The 20TH Circuit is open to any and all ideas from the vendor community about how to best meet its goal to replace the CJIS system and to build a performance measurement dashboard. The 20th Circuit and the NCSC recognize that the replacement of the current CJIS system and the building of a performance dashboard could be distinct projects. The intent of combining them into one RFI is to encourage partnerships and single-company responsibility.

1.02 Pre-Response Discussion

The main contact point to communicate about this RFI is:

Lawrence P. Webster, NCSC Project Director
National Center for State Courts
303-308-4320 (direct line)
801-510-2600 (mobile)
303-308-4386 (fax)
lwebster@ncsc.org

Pre-response discussion will be available by telephone or via e-mail correspondence (e-mail is preferred). Vendors may submit questions through March 28, 2008, and they will be answered individually as quickly as possible. In order to assure that interested parties have the same information, copies of all questions that are received, and responses to those questions, will be provided by blind copy (bcc:) e-mail on or before April 3, 2008 to all interested parties who register by e-mail to receive this information.

Vendors also may contact the 20th Circuit at:

Joseph Friess, CJIS Director
Lee County Justice Center
1700 Monroe Street
Fort Myers, Florida 33901
Telephone: (239) 533-9108
Fax: (239) 485-2900
jfriess@ca.cjis20.org

1.03 RFI Schedule of Events

The RFI schedule is as follows:

- RFI Issued: Tuesday, March 18, 2008
- Deadline for receipt of questions related to the RFI: Wednesday, March 28, 2008
- Responses to all questions from vendors will be provided as quickly as possible, but no later than: Thursday, April 3, 2008

- RFI responses due by: 5:00 P.M. EDT Tuesday, April 8, 2008 to the NCSC project director.

1.04 Submission of Responses

Vendors must submit one copy of their response by e-mail in Microsoft Word to the NCSC project director. Responses will not be read publicly at the opening.

1.05 Disclosure of Response Contents

All responses and other material submitted become the property of the 20th Circuit and may be returned only at the 20th Circuit's option.

Vendors may make a written request that trade secrets and other proprietary data contained in responses be held confidential. Material considered confidential by the vendor must be clearly identified, and the vendor must include a brief statement that sets out the reasons for confidentiality.

1.06 Electronic Posting of RFI

The RFI will be posted on the following website: www.ca.cjis20.org. Vendors are encouraged to check that website periodically for news and updates related to this RFI.

SECTION TWO - BACKGROUND INFORMATION

2.01 System Origin

The 20th Judicial Circuit Court of Florida includes Charlotte, Collier, Glades, Hendry, and Lee counties. The CJIS system currently in use was developed jointly by the State Attorney, Public Defender, and Court Administration. The 20th Circuit's justice system partners in each county include a board of county commissioners, a county clerk's office, a sheriff's department, and municipal police departments.

20 th Judicial Circuit of Florida Users by County				
	State Attorney	Public Defender	Court Administration	Outside Agencies
Charlotte County	45	23	102	0
Collier County	91	37	4	4
Glades County	2	10	0	0
Hendry County	21	10	1	0
Lee County	195	83	102	25
Total	354	155	117	29

The 20th Circuit is improving existing business processes, automated case management systems, and other technology, but has reached operational performance limits that are unlikely to be surpassed without serious retooling, beginning with the deployment of a new, high-quality, consolidated CJIS case management system that incorporates performance measurement and management in a business intelligence environment. The 20th Circuit is developing a comprehensive plan to upgrade its technical architecture, to consolidate its disparate case management applications, and to integrate its case management software with all of the varied applications maintained by its justice system partners. It has designed the business architecture of a performance dashboard and desires IT systems, including the technology of a performance dashboard, that can adapt quickly, easily, and economically to support rapidly changing business needs.

2.02 CJIS Application

CJIS is a custom case management application developed in 1998 – 2001 for the 20th Circuit by Calberg Technologies, located in Missouri. It supports the work of Court Administration's pretrial services and domestic violence units, the State Attorney, and the Public Defender, including over 1,300 documents that can be generated with system data. It also provides information to local law enforcement and private attorneys through the CJIS web site.

CJIS is written in Visual Basic 6.0, with an Oracle 10g database. While it is integrated with operations in the 20th Circuit, it has numerous flaws and shortcomings. Some of the key problems were reported in a system assessment completed approximately one year ago:

- Events are coded and esoteric
- Document generation is too slow
- Address information is inadequate
- Person ID management problems exist, including the inability to merge (and unmerge) duplicate IDs
- System does not mirror business processes for assigning public defenders
- There is no history of public defender appointments
- Many things that should be table-driven are hard coded
- No history of relationships—some shared, some private
- Need public case notes, the system only provides private notes now
- Custom queries must be improved – users cannot drill down or feed queries into a report
- Probation system is under construction (Odyssey is complete)
- Cannot do batch reassignment of probation cases
- Notes are used to store information that should be in structured data fields
- System was not designed to support sentencing score sheets
- System does not yet support pretrial supervision
- Cannot store multiple vacations for police officers
- Cannot link cases in CJIS
- Judges do not have confidence in the assignment system
- Statistical reports are not accurate
- Risk assessment – should be able to modify a document before printing it
- Does not deal with probation violations and out-of-county warrants very well
- Dealing with arrests covering multiple cases is problematic
- Case consolidation and severance are problematic

Justice system officials have recognized the need to replace CJIS with a new application that overcomes these deficiencies and that integrates more easily with other applications operated at the county and state levels.

2.03 Other Applications

A number of other applications have been developed or purchased to support the work of the 20th Circuit. Foremost among these are the Universal Booking Sheet (UBS) and the E-First Appearance System.

The Universal Booking Sheet was implemented in January 2003, and performs a number of functions in Lee County. It serves as an automated records management system for a number of smaller law enforcement agencies. It also acts as a broker in

interacting with the sheriff's Frontline records management system and CJMS jail management system, delivering booking information to CJIS for pretrial screening and first appearance. It fills an important role in eliminating a significant amount of redundant data entry in the 20th Circuit. UBS was created and is maintained by VisionTEK.

Staff of the 20th Circuit has developed a web-based system to assist in preparing for and completing first appearance hearings each day. This system draws data from several systems and produces a number of useful tools to support this business process. Staff also is developing an E-Subpoena system for managing police officers' court appearances.

Numerous other applications are in use in the Twentieth Circuit. Most of these are used by a small number of individuals and have little impact on the overall operation, except as they create unique infrastructure requirements. They support diversion, investigation, scheduling, mediation, and other similar functions. The functional requirements document, which will be included with the RFP, will detail these needs. It is hoped that the new CJIS system can support much of this functionality.

2.04 System Interfaces

The CJIS system currently has interfaces with other systems in Lee County, as described below. The clerk in Charlotte County has a very good case management system that was developed internally. The clerk currently exchanges data with the jail using XML and web services. The Collier County clerk is in the process of developing a new system and has plans for lots of interfaces, when their system is complete. At present, they receive a data feed from the jail. No interfaces exist in Glades or Hendry counties, except for the standard state reporting.

There are four primary exchanges with Florida state agencies, the specifications for which will be detailed in the RFP.

- TCATS is the traffic citation automation tracking system (nightly);
- OBTS is offender based tracking system (monthly);
- SRS is statistical reporting system (monthly); and
- CCIS is comprehensive clerk information system (nightly).

A very complex and sophisticated set of interfaces has been developed between CJIS, the Universal Booking Sheet (UBS), a new web-based first appearance system, and the sheriff's jail and records management systems (Frontline and CJMS) in Lee County. CJIS also has an interface with the Collier County and Charlotte County Sheriffs' offices to retrieve the previous days arrest information. Despite their many shortcomings, these interfaces save a tremendous amount of human effort in providing data to CJIS for pretrial screening and to initiate cases for first appearance.

2.05 Technical Overview

The following are the primary components of the current CJIS system:

Applications:

- CJIS
- Universal Booking Sheet

- E-First Appearance
- Web-Based Law Enforcement subpoenas
- Drug Court database
- Family Services database

Programming languages:

- Visual Basic 6.0
- VB.Net

Operating systems – desktop:

- Windows 2000
- Windows XP
- Windows Vista

Operating systems – servers:

- Windows 2000
- Windows 2003 Server

Databases:

- Oracle 10g
- SQL Server 2005

Desktop Hardware:

- Dell Optiplex Series, 745 typical

Server Hardware:

- PowerEdge Series, 2950 typical
- Dell SAN CX3-10C

Web Environment

- Microsoft IIS 6.0 Web Server

Network Services

- Desktops
 - o 100 MB and 1 GB Ethernet
- Outside offices to Fort Myers Data Center
 - o 10MB, 100MB, and 200MB Ethernet

Directory Services

- Microsoft 2003 Active Directory

It is not necessary for the proposed system or approach to fit with the current technical platform, but doing so may reduce the time and cost of moving to the new application. All approaches and environments will be considered.

2.06 Technology Architecture for Performance Measurement

The 20th Circuit currently lacks the technology for an effective performance measurement and management system. Its performance measurement capabilities are limited to slow, outdated, and inefficient query and reporting processes of disparate production systems, and competing and confusing division-level and personal spreadsheets and desktop databases that do not point to any single version of the truth.

SECTION THREE- STATEMENT OF WORK

3.01 RFI Overview

The 20th Circuit is seeking a qualified vendor to assist with the replacement of the current CJIS system and the development of a performance dashboard. This system must address the particular nuances of the business processes of the State Attorney, Public Defender, and Pretrial Services. While all approaches will be considered, the following options appear to be most feasible:

- Provide an application or applications that can be configured or customized to meet the needs of justice system stakeholders, or
- Develop a custom application that provides all of the functionality desired by the 20th Circuit and all affiliated stakeholders.

The purpose of this RFI is to determine what approaches and products are available in the marketplace that should be considered by the 20th Circuit. Knowing the possibilities will assist justice system leaders in defining a strategy and acquiring funding for the new CJIS system and performance dashboard.

3.02 Support of Current Business Processes

The functionality of the current CJIS system resembles similar systems in other parts of the country.¹ The business needs of the 20th Circuit are fairly typical. The following are the 53 general categories of requirements that will be developed, as reflected in the current version of the CJIS Business Process Model:

- | | |
|------------------------------|-------------------------------|
| • Arrest | • Case Initiation |
| • Citation Issuance | • Diversion |
| • Jail Booking | • Drug Court |
| • Pretrial Interview | • Mental Health Court |
| • Extradition | • Domestic Violence Diversion |
| • Prisoner Transportation | • Arraignment |
| • First Appearance | • Victim Services |
| • Juvenile Detention Hearing | • Public Defender Withdrawal |
| • Jail Management Calendar | • Discovery |
| • Bond Management | • Depositions |
| • Jail Release | • Score Sheet |
| • Investigation | • Witness Management |
| • Citizen Complaints | • Criminal Case Management |
| • Grand Jury | • Court Scheduling |
| • Evidence/Property | • Court Hearings |
| • Filing Decision | • Failure to Appear |

¹ It should be noted that the current CJIS system does not support all of the areas that are listed. Some are supported by other applications, and many are currently manual.

- Plea
- Trial
- Disposition
- Sentencing
- Juvenile Adjudication Hearing
- Juvenile Disposition Hearing
- Baker Act Hearings
- Violation of Injunction
- Jimmy Ryce Hearings
- Probation Supervision
- Violation of Probation
- Arraignment
- Revocation Hearing
- Violation of Probation Adjudication Hearing
- Sex Offender Registration
- Appeal
- Post-Conviction Relief
- Expunge/Purge/Seal
- Restitution
- Sexually Violent Predator Case Management
- Pretrial Conference
- SHOCAP

The RFP will provide specific functional requirements in each of these categories to support the needs of 20th Circuit justice organizations.

It should be noted that financial management and the bulk of traffic citation processing is internal to the clerks' operations and these functions are addressed only minimally in CJIS.

Another issue is that Court Administration must address the needs of civil and family court case processing.² While requirements in these areas will not be a part of the RFP, any proposed solution that includes the functionality that will support these business processes will be viewed in a more favorable light.

3.03 Integration with Other Applications in Florida and the 20th Circuit

The 20th Circuit is similar to multi-county justice organizations in other states. Typical models of information exchange, such as the JIEM Reference Model, are generally descriptive of the integration needs of the 20th Circuit.

A somewhat unique aspect of Florida is that clerk operations reside in a separate office and are supported by different case management applications. While this simplifies CJIS functionality considerably, it introduces additional complexity in interfacing with unique clerk operations and systems in five different counties.

As is common in other states, there is a need to exchange booking, custody, bond, sentencing, and other information with five county sheriffs. The 20th Circuit also must interact with numerous municipal, county, and state law enforcement agencies. There are also significant reporting requirements to state level organizations (i.e., traffic dispositions; driver license revocations and reinstatements; criminal disposition reporting; and statistical reporting) which parallel those of other states.

3.04 Performance Measurement Dashboard

The 20th Circuit seeks an enterprise-wide performance dashboard that will let busy managers and staff view critical performance information at a glance, and then move

² JACS and Unified Family Court (UFC) are applications currently in use. JACS is a commercial package provided by Infocom Systems. UFC is being developed in house.

easily through successive levels or layers of strategic, tactical, and operational performance information to monitor performance, to simplify analysis, to solve problems, and to improve program and services quickly, on a self-help and on-demand basis, in close to real time. The 20th Circuit uses the term “performance dashboard” to mean more than computer screens populated with fancy performance graphics but a multi-layered set of applications and tools built on a business intelligence and data integration infrastructure.

Over the last year, the 20th Circuit has developed the business architecture of a performance dashboard with which the technology architecture of the performance dashboard must align. Currently, it is in the form of 12 working documents describing the business requirements for five core measures of performance:

1. *On-Time Case Processing* – the percentage of cases disposed or otherwise resolved within established timeframes by case type or category.
2. *Age of Pending Caseload (Case Inventory Index)* – the age of active pending cases by case type or category expressed in terms of the number of elapsed calendar days between the date of filing or start of processing of the case and the current date. (Also expressed as an index of the percentage of pending cases that are “backlogged” – i.e., that exceed the on-time case processing guidelines.)
3. *Case Clearance Rate* – the number of outgoing (disposed, resolved) cases as a percentage of incoming (filed, reopened, reactivated) cases by major case type or category.
4. *Trial Date Certainty Index* – the certainty with which trials are held when scheduled, expressed as the number of trial settings per trial by case and trial type or category.
5. *Compliance with Court Orders* – Composite of four indicators of compliance with laws imposed by court orders including monetary penalties, conditions of probation, counseling, and appearance in court.

For the 20th Circuit, an effective performance dashboard is one that users can readily access, that is easily read and understood, and that is organized for easy navigation among core and subordinate measures. It provides a “line of sight” between core strategic measures and subordinate tactical and operational measures that conveys to everyone what the drivers of success are and provides them with the concrete knowledge of how they contribute to that success.

Questions of functionality, both the “look” and the “feel” of the dashboard, include:

- Beyond core performance measures that focus on the strategic level, how deeply into the hierarchy of measures, into the tactical and operational levels, can a user drill?
- Does the dashboard have only monitoring functions to track exceptions, or does it include analysis and management functions such as alerts and push technologies?
- By what methods (e.g., static or dynamic reports) will performance data be delivered to the users?

- How will the data be displayed (e.g., real-time graphic displays of performance data)?
- How will users “navigate” through the performance data (e.g., drill-down capabilities, links, and flexible reporting functionality)?
- How will the display look?

In addition to end user functionality, the 20th Circuit is also interested in evaluating potential products and solutions in terms of such criteria as:

1. *design* elements (e.g., web-based, end-user design functionality, associations, groupings, and personalization of metrics);
2. *analysis* capabilities (e.g., layered, drill-around, guided, “what if,” and other advanced analytics);
3. *delivery* elements (e.g., printability, access, portability, printability, multi-source queries);
4. *administration* (e.g., metadata, customizable, usage statistics, and intelligent agents);
5. *infrastructure* (e.g., compatibility with existing technology, standards, data management, application integration, data integration, security, scalability, and reliability); and
6. *vendor characteristics* (e.g., integrator, tool-focused, partnering, service and support, incremental delivery, delivery speed, and technology age/status).

3.05 Electronic Document Management

Several clerk operations and a few other agencies of the 20th Circuit already have implemented or are planning to implement imaging or electronic document management technology. While the State Attorney, Public Defender, and Court Administration have access to many of these electronic resources, the need to prepare and maintain their own files still exists. The new CJIS system must include the ability to appropriately access official court records and internal files with minimal effort and redundancy. A key element in selecting a vendor to support this project will be the approach offered to meet these goals.

3.06 IVR for Witness and Pretrial Supervision Management

Integrated IVR Capabilities for Witness Management in the State Attorney and Public Defender’s offices and Pre-Trial Supervision Management in Court Administrations office are desired to eliminate manual calls and paper generated letters.

3.07 Data Conversion

A final consideration is data conversion. The RFP will contain detailed information about the structure of data currently stored in CJIS, UBS, and other systems. Additional tables will describe data structures for systems with which CJIS must be connected, so far as this information is available. All proposals must include an approach to migrating existing data to the new environment.

SECTION FOUR – CHECKLIST FOR VENDORS

4.01 Checklist Overview

The 20th Circuit is including this checklist for vendors to ensure that all issues are addressed in their responses. Some items listed below may not be applicable, depending on the proposed solution. The 20th Circuit encourages vendors to use their expertise and creativity to address the business needs described in this RFI, and to explain their ideas as thoroughly as possible.

Vendor responses should include:

- Technical Proposal
- Vendor Qualifications
- List of active clients (up and running using the criminal module of their respective application)
- Estimated Cost

4.02 Technical Proposal

The technical proposal should include, but not be limited to, the following:

4.02.01 Vendor Executive Overview/Summary

The Vendor Executive Overview/Summary should include, but is not limited to, the following:

- Overview/summary of the proposed solution; its capabilities and functionality
- Use of third party software or service providers
- Explanation demonstrating an understanding of the needs of the 20th Circuit, as expressed in this solicitation
- How the proposed solution will satisfy those needs

4.02.02 Vendor Technical Overview/Summary

The Vendor Technical Overview/Summary should include, but is not limited to, the following:

- Application development environment and methodologies
- Application operating environment
- Explanation of strategy for integration with external systems
- Explanation of strategy for providing the performance measurement dashboard, including access to external data
- Explanation of strategy for implementation of electronic document management and integration with other EDMS systems in the 20th Circuit
- Explanation of strategy for converting existing data into new system

4.02.03 Vendor Detailed Explanation of Proposed Solution

The Vendor Detailed Explanation of Proposed Solution should include, but is not limited to, the following:

- Functionality of products, using standards (i.e., Consolidated [Court] Case Management System Functional Standards, Functional Standards Development for Automated Case Management Systems for Probation, and Florida OSCA Functional Requirements Document) where applicable
- Outline of the development/implementation plan from contract execution through post-implementation support, including key milestones and time estimates
- Description of the involvement of 20th Circuit personnel in the development/implementation process
- Project management policies and practices
- Technical specifications of any proposed equipment and software
- Hardware environmental requirements, if any
- Software provided with the solution, if any, including:
 - o Manufacturer
 - o Functional capabilities
 - o Warranties
 - o Support levels
 - o Ownership rights to all proposed intellectual property
- Source code availability for the proposed solution
- Documentation to be provided (i.e., operational and technical) including format available (on-line, CD, etc.):
 - o User guide,
 - o System administration materials.
- Training and skill levels anticipated for 20th Circuit employees
- Maintenance information
 - o Hardware maintenance plan and requirements, if applicable
 - o Software maintenance plan
 - o Proposed support services including performance guarantees
 - o Explanation of the service request response times
 - o Escalation policies and practices
 - o Forms or agreements i.e., Service Level Agreements, to include performance commitments

4.03 Vendor Qualifications

The Vendor Detailed Explanation of Proposed Solution should include, but is not limited to, the following:

4.03.01 Corporate Experience

Vendor should describe their experience with deploying CJIS systems in multiple locations and interfaces with other agencies and systems.

4.03.02 Employees and Company Information

The employees and company information should include at least the following:

- The total number of employees
- Year business started
- Location of headquarters
- Owners
- Key staff resumes

4.03.03 Vendor's References³

The vendor's references should include three (3) references of justice systems of comparable size and complexity. The references should include:

- Client name
- Client address
- Brief summary of the project, including the date of installation

4.04 Estimated Cost

The Estimated Cost should include, but is not limited to, the following:

- Initial case management system development or purchase
- Configuration and customization
- Development of interfaces with clerk, sheriff, law enforcement, and state systems
- Development of reports and custom documents
- Options and alternatives
- Data conversion
- Maintenance expense after warranty period expires, if applicable
- Installation
- Training (on-site and off-site costs)
- Other one-time or recurring costs

THANK YOU FOR YOUR ASSISTANCE

³ The 20th Circuit may or may not elect to contact references provided.