State of Rhode Island

Administrative Adjudication Court

February, 1999

Independent Accountants' Report on Applying
Agreed-upon Procedures

January 29, 1999

Mr. Ernest A. Almonte, CPA, CFE
Auditor General
Audit Committee Chairman
State of Rhode Island and Providence Plantations
Office of the Auditor General
1145 Main Street
Pawtucket, RI 02860-4807

Dear Mr. Almonte:

At your Committee's request, we have performed certain agreed-upon procedures enumerated in **Appendix A** with respect to the State of Rhode Island Administrative Adjudication Court (AAC).

These agreed-upon procedures were performed solely to assist you in evaluating controls and compliance in certain areas of AAC as identified in the Scope of Work section below. This engagement was performed in accordance with standards established by the American Institute of Certified Public Accountants and employed standard procedures used by Certified Fraud Examiners. The procedures were developed jointly and agreed to by KPMG and the Audit Committee and the sufficiency of these procedures are the responsibility of the Audit Committee. Furthermore, such procedures do not constitute an audit or a review in accordance with those standards. Consequently, we make no representation regarding the sufficiency of the agreed-upon procedures either for the purposes for which this report was requested or for any other purposes.

Mr. Ernest A. Almonte
January 29, 1999

Scope of Work

The procedures performed covered the certain specified areas and activities of AAC, including financial activities and the operational and performance aspects of the AAC, identified below:

- Status of prior report recommendations
- Financial Management and Activities of the AAC
- Likelihood or extent to which fraud may have occurred
- Case/Records Management and Processing
- Information Systems/Technology

Engagement Team

At the Committee's request, our team included a Certified Fraud Examiner who participated in the planning and execution of the procedures performed. The team also included an Associate Certified Fraud Examiner and other individuals with experience in computer systems implementations, case management and financial accounting and auditing and performance auditing.

Recommendations

We have attempted to provide recommendations in this report that are practical. Many of these recommendations will require immediate action on the part of the State, the Supreme Court and AAC to correct the issues cited and to improve the overall operation of AAC. Additionally, we have tried to make many of the recommendations applicable with either the current computer system or the new computer system.

This report and the reports issued by the National Center for State Courts and the Bureau of Audits should be used as a basis for action not for further analysis or discussion. In this report, we have attempted to provide specific steps that need to be taken in the areas in which we performed work in order to help stabilize the AAC's operations. We believe that additional actions may need to be taken both in terms of providing financial resources and personnel.

Mr. Ernest A. Almonte
January 29, 1999

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We were not engaged to, and did not perform an audit the objective of which would be the expression of an opinion on the areas listed above or on the activities of AAC as a whole. Accordingly, we do not express such an opinion. Had we performed additional procedures, other matters might have come to our attention that would have been reported to you.

This report is intended solely for the information and use of the Audit Committee and is not intended to be and should not be used by those who have not agreed to the procedures and taken responsibility for the sufficiency of the procedures for their purposes. However, this report is a matter of public record and its distribution is not limited.

We wish to thank the employees of the AAC and other State employees for their assistance and cooperation with this Study.

Sincerely,

KPMG LLP

State of Rhode Island Administrative Adjudication Court
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Executive Summary

Introduction

We have completed our agreed-upon procedures relative to the State of Rhode Island AAC. These procedures were conducted under the oversight of the Audit Committee assigned by the Chief Justice of the Supreme Court.

Areas Covered

The areas covered by the agreed-upon procedures and commented on in this report were agreed to between KPMG and the Audit Committee and included:

- Status of prior reports' recommendations
- Financial management and activities of the AAC
- Likelihood or extent to which fraud may have occurred
- Case/records management and processing
- Information systems/technology

Procedures Performed

KPMG performed procedures in each of the areas listed above to identify the findings and develop the recommendations included in this report. The various procedures performed were discussed with and agreed to by the Audit Committee and are listed in **Appendix A.** Additionally, we consulted with the Committee for guidance with respect to the identified areas and kept members abreast of the procedures and resulting findings that arose.

Some of the findings we noted were similar to those documented in both the April 1997 report issued by the Bureau of Audits and the July 1998 report issued by the National Center for State Courts. We have provided a status of the recommendations made by those groups in **Appendixes B and C.**

This report is not intended to simply criticize management or AAC personnel, but rather, it is intended to provide recommendations and strategies for resolving the issues the State, the Supreme Court and the AAC face. Additionally, this report tries to identify those areas where improvements have been made by AAC management to existing operating controls and procedures during the time of our review. It does not, however, reflect any changes or improvements in internal controls or operating procedures that may have been made prior to our review.

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Significant Findings

Based on the procedures performed, we have identified significant findings in the following areas that must be addressed. Although these findings resulted from our work at the AAC, it is important to note that AAC does not have responsibility for, or the authority to, correct several of the findings noted. Rather, the responsibility for addressing and correcting these findings will require involvement from the State and the Supreme Court.

Information Systems/Technology

The current computer system in place at the AAC is outdated and is not Year 2000 compliant. Plans are in place to replace it with the new BANNER system. While the decision to replace the existing system appears appropriate, we noted several significant issues relative to the BANNER implementation to indicate that the scheduled implementation date of April 1999 may not be met. These include:

1. A formal comprehensive system implementation plan has not been prepared. This plan is the roadmap to be followed in the implementation of a new system and is the major tool used to manage the implementation.

2. The system implementation timetable in **Appendix D** shows numerous tasks that should have been, but have not been completed to date, including:

   - The Data Clean-up task (ID #44) scheduled to be completed December 1, 1998 is currently listed as only 25% complete.
   - The electronic interface between the AAC and the DMV (ID #28, #33 and #42) is the responsibility of the DMV and work had not commenced as of January 12, 1999.
   - The development of the new AIX Directory Mapping (ID #39) scheduled to be completed December 2, 1998 has not been completed and currently appears to have slipped 14 weeks.
   - The completion of the systems user manual (ID #4 1) has slipped several months and will not be completed prior to the new system coming “on-line.”

3. Other items in the implementation that do not appear to have been addressed include:

   - Data Clean-up for DMV database
   - Disaster Recovery Plan
   - Final BANNER Acceptance Testing Plan to ensure the BANNER system, as implemented at AAC, performs as it is required.
   - A contingency plan for the IBM system should the BANNER system not be implemented prior to January 1, 2000.

While some of the items above may be corrected by April, it is unlikely that all will be addressed sufficiently to allow the system to be implemented properly within that timeframe. The State, the Supreme Court and AAC need to be cautioned about moving too quickly in this critical undertaking. It may be better for AAC, the State, the Supreme Court and the taxpayers to have the new computer system implemented properly later in the year than to have the implementation fall short of expectations because proper preparations had not been completed.

Additionally, it should be noted that the ticket and payment processing issues outlined in this report will not be corrected by the implementation of the new BANNER system. If the AAC fails to modify its processes to correct the identified deficiencies, the BANNER system will be no more useful than the current IBM system.

Risk Potential for Fraud or Other Inappropriate Activities

Our work included procedures aimed at assessing the risk that fraud or other inappropriate activities could have occurred at AAC. Procedures were performed in various areas and results follow:

1. There is a substantial risk that fraud or other inappropriate activities could occur at AAC and not be detected by AAC employees.

2. The lack of adequate internal controls, the labor and paper-intensive type of environment and the outdated business processes contribute to an environment in which the following could occur without detection by AAC employees:

    - Unpaid tickets could be deleted from the AAC computer system.
    - Ticket values in the system could be changed.
    - Cash or checks received at AAC could be received, not recorded and misappropriated.
    - Unsubstantiated payments could be entered into the AAC computer system.
    - Tickets could be stolen.

Unfortunately, the same circumstances that increase the risk that fraud or other inappropriate activities could occur (inadequate controls, paper-intensive procedures, poor computer security, etc.) also make it virtually impossible to detect those activities in a systematic and efficient fashion. The results of our procedures disclosed that a substantial level of risk of fraud or misappropriation has existed at AAC.

Unpaid Tickets

AAC maintains a database of ticketing information including individual payment status. This information is maintained in AAC's IBM system and as of October 31, 1998, the value of tickets reported as unpaid was approximately $39 million. (See **Appendix F** for a summary of outstanding tickets.) Over $37 million of these tickets were dated more than one year ago and over $11 million were dated prior to 1992, the year in which AAC was separated from the Administrative Adjudication Division of the State Department of Transportation.

The existence of unpaid tickets does not represent or imply that funds have been lost or stolen. Rather, the existence of unpaid tickets indicates that AAC has not recorded the tickets as being paid in the computer system.

Some of the possible reasons why the AAC's computer system reports $39 million in outstanding tickets could include:

- Tickets and court judgments have simply not been paid by violators.
- Tickets and court judgments have been paid and deposited in the bank but payments have not been recorded in the IBM system.
- Tickets and court judgments received have been misappropriated and not recorded in the ticket accounting system.
- Erroneous ticket amounts have been entered into the computer.
- Ticket values in the system have been inadvertently or intentionally changed.

The breakdown of the outstanding amount into these categories is not feasible. However, our testing revealed several tickets included in the $39 million balance were, in fact, paid and we were able to validate that these receipts were deposited in the bank but were simply not recorded in the IBM ticket accounting system. Additionally, we did discover several keypunch errors including a $7,000 unpaid ticket (included in the $39 million amount) that should have been recorded as $70.

Finally, the $39 million balance does not reflect the approximately 108,000 tickets received by AAC for which hearings are pending.

It is clear that, due to the age of the tickets, poor internal controls and limited enforcement power, the AAC is not owed or will not collect the $39 million. The portion of the balance that the AAC will collect will be significantly less.

Resource Allocation

Currently, AAC operates with an annual budget of approximately $5 million (see **Appendix H**). Whether $5 million is enough to properly support the ongoing operations of the AAC is not reasonably determinable because of the numerous and significant issues outlined in this report. Our findings do indicate, however, that the current finding level is supporting an extremely inefficient and ineffective operation.

Some of the management issues being faced by the AAC include, a limited management staff (two senior level positions) who are charged with overall responsibility of the AAC, a lack of current job responsibilities, a reliance on temporary workers and limited personnel resources - all of which have put supervisors in the role of "firefighter". The AAC, with changes to these and other issues outlined in this report, could actually require less funding in the future and provide better and more efficient services than it does today.

To better evaluate the appropriate funding level, the State, the Supreme Court and AAC must:

- assess the financial and operating impact of transferring Operator Control activities out of the AAC;
- deal effectively with the implementation of the new computer system even if the implementation needs to be delayed;
- implement procedural and internal control changes recommended in this report and previous reports;
- gather and analyze key statistics - such as performance data - to help establish necessary staffing levels and reduce the need for temporary employees;
- evaluate the efficiencies and savings to be gained through automation of labor and paper-intensive processes;
- assess the opportunities that currently exist for maximizing revenue (e.g., ensuring that AAC receives all funds it is due from the Municipal Courts).

Although an initial increase in finding may be necessary to implement certain of the changes recommended, the efficiencies gained through increased automation and redeployment of resources will help to reduce the amount of funding needed in the future. Once changes are made to improve and streamline the business processes to eliminate the current inefficiencies, resources will be freed up and can be redeployed to other tasks.

None of these changes can be accomplished, however, without a solid commitment to truly improve the operations of AAC. Without support from the State, the Supreme Court and the Legislature, AAC will continue to operate in the same manner as it has in the past.

Status of Prior Recommendations

On the whole, the recommendations made by the Bureau of Audits and the National Center for State Courts have gone uncorrected. Some of the reasons they have yet to be corrected include:

- the short timeframe in which current management has had to respond to those findings and recommendations and the timing of this report;
- several findings and recommendations require legislative action;
- the AAC has no authority to correct several findings and recommendations;
- resources have been unavailable.

A detailed status of the individual recommendations is included in **Appendixes B and C.** The State, the Supreme Court and AAC should decide which findings should be implemented and establish a plan of action. Follow-up on the progress made in correcting these findings should be scheduled at regular intervals (e.g., monthly) until all issues have been satisfactorily addressed.

Improvements Made at AAC

The management of AAC has responded positively to many of the findings in this report and has already instituted new policies and procedures to address some of these issues. While we have not conducted a complete review of the changes, management has indicated its changes in the management response section for each finding.

Background of the AAC

The Administrative Adjudication Court (AAC) was established in 1992 under the oversight of the Supreme Court of Rhode Island to adjudicate various non-criminal traffic violations. Prior to 1992, adjudication of non-criminal traffic violations was the responsibility of the Administrative Adjudication Division (AAD) of the Department of Transportation.

AAC's jurisdiction covers the entire state except for non-criminal traffic matters occurring in a municipality that has a Municipal Court, in which case the Municipal Court has jurisdiction. AAC is also responsible for the statewide distribution and control of traffic tickets, operation of driver retraining school and maintenance of accurate driver violation records.

The major duties of the AAC include:

- Processing and adjudicating non-criminal violations (tickets) of the Motor Vehicle Code;
- Supporting the Municipal Court compact;
- Processing District Court criminal motor vehicle related dispositions (Z and ZZ tickets);
- Processing suspension requests from the Division of Taxation (for failure to pay child support);
- Processing, scheduling and hearing bus violations;
- Processing, scheduling and hearing appeals from the AAC, Municipal Courts and the DMV;
- Processing referrals for driver retraining schools;
- Supporting the requirements of outside collection agencies contracted by the State;
- Processing ticket void requests from law enforcement agencies;
- Ensuring connectivity with the DMV Data General computer system.

AAC also hears appeals from the Department of Motor Vehicles and the Municipal Courts.

Many of these responsibilities are supported by AAC's IBM computer system, which is operated by the State Office of Library and Information Services and serves as the database for all ticket information, including their status (i.e., paid, unpaid, etc.). However, AAC relies heavily on other groups to effectively carry out its assigned responsibilities including the Municipal Courts, the DMV, and others. Accordingly, some of the shortfalls in AAC's performance can be directly attributed to the poor performance of these and other entities on which it depends.

Detailed Findings and Recommendations

I. Current Business Processes and Internal Control Procedures

In carrying out its responsibilities, AAC has business processes in place to account for tickets issued for non-criminal motor vehicle violations and for receiving, processing and depositing the payments received on those tickets.

AAC receives tickets predominantly from Rhode Island state and local law enforcement agencies and enters them into the IBM computer system. This ticket accounting database is used to monitor the status of each ticket - paid, unpaid, etc. - until and after its final disposition. Thus the accuracy of this database is critical to the effective operation of the AAC.

AAC generally receives payments in two methods - payments are either received through the mail or violators pay in person at AAC's main office or at one of its satellites. Whichever method is used payment processing includes recording the receipt in the cash register, preparing and depositing payments in the bank, and recording the payment in the computer system to update the status of the ticket. (Note: Cash payments of $75 made to the Office of Operator Control for license reinstatement fees were not included in the scope of our review. Additionally, as of October 1, 1998, responsibility for Operator Control was moved to the Registry of Motor Vehicles.)

AAC also keeps track of those individuals who require a court hearing to dispose of their tickets. The results of the hearing are entered in the IBM system to update the status of the tickets or to record payments, if any.

While these processes appear to be fairly simple, the volume of activity is extremely high. Additionally, the difficulties experienced in processing this volume are exacerbated by the lack of adequate technology. AAC relies almost exclusively on manual processes to conduct its business. Some of the technological inadequacies include:

- cash registers that are not integrated with the computer
- lack of automation for routine tasks
- absence of imaging capabilities
- low utilization of personal computers in business processes

While it is clear that improvements in technology could greatly improve the operating efficiency of the AAC, the existing technology is not being utilized to the extent it should be. Without changing the business processes of AAC, implementation of a new computer system will not produce any measurable gain in effectiveness or efficiency.

The use of manual operating procedures at AAC also makes processing, analyzing and reporting information difficult and cumbersome. Manual processes inherently result in more errors and can more easily be overridden or circumvented by individuals wishing to do so. Thus, the nature of the environment itself is indicative of one where inappropriate activities could occur and not be detected. Add to this the absence of several key controls and the risk of fraudulent activities increases.

Our business process and internal control findings are grouped as follows:

A. Ticket processing
B. Payment processing
C. Case management
D. Outstanding unpaid tickets
E. Fraud indicators and risk factors

Some of the recommendations in the following sections are fairly easy and inexpensive to implement, while others are more costly and time consuming. The recommendations should be prioritized and funded sufficiently to help ensure they are successfully implemented.

A. Ticket Processing

In 1997, almost 170,000 tickets were issued by Rhode Island state police, local police departments, and Rhode Island state agencies (including Rhode Island college police departments). All tickets are sent to AAC by the issuing agencies and keypunched by AAC personnel into the IBM system. Tickets that AAC is responsible for processing include:

Municipal Court summons: tickets issued by local police departments in communities with Municipal Courts. These tickets remain under the jurisdiction of the Municipal Courts and are payable at the respective court. In 1997, over 67,000 Municipal Court tickets were issued in the 16 communities with active Municipal Courts.

Of the approximately 100,000 remaining tickets, almost all fall into the following two categories:

AAC-only jurisdiction tickets: Certain offenses fall under the exclusive jurisdiction of AAC, regardless of whether the community has a Municipal Court. These tickets are payable at AAC.

Tickets issued by law enforcement agencies in communities without Municipal Courts: These tickets are adjudicated by AAC and are payable at AAC.

AAC is also responsible for keypunching certain District Court tickets, such as criminal citations for refusals to submit to a breathalyzer test, into the IBM system. These tickets are processed at AAC, but remain under the jurisdiction of the District Court. In 1997, AAC processed more than 9,000 District Court tickets.

1. Inadequate Controls over Tickets

Because of the volume and variety of tickets AAC handles and the lack of automation, it is extremely difficult to currently control all tickets. However, adequate control over tickets is critical to the operations of the AAC as these tickets form the basis for virtually all AAC activities. The necessary controls fall into two categories:

- physical controls over each ticket, and
- accounting controls over each ticket.

The procedures needed to implement these two forms of control vary. On the whole, current control procedures - both physical and accounting - either do not exist or are not effective.

Controls over each physical ticket include ensuring that all tickets received are properly safeguarded against loss or theft and filed appropriately for easy retrieval when needed.

Controls over accounting for tickets include ensuring that all tickets received are keypunched into the system timely and accurately and that the status of the tickets is current.

Based on our testing, we found little evidence to indicate that these types of controls are in place and operating properly. We noted the following:

- While tickets are received at AAC, they are not effectively filed or stored to help ensure a timely and efficient retrieval process or to safeguard the tickets against loss or theft.
- No control exists to ensure that all tickets received at AAC are entered into the system.
- No control exists to compare the tickets received at AAC to all tickets sent by law enforcement agencies.
- While tickets are prenumbered, a complete accounting of the numbering sequence is not performed.

Finally, because AAC relies on state and local law enforcement agencies to forward tickets to them on a timely basis, it has no way of knowing how many tickets have been written but not yet received by AAC. We noted that some law enforcement agencies forward tickets daily, some monthly, and some only once or twice per month. These forwarding delays by law enforcement agencies reflect poorly on the AAC. However, AAC has no ability to control these delays because it has no authority over local law enforcement agencies.

Action Steps

To improve the ticket handling process, the AAC needs to implement the following controls and procedures:

1. Enter tickets into the accounting system in a more timely fashion by allocating appropriate resources to this task.

2. Consider the feasibility of imaging to eliminate the need to retain paper copies.

3. Implement and document supervisory review of data entry activities. For example:

   - Review and validate tickets keypunched into the system against ticket transmittal sheets received from law enforcement agencies;
   - Establish keypunch controls (such as "hash" or "control" totals) to ensure data keyed into the system is accurate and complete.

Management Response:

See **Appendix I** for Administrative Adjudication Court Management Responses.

2. Data Entry

It appears that the AAC is able, for the most part, to accurately process information. However, it is precluded from doing this on a timely basis due to the large volume of transactions that need to be recorded (tickets, payment, suspensions, etc.) and the lack of sufficient resources. Accordingly, a backlog of unprocessed transactions has accumulated and updated information on tickets, payments, suspensions, etc. is not being reflected in the AAC's computerized records. The current backlog for the initial data entry of tickets is at least six weeks. In the area of Municipal Court dispositions, the data entry backlog has grown to over six months.

Although a significant effort has recently been made to clear up this backlog, without better processing procedures, the backlog will undoubtedly resurface. It is imperative that this issue be adequately addressed in order for the new computer system to operate effectively.

Some of the other data entry issues we noted include:

- Several tickets sent to the collection agency were actually paid and the related cash had previously been deposited into the bank. We noted similar findings with other tickets we tested.

- Several ticket amounts were incorrectly recorded in the IBM system. For example, a ticket for $70 appeared in the system as $7,000.

- Many Municipal Court tickets reported as unpaid in AAC's database had, in reality, been fully adjudicated and paid.

Additionally, there are currently no procedures or standards of productivity in place to assess the effectiveness of the data entry function or to determine the adequacy of personnel and other resources. Although supervisors may perform reviews of work, generally these reviews are not documented.

Action Steps

1. Develop a plan to reduce the backlog of transactions to an acceptable level (1 -2 days) before implementation of the new system.

2. Begin generating and utilizing system reports to help management analyze the performance of the data entry function, including its personnel needs. Such reports may include:

    - number of transactions entered by person by day
    - number of total tickets entered
    - number of total payments entered
    - keypunch error rates
    - number of voids per person
    - exception reports

3. Develop a plan to allow Municipal Courts to keypunch their own tickets and dispositions.

4. Follow up on the findings of the Collection Agency and update the IBM system with results.

If the data entry issue can be properly addressed, this would represent a major milestone in resolving other related issues.

Management Response:

See **Appendix I** for Administrative Adjudication Court Management Responses.

B. Payment Processing

The AAC receives and processes over $16 million of payments for tickets and court imposed fines on an annual basis (see **Appendix H).** (Note: Payments of $75 to the Office of Operator Control for license reinstatement fees were not included in the scope of our work.) These payments are generally received in two ways. Payments are either received through the mail or violators pay in person at AAC's main office or at one of its satellites. Generally mailed payments are in the form of checks while in-person payments at the AAC offices are a combination of cash and checks.

Whichever method is used, payments are recorded in the cash register as a receipt, balanced against the related tickets, recorded in manual ledgers and prepared for bank deposit. Deposits are picked up daily by an armored car service and delivered to the bank. Payments are subsequently keypunched into the IBM system to update the status of the ticket.

While it appears that, for the most part, cash and checks received by AAC are deposited into the bank and transferred to the State on a timely basis, the IBM system is not updated for the payment in a timely or accurate fashion. For example, we noted that for the five month period from July 1, 1998 to November 30, 1998 deposits into the bank totaled $4.5 million, while payments recorded in the IBM system amounted to $3.6 million. This $900,000 variance appears to represent payments received and properly deposited by AAC, but not recorded in the IBM system. As a result, the outstanding unpaid ticket balance is overstated by almost $1 million.

1. Inadequate Controls over Receipts

Virtually the entire payment process is manual and adequate control over payments is not exercised.

AAC's payment processing should fulfill two objectives: (1) delivery of cash and checks to the bank as soon as possible after receipt and (2) recording these receipts as payments on the IBM system completely and within a reasonable period. Ideally, the IBM system should be updated immediately, but because the cash registers are not linked to the system, this is impossible. However, even with this limitation, a reasonable timeframe should not exceed 1-2 days. Currently, controls do not exist to achieve either of these objectives.

Controls over payments received by mail - which represent 40% of total receipts - are weak. Mail is received, opened and sorted by one individual for distribution around the building. The mail clerk also has access to the IBM system and has the additional duty of handling suspensions generated prior to October 31, 1995. Having one person in this position results in a segregation of duties issue and an increased risk of fraud.

Secondly, as part of mail distribution procedures checks and the accompanying paperwork are distributed to various individuals throughout the building. The checks are not restrictively endorsed prior to distribution, increasing the likelihood that some payments may be lost or stolen. Additionally, such a practice delays both the bank deposit of checks as well as the recording of the payments on the IBM system.

Finally, in the event that cash is received in the mail, the risk that it could be lost or stolen also increases.

Whether payments are received through the mail or directly to tellers at AAC, several issues surrounding the custody and control of payments exist. These include:

- Since the cash registers are not connected to the computer, payments must be separately keypunched into the system.
- No control exists to ensure cash received and deposited in the bank equals payments recorded in the IBM system.
- Segregation of duties issues exist as many clerks receiving cash also have access to update the IBM system.

These control weaknesses expose the AAC to added risk of lost or stolen payments.

2. Other Payment Processing Issues

While it appears that, for the most part, cash and checks received by AAC are deposited into the bank on a timely basis, we noted several other significant payment processing issues at AAC:

Municipal Court Assessments

Municipal Courts pay AAC a $4 processing fee for each ticket processed. Payments are made quarterly to AAC. Although Municipal Courts are paying the assessments, AAC does not know whether the assessment amounts it receives are accurate. AAC does not require any supporting documentation to accompany the payments; nor does it engage in any kind of validation of amounts received. Also, different Municipal Courts use different procedures for calculating assessments. Some pay based on the number of tickets issued. Others only pay assessments for tickets that are fully paid. This means that if a motorist delays payment, partially pays or refuses to respond to a ticket, AAC will not receive its $4 assessment. Also, some Municipal Courts have withheld “handling charges” from their assessment payments, although they have no statutory authority to do so.

Payments by AAC to Municipal Courts and Local Police Departments

For those tickets issued by local police departments that are adjudicated by AAC, AAC remits a portion of any fine collected (minus the processing fee) back to the related community in which the ticket was originally issued. However, AAC payments include little detail concerning its calculations of amounts remitted. Local communities, therefore, can not independently validate AAC remittances. AAC also engages in a complex and cumbersome manual operation to calculate local payments for individual tickets adjudicated. Developing a program to calculate local payments as ticket payments are processed would save significant time and effort and help ensure the accuracy and timeliness of these payments.

Payment Plans

For those motorists whose tickets are heard in court, AAC does not require full payment at the time of adjudication. Instead, motorists who appear in court are told they have two weeks to pay fines under $100 and up to 30 days for all other fines. Also, staff in Collections may grant thirty-day extensions for ticket payments. Not surprisingly, AAC has a very low collection rate of fines assessed at a court proceeding. (In contrast, we noted some Municipal Courts insist on full payment at the time of hearing, unless a judge orders otherwise.) Currently, at AAC more than 4,000 motorists are on monthly "payment plans" to pay off outstanding balances on AAC tickets. But there is little control over the approval of payment plans or thirty-day payment extensions. There are no formal intake procedures or qualifying income guidelines. Applicants are not required to formally disclose relevant personal financial data and, despite AAC policy that authorizes only top management to approve payment plans, some payment plans are approved by lower-level AAC personnel, apparently without proper authorization.

Action Steps

Control procedures that need to be implemented immediately include:

1. The AAC should centralize the receipts function in one location rather than having it dispersed throughout the building.

2. All mail received should be opened by two individuals. Deposit slips should be prepared and checks should be restrictively endorsed and deposited immediately rather than having checks distributed throughout the building. If the checks include pertinent ticket information, copies of the checks could be made or check data could be transcribed by the mail team.

3. Payments received and deposited into the bank should be reconciled daily to payments entered into the IBM system.

4. Cash registers or computer terminals should be integrated with the computer system to enable tellers to record payments directly into the system, thus streamlining the process.

5. AAC should consider the use of a lockbox.

6. AAC should segregate the receipts function from the recording ftmction.

7. The cash receipts journal should be automated.

8. The Municipal Court assessment process to and from AAC should be formalized and standardized.

9. A program should be developed to automatically calculate assessments to local agencies as ticket payments are processed.

10. AAC needs to enforce stricter payment terms.

11. AAC needs to formalize the payment plan process and limit payment plan authority to higher level officials only.

Management Response:

See **Appendix I** for Administrative Adjudication Court Management Responses.

C. Case Management

Case management means different things in different circumstances. Case management as it applies to the AAC involves both automated tracking of individual tickets or cases as well as tracking of the related physical paperwork for tickets and cases. Many of the issues related to the automated tracking of the tickets or cases are addressed in previous sections of this report. The physical tracking of cases is addressed in this section.

Good case management requires good data. AAC has antiquated case management processes in all areas. In addition to outdated data in the computer system as described above, the following items need to be addressed.

- There is unnecessary paper flow around the building.
- The filing system is not conducive to efficient case management/retrieval.
- Record retention policies are outdated.
- Hearing and trial scheduling is inefficient.

1. Paper Flow Around the Facility

The layout of the AAC facility is not conducive to smooth workflows causing paperwork and personnel to move around the building unnecessarily. For example, the payment of tickets related to suspensions issued before October 31, 1995 are handled as follows:

- The mail clerk (on first floor) opens the mail and forwards the tickets and checks to the appropriate individual (in this case Collections-on the second floor).
- The teller in Collections (on the second floor) receives and records payments in the cash register.
- The fiscal clerk (on first floor) reviews the teller's work and accumulates the bank deposit.
- The data entry clerk (on second floor) enters payment onto the IBM system.
- The Violations room clerk (on first floor) matches the paid ticket with the file copy.

Different workflows are followed for the payment of tickets related to suspensions issued after October 31, 1995, since these transactions are handled solely in the Violations room.

2. The Filing System is not Conducive to Case Management/Retrieval

The AAC has a filing system that was developed to meet the needs of the paper-based, manual systems that currently exist. In short, once copies of tickets are received from the law enforcement agencies and keypunched into the IBM system, they are filed in a logical fashion (e.g., by year [series], by department and by numeric sequence).

While the system was developed in a reasonably logical fashion, the implementation of the system in such a highly paper intensive and low-tech environment makes it difficult to administer with even a moderate level of accuracy. Such a filing system is also not useful for effective case tracking and case inventory analysis. The system does not allow easy access for retrieval of tickets or tracking of the tickets should they be removed from the files for legitimate purposes. Furthermore, AAC must retrieve tickets from an off-site storage location daily.

Although this type of filing system is not uncommon, the lack of controls in other areas makes this system vulnerable to various risks, including the risk of loss or theft. For example, several of the tickets we selected for testwork were incorrectly filed, including unpaid tickets filed in the paid ticket files. Additionally, researching ticket information is very time consuming and many tickets, even after significant efforts by AAC staff, are frequently determined to be "lost." The frequency of this issue has resulted in the institution of a formal process to create duplicate tickets to replace "lost" ones.

If all tickets received were entered accurately and timely into the system, the difficulty of a paper-based filing system would be greatly diminished. If tickets were archived on an electronic media or even microfiche, the paper ticket and the related filing issues could be essentially eliminated. This in turn would free up valuable personnel resources for other fimctions.

3. Record Retention Policies

The AAC is required by statute (section 8-18-4(d)) to maintain the paper record of the tickets indefinitely rather than archiving these original documents through microfiching or imaging.

If a fire or flood were to occur, it is a virtual certainty that many important pieces of original documentation (tickets, cash receipts information, etc.) would be irretrievably lost.

The State, the Supreme Court and AAC need to address this issue through the appropriate legislative channels.

4. Hearing and Trial Scheduling

Every month, AAC schedules approximately 10,000 initial arraignments and another 3,000 trials (contested hearings requiring police officer attendance). Despite this high volume of case processing, there are still significant backlogs in tickets awaiting arraignments (20,000) and trials (14,000). The situation is particularly acute for the scheduling of trials where more than 60% of the tickets awaiting trial were issued in 1997 or earlier (27% were issued before 1997). The backlog in trial scheduling is exacerbated by the fact that AAC schedules trials based on police officer availability and not the issue dates of the tickets. As a result, motorists can be denied a speedy trial.

The hearing scheduling process is a manual, paper-intensive operation. Despite the fact that all information relevant to the scheduling process (offense code, issuing officer, etc.) is keypunched into the IBM system as tickets are data entered, automation is not used to assist in scheduling hearings. This only adds to the other challenges (adequate courtroom space, adequate judge time and police officer availability) that AAC faces in keeping current with hearings demand.

While the current scheduling process presents some significant issues, AAC may potentially face an even greater scheduling bottleneck after March 1999 when the new Universal Summons becomes effective. AAC's new Universal Summons now mandates hearings for offenders eight weeks after a ticket is issued. Beginning in March, when the first mandated hearings are set to begin, a dramatic increase is expected in the number of motorists appearing at AAC for arraignments. A portion of these motorists will then require contested trials. It is not clear whether the State, the Supreme Court or AAC have planned adequately for this event, including securing necessary court room sessions and arranging for judge time. Given the existing scheduling backlog, the likely increase in demand for arraignments and trials will present AAC with several daunting challenges that may make it impossible to keep current with hearing scheduling and not fall further behind.

Action Steps:

1. The AAC should consider the feasibility of imaging to eliminate the need for paper copies. If paper copies are necessary, centralize the storage of tickets with a formal retrieval process (indexing, signouts, etc.). If an external storage facility is needed use it to store fully disposed tickets.

2. The AAC should attempt to tailor the workflow with the facility in an effort to reorganize flows under centralized AAC functions (i.e., suspensions, payments, payment plans, etc.) with minimal movement of tickets, cash or motorists around the building.

3. The State, the Supreme Court and AAC need to examine the current validity of the statute, requiring the AAC to maintain paper records of tickets indefinitely rather than archiving.

4. The AAC should eliminate duplicative information and processes by utilizing the IBM system to schedule hearings. The relevant information (offense code, issuing officer, etc.) is currently keypunched into the computer system.

5. The State, Supreme Court and AAC must evaluate and plan for the requirements of the new Universal Summons to ensure that the AAC can handle the expected increase in motorist arraignments and the related increase in work demands.

Management Response:

See **Appendix I** for Administrative Adjudication Court Management Responses.

D. Outstanding Unpaid Tickets

1. Unpaid Tickets

AAC's IBM system provides status information about those tickets that have not been paid as of a certain date. While this tracking function is important, the control issues outlined above limit to a great extent the value of this ticket information. However, the system can and does track open tickets by various characteristics. The categories of unpaid tickets that we reviewed were: "Pay by mail" and "Disposed of at Hearing".

- "Pay by mail" tickets represent those unpaid tickets on which a fine has been indicated and for which no hearing is required to satisfy the violation. At October 31, 1998 there were approximately 117,000 of these tickets outstanding.

- "Disposed of at Hearing" tickets represent tickets for which a hearing has been held and for which a monetary verdict has been rendered. These unpaid amounts typically consist of the fine amount, a $27 court fee and other fees as assessed by the judge. At October 31, 1998 there were approximately 145,000 of these tickets outstanding.

As of October 1998, AAC's ticket database showed approximately $39 million of unpaid tickets. These unpaid tickets were broken down as follows:

Paid by mail	$5 million
Disposed of at Hearing	$34 million

Some of these unpaid tickets date back as far as 1975. An aged summary of these outstanding tickets as of October 1998 appears in **Appendix F.**

A third category of unpaid tickets exists but is not reflected in the above amounts. This category includes tickets for which no monetary value (i.e., fine amount) has been set. This category includes all unpaid tickets for individuals who have requested but have not yet had a hearing.

While no unpaid receivable amount is recorded for these tickets until the cases are adjudicated, we did note that the number of tickets in this category at the end of October 1998 totaled 108,000. While some of these tickets will not result in a fine, many obviously will. Accordingly, the $39 million will increase as these tickets are settled. However, over 48,000 of these tickets (dated prior to 1993) were considered to be "disposed of" because the motorists receiving these tickets failed to appear at an initial arraignment. At that time, the disposition of such tickets meant that license suspensions were issued, but no fines assessed. The practice of "disposing of" tickets in this fashion (i.e., no fines assessed) was discontinued by current AAC management after 1993. Given the age of these 48,000 tickets, it is unlikely these motorists will come forward to settle these tickets.

It is important to note that the existence of unpaid tickets does not represent or imply that funds have been lost or stolen. Rather, the existence of these unpaid tickets indicates that violators may not have yet paid the State for these amounts.

In fact there are several possible reasons why the AAC's IBM system reports $39 million in outstanding tickets including:

- Tickets and court judgments have simply not been paid by the violators.
- Tickets and court judgments have been paid and deposited in the bank but payments have not been recorded in the IBM system.
- Tickets and court judgments received have been misappropriated and not recorded in the ticket accounting system.
- Erroneous ticket amounts have been entered into the computer.
- Ticket values in the system have been inadvertently or intentionally changed.

The breakdown of the outstanding amount into these categories is not feasible. However, our testing revealed that several tickets included as part of the outstanding $39 million were, in fact, paid and deposited in the bank but not recorded in the IBM ticket accounting system. Given the lack of internal controls surrounding data entry, this result is not surprising.

2. Valuing the Outstanding Balance

Determining whether the $39 million is accurate is also not feasible because several tests we performed indicated that the balance is overstated, while others indicated that the balance is understated. For example:

- We noted several payments that were deposited in the bank but not entered in the system. That seems to indicate that the $39 million is *overstated*. For the five months from July 1, 1998 to November 30, 1998, bank deposits exceeded payments entered into the system by $900,000. This would seem to indicate the unpaid ticket balance is *overstated* and should be closer to $38 million.
- We noted the system allows tickets to be deleted without requiring any supervisory override or audit trail. That seems to indicate that the $39 million may be *understated.*

- We noted the data entry backlog on both the payment side and the ticket side impacts the $39 million in different directions. A backlog in recording payments would *reduce* the $39 million, while a backlog in entering tickets would *increase* that amount.

- Because of lack of control over the accuracy of the data entry function, we noted unpaid tickets with values of $7,000 and $4,000. The correct amount for these tickets were $70 and $40, respectively.

- Due to system access deficiencies, payments could be entered into the system even if no cash is received by AAC. While our tests did not identify any such payments, the existence of any such "phantom" payments would *increase* the $39 million amount.

- While our tests did not identify any such activities, theft or other inappropriate activities could either *increase* or *decrease* the outstanding amount.

- Further complicating the issue surrounding the value of unpaid tickets is the use of the 'F1' key. In order for the system to record a payment, the F1 key must be struck after all payment information has been data entered. However, the location of this key on the keyboard makes this key stroke difficult. Without pressing this key, the payment is not recorded in the system.

  By using temporary and overtime staff to reduce the data entry backlog and the lack of documented procedures surrounding this F1 key, it is quite possible that payments, although keypunched correctly, were not accepted and recorded by the system.

3. Estimating the Uncollectible Ticket Balance

In determining how much of the unpaid ticket balance is uncollectible, the AAC and State need to prospectively develop a methodology to establish an allowance for uncollectible balances. The methodology should begin with an analysis of the age of the unpaid tickets. The age of the unpaid tickets is summarized below (amounts in thousands):

Prior to 1992	$ 10,902
Four to six years old	9,246
One to three years old	17,210
Less than 12 months old	1,459
Total	$ 38,817

The amount prior to 1992 was carried over from the AAD, the predecessor to AAC.

As the unpaid tickets age, the likelihood of collections is reduced. Add to this the limited collection efforts that AAC can employ (license suspension is the most severe penalty currently available) and the likelihood of collection decreases further. Accordingly, an allowance for uncollectible accounts should be established to reflect these circumstances. The following percentages were judgmentally selected:

Age of ticket	Reserve
All tickets that remain unpaid after one year	100%
All tickets that remain unpaid after six months	50%
All tickets that remain unpaid after three months	20%

Applying these percentages to the aging as of October 1998 would result in a valuation allowance of $38 million.

Prospectively, these allowance percentages should be adjusted based on the rate of successful collection and improvements in controls over data in the computer system.

4. Collection Agency Efforts

The AAC needs to stop the build-up in unpaid tickets and begin to chip away at collecting these unpaid receivables. Again, this process starts with cleaning up the processes surrounding the data in the system (tickets, payments, etc.) and stepping up enforcement by improving the management of the business.

In order to collect on some of the outstanding receivable balance, AAC has participated in a pilot project with several other state agencies referring unpaid fines to a collection agency employed by the Rhode Island Department of Administration. In May 1998, AAC sent the collection agency more than 62,000 unpaid tickets issued prior to 1997. The outstanding balance on these tickets was $13.1 million ($215 average fine per ticket).

Since May, it appears that little progress has been made in these collection efforts. The collection agency attempted to contact by mail approximately 6,800 of the motorists with unpaid tickets (representing approximately $5 million). Approximately 4,600 of the notices mailed were not responded to - either they were returned as undeliverable indicating the motorists could not (and probably will not) be located or they were delivered and did not elicit a response from the motorist. This low response suggests that collection efforts for a large portion of the $13.1 million of unpaid tickets will not be successful.

The collection agency reported that approximately 2,200 motorists had made payments to the agency against their outstanding tickets. However, as of October 23, 1998, the collection agency reported that they had received only $39,000 in payments. Although it is possible that some motorists may have made payments directly to AAC, the collection agency did not provide us with any information concerning such payments.

175 motorists reached by the collection agency maintained that they did not owe any money to the AAC, indicating in their response that they had fully paid the tickets previously or the tickets had been previously dismissed. However, AAC could not locate the documentation related to many of these motorists' tickets and thus we were unable to test whether these tickets had, in fact, been paid. Of the tickets that were located and tested, virtually all had been fully paid and the payments received had been deposited into the bank or the cases had been previously dismissed. However, because AAC had failed to properly record these payments (or dismissals) in the IBM system they were listed as unpaid.

Action Steps

1 Currently, collection of fines levied at a hearing are not required to be paid by the offender at the time of the hearing. Rather, offenders with fines can and do leave the AAC after their trials without paying their fines. The AAC should strongly consider requiring offenders to pay their fines immediately after the hearing.

2. The AAC should explore the possibility of having unpaid tickets placed on the offender's credit report as a means of enforcement.

3. The State and AAC should reconsider instituting an amnesty program to help reduce the amount of unpaid tickets. An additional incentive may be to remove license suspensions for those individuals who pay in full without additional penalties or reinstatement fees.

4. The AAC should review the results of the collection agency and take appropriate actions to ensure relevant information is available on current receivables (timely status, proper address, etc.). In addition, the AAC should periodically follow-up with the collection agency to ensure that all legal measures available are being utilized in collecting outstanding fines.

5. The AAC should place a "flag" in the automated payment process requiring data entry staff to strike the F1 key in order to continue with processing.

6. The State, the Supreme Court and AAC need to prospectively develop a methodology to establish an allowance for uncollectible balances.

Management Response:

See **Appendix I** for Administrative Ad udication Court Management Responses.

E. Fraud Indicators and Risk Factors

Included in the scope of our work were procedures to determine the likelihood or extent to which fraud may have occurred.

Our team included one Certified Fraud Examiner and one Associate Certified Fraud Examiner who assissted with the planning of the engagement and execution of the procedures. Other individuals with experience in identifying indications of fraud and the presence of risk factors also assisted on this engagement. Our approach could not assure that fraud exists or would be found and due to the limited nature of our procedures, it also does not assure that fraud may not be discovered subsequent to the application of our procedures.

We planned and performed tests specifically geared toward assessing the possibility that fraud could occur. These procedures included identifying and assessing control weaknesses, analyzing historical data, and performing tests of individual transactions.

Because internal controls were either nonexistent or ineffective, our only option was to use risk based sampling techniques to help identify inappropriate transactions. While we did not find any specific inappropriate items, the results of our testing indicated significant opportunities where inappropriate activities could occur. Additionally, because of the weak controls and the lack of an audit trail, some areas where inappropriate activities could occur could not be tested.

Our procedures were focused in the following areas:

- System access
- Cash receipts
- Ticket database

System Access

Overall, security over access to the IBM system is weak. Access to high-level functions such as voiding or deleting tickets or recording/changing payment information is largely governed by access to computer terminals. Once logged onto certain terminals, an individual can alter or delete an existing record or, with knowledge of a valid password, record a payment against an unpaid ticket. This situation increases opportunities for misappropriation, especially since duties are not properly segregated within AAC (e.g., individuals handling payments and tickets are also able to delete or alter information at their terminals). There are also an excessive number of valid user passwords including some belonging to former employees, and passwords shared by numerous users.

Cash Receipts

Because the activities of AAC are cash intensive (approximately $16 million of cash and checks were received by AAC last year), we reviewed controls over cash receipts and sampled cash receipts to assess the risk that questionable activities could occur and not be detected by employees of AAC in the normal course of operations. We noted the following:

- Because no control is in place to ensure that bank deposits agree with payments entered into the IBM ticket system, payments received at AAC may have been recorded on the computer but, due to loss or theft, may not have been deposited. The missing control would allow such activities to go undetected.

- Because a segregation of duties problem exists in the Violations, Collections and Mail departments, individuals in these departments could receive cash or check payments, enter the payments in the IBM system, delete the record and misappropriate the cash or checks.

- Because security access to the system is not effectively controlled, any individual with access to the system through certain terminals can record a payment against an unpaid ticket. Since no control exists to ensure that amounts deposited in the bank agree with those posted to the computer system, such activities would not be detected.

- Because the receipt of cash and checks is not centralized, many individuals within AAC handle payments. This lack of control, in conjunction with others, makes it easy for an individual to misappropriate cash or to take checks and convert them to cash without being discovered.

Ticket Database

Deficiencies in controls over payments can often be mitigated by good controls over tickets. Unfortunately, controls over tickets are weak as well and do not provide an adequate safeguard against assets being misappropriated. For example, several documents requested for testing purposes could not be located one month after the request was made. While the missing documents may have been lost or misfiled, they also may have been intentionally removed from the files by unauthorized individuals for inappropriate reasons. As a result of our work over internal controls and our sampling of tickets, we noted the following possible scenarios:

- An individual with access to the system through certain terminals could simply delete the record of a ticket. Without a formal accounting of tickets or a control to prevent system access, these types of activities would not be detected.

- An individual with access to the softcopy of the ticket could simply take the ticket before it is entered into the IBM system and destroy it. With the current ticket backlog and the lack of a formal accounting for tickets, these types of activities would not be detected.

- An individual with access to the system through certain terminals could simply void a ticket. With the lack of a formal accounting for tickets, these types of activities would not be detected.

While controls to prevent certain of these activities are being implemented, the extent to which problems have occurred in the past cannot be determined.

Management Response:

See **Appendix I** for Administrative Adjudication Court Management Responses.

II. **Information Systems/Technology**

Because the decision has been made to replace the IBM system, our procedures relative to the IBM system were minimal and were focused only on the system's impact on other areas of our review. Instead we concentrated our attention on the status of the new BANNER system and the activities surrounding its implementation.

A. Current Environment

Given that the proper use of technology could easily increase productivity and reduce costs in the current environment, the extent to which AAC has used automated systems to manage the business has been minimal.

The current IBM system, which was originally written in the 1975/76 time frame and updated in 1993, is certainly ready for replacement. This system is technologically outdated and limited in its capabilities (e.g., it does not support a true database application). Therefore, replacing this system is probably long overdue. The IBM system is not year 2000 compliant, making it imperative that the new system, which is year 2000 compliant, be fully functional no later than December 1999.

While the implementation of a new computer system is often heralded as the answer to many problems, the issues described in this report will not be solved simply by the introduction and implementation of the new BANNER system by AAC. Many of the issues cited in this report and in the reports issued by the National Center for State Courts and the Bureau of Audits are not the result of the system being technologically outdated. Nor are AAC's operating difficulties the result of this system. Rather, AAC's issues are the result of outdated procedures and inadequate internal controls.

For any automated system to operate effectively, the data must be entered into the system and maintained accurately and timely, proper security must be in place to ensure the integrity of system data cannot be compromised, and the data must be reported to management in a form that is useful, meaningful and informative in managing the business. None of these essential requirements for effective system operation are currently in place at AAC.

Certainly new technology can and will improve the effectiveness of the AAC, but only if the non-technical processing system issues are corrected. The ticket and payment processing issues outlined in this report will <u>not</u> be corrected by the implementation of the new BANNER system. If the AAC fails to modify its processes to correct the identified deficiencies, the BANNER system will be no more useful than the current IBM system is.

B. New Environment

The AAC is in the process of implementing a new computerized system for tracking and accounting for its tickets. The implementation of the new BANNER system is currently scheduled for April 1999. The system will operate on an Oracle database and will include the following modules:

- Traffic: summons input, docket scheduling, final disposition;
- Accounting: payments on outstanding summons; reconciliation of bank accounts with cash in and cash out;
- Archive/Purge: removal of older files from active files database to archival database.

Systems Costs

The original agreement for the purchase and implementation of the BANNER system was signed in June 1997 and contained three separate contracts amounting to $700,465. As of January 11, 1999, invoices for the cost of hardware, software and other vendor services totaled $440,702. As part of the original agreement, the vendor agreed to design custom modifications to its "off-the shelf" version of BANNER to meet AAC's business needs. As of January 7, 1999, custom software modifications are estimated at $287,540 **(Appendix G).** If there are no further modifications necessary, this would mean total vendor costs under this agreement of $728,142 (four percent over the initial agreement). In the event further modifications are required, in-house personnel are expected to be utilized reducing additional costs.

In addition to the June 1997 agreement described above, we noted five other cost components related to the implementation of the BANNER system. These include:

- an additional $52,800 budgeted in fiscal year 1999 to pay the BANNER vendor for assistance with data migration from the current IBM system to the BANNER system;

- a five month contract extension with the BANNER vendor for program management support for the BANNER installation for an additional $10,000;

- a contract with a second vendor to provide maintenance and batch script procedures ($65,000);

- contracts with the National Center for State Courts (NCSC) for the development of the RFP and screening of bids for the BANNER system ($25,000);

- a separate contract with NCSC for project implementation which now totals $138,000.

In total, contracted costs for the new BANNER system currently exceed $1 million. These costs do not include the cost of AAC labor, or costs for personnel from the Office of Library and Information Services or the cost to DMV for the programming of the BANNER interface (estimated to be $50,000). We also noted that two modules (Cash Receipts and the Extended Case Information) purchased with the BANNER system for $39,847 and $7,438, respectively, are not currently slated for implementation.

Implementation Schedule as of January 12, 1999

Currently, the BANNER system is expected to go "on-line" in April 1999. The schedule for implementation provided to us as of January 12, 1999, appears in **Appendix D.**

The procedures performed to date relative to this implementation schedule indicate the April implementation date is extremely ambitious given the slippage to date and resource limitations at the AAC. While some slippages in the overall implementation plan occur in all implementations, the number and the severity experienced by AAC and the relatively short time remaining until April (i.e., three months) makes recovering from these delays very difficult. Some of the items we noted follow:

Implementation Plan
There is no comprehensive, written system implementation plan. Such a plan is the roadmap followed in the implementation of a new system. Without such a plan, implementing the system on schedule will be difficult since the risk of slippages and missing critical milestones is difficult to identify in advance and properly plan for. The ability to mitigate risk is difficult at best without a plan that clearly defines the sequential and parallel processes required, the interdependency of these processes and the quantitative effort required to accomplish these activities.

Data Security (Appendix D - ID #25)
The data security plan is currently shown as 80% complete. However, it appears several important issues such as password requirements (password length, password change requirements, preventing the reuse of previous passwords, system lockout duration in response to unauthorized access attempts, etc.) and the introduction of security guidelines (e.g., a Security Manual) have not been addressed. It is also important for the new BANNER system to be fully "auditable." File entry and modification activities should be traceable in order to detect and prevent unauthorized deletions or modifications to summons records. Currently there is no audit plan including plans for this critical aspect of security. Finally, the issues of physical security and the provision of an appropriate environment for the data processing hardware have not been formally addressed by the BANNER team.

DMV Interface: (Appendix D - ID #28, #33 and #42)
In order for AAC to produce driver abstracts for the 60,000 tickets which are scheduled for hearings annually at AAC, the new BANNER system will need to interface with the existing DMV database ("Data General") and have a program application designed to process and print driver abstracts. In turn, DMV needs to receive information from BANNER in order to process license suspension requests from AAC and update its own driver records with final dispositions from tickets.

We were told DMV is responsible for the design of the interface between BANNER and its own database, including identification of the database fields it will transfer to AAC in order to produce abstracts. However, as of January 12, 1999, DMV has not finalized what fields it will transfer to AAC or what fields it expects from AAC in order to update driver license records. Nor has it committed to a date for final interface completion.

Reporting Requirements (Appendix D - ID #30)
The BANNER system has the capability to generate a wide variety of standard reports useful to AAC management and other Rhode Island state agencies, such as those indicating the efficiency and productivity of AAC staff, financial data, as well as statistics such as highway accident frequency. However, currently, AAC's reporting requirements appear to lack sufficient detail to positively define the contents, item-by-item, for the reports described and it is not clear how valuable standard reports will be to AAC management. Additionally, there is no coordinated list of reports identified to address the business needs of the management or staff of the AAC. Further effort is required to flesh out and finalize this effort.

Case Flows (Appendix D - ID #31)
Case flow is the process by which summonses and payments move through AAC's business cycle. Ideally, BANNER programs should accommodate AAC's revised business practices. Completed case flows are needed in order to ensure BANNER will be responsive to AAC's needs. Otherwise, AAC could be forced to re-design case flow to match BANNER requirements once BANNER comes "on-line." Ticket and payment processing procedures and other case flow activities that were scheduled to be drafted on November 16, 1998 were not completed as of mid-December - this represents a six week slippage. As of January 12, 1999, a draft Case Flow was provided, but it appears to be rather loosely defined and far from its final form. Without a final Case Flow definition, it is unclear how a cohesive final configuration can be determined for the BANNER system.

AIX Directory Mapping (Appendix D - ID #39)
The development of the new AIX Directory Mapping was expected to be completed by December 2, 1998, according to the November 6, 1998 BANNER implementation status report **(Appendix E)**. The January 12, 1999 implementation schedule shows a completion status of 0% and an expected completion date of April 1, 1999. Data migration from the IBM system to the BANNER database cannot take place until directory mapping is completed. Therefore the BANNER system cannot be fully operational until this task is complete. This task has not been addressed and a decision has not been made as to who will assume this responsibility. The task is currently 14 weeks behind schedule.

Training (Appendix D - ID #40)
The "completed" draft training plan consists of a brief one-page description of general tasks. This plan lacks any discernible detail and may not be adequate since the BANNER system is not simple to use and sufficient exposure to it is required to create "expert" users before a clean transition from the present system can be accomplished. The training plan fails to include key components such as identification of a curriculum and lesson plans. Additionally, the BANNER training staff has not been positively identified. Finally, the Training Manual is shown as only 35% complete in the implementation schedule of January 12, 1999. Our review of sections of the Training Manual indicates a great deal of work remains to produce a manual that is adequate for use as a training tool.

System Users Procedure Manual (Appendix D - ID #41)
While the need for a user manual has been identified, it has yet to be developed. Along with basic user training, completion and testing of this manual is critical for AAC staff to actually be able to use BANNER when it comes "on-line." It is currently assumed this manual will evolve from the final Case Flow model (yet to be completed). Positive plans and actions will be required to provide a comprehensive, effective tool to support user activities. The January 12, 1999 implementation schedule shows this task as 0% complete - a slippage of several months. This task is currently on-hold and is not scheduled for completion prior to the BANNER system coming "on-line," suggesting the manual will not be field-tested prior to the system being placed into operation.

Data Clean-up (Appendix D - ID #44)
In order to successfully transfer information from the IBM system to the BANNER system, all current IBM database fields must have the same format as the corresponding BANNER fields. Additionally, duplicate records must be merged and purged. This data clean-up is crucial if BANNER is to come "on-line" successfully. However, as of January 12, 1999, the cleanup of data in the IBM system was not completed. The November 6, 1998 status report indicates this task was to be completed by December 1, 1998. The present schedule indicates the data cleanup process is only 25% complete. With approximately 1 million records requiring cleanup, the effort remaining is formidable (more than 1,100 hours budgeted) and completion by the current deadline of April 1999 appears to be unrealistic with the present staff. Data cleanup of the DMV database data which must also be completed has not been formally addressed and no comprehensive time estimate can be made for this activity at the present time.

Test of custom software modifications (Appendix D - ID #45)
As the software vendor completes each custom software modification for incorporation into the BANNER system, sound implementation procedures would require that each modification be tested individually and in the aggregate to ensure that they perform as designed. Currently, however, there is no plan for testing or verifying modifications. Also, the time budgeted (96 hours) for modification testing may not be sufficient.

Data Migration Plan (Appendix D - ID #50 and 51)
Before BANNER can come "on-line," approximately one million records must be transferred from the IBM system to BANNER. A draft Data Migration Plan was prepared and published on August 28, 1998. The plan is detailed and addresses the task as a six-phase effort. However, the plan is still in draft form, has not been updated in the past five months and lacks specific milestones and dates to support the implementation of the BANNER system. Inclusion of these features may warrant readjustment of the applied effort or revision of the schedule for going "live" with the fully functional BANNER system. Conversion of the data to BANNER format and transfer of the data to the BANNER system are shown as 0% complete.

Maintenance and Batch Script Procedures (Appendix D - ID #52)
Draft Maintenance and Batch Script Procedures were scheduled to be completed on December 31, 1998, according to the November 6, 1998 status report. These scripts provide functions such as "turn-on" and "turn-off" procedures to ensure system and data integrity are safeguarded during system power on and off. The January 12, 1999 implementation schedule now shows this task as 50% complete and scheduled for completion February 26, 1999 - a slippage of several weeks.

Other New System Issues

Our concerns related to other implementation issues are as follows:

1. With regard to the new BANNER computer system, the National Center for State Courts (NCSC) was hired by the Rhode Island Supreme Court in April 1996 to write the Request for Proposal (RFP) for the purchase of the BANNER system. The total for this contract was $26,000. NCSC was also hired in June 1998 to provide project management services for the system implementation. This contract expires April 30, 1999 and has been modified twice from its original value of $48,000 to its current value of $138,000.

   While it is not uncommon to hire a consulting organization to assist with the preparation of an RFP, it is generally not a good practice to have the organization responsible for preparing the RFP to also be responsible for managing the implementation of the selected system, even if different individuals from that organization are involved.

   Having the same individual or firm write the RFP and act as the implementer may not be in the best interest of the AAC since any deficiencies in the RFP or inconsistencies between the RFP and the actual implementation can be concealed rather than being brought to the attention of the AAC. There is an inherent conflict of interest in engaging the same vendor to serve in both these roles.

2. No formal written plan or procedures exist for final BANNER acceptance testing. This activity is designed to provide AAC with unqualified verification that the BANNER system, as implemented at AAC, will perform as is required and as is expected, to support the business functions of AAC. A well conceived and thoughtout plan and specific step-by-step procedures are necessary to ensure the program operates accurately and is able to accept and process the necessary data.

3. The success of the BANNER system implementation relies greatly on non-AAC personnel. As indicated above, one contractor has been hired to manage the implementation of BANNER. Additionally, a contractor has been hired to provide system administration for the BANNER hardware and maintenance and batch script procedures program scripting. Finally, the individual responsible for the migration of data from the old to the new system was borrowed from the State's Office of Library Information Services. Heavy reliance on contractors or employees from other state agencies exposes the AAC to the risk that its own employees will not have the technical expertise to operate and maintain the system once it is implemented or that AAC will be "locked into" using these contractors for the life of the new system.

4. As we have already noted, the software vendor is performing significant custom modifications to the current "off-the-shelf" version of its BANNER software (BANNER Release 3.0). Should AAC decide in the future to upgrade to newer versions of BANNER, all current custom modifications may need to be reprogrammed. AAC does not currently have the expertise to support reprogramming of current custom modifications. Therefore, with each upgrade to a new version of BANNER, there will be a recurring cost to reprogram existing custom modifications. Unless in-house programming expertise is developed, this cost could be upwards of $300,000 for each upgrade. The need for so many custom modifications to the initial "off-the-shelf" version of BANNER should have been dealt with in the RFP or vendor selection process. These custom modifications may ultimately prove to be cost in-effective. While AAC may not be required to make all custom modifications, not doing so may result in a loss of system functionality.

5. No disaster recovery plan exists for either the current IBM system or the new BANNER system **(Appendix D - ID #46).** As a result, a severe fire or flood could destroy many or all of the AAC's original records, to the point where they could not be recovered.

6. The current IBM system is not Year 2000 compliant and the contingency plan for this situation is to have BANNER operational before December 1999. This "contingency" plan is very risky and could result in significant problems should the system not be fully operational before the millennium.

Action steps

By far the most important issue that the State now faces, with respect to the AAC, is getting the new BANNER system up and running. The State, the Supreme Court and AAC cannot afford financially or politically to fail in this endeavor. We believe it is necessary to take immediate steps to help ensure AAC gets the BANNER system implemented and operating effectively before the year 2000 issues becomes a grave concern.

Currently, the status of the implementation appears to be behind schedule in meeting the April deadline. However, immediate action taken can help ensure the system is implemented to the State's, the Supreme Court's and the AAC's satisfaction. The concession that may need to be made is the timing - this may mean delaying implementation until June or later. The State needs to review our findings relative to schedule delays and assess the appropriate course of action.

We suggest one of the following options be considered:

1. In systems of this magnitude, governmental entities often contract with a third-party entity to perform quality control over the implementation process, thereby reducing the risk that the system will be over-budget and overdue. Hiring an independent party to oversee the implementation on behalf of the State, the Supreme Court and AAC at this point can help get the implementation back on track and provide the State, the Supreme Court and AAC with additional and pointed information. The party hired would act exclusively on behalf of the AAC to ensure the system implementers are delivering what AAC purchased.

2. Alternatively, the State, the Supreme Court and AAC may choose to supervise the implementation with a team of State employees that have experience implementing systems. This team, when activated, would be charged with the responsibility for assessing the progress made on the findings identified in this report and previous reports, validating that the functionality purchased is being implemented, managing the contractors, reporting to the State, the Supreme Court and AAC, etc.

While choosing to add an internal or external third-party oversight group to the implementation process may cause delays in implementing the system, such a move is more often than not worthwhile.

Management Response:

Systems costs

Comment: "We also noted that two modules (Cash Receipts and the Extended Case Information) that were purchased within the BANNER system for $39,847 and $7,438, respectively, are not currently slated for implementation."

Response: Yes, the team decided not to use those two modules. The Cash Receipts System does not have an interface to BANNER. During the time of purchase, the accounting module of BANNER was not completed. Once the accounting module was completed and evaluated, it met the needs of AAC with a few minor modifications. The Extended Case Information (ECI) is used primarily to track sentences, bonds, and evidence. Since a large majority of traffic cases do not have bonds or evidence and the sentencing guidelines for traffic cases are not complicated, the ECI module is not necessary. The BANNER team plans to obtain a credit for both systems. The credit will be used to offset the modification costs. If necessary, the District Court or the Supreme Court could possibly use the ECI module, although that is still to be determined.

Implementation Plan

Because the plan was not developed at the planning process of the project, it would have been too time-consuming and unproductive to develop such a plan deep within the lifecycle of the project. As a substitute, project management developed two monitoring tools to ensure timeliness or to highlight the need for adjustments. The tools are a project schedule with all remaining tasks and proposed deadlines and a bimonthly status report that monitors the task activities. Also, the team leader devised an outstanding task list with detailed instructions and the final outcome for each task. After reviewing all these tools, adjustments are made accordingly.

DMV Interface

The solution for producing abstracts is the DMV interface. However, AAC will remain to have access to the Data General. Thus, abstracts are still available without the interface. On January 12, 1999, the team submitted the interface modifications. The record layouts for two of the three information transfers were provided to SCT. Finally, Kyran (a subcontractor of SCT) will develop the changes to the DMV System. The responsibility lies with AAC and SCT, with coordination with DMV.

AIX Directory Mapping

As explained to KPMG during the review of this report, data migration is not contingent on the UNIX directory mapping or file system structure. However, data migration is contingent on the configuration of the two new drives on the UNIX box (space requirement). The BANNER team is currently upgrading to a newer version of UNIX to alleviate this configuration problem. Per several conversations with SCT, the mapping of the directory is a simple process that can be handled by internal staff once the drives are configured. I suspect KPMG is confusing data mapping with the mapping of the UNIX file structure.

Systems Users Procedure Manual

The case flow, the training manual, and other supporting documentation will provide the tools necessary to train the end-users on BANNER. Once the system is operational, the BANNER team will focus its attention on consolidating the above information into a comprehensive manual. Again, these essential training tools will be field-tested thoroughly.

Data Clean-up

First, 1 million records do not require cleanup. The number is not even close to the estimate of records requiring some research and/or correction. The court has roughly 3 million records eligible for conversion. Of those records, roughly 400,000 are candidates for archiving and will not be converted into BANNER. Those records contain the bulk of the errors in IBM. With the following pending conversion criteria (all pending cases, all cases with outstanding balances, and all satisfied cases under a year old), approximately **200,000 records** will require cleanup. Of those records, BANNER team has conducted some of the cleanup. Other errors will be handled via in-house developed programs or scripts during the actual conversion. Second, the cleanup of DMV database is not a requirement. The BANNER operates independently of DMV. The interface will highlight the inefficiencies in the DMV system, but it will not hinder the performance of BANNER.

Data Migration Plan

The BANNER team met with a SCT representative during the week of February 1, 1999 to finalize the data migration plan. Several important dates were scheduled, including the on-site test conversion date, the completion of conversion scripts, and the actual conversion date. Approximately "one million" driver profile records exist. I am not sure where KPMG obtained this number as the conversion data population.

Other New System Issues

Comment: "There is an inherent conflict of interest in engaging the same vendor to service in both these roles."

Response: The national Center for State Courts was contracted to help in the preparation of the RFP working with a Project Committee of representatives from the AAC, the State Court Administrative Office and the Office of Information Processing of the State Department of Administration. The RFP was widely circulated according to state purchasing regulations, and the vendor selection (SCT) was made by the Project Committee, not by the Center for State Courts.

At the time of vendor selection, there was no intention of hiring a project manager from any organization, including the Center, as the implementation called for inhouse staff to work with SCT. As the project developed it became apparent that in-house staff could not meet the project management role. At that time, a different branch of the National Center was contacted by the Office of the State Court Administrator seeking technical assistance for the implementation. The result of that inquiry was the contract with Mr. Shelton. Mr. Shelton had no connection with the original RFP and works in a totally different division of the Center (a large organization), and has no managerial relationship with the individuals at the Center who worked on the RFP.

For the report to indicate that there is some inherent conflict in the use of the Center is a misunderstanding of the development of that situation.

Comment: "If current modification costs are a guide, this cost will be upwards of $300,000 for each upgrade."

Response: Using SCT to program the essential modifications was a short-term solution to accommodate the aggressive schedule and the high learning curve associated with hiring a "green" programmer for BANNER. In the near future, the BANNER team will hire a permanent programmer/analyst for programming support. Because of the unique requirements of AAC, approximately $237,000 was included in the contract to customize the BANNER system to meet the court's needs. For example, the DMV interface is not a "standard" in any case management system. The illusion of BANNER as an "off-the-shelf" product is just that. Finally, the $300,000 price tag for future upgrade is highly inflated. If AAC ever decided to contract SCT services, programming cost will be the major expense (functional and technical specifications are not required or some minimal changes may be necessary). Some testing cost will occur though $130,000 is a better estimate. However, RIJSS, the information processing office of the State Courts, will be developing its own programming capabilities in the BANNER system. That department is part of the installation of the larger BANNER system to serve the criminal justice system statewide. Thus, it is highly unlikely that even the reduced estimate of $130,000 noted above will ever be spent.

Future Management of BANNER

The future management of BANNER at the Administrative Adjudication Court will be assumed by the Judicial Branch Information System Staff of the Office of the State Court Administrator. This will include future programming changes.

III. Municipal Courts

Currently, there are 16 communities with active Municipal Courts in Rhode Island. These Municipal Courts have jurisdiction over most of the tickets issued by the police departments within these communities and therefore these tickets are adjudicated and payable to the Municipal Court. Certain categories of offenses, however (e.g., speeding more than 19 miles per hour) are solely within the jurisdiction of the AAC. When police departments in communities with Municipal Courts issue such tickets, the tickets are payable at AAC. (Note: all tickets issued by police departments without Municipal Courts are payable at AAC.) Under the Municipal Court compact, the relationship between AAC and the Municipal Courts is summarized as follows:

- AAC enters all Municipal Court jurisdiction tickets onto its IBM computer system.
- AAC prepares driver abstracts for Municipal Courts for Municipal Court arraignments and trials.
- AAC processes suspension requests it receives from Municipal Courts (usually because a motorist does not fully pay a Municipal Court fine).
- AAC enters all Municipal Court dispositions into its IBM computer system.
- Municipal Courts remit a $4 “processing fee” for each Municipal Court jurisdiction ticket.
- AAC remits to communities with Municipal Courts their portion of fines collected on AAC jurisdiction tickets issued in their communities (minus the $4 “processing fee”).

Duplicative Databases

Whenever new tickets are issued by state and local law enforcement officials, AAC is responsible for entering all ticket data into its IBM computer. Each week, AAC receives more than 3,000 thousand new tickets. For Municipal Court jurisdiction tickets, individual Municipal Courts have already keypunched the tickets into their own computer systems, since they will hear the tickets, assess fines and dispose of the tickets independently of AAC. Because there is no electronic interface between the AAC computer and the Municipal Court computers, AAC also keypunches these tickets (and the resulting dispositions) into its IBM computer system even though AAC will not adjudicate the tickets. In 1997, approximately 67,000 such tickets were entered by AAC into its IBM computer system. This represents a great deal of effort for a class of tickets that AAC will never adjudicate. Clearly, re-examining and changing AAC’s responsibility with respect to these tickets would free up considerable personnel resources.

Delays in Data Entry

There are currently significant delays in AAC's data entry of tickets received, with "recently received" tickets being keypunched by AAC six or more weeks after issuance. While delays in processing these tickets are often seen as AAC's fault, to some extent, these delays may be caused by local law enforcement officials who do not submit tickets to AAC in a timely fashion. Because AAC has no way of determining how many tickets have been issued, it cannot determine if tickets are being delayed by the local law enforcement agencies. Even if AAC could determine the number of tickets issued, it has no authority over law enforcement officials to force them to speed up the tickets submission process.

The problem is much worse for keypunching of Municipal Court dispositions. Currently, AAC is over six months behind in keypunching Municipal Court dispositions. Although some Municipal Courts have not been timely in their submission of dispositions, and the lack of a standardized form to record Municipal Court dispositions undoubtedly slows data entry, we noted that entering Municipal Court dispositions is one of AAC's lowest data entry priorities. Usually, this task is not attended to unless additional data entry personnel from other courts are made available to AAC on a temporary basis.

Because the AAC records are not being updated to reflect the status of the tickets (e.g., paid, dismissed, etc.), the AAC has no way of knowing the amount of money it should be collecting from various courts in $4 per-ticket assessments. **This means the AAC may not be receiving all the revenue to which it is currently entitled.**

Municipal Court and AAC Databases

Despite having databases at both the Municipal Courts and the AAC, no reconciliation or comparison of system data is being performed.

For example, we tested a list of Johnston Municipal Court tickets which, according to AAC's IBM system were still outstanding (never disposed of) against Johnston's own list of outstanding tickets. Our testing indicated that 65% of the tickets AAC was listing as outstanding were actually fully disposed tickets. This would suggest AAC records of Municipal Court tickets are highly inaccurate. In some cases, AAC has not recorded payments, in some cases, tickets have been dismissed or voided, and in others, tickets have resulted in suspensions, but these have since been lifted and the tickets fully paid. Reasons for inaccuracies in AAC's records of Municipal Court tickets can be summarized as follows:

- **Delay in new tickets and disposition keypunching.** Since many motorists pay for Municipal Court tickets within 30 days of issuance, often Municipal Court tickets have been fully disposed before any record of the tickets has been entered onto the AAC IBM computer system. The use of employees from other courts to clear up Municipal Court tickets data entry backlogs also impacts data entry accuracy. Also, severe delays in disposition entry greatly increase the likelihood dispositions will be lost prior to AAC keypunching.

- **Municipal Court suspensions.** The accuracy of the IBM computer system is further impacted by the process for issuing Municipal Court suspensions. AAC issues license suspensions on a different computer system ("Data General") than the IBM and no record of the suspension (or if it is ever lifted) is ever recorded on the IBM computer system.

Overall, AAC's problems in maintaining current and accurate Municipal Court ticket records underscore the need for electronic linkages between AAC and the Municipal Courts, so that Municipal Courts can be responsible for their own data entry.

Municipal Court Driver Abstracts and Suspensions

Currently, AAC must also process all driver abstract requests from Municipal Courts for all tickets that will result in hearings at Municipal Courts. This is a time-consuming process for AAC, requiring a half-time FTE. Also, as noted above, all driver license suspension requests from Municipal Courts are fulfilled by AAC. Again, this is quite time consuming, requiring a full-time AAC FTE. In both cases, these functions should be assumed by the Operator Control division of the Registry of Motor Vehicles.

Payment Processing and Payment Remission

Under the Municipal Court compact, AAC is to receive a $4 processing fee from Municipal Courts for all tickets. However, as we noted earlier in our report, AAC does not check and cannot currently determine if it is receiving all the $4 processing fees it is owed. For many reasons, we believe revenue is owed to the State because of uncollected processing fees from Municipal Courts:

- We observed that Municipal Courts are not consistent in the methods they use in calculating these processing fees. Some courts have taken the position that payment is not due until a summons is fully disposed, although there does not appear to be any statutory authority to support this position.

- Two Municipal Courts have never submitted $4 processing fee payments, dating back to 1993.

- One Municipal Court did not pay any processing fees from 1993 to 1997. It made one large payment in 1997, but has made no payments since.

- From 1993 to 1997, over 273,000 new Municipal Courts summonses were processed by AAC. However, during that same time period, Municipal Courts remitted $4 processing fees to AAC for only 174,000 summons, suggesting that processing fees were owed for perhaps as many as 99,000 summonses ($396,000) as of the end of 1997.

According to AAC management, AAC is not empowered to collect or sanction Municipal Courts for failure to pay the processing fee; that responsibility rests elsewhere within Rhode Island state government. Clearly, however, there is a need for the State to enforce collection of processing fees since it appears that some Municipal Courts have been remiss in processing fee payments.

Finally, for all tickets adjudicated at AAC, AAC is required to remit fines back to the issuing community (minus the processing fee) and to segregate and remit statutory assessments (e.g., Bramley, etc.) to the general fund. The process used to calculate and segregate these funds is manual and very time consuming. Accordingly, the risk of errors increases and efficiency is diminished.

Action Steps

Many of the actions that need to be taken relative to the Municipal Courts must taken by State entities other than AAC. The major steps we suggest for the State and for AAC include:

1. The State should reconsider the rationale and necessity of having AAC responsible for Municipal Court record keeping without providing them with the authority to effectively oversee their operations.

2. The State should consider whether the new BANNER system can be accessible by all Municipal Courts around the state so that it can be used as a comprehensive database. If this is not feasible, the State should coordinate the development of an electronic interface between the Municipal Courts and the AAC.

3. The State should consider performing a comprehensive review of all the Municipal Courts to help standardize operating procedures and computing conventions.

4. The AAC should automate the calculation of surcharges to minimize errors and increase efficiency.

5. The AAC should receive sufficient back-up from the Municipal Courts to ensure that it is receiving all the fees it is owed. The State should participate in the development of procedures to strengthen this process.

Management Response:

See **Appendix I** for Administrative Adjudication Court Management Responses.

IV. Improving the Management of the Business

The results of the procedures we performed indicate the operations of the AAC need to be managed more efficiently and effectively. Some of the management issues cited can be addressed by either redeploying resources, reducing or shifting AAC responsibilities or increasing funding to the AAC. The issues not discussed previously include:

- Supervision
- Data Analysis
- Resource Allocation

Supervision

The limited management staff (two senior level positions) who are charged with overall responsibility of the AAC, the lack of current job responsibilities, the reliance on temporary workers and the limited personnel resources have put supervisors in the role of "firefighter". Supervisory review of work throughout the AAC is generally weak at best and non-existent at worst. In this role, supervisors are preoccupied with dealing with the daily problems as they arise rather than reviewing and supervising their subordinates' work, overseeing control functions and planning for the future.

There is currently little being done to effectively manage and control the AAC's business. Instead of managing the business, circumstances are such that management personnel are constantly operating in a reactive mode rather than a preventative mode. Personnel and resource allocation issues force managers to deal with problems as they arise up rather than performing their control function and planning for the future. Certain key management reports should be produced to help AAC manage the business.

Data Analysis

Currently, over 24 standard and 28 ad-hoc reports are generated each month from the IBM computer system. Our procedures included discussing these standard reports with the personnel at AAC. Our results indicate few of these reports are used for any management purpose and virtually all are discarded without any substantive analysis of the data in those reports.

To effectively manage AAC, supervisory personnel should be receiving and analyzing high level data from the ticket database and other sources for unusual items or trends. Supervisors from the various areas should focus on financial and performance data for those areas in order to help improve operations, identify problems early and plan for the future.

While some reports have been mentioned in other sections of this report, examples of other data that should be regularly received and analyzed by management and supervisors include the following:

To help assess and identify data entry issues, the activity/performance of the data entry department could be assessed by reviewing reports such as:

- New tickets keypunched by person by day
- Cash receipts keypunched by day
- Other transactions processed (suspensions, reinstatements, etc.)

To help identify whether tickets are being collected on a timely basis, reports such as the following should be generated and analyzed:

- Amount and aging of unpaid tickets
- Collection statistics
- Delinquent payment plans

To help identify potentially inappropriate transactions, reports such as the following should be generated and analyzed:

- Tickets deleted from the system
- Tickets voided in the system
- Error reports to help ensure data integrity within the system

Other reports including:

- Multiple offenses report to help identify individuals with multiple offenses for which AAC (rather than the Municipal Courts) has jurisdiction

- Municipal Court ticket reports to help ensure AAC is receiving all funds it is due and is not overpaying the Municipal Courts for tickets

- Out-of-sequence tickets to help determine if police departments are issuing old series or out-of-series tickets

While certain valuable data, including some of the data recommended above, may be included in the standard monthly reports, it is not readily apparent from our procedures.

Resource Allocation

Currently, AAC operates with an annual budget of approximately $5 million and generates collections of approximately $16 million **(Appendix H).** Whether $5 million is enough to properly support the ongoing operations of the AAC is not reasonably determinable because of the numerous and significant issues outlined in this report. Our findings do indicate, however, the current funding level is supporting an extremely inefficient and ineffective operation. One action that is certain to reduce the resource requirements of AAC is the recent transfer of Operator Control activities to the Registry of Motor Vehicles.

This report identifies several areas in which existing procedures and workflows are inefficient and it is likely that the implementation of the new computer system will not correct many of these issues. Business processes must be improved for AAC to be effective and to operate with maximum efficiency and minimum funding. This does not mean that AAC requires or should receive additional funding or more personnel. Rather, AAC operations should be revamped and streamlined before requests for continuing additional resources are filled. To be truly effective, AAC must replace manual processes with automated systems. As operations are streamlined and automated, cost savings should be realized, the use of temporary personnel should abate and additional personnel will be available to perform other necessary tasks within AAC. Only after changes have been implemented and personnel resources are realigned can the appropriate level of funding be accurately determined.

During the transition, however, AAC may need some initial funding to make the necessary investments to support changes to its operations (e.g., personal computer, employee training, facility reconfiguration, etc.) from being manually based to being computer based. Once the transition is complete, appropriate funding levels could be more easily and accurately determined and management of AAC could be improved.

Without revamping the manual processes, implementing additional automation and redeploying personnel, AAC will continue to be an ineffective and inefficient operation.

Examples of processes that could easily be automated and thereby free up personnel include:

- Scheduling of hearings
- Maintaining records of motorists under payment plans
- Preparing daily cash receipts journal and bank deposits
- Calculating and allocating surcharges to Municipal Courts and other State agencies
- Recording courtroom docket information into the system at point of hearing, including the immediate creation of suspension orders if a fine is not paid in the court.
- Creation of suspension orders for pay-by-mail tickets over 30 days old

Examples of automation enhancements that may require an initial investment, but will have significant impacts on resources include:

- Data imaging of tickets and other voluminous paperwork to reduce data entry time
- Connecting cash registers or computer terminals to the IBM computer to reduce data entry time
- Electronic interfaces between the Municipal Courts, Operator Control and the police departments with the AAC to reduce data entry time

Procedural changes that would alter existing resource allocation and improve internal controls include:

- Centralizing the receipt function in one location
- Providing for a mailroom team of two individuals to handle incoming mail
- Initiating legislative action to eliminate the need to maintain record keeping for the municipal and district courts
- Evaluating the efficiency and costibenefit of using temporary employees
- Centralizing all suspension issuances
- Combining responsibilities for Municipal Court suspensions and Municipal Court driver abstracts into one position

V. Going forward

The AAC faces numerous issues, all of which cannot be addressed and corrected overnight. Most of the action steps mentioned previously in this report can be implemented now to either correct existing problems or to prevent future problems from occurring. Addressing these issues will immediately enhance the AAC's credibility and effectiveness.

Other issues exist that do not require immediate action, but should be considered for implementation within the next 12 - 18 months. The longer term actions should be implemented after a more thorough review of the AAC's future direction is performed.

1. The State should investigate the use of hand-held ticketing devices that would automatically transmit data directly to the AAC database without the need for manual keypunching.

2. Alternately, electronic interfaces from the Municipal Court could be established to allow data to be transferred between the courts and the AAC.

3. Another option is to establish electronic hook-ups from the police departments to the AAC database so that the police departments could perform the data entry for tickets.

4. Imaging capabilities should be integrated into the new BANNER system.

5. Development of Policies and Procedures manuals should be considered.

6. Job Descriptions should be developed or updated.

7. Monthly reconciliations of activities with the various Municipal Courts should be instituted over, at a minimum, the following types of transactions:

   - Unpaid tickets
   - Suspensions
   - Fees paid
   - Tickets

The State should investigate the availability of federal grant money to help defray the costs to the State.

Appendixes

A. Agreed-upon Procedures

B. Status of Prior Recommendations - National Center for State Courts (July 1998)

C. Status of Prior Recommendations - Bureau of Audits (April 1997)

D. BANNER system implementation time table

E. Status report of BANNER Implementation - November 6, 1998

F. Aging of Unpaid Accounts Receivable and Reserve Calculation

G. BANNER Modification Listing

H. Comparison of AAC Cash Receipts and Budgeted Expenditures

I. Administrative Adjudication Court Management Responses

State of Rhode Island
Administrative Adjudication Court
Agreed-upon Procedures

I. Follow up on prior report recommendations

- Review and report status of prior recommendations and management responses/corrective actions

II. Review Financial Activities

- Review the ticket and cash handling processes, procedures and practices
  - Interview Staff
  - Perform walkthrough of the processes using a sample of tickets and cash
- Visit selected external agencies (municipal court, police department and satellite) to gain an understanding of cash and ticket handling procedures within the agency and between the agency and AAC
- Obtain and review any relevant policies and procedures manuals
- Obtain and review organizational chart and AAC floor plan
  - Gain an understanding of the flow of activity to the floor plan
- Obtain the accounts receivable listing (e.g., aged, type of tickets, etc.)
  - Assess validity of accounts receivable balance based upon process flows
  - Review potential doubtful accounts and assess methodology for estimating an allowance
- Review ticket origination and distribution process
  - Assess use of ticket log as a control procedure
- Review standard and ad hoc reports generated by the system
- Review the relationship between Operator Control and AAC
  - Interview personnel at Operator Control
  - Determine cash and ticket flow at Operator Control as it relates to AAC
- Determine if adjudication statistics for the population exist or can be generated by the system (e.g., paid, appealed, missing, etc.)
- Review case management Process
  - Assess capabilities of current system and capabilities of future system
  - Interview the external agencies
  - Determine how cases are closed and stored
  - Assess benefits of imaging
  - Assess hearing, scheduling and other adjudication outcomes such as suspensions

III. Fraud Review

- Review cash handling activities and identify locations where receipts occur
- Obtain any existing security/risk management policies and procedures
- Identify possible indicators of misappropriation during the sample of tickets and cash
- Sample Collection Agency exception items and obtain proof of payment
  - Review endorsement for consistency with AAC practices
  - Trace payment to ticket disposition
- Test a sample of tickets obtained from the external agency visits and trace to the AAC records
- For a selected time period, match tickets processed as paid to actual cash deposits in the Rhode Island State's treasury accounts
- Determine information system integrity
  - Ability to change/adjust records
  - Ability to delete records
- Assess Information access control
  - Physical
  - Logical
- Determine if an independent oversight over the court system exists
  - Physical security issues
  - Other security issues

IV. Review Information Systems

- Assess current architecture, operating system(s) and applications
- Determine the Banner version and module(s) targeted for implementation
- Determine implementation schedule and assess progress against the schedule
- Interview the project manager and oversight personnel
- Interview data processing personnel
- Determine if the Banner functionality is adequate to support the recommended process
- Obtain and review the adequacy of the disaster recovery plan

V. Municipal Courts

- Obtain a listing of the Rhode Island municipal courts
- Select and visit a municipal court to gain an understanding of cash and ticket handling procedures within the court and between the court and AAC
- Obtain a sample of tickets and trace to the AAC records
- Compare municipal court record of receivables to AAC records
- Determine whether AAC is receiving the appropriate ticket fees from the Municipal Courts

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Structure and Jurisdiction		
#1	**Operator Control**	
	Operator Control should return to the supervision of the Registry of Motor Vehicles. Adequate resources should be provided for the proper organization, supervision, training and operations for Operator Control.	Implemented as of October 1, 1998
#2	**Placement in the Judicial Branch**	
	The AAC should become a division of the District Court.	AAC understands that legislative task force will introduce legislation during the next session of the Rhode Island legislature which, if passed, will result in AAC becoming a division of District Court.
#3	**Placement in Judicial Branch**	
	The Chief Justice should be given the authority to assign AAC judges to District Court assignments other than the Traffic Division for temporary six-month terms. This authority should also include the assignments of District and Family Court judges to the Superior Court and District Court judges to the Family Court for six-month terms. Such assignments should be made after consultation with and acceptance of the appropriate presiding judges.	In the 1998 legislative session, the Chief Judge was given the power to make such assignments. AAC's understanding is that a magistrate will be assigned to AAC in January 1999.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Structure and Jurisdiction		
#4	**Placement in the Judicial Branch**	
	The Rhode Island courts should bundle all charges stemming from the same incident and hear them in the court having jurisdiction over the most serious offense.	This recommendation is beyond AAC's authority and would require legislation. AAC believes there is significant political opposition to this proposal.
#5	**Appeals**	
	Appeals from the AAC should go to the Rhode Island Superior Court.	Under the legislative task force's proposed legislation, appeals would go to RI Superior Court.
#6	**Judges**	
	As AAC judges retire, traffic commissioners should be appointed to replace them, as caseload requires.	Under the legislative task force's proposed legislation, the Chief Justice will be able to make these appointments.
#7	**Court Administrator and Management Structure**	
	The AAC Clerk of Court should become the Clerk of the district Court Traffic Division, report to the Chief Clerk of the District Court, and serve at the pleasure of the District Court Chief Judge.	Under the legislative task force's proposed legislation, the AAC Clerk of the Court will become clerk of the District Court Traffic Division and be appointed by the Cheif Judge of the District Court.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Structure and Jurisdiction		
#8	**Driver Retraining and Other Court Staff** The responsibility for the administration of the Driver Retraining program should be removed from the AAC.	As of October 1, 1998, Driver Training has been moved to Operator Control.
#9	**Driver Retraining and Other Court Staff** The AAC clerk's office should continue to operate under the District Court Traffic Division, until such time that some duties can be consolidated with the District Court clerk's office.	Under the legislative task force's proposed legislation, the AAC's clerk's office would operate under District Court Traffic Division until duties are consolidated.
#10	**Number of Judges and Clerks Needed** The Rhode Island judiciary should conduct a weighted caseload study to determine the need for judgeships and clerical positions.	This recommendation is beyond the authority of AAC. It would take action and leadership by the Supreme Court. *AAC could begin an analysis now of the caseload in AAC and the number of staff and judicial officers it currently takes to process cases under its jurisdiction.*

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	**Status**
Structure and Jurisdiction #11	**Relationship with Municipal Courts**	
	The municipal courts should enter, on a state-wide computer database, the traffic violations hears in their courts.	This is theoretically possible with the new BANNER system. However, additional resources will need to be allocated in order to make this a reality. Electronic tie-ins, necessary software and possible computers will all have to be secured for the municipal courts. AAC has no firm estimate of the costs necessary to accomplish this, buttying-in the municipal courts will take additional budget allocations, and, therefore, support from the Budget Office is critical. AAC also feels that it would be wiser to wait untl BANNER has been operational for some time in AAC, before beginning this process. AAC estimates the cost for this would be $10,000 to $20.000. *KPMG feels this estimate is far below the potential cost for tying in the MC's to a statewide computer database. Additionally, MC's will likely need significant training. However, this recommendation, if implemented would solve many of the AAC's current liabilities to accurately track summons.*

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendatioiis

July, 1998

	Recommendation	Status
#12	**Relationship with Municipal Courts**	
	The responsibility to monitor or track municipal courts' reimbursement of collected costs to the state should shift from the AAC to a state finance agency.	It will take legislation to make this change. The Supreme Court could also assume this function. *AAC clearly would like to be relieved of this function, but does not feel any other branch of government is prepared to take it over, and therefore would like legislation to relieve them of this duty.*
Structure and Jurisdiction		
#13	**Relationship with Municipal Courts**	
	The state should institute an automated traffic ticket control system that includes appropriate procedures and staff resources to track all universal summonses issued in Rhode Island.	AAC feels this recommendation has been instituted already and that this recommendation was made in error by the NCSC.
#14	**Relationship with Other Courts and Criminal Justice Agencies**	
	The traffic court should hold mandatory monthly meetings including the traffic judges; traffic court clerk; and representatives from the prosecutors office, police department and Registry of Motor Vehicles to discuss traffic court operations. Such meetings should include representatives of the agencies providing computer and technology services to the above agencies.	AAC feels that if AAC is absorbed into District Court, District Court should institute these meetings. It does not plan to initiate these meetings on its own prior to becoming a division of Distrct Court.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Structure and Jurisdiction ***#15***	**Relationship with Other Courts and Criminal Justice Agencies**	
	A "Criminal Justice Coordinating Committee" should be formed and mandatory meetings should be held quarterly to discuss the various issues confronting the Rhode Island criminal justice system.	AAC belives a committee like this already meets but it does not include AAC. AAC is not sure why it should be involved in coordinating committee that focuses strictly on criminal issues.
Case Processing Procedures ***#16***	**Traffic Case Processing**	
	Ensure all citations are entered on the computer the same day that the court receives them. Consider the possibility of a nightshift to accomplish this task.	It will take significant resources to accomplish this. AAC estimates it needs 12 additional data entry personnel to keep up with current data entry needs. This would be an additional annual expense upwards of $250,000. *KPMG would question the need for 12 additional data entry personnel, especially if the responsibility for data entry of municipal court summons and dispositions is actually removed from AAC. With the removal of all payment acceptance responsibility from Room 206, additional time should also be freed up for existing data entry personnel to concentrate exclusively on data entry. Further, additional efficiencies in Room 206 can be possibly achieved (imaging technology; better storage and processing of summons awaiting data entry). KPMG has also noted that there are no productivity measures for Data Entry of new summons.*

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Structure and Jurisdiction ***#17***	**Traffic Case Processing**	
	Redesign the filing system so that active cases are filed by court dates and establish a system to regularly review the cases in this file to ensure all tickets are processed in a timely manner.	The new "99" series summons require hearing or payment within 8 weeks of summons issuance. The officer is to write on the summons the actual date. AAC will then file the summons by individual court dates. As court dates approach, those summons which have not been paid by mail will be scheduled for arraignment and put into dockets. After this point, summons will be handled as they are currently (disposed, suspended, etc.) *KPMG notes that this proposed system should be evaluated once in operation. It is also not clear how this system will improve file management for any summons scheduled for hearings. Many of the bottlenecks in current AAC procedures occur once a summons is no longer on "pay by mail" status.*
Case Processing Procedures ***#18***	**Traffic Case Processing**	
	Tighten procedures for processing payments received by mail.	AAC has moved all tellers into Room 102 as of January 4, 1998. AAC feels this will significantly tighten procedures concerning receipt and processing of all forms of payment.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures #19	**Traffic Case Processing**	
	Assign court staff to sit in the courtroom during sessions and update dispositions on the computer as they occur in court.	This would require 7 to 8 additional clerks (six court sites) to be able to attend court, and therefore needs Budget Office support. (Costs would be approximately $250,000.) Court rooms within the AAC building should already have adequate wiring to have computers tie in directly to the AAC databases. For off-site courts, dispositions could be recorded on floppy diskettes and then loaded onto the AAC database later. *KPMG does not believe this amount of additional personnel should be necessary, especially since each courtroom normally has only three hearings for each day it actually sits. Typically, all six courtroom sites are not in use every day and hearings generally are over in under an hour. Therefore, although additional court staff would be required, each court room would not need an additional FTE. As a way to reduce the need for new FTE's consideration could be given to utilizing existing court clerks already skilled in recording court room dispositions. It is also possible that judges themselves could enter dispostions directly into the computer system.*

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures ***#20***	**Time Standards** Rhode Island Courts should immediately adopt time standards for processing traffic cases.	AAC feels that with the new requirement that all summons be responded to within 8 weeks or be scheduled for automatic court dates, this recommendation has been substantially implemented. *KPMG notes that AAC currently has a significant backlog in summons awaiting scheduling for arraignments and trials. With the new requirements that all summons be scheduled for payment or hearing, there may be significant demands on hearing scheduling and processing. Therefore, it is not clear if the new requirement will actually improve time processing of summons*.
#21	**Time Standards** Build-on the District Court's experience in having police officers assign court dates on citations to implement successful procedures to do the same for traffic cases.	The new universal summons institutes this recommendation.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures		
#22	**Time Standards**	
	Continuances should be granted only by judges and only after a showing of good cause.	As of January 4, 1999, AAC clerks cannot accept motorist requests for continuances once a hearing date has been set. All motorists must now write to directly to the Chief Judge.
#23	**Records Management**	
	The court administrator should designate an existing staff person as records manager for the court.	AAC feels this recommendation requires creations of a new position, which is beyond its authority. AAC feels therefore that, should AAC become part of District Court, this is a decision that will need to be made by the Court Administrator, Bob Harris (or the Chief Judge of the District Court will have to make this request to Mr. Harris), since he is the only one empowered to create a new position within AAC. *Although the NCSC report acknowledged the fact that no classified position currently existed, it does seem possible that AAC could try to identify (and train) an individual who could fulfill these duties.*

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures		
#24	**Records Management** The court administrator should charge the records manager with the authority and responsibility to develop, maintain and administer a comprehensive records management system for the court.	Should a new position be created, it will be the responsiblity of Mr. Harris to define the duties of the position. *(See above comments.)*
#25	**Records Management** The court should implement a case numbering system incorporating the year, casetype, and number in the universal summons.	AAC feels this recommendation by the NCSC failed to understand the current universal summons, which already has a universal summons number. Offenses are written onto the summons by citing officers. KPMG feels the intent of the NCSC recommendation was to set up a case management (not summons management) system. However, this recommendation is not thoroughly presented in the NCSC report.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures		
#26	**Records Management** The court should adopt a file control system incorporating the concepts of a secure file storage area, designated file managers, and inventory and circulation control.	AAC feels it would take a better facility to institute a secure file storage area. However, the new universal summons does have bar coding. Also, summons are now to be centralized after data entry and disposition.
#27	**Records Management** The AAC should develop a complete traffic court records retention and destruction schedule that would more clearly define the appropriate record series to retain, the methods of retention, and procedures to be followed for records destruction. This records retention and destruction schedule should be implemented under the legislatively granted authority given to the courts and through legislation, if necessary.	According to AAC, there is pending legislation before the Rhode Island legislature to expunge driver records automatically every ten years. *KPMG notes that this does not address actual paper records retention and destruction*.
#28	**Records Management** The AAC should have a full-scale financial audit performed by an outside professional auditor with appropriate experience.	Currently being performed.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures		
#29	**Records Management**	
	Electronic cash registers should be used at all locations where cash is collected.	As of January 4, 1999, there is now one central location within the AAC building for collection of all cash. Payments by motorists who come to court will now be accepted only at Room 102. Satellite courts will use a lockbox for all payments received at these courts. *KPMG notes that use of electronic cash registers at satellite courts should still be instituted.*
#30	**Fine and Fee Structure**	
	The judges of the District Court and AAC should work with the Chief Justice and Attorney General to revise the fine schedule for traffic infractions and offenses. The Chief Justice should present the revisions during the next legislative session. The state should lower fines where possible.	AAC says that pending legislation will lower most fine amounts to $50. *KPMG notes that in many cases, not only are fines high, but assessments are also -- in some cases greatly exceeding the amount of the fine. Any effort to improve payment by offenders by reducing fines, may want to consider the lowering of assessments, as well.*

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures		
#31	**Fine and Fee Structure**	
	If after receiving a citation for no insurance, the driver obtains insurance and presents the proof in court, the court should waive or significantly reduce the fines.	Accordingly to AAC, the Chief Judge of AAC has instituted a new policy that if no accident is involved and the motorist obtains insurance within a reasonable amount of time of the summons, the amount of the fine is reduced and there is no license suspension. One result of this new policy is that AAC now receives far fewer requests from motorists for payment plans for insurance violations.
#32	**Collection of Accounts Receivable**	
	Develop a written policy and specific goals regarding collections and dedicate necessary resources to improve the collections program.	Municipal Collections Agency now has 70,000 unpaid summons for which it is trying to collect fines (all are pre-1996 summons). AAC feels this is accomplishing the spirit of the recommendation. *KPMG notes that for this recommendation and for several of the following (Rec. 32 –38), NCSC had in mind a more vigorous approach to collection of fines, in general - - not just an effort to collect on aged receivables.*

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures		
#33	**Collection of Accounts Receivable** Based on the court's collection policies and goals, the court administrator needs to write a collection procedure manual. In addition, the court needs to develop a system of evaluation for its collections program.	AAC feels that its use of MCA meets the spirit of this recommendation.
#34	**Collection of Accounts Receivable** At every opportunity, judicial officers and court staff should communicate to each defendant the importance of paying fines and assessments immediately upon sentencing.	AAC feels that judicial officer and court staff already do this. *KPMG notes that it has observed that court clerks during court sessions encouraging offenders to take advantage of the two (for less than $100 fine) and four week (greater than $100 fine) grace periods for payment of court assessed fines. KPMG has also observed the supervisor in Room 206 granting delays in payments for fines.*

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures		
#35	**Collection of Accounts Receivable** Implement new collection practices that would make payment easier for defendants such as acceptance of credit card payments and extended hours of service.	AAC feels it needs legislative authorization to accept credit cards, because of the surcharge imposed by most banks on credit card receipts. AAC feels the regular addition of Thursday night court satisfies the NCSC recommendation for longer hours. *KPMG notes the NCSC recommendation appears to envision regular AAC hours until 6:30 or 7:00 at night. During our review, KPMG noted that other than the first three Thursday nights in December, when night court was held, AAC was not accessible to the public after 3:30 P.M., still making it inaccessible to many members of the public who work during the day.*
#36	**Collection of Accounts Receivable** Establish a range of effective sanctions for noncompliance and use them similarly in all cases.	AAC feels it is complying with the specifics of this recommendation. Specifically: · it has 4,000 motorists on payment plans; · it is using MCA as a private collection agency; · if AAC becomes part of District Court, District Court intends to initiate payment review hearings, and contempt of court proceedings, wage and asset execution, liens for motorists who refuse to pay fines.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Case Processing Procedures #37	**Collection of Accounts Receivable**	
	Remove from the court's records all unpaid citations that have not been collected over a period of more than five years.	AAC feels this is beyond its authority. Neither it, or any other court, can write-off old receivables without legislative authorization. *KPMG notes that a significant portion of AAC receivables is likely uncollectable. KPMG has also observed 10,000 aging summons (Hearing Room) for which no fines have been assessed. These summons are likely uncollectible, as well.*
Customer Service #38	**Collection of Accounts Receivable**	
	Train all staff members regarding the collections program.	AAC feels that if District Court payment review procedures are initiated and MCA continues to be used as a private collection agency, there is no need for an additional collection systems.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Customer Service		
#39	**Trial Court Performance Standards**	
	The court should adopt the Trial Court Performance Standards as a guide in the administration of justice and in the analysis of its customer service programs.	AAC feels the Supreme Court must implement this recommendation. *KPMG notes that Johnston Municipal Court has instituted an analysis of the performance of its municipal court. AAC, on its own, could begin analysis of key aspects of current court performance, including:* · *time between summons issuance and hearing date;* · *outcomes by offense code;* · *payment of fines.*
#40	**Judicial Accountability**	
	When complaints against individuals AAC judges occur, the Commission on Judicial Tenure and Discipline should be consulted.	This is already being done. AAC feels this recommendation was not accurate.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	Status
Customer Service		
#41	**Hours of Operation**	
	The AAC should immediately extend its hours of service to minimize unnecessary costs for traffic litigants.	Same response as Rec. 35. *See KPMG notes for Rec. 35*.
#42	**Other Accessibility Issues**	
	The court should take steps to ensure that basic information is readily available to all defendants. Such steps should include displaying dockets outside each courtroom and distributing a pamphlet explaining each motorist's rights.	Dockets are posted outside of the court room currently. If AAC becomes part of District Court, the District Court plans to produce a motorist's rights pamphlet. *KPMG notes that if AAC wanted to, it could begin work on such a pamphlet prior to becoming part of District Court.*
Technology Review		
#43	The AAC should upgrade the telephone system with additional lines and menu-driven options for information (time of operations, directions to facility, appropriate bus routes, and potentially, ticket status based upon summons number) at the earliest possible time.	Telephone system currently under upgrade. There will be 8 or 9 incoming lines. Menu-driven options will be added in January or February 1999.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	**Status**
Technology Review ***#44***	While the installation and implementation of the new case and cash management systems are currently underway, the project management of this effort must be given a high priority by the AAC, RIJSS, and the AOC. A project manager to oversee all aspects of this installation and implementation should be immediately designated and brought on board. The project manager should have no other assignment until such time as the installation and implementation is successfully completed.	BANNER implementation is overseen by a full-time manager, Chris Shelton. Overall, AAC feels BANNER implementation will not be successful unless Rec. 44-48 are followed.
#45	The AOC and RIJSS should provide hardware, software and connectivity support to the AAC and facilitate communications of AAC needs and requirements between the AAC and executive Branch computing resources.	This is beyond the authority of the AAC. The Supreme Court must take responsibility for this if BANNER is to implement successfully.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	**Status**
Technology Review ***#46***	The AAC should immediately begin the examination of AAC functions, workflow and business processes to ensure that needed re-engineering is accomplished the same time as implementation of the BANNER software. This examination should be facilitated by an individual familiar with both the features available through the BANNER software and the business requirements of a state traffic court.	This is being done now through Chris Shelton and AAC staff. BANNER has been modified somewhat to reflect AAC actual business practices. *KPMG notes that key staff persons within AAC have expressed serious doubts that the BANNER system will fully respond to AAC's business needs.*
#47	The project manager responsible for the installation and implementation of the BANNER software should facilitate a complete identification of issues surrounding the implementation of this software, assist the AAC in establishing priorities, identify dependencies among these issues, and draft a tactical plan to resolve these issues.	Chris Shelton should be doing this.

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	**Status**
Technology Review		
#48	The AAC, in conjunction with RIJSS and the AOC, should develop, test and implement a disaster recovery procedure that is aligned with other contingency plans in force in the Judicial Branch and that permits the AAC to resume service with minimal disruption to the public.	Tom Laliberte, technician in Room 302, should be implementing this.
#49	The AAC, in conjunction with RIJSS and the AOC, should draft a technology training plan, focusing first on the creation of power users and developers for the new computing environment within the AAC and then on the acquisition of knowledge of new technologies to ensure continued gains in productivity and service.	AAC personnel are currently being trained on BANNER. Supervisors have been trained within the last two months. Data entry personnel have been trained in the last two weeks of December. There are on-going training sessions for other BANNER software programs.
#50	The AAC, RIJSS and the AOC should integrate AAC technology requirements and enhancements into the Judicial Branch's strategic plan for technology identifying funding needs, dependencies and implementation phases.	AAC's technology requirements should be included within the District Court's technology requirements once AAC is integrated into District Court in order for this recommendation to be successful. *KPMG notes that AAC could begin now to identify technology requirements prior to its integration into District Court.*

RHODE ISLAND ADMINISTRATIVE ADJUDICATION COURT

Summary of Recommendations

July, 1998

	Recommendation	**Status**
Implementation – Strategic Plan #51	The court should develop a strategic plan.	This is a responsibility of the Supreme Court and/or the District Court. AAC will only implement these plans once it is integrated within District Court. *KPMG notes that AAC could begin now to develop a strategic plan prior to its integration into District Court*.

Bureau of Audits follow-up (AAC actions/positions)
(This document reflects AAC's positions as described by Leo Skenyon on 1/13/99. **AAC's positions/actions are in bold.** *KPMG comments, if any, are in italics.)*

Rec. 1: Collections procedures should be modified to allow tellers to record transaction details related to individual violations paid (e.g., summons number, offense code, and the amount paid) at the time fines are collected.

Agree with recommendation; will need new BANNER system to implement (see attached letter sent to Bureau of Audits.)

Rec. 2: Court Administrators should initiate a system to interface teller processed data with other computer files used to track paid and unpaid tickets issued to violators.

Agree with recommendation; will need new BANNER system to implement (see attached letter sent Bureau of Audits.)

Rec. 3: Implement a system which will allocate collections to restricted receipt accounts based upon actual collections.

Budget Article 35 (effective FY 1995) eliminated restricted accounts. All receipts from AAC, even when collected for various assessments (Bramley et al.) are put directly into the General Fund and then the budget office (Executive branch) distributes funds to the various programs, regardless of amount collected by AAC. *KPMG notes that notwithstanding this explanation, the intent of the recommendation appears to have been for AAC to institute a system so that it could allocate assessments even when summons are only partially paid.*

Rec. 4: Partial payments of fines and penalties should be distributed in proportion to cash actually received, based upon the total fines levied.

Agree with recommendation; will need new BANNER system to implement (see attached letter sent Bureau of Audits.)

Rec. 5: Expedite the filing of adjustment vouchers to enable the State Controller's Office to allocate revenues to their proper receipt accounts.

Vouchers are now submitted five to seven days after the end of a month.

Rec. 6: Modify collection procedures to allow appropriate personnel to record transaction details at the initial point of collection.

Agree with recommendation; will need new BANNER system to implement (see attached letter sent Bureau of Audits.)

Rec. 7: Modify data input procedures so that each days summonses are processed as daily batches. This will permit the comparison of batch totals reported on the US9990 to US9995H computer reports to be compared [sic] to allocations recorded by the bookkeeping sections, thus [sic] an audit trail and control check over dollars processed will be established.

The pooling of tellers into one collections room (effective 1/4/99) should help, but more people are still needed. 1_ fiscal clerks is not sufficient. *KPMG notes that savings consolidating collections activities, increased use of automation and possible elimination of municipal court data entry could free up enough personnel resources to implement this recommendation.*

Rec. 8: Install a database or accounts receivable system to monitor and track receivable balances.

Agree with recommendation; will need new BANNER system to implement (see attached letter sent Bureau of Audits.)

Rec. 9: Administrators should consider implementing alternative collection procedures.

AAC is using MCA to pursue delinquent accounts. Also, between 1992 and 1997, AAC collected $4.5 million in delinquent accounts.

Rec. 10: Management should develop internal procedures to comply with the Office of Accounts A- 16 procedure, which requires reporting fines and penalties as accounts receivable.

This has been implemented.

Rec. 11: Accounts receivable which are considered to be uncollectible should be reported to the Office of Accounts and Control for valuation purposes, and an allowance for estimated uncollectible accounts should be established to adjust receivables to their net realizable value.

AAC (and all other courts) cannot write off accounts as uncollectible. *KPMG notes that the response does not address the recommendation which wouldsuggest an allowance for estimated uncollectible accounts be established as opposed to a write off of accounts receivable.*

Rec. 12: Court administrators should develop a standard reporting format which will provide the data needed to effectively monitor municipal court compliance for reporting reimbursements to AAC.

AAC has the ability to do so currently. *(See below.)*

Rec. 13: The Court's administration should seek further information from those municipal courts that not have submitted reimbursements, and if necessary, seek reimbursement.

AAC does not have the authority to force compliance from municipal courts. The burden to collect these state fees is appropriately placed on a fiscal office of the State. *KPMG notes that AAC has not engaged in any kind of review of municipal court payments of the $4 processing fee. Two courts have never paid the $4 fee. It is reasonable to believe that some other municipal courts are in arrears. If AAC were to contact these courts (with proof of arrearage), some might pay.*

May 27, 1997

Mr. Stephen M. Cooper
Department of Administration
Bureau of Audits
One Capitol Hill
Providence, RI 02908-5889

Dear Mr. Cooper:

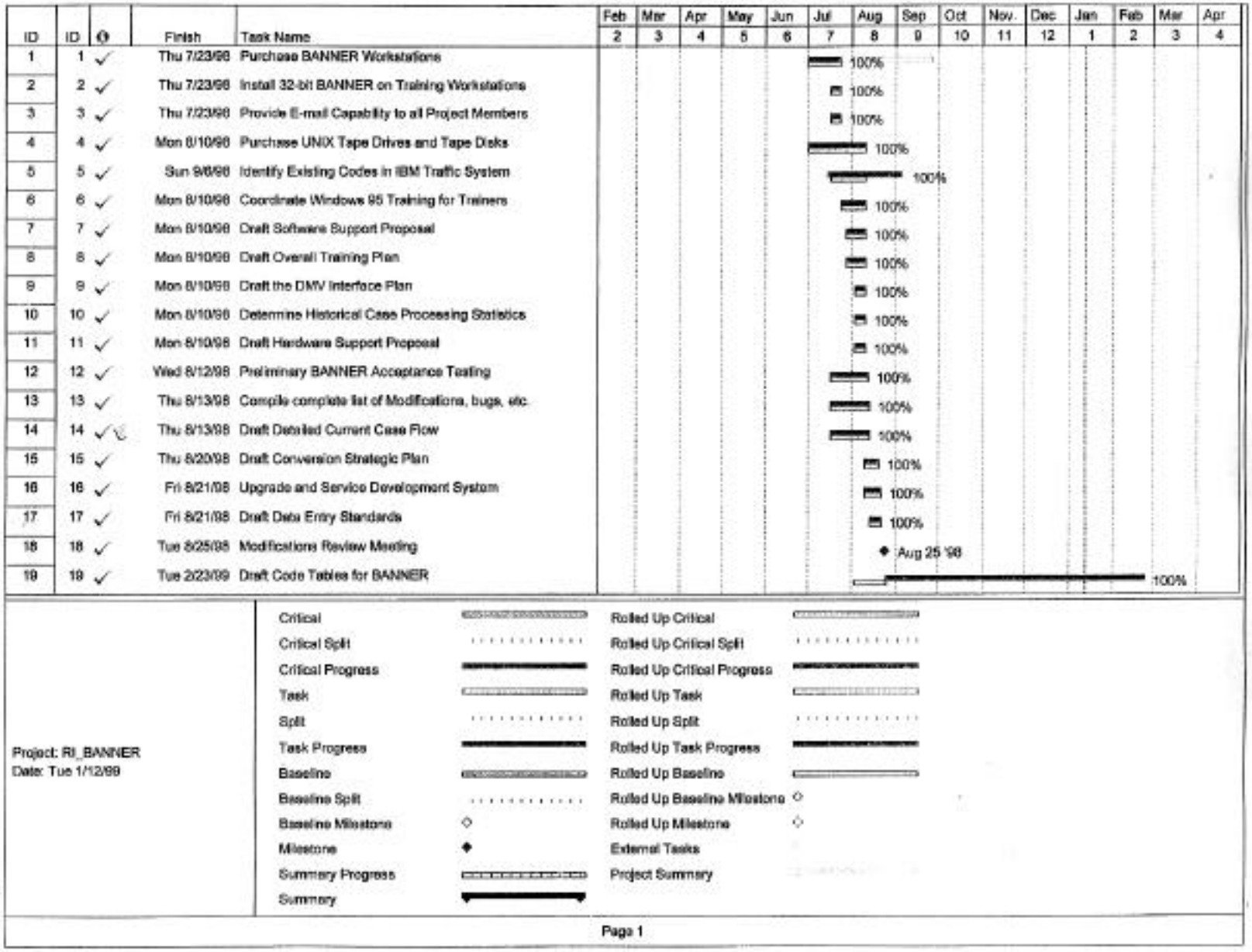
AAC has reviewed the non-audit report sent to us on April 18, 1997. The following is an interim and partial comment on the recommendation given in the report:

Recommendations 1, 2, 4, 6 and 8: As discussed in the meeting held at AAC in March of this year, AAC was in the process of purchasing a new computer system for the Court. On April 16,1997, the Administration's Purchasing Division awarded the bid for our new computer to Systems and Computer Technology Corporation (SCT). This new system should be totally operational by September 1998. However, I must point out there has never been, whether as a Court or as a division of the Department of Transportation, a time that we could have complied with these recommendations. These requests are far beyond the capability of our current computer system. Therefore, AAC has been forced to perform these procedures manually and create a paper trail to prevent errors. This system is not computerized, but it does work. AAC protects the funds received by cash registers, cash receipts, slip printer receipts, taping of Court sessions, Court dockets, fiscal ledgers and transmittal of funds forms.

As AAC analyzes the report further, I will forward our opinion to you.

Sincerely,

Leo Skenyon
Administrator/Clerk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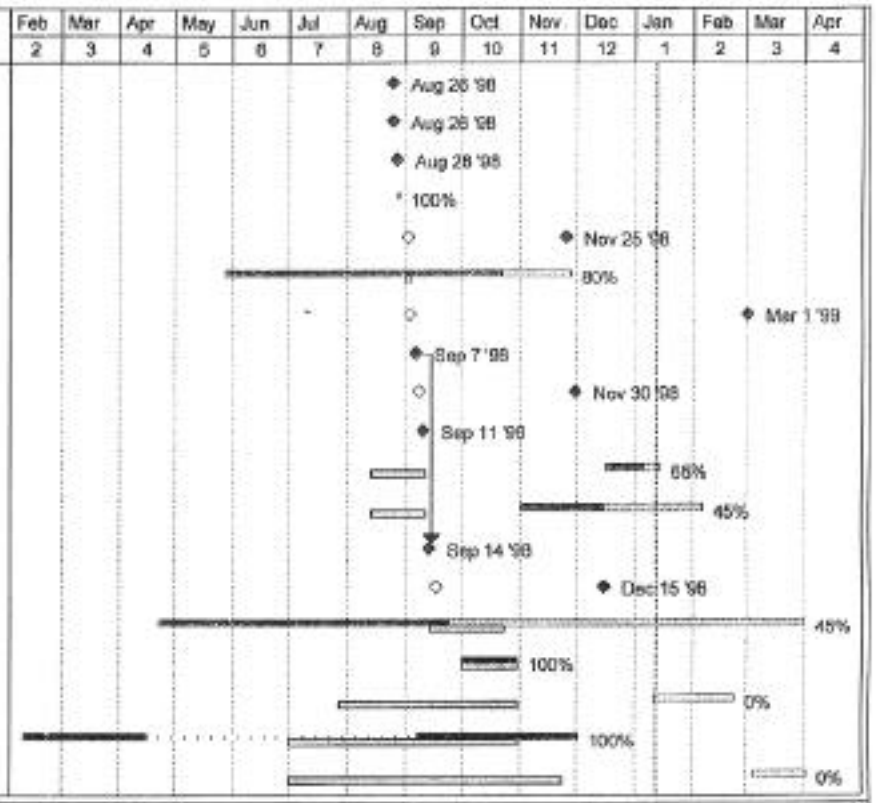
1 Thu 7/23/98 Purchase BANNER Workstations
2 Thu 7/23/98 Install 32-bit BANNER on Training Workstations
3 Thu 7/23/98 Provide E-mail Capability to all Project Members
4 Mon 8/10/98 Purchase UNIX Tape Drives and Tape Disks
5 Sun 9/6/98 Identify Existing Codes in IBM Traffic System
6 Mon 8/10/98 Coordinate Windows 95 Training for Trainers
7 Mon 8/10/98 Draft Software Support Proposal
8 Mon 8/10/98 Draft Overall Training Plan
9 Mon 8/10/98 Draft the DMV Interface Plan
10 Mon 8/10/98 Determine Historical Case Processing Statistics
11 Mon 8/10/98 Draft Hardware Support Proposal
12 Wed 8/12/98 Preliminary BANNER Acceptance Testing
13 Thu 8/13/98 Compile complete list of Modifications, bugs, etc
14 Thu 8/13/98 Draft Detailed Current Case Flow
15 Thu 8/20/98 Draft Conversion Strategic Plan
16 Fri 8/21/98 Upgrade and Service Development System
17 Fri 8/21/98 Draft Data Entry Standards
18 Tue 8/25/98 Modifications Review Meeting
19 Tue 2/23/99 Draft Code Tables for BANNER
100%
Aug 25 '98
Project: RI_BANNER
Date: Tue 1/12/99
Critical
Critical Split
Critical Progress
Task
Split
Task Progress
Baseline
Baseline Split
Baseline Milestone
Milestone
Summary Progress
Summary
Rolled Up Critical
Rolled Up Critical Split
Rolled Up Critical Progress
Rolled Up Task
Rolled Up Split
Rolled Up Task Progress
Rolled Up Baseline
Rolled Up Baseline Milestone
Rolled Up Milestone
External Tasks
Project Summary
Page 1

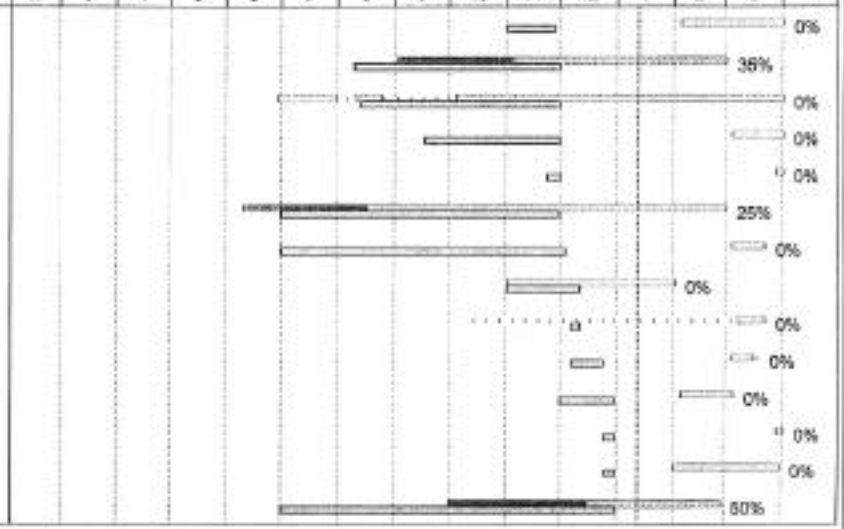
ID	ID	O	Finish	Task Name
20	20	✓	Wed 8/26/98	Windows 95 for Trainers (Unicorn)
21	21	✓	Wed 8/26/98	Submit Interface Plan to DMV
22	22	✓	Fri 8/28/98	Codes Approval Meeting
23	23	✓	Fri 8/28/98	Submit Modifications to SCT
24	24	✓	Wed 11/25/98	Conduct a Demonstration of BANNER (DMV)
25	25		Fri 11/27/98	Develop BANNER Security Level Plan
26	26		Mon 3/1/99	Submit Code Values for Final Approval
27	27	✓	Mon 9/7/98	Windows 95 for End-User (Internal)
28	28	✓	Mon 11/30/98	DMV Interface Approval Meeting
29	29	✓	Fri 9/11/98	Purchase Hardware/Software Support
30	30		Thu 1/14/99	Compile Reporting Requirements/Reports
31	31		Fri 2/5/99	Draft Detailed Proposed Case Flow
32	32	✓	Mon 9/14/98	Install BANNER Workstations
33	33	✓	Tue 12/15/98	Submit Interface Plan to Kyran/SCT
34	34		Wed 3/31/99	Enter Code Value in BANNER
35	35	✓	Fri 10/30/98	Install UNIX Disk and Tape Drive
36	36		Mon 2/22/99	Coordinate BANNER for End-Users
37	37	✓	Tue 12/1/98	Identify the data fields for conversion
38	38		Thu 4/1/99	Install Modifications on Development System



Project: RI_BANNER
Date: Tue 1/12/99

Critical		Rolled Up Critical	
Critical Split		Rolled Up Critical Split	
Critical Progress		Rolled Up Critical Progress	
Task		Rolled Up Task	
Split		Rolled Up Split	
Task Progress		Rolled Up Task Progress	
Baseline		Rolled Up Baseline	
Baseline Split		Rolled Up Baseline Milestone	◇
Baseline Milestone	◇	Rolled Up Milestone	◇
Milestone	◆	External Tasks	
Summary Progress		Project Summary	
Summary			

ID	ID	O	Finish	Task Name
39	39		Thu 4/1/99	Develop New UNIX Directory Mapping
40	40		Mon 3/1/99	Draft the BANNER Training Manual
41	41		Thu 4/1/99	Draft the User Procedures Manual
42	42		Thu 4/1/99	Develop Application to Produce Abstracts
43	43		Thu 4/1/99	Creat Clean Instance for Production System
44	44		Mon 3/1/99	Clean up IBM Data
45	45		Mon 3/22/99	Test Modifications
46	46		Mon 2/1/99	Draft a Disaster Recovery Plan
47	47		Mon 3/22/99	Conduct BANNER Training
48	48		Fri 3/19/99	Conduct Final BANNER Acceptance Testing
49	49		Fri 3/5/99	Enter Security Levels in BANNER
50	50		Thu 4/1/99	Populate BANNER Database with IBM Data
51	51		Tue 3/30/99	Convert IBM Data to BANNER format
52	52		Fri 2/26/99	Draft Maintenance and Batch Script Procedures



Project: RI_BANNER
Date: Tue 1/12/99

Critical		Rolled Up Critical	
Critical Split		Rolled Up Critical Split	
Critical Progress		Rolled Up Critical Progress	
Task		Rolled Up Task	
Split		Rolled Up Split	
Task Progress		Rolled Up Task Progress	
Baseline		Rolled Up Baseline	
Baseline Split		Rolled Up Baseline Milestone	◇
Baseline Milestone	◇	Rolled Up Milestone	◇
Milestone	◆	External Tasks	
Summary Progress		Project Summary	
Summary			

Top Level Tasks as of Tue 1/12/99
RI_BANNER

ID	Task Name	Duration	Start	Finish	% Comp.	Cost	Work
1	Purchase BANNER Workstations	17 days	Wed 7/1/98	Thu 7/23/98	100%	$0.00	136 hrs
2	Install 32-bit BANNER on Training W	5 days	Fri 7/17/98	Thu 7/23/98	100%	$0.00	40 hrs
3	Provide E-mail Capability to all Proje	5 days	Fri 7/17/98	Thu 7/23/98	100%	$0.00	40 hrs
4	Purchase UNIX Tape Drives and Tap	29 days	Wed 7/1/98	Mon 8/10/98	100%	$0.00	232 hrs
5	Identify Existing Codes in IBM Traffic	38 days	Wed 7/15/98	Sun 9/6/98	100%	$0.00	304 hrs
6	Coordinate Windows 95 Training for	12 days	Fri 7/24/98	Mon 8/10/98	100%	$0.00	96 hrs
7	Draft Software Support Proposal	10 days	Tue 7/28/98	Mon 8/10/98	100%	$0.00	80 hrs
8	Draft Overall Training Plan	10 days	Tue 7/28/98	Mon 8/10/98	100%	$0.00	80 hrs
9	Draft the DMV Interface Plan	6 days	Mon 8/3/98	Mon 8/10/98	100%	$0.00	48 hrs
10	Determine Historical Case Processin	6 days	Mon 8/3/98	Mon 8/10/98	100%	$0.00	48 hrs
11	Draft Hardware Support Proposal	6 days	Mon 8/3/98	Mon 8/10/98	100%	$0.00	48 hrs
12	Preliminary BANNER Acceptance Te	19 days	Fri 7/17/98	Wed 8/12/98	100%	$0.00	152 hrs
13	Compile complete list of Modification	20 days	Fri 7/17/98	Thu 8/13/98	100%	$0.00	160 hrs
14	Draft Detailed Current Case Flow Never completed -- task was terminated	20 days	Fri 7/17/98	Thu 8/13/98	100%	$0.00	160 hrs
15	Draft Conversion Strategic Plan	9 days	Mon 8/10/98	Thu 8/20/98	100%	$0.00	72 hrs
16	Upgrade and Service Development S	10 days	Mon 8/10/98	Fri 8/21/98	100%	$0.00	80 hrs
17	Draft Data Entry Standards	6 days	Fri 8/14/98	Fri 8/21/98	100%	$0.00	48 hrs
18	Modifications Review Meeting	0 days	Tue 8/25/98	Tue 8/25/98	100%	$0.00	0 hrs
19	Draft Code Tables for BANNER	130.65 days	Tue 8/25/98	Tue 2/23/99	100%	$0.00	1,046.8 hr
20	Windows 95 for Trainers (Unicom)	0 days	Wed 8/26/98	Wed 8/26/98	100%	$0.00	0 hrs
21	Submit Interface Plan to DMV	0 days	Wed 8/26/98	Wed 8/26/98	100%	$0.00	0 hrs
22	Codes Approval Meeting	0 days	Fri 8/28/98	Fri 8/28/98	100%	$0.00	0 hrs
23	Submit Modifications to SCT	1 day	Fri 8/28/98	Fri 8/28/98	100%	$0.00	8 hrs
24	Conduct a Demonstration of BANNE	0 days	Wed 11/25/98	Wed 11/25/98	100%	$0.00	0 hrs
25	Develop BANNER Security Level Pla	132 days	Thu 5/28/98	Fri 11/27/98	80%	$0.00	1,056 hrs
26	Submit Code Values for Final Approv	0 days	Mon 3/1/99	Mon 3/1/99	0%	$0.00	0 hrs
27	Windows 95 for End-User (Internal)	0 days	Mon 9/7/98	Mon 9/7/98	100%	$0.00	0 hrs
28	DMV Interface Approval Meeting	0 days	Mon 11/30/98	Mon 11/30/98	100%	$0.00	0 hrs
29	Purchase Hardware/Software Suppor	0 days	Fri 9/11/98	Fri 9/11/98	100%	$0.00	0 hrs
30	Compile Reporting Requirements/Re	21 days	Thu 12/17/98	Thu 1/14/99	65%	$0.00	168 hrs
31	Draft Detailed Proposed Case Flow	70 days	Mon 11/2/98	Fri 2/5/99	45%	$0.00	560 hrs
32	Install BANNER Workstations	0 days	Mon 9/14/98	Mon 9/14/98	100%	$0.00	0 hrs
33	Submit Interface Plan to Kyran/SCT	0 days	Tue 12/15/98	Tue 12/15/98	100%	$0.00	0 hrs
34	Enter Code Value in BANNER	245 days	Thu 4/23/98	Wed 3/31/99	45%	$0.00	1,960 hrs
35	Install UNIX Disk and Tape Drive	22 days	Thu 10/1/98	Fri 10/30/98	100%	$0.00	176 hrs
36	Coordinate BANNER for End-Users	31 days	Mon 1/11/99	Mon 2/22/99	0%	$0.00	248 hrs
37	Identify the data fields for conversion	110 days	Mon 2/9/98	Tue 12/1/98	100%	$0.00	880 hrs
38	Install Modifications on Development	20 days	Fri 3/5/99	Thu 4/1/99	0%	$0.00	160 hrs
39	Develop New UNIX Directory Mappin	40 days	Fri 2/5/99	Thu 4/1/99	0%	$0.00	320 hrs
40	Draft the BANNER Training Manual	127.8 days	Thu 9/3/98	Mon 3/1/99	35%	$0.00	633.89 hrs
41	Draft the User Procedures Manual	165 days	Mon 6/29/98	Thu 4/1/99	0%	$0.00	1,320 hrs
42	Develop Application to Produce Abst	20 days	Fri 3/5/99	Thu 4/1/99	0%	$0.00	160 hrs
43	Creat Clean Instance for Production	4 days	Mon 3/29/99	Thu 4/1/99	0%	$0.00	32 hrs
44	Clean up IBM Data	188 days	Thu 6/11/98	Mon 3/1/99	25%	$0.00	1,504 hrs

Top Level Tasks as of Tue 1/12/99
RI_BANNER

ID	Task Name	Duration	Start	Finish	% Comp.	Cost	Work
45	Test Modifications	12 days	Fri 3/5/99	Mon 3/22/99	0%	$0.00	96 hrs
46	Draft a Disaster Recovery Plan	66 days	Mon 11/2/98	Mon 2/1/99	0%	$0.00	528 hrs
47	Conduct BANNER Training	11 days	Mon 10/12/98	Mon 3/22/99	0%	$0.00	46.53 hrs
48	Conduct Final BANNER Acceptance	7 days	Fri 3/5/99	Fri 3/19/99	0%	$0.00	56 hrs
49	Enter Security Levels in BANNER	21 days	Fri 2/5/99	Fri 3/5/99	0%	$0.00	168 hrs
50	Populate BANNER Database with IB	4 days	Mon 3/29/99	Thu 4/1/99	0%	$0.00	32 hrs
51	Convert IBM Data to BANNER forma	42 days	Mon 2/1/99	Tue 3/30/99	0%	$0.00	336 hrs
52	Draft Maintenance and Batch Script	107 days	Thu 10/1/98	Fri 2/26/99	50%	$0.00	856 hrs

RI SOFTWARE DEPLOYMENT PROJECT
CURRENT STATUS
November 6,1998

Reported by
Christopher Shelton, Project Director

GENERAL OVERVIEW

The project is on time; however, the team recognizes the inability to complete the project before the end of the year. The official "live" date of the BANNER project has changed to late March 1999 for the following reasons:

- Existing data requires extensive cleanup -- limited staff is available
- Staff hours diverted to implement the new summons on January 1999 and to modify the existing case management system to handle these new summonses
- The 3-month time period needed to implement essential modifications

Carole and Lisa are writing the functional specifications for the current system to handle the new summons. Janice is programming the changes to the current system for the new summons.

Janice is writing a plan to address the options available for performing DMV-related tasks if a DMV interface is not implemented. The team will devise a complete contingency plan once BANNER 3.0 is installed.

The following milestone items are slated for completion on November 16, 1998: training manual, control/validation forms notebook, and the forms notebook.

Coding

95% completed. Carole created a notebook with all validation and control forms in use by the AAC and the values associated with those forms. Please provide ALL UPDATES to these forms to Carole.

Data Conversion

AAC employees continue with data cleanup at a slow pace. Phil E. and Louis are correcting errors also to expedite the cleanup effort. Leo will provide additional assistance to Phil E. with the data cleanup. Janice is revisiting the original data mapping. She will coordinate a meeting for final approval of the mapping. The team has asked SCT to assist with the conversion (i.e. drafting conversion scripts, onsite technical assistance, etc.).

DMV Interface

The project team has faced several obstacles in completing the functional specifications for the DMV interface. DMV has not provided any feedback on the submitted proposals. A review meeting is scheduled on November 30, 1998. However, DMV must submit their comments in writing to the project team prior to this meeting.

SCT (Software Vendor)

Per conversations and e-mail discussions with Joe Gamble over the last month:

BANNER 3.0 Upgrade
Mark Vance is scheduled to perform the BANNER 3.0 upgrade during the week of November 30, 1998. Also, he will assist Phillip Y, Judy, and Tony (from OLIS) with the mapping of the AIX file structure. Project Management Support from SCT will conclude at the end of November. Joe Gamble recommended an extension of this service (6 to 8 months). The team will not amend the contract to extend his services.

Three team representatives attended a BANNER demonstration and Q&A session in Lexington, KY. Below is a brief summary of the meeting.

Tom Watters of SCT conducted the demonstration. Also in attendance were Joe Gamble, Bill Mercuri, and Elizabeth Lucas. BANNER changes that will benefit AAC: (1) default values can be assigned to all CVAQMVI fields via the CTRQMVD form; (2) cases can be scheduled automatically upon entry (CVAQMVI). Hearing date and time, judge, and room assignment fields were added to the CVAQMVI form; (3) police officer ID field was added to CVAQMV1 to allow case association upon case entry; and (4) the new CVATDIS form will consolidates the disposition/receipting process. NOTE: Please read the BANNER 3.0 release Notes for additional information.

Tom provided a brief overview of the accounting management system.

Billing
Lisa obtained copies of the bills submitted by SCT. She is reviewing these bills for accuracy.

Data Conversion
The project director asked Joe Gamble to draft a proposal for on-site assistance with the data conversion.

Forms 4.5 Training
Training was conducted on October 19 - October 23, 1998.

Staffing

Genine Cook was replaced with Maria Beranducci. Phillip Yanasak of CIBER joined the team as the resident DBA. Bob Dadekian of OLIS joined the team to assist Janice with changes to the current AAC system. To assist with the case scheduling backlog, Carole will work only on the BANNER team during the weeks the project director is on-site.

Systems Administration

The new disks and tape drive were installed on the AIX server. Configuration of the new physical volumes will occur prior to the installation of BANNER 3.0. Regarding backup/recovery procedures, Phil Y created a bootable image of the Root Volume Group. Also, Phil Y is drafting scripts to automate the startup and shutdown processes of AIX and Oracle. The team will configure a new AIX file structure during the week of 11/29.

Phil Y provided a list of essential reference books for AIX system administration and DB administration. Judy contacted our systems representatives to obtain these manuals.

Systems Modifications

After several revisions, the project team submitted the final modification list on November 4, 1998, including the modifications for the DMV interface. SCT returned a cost estimate of $253,550. The cost of the interface is approximately $91,000. All modifications were approved except the DMV interface modifications and the habitual offender report.

Testing

Testing continues for operations compliance. Carole, Lisa, and Louis are writing the BANNER

Training

Microsoft Word and Excel training was approved for AAC employees. Lisa provided Leo with the list for assignment of the remaining training slots.

OUTSTANDING ISSUES

- Possible legal issues: certification of electronic abstracts; AAC holding dispositions for 30 days prior to DMV reporting; standards for electronic record retention; strict enforcement of the prompt submission of summonses by police departments to AAC
- Scheduling backlog MUST BE REDUCED ASAP
- Receipt paper and receipt printers. Dot matrix printers with carbon-copy receipt paper (replicate of court letterhead) or laser printers with court letterhead as receipt paper.

TASKS PENDING

Task	Staff	
Incorporate data entry standards	JV	DUE: 10/16/98
Identify the data fields for conversion	JV	DUE: 11/01/98
Develop BANNER security levels	JB	DUE: 11/16/98
Draft Proposed Case Flow	CS	DUE: 11/16/98
Draft Training Manual	LB	DUE: 11/16/98
Purchase Hardware Support	TL	DUE: 11/16/98
Conduct BANNER Demo (DMV)	LB	Postponed
DMV Interface Approval Meeting	ALL	Week of 11/30

REMAINING TASKS

Develop New AIX Directory Mapping	PY	DUE: 12/02/98
Clean up IBM Data	JV	DUE: 12/01/98
Compile Reporting Requirements/Reports	LM	DUE: 12/14/98
Draft a Disaster Recovery Plan	TL	DUE: 12/14/98
Draft Maintenance and Batch Script Procedures	PY	DUE: 12/31/98
Enter Security Levels	JB	DUE: 12/31/98
Install Modifications on BANNER	JB	DUE: ONGOING
Test Modifications	ALL	DUE: ONGOING
Install Final Software Version on Production System	PY	DUE: DEFERRED
Enter Final Approved Code Values	CC	DUE: DEFERRED
Convert IBM Data to BANNER format	JV	DUE: DEFERRED
Final BANNER Acceptance Testing	ALL	DUE: DEFERRED
Populate BANNER with IBM Data	JV	DUE: DEFERRED
Coordinate BANNER training for end-users	LB	DUE: DEFERRED
BANNER Training for end-users	LB	DUE: DEFERRED
Develop Application to Produce Abstracts	JB	DUE: ON-HOLD
Draft Users Procedures Manual	LB	DUE: ON-HOLD

PAST DECISIONS/RECOMMENDATIONS

The team recommends three new filing systems: (1) pending cases -- hearing date order, (2) finalized (closed) cases -- summons number order, and (3) finalized cases with outstanding balances – summons number order.

The new summons will be implemented on January 1, 1999.

Police Officers will schedule cases 60 days from violation date -- hearing date entered on summons.

Police Officer ID = <department number> + <4-digit number>

Party ID Code = <license state> + <first 7 digits of the license number>
Secondary Convention: <Date of Birth> + <First 3 letters of the last name>

Retain a full case record on-line for 90 days after the last activity date (date of disposition or date of final payment, whichever occurs last). After 90 days, archive the case and retain it on-line for two (2) years. The availability of case information in the DMV system is the basis for the short retention period.

Below are the proposed data conversion criteria:

- All pending cases and disposed cases with outstanding balances;
- Full case record of all satisfied disposed cases within 90 days of last activity date;
- Case record (limited information) of all disposed cases within 2 years of last activity date.

BANNER Cash Receipts System will not be used for payment entry.

Upgrade to BANNER Version 3.0.

Proposed AAC/DMV Systems Interface

Producing Abstracts

AAC will request electronically driving record abstracts for AAC cases from DMV, 7-14 days prior to the hearing date. A transmittal date or flag in BANNER will record this transaction.

DMV will receive the following motorist's information to conduct the record search:

Field Name	BANNER Column Name	Length (Max)
Summon Number	CDBCASE _ID	15
License Number	SPBPERS_DRIVER_LICENSE	20
License State	SPBPERS_STAT_CODE_DRIVER	2
Last Name	SPRIDEN_LAST_NAME	60*
First Name	SPRIDEN_FIRST_NAME	15
Middle Initial	SPRIDEN_MI	15
Date of Birth	SPBPERS_BIRTH_DATE	8

Table 1
(*Banner 3.0 only)

Once the request is processed, DMV will transmit the following to AAC:

- Driving record abstracts of successful matches in an ASCII format (or a format mutually agreed upon). The data transmitted should mirror the information on a court abstract.
- Records of motorists assigned a DMV-license number using the format in Table 2. The suggested format for the assigned license number is <license state> + <license number>.

NOTE: BANNER will enter the DMV-license number in the license number field on the SPBPERS table and update possibly the Party ID code on the SPRIDEN table with the appropriate code convention (internal batch job).

Field Name	BANNER Column Name	Length (Max)
Summon Number	CDBCASE _ID	15
License Number	SPBPERS_DRIVER_LICENSE	20
License State	SPBPERS_STAT_CODE_DRIVER	2
Last Name	SPRIDEN_LAST_NAME	15
First Name	SPRIDEN_FIRST_NAME	15
Middle Initial	SPRIDEN_MI	15

Table 2

- Records of mismatches using the format in Table 3--motorists with near matches (1 or more of the columns is a mismatch) in the DMV system.

Field Name	BANNER Column Name	Length (Max)
Summon Number	CDBCASE _ID	15
License Number	SPBPERS_DRIVER_LICENSE	20
License State	SPBPERS_STAT_CODE_DRIVER	2
Last Name	SPRIDEN_LAST_NAME	15
First Name	SPRIDEN_FIRST_NAME	15
Middle Initial	SPRIDEN_MI	15
Date of Birth	SPBPERS_BIRTH_DATE	8
DMV License Number	If a non-match	20
DMV Last Name	If a non-match	15
DMV First Name	If a non-match	15
DMV DOB	If a non-match	12

Table 3

NOTE: DMV will not report duplicates to AAC. This problem should be handled internally. Once corrected, DMV should then transmit the information to AAC.

BANNER will re-submit these cases to DMV until a match is found (via correction) or until the hearing date.

Submitting Final Disposition/Suspension Status

BANNER will transmit electronically the dispositions and suspension status of all cases with trial dates that are 30 days old (excluding 214 violations -parking violations). The 30-day grace period is for appeals and for the satisfaction of financial obligations (payment of fines and costs). A transmittal date or flag in BANNER will record this transaction.

Case fields submitted:

Field Name	BANNER Column Name	Length (Max)
Summon Number	CDBCASE _ID	15
License Number	SPBPERS_DRIVER_LICENSE	20
License State	SPBPERS_STAT_CODE_DRIVER	2
Last Name	SPRIDEN_LAST_NAME	15
First Name	SPRIDEN_FIRST_NAME	15
Middle Initial	SPRIDEN_MI	15
Date of Birth	SPBPERS_BIRTH_DATE	8
Charge(s)	CDRCCPT_CHRG_CODE	30
Disposition Code (s)	CDRDOCT_DTYP_CODE	5
Fine amount(s)	CDRDOCT_DISP_AMT	9
Court costs	CBRACCD_AMOUNT	9
Trial date	CSRCSEV_SCHED_DATE	8
Suspend Status (Y/N)	New field	1

Table 4

Once the data is processed, DMV will transmit the following records to AAC:

- Records of motorists assigned a DMV-license number using the same records format as Table 2.
- Records of mismatches using the same records format as Table 3.

BANNER will re-submit these cases to DMV until a match is found (via correction).

Municipal Courts

- The municipal courts will request their abstracts via the DMV system. DG terminals will be provided to these courts.
- AAC will continue to provide the dispositions and suspension orders of the municipal courts to DMV.

District Court

- Operator Control will enter the dispositions directly into the DMV system.

AAC Internal Issues

How will AAC handle summonses without license numbers?

Data entry will search for the motorist's license number in BANNER using the CPIIDEN form. If found, click the DETAILS button to call the CPAPERS form (the license number field is on this form). If not found, search the DMV system for a license number. If still unsuccessful, enter the case with no license number.

Is the license number field required on the CVAQMVI form?

No, a case can be entered without the license number.

What will be the Party ID Code for those parties without license numbers?

If the search for the motorist's license number is unsuccessful, use the NEXT capability to assign a party ID code. Once DMV assigns a license number to the motorist, BANNER will update the Party ID Code and license number/assigned license number fields with the appropriate code convention (internal batch job).

Should AAC submit new records daily to verify the accuracy of information captured?

With the above procedures in place, a daily verification check may not be cost-effective (daily DMV batch job in addition to the abstract request). The 7-day advance request period allows the court to (1) research mismatches and enter corrections (i.e. data entry error, an illegible/incomplete summon, etc.); and (2) re-submit for abstracts. Also, the request period allows DMV a 2-day turnaround period to process the data.

How will the court provide copies of abstracts to judges in the courtrooms?

Judges will have on-line access to abstracts via the DMV system. An assisting courtroom clerk will pull up each abstract for the judge (via dual hook-up of monitors). As a backup, AAC will import the electronic abstract data into a software application such as Microsoft Access to produce hard copies.

What new fields (columns) and/or reports are needed for this interface?

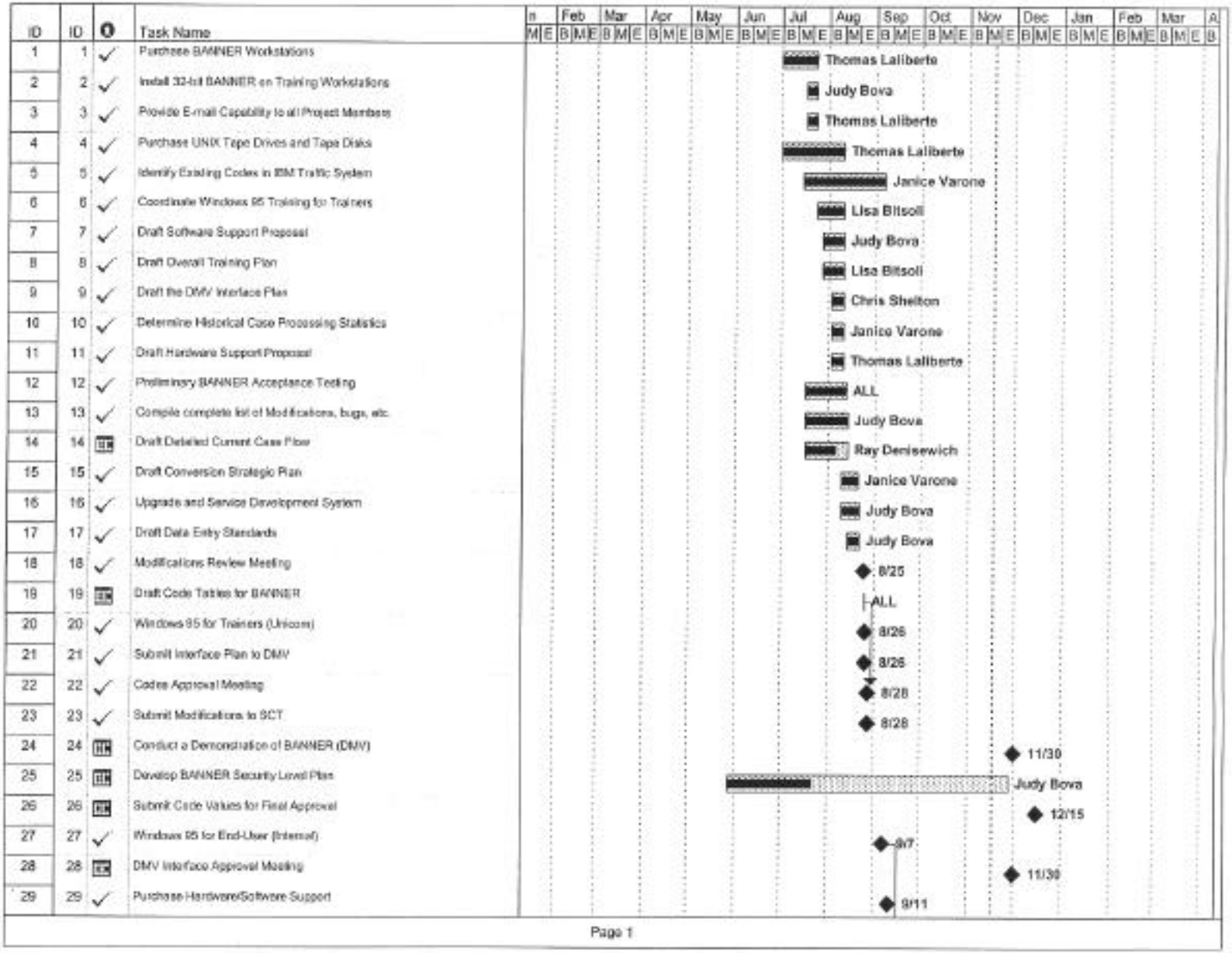
New fields: Transmittal dates or flags of electronic records sent to DMV and assigned license number.
New reports: Exception Report and Assigned License Number Report

What dunning notice(s) will be produced?

After the case is disposed, BANNER will produce dunning notices (new BANNER notice) for AAC cases only. Each notice will include the total amount owed and will serve as the official notice of possible suspension if certain requirements are not met.

Other department requirements:

Police officers must fill out completely all summonses. The defendant's name and date of birth must be recorded as they appear on the license.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1 Purchase BANNER Workstations
2 Install 32-bit BANNER on Training Workstations
3 Provide E-mail Capability to all Project Members
4 Purchase UNIX Tape Drives and Tape Disks
5 Identify Existing Codes in IBM Traffic System
6 Coordinate Windows 95 Training for Trainers
7 Draft Software Support Proposal
8 Draft Overall Training Plan
9 Draft the DMV Interface Plan
10 Determine Historical Case Processing Statistics
11 Draft Hardware Support Proposal
12 Preliminary BANNER Acceptance Testing
13 Compile complete list of Modifications, bugs, etc.
14 Draft Detailed Current Case Flow
15 Draft Conversion Strategic Plan
16 Upgrade and Service Development System
17 Draft Data Entry Standards
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26 Submit Code Values for Final Approval
27 Windows 95 for End-User (Internal)
28 DMV Interface Approval Meeting
29 Purchase Hardware/Software Support
Thomas Laliberte
Judy Bova
Thomas Laliberte
Thomas Laliberte
Janice Varone
Lisa Bitsoli
Judy Bova
Lisa Bitsoli
Chris Shelton
Janice Varone
Thomas Laliberte
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Ray Denisewich
Janice Varone
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Page 1

ID	ID	Task Name
30	30	Compile Reporting Requirements/Reports
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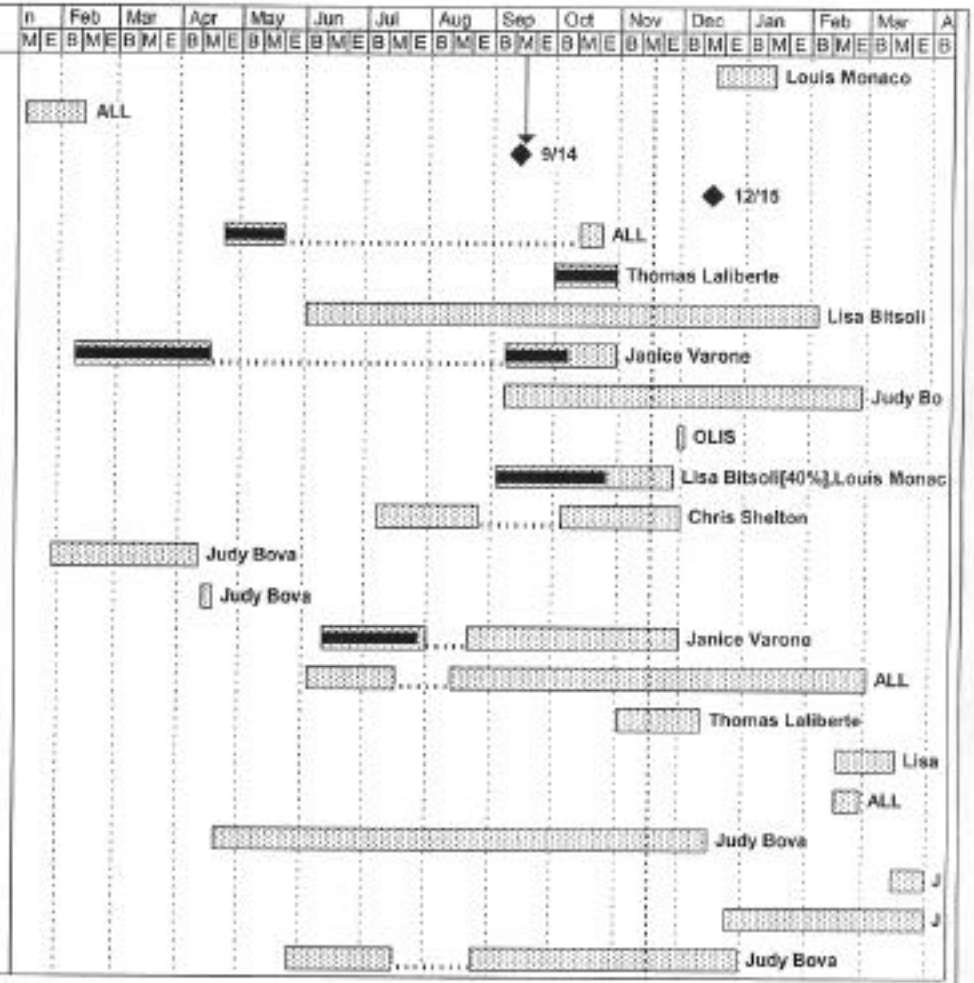
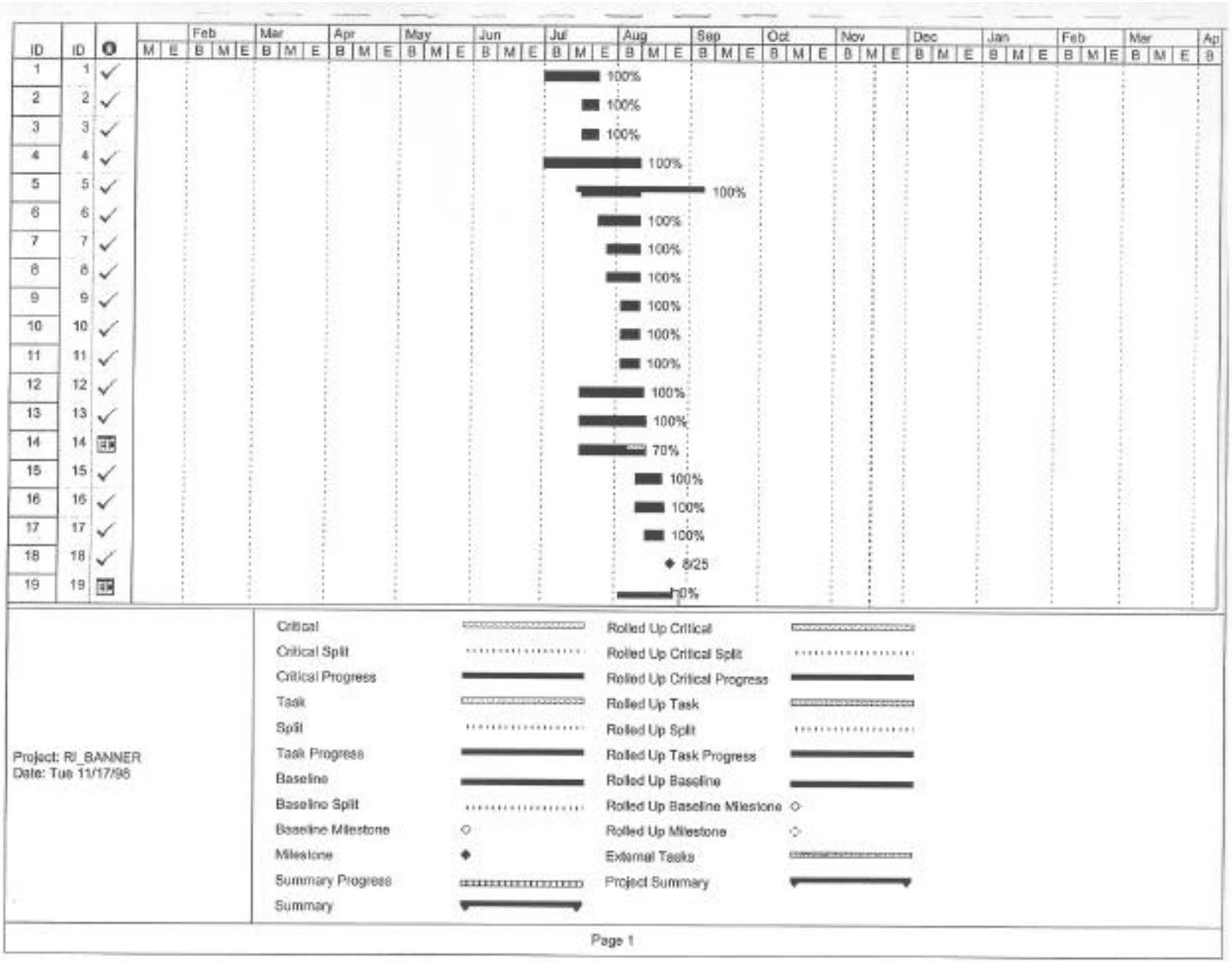
51	51	Convert IBM Data to BANNER format
52	52	Draft Maintenance and Batch Script Procedures




ID
Feb
Mar
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100%
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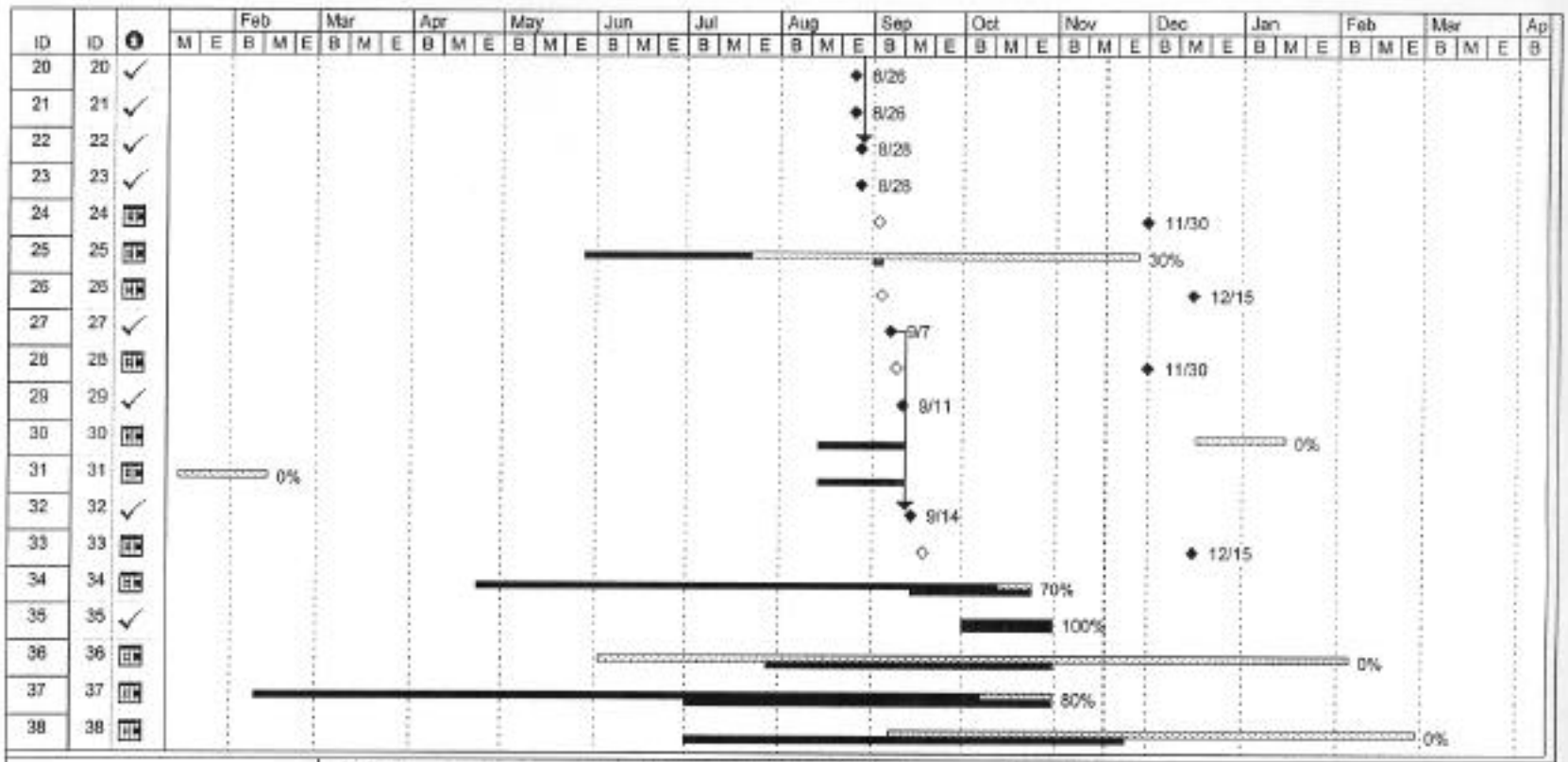
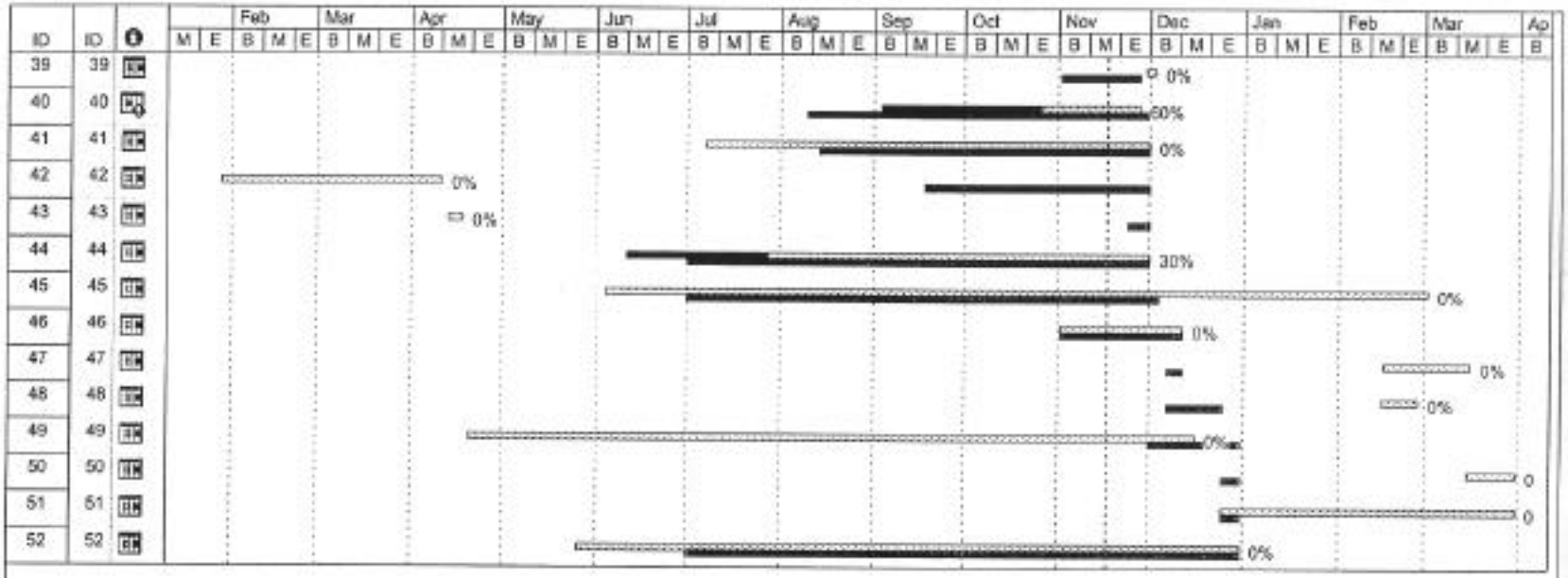
8/25
Project: RI_BANNER
Date: Tue 11/17/98
Critical
Critical Split
Critical Progress
Task
Split
Task Progress
Baseline
Baseline Split
Baseline Milestone
Milestone
Summary Progress
Summary
Rolled Up Critical
Rolled Up Critical Split
Rolled Up Critical Progress
Rolled Up Task
Rolled Up Split
Rolled Up Task Progress
Rolled Up Baseline
Rolled Up Baseline Milestone
Rolled Up Milestone
External Tasks
Project Summary



Project: RI_BANNER
Date: Tue 11/17/98

Critical		Rolled Up Critical	
Critical Split		Rolled Up Critical Split	
Critical Progress		Rolled Up Critical Progress	
Task		Rolled Up Task	
Split		Rolled Up Split	
Task Progress		Rolled Up Task Progress	
Baseline		Rolled Up Baseline	
Baseline Split		Rolled Up Baseline Milestone	○
Baseline Milestone	○	Rolled Up Milestone	○
Milestone	◆	External Tasks	
Summary Progress		Project Summary	
Summary			



Project: RI_BANNER
Date: Tue 11/17/98

Critical		Rolled Up Critical	
Critical Split		Rolled Up Critical Split	
Critical Progress		Rolled Up Critical Progress	
Task		Rolled Up Task	
Split		Rolled Up Split	
Task Progress		Rolled Up Task Progress	
Baseline		Rolled Up Baseline	
Baseline Split		Rolled Up Baseline Milestone	○
Baseline Milestone	○	Rolled Up Milestone	○
Milestone	◆	External Tasks	
Summary Progress		Project Summary	
Summary			

(F)

Accounts Receivable Summary **report date 11/9/98**

Year	# of records	Disposed Hearings	# of records	Pay by Mail	Total
	33	3,870	2	40	3,910
	147	12,317	57	405	12,722
	281	12,624	1010	9,061	21,685
	493	23,905	2401	24,691	48,596
	755	38,657	3351	45,170	83,827
	972	75,632	4502	74,508	150,140
	1777	157,803	5954	96,874	254,677
	2190	229,412	9430	159,808	389,220
	2487	341,052	9181	133,367	474,419
	3373	474,208	8521	115,860	590,068
	5139	673,106	6013	115,813	788,919
	5338	801,262	5147	151,326	952,588
	6626	931,897	5756	230,736	1,162,633
	6891	946,647	7201	323,418	1,269,065
	6100	1,091,467	7581	367,397	1,458,864
	6685	1,346,479	6118	387,149	1,733,628
	5801	1,145,673	5664	362,052	1,507,726
subtotal	54,669	8,305,030	88,189	2,597,875	10,902,705
	5863	1,198,386	6865	411,116	1,609,502
	7100	1,871,914	5880	411,222	2,283,136
	15477	5,045,942	4481	306,677	5,352,619
	19580	5,788,237	3182	202,471	5,990,708
	23078	6,589,448	1235	93,945	6,683,392
	16411	4,483,372	654	52,654	4,536,026
	2899	951,628	5569	507,597	1,459,225
subtotal	90,528	25,928,929	28,876	1,985,683	27,914,609
Total	145,196	34,233,963	117,065	4,583,358	38,817,311

A/R excluding 1998 37,358,087

Reserve Calculation:

	Reserve %	Amount
All tickets that remain unpaid after one year	100%	37,358,067
All tickets that remain unpaid after 6 months	50%	450,709
All tickets that remain unpaid after 3 months	20%	94,909
Total allowance		37,903,704

Year	Disposed Hearings	Pay by Mail	Total				
1998							
January	203,870	3,767	207,637				
February	163,544	11,411	174,955				
March	127,128	5,038	132,166				
April	124,786	5,255	130,041				
May	102,519	3,810	106,329				
June	92,435	57,852	150,290	6 months	901,418	50%	450,709
July	71,439	74,794	146,233				
August	44,066	100,980	145,046				
September	19,138	164,126	183,264	3 months	474,543	20%	94,909
October	2,700	80,564	83,264				
Total	951,625	507,597	1,459,225				

Modification List (Status)

AS OF: 07-Jan-99

Modification	Old Ref. Number	Priority	Type of Mod.	Internal Solution Status	Functional Specs #	Specs Approved?	Cost	Hours
Add accident indicator	2	1	New Field	Approved	MP9170-9178	12/4/98	$10,340	94
Add company name	6	1	New Field	Approved	MP9170-9178	12/4/98	$6,270	57
Add hazardous materials indicator	6	1	New Field	Approved	MP9170-9178	12/4/98	$5,170	47
Add juvenile indicator	6	1	New Field	Approved	MP9170-9178	12/4/98	$6,270	57
Add laser/clocked/radar field	6	1	New Field	Approved	MP9170-9178	12/4/98	$2,970	27
Add total amount due field (amount entered on summons) on case initiation form	6	1	New Field	Approved	MP9170-9178	12/4/98	$5,170	47
Create inquiry form to display all information entered on case initiation form	6	1	New Form	Approved	MP9170-9178	12/4/98	$38,390	349
Add change due amount field on payment entry forms	8	1	New Field	Approved	MP9179		$8,140	74
Add tendered amount field on payment entry forms	8	1	New Field	Approved	MP9179		$7,040	64
Add armed forces indicator to identify motorists in the military	NEW	1	New Field	Approved	MP9170-9178	12/4/98	$5,170	47
Add gross truck weight field	NEW	1	New Field	Approved	MP9170-9178	12/4/98	$5,170	47
Add balance due amount on receipt	8	1	Process	Approved: Changed later after seeing the functional specs (decreased by 60 hours). Just add balance due to receipt	MP9179		$22,660	206
Add abstract transmittal date field	1	2	Interface	Approved			$2,585	23.5
Add disposition transmittal date field	1	2	Interface	Approved			$2,585	23.5
Create a suspension status indicator to indicate if a motorist's driving privileges are suspended	1	2	Interface	Approved			$14,300	130
Create abstract file to transmit to DMV	1	2	Interface	Approved			$14,300	130
Create an assigned DMV license number report	1	2	Interface	Approved			$9,900	90
Create disposition file to transmit to DMV and update disposition transmission date to null if the case is not found	1	2	Interface	Approved			$14,300	130
Create missing license number file to transmit to DMV	1	2	Interface	Approved			$11,000	100
Update license number field with DMV assigned license number (via DMV external file)	1	2	Interface	Approved			$11,000	100
Update the abstract request transmission date to null if no information is found on the motorist in the DMV system	1	2	Interface	Approved			$9,900	90
Create a police scheduling report	NEW	2	Report	Approved			$16,500	150
Create a form to review police scheduling (similar to CSIMTH form)	NEW	3	Form	Approval Pending			$25,410	231

Allow case merge for parties -- if person has 2+ party IDs, allow file merge and change all to 1 party ID (deleting the other)	18	3	Process	Approved	MP9182	12/4/98	$11,000	10(
Need a flag and report to warn court of motorists with a 3 OR MORE SUMMONS within a 12 MONTH PERIOD.	19	3	Report	Approved			$22,000	20(
Identify habitual offenders	36		Report	Approved: See #19			$0	(
Identify motorists with multiple no insurance violations; [create auto vacate and notice]	4		Report	Approved: See #19; Deleted: Auto vacate capability request			$0	(
Add assigned license number field	1		Interface	Deleted			$0	(
Add accident report number (CR) field	6		New Field	Deleted			$0	(
Add field to identify car type (2-door or 4-door)	6		New Field	Deleted			$0	(
Prevent calendar if there is an active warrant	13		Process	Deleted			$0	(
Transfer delinquent cases to other department -- Need multiple rules	14		Process	Deleted			$0	(
Add additional code for either the offense or statute (+desc) -- Violation code can be used for either plus the description field. Display new xref in LOV	16		Process	Deleted			$0	(
A motorist (MOT) variable is needed for letter generation module	21		Process	Deleted			$0	(
Commitment Sheet	29		Report	Deleted			$0	(
Delete capability -- restricted delete and change, especially when officer mixes offense and statute; payment plan error	32		Process	Deleted			$0	(
Change first name field to optional status (to enter company names)	NEW		Process	Deleted: adding company name field to case initiation form instead			$0	(
Change last name field to optional status (to enter company names)	NEW		Process	Deleted: adding company name field to case initiation form instead			$0	(
Need batch scheduling based on new location field on summons	5			Deleted: All cases are now scheduled immediately for hearing			$0	(
Automatically schedule cases when not paid by due date	6		Process	Deleted: All cases are now scheduled immediately for hearing			$0	(
Need a master calendar -- need pre-approval of calendar before cases are assigned to it	15		Process	Deleted: All cases are now scheduled immediately for hearing			$0	(
Having scheduling take address of officer and party into account: "Bundle" by officer. If contested: near officers station; if uncontested: near parties mailing address	17		Process	Deleted: All cases are now scheduled immediately for hearing			$0	(
Add interpreter availability to the scheduling formula	20		Process	Deleted: All cases are now scheduled immediately for hearing			$0	(
New form displaying all minutes to all cases containing a party	12		New Form	Deleted: As of now, minutes will not be used for traffic cases.			$0	(
Create historical record (track and allow CASE ID change)	10		Process	Deleted: BANNER 3.0			$0	(

Court Statistics	24		Report	Deleted: BANNER 3.0			$0	(
Clerk Docket	25		Report	Deleted: BANNER 3.0			$0	(
Delinquent Payment	27		Report	Deleted: BANNER 3.0			$0	(
CBRRCPT (Add location parameter per event)	28		Report	Deleted: BANNER 3.0			$0	(
Escrow Report (overpayments)	29		Report	Deleted: BANNER 3.0			$0	(
Create codes to identify municipalities cases and AAC cases	34		Process	Deleted: BANNER 3.0			$0	(
Allow receipting a payment to a case without establishing an accounts receivable (establish receivables on receipt screen)	NEW		Process	Deleted: BANNER 3.0 allows the end-users to dispose of a case, to establish accounts receivables, and to receipt final payment from one form			$0	0
Automatically dispose the case when full payment is entered	NEW		Process	Deleted: BANNER 3.0 allows the end-users to dispose of a case, to establish accounts receivables, and to receipt final payment from one form			$0	0
Establish partial payment plans from the receipt screen(s)	NEW		Process	Deleted: BANNER 3.0 allows the end-users to dispose of a case, to establish accounts receivables, and to receipt final payment from one form			$0	0
Add officer information to case initiation form	6		New Field	Deleted: BANNER 3.0 associates officers to cases during initiation			$0	0
Allow "due date" after entry date (backlog in data entry)	6		Process	Deleted: BANNER 3.0 changes corrected the problem.			$0	0
Automatically docket [and schedule] cases when case is entered	9		Process	Deleted: BANNER 3.0 schedules cases automatically via the case initiation form. However, no entry is added to the docket index.			$0	0
Create a bad check (NSF) adjustment for the general ledger	35		Process	Deleted: BANNER 3.0: Use CAAMENT			$0	0
Provide DMV system search for motorist info	3		Interface, Search	Deleted: End-users will have access to DMV system via the BANNER workstation but no direct interface will exist between the two systems (data integrity purposes).			$0	0
Add plate info field	6		New Field	Deleted: Indicate plate information in plate type field			$0	0
Allow the entry of future effective dates on control/validation forms	30		Process	Deleted: Update the status indicator to activate the rule/code.			$0	0
Add road conditions field	6		New Field	Deleted: Use CONDITIONS Field			$0	0

Add traffic conditions field	6		New Field	Deleted: Use CONDITIONS Field			$0	0
Add visibility field	6		New Field	Deleted: Use CONDITIONS Field			$0	0
Add owner address field	6		New Field	Deleted: Use the physical data field on the CVAQMVI			$0	0
Populate subsequent violation field(s) with 1st violation date and time information	6		Process	Tabled as a mod for a future release			$0	0
Populate the case initiation form with information from DMV based on the license number entered.	7		Interface	Tabled as a mod for a future release			$0	0
Accept electronic data from municipal courts	22		Process	Tabled as a mod for a future release			$0	0
Add a verification stage (alert window) for entering tendered amount when difference from amount owed	23		Process	Tabled as a mod for a future release			$0	0
Allow multiple supervisors on the AR control form	31		Process	Tabled as a mod for a future release			$0	0
Identify military affidavit; hearing info	37		Report	Tabled as a mod for a future release			$0	0
Display offense code and statute with the violation	6		Process	Tabled as a mod for a future release. BANNER displays currently the offense code and description			$0	0
Populate subsequent violation field(s) with 1st violation disposition	11		Data Fill	Tabled as a mod for a future release. As of now, dispose of each charge individually.			$0	0
Eliminate the capability to carry data from screen to screen	33		Process	Tabled as a mod for a future release: Too costly			$0	0
TOTAL							**$287,540**	**2614**

Budget to Collections

The following demonstrates the cost to run the AAC and the collections generated from operations.

Fiscal Year	AAC$$ Cash Collections	OC @@ Cash Co	Approved ^^ Budget Expenditures	Difference
1998	9,407,557	6,871,579	5,484,545	10,794,591
1997	9,149,458	6,793,253	5,278,859	10,663,852
1996	12,423,683	6,199,977	5,973,265	12,650,395**
1995	8,092,181	4,734,823	5,434,432	7,392,572

** In this particular year, AAC had a suspension run.

Need to include operator control in cash as it is included in expenditures.

$$ Taken from the fiscal clerk, Pauline's cask book for the respective years.

^^ Taken from the approved budget for the respective years-Obtained from Wayne Hannon, Supreme Court.

@@ Taken from Operator control supporting documentation. Note is necessary to include Operator Control revenues up through October 31, 1998 because, the budgeted expenditures include Operator Control and they were considering part of the AAC up until 10/31/98.

Appendix I

Administrative Adjudication Court Management Responses

The areas that new controls can be implemented immediately are as follows:

1. Consolidation of cash/checks received.
2. Control over summonses.
3. Staffing/resource allocation.
4. Case management improvements.
5. Control over computer access.

ACTION TAKEN BY AAC FOR THE FOLLOWING ISSUES:

CONSOLIDATION OF CASH AND CHECKS

1. Closed down the Collections Office and centralized the collection of all receivables and consolidate this activity in Room 101 at the Providence Courthouse. ***(completed)***
2. Eliminate tellers from all Court sites and relocate in Room 101.
3. Establish a centralized accounts payable processing center in Room 101 for all receivables utilizing the tellers and mail room personnel with fiscal staff supervision. ***(partially completed)***
4. Consolidate all cash and checks at Room 101. ***(completed)***
5. Checks are processed and deposited the day received. Checks requiring research will be deposited and a copy used to continue research. Computer log to track. ***(completed)***

6. Four (4) part disposition and how to pay form will be used and given to the motorist by the Court clerk along with an AAC addressed envelope. This form will be used to make payments after court disposition. Four copies are as follows: AAC (original), Operator Control, Accounts Payable, and payment (motorist). All Court payments in Providence will be processed through Room 101. ***(ordered)***

7. Completed dockets with summonses will be passed through fiscal office to match payments from Courts to summonses and then forwarded to data entry after each Court session. ***(completed)***

8. Close out daily collections and reconcile with daily computer receivable transaction reports. X = X. The receivable transaction date and amount is the key. Modifications to the current IBM computer system are required. ***(modification requested through computer)***

9. Payment entry limited to specified data entry personnel. No one who handles money in any form will have access to change or delete on any programs. ***(completed)***

10. Eliminate the use of hand receipts. Cash registers will be used at all Providence Court locations. ***(completed)***

11. Use of lock box at the remote sites for motorists who insist on paying. NO CASH, only checks. The Security Officer will transport to AAC after court sessions are complete. ***(request being processed)***

12. Improve the security of the fiscal operations by introducing cameras and enhanced perimeter security. ***(request being processed)***

13. The entire receivables process will be automated by the new Banner system in accordance with the Supreme Court plan as implemented by the National Center for State Courts. It is anticipated that the receipt of any receivable will automatically post to the accounting file, calculate distributions to the various assessments and cities, towns, and state agencies under the Municipal Court Compact, update the case file, and provide fiscal reports for analysis and use by the fiscal staff. ***(awaiting new computer system)***

CONTROL OVER SUMMONSES

1 All summonses requiring payment will be centralized in violations (Room 102). ***(completed)***

2. Effective January 4, 1999, all motorists responding to this Court will have a single point of contact for assistance and information with the merging of Collections, Hearings and Violations summonses into a centralized violations bureau. ***(completed)***

3. After reconstruction in Room 102, scheduling to be consolidated in Room 102. All summonses will be located in one centralized area.

4. Once Room 102 is completely consolidated, summons flow is from Data Entry to Room 102. ***(completed)***

5. Supervisory control over the removal of any summons from Data Entry to Room 102. Summons removal with supervisor's permission only. Copy made and properly noted and filed in place of original. ***(completed)***

6. Supervisory authorization for any deletes with daily delete/change report. Use of shared files to post deletes so that authorization can be verified. READ ONLY files. ***(completed)***

STAFFING/RESOURCE ALLOCATION

1. Increased staffing efficiency and improved supervision from the merging of three (3) offices into a centralized violations bureau. ***(completed)***

2. Separate the data entry functions from the collection of money. ***(completed)***

3. Twelve (12) additional work stations will be added in data entry in anticipation of the Supreme Court properly staffing this critical functional area. ***(cabling ordered)***

4. The centralization of the teller function will focus that effort to maximize collections by the timely processing of cash and checks previously performed by six (6) different ftinctional areas of this Court. ***(partially completed)***

5. The centralization of collections will reallocate two personnel to the data entry functional area. This Court will have a single supervisor focused on the data entry operation. ***(completed)***

6. Collections, Hearings and Violations have been merged into a centralized violations bureau resulting in increased counter and phone staffing, creating a single point of contact for the public, and ensuring the adequate supervision of the staff. ***(completed)***

7. Data entry functions have been separated from the collection of money resulting in the reassignment of two (2) personnel back to data entry. ***(completed)***

8. Work has begun to establish twelve (12) additional work stations in the data entry area. ***(completed)***

9. Data entry personnel are only performing data entry work with a supervisor focused entirely on that operation. ***(completed)***

CASE MANAGEMENT IMPROVEMENTS

1. The new Universal summons and assigned hearing procedure will significantly reduce the scheduling requirements and caseload of the AAC. ***(underway)***

2. Centralizing the handling of receivables will streamline the current collections of cash/checks from six (6) functional areas to one (1). ***(completed)***

3. The centralization of all summonses into Room 102 will streamline the location of documents and eliminate the requirement of sending motorists to three separate offices to conduct their business before the Court. ***(completed)***

4. Establish policy that eliminates reschedules for motorists, attorneys and police officers. ***(partially completed)***

CONTROL OVER COMPUTER ACCESS

1. Convert IBM to password access. ***(completed)***

2. Limit by secondary password change and delete function access. Must be a required function. ***(completed)***

3. Establish exception reports by password for change and delete functions on US- 15, US-40 and US-95. ***(completed)***

4. Establish change and delete logs with supervisory controls and approval. ***(partially completed)***

5. Establish routine audit of exception reports. ***(completed)***

The following issues need to be resolved. Unfortunately, in order to have a successful resolution to these issues, they need to be addressed by other authorities.

1. Imaging is the only solution to eliminate the over-reliance on paper. Paper interfiling would no longer be required. Date of disposition and date paid would be the filing sort with minimal staffing requirement

2. A single level Court facility designed and built expressly for the AAC is required to support the mission of this Court

3. The data entry requirements of the existing universal summons series and the data entry requirements of the Municipal Court Compact cannot be supported with current staffing levels. In order to fulfill all these mandates, AAC must spend an enormous amount of financial resources on overtime as well as temporary employees. AAC currently has only seven full-time data entry employees. I believe this reinfbrces the need for additional data entry staff.

4. Clerk staffing levels is not sufficient for the volume of motorists AAC receives on a daily basis. Supervisors and managers are constantly handling low level problems by telephone at the counter due to the fact there are not enough staff to handle all day to day duties. Today, for example, 1,444 came through the Harris Avenue site between the hours of 8:30 am and 3:30 pm.

5. Reconstruction in Room 102 to improve the facilities to support a streamlined case management has not begun. This is critical to the management of high numbers of motorists responding to Room 102 daily (1200-1500). The construction would provide the physical controls necessary to support the handling of large numbers of the public.

6. The Banner computer system should assist in flow of cases as well as real time updating of dispositions and receipts. Everyone is awaiting the completion of this project.

7. Uncollected suspended summonses prior to September of 1992 total over $11,000,000. The uncollected summonses should be written off as uncollectable as far as the receivable accounts for AAC. However, these summonses should remain active in the computer system, if and when, the motorist appears to clear their license at the time the debt is collected by the court. In addition, a system should be in place to yearly write-off uncollectable summonses from AAC fiscal accounts.

8. An amnesty program should be established for the 22,000 uncollected suspended insurance violations total over $12,000,000 covering the period 1993 to 1998. In addition, the probable cause for the insurance stop should be included in the amnesty legislation. AAC estimates that approximately 20,000 summonses were issued for probable cause and in all likelihood, if the motorist cannot afford the insurance violation, they did not pay the probable cause. AAC estimates the uncollected debt between 1993 to 1998 to be $3,441,000.