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Completed by: Alisa Somera _____ **Date** July 1, 2011 _____
Completed by: _____ **Date** _____

An asterisked item represents the cover sheet to a document that exceeds 25 pages.
The complete document can be found in the file.

INTRODUCTION FORM
By a member of the Board of Supervisors or the Mayor

I hereby submit the following item for introduction:

_____ 1. For reference to Committee:
         An ordinance, resolution, motion, or charter amendment.
_____ 2. Request for next printed agenda without reference to Committee

__X__ 3. Request for Committee hearing on a subject matter.
_____ 4. Request for letter beginning "Supervisor _____ inquires...".
_____ 5. City Attorney request.
_____ 6. Call file from Committee.
_____ 7. Budget Analyst request (attach written motion).

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

☐ Small Business Commission   ☐ Youth Commission
☐ Ethics Commission   ☐ Planning Commission
☐ Building Inspection Commission

Note: For the Imperative Agenda (a resolution not on the printed agenda), use a different form.]

Sponsor(s): Supervisor Chiu

SUBJECT:

Hearing on the status of the implementation of JUSTIS, a project to consolidate the City's criminal justice data.

Signature of Sponsoring Supervisor :_____

For Clerk's Use Only:

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Disconnect with city technology

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By: Katie Worth
Examiner Staff Writer
March 4, 2010

More than two years after a city report slammed the Department of Technology for badly mismanaging a long-overdue project meant to consolidate The City's criminal justice data, the management has not markedly improved, supervisors said at a recent hearing.

In fact, in just the last few months, the project has had four leaders, and the Department of Technology still cannot give an end date for the project. The City's tech director also admitted that the technology chosen for the project is already out of date.

Board of Supervisors President David Chiu called The City's attempt to bring all of its criminal justice records into a single system called JUSTIS "an unmitigated disaster and really an embarrassment in how projects ought to be managed."

The project began in 1997 with a budget of $925,000 — and 13 years and $22 million later, it still doesn't have an end date.

In 2007, budget analyst Harvey M. Rose minced no words in a report that slammed the Department of Technology and the Mayor's Office of Criminal Justice in its management of the JUSTIS project.

The report said one problem was the project had no clear leader who could be held accountable for it. In 2007, the project had had "four directors since 2003 and significant turnover in finance and other staff," the report admonished.

Leadership has continued to turn over since that report was submitted: In fact, JUSTIS has just been appointed its fourth leader since December, when the former Mayor's Office of Criminal Justice director Kevin Ryan left, Chiu said.

"We have been unable to understand who is managing this project to completion," an annoyed Chiu said at an update on the project last week. "That has been a source of fairly intense frustration."

Turnover is just one piece of the project's woes. At last week's hearing, Jon Walton, director of the Committee on Information Technology, admitted that allegations the project's technology is already outdated are probably true.

"I can't tell you it's the best technology," he said.

Supervisors at the meeting criticized the project leaders for not being able to provide an end date for the project, an annual budget, or any other metric that they could be held accountable for.

Though most of the seven departments involved with JUSTIS have some pieces of it in place, none is completely plugged into it yet. Walton said those agencies think they are better off with JUSTIS than they were with its predecessor, which was built in 1974 and has cost The City $8 millionto continue to maintain while JUSTIS is completed.

Walton said one of the reasons for the delay is the department has only funded four staff members to make the upgrade happen. An analogous tech upgrade project to turn over The City's human resources technology has about 50 staffers working full-time, he said.

Supervisor Carmen Chu questioned whether The City was getting its money's worth on the massive investment it makes in technology each year. This year, The City is expected to spend in the ballpark of $215 million on technology, according to Deputy Controller Monique Zmuda.

"The total number sounds staggering. It sounds very large," Chu said. "At the same time, we often see situations where The City doesn't feel we're managing our technological needs. We have systems that have not been upgraded; we have systems on the verge of breaking down."

Walton said that while $215 million sounds extensive, most comparative analyses show that other large cities invest between 3 percent and 6 percent of their total budget into technology; in San Francisco, that number is approximately 3.3 percent — on the lower end.

As for frustrations with JUSTIS, Walton said he understood them, but at this point, rethinking technology or second-guessing management practices is not practical.

"Now that we're 13 years into it, if we're a foot from the finish line, should we step over the finish line and rethink it, or should we rethink our path now? It's really hard to say at this point," he said.

Network safer after hijacking

In July 2008, one of The City's top networkers famously locked the San Francisco government out of its own system, refusing to turn over administrative passwords until the mayor himself made a jailhouse visit and asked him to give them up.

A year and a half later, computer network engineer Terry Childs is still on trial, the mayor has testified and The City has spent more than $1.75 million restoring and securing the network.

The Department of Technology has said those millions were well-spent. When asked what specific changes were made to the network to make it safer, spokesman Ron Vinson said the network has been placed under The City's management control system, which is a series of applications, servers and systems that assist in administrative access controls of the servers and network devices, system configurations and change control communication and documentation.

He did, however, say The City had made protections against a single employee locking San Francisco out of its own network again with a "new password administration process."

The crisis occurred because Childs was the only one with the administrative passwords to The City's internal network. Today, all seven members of the network engineering administration and management have the password, Vinson said.

Vinson would not comment on whether there are any problems left over from the lockout, saying that he could not comment due to the ongoing criminal proceedings.

Richard Isen, a Department of Technology employee and former union representative, said the crisis was, ironically, good for The City's network. He said the network was in need of more support before the lockout, but because nothing was really wrong with it, there was no money to improve it.

He said that in his view, the biggest impact of the Childs trial has been on department morale.

"That's how it works with The City," Isen said. "If they're not aware of a problem with something, they cut its budget. But when a problem comes up, suddenly they're willing to throw money at it."

"Having to talk about your co-workers and bosses under oath can't be a good situation, plus the stress of being on the stand," he said.

Isen said many of his co-workers have at least some sympathies with Childs, and worry about the precedent of a technology expert being arrested.

"I think to most IT people, it seems a little bit scary, because theoretically, it could happen to me if I didn't hand over some code," he said. "There's a feeling that it's a witch hunt."

Disorder hinders tech funding

The City will spend $215 million on technology this year — a figure that might not raise as many eyebrows if San Francisco were on the technological cutting edge.

But considering virtually every San Francisco police officer doesn't have a work e-mail account, Muni's central control system is regularly on the fritz and The City's network not that long ago was hijacked by a single employee, the figure tends to induce double-takes.

One reason that figure is so high is because The City's tech infrastructure is balkanized: Nearly every department has its own miniature tech-support departments, many have their own separate e-mail systems, and they often use databases that don't speak each other's languages.

In January, Board of Supervisors President David Chiu introduced legislation he said should minimize that figure by centralizing The City's technology.

"Because it's decentralized, there's no coordination, no cost controls, we have multiple contracts with the same vendor — a lot of times the left hand isn't talking to the right hand," he said.

Putting all tech support under one roof would result in "significant money saved," he said.

"If rather than having seven different types of e-mail systems, the entire city was on one platform, we could save about $10 million for just that group alone," he said.

Even without the legislation, The City is working on streamlining some of its systems. But that has become slow going, thanks to budget cuts.

In last week's hearing updating the state of The City's technology infrastructure, tech chief Jon Walton said the project's funding last fiscal year was slashed from $4.7 million to $800,000 — taking the estimated end date from next year to three years from now.

The Department of Technology has also seen some delays in creating a new data center, which is expected to save money in the long run, but has been slowed for at least six months.

More from Katie Worth

- [SFMTA goes on meter warpath](#)

Disconnect with city technology

By: KATIE WORTH
Examiner Staff Writer
March 4, 2010

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Chiu cracking down on city's $200M IT mess

By: JOSHUA SABATINI
Examiner Staff Writer
01/26/10 5:09 PM PST

Board of Supervisors President David Chiu continued with his efforts on Tuesday
to turn around The City's troubled information and technology system.

Chiu, who worked in the high-tech industry for nine years before assuming
elected office, has made it one of his priorities to solve The City's tech woes.

"While it may be 2010, I think our IT system is stuck in 1999," Chiu said.

He introduced legislation Tuesday that would strengthen the city's IT committee,
commonly referred to as COIT, to create better IT policies, establish a chief
information office to move forward The City's IT "vision," and to establish a more
centralized IT system.

"We have an opportunity to not only save money but to bring San Francisco into
the 21st century," Chiu said.

"We are not just about our delayed JUSTIS project, the situation at our Muni
control center, we are not talking about Terry Childs and whether one individual
can hold hostage our IT system or our completely," Chiu said. "We are talking
about a $200 million budget where it's not clear exactly how our money is being
spent."

The Examiner

Opinion

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No JUSTIS costs city big bucks

By: **Joshua Sabatini**
Examiner Staff Writer
12/09/09 7:00 AM PST

The City is 10 years behind schedule and more than 40 percent over budget for the JUSTIS project, a high-tech system that would connect seven criminal justice departments and allow them to share information about ongoing cases and access reliable archives.

The current system, which uses technology dating back to 1974, has numerous problems including the inability to search for a defendant's case history or produce reports quickly.

On Tuesday, the Board of Supervisors voted 10-1 to approve extending a contract – it has been extended numerous times -- with a software company that claims intellectual rights to the city's current system.

That did not sit well with Supervisor David Campos, who opposed the contract extension.

"When you're talking about amending a contract an eighth time, where the contract was awarded without any kind of competing bidding process, I think it's pretty disturbing to see something like that happen," he said.

Campos noted that the contract has increased from the city spending $1 million to "now over $8 million."

Jon Walton, who works for the Department of Technology, explained that with every JUSTIS delay, the contact has to be extended because no one else, he believes, can service the existing system. The situation must continue until JUSTIS is up and running, he said.

Budget Analyst Harvey Rose's report shows JUSTIS will now cost The City $21.79 million, 40.6 percent, or $6.29 more than the project's original cost estimate. The system was initially supposed to be in place by 2001.

SF's technology stuck in the '90s

By: Melissa Griffin
Special to The Examiner
December 10, 2009

'The worst idea is to go out there, pick winners and losers, and say, 'Here's what we're gonna do: Go through a three- or four-year procurement process, spend tens of millions of dollars of taxpayers' money,' only to find out that once you go that system, 150 other competitors are out there and all of a sudden, it's obsolete. And that's what's happened in government in the past."

Mayor Gavin Newsom recently made that statement to Fritz Nelson of InformationWeek magazine. The men were discussing The City's move to open-source government. (Dear Mom: "Open-source government" means that we make a bunch of data available and let the nerds of the world sort it out — using it to create maps, databases and drinking games — at no cost to The City.) Capitalizing on the fact that some people have a twisted idea of fun (writes the woman who watches government hearings on purpose) seems like a natural way to save money on our notoriously degenerate technology systems, but there are still plenty of glitches.

At Tuesday's Board of Supervisors meeting, Supervisor David Campos (visibly giddy to be talking about something besides the sanctuary policy) grilled representatives from the Department of Technology, who showed up to ask for a computer consulting contract extension (it was the eighth extension request in as many years).

Campos demanded to know why the consultants from Owens Systems are so darn special that they keep getting their contract extended. Because — explained John Walton, director of the Committee on Information Technology — they are the only people who know how to run the Court Management System, which The City's criminal justice departments currently use to share and track information. Oh, and the system was created in 1974 (I think I actually gasped when I heard that — both happy and sad that the year 1974 was before I was born).

Because it's hard to end the Owens contract when it has the only people skilled enough to operate the Speak & Spell that contains all our criminal justice information, Campos did what we do here in San Francisco: He ordered a study from the Department of Technology, which may or may not be presented on a Lite-Brite.

According to the budget analyst's report on the matter, The City decided in 1997 to move to a system called the Justice Information Tracking System. At a projected cost of $15.5 million, it was supposed to be implemented by 2001. In 2000, The City approved a contract to pay Owens about $1 million to handle the old system until 2001, when the transition to the new system would be complete.

In retrospect, those estimates were downright adorable. The JUSTIS system project is now expected to be 10 years late and $6 million over budget — set to be complete in 2011 at a cost of $22 million. Reports examining the causes of this fiasco cite expanded expectations for the new system and the fact that for years the project "lacked a single person or entity that [was] accountable" for the program's completion.

With the JUSTIS project delayed, we've had to keep relying on the old system and the folks at Owens Systems who know how to run it. What began as a $1 million contract ending in 2001 is now an $8

million contract set to expire in 2015. (Though we are cheerfully — if delusionally — reminded by the Department of Technology that if the JUSTIS system goes online earlier than 2015, the contract can be terminated.)

The good news, according to one Department of Technology representative, is that the Sheriff's Department is set to go live with the JUSTIS system "in a few weeks." Here's hoping the 1997 technology won't be obsolete.

Clearly, when it comes to technology, San Francisco has not fully escaped the pitiful practices of "government in the past."

SFGate.com

A cry for JUSTIS
Esta Soler, Susan Leal
Wednesday, July 24, 2002

This fall will mark the second anniversary of the death of Claire Joyce Tempongko, a victim of domestic violence whose tragic story spotlighted the inadequate response and protection given women in San Francisco. Sadly, not much has improved in the city's handling of domestic violence in the intervening two years.

Now, maybe that will change. San Francisco's next police chief can be a caretaker or a ground-breaker. Earl Sanders has a wide-open opportunity to step up and tackle the city's epidemic of domestic violence. But will he? The first step is easy -- if the political will exists.

The chief should complete the long-promised computer system (JUSTIS) that will track cases and collect data jointly for the police, district attorney, courts and probation departments. With this system in place:

-- Police officers will have information on a suspect's violent history, restraining orders and probation violations;

-- The probation department can share current data with the courts and the district attorney for the best case dispositions;

-- We can tell if we're making progress fighting crime; and

-- Victims and their families will be safer.

Why should domestic violence be at the forefront of public safety priorities? Because by 1999, nearly one quarter of all SFPD arrests were for domestic violence. Further, domestic violence statistics for 1998 -- the most recent data available -- reveal that San Francisco's conviction rate is only 27 percent, compared with the statewide average of 60 percent.

Our city's inability to track cases and share data among departments cripples any real law enforcement in domestic violence cases. Tragically, San Francisco's high-profile cases over the last decade have made clear that the absence of a tracking system is a serious public policy failure.

In 1990, San Francisco's Commission on the Status of Women and the Department on the Status of Women first reported on the seriousness of our situation. That year, Veena Charan was killed by her estranged husband, despite having obtained a restraining order. The existence of the restraining order was not known to police, however. Her death sent shock waves through a system authorities believed was equipped to prevent domestic violence when the victim sought help from authorities.

The recommendations from the Charan investigation: Develop a computer system to streamline information sharing between law enforcement agencies; collect accurate data on the number of cases in the system in order to appropriately change policies and procedures; set staffing levels; and improve police officer training.

Ten years later, still no tracking system. Yet history repeated itself in October 2000 when Claire Joyce Tempongko was killed by her batterer in view of her two small children. Like Charan, Tempongko had asked for legal protection from her abuser. Tempongko's attacker had been recently arrested for attempting to kill her, but mislaid paperwork on the case allowed his hastened release from jail.

In March 2002, both the Commission and the Department on the Status of Women produced another report following the investigation of Tempongko's murder. A series of improvements were again recommended, much the same as the first round. Sound familiar?

The new chief does not have to start from scratch. Last year, the Family Violence Prevention Fund asked San Francisco Mayor Willie Brown to increase the budget for a comprehensive criminal justice computerized tracking system.

In response, Brown allocated an additional $4 million. Most of the money, however, has since been spent, and the project is far from complete. No one in the criminal justice system has taken a lead, leaving the Department of Telecommunications and Information Services to guess at how to set it up.

In all, a total of $6 million has been spent on the JUSTIS project since its inception. Hardware has been purchased, but the city is far from having a usable system: No one in the departments has been trained on how to use the system, and little data has been entered. Without some forceful leadership on this issue, we will face another preventable domestic violence-related murder.

So, Chief Sanders, show us the political will. Make this a priority and do it well. Get JUSTIS up and running. Keep violent domestic abusers from escaping through bureaucratic cracks. Protect our families.

That's a legacy a police chief could be proud of.

Esta Soler is president of the Family Violence Prevention Fund. Susan Leal is treasurer of the City and County of San Francisco.

http://sfgate.com/cgi-bin/article.cgi?f=/c/a/2002/07/24/ED224783.DTL

This article appeared on page **A - 23** of the San Francisco Chronicle

SFGate.com

SAN FRANCISCO
Slain mom's family seeks JUSTIS

Rona Marech
Thursday, October 23, 2003

The city's criminal justice system has yet to develop a smooth means of letting different agencies know about domestic violence cases, three years after the killing of a woman who had tried and failed to have her ex-boyfriend arrested for assaulting her, advocates said Wednesday.

Advocates' chief concern is the slow progress of a technology known as JUSTIS that eventually is supposed to link departments and eliminate an antiquated, paper-based system that authorities were using when Claire Joyce Tempongko was killed in October, 2000.

Tempongko, 28, had twice summoned police to report alleged assaults and threats by her ex-boyfriend, who had already gone to jail once for attacking her. Officers took reports, but no charges were ever filed against the ex-boyfriend, Tari N. Ramirez.

He is suspected of stabbing her to death in front of her two children, and is believed to have fled to Mexico.

At a memorial for Tempongko on Wednesday, advocates said improvements to allow authorities to communicate with each other are overdue.

"Three years ago, the mayor said he was making a commitment to put this system in place," said Esta Soler, president of the Family Violence Prevention Fund. "Four million dollars and three years later, it's still not there."

Gregg Lowder, director of the Mayor's Office of Criminal Justice, was not available for comment Wednesday. In a recent interview, he said, "I think we're making great progress toward JUSTIS. We are working toward an end that is in sight now."

Clara Tempongko, the victim's mother, did not attend the memorial. "I'm depressed and disappointed," she said in a phone interview. "The case of my daughter is still slipping."

She commemorated the occasion by laying flowers on the steps of the Richmond District house where her daughter was slain.

http://sfgate.com/cgi-bin/article.cgi?f=/c/a/2003/10/23/BAG322H3K21.DTL

This article appeared on page **A - 20** of the San Francisco Chronicle