For Today

- Overview of Trails Modernization
- Emergency Overview
- Financial Ask
- Q & A
- County Impacts & Final Thoughts
Trails Modernization

What does “modernization” look like?

Legacy Trails

Modernization includes making the Trails application available via desktop and mobile web browsers to replace the legacy desktop application, as well as adding new functionality.

Features are “modernized” incrementally over the course of multiple releases rather than in a “big bang” approach.

The Trails Mod project has taken an “in place” technical approach where the Trails Mod and legacy applications share the same underlying database.

Modernized Trails

Current Approach to Modernization

Risk Assessment – Referral: A314785 – Smith
Trails Modernization Views

• Assessments, Forms and ARD (Administrative Review Division) panel shows all information at high level for case.
• In Legacy, a worker would have to navigate through multiple windows to review each item individually.
Scope of Work: Trails Development Landscape

Development work by OIT partnering with CGI going forward

Development work by CGI

Retrofits
- Reports
- Interfaces
- Conversions
- Queues

Interfaces
11 External Systems
- AFCARS
- NYTD
- NDACAN
- ICON/SANCA
- ACSES
- CBMS
- CCCLS
- CFMS
- CHATS
- SIDMOD

Managed by OIT

Application

Legacy Modernized

~87

Mobile Compatibility

FFPSA New Scope

September 10, 2019: Trails Modernization
Today’s Emergency

We are requesting emergency supplemental funding to address unforeseen programmatic changes that were defined in June/July 2019

Project turned to Red status in December 2018 resulting in a 18 month delay with new funding needs.

Traditional escalation practices did not trigger or gain OIT / CDHS executive attention in sufficient time to correct and repair when Scope, Schedule and Budget statuses were elevated from Yellow (Aug 2018) to Red (Dec 2018). Current leadership learned of red status in March 2019 and quickly sought to address issues by understanding the root causes (May - June 2019).

We engaged in a 3 month “rebaseline” period to correct key points of failure (June - Aug 2019).
The Perfect Storm - An Emergency Developed

- Requirements for Trails not defined until after General Assembly was out of session (May 2019)
- Additional FFPSA scope became an unforeseen burden on OIT resources
- Loss of critical OIT members to the development / data integration work and ticket service resolution that resulted in delays with an inability to backfill key talent
- Unanticipated scope challenges identified
- Lack of clear governance structure to escalate issues
- No clear “Product Owner” to drive product forward with business users and take accountability
- Traditional escalation practices did not trigger or gain OIT / CDHS executive attention in sufficient time to correct
Slalom: Our 3\textsuperscript{rd} Party Rebaseline Partner

We engaged Slalom to complete a program assessment in May 2019*

In July 2019, we asked Slalom to support implementation in our key root cause areas:

- Revised governance structure
- CDHS & OIT RACI matrix
- Agile training to new Product Owner
- Development of Implementation Lead role

*CDS was an unknown commodity/option at this time
Implemented Changes

These improvements will enhance leadership oversight, appropriate escalation protocols, provide new technical resources and confidence in timeline/scope.

- Defined requirements
- Updated scope and schedule

**FFPSA Scope**
- Agile methodology implemented across all teams
- Agile structure gives us confidence in timeline and resource requirements

**Technical Debt**
- CGI development resources engaged
- CGI support for post-release bug fixes
- Improved processes for staffing needs
- Membership into Program Steering group

**Governance & Escalation**
- New governance structure
- New Product Owner
- Revised escalation path
New Governance & Escalation Paths

New structures were implemented and roles/responsibilities were redefined for all parties from executives to county users.

Program Steering Committee
Chair: Lorendia Schmidt

Executive Committee
Chair: Minna Castillo-Cohen
Vice-Chair: Rita DeFrange

End User Advisory Committee*

Colorado Trails User Group

*Not final; we are working with state partners and CHSDA to revise an existing group to allow for more defined user input.
Financial Ask

- The emergency capital is $9.8M and the emergency O&M ask is $1.6M (total of $11.5M) which includes financial support to complete Trails Mod, as well as program (CDHS) staff to support the implementation of FFPSA.

- Federal funds are committed by federal partners (Administration for Children & Families - ACF) to cover approximately 40% of the $11.5M.
# Financial Ask

<table>
<thead>
<tr>
<th>Type of Request</th>
<th>General Funds</th>
<th>Federal Funds</th>
<th>Total</th>
<th>Purpose</th>
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</thead>
<tbody>
<tr>
<td>Capital FY19-20</td>
<td>$5,897,540</td>
<td>$3,931,693</td>
<td>$9,829,233</td>
<td>Releases 5 - 8 plus 6 months of post deployment support</td>
</tr>
<tr>
<td>O&amp;M FY19-20</td>
<td>$1,332,590</td>
<td>$360,229</td>
<td>$1,692,819</td>
<td>Ongoing FFPSA Program staff &amp; support Trails maintenance</td>
</tr>
<tr>
<td><strong>Total Emergency Supplemental</strong></td>
<td><strong>$7,018,330</strong></td>
<td><strong>$4,291,923</strong></td>
<td><strong>$11,522,052</strong>*</td>
<td>Completion of Trails Modernization &amp; Implementation of FFPSA</td>
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</tbody>
</table>

**Anticipated O&M FY20-21**

- **TBD**
- **TBD**
- **TBD**

80% of request will likely be for ongoing FFPSA program staff with 20% likely to be for support of Trails maintenance

*Federal funds are committed by federal partners (Administration for Children & Families - ACF) to cover approximately 40% of the $11.5M. Therefore, ~ $6.9M will be required by the Legislature.*
Proposed New Implementation Roadmap

When & Where is Trails Modernization going?

R1-4 Complete
- Staff / Organization / System Administration
- Assessment (Human Trafficking) (included additional Staff / Organization
- Public Providers – Staff / Organization
- IRACCF (all sub-projects) release

R5 Resource Prerequisite for FFPSA Part 1 of 2
- Provider
- Incidents
- Referrals (Institutional Abuse or Neglect)
- Stage II Follow-Up
- Alerts/Notifications
- Reports
- Queues

R6 FFPSA Part 1 of 2
- Candidacy determination
- Qualified Residential Treatment Program (QRTP)
- Evidence-Based Services
- Prevention Plans

R7 DYS Dept. of Youth Services
- All DYS features & functionality must be deployed together because of interdependencies that revolve around Case data. DYS users are on ONE system post release.

R8 All Other DCW Development Includes FFPSA Part 2 of 2
- Users use only ONE system after this release.
- Assessment
- Case
- Fiscal
- Prevention Services
Financial Timeline

- **Emergency Identified**
- **Slalom Completed Program Assessment**
- **FFPSA Requirements Scoped**
- **Rebaseline / Actions Implemented**
- **Timeline & Emergency Capital Needs Finalized**
- **2019 Budget Approved**
- **Letter Shared to JBC & JTC**

**Key Decision**
- JBC Decision
- JTC Presentation

**Key Milestone**
- Today
JTC Q & A

Q: This budget request states that the Department received $2.4 million in FY 2019-20 and that approximately $400,000 was redirected towards operating costs associated with Trails Modernization efforts. What is the status of the other $2 million of funds, and can these funds be redirected toward the purposes outlined in the request?

A: These funds are supporting the ongoing operations and maintenance of portions of Trails Modernization that have already been completed, as well as existing Trails Legacy functionality due to the 18-month delay in the completion of Trails. Since the Trails Modernization project is not complete, the Department and OIT must simultaneously maintain two systems. The Department is currently finalizing an Interagency Agreement with OIT to utilize these funds for O&M activities and they may not be redirected toward the purposes outlined in the request.
JTC Q & A

Q: Please provide additional information related to the conditional funding the Department received from the Administration of Children and Families mentioned on page 2 of the request document.

A: The Trails Modernization project is taking Colorado from a State Automated Child Welfare Information System (SACWIS) to a Comprehensive Child Welfare Information System (CCWIS). This transition is due to new federal requirements related to child welfare information systems. Colorado’s transition to a CCWIS is being financially- and programatically-supported by the Administration of Children & Families (ACF) and all changes in project scope, budget and/or schedule must be approved by ACF. The Department has been in regular contact with the ACF and recently shared with them the same slide deck that was shared with the JTC on August 15, 2019. The ACF is aware of the need for additional funding and have offered conditional approval of the change in project scope, budget, and timeline.
JTC Q & A

Q: During the Governor’s Office’s presentation on the Colorado Digital Services (CDS), it was mentioned that CDS would be assisting with the Trails Modernization project. Please provide additional information related to how CDS may be involved with this project.

A: For Trails Modernization, we have a need for ongoing Agile Coaching in support of both the development teams and the product owner. We started these activities with the summer “reset” and see value in solidifying the change through expert assistance. Additionally, we see value in applying technical resources to ensure the database conversion and technical team handoffs from development to ongoing support are successful. As with IV&V, having expert third party reviews of our work and implementation of continual improvement will ensure we remain successful.
Q: Please explain what steps have been taken to mitigate “scope creep” on the project moving forward.

A: The summer “reset” period has included defining an agile governance model that includes CDHS, OIT, CGI and end-users. In order for any additional scope, a request must go through a Change Control Board (CCB). The summer reset included changes in the CCB process, including:

- CCB membership now includes the OIT Technical Owner and the OIT O&M Manager so that CCB decisions include considerations of the estimation of level of effort of both development and retro-fitting activities (data conversions, interfaces, etc.), as well as the impact the CCB may have on O&M activities and OIT’s technical debt.
- CCB decisions are now shared with the end-user advisory committee (currently the Colorado Trails User Group) immediately following the CCB and end-users have explicit permission to question any CCB decision.
- The CDHS Product Owner is tasked with assessing CCB items to ensure that the end-user/system needs are fully understood and defined before the CCB makes any final decisions to bring a CCB item into the scope of the project.
- The CDHS Product Owner is also tasked with understanding how a CCB impacts the project and whether difficult trade-offs need to be made to stay within project scope, budget and schedule.
JTC Q & A

Q: Is the Department planning on requiring performance testing before the changes being described are implemented?

A: Yes. Performance testing is completed at multiple times during the development process. System bugs are rated in severity from 1 (most severe) to 4 (least severe). All Severity 1 and 2 bugs must be resolved prior to implementation.
County Impacts

These are our targeted objectives:

- Getting users into one system by September 2020
- Ensuring counties can implement FFPSA in January 2020
- New governance model with county input on release schedule, change management, communication and training schedules
- Improved service desk ticketing process
- Reducing ticket backlog
Final Thoughts

- A tremendous amount of time, effort and resources have been dedicated to Trails Modernization.
- We are seeking emergency funding for FY19-20 in order to achieve FFPSA scope and complete Trails Modernization.
- If we curtail efforts, we risk end-users working in two systems and some users (DYS) will live in legacy system almost exclusively.
- If unfunded, Administration of Children & Families could ask for up to funding back if we do not complete development.
- Looking forward, we are encouraged that the new leadership team, governance model and OIT personnel changes will positively impact county users and ensure an on-time project completion.
Appendix
What is Trails Modernization?

- Trails Mod is an integrated case management system used by **5600 users** serving children and families in CO
- The existing (legacy) system documents services, payments and activities including referrals, assessments, cases, and commitments. Users include workers in **64 county departments, 22 judicial districts** and the **Division of Youth Services**.
- Trail Modernization is an **upgraded legacy system** with improved functionality and new features
- **CGI** is a 3rd party vendor responsible for modernizing the legacy system and adding new functions
- **OIT** is responsible for data integration, reports, interfaces, conversions, queues and maintenance
- Modernization of the Trails system will **improve** user experience, gain workflow efficiencies, improve system reliability and allow for mobile access for case workers

“I know I will be able to increase the quality time I spend with families through Trails Mod. Everyone will benefit.”

“I can spend time where it matters the most.”
Project Charter

Vision Statement

Through Trails Modernization, Trails will be:

• Better for children and families - heightened service offerings
• Easier and more intuitive to use for caseworkers - operational efficiencies
• Better integrated with other systems - improved infrastructure provisioning
• More Secure and CCWIS compliant - technological innovation
• Easier to use for managers and administrative review - operational efficiency and technological innovations / transformations
• More efficient and effective in spending system maintenance funds - cost management and technological innovation

Problem Statement

The Trails system is a complex and comprehensive system that has evolved over time since 2001, resulting in benefits and challenges to its continued use. There have been many changes over the years to Trails, as process changes occur and as new requirements are identified. Internal and external stakeholders have identified limitations with the current system, including outdated system architecture, limited mobile system access, redundant data entry, missing data interfaces, data integrity, inability to augment case data with attachments, and ad hoc reporting capabilities. Users are required to enter the same information in more than one area, they have difficulty navigating a complex system, and the system has a slow response time due to a client-server based technology.
# Trails Modernization Scope

<table>
<thead>
<tr>
<th>In Scope</th>
<th>Out of Scope</th>
<th>Deliverables</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Organization / Staff / System Administration</td>
<td>• New feature functionality not already contractually committed</td>
<td>• Updated Trails system</td>
</tr>
<tr>
<td>• Client Search &amp; Port of Entry</td>
<td>• Any agency functionality outside of the existing Trails</td>
<td>• Project governance</td>
</tr>
<tr>
<td>• Referral</td>
<td></td>
<td>• Requirements list</td>
</tr>
<tr>
<td>• Intake</td>
<td></td>
<td>• Schedule &amp; budget control</td>
</tr>
<tr>
<td>• Assessment / Commit</td>
<td></td>
<td>• Vendor Train the Trainer approach</td>
</tr>
<tr>
<td>• Case</td>
<td></td>
<td>• Agency training and education to end users (pre- and post-release)</td>
</tr>
<tr>
<td>• Fiscal</td>
<td></td>
<td>• Feedback system (requests and new features)</td>
</tr>
<tr>
<td>• Resources</td>
<td></td>
<td>• Feedback system (bug resolution)</td>
</tr>
<tr>
<td>• Integrations (OIT)</td>
<td></td>
<td>• Functional training environment available 60 days prior to any release</td>
</tr>
<tr>
<td>• Reporting &amp; Dashboards</td>
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User Organizations

There are 5,600 users of the Trails application.

State Agencies

- Colorado Department of Human Services (CDHS)
  - Office of Children, Youth and Families (OCYF)
  - Office of Early Childhood (OEC)
  - Administrative Review Division (ARD)
  - Division of Child Welfare (DCW)
  - Division of Youth Services (DYS)

Other Agencies

- 64 Colorado counties’ departments of human/social services
- 22 judicial districts
- Some contracted service providers
Implementation Progress
How close are we to “done”?

- A strikingly large volume of Trails Mod user stories are already in Ready for User Testing (UAT) or Releasable status meaning they have already been developed and unit tested.

- A smaller volume of user stories remain to be developed and tested (In Progress, Not Started).

Source: Diagram based on analysis of user story data extracted from Team Foundation Server (TFS) on 7/17/19. Retrofit and Family First (FFPSA) additions will increase the Not Started work category over the next several months.
The Trails Modernization project is managed as a Master Project with 4 separate sub-projects. The additional FFPSA scope is being managed as a new 5th sub-project.
Trails Modernization - Additional Views

- Client and collateral information shows on the page at a glance and can be expanded for more information.
- In Legacy, navigating between clients and collaterals involves more clicks and makes it hard to see them side by side.

- Assessment checklist allows users to see what is required prior to closing the assessment.
- In Legacy, users had to navigate to it instead of it being on the main page.
Family Service Plan (FSP) information shows at a high level and is expandable to get into high level details before opening up the record.

Contacts with family are visible at high level and show if anyone is overdue for a contact.
Challenges Faced: Why?

Trails Modernization is facing major operational challenges that is resulting in a 18 month delay. Five root causes have been identified as the highest impact reasons.

<table>
<thead>
<tr>
<th>Governance Failures</th>
<th>Escalation Processes</th>
<th>Critical OIT Personnel Loss</th>
<th>Unsupported Technology</th>
<th>FFPSA Added Scope</th>
</tr>
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<tr>
<td>• Lack of clear governance structure to escalate issues</td>
<td>• Traditional escalation practices did not trigger or gain OIT / CDHS executive attention in sufficient time to correct and repair when Scope, Schedule and Budget statuses were elevated from Yellow (Aug 2018) to Red (Dec 2018). Current leadership learned of red status in March 2019</td>
<td>• Loss of critical OIT members to the development / data integration work and ticket service resolution that resulted in delays with an inability to backfill key talent</td>
<td>• Trails Mod was built on the promise of an Oracle upgrade that was not realized. (Oracle 10g to 12c). The risk and scope of this challenge was not clearly understood or appreciated</td>
<td>• Additional scope is included into the still-incomplete system</td>
</tr>
<tr>
<td>• No clear “Product Owner” to drive product forward with business users</td>
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<td></td>
<td>• CGI was responsible for bug fixes only 30 days after each release</td>
<td>• Additional FFPSA scope became an unforeseen burden on OIT resources</td>
</tr>
<tr>
<td>• Development teams (CGI and OIT) using different approaches (agile and waterfall)</td>
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Rebaseline Actions

Governance, Leadership & Methodology

- Reinforcing overall governance structure with project management at all levels of the project while embracing an Agile approach.
- New CDHS & OIT leadership in place dedicated to Trails Mod success.
- Appointing the CDHS Product Owner and training her on Agile delivery methodology.
- Developing a county governance structure to ensure proper communication, planning, and escalation for ongoing releases and changes to Trails product.
- Working with the counties to validate readiness and process re-engineering for FFPSA.
- Validating all requirements and lay out an agreed upon Trails product roadmap for FFPSA and Modernization.
- Validating all estimates and solutions to meet the agreed upon requirements.

*These improvements will enhance leadership oversight, appropriate escalation protocols, and confidence in timeline/scope.*
Rebaseline Actions

CDHS & OIT Personnel

- Naming new OIT technical owner / technical strategic advisor
- Restructuring the delivery team with a product owner and becoming a single agile team
- Engaging CGI to “fill the gap” where OIT has staffing restrictions or constraints
- Improving protocols between OIT and CDHS to consider the impacts and set priorities before project resources are removed for other duties
- Restructuring CGI contract to be responsible for bug fixes 6 months after each release
- Improving end-user experience by implementing process improvement efforts to prioritize service desk incidents and expedite responses for both legacy and Trails Mod tickets

*These improvements will ensure we have the right people and processes in place to keep to schedule, scope and timeline, as well as a better end user experience*
Governance

Insuring information is feeding between end users, developers and leaders and escalated up when needed

Executive Committee
Chair: Minna Castillo-Cohen
Vice-Chair: Rita DeFrange

Program Steering Committee
Chair: Lorendia Schmidt

O&M Manager
Richard Gonzales

Technology Owner
He Chen

Project Manager
Lucile Williams

Product Owner
Lorendia Schmidt

Implementation Lead
TBD

User Support
TBD

Back End Development
He Chen, OIT

Front End Development
Steven Papke, CGI

DCW
JP Sleeper

DYS
Kerry Marten

Other
OEC, ARD, OCCPO

Communication
TBD

Training
Samuel Warren

CTUG / Mod Squad (program & technical feedback/testing)

64 Counties, 22 Judicial Districts

Operations & Maintenance (O & M) for Trails application

Legend

Executive Role/Org
Leadership Org
Functional Role/Org
Technical Role/Org

Lead Role
Note: Project governance indicates lines of escalation, not reporting
End User Advisory Group: CTUG Revamped

- **Meeting Purpose:** Provide a two-way forum where the project team and end users (counties and jurisdictional units) can provide feedback on Trails Modernization development, communication, support, and training to the Product Owner / Program Steering Committee
- **Facilitator:** Lorendia Schmidt
- **Attendees:** County leaders, Trails users, state Division of Child Welfare and OIT representatives
- **Sample Agenda Items:**
  - Schedule of releases and go-live date
  - Assessing county readiness
  - Assisting with change management
  - Training needs and schedule
  - Help desk tickets
  - Future governance structures
  - Data/information sharing
  - Access and authority for system users to ensure it is not a barrier to completing work
  - Interoperability with other systems (through Interoperability Leadership Council)
FFPSA Overview

- **Vision Statement:** All children and teens should grow up in safe, stable and secure family that supports their long-term well-being. Research shows that growing up in a family is essential for all kids, especially those who have experienced abuse or neglect.

- The Family First Prevention Services Act FFPSA is a federal law that allows local child welfare agencies to use federal funding (Title IV-E) to pay for services that prevent the removal of a child or teen from their home. Previously, Title IV-E funding could only be used to pay for the cost of out-of-home placement services.

- FFPSA gives Colorado:
  - Additional resources to promote innovations and flexibility
  - Puts limitations on federal funding for placements that are not in family-like settings.
  - Provides an exciting opportunity to expand in-home services
  - Aligns with Colorado’s philosophy that children and teens should grow up with a family.

- In order to access Title IV-E funds for placement prevention services available through FFPSA, each state must submit a federal Prevention Program Plan (Plan) to the Children’s Bureau for review and approval.

- Colorado has an active FFPSA Implementation Group with several groups are focused on key areas, including:
  - Assessment
  - Child & Family Plans
  - Service Array
  - Qualified Residential Treatment Programs

- Colorado’s goal is to opt-in to FFPSA in January 2020.