

Schedule 13

Department of Human Services

Funding Request for The FY 2019-20 Budget Cycle

Request Title

R-13 Colorado Trails Maintenance

Dept. Approval By: Melissa Wavellet

Supplemental FY 2018-19

OSPB Approval By: [Signature]

Budget Amendment FY 2019-20

X

Change Request FY 2019-20

Summary Information	Fund	FY 2018-19		FY 2019-20		FY 2020-21
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
	Total	\$4,970,392	\$0	\$4,970,392	\$2,452,920	\$2,452,920
	FTE	0.0	0.0	0.0	0.0	0.0
Total of All Line Items Impacted by Change Request	GF	\$2,683,461	\$0	\$2,683,461	\$1,103,814	\$1,103,814
	CF	\$0	\$0	\$0	\$0	\$0
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$2,286,931	\$0	\$2,286,931	\$1,349,106	\$1,349,106

Line Item Information	Fund	FY 2018-19		FY 2019-20		FY 2020-21
		Initial Appropriation	Supplemental Request	Base Request	Change Request	Continuation
	Total	\$4,970,392	\$0	\$4,970,392	\$2,452,920	\$2,452,920
	FTE	0.0	0.0	0.0	0.0	0.0
02. Office of Information Technology Services, (A) Information Technology, (1) Information Technology - Colorado Trails	GF	\$2,683,461	\$0	\$2,683,461	\$1,103,814	\$1,103,814
	CF	\$0	\$0	\$0	\$0	\$0
	RF	\$0	\$0	\$0	\$0	\$0
	FF	\$2,286,931	\$0	\$2,286,931	\$1,349,106	\$1,349,106

Auxiliary Data

Requires Legislation? NO

Type of Request? Department of Human Services Prioritized Request Interagency Approval or Related Schedule 13s: Requires OIT Approval

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Cost and FTE

- In FY 2019-20 and FY 2020-21, the Department requests \$2,452,920 total funds, including \$1,103,814 General Fund and \$1,349,106 federal funds. In FY 2021-22, the Department requests \$2,143,000 total funds consisting of \$964,350 General Fund and \$1,178,650 federal funds. In FY 2022-23 and on-going, the Department requests \$1,833,080 total funds consisting of \$824,886 General Fund and \$1,008,194 federal funds. These funds are for contracting developers, business analysts, data base administrators and service desk support to operate and maintain Trails.
- Federal funding sources include Title IV-E, Title XX, and TANF.
- This request represents a 49% increase over the FY 2018-19 appropriation.

Current Program

- The Division of Child Welfare (DCW) provides technical assistance, oversight, and monitoring of counties and service providers in order to ensure children are protected from harm.
- Trails is Colorado's statewide child welfare case management system and is used by the State, counties, and other state agencies to meet the needs of children who must be placed, or are at risk of placement outside of their homes for reasons of protection or community safety.

Problem or Opportunity

- Colorado Trails has not had an operations and maintenance increase in over nine years despite rising technology costs.
- DCW has used vacancy savings and capital development funds to pay for OIT to contract services. These are not sustainable resources of funding and will cause the child welfare system to be without an interface developer, mobile developer and data base administrator for the development, training and reporting servers if new funding is not obtained.
- Trails desk support is needed to address the volume increase in system access and support requests.
- State and federal regulations need to be implemented in Trails.
- Transitioning the business rules into a rules based engine module will allow Trails to be more flexible and less costly to upgrade with new technology and interface with other systems.

Consequences of Problem

- Colorado is at risk of losing the 50% federal Title IV-E match on all eligible Trails maintenance and operating expenditures if we continue to be in non-compliance with State and Federal statutes.

Proposed Solution

- The Department requests funds over the next three years and beyond to pay for contracting developers, business analysts, data base administrators and service desk support to operate and maintain Trails.

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COLORADO

Department of Human Services

John W. Hickenlooper
Governor

Reggie Bicha
Executive Director

FY 2019-20 Funding Request | November 1, 2018

Department Priority: R-13
Request Detail: Colorado Trails Maintenance

Summary of Incremental Funding Change for FY 2019-20	Total Funds	FTE	General Fund	Federal Funds
Colorado Trails	\$2,452,920	0.0	\$1,103,814	\$1,349,106
Summary of Incremental Funding Change for FY 2020-21	Total Funds	FTE	General Fund	Federal Fund
Colorado Trails	\$2,452,920	0.0	\$1,103,814	\$1,349,106
Summary of Incremental Funding Change for FY 2021-22	Total Funds	FTE	General Fund	Federal Fund
Colorado Trails	\$2,143,000	0.0	\$964,350	\$1,178,650
Summary of Incremental Funding Change for FY 2022-23 and beyond	Total Funds	FTE	General Fund	Federal Fund
Colorado Trails	\$1,833,080	0.0	\$824,886	\$1,008,194

Problem or Opportunity:

Trails is Colorado's Child Welfare automated case management system and is used by Child Welfare, Youth Corrections, Early Childhood, Administrative Review, the Office of Child Protection Ombudsman, certain contracted providers and sixty-four county Departments of Human and Social Services. An independent analysis of Trails in FY 2013-14 resulted in a recommendation to modernize the Trails system through technology upgrades. Trails is scheduled to complete this upgrade in FY 2018-19.

While the technology of Trails is getting upgraded, much work still needs to be done in the child welfare system to be in compliance with federal and state statute. Administration of Children and Families (ACF)

did a virtual system review in April 9, 2018 and was happy with the overall performance and improvements made through the \$24 million Trails upgrade, but recommended increased security and data quality improvements in accordance with the Comprehensive Child Welfare Information System (CCWIS) regulations. An example given to Colorado is social security numbers and data in file transfers are not being encrypted.

The Department acknowledges ACF's review findings and requests funds to hire the needed developers, business analysts, data administrators and desk support to address the following issues in Trails:

- Trails has not been updated to comply with the federal regulations and requirements in the Child Abuse Prevention and Treatment Act issued in August 26, 2016.
- Trails has not been updated to comply with the federal regulations and requirements in Every Student Succeeds Act (ESSA) signed December 10, 2015.
- Judicial interface required updating due to new encryption requirements. Interface has been down and non-operational since January 2017.
- Although OIT has been working to update Trails for the Colorado Expungement law, the update has not been completed and not all juvenile delinquent records have been expunged as required by law.
- County and State employees are waiting in excess of six to eight weeks to receive the Trails access they need to perform their job duties.
- ACF performed Colorado's Child and Family Services Review (CFSR) in September 2017. One of the findings in the report noted that Colorado's case management system needs improvement and is not in conformity with the systemic factor of a statewide information system. ACF acknowledges the technology upgrade being made through the Trails Modernization project. However, during the CFSR, ACF interviewed caseworkers and families and came to the conclusion that Trails is not meeting the needs of system users. In the last year, ticket and change orders have escalated. Over 1,000 ticket and change orders are currently outstanding and the number continues to grow.

Trails has not had an operations and maintenance increase in over nine years. Technology costs have gone up and OIT has been cutting services to stay within budget. While services are getting cut, Trails is supporting over 6,000 users, training environments have grown from one metro site to four regional sites, and data base size has grown from the equivalent of 12 servers to 94 serves with storage quadrupling. The rate of return and benefit of investing \$24 million in upgrading the technology of Trails and \$21 million on an annual basis for additional county child welfare staff is diminished if Trails users cannot get access and technical support in a timely manner to perform their jobs.

In 2009, Colorado Trails was appropriated \$9,252,736. In 2010, Colorado Trails was funded \$4,952,399. In FY 2017-18, Trails was appropriated \$4,970,392 with an additional \$3,000,000 appropriated through payments to OIT known as common policy, resulting in a reduction of funding of \$1,282,344 since 2009.

Without additional resources, OIT is limited on what they can do to improve Trails and response time to its users.

To help meet deliverables over the last couple of years, the Department's Division of Child Welfare has used vacancy savings and capital development funds to pay for OIT to contract services. These are not sustainable resources of funding and will cause the child welfare system to be without an interface developer, mobile developer and data base administrator for the development, training and reporting servers if new funding is not obtained.

Proposed Solution:

In FY 2019-20 and FY 2020-21, the Department requests \$2,452,920 total funds, including \$1,103,814 General Fund and \$1,349,106 federal funds. In FY 2021-22, the Department requests \$2,143,000 total funds consisting of \$964,350 General Fund and \$1,178,650 federal funds. In FY 2022-23 and on-going, the Department requests \$1,833,080 total funds consisting of \$824,886 General Fund and \$1,008,194 federal funds. These funds are for contracting developers, business analysts, data base administrators and service desk support to operate and maintain Trails. Funds will be used to increase Trails support by increasing the Colorado Trails line item so that OIT can contract for much needed services to meet deliverables in a timely manner, through a Statement of Works between the Department and OIT. Anticipated use of funds will be to contract for:

- Two Interface Developers to help keep Colorado in compliance with federal and state regulations including, but not limited to, Comprehensive Child Welfare Information System (CCWIS) which allows Colorado to receive a 50% federal match on eligible expenditures;
- One Developer and one Budget Analyst for three years to transition business rules from coded language into a global business engine to reduce costly redundant coding caused by system upgrades and changes in technology. This needed infrastructure change in Trails should take three years and will end June 30, 2022.
- One Developer and one Budget Analyst for two years to work with county users, stakeholders, Subject Matter Experts, and Colorado Department of Human Services leadership to build the needed features in Trails to implement the Family First Prevention Services Act of 2018 (FFPSA). FFPSA is the largest federal reform for Child welfare in thirty years. The extra workload required in Trails to implement this federal legislation is limited to two years and will end June 30, 2021.
- One Mobile Developer to maintain the new web based mobile technology scheduled to be fully operational in FY 2018-19;
- One Data Base Administrator to oversee the training, reporting, and development servers;
- Two Help Desk Service Support workers to respond to county tickets and give access to county case workers in a timely manner;
- One Trails Manager for oversight;
- Increased licenses costs; and
- Increase in five year CenturyLink contract signed by OIT.

Anticipated Outcomes:

The additional moneys will:

- Implement federal and state mandated requirements in Trails;
- Allow Colorado to address and correct the system improvements outlined in the CFSR;
- Provide on-going technical support to county users for the new web based and mobility technology being introduced in the Trails Modernization project;
- Build the needed infrastructure change to reduce costly redundant coding caused by system upgrades and technology changes;
- Stay in compliance with CCWIS and allow Colorado to continue to partner with ACF and receive a 50% federal reimbursement on all eligible Trails operational and maintenance expenditures.
- Implement the security changes recommended by ACF in the system review on April 9, 2018.

Assumptions and Calculations:

In FY 2017-18, ACF approved the new Trails Modernization system to receive the CCWIS 50% federal reimbursement on eligible operational and maintenance expenses. All CCWIS operational and maintenance costs are allocated under the federal approved cost allocation plan. As such, the current funding mix is as follows:

- 45% General Fund,
- 35% Title IV-E Funds,
- 13% TANF Funds,
- 7% Title. XX Funds

The budgets in Table 1 and Table 2 were developed for FY 2019-20.

Table 1: Budget for OIT Staffing Currently Funded to Support Trails

Positions/Services	Fully Loaded Hourly Rate	# Staff	Hours per Fiscal Year	Total Hours	Total Costs	Comments
Business Analyst	\$56	3	2080	6240	\$349,440.00	Currently Funded
Lead Developer	\$93	1	2080	2080	\$193,440.00	Currently Funded
Developers - .net	\$93	6	2080	12480	\$1,160,640.00	Currently Funded
Reports Developers	\$93	3	2080	6240	\$580,320.00	Currently Funded
Test Analyst / Tester	\$88	3	2080	6240	\$549,120.00	Currently Funded
Trainer	\$88	2	2080	4160	\$366,080.00	Currently Funded
Application Support Staff	\$50	3	2080	6240	\$312,000.00	Currently Funded
Trails Manager	\$93	1	2080	520	\$48,360.00	.25 FTE Currently Funded
OIT Infrastructure Costs					\$2,857,530.00	Currently Funded
Hardware Purchases					\$1,482,098.00	HP Computers for county caseworkers
Supplies and Admin costs					\$71,364.00	Currently Funded
Total		22		44200	\$7,970,392.00	

Note: All position rates were provided by OIT.

Table 2 Request to Fund Additional Contract Staff to Support Trails

Positions/Services	Fully Loaded Hourly Rate	# Staff	Hours per Fiscal Year	Total Hours	FY 2019-20 and FY 2020-21 Total Costs	Comments
Interface Developer	\$93.00	2	2080	4160	\$386,880.00	NEW POSITIONS, one developer funded in FY 2017-18 with DCW vacancy savings, support SANCA and other mandated system interfaces to reduce redundancy work between systems that serve the same clients.
Mobile Developer	\$93.00	1	2080	2080	\$193,440.00	NEW POSITION, support users with new mobile capabilities provided by the Trails Modernization upgrade.
Server Administrator (DBA)	\$109.00	1	2080	2080	\$226,720.00	NEW POSITION, Funded in FY 2017-18 with DCW vacancy savings
Trails Manager	\$93.00	1	2080	1560	\$145,080.00	Requesting a full time Trails Manager
Desk Service Support	\$50.00	2	2080	4160	\$208,000.00	NEW POSITIONS to address increase in county technical support calls
OIT Infrastructure Costs					\$472,960.00	CenturyLink Contract, 5 yr Contract signed by OIT in 2017 (Increase in contracted services)
Software Licenses					\$200,000.00	Original licenses funded from Capital Development funds and DCW vacancy savings
.net Developer	\$93.00	1	2080	2080	\$193,440.00	NEW POSITION NEEDED FOR TWO YEARS, implement FFPSA
.net Developer	\$93.00	1	2080	2080	\$193,440.00	NEW POSITION NEEDED FOR THREE YEARS, Transition business rules into rules based engine module.
Budget Analyst	\$56.00	1	2080	2080	\$116,480.00	NEW POSITION NEEDED FOR TWO YEARS, implement FFPSA
Budget Analyst	\$56.00	1	2080	2080	\$116,480.00	NEW POSITION NEEDED FOR THREE YEARS, Transition business rules into rules based engine module.
Total		11		22360	\$2,452,920.00	

Table 2 Request to Fund Additional Contract Staff to Support Trails (cont.)

Positions/Services	Fully Loaded Hourly Rate	# Staff	Hours per Fiscal Year	Total Hours	FY 2021-22 Total Costs	Comments
Interface Developer	\$93.00	2	2080	4160	\$386,880.00	NEW POSITIONS, one developer funded in FY 2017-18 with DCW vacancy savings, support SANCA and other mandated system interfaces to reduce redundancy work between systems that serve the same clients.
Mobile Developer	\$93.00	1	2080	2080	\$193,440.00	NEW POSITION, support users with new mobile capabilities provided by the Trails Modernization upgrade.
Server Administrator (DBA)	\$109.00	1	2080	2080	\$226,720.00	NEW POSITION, Funded in FY 2017-18 with DCW vacancy savings
Trails Manager	\$93.00	1	2080	1560	\$145,080.00	Requesting a full time Trails Manager
Desk Service Support	\$50.00	2	2080	4160	\$208,000.00	NEW POSITIONS to address increase in county technical support calls
OIT Infrastructure Costs					\$472,960.00	CenturyLink Contract, 5 yr Contract signed by OIT in 2017 (Increase in contracted services)
Software Licenses					\$200,000.00	Original licenses funded from Capital Development funds and DCW vacancy savings
.net Developer	\$93.00	1	2080	2080	\$193,440.00	NEW POSITION NEEDED FOR THREE YEARS, Transition business rules into rules based engine module.
Budget Analyst	\$56.00	1	2080	2080	\$116,480.00	NEW POSITION NEEDED FOR THREE YEARS, Transition business rules into rules based engine module.
Total		9		18200	\$2,143,000.00	
Positions/Services	Fully Loaded Hourly Rate	# Staff	Hours per Fiscal Year	Total Hours	FY 2022-23 and ongoing Total Costs	Comments
Interface Developer	\$93.00	2	2080	4160	\$386,880.00	NEW POSITIONS, one developer funded in FY 2017-18 with DCW vacancy savings, support SANCA and other mandated system interfaces to reduce redundancy work between systems that serve the same clients.
Mobile Developer	\$93.00	1	2080	2080	\$193,440.00	NEW POSITION, support users with new mobile capabilities provided by the Trails Modernization upgrade.
Server Administrator (DBA)	\$109.00	1	2080	2080	\$226,720.00	NEW POSITION, Funded in FY 2017-18 with DCW vacancy savings
Trails Manager	\$93.00	1	2080	1560	\$145,080.00	Requesting a full time Trails Manager
Desk Service Support	\$50.00	2	2080	4160	\$208,000.00	NEW POSITIONS to address increase in county technical support calls
OIT Infrastructure Costs					\$472,960.00	CenturyLink Contract, 5 yr Contract signed by OIT in 2017 (Increase in contracted services)
Software Licenses					\$200,000.00	Original licenses funded from Capital Development funds and DCW vacancy savings
Total		7		14040	\$1,833,080.00	

Note: All position rates were provided by OIT.

Based on the budget in Table 2, the Department requests the following funds to contract needed services to operate and maintain Trails:

- Increase the Colorado Trails line item by \$2,452,920 in FY 2019-20 to allow OIT to contract the needed expertise to implement the needed changes in Trails and allow OIT provide technical support to Trail users so that they can better serve Colorado's children and families and allow the Department to successfully address the CFSR system findings and ACF security recommendations.

The requested funds will be over the next three years and beyond:

- In FY 2019-20 and FY 2020-21, the Department requests \$2,452,920 total funds. \$1,103,814 General Fund and \$1,349,106 federal funds. Federal funds consist of \$858,522 Title IV-E, \$318,880 TANF and \$171,704 Title XX.
- In FY 2021-22, the Department requests \$2,143,000 total funds, \$964,350 General Fund and \$1,178,650 federal funds. Federal funds consist of \$750,050 Title IV-E, \$278,590 TANF and \$150,010 Title XX.
- In FY 2022-23 and on-going, the Department requests \$1,833,080 total funds consisting of \$824,886 General Fund and \$1,008,194 federal funds. Federal funds consist of \$641,578 Title IV-E, \$238,300 TANF and \$128,316 Title XX.

Table 3 illustrates the Long Bill appropriation and requested funding for FY 2019-20 and beyond.

Table 3: Long Bill Appropriation and Requested Funding for FY 2019-20 Through FY 2022-23					
Line Item: Colorado Trails	Total Funds	General Fund	Federal Funds	FTE	Notes
FY 2018-19 Appropriation (HB 18-1322)	\$4,970,392	\$2,683,461	\$2,286,931	0.0	FY 2018-19 Appropriation Amount
Requested Funding (or Spending Authority)	\$2,452,920	\$1,103,814	\$1,349,106	0.0	Amount Requested for FY 2019-20
FY 2019-20 Total Requested Appropriation	\$7,423,312	\$3,787,275	\$3,636,037	0.0	
FY 2020-21 Annualization of Prior Year Funding	\$0	\$0	\$0	0.0	Annualization (FY 2020-21 Request Minus FY 2019-20 Request Amount)
FY 2020-21 Total Requested Appropriation	\$7,423,312	\$3,787,275	\$3,636,037	0.0	
Requested Funding (or Spending Authority)	(\$309,920)	(\$139,464)	(\$170,456)	0.0	
FY 2021-2022 Total Requested Appropriation	\$7,113,392	\$3,647,811	\$3,465,581	0.0	
Requested Funding (or Spending Authority)	(\$309,920)	(\$139,464)	(\$170,456)	0.0	
FY 2022-2023 Total Requested Appropriation	\$6,803,472	\$3,508,347	\$3,295,125	0.0	