

Appendix A

Sole Source Criteria for the Multistate Anti-Terrorism Information Exchange (MATRIX) Project

The period of time immediately following the terrorist attacks of September 11, 2001, was a very emotional and patriotic time for the American people. That feeling continues today, although at a less intense pace. The months after September 11 witnessed extraordinary actions by many Americans, such as retirees volunteering for homeland defense duties, military veterans re-enlisting, and private businesses unselfishly offering services to the government that would aid the war on terrorism. One such company, Seisint Corporation of Boca Raton, Florida, made an assessment of its products and resources to determine if their services could make a difference in the war on terrorism. They then visited with law enforcement officials at the state and federal levels for the purpose of gaining knowledge on how to best use their resources in this war.

Seisint is a data aggregator company, dealing primarily with private data from credit bureaus; local, county, and state regulatory agencies; and other sources of information about individuals. The company had developed tools that permitted detailed analysis of their data. Based on the knowledge acquired from working with the state and federal law enforcement agencies, Seisint decided to enhance its commercial analytical tools to develop a "terrorism quotient" based on knowledge gathered about the 19 hijackers that had been publicly identified (many of the 19 hijackers resided in Florida prior to September 11). To be successful with these efforts, however, Seisint realized they were missing important information about crimes and criminals that only law enforcement and criminal justice agencies possessed.

As a next step, Seisint Corporation officials asked law enforcement agencies to contribute select criminal history, driver license, vehicle registration, and incarceration records, including photographs, so they could test their "terrorism quotient" against such records. Developing this "quotient" required identifying a set of criteria that accurately singled out characteristics related to the perpetrators of September 11 and other terrorist events. These criteria were developed by means of a comprehensive review of the unique behavioral characteristics of the criminal perpetrators, as well as a painstaking determination of the significance of their behavior. This process ultimately provided a scoring mechanism which, when applied to the general criminal population, would yield other persons that may have similar motives. After a period of testing and refining, the company's "terrorism quotient" methodology was able to correctly identify five of the known hijackers in records provided by the state of Florida. Other successes soon followed when this process was applied to other criminal acts in Florida.

Florida law enforcement officials saw the significant value in this new data analysis process and started working with Seisint on a regular and routine basis. Official data records from several Florida governmental agencies were stored on-site at Seisint

Corporation facilities under the control of the Florida Department of Law Enforcement. These records were subjected to the unique analysis methods developed by Seisint on a request basis from Florida law enforcement officials.

Based on the successes they enjoyed from this new analytical capability, Florida officials, along with state law enforcement agency heads in 12 other states, submitted a grant application to the Bureau of Justice Assistance (BJA) to fund the extension of this service to the other 12 states. This request for sole source contract authority to the Seisint Corporation is a result of the award of that grant by BJA.

IIR is seeking approval to contract with Seisint Corporation for data integration services provided to the MATRIX participants. These services include assimilating records provided to the Florida Department of Law Enforcement from other Florida government agency databases and from similar government databases from the 12 other states. In addition, Seisint will provide its proprietary analytical product to the participants. Seisint is uniquely qualified to meet the data integration needs of the MATRIX project from both a technical delivery point of view and also from a business model standpoint. The unique qualifications that can only be acquired from Seisint are set forth below.

Technical Qualifications

1. The proven and tested capability to integrate public data sources and law enforcement sensitive data into a single searchable repository, including mapping data relationships between multiple sources, providing a common search interface, establishing consistent entity relationships within data, and creating quick effective update procedures while applying the "terrorism quotient" in all cases.
2. Quantifying law enforcement analytical requirements regarding information stored in a database to assist in identifying the potential of terrorism based on law enforcement defined criteria, while simultaneously addressing legal and regulatory requirements encompassing security and privacy needs.
3. Providing a user-friendly, effective interface that takes advantage of productivity-enhancing features such as point-and-click graphical interface; drag-and-drop data transfer between fields or queries; graphical display of data where appropriate, including integration of images for individuals and support for mapping locations; and support for Web browser interface.
4. Supporting the query of data to consolidate seemingly insignificant or unrelated bits of data into potential solution sets through innovative search algorithms contained in the "terrorism quotient"; a single query supports the capability to allow the use of non-traditional and minimal input criteria, such as a single letter of a vehicle tag, the height of a suspect, or an arrest

for a specific charge within a defined radius of a certain geographic location to provide scored query results based upon closest fit analysis of the query's input criteria across all databases.

5. Supporting the import and integration of multi-megabyte data sets into existing multi-terabyte data sets without negatively impacting system performance, allowing for scaling to multiple instances of this type of data import, and providing consistently rapid query results as data is increased in this manner.
6. Housing in its facilities a contingent of Florida Department of Law Enforcement security resources, personnel, and protocols to provide for necessary physical security required by the 13 participating states.

Business Model Qualifications

The overriding business model justifications for contracting with Seisint for these services are:

1. **Cost:** Seisint has already accomplished the research and developmental portion necessary to provide this capability without cost to any governmental entity. Further, its data processing model is one of scalable efficiency that minimizes cost for the long-term future.
2. **Time:** As in all terrorism investigation and prevention ventures, time is critically important. Seisint is currently operational, based on its test relationship with Florida law enforcement.
3. **Trust:** For any law enforcement agency to utilize the services of a private corporation in an operational matter requires great trust. A proven trusted relationship exists with Seisint to the extent that all 13 participating states have agreed to permit the corporation to analyze their data under the security of the Florida Department of Law Enforcement.