2022

Report to the Colorado General Assembly

Joint Technology Committee
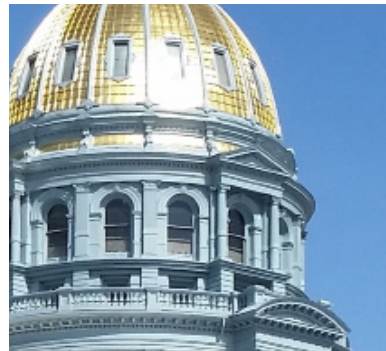
Joint Technology Committee

Members of the Committee

Senator Kevin Priola, Chair
Representative Brianna Titone, Vice-Chair

Senator Mark Baisley   Representative Jennifer Parenti
Senator Lisa Cutter   Representative Ron Weinberg

Legislative Council Staff

Vanessa Reilly, Senior Research Analyst
Jean Billingsley, Senior Research Analyst
Samantha Falco, Research Analyst

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January 2023

COLORADO GENERAL ASSEMBLY

LEGISLATIVE COUNCIL

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January 2023

To Members of the General Assembly:

Submitted herewith is the 2022 Joint Technology Committee (JTC) final report. The purpose of the JTC final report is to provide annual and historical information on the information technology (IT) capital budget request process. The 2022 final report provides a complete summary of all IT capital construction appropriations during the 2022 session. The report concludes with a description of other actions taken by the JTC in 2022.

The JTC final report serves as a permanent record of IT capital funding. The report also serves as an informational document for any other entity or individual interested in the progress of IT capital development in the state of Colorado.

Respectfully submitted,

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> *This report is also available online at:*
>
> *https://leg.colorado.gov/committees/joint-technology-committee/2022-regular-session*

Committee Charge

Establishment and Procedural Matters

Membership. Pursuant to Section 2-3-1702, C.R.S., the Joint Technology Committee (JTC) is established consisting of the following, who shall have experience in the areas of information technology (IT), business analysis, or business process:

- three members of the House of Representatives, two of whom are appointed by the Speaker of the House and one of whom is appointed by the House Minority Leader; and
- three members of the Senate, two of whom are appointed by the Senate President and one of whom is appointed by the Senate Minority Leader.

"Information technology" is defined as technology, infrastructure, equipment, systems, software, controlling, displaying, switching, interchanging, transmitting, and receiving data or information, including audio, video, graphics, and text. "Information Technology" shall be construed broadly to incorporate future technologies that change or supplant those in effect as of September 7, 2021.

Appointees to the JTC may be designated after the general election, but prior to the convening of the General Assembly. The appointees may be current members or members-elect. Prior to being sworn in, members-elect have the same powers and duties and are entitled to the same compensation and expense allowance as current members.

Chair and vice-chair. The committee is required to elect a chair and vice-chair, one from the House and one from the Senate. The chair and vice-chair serve in those roles for the first regular session of the General Assembly after they are elected and switch roles for the second session.

Organization, procedures, and meetings. The committee may develop its own procedural rules, but generally adopts the rules of the Senate.[1] While it may meet as often as necessary to perform its functions, the committee must meet at least once a year to review the Governor's budget submissions related to IT.

Powers and Duties

Oversight duties. Pursuant to section 2-3-1704, C.R.S., the committee has oversight responsibility for the Governor's Office of Information Technology (OIT). This oversight includes reviewing major IT projects, reviewing OIT's budget requests for IT projects, and ensuring that IT projects follow best practice standards as established by the OIT. The committee's oversight also includes, but is not limited to:

- a review of the state of IT;
- any general IT needs; any anticipated short or long-term IT changes for OIT; and
- OIT's responsibilities for statewide geographic information system coordination.

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[1]Section 2-3-1703, C.R.S.

State law directs OIT to assist the JTC as necessary to facilitate the committee's oversight of OIT, including through a variety of advisory duties and reporting requirements, though the committee may not interfere with the agency's general responsibilities.

Other JTC oversight responsibilities include:

- the state's Chief Information Security Officer and his or her duties;
- review of the actions of the Statewide Internet Portal Authority; and
- IT strategy through the review of state agency as pursuant to Section 24-37.5-105.4, C.R.S.

IT capital budget request. An IT capital budget request is a budget request from a state agency or state institution of higher education for the installation, development, maintenance, or upgrade of IT, including the purchase of products or services from OIT. It does not include budget requests that are primarily operational in nature or where the majority of funding will be used to support or modify state staffing levels.[2] Each fiscal year, the JTC is required to study and prioritize all IT budget requests made by state agencies and all state-funded IT budget requests made by state institutions of higher education. After hearing from state agencies, institutions of higher education, OIT, and other stakeholders about the amount of revenue available, the committee must submit written reports to the Joint Budget Committee (JBC) setting forth its recommendations, prioritization, findings, and comments regarding each IT budget request submitted to the JTC.

Recommendations to the JBC regarding supplemental IT budget requests are due no later than January 15 of each year, and new or amended requests for the upcoming fiscal year are due no later than February 15 of each year. The JBC may also choose to seek the JTC's review of any operating budget request for IT.[3]

Joint Technology Committee review. The committee reviews any legislative measure that is determined by the Speaker or the President to concern IT. The committee is authorized to make advisory recommendations about such measures to the full House and Senate, the JBC, the Capital Development Committee, or any committees of reference, as appropriate.

The committee may also request information and presentations regarding data privacy and cybersecurity within state agencies and coordinate with the Colorado Cybersecurity Council within the Department of Public Safety.

Upon request of the JTC, executive branch agencies, the Judicial Department, and the Departments of Law, State, and Treasury are required to make available to the committee any data, reports, or information necessary for the performance of the committee's duties. The information is to be provided by November 1 of the calendar year the request was made. Upon request of the General Assembly, the JTC, or the JBC, agencies are required to provide satisfactory evidence of compliance.

The Government Data Advisory Board must submit an annual report to the JTC on or before March 1 concerning the board's actions.

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[2]Section 2-3-1703 (8), C.R.S.
[3]Joint Rule 45(a)(3)(B).

Additionally, the committee is authorized to review the actions of the Statewide Internet Portal Authority (SIPA). SIPA is required to submit a report to the JTC on or before November 1 of each year that sets forth a complete and detailed operating and financial statement of SIPA during the relevant fiscal year. The report must also include any recommendations for legislation or other action that may be necessary to carry out the functions of SIPA.

The Judicial Department and the Departments of Law, State, and Treasury must submit a report that details all IT purchased or implemented to the committee on or before November 1 of each year.

Reporting requirements. The JTC is required to submit an annual report on the committee's findings and recommendations to the JBC. The report may include:

- legislation recommended by the committee;
- any recommendations based on the committee's statutory oversight; and
- the status of IT budget requests that were previously approved for phasing in or for incremental implementation over a period exceeding one year.

Advisory board membership. At the invitation of the Chief Information Officer, additional members may be selected to participate on the Government Data Advisory Board, including a member of the JTC.

Information security plan. Legislative service agency directors are required to maintain an information security plan and keep the JTC advised of the plan.

Staff assistance. Legislative Council Staff and the Office of Legislative Legal Services are required to assist the JTC in performance of its duties. This includes:

- acting as a liaison between state agencies and the committee;
- receiving and analyzing information and requests from state agencies for the committee's review;
- managing the committee's schedule for meetings and travel;
- providing background material and legal analysis about the matters before the committee;
- drafting bills recommended by the committee; and
- tracking and reporting on legislation and projects related to the committee's charge.

Legislative Council Staff is required to assist and advise the committee by reviewing and summarizing IT budget requests made by all state agencies and state institutions of higher education. Staff also arranges such hearings as necessary for the JTC to consider all IT budget requests.

Committee Activities

The committee met 19 times in 2022. This report highlights the committee's work on the state FY 2022-23 IT budget requests, a broad range of IT-related topics, and related briefings from the executive branch and other organizations. Discussion and briefing topics included:

- FY 2022-23 IT capital budget requests;
- FY 2021-22 supplemental IT capital budget requests;
- FY 2022-23 IT operating budget requests referred by the JBC;
- OIT presentations and bill draft consideration;
- presentation from the Office of the State Auditor;
- SIPA presentation;
- cybersecurity in Colorado;
- expanding Colorado broadband;
- technical debt;
- digital government;
- state of IT in the Legislative Branch; and
- IT-related legislation.

FY 2022-23 IT Capital Budget Requests

The JTC's charge gives the committee oversight responsibility for approving IT capital budget requests. The committee discussed and prioritized the IT capital budget requests for FY 2022-23 after being briefed by representatives from:

- the Office of Information Technology;
- the Office of eHealth Innovation;
- the Department of Corrections;
- the Department of Labor and Employment;
- the Department of Personnel and Administration;
- the Department of Public Health and Environment;
- the Judicial Branch;
- the Department of State;
- Adams State, Fort Lewis, and Western Colorado University;
- Colorado Northwestern Community College, Lamar Community College, Morgan Community College, Northeastern Junior College, Otero College, and Trinidad State College;
- Colorado State University- Fort Collins;
- Metropolitan State University of Denver;
- Colorado State University- Pueblo;
- Community College of Aurora;
- Community College of Denver;
- Colorado School of Mines;
- Colorado Mesa University; and
- University of Northern Colorado.

For FY 2022-23, a total of 21 state-funded IT capital budget requests and one cash-funded IT capital budget requests were funded, for a total of $109,102,442 Capital Construction Fund (CCF), $17,186,989 in cash fund spending authority (CF), and $20,139,004 in federal fund spending authority (FF). The FY 2022-23 Long Bill included funding as listed in Table 1 on the following page.

Table 1
FY 2022-23 Funded IT Capital Budget Appropriations
House Bill 22-1329

Department/Institution	Project Name	FY 2021-22 Appropriation
Office of Information Technology	Modernizing Aging IT Systems	$53,284,560 CCF
Department of Early Childhood	Early Childhood IT Systems	$14,650,000 FF
Office of eHealth Innovation	Rural Connectivity	$5,489,004 CCF $5,489,004 FF
Department of Personnel and Administration	CORE Upgrade	$9,787,000 CCF
Department of Personnel and Administration	Payroll Modernization	$6,000,000 CCF
Department of Labor and Employment	Workforce Case Management and Labor Exchange Systems	$5,250,000 CCF
Judicial Department	Public Defense in Digital Age	$4,110,754 CCF
Department of Public Health and Environment	Stationary Sources Solution	$4,099,148 CCF
Department of State	Money in Politics System	$1,610,000 CCF
Department of Corrections	Modernize Timekeeping and Scheduling Systems	$1,282,965 CCF
Adams State University, Fort Lewis College, and Western Colorado University	Digital Transformation Initiative	$15,721,200 CF
Colorado Northwestern Community College, Lamar Community College, Morgan Community College, Northeastern Junior College, Otero College, and Trinidad State College	Rural College Consortium for IT Infrastructure	$8,627,000 CCF
Metropolitan State University of Denver	Reimagine Campus Digital Experience	$3,350,000 CCF $335,000 CF
Colorado School of Mines	Re-Envisioning Mines ERP and SIS	$2,304,000 CCF $239,000 CF
Community College of Denver	Classroom and Conference Room Technology	$1,532,140 CCF $97,796 CF
Colorado State University	Upgrade Network Hardware	$646,119 CCF $491,001 CF
Metropolitan State University of Denver	Network Infrastructure Modernization	$795,000 CCF $250,000 CF
Community College of Aurora	Improving Student Access to Technology	$476,923 CCF $52,992 CF
Colorado State University Pueblo	Communication System Upgrade	$457,829 CCF
Total CCF		**$109,102,442**
Total CF		**$17,186,989**
Total FF		**$20,139,004**
Grand Total		**$146,428,435**

Source: Legislative Council Staff.

FY 2020-21 Supplemental IT Capital Budget Requests

The JTC has oversight responsibility for recommending supplemental IT capital budget requests. The committee recommended that the JBC approve two supplemental requests for FY 2021-22. The first was for the Department of Early Childhood to expand system functionalities to support the launch of the new Universal Preschool Program. The second was for the Department of Human Services for the replacement of routers and switches for county human service departments.

FY 2022-23 IT Operating Budget Requests

Pursuant to Joint Rule 45 (a)(3)(B), the JBC requested that the committee review two FY 2022-23 IT operating budget requests. The JTC reviewed and recommended approving the Department of Human Services (DHS) FY 2022-23 operating budget request for $1.8 million General Fund for the County Trails Refresh and Support. The committee recommended the JBC and DHS consider broadening the scope of the line item beyond Trails specifically to encompass all county human services IT support needs, including computer support, routers and switches covered in the above supplemental request, and other IT county IT needs that are spread throughout the budget or are not receiving adequate funding.

Office of Information Technology

Representatives from OIT presented to the committee several times during 2022. Topics discussed with the committee included: the IT Transformation project ("Reimagine IT"); procurement transformation; IT program management; addressing the state's technology debt; the myColorado and Digital Government strategic plan; increasing the state's cybersecurity; and, the advancement of the Colorado Broadband Office.

Office of the State Auditor

On December 15, 2022, representatives from the Office of State Auditor presented the Annual Report of Audit Recommendations: Status of Audit Recommendations Not Fully Implemented which covered several outstanding audit recommendations for OIT. The report may be found here: https://leg.colorado.gov/sites/default/files/images/6._osa_status_of_audit_recommendations_not_fully_implemented_as_of_june_30_2022.pdf.

Statewide Internet Portal Authority

On January 19, 2022, representatives from SIPA presented the SIPA Annual Report and gave an update on the 2021 legislation that the JTC sponsored. The legislation allows for SIPA to use the Invitation to Negotiate in procurement of portal internet services.[4]

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[4]Section 24-37.7-104, C.R.S.

IT in the Legislative Branch

On September 14, 2022, representatives from Legislative Council Staff (LCS) presented information on the state of IT in the Legislative Branch. The primary topics of discussion focused on the new General Assembly website, digital accessibility in the legislature, and an inventory of all IT products and services.

Representatives from LCS also gave an overview of the new website. The current website contains a large scope of information and history and is at the end of its life. The new website will be rebuilt using Ruby on Rails technology with a focus on meeting accessibility standards. Additionally, LCS provided more information on other IT services such as closed captioning, assisted listening devices, a braille printer, and American Sign Language (ASL) interpreter.

Colorado Technical Debt

Technical (tech) debt is defined as IT applications and software that are inefficient or ineffective. Tech debt leads to increased security risks, as well as higher costs to maintain legacy systems. These higher costs and challenges often result from outdated coding language and staff retirements.

According to OIT, Colorado is estimated to have about $465 million in tech debt. Over the course of 2022, the JTC heard several presentations concerning tech debt. In FY 2022-23, OIT was appropriated $53.3 million for phase one of a project to begin reducing the state's tech debt. OIT has requested an additional $22.7 million for FY 2023-24 as phase two of funding.

Cybersecurity

Enhancing Colorado's cybersecurity is a main priority for the JTC. The committee heard several presentations regarding cybersecurity, including one from a [cybersecurity panel](#) on December 15, 2022. The panel addressed Colorado's cybersecurity statistics and weak points, recommendations, cybersecurity reserves, ransomware, and community.

Project Updates

Throughout the year, the committee received the following updates on active major IT projects from the following departments:

Department of Early Childhood. The Department of Early Childhood presented several times to the committee on the Universal Preschool Program Technology. The latest update on December 5, 2022 provided information on the preschool matching system, provider registration, and reporting.

Department of Personnel and Administration. The Department of Personnel and Administration presented on the Payroll Modernization and CORE Upgrade projects several times throughout the year. The Payroll Modernization project will replace the state's 35 year-old legacy system. The CORE Upgrade project will upgrade the state's accounting, procurement, and budgeting system used by all three branches of government.

Department of Public Health and Environment. CDPHE provided updates on their Stationary Sources System Project throughout 2022. The project modernizes the stationary sources data system, the primary technology tool used by the Air Pollution Control Division to manage permitting, inspections, enforcement, compliance, billing, emissions, and data reporting associated with stationary sources.

Legislation

House Bill 22-1306. In 2021, the Broadband Deployment Board was awarded money that the state received under the federal "American Rescue Plan Act of 2021". The bill made several updates, including the requirements to be awarded grant money pursuant to the federal act as well as reducing the notice and comment period for any interested party to review and comment on a grant application.

House Bill 22-1360. The bill allows for the Department of Human Services to retain a percentage of federal child support incentives for the purposes of IT enhancements to the automated child support enforcement system beginning if the federal FY 2024. Beginning July 1, 2025, DHS must report on projects being funded by the federal incentive funds retained by the state to the JTC.

Resource Materials

Meeting summaries are prepared for each meeting of the committee and contain all handouts provided to the committee. The summaries of meetings and attachments are available at the Division of Archives, 1313 Sherman Street, Denver (303-866-2055). The listing below contains the dates of committee meetings and the topics discussed at those meetings. Meeting summaries are also available on our website at:

https://leg.colorado.gov/committees/joint-technology-committee/2022-regular-session

Meeting Date and Topics Discussed

January 10, 2022

- FY 2021-22 IT Capital Budget Request: Department of Early Childhood Data Systems
- FY 2021-22 IT Capital Supplemental Budget Request: Colorado Department of Human Services County Infrastructure Update
- FY2022-23 CDHS R-03 Operating Budget Request: County Trails Refresh and Support

January 19, 2022

- Committee Chair switch and rules vote
- Presentation from the Statewide Internet Portal Authority
- Judicial Branch FY 2021-22 IT Budget Request and FY 2022-23 R-02 and R-03 IT Budget Requests
- FY 2022-23 Office of the State Public Defender R-01 Budget Request
- FY 2022-23 IT Capital Budget Request: Department of Labor and Employment Workforce Case Management System

January 24, 2022

- FY 2022-23 Department of State R-03 Operating Budget Request: Money-in-Politics Disclosure System
- FY 2022-23 Department of Treasury R-03 Operating Budget Request: Departmental Technology
- FY 2022-23 Department of Public Safety Operating Budget Requests: R-11 Entire State Cybersecurity Approach Program and R-12 Community Corrections Information and Billing System Maintenance
- FY 2022-23 Department of Revenue R-01 Operating Budget Request: DRIVES System Support

January 25, 2022

- Presentation on Technical Debt from Teri Takai, Vice President of e.Republic
- Presentation from Governor's Office of Information Technology on FY 2022-23 Budget Requests Executive Session Pursuant to Section 24-6-402 (3), C.R.S., to Discuss Cybersecurity in the State
- FY 2022-23 IT Capital Budget Request: Department of Personnel and Administration- Payroll Modernization
- FY 2022-23 IT Capital Budget Request: Department of Personnel and Administration- CORE Upgrades
- FY 2022-23 Department of Agriculture R-07 Operating Budget Request: Agriculture Licensing and Registration System
- FY 2022-23 Department of Military and Veterans Affairs R-04 Operating Budget Request: Department Automation and Improvement
- FY 2022-23 IT Capital Budget Request: Department of Public Health and Environment Stationary Sources Solution Modernization

February 10, 2022

- Presentation from Metropolitan State University-Denver and Colorado School of Mines on FY 2022-23 IT Capital Budget Requests
- Presentation from the Department of Public Health and Environment on FY 2022-23 IT Capital Budget Request
- FY 2022-23 IT Capital Budget Request Prioritization Discussion

February 15, 2022

- FY 2022-23 IT Capital Budget Request Prioritization

February 17, 2022

- FY 2022-23 Department of Health Care Policy and Financing R-06 and R-14 Operating Budget Requests

February 24, 2022

- Overview of Cybersecurity efforts in the state
- Committee action on previously delayed recommendations for the Department of Public Safety R-11 and R-12 operating budget requests

March 3, 2022

- Committee action on operating budget requests previously delayed for the Department of Public Safety and Health Care Policy and Financing
- Consideration of Department of Human Services Early Childhood S4 IT budget request
- Consideration of potential Department of Human Services legislation
- Consideration of Office of Information Technology draft broadband legislation

March 15, 2022

- Meeting with the Joint Budget Committee to discuss the Joint Technology Committee's recommendations on FY 2022-23 IT Capital prioritizations

March 17, 2022

- Consideration of Department of Human Services and Office of Information Technology draft legislation

April 20, 2022

- Presentation of Office of the State Auditor and Health Care Policy and Financing on Medicaid non-emergent medical transportation
- Updates from the Department of Early Childhood
- Updates from the Office of Information Technology

June 15, 2022

- Updates from Department of Revenue
- Updates from Department of Early Childhood
- Updates from the Department of Personnel and Administration
- Updates from the Department of Public Health and Environment
- Updates from Office of Information Technology

July 7, 2022

- Updates from the Department of Personnel and Administration
- Updates from the Department of Early Childhood
- Updates from the Department of Public Health and Environment
- Updates from Office of Information Technology
- Presentation from Tekniam on the Remote Universal Communication System

August 17, 2022

- Updates from the Department of Early Childhood
- Updates from the Department of Personnel and Administration
- Updates from the Department of Public Health and Environment
- Updates from Office of Information Technology
- Updates from the Department of Labor and Employment
- Presentation from Crown Castle on Microtrenching Technology
- Presentation from Spruce on Decentralized Identification

September 14, 2022

- Updates from the Department of Public Health and Environment
- Updates from the Department of Personnel
- Updates from the Office of Information Technology
- Updates from the Department of Early Childhood
- Updates from Colorado Digital Services
- Presentation on The Work Number
- Presentation from Legislative Council Staff on It Accessibility

October 18, 2022

- Update from the Department of Corrections on the DeCORuM Project
- Update from the Judicial Department on IT Projects
- Update from the Department of Personnel and Administration
- Update from the Department of Higher Education on the House Bill 22-1349 Data System
- Update from the Department of Early Childhood
- Update from the Office of Information Technology
- Overview of Colorado Health Care IT Systems
- Updates from the Department of Public Health and Environment
- Presentation from the Colorado Technology Association

December 5, 2022

- Overview of the role of the JTC
- Committee Chair election
- Adoption of Senate Rules
- Overview of the FY 2023-24 IT Capital Budget Requests
- Colorado Commission on Higher Education and Colorado Department of Higher Education

- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado Department of Labor and Employment
- Presentation on FY 2022-23 IT Capital Budget Requests: MSU Denver and Colorado School of Mines
- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado Department of Human Services
- Presentation on FY 2022-23 IT Capital Budget Requests: Fort Lewis and Western Colorado University
- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado Community College System
- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado Mesa University
- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado Department of Corrections
- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado Department of Health Care Policy and Financing
- Updates from the Colorado Department of Early Childhood
- Presentation from the Coalition for Fair Software Licensing
- Presentation from Qualtrics

December 15, 2022

- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado Department of Public Health and Environment
- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado Department of Revenue
- Presentation on FY 2022-23 IT Capital Budget Requests: University of Northern Colorado
- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado Department of Personnel and Administration
- Presentation on FY 2022-23 IT Capital Budget Requests: Colorado State University Fort Collins and Colorado State University Pueblo
- Presentation from the Colorado Office of the State Auditor
- Presentation from the National Telecommunications and Information Administration
- Updates from the Colorado Broadband Office
- Panel Presentation on Cybersecurity
- Presentation on FY 2022-23 IT Capital Budget Requests: Office of Information Technology