



# Annual Report to the General Assembly

*Joint Technology Committee*  
*January 2024 | Research Publication 888*





## Joint Technology Committee

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January | 2024





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January 2024

To Members of the General Assembly:

Submitted herewith is the Joint Technology Committee (JTC) annual report. The purpose of the report is to provide annual and historical information on the information technology (IT) capital budget request process. This annual report provides a complete summary of all IT capital appropriations during the 2023 session. The report concludes with a description of other actions taken by the JTC in 2023.

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.



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**This report is also available online at:**

***<https://leg.colorado.gov/content/jjtc2024acommdocscurrent>***

## 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.<sup>1</sup> 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.** The JTC has oversight responsibilities for the Governor's Office of Information Technology (OIT). This oversight does not include interference with the general responsibilities of OIT, but the law directs OIT to assist the JTC as necessary to facilitate the committee's oversight of OIT. JTC's oversight of OIT includes, but is not limited to:

- review of the state of IT;
- any general IT needs; and

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<sup>1</sup>Section 2-3-1703, C.R.S.



- any anticipated short- or long-term IT changes for OIT.<sup>2</sup>

The JTC also oversees:

- the state's Chief Information Security Officer and his or her duties; and
- any state agency that has had specific IT functions delegated to it by OIT.<sup>3</sup>

In addition to the JTC's oversight responsibilities, the committee is authorized to review the actions of the Statewide Internet Portal Authority (SIPA), which manages the statewide internet portal.<sup>4</sup>

**IT capital budget request.** An "IT capital budget request" means 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 services from OIT. It does not include requests that are primarily operational in nature or requests where the funding will be used to support or modify state staffing levels.<sup>5</sup> Pursuant to Joint Rule 45, the JTC is responsible for reviewing state agency IT capital budget requests with a total project cost that exceeds \$500,000, regardless of the source of funds, and higher education IT capital budget requests with a total state-funded cost that exceeds \$500,000. 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.

The JBC is responsible for reviewing IT budget requests that are operational and funding for personnel, utilities, and program operations. The JBC may elect to refer any operational IT budget requests to the JTC for review, including requests from the Legislative or Judicial Departments, the Department of Law, the Department of State, and the Department of Treasury.<sup>6</sup>

**Timeline.** Each year, the executive branch must follow required deadlines for the submission, review, and prioritization of budget requests. Table 1 shows on the next page the executive branch budget request submission deadlines to the JTC.

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<sup>2</sup>Section 2-3-1704 (1), C.R.S.

<sup>3</sup>Section 2-3-1704 (2) and (6), C.R.S.

<sup>4</sup>Section 2-3-1704 (5), C.R.S.

<sup>5</sup>Section 2-3-1701 (8), C.R.S.

<sup>6</sup>Section 2-3-1704 (11)(b), C.R.S.

**Table 1**  
**Executive Branch Budget Submission Deadlines**

Due Date	Description
October 1	State agencies and state institutions of higher education send IT capital budget requests to the JTC.
November 1	Executive branch sends prioritized list of IT capital budget requests to the JTC.
December 10	Executive branch sends supplemental and late IT capital budget requests to the JTC

*Source: Section 24-37-304 (1)(c.5)(I), C.R.S.*

Table 2 shows the deadlines by which the JTC must send prioritized recommendations regarding IT capital budget requests to the JBC.

**Table 2**  
**JTC Budget Recommendations Deadlines**

Due Date	Description
January 15	JTC submits supplemental IT capital budget request prioritization recommendations to the JBC.
February 15	JTC submits new IT capital budget request prioritization recommendations to the JBC for the upcoming fiscal year.

*Source: Section 2-3-1704 (11)(a), C.R.S.*

**Interim supplemental requests.** Throughout the interim, the JTC is also responsible for reviewing emergency supplemental IT capital budget requests submitted by the executive branch, and providing a recommendation regarding these requests to the JBC. Generally, meetings to review these requests are held prior to the JBC's meetings to review the state revenue forecasts on or around June 20 and September 20.

**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.

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.

**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.

## Committee Activities

The committee held 16 meetings in 2023. This report highlights the committee's work on the state FY 2023-24 IT capital budget requests, a broad range of IT-related topics, and related briefings from the executive branch and other organizations.

### FY 2023-24 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 2023-24 after being briefed by representatives from:

- the Department of Corrections;
- the Department of Health Care Policy and Financing;
- the Department of Human Services;
- the Department of Labor and Employment;
- the Department of Personnel and Administration;
- the Department of Public Health and Environment;
- the Department of Revenue;
- the Office of eHealth Innovation;
- the Office of Information Technology;
- Community College of Aurora;
- Community College of Denver;
- Colorado Mesa University;
- Colorado State University;
- Colorado State University – Pueblo;
- Colorado School of Mines;
- Fort Lewis College & Western Colorado University;
- Front Range Community College;
- Metropolitan State University of Denver; and
- University of Northern Colorado.

For FY 2023-24, a total of 20 state-funded IT capital budget requests and one cash-funded IT capital budget request were funded, for a total of \$64,890,922 Capital Construction Fund (CCF), \$8,184,071 in cash fund spending authority (CF), \$996,386 in reappropriated funds (RF), and \$50,190,455 in federal fund spending authority (FF). The FY 2023-24 Long Bill included funding as listed in Table 3 below.

**Table 3**  
**FY 2023-24 Funded IT Capital Budget Appropriations**  
**Senate Bill 23-214**

Department/Institution	Project Name	FY 2023-24 Appropriation
Department of Corrections	DeCORuM	\$6,140,514 (CCF)
Department of Corrections	HRMES	\$2,605,507 (CCF)
Office of Information Technology	Modernizing Aging IT Systems	\$15,103,996 (CCF)
Department of Health Care Policy and Financing	Medicaid Enterprise Solutions	\$6,043,541 (CCF)
	Re-Procurement	\$46,508,975 (FF)
Department of Human Services	Information Management Systems & Data Reporting	\$2,093,951 (CCF)
Department of Labor and Employment	Conveyance Database	\$693,000 (CF)
Department of Labor and Employment	Vocational Rehabilitation Case Management System	\$996,386 (RF)
		\$3,681,480 (FF)
Department of Personnel and Administration	Payroll Modernization	\$14,249,228 (CCF)
Department of Public Health and Environment	Stationary Sources Solution Modernization	\$4,530,695 (CF)
Department of Public Health and Environment	VESCO	\$1,410,064 (CCF)
Department of Revenue	Licensing & Case Management Software	\$1,000,000 (CCF)
Community College of Aurora	Improving Server Room	\$814,740 (CCF)
		\$71,093 (CF)
Community College of Denver	Classroom & Conference Room Technology	\$1,627,899 (CCF)
		\$103,908 (CF)
Colorado Mesa University	ERP Modernization	\$3,290,340 (CCF)
		\$369,660 (CF)
Colorado State University	Network Hardware Upgrade	\$2,244,053 (CCF)
		\$748,392 (CF)
Fort Lewis College & Western Colorado University	Next Generation Wifi	\$1,760,438 (CCF)
		\$75,264 (CF)
Front Range Community College	Network and IT Security Upgrade	\$3,420,000 (CCF)
		\$380,000 (CF)
Metropolitan State University of Denver	Reimagining the Campus Digital Experience	\$1,000,000 (CCF)
		\$656,837 (CF)
Metropolitan State University of Denver	Network Infrastructure Modernization	\$795,000 (CCF)
		\$500,000 (CF)
University of Northern Colorado	ERP Modernization & Cloud Migration	\$1,291,651 (CCF)
		\$55,222 (CF)
		<b>\$64,890,922 (CCF)</b>
<b>Total by Fund</b>		<b>\$8,184,071 (CF)</b>
		<b>\$996,386 (RF)</b>
		<b>\$50,190,455 (FF)</b>

Source: Legislative Council Staff.

## **FY 2023-24 Supplemental IT Capital Budget Requests**

The JTC has oversight responsibility for recommending supplemental IT capital budget requests. The committee recommended that the JBC approve one supplemental request for FY 2023-24. The request was to extend federal funds spending authority for the Department of Early Childhood's Universal Preschool Program infrastructure.

## **FY 2023-24 IT Operating Requests Referred by the Joint Budget Committee**

In 2023, the JBC referred eight IT operating budget requests to the JTC for review:

- *Department of Human Services R-05 Reforming IT Project Ownership* (recommend with no concerns);
- *Department of Human Services BA-04 Promoting Equity through Technology and Automation* (recommend with concerns and emphasis that PEAKPro is ADA compliant);
- *OIT R-01 Secure Colorado: Meet Current and Future Threats* (recommend with no concerns);
- *OIT R-02 myColorado Platform: Sustainability and Scalability* (recommend with quarterly updates, including agency updates on the app with an emphasis on advertising);
- *OIT R-03 IT Asset Management Audit and Compliance* (recommend with no concerns);
- *OIT R-05 Road to Data Driven Decisions* (recommend with concerns regarding verifying and maintaining compliance with federal and state laws regarding data sharing);
- *OIT BA-01 Accessibility and Testing Remediation* (recommend with no concerns, but with quarterly updates from OIT); and
- *Secretary of State's Office R-03 State Website Modernization* (recommend with no concerns).

## **IT in the Legislative Branch: Legislative Information Services**

Legislative Information Services (LIS) of Legislative Council Staff presented several times to the JTC over the course of the year. After a referral from the Executive Committee, the JTC recommended funding LIS's FY 2023-24 legislative budget request, but had concerns over email, WordPerfect, and the website.

As a result of this recommendation, LIS gave quarterly updates to the committee. The updates included information on accessibility, iLegislate, Zoom licenses, the coleg.gov domain transition, the email enterprise system, and cybersecurity. LIS continues to provide updates to the committee on a possible email enterprise system change.

## **Quarterly Updates on IT Capital Projects**

Throughout the course of 2023, the JTC received quarterly update presentations on IT capital projects from:

- Community College of Aurora;
- Colorado Department of Labor and Employment;
- Colorado Department of Public Health and Environment;
- Department of Personnel and Administration;
- Metropolitan State University of Denver;

- Office of eHealth Innovation;
- Office of Information Technology;
- Colorado Department of Early Childhood;
- Colorado Department of Corrections;
- Judicial Department;
- the Office of the State Public Defender; and
- the Secretary of State's Office.

The committee elected to proceed with written quarterly updates moving forward. Written quarterly updates may be found here: <https://leg.colorado.gov/content/jjtc2023acommagenda>

## **Personal Information Collected by Governmental Entities (House Bill 21-1111)**

OIT presented on a personally identifiable information (PII) study in accordance with [House Bill 21-1111](#). The study addressed where PII is stored by state agencies throughout Colorado, the entities that have access to PII stored by state agencies, and the cost and processes necessary to centralize the storage and protection of PII. To conduct the study, OIT created a 30-member advisory group that met twice a month for six months. Key findings of the study included: a need for statewide governance model, more consistent data definitions, the need for a statewide data model, agency specific data requirements, limited singular resident view, and agency and data specific security/privacy considerations. The study presented four solutions with costs ranging from \$10 million to \$100 million. The study noted additional legislation may be needed once a clear solution is agreed upon.

## **Statewide Internet Portal Authority**

On February 16, the SIPA presented its annual report to the committee. The report included an overview of SIPA, SIPA's wildly important goals, the Colorado.gov portal services and portal integrator procurement, SIPA's technology portfolio, and information on SIPA's micro-grant program for all governments and an innovation fund for state agencies.

## **Broadband in Colorado**

The Colorado Department of Transportation (CDOT) presented to the committee on CDOT's role in broadband. The presentation included an overview of CDOT's ITS branch and fiber network. CDOT discussed its proposed agreements for fiber: dark fiber lease, public private partnership, and a related fee structure. The presentation also highlighted CDOT's fee structure development.

In addition, the committee heard from a panel of broadband experts and providers on broadband service in Colorado. The panelists discussed fee structures, incurred fees, statutory provisions, CDOT broadband applications, fair market value, set fee structures, and rural broadband. Committee discussion with the panelists related to state goals for connectivity, grant money allocations, and how the state could work with broadband providers.

## **Digital Trunked Radio System**

The committee met with the Department of Public Safety to discuss the state's Digital Trunked Radio System (DTRS). The department provided the committee with an overview of the system and discussed possible legislation related to clone radios. The committee voted to draft legislation related to DTRS and cloning equipment. The committee may act on that legislation in 2024.



## Legislation

### ***Senate Bill 23-142 — Information Technology Project Appropriation Process<sup>7</sup>***

The bill allows the JBC to submit operating budget requests for information technology to the JTC from the Legislative Department, the Department of Law, the Department of State, and the Department of the Treasury, and allows any such information technology projects to be funded from the Information Technology Capital Account in the Capital Construction Fund.

### ***Senate Bill 23-180 — Restore Current Pay Periods for the State Employees***

This bill removes provisions in statute referencing bi-monthly pay periods, as well as a loan program to assist employees' transition to the new pay periods under House Bill 15-1392. The bill amends statute to allow state employers to only pay employees on a monthly or bi-weekly basis, and makes conforming amendments. The bill does not apply to institutions of higher education.

### ***Senate Bill 23-183 — Local Government Provision of Communication Services***

The bill removes the voter approval requirement for local governments to provide cable television, telecommunications, or advanced services, allowing local governments to provide these services or enter into public-private partnerships with service providers without holding an election first. In addition to communication services, the bill specifies that local governments can provide middle mile infrastructure, which is broadband infrastructure that does not connect to an end-user location. The bill also clarifies language in current laws by replacing the term "advanced service" with "broadband internet service."

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<sup>7</sup>Bill was sponsored by the JBC, not the JTC. The bill is included due to its connection with JTC procedures.

## 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/content/jjtc2023acommagenda>

## Meetings and Topics Discussed

January 13, 2023

- Consideration of referred operating budget request for the Secretary of State's Office
- Consideration of referred operating budget request for the Department of Human Services

January 20, 2023

- JBC referred requests: Office of Information Technology

January 27, 2023

- JBC referred request: Office of Information Technology
- Presentation pursuant to House Bill 21-1111

February 3, 2023

- JBC referred requests: Office of Information Technology
- JBC referred requests: Colorado Department of Human Services
- Consideration of draft committee legislation
- Public testimony

February 10, 2023

- Prioritization of FY 2023-24 IT capital budget requests
- Consideration of Senate Bill 23-142 concerning the IT capital appropriation process

February 14, 2023

- Prioritization of FY 2023-24 IT capital budget requests

February 16, 2023

- Consideration of Legislative Information Services FY 2023-24 budget request
- Consideration of operating request OIT BA-01
- Presentation from the Statewide Internet Portal Authority

February 24, 2023

- Consideration of draft legislation

March 16, 2023

- Meeting with the Joint Budget Committee to discuss FY 2023-24 IT capital prioritization

March 31, 2023

- Presentation from Legislative Information Services
- Presentation from the Department of Personnel & Administration

June 7, 2023

- JTC Staff opening remarks regarding quarterly updates
- Office of Information Technology
- Department of Corrections
- Department of Early Childhood update and supplemental request
- Metropolitan State University of Denver
- Department of Personnel & Administration
- Colorado State University
- Office of eHealth Innovation
- Department of Public Health & Environment
- Department of Labor & Employment
- Colorado Community Colleges Systems

August 28, 2023

- Office of the State Public Defender
- Office of the State Court Administrator
- Secretary of State's Office
- Department of Public Health & Environment
- Department of Personnel & Administration
- Department of Corrections
- Department of Early Childhood
- Office of Information Technology
- Department of Transportation
- Broadband panel
- Public testimony

October 23, 2023

- Legislative Information Services
- Public testimony
- Discussion of legislation
- Discussion with the Department of Public Safety

December 11, 2023

- Office of State Planning and Budgeting
- Department of Higher Education
- FY 2024-25 IT capital budget request presentations
- Public testimony

December 12, 2023

- FY 2024-25 IT capital budget request presentations

December 13, 2023

- FY 2024-25 IT capital budget request presentations
- Public testimony