

2019

Report to the Colorado General Assembly



Joint Technology Committee



Prepared by Legislative Council Staff
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Joint Technology Committee

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January 2020

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To Members of the Seventy-second General Assembly:

Submitted herewith is the 2019 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 2019 final report provides a complete summary of all IT capital construction appropriations during the 2019 session. The report concludes with a description of other actions taken by the JTC in 2019.

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,

A handwritten signature in black ink, appearing to read "Natalie Mullis".

Natalie Mullis
Director

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This report is also available online at:

[Leg.colorado.gov/committees/joint-technology-committee/2020-regular-session](http://leg.colorado.gov/committees/joint-technology-committee/2020-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 information technology and computer-based equipment and related services designed for the storage, manipulation, and retrieval of data by electronic and mechanical means, or both. The term includes, but is not limited to:

- central processing units, servers for all functions, and equipment and systems supporting communications networks;
- all related services, including feasibility studies, systems design, software development, system testing, external off-site storage, and network services, whether provided by state employees or others;
- the systems, programs, routines, and processes used to employ and control the capabilities of data processing hardware, including operating systems, compilers, assemblers, utilities, library routines, maintenance routines, applications, application testing capabilities, storage system software, hand-held device operating systems, and computer networking programs; and
- the application of electronic information processing hardware, software, or telecommunications to support state government business processes.

It does not mean post-implementation support, hardware life-cycle replacement, or routine maintenance, unless such replacement or maintenance is part of a larger computer system upgrade.

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 are to have the same powers and duties and be 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 so elected and switch roles for the second session.

Organization, procedures, and meetings. The committee is permitted to develop its own procedural rules. The JTC may meet as often as necessary to perform its functions, but it is required to meet at least once a year to review the Governor's budget submissions related to IT.

Powers and Duties

Oversight duties. The committee has oversight responsibility for the Governor's Office of Information Technology (OIT). "Oversee" is defined as reviews of major IT projects, reviews of the OIT's budget requests for IT projects, and ensuring that IT projects follow best practice standards as established by the OIT. Such oversight 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;
- OIT's responsibilities related to the statewide communications and information infrastructure; and
- OIT's responsibilities for statewide geographic information system coordination.

Oversight does not include interference with the general responsibilities of OIT. State law directs OIT to assist the JTC as necessary to facilitate the committee's oversight of OIT. This includes a number of advisory duties and reporting requirements. Specifically, the JTC should receive regular reports from OIT concerning the following:

- any emergency acquisition or purchase of IT resources made in the preceding fiscal year;
- an accurate account of all activities related to the Public Communications Trust Fund; and
- annual updates to the statewide information technology plan.

Other JTC oversight responsibilities include:

- the state's Chief Information Security Officer and his or her duties;
- any telecommunications coordination in the state performed by the state's Chief Information Officer;
- the General Government Computer Center; and
- state agencies regarding:
 - any IT purchased or implemented that is not managed or approved through OIT;
 - any IT that a state agency purchased or implemented that does not follow the standards set by OIT; and
 - any IT that a state agency purchased or implemented that has the same function as IT already created, purchased, or implemented by OIT.

The committee may also request information and presentations about data privacy and cybersecurity and coordinate with the Colorado Cybersecurity Council.

IT budget requests. An "IT budget request" means a budget request from a state agency or state institution of higher education for the installation, development, or upgrade of IT, including the purchase of 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.

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 sources of information about the amount of revenue available, the committee is required to 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.

Reports 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.

The JTC is required to forecast the state's needs for future IT budget requests in order to facilitate the planning and implementation of state IT projects.

Committee review. The committee is required to review any legislative measure that is determined by the Speaker or the President to deal with IT. The committee is authorized to make advisory recommendations about such measures to the full House and Senate, the JBC, the Capital Development Committee (CDC), and any committees of reference, as appropriate.

The committee may also request information and presentations regarding data privacy and cybersecurity within state agencies and the authority to 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 is required to 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.

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, which is exempt from the five-bill limit specified in Joint Rule 24;
- 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.

Executive branch agencies are encouraged to submit a written report on or before November 1 of each year to the JTC concerning IT matters that are not managed by OIT. The Judicial Department and the Departments of Law, State, and Treasury are also encouraged to submit such a report on or before November 1 of each year.

Advisory board membership. If a vacancy arises for the legislative branch position on the Government Data Advisory Board, such vacancy must be filled by 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 16 times in 2019. This report highlights the committee's work regarding the FY 2019-20 IT capital budget. In addition, the committee discussed and was briefed on a broad range of IT-related issues by executive branch agencies and other organizations. Discussion and briefing topics included:

- FY 2019-20 IT capital budget requests;
- FY 2019-20 operating budget requests;
- supplemental IT budget requests;
- information provided by the Office of the State Auditor (OSA);
- BerryDunn evaluation report findings and IT procurement;
- OIT activities;
- Modernizing the Child Welfare Case System (Trails) project updates;
- Department of Personnel and Administration HRWorks project updates;
- Senate Bill 19-006, Electronic Sales and Use Tax Simplification System, updates;
- Senate Bill 19-251, Requirements of OIT Based on Evaluation Recommendations, updates;
- cybersecurity;
- Department of Corrections Offender Records Management System (DeCORuM) project updates;
- tour of Colorado Interactive;

- tour of Google’s Boulder campus;
- tour of OIT’s Lakewood data center; and
- presentations from various Colorado IT vendors.

The committee recommended one bill for consideration by the General Assembly. Senate Bill 19-248, State Tax System Working Group, passed the General Assembly and became effective on May 23, 2019.

IT Capital Budget Requests

The JTC’s charge gives the committee oversight responsibility for approving IT capital budget requests. The committee discussed and was briefed by representatives from OIT; the Colorado Department of Education; the Colorado Department of Labor and Employment (CDLE), the Colorado Department of Personnel and Administration (DPA), the Colorado Department of Human Services (DHS), the Colorado Department of Public Safety (DPS), the Governor’s Office of eHealth Innovation, Otero Junior College, Lamar Community College, History Colorado, the Community College of Aurora, Trinidad State Junior College, the University of Northern Colorado, Colorado State University – Fort Collins, Pikes Peak Community College, and Colorado State University - Pueblo. The committee prioritized 14 state-funded IT capital budget requests and two cash-funded IT capital budget requests, for a total of \$19,119,590 Capital Construction Fund (CCF) and \$15,036,171 cash funds (CF), including federal funds, spending authority.

The Joint Budget Committee approved funding for projects in the priority order recommended by the JTC, but approved funding for fewer projects than was recommended by the JTC. Overall, the FY 2019-20 Long Bill funded nine IT capital budget requests, including \$12,337,676 CCF and \$14,864,941 CF (including federal funds). Table 1 provides more information about the IT capital budget appropriations for FY 2019-20.

**Table 1
FY 2019-20 Funded IT Capital Budget Appropriations**

Department/Institution	Project Name	FY 2019-20 Appropriation
Office of Information Technology	Data Center Strategic IT Infrastructure Needs	\$5,264,000 CCF
Office of eHealth Information	Health IT Roadmap Initiatives	\$1,140,833 CCF \$10,267,500 FF
History Colorado	Archaeology and Historic Preservation Database and Systems Modernization	\$366,472 CCF \$116,554 CF
Lamar Community College	Technology Infrastructure	\$570,422 CCF \$15,000 CF
Otero Junior College	Technology and Communications Upgrades	\$475,000 CCF \$75,000 CF
Human Services	IT System Interoperability	\$2,320,949 CCF

**Table 1 (Cont.)
FY 2019-20 Funded IT Capital Budget Appropriations**

Department/Institution	Project Name	FY 2019-20 Appropriation
Labor and Employment	Storage Tank Information System Replacement	\$2,785,277 CF
Personnel and Administration	Automotive Reporting System Replacement	\$1,605,610 CF
Public Safety	Community Corrections Information and Billing System	\$2,200,000 CCF
Total CCF		\$12,337,676
Total CF/FF		\$14,864,941
Grand Total		\$27,202,617

Source: Senate Bill 19-207.

Supplemental IT Budget Requests

The JTC's charge gives the committee oversight responsibility for approving supplemental IT capital budget requests. The committee discussed and approved one emergency supplemental request for FY 2019-20 from DHS for the Trails modernization project. The request included \$5,897,540 CCF and \$3,931,693 FF.

FY 2019-20 Operating IT Budget Requests

Pursuant to Joint Rule 45 (a)(3)(B), the JBC requested that the committee review six FY 2019-20 operating IT budget requests. These included requests from CDLE, the Department of Revenue (DOR), OIT, and the Judicial Department. The committee reviewed and recommended approving funding for all six requests.

Table 2 provides more information about these six requests, including the agency making the request, a project title, and the amount and type of funds requested.

**Table 2
FY 2019-20 Operating IT Budget Requests Reviewed by the JTC**

Department	Project Name	FY 2019-20 Request
Labor and Employment	Unemployment Insurance Field Audit System	\$450,000 CF
Revenue	GenTax Support Enhancements	\$1,420,355 GF 12.0 FTE
Revenue	Lottery Back-Office Restructure	\$2,198,993 CF
Office of Information Technology	Securing IT Operations	\$11,857,490 RF 9.0 FTE
Office of Information Technology	Enterprise Data Integration Services	\$3,139,756 RF 2.0 FTE
Judicial	IT Infrastructure	\$2,744,021 GF \$5,649,753 CF

Source: Legislative Council Staff.

The committee also reviewed and recommended funding one interim supplemental IT operating budget request that was referred to the committee for review by the JBC for the Colorado Digital Services within OIT. The request was for \$1,130,848 General Fund and 6.2 FTE for FY 2019-20.

Office of the State Auditor, BerryDunn, and IT Procurement

Representatives from OSA presented OSA's *Annual Report of Audit Recommendations: Status of Audit Recommendations Not Fully Implemented*. They highlighted outstanding financial, performance, and IT audit recommendations that have not been fully implemented by OIT. The committee discussed audit metrics, accountability for IT-specific recommendations, and OIT's plans to address the recommendations presented.

Representatives from BerryDunn, which was commissioned by OSA to perform evaluations required by House Bill 17-1361 and House Bill 18-1421, presented their findings and recommendations to the committee. The HB 17-1361 Evaluation Report provided an evaluation and assessment of five major areas related to IT resource consolidation that was required under Senate Bill 08-155, including IT-related human resources consolidation, IT-related asset and infrastructure consolidation, savings and efficiencies from IT decisions, OIT billing practices, and consumer satisfaction with OIT. The HB 18-1421 Evaluation Report provided an evaluation of the procurement process for the HRWorks project and provided objective findings and recommendations that could help the procurement process for major IT projects in the future.

A copy of the two BerryDunn evaluation reports can be found here:

<http://leg.colorado.gov/audits/hb17-1361-evaluation-report-evaluation-state-it-resources>
<http://leg.colorado.gov/audits/hb18-1421-evaluation-report-procurement-process-major-information-technology-projects>

In March, representatives of 18F presented information to the committee related to ways the state may consider modernizing the procurement process for major IT projects. 18F is housed within the federal General Services Administration and provides technical assistance to other governmental entities on IT projects.

Office of Information Technology

Representatives from OIT presented to the committee several times during 2019, and discussed several topics, including:

- responding to the findings from the HB 17-1361 Evaluation Report and providing additional updates regarding the progress of implementing the recommendations, including the implementation of the requirements in SB 19-251; and
- the office's vision for the future, as outlined in the OIT playbook, which can be found here: <http://www.oit.state.co.us/about/playbook>.

Project Updates

Throughout the year, the committee received updates regarding the status of several ongoing major IT projects. These projects are further explained below.

Trails Modernization. Representatives of DHS updated the committee several times on the progress of the department's Trails project.

HRWorks. The committee heard several presentations from DPA regarding the status, management, and budget of the HRWorks project. The project involves replacing the state's current human resources and payroll legacy systems with an integrated human resources information system. The department paused work on the project in February 2019, and brought in outside experts from the United States Digital Service program to evaluate the project and help transition the project to an agile methodology.

DeCORuM. DOC presented an update to the committee regarding the Department of Corrections Offender Records Management System (DeCORuM). The project involves three phases to replace the department's legacy information management system with a new system that will track and record offender data from admission until release from parole.

Senate Bill 19-006. During the legislative session, the bill sponsors of Senate Bill 19-006, Electronic Sales and Use Tax Simplification System, presented the bill to the committee. The bill directs OIT to procure an electronic sales and use tax simplification system, which was sponsored by the Sales and Use Tax Simplification Task Force. During the interim, the committee received an update on the project from DOR and OIT.

Cybersecurity

In June, the committee held a cybersecurity-focused day at the Capitol. The committee heard presentations from OIT's Chief Information Security Officer and from representatives of the National Cybersecurity Center. The committee also heard presentations from 16 different cybersecurity companies located in Colorado about the work they are doing.

Committee Tours

The committee toured several locations of interest during the 2019 interim, including the offices of Colorado Interactive, Google, and the OIT data center in Lakewood.

Colorado Interactive. In September, the committee toured the offices of Colorado Interactive (CI). SIPA contracts with CI to provide a variety of online services for state and local governments.

Google Boulder. In September, the committee toured the Boulder offices of Google. During the tour, the committee learned more about work Google is doing for the state.

OIT Data Center. In October, the committee toured the OIT data center in Lakewood. The committee has approved funding requests from OIT for upgrades to this data center in FY 2018-19 and in FY 2019-20.

Legislation

Senate Bill 19-248. As a result of committee discussion and deliberation related to its review of DOR's operating IT budget request pertaining to the GenTax support enhancements, the committee recommended the following bill for consideration in the 2019 legislative session. The bill, Senate Bill 19-248, which was passed the General Assembly and signed by the Governor in May, created a working group to meet during the 2019 legislative interim to evaluate the state tax administration software, GenTax, and make recommendations. The working group consisted of members of Legislative Council Staff and staff from DOR, DPA, and OIT. A copy of the working group's final report can be found here:

http://leg.colorado.gov/sites/default/files/images/state_tax_system_working_group_final_report.pdf

Senate Bill 19-251. As a result of the HB 17-1361 Evaluation Report, the JBC and the JTC sponsored Senate Bill 19-251, which implements several of the recommendations from the evaluation. The bill requires that:

- the project management plan for every major IT project include a change management plan;
- on or before July 1, 2020, OIT develop and implement a communications and stakeholder management plan for interacting with its customers, and develop a method to annually solicit customer feedback;
- on or before January 1, 2021, OIT convene a working group to create and implement a strategic plan for how state agencies use technology to provide services, data, and information to citizens and businesses; and
- OIT convene a working group during the 2019 legislative interim to determine the cost and feasibility of transferring the ownership of IT assets to OIT and to report to the General Assembly by December 1, 2019, with any recommendations.

Senate Bill 19-169. The committee also discussed several other pieces of legislation during the 2019 session, including Senate Bill 19-169, which was vetoed by the Governor. The bill would have required OIT to assign a project manager to all major IT projects and for that project manager, in cooperation with a state agency, to develop, track, and report on baseline metrics for a project, such as scope, schedule, budget, and performance; and would have required that a budget submission for a major IT project include a written business case, a change management plan, and a survey of other states that have completed major IT projects with similar goals.

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:

leg.colorado.gov/committees/joint-technology-committee/2019-regular-session

Meeting Date and Topics Discussed

January 11, 2019

- ◆ House Bill 17-1361 Evaluation Report, Office of the State Auditor
- ◆ Outstanding audit recommendations, Office of the State Auditor
- ◆ Update on the Trails modernization project, Department of Human Services

January 18, 2019

- ◆ Overview of FY 2019-20 capital IT budget requests
- ◆ Colorado Commission on Higher Education prioritized budget requests
- ◆ Governor's Office of State Planning and Budgeting budget requests
- ◆ FY 2019-20 budget request, Department of Personnel and Administration
- ◆ FY 2019-20 budget request, Department of Public Safety

January 24, 2019

- ◆ FY 2019-20 budget request, University of Northern Colorado
- ◆ FY 2019-20 budget request, Office of Information Technology (OIT)
- ◆ HB 17-1361 evaluation report findings, OIT

February 1, 2019

- ◆ FY 2019-20 budget requests, Colorado Community College System
- ◆ FY 2019-20 budget request, Community College of Aurora
- ◆ FY 2019-20 budget request, Lamar Community College
- ◆ FY 2019-20 budget request, Otero Junior College
- ◆ FY 2019-20 budget request, Pikes Peak Community College

- ◆ FY 2019-20 budget request, Trinidad State Junior College
- ◆ FY 2019-20 budget request, Colorado State University – Fort Collins
- ◆ FY 2019-20 budget request, Colorado State University - Pueblo
- ◆ FY 2019-20 budget request, History Colorado
- ◆ FY 2019-20 budget request, Department of Labor and Employment

February 8, 2019

- ◆ Discussion of Senate Bill 19-006, Electronic Sales and Use Tax Simplification System
- ◆ FY 2019-20 budget request, Office of eHealth Innovation
- ◆ FY 2019-20 budget requests, Department of Human Services

February 19, 2019

- ◆ Committee prioritization of FY 2019-20 budget requests

February 22, 2019

- ◆ FY 2019-20 operating IT budget request, Judicial Department
- ◆ FY 2019-20 operating IT budget requests, OIT

March 7, 2019

- ◆ FY 2019-20 operating IT budget requests, Department of Revenue
- ◆ FY 2019-20 operating IT budget request, Department of Labor and Employment

March 22, 2019

- ◆ Presentation from 18F: How to Modernize the Procurement Process for Major IT Projects
- ◆ Evaluation of the procurement process for major IT projects, Office of the State Auditor and BerryDunn
- ◆ Presentation from Qualtrics

April 10, 2019

- ◆ Discussion of Senate Bill 19-251 bill draft
- ◆ Discussion of Senate Bill 19-248 bill draft
- ◆ Discussion of Senate Bill 19-169
- ◆ HRWorks project update, Department of Personnel and Administration

June 17, 2019

- ◆ Presentation from OIT's Chief Information Security Officer
- ◆ Presentation from the National Cybersecurity Center
- ◆ Presentation from 16 cybersecurity companies and organizations

August 15, 2019

- ◆ FY 2019-20 operating IT supplemental budget request, Colorado Digital Services
- ◆ HRWorks project update, Department of Personnel and Administration
- ◆ Trails modernization project update, Department of Human Services and OIT
- ◆ DeCORuM project update, OIT and Department of Corrections

September 10, 2019

- ◆ FY 2019-20 supplemental IT budget request, Trails modernization project, Department of Human Services
- ◆ Tour of Colorado Interactive
- ◆ Tour of Google Boulder

October 25, 2019

- ◆ HRWorks project update, Department of Personnel and Administration
- ◆ Senate Bill 19-006 project update, Department of Revenue and OIT
- ◆ Update regarding the HB 17-1361 Evaluation Report, OIT
- ◆ Senate Bill 19-251 Status Report, OIT
- ◆ Overview of the OIT Playbook
- ◆ Presentation from SAS
- ◆ Tour of OIT Lakewood data center

December 18 & 19, 2019

- ◆ Presentations regarding FY 2020-21 capital IT budget requests