

# MEMORANDUM



JOINT  
BUDGET  
COMMITTEE

TO JBC Members  
FROM JBC Staff  
DATE March 15, 2019  
SUBJECT Comeback Packet 4

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Included in this packet are staff comeback memos for the following items:

**Corrections** (Vance Roper): Common Policy Adjustment (*Technical Correction*)

**Governor's Office of Information Technology** (Kevin Neimond): JBC Bill Placeholder Amount

**Transportation** (Steve Allen): Marijuana Impaired Driving Program (*Tabled Item*)

# MEMORANDUM



# JOINT BUDGET COMMITTEE

TO Joint Budget Committee  
FROM Vance Roper, JBC Staff (303-866-3147)  
DATE March 15, 2019  
SUBJECT Common Policy Adjustment

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Staff recommends the following adjustments in the table below. During adjustments on common policy, Staff double counted adjustments in the STD, AED, SAED, and Shift differential line items. The table below highlights the recommended adjustments:

FY 19-20 Compensation Common Policy Adjustment			
	Total Funds	GENERAL FUND	Cash Funds
STD	\$26,463	\$25,696	\$767
Shift	545,813	541,992	3,821
AED	696,395	676,896	19,499
SAED	696,395	676,896	19,499
<b>Total</b>	<b>\$1,965,066</b>	<b>\$1,921,480</b>	<b>\$43,568</b>

# MEMORANDUM



## JOINT BUDGET COMMITTEE

TO Joint Budget Committee Members  
FROM Kevin Neimond, JBC Staff (303-866-4958)  
DATE March 15, 2019  
SUBJECT Joint Budget Committee Bill Placeholder Amount

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Pursuant to the Joint Budget Committee-sponsored H.B. 17-1361 (Evaluate State Information Technology Resources), the Office of the State Auditor contracted with BerryDunn as an independent third-party consulting firm to evaluate whether the goals of the centralization of the state's information technology resources set forth via S.B. 08-155 (Centralize IT Management In OIT) are being accomplished and to provide recommendations to make improvements in areas where these goals are not being met.

On January 31<sup>st</sup>, the Committee voted to draft legislation to implement a series of recommendations included in the BerryDunn report that impact the operations of the Governor's Office of Information Technology (OIT) and the delivery of information technology products and services across state government. This bill will not be included in the Long Bill package. However, several of the components of the bill previously discussed by the Committee have a General Fund impact that must be accounted for in the FY 2019-20 balanced budget package. Specifically, the following components will necessitate General Fund appropriations to implement:

- Requires OIT to analyze the resource, process, and logistical needs associated with the ownership transfer (including associated funding) of information technology assets from centralized state agencies to OIT and submit its findings to the Committee by December 1, 2019. Staff recommends that OIT receive an appropriation of \$75,000 General Fund to procure short-term vendor services to assist in this analysis and any associated asset transfer planning activities.
- Requires OIT to contract for the creation a strategic plan for how the state will use technology for citizen and business engagement. Staff recommends that OIT receive an appropriation of \$250,000 General Fund to procure vendor services to work with OIT, state agencies, and the Statewide Internet Portal Authority (SIPA) to create this blueprint for the state's implementation of outward facing technology.
- Requires OIT to contract for the creation a communications and stakeholder management plan for more effectively engaging state agency customers. Staff recommends that OIT receive an appropriation of \$250,000 General Fund to procure vendor services to create the plan and an annual survey tool to poll state agencies on OIT services to gauge if the implementation of the plan is increasing consumer satisfaction.
- Requires any major information technology project to include a change management function to prepare, equip, and support agencies to successfully adopt change. Staff recommends that OIT receive an appropriation of \$200,000 General Fund and 2.0 FTE to build the capacity needed to embed change management best practices in major information technology projects. Note, S.B. 19-169 (Project Management Competencies For Certain Contracts) may include a similar provision. Staff will monitor S.B. 19-169 as it progresses through the legislative process and report back to the Committee on any changes necessitated by this potential overlap.

**Staff recommends that the Committee set aside a total of \$775,000 General Fund to cover the cost of this legislation.** The figures in this document are estimates. The actual amounts for each component may balance out differently as the bill is drafted.

# MEMORANDUM



## JOINT BUDGET COMMITTEE

TO Members of the Joint Budget Committee  
FROM Steve Allen, JBC Staff (303-866-4961)  
DATE March 15, 2019  
SUBJECT Comebacks for the Department of Transportation

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This memo contains the following staff comeback for the Department of Transportation.

- Funding for Department of Transportation Division 6, Marijuana Impaired Driving Program (Tabled Item)

### **Funding for the Marijuana Impaired Driving Program**

During Figure Setting for the Department of Transportation (CDOT), the Committee deferred a decision on the Department's request for a \$950,000 appropriation from the Marijuana Tax Cash for the Department's Marijuana-impaired Driving Program. The Committee asked for more information about the effectiveness of the Department's efforts.

### **CDOT Response**

#### **Current Funding FY19:**

- \$100,000 Research and Evaluation
- \$175,000 Campaign creative
- \$150,000 Campaign public relations and strategic partnerships
- \$525,000 Media buy
- TOTAL \$950,000

#### **Campaign Strategy:**

The overall strategy is a marketing campaign using mass media and public relations tactics. This includes media buys (TV, radio, internet, and/or outdoor advertising); digital ad buys (pre-roll and/or banner ads); and a social media push. PR strategies to further the campaign message include strategic partnerships with community-based organizations, law enforcement, dispensaries, universities, and state agencies. The OC (Office of Communications) also implements earned media strategies, such as public awareness events and tactics, to engage the statewide media on news stories. Funds are used for consultant services on media buys; consultant services to promote public relations tactics; research to measure campaign results and overall effectiveness. Specific public relations tactics include proactive media pitching; event sponsorship; community building; public awareness signage; and partnership development.

#### **Outcomes:**

- 1) Increase recognition of safety messages specific to the campaign
- 2) Increase awareness that driving under the influence of marijuana is illegal and dangerous

**Evidence-based Strategies:**

Research shows that awareness campaigns are critical to increasing safe driving behavior. According to [NHTSA's Countermeasures That Work \(2013\)](#)<sup>1</sup>, the most effective strategies to reduce driving while impaired by drugs or alcohol include high visibility enforcement (HVE) and saturation patrols paired with mass media campaigns. Strategies utilized by the OC work in tandem with enforcement efforts conducted by CDOT's Highway Safety Office (HSO). Enforcement programs are proven effective when combined with extensive publicity<sup>2</sup>. The HSO, in cooperation with the OC, provides strategic and extensive publicity surrounding enforcement events.

Even studies specific to marijuana underscore the importance of public education. For example, Davis, et al<sup>3</sup> concludes that "Increased perceptions that driving while high is unsafe was associated with significantly lower willingness to drive after using marijuana..."

**Problem:**

Because of the legalization of recreational marijuana in Colorado, there is a heightened risk of a higher impaired driving motor vehicle crash and fatality rate.

- DUI arrests: Currently 21% of DUI arrests issued by CSP are for marijuana (CSP data), an increase from 12% in 2014.
- Prevalence of driving high: According to the Behavioral Risk Factor Surveillance survey, 20.1% of marijuana-using adults report driving within 2-3 hours of consuming marijuana. A 2018 CDOT survey conducted as part of The Cannabis Conversation found that 70 percent of users admit driving under the influence of marijuana in the last year.
- Fatalities: The number of fatalities where a driver tested positive for any cannabinoid (Delta 9 or any other metabolite) increased from 55 (11% of all fatalities) in 2013 to 139 (21% of all fatalities) in 2017. On the other hand, marijuana fatalities involving active THC above the legal limit (Delta 9 => 5ng) fell from 52 in 2016 to 35 deaths 2017.

**Measuring Efficacy, Engagement and Awareness:**

Currently CDOT provides a monthly impression (earned and paid) report for the Governor's Dashboard. In addition, CDOT also uses these measurements:

- Survey – campaign specific: Pre and post surveys to gauge public familiarity with campaign. Past surveys have revealed 39% awareness of campaigns slogans (e.g. Drive High, Get a DUI).
- Survey – behavior change: An annual mail survey on driver attitude and awareness of safety, including marijuana DUI, is conducted by CDOT. Past

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<sup>1</sup> Richard, C.M. Magee, K., Bacon-Abdelmoteleb, P., & Brown, J.L. (2018, April). *Countermeasures That Work: A highway safety countermeasure guide for State Highway Safety Offices, Ninth edition* (Report No. DOT HS 812 478). Washington, DC: National Highway Traffic Safety Administration.

<sup>2</sup> Fell, J.C., McKnight, A. S., & Auld-Owens, A. (2013, February). *Increasing impaired-driving enforcement visibility: Six case studies*. (Report No. DOT HS 811 716). Washington, DC: National Highway Traffic Safety Administration.

<sup>3</sup> [Correlates of Marijuana Drugged Driving and Openness to Driving While High: Evidence from Colorado and Washington \(2016\)](#); Kevin C. Davis\*, Jane Allen, Jennifer Duke, et al. RTI International, Research Triangle Park, NC, United States of America.

surveys show improvement in knowledge of DUI law (91% know it applies to marijuana) but little change in behavior (e.g. 50% report driving after using marijuana)

- Engagement: As measured by discounted Lyft rides retrieved (3800), surveys completed (15,000), attendance at public meetings, etc.
- Publicity: The 2017 campaign produced 166 earned media stories (TV, Online, Print) with a publicity value of \$2.1 million and 25 million impressions.
- Social media engagement: Exceeded industry benchmark for engagement (4%); Cost Per Click (\$0.28); Click Through Rate (1.56%)
- Paid advertising: 35 million paid impressions from billboards, internet pre-roll & banner, dispensary posters, and radio
- Fatality rates: Marijuana-involved fatalities (at or above the legal limit) have fallen from 52 in 2016 to 35 in 2017

### **Background:**

For decades it was the social norm to drive drunk. Then it took tougher laws, strict enforcement, and an on-going campaign called *Friends Don't Let Friends Drive Drunk* to create a stigma against drinking and driving. Such efforts dramatically reduced drunk driving fatalities in Colorado by 50%. Now a similar effort is underway in Colorado. In 2018 CDOT and its partners embarked on a new effort to engage the public in a conversation about marijuana and driving in Colorado – *The Colorado Cannabis Conversation*. The goal to understand people's views on the topic – including why they don't take the dangers seriously – and what we could do to message and connect with them better to ultimately change their behavior and attitudes.

The previous campaign (2014-2017), called *Drive High, Get, a DUI* was launched following legalization of the drug. Now that 91% of marijuana users understand the law (CDOT annual driver survey), CDOT is turning its awareness efforts towards a campaign that could actually achieve real behavior change. By building relationships with stakeholders and soliciting input from the public, CDOT hopes to build solutions to prevent people from driving high — and implement those solutions in future campaigns.

*The Colorado Cannabis Conversation – 2018:* In 2018, the campaign engaged stakeholders through media relations, public meetings, intercept events, an online survey and focus group research to gain a deeper and actionable understanding of their habits, attitudes and behaviors surrounding marijuana and driving. CDOT also launched a paid advertising campaign that documented the public involvement process. In total, CDOT gathered behavior and opinion data from more than 15,000 Coloradans.

*The Colorado Cannabis Conversation – 2019:* Using what we learned in 2018, CDOT will work with the public to develop a drugged driving marketing campaign for 2020, continuing the public engagement process to cooperatively address marijuana-impaired driving. This will include public surveys and digital focus groups to research and solicit feedback on four actual campaign concepts. Feedback will help guide message development for the 2020 campaign.

**Additional information on the Marijuana Impaired Driving Program that CDOT provided in its responses to Hearing questions for which solely written responses were requested.**

**JBC hearing question 4.** Is the Department spending money on public awareness campaigns? If so, please describe these campaigns, the goal of the messaging, the cost of the campaign, and distinguish between paid media and earned media. Further, please describe any metrics regarding effectiveness and whether the Department is working with other state or federal departments to coordinate the campaign?

**Response:**

**The Cannabis Conversation.** In 2018, CDOT and nearly 20 partners representing the marijuana industry, state government, community nonprofits, universities, and law enforcement launched The Cannabis Conversation to engage with Coloradans about their opinions, behaviors, and habits related to marijuana and driving. Rather than launching another conventional traffic safety marketing campaign, this public engagement project sparked a meaningful, two-way conversation with Coloradans about marijuana and driving. The effort was the first of its kind in the country and resulted in over 15,000 survey responses on the topic – the largest survey of its kind ever conducted by a state DOT. To gather additional feedback CDOT also: 1) hosted three town hall style meetings and participated in seven partner events to gather community input; 2) conducted dozens of on-the-street interviews of cannabis consumers and non-consumers; and 3) launched a social media campaign that resulted in thousands of Coloradoans sharing their own perspectives about driving high. The ultimate goal of the campaign is to design a future marketing campaign that will more effectively connect with marijuana users and reduce impaired driving.

The CDOT campaign received considerable media attention garnering over 183 million “earned media impressions” from 1,170 media stories. This meant that many more people were hearing about the campaign via the news (earned media) than the department can achieve solely with paid media (advertisements). The earned media publicity had a value of \$3.1 million. This free publicity greatly exceeded the amount spent on paid media (\$500,000), which produced 61 million impressions and helped extend the public reach of the campaign. Social media efforts produced over 3000 engagements and greatly exceeded the industry benchmark. Social media also drove over 100,000 to the CDOT landing page, an indication people were hungry for information on the topic. A final report summarized the feedback, which will be used to develop marketing concepts to test in 2019.

The total budget for the 2018 campaign was \$950,000 and the same amount is budgeted for the 2019 campaign. These funds come from the Marijuana Tax Cash Fund.

**Winter Wise.** Winter Wise is CDOT's annual campaign to raise awareness about winter driving education and information resources to keep everyone safe on the roads this winter. With a budget of \$100,000, the 2018-19 campaign is primarily focused on

earned media and social media outreach, including I-70 tire checkpoints, snowplow ride-alongs, and tire stopping demonstrations. Targeted paid media such as ski lift advertising to promote winter driving resources such as cotrip.org will supplement this effort. CDOT's website includes a Winter Wise homepage with detailed links for snow removal practices, seasonal closures, traction laws, vehicle safety and tire tread guidelines.

**“When you need it most”**. CDOT and the High Performance Transportation Enterprise created a new \$30,000 educational campaign, “When You Need it Most” for the back-to-school timeframe, mid-September through October 2018, to communicate the benefits of Express Lanes and encourage drivers to try them. The campaign used paid media as well as grassroots tactics and earned media. The messages were based on HPTE's research from corridors in the Denver metro area which showed people could see the value in Express Lanes when it benefits them directly and in situations where they really need to save time. The education campaign's goals were to inform and encourage people to try the US 36 and I-25 Express Lanes by highlighting the specific benefits and the idea that Express Lanes are always a choice and can be a reliable tool for drivers when really needed. Campaign scenarios about real life situations were chosen to make the story relatable, showing approximate time savings and affordability of the lanes. The campaign used digital banner ads, traffic radio, bus posters and social media ads, as well as grassroots outreach through social media, partner agencies and local corridor Public Information Officers.

The campaign's results were favorable, with more than 6 million impressions on paid traffic radio, bus, and billboard ads. Online, geo-targeted ads had click through rates that were on the higher end of average for the industry. The campaign, meant to change behavior, will be measured over the long-term and for the initial phase HPTE tracked on the following:

- Number of transponders sold from September through October (Still gathering data);
- Number of ExpressToll transactions and Express Lanes users (I-25 North - northbound-, Express Lane usage increased 16 percent in September and 0 percent in October (overall ridership on northbound I-25 in the general purpose lane decreased 20 percent on days monitored in October 2018 compared to October 2017, which affected ridership in the Express Lanes); and
- Increased traffic to the Express Lanes website: Traffic increased 41 percent compared to last year.