



Office of the Federal Detention Trustee
United States Department of Justice
Information Technology Division

OFTD Strategic Objective 1.1.1: Develop a National Repository of Available Detention Space

Project Plan: Develop An Electronic Intergovernmental Agreement (eIGA) System

Approvals:

Date: 8/8/06

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This plan was developed and completed by Shannon B. Brown, Chief, Information Technology Division; she is also the Project Manager. Implementation is contingent upon approval by the Deputy Trustee and the Trustee. Dissemination is as required and determined by the Division Chief.

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1. Background

The United State Marshals Service (USMS), Immigration and Customs Enforcement (ICE), and to a lesser extent the Federal Bureau of Prisons (BOP), enter into agreements with state and local facilities to house Federal detainees. These individual agencies manage Intergovernmental Agreements (IGAs) that vary widely in requirements and costs. The Department of Justice (DOJ) and the Department of Homeland Security (DHS) house approximately 22,000 detainees in federally owned and operated facilities. In addition, DOJ and DHS house a daily average of approximately 54,000 detainees in state and local facilities through IGAs. The relationships established by these IGAs with state and local governments are critical to carrying out the function of detention.

The Office of Federal Detention Trustee (OFDT) is the delegated authority for the law that allows the Attorney General to enter into contracts and agreements for any reasonable duration and under any reasonable basis. In May 2005, the Trustee requested a review of costs associated with the IGAs and directed that they be standardized for use by all participating agencies. In addition, the Trustee directed that a standardized rate structure be designed and applied to the jails participating in IGAs and that submission of IGAs by jails be available through electronic/paper-less means, an electronic IGA (eIGA).

OFDT manages the Detention Services Network (DSNetwork), formerly know as the National Repository of Available Detention Space, which contains detention space information supplied by state and local governments and private detention space providers. ODFT's vision is to grow this system to provide a real time, one stop, interactive portal that offers a variety of detention services for the federal detention community. Accordingly, eIGA will serve as one of the tools to improve the interaction between detention service providers and federal agencies as well as a source for increasing real-time detention related data.

2. Purpose, Scope, and Objectives

The purpose of the project is to develop and implement a fully-accredited, electronic Intergovernmental Agreement (eIGA) application that (1) supports OFDT Procurement Division's implementation of the policy and procedures to establish a core pricing model for IGAs that will more accurately project budget and bed space requirements for out-years and standardize nationwide pricing for use of local and state facilities, and (2) provides new and updated non-federal facility information to the DSNetwork.

The project scope will lead to the acceptance and use of a web-based information system that will identify non-federal facility capacity that may be used by certain federal agencies within the framework of an IG. The system will allow non-federal facility owners to propose federal remuneration levels for the use of their facility. These proposals are checked against the system's automated model which presents reasonable core rates to Federal agency (OFDT, USMS, ICE) decision authorities. Federal agency decision authorities may decide after an initial or successive and adjusted non-Federal facility owner proposals to enshrine the proposal in an IGA. The documents and data collected in this process will be stored for current and future detention needs and audit purposes.

The major objectives of this project are:

- Develop a Web-based IGA application tool that enables jailers to access and apply for, or renew, IGAs with corresponding interaction, negotiation, and approval from OFDT, USMS, and ICE contracting agents, as applicable.
- Provide a means for increasing the real time detention related data within DSNetwork by adding and updating non-federal facility information from IGA participants and applicants.
- Ensure the system is fully accredited by DOJ and interoperable with the DSNetwork and other ODFT systems that may be developed in the future.
- Implement the system.
- Conduct user acceptance testing

2.1 Concept

Automation of the IGA Application Process

The eIGA application will be based on a standard IGA template provided by OFDT's Procurement Division in conjunction with the IGA workgroup's input. There will be two types of eIGAs: 1) initial (new) IGAs, and 2) renewal IGAs. Jailers will access the application via DSNetwork and register for an account. This will enable OFDT to verify the credentials of the applicants and attain basic facility information that will be required for rate development. The Jailer will then be able to fill out the application on-line and submit directly to OFDT.

IGA Rate Incorporated within the Application Process

In support of OFDT's goal to develop a pricing and adjustment methodology for fixed price detention services, a pricing methodology will be incorporated into the workflow of the eIGA process. Working with OFDT's statistician, a pricing model will be added to the backend technology to determine the core rate goal based on actual geographic and economic cluster information (e.g., the prevailing income rate of county workers in the county in which the facilities lays, inflation expectations etc) allowing OFDT, USMS, and ICE contract specialists a basis for negotiations.

IGA Review, Negotiations and Approval

Agency contract specialists will be determine if an IGA with the applicant facility is required and in the best interest of the government through the system. They will be able to use the workflow technology to track, take notes during negotiations, accept or decline the application. OFDT will provide oversight for the entire process through the system. Upon final agreement for services the system will produce the contract documentation for signatures. The IGA itself is a paper document which will initially have to be mailed to all parties. The system will not support digital signatures as a substitute for the manual variant.

Providing New and Updated Facility Information to the DSNetwork

The eIGA system will provide data collected in the IGA process to the DSNetwork. It also will allow non-federal facility owners (or other approved role-holders) to add or update key facility information as well as transmit this data via Web services to the DSNetwork. Finally, the system will provide to the DSNetwork information regarding any IGAs pertinent to that facility.

Information Sharing

The degree of information sharing aimed for in the eIGA system is one of interoperability and not full integration. Interoperable is defined herein as the ability to faithfully exchange information in a timely fashion.

3. References

- Office of the Federal Detention Trustee Strategic Plan 2006-2010, February 2006
- Establish and Implement a Core-Pricing Model (or Core Per Diem Rates) for Inter-Governmental Agreements, Procurement Division Project Plan, March 2006

4. Assumptions and Constraints

Assumptions and Constraints	Impact to Plan if not True
Principal personnel identified at project inception will be available to work on the project throughout its life cycle.	Assess impact on scope, cost and schedule and prepare to adjust as necessary.
Current security requirements will not prevent the achievement of interoperability through web-services.	Assess and continue to work with DOJ Security. Prepare to adjust as necessary.
Requirements for the system, as known at project inception shall largely remain constant.	Assess impact on scope, cost and schedule and prepare to adjust as necessary. If any requirement change results in a net increase of work, consider reducing scope in other areas, applying additional resources or adjusting schedule, or some combination thereof. Involve project sponsors throughout and defer to their decisions.
The successful establishment of a standard pricing methodology can be incorporated into a technology model and worked into the workflow of the backend system.	Assess impact on scope and prepare to adjust as necessary

Table 1. Assumptions and Constraints

5. Term Definitions and Acronyms

Term	Definition
Intergovernmental Agreement	Formal agreements between federal, state, and local agencies to house federal detainees

Term	Definition
Detention Services Network (formerly the National Repository)	A congressionally mandated, OFDT operated system which provides information regarding facility characteristics at the owner jurisdictional level as well as a rough order assessment of current capacity.

Acronym	Meaning
BOP	Bureau of Prisons
DHS	Department of Homeland Security
DOJ	Department of Justice
DSNetwork	Detention Services Network
eIGA	Electronic Intergovernmental Agreement
ICE	Immigration and Customs Enforcement
IGA	Intergovernmental Agreement
IT	Information Technology
JDC	Joint Data Center
OFDT	Office of the Federal Detention Trustee
USMS	United States Marshals Service
WBS	Work Breakdown Structure

Table 2. Definitions and Acronyms

6. Budget and Schedule

The eIGA project initiated on November 1, 2005 and is expected to be delivered in 199 days. Completion date is targeted for August 3, 2006. A detailed project schedule is attached as Appendix A. Key project deliverables are attached as Appendix B. The eIGA project technical resources will be acquired from within the current OFDT technical team and therefore will not require additional costs beyond those already budgeted for within the FY2006 Information Technology (IT) Division operating budget.

7. Project Organization

The IT Division will organize a three-tiered support structure to accomplish this project. Tier 1 is the core project team consisting of division personnel who work directly for the Chief, IT Division. Tier 2 is the direct core team support consisting of other personnel within OFDT such as Procurement and Budget support teams. Tier 3 is indirect support to the core team consisting of other personnel and resources outside of OFDT.

7.1 External Interfaces

Liaison/Interface	Organization
IGA Workgroup Representative(s)	Bureau of Prisons
IGA Workgroup Representative(s)	U.S. Marshals Service
IGA Workgroup Representative(s)	U.S. Immigration and Customs Enforcement
IGA Workgroup Representative(s)	Warden Associates, Inc
DSNetwork Interface Developers	AT&T and Appriss Corporation

Liaison/Interface	Organization
Server and Port Support	DOJ, Joint Data Center (JDC)
Security Personnel	NGI and DOJ, ITSS

Table 3. Project Interfaces

7.2 Internal Interfaces: Roles and Responsibilities

Chief, Information Technology, is the Project Manager for the development of the eIGA and will work closely with the Chief, Procurement Division to determine the system requirements, functional workflow and over all look and feel of the application. The specific roles and responsibilities are:

Role	Responsibilities	POC
IT Project Manager	Develop and implement eIGA system using project management principle: define scope of work, determine component tasks and their relationships, execute plan, monitor and control actual events against plan and makes recommendations for tradeoffs amongst cost, schedule and scope according.	Chief, Information Technology
IGA Project Manager--eIGA System Owner	Provide system needs statement and functional requirements; assign a lead functional to work with development team, provide user input when required and conduct user acceptance testing.	Chief, Procurement Division
Lead OFDT Functional	Work with developers to provide system functional requirements and required contract documentation, represent the users and provide user input when required, conduct user acceptance testing.	Assistant Chief, Procurement Division
Technology Developers	Develop application based on requirements; interface with DSNetwork; provide system specifications to security personnel for certification and accreditation.	eIGA Developers (Lonnie Manning & Jesse Valasco)
Research & Forecasting	Assist with Methodology Development, Statistical Techniques, and model testing	Chief, Research & Forecasting

Table 4. Project Roles and Responsibilities

8. Start-up Plan

In addition to a weekly "functional" meeting designed to convey programmatic issues and progress to the functional proponents of the proposed system, the project plan calls for a weekly collaboration meeting where strictly technical issues will be addressed.

9. Closeout Plan

The project will close after formal acceptance testing by all users and migration to the production server. After all documentation is complete, time permitting, a meeting will be held to formally close out the project.

Appendix A. Work Breakdown Structure and Timeline

<u>WBS</u>	<u>Name</u>	<u>Duration</u>	<u>Start Date</u>	<u>Finish Date</u>
1	eIGA Implementation	199 days	11/1/2005	8/4/2006
1.1	Start	199 days	11/1/2005	8/4/2006
1.2	End	1 day	8/4/2006	8/4/2006
1.3	Project Management Artifacts	53 days	11/14/2005	1/25/2006
1.3.1	Project Management Plan	53 days	11/14/2005	1/25/2006
1.3.2	Risk Management Plan	2 days	1/9/2006	1/10/2006
1.4	Announcements	131 days	2/1/2006	8/2/2006
1.4.1	Make initial stakeholder announcement re proposed release dates	1 day	2/1/2006	2/1/2006
1.4.2	Make intermediate announcement	1 day	7/26/2006	7/26/2006
1.4.3	Make imminent Announcement	1 day	5/3/2006	5/3/2006
1.4.4	Complete Announcements	1 day	8/2/2006	8/2/2006
1.5	Software and Software Documentation	168 days	12/1/2005	7/24/2006
1.5.1	SW Documentation	129 days	12/1/2005	5/30/2006
1.5.2	Software	6 days	7/17/2006	7/24/2006
1.5.2.1	Software Ready for Deployment	6 days	7/17/2006	7/24/2006
1.6	Deployment	39 days	6/7/2006	7/31/2006
1.6.2	Apps and Data ready for Staging Proper	21 days	6/28/2006	7/26/2006
1.6.3	Move to Production Proper	5 days	7/25/2006	7/31/2006
1.7	Deliver Product	3 days	8/1/2006	8/3/2006
1.7.1	User acceptance	2 days	8/1/2006	8/2/2006
1.7.2	System Ready for use	1 day	8/3/2006	8/3/2006
1.7.3	Complete Deployment	1 day	8/3/2006	8/3/2006
1.8	Trained Personnel and Training Artifacts	1 day	7/26/2006	7/26/2006
1.8.1	Trained Users	1 day	7/26/2006	7/26/2006
1.8.2	Approved Training Plan	1 day	7/26/2006	7/26/2006
1.8.3	Training Guides and Material	1 day	7/26/2006	7/26/2006
1.9	Accreditation	7 days	7/26/2006	8/3/2006
1.9.1	Prepare Documentation	3 days	7/31/2006	8/2/2006
1.9.2	Acquire Signatures	1 day	8/2/2006	8/2/2006
1.9.3	Complete Accreditation	1 day	8/3/2006	8/3/2006
1.2	Implementation Complete	1 day	8/4/2006	8/4/2006

Appendix B. Key Project Deliverables

Deliverable Name	WBS	Planned Finish Date
Project Start	1.1	11/1/05
Complete Announcements	1.4.4	8/2/06
Software Documentation	1.5.1	5/30/06
Software Development	1.5.2	7/24/26
Complete Deployment	1.7.3	8/3/06
Trained Users	1.8.1	7/26/06
Training Guides and Material	1.8.3	7/26/06
Complete Accreditation	1.9.3	8/3/06
Implementation Complete	1.2	8/4/2006

Table 5. Key Project Deliverables

DOCUMENT CONTROL

CHANGE HISTORY

Revision	Release Date	Description [list of changed pages and reason for change]

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DOCUMENT OWNER

Shannon B. Brown, Chief, Information Technology Division, is responsible for developing and maintaining this document.