

Application in response to FY2005 HSGP: UASI

RFA 13D: National
Capital Region – Local
Law Enforcement
Information Sharing
System (Phase 1)



APPLICANT PROFILE



GOVERNMENT OF THE
DISTRICT OF COLUMBIA

APPLICANT PROFILE

FY 2005 Homeland Security Grant Program: Urban Areas Security Initiative	
PROJECT TITLE:	National Capital Region – Local Law Enforcement Information Sharing System (RFA-13D)
EMERGENCY SUPPORT FUNCTION:	R-ESF#13
PROJECT PERIOD:	October 1, 2004 through January 1, 2007
PROJECT SYNOPSIS:	This project will link local law enforcement databases such as police records management systems, arrest data, mug shots, and other digitized data, allowing investigators to develop leads in terrorist incidents and also reduce criminal activities in the National Capital Region. Law enforcement officers will be able to generate leads in order to identify suspects who commit crimes across jurisdictional lines. The system will include sophisticated analysis tools that will provide incident commanders the ability to identify suspects following a terrorist incident.
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National Capital Region – Local Law Enforcement Information Sharing System

Proposal Summary

On September 11, 2001, Al Qaeda terrorists targeted two United States cities in their effort to cripple and demoralize their enemy, the United States of America. Not surprisingly, they targeted the nation's capital, hereafter known as the NCR (National Capital Region) and New York City. Hours later nearly 3,000 people lay dead after the worst act of terrorism on US soil. The outcry for homeland security and information sharing was loud and universal. A year later, two drifters who would eventually be revealed to hold deep anti-American anger, terrorized the NCR, killing ten persons and eluding capture for nearly one month. Despite the fact that both subjects weren't skilled enough to hold regular employment, they were able to avoid arrest and continue to murder innocent citizens. Even with numerous contacts by police and documented contact by the federal government, their arrest only resulted when tips by citizens and their own reckless statements led investigators to identify them as suspects and determine a likely vehicle they were driving. Then only by luck were they spotted when that information was released to the press by a leak and against the wishes of Sniper Task Force commanders. In the wake of this series of killings again the outcry was loud and clear. Law enforcement must share information regionally and coordinate their efforts locally and with state and federal officials. ***Regrettably, over two years have passed since these national tragedies and virtually no data sharing has been implemented. Nothing until now.***

The lack of information sharing prevented law enforcement from identifying these suspects and many more like them who commit less serious crimes. Lack of planning, lack of political will, outdated information sharing regulations, a unique federal scheme where two states coordinate policy with a unique federal entity, all converge to cause residents and visitors of the NCR to be at increased risk due to this region's international symbolism and the prominence of political and diplomatic leaders who live and work here. Another such example of the region's attraction to grievance groups includes the meeting of violent anarchist groups who protest the IMF and World Bank policies. Again local, state and federal law enforcement must work together to confront those who would seek to make a political statement against the capital of the world's largest economy.

Sadly, despite the significantly increased vulnerability residents and visitors of the NCR are exposed to, this region lags behind many others who despite being less vulnerable or as likely a target, have law enforcement information sharing initiatives well under way or have been implemented for several years. With the unique nature of the geographical arrangements, local leaders here in the NCR focus typically on their own jurisdictions rarely undertaking regional initiatives that will significantly enhance public safety or national security. While the Washington Metropolitan Council of Government's has worked mightily to mitigate these issues, until very recently local law enforcement had not truly benefited from any information sharing effort.

Because of this huge gap in capability, highly tragic incidents were able to persist with devastating personal and economic costs.

After September 11, 2001, it was eventually learned that the 9-11 terrorists were buying fraudulent drivers licenses in Northern Virginia and had been stopped by police in the NCR. Needless to say, no connection between any information gathered by local law enforcement or federal agencies fighting terrorism existed then or does today. While Maryland and Virginia have finally developed Watch Centers and hired intelligence analysts, they are dependant on officers knowing whom they stop to raise their suspicions and then call a 1-800 number instead of a more obviously efficient system of connected databases triggering further inquires. In the DC Sniper case where the drifters stayed in rest areas and parking lots and were stopped by local police numerous times, nothing existed to simply allow local police to identify repeated contacts with law enforcement for common search parameters. Despite the fact that all local NCR agencies employ a Field Interrogation documentation system, none of it can be shared outside of that agency even though in almost all cases they are computerized. No system exists to link and search this data. In their lessons learned report recently released about the DC Sniper case, analysts from the Police Executive Research Forum lamented the structural lack of information sharing that plagued the Sniper Task Force, which was the largest team of law enforcement ever gathered. They call for a "secure network for sharing criminal information and intelligence." In fact they recommend that it be made nation-wide. While this is certainly desirable, the reality is that something needs to be done *now* for the NCR given its special vulnerability and likelihood of being targeted again. Political and law enforcement leaders cannot simply allow this danger to go unchallenged by lack of planning and implementation of badly needed regional information sharing. How many more victims will it take before meaningful change is made?

Beyond the high profile terrorist incidents also lies a more immediate need. As published by the FBI's UCR (Uniform Crime Reports), this region suffers from a low case closure rate, which would be markedly improved by regional information sharing. For 2002, cases closed by arrest and exceptionally, localities in the Mid Atlantic region unfortunately only closed robberies by 34%; burglaries less than 20% and auto theft approximately 16% of the time. In some jurisdictions in the NCR these numbers are even lower. Typically these occur because the suspects are unknown to the victims and therefore the cases are much more difficult to solve. Add to that the chronic difficulty of sharing information across jurisdictional lines without data sharing and improvement of these rates become out of reach. Data sharing and allowing suspect connections to be made at the rate of seconds instead of days or even weeks will transform the investigative process, lead to vastly more arrests and most importantly reduce potential future victims of crime. That importance cannot be minimized.

In light of this profound need, members of the Washington Metropolitan Council of Government's, which has acted as a regional meeting place and policy coordination body began addressing this issue through the Police Technology Subcommittee of the Police Chief's committee.

Approximately one year earlier, that same subcommittee in an effort to address similar problems but dealing with enhancing regional robbery and burglary investigative collaboration, launched RPDSS (Regional Pawn Database Sharing System), a program to create a regional on-line pawn system which would allow stolen property taken in one jurisdiction of the COG region (which includes the NCR region) to be recovered even if it was pawned in another. After acquiring a Needs Assessment from Mitretek Systems, it was used as the backbone for a Request for Proposal using a federal earmark won by Congressman James P. Moran. The program team established by the COG Police Technology subcommittee then selected a vendor. This vendor then built a system, which allows investigators and police officers to search via the web, a data warehouse of all pawned property in the National Capital Region. Since the implementation of RPDSS, the system has linked numerous cases of stolen and pawned property. Since then, arrests have been made which would otherwise have never occurred and stolen property has been returned to its rightful owners. This system will act as a model and precursor for a regional information sharing effort that has been named **National Capital Region – Local Law Enforcement Information Sharing System (NCR-LLEISS)** and is the subject of this application.

This local law enforcement regional information sharing system available to its federal and state counterparts, will meet the following goals:

- Provide users with browser-based access to incident reports, arrests reports and mug shots of all participating members
- Provide web based access to Field Interrogation reports
- Provide a regional information-sharing tool to law enforcement managers handling a terrorist incident to generate suspects, evidence and investigative leads.
- Provide a regional information sharing tool for investigators seeking to solve cases where offenders are committing crimes across jurisdictional lines
- Provide a web based regional information sharing tool to police executives for their investigators to significantly improve case closure rates
- Provide a web based regional information sharing tool to fight gangs which increasing exploit the present lack of information sharing across jurisdictional lines
- Provide a web based regional information sharing tool to allow planners to determine crime trends and shift resources more effectively

LLEISS will use the same process as the successful RPDSS program, which is to **a)** use the same management team, **b)** generate an RFP based on the Needs assessment already underway by Mitretek Systems and **c)** select a vendor to build this system as is being done in several other parts of the country. Mitretek Systems, which is a partner with the National Institute of Justice and presently completing a survey of law enforcement technology efforts similar to this program, has provided an interim estimate of approximately \$5 million to implement the initial operational capability of this program. Using their knowledge acquired from other programs, they are providing a Needs Assessment, which will achieve the goals delineated above.

It is envisioned that this system will allow users to query directly into existing local law enforcement records management systems, pull out the desired information and most importantly using sophisticated analytical tools, develop a list of suspects or piece(s) of information as determined by the user and the parameters they set. With a much more manageable list of suspects, investigators will be able to focus their evidence gathering and suspect interviewing based on this information. No longer will critical investigative information be unavailable because their investigative contact in a neighboring agency is unavailable. Instead the *information* will be available and can be used as a factor against other parameters in a terrorist or criminal investigation.

To implement this program, the Montgomery County Department of Police will be acting as a host agency for the purposes of this program and the UASI application process. Using local law enforcement agencies as a location for the servers, their IT staff and support, this system will be connected via a virtual private network and other secure data transmission conduits to allow participating agencies to use this system as a desk top application.

Conclusion

The grim reality remains that the NCR is a central target for terrorists and those with grievances against the government; therefore we must possess the best tools to protect its residents and visitors. Unfortunately the NCR does not have those tools and without this program does not even have any plans for such a system. Information still resides in state and local databases unattainable by law enforcement officers from other jurisdictions. Because of this lack of information sharing, the region is more vulnerable than it should be. Fortunately the technology and the desire to overcome this problem are at hand. It only takes funding to finally elevate the capabilities of law enforcement to the responsibilities that this region requires. To those evaluating this proposal lays the opportunity to finally protect the NCR with the tools it needs in the post 9/11 era. The victims of the Pentagon and the DC Snipers, and their families are our memorial and act as a call to action.

Project Goals and Objectives

The Montgomery County Police Department and the Metropolitan Washington Council of Governments (COG) – Police Technology Subcommittee, recognizes the goals and objectives of the 2003 Homeland Security Strategy and the Commitments to Action agreed upon in August 2002 at the National Capital Region (NCR) Homeland Security Summit by the District of Columbia, Maryland and Virginia. When fully implemented, this system will enhance the coordination and the effectiveness of all law enforcement agencies in the NCR by identifying and dismantling terrorist and criminal organizations operating in the National Capital Region, thereby dramatically reducing the threat of terrorist acts and impact of crime on our communities. This system will formally address governance issues, such as Federal, State, County and Municipal information management protocols and processes, to aid in decision making regarding data to be shared, data ownership, data/system access, security, privacy concerns, agency participation, and compliance with legal and regulatory requirements.

This program meets the following goals as stated in the 2003 Homeland Security Strategy and the Commitments to Action agreed upon in August 2002 at the National Capital Region (NCR) Homeland Security Summit by the District of Columbia, Maryland and Virginia,

Goal 1 – Ensure preparedness planning efforts across the National Capital Region.

The National Capital Region – Local Law Enforcement Information Sharing System will improve the preparedness of the law enforcement community to respond to criminal and terrorist threats and incidents in a collaborative manner across all law enforcement agencies in the region on a near real time basis. This program will provide:

- New information to all levels of the law enforcement community that they otherwise would not have had;
- A multi-agency perspective of criminal activity, involving all jurisdictional levels of law enforcement;
- Cross-jurisdictional analysis of all available investigative information;
- Introduction and integration of external data not generally available to law enforcement;
- Demonstrable, multi-jurisdictional investigative impact across all jurisdictional boundaries;
- The ability to link terrorism subject associations, and law enforcement contacts to identify potential threat sources, fund raising activities, and criminal activity linked to terrorism;
- The capability to develop crime trends across regions as opposed to addressing isolated incidents within specific jurisdictions without the knowledge of criminal associations or an interrelationship.

Goal 2 – Provide coordinated, consistent, standardized training to meet regional homeland security training requirements for responders and government officials.

To be effective, the National Capital Region – Local Law Enforcement Information Sharing System will provide operationally focused user training and technical support to meet the regional homeland security training requirements. The training will go beyond teaching the use of specific operational “buttons” and will also include how to use the information-sharing project to directly support tactical, investigative and strategic law enforcement activities. It is anticipated that the system will adopt a “train the trainer” concept, whereas each agency will identify power users of the system at the operational and technical level. Through formal training, this team will then become the trainers of the system for their respective agency. There will be documented evaluation criteria, derived from the anticipated law enforcement outcomes that the system will use to gauge success. Before given access to the system, each user will receive formal training certified by a user agreement. The agency will then be required to maintain a copy of the user agreement.

Goal 3 – Regularly exercise NCR response capability to ensure continued improvement through a rigorous corrective action program, measure current capability and provide realistic training to area responders and government officials.

The National Capital Region – Local Law Enforcement Information Sharing System will work in partnership with the participating agencies to coordinate plans for terrorism and public safety related training and exercises across the NCR. This will be inclusive of all levels of government and whenever possible, consider private non-public safety partners when appropriate. Once this program becomes operational, it will be in continuous use by all of the law enforcement partners on this system. A user’s committee will meet regularly to identify any problem areas and recommend solutions to an established governance board.

Goals 4 – Capitalize on regional nature of the grant, acquire, allocate, standardize and manage equipment and systems to enhance preparedness, response and recovery efforts of responders in the NCR. Ensure that the public safety community is properly equipped to perform during incidents resulting from terrorism or use of weapons of mass destruction (WMD).

The National Capital Region – Local Law Enforcement Information Sharing System seeks to capture the cumulative knowledge of the region’s law enforcement agencies in a systematic and ongoing manner to maximize the benefits of information gathering and analysis to prevent and respond to terrorist and criminal threats; to support preventive, investigative and enforcement activities; and to enhance public safety and force protection for the regions critical infrastructure. The equipment proposed for this system shall consist of computer hardware and software necessary to establish a regional network.

Specifically, the goals of the National Capital Region – Local Law Enforcement Information Sharing System are to:

1. Integrate specific categories of existing law enforcement, criminal justice and investigative data from participating agencies in National Capital Region on a near real time basis that will be accessible by all participating agencies.
2. Dramatically reduce the time spent by participating agency personnel in search and retrieval of relevant data by providing query and analytical tools.
3. Provide the means for the participating agencies to develop analytical products to support law enforcement, criminal investigation, force protection, and counterterrorism operational and investigative activities.
4. Provide an enhanced means for the participating agencies to produce strategic analytical products to assist administrative decision-making processes for area law enforcement executives.

National Capital Region Commitments to Action

The National Capital Region – Local Law Enforcement Information Sharing System will establish a working relationship and collaboration with the United States Attorneys for the Eastern District of Virginia, the District of Columbia and District of Maryland. This system will be structured to work with federal and state authorities in the collection and dissemination of criminal justice information, especially task forces such as the FBI's Joint Terrorism Task Force (JTTF).

The National Capital Region – Local Law Enforcement Information Sharing System will work in partnership with the participating agencies to utilize a coordinated process and governance structure for preplanning trends or emergency incidents in the NCR. The National Capital Region – Local Law Enforcement Information Sharing System will operate under a shared management concept between the federal, state, county and municipal law enforcement participating agencies and users. The body charged with managing this system will be a governance board established by the Metropolitan Washington Council of Governments Police Chiefs Committee.

The operational concept and design of the system is intended to be managed and controlled by the designated governance board that will consist of representatives from all of the participating or contributing agencies in the region. This body will act as an advisory and policy board assuming responsibility for the administrative control of the system. It will be responsible for all aspects and levels of the system.

The governance body established will have the responsibility for the creating and managing:

- A Charter;
- A Memorandum of Understanding (MOU);
- Rules for operating the system;
- Privacy Impact Assessment and Privacy Statement;
- Systems Security Accreditation Plan;
- Security Policy;
- Defined membership and level of participation;
- Potential enforcement of misuse sanctions;
- System planning, deployment and administration;
- System enhancement and grant management along with approving the necessary hardware and software for use on the system.

The National Capital Region – Local Law Enforcement Information Sharing System will be flexible in that some of these duties may be delegated to an Executive Committee, but in all cases the Metropolitan Council of Governments Police Chiefs Committee is the final arbiter in all matters involving the system.

The National Capital Region – Local Law Enforcement Information Sharing System will work in partnership with the participating agencies to define and develop a common set of emergency protective measures to protect the health and safety of the public in the event of a major emergency event in the NCR.

By collaborating our efforts with the COG Energy & Utilities Subcommittee, the National Capital Region – Local Law Enforcement Information Sharing System will work in partnership to jointly identify and set protection priorities and guidelines for infrastructure assets and services in the NCR.

Project Description

Inadequate information processing and sharing at the federal, state and local levels have been identified as one of the primary failures that allowed the attacks of September 11, 2001 to occur.

“We're charged with the security of the country, first responders are charged with the security of the country, and if we can't share information between vital agencies, we're not going to be able to do our job.” (President Bush, April 20, 2004; Buffalo, NY).

There are numerous examples of how better information sharing might have prevented the attacks. One such example is the traffic stop on terrorist ringleader Mohammed Atta two months before the attack. At the time of the stop Atta was wanted for failure to appear on a charge of driving without a license in a neighboring jurisdiction. Because the two jurisdictions did not share information the officer was unaware of the arrest warrant and let Atta go. Similar circumstances were discovered in the sniper case in the Washington metropolitan area. The snipers had been cited for sleeping in their car and other parking violations in the areas of the shootings. However, the shootings had occurred in multiple jurisdictions and the data was not readily available at a single source. At the time of their capture this data was being gathered from the various jurisdictions so that it could be analyzed by the sniper task force in Montgomery County. That analysis would have identified the suspect's vehicle as having been in the vicinity of several of the shootings near the times of the shootings. Had the data been readily available, the identity of the shooters may have been known days sooner.

The National Capital Region - Law Enforcement Information Sharing System (NCR-LLEISS) is being designed to provide law enforcement agencies the tools they need to do their jobs. With a single point of entry to access information from all the jurisdictions in the region, law enforcement will be better equipped to fight crime, prevent terrorism and save lives.

The need to share data across jurisdictional boundaries in this region is not an outgrowth of the events of September 11. Rather the need has been recognized for several decades. Over the years there have been attempts to establish regional databases in the Washington metropolitan area. Usually these databases were more or less standalone systems designed for a specific purpose and a specific set of users.

An emerging regional data-sharing project is the Regional Pawn Database Sharing System (RPDSS). The RPDSS project is in its final stages of deployment. The system is designed to facilitate the regional sharing of pawn records among the nineteen COG member jurisdictions. So far five jurisdictions (Washington, DC; P.G. County, MD, Montgomery County, MD; Fairfax County, VA; and the City of Alexandria, VA) are active. Prince William County and Arlington County are in the process of becoming active. Hundreds of investigators have been trained in the use of the system and within just a couple of months of operation numerous significant case closures have resulted from the availability of regional data.

The tremendous success of the RPDSS project can be attributed to proper planning and management by the Council of Governments. COG and its Police Technology Subcommittee guided the development of the system, which was funded on an earmark grant of one million dollars by Congressman Jim Moran.

The path to successful fruition of the RPDSS began with a survey study of the pawn enforcement units in local jurisdictions as well as a sampling of the pawnshops in the region. Mitretek Systems was contracted to perform the study and to develop a detailed needs assessment and requirements document. The specifications set out in the requirements document became part of the Request for Proposal (RFP).

The next step in the process was for the Technical Review Working Group (a subset of the COG Police Technology subcommittee) to evaluate the proposals that were received. This was a methodical process that took some time but paid big dividends in the end. Once the vendor was selected, additional negotiations refined the contract to produce the best possible outcome. It should be noted that the COG Police Technology subcommittee and its working groups, which steered the development of the RPDSS, consisted of members of numerous local jurisdictions in Maryland, Virginia and the District of Columbia. Thus, it was a truly a regional project right from the beginning.

Using the same methodical processes, careful planning and design of the LLEISS is underway. Under a grant from FY03 UASI funds, Mitretek is in the process of conducting the needs assessment survey for the project. Once again the deliverables for the Mitretek study are a detailed needs assessment and requirements document. The full requirements document will be produced by the end of June 2005. At that point we will be prepared to release an RFP and begin the journey that will take the region into a new era of law enforcement data sharing.

A key requirement in the study being conducted by Mitretek is to develop the plan for the regional system so as to leverage existing and emerging systems in the region. The study further requires the examination of existing regional data sharing systems so that we can leverage their best practices and their experiences. The design of the LLEISS will be such that in future years data can be exchanged with these legacy regional database systems.

A detailed design description of the LLEISS is not possible until the Mitretek study has been completed. Only then will we know the best configuration for the entire region. We can, however, describe the system in terms of desired capabilities, functions, scale and access. To the extent possible either commercial-off-the-shelf or open source software will be used to help keep development costs as low as possible. The design of the LLEISS will use the Global Justice Data Model specifications and guidelines regarding any use of XML in the LLEISS system.

At the core of any automated system is the data. It is perceived that the LLEISS will eventually encompass the broadest possible spectrum of data.

The geographical scope of the project is an all-inclusive combination of the jurisdictions within the National Capital Region as well as those in the COG. The organizational or discipline tiers of the data would consist of police, corrections, probation, courts, department of motor vehicles and others.

The system will be designed to be scalable. It will need to be able to expand rapidly as additional organizational layers are added after its initial success. Additionally, organizations will increase the types and the amounts of data they contribute as they become comfortable with the new system.

In the first phase of the project, key data types that exist in systems within the jurisdictions will be eligible for sharing among them including the following:

1. Record management system (RMS) data such as incident reports and offense reports. *Among the many benefits would be the ability to conduct regional crime analysis and crime mapping. This would be a tremendous tool for the investigation of cross-jurisdictional crimes. Descriptions of stolen property in the offense reports could be matched to the descriptions in the regional pawn database sharing system.*
2. Field interview information. *The identity of persons acting in a suspicious manner (such as photographing bridges, facilities, etc.) needs to be compared and analyzed on a regional basis rather than within a single jurisdiction.*
3. Parking and traffic violations. *From DMV records we can determine the owner of vehicles. However, from violation notices we can learn who really drives the vehicle and where the vehicle parks.*
4. Mug shots. *A picture is worth a thousand words and for investigators in the field, readily accessible mug shots are priceless.*
5. Driver license photos. *Whether it is used to verify a driver's validity or to produce a missing person photo, access to DMV license photos is a great tool for law enforcement.*
6. Sex offender lists. *Many of these lists are available to the community on the Internet. However, an officer on a call does not generally have Internet access.*

Even without knowing the exact configuration of the LLEISS server, we do know conceptually where LLEISS fits within region topology. To the extent possible LLEISS will draw its data from existing RMS and other database sources. Manual data entry into the system is not planned. Ideally, the LLEISS would connect to a robust WLAN infrastructure that connects all the public safety networks in the region. Such an infrastructure has been defined in a concept paper submitted by ESF #2.

While this is the preferred method, LLEISS can be implemented using other transport methods for its data until a more robust infrastructure is built. The RPDSS transports thousands of records daily using secured Internet connections.

LLEISS is being designed to serve the NCR/COG region. However, crime and terrorism often spread beyond the region. Just as local jurisdictions should share their information with their neighbors through a regional hub, the regional hubs must share their information among other hubs to form a national network of law enforcement information. LEO, HSIN and SHIELD are examples of such networks. The LLEISS would be the NCR hub for such a national network(s).

Figure 1, below, is a diagram of how LLEISS fits into the regional and national data sharing topology. Since the illustration resembles a sandwich I'll use that in the following analogy. LLEISS is the meat of the regional information system. Ideally, it would sit on top of the enhanced WLAN infrastructure that connects the networks in the region. Such an infrastructure would allow greater volumes of data to be used by the system. LLEISS would also serve as the NCR Hub for the national data sharing systems.

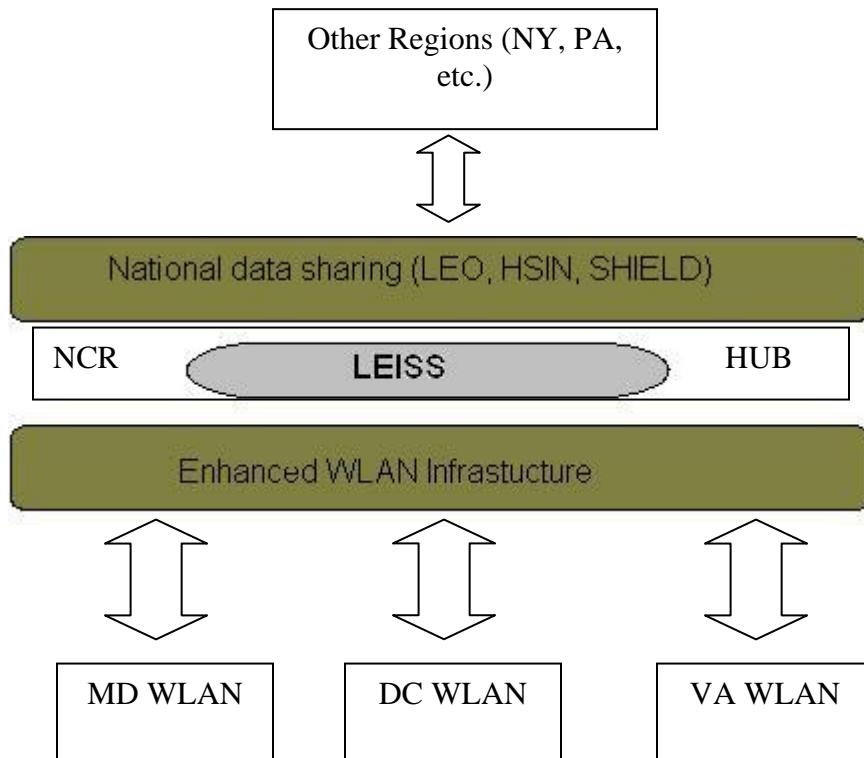


Figure 1

Currently the NCR does not have a regional hub to connect to the pipelines that will form the national network. LLEISS is the logical first step for the region. This project is ideally positioned for a smooth, methodology deployment. The Mitretek study, which is currently underway, will conclude in June 2005. Assuming this funding request is approved an RFP based on their specifications could be released at the conclusion of the study.

Organization, Experience and Qualifications of Applicant

Montgomery County, Maryland is a large urban/suburban community of 496 square miles that borders Washington, D.C. It is the most populous jurisdiction in the State of Maryland with an estimated population of 873,340 (2000 census) consisting of 65% Caucasian and 35% cultural minorities. Approximately 45% of the foreign born population in the State of Maryland resides in Montgomery County.

The total approved budget from all funds annually is approximately \$3.3 billion dollars with over \$2.86 billion coming from tax supported revenue streams. The Department of Police has a personnel complement totaling 1,671 with 1,119 being sworn police officers and an operating budget of over \$174 million dollars. The department currently manages over 25 federal / state grant programs that range from \$3,000 to over \$3 million dollars. Some of the more notable grants that have been successfully managed; COPS MORE 96 (\$1.5 million), COPS Universal Hiring (\$9 million), Local Law Enforcement Block Grants (9 years running and totaling over \$3.5 million), and COPS technology (\$2.9 million in FY04 +\$1.4 million in FY05). The department has demonstrated its organizational capacity over the years to effectively acquire, implement, manage, and closeout awarded grants.

Montgomery County has a sophisticated financial accounting management system that insures accurate expenditure data and tracking of fund balances. The system allows for total separation of funds, thereby insuring that the variety of funding streams is not co-mingled. The department's Management & Budget Division manages all grants. Project Managers for specific grants are assigned by Bureau Chiefs based upon the nature of the grant and where the grant would be best implemented; i.e. Field Services, Investigative Services or Management Services. All project managers are kept apprised of fund balances, grant end dates, and all other reporting requirements as specified in the conditions of the particular grant award.

It is because of the department's grant experience, demonstrated organization capacity, and financial accounting structure that Montgomery County Police is the lead agency for this Homeland Security UASI grant initiative titled "**National Capital Region Local Law Enforcement Information Sharing System**".

Staffing Plan

The National Capital Region – Local Law Enforcement Information Sharing System shall consist of four contract/salaried positions supplemented by full-time employees and volunteers of the participating agencies. Only the four contract/salaried positions shall be compensated using funds from this grant. The four positions are as follows:

- **Project Manager** – The Project Manager shall have day-to-day program administration responsibility, answering to the governance board established. The Project Manager shall supervise and manage the Technical Manager, Operations Manager and Clerical positions. The Program Manager will undoubtedly attend meetings constantly with representatives from the agencies participating in the LLEIS as well as provide regular updates as needed. The Project Manager shall also work closely with the vendor selected for this project to ensure proper development. The Project Manager shall devote 100% of his or her time to the project.
- **Technical Manager** – The Technical Manager shall have technical responsibility for implementing this project with participating agencies by networking with the technical points of contact at each of the participating agencies. The Technical Manager shall devote 100% of his or her time implementing this project with the participating agencies and networking with the technical points of contact therein.
- **Operations Manager** – The Operational Manager shall be the liaison between the field personnel of the participating agencies and the project. This person shall ensure that most user requirements are being met and that feedback from field personnel is being shared with the project and technical managers for maximum performance of the system. The Operational Manager shall devote 100% of his or her time as the liaison to the field personnel of the participating agencies.
- **Clerical** – The clerical staff person shall have clerical responsibilities to include answering telephones, emails, calendar management and maintenance of accurate personnel records. Personnel records to be accurately maintained include time and attendance, training records and all filing associated with this project.

It is anticipated that upon completion of the ongoing information sharing assessment (funded by existing UASI dollars) an RFP will be written to select a consultant or vendor to develop the Local Law Enforcement Information Sharing System as a completely new product or to adapt an existing system to the unique needs and configurations of the law enforcement community in the National Capital Region. The consultant or vendor would provide a more specific breakdown of staffing levels and related costs for the project as part of the selection process. This follows the highly successful model now being used to implement the Regional Pawn Data Sharing System.

F. Consultants/Contracts - Indicate whether applicant's formal, written Procurement Policy or the Federal Acquisition Regulations are followed.

Consultant Fees: For each consultant enter the name, if known, service to be provided, hourly or daily fee (8-hour day), and estimated time on the project. Consultant fees in excess of \$450 per day require additional justification and prior approval from ODP.

Name of Consultant	Service Provided	Computation	Cost
<i>subtotal</i>			\$ -

Consultant Expenses: List all expenses to be paid from the grant to the individual consultant in addition to their fees (i.e., travel, meals, lodging, etc.)

Item	Location	Computation	Cost
<i>subtotal</i>			\$ -

Contracts: Provide a description of the product or services to be procured by contract and an estimate of the cost. Applicants are encouraged to promote free and open competition in awarding contracts. A separate justification must be provided for sole source contracts in excess of \$100,000.

Item	Cost
Contract awarded to vendor through RFP process for acquisition of system, installation,	
Testing, and transition costs associated with implementation of system	\$ 4,000,000.00
All Procurement rules and regulations for request for proposal will be followed.	
\$	
<i>subtotal</i> 4,000,000.00	

PROGRAM COSTS SUMMARY	
Acquisition	Costs
System Hardware, Software & Communications	\$1,500,000
Individual Agency Interfaces to Jurisdictions	\$950,000
Systems Engineering and Technical Assistance Staff	\$400,000
Staff - fully burdened	\$430,000
<i>Project Manager</i>	<i>\$200,000</i>
<i>Technical Manager</i>	<i>\$150,000</i>
<i>Clerical</i>	<i>\$80,000</i>
<i>Operations Manager</i>	<i>\$0</i>
Facility Preparation (modification, false floor, etc)	\$300,000
Security Certification and Accreditation	\$60,000
File Conversion (clerical)	\$100,000
Total Acquisition Costs	\$3,740,000
Transition (for 3 months through February 28, 2007)	Costs
System Cost	\$60,000
Staff	\$140,000
<i>Project Manager</i>	<i>\$50,000</i>
<i>Technical Assistant</i>	<i>\$40,000</i>
<i>Clerical</i>	<i>\$20,000</i>
<i>Operations Manager</i>	<i>\$30,000</i>
Facility	\$60,000
Total Transition Costs	\$260,000
TOTAL COSTS	\$4,000,000

**GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF THE DEPUTY MAYOR FOR PUBLIC SAFETY AND JUSTICE**

**Certifications Regarding Lobbying; Debarment, Suspension and Other
Responsibility
Matters; and Drug-Free Workplace Requirements**

Applicants should refer to the regulations cited below to determine the certification to which they are required to attest. Applicants should also review the instructions for certification included in the regulations before completing this form. Signature of this form provides for compliance with certification requirements under 28 CFR Part 69, "New Restrictions on Lobbying" and 28 CFR Part 67, "Government-wide Debarment and Suspension (Non-procurement) and Government-wide Requirements for Drug-Free Workplace (Grants)." The certifications shall be treated as a material representation of fact.

1. LOBBYING

As required by Section 1352, Title 31 of the U.S. Code. and implemented at 28 CFR Part 69, for persons entering into a grant or cooperative agreement over \$100,000, as defined at 28 CFR Part 69, The applicant certifies that:

- (a) No Federal appropriated funds have been paid or will be paid, by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the making of any Federal grant, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal grant or cooperative agreement;
- (b) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal grant or cooperative agreement, the undersigned shall complete and submit Standard Form - III, "Disclosure of Lobbying Activities," in accordance with its instructions;
- (c) The undersigned shall require that the language of this certification be included in the award documents for all sub awards at all tiers including sub grants, contracts under grants and cooperative agreements, and subcontracts) and that all sub--recipients shall certify and disclose accordingly.

2. DEBARMENT, SUSPENSION, AND OTHER RESPONSIBILITY MATTERS (DIRECT RECIPIENT)

As required by Executive Order 12549, Debarment and Suspension, and implemented at 28 CFR Part 67, for prospective participants in primary covered transactions, as defined at 28 CFR Part 67, Section 67.510—

A. The applicant certifies that it and its principals:

- (a) Are not presently debarred, suspended, proposed for debarment, declared ineligible, sentenced to a denial of Federal benefits by a State or Federal court, or voluntarily excluded from covered transactions by any Federal department or agency;
- (b) Have not within a three-year period preceding this application been convicted of or had a civil judgment rendered against them for commission of fraud or a criminal offense in connection with obtaining, attempting to obtain, or performing a public Federal, State, or local) transaction or contract under a public transaction; violation of Federal or State antitrust statutes or commission of embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property;
- (c.) Are not presently indicted for or otherwise criminally or civilly charged by a governmental entity (Federal, State, or local with commission of any of the offenses enumerated in paragraph (1)(b) of this certification; and
- (d) Have not within a three-year period preceding this application had one or more public transactions (Federal, State, or local) terminated for cause or default; and

B. Where the applicant is unable to certify to any of the statements in this certification, he or she shall attach an explanation to this application.

3. DRUG-FREE WORKPLACE (GRANTEES OTHER THAN INDIVIDUALS)

As required by the Drug Free Workplace Act of 1988, and implemented at 28 CFR Part 67, Subpart F. for grantees, as defined at 28 CFR Part 67 Sections 67.615 and 67.620—

A. The applicant certifies that it will or will continue to provide a drug-free workplace by:

- (a) Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the applicant's workplace and specifying the actions that will be taken against employees for violation of such prohibition;

- (b) Establishing an on-going drug-free awareness program to inform employees about—
 - (1) The dangers of drug abuse in the workplace;
 - (2) The applicant's policy of maintaining a drug-free workplace;
 - (3) Any available drug counseling, rehabilitation, and employee assistance programs; and
 - (4) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
- (c) Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph (a);
- (d) Notifying the employee in the statement required by paragraph (a) that, as a condition of employment under the grant, the employee will—
 - (1) Abide by the terms of the statement; and
 - (2) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;
- (e) Notifying the agency, in writing, within 10 calendar days after receiving notice under subparagraph (d)(2) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title to: Office of Grants Management and Development, 717 14th St., NW, Suite 1200, Washington, DC 20005. Notice shall include the identification number(s) of each affected grant;
- (f) Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph (d)(2), with respect to any employee who is so convicted—
 - (1) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
 - (2) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;
 - (3) Making a good faith effort to continue to maintain a drug free workplace through implementation of paragraphs (a), (1), (c), (d), and (e). and (f)

B. The applicant may insert in the space provided below the sites for the performance of work done in connection with the specific grant:

Place of Performance (Street address, city, county, state, zip code)

As the duly authorized representative of the applications, I hereby certify that the applicant will comply with the above certifications.

1. Grantee Name and Address:
Montgomery County Government
101 Monroe Street, Executive Office Building
Rockville, Maryland 20850
2. Application Number and/or Project Name: National Capital Region Local Law Enforcement Information Sharing System RFA-13D
3. Grantee IRS/Vendor Number: 52-6000980
4. Typed Name and Title of Authorized Representative

Joseph Beach, Assistant Chief Administrative Officer

5. Signature

February 23, 2005

6. Date

**GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF THE DEPUTY MAYOR FOR PUBLIC SAFETY AND JUSTICE**

STANDARD ASSURANCES

The applicant hereby assures and certifies compliance with all Federal statutes, regulations, policies, guidelines and requirements, including OMB Circulars No. A-21, A-110, A-122, A-128, A-87; E.O. 12372 and Uniform Administrative Requirements for Grants and Cooperative Agreements - 28 CFR, Part 66, Common Rule, that govern the application, acceptance and use of Federal funds for this federally-assisted project.

Also, the Application assures and certifies that:

1. It possesses legal authority to apply for the grant; that a resolution, motion or similar action has been duly adopted or passed as an official act of The applicant's governing body, authorizing the filing of the application, including all understandings and assurances contained therein, and directing and authorizing the person identified as the official representative of The applicant to act in connection with the application and to provide such additional information as may be required.
2. It will comply with requirements of the provisions of the Uniform Relocation Assistance and Real Property Acquisitions Act of 1970 P.L. 91-646 which provides for fair and equitable treatment of persons displaced as a result of Federal and federally-assisted programs.
3. It will comply with provisions of Federal law which limit certain political activities of employees of a State or local unit of government whose principal employment is in connection with an activity financed in whole or in part by Federal grants. (5 USC 1501, et. seq.).
4. It will comply with the minimum wage and maximum hour's provisions of the Federal Fair Labor Standards Act if applicable.
5. It will establish safeguards to prohibit employees from using their positions for a purpose that is or gives the appearance of being motivated by a desire for private gain for themselves or others, particularly those with whom they have family, business, or other ties.
6. It will give the sponsoring agency of the Comptroller General, through any authorized representative, access to and the right to examine all records, books, papers, or documents related to the grant.
7. It will comply with all requirements imposed by the Federal-sponsoring agency concerning special requirements of Law, program requirements, and other administrative requirements.

8. It will insure that the facilities under its ownership, lease or supervision which shall be utilized in the accomplishment of the project are not listed on the Environmental Protection Agency's (EPA), list of Violating Facilities and that it will notify the Federal grantor agency of the receipt of any communication from the Director of the EPA Office of Federal Activities indicating that a facility to be used in the project is under consideration for listing by the EPA.
9. It will comply with the flood insurance purchase requirements of Section 102(a) of the Flood Disaster Protection Act of 1973, Public Law 93-234-, 87 Stat. 975, approved December 31, 1976. Section 102(a) requires, on and after March 2, 1975, the purchase of flood insurance in communities where such insurance is available as a condition for the receipt of any Federal financial assistance for construction or acquisition purposes for use in any area that has been identified by the Secretary of the Department of Housing and Urban Development as an area having special flood hazards. The phrase "Federal Financial Assistance" includes any form of loan, grant, guaranty, insurance payment, rebate, subsidy, disaster assistance loan or grant, or any other form of direct or indirect Federal assistance.
10. It will assist the Federal grantor agency in its compliance with Section 106 of the National Historic Preservation Act of 1966 as amended (16 USC 470), Executive Order 11593, and the Archeological and Historical Preservation Act of 1966 (16 USC 569a-1 et. seq.) By (a) consulting with the State Historic Preservation Officer on the conduct of investigations, as necessary, to identify properties listed in or eligible for inclusion in the National Register of Historic Places that are subject to adverse effects (see 36 CFR Part 800.8) by the activity, and notifying the Federal grantor agency of the existence of any such properties, and by (b) complying with all requirements established by the Federal grantor agency to avoid or mitigate adverse effects upon such properties.
11. It will comply, and assure the compliance of all its sub grantees and contractors, with the applicable provisions of Title I of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, the Juvenile Justice and Delinquency Prevention Act, or the Victims of Crime Act, as appropriate; the provisions of the current edition of the Office of Justice Programs Financial and Administrative Guide for Grants; and all other applicable Federal laws, orders, circulars, or regulations.
12. It will comply with the provisions of 28 CFR applicable to grants and cooperative agreements including Part 18. Administrative Review Procedure; Part 20, Criminal Justice Information Systems; Part 22, Confidentiality of Identifiable Research and Statistical Information; Part 23, Criminal Intelligence Systems Operating Policies; Part 30, Intergovernmental Review of Department of Justice Programs and Activities; Part 42, Nondiscrimination/Equal Employment Opportunity Policies and Procedures; Part 61, Procedures for Implementing the National Environmental Policy Act; Part 63, Flood Plain Management and Wetland Protection Procedures; and Federal laws or regulations applicable to Federal Assistance Programs.

13. It will comply, and all its contractors will comply, with the non-discrimination requirements of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, 42 USC 3789(d), or Victims of Crime Act (as appropriate); Title VI of the Civil Rights Act of 1964, as amended; Section 504 of the Rehabilitation Act of 1973, as amended; Subtitle A, Title II of the Americans with Disabilities Act (ADA) (1990); Title IX of the Education Amendments of 1972; the Age Discrimination Act of 1975; Department of Justice Non-Discrimination Regulations, 28 CFR Part 42, Subparts C, D, E and G; and Department of Justice regulations on disability discrimination, 28 CFR Part 35 and Part 39.
14. In the event a Federal or State court or Federal or State administrative agency makes a finding of discrimination after a due process hearing on the grounds of race, color, religion, national origin, sex, or disability against a recipient of funds, the recipient will forward a copy of the finding to the Office for Civil Rights, Office of Justice Programs.
15. It will provide an Equal Employment Opportunity Program if required to maintain one, where the application is for \$500,000 or more.
16. It will comply with the provisions of the Coastal Barrier Resources Act (P.L 97-348), dated October 19, 1982, (16 USC 3501 et. seq.) which prohibits the expenditure of most new Federal funds within the units of the Coastal Barrier Resources System.

Joseph Beach - Assistant Chief Administrative Officer
Print Name Print Title

Signature

February 23, 2005

Date