



Joint Technology Committee

CBMS Reprocurement Capital IT project

Dec 17, 2025



Agenda

1. Background
2. What problems we're trying to solve
3. What might replacement look like?



Colorado Benefits Enrollment and Eligibility Systems (CoBEES)

The State's set of technology solutions (tools) that deliver access to public assistance and medical coverage programs. These tools include, but are not limited to:

Colorado Benefits Management Program (CBMS)

System used by counties and medical assistance sites to process applications, changes, and renewals and determine eligibility

Program Eligibility and Application Kit (PEAK)

Public-facing website to explore, apply for, and manage benefits

PEAK Pro

Online tool for authorized assisters to help people apply for and manage their benefits

Electronic Document Management System

State document management solution used by some counties

MyCOBenefits

Mobile app to manage food (SNAP) and cash assistance benefits.

Joint Agency Interoperability Program (JAI)

Program to implement solutions to seamlessly connect case systems and counties, including the Unified County System (UCS)

CBMS Reprocurement Capital IT Project

The current CBMS/PEAK contract must be re-procured to maintain compliance and receive enhanced federal match.

FY 2025-26 appropriation: \$4.8M total funds, including \$0.9M Capital and \$3.9M Federal

- **In-house technology expertise:** Hired 13 top technologists (contractors + CDS)
- **Deep dive into the challenge:** Assessed the current system, gathered feedback from users, drafted a vision, developing a plan for the future state
- **Strategic partnerships with nonprofits:** Launched engagements with Code for America, Gary Community Ventures, Open Contracting Partnership.

Original FY 2026-27 request: \$4.8M total funds, inc \$0.9M Capital and \$3.9M Federal

- Keep new technology experts on staff
- Did not include costs for vendor transition

What is the new supplemental request?

Build a reimagined benefits management ecosystem that better meets user needs and provides programs agility to implement changes.

Repurpose existing funding to support the first phase of this work (through June 30, 2027) for net neutral budget impact relative to Nov 1 submission.

- CBMS Capital IT (FY 2026-27 request)
- JAI Capital IT (FY 2024-25 request)
- JAI Operational

Similar objectives, different approach. Instead of separate projects for separate systems, one project for a fully integrated system.





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What problems we're trying to solve

Only 25% of county users are satisfied with CBMS efficiency

**Clunky and
duplicative data
entry.**

Resulting in
50+ screens and
100s of “clicks”
per application

**Difficult to compare
data and ensure
accuracy**

Impacting error
rates negatively

**Hard to track how
the system makes a
decision/generates
results**

Impacting
productivity
negatively

**Tasks require
switching between
too many
disconnected systems**

Counties estimate >1
year to fully train a
new technician

It is becoming too time consuming and expensive to make changes



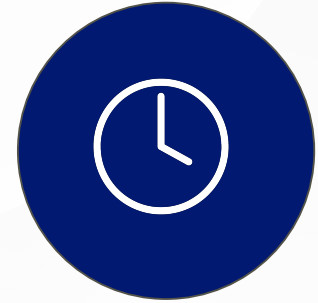
Need for System Agility

Recent events (e.g., H.R. 1 implementation and the federal shutdown) have demanded a level of responsiveness that has not been needed before



Cost of a Slow-to-Change System

A slow-to-change system costs clients, counties, and State staff, and risks federal compliance penalties



Challenges of an Older System

Everyone has been working hard, but the aging system presents real challenges

It will not be straightforward to fix the system

Prioritizing quick fixes has hurt long-term system health, resulting in increasing complexity.

Successful remediation requires looking at the whole system, not just what a single component does but the workflow it supports and its connections to the overall system.





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What might replacement look like?

We have 3 main options

1 Reprocure → Fix

Description

Procure for a takeover and transition of the existing system and then work with new vendor(s) to address critical issues.

2 Fix → Reprocure

Description

Attempt to resolve critical issues with the current vendor, before a competitive solicitation to transition the system to a new vendor(s).

3 Replace

Description

Implement a new, holistic, interoperable system.

CDHS and HCPF are collaborating on a Planning Sprint Oct - Jan

Technical direction and phases

- Define future state
- Evaluate build vs buy
- Estimate overall timeline and cost
- Identify phases and de-risking strategies

Funding, procurement and federal approvals

- Prepare budget estimates and identify funding sources
- Define procurement strategy and process
- Align with federal approvals

Stakeholder engagement, communications and change management

- Create framework for collaboration and communication
- Establish governance

This agile Planning Sprint is intended to support us in deciding to move forward with a preferred alternative in Jan, not to fully define the specifics of the next 3 years

This planning sprint is:

From October 2025 to January 2026, a focused, 3-month discovery and design phase.

Its purpose is to give executives a clear, evidence-based recommendation on:

- Should we replace CBMS?
- How should we replace it?
- What would it cost, how long would it take, and what are the risks and mitigations?
- What are the needs for operationalization and maintenance?

It is not:

- A fully exhaustive assessment of all available options.
- Full, multi-year execution plans for all project components.
- Agency-wide change management / comms initiation.

We've set a north star, centered on measurable impact to people, to guide our decisions

What we aim to accomplish...

Keep People Covered

With an easy-to-use system that helps Coloradans get and keep their benefits.

Save Money & Focus Resources

With a fast and automated eligibility process, lowering system costs.

Build a System We Can Trust

With reliable, modern technology that is accurate and shows how decisions are made.

Key goals...

- Reduced time and cost to implement policy changes
- Improved efficiency and accuracy
- Improved county worker and customer experience
- Improved public access to benefits and services
- Reduced cost of ongoing system operations

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Replacement is our focus for the remainder of the sprint

Description

Implement a new, holistic, interoperable system

Timeline

(early estimate)

3.5 - 4.5 years
(completed Jun 2029
or Jun 2030)

Capital Cost

(early estimate)

\$42M for the first
phase (through June
2027) - budget net
neutral if funds are
repurposed

\$139M-\$187M total
for implementation

Key considerations

Precedent-setting (opportunity and risk)

Most potential for aligning technology to serve user and program needs, rather than other way around

Meets emerging technology priorities associated with county administration changes and focus on PER and PERM

Aligned with federal guidance on practices that improve maintainability, cost-effectiveness, and flexibility

Most potential for securing partnerships with national leaders

Replacement enables a solution better tuned to user needs

For Public Program Participants

Seamless benefit access and management

Self-service portal for status, next steps, and updates

For County Workers

Capabilities to administer benefits with less manual data transfer and system switching and more efficient workflows

Central hub for tasks, documents, and appointments

For Assisters

Tools to support participants with applications and benefit management

For State Leaders

Flexibility to implement changes more quickly and cost-effectively

Visibility into workload, error rates, and performance to drive improvements

Visibility into system logic for policy compliance and traceability

Potential Phase 1 Approach (through June 2027)

Prioritize components that:

- Align with department priorities and are coordinated with H.R. 1 implementation plans
- Address user pain points
- De-risk the overall effort
- Provide a foundation for an extensible platform

Shift the JAI Unified County System from standalone system to a fully integrated platform

This would mean starting with:

A County Worker Portal with:

- Document management and processing
- Workflow/business process management
- Reporting and analytics
- A portion (TBD) of the eligibility system

A Public Portal with:

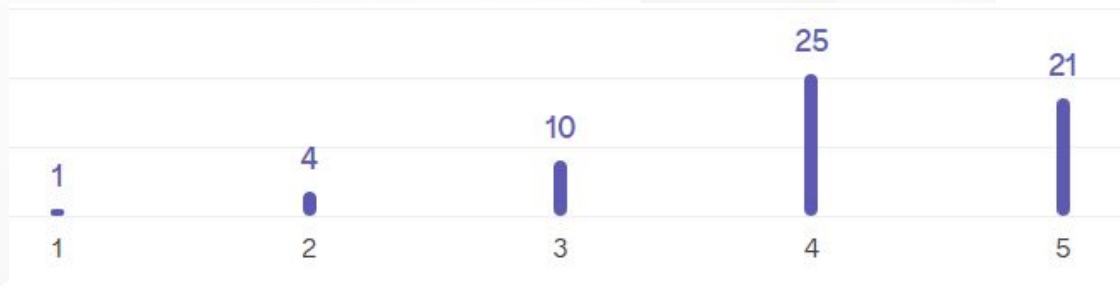
- Streamlined applications
- More robust benefits management
- Improved automation

County Leadership Strongly Supports Investing in Our Systems

- Ongoing engagement with county leadership confirms alignment on moving toward a new system
- Leaders view updated technology as essential to enabling broader operational improvements

Which path do you lean towards?

62 / 70



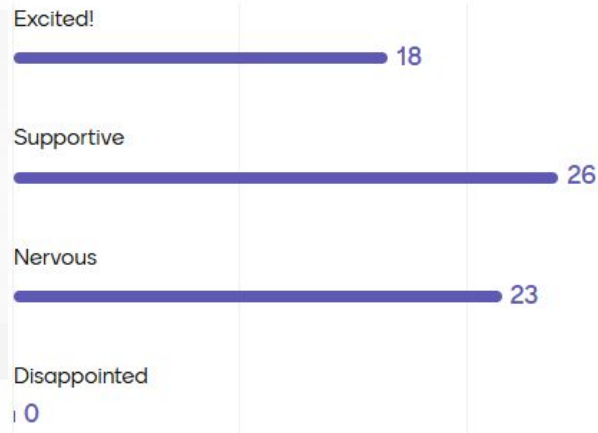
1 Status Quo - Don't change

<<< >>>

5 Future state - New System

How are you feeling about the direction we're heading?

54 / 70



(Nov 2025 pulse survey of County Human Services Directors and County Commissioners)

Technology Best Practices We'd Adhere To

1. User-driven design
2. State-owned product management & systems integration
3. Modular, service-oriented architecture
4. Open source standards & interoperability
5. Outcomes-based, agile procurement



Risks that need the greatest attention and discussion as we move forward

Concurrent eligibility projects

This timeline overlaps with major **initiatives** that Departments and counties are implementing over the next few years.

Next Steps

Map technology-related dependencies and timelines for H.R. 1, shared services, and districts.

Budget

Difficult tradeoff decisions will be **necessary** as we move forward.
Phase 1 may be budget neutral but all options involve major out-year costs.

Next Steps

Provide an updated estimate of the expected costs and timeline, including costs to fully operationalize and maintain the new system.

Governance

Clearer governance and decision-making **processes** across all stakeholders are needed to determine the path forward, with agile methodologies that respond to new learnings.

Next Steps

Re-define governance structures and refine decision-making processes.

Summary

This supplemental request repurposes existing funds to support the first phase of reimagining CBMS and JAI (through June 30, 2027), for a net neutral budget impact.



It supports our goal to implement a more holistic benefits system that better meets user needs and provides program agility to implement change.

The remainder of the Planning Sprint will focus on:

- Refining transition and operationalization plans, estimated costs, program staff resourcing, and procurement strategy
- Coordinating timelines with other eligibility initiatives



Thank you!

Questions?



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Benefits Management System

Health Care Policy & Financing
Human Services
Office of Information Technology





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Appendix



1 Reprocure → Fix

Description

Procure for a takeover and transition of the existing system and then work with new vendor(s) to address critical issues.

Timeline

Solicitation and award:
Feb 2026 - Oct 2027

Transition period / DDI:
Oct 2027 - Oct 2029

Cost

\$47M - \$57M
(if new vendor)

Extensive fixes are
needed → high costs

Key considerations

Delays major
improvements until after
procurement
(Oct 2027 or Oct 2029)
Least disruptive

2 Fix → Reprocure

Description

Attempt to resolve critical issues with the current vendor, before a competitive solicitation to transition the system to a new vendor(s).

Timeline

Would push the timeline for procuring the contract past June 2029

Cost

Extensive fixes are needed → high costs (in addition to the \$47M-\$57M needed for procurement and transition)

Key considerations

Current vendor would need to implement the fixes, maintains current system

High risk of not getting federal approvals

Risky to make major changes given interdependencies and potential for unanticipated consequences, could affect PER/PERM and availability of benefits