Audit of the State of Hawai'i's Information Technology: Who's in Charge?

Report No. 09-06 March 2009

Introduction

- Conducted pursuant to Section 23-4, HRS
- First statewide audit of IT
- Broad overview of key IT management issues and challenges

Background

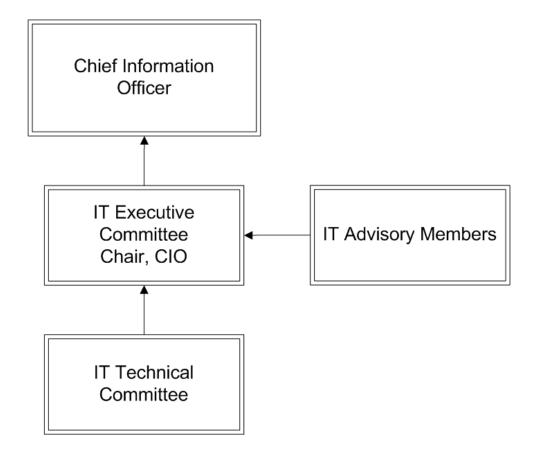
- State of Hawai'i is very dependent upon IT infrastructure
- Operations must remain uninterrupted during normal business environment
- Losing capacity would be catastrophic

State IT Affects Many People and Functions

- Payroll
- Financial reporting
- Vital statistics
- Unemployment records
- Tax filing and collection
- Welfare benefits



State IT Governing Bodies and Officials



Chief Information Officer

- Comptroller functions as state CIO
- Appointed by governor in 2004
- Duties carried out on a part-time basis

Comptroller

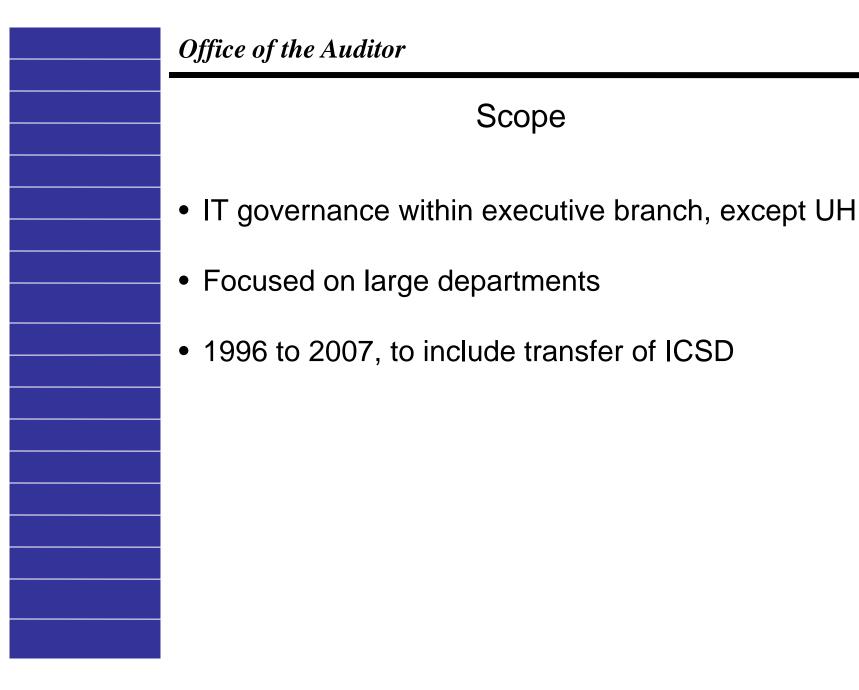
- Director of Accounting and General Services
- Information and Communication Services Division—State's manager of IT and communications systems

Comptroller (continued)

- Also responsible for:
 - Construction and maintenance of state buildings except for DOE and UH
 - State procurement
 - Campaign spending
 - Stadium
 - State Foundation on Culture and the Arts
 - Others

Audit Objectives

- Assess management of IT in the executive branch
- Assess adequacy of IT governing bodies
- Review and compare Hawai'i with other states
- Make recommendations for improvement



Methodology

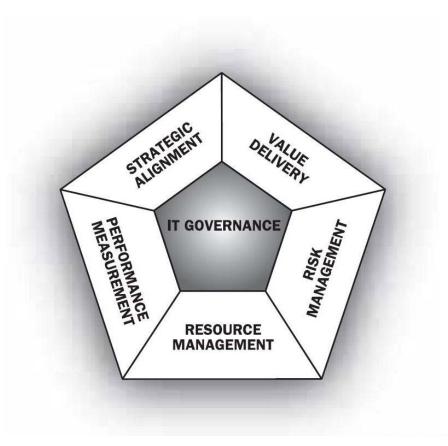
- Procured the services of Accuity LLP
- Reviewed pertinent laws, policies, and documents
- Interviewed system users, among others
- Compared successful IT governance structures of other states with Hawai'i's

Criteria

- Control Objectives for Information and Related Technology (COBIT)
- Board Briefing on IT Governance by the IT Governance Institute



Governance Components of COBIT



Summary of Findings

- State IT leaders provide weak and ineffective management
- State no longer has a lead agency for information technology

Finding 1: Weak and Ineffective Management

- CIO role, authority, and responsibility not clearly defined
 - Rushed selection
 - Undocumented authority
 - Comptroller first, CIO?
 - 16 core CIO responsibilities not fulfilled

- IT Executive Committee poorly planned, supported and managed
 - Executive Committee and Technical Committee created by CIO without mandates
 - ➢ Voluntary, spotty attendance
 - ➤Nonbinding decisions
 - ≥90% of initiatives incomplete

- IT Executive Committee poorly planned, supported and managed (continued)
 - Executive Committee not operating as IT governing body
 - >No IT strategic plan risks waste, inefficiency
 - >No one responsible for statewide view

- Highest technology risk unaddressed
 - Continual absence of alternate data center
 - Major disruption could cause State to stop functioning
 - 2004 and 2005, DAGS request lacked information
 - Gartner Group highlighted need in 2005 report

- Highest technology risk unaddressed (continued)
 - 2006 and 2007, administration did not support DAGS request
 - State has failed to develop and implement adequate solution

Finding 2: State No Longer Has Leader of IT

- State followed typical pattern of IT development centralized to distributed
- Remaining central entity does not coordinate or plan statewide
- ICSD ceased creating IT standards
- Department IT managers have lost confidence in ICSD

Conclusions

- State fell behind when IT moved from centralized to decentralized systems
- IT governing bodies have been ineffective in managing IT
- Roles and responsibilities of IT governing bodies require extensive re-design

Conclusions (continued)

- State will be challenged to find the balance between centralized IT governance and decentralized IT operations
- If IT management does not improve, State will be eventually compelled to outsource IT

Recommendations for IT Strategic Planning Process

- Governor should formally assign to CIO
- Dedicated CIO should:
 - Adopt IT framework such as COBIT
 - Ensure IT Steering Committee involvement
 - Ensure IT Strategic Plan is aligned with State's goals and objectives

Recommendations for IT Strategic Planning Process (continued)

- Dedicated CIO should: (continued)
 - Ensure sufficient detail to allow monitoring of progress

Recommendations for IT Strategic Planning Process (continued)

- IT Steering Committee should:
 - Work with CIO to implement & monitor the strategic plan
 - Periodically update State's IT strategic plan
 - Ensure IT projects are selected on value, impact, and risk
 - Ensure departments maintain tools to assess value of IT initiatives

Recommendations for Chief Information Officer

- Legislature should consider establishing full time CIO
- CIO should report directly to governor and ensure IT Steering Committee is periodically evaluated
- Governor should evaluate the skills, define responsibilities and authority, and formally evaluate the performance of the CIO

Recommendations for IT Steering Committee

- Legislature should consider establishing an IT Steering Committee
- IT Steering Committee responsibilities:
 - Assist CIO in developing IT strategic plan
 - Assist CIO in developing standards/policies
 - Review, approve and monitor large IT projects

Recommendations for ICSD

- Legislature should clarify its role
- ICSD should:
 - Adopt a customer focus
 - Assess and modify its operating model
 - Develop core competencies to provide value
 - Assess staffing and training needs

LINDA LINGLE GOVERNOR



RUSS K. SAITO Comptroller

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TESTIMONY OF RUSS K. SAITO, COMPTROLLER DEPARTMENT OF ACCOUNTING AND GENERAL SERVICES TO THE SENATE COMMITTEE ON ECONOMIC DEVELOPMENT AND TECHNOLOGY

ON JANUARY 15, 2010

AUDIT OF THE STATE OF HAWAII'S INFORMATIONAL TECHNOLOGY

INFORMATIONAL BRIEFING

Chair Fukunaga, Vice Chair Baker, and Committee Members, thank you for the opportunity to testify on the findings in State Auditor Marion Higa's audit titled "Audit of the State of Hawaii's Informational Technology: Who's in Charge?".

This audit was started in mid-2007 and the final audit report was released in March 2009. We do not fundamentally disagree with the audit findings. In my testimony I am providing information on the progress we have made on our IT governance and our plans for moving forward.

Let me start by addressing each audit finding.

Finding Number 1:

The State's IT leaders provide weak and ineffective management

Governance is and has been in place that empowers the Department of Accounting and General Services (DAGS) and the Information and Communication Services Division (ICSD) with technical review authority over Executive Branch IT and

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telecommunications acquisitions. New ICSD leadership has brought much more partnering and openness to this process. Voluntary participation in the IT governance committees is not as effective as direct managerial control. However, it has produced noteworthy achievements in information sharing and operational guidelines. Some areas in which progress has been made include:

- o Service Oriented Architecture (SOA) methodology
- Social Networking
- o Messaging Consolidation opportunities
- \circ $\;$ Software acquisition of desktop products via established statewide pricelists $\;$

In the area of telecommunications for first responders, DAGS ICSD established initial operating condition for the Ānuenue digital microwave radio transmissions across the State in partnership with the US Coast Guard.

Finding Number 2:

The state chief information officer's role, authority, and responsibility are not clearly defined

The State Chief Information Officer is in charge of the State's Information and Communications Services Division (ICSD). Although the CIO's responsibilities are not specifically spelled out, they are implied by the CIO's responsibility for ensuring that the ICSD fulfills its mission as spelled out by §6-26(b)(9)-(10), §6-26(c)(1)-(4), and §6-26(d) of the Hawai'i Revised Statutes:

(9) Provide centralized computer information management and processing services, coordination in the use of all information processing equipment, software, facilities, and services in the executive branch of the State, and consultation and support services in the use of information processing and management technologies to improve the efficiency, effectiveness, and productivity of state government programs; and

(10) Establish, coordinate, and manage a program to provide a means for public access to public information and develop and

operate an information network in conjunction with its overall plans for establishing a communication backbone for state government.

(c) The state communication system shall be established to:

(1) Facilitate implementation of the State's distributed information processing and information resource management plans;

(2) Improve data, voice, and video communications in state government;

(3) Provide a means for connectivity among the state, university, and county computer systems; and

(4) Provide a long-term means for public access to public information.

(d) The department may adopt rules as may be necessary or desirable for the operation and maintenance of public buildings, and for the operation and implementation of a program to provide a means for public access to the State's information network system and public information. The rules shall be adopted pursuant to chapter 91.

In addition to the responsibilities laid out by §6-26(b)(9)-(10), §6-26(c)(1)-(4), and §6-26(d) of the Hawai'i Revised Statutes, the CIO has oversight over the information technology officers or managers in charge of the IT operations that are distributed in the departments and agencies of the Executive Branch

Finding Number 3:

The State no longer has a lead agency for information technology

I interpret this to mean that the auditors believe that DAGS/ICSD is not exercising the leadership that the auditors believe it should. Without arguing the point, I would like to point out that since the audit period; I have hired a new division administrator and a new assistant administrator. Both are from the private sector with excellent experience in enterprise IT methods and management. They are striving to establish their leadership with IT management throughout the Executive Branch, with an emphasis on enterprise wide strategies.

Finding Number 4:

The Comptroller duties take priority to the detriment of IT.

I disagree with this opinion. I am the State Comptroller and the Director of DAGS. I oversee, direct, and make decisions in all divisional and agency areas of operations, fulfilling all responsibilities of the Department. Furthermore, relative to IT, besides directing the ICSD, I personally chair, as required by law, The Access Hawai'i Committee that oversees the State Portal through which the State conducts its electronic (Internet) business with the public that it serves, and the Information Privacy and Security Council which ensures the privacy and security of all personal information that the State and County agencies maintains on citizens and employees. I am also the elected chair of the Wireless E911Board that oversees the expenditure of funds from the Wireless E911 Fund for Public Safety Answering Points and wireless carriers, to provide Wireless E911 service to enable police, fire, and emergency medical services personnel to respond to emergencies. I also formed and chair the IT Governance Executive Committee, and co-chair internal emergency communications committees. I keep current with IT matters through my membership in the National Association of State CIOs (NASCIO) and my participation in its enterprise architecture committee.

Finding Number 5:

The CIO has not fulfilled his core responsibilities (16 rules/responsibilities from "Board Briefing on IT Governance").

The reference model that the auditors use is Control Objectives for Information and related Technology (CobiT), which is most used in the financial services industry. It can be a useful tool but its effectiveness can be hampered because since it was created in 1996, CobiT has expanded to cover so many control objectives and management guidelines that it's difficult to make sense of them. A CobiT Primer issued by the Sandia

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National Laboratories in June 2005 lamented: "Of the possible objectives, on which do you spend the effort, and which do you ignore?" – CIO Magazine Jan 01, 2006.

My comments on the core responsibilities follow.

1. <u>Drive IT strategy development and execute against it, ensuring value is being</u> <u>delivered</u>.

Because of the decentralized operations that previous administrations have put into place, all strategies have been historically individual department and agency strategies. Executing and ensuring value are departmental responsibilities.

2. Implement IT standards and policies.

The response to Finding 12 addresses this item.

3. Educate managers on dependence on IT, IT related costs, technology issues and insights, and IT capabilities.

This is being done via the IT Governance Technical Committee and within ICSD via education on Information Technology Infrastructure Library (ITIL) and Information Technology Senior Management Forum (itSMF) methods. It has been aided by the development of the ICSD Services Catalog.

4. Clarify and demonstrate the value of IT.

A good demonstration is the Campaign Spending Commission website, which was developed as a team effort between DAGS ICSD and the Campaign Spending Commission staff. The result was that Hawai'i was graded #1 in the nation, with an A+ for electronic filing of campaign spending reports.

5. Proactively increase IT value contribution.

This is demonstrated by the 152 Internet applications hosted by the ICSD and the Access Hawai'i Committee portal. I consider this enabling of e-government with the State's citizens to be a much more important indicator of the effectiveness of IT governance than the measurement of an IT organization or CIO against a static set of characteristics.

6. Link IT budgets to strategic aims and objectives

This is done at the department level.

7. Manage expectations of IT.

This is a practical goal but measurement of performance against it is elusive.

8. Establish strong IT project management disciplines.

This is being done in ICSD via ITIL and the service catalog. The ICSD administrator and chair is updating peers in the IT Governance Technical committee meetings on methods and progress of ICSD projects.

9. <u>Provide IT infrastructures that facilitate creation and sharing of information at</u> optimal cost

The State's Next Generation Network (NGN), which is run by ICSD is a cost effective transmission infrastructure that enable departments and agencies to effectively exchange information and data. The ICSD's hosting capability also enables the conduction of e-government business with the State's citizens. The "back office" systems which the audit focuses on are a mixture of standards and technology that results from differences among the departments and agencies in strategies and funding sources. In the back office systems, there is a sense of the haves and the have nots. The haves are the departments that have revenue streams or that are specially or federally funded. DAGS/ICSD uses its technical approval of IT projects to leverage what it can to work towards standards, interoperability and shared resources.

ICSD has created an Intranet page showing others what initiatives it is pursuing, indicating the standards it has established.

10. Ensure the availability of suitable IT resources, skills, and infrastructure to meet strategic objectives.

IT resources and skills are addressed at the department level. Common infrastructure is provided by DAGS/ICSD primarily in terms of the NGN and hosting capacity.

11. Ensure that critical IT roles are appropriately defined and staffed.

DAGS/ICSD roles for the infrastructure and services it provides are being more clearly defined. Staffing levels are significantly below industry norms of necessity because of financial constraints.

12. Standardize architectures and technology.

Standardizing is being established within ICSD and shared with the IT Governance Technical Committee and with the Access Hawai'i Committee.

Assess, efficiently mitigate, and communicate risks to stakeholders. ICSD issues quarterly reports to its customers

14. Implement an IT control framework.

itSMF and ITIL are being used within the ICSD data center

15. Ensure the day-to-day management and verification of IT processes and verification of control framework.

ITIL with Root Cause Analysis/Corrective Action Plan (RCA/CAP) has been developed for every major failure and reviewed with affected customers.

16. Implement performance measures linked to IT strategies.

A Quarterly ICSD service report is being issued.

In summary, under the conditions and organizational structure of the IT operations in the Executive Branch, I believe that the pertinent CIO responsibilities are being met. Where individual departments have authority over funding levels and operational needs, it is not realistic to hold the CIO accountable for the executive decisions of his peers. Short of a complete reorganization of the IT functions in the

Executive Branch, the greatest leverage the CIO could have to establish improved governance is to have authority over the funding of IT resources. As it is, the CIO has authority over the technical aspects of IT projects.

Finding Number 6:

The IT Executive Committee does not operate as an IT governing body.

The IT Executive Committee is a "volunteer" committee. A goal is to give it sanction to govern.

Finding Number 7:

The IT Executive Committee is poorly planned, supported, and managed. Effectiveness of the committee will be addressed.

Finding Number 8:

The lack of a statewide IT strategic view limits benefits and increases the risk of waste and inefficiency.

A statewide strategic view is being documented. Meanwhile the architecture we are agreed on is SOA, the technical standards have been set, and projects are being evaluated against those standards.

Finding Number 9:

No one is responsible for performing statewide IT strategic planning.

ICSD partners with numerous agencies on their major initiatives, ensuring synergies, optimal use of shared resources, (e.g. Hawai'i Integrated Justice Information Sharing Program (HIJIS), Financial Accounting System Transportation (FAST), State Internet presence (152 Internet applications), Ānuenue (Federal, State, and County first responders), and more)

The ICSD developed a Service Oriented Architecture Checklist to be included with T-205 requests for application development and is currently working on Web development standards as well application standards. In 2007 DAGS Awarded a Request for Proposals (RFP) for State of Hawai'i portal management to Hawai'i Information Consortium (H.I.C.), continuing a positive relationship in providing information access to the public.

Finding Number 10:

The State's highest technology risk remains unaddressed (alternate data center).

DAGS submitted a request for an alternate data center in the past but the appropriation was denied by the legislature, which directed DAGS to do a study instead. DAGS complied, and turned in the study report, which recommended what DAGSs had proposed the year before. The legislature received the study and did nothing with it. We were, of course, disappointed. Without the benefit of an alternate data center, DAGS has pursued other arrangements. For Disaster Recovery, ICSD created a secondary network hub in the Hemmeter building to protect network connectivity in the event Kalanimoku is unavailable. ICSD is also establishing a reciprocal MOU with the UH for digital storage backup, and has signed a partnership agreement with State Civil Defense for potential use of land on Diamond Head road for a future data center site.

Finding Number 11:

ICSD does not provide the necessary statewide IT coordination and planning.

The ICSD administrator is providing increasing support as Chair of the IT Technical Governance Committee. The administrator initiated a Root Cause Analysis/Corrective Action Plan process for outages, gathered information regarding videoconferencing capabilities statewide for requestors on the ICSD Intranet, and collected DP Coordinator Emergency contact information. DAGS/ICSD also submitted a Technology Shared Services Bill (SB830, HB1012), and has implemented a Blackberry Enterprise wireless e-mail delivery system and master Lease for end user desktop/laptop tools.

Finding Number 12:

ICSD ceased being an effective standards-making organization two decades ago. DAGS/ICSD has set standards in the following areas:

- SOA methodology
- Social Networking

- Messaging Consolidation
- o Software acquisition of desktop products via established statewide pricelists
- o Cyber Security

The ICSD administrator held a full day session on statewide IT strategic thinking on 03/19/2009, drafted Social Networking Guidelines resulting in a Comptrollers memorandum, established standards for ICSD desktop hardware and laptops and shared results with other departments, published 9 Cyber-Security policies in 2009, launched a new cyber security website, providing cyber security awareness information, newsletters, cyber advisories and resources, video public service announcements, toolkits, and posters.

Finding Number 13:

Department IT managers have lost confidence in ICSD.

The new ICSD senior management is working diligently to turn this around. They have brought in industry standard methods for service delivery, measurement and continuous improvement.

Quarterly service reports are delivered to each of our customers informing them of all activities that we have done for them, major upcoming projects, and an open honest dialogue on missed opportunities, shortcomings and outages.

Every major outage is documented via an industry standard Root Cause Analysis / Corrective Action Plan method.

All systems moved into the data center now come with a Service Level Agreement or Memorandum of Understanding for the types and breadth of services that the ICSD will provide and the timeliness and availability of that service.

Service options for ICSD managed e-Mail has expanded to include support for Blackberry devices, e-discovery, anti-spam and malware scanning, and denial of service protection. The ICSD publishes e-mail etiquette and tips on managing e-mails in the "Lotus Notes e-Mail News", provides ongoing guidance to agencies in upgrading their messaging software, has reduced out-of-office notification period from six to two hours. The ICSD has expanded anti-SPAM and anti-virus protection for all @hawaii.gov clients, installed new statewide e-mail relay servers enabling agencies to mail enable their application processes. Lightweight Directory Access Protocol (LDAP) was activated to enable "single sign-ons" using our Lotus Notes id and password to access other browser based applications.

Major IT initiatives taken on by the ICSD now include mandatory project planning and review following itSMF, PMI (Project Management Institute), and ITIL methodologies. Plans and timelines are now openly and frequently communicated with our customers as well as the other projects and demands placed on the ICSD so that resources can be allocated in a transparent and fair manner.

ICSD administration is an active participant in the NASCIO Security and Privacy Committee as well as the Western States Contracting Alliance / National association of State Procurement Officials IT Technical Committee providing input of our State's needs into this IT price list.

The ICSD Migrated all LAN and server backups in the Kalanimoku datacenter to a common backup solution eliminating the need for maintaining multiple backup processes and technology solutions, slashing costs and simplifying the protection of the state's valuable data.

The ICSD Participates with State Civil Defense in FEMA Region 9 Disaster Preparedness workshops and serves as an Emergency Support Function co-lead.

The ICSD is working with JJIS - Juvenile Justice Information Services on colocation of a newly developed system as well as ensuring telecommunications needs are met.

The ICSD is the statewide champion of SOA. In December of 2007, it orchestrated an SOA training workshops for state and county IT staff and developed an SOA Roadmap. In FY09 ICSD acquired a DataPower device to be used as the State's ESB, since then the HIJIS project acquired two additional devices to be managed by the ICSD.

The Cyber Security Program under DAGS/ICSD provides statewide benefits. The ICSD Cyber Security Website contains important security tips, monthly newsletters, and cyber security resources (<u>http://hawaii.gov/dags/icsd/cst</u>).

DAGS Membership in the Multi-State Information Sharing and Analysis Center (MS-ISAC) provides a collaborate focus on cyber security issues between state, local

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and territorial government entities that enhance cyber threat protection, and response and recovery throughout the United States.

DAGS' Cyber security office monitors the State's Next Generation Network (NGN) of suspicious activity which could be attributed to cyber security threats, implements protective measures (such as blocking malicious IPs) on the NGN firewall based upon alerts received from the MS-ISAC and United States Computer Emergency Readiness Team (US-CERT), notifies affected State governmental entities of suspicious events on their networks and tracks these events to ensure they are resolved.

Recent developments by DAGS/ICSD include the new Capital Improvement Project Strikeforce website which provides better transparency to the public by displaying detailed information on State CIP projects.

DAGS ICSD also created a new website for the Information Privacy and Security Council. and provided an alternate route over the ICSD HAWAIIAN microwave for State Civil Defense.

MOVING FORWARD PLANS

I believe that we've made great progress over the past few years in our IT services and leadership. We are committed to providing the best IT leadership and services with the resources that are available. We have reduced our employees and positions by 36%. To perform our mission in this environment, we gathering statewide IT resource information from the various Executive Branch departments and agencies with an eye towards some form of centralized IT governance. We believe that there are economies of scale and greater efficiencies to be achieved if we move towards a more centralized IT model.

Thank you for allowing me to testify on this audit report.

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APPENDIX A Web Sites Hosted

Hawaii Compliance Express web enabled application, won awards twice, and is integrated into the State Procurement office Hawaii Electronic Procurement System (HEPS)

May 2007 (IACA) Merit Award - DCCA BREG received Top honors for it's online government services

2007 Digital Government Achievement Awards: Government-to-government category for Electronic Death Registration process

Electronic calendar entries on the State of Hawaii calendar for public meetings

- Hawaii Integrated Justice Information Sharing
- Department of the Attorney General
- Department of Budget and Finance
- EUTF Training Form
- State of Hawaii Employee's Retirement System
- Department of Budget and Finance
- Campaign Spending Commission
- Hawaii State Foundation on Culture and the Arts
- DCCA Web Survey
- Forms Central
- Public Works FTP
- Accounting and Audit Review Committee
- Public Works Division
- ICSD Intranet
- Aloha Stadium
- Department of Accounting and General Services
- Office of Elections
- Information Privacy & Security Council
- Forms Central
- State Procurement Office Interactive Site
- SPO Price List/Vendor List Contracts

• SPO Procurement Circulars

APPENDIX A (Cont.)

- SPO Procurement Directives
- SPO Procurement Notices
- SPO State and County Public Services
- SPO Health and Human Services
- SPO Professional Service Awards
- State Procurement Office
- Land Use Commission
- Aloha Tower Development Corporation
- Coastal Zone Management
- Hawaii Statewide GIS Program
- Office of Planning
- Hawaii Seafood Buyers' Guide
- Department of Business, Economic Development and Tourism
- Hawaii Community Development Authority
- Hawaii Film Office
- Kakaako Makai Area Security Group
- Clean Energy Imitative
- Developer's Public Report/Association Biennial Registration
- Department of Commerce and Consumer Affairs
- Department of Hawaiian Home Lands
- Department of Human Resource Development
- Missing Children
- Department of Human Services
- Department of Labor and Industrial Relations
- Department of Land and Natural Resources
- Commission on Water Resource Management
- Division of Boating and Ocean Recreation
- Division of Forestry & Wildlife
- Historic Preservation Division
- Maui Forest Bird Recovery Project

- Office of Conservation and Coastal Lands
- Department of Land and Natural Resources

APPENDIX A (Cont.)

- Department of Defense
- Hawaii State Public Library System Hawaii & Pacific Sections
- Hawaii State Public Library System Kaneohe Public Library
- Hawaii State Library System Serials
- Daily Air Quality Data
- Disability and Communication Access Board
- Hawaii State Health Planning & Development Agency
- Department of Health
- Department of Transportation
- Department of Transportation Airports Division
- Department of Transportation
- Hawaii's Aviation History
- Honolulu Airport
- Kahului Airport
- Stay Connected
- Office of the Governor
- Office of the Governor Photo Gallery
- 50th Anniversary of Statehood
- Robotics Organizing Committee
- Department of Agriculture
- Hawaii State Law Library System
- Doing Business with the Judiciary
- Office of the Auditor
- Office of the Ombudsman
- Legislative Reference Bureau
- Hawaii State Ethics Commission
- Oahu Metropolitan Planning Organization
- Interagency Council on Intermediate Sanctions
- Hawaii Tsunami Evacuation Zone Maps

- Office of Information Practices
- Office of the Lieutenant Governor
- Vivian Aiona

APPENDIX A (Cont.)

- Hawaii Drug Control Strategy
- Healthy Lifestyles
- Department of Public Safety Training and Staff Development
- Crime Victim Compensation Commission
- Department of Public Safety
- Department of Taxation Booklet Suppression Request Report
- Department of Taxation Request to Stop Receiving Tax Booklets
- Department of Taxation