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December 5, 2009

MEMORANDUM

To: Representative Luciano "Lucky" Varela, Chairman
Senator John Arthur Smith, Vice-Chairman

From: Aurora B. Sánchez, IT/Program Evaluations Manager 

Subject: **Status Review of the Statewide Case Management System for the Judiciary (Report #10-05)**

EXECUTIVE SUMMARY

The Legislative Finance Committee's (LFC) 2009 evaluation work plan includes the status review of the implementation of the judiciary's statewide case management system (Odyssey). This report is not intended to be a follow-up of the 2000 LFC report on FACTStm. However, to ensure that past problems with the implementation of a statewide case management system are properly addressed in the current project, it was necessary to review the previous report for issues reported then and compare those to current practices in the new implementation. Understanding the issues can provide valuable lessons that can be applied to successfully complete and deploy into production the integrated case management system, Odyssey.

The purpose of this report is to provide a status of the procurement and implementation of the statewide judicial case management system that replaces a 10-year-old system and automates existing manual processes. The status report includes

- Vendor and software selection and purchase;
- Project management and oversight;
- System implementation and rollout status;
- Court staff training; and
- Appropriations and expenditures recording, reporting and management.

Electronic filing at the district courts and electronic citations at the magistrate courts are separate projects that will be linked to the case management system. This report does not include either of these projects since neither one has been fully implemented in any court.

Project Summary and Suggestions for Improvement. Since this status review is not considered a full evaluation, no findings are issued and no responses are required. The report does; however, include suggestions for improvement that can be incorporated into the implementation of the system going forward.

Project Summary. The total appropriated for the statewide case management system (Odyssey) between 2006 and 2009 is \$9.6 million, of which \$5.6 million has been spent as of the end of November 2009. The (oversight) governance structure (JIFFY and steering committee) is strong and representative of all courts. The project's management appears well structured and the project is well managed. Demands on Judicial Information Division (JID) staff require JIFFY's assistance to prioritize projects and manage stakeholder expectations. The IV&V vendor identified managing stakeholder expectations as key to resource allocation.

The procurement of the case management software was proper and followed good procurement practices.

The judiciary limited software enhancements to the 35 most important at a cost of \$691 thousand. The conversion of legacy data to Odyssey is structured and iterative and JID has been trained in the process for future court implementations, which should reduce reliance on the vendor as the project moves forward.

Two district and two magistrate courts are currently live on Odyssey. Implementation of two district courts and one magistrate court is scheduled for the first half of 2010. Court personnel using the system rate the hands-on training and the system as good to very good.

The system, once fully implemented, should save an average of \$800 thousand each fiscal year from improved processes, including reduced data entry and error correction. Follow-up on outstanding amounts at the magistrate courts should improve using the collection processes that run at predefined times.

Suggestions for improvement. These suggestions could improve internal controls, standardize processes and realize productivity gains.

- Reengineer the business process at AOC instead of requiring magistrate courts to backdate receipts for interest earned.
- Address the outstanding balances at the district courts for discharged defendants, including using the tax intercept program at the Taxation and Revenue Department.
- Adopt a written policy for handling overpayments at the magistrate courts that is cost effective.
- Standardize how overpayments are handled at district courts.
- Require magistrate court personnel to e-mail monthly reports as they go live on Odyssey, to save on postage.
- Require training evaluations and report results to JIFFY.
- Consider sending out user satisfaction surveys six to nine months after go-live to assess if user needs are being met.
- Consider giving JID's management analyst access to SHARE to process vouchers and redirect AOC fiscal staff to other tasks.

AGENCY AND PROJECT BACKGROUND

Agency Background. The Administrative Office of the Courts (AOC) by Supreme Court order is the administrative arm of the state's highest appellate court. The duties of the AOC as they relate to the statewide case management information systems project are to

- Ensure that the courts have and use current technology;
- Develop and implement improved court processes and support courts in their use;
- Collect and provide information on and for the courts to manage and account for the collection of revenue;
- Ensure sound financial, budgeting and procurement practices in the management of court resources; and
- Provide administrative support for the magistrate courts.

The judicial information division (JID) of the AOC is responsible for the automation of the New Mexico state courts. JID operates under the direction of the Judicial Information Systems Council (JIFFY), whose membership includes representatives from all levels of courts and the AOC.

Project Background. During the 2006 legislative session, AOC requested a one-time nonrecurring appropriation of \$5 million (\$6.3 million in total over the life of the project) to build a new case management system to replace its existing 10-year old system and automate manual processes. The agency wanted the new system to

- Increase use of a scheduling/calendaring function to at least 75 percent of state courts;
- Improve protective order and warrant enforcement functionality;
- Reduce current case management application data entry errors by 50 percent;
- Standardize business rules/workflow processes to improve court staff productivity by 10 percent;
- Track all financial collections and disbursements more efficiently and effectively and reduce errors by 75 percent;
- Ensure that all application data elements comply with federal data sharing standards; and
- Reduce in-class training time and travel costs for court clerks by 50 percent.

The judiciary anticipates the system will improve staff efficiency which in turn will reduce operating costs at the courts and AOC.

The legislature rejected AOC's request because the legislature does not support inherently risky and costly ground-up development. Instead, the legislature appropriated \$750 thousand for a needs assessment, business requirements and proof-of-concept to determine the judiciary's future direction. Ultimately, AOC acknowledged that building a new system would expose them to greater risk.

In 2007, the judiciary requested \$7.1 million to replace the entire system. Based on the average cost in the responses to the request for information plus seven percent for independent validation and verification, LFC recommended \$6 million. The judiciary received a \$6 million appropriation in Laws 2007, Chapter 28, Section 7.

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On May 18, 2007, the AOC issued, on behalf of the judiciary, a request for proposal (RFP) for a commercial off-the-shelf case management system to be used by all courts statewide, except municipal courts. Even though the initial implementation would not include electronic content document management and e-filing capabilities, vendors were asked to submit information regarding the seamless integration of these components with the case management system.

System Procurement. Two vendors responded to the RFP. Tyler’s scores for all evaluation factors except cost exceed the other vendor. The evaluation scores are shown below.

Table 1. Vendor Evaluation

Evaluation Factor	Items Included	Maximum Points	Vendors	
			Tyler	JSI
Functional Specifications	<ul style="list-style-type: none"> • 600 specification of which 20 considered key features 	350	291	193
Technology Requirements	<ul style="list-style-type: none"> • System architecture • Network architecture • Database architecture • Technical platform 	100	75	72
Project Strategy and Approach	<ul style="list-style-type: none"> • Strategy • Approach • Plan • Team • Training • Conversion • System integration and interface development • System implementation and support • Maintenance and support 	150	121	105
Business Requirements	<ul style="list-style-type: none"> • Financial stability • Organizational stability • Experience and expertise • References 	100	83	60
Cost		200	152	200
Oral Presentations and Demonstrations		100	84	16
Total Points		1,000	806	647

Source: Request for Proposal and Evaluation Committee Report

An interesting point is that Tyler’s RFP cost proposal was \$1.8 million greater than the amount proposed in its response to the request for information one year earlier.

On July 31, 2007, JIFFY accepted the committee’s recommendation to contract with Tyler. The final \$6 million contract, including gross receipts taxes, awarded on October 24, 2007 was \$900 thousand less than the proposal. The amount included the software license fee and time and materials and expenses of \$3 million each.

The evaluation of the vendors’ responses appears to be thorough in the functional and technical specification, project management, oral presentation and demonstrations, cost, and company financial stability.

AOC hired a law firm to review its contract with Tyler before signing it. The law firm provided JID with comments and suggestions that were incorporated into the final contract to clarify it or to better protect the state’s interests. AOC required Tyler to place a copy of the licensed

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software into an escrow account with AOC as the beneficiary. Although it has become a common state practice to require a retainage on information technology system implementation projects, AOC did not require one because the final payment (about 10 percent of the total licensing fee) is not due until about 2012.

The procurement of the case management software was proper and followed good procurement practices in all aspects except the requirement of a performance bond. The AOC internal procurement policy follows the Procurement Code and State Procurement Rules, but it is silent regarding a performance bond. The AOC required potential bidders to show intent and evidence of the ability to procure and maintain a performance bond. In the final contract, AOC did not require a performance bond from the vendor as suggested by Section 13-1-148 NMSA 1978 because of the company’s strong financial position and because the software was fully developed and proven. It also did not require a 15 percent retainage on deliverables because the final payment that is about 10 percent of the total software licensing fee was not due until about 2012. Executive agencies have adopted these techniques as best practices to ensure vendor performance.

In 2008, the judiciary requested an additional \$4 million because its initial request did not include sufficient support, implementation at the Bernalillo County Metropolitan Court and specialty courts or disaster recovery and business continuity. The request included the items listed in the table below.

Table 2. Additional Request for Funding
(in thousands)

Purpose	Amount
Extended vendor support for conversion and training for the post-pilot rollout, including the Bernalillo County Metropolitan Court	\$1,600.0
Customization for specialty courts (e.g., drug, water)	\$1,500.0
Hardware for a remote replication site to support the backup and disaster recovery needs, telecommunications upgrades, operating system and word processing software and other costs such as travel and IV&V	\$900.0
Total	\$4,000.0

Source: FY09 Judicial IT Plan

Laws 2008, Chapter 3, Section 7 appropriated \$2 million.

After revisiting the cost to implement the case management system, the project manager estimates that nonrecurring cost to implement are \$10 million not the original \$7.1 million that was estimated two years earlier. The \$10 million nonrecurring estimate is as follows:

Table 3. Revised Nonrecurring Cost Estimate
(in thousands)

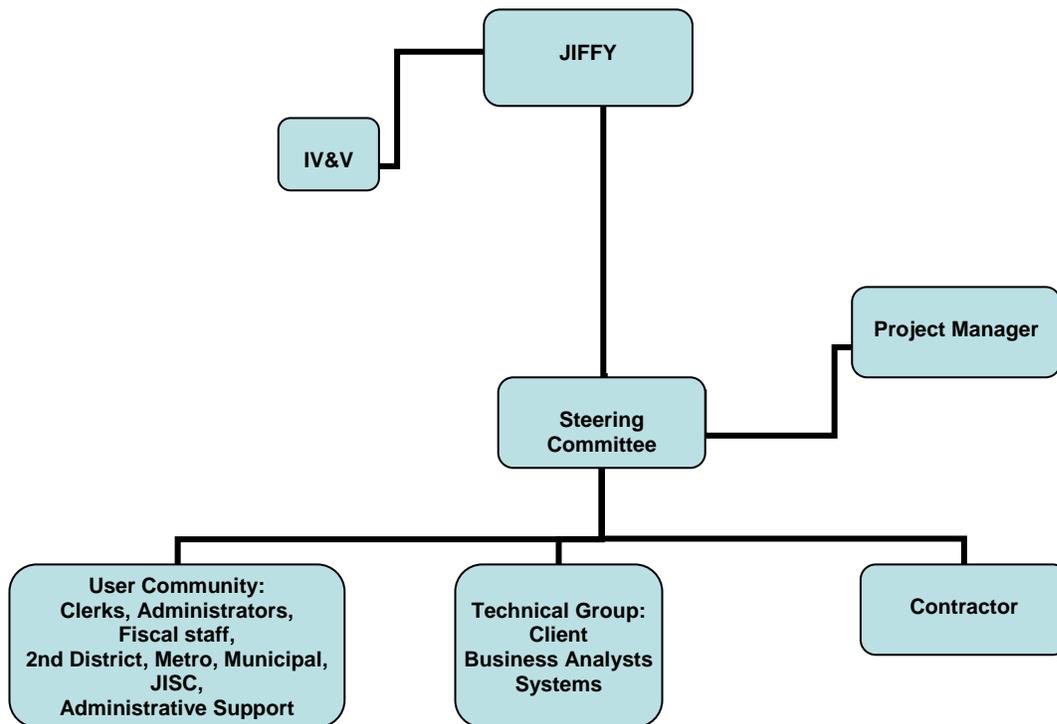
Item	Amount
Vendor personnel	\$4,800.0
COTS licensing, ancillary software	\$3,700.0
System Hardware, telecommunications, travel, IV&V and Other	\$1,500.0
Total	\$10,000.0

Source: FY09 IT Plan

PROJECT MANAGEMENT

IT projects following good project management practices should include a project charter, project management plan, risk management plan, change management plan, staffing plan, training plan, testing plan and feedback on training. Additionally, good project management practices include a methodology for monitoring these requirements. Strong project management also requires a strong governance structure and executive-level support. The organizational chart below shows the governance structure for the case management project.

Chart 1. Judicial Case Management Organizational Chart



Source: Condensed version of Project Management Plan Chart

Project Scope. The scope of the project includes functionality in the current system and enhanced features identified in fit sessions to determine suitability. The system functionality and enhancements are to improve workflow, standardize processes and allow for better access and response time. The project will also include interface functionality to existing external systems such as the state's accounting and human resource system (SHARE).

The main features in the system include those in the current system and the ones that are missing and required.

- Judicial calendaring;
- Integrated and operational in an Internet environment;

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- Adequate performance despite limited telecommunication capabilities;
- Ability to easily consolidate cases;
- Validation and data checks;
- User-defined business logic; and
- Customizable data entry screens to match document files.

Independent Validation and Verification. IV&V is the process to determine if the products of a given software development phase fulfill the requirements established during the previous phase (verification) and to evaluate software at the end of the development process to ensure it is free from failures and complies with its requirements (validation). The judiciary’s contract for IV&V services requires examination of all aspects of the project, including executive support, project management, business process reengineering, project budgeting and resource allocation, and training.

The \$148.8 thousand agreement for IV&V vendor services was signed September 1, 2009, with a termination date of December 31, 2011. The first IV&V vendor that AOC hired was discharged because the work was not sufficiently thorough for the judiciary’s needs. The contracted IV&V vendor uses Institute of Electrical and Electronics Engineers, Inc (IEEE) standards whose strictures were tempered based on the availability of funds for IV&V, selected architecture and schedule, and DoIT standards modified for the judiciary to manage the IV&V engagement. The industry standard for IV&V is seven percent of total project costs or \$564 thousand.

Risk Assessment. The purpose of a risk management plan is to identify and analyze project risks, quantify the risks identified and develop a risk response or mitigation strategy.

The judiciary presented its internal risks assessment for this project along with mitigation strategies in its project management plan. The table below shows the five major risks, the likelihood of the risk occurring, the average rating of the risk and the mitigation strategy.

Table 4. Project Risk Rating and Mitigation Strategies

Major Risk	Risk Ratings			Mitigation Strategy
	L	I	R	
Resource Availability	2	3	H	Augment resources with contract
Aggressive project schedule	2	2	M	Contract resources/trim scope
Inadequate project funding	1	3	M	Use multi-year phases/reduce scope
Telecommunications/bandwidth	2	2	M	Pursue acceleration options such as Juniper
External systems interfaces	2	1	L	Extensive integration testing

Source: Judicial Case Management Project Charter

L= Likelihood; I = Impact; R= Risk

H = High; M = Medium; L = Low

The IV&V vendor conducted an independent risk assessment to validate the risks identified by JID and to document additional risks that might prevent the judiciary from successfully implementing the statewide case management system. The IV&V vendor’s risk assessment is shown in the table below.

Table 5. Risks With High Impact and Medium Likelihood of Occurrence and Mitigation Strategies

Risk	Mitigation
Loss of Resources	Retainer contract with vendor; cross-train staff; maintain list of alternate resources; minimize tools and languages used
Funding for Competing Project	Hire contractors; pilot with supreme court and court of appeals only; Use GSA for vendor selection;
Aggregated replication doesn't work	Stay with a distributed system; Use contractor's public access model for lookup; use two sources for lookup
Unbudgeted customization	Prioritize customization; re-allocate funds; extend project (timeline); use supreme court automation fund
Contractor involvement more limited than anticipated	Expand contractor's area of responsibility; ensure team members know their task responsibilities and schedule
Contractor staffing unstable; response is variable	Contractor assigns specific resources to key functions
Contractor's product introduces new technologies	Communicate processes and procedures to technical staff; hold monthly technical meetings; Allow all technical staff to participate in scheduled training and sessions, including 2nd Judicial District and Metro Court
Increase demand on internal IT services	Prioritize projects, place non-critical projects on hold; use contract resources; temporarily assign 2nd Judicial District and Metro Court IT staff to enterprise projects.
Anticipated completion rollout schedule is not met	

Source: Risk Management Plan

Of the risks identified by the JID project manager and the IV&V vendor, the one that appears to be the most difficult to manage is “internal demand on IT services.” The JID staff is responsible for day-to-day operations and support of the current system, implementation and support of the system being implemented (Odyssey); and support and possibly implementation of all other technology projects desired by the court. These include electronic citations, electronic filing, video arraignment, and jury management to name just a few. It is critical that JIFFY assist the project manager in prioritizing projects and managing expectations so that the JID staff can provide the implementation and operational support for Odyssey, the most important of all system projects.

Managing Changes. The purpose of the Issue Management Plan is to describe the project’s process for managing project issues that arise in all project phases and may have a negative impact if not addressed properly. A change control process is an essential component of a successful IT project. The key to change control is managing the impact of necessary changes on the project plan, budget, and implementation schedule. Establishing a baseline product, agreement from project approvers and enforcing a formal process are steps to controlling project scope. Unavoidable changes include changes to comply with Supreme Court rules, statutory changes, local (court) rules and policies. Individual court policies should be changed (re-engineered) as opposed to making costly changes to the software to meet the needs of one court.

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The judiciary conducted an assessment to determine if any changes were necessary to the configuration of the software to meet the needs of New Mexico’s courts. The fit assessment found that there were 89 items that needed to be changed. Of these, the project team selected the top 24. Of the 24, one was eliminated, one was a duplicate and two others were combined, leaving 22 changes or enhancements. The total estimated cost of the changes was \$330.2 thousand.

Table 6. System Enhancement Identified During Fit Sessions and Approved by JIFFY

CR#	Priority	Description	Cost	Appv Y/N
3047	C	Force clerk to take a payment when filing case	\$22,500	Y
3049	C	Prevent case close if balance due	\$30,600	Y
3051	C	Plea event used as trigger for time standards	\$12,450	Y
3052	C	Display hearing notices on Register of Actions	\$13,650	Y
3054	C	Auto add officer as participant on citation case	\$21,300	Y
3057	C	Need additional system code of "Addtl Action" for 3rd or subsequent parties to a civil case	\$1,650	Y
3108	C	Make magistrate display throughout	\$38,550	Y
3109	C	Identify specific witness as flagged as private or restricted	\$19,950	Y
3043	H	Default bond amount when adding bond to case	\$26,100	Y
3044	H	Add judges name to receipt	\$8,850	Y
3045	H	Add next payment information on receipts	\$8,850	Y
3046	H	Print voided receipt	\$6,450	Y
3050	H	Display presumptive assessment amount due on case before accept case	\$33,300	CY*
3053	H	Restrict number of active warrants for specific warrant type - 1 per case	\$29,100	Y
3055	H	Add correspondence and current know address on citations	\$8,550	Y
3107	H	See active time standards on case	\$5,100	Y
3056	M	Different attorneys for same party on case with different connection types	\$12,000	Y
3070	M	Transfer functionality (copy necessary information from one case to another)	\$10,050	Y
3072	M	NM tracking number when copying case	\$6,750	Y
3077	M	Create state tracking number	\$1,650	Y
3110	M	Print notes individually and all on case	\$12,750	Y
TOTAL			\$330,150	

Source: JID Project Manager

Requests for 13 additional changes were reviewed and approved by the steering committee totaling \$361 thousand, of which \$28.8 thousand was for electronic document management or electronic citations. The total for all the changes identified in the fit sessions and after is \$691 thousand.

Other issues identified by JID developers or court personnel are managed through an issue log.

Conversion. Although a conversion plan was not available for review, Tyler’s conversion protocol is structured and iterative allowing for issues to be addressed before a court goes live. Tyler’s begins with a planning and discovery phase that identifies legacy data that will be converted, determines the type and quality of the documentation, and establishes guidelines for what can and cannot be converted. Tyler also requires data in a readable format and

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documentation on file layout and then uses an intermediate file layout (IFL) for the data to be converted. Business objects are used to perform business rule validation and write records to the Odyssey data base. The process is designed to be reused for subsequent implementations. Although JID staff was trained on Tyler’s conversion tools so that future court conversions could be led by JID staff and reliance on the contractor reduced, the aggressive implementation schedule requires Tyler’s ongoing part-time assistance.

Rollout Schedule. The project started on December 3, 2007, with infrastructure installation and configuration, fit assessment and technical training. The 4th Judicial District Court and the Torrance County Magistrate Courts were selected as the first two courts to go live, followed by Chaves County Magistrate Court and the 5th Judicial District Court in Roswell. Timeframes for the pilot courts are shown in the table below.

Table 7. Pilot Courts Rollout Schedule

Pilot Court	Court Location(s)	Kickoff	Conversion	End User Training	Go-Live
4 th Judicial District	Las Vegas, Mora, Santa Rosa	12/3/07	4/30/08 – 11/2/08	10/14/08 -10/31/08	11/17/08
Torrance County Magistrate	Moriarty	12/8/08	2/11/09 – 4/26/09	4/17/09 – 4/24/09	4/26/09
Chaves County Magistrate	Roswell		5/15/09 – 7/12/09	6/22/09 – 6/26/09	7/13/09
5 th Judicial District	Roswell		5/20/09 – 8/23/09	8/10/09 – 8/21/09	8/24/09

Source: Implementation Schedule

The rollout schedule is subject to change, depending on how ready a court is to proceed, competing IT projects, and JIFFY approval. Courts are selected and approved by the steering committee based on location (north in the summer and south in the winter); district courts with sites that still need to be implemented; geographic location to minimize travel and training costs; and relocation of courts. The next courts scheduled to go live between March and August 2010 are shown in the table below.

Table 8. Courts Scheduled To Go Live in 2010

County	City	Court Level	District Number	Go Live Date
Torrance	Estancia	District	7	March
Catron	Reserve	District	7	March
Socorro	Socorro	District	7	March
Sierra	Truth or Consequences	District	7	March
San Juan	Farmington	Magistrate	11	April
Cibola	Grants	Magistrate	13	May
Cibola	Grants	District	13	July
Sandoval	Bernalillo	District	13	August

Source: IV&V Report and Project Manager

Full implementation at all courts, including the Supreme Court, the Court of Appeals and Bernalillo County Metropolitan Court is scheduled for December 2013. **Exhibit 1** has the rollout schedule for the next three years.

User Training. Case management users at the various courts are receiving training on Odyssey before the courts go live. Depending on the role of the user, the court administrator or the chief clerk ensures that staff attends the appropriate training sessions. The actual training was initially provided by the vendor; now JID staff conducts all the training.

Training evaluations completed by the 4th Judicial District Court showed that 46 percent strongly agreed and 42.9 percent agreed that the training was useful, appropriate, effective, and would help with job functions. Training evaluations were not requested on the three subsequent implementations or from the two members from the AOC fiscal services division who were trained with the magistrate court staff. Separate questionnaires sent to the courts (4th Judicial District, 5th Judicial District – Roswell, and Torrance and Chaves Magistrate Courts) regarding the system and training overall were all highly positive.

APPROPRIATIONS AND EXPENDITURES

Since 2006, the AOC has received over \$9 million toward planning and system implementation as shown in the table below.

**Table 9. Statewide Case Management System Appropriations
2006 – 2009**
(in thousands)

Bill Number	Purpose	Amount
Laws 2006, Chapter 109	Needs assessment and business requirements for consolidated case management system, including interface specifications for electronic document management and electronic filing, and proof of concept to determine future direction. (extended in Laws 2007, 2008)	\$750.0
Laws 2007, Chapter 28	To Replace the case management system with an integrated and consolidated system for all courts, including electronic document management and electronic filing interfaces (extended in Laws 2008)	\$6,000.0
Laws 2008, Chapter 3	To include metro court in the case management system implementation	\$2,000.0
Laws 2009, Chapter 124	Case management system support ⁽¹⁾	\$895.0
Total Appropriations		\$9,645.0

Source: Appropriation Laws as indicated

(1) Revenue to be generated from a \$10 increase to the civil filing fee starting FY10

Expenditures from special appropriations for the statewide case management system project from FY07 through November 2009 (FY10) are \$5.6 million, as shown in the table below.

Table 10. Special Appropriation Expenditures
(in thousands)

Expenditure Category	FY07 and FY08	FY09	FY10 Through 10/31/09	Total
Travel	\$ 141.7	\$56.3	\$38.3	\$236.3
IT Equipment	\$ 883.0	\$71.7	\$1,050.0	\$2,004.7
IT Maintenance	\$ 26.4	\$2.9	\$0.0	\$29.3
IT Services ⁽¹⁾	\$ 830.5	\$1,791.0	\$254.4	\$2,875.9
IT Supplies	\$ 129.4	\$71.7	\$33.7	\$234.8
Professional Services	\$ 91.9	\$99.2	\$7.1	\$198.2
Miscellaneous	\$ 19.4	\$3.9		\$23.3
Training	\$ 5.4	\$0.0	\$2.8	\$8.2
Total	\$ 2,127.7	\$2,096.7	\$1,386.3	\$5,610.7

Source: AOC and SHARE Reports

(1) Prior year payable included in the IT Services total in FY09

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The initial appropriation in FY07 and FY08 (Laws 2006 and 2007) were comingled with the statewide automation bond fund because the Department of Finance and Administration (DFA) did not set up a separate SHARE account for the project. AOC has manually accounted for the FY07 and the FY08 revenue and expenditures to accurately capture the expenditures from each of the appropriations.

In FY09, DFA created separate Zcodes (Z70701 and Z70702) for the case management appropriations for better accounting. As of November 2009, the remaining balance of the \$6.7 million appropriation (Laws 2006 and 2007) is \$1.1 million. None of the \$2 million appropriation (Laws 2008) has been spent. Total available from the general fund appropriations is \$3.1 million.

The 2009 appropriation of \$895 thousand is from revenues generated in FY10 from an increase to the civil filing fee. Since July 1, 2009, the date the civil filing fee increase was effective, the judiciary has received \$212.4 thousand. Early revenue projections are that the full \$895 thousand may not be earned, but at this time it is still too early to tell; civil case filings could increase sufficiently to meet the appropriated amount.

In addition to the special appropriation expenditures, AOC has paid out about \$81.8 thousand in overtime from the JID operating budget to implement the case management system. Total expenditures from all sources are approximately \$5.7 million. Capturing expenditures for the project paid out of the special appropriations and operating budgets will allow for reporting of total cost of ownership.

The project manager estimates system recurring costs of about \$1.3 million as shown in the table below.

**Table 11. Statewide Case Management System
Recurring Costs**
(in thousands)

Expenditure Component	Amount
Software upgrades	\$ 555.0
Hardware upgrades	\$ 156.0
Maintenance and Telecommunications	\$ 600.0
Total	\$1,311.0

Source: FY09 IT Plan

Note: Odyssey maintenance fees are \$140 thousand in FY09; \$335 thousand in FY10 and remains flat at \$390 thousand in FY11 and FY12.

Recurring costs for the system are paid out of JID's operating budget. The only identified recurring savings is from reduced maintenance cost on hardware and software of \$50 thousand.

Areas of Concern and Suggestions for Improvements. Since this is a status review of the implementation and not an evaluation, the following are items that the AOC and the Supreme Court should consider adopting as implementation of the system continues.

Weakened internal controls. AOC requires magistrate courts to backdate interest earned the prior month on checking accounts. In FY09, the magistrate courts in Torrance County earned a total of \$85.45 in interest on \$244.8 thousand. Allowing the courts to backdate receipts for

interest earned opens up the ability to backdate any receipt issued. This practice weakens Odyssey's inherently strong internal controls. AOC should consider re-engineering its business process to preserve those controls.

Collection of fines and fees at district courts. Fines and fees assessed by district judges are not directly collected by the district courts. Instead payments for the assessments are part of a defendant's probation requirements. This practice is consistent and acceptable for the district courts. However, if the full amount assessed by the courts is not collected before the probation period expires, the defendant is discharged with a balance due to the court. Even though the defendant has an unpaid balance, the district court closes the case. Vendors bidding for the case management contract were instructed to provide districts with "***the ability to show the assessment is part of the sentence, but not a balance due.***" This issue was reported in LFC's 2000 FACTStm post-implementation review. Then the Court Administrators Council was supposed to make recommendations to the Chief Judges Council on uniform procedures for the assessment and collection of fines, fees and costs. The Supreme Court should consider adopting uniform procedures for addressing outstanding balances due to the district courts on cases where the defendant has successfully completed his probation. Using the Taxation and Revenue Department's tax intercept program to collect unpaid balances should also be considered.

Accounting for overpayments. The magistrate courts are required to return overpayments to the defendant regardless of the amount. The magistrate court program director sent an e-mail on August 25, 2009 instructing the magistrate courts to "*not to mail out refunds for \$5.00 or less unless the person to whom the money is due specifically requests it and confirms their address. If the person is present at the court of course you write them a check for whatever amount is due and hand them the check. But otherwise, for amounts of \$5.00 or less, please just adjust out the refund due.*" Odyssey does not allow a refund to go to anyone other than the person that paid the assessment. Moreover, a one dollar overpayment may prove more costly in personnel time, than adopting a formal policy and having notices posted at all the magistrate courts that overpayment greater than a predetermined amount will not be returned to the defendant, but will be deposited into the general fund.

The process for accounting for overpayments at the district courts is slightly different. Overpayments are not returned unless specifically requested. However, some courts will deposit the overpayment into the general fund while others will deposit it into its tape and copies account or credit it to an attorney's account if that is where the overpayment originated. The Court Administrators Council should consider a more consistent accounting for overpayments, one that can be approved by the Chief Judges Council or the Supreme Court.

Future Productivity Gains. According to the Project Management Plan, the Judiciary's core business functions include processing and managing approximately 367 thousand cases filings annually and collecting substantial amounts of fines and fees. The judiciary provided quantitative benefits of implementing a system with features such as those present in Odyssey that would improve processing and managing case filings and collections. (Productivity gains presented in the table below do not include potential gains in the Bernalillo County Metropolitan Court.)

The measurable improvements identified in the project management plan are shown in the table below.

Table 12. Productivity Gains Estimated Upon Full Implementation

Function	Staff Efficiency Gain	Per Year Gains	Savings in thousands
Court Calendaring	2 hours per week per courtroom (2x250x52)	26,000 hours	\$410.2
Workflow and Field Edits (reduce data entry and error corrections)	10 minutes per day per clerk (minimum)	25,000 hours	\$394.5
Institutive User Interface	20 percent increase at JID staff 25 – 40 percent reduction in training and testing (reduced travel and lodging)		\$30.0

Source: Project Management Plan; LFC Analysis

Note: Dollar savings from calendaring and improved workflow are based on average hourly clerk salaries of \$15.78.

With respect to qualitative benefits, the new system will have built-in edit functions, pre-defined fines and fees based on legal requirements, internal controls and enhanced security for sealed and or expunged cases that will help with the quality, integrity and confidentiality of the data available in the system.

Other future cost savings. The magistrate court currently mails monthly reports to the AOC. The yearly postage cost for all magistrate courts to mail the reports is about \$10 thousand. Odyssey has a feature that allows for the immediate e-mailing of month-end reports to the AOC. The AOC should consider requiring the courts to e-mail reports to reduce postage costs, particularly after all the courts go live.

The magistrate courts or the AOC bench warrant program staff manually prepare warrant letters and bench warrants for failure to pay. Odyssey can reduce the time to process bench warrants for failure to pay and failure to appear by scheduling the process to run at a predefined time. This process improvement has the potential of increasing collections by getting the letters and warrants out more timely. AOC should attempt to quantify staff productivity and increased collections.

The reengineering of the reconciliation process for the magistrate court accounts will reduce the time courts remit fines and fees collected the prior month to AOC by about 20 days. The amounts due to beneficiaries will be transferred to their respective funds more timely.

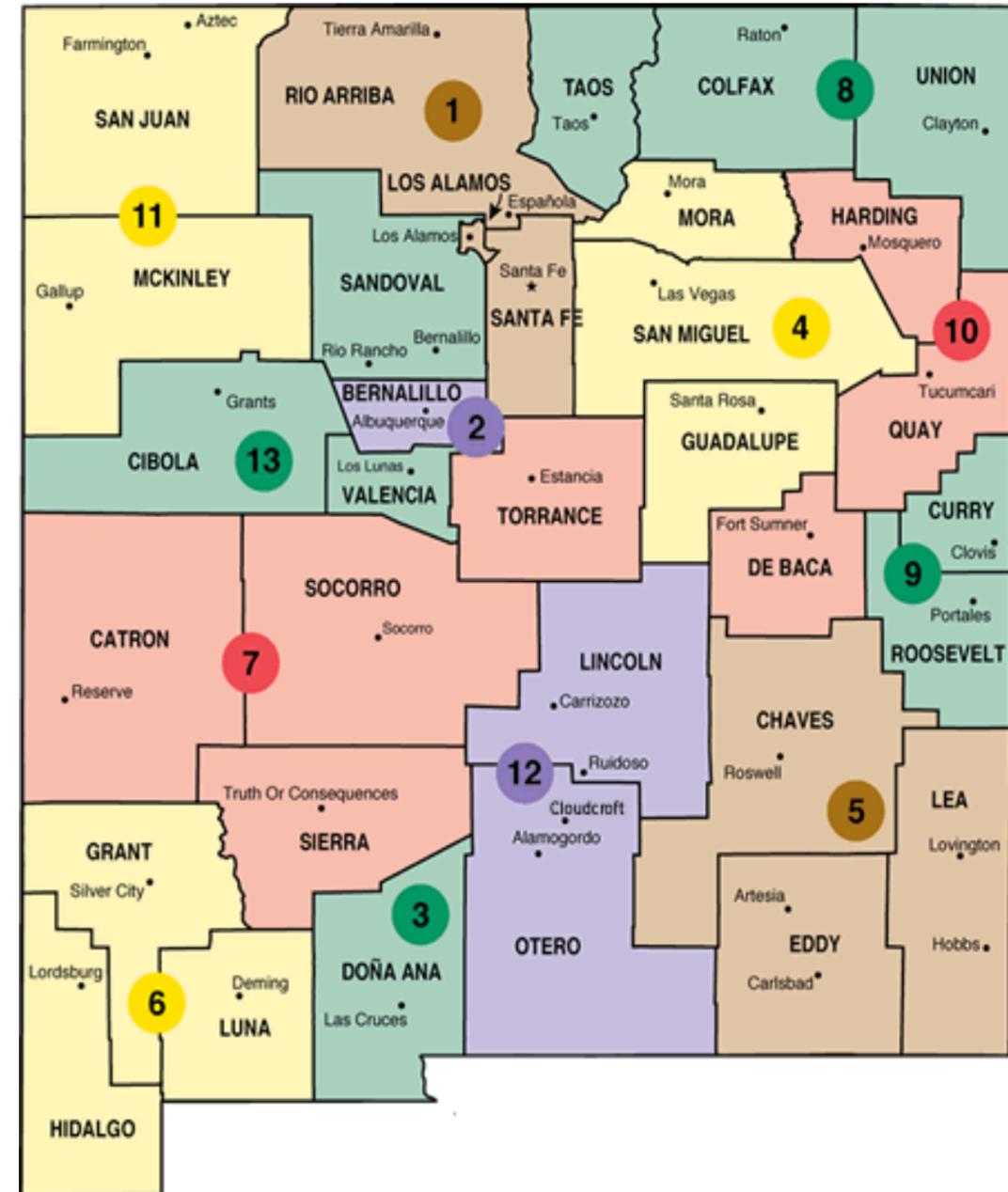
The test of selected vendor payments of \$3.6 million or 64 percent of the total expenditures found that the software vendor needs to include more detail on time spent on project-related activities. Also, the JID management analyst and the AOC fiscal services staff appear to have overlapping responsibilities. It might be more efficient to give JID's management analyst access to SHARE to process the vouchers and eliminate the paper duplication and to allow for reallocation of fiscal resources at AOC.

Case Management System Rollout Schedule

Year	Quarter 1 District/County - Location	Quarter 2 District/County - Location	Quarter 3 District/County - Location	Quarter 4 District/County - Location
2010	7th San Juan Estancia Reserve Socorro T or C Farmington	13th San Juan Cibola 13th Grants	13th Grants Bernalillo	5th 13th Carlsbad Lovington Los Lunas
2011	1st Los Alamos Santa Fe Tierra Amarilla	2nd Albuquerque	Dona Ana Las Cruces Hatch Anthony	10th Ft. Sumner Mosquero Tucumcari Luna Deming Hidalgo Lordsburg Bayard Grant Silver City Sierra T or C
2012	6th Catron Socorro Sandoval Valencia Gallup Quemado Reserve Socorro Bernalillo Cuba Los Lunas Belen Deming Lordsburg Silver City	DeBaca Harding Quay Union Colfax San Juan Taos Questa Taos	McKinley Rio Arriba Los Alamos 8th Taos Clayton Raton	San Miguel Las Vegas Mora Mora Santa Rosa Pojoaque Santa Fe
2013	11th Gallup Aztec Farmington	12th Lea Otero Lincoln Carrizozo Alamogordo	9th Eddy Artesia Carlsbad Lincoln Carrizozo Curry Clovis Portales Roosevelt Clovis Portales	3rd Metro Albuquerque Las Cruces

Source: Project Manager

Judicial Districts and Counties



Source: JEC