



**Joint Budget Committee**

# **Supplemental Budget Requests FY 2025-26**

**Office of the Governor  
(All Offices except the OIT)**

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# Contents

Overview of the Office of the Governor.....	1
Summary of Staff Recommendations.....	2
Department Supplemental Requests .....	4
→ OSPB S1 Pay for Success Fund transfer [legislation] .....	4
→ OEDIT S1 CLIMBER transfer [legislation] .....	5
→ OEDIT S2/R1 Proposition 123 reduction [legislation] .....	6
→ GOV S1 ARPA refinance state money CF transfer [legislation] .....	8
Appendix A: Numbers Pages .....	A-1

# Overview of the Office of the Governor

This budget briefing document includes the following offices and agencies within the Office of the Governor:

The **Office of the Governor** (division) oversees operation of the executive branch of state government including coordination, direction, and planning of agency operations. The Office represents the state, and serves as a liaison with local and federal governments. This division includes the core functions of a traditional executive director's office. The Colorado Energy Office is also housed in this division.

The **Office of the Lieutenant Governor** directly oversees the Colorado Commission of Indian Affairs, Commission on Community Service, and other initiatives. The Lieutenant Governor temporarily takes the Governor's place if the Governor is not present in Colorado or is unable to perform his duties. The Office of Saving People Money on Health Care is also administered by this division and the Lieutenant Governor serves concurrently as Director of that office.

The **Office of State Planning and Budgeting** (OSPB) develops executive branch budget requests, reviews and analyzes departmental expenditures, and prepares quarterly revenue and economic estimates for the state. Additionally, the Office implements the Results First initiative, a method to support evidence-based policymaking that was initially developed by the Washington State Institute for Public Policy, and now supported by the Pew Charitable Trusts and the MacArthur Foundation, which aims to determine the monetary value of state policies and programs.

The **Office of Economic Development and International Trade** (OEDIT) assists in strengthening Colorado's prospects for long-term economic growth by providing broad-based support to businesses. The Office's support services include business funding and incentives; promotion of creative industries; international trade assistance; tourism promotion; minority-, woman-, and veteran-owned businesses assistance; key industry promotion (including advanced industries, aerospace, and health and wellness), and film, television, and media industry development.

# Summary of Staff Recommendations

## Governor - Lieutenant Governor - State Planning and Budgeting: Recommended Changes for FY 2025-26

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
FY 2025-26 Appropriation						
SB 25-206 (Long Bill)	\$544,599,466	\$52,966,564	\$97,880,358	\$384,897,330	\$8,855,214	1,272.2
Other legislation	8,331,658	146,720	7,723,488	461,450	0	0.1
Current FY 2025-26 Appropriation	\$552,931,124	\$53,113,284	\$105,603,846	\$385,358,780	\$8,855,214	1,272.3
Recommended Changes						
Current FY 2025-26 Appropriation	\$552,931,124	53,113,284	\$105,603,846	\$385,358,780	\$8,855,214	1,272.3
OIT S1 Real-time billing supplemental	-9,648,799	0	1,800,295	-11,449,094	0	0.0
OIT S2 Tech Risk Prevention Fund transfer	0	0	0	0	0	0.0
OSPB S1 Pay for Success Fund transfer	0	0	0	0	0	0.0
OEDIT S1 CLIMBER transfer	0	0	0	0	0	0.0
OEDIT S2 Proposition 123 reduction	0	0	0	0	0	0.0
GOV S1 ARPA refinance state money CF transfer	0	0	0	0	0	0.0
Impacts driven by other agencies [1]	814,100	214,643	64,688	493,889	40,880	0.0
Recommended FY 2025-26 Appropriation	\$544,096,425	\$53,327,927	\$107,468,829	\$374,403,575	\$8,896,094	1,272.3
Recommended Increase/-Decrease from 2025-26						
	-\$8,834,699	\$214,643	\$1,864,983	-\$10,955,205	\$40,880	0.0
Percentage Change	-1.6%	0.4%	1.8%	-2.8%	0.5%	0.0%
FY 2025-26 Executive Request						
	\$539,175,891	\$53,327,927	\$105,668,534	\$371,283,336	\$8,896,094	1,272.3
Staff Rec. Above/-Below Request	\$4,920,534	\$0	\$1,800,295	\$3,120,239	\$0	0.0

[1] These requests will be discussed in presentations for requesting agency.

Highlighted items are discussed in this briefing, with remaining prioritized requests having been covered in a presentation on January 20, 2026.

Changes are assumed to be one-time unless otherwise noted.

**OSPB S1 Pay for Success Fund transfer [legislation]:** The request includes a repeal of the Pay for Success Contracts Program and a transfer of the remaining \$1.6 million in the Pay for Success Cash Fund to the General Fund. The last contract for the program ended in FY 2023-24, and so the transfer will have no operational impact.

Staff recommends approval of the request and asks for permission to work with the Office of Legislative Legal Services on legislation to transfer the funds and repeal the program.

**OEDIT S1 CLIMBER transfer [legislation]:** The request includes a transfer of \$15.0 million from the Colorado Loans to Increase Mainstreet Business Economic Resiliency (CLIMBER) loan fund program to the General Fund. The Small Business Recovery and Resilience Fund (which funds CLIMBER loans) supports more established small businesses that have cash flow but limited access to credit. This reduction in capital will reduce the fund balance

to near-zero in 3 years. Once funds are depleted, the program will need to wait for loan repayment before additional loans can occur.

Staff recommends approval of the request for budget balancing purposes and asks for permission to include the transfer in the omnibus cash fun to General Fund transfer bill.

**OEDIT S2 Proposition 123 reduction [legislation]:** The request includes a reduction of the income tax diversion to the State Affordable Housing Fund in OEDIT of \$110.0 million. Furthermore, the Office requests the following changes to the Proposition 123 statute for FY 2026-27:

- Temporary changes to the permitted allocations of funds across land banking, concessionary debt and equity categories
- Spending authority on interest earned in the AHFF
- Adjustments to permitted administration spending, given the proposed reduction in the diversion
- Flexibility on the timing of the forecast used to determine if balancing action is necessary

Staff does not have a recommendation at this time, and will provide one during the figure setting process for the Office. However, staff requests permission to work with the Office and Legislative Legal Services on a bill draft incorporating the Office's request.

Staff notes that, absent statutory direction, it is unclear how the Office of the State Controller (OSC) will treat this revenue with respect to TABOR. Under OSPB's December 2025 forecast, the state was under the Referendum C cap by \$308.0 million. If revenues remain at least \$110.0 million below the cap under the March forecast, how these funds are handled under TABOR will not matter functionally. However, an upward revision to revenues could push the state above the cap with this transfer, should the OSC count this revenue as subject to TABOR.

**GOV S1 ARPA refinance state money CF transfer [legislation]:** The request includes a transfer of \$16.5 million from the ARPA Refinance State Money Cash Fund. Staff recommends approval of the request.

**Impacts driven by other agencies:** The request includes a net increase of \$814,100 for requests from other state agencies. These are also called "non-prioritized requests." The amounts shown in the table below reflect the impacts of requests made by other agencies. These requests are discussed during supplemental presentations for the lead requesting agency, at which point a staff recommendation will be made. Staff will update these figures to reflect the Committee's decisions on these requests.

**Impacts Driven by Other Agencies**

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
Health, Life, and Dental supplemental	\$686,076	\$86,619	\$64,688	\$493,889	\$40,880	0.0
OIT Real time billing	130,439	130,439	\$0	\$0	\$0	0.0
DPA Annual fleet supplemental	-2,415	-2,415	0	0	0	0.0
Total	\$814,100	\$214,643	\$64,688	\$493,889	\$40,880	0.0

# Department Supplemental Requests

## → OSPB S1 Pay for Success Fund transfer [legislation]

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
Request	\$0	\$0	\$0	\$0	\$0	0.0
Recommendation	0	0	0	0	0	0.0
Staff Recommendation Higher/-Lower than Request	\$0	\$0	\$0	\$0	\$0	0.0

### Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria? YES

An emergency or act of God; a technical error in calculating the original appropriation; data that was not available when the original appropriation was made; or an unforeseen contingency.

**Explanation:** JBC staff and the Department agree that this request is the result of an unforeseen contingency. The deterioration of the budget climate in FY 2025-26 after the 2025 legislative session has necessitated this balancing action.

## Request

The Office requests a transfer of \$1,561,746 from the Pay for Success Contracts Program Fund to the General Fund and a repeal of the Pay for Success Contracts program.<sup>1</sup>

## Recommendation

Staff recommends approval of the request and asks for permission to work with the Office of Legislative Legal Services on legislation to transfer the funds and repeal the program.

## Analysis

The supplemental budget request is made to balance the state budget. The Pay for Success Contracts program was initialized through H.B. 15-1317 (Pay for Success Contracts). Under the program, intervention programs were provided funding for measurable success in providing social services (i.e., reduced recidivism, reduced truancy, etc.). The program was funded through transfers of General Fund and Marijuana Tax Cash Fund to the Pay for Success Contracts Program Fund, with the OSPB authorized to select additional programs to work with.

The program has not operated since the expiration of the last Pay for Success contract in FY 2023-24, and the Office no longer operates the program. Under current statute, the money in the fund can only be used to

<sup>1</sup> See 24-37-401, C.R.S. through 24-37-404, C.R.S.

implement the program. As such, transferring the remaining balance to the General Fund for other uses and repealing the program is recommended.

## → OEDIT S1 CLIMBER transfer [legislation]

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
Request	\$0	\$0	\$0	\$0	\$0	0.0
Recommendation	0	0	0	0	0	0.0
Staff Recommendation Higher/-Lower than Request	\$0	\$0	\$0	\$0	\$0	0.0

**Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria? YES**

An emergency or act of God; a technical error in calculating the original appropriation; data that was not available when the original appropriation was made; or an unforeseen contingency.

**Explanation:** JBC staff and the Department agree that this request is the result of an unforeseen contingency. The deterioration of the budget climate in FY 2025-26 after the 2025 legislative session has necessitated this balancing action.

### Request

The Office requests a transfer of \$15.0 million from the Small Business Recovery and Resilience Fund, which supports the CLIMBER Loan Program.

### Recommendation

Staff recommends that the Committee approve the Office’s request and include the transfer in the omnibus cash fund to General Fund transfer bill.

### Analysis

On August 28, 2025, the Governor signed Executive Order D 2025-014, which identified \$4.0 million for transfer from the CLIMBER Program to the General Fund for budget balancing purposes. This transfer has been revised upward to \$15.0 million in the Office’s supplemental request.

The CLIMBER program was initialized in FY 2020-21 for purpose of promoting economic recovery during the COVID pandemic. The program targets established small businesses with consistent cash flow which do not have access to traditional financing options. The program provides “first-loss” capital loans that can be used to leverage private investment from partner organizations (e.g., community banks, community development institutions, etc.). To date, the program has provided 284 loans to Colorado businesses, with an average loan of \$120,000. The Office has also indicated that the loan program has allowed 2,150 small business jobs to be retained, as well as the creation of 283 new positions.

The Office reports that the Small Business Recovery and Resilience Fund has a current balance \$34.0 million. This would be reduced to \$19.0 million, should the Committee approve the request. The Office has indicated that this would have an impact on the program. Currently, the Office has suggested that the Fund has sufficient for ongoing revolving funds to small business. With the transfer, small business loans will be available for approximately three years, at which time, future loan awards would need to be put on hiatus until existing loans were paid. Given the “first-loss” capital provided by the program, the Office would be repaid last, causing disruption in the loan cycle and requiring a hiatus between tranches.

Given that the purpose of the fund was to support recovery during the pandemic, staff views a transfer of these funds as a reasonable budget balancing measure. The Fund is projected to have sufficient money available to continue the program through FY 2028-29, with the General Assembly having the option to transfer additional money into the Fund in the future, should it be deemed necessary.

## → OEDIT S2/R1 Proposition 123 reduction [legislation]

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
Request	\$0	\$0	\$0	\$0	\$0	0.0
Recommendation	0	0	0	0	0	0.0
Staff Recommendation Higher/-Lower than Request	\$0	\$0	\$0	\$0	\$0	0.0

### Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria? YES

An emergency or act of God; a technical error in calculating the original appropriation; data that was not available when the original appropriation was made; or an unforeseen contingency.

**Explanation:** JBC staff and the Office agree that this request is the result of an unforeseen contingency. The deterioration of the budget climate in FY 2025-26 after the 2025 legislative session has necessitated this balancing action.

## Request

The Office requests a reduction of the income tax diversion to the State Affordable Housing Fund of \$110.0 million in FY 2025-26. Furthermore, the Office requests the following changes to the Proposition 123 statute for FY 2026-27:

- Temporary changes to the permitted allocations of funds across land banking, concessionary debt and equity categories
- Spending authority on interest earned in the AHFF
- Adjustments to permitted administration spending, given the proposed reduction in the diversion
- Flexibility on the timing of the forecast used to determine if balancing action is necessary



## Recommendation

Staff does not have a recommendation at this time, but seeks permission to work with Legislative Legal Services and the Office on a bill draft incorporating the requested changes.

## Analysis

On August 28, 2025, the Governor signed an amendment to Executive Order D 2025-014, which identified a \$105.0 million reduction in the diversion of income tax revenue to the Affordable Housing Finance Fund (AHFF) in the Office. This requested reduction in the diversion has been increased to \$110.0 million, based on an upward revision of projected income tax revenues in the latest OSPB forecast.

## Overview

The AHFF was created through the voter-approved Proposition 123 in 2022. The statute established a diversion of income tax revenue for affordable housing, which is split between the Department of Local Affairs (40%) and OEDIT (60%). The revenue is diverted in the current year, then transferred to the respective Departments in August for usage in the following fiscal year.

The Office has identified this reduction in revenue diversion as a balancing option. Under the statute, only the revenue diverted to OEDIT is available for balancing purposes, should projected revenue fall below the Legislative Council Staff forecast revenue projections in March.<sup>2</sup> The Office seeks a change in this statutory language to allow for the use of other forecasts, allowing for later adjustments to revenue projections, such as the revenue changes caused by the passage of H.R. 1.

## Proposed Changes to the Proposition 123 Statute

The Office has also requested changes to the Proposition 123 statute for FY 2026-27. The first of the proposed changes is a temporary change to the permitted allocations of Proposition 123 funds across land banking, concessionary debt and equity categories. The current statute permits the following allocation ranges:

- Land Banking (15-25 percent): The land banking program provides grants to local and tribal governments for the purpose of land acquisition for development of affordable housing.
- Concessionary Debt (25-35 percent): The concessionary debt program provides loans to for-profits, non-profits, local governments, and tribal governments for the development and preservation of affordable housing development.
- Equity (40-70 percent): The Equity program provides loans for non-profit and for-profit entities for the construction and preservation of affordable housing.

The Office seeks to decrease concessionary debt allocations and increase land banking and equity allocations. The Office has suggested that adjusting these allocations will allow them to more effectively leverage funds in the AHFF to maximize the utility of the fund, given the diversion of revenue. The reallocation of funds to land banking and equity will permit the development of more affordable housing, as well as the development of affordable housing in rural resort communities, where these categories can support the higher average median

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<sup>2</sup> Sec. 29-32-104 (5), C.R.S.

income investments. Furthermore, these categories provide more opportunities to leverage low income housing tax credits (LIHTC), which have been increased under H.R. 1.

The second proposed change is to clarify how interest can be spent from the fund. Presently, the AHFF earns interest on the balance of the fund, but the Office is not granted spending authority over this interest. The Office seeks a statutory change clarifying that this interest is available for spending on the affordable housing program. This will provide the program with an estimated \$19.4 million in additional revenue by the end of FY 2025-26, which includes \$17.4 million in interest for the current year. The Office expects that future interest earnings will be lower due to projects closing more quickly, as compared to FY 2023-24 and FY 2024-25.

The final statutory change would raise the permitted administration expenditures for the Affordable Housing Program for FY 2026-27. Under current law, the OEDIT is permitted to spend 2.0 percent of expenditures on administration costs, which forecasts to \$3.8 million for FY 2026-27. However, this would reduce to \$1.6 million with the proposed reduction in the diversion. The Office is requesting that the full \$3.8 million for the program be made available in FY 2026-27 to allow ongoing administration of the program. This change is only requested for FY 2026-27, as the diversion reduction in FY 2025-26 is a one-time action, and expenditures are expected to return to previous levels in FY 2027-28.

Additional Considerations

Staff notes that it is not clear how the Office of the State Controller (OSC) will treat the reduced diversion revenue with respect to TABOR. Under OSPB’s December 2025 forecast, the state was under the Referendum C cap by \$308.0 million. If revenues remain at least \$110.0 million below the cap under the March forecast, how these funds are handled under TABOR will not matter functionally. However, an upward revision to revenues could push the state above the cap with this transfer, should the OSC count this revenue as subject to TABOR. The Office has stated that these revenues are not subject to TABOR, based on the enacting statute permitting the usage of these funds for balancing purposes, should the state be below the Referendum C cap.

Staff also notes that the reduction is likely to reduce the amount of affordable housing. However, the Office has suggested that this may be offset through securing increased funding from partner organizations. Furthermore, the expansion of the LIHTC through H.R. 1 will limit the impact of the reduction on in-need populations, per the Office, with the requested reallocations in the fund leveraging the LIHTC expansion.

→ GOV S1 ARPA refinance state money CF transfer [legislation]

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
Request	\$0	\$0	\$0	\$0	\$0	0.0
Recommendation	0	0	0	0	0	0.0
Staff Recommendation Higher/-Lower than Request	\$0	\$0	\$0	\$0	\$0	0.0

**Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria? YES**

An emergency or act of God; a technical error in calculating the original appropriation; data that was not available when the original appropriation was made; or an unforeseen contingency.

**Explanation:** JBC staff and the Office agree that this request is the result of an unforeseen contingency. The deterioration of the budget climate in FY 2025-26 after the 2025 legislative session has necessitated this balancing action.

## Request

The Office requests a transfer of \$16,547,000 from the ARPA Refinance State Money Cash Fund.

## Recommendation

Staff recommends that the Committee approve the Office's request and include the transfer in the omnibus cash fund to General Fund transfer bill.

## Analysis

On August 28, 2025, the Governor signed Executive Order D 2025-014, which identified \$5.4 million for transfer from the ARPA Refinance State Money Cash Fund for budget balancing purposes. This transfer has been revised upward to \$16.5 million in the Office's supplemental request, due to receiving \$11.1 million in Federal Emergency Management Agency (FEMA) reimbursement.

These funds in the ARPA Refinance State Money Cash Fund are not encumbered, and so the transfer will not have an impact on any programs.

## Appendix A: Numbers Pages

Appendix A details the supplemental changes recommended by staff, including the actual expenditures for the previous state fiscal year, the appropriation for the current fiscal year, and the requested and recommended appropriation changes for the current fiscal year. Appendix A organizes this information by line item and fund source.

**JBC Staff Supplemental Recommendations - FY 2025-26**  
**Staff Working Document - Does Not Represent Committee Decision**

**Appendix A: Numbers Pages**

	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2025-26 Requested Change	FY 2025-26 Rec'd Change	FY 2025-26 Total w/Rec'd Change
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**Governor - Lieutenant Governor - State Planning and Budgeting**  
**Jared Polis, Governor**

**OSPB S1 Pay for Success Fund transfer**

**(3) Office of State Planning and Budgeting**

Evidence-based Policymaking Evaluation and  
Support

	<u>319,526</u>	<u>300,000</u>	<u>0</u>	<u>0</u>	<u>300,000</u>
General Fund	0	0	0	0	0
Cash Funds	319,526	300,000	0	0	300,000
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

<b>Total for OSPB S1 Pay for Success Fund transfer</b>	319,526	300,000	0	0	300,000
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
General Fund	0	0	0	0	0
Cash Funds	319,526	300,000	0	0	300,000
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

**JBC Staff Supplemental Recommendations - FY 2025-26**  
**Staff Working Document - Does Not Represent Committee Decision**

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	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2025-26 Requested Change	FY 2025-26 Rec'd Change	FY 2025-26 Total w/Rec'd Change
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**OEDIT S1 CLIMBER transfer**

**(4) Economic Development Programs**

Administration	<u>1,707,086</u>	<u>2,571,559</u>	<u>0</u>	<u>0</u>	<u>2,571,559</u>
FTE	7.3	7.3	0.0	0.0	7.3
General Fund	1,707,086	1,835,287	0	0	1,835,287
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	720,272	0	0	720,272
Federal Funds	0	16,000	0	0	16,000

<b>Total for OEDIT S1 CLIMBER transfer</b>	1,707,086	2,571,559	0	0	2,571,559
<i>FTE</i>	<u>7.3</u>	<u>7.3</u>	<u>0.0</u>	<u>0.0</u>	<u>7.3</u>
General Fund	1,707,086	1,835,287	0	0	1,835,287
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	720,272	0	0	720,272
Federal Funds	0	16,000	0	0	16,000

**JBC Staff Supplemental Recommendations - FY 2025-26**  
**Staff Working Document - Does Not Represent Committee Decision**

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	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2025-26 Requested Change	FY 2025-26 Rec'd Change	FY 2025-26 Total w/Rec'd Change
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**OEDIT S2 Proposition 123 reduction**

**(4) Economic Development Programs**

Administration	<u>1,707,086</u>	<u>2,571,559</u>	<u>0</u>	<u>0</u>	<u>2,571,559</u>
FTE	7.3	7.3	0.0	0.0	7.3
General Fund	1,707,086	1,835,287	0	0	1,835,287
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	720,272	0	0	720,272
Federal Funds	0	16,000	0	0	16,000

<b>Total for OEDIT S2 Proposition 123 reduction</b>	1,707,086	2,571,559	0	0	2,571,559
FTE	7.3	7.3	0.0	0.0	7.3
General Fund	1,707,086	1,835,287	0	0	1,835,287
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	720,272	0	0	720,272
Federal Funds	0	16,000	0	0	16,000

**JBC Staff Supplemental Recommendations - FY 2025-26**  
**Staff Working Document - Does Not Represent Committee Decision**

	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2025-26 Requested Change	FY 2025-26 Rec'd Change	FY 2025-26 Total w/Rec'd Change
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**GOV S1 ARPA Refinance State Money CF transfer**

**(1) Office of the Governor**

**(A) Governor's Office**

Administration of Governor's Office and Residence	6,318,702	10,473,584	0	0	10,473,584
FTE	46.0	44.0	0.0	0.0	44.0
General Fund	5,743,178	5,828,510	0	0	5,828,510
Cash Funds	105,207	4,117,866	0	0	4,117,866
Reappropriated Funds	470,317	527,208	0	0	527,208
Federal Funds	0	0	0	0	0

<b>Total for GOV S1 ARPA Refinance State Money CF transfer</b>	6,318,702	10,473,584	0	0	10,473,584
FTE	46.0	44.0	0.0	0.0	44.0
General Fund	5,743,178	5,828,510	0	0	5,828,510
Cash Funds	105,207	4,117,866	0	0	4,117,866
Reappropriated Funds	470,317	527,208	0	0	527,208
Federal Funds	0	0	0	0	0

<b>Totals Excluding Pending Items</b>					
<b>GOVERNOR</b>					
<b>TOTALS for ALL Departmental line items</b>	566,515,397	552,931,124	0	0	552,931,124
FTE	1,233.1	1,272.3	0.0	0.0	1,272.3
General Fund	55,276,578	53,113,284	0	0	53,113,284
Cash Funds	196,437,127	105,603,846	0	0	105,603,846
Reappropriated Funds	285,178,754	385,358,780	0	0	385,358,780
Federal Funds	29,622,938	8,855,214	0	0	8,855,214