

Leonardo M. Rapadas  
Attorney General

Phillip J. Tydingco  
Chief Deputy Attorney



Office of the Attorney General

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**REQUEST FOR INFORMATION (RFI)  
FOR  
UPGRADE OF "APASI" AUTOMATED SYSTEM**

RFI No.: OAG-RFI-2012-001

Date Released: November 22, 2011

Issued By:

Office of the Attorney General  
Child Support Enforcement Division  
287 West O'Brien Drive  
Hagåtña, Guam 96910

Tel: (671) 475-3360

Fax: (671) 475-3203

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## 1 Statement of Intent

The Guam Office of the Attorney General (the OAG) is issuing this RFI seeking information to assist in the planning and development processes for the upgrade of its child support enforcement automated system “APASI.” The goal of APASI Upgrade Project is to provide state-of-the-art, comprehensive, web-based technology in support of its Child Support Enforcement Program, streamlines the work effort for staff, and provides enhanced technical performance. Respondents are requested to provide insight on schedule, costs, technical solution, best practices, and potential issues.

Information gathered in response to this RFI may be used in the following ways:

- The development of a Request for Proposals (RFP) to secure a vendor to prepare an Implementation Advance Planning Document and all its attendant studies, analyses and documentation. The RFI seeks information to establish realistic system project timeframes and cost projections that will be used to support planning efforts and RFP development. RFI information may also be used to inform the planning process.
- The development of a Request for Proposals (RFP) to secure a vendor to design, develop, and implement approved upgrades to automated functionality supporting Guam’s Child Support Enforcement Program.

Responders should be aware that:

1. No vendor(s) will be selected, pre-qualified, or exempted from future RFP endeavors as a result of their participation in this RFI. No party is bound by the information provided in response to this RFI.
2. Responses will be subject to State government and public disclosure and no claims of confidentiality will be honored.
3. The Attorney General of Guam is not liable for any costs incurred by vendors in developing responses for this RFI.

RFI Schedule (all times are Guam Local Time (GLT))

| EVENT                         | DATE                                  |
|-------------------------------|---------------------------------------|
| RFI Released                  | [November 22], 2011                   |
| Pre-Response Conference       | [December 02,], 2011<br>8:00 AM (GLT) |
| Questions Due                 | [December 09], 2011<br>5:00 pm GLT)   |
| Responses to Questions Posted | December 16, 2011<br>5:00 pm (GLT)    |
| Responses Due                 | December 23, 2011<br>5:00 pm (GLT)    |

## 2 Background Information

### 2.1 *THE CHILD SUPPORT ENFORCEMENT PROGRAM AND AUTOMATION*

The Child Support Enforcement Program is national in scope operated in all 50 States and the four territories, each with its own unique laws and procedures. At the Federal level, the Child Support Enforcement Program is operated by the U.S. Department of Health and Human Services providing funding, training, and technical assistance to States through the Administration for Children and Families, Office of Child Support Enforcement. The Federal government match rate is 66 percent. The Federal government also currently makes incentive payments to each State based upon the State's share of the incentive pool and its measure of performance in five areas: paternity establishment, child support order establishment, collections on current support, collection on arrears and cost-effectiveness.

The Child Support Enforcement Program was established in 1975 by the enactment of Public Law 93-647, January 4, 1975, 88 Stat 2337, the "Social Security Amendments of 1974" (the Social Security Act, Title IV-D, 42 USC 651-664). The purpose of the program was to locate absent parents, establish paternity, and secure child support on behalf of children who received Aid to Families with Dependent Children (AFDC) benefits. Each state was required to establish a separate organizational unit to administer the IV-D program. Since 1975, a series of Federal laws and regulations have greatly expanded and strengthened the Child Support Enforcement Program, including the expansion of services to non-public assistance cases.

The Family Support Act (FSA) of 1988 required each State to have an automated statewide child support system in effect by October 1, 1995. In addition, this law improved procedures for interstate cases, required periodic review and adjustment of support orders, and mandated simple civil procedures for establishing paternity. It also required states to pass laws requiring immediate wage assignment in all IV-D support orders. In 1992 the Territory of Guam transferred and adapted the Texas system and in April 1993, the Territory of Guam implemented the Absent Parent Automated System for Information" (APASI).

The more recent Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) enacted numerous and significant changes in Federal child support law and mandated that states pass corresponding legislation. In April of 2004, APASI received Full PRWORA certification.

PRWORA also mandated an increased level of automated processing. Child support systems had to begin transmitting withholding orders to employers within a set time frame, monitoring payment defaults, and using various other automatic enforcement procedures. The systems had to include a central case registry and single State Disbursement Unit. Automated statewide systems had to be used to the maximum extent feasible to implement expedited administrative procedures. The systems had to maintain accurate reporting data, calculate performance indicators, and maintain data integrity and security. APASI is fully compliant with all current PRWORA requirements.

Although each state and Territory has implemented and maintains a own child support enforcement automated system, all state programs must comply with Federal law, regulations, and other mandated standards, as well as with state law and must provide the following services:

1. Intake
2. Locate
3. Establishment of paternity
4. Establishment of support orders including medical support orders
5. Enforcement of current and past due support obligations, including child support, spousal support and medical support
6. Review and modification of support orders
7. Interstate case processing
8. Collection, distribution and disbursement of support payments
9. Reporting to Federal and State governments
10. Paternity registry
11. Central case registry
12. Lien registry
13. State directory of new hires

### **2.1.1 Guam Child Support Enforcement and APASI**

The Child Support Enforcement Division (CSED) of the Office of the Attorney General of Guam (OAG) is the single and separate agency designated to operate the Title IV-D Child Support Enforcement Program in the Territory of Guam. The Program is currently supported by an aging automated system: "APASI." Although APASI is a fully PRWORA Certified system, it does not provide the most effective support to casework in the Guam CSED. This system was a 1996 transfer of a child support enforcement (CSE) system in use in the State of Texas. Since the time of that transfer, much has changed in both the CSE Program and in technology capability and capacity.

Guam's Program is constrained by the out-of-date technology, data problems and inefficiencies of APASI. Guam intends to upgrade APASI to (1) better meet the program's needs, (2) better support the activities of its staff and (3) provide timely, reliable, and accurate data for case action – ultimately providing a much-needed increase in the Program's effectiveness. The financial and staffing pressures affecting many public agencies, private companies, and citizens across the country in this decade are especially acute in Guam. The need to increase CSED collections in combination with the restrictions of adding program staff make the effective use of automation crucial to the increasing success of child support enforcement on the Island.

## **2.2 PURPOSE AND DESCRIPTION**

In order to accomplish the goals of the OAG and upgrade APASI, in accordance with Federal guidelines for system planning and development, the OAG has prepared and submitted a Planning Advance Planning Document to the Federal Office of Child Support Enforcement (OCSE) for approval. The next step in the process is to prepare and submit an Implementation Advanced Planning Document (IAPD). This RFI seeks information to assist it in the preparation of an RFP to secure the expert services of a vendor for IAPD preparation. In addition, the OAG is looking for information about the available products and solutions that can be investigated to address the current and future technology needs of the Guam Child Support Enforcement Program.

### 2.2.1 System Scope and Objectives

The objective of the APASI Upgrade Project is not just to solve APASI's immediate functional problems, but to provide users with a system that will improve productivity and allow the CSED to reach its true collections potential.

The scope of the APASI Upgrade Project is to implement a Title IV-D automated system at a reasonable cost that:

- Is easy for users to access, navigate, update, and review
- Presents consistent, accurate and trustworthy data to users in the format appropriate to the action or inquiry at hand
- Operates reliably and efficiently at a cost reasonable to its results
- Takes as many actions as feasible with little or no human intervention necessary, or provides an intelligent prompt to the user to take a manual action
- Expands the interaction or interface with other systems, gathering data automatically
- Allows public users to access it in a secure fashion and both collect and provide an optimum amount of information
- Provides managerial controls and statistics that increase productivity and assist the Program in maintaining its Federal and local performance goals and requirements

In short, the Office of the Attorney General of Guam, Child Enforcement Division seeks to have at its disposal an automated system that supports the operation of Guam's Child Support Enforcement Program.

### 2.2.2 System Requirements Overview

Requirements of the new system will be refined and specified at a greater level of detail during the Planning Phase. The following list summarizes the major areas in which system improvements are needed:

- System financial processing must be re-examined, corrected, and streamlined in the upgrade of APASI.
- For the upgraded APASI, case workflows should be reviewed and updated to match current Federal requirements and Guam CSED procedures.
- CSED users should access the upgraded APASI through a MSWindows®-based graphical user interface, and superfluous data should be eliminated or removed from display and processing.
- Others (e.g., CPs, payors, employers) should have appropriate access through a website and interactive voice response functionality.
- Existing interfaces must be improved and new interfaces added to the upgraded APASI, especially in the area of non-custodial parent location.
- The upgraded APASI should provide accurate reports without the need for human intervention.
- Reports should have 'drill-down' audit trails, easily accessed by users
- *Ad hoc* reporting should be added

- Document generation utilized in the upgraded APASI should be more automated than is currently the case, easier for staff to use, and streamlined.
- The APASI database must be normalized to the maximum extent possible to make the system easier to maintain and modify as requirements change. In addition, a major data cleansing effort must be undertaken with the original legacy data as part of the transition to an upgraded APASI.
- The upgraded APASI must run on a server or servers operated by the Guam Office of the Attorney General.

## 2.3 TECHNICAL INFORMATION

### 2.3.1 System Environment

APASI presently operates on a SUN V440 utilizing the Solaris 9 operating system and tools. The SUN V440 does not host any other large application(s) in addition to APASI.

The APASI application is written using Natural. Batch modules are used for overnight processing, and there are 86 shell scripts. APASI is accessed by approximately 56 users in one central Hagåtña office. Online terminal access to APASI is accomplished using PC workstations connecting via Ethernet and a terminal emulation application. APASI is thin client.

Guam Office of the Attorney General, Child Support Enforcement Division is open to any technical platform that will support the operation of the Guam’s Child Support Enforcement Program.

### 2.3.2 System Interfaces

| Local Interfaces: |      |   |
|-------------------|------|---|
| Have              | Want | Agency  |
|                   | ✓    | Workers Compensation  |
|                   | ✓    | Title IV-A (TANF, Temporary Assistance for Needy Families - interface with Department of Public Health and Social Services (DPHSS)) |
|                   | ✓    | Title XIX (Medicaid - interface with DPHSS)   |
|                   | ✓    | Motor Vehicle Division  |
|                   | ✓    | Department of Revenue and Taxation  |
|                   | ✓    | Third Party Liability (Vitals and Food Stamp)   |
|                   | ✓    | Public Utility Company(s)   |
|                   | ✓    | Lottery(s)  |
|                   | ✓    | Government of Guam Retirement System  |
| ✓                 |      | State Directory of New Hires (this is built into APASI)   |

| Nationwide Interfaces: |      |   |
|------------------------|------|---|
| Have                   | Want | Agency  |
| ✓                      |      | Child Support Enforcement Network (CSENet)            |
|                        | ✓    | Experian, Trans Union, Equifax, Innovis               |
| ✓                      |      | Federal Case Registry (FCR)                           |
| ✓                      |      | Federal Offset Program (FOP)                          |
|                        | ✓    | Insurance Match Program                               |
|                        | ✓    | Intergovernmental Referral Guide (IRG)                |
| ✓                      |      | Multistate Financial Institution Data Match (MSFIDM)  |
| ✓                      |      | National Directory of New Hires (NDNH): New Hire (NH) |
| ✓*                     |      | National Interstate Case Reconciliation (ICR)         |
| ✓                      |      | Passport Denial Program                               |
|                        | ✓    | Query Interstate Cases for Kids (QUICK)               |

\* Partial—only outgoing, not incoming

### 2.3.3 System Support

APASI is currently maintained by a vendor, and utilizes a staff of six (five full time employees and one project manager), with two on-site and four remote for maintenance and operation. In addition, two computer analysts/programmers are employed directly by the CSED for LAN support and technical work.

## 2.4 STATISTICS

|          | Collections Distributed | Total Caseload | Current Assistance | Former Assistance | Never Assistance |
|----------|-------------------------|----------------|--------------------|-------------------|------------------|
| FFY 2006 | \$8,965,653             | 11,560         | 792                | 6,932             | 3,836            |
| FFY 2007 | \$9,416,252             | 10,650         | 686                | 6,264             | 3,700            |
| FFY 2008 | \$11,357,454            | 8,694          | 632                | 4,821             | 3,241            |
| FFY 2009 | \$12,409,308            | 8,070          | 619                | 4,260             | 3,191            |
| FFY 2010 | \$12,020,954            | 6,574          | 591                | 3,121             | 2,862            |

### 3 General Instructions

#### 3.1 NOTICE

This is not a solicitation for quotations, bids or proposals. No contract award will result from this Request for Information (RFI).

Although response is voluntary and the OAG can provide no reimbursement for vendor efforts in response to this RFI, any information and assistance provided by responding to this request will be greatly appreciated. Choosing not to respond will have no impact on future contract considerations with a vendor. Vendors who choose to respond should comply with all aspects of the RFI as thoroughly as possible.

All parties responding to this RFI will be notified when an RFP is issued.

#### 3.2 OFFICE OF THE ATTORNEY GENERAL CONTACT

The OAG contact for this RFI is: BARBARA P. CEPEDA, Deputy Attorney General. She may be contacted at:

Barbara P. Cepeda, IV-D Director  
Office of the Attorney General  
Child Support Enforcement Division  
287 West O'Brien Drive  
Hagåtña, Guam 96910

Telephone: (671) 475-3324 ext. 601  
Facsimile: (671) 475-3203  
eMail: [bpcepeda@quamcse.net](mailto:bpcepeda@quamcse.net)

#### 3.3 PRE-RESPONSE CONFERENCE

A pre-response conference shall be held on December 02, 2011 from 8:00 am. to 10:00 am Guam Local Time (GLT). All parties interested may attend by teleconference or in person (at their own expense). Parties interested in attending this conference are requested to contact Barbara P. Cepeda at the phone number or email address identified above no later than two business days prior to the date of the conference. The conference call number for the call will be provided to vendors upon request. Attendance at the pre-response conference is not a requirement to submit a response.

### 3.4 INQUIRIES

Questions relating to this RFI must be submitted in writing not later than 5:00 PM Guam Local Time on December 9, 2011, to the Office of the Attorney General Contact listed above.

The inquiry must contain:

- The name of the interested party's representative who is responsible for the inquiry;
- The representative's business telephone number and email address; and
- The company's name of the interested party.

Please note that the Office of the Attorney General (OAG) will post its responses to written inquiries received timely on the homepage of the CSED website: <http://www.guamcse.net/>.

### 3.5 RFI SCHEDULE

All times are Guam local.

| EVENT                         | DATE                               |
|-------------------------------|------------------------------------|
| RFI Released                  | November 22, 2011                  |
| Pre-Response Conference       | December 02 2011<br>8:00 AM (GLT)  |
| Questions Due                 | December 09, 2011<br>5:00 pm (GLT) |
| Responses to Questions Posted | December 16, 2011<br>5:00 pm (GLT) |
| Responses Due                 | December 23, 2011<br>5:00 pm (GLT) |

### 3.6 VENDOR DEMONSTRATIONS

Vendors interested in presenting a system demonstration for the OAG/CSED should contact the OAG Contact (see *Section 3.2 Office of Attorney General Contact*, above).

## 4 Instructions for Responding

### 4.1 RESPONSE FORMAT

Responses should be submitted in *one* of the following two formats:

- a mailed paper original, with a CD or thumb drive containing an exact copy of that original, in either Microsoft Word or Adobe Acrobat format. The electronic copy on the CD must be word-searchable.
- one (1) electronic copy via email, in either Microsoft Word or Adobe Acrobat format. The electronic copy must be word-searchable.

- Responses to this RFI are due by 5:00 PM Guam Local Time, December 23, 2011 to the OAG Contact listed above.

If you mail in your response, clearly mark "RFI Response to Project Management Consulting Services for Upgrade of 'APASI' Automated System" on the outside of the package.

#### *4.2 COST OF PREPARING A RESPONSE TO THIS RFI*

Costs of preparing a response are the sole responsibility of the respondent. The OAG will not provide reimbursement for such costs and shall not be liable for any response preparation costs.

#### *4.3 CONFIDENTIALITY OF RESPONSE*

Responses will be subject to Guam government and public disclosure. All information submitted including addresses, phone numbers, email addresses, and personally identifiable information contained within responses to this RFI will be public. Do not send proprietary, commercial, financial, business confidential, trade secret or personal information that should not be made public.

#### *4.4 RESPONSE CONTENT*

Responses should be prepared simply and economically, providing a straightforward, concise description of the requested information. Responses should not contain marketing information.

In order to ensure a uniform review process and to obtain the maximum degree of comparability, we request that proposals be organized and submitted in the following manner; format, order, and utilizing the same numbering scheme shown below. All required information must be included. Information concerning *at least one* of the two main topics must be included, but responders are invited to respond to both if they can do so from their own knowledge or experience:

- IAPD/Planning
- Automation Solutions

##### **4.4.1 Required Information**

###### **1 Title Page**

Include the name of the Offerors firm, address, telephone number, facsimile number, date, and the title and number of the RFI. Please also indicate the name and title of a contact person, email address, and address, telephone and facsimile numbers.

###### **2 Table of Contents**

Please include a table of contents showing headings and page numbers down to at least the third level.

###### **3 Executive Summary**

Please provide no more than two pages of narrative summary.

###### **4 Company Information**

Please provide a brief synopsis of:

- 4.1 The history of the vendor organization, its primary business, and the size of the firm
- 4.2 An outline of the company's experience in the following areas:
  - 4.2.1 Child support enforcement program and automated systems
  - 4.2.2 Management of large system planning and/or implementation projects
  - 4.2.3 Training technical and user staff

If responding to the IAPD/Planning portion of the RFI, please describe the company's experience with:

- 4.3 System requirements gathering and management
- 4.4 Implementation Advance Planning Document (IAPD) and Feasibility Study preparation as defined in the Federal Department of Health and Human Services (DHHS) Administration for Children and Families (ACF) and Centers for Medicare and Medicaid Services State Systems APD Guide, 45 CFR Parts 92 and 95, and other Federal publications and documents.
- 4.5 Cost Benefit Analyses as described in DHHS ACF Companion Guide 3: Cost/Benefit Analysis Illustrated For Child Support Enforcement Systems (as revised June 2004), and other Federal publications and documents

If responding to the Automation Solutions portion of the RFI, please describe the company's experience with:

- 4.6 Large mainframe and web system development (including interfaces)
- 4.7 The specific automated solution recommended to meet Guam's needs

#### **4.4.2 Project Information**

Please respond to either section 5 *IAPD/Planning*, section 6 *Automation Solutions*, or both, below.

### **5 IAPD/Planning**

Please explain the steps recommended to take Guam through the IAPD preparation process. In doing so, please address the following questions:

- 5.1 How long would the process last, from contract signing to submission of the IAPD to OCSE? Please provide a schedule of tasks.
- 5.2 What would be expected from CSED or other OAG staff and how many resources are anticipated to be needed during the process?
- 5.3 How many FTE will be devoted to the APASI Upgrade Project Planning Phase?
- 5.4 What would be the vendor cost for the entire planning process?

- 5.5 (optional) Based on the information provided in this RFI, please include suggestions for a technical solution that addresses Guam's situation. Please explain why this solution would best meet Guam's needs.

## 6 Automation Solutions

Based on your experience, please provide information concerning the technical solution best suited to Guam's circumstances and issues. In doing so, please address the following questions:

- 6.1 Of the following, what technical solution best met Guam's automation needs, and why? Please describe the approach in sufficient detail for evaluation:
1. Modification/correction of the existing system
  2. Migration of the current system from Mainframe to web and subsequent modification
  3. Transfer of an existing system (or portions of a system, such as financial management or case management) from another State—if suggesting this approach, please indicate the best candidate(s)
  4. Custom system development
  5. Integration of commercial off-the-shelf products into the existing system
  6. Hybrid approach
  7. An alternate approach
- 6.2 How long would the development process last, from contract signing to full implementation? Please provide a schedule of tasks.
- 6.3 What would be expected from CSED or other OAG staff and how many resources are expected to be needed during the process?
- 6.4 What would be the total cost for the entire development/implementation process? Please itemize to at least the level of:
- Guam Personnel cost
  - Guam Hardware cost (if necessary)
  - Other costs unique to the suggested approach (e.g., cost of COTS software)
  - Development/implementation vendor cost
- 6.6 What would be the best option for maintenance and operation of the finished solution? What would be the ongoing operating cost?

#### 4.5 *RESOURCE INFORMATION*

##### **Federal Automation Documentation**

Considerable information concerning the Federal guidelines for system automation, IAPD development, cost benefit analysis, CSE system certification and other automation topics can be found on the Official OCSE website: <http://www.acf.hhs.gov/programs/cse/stsys/cse.html>.

##### **Guam's CSE Program**

Information concerning the Office of the Attorney General of Guam's Child Support Enforcement Division can be found at: <http://www.guamcse.net/>.