



COLORADO
Department of Health Care
Policy & Financing

State Driven Eligibility and Benefit Expansions 2017-2026

Medicaid Commission, September 17, 2026

Overview

The attached table includes state legislation that expanded Medicaid benefits between 2017 and 2026. This analysis does not include: rate increases in the long bill, actions taken to align with federal mandates or state constitutional amendments, or forecasted increases in utilization. The columns titled “FY 2025-26 Expenditures TF/GF” are estimates that roughly capture the impacts of the legislation. These estimates provide an approximate range of expenditure, not a precise estimate of savings that would be achieved by repealing legislation. At the Commission’s request, the Department could conduct specific modeling of the impact of particular changes to the Medicaid program.

Explanation of Behavioral Health Capitation Calculation

There have been a significant number of bills where fiscal impacts could not be determined at the time of the fiscal analysis because of factors such as not having historical analogs, expected implementation times that exceed the fiscal note window, or slow utilization increases that may not immediately increase costs. In these cases, Legislative Council fiscal notes frequently note that increases in costs will be handled through the regular budget process. In many of these circumstances, cost increases become part of overall utilization trends and are not estimated separately from other factors that drive capitation rate trends. This fiscal scenario impacts Behavioral Health Capitation, as noted in the spreadsheet.

Behavioral health capitation rate development does not individually estimate the effects of specific policies year-over-year; rather, the process estimates total expected cost based on overall utilization. While major drivers are identified, specific estimates of individual components are not necessary for rate development. HCPF will continue to evaluate utilization data to determine where costs for individual service increases can be isolated.

For more information contact

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Summary of Legislation Expanding Eligibility and Benefits 2017-2026

Bill	Benefit or Change [1]	Projected Fiscal Impact at Full Implementation (from FN) TF [2]	Projected Fiscal Impact at Full Implementation (from FN) GF [3]	FY 2025-26 Estimated TF Expenditure	FY 2025-26 GF Estimate GF Expenditure
2017 Session					
SB17-207	Expands the behavioral health crisis system	BH capitation	BH capitation	BH capitation	BH capitation
2018 Session					
HB18-1007	Expanded payment and coverage for substance use disorder treatment, including medication assisted treatment (MAT)	BH capitation	BH capitation	BH capitation	BH capitation
HB18-1136	The bill adds inpatient and residential substance use treatment as a Medicaid benefit	BH capitation	BH capitation	BH capitation	BH capitation
2019 Session					
SB19-195	Wrap Around services for eligible children and youth who are at risk of out of home placement	\$10,804,539	\$5,507,197	BH capitation	BH capitation
SB19-238	8.1% increase in home care wages	\$18,605,252	\$9,302,626	\$109,100,000	\$53,200,000
HB19-1269	This bill requires coverage of behavioral, mental health, and substance use disorder services in parity with physical health services provided through private health insurance and Medicaid.	BH capitation	BH capitation	BH capitation	BH capitation
2020 Session					
SB20-033	Allow Medicaid Buy in after age 65	\$2,979,621	NFI	\$29,000,000	\$0
2021 Session					
HB21-1021	Created approval process for recovery support services organizations in order to enable these organizations to be able to be reimbursed by medicaid.	BH capitation	BH capitation	BH capitation	BH capitation
HB21-1085	Secure Transport Benefit	\$529,764	\$233,579	BH capitation	BH capitation
HB21-1275	Medicaid Reimbursement of Pharmacy Services	\$4,193,853	\$1,134,508	\$25,000,000	\$6,000,000
SB21-009	Reproductive Health Care Program for certain individuals not eligible for Medicaid only because of their citizenship or immigration status.	\$3,172,297	\$3,172,297	\$1,700,000	\$1,700,000
SB21-025	The bill directs the state's Medicaid administrator to seek federal approval to expand coverage for family planning services to individuals earning up to 260 percent of the federal poverty level. It increases state expenditures on an ongoing basis.	\$2,124,464	\$2,124,464	\$570,000	\$570,000

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SB21-038	Amends the pilot program, complementary or alternative medicine rules. In order to qualify and to remain eligible for the pilot program, a person shall: be diagnosed with a primary condition of a spinal cord injury, MS, a train injury, spina bifida, muscular dystrophy, or cerebral palsy with the total inability for independent ambulation directly resulting from one of these diagnoses. Be eligible for Medicaid who meet the functional level of care and financial criteria described in rules promulgated by the state board relating to LTCS. HCPF shall implement no later than 6/1/22.	\$1,294,183	\$398,119	\$830,000	\$400,000
SB21-039	Begins the process of the elimination of subminimum wage employment. HCPF shall seek federal authorization to implement a buy-in program for adults who are eligible to receive HCBS pursuant to the supported living services waiver, the DD waiver, brain injury waiver and spinal cord injury waiver.	\$300,195	\$300,195	\$3,400,000	\$200,000
SB21-194	12 month postpartum benefit	\$19,211,925	\$8,147,028	\$6,500,000	\$3,250,000
2022 Session					
HB22-1214	Expanded requirements for crisis system facilities and programs to include both mental health and substance use standards	BH capitation	BH capitation	BH capitation	BH capitation
HB22-1289	Cover All Coloradans	\$26,247,390	\$9,502,372	\$120,500,000	\$87,700,000
HB22-1068	Medicaid Reimbursement of Equine Therapy	\$123,220	\$61,610	\$500,000	\$300,000
HB22-1278	Expanded safety net system requirements and implemented Comprehensive and Essential Behavioral Health Safety Net Provider types	BH capitation	BH capitation	BH capitation	BH Capitation
HB22-1290	The bill prohibits the department of health care policy and financing (state department) from requiring prior authorization for any repair of complex rehabilitation technology (CRT).	FY 2025-26 and Ongoing \$324,512	\$162,257	\$1,600,000	\$800,000
SB22-156	Removed prior authorization for psychotherapy services	BH capitation	BH capitation	BH capitation	BH capitation
SB22-196	Criminal justice reentry service expansion; standardized SUD tr	BH capitation	BH capitation	BH capitation	BH capitation
HB22-1303	established Mental Health Transitional Living Homes, expanding mental health residential treatment options	BH capitation	BH capitation	BH capitation	BH capitation
2023 Session					
SB23-002	The bill authorizes the department of health care policy and financing (state department) to seek federal authorization from the centers for medicare and medicaid services to provide medicaid reimbursement for community health worker services.	\$13,916,452	\$4,278,096	\$0 Not yet implemented	\$0

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SB 23-174	Expanded psychotherapy access for youth - removed the need for qualifying diagnosis	BH capitation	BH capitation	BH capitation	BH capitation
SB23-222	The bill removes the requirement that medicaid recipients pay a copayment for pharmacy and outpatient services	\$7,345,507	\$1,439,499	\$12,200,000	\$3,700,000
SB23-289	Community Choice Medicaid Benefit	\$39,769,903	-\$52,120,409	\$139,000,000	\$22,000,000
2024 Session					
HB24-1045	Treatment for SUD	\$5,683,418	\$1,243,702	BH capitation	BH capitation
HB24-1038	High Acuity Crisis for Children and Youth - System of Care	\$5,293,485	\$2,636,388	BH capitation	BH capitation
SB24-175	Requires the Department (and CHP+) to cover over-the-counter choline dietary supplements for pregnant people by 7/1/2025.	\$524,400	\$247,359	\$0	\$0
SB24-168	Requires the Department to cover CGMs under the pharmacy benefit and expands coverage	\$2,162,893	\$1,073,543	\$600,000	\$300,000
SB24-110	Requires the Department to allow for an exception to the to PDL for antipsychotics if an adult member has tried and failed a preferred medication within the prior 365 days, or the adult member is already stable on a non-preferred antipsychotic	\$3,714,199	\$974,301	\$13,700,000	\$3,400,000
SB24-116	Discounted Care for Indigent patients	\$9,475,090	\$846,995	\$53,000	\$53,000
2025 Session					
SB25-042	Expanded inpatient mental health services through 1115 waiver	BH capitation	BH capitation	BH capitation	BH capitation
SB 25-308	Medicaid services related to federal authorizations	\$30,088,378	\$12,191,459	\$4,100,000	\$2,300,000
SB 25-226	Extending spinal and related med program (CIH waiver)	\$2,598,294	\$1,280,656	\$830,000	\$400,000