



DEPARTMENT OF ADMINISTRATIVE AND FINANCIAL SERVICES
OFFICE OF STATE PROCUREMENT SERVICES
STATE OF MAINE

PROCUREMENT JUSTIFICATION FORM (PJF)

This form must accompany all contract requests and sole source requisitions (RQS) over \$10,000 submitted to the Office of State Procurement Services.

INSTRUCTIONS: Please provide the requested information in the white spaces below. All responses (except signatures) must be typed; no hand-written forms will be accepted. See the guidance document posted with this form on the Procurement Services intranet site (Forms page) for additional instructions.

PART I: OVERVIEW

Department Office/Division/Program:		Public Safety-SBI	
Department Contract Administrator or Grant Coordinator:		Matt Ruel Iris Rogers	
(If applicable) Department Reference #:		N/A	
Agency Department Code:	16A	Advantage CT / RQS # :	20250724*145
Amount: (Contract/Amendment/Grant)	\$37,150.31		
CONTRACT	Proposed/Original Start Date:	7/1/2025	Proposed/Most Recent End Date: 6/30/2026
AMENDMENT	New Effective Date:		New End Date (if Applicable):
GRANT	Project Start Date:		Grant Start Date:
	Project End Date:		Grant End Date:
Vendor/Provider/Grantee Name, City, State:		Computer Projects of IL, Inc. Bolingbrook, IL VC1000017853	
Brief Description of Goods/Services/Grant:		OpenFox Messenger Licenses and Maintenance for METRO/NCIC Access	

PART II: JUSTIFICATION FOR VENDOR SELECTION

Check the box below for the justification(s) that applies to this request. (Check all that apply.)

<input type="checkbox"/>	A. Competitive Process	<input type="checkbox"/>	G. Grant
<input type="checkbox"/>	B. Amendment	<input type="checkbox"/>	H. State Statute/Agency Directed
<input checked="" type="checkbox"/>	C. Single Source/Unique Vendor	<input type="checkbox"/>	I. Federal Agency Directed
<input type="checkbox"/>	D. Proprietary/Copyright/Patents	<input type="checkbox"/>	J. Willing and Qualified
<input type="checkbox"/>	E. Emergency	<input type="checkbox"/>	K. Client Choice
<input type="checkbox"/>	F. Higher Education Cooperative Project	<input type="checkbox"/>	L. Other Authorization

Please respond to ALL of the questions in the following sections.

PART III: SUPPLEMENTAL INFORMATION

1. Provide a more detailed description and explain the need for the goods, services or grant to supplement the response in Part I.

The OpenFox system provides law enforcement agencies in the state of Maine with access to specific law enforcement information from other states and federal agencies. The ability to receive electronic transmissions of wants, warrants, criminal history, so on from State and Federal law enforcement entities is all completed via the OpenFox system. Each State needs to contract with a vendor for the proprietary software that allows this communication. We have had a contract with CPI for many years to provide this conduit. This system requires OpenFox licenses per "station" to utilize the system, and licenses are renewed each year based upon the number of active users. This PJF is justifying our renewal of these licenses for this contract year so that users can access the system that we are under contract with and currently paying for. No other vendor can provide the licenses which are proprietary and tied to our use of the OpenFox system. All law enforcement agencies in Maine purchase these same user licenses to access the system.

2. Provide a brief justification for the selected vendor to supplement the response in Part II. Reference the solicitation (RFP/RFA/RFP) number and the date of award notification, if applicable.

The only vendor who can provide these licenses is the vendor who holds the State message switch contract (CPI). Currently there also is a Waiver to Bid for this vendor that is still current. Similar to a car and its key, CPI is the car, and these licenses serve as the key to access and use the system. The key can't be purchased from someone else, nor can another vendor's key work with our system. There are a handful of other vendors who provide similar systems, but their systems and licenses don't work interchangeably. As we are approaching the end of our contracted relationship with this vendor, we will be exploring other vendor message switch options and will be going out to RFP for services.

3. Explain how the negotiated costs or rates are fair and reasonable; or how the funding was allocated to grantee.

These rates were agreed to in our contract negotiations and are reasonable.

4. Describe the plan for future competition for the goods or services.

As mentioned earlier, we are under contract with CPI for the message switch system. This CT 16A 20151130*1924 is a 10-year contract, of which we are in year 9. As the contract is approaching its end date, we plan to assess needs and prepare for RFP to ensure that Maine is still getting the best value.

PART IV: AMERICAN RESCUE PLAN ACT (ARPA) / MAINE JOBS & RECOVERY PLAN (MJRP)

Does this request utilize ARPA/MJRP funds?

☐ Yes, MJRP funds (023) – If Yes, please attach the approved Business Case(s).

☐ Yes, ARPA funds (025) – If Yes, please be aware of the requirements from awarding federal agencies.

☒ No – If No, proceed to Part V.

PART V: CONFLICTS OF INTEREST (COI); CONTRACT WITH THE STATE

Maine law contains Conflict of Interest statutes directed to State Departments, State Officers, and Employees Generally under MRS Title 5, §18 and §18-A, in harmony with MRS Title 17, §3104.

☒ The requesting department signatory understands and acknowledges Maine's Conflict of Interest statutes.

PART VI: APPROVALS

The signature below indicates approval of this procurement request.

Signature of requesting
Department's Commissioner
(or designee):

Derek A Gorneau

Typed Name:

Derek Gorneau, Assistant to the
Commissioner

Date: 08/01/25

PART VII: EMERGENCY – Required only if selecting E. Emergency Justification

The signature below indicates approval by the Commissioner or designee of this procurement request.

Signature of requesting
Department's Commissioner
(or designee):

Typed Name:

Date:

Signature of DAFS
Procurement Official:

DocuSigned by:
Joseph Zrioka
EA813178102243C...

Typed Name:

Joseph Zrioka, Director of IT Procurement

Date:

9/4/2025

State of Maine Waiver of Competitive Bidding Request Form (Formerly Sole Source Authorization Form)

Firm Instructions: Please provide the requested information in the white boxes below. This form is to precede all contract requests that are not the direct result of a competitive bid process.

Requesting Department's Contract Administrator:	J. Theriault	Office/Division/Program of Contract Administrator:	Public Safety – Maine State Police
Est. Contract Amount:	\$2,685,981.	Contract or RQS Number:	To be assigned
Proposed Start Date:	January 2016	Proposed End Date:	January 2026
Vendor/Provider Name, City, State	CPI – Computer Projects of Illinois, Inc. 475 Quadrangle Drive, Suite A, Bolingbrook, Ill 60440		
Short Description of Good or Service:	Application Support, Enhancements and Hosting Contract with CPI		
Please note, for transparency purposes, Waivers of Competitive Bidding will be publicly posted. Public postings are placed on the Division of Purchases' website for a period of seven consecutive calendar days.		To be completed by the Division of Purchases Posting dates on Division of Purchases' website: From: _____ To: _____	
Notice of Intent to Waive Competitive Bidding Number:		NOL#	
1. Statutory Justification State of Maine statute (5 M.R.S. §1825-B(2)) allows waivers of competitive bidding only for the specific reasons listed below. Please mark the appropriate box (X) next to the justification which applies to this specific request.			
<input type="checkbox"/>	A. The procurement of goods or services by the State for county commissioners pursuant to Title 30-A, section 124, involves the expenditure of \$2,500 or less, and the interests of the State would best be served;		
<input type="checkbox"/>	B. The Director of the Bureau of General Services is authorized by the Governor, or the Governor's designee, to make purchases without competitive bidding because, in the opinion of the Governor or the Governor's designee, an emergency exists that requires the immediate procurement of goods or services;		
<i>If citing the above justification for this Waiver of Competitive Bidding request, please have the requesting Department's Commissioner or Chief Executive (as the Governor's "designee") sign and date on the right.</i>		<i>By signing below, I signify as the Governor's designee there is an emergency that necessitates this non-competitive procurement.</i> Signature: Printed Name: _____ Date: _____	
<input checked="" type="checkbox"/>	C. After reasonable investigation by the Director of the Bureau of General Services, it appears that any required unit or item of supply, or brand of that unit or item, is procurable by the State from only one source;		
<input type="checkbox"/>	D. It appears to be in the best interest of the State to negotiate for the procurement of petroleum products;		
<input type="checkbox"/>	E. The purchase is part of a cooperative project between the State and the University of Maine System, the Maine Community College System, the Maine Maritime Academy, or a private, nonprofit, regionally accredited institution of higher education with a main campus in this State involving: (1) An activity assisting a state agency and enhancing the ability of the university system, community college system, Maine Maritime Academy, or a private, nonprofit, regionally accredited institution of higher education with a main campus in this State to fulfill its mission of teaching, research, and public service; (2) A sharing of project responsibilities and, when appropriate, costs; <i>If citing the above justification for this sole source request, please note that the specific approval of the Governor's Office is required, in accordance with Executive Order 26-FY 11/12, "An Order to Enhance Competitive Bidding". The approval must be documented on DAFS/BGS/Division of Purchases "GOVCOOP" form, found here: http://www.maine.gov/purchases/info/forms/govcoop.doc.</i>		
<input type="checkbox"/>	F. The procurement of goods or services involves expenditures of \$10,000 or less, in which case the Director of the Bureau of General Services may accept oral proposals or bids;		
<input type="checkbox"/>	G. The procurement of goods or services involves expenditures of \$10,000 or less, and procurement from a single source is the most economical, effective and appropriate means of fulfilling a demonstrated need.		
If a different authorization specifically allows for this non-competitive procurement, please provide that reference here:			

State of Maine Waiver of Competitive Bidding Request Form (Formerly Sole Source Authorization Form)

Please note that the following four points below (#2 through 5) all require a response.

2. Description of Specific Need

Please identify, and fully describe, the specific problem, requirement, or need the resulting non-competitive contract would address and which makes the goods or services necessary. Explain how the requesting Department determined that the goods or services are critical and/or essential to agency responsibilities or operations.

The purpose of this agreement is to put in place an umbrella contract for a period of 10 years to vendor host, operate and support the Metro System. The contract will assure Metro is compatible with law enforcement information exchange standards, operates on current supported technology platforms and that on-going enhancements may be implemented.

The Metro Open Fox proprietary application is a strategic Department of Public Safety Maine State Police application exchanging messages from Law Enforcement Agencies across Maine and nationally to various state and federal law enforcement agencies. It is the core hub electronic information exchange application for all State law enforcement organizations. Below are a few of the queries/messages that are people or property related.

• Boat Registration queries	• Stolen Boat queries
• Driver's License queries	• Stolen Vehicle queries
• Gun queries	• Vehicle Registration queries
• Stolen Article queries	• Wanted Person queries

Thirty states and several federal agencies have CPI (Computer Projects of Illinois) as their public safety message switch vendor. These agencies use the CPI OpenFox message switching application to exchange Law Enforcement information. All states and agencies use CPI to support, maintain and modify system functions.

Currently, the Metro System hardware and application are located in the State of Maine Public Safety-OIT Data Center. CPI holds the hardware maintenance contract, operating system support agreement and application support agreement. CPI remotely monitors the hardware and application performance. CPI may switch production systems (A to B) if a performance issue arises or application maintenance is required. The application operates on redundant hardware, at a single site, to limit downtime if hardware or software should fail.

The current support contract with CPI expires December 2016. The hardware is over its 5 year replacement cycle and needs to be replaced, so it is driving this contract to be renewed early. Without an agreement, Metro system support and updates would cease. Maine would have to design and purchase a new application.

There are 243 Law Enforcement Agencies in Maine using Metro. Of these 243 Agencies, there are 3032 devices configured for Metro use. The exact number of Users cannot be determined as many agencies have multiple Users share a device. Maine State Police has one Trooper assigned to each laptop. Most other Agencies assign a laptop to a vehicle or office and the equipment is shared.

The Data Center, the Vendor, and Hosting policies must comply with the FBI's CJIS Security standards. Services include application support (core application, desktop application, all software licenses (oracle), hardware, etc.)

There are a number of databases that interface to Metro.

- Maine Criminal Justice Data Broker
- Maine CHRI – Criminal History
- Maine BMV
- Maine Courts Protection Orders

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- Maine Warrants & Bail Conditions Database
 - NLETS – Federal -
 - NCIC – Federal - National Crime Information Center
- See attached Interface Diagram

In 2014, the Metro system processed approximately 111.4 million transactions. This breaks down to about 9.3 million transactions per month, over 305,000 per day, 12,720 per hour, 212 per minute, and 3.5 per second. This system is a 24 x 7 system for all the Law Enforcement agencies that use Metro. Law enforcement agencies outside of Maine also use Metro since it processes queries and responses for Maine based public safety core databases.

State of Maine Users of Metro include:

State Users-

- All Local Police Departments,
- Maine Sheriff's Departments
- Maine State Police
- Maine Warden Service
- Maine Drug Enforcement
- Marine Patrol
- Fire Marshal's Office
- Admin Office of the Courts
- Attorney General's Office
- Bureau of Motor Vehicles
- Corrections
- District Attorneys
- Maine Air National Guard
- Penobscot Nation PD
- Probation and Parole

Federal Users-

- Acadia National Park
- FBI Portland
- Border Patrol
- Federal Drug Enforcement
- Federal Fish and Wildlife
- Homeland Security
- Immigration and Customs
- Portsmouth Naval Shipyard
- Federal Probation and Parole
- Secret Service
- Togus VA PD

Benefits to initiating the proposed contract:

- Eliminate two Hardware refreshes and upgrade costs (existing Hardware is 7 years old)
- Eliminate State of Maine OIT hosting fees
- Locate application with company responsible for intervening if an issue arises
- Allow MSP, other state and local public safety units and OIT to focus on the replacement Records Management initiative (RFP 201407805) vs executing a RFP for Metro.
- Avoid potential statewide training issues across law enforcement entities due to application change, etc.
- Move to vendor/cloud hosting of application consistent with OIT strategic direction

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3. Availability of other Public Resources

Please explain how the requesting Department concluded that sufficient staffing, resources, or expertise is not available within the State of Maine's government, or other governmental entities (local, other state, or federal agencies) external to the requesting Department, which would be able to address the identified need more efficiently and effectively than the identified vendor.

The Metro application/switch has been vendor supplied and supported for over 30 years. The State of Maine does not have sufficient staff to build and host a new application to replace Metro. It would likely be at least a three year project, with a significant worker team from the Maine State Police and the Office of Information Technology, to replace Metro. OIT and MSP resources are assigned to other duties and are unavailable to perform this work.

4. Cost

Since a waiver of competitive bidding is being requested for this procurement, please explain how the requesting Department concluded the negotiated costs, fees, or rates are **fair and reasonable**.

As a proprietary system, there are no competitors to CPI for supporting and hosting this service. In order to replace CPI, Maine would need to replace the Metro system.

- The cost for another Vendor to recreate a Metro System would be millions of dollars. On-going support and operating costs for 10-years would be millions in addition to a large up-front cost.
- The cost of roll out to all Maine Law Enforcement and all Maine Dispatch Centers would be millions of dollars.

CPI has quoted a cost of \$200,000 per year for the first year with an annual increase of 5% per year. Both OIT and State Police participated in the cost negotiations to get the best price. The 5% increase funds application support cost increases and hardware replacement, which occurs at agreement initiation and again at year-5. The previous hardware refreshment, which occurred in December 2009, cost above \$140,000. In the move to Vendor Hosting, OIT hardware hosting costs will decline approximately \$5,000/year and eliminate 2 hardware refreshments in the 10 year period eliminating an expense to the State of Maine of over 280,000. CPI will also make available an un-configured spare server to be used in case of emergency failure of both primary systems (new service).

5. Future Competition

Please describe potential opportunities which may be available to foster competition for these goods or services in the future.

The DPS-State Police/MDEA/Fire Marshall, IF&W, DMR priority is focused on a 3-year project replacing its Record Management System (RMS) at this time. The RMS is running on a 2003 operating system with a failing application. DPS and OIT do not have the budget or resources to replace Metro and RMS at the same time. These systems would need to be replaced sequentially.

DPS does not anticipate using taxpayer dollars to replace this application for the foreseeable future, but in the event of poor vendor performance or a large change in the market, a budget request for a new application would be made. The cost of roll out to all Maine Law Enforcement and all Maine Dispatch Centers would be significant as well.

Please note that only one of the two points below ("Uniqueness" or "Timeframe") requires a response. Requesting Departments are not required to respond to both points.

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6. Uniqueness

Please explain if the goods or services required are unique to a specific vendor. Describe the unique qualifications, abilities, and/or expertise of the vendor and how those particular unique factors address the specific need identified above. If the vendor has unique equipment, facilities, or proprietary data, also explain the necessity of these particular unique assets.

Metro is a unique, proprietary application created by CPI. The Metro System hardware and application is maintained and updated by CPI. CPI is now certified by the FBI to provide Hosting Solutions to its customers. The natural progression is to have CPI provide the Hosting for Metro on site at CPI and also support the application at their location.

The Metro Solution software for Law Enforcement has been provided and supported by CPI since 1977. CPI created the Metro Application, built the Metro Switch and has supported its growth with enhancements.

The OpenFox Message Switching System represents the latest version of CPI's software and was one of the first successful open law enforcement systems of its kind. No other vendor is experienced with or supports the application. The Department of Public Safety has used CPI to make system changes for over 36 years with excellent results in terms of quality of delivery, reliability of the system, timeliness of projects and change value. There are no competitors for providing this maintenance service.

Maine would have to move to a new Application and Hardware in the event a competitive bid process resulted in an award to a new vendor. In order to replace CPI, Maine would need to replace the Metro system. Replacing a system this large would cost millions of dollars.

CPI has effectively and successfully maintained the system since its initiation, with a 99% uptime availability. CPI provides 24 x 7 system support and intervention services. CPI has always met MSP's functionality requirements and stayed within budget on all previous projects and project deliverables. The Metro application must be kept on current technology standards, and be adaptable to technology changes and with on-going enhancements.

In addition to the unique qualifications of the vendor and the application it has created, there is an additional time pressure to replace the hardware and move the application to a cloud hosting delivery model now. DPS would like to move the application to CPI in the beginning of calendar year 2016. The hardware is 1 year beyond its suggested replacement timeframe, (existing hardware is 7 years old). It is a mission critical application. The State of Maine OIT preference is for applications to go to Cloud Hosting as a first choice. There is not adequate time or funding to completely replace the application in a cloud hosting environment through a competitive process.

7. Timeframe

Please explain if time is of the essence and an emergency exists which requires the immediate procurement of goods or services. Describe the nature of this emergency, provide the date by which the goods or services must be delivered, and explain how that date was determined and its significance (i.e. Impact if delayed beyond this date). Also, provide information as to how it was determined this vendor is the best option to address this time-sensitive procurement.

**Signature of requesting
Department's Commissioner or
Chief Executive
(or designee within the
Commissioner's Office):**

Printed Name:

Date:

*By signing below, I signify that my Department requests, and I approve of, this
Waiver of Competitive Bidding.*

Janet Joyeux
Janet Joyeux
11/10/15

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		Printed Name: _____	Date: _____
<input checked="" type="checkbox"/>	C. After reasonable investigation by the Director of the Bureau of General Services, it appears that any required unit or item of supply, or brand of that unit or item, is procurable by the State from only one source;		
<input type="checkbox"/>	D. It appears to be in the best interest of the State to negotiate for the procurement of petroleum products;		
<input type="checkbox"/>	E. The purchase is part of a cooperative project between the State and the University of Maine System, the Maine Community College System, the Maine Maritime Academy, or a private, nonprofit, regionally accredited institution of higher education with a main campus in this State involving: (1) An activity assisting a state agency and enhancing the ability of the university system, community college system, Maine Maritime Academy, or a private, nonprofit, regionally accredited institution of higher education with a main campus in this State to fulfill its mission of teaching, research, and public service; (2) A sharing of project responsibilities and, when appropriate, costs;		
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- Attorney General's Office
- Bureau of Motor Vehicles
- Corrections
- District Attorneys
- Maine Air National Guard
- Penobscot Nation PD
- Probation and Parole

Federal Users-

- Acadia National Park
- FBI Portland
- Border Patrol
- Federal Drug Enforcement
- Federal Fish and Wildlife
- Homeland Security
- Immigration and Customs
- Portsmouth Naval Shipyard
- Federal Probation and Parole
- Secret Service
- Togus VA PD

Benefits to initiating the proposed contract:

- Eliminate two Hardware refreshes and upgrade costs (existing Hardware is 7 years old)
- Eliminate State of Maine OIT hosting fees
- Locate application with company responsible for intervening if an issue arises
- Allow MSP, other state and local public safety units and OIT to focus on the replacement Records Management initiative (RFP 201407805) vs executing a RFP for Metro.
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4. Cost

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As a proprietary system, there are no competitors to CPI for supporting and hosting this service. In order to replace CPI, Maine would need to replace the Metro system.

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5. Future Competition

Please describe potential opportunities which may be available to foster competition for these goods or services in the future.

The DPS-State Police/MDEA/Fire Marshall, IF&W, DMR priority is focused on a 3-year project replacing its Record Management System (RMS) at this time. The RMS is running on a 2003 operating system with a failing application. DPS and OIT do not have the budget or resources to replace Metro and RMS at the same time. These systems would need to be replaced sequentially.

DPS does not anticipate using taxpayer dollars to replace this application for the foreseeable future, but in the event of poor vendor performance or a large change in the market, a budget request for a new application would be made. The cost of roll out to all Maine Law Enforcement and all Maine Dispatch Centers would be significant as well.

Please note that only one of the two points below ("Uniqueness" or "Timeframe") requires a response. Requesting Departments are not required to respond to both points.

State of Maine Waiver of Competitive Bidding Request Form (Formerly Sole Source Authorization Form)

6. Uniqueness

Please explain if the goods or services required are unique to a specific vendor. Describe the unique qualifications, abilities, and/or expertise of the vendor and how those particular unique factors address the specific need identified above. If the vendor has unique equipment, facilities, or proprietary data, also explain the necessity of these particular unique assets.

Metro is a unique, proprietary application created by CPI. The Metro System hardware and application is maintained and updated by CPI. CPI is now certified by the FBI to provide Hosting Solutions to its customers. The natural progression is to have CPI provide the Hosting for Metro on site at CPI and also support the application at their location.

The Metro Solution software for Law Enforcement has been provided and supported by CPI since 1977. CPI created the Metro Application, built the Metro Switch and has supported its growth with enhancements.

The OpenFox Message Switching System represents the latest version of CPI's software and was one of the first successful open law enforcement systems of its kind. No other vendor is experienced with or supports the application. The Department of Public Safety has used CPI to make system changes for over 36 years with excellent results in terms of quality of delivery, reliability of the system, timeliness of projects and change value. There are no competitors for providing this maintenance service.

Maine would have to move to a new Application and Hardware in the event a competitive bid process resulted in an award to a new vendor. In order to replace CPI, Maine would need to replace the Metro system. Replacing a system this large would cost millions of dollars.

CPI has effectively and successfully maintained the system since its initiation, with a 99% uptime availability. CPI provides 24 x 7 system support and intervention services. CPI has always met MSP's functionality requirements and stayed within budget on all previous projects and project deliverables. The Metro application must be kept on current technology standards, and be adaptable to technology changes and with on-going enhancements.

In addition to the unique qualifications of the vendor and the application it has created, there is an additional time pressure to replace the hardware and move the application to a cloud hosting delivery model now. DPS would like to move the application to CPI in the beginning of calendar year 2016. The hardware is 1 year beyond its suggested replacement timeframe, (existing hardware is 7 years old). It is a mission critical application. The State of Maine OIT preference is for applications to go to Cloud Hosting as a first choice. There is not adequate time or funding to completely replace the application in a cloud hosting environment through a competitive process.

7. Timeframe

Please explain if time is of the essence and an emergency exists which requires the immediate procurement of goods or services. Describe the nature of this emergency, provide the date by which the goods or services must be delivered, and explain how that date was determined and its significance (i.e. impact if delayed beyond this date). Also, provide information as to how it was determined this vendor is the best option to address this time-sensitive procurement.

**Signature of requesting
Department's Commissioner or
Chief Executive
(or designee within the
Commissioner's Office):**

Printed Name:

Date:

By signing below, I signify that my Department requests, and I approve of, this Waiver of Competitive Bidding.

Janet Joyeux
Janet Joyeux
11/10/15






PJF Computer_Projects_of_II._Inc. INV 2507207M \$37,150.31pdf

Final Audit Report

2025-08-01

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By:	Iris Rogers (iris.rogers@maine.gov)
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