



**Joint Budget Committee**

# **Staff Budget Briefing FY 2026-27**

**Department of Higher Education**

Prepared by:

Alfredo Kemm, JBC Staff

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**Joint Budget Committee Staff**

200 E. 14th Avenue, 3rd Floor

Denver, Colorado 80203

Telephone: (303) 866-2061

[leg.colorado.gov/agencies/joint-budget-committee](https://leg.colorado.gov/agencies/joint-budget-committee)

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## Additional Resources

To find the online version of the briefing document search the General Assembly’s website for [budget documents](https://leg.colorado.gov/content/budget/budget-documents) (leg.colorado.gov/content/budget/budget-documents).

# Overview of Higher Education

The Department of Higher Education (DHE) is responsible for higher education and vocational training programs in the state, as follows:

- Distributes state appropriations for governing boards of institutions of higher education.
- Coordinates and establishes statewide policies under the authority of the Colorado Commission on Higher Education (CCHE). The Department reviews degree programs, executes enrollment policies, enforces admission standards, proposes financial aid allocations, and facilitates budget requests for operations and capital construction.
- Collects data and reports on the higher education system.
- Oversees and allocates funding for vocational and occupational education programs provided in higher education and K-12 settings.
- Regulates private occupational schools under the oversight of the Colorado State Board of Private Occupational Schools.
- Oversees CollegeInvest and CollegeAssist, statutorily-authorized, off-budget enterprises, related to college savings and student loan programs.
- Under authority of the Colorado Opportunity Scholarship Initiative (COSI) Board, allocates grants to nonprofits and other entities to increase pre-collegiate and postsecondary student support and associated scholarships.
- Administers programs supported through federal and private grants, including the federally-funded Gear Up program which provides services beginning in middle school to increase higher education participation for non-college-inclined youth.
- DHE includes History Colorado, overseen by an independent board, which collects, preserves, exhibits items and properties of historical significance through the State Historical Society. History Colorado is funded through constitutionally-authorized limited gaming revenues, General Fund, and other sources.

*Department Structure:* Authority over Colorado's higher education system is fairly decentralized. Individual governing boards of higher education institutions have substantial independent authority over the management of their institutions.

The Governor appoints, with consent of the Senate, most members of the governing boards (with the exception of the regents of the University of Colorado, who are elected), the Colorado Commission on Higher Education, the State Board of Private Occupational Schools, the CollegeInvest Board, the Board of Directors of the State Historical Society, and the Colorado Opportunity Scholarship Initiative Board.

Department divisions include: (1) the Department Administrative Office (centrally-appropriated line items); (2) Colorado Commission on Higher Education and Higher Education Special Purpose Programs; (3) Colorado Commission on Higher Education Financial Aid; (4) College Opportunity Fund Program; (5) Governing Boards; (6) Local District Colleges; (7) Division of Occupational Education; (8) Auraria Higher Education Center; and (9) History Colorado.

*Funding:* State General Fund appropriations are provided for:

- The College Opportunity Fund Program that provides stipends to students for undergraduate education;

- Fee-for-service contracts with state institutions to support other higher education activities, such as graduate and professional education, and to provide performance incentives;
- State subsidies for governing boards that are not subdivisions of state government, such as Local District Colleges and Area Technical College; and
- financial aid programs.

The Department also monitors cash funds tuition spending authority provided to each state governing board and has authority to reallocate certain spending authority based on end-of-year enrollment and revenue received.

## Recent Appropriations

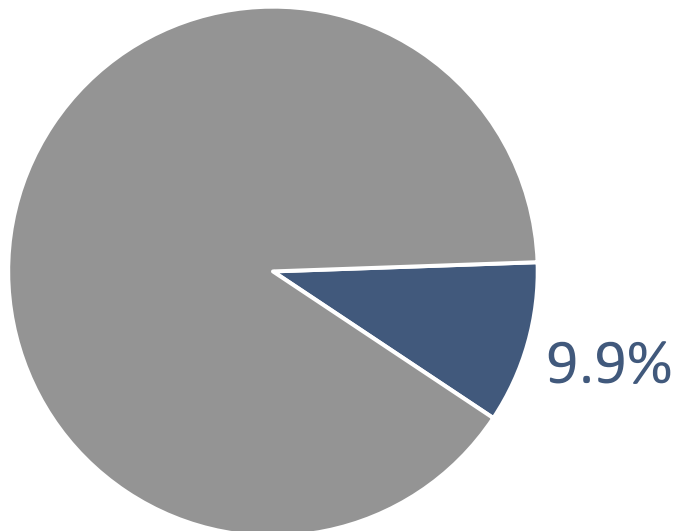
Higher Education				
Funding Source	FY 2023-24	FY 2024-25	FY 2025-26	FY 2026-27 <sup>[1]</sup>
General Fund <sup>[2]</sup>	1,527,696,174	1,694,274,869	1,684,348,869	1,686,176,155
Cash Funds	3,123,474,026	3,306,368,493	3,427,837,406	3,519,953,361
Reapprop. Funds	1,190,772,165	1,318,434,348	1,285,949,360	1,284,790,837
Federal Funds	26,450,674	27,007,420	26,745,298	26,752,501
Total Funds	\$5,868,393,039	\$6,346,085,130	\$6,424,880,933	\$6,517,672,854
Full Time Equivalent Staff	26,726.1	27,547.5	28,034.9	28,036.2

[1] Requested appropriation.

[2] Includes General Fund exempt.

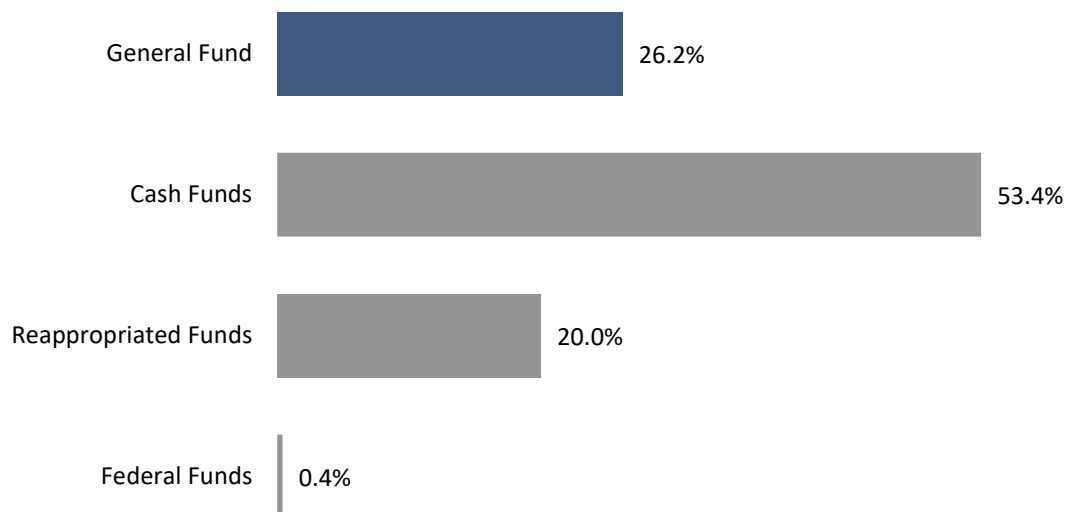
# Graphic Overview

## Department's Share of Statewide General Fund



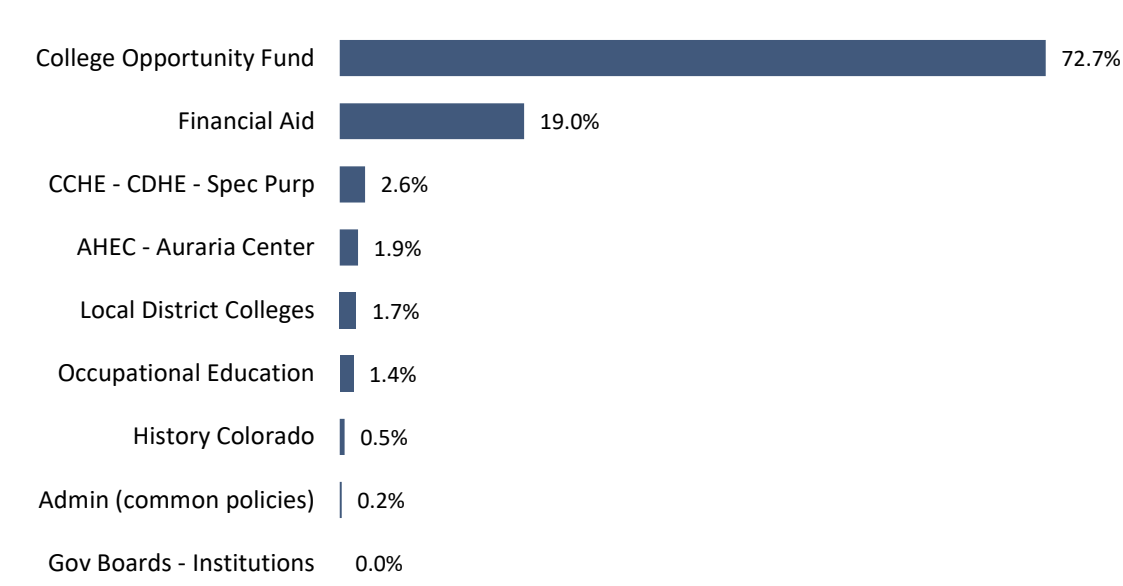
Based on the FY 2025-26 appropriation.

## Department Funding Sources



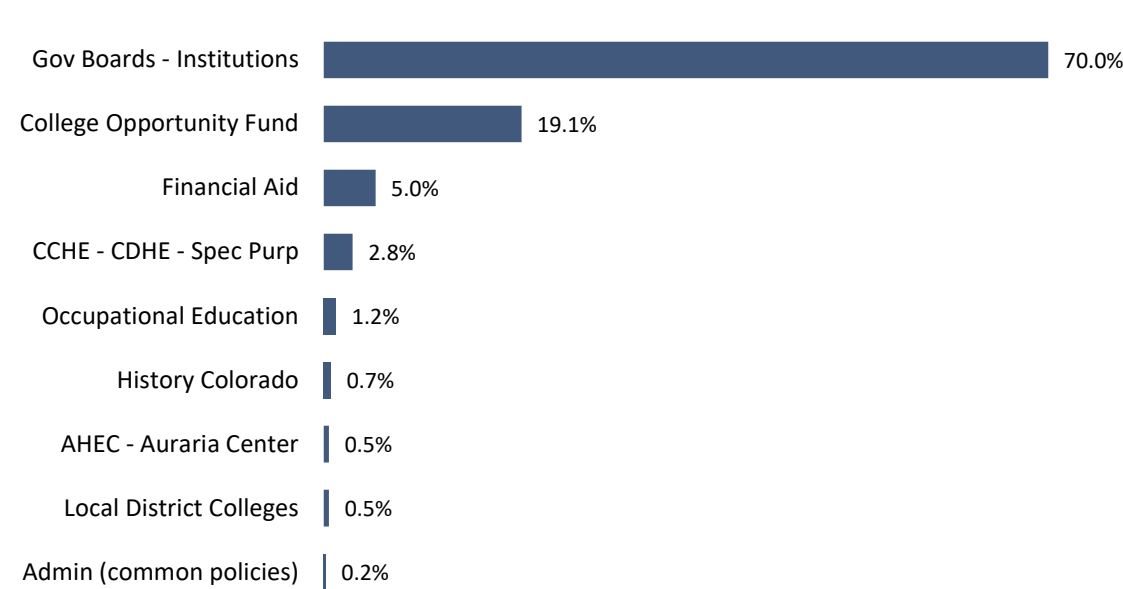
Based on the FY 2025-26 appropriation.

**Distribution of General Fund by Division**



Based on the FY 2025-26 Appropriation

**Distribution of Total Funds by Division**



Based on the FY 2025-26 Appropriation

# Cash Funds Detail

## Department of Higher Education Cash Funds Detail

Fund Name	FY 2025-26 Approp.	Note	Primary Revenue Sources	Primary Uses in Dept.
Institution of Higher Education (IHE) Tuition	\$3,017,707,878	[2]	Students' share of tuition.	IHE operating.
IHE Fees	284,532,220	[2]	Student fees.	IHE operating.
History Colorado and Cumbres and Toltec Railroad Cash Funds	40,033,838	[1] [2] [3]	Historical Fund Operations Account and Preservation Grant Program Account: limited gaming revenues. Community Museum Cash Fund and Enterprise Services Fund: museum admissions, retail sales, program fees, event rentals. Cumbres and Toltec funding from New Mexico (\$2.15m) shown for informational purposes and railroad operations (\$0.02m).	History Colorado and community museum operating, grants, and gaming city distributions. Cumbres and Toltec Railroad operating and capital.
IHE Limited Gaming Revenues	39,019,241	[3]	Taxes on gaming in the cities of Central, Black Hawk, and Cripple Creek (see Additional Information section below) (\$36.2m). Innovative Higher Education Research Fund (IHERF) including \$2.1m from limited gaming revenue and \$0.7m from other sources (gifts, grants, donations).	IHE operating for Community Colleges (\$30.1m) and Local District Colleges (Colorado Mountain College and Aims Community College) (\$4.3m). IHE research for Colorado Mesa University (\$1.8m) and Adams State University (\$0.02m). IHERF for the Higher Education Competitive Research Authority (CHECRA) to provide matching funds for federal research funding.
National Western Center Trust Fund	17,501,006	[4]	Annual transfer from General Fund into the National Western Center Trust Fund [Section 23-31-902, C.R.S.].	CSU National Western Center Certificate of Participation payments.
Tobacco Settlement Health Ed Fund	15,923,285	[2]	Tobacco Settlement Health Ed Fund (\$13.8m): annual credit of 17.5 percent from tobacco litigation settlement money. Fitzsimmons Trust Fund - Tobacco Settlement Funds (\$2.1m): annual payments from tobacco companies pursuant to the Tobacco Master Settlement Agreement (see annual Tobacco briefing).	University of Colorado Health Sciences Center for tobacco-related cancer research. University of Colorado medical facilities payments.
Marijuana Tax Cash Fund	7,225,000	[2]	Taxes on retail marijuana (see Marijuana Tax briefing).	Center for Substance Use Disorder, Prevention, Treatment, and Recovery at UC HSC (\$1.25M); Institute of Cannabis Research at CSU-Pueblo (\$3.1M); IHE research for University of Colorado (\$2.0m) and Colorado State University (\$0.9m).

Fund Name	FY 2025-26 Approp.	Note	Primary Revenue Sources	Primary Uses in Dept.
Severance Tax and Federal Mineral Lease	2,468,338	[3]	Severance Tax is state tax on oil, gas, and other mining activities deposited in the Operational Account of the Severance Tax Trust Fund (see Department of Natural Resources briefing). Federal Mineral Lease are payments from the federal government related to oil and gas leases on federal land in the state.	Severance Tax for the Colorado Geological Survey at the Colorado School of Mines. (\$1.9M). Federal Mineral Lease revenue transferred into the Higher Education Federal Mineral Lease Revenues Fund for the lease purchase of academic facilities (\$0.6m).
Other Funds	3,426,600	[1] [3]	Private Occupational Schools Fund (\$1.4m) from school fees, student fees, and agent fees; and Various Funds (\$2.0m).	Division of Private Occupational Schools operations; and various purposes.
<b>Total</b>	<b>\$3,427,837,406</b>			
[1] Not appropriated by the General Assembly. Amounts shown in Long Bill are for informational purposes only.				
[2] TABOR exempt.				
[3] A portion is exempt from TABOR, including limited gaming expansion revenue (Amendment 50 and Amendment 77), and Federal Mineral Lease revenue				
[4] Funds were subject to TABOR when first received and not counted again when transferred from one fund to another.				

## Additional detail for select funds

### Limited Gaming Revenue

In 1990 voters approved a measure<sup>1</sup> allowing for limited gaming in Central City, Black Hawk, and Cripple Creek. This measure allocated associated tax revenue to those cities and counties where gaming is authorized (22.0 percent), to historic preservation (28.0 percent), and to the General Fund or other fund specified by the General Assembly (50.0 percent). Voters adopted amendments<sup>2</sup> in 2008 and 2020 respectively to increase gaming revenue by eliminating certain gaming limits.

These measures allocated additional revenue generated from “extended” gaming to public community colleges, junior colleges, and local district colleges, as well as to the cities and counties where gaming is authorized. The new revenue from extended gaming is exempt from the TABOR revenue cap. Limited gaming revenue growth for History Colorado was capped at 3.0 percent as a result of the changes.

<sup>1</sup> Article XVIII, Section 9 of the Colorado Constitution

<sup>2</sup> Amendments 50 and 77



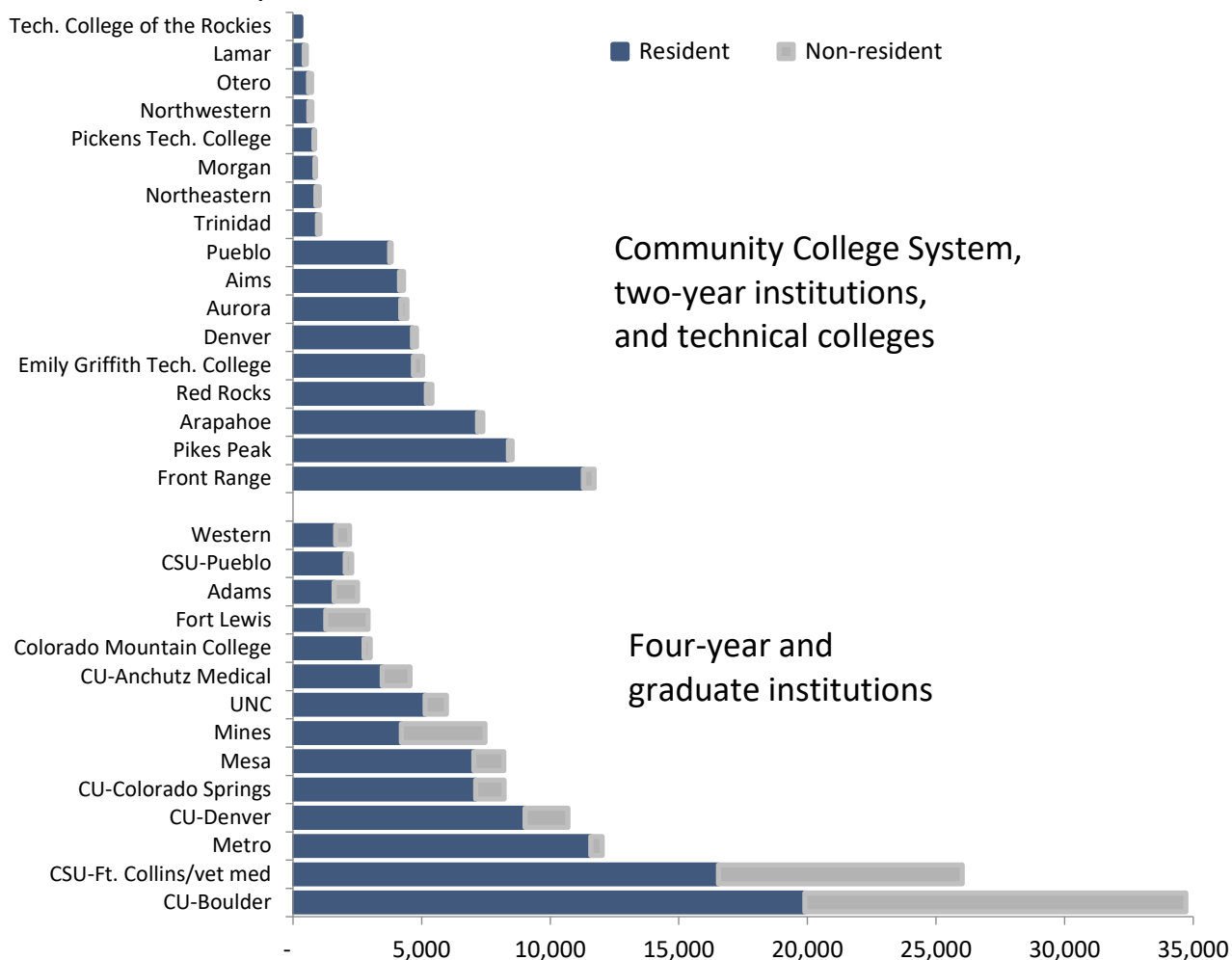
# General Factors Driving the Budget

## Overview and Organization

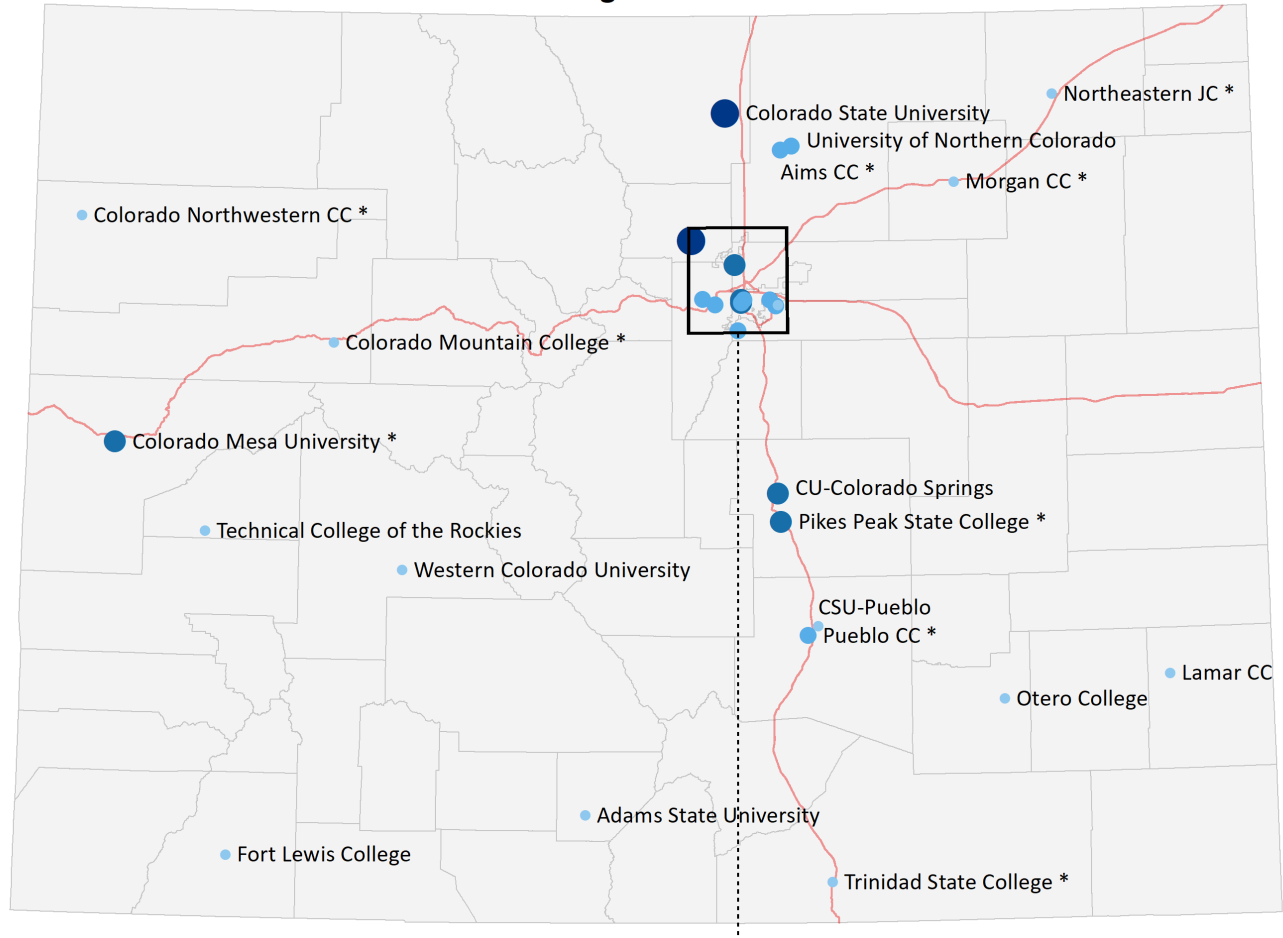
- The public higher education system served 191,180 full-time equivalent students (FTE) in FY 2024-25, including 151,451 Colorado residents.
- 93.0 percent attend state institutions that are overseen by ten state governing boards.
- 32.0 percent attend community colleges, local district colleges, and area technical colleges, which focus primarily on two-year degrees, technical certificates, and other applied training.
- 3.8 percent attend two local district colleges, Aims Community College and Colorado Mountain College which receive regional property tax revenues in addition to state funding.
- 3.2 percent attend three area technical colleges, Emily Griffith, Pickens, and Technical College of the Rockies, which offer occupational certificates and serve both secondary and postsecondary students.

The CCHE coordinates the higher education system; however, each of the 31 state-supported public institutions is governed by a board that makes policy and budget decisions for the institution or institutions.

### Student Full-time-equivalent Enrollment 2024-25



## Colorado Public Higher Education Institutions

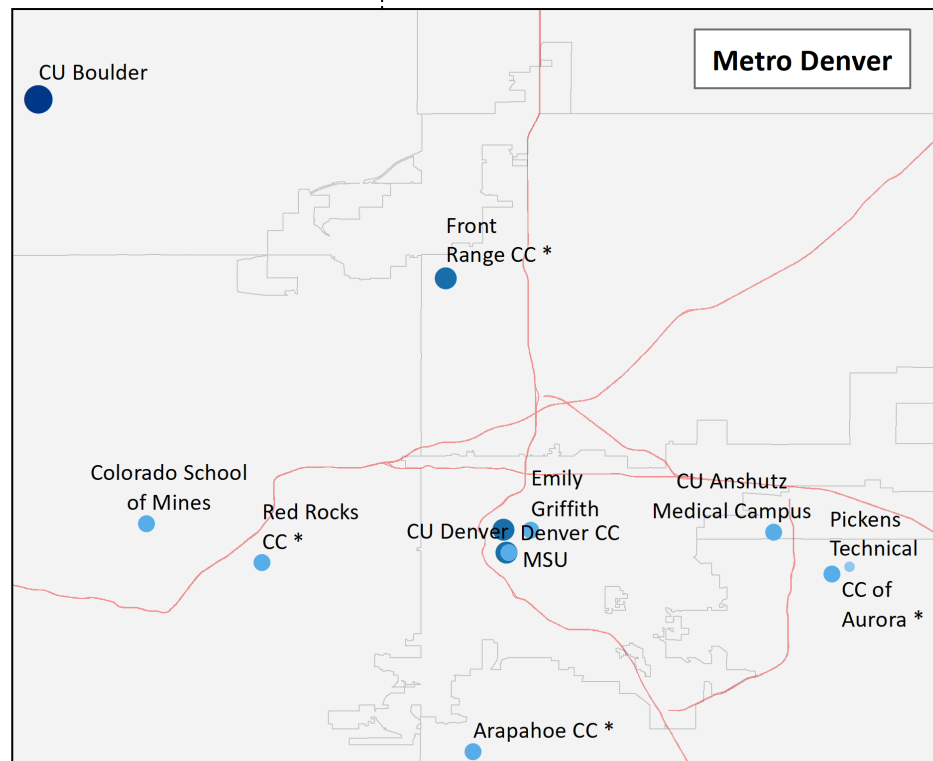


### Student FTE Served FY 2024-25

- 3,600 and fewer
- 3,601 to 7,500
- 7,501 to 15,000
- Greater than 15,000

\* This institution has additional campuses that are not reflected on the map. Symbol size at the primary location is based on total student FTE for the institution across all campuses.

Source: Joint Budget Committee Staff

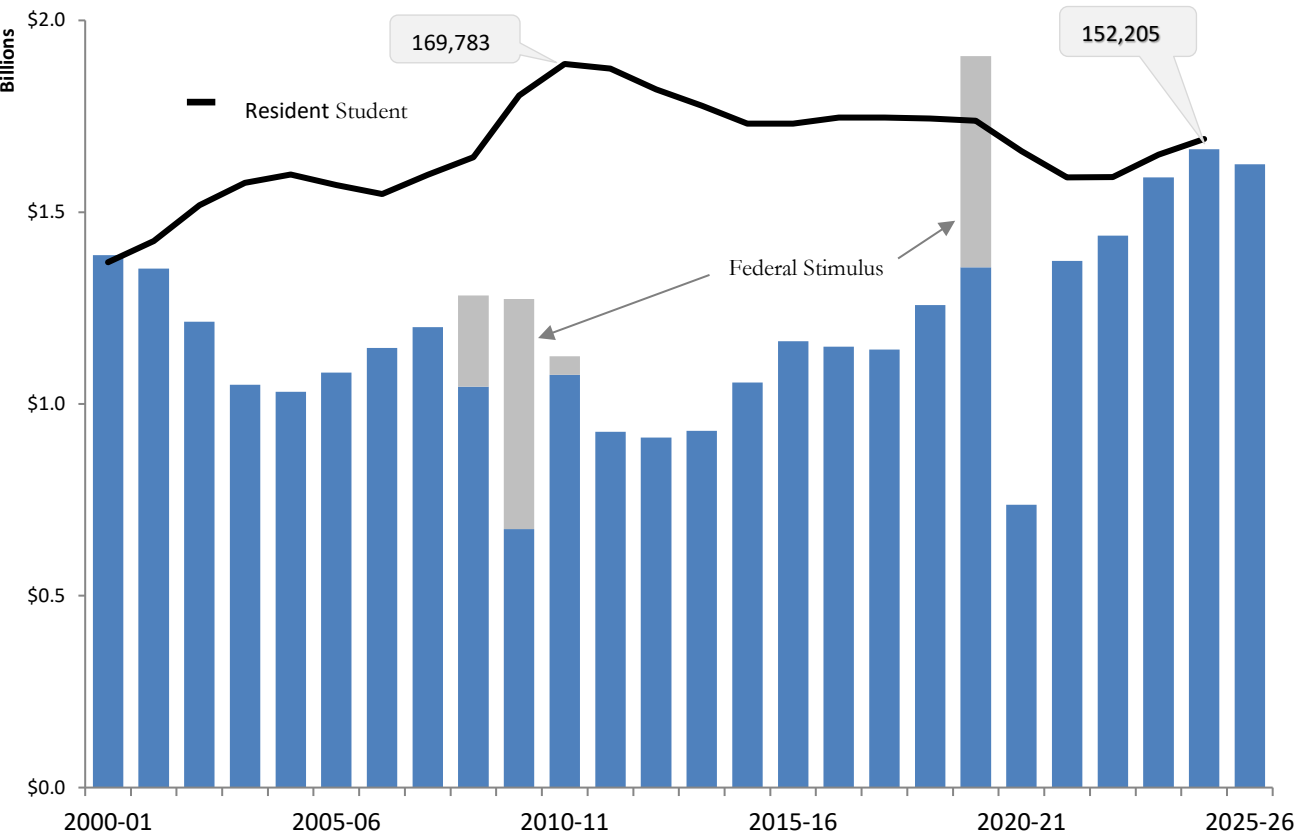


# Statewide Budget Impact

The state funds higher education based on the public benefits of providing educational access to all citizens and promoting a more educated population. There are no statutes, constitutional provisions, or federal guidelines requiring funding levels. As a result, higher education is an area most affected by the availability of state funds.

As outlined in the following chart, General Fund support for higher education has declined during economic downturns and rebounded under stronger economic conditions.

Department of Higher Education General Fund Appropriations in Constant Dollars and Resident Student FTE



General Fund appropriations were cut significantly in FY 2020-21 in response to the COVID-19 pandemic. Federal funds allocated by the Governor assisted the public higher education system in addressing the disaster emergency. General Fund increased by 29.2 percent between FY 2018-19 and FY 2025-26 in constant dollars, a compound average annual growth rate (CAAGR) of 3.3 percent.

Historically, student demand for higher education is higher during recessions and lower as the economy improves; however, the immediate impact of the pandemic was to reduce enrollment. Post-pandemic enrollment has rebounded but is still below the FY 2010-11 peak.

The majority of the higher education budget is allocated directly to the public higher education institutions. The table below shows the General Fund allocated in FY 2024-25 and FY 2025-26.

## Higher Education General Fund Appropriations FY 2024-25 and FY 2025-26<sup>1</sup>

	FY 2024-25	FY 2025-26	Change	Percentage Change
Adams State University	\$28,074,295	\$28,629,817	\$555,522	2.0%
Colorado Mesa University	49,217,113	50,222,108	1,004,995	2.0%
Metropolitan State University <sup>3</sup>	102,577,951	90,244,147	-12,333,804	-12.0%
Western Colorado University	24,942,246	25,343,605	401,359	1.6%
Colorado State University System	246,127,882	250,984,722	4,856,840	2.0%
Fort Lewis College	23,188,891	23,835,422	646,531	2.8%
University of Colorado System <sup>2,3</sup>	352,251,853	348,499,172	-3,752,681	-1.1%
Colorado School of Mines	37,054,876	38,140,624	1,085,748	2.9%
University of Northern Colorado	69,004,345	70,554,317	1,549,972	2.2%
Community College System <sup>3</sup>	293,557,242	296,223,133	2,665,891	0.9%
Auraria Higher Education Center <sup>3</sup>	0	31,435,042	31,435,042	n/a
Colorado Mountain College	13,101,832	13,427,901	326,069	2.5%
Aims Community College	15,479,910	15,867,083	387,173	2.5%
Area Technical Colleges	22,352,277	22,911,338	559,061	2.5%
<b>Subtotal-Governing Boards/Institutions</b>	<b>\$1,276,930,713</b>	<b>\$1,306,318,431</b>	<b>\$29,387,718</b>	<b>2.3%</b>
Financial Aid	313,707,693	320,310,585	6,602,892	2.1%
Lease purchase and capital-related for higher education buildings	38,334,111	34,723,058	-3,611,053	-9.4%
History Colorado	7,819,004	7,893,612	74,608	1.0%
Other <sup>3</sup>	57,483,348	15,103,183	-42,380,165	-73.7%
<b>TOTAL</b>	<b>\$1,694,274,869</b>	<b>\$1,684,348,869</b>	<b>-\$9,926,000</b>	<b>-0.6%</b>

<sup>1</sup>Includes College Opportunity Fund stipends and fee-for-service contracts reappropriated to state governing boards, grants to local district colleges and area technical colleges, and all GF appropriations in enacted bills.

<sup>2</sup> Includes General Fund restoration of funds that were temporarily reduced due to enhanced federal Medicaid payments for University of Colorado Health Sciences Center medical services.

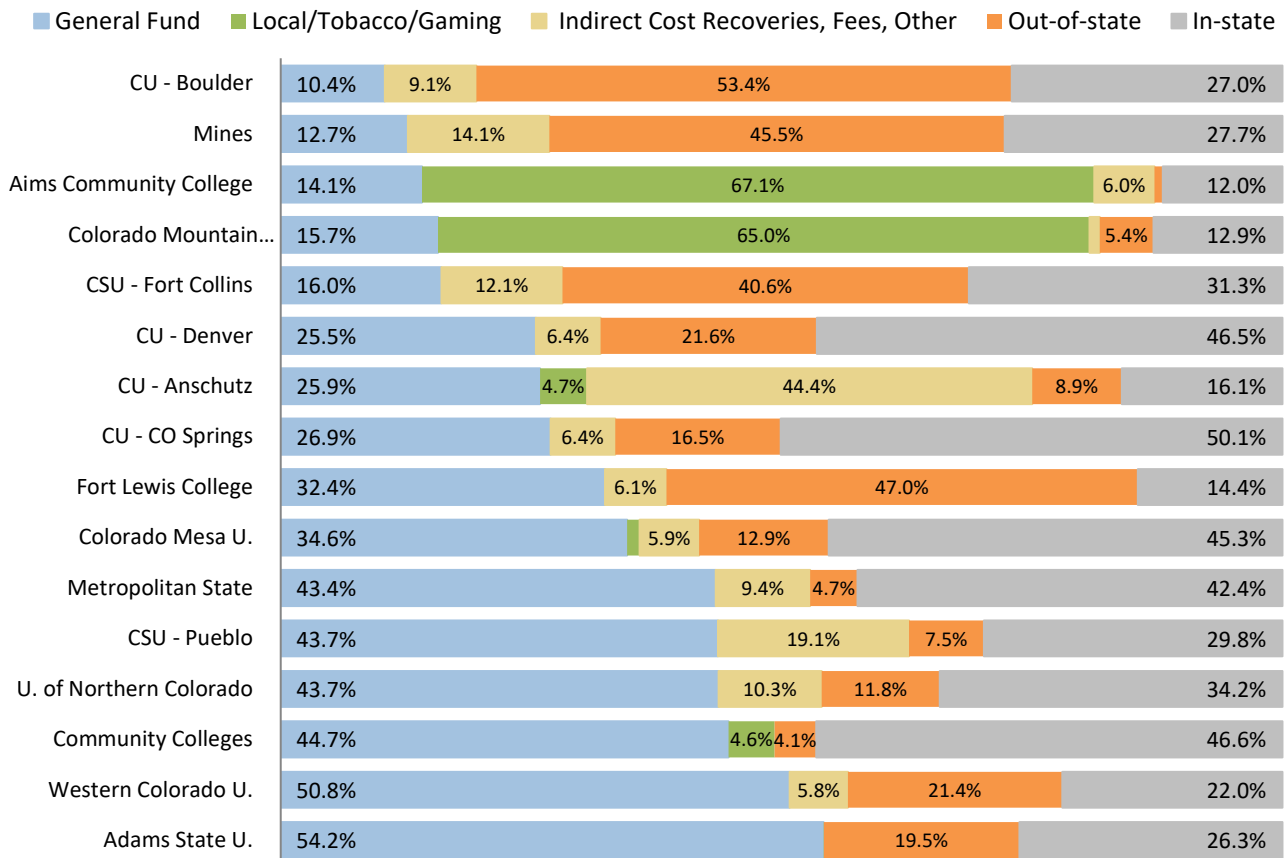
<sup>3</sup> General Fund support for the Auraria Higher Education Center (AHEC) was included in amounts for Metro, CU, and the community college system in FY 2024-25 and relocated to a separate AHEC line item in FY 2025-26 in S.B. 25-316.

<sup>3</sup> Includes eliminating a \$30.0 million one-time supplemental appropriation provided in FY 2024-25 (related to funds originally appropriated in HB23-1246) and relocation of \$10.4 million for the CO State Forest Service to the Department of Natural Resources in FY 2025-26.

# IHE Revenue

Institutions vary in their ability to bring in out-of-state tuition revenue or to raise tuition above that of other institutions based upon individual missions and populations served. The following chart outlines the revenue mix at various state institutions. This excludes revenue from research grants and auxiliary facilities such as dormitories and dining halls.

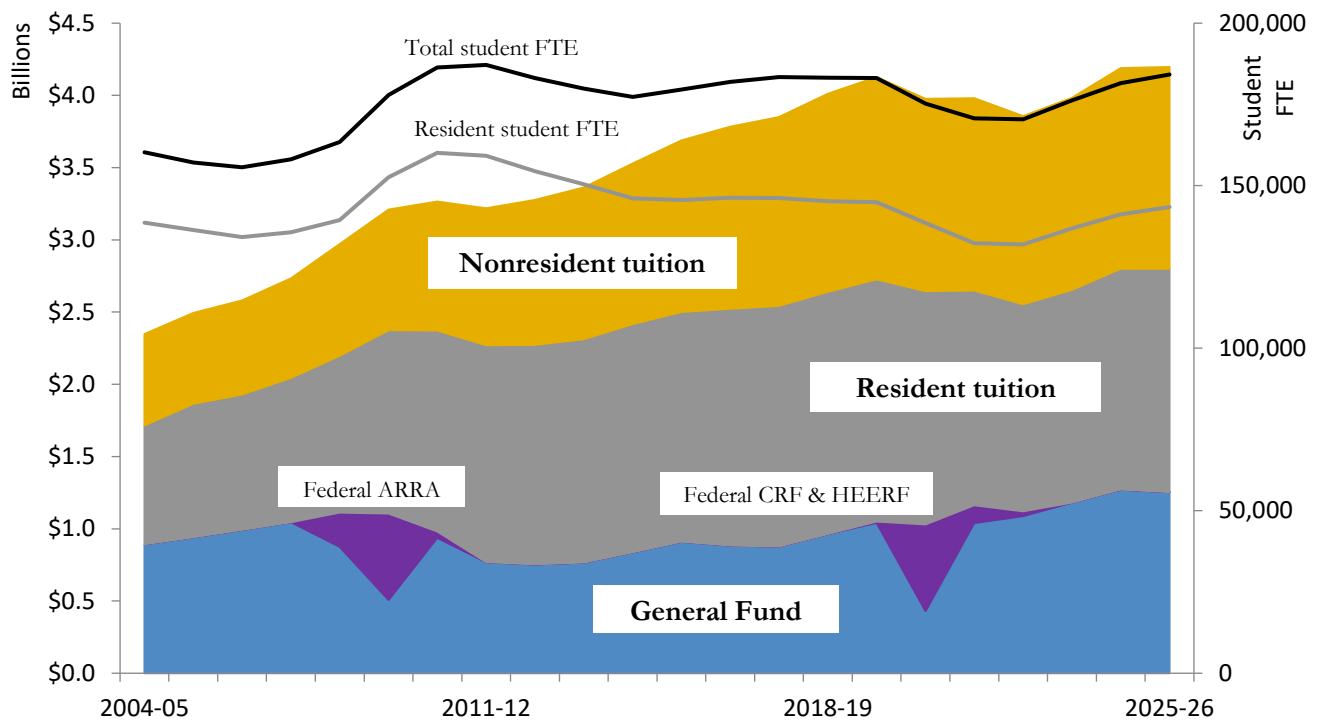
Institution Proportion of Funding FY 24-25



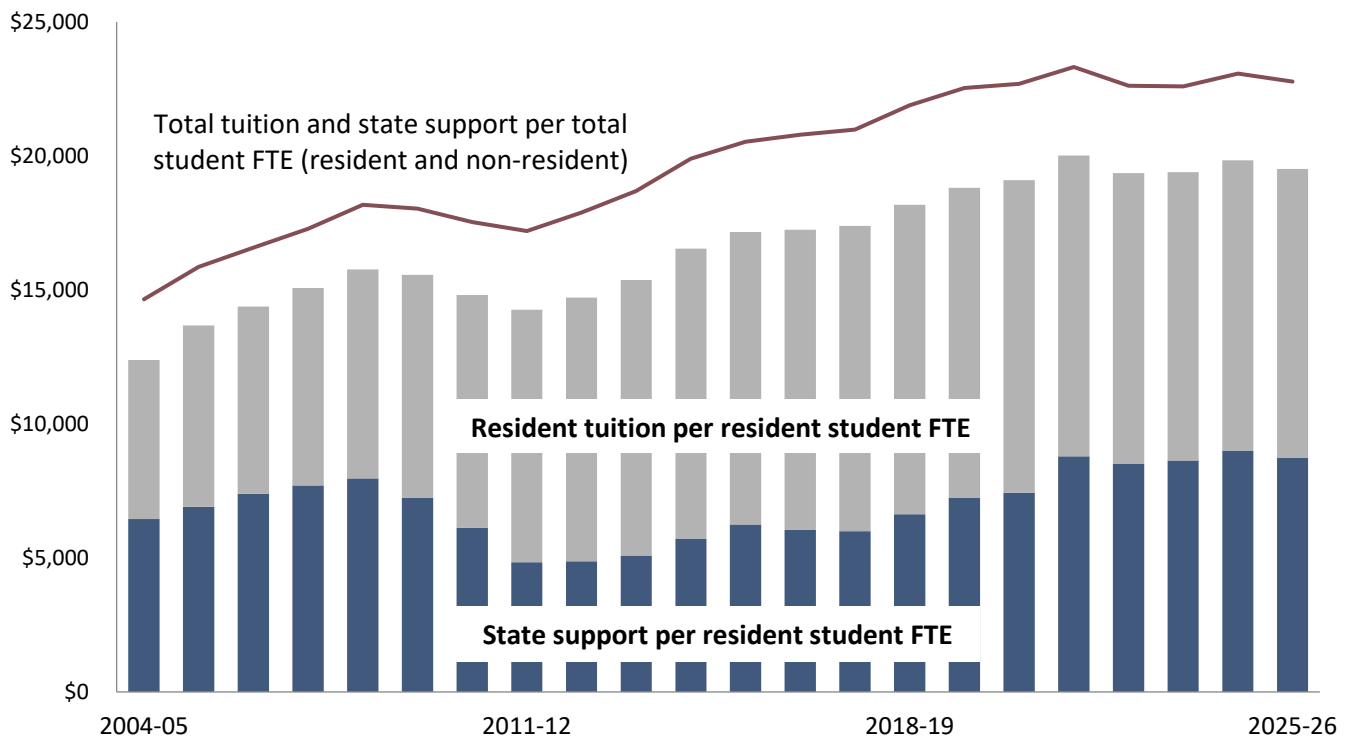
Note: Most of Fort Lewis College out-of-state tuition revenue originates as General Fund from the Native American Tuition Waiver.

Colorado and other states have historically addressed state budget constraints by increasing the share of higher education costs borne by students. The charts below illustrate how tuition, including nonresident tuition, as well as federal funds, have augmented General Fund revenues for the higher education institutions over time. Nonresident tuition helps subsidize resident education. The first chart shows total funding, while the second shows funding on a per-student basis.

## Institutions' General Fund, Federal Stimulus, and Tuition Revenue (Constant Dollars)



## Institutions' State Support and Tuition per Student FTE (Constant Dollars)



Notes: Charts include revenue and student FTE reported by the ten state governing boards. Amounts shown include federal American Recovery and Reinvestment Act Funds (FY 2007-08 to FY 2010-11), federal Coronavirus Relief Funds (FY 2019-20 and FY 2020-21), and federal Higher Education Emergency Relief Funds that institutions reported spending for educational activities in FY 2020-21 through FY 2022-23. FY 2025-26 amounts reflect budgeted and estimated amounts.

Total revenue to state institutions of higher education from tuition and government sources has increased over the last 20 years, with temporary declines during the Great Recession and COVID-19 pandemic. Total revenue from these sources has increased by 78.7 percent in constant dollars since FY 2004-05, while total enrollment has increased 15.0 percent.

Some key drivers behind statewide institutional revenue trends include the following.

- **Government support:** As noted previously, state funding for higher education has typically been reduced in recessions, when state revenue is scarce. The federal government has historically helped fill the gap, but the amount of federal support is variable.
- **Enrollment:** Historically, individuals seek additional training when jobs are scarce, driving enrollment and tuition revenue up during recessions. Nevertheless, during the coronavirus pandemic, enrollment fell in response to the related lockdowns and employment recovered quickly.
- **Revenue per Student FTE:** Despite periodic decreases in total revenue, revenue per student FTE has been increasing for most of the last decade for reasons that include the following:
  - Resident student attendance. Increases in the share of resident students who attend more expensive research institutions rather than less expensive institutions such as community colleges drives increases in the average cost per student statewide.
  - Nonresident enrollment. Nonresident students are concentrated in a small number of research institutions, but contribute a disproportionate share of the revenue at these institutions. Revenue from nonresidents has increased over time and is an important driver in overall revenue per student.

## Tuition and Fees

Higher tuition and fees may discourage enrollment or result in higher debt for those who do. Nevertheless, Colorado and other states have used tuition increases to substitute for General Fund support when necessary. The General Assembly has provided more flexibility for institutions to increase tuition in times of General Fund cuts and has restricted tuition growth when more state revenue is available.

National data from the State Higher Education Officers on average tuition and fees by state and the Hanover study completed by the Department indicate that many Colorado public institutions have tuition and fee rates that exceed those of their peers nationwide, after adjusting for grant aid. From the institutions' perspective, this compensates for the lower level of state support relative to that provided by other states.

Prior to FY 2011-12, the General Assembly appropriated tuition revenue to the institutions and set forth assumptions about tuition increases in a Long Bill footnote. The General Assembly also appropriated fees and the Department of Higher Education established fee policy.

Senate Bill 10-003 (Higher Ed Flexibility) suspended the authority to appropriate tuition but was later restored (described below). House Bill 11-1301 (Higher Ed Institution Efficiency) ended General Assembly appropriation of fees and Department authority to set fees.

For the five-year period from FY 2011-12 through FY 2015-16, the General Assembly delegated tuition-setting authority to the governing boards within statutory limits.

- From FY 2011-12 through FY 2013-14, governing boards could increase resident undergraduate tuition rates up to 9.0 percent per year, and could submit a plan to ensure access and affordable tuition for low- and middle-income students for permission to implement larger rate increases.

- In FY 2014-15 and FY 2015-16, the General Assembly paired increases in state funding with a 6.0 percent "hard" cap on undergraduate resident tuition increases.

Beginning in FY 2016-17, the General Assembly returned to appropriating tuition and setting limits on tuition through the Long Bill for all institutions except the Colorado School of Mines (which is exempt, based on a performance contract). The tuition increases are detailed in a Long Bill footnote and specific limits may differ by institution. Tuition rates are affected by the General Assembly's decisions but also reflect institutions' assessments of what the market will bear.

The General Assembly no longer appropriates fees, which often add substantially to student charges, and are an important component of what students pay. For example, mandatory fees paid by all students at Western Colorado University exceed \$4,000 per student, adding nearly 55.0 percent to base tuition. Because of these fees, which are mostly related to COP payments for past capital construction projects, WCU has limited capacity to increase tuition rates.

## Total Enrollment

Enrollment is both a workload and performance measure for campuses and affects tuition and fee revenue. Increases in enrollment broadly drive costs for faculty, advising, and general operating.

Total statewide enrollment has historically been counter-cyclical: when the economy slows and jobs are less available, higher education enrollment typically grows more rapidly. This predominantly affects larger institutions serving higher population areas, but is also particularly notable for the community college system.

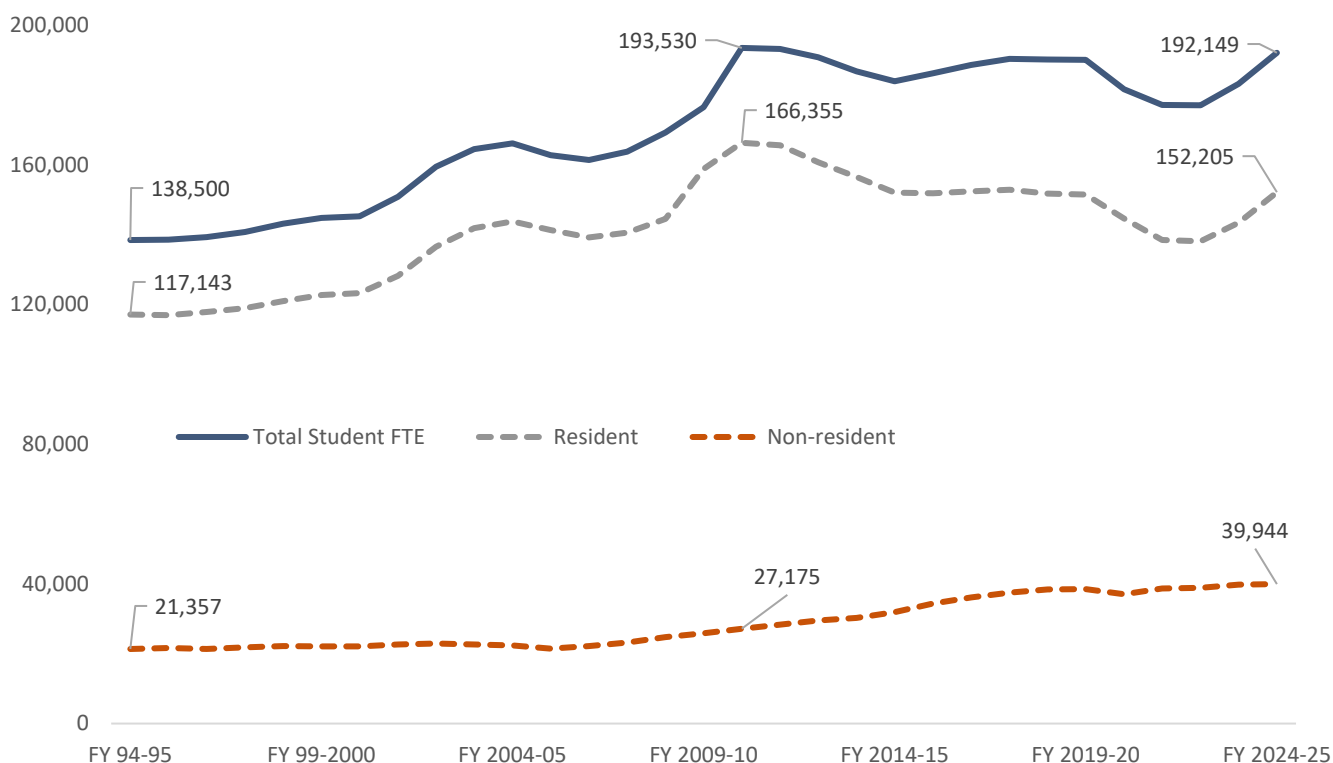
Statewide enrollment increased significantly during the Great Recession. As the economy strengthened between FY 2010-11 and FY 2019-20, enrollment fell—by 11.2 percent for resident undergraduates and 2.0 percent overall, including nonresident and graduate students. Nevertheless, during this period, enrollment increased at the University of Colorado at Boulder and the Colorado School of Mines, but fell at the state community college system and most other institutions.

Following the onset of the COVID-19 pandemic, statewide enrollment fell and continued to decline, with a total reduction of 8.3 percent between FY 2019-20 and FY 2022-23. The decline was greatest among low income and traditionally disadvantaged student populations. Enrollment began to rebound in FY 2023-24 with continued growth anticipated at most institutions.

The following chart outlines a long-term history of total enrollment (resident and non-resident, undergraduate and graduate) at all public higher education institutions (state institutions and publicly funded institutions).



Total Student FTE Enrollment FY 1994-95 to FY 2024-25

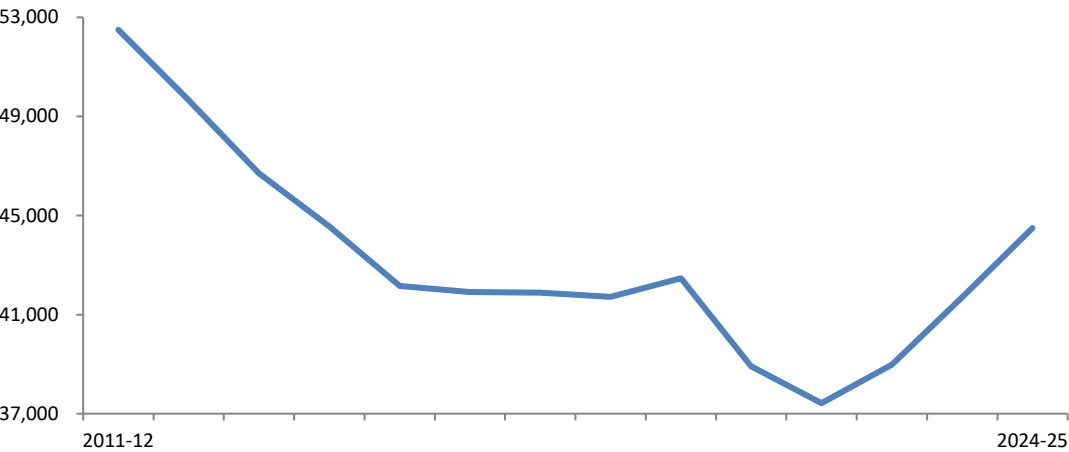


## Resident Undergraduate Enrollment

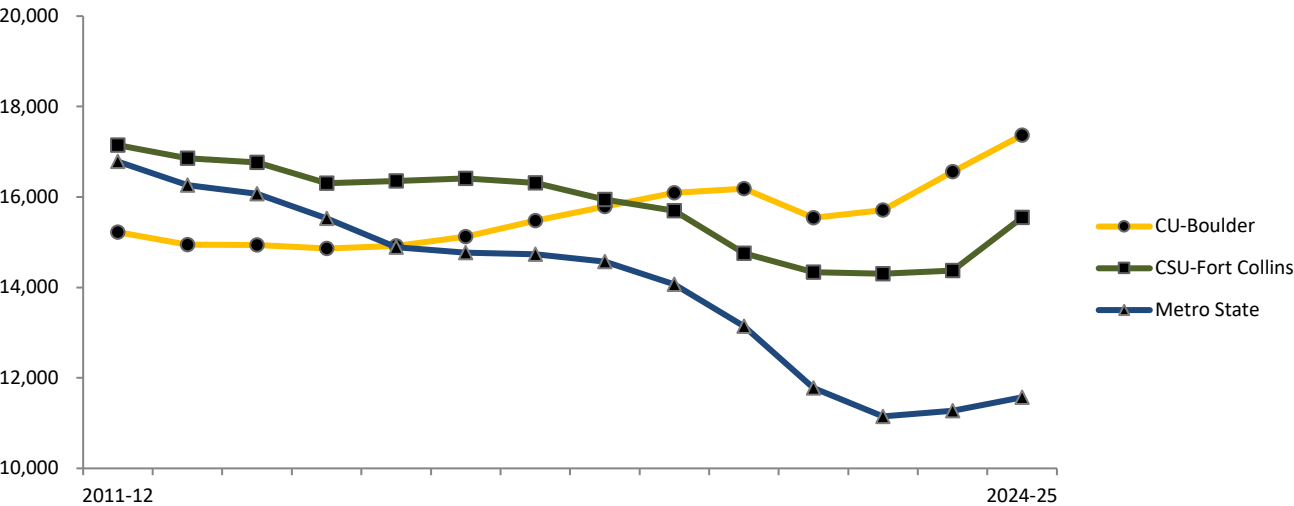
While the long term statewide total enrollment data provides an interesting macro illustration of higher education enrollment trends, it fails to provide a current history of institutional experience, particularly for resident undergraduate students that drive the college opportunity fund (COF) portion of state funding; and the particular enrollment population that best illustrates or captures the state responsibility for access to higher education for Colorado citizens.

The following three charts provide a current-period illustration, since FY 2011-12, of resident undergraduate FTE experience by size of system or institution: (1) the combined experience of the seven largest community colleges in the state, that also serve the front range, Front Range CC, Pikes Peak SC, Arapahoe CC, Red Rocks CC, CC of Denver, CC of Aurora, and Pueblo CC; (2) the three largest single institutions (between 10 and 20,000 FTE), CU Boulder, CSU Fort Collins, and Metropolitan State; and (3) all other institutions and the combined six smallest community colleges (below 10,000 FTE).

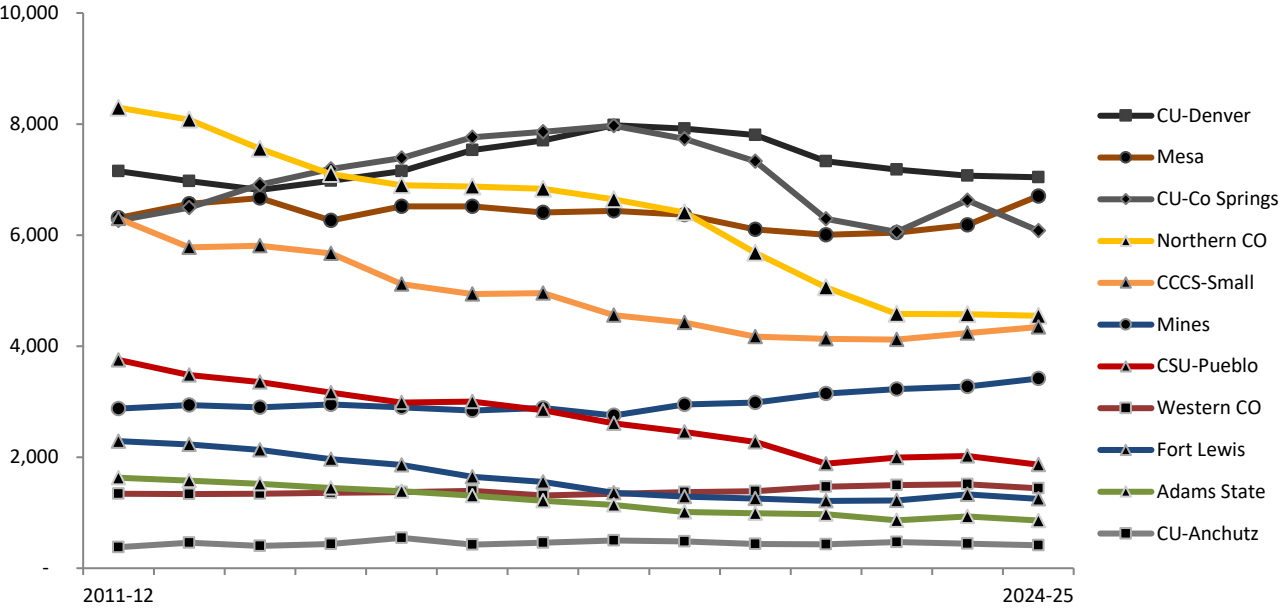
Resident Undergraduate FTE for CCCS-Largest 7 Community Colleges



Resident Undergraduate FTE for Institutions 10,000-20,000 FTE



Resident Undergraduate FTE for Institutions <10,000 FTE



As illustrated in the charts, the largest seven community colleges, along with the three largest institutions, will tend to move the statewide charts based on their combined scale. In doing so, they suggest the pattern related to economic activity broadly over time.

However, the other institutions show a variety of experiences since FY 2011-12. Perhaps with the exception of the three largest institutions, CU Denver, Colorado Mesa, and CU Colorado Springs, the other institutions do not appear to share the same shape of trend line over the pandemic and post-pandemic period. This suggests that the smaller institutions that serve specific regions of the state or specialties (Colorado Mines and CU Anschutz) may not experience enrollment patterns consistent with statewide economic trends.

## IHE Personnel

Higher education governing boards have authority to determine staffing levels at their institutions. The Long Bill reflects staff FTE estimates provided by the governing boards. In FY 2024-25, the state institutions, including the Auraria Higher Education Center, employed 27,028.3 FTE, excluding employees of self-supporting auxiliary programs such as food services, bookstores, or housing. Higher education remains the largest employer of state FTE by a considerable margin. Figures on the number of employees working at state higher education institutions in auxiliary enterprises is not routinely collected by the State. However, federal Bureau of Labor Statistics data that captures state government higher educational services employment in Colorado reported 79,000 employees in the sector in CY 2019. That figure fell to 70,000 during CY 2021, during the pandemic, though it has been rebounding.

State institution operational spending on education, includes approximately two-thirds on salaries and benefits, most for instructional faculty. Some higher education FTE such as administrative support, and maintenance staff, are classified staff for whom salaries and benefits are defined by the state personnel system and fall under the compensation policies of the General Assembly. However, the majority of FTE and personal services expenditures are for exempt staff such as faculty for whom governing boards have control of compensation.

Increases in benefit costs have been a consistent cost driver at state institutions. Staff salary trends, however, have varied by institution in response to a range of internal and external factors.

- Four-year institutions that employ tenure-track faculty in high-demand fields have typically felt the need to offer compensation to professors competitive with peer institutions in other states and, in some cases, the private sector. Community colleges may also have difficulty finding individuals with technical expertise in fields such as nursing where pay is competitive. However, salary pressure is not consistent across all academic fields. At two-year institutions, the vast majority of staff are adjunct faculty who carry part-time teaching loads and receive modest compensation.
- During previous recessions when institutions faced enrollment increases and state funding cuts, both 4-year and 2-year institutions increased the number of lower-paid, often part-time staff, thus reducing average compensation costs.
- In years when the economy has been stronger and state funding has increased, institutions have faced pressure from their employees to improve compensation and have often done so.
- In response to the COVID-19 pandemic, many institutions contained costs by imposing furloughs on both faculty and staff.

## Financial Aid

For FY 2025-26, \$320.3 million or 19.0 percent of General Fund appropriations for higher education is for financial aid.

While Colorado provides less funding than most states for higher education overall, it provides more than most for financial aid. Most Colorado state financial aid is for need-based aid and work-study. There are also a number of smaller, special purpose financial aid programs. These include the Fort Lewis College Native American tuition waiver, which covers tuition for any Native American student attending Fort Lewis College pursuant to a treaty obligation, and the Colorado Opportunity Scholarship Initiative, which funds services and scholarships for high achieving low-income students in collaboration with private funders and agencies.

For most of the financial aid programs, the General Assembly appropriates state financial aid funds to CCHE. CCHE allocates funds to institutions based on formulas that consider financial need at the schools, total student enrollment, student retention, and program eligibility criteria. Private institutions also receive some aid for their students, although most funds go to public institutions.

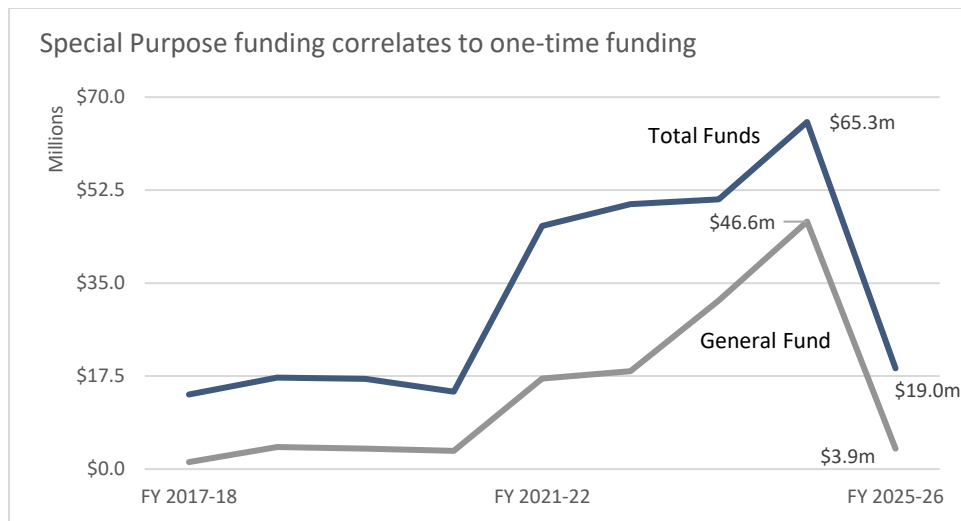
Section 23-3.3-103, C.R.S., requires that most state-funded financial aid increase at no less than the increase for the governing boards, and there have been significant General Fund increases in recent years. The General Assembly appropriated significant one-time financial aid funds during the 2020, 2021, and 2022 legislative sessions, including both cash funds and General Fund.

## CCHE

The Colorado Commission on Higher Education (CCHE) coordinates the higher education delivery system, including requests for state funding.

## Special Purpose Programs

For FY 2025-26, \$19.0 million was appropriated for special purpose projects. This does not include programs funded through allocations to governing boards. Funding for special purpose programs fluctuates depending on available funds. The following chart outlines the recent appropriations history. Post-pandemic funding shows significant increases related to one-time funding.



## Lease Purchase Payments and Capital-related Outlays

**CU Fitzsimmons Facilities.** House Bill 03-1256 (Lease Purchases for CSPII and Fitzsimmons) authorized the State, acting through the Board of Regents of the University of Colorado to execute lease-purchase agreements for up to 25 years to finance the construction of academic facilities for the University of Colorado Health Sciences Center at Fitzsimmons.

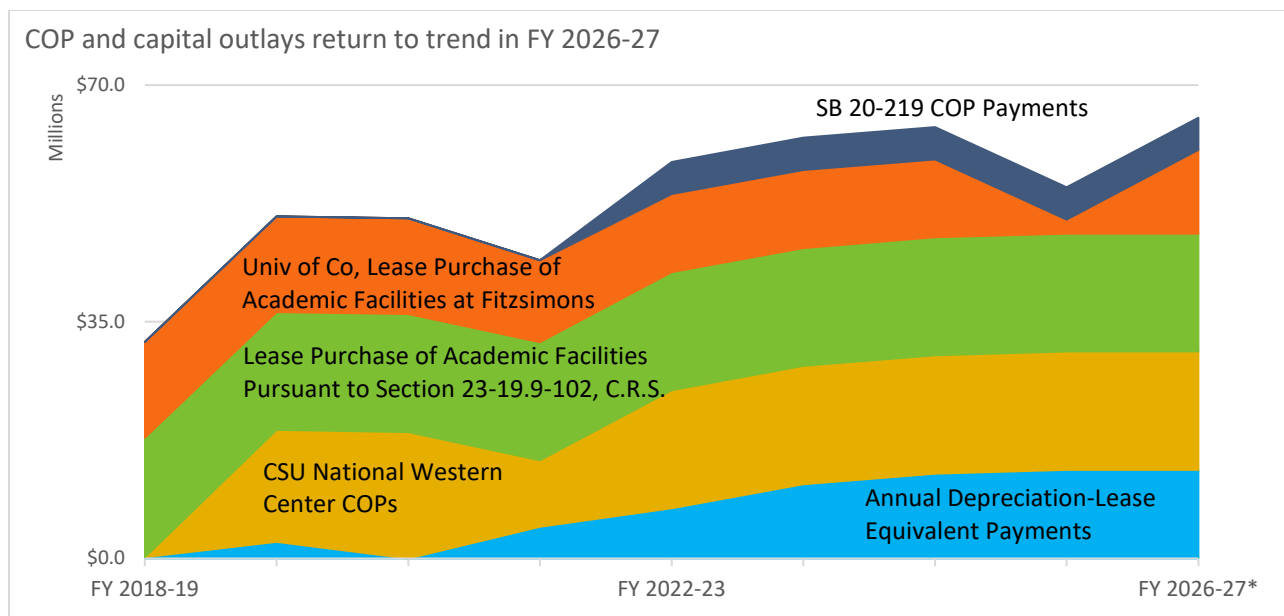
**Federal Mineral Lease COPs.** In 2008, the General Assembly authorized lease-purchase agreements known as certificates of participation (COPs) to fund capital construction projects for state-supported institutions of higher education. Pursuant to S.B. 08-233 (FML-funded Higher Ed Projects) and HJR 08-1042 (Prioritized List for FML Projects) the General Assembly authorized FML COP payments to fund 17 projects for higher education academic buildings across the state. Annual state-funded payments are limited to an average of \$16.2 million per year for the first 10 years and an average of \$16.8 million for the second 10 years.

The original assumptions were based on projected increases in available Federal Mineral Lease (FML) funds. Since FY 2011-12, the General Assembly has partially or entirely replaced appropriations from the FML Revenues Fund with General Fund due to insufficient FML revenues. Payments extend through FY 2027-28.

**CSU National Western Center.** House Bill 15-1344 (Fund National Western Center and Capitol Complex Projects) authorized COPs to finance the construction of facilities for Colorado State University at the National Western Center and the Colorado State University campus. Total principal was limited to \$250.0 million. Funding is from the Western Center Trust Fund originating from annual transfers from the General Fund.

**Annual Depreciation-Lease Equivalent Payment.** Per S.B. 16-020 (Clarify Calculation Issues of Automatic Capital Funding), this appropriation, calculated on depreciation, is intended as a sinking fund and set-aside for statewide capital construction.

The chart below outlines lease purchase and capital-related outlays over recent years.



## AHEC

Funding for the Auraria Higher Education Center (AHEC) is driven primarily by salary, insurance, IT, and facilities costs related to operations on the AHEC campus, for operation and maintenance of the campus, most of which are related to maintaining the buildings and coordinating activities of the tenant institutions. Historically, appropriations to AHEC are reappropriated funds collected from the three institutions with programs on the AHEC campus: the University of Colorado at Denver, the Metropolitan State University of Denver, and the Community College of Denver.

Senate Bill 25-316 (AHEC Appropriations) direct funded the AHEC appropriation with General Fund (\$31.4 million) and required a study related to AHEC operations and appropriations for future years. The study report is due December 31, 2025 (and may be delivered no later than January 30, 2026).

## History Colorado

Founded in 1879, the State Historical Society, now known as History Colorado, is simultaneously a non-profit charitable 501 (c)(3) organization and an institution of higher education authorized pursuant to Section 24-80-201, C.R.S. It is charged with preserving the state's history and documenting it for the benefit of its citizens. The organization provides a wide variety of services related to this mission.

Funded primarily through limited gaming revenues, History Colorado's budget needs are driven by operational expenses in support of collections and curatorial services, facilities management, museum operations, historical preservation activities, and statewide preservation grants.

# Summary of Request

## Department of Higher Education

Item	Total Funds	General Fund [1]	Cash Funds	Reapprop. Funds	Federal Funds	FTE
<b>FY 2025-26 Appropriation</b>						
SB 25-206 (Long Bill)	\$6,492,016,560	\$1,685,201,835	\$3,430,837,406	\$1,349,232,021	\$26,745,298	28,036.3
Other legislation	-67,135,627	-852,966	-3,000,000	-63,282,661	0	-1.4
<b>Total</b>	<b>\$6,424,880,933</b>	<b>\$1,684,348,869</b>	<b>\$3,427,837,406</b>	<b>\$1,285,949,360</b>	<b>\$26,745,298</b>	<b>28,034.9</b>
<b>FY 2026-27 Requested Appropriation</b>						
FY 2025-26 Appropriation	\$6,424,880,933	\$1,684,348,869	\$3,427,837,406	\$1,285,949,360	\$26,745,298	28,034.9
R1 IHE operating and tuition	90,470,112	4,682,965	81,986,812	3,800,335	0	0.0
R2 FLC Native American tuition waiver	333,205	333,205	0	0	0	0.0
R3 Financial aid caseload adjustments	2,752,886	2,752,886	0	0	0	0.0
R4 FY23-24 funding formula data adj	441,656	220,828	0	220,828	0	0.0
R5 Additional staff support	508,897	508,897	0	0	0	4.0
R6 LPFFS reductions	-9,788,334	-4,894,167	0	-4,894,167	0	0.0
R7 Rural teacher benefits platform	-1,258,097	-1,258,097	0	0	0	-0.8
R8 HED prev proposed reductions	-384,850	-300,000	0	-84,850	0	0.0
R9 MTCF balancing (statewide R7)	-1,275,000	0	-1,275,000	0	0	0.0
HC R1 Limited gaming transfer	1,000,000	0	1,000,000	0	0	0.0
HC R2 LB central approps restructure	0	0	0	0	0	0.0
HC R3 HSMO, comm museums reduct	-36,796	-36,796	0	0	0	0.0
HC R4 Cumbres and Toltec reduction	-48,213	-48,213	0	0	0	0.0
Prior year actions	8,334,457	-767,226	9,332,291	-230,608	0	-3.0
Compensation common policies	1,955,345	605,359	1,342,783	0	7,203	0.0
Impacts driven by other agencies	182,436	44,366	174,766	-36,696	0	1.1
Operating common policies	-395,783	-16,721	-445,697	66,635	0	0.0
<b>Total</b>	<b>\$6,517,672,854</b>	<b>\$1,686,176,155</b>	<b>\$3,519,953,361</b>	<b>\$1,284,790,837</b>	<b>\$26,752,501</b>	<b>28,036.2</b>
Increase/-Decrease	\$92,791,921	\$1,827,286	\$92,115,955	-\$1,158,523	\$7,203	1.3
Percentage Change	1.4%	0.1%	2.7%	-0.1%	0.0%	0.0%

[1] Includes General Fund Exempt.

**R1 IHE operating and tuition:** The Department requests adjustments of General Fund and tuition for institutions of higher education (IHEs) for the current year and budget year.

Current Year (supplemental): Previous reductions of \$9.5 million General Fund to fee for service contracts with IHEs included in the Governor's August 28, 2025 Executive Order.

Year 1: A net total funds increase (including the current year reduction) of \$90.5 million, including net increases of \$4.7 million General Fund for state support and \$82.0 million cash funds from student tuition.

The General Fund adjustment includes the FY 25-26 reduction of \$9.5 million and increases that include:

- \$10.6 million for the IHEs to cover classified employees under the collective bargaining agreement;
- \$2.2 million for specialty education programs;
- \$0.5 million for local district colleges and area technical colleges; and

- \$0.7 million for financial aid.

The tuition adjustment is a 2.6 percent increase for in-state undergraduate and 3.0 percent for other students.

**R2 FLC Native American tuition waiver:** The Department requests an adjustment for the state responsibility for Native American student tuition costs at Fort Lewis College.

Year 1: A General Fund increase of \$333,205 on the base of \$21.3 million, for 78 resident and 1,122 nonresident Native American students enrolled during the FY 2024-25 school year.

The Department identifies this item as an evidence-informed request.

**R3 Financial aid caseload adjustments:** The Department requests adjustments for financial aid programs as required by statute based on the operating increase identified in R1, totaling \$3.4 million, of which R1 includes \$0.7 million.

Year 1: A General Fund increase of \$2.8 million, including \$2.5 million for State Aid for Foster Students, \$0.14 million for Postsecondary Assistance for Students who were Homeless in High School; and \$0.02 million for Private College Opportunity Fund.

The Department identifies this item as an evidence-based proven request.

**R4 FY23-24 funding formula data adjustments:** The Department requests adjustments related to a data error included in the funding formula in FY 2023-24 to restore funding for affected institutions.

Year 1: A General Fund increase of \$0.22 million, including \$0.19 million for Colorado Mesa University and \$0.03 million for the University of Northern Colorado.

**R5 Additional staff support:** The Department requests funding for five new positions for finance and compliance staff and one-time funding to contract for the creation and implementation of a fiscal training program.

Year 1: A General Fund increase of \$0.5 million, including \$448,897 for 4.0 FTE and \$60,000 of one-time funding for the contract training program.

Year 2: A General Fund total cost of \$525,446 and 5.0 FTE for future years.

**R6 LPFFS reductions [requires legislation]:** The Department requests:

- a 50 percent reduction in limited purpose fee for service (LPFFS) contracts with IHEs for the current year consistent with the Governor's Executive Order;
- discontinuing the Colorado Rural Healthcare Workforce Initiative, Cyber Coding Cryptology for State Record, and Food System Advisory Council for FY 2026-27; and
- creating a separate line item and sunset provision for two continuing programs that include Career Pathways Funding and Improve Healthcare Access for Older Coloradans.

Current year (supplemental): Previous reductions of \$3.0 million General Fund to limited purpose fee for service contracts with IHEs included in the Governor's August 28, 2025 Executive Order.

Year 1: A General Fund decrease of \$1.9 million for the discontinuation of the three programs.

**R7 Rural teacher and benefits platform [requires legislation]:** The Department requests the elimination of the Rural Teacher Recruitment, Retention, and Professional Development program and the Online Platform for Public Benefits for Higher Education Students program.



Year 1: A General Fund decrease of \$1.3 million, including \$1,213,097 and 0.8 FTE for the Rural Teacher program and \$45,000 for the Online Platform program.

**R8 HED previously proposed reductions (submitted as NP 1, 2, and 3 related to statewide R6) [requires legislation]:** The Department requests reconsideration of three reductions denied for FY 2025-26 that include: reducing Teacher Mentor Grant Funding (\$300,000 GF); PSEP Program (WICHE – Optometry) roll-off (\$84,850 RF); and discontinue limited gaming funds support for CHECRA (\$2.1 million CF) with no appropriations adjustments.

Year 1: A total funds decrease of \$0.4 million, including a General Fund decrease of \$0.3 million and a reappropriated funds decrease of \$84,850 from indirect cost recoveries. Requested action includes legislation to eliminate the \$2.1 million limited gaming funds transfer to CHECRA.

These items were submitted as “non-prioritized requests” and did not include request narratives. The associated schedule 13s identify adjustments for the budget year. It is unclear to staff whether the requested appropriation impacts change in future years.

**R9 MTCF balancing (submitted as NP9 related to statewide R7):** The Department requests adjustments to Marijuana Tax Cash Fund (MTCF) appropriations.

Year 1: A net reduction of \$1.3 million cash funds from the MTCF, including a \$2.0 million reduction for elimination of the current appropriation to the University of Colorado School of Public Health for research on marijuana concentrates and a \$725,000 increase and restoration of funding for the Institute of Cannabis Research at CSU-Pueblo.

**HC R1 Limited gaming transfer [requires legislation]:** History Colorado requests legislation to redirect \$1.0 million of limited gaming funds that are currently dedicated to the Travel and Tourism Promotion Cash Fund in the Governor’s Office of Economic Development and International Trade (OEDIT) to the History Colorado operating cash fund. History Colorado requests an equivalent increase in cash funds spending authority across several operating line items.

Year 1: An increase of \$1.0 million cash funds from the State Historical Fund Operations Account originating from limited gaming funds.

Line item adjustments include \$650,000 for Statewide Programming, Community Museums, and the Office of Archeology and Historic Preservation, \$150,000 for History Colorado Center and Facilities Management, and \$100,000 increases for Central Administration and Collections and Curatorial Services.

**HC R2 Long Bill central appropriations restructure:** History Colorado requests the budget neutral transfer of centrally appropriated compensation and operating common policies from the Department of Higher Education to the History Colorado budget.

**HC R3 HSMO and community museums reductions:** History Colorado requests a 2.5 percent General Fund reduction for Historical Site Maintenance and Operations (HSMO) and Community Museums.

Year 1: A decrease of \$36,796 General Fund, including \$33,944 for Community Museums (\$1.4 million GF base appropriation) and \$2,852 for Historical Site Maintenance (\$0.1 million GF base appropriation).

**HC R4 Cumbres and Toltec reduction:** History Colorado and the Cumbres and Toltec Railroad request a 3.5 percent General Fund reduction for the appropriation to the Cumbres and Toltec Railroad Commission.

Year 1: A decrease of \$48,213 General Fund (\$1.4 million GF base appropriation).

**Prior year actions:** The request includes a net increase of \$8.3 million total funds, including an increase of \$9.3 million cash funds, for the impact of prior year budget decisions and legislation.

#### Prior year actions

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
Fitzsimmons COP	\$10,304,490	\$1,021,872	\$9,282,618	\$0	\$0	0.0
HC COP	302,156	302,156	\$0	\$0	\$0	0.0
CO Geological Survey	93,907	25,961	67,946	0	0	0.0
HC COP sequestration	6,512	0	6,512	0	0	0.0
FY26 Financial aid staff	1,058	1,058	0	0	0	0.0
HC FY26 comm museum adjust	0	20,410	-20,410	0	0	0.0
SB 21-215 Open ed resources	-1,112,677	-1,112,677	0	0	0	-1.0
Path4Ward	-559,975	-559,975	0	0	0	-1.0
SB 21-185 Supp educ wrkforc in CO	-239,778	-119,889	0	-119,889	0	0.0
SB 24-104 Career, tech ed, apprent	-221,438	-110,719	0	-110,719	0	0.0
SB 22-181 BH-care workforce	-93,409	-93,409	0	0	0	-1.0
HB 23-1220 Stud RepubRiv Econ Imp	-66,983	-66,983	0	0	0	0.0
HC Hist tax credit adjust	-61,531	-61,531	0	0	0	0.0
HB 24-1364 Ed-based wrkfrc ready	-10,000	-10,000	0	0	0	0.0
NWC COP	-4,375	0	-4,375	0	0	0.0
SB 23-219 Supp stud and fac schools	-3,500	-3,500	0	0	0	0.0
Total	\$8,334,457	-\$767,226	\$9,332,291	-\$230,608	\$0	-3.0

**Compensation common policies:** The request includes a net increase of \$2.0 million total funds for employee compensation common policies. A common policy refers to general policies applied consistently to all departments.

#### Compensation common policies

Item	Total Funds	General Fund	Cash Funds	Federal Funds	FTE
Salary survey	\$777,668	\$254,062	\$437,770	\$85,836	0.0
Health, life, and dental	798,446	232,380	602,815	-36,749	0.0
Unfunded liability amortization payments	257,008	77,205	212,830	-33,027	0.0
Step plan	104,799	34,526	58,568	11,705	0.0
Paid family and medical leave insurance	11,565	3,474	9,577	-1,486	0.0
PERA direct distribution	4,059	3,172	19,732	-18,845	0.0
Short-term disability	1,799	540	1,490	-231	0.0
Shift differential	1	0	1	0	0.0
Total	\$1,955,345	\$605,359	\$1,342,783	\$7,203	0.0

**Impacts driven by other agencies:** The request includes a net increase of \$0.18 million for requests from other state agencies. These are also called “non-prioritized requests.” The amount shown in the table below applies only to this department and does not necessarily reflect the total value of the request.

#### Impacts driven by other agencies

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	FTE
NP IT accessibility	\$200,623	\$20,000	\$180,623	\$0	0.9
NP SB24-205 AI compliance	23,952	22,660	\$1,292	\$0	0.2

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	FTE
NP State accounting system (CORE) staff	9,453	3,025	6,428	0	0.0
NP Statewide enable AI	871	0	871	0	0.0
NP IT operating offset	-45,870	0	-9,174	-36,696	0.0
NP IT efficiencies	-6,593	-1,319	-5,274	0	0.0
Total	\$182,436	\$44,366	\$174,766	-\$36,696	1.1

**Operating common policies:** The request includes a net decrease of \$0.4 million for operating common policies.

#### Operating common policies

Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	FTE
Office of Information Technology services	\$277,424	\$11,582	\$229,146	\$36,696	0.0
Legal services	90,935	-5,789	96,724	0	0.0
State accounting system (CORE)	77,197	0	49,965	27,232	0.0
Workers' compensation	19,701	0	13,923	5,778	0.0
Risk management & property	-838,526	0	-835,455	-3,071	0.0
Capitol Complex leased space	-22,514	-22,514	0	0	0.0
Total	-\$395,783	-\$16,721	-\$445,697	\$66,635	0.0

# Budget Reduction Options

The Executive Budget Request includes budget year reductions of \$16.0 million General Fund for the Department of Higher Education representing 1.0 percent of current General Fund appropriations in this section of the budget.<sup>3</sup>

The request also includes current year reductions, included in the Governor's Executive Order, of \$12.5 million General Fund representing 0.7 percent of current General Fund appropriations.

The current year request includes a transfer that make an additional \$9.2 million General Fund available; representing an additional 0.5 percent of current General Fund appropriations.

This issue brief reviews these proposals and additional options identified by staff.

## Summary

The Department of Higher Education represents 9.9 percent of total state General Fund appropriations in FY 2025-26. The Executive budget request includes proposed reductions of \$16.0 million, representing 1.0 percent of the General Fund appropriations in this section of the budget. These reductions are offset by proposed increases, so that the Department's total General Fund is requested to increase by 0.1 percent.

The request also includes current year reductions, included in the Governor's Executive Order, of \$12.5 million General Fund representing 0.7 percent of current General Fund appropriations.

In addition to appropriations reductions, the Department proposes a current year revenue enhancement estimated to make \$9.2 million General Fund available, representing 0.5 percent of current General Fund appropriations.

## Recommendation

Staff recommends that the Department discuss the Department proposals and staff options in its budget hearing, focusing particularly on previously requested items not approved by the Committee.

Staff recommends that the Committee approve a bill draft for the requested current year \$9.2 million transfer from the CollegeInvest Master Account to the General Fund, to be included with the supplemental package.

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<sup>3</sup> Current FY 2025-26 appropriations do not include mid-year reductions in executive orders.

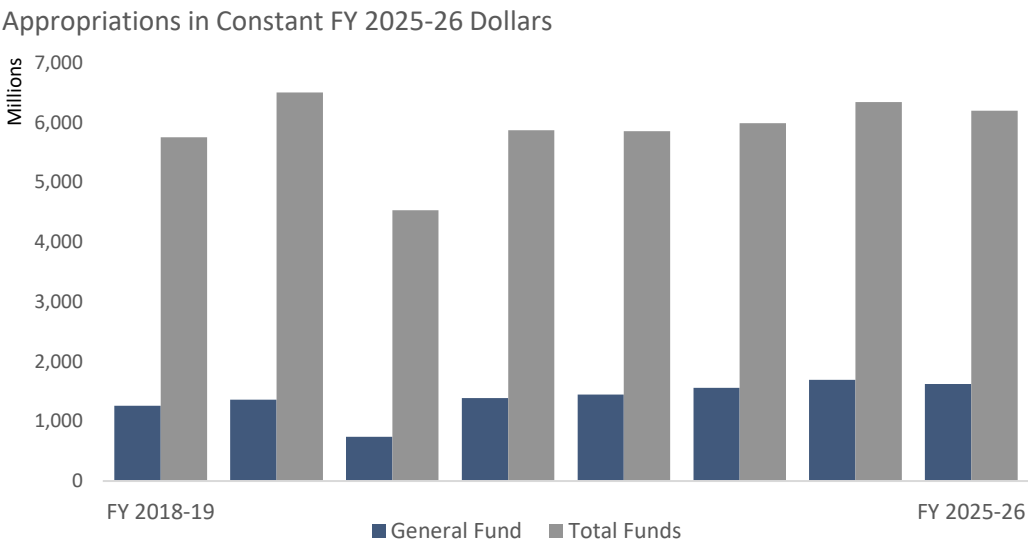
# Discussion

## Funding History FY 2018-19 to FY 2025-26

The Department of Higher Education, represents 9.9 percent of total state General Fund appropriations in FY 2025-26. As reflected in the table below, General Fund in this section of the budget has increased by 29.0 percent since FY 2018-19 after adjusting for inflation. This is more than the statewide increase of 13.6 percent over the same period.<sup>4</sup>

FY 2018-19 to FY 2025-26 Appropriations Comparison - Adjusted for Inflation

Fund	FY 2018-19 Nominal	FY 2018-19 Adjusted	FY 2025-26	\$ Change from FY 2018-19 Adjusted	% Change from FY 2018-19 Adjusted
General Fund	\$1,003,593,739	\$1,306,045,337	\$1,684,348,869	\$378,303,532	29.0%
Total Funds	\$4,585,307,920	\$5,967,175,558	\$6,424,880,933	\$457,705,375	7.7%



## Budget Requests for General Fund Relief

For this section of the budget, the budget request includes proposals for General Fund relief totaling \$16.0 million, representing 1.0 percent of the General Fund appropriations. These reductions are offset by proposed increases, so that the Department’s total General Fund is requested to increase by 0.1 percent. The proposals for General Fund relief are summarized in the table below. Some of the proposals require statutory change.

<sup>4</sup> Fiscal year 2018-19 appropriations are adjusted for inflation, calculated based on the Legislative Council Staff September 2025 forecast, which reflects an increase in the Denver-Aurora-Lakewood consumer price index of 30.1 percent between FY 2018-19 and FY 2025-26.

### FY 2025-26 Supplemental Budget Requests for General Fund Relief

Option	General Fund	Other Funds	Bill? Y/N	Description
<b>Revenue Enhancements</b>				
CollegeInvest Transfer	\$9,200,000	-\$9,200,000	Y	The request identifies that the amount originates as funding available for the Colorado Achievement Scholarship program, created in 2005 (S.B. 05-003), and predecessor to the Colorado CollegeInvest Scholarship program, created in 2008 (H.B. 08-1201). The remaining funds were transferred from CollegeInvest to the College Kickstarter program created in 2019 (H.B. 19-1280), pursuant to Section 24-3.1-306.5 (4)(a), C.R.S. This balance represents an amount that is not needed for the Kickstarter program or 529 savings accounts. This is not funding from participant savings. (one-time, TABOR impact)
Subtotal - Revenue	\$9,200,000	-\$9,200,000		
<b>Expenditure Reductions</b>				
IHE Operating Support reduction	-\$9,501,916	\$0	N	Reduce fee for service contracts with institutions and specialty education programs as identified in the Executive Order. (one-time reduction)
LPFFS reductions	-3,013,900	0	N	Reduce limited purpose fee for service contracts with institutions as identified in the Executive Order. (one-time reduction)
Subtotal - Expenditures	-\$12,515,816	\$0		
Net General Fund Relief	\$21,715,816			

### FY 2026-27 Budget Requests for General Fund Relief

Option	General Fund	Other Funds	Bill? Y/N	Description
<b>Revenue Enhancements</b>				
Previously requested: Discontinue limited gaming funding support for CHECRA; divert to the General Fund.	\$2,100,000	-\$2,100,000	Y	This funding supports the Higher Education Competitive Research Authority (CHECRA) which provides a source of state matching funds for federal grant opportunities for IHEs. This request eliminates this primary source of state funding for this program.
Subtotal - Revenue	\$2,100,000	-\$2,100,000		
<b>Expenditure Reductions</b>				
IHE Operating Support reduction	-\$9,501,916	\$0	N	Reduce fee for service contracts with institutions and specialty education programs as identified in the Executive Order. (ongoing base reduction)
LPFFS reductions	-2,898,596	0	N	Continue reduced limited purpose fee for service contracts with institutions as identified in the Executive Order, for continuing programs. (ongoing base reduction)

Option	General Fund	Other Funds	Bill? Y/N	Description
Rural Teacher Recruitment and Retention elimination	-1,213,097	0	Y	Eliminate the Rural Teacher Recruitment and Retention Program.
Online Platform for Public Benefits for Higher Ed Students elimination	-45,000	0	Y	Senate Bill 22-182 directs the Department to facilitate the use of an online platform to assist students in accessing public benefits. The fiscal note identifies \$45,000 General Fund ongoing to maintain a statewide license from Single Stop, an online platform that helps students enroll in public benefits.
Previously requested: Reduce Teacher Mentor Grant funding	-300,000	0	N	The Teacher Mentor Grant Program was created in S.B. 19-190 (Growing Great Teachers Act). Initial funding of \$1.1 million GF was eliminated in 2020 for FY 2019-20 and FY 2020-21. \$548,477 GF and 0.5 FTE were restored in FY 2021-22. H.B. 24-1376 added subsection (5)(b) to Section 23-78-105, C.R.S., specifying an annual \$100,00 GF appropriation for administrative expenses that never reverts. The current appropriation is \$648,477 GF.
Previously requested: PSEP Program roll-off	-84,850	0	N	The Professional Student Exchange Program provides forgivable loans to students who complete Optometry programs at WICHE institutions. Discontinuation requires a three-year wind down or "rolloff" in order to continue to fund students already in the program.
Subtotal - Expenditures	-\$14,043,459	\$0		
Net General Fund Relief	\$16,143,459			

## Additional Options for JBC Consideration

The table below summarizes options identified by the JBC staff that the Committee could consider in addition to or instead of the options presented in the budget request.

A General Fund reduction of 5.0 percent to the sections of the budget covered in this briefing would require a reduction of \$84.2 million.

### Additional Options for General Fund Relief

Option	General Fund	Other Funds	Bill? Y/N	Description
<b>Expenditure Reductions</b>				
Suspend Annual Depreciation-Lease Equivalent Payment for FY 2026-27	-\$13,100,234	\$0	Y	Section 24-30-1310, C.R.S., requires annual depreciation-lease equivalent payments. This mechanism annually directs an amount of General Fund into capital construction funding based on capital construction depreciation by agency. The mechanism is intended to function like a "sinking fund" for capital replenishment. This requirement can be suspended in years of General Fund downturns. This payment was suspended statewide for FY 2020-21.
5.0 percent Institutional Funding reduction	-61,264,772	0	N	This option would reduce General Fund provided to the institutions and assume partial backfill of the reduction with increased tuition revenue.
Subtotal - Expenditures	-\$74,365,006	\$0		
Net General Fund Relief	\$74,365,006			

## Expenditure Reductions

### Suspend Annual Depreciation-Lease Equivalent Payment for FY 2026-27

*Description:* The FY 2025-26 appropriation totals \$13.1 million General Fund. The FY 2026-27 appropriation will be adjusted from this amount. While this payment is required by statute, it is simply an automatic policy mechanism to direct General Fund into capital construction funding based on the concept of capital asset depletion and replenishment. On that basis, it should be considered entirely discretionary during a General Fund downturn. Suspending this discretionary payment, reduces Department General Fund by approximately 0.8 percent.

*Key Considerations:* Annual depreciation-lease equivalent payments apply to other departments and revenue is used for capital construction funding. Therefore, this likely requires a "statewide" decision on this policy item.

*Additional Background:* Section 24-30-1310, C.R.S., requires annual depreciation-lease equivalent payments. This mechanism annually directs an amount of General Fund into capital construction funding based on capital construction depreciation by agency. The mechanism is intended to function like a "sinking fund" for capital replenishment. This requirement can be suspended in years of General Fund downturns with legislation. This payment was suspended statewide for FY 2020-21.

### 5.0 percent Institutional Funding reduction (excluded financial aid)

*Description:* Staff reflects a reduction of \$61.3 million, based on a 5.0 percent reduction to formula funding for institutions.

*Key Considerations:* Institutions generate significant revenue from sources other than state funding. The provision of state funding would also be balanced with institution tuition revenue authority.



# Department Request for Formula Funding for Institutions and Financial Aid

This issue brief provides additional information on the Department's R1, R3, and R4 requests related to institution operating support and financial aid.

## Summary

The Department's R1, R3, and R4 requests address institution operating support and tuition spending authority, associated and caseload-driven financial aid adjustments, and select funding formula adjustments to correct a technical error from the FY 2023-24 funding formula calculations.

The request includes a FY 2025-26 supplemental adjustment to align with the Governor's Executive Order that reduces institution funding by \$9.5 million General Fund.

The FY 2026-27 Department requests include:

- incorporating the requested current year reduction as an ongoing base reduction;
- a \$10.6 million General Fund increase to provide institutional support for classified employees who fall under the statewide partnership agreement to be made as a Step 1 adjustment;
- a budget neutral Step 2 formula adjustment across institutions based on funding formula metrics;
- a tuition cash funds spending authority increase of \$82.0 million for a 2.6 percent increase for resident undergraduate students and a 3.0 percent increase for all other students;
- an aligned \$2.3 million General Fund increase for special education programs (SEPs) at the University of Colorado and Colorado State University;
- an aligned \$0.6 million General Fund increase for local district colleges (LDCs) and area technical colleges (ATCs);
- an aligned financial aid increase of \$3.5 million General Fund; and
- a \$0.2 million General Fund increase for a technical correction to FY 2023-24 funding formula allocations to two institutions.

## Discussion

### R1/S1 Operating and tuition spending authority

#### FY 2025-26

The supplemental request aligns with the Governor's Executive Order and includes a reduction of \$9.5 million General Fund for institutional operating support. This includes reductions of \$7.6 million General Fund for institution fee for service (FFS) funding, \$1.6 million for special education programs (SEP) funding, and \$0.4 million for LDCs and ATCs.

### Institution Operating Support Reductions FY 2025-26

Governing Board or Institution	Fee for Service	FFS-SEP/LDC/ATC	Total
Adams State	-\$209,102	\$0	-\$209,102
Mesa U	-366,065	0	-366,065
Metro State	-773,402	0	-773,402
Western CO	-184,314	0	-184,314
CO State	-1,098,935	-732,918	-1,831,853
Fort Lewis	-174,006	0	-174,006
Univ of CO	-1,773,976	-817,563	-2,591,539
Mines	-279,200	0	-279,200
Northern CO	-516,000	0	-516,000
Comm Colleges	-2,194,747	0	-2,194,747
Gov Boards Subtotal	-\$7,569,747	-\$1,550,481	-\$9,120,228
CO Mountain	\$0	-\$97,820	-\$97,820
Aims CC	0	-116,151	-116,151
LDC Subtotal	\$0	-\$213,971	-\$213,971
ATCs	\$0	-\$167,717	-\$167,717
Total	-7,569,747	-1,932,169	-9,501,916

### FY 2026-27

The budget year request includes:

1. Maintaining the current year reduction of \$9.5 million General Fund as a base reduction for institutional operating support.
2. An increase of \$10.6 million General Fund for institutional operating support for the governing boards tied to covering the costs of classified employees under the statewide partnership agreement. This is proposed as a Step 1 base-building adjustment.
3. A tuition spending authority increase of 2.6 percent for resident undergraduate students and 3.0 percent for all other students; generating a tuition cash funds spending authority increase of \$82.0 million.
4. An aligned increase of \$2.3 million General Fund for specialty education programs at the University of Colorado and Colorado State University, equal to the overall percentage change for the governing boards in the funding formula.
5. An aligned increase of \$0.6 million General Fund for local district colleges (LDCs) and area technical colleges (ATCs), equal to the overall percentage change for the governing boards in the funding formula.
6. R1 includes a financial aid increase of \$0.7 million General Fund for need-based grants. The total aligned financial aid increase totals \$3.4 million, of which, the additional \$2.7 million is included in R3 for financial aid caseload adjustments.

## R3 Financial Aid Caseload Adjustments

The request includes adjustments to the College Opportunity Fund (COF) stipends for private institutions (Private COF), the Foster Students Program, and the Homeless Youth Program. These increases total \$2.8 million General Fund, including \$2.6 million for the Foster Students Program, \$0.14 million for the Homeless Youth

Program, and \$21,689 for Private COF. These caseload-driven adjustments are requested as part of the required increased in financial aid funding of \$3.4 million.

**Private COF**

There are three private institutions that participate in Private COF: Regis University, the University of Denver, and Colorado Christian University. Private COF stipends are set at half the amount per credit hour as public institution COF at \$58 per eligible credit hour. Additionally, Private COF students must meet financial need requirements and eligible credits cannot include certain theology related courses.

**Foster Students Program**

The Foster Students Program was created in S.B. 22-008 (Higher Ed Support for Foster Youth) as a “last dollar” scholarship program for students who were formerly in foster care. Last dollar means that the award fully covers the total cost of attendance after other financial assistance is applied. Funding is provided at half from the state and half from the institution, so half of the projected need is appropriated to the Department and the other half are covered by the institutions. Participation has increased from 84 students in FY 2022-23 to 177 in FY 2023-24 to 340 in FY 2024-25; approximately 100 percent increases over the second and third year of the program. Department assumptions are for a 50 percent increase in FY 2025-26 and a 30 percent increase in FY 2026-27.

**Homeless Youth Program**

The Homeless Youth Program, referred to as “Empower Ed” by the Department, was created in H.B. 24-1403 (Higher Ed Support Homeless Youth) as a last dollar scholarship program for students who experienced homelessness while in high school. A student is eligible for their first 132 semester or 198 quarter hours. Funding is also provided at a 50-50 share with the institutions. The program included 77 students in FY 2024-25 and is projected to follow the growth experience of the Foster Students Program.

**R4 Funding Formula Data Adjustments**

In reviewing historical funding formula data, the Department discovered that the FY 2023-24 funding formula incorrectly assigned graduation metrics across four institutions: UNC’s data was assigned to Metro State; Metro State’s data was assigned to Mesa; Mesa’s data was assigned to Fort Lewis; and it is unclear where UNC’s data originated.

The Department requests \$0.22 million General Fund to be applied in a Step 1 adjustment to restore funding of \$190,059 General Fund to Mesa and \$30,769 to UNC. The adjustment includes the FY 2023-24 adjustment plus adjustments in the following years.

The Department requests to hold harmless the institutions that received more funding than they would have received.

**FY 2026-27 R1/R3/R4 Adjustments**

The following table outlines the adjustments included in the request data.

## FY 2026-27 R1/R4 Institution Operating and R1/R3 Financial Aid Adjustments

	FY 2025-26 Reduction	FY 2026-27 Step 1 classif emp increase	FY 2026-27 Step 2 Formula Adjust	FFS- SEP/LDC/ATC	R4 Data Adjustment	Total
Adams State	-\$209,102	\$1,047,776	-\$534,929			\$303,745
Mesa U	-366,065	1,076,974	421,481		190,059	1,322,449
Metro State	-773,402	1,064,966	-248,931			42,633
Western CO	-184,314	1,055,490	-291,005			580,171
CO State	-1,831,853	1,068,549	88,169	1,063,462		388,327
Fort Lewis	-174,006	1,049,306	-410,724			464,576
Univ of CO	-2,591,539	1,069,723	385,481	1,209,778		73,443
Mines	-279,200	1,077,372	336,094			1,134,266
Northern CO	-516,000	1,068,390	31,334		30,769	614,493
Comm Colleges	-2,194,747	1,068,776	223,031			-902,940
Gov Boards Subtotal	-\$9,120,228	\$10,647,322	\$1	\$2,273,240	\$220,828	\$4,021,163
CO Mountain	-\$97,820			\$146,632		\$48,812
Aims CC	-116,151			168,535		52,384
Local Dist Coll Subtot	-\$213,971			\$315,167		\$101,196
Area Tech Colleges	-\$167,717			\$243,357		\$75,640
Total IHE Op	-\$9,501,916	\$10,647,322	\$1	\$2,831,764	\$220,828	\$4,197,999
<b>Financial Aid Adjustments</b>						
R1 Need Based Grants						\$709,794
R3 FA Caseload Adjust						
Foster Students						2,586,650
Homeless Youth						144,547
COF - Private Institutions						21689
R3 Subtotal						2,752,886
Total FA Adjust						\$3,462,680
<b>Total R1/R3/R4 (calculated)</b>						<b>\$7,660,679</b>
Total R1/R3/R4 identified in the request documents						\$7,656,679

# R6/S2 LPFFS Reductions

This issue brief provides additional information on the Department's R6/S2 Limited Purpose Fee For Service Reductions.

## Summary

The Department's R6/S2 LPFFS Reductions request includes a FY 2025-26 supplemental and FY 2026-27 budget request.

The FY 2025-26 supplemental adjustment aligns with the Governor's Executive Order that reduces limited purpose fee for service funding to institutions by 50 percent, totaling a reduction of \$3.0 million General Fund.

The FY 2026-27 Department request includes:

- Maintaining the current year reduction and annualizing out the CTE and Apprenticeship Alignment and Supporting Educator Workforce programs for the budget year, generating a net reduction of \$2.9 million General Fund.
- Eliminating the Colorado Rural Healthcare Workforce Initiative, Cyber Coding, and Food Systems Advisory Council generating an additional reduction of \$1.9 million General Fund.
- Continuing funding for the Improve Healthcare for Older Coloradans and Career Pathways funding, and create a separate Long Bill line item for each appropriation, and add a sunset date of FY 2027-28 for each program.

## Discussion

### FY 2025-26

The supplemental request aligns with the Governor's Executive Order and includes a reduction of \$3.0 million General Fund for limited purpose fee for service (LPFFS) contracts with institutions, representing a 50 percent reduction in all LPFFS funding. The following table outlines institution and program reductions.

**FY 2025-26 LPFFS Reductions**

Institution	Reduction	Program	Reduction
Adams State	-\$32,500	CO Rural Healthcare Workforce Initiative	-\$567,500
Mesa U	-107,500	Cyber Coding	-1,275,000
Metro State	-107,500	Food Systems Advisory Council	-37,767
Western CO	-82,500	Improve Healthcare for Older Coloradans	-974,849
CO State	-370,267	CTE and Apprenticeship Alignment	-55,360
Fort Lewis	-32,500	Career Pathways Funding	-43,480
Univ of CO	-2,009,793	Supporting Educator Workforce in Colorado	-59,944
Mines	0		
Northern CO	-32,500		
Comm Colleges	-238,840		
Subtotal	-\$3,013,900		-\$3,013,900

## **FY 2026-27**

The budget year request generates a net reduction of \$4.8 million General Fund and includes:

- Maintaining the current year reduction to be ongoing; the CTE and Apprenticeship Alignment and Supporting Educator Workforce programs annualize out for the budget year, generating a net reduction of \$2.9 million General Fund.
- Eliminating the Colorado Rural Healthcare Workforce Initiative, Cyber Coding, and Food Systems Advisory Council generating an additional reduction of \$1.9 million General Fund.
- Continuing funding for the Improve Healthcare for Older Coloradans and Career Pathways funding, and create a separate Long Bill line item for each appropriation, and add a sunset date of FY 2027-28 for each program.

### **CO Rural Healthcare Workforce Initiative**

This program supports the development of a healthcare workforce for rural areas through networking between state institutions to support “rural track” education. The program provides modest funding at multiple state institutions (\$65K each), and additional funding at CU for this purpose. The Executive Request notes that “work may continue without additional state funding”.

The Rural Health-Care Workforce Initiative (CORHWI) was established in S.B. 22-172 to expand the number of health-care professionals practicing in rural or frontier counties. The Rural Program Office is housed at CU Anschutz and provides reporting and institutional support for IHEs operating a rural track.

In a hearing response from last year CU noted that there isn’t an alternative funding source to maintain the program. The CORHWI supports the work of 15 new or established “rural tracks” in institutions of higher learning across Colorado. These institutions train students to become nurses, physicians, physician assistants, dentists, public health professionals, and behavioral health professionals with the goal that many graduates will locate in rural and frontier counties. State funding supports direct-to-student aid in the form of scholarships and rural housing assistance and faculty salaries for teaching in the program.

The Department of Public Health and Environment identifies significant health professional shortages in rural areas.

### **Cyber Coding**

Statute requires a review by Joint Business Affairs and Labor every three years. On January 25, 2024, the Joint Business Affairs and Labor Committee sent a letter to the JBC stating that the Joint Business Affairs and Labor Committee had heard presentations about the program and voted unanimously to recommend that the JBC continue funding for the program in the base budget for the next three years (through FY 2026-27).

The program, which has been funded since FY 2018-19, has helped put Colorado on the map in the cybersecurity field, particularly in Colorado Springs, and supported the development of cybersecurity programs at institutions throughout the State. Six of the state governing boards receive funding through this program, though the largest share of funds goes to the University of Colorado at Colorado Springs related to its collaboration with the National Cybersecurity Center.

Smaller Programs: Mesa, Metro, and the Community College System each receive \$300,000 per year from this program, and Western receives \$200,000. These institutions indicated that the funds were used to employ cybersecurity program managers and faculty, including student interns, as well as to provide scholarships for

students studying cybersecurity. The funding has helped these institutions to develop programs in cybersecurity and to develop and award degrees in the field. These programs all identified some additional funds that were raised; however, it is not clear to staff whether the programs will be sustainable long-term without the added state support.

Colorado State University: CSU receives \$1.2 million per year from this program. The money has funded 8 faculty and 73 student interns, and scholarships have been awarded to 69 students. CSU reports raising \$2.85 million to match the state investment.

University of Colorado at Colorado Springs and National Cybersecurity Center: UCCS receives \$2.8 million per year from the program. UCCS reports that in FY 2023-24 it awarded \$561,500 for 312 student scholarships, including for graduate and undergraduate studies in engineering, business, and education fields, as well as summer programs for middle and high school students. The program supports 20 faculty in multiple fields including engineering, a cybersecurity program office, the college of business and the college of public service. The program also supports 8 ongoing staff at the nonprofit National Cybersecurity Center.

The program supported dozens of student internships, and led to 313 degrees and certificates awarded. Hundreds of students are currently enrolled in the various academic programs supported by this initiative. Faculty produced 276 seminars and publications in the cybersecurity field in FY 2023-24 alone. UCCS reports that it has received \$12.7 million in grants in this field, seeded by the State support. It appears that Colorado Springs has become an important center for the cybersecurity industry, due in part to this state funding.

### **Food Systems Advisory Council**

Following a sunset review process in 2022, the council was reauthorized with statutory modifications through S.B. 23-159. Although the bill as introduced proposed a much longer extension, the sunset date was only extended until September 1, 2026.

The Colorado Food Systems Advisory Council within Colorado State University (CSU) is charged with increasing access to healthy food and assisting with the growth of local food systems in the agricultural sector. The Council was first created in S.B. 10-106. It is made up of 22 members and typically meets quarterly. The program funds staff support for the council, which has representation from multiple state agencies, nonprofit organizations, and academia to study and make recommendations on food systems in the state.

Functions include:

- Examining best practices to advance or improve distribution systems and develop new markets for Colorado agricultural producers,
- Conducting research regarding national best practices regarding food and nutrition assistance, direct and intermediated market development, institutional procurement, and farm-to-school programs, and
- Serving as a resource for research and support at the request of the governor, members of the general assembly, or any state agency in connection with the council's purpose and duties.

As reflected in the legislative declaration for the program, the federal Centers for Disease Control has recommended food systems advisory councils as the first strategy in helping to improve what people eat by addressing the food environment and economies at the local, regional, and state level.

# Previously Requested Reductions

This issue brief provides additional information on the Department's NP1/NP2/NP3 Previously Requested Reductions.

## Summary

The Department requests reductions previously requested but not approved for FY 2025-26 that include:

- Reducing the Teacher Mentor Grant Program by \$300,000 General Fund;
- Reducing the appropriation for the Western Interstate Commission on Higher Education (WICHE) Professional Student Exchange Program (PSEP) in Optometry by \$84,850 General Fund to initiate a three-year wind down or "roll-off" of the program; and
- Eliminating the \$2.1 million limited gaming funds transfer for the Colorado Higher Education Competitive Research Authority (CHECRA) program.

## Discussion

The Department submitted these requests as non-prioritized items. Staff has consolidated them and labeled them as the R8 Previously Requested Reductions. These are reductions requested for FY 2025-26 that were not approved by the Committee.

### Reduce Teacher Mentor Grants

The Teacher Mentor Grant Program was created in S.B. 19-190 (Growing Great Teachers Act). Initial funding of \$1.1 million GF was eliminated in 2020 for FY 2019-20 and FY 2020-21. \$548,477 GF and 0.5 FTE were restored in FY 2021-22. H.B. 24-1376 added subsection (5)(b) to Section 23-78-105, C.R.S., specifying an annual \$100,00 GF appropriation for administrative expenses that never reverts. The current appropriation is \$648,477 GF.

The request is to reduce the program by half – a reduction of \$300,000 General Fund. The intention is to reduce funding but not eliminate the program. The request is a repeat of the request from FY 2025-26; the JBC staff recommendation and Committee decision was for denial of the request.

Additionally, RFI #5 was added to gather additional information for this program and includes the following:

*The Teacher Mentor Grant currently works with five Institutions of Higher Education to provide funding to educator preparation programs. These programs partner with local education providers to provide training and stipends to teachers who serve as mentors for teacher candidates participating in clinical practice and novice teachers in their initial years in the field. Between 2021 and 2024, the five programs have collectively trained about 250 new mentors across the state and estimate that over 500 early career mentees have been served by their mentors.*

*The rates are as follows:*

- *Adams State University reports that nearly all of the mentors who have completed their programs over the past few years still remain in the teaching workforce. Of 63 program participants since*



2021-22, 61 remain in the workforce, with no attrition of participants in either 2023-24 or 2024-25. Much of the same is true of their mentees, with 95% of them in their same positions the following year.

- Western Colorado University has calculated that their mentor retention in the field is nearly 100%. In previous years of the program before 2024-25, WCU found that among mentees who worked with mentor program participants, a higher percentage completed the program and pursued teaching positions compared to the rest of the WCU preparation program. Also, their program serves mentor endorsement participants all across the state who report that they are more engaged with their schools and districts in a number of ways (instructional coaching, curriculum development, engaging with school boards) while they continue their work as educators.
- Colorado Mountain College reports that of the 100 mentor teachers who have completed the endorsement, 47 have returned to mentor in at least one subsequent year (“Returners”) and 16 have returned to mentor two or more times since completion (“Super Returners”) while remaining employed in their districts. Many of the participants mentor new teachers in their own schools even when not formally mentoring a CMC student. And similar to WCU’s completers, some of CMC’s mentor completers have moved into additional professional roles.
- University of Colorado Denver has produced the most mentors and served the most mentees in the life of this program across the dozens of schools that are a part of their partner school network. Mentors are taking on much larger roles in their schools as a result of the program, with some of them now coming back to CU Denver to co-lead and co-develop parts of the program for new participants within their own school communities. The University of Colorado Denver’s model is different from the other partners in the grant in that it is operated throughout the year on a rolling basis and classes can be taken in any order. As a result, the tracking of mentor and mentee retention is not as clear, but efforts are underway to strengthen this tracking metric moving forward to better reflect their efforts to strengthen the field.
- University of Colorado Colorado Springs is the most recent program to join the grant, having just begun its work in 2023-24. They are working now to gather retention data for their initial cohorts so that we might have a clear picture of the program’s impact in the Colorado Springs area.

There have also been surveys of participants that provide qualitative data.

- 94% of respondents agreed that it was true or very true that the programs increased their satisfaction with being a teacher and 95% stated that their commitment to remaining as an educator was confirmed through this work.
- Additionally, more than 90% of program participants responded that the mentor teacher preparation they received encouraged them to reflect on their profession and teacher practices, impacted their professional practices and enhanced their professional identity.
- 77% reported high confidence and proficiency in their ability to develop collaborative, respectful, pedagogy-focused mentoring partnerships.
- 76% reported high confidence and proficiency in their ability to model and build capacity to provide equitable, inclusive and culturally responsive classroom environments.
- 65% rated their skills at 8 or higher on a 10-point scale in the ability to model and build capacity for equitable, rigorous standards-aligned instruction.

## **PSEP Program Reduction**

### **Department Request**

The Department proposes to incrementally end the program over three years. To implement this change, the Department requests a reduction of \$84,850 to the PSEP program in FY 2026-27. As students graduate, this would be a \$228,696 reduction in FY 2027-28 and a \$385,500 reduction in FY 2028-29, representing the current full cost of the program. Under the wind-down plan, the program would discontinue accepting new applicants beginning in FY 2026-27.

There are currently five active students engaged in repayment plans with a total balance of \$289,540. The Department estimates collection of an additional \$268,900 through FY 2027-28, leaving just over \$20,000 outstanding. Although not expressly stated, it is staff's understanding that the Department intends to discontinue collecting the remaining debt at that time. Additionally, it is staff's understanding based on information included in the JBC staff figure setting document from FY 2025-26 that the step down plan would eliminate the option to enter into cash repayment agreements to current students, suggesting that any new debt would not be collected.

The Department believes it is not administratively equipped to manage debt collection. The Department states that the program no longer serves an acute need for optometrists in the state as this sector of the workforce appears to be strong. If not approved, WICHE student fees would increase by approximately \$1,000 each year for the PSEP program.

The request is a repeat of the request from FY 2025-26. The JBC Staff recommendation was to approve; the Committee motion for approval died on a 3-3 vote.

### **WICHE-PSEP Overview**

The Western Interstate Commission on Higher Education (WICHE) Professional Student Exchange Program (PSEP) in Optometry funds Colorado students to enroll in out-of-state institutions with optometry programs, including private institutions, at subsidized rates through an exchange set up by WICHE.

With no optometry school in Colorado, the exchange offers an alternative. In return for discounted tuition, participating students agree to return to Colorado to practice optometry for the same number of years as they were supported, or to repay the state. WICHE data indicates that 85 percent of graduates who completed the program between 2007 and 2016 returned to Colorado.

The FY 2022-23 state support fee (paid by all states per student) was \$19,700 per year, or about half of typical optometry school tuition. Since FY 2004-05, from 2 to 12 new students have been added to the Colorado program each year. Students are funded for their entire time in the multi-year program, so there are only a few students added each year, while others graduate (an O.D. program is typically 4 years). WICHE reports that 115 students from western states participated in the optometry PSEP program in FY 2022-23.

### **JBC Staff Concerns**

There appears to be a genuine policy consideration to ending the PSEP related to an apparent lack of need for additional optometrists in Colorado. The Department states that the supply of optometrists in Colorado is outpacing demand. Staff does not know how those metrics are defined. However, the Department also states that Colorado has experienced a 24 percent growth in optometrists between 2018 and 2024 and is expected to continue to outpace the national average by 6 percent over the next five years.

Staff's larger concern relates to the Department's stated administrative inability to collect outstanding debt from this program. Staff's concern is that this request is only ostensibly about "JBC approval to end the PSEP program", but fundamentally about gaining some kind of budget or possibly statutory authority to eliminate the responsibility for collecting outstanding debt for the program.

The Department states that this program has been in existence since 1978. The provisions that create statutory authority for this program only provides authority for the CCHE to authorize such a program. There is no statutory requirement that the Department must provide this program. On this basis, the CCHE could direct the Department to discontinue administering this program.

The Department states the following:

*It is our understanding that the program is not statutorily required and the commission can choose to end its partnership with WICHE. . However, given that JBC and the General Assembly have historically appropriated funds to the program, we are asking the JBC not to continue the "WICHE - Optometry, \$385, 500" appropriation first, before the commission moves to discontinue the program.*

Therefore, there is no legislation required to end the program. It may be reasonable that the JBC and General Assembly affirmatively diminish funding for the program before the CCHE would take official action to end the program. However, the issues around the collection of debt remains a statutory responsibility. Section 23-1-108 (10)(a), C.R.S., includes the following (emphasis added):

*(10)(a) The commission may enter into, on behalf of the state of Colorado, agreements with another state or with the western interstate commission for higher education on behalf of another state for the granting of full or partial waivers of the tuition to residents of such other states who are postgraduate or professional students at or are eligible for admission as postgraduate students to any of the institutions of higher education in Colorado. **Subject to available appropriations, the commission may also enter into, on behalf of the state of Colorado, agreements with another state or with the western interstate commission for higher education for reciprocal full or partial tuition waivers or may grant tuition subsidies to Colorado residents who are postgraduate or professional students at or are eligible for admission as postgraduate students at institutions in other states that offer professional training in a subject that is determined to be a state need and for which appropriate training is not available within the state.** If an agreement provides for a tuition subsidy to a Colorado resident to attend an out-of-state institution, **the agreement must include a requirement that the student fulfill a post-educational service requirement or repay the subsidy.** The commission, in consultation with the affected Colorado institutions, shall establish regulations governing the administration of agreements and the granting of waivers. In 1996 and in each subsequent even-numbered year, the commission shall report to the governor and the general assembly on these programs, including reporting on any changes implemented and the impact of those changes.*

The Department has operated a PSEP program for optometry since 1978 – 47 years. The Department now states that it is not structured to collect debt. **Regardless of JBC action on this item, in staff's opinion, it appears that the students who are in current repayment should continue repayment until repayment is complete. Additionally, students who enter a repayment process should also continue repayment until complete.** The Department does not need extensive debt collection administration to simply collect debt that the student has agreed to for students currently in the program.

The Department also notes that there remains outstanding debt, most of which accrued between 1992 and 2013, for students who are not actively in repayment. These would appear to be students who never completed

repayment but are well established in their optometry careers or reaching the end of those careers. **Staff suggests that the Department establish a plan to hire a private collection agency for collection of this outstanding debt in order to comply with its statutory responsibility for establishing the PSEP program.**

Staff's additional concern is where the repayment revenue is deposited and how that revenue is spent. Staff asked the Department, but the Department did not provide an answer.

## **Eliminate Limited Gaming Transfer to CHECRA**

The request proposes to eliminate the \$2.1 million portion of limited gaming revenue allocated by statute to the Innovative Higher Education Research Fund in FY 2025-26 and ongoing. This fund is appropriated to the Colorado Higher Education Competitive Research Authority (CHECRA). The request retains \$2.8 million cash funds spending authority from the Higher Education Research Fund in the Long Bill to allow for the expenditure of any gifts, grants, and donations remaining in the fund. With this proposal, CHECRA's allocation of limited gaming revenue would go to the General Fund, and the Department states that institutions would provide matching state dollars for the federal grants from institutional resources.

This funding supports the Higher Education Competitive Research Authority (CHECRA) which provides a source of state matching funds for federal grant opportunities for IHEs. This request eliminates this primary source of state funding for this program.

### **Background**

CHECRA was established in 2008 to provide state cost sharing for National Science Foundation, U.S. Department of Energy, and other competitive federal grants that require or benefit from a state match. The authority is overseen by a board comprised of the presidents or designees of the research institutions and a Governor appointee. Its role is to provide matching funds for federal research grants.

The Authority was initially supported by waste tire fees and since 2013 by Limited Gaming Funds. Senate Bill 13-133 provided for a limited gaming funds transfer of \$2.1 million at the end of FY 2012-13 and subsequent years. This has been the sole source of revenue in recent years. Due to steep declines in limited gaming revenues, the JBC sponsored and the General Assembly adopted legislation to suspend allocations to this program that were received in FY 2020-21 (based on FY 2019-20 limited gaming revenue) and FY 2021-22 (based on FY 2020-21 limited gaming revenue). Gaming allocations to the program resumed in FY 2022-23. The program continued to spend during FY 2020-21 and FY 2021-22 from its existing reserves on both prior and new commitments.

Beginning in FY 2022-23, the Department requested, and the General Assembly approved, restoring \$800,000 cash funds spending authority that had been reduced for FY 2020-21 and FY 2021-22, returning spending authority to \$2.8 million cash funds per year. Disbursements for projects are typically spread over two to six years.

Since its inception, CHECRA has approved support for just over \$27.0 million in projects, bringing additional funding into the state through grants. In 2014, analysis demonstrated that \$9.0 million of state cost sharing through CHECRA helped draw in over \$45.0 million in research funding to Colorado institutions.

### **Limited Gaming Revenue**

Statute requires an annual distribution of \$2.1 million from the limited gaming revenue fund to the Innovative Higher Education Fund which is appropriated to the Colorado Higher Education Competitive Research Authority (CHECRA). This limited gaming revenue would otherwise be deposited in the General Fund.

The same statutory provision requires a distribution of \$15.0 million to the Colorado Travel and Tourism Promotion Fund, \$5.5 million to the Advanced Industries Acceleration Cash Fund, \$2.0 million to the Creative Industries Cash Fund, \$0.5 million to the Colorado Office of Film, Television, and Media Operational Account Cash Fund, and \$2.5 million to the Responsible Gaming Grant Program Cash Fund. The Executive Budget Request also includes a reduction to the Advanced Industries Acceleration cash fund.

# MTCF Adjustments

This issue brief provides additional information on the Department's Marijuana Tax Cash Fund (MTCF) adjustments included in the Statewide R7 MTCF Balancing request.

## Summary

Two adjustments generate a net decrease of \$1.3 million MTCF, including:

A \$2.0 million reduction for the CU School of Public Health for Regulating Marijuana Concentrates; and

A \$725,000 increase to restore a \$3.8 million appropriation for the Institute of Cannabis Research at CSU Pueblo.

## Discussion

### Discussion subheading

The Statewide R7 MTCF Balancing request includes two adjustments for the Department of Higher Education. The Department submitted non-prioritized requests (NP8 and NP9) which staff has labeled as R9, as decisions on MTCF adjustments will be made in agency figure setting rather than in a statewide recommendation.

#### **Eliminate the CU School of Public Health for Regulating Marijuana Concentrates**

The request includes a \$2.0 million cash funds reduction from the MTCF for the appropriation to the Regents of the University of Colorado for the funding for the School of Public Health for regulating marijuana concentrates. This appropriation is described in footnote 30. This appropriation was added in H.B. 21-1317 (Regulating Marijuana Concentrates) and codified in Section 23-20-143, C.R.S.

#### **Restore the appropriation to the Institute of Cannabis Research at CSU Pueblo**

The request includes a \$725,000 cash funds increase from the MTCF for the Institute of Cannabis Research (ICR) at CSU Pueblo to restore the appropriation to \$3.8 million. Since 2017 the role and mission of the ICR is to conduct and fund research related to cannabis and report results. The request narrative states that the program has been successful in funding and conducting cannabis-related research, becoming an international leader in this space.

# Informational Overview for Notable Items

This issue brief provides notice and updates for particular higher education policy and program items that may be of interest in the budget process.

## Summary

JBC staff brings three items for the Committee's attention:

1. The CCHE Higher Education Funding Formula Recommendations
2. The Report on the Governor's Executive Order on Reimagining the Future of Colorado's Postsecondary Talent Development System
3. A History Colorado storage facility update

## Discussion

### CCHE Higher Education Funding Formula Recommendations

The CCHE released its report on recommended changes to the higher education funding formula. That document is included in an appendix. Statute requires the CCHE to review the funding formula every five years.

Recommendations include:

- Rename "steps" to "levers".
- Rename and reposition the funding allocation formula from "Step 2 – Performance Funding" to "Lever 1 – Results-informed Funding".
- Define "Lever 2 – Performance-based Funding" for additional investments to reward performance and reinforce system goals.
- Define "Lever 3 – One-time Investments" for one-time funding items (non-base-building) to seed innovation and maintain legislative funding flexibility.
- Rename the formula "Role and Mission" calculation to "Previous Share" to increase transparency and understandability of this "stabilization" metric.
- Move from the federal Integrated Postsecondary Education Data System (IPEDS) data to the state's Student Unit Record Data System (SURDS) data for retention and graduation rates for data consistency across all institutions.
- Add Native Hawaiian Pacific Islander to the resident underrepresented minority student population share.
- Exclude Concurrent Enrollment (high school students enrolled in dual high school and postsecondary programs) from Pell calculations, to eliminate this population that cannot actually receive Pell grants.
- Move to Pell-received from Pell-eligible enrollment and share due to changes in federal FAFSA determinations.
- Inclusion of all qualifying transfers in credential completions. The current metric only rewards student transfers from two-year to four-year institutions. However, 45 percent of students transfer at least once.

This new metric definition rewards institution participation in a seamless student experience across institutions.

- Remove Partnership Program Students from First-time Graduation Rate Cohorts. Partnership programs allow students to complete a degree in an area not offered by their home institution. After two years, students “transfer” to the second institution, but remain on the home campus while they earn their degree at the partner institution. This recommendation honors that home institutions incur costs for these students that remain on campus and that graduation calculations should not adversely impact the home institutions.
- Include consideration of part-time student retention in the Retention Rate.

## **Report on Governor’s Executive Order on Reimagining the Future of Colorado’s Postsecondary Talent Development System**

The December 2025 report from the Governor’s Executive Order 2025-006 is available at this link:

<https://www.colorado.gov/governor/news/governor-polis-legislative-education-and-workforce-leaders-announce-innovative-vision-colorado>

## **History Colorado Storage Facility Update**

History Colorado shared a Collections Care Facility document that is included in an appendix. The information provided suggests that the 1881 Pierce building solution is not the lowest cost or ideal storage solution for the agency. History Colorado will be working through the Capital Development Committee (CDC) to reconsider the prior storage facility solution using 1881 Pierce.

There is a related operating budget item for Capitol Complex Leased Space for 1881 Pierce that History Colorado is paying in the current year and that would eventually need to be eliminated. It appears that there will likely be some portion of that appropriation that would be necessary to pay for energy performance contract (EPC) improvements for the North Storage facility. Staff will keep the Committee informed on CDC actions related to this issue.



# Footnotes and Requests for Information

## Update on Long Bill Footnotes

The General Assembly includes footnotes in the Long Bill to:

4. set forth purposes, conditions, or limitations;
5. explain assumptions; or
6. express legislative intent.

This section discusses a subset of the footnotes relevant to the divisions covered in the briefing. For a full list of footnotes, see the end of each departmental section of the [2026 Long Bill](https://leg.colorado.gov/bills/sb25-206) (<https://leg.colorado.gov/bills/sb25-206>).

- 25 Department of Health Care Policy and Financing, Totals; Department of Higher Education, College Opportunity Fund Program, Fee-for-service Contracts with State Institutions, Fee-for-service Contracts with State Institutions for Specialty Education Programs; Governing Boards, Regents of the University of Colorado -- The Department of Higher Education shall transfer \$900,000 to the Department of Health Care Policy and Financing for administrative costs and family medicine residency placements associated with care provided by the faculty of the health sciences center campus at the University of Colorado that are eligible for payment pursuant to Section 25.5-4-401, C.R.S. If the federal Centers for Medicare and Medicaid services continues to allow the Department of Health Care Policy and Financing to make supplemental payments to the University of Colorado School of Medicine, the Department of Higher Education shall transfer the amount approved, up to \$112,280,907, to the Department of Health Care Policy and Financing pursuant to Section 23-18-304(1)(c), C.R.S. If permission is discontinued, or is granted for a lesser amount, the Department of Higher Education shall transfer any portion of the \$112,280,907 that is not transferred to the Department of Health Care Policy and Financing to the Regents of the University of Colorado.

**Comment:** A version of this footnote has appeared in the Long Bill since FY 2017-18. It enables the University of Colorado to draw down additional federal Medicaid matching funds to raise payments to doctors for clinical services offered by University of Colorado School of Medicine faculty, to support family medicine residency placements, related administrative costs, and a range of services that are based on a memorandum of understanding between the University of Colorado and the Department of Health Care Policy and Financing. The response to an annual request for information is addressed in a Department of Health Care Policy and Financing briefing packet.

- 26 Department of Higher Education, Colorado Commission on Higher Education and Higher Education Special Purpose Programs, Special Purpose, Institute of Cannabis Research Hosted at CSU - Pueblo -- Of the appropriation in this line item, \$700,000 remains available until the close of the 2026-27 fiscal year.

**Comment:** This footnote was first added in FY 2021-22 Long Bill based on information from the institute indicating that it routinely faces a technical problem with spending for research. The amount was increased from \$500,000 to \$700,000 in FY 2024-25 based on feedback from the Institute. Research projects often extend

beyond a year or may be temporarily delayed by any number of intervening factors. The National Institute of Health allows roll-forward of up to 25.0 percent of research grants with little additional inquiry.

- 27 Department of Higher Education, Colorado Commission on Higher Education and Higher Education Special Purpose Programs, Tuition/Enrollment Contingency -- The Colorado Commission on Higher Education may transfer spending authority from this line item to the Governing Boards if tuition revenue increases beyond appropriated levels. The spending authority for this line item is in addition to the funds appropriated directly to the Governing Boards. It is the General Assembly's intent that the Colorado Commission on Higher Education transfer spending authority from this line item to allow institutions to receive and expend tuition revenue beyond appropriated levels that results from higher than expected enrollment and not to support tuition increases that exceed the assumptions outlined in the footnotes for each governing board.

**Comment:** This footnote, which is attached to a \$75.0 million cash funds line item, is associated with the General Assembly's authority to appropriate tuition. The legislative authority to appropriate tuition enables the General Assembly to limit tuition increases. This line item and footnote limits the risk of an unintended consequence in which spending authority is restricted based on an institution's enrollment, rather than a tuition rate that exceeds the amount approved by the General Assembly. Versions of this footnote have been included in many Long Bills. Between FY 2010-11 and FY 2015-16 the General Assembly suspended statutory provisions that authorized the General Assembly to appropriate tuition. The suspension was then allowed to lapse, and this footnote was included in the FY 2016-17 Long Bill and has been included in the Long Bill since that time.

- 28 Department of Higher Education, Colorado Commission on Higher Education Financial Aid, Work Study -- Two percent of the Work Study appropriation remains available for expenditure until the close of the 2026-27 state fiscal year.

**Comment:** This footnote has been included since the FY 1992-93 Long Bill. It provides flexibility for the Department to roll forward work-study funds because employment by some students in the summer of the academic year may occur in the next state fiscal year.

- 29 Department of Higher Education, Governing Boards; Trustees of Adams State University; Trustees of Colorado Mesa University; Trustees of Metropolitan State University of Denver; Trustees of Western Colorado University; Board of Governors of the Colorado State University System; Trustees of Fort Lewis College; Regents of the University of Colorado; Trustees of the Colorado School of Mines; University of Northern Colorado; State Board for Community Colleges and Occupational Education State System Community Colleges -- The amounts in these line items are calculated based on the assumption that no undergraduate student with in-state classification will pay more tuition in FY 2025-26 than three and five-tenths percent over what a student would have paid in FY 2024-25 for the same credit hours and course of study, except that mandatory student fees up to a total of \$794 for 30 credit hours at the University of Colorado Boulder may be incorporated into resident tuition rates, with no resulting effective combined tuition and mandatory fee increase to any student, and any incorporated fees shall never be reestablished as a student fee. These amounts are also calculated based on the assumption that each governing board will increase tuition rates for graduate and nonresident students based on its assessment of market conditions, except that the calculation for any institution at which the state contributes a share of nonresident tuition is based on the assumption that no student with nonresident classification will pay more tuition in FY 2025-26 than three and five-tenths percent over what a student would have paid in FY 2024-25 for the same credit hours and course of study. The General Assembly

intends to adjust the amounts in these line items through supplemental action during FY 2025-26 based on updated enrollment estimates and tuition rate information.

**Comment:** Statute authorizes the General Assembly to appropriate tuition and specify its tuition assumptions in a related footnote. Versions of this footnote have been included in the Long Bill for many years. Between FY 2010-11 and FY 2015-16 the General Assembly suspended statutory provisions that authorized the General Assembly to appropriate tuition. The suspension was then allowed to lapse, and versions of the footnote were included in the FY 2016-17 Long Bill and have been included in the Long Bill since that time.

30 Department of Higher Education, Governing Boards, Regents of the University of Colorado -- The appropriation in this line item includes \$2,000,000 cash funds from the Marijuana Tax Cash Fund to support scientific research on the impact of high potency THC, related policy analysis, and dissemination of a public information campaign on the impact of high-THC marijuana concentrates. The General Assembly intends that this money be used to build on work conducted by the School of Public Health pursuant to House Bill 21-1317, concerning the regulation of marijuana for safe consumption.

**Comment:** This footnote was added for FY 2025-26 to clarify funding provided for this appropriation that previously lacked clear policy or statutory guidance.

31 Department of Higher Education, History Colorado, Central Administration; History Colorado Museums; Office of Archaeology and Historic Preservation -- In addition to the transfer authority provided in Section 24-75-108, C.R.S., History Colorado may transfer up to 10.0 percent of the total amount appropriated in these sections between the sections and among the line items within the sections.

**Comment:** This footnote was added in the FY 2015-16 Long Bill to provide flexibility across History Colorado operating appropriations.

32 Department of Higher Education, History Colorado, Cumbres and Toltec Railroad Commission -- The amount in this line item is calculated based on the following assumptions: (1) This line item includes \$280,000 General Fund for annual Commission operating expenses and other routine ongoing costs including controlled maintenance; (2) the balance of the General Fund appropriation, totaling \$1,085,000, is for capital projects including locomotive boiler repair, passenger car upgrades, and track, bridge, and tunnel upgrades.

**Comment:** A version of this footnote has been added since FY 2023-24 to provide additional detail for General Fund appropriations for the Cumbres and Toltec Railroad Commission.

## Update on Requests for Information

The Joint Budget Committee may submit requests for information (RFIs) to departments. The Joint Budget Committee must prioritize the requests per Section 2-3-203 (3), C.R.S.

This section discusses a subset of the RFIs relevant to the divisions covered in the briefing. For a full list of RFIs, see the [letters requesting information](https://leg.colorado.gov/sites/default/files/rfi_fy_2025-26.pdf) (https://leg.colorado.gov/sites/default/files/rfi\_fy\_2025-26.pdf).

## Requests Affecting Multiple Departments

- 3 Department of Education, Assistance to Public Schools, Categorical Programs; and Department of Higher Education, Division of Occupational Education, Distribution of State Assistance for Career and Technical Education pursuant to Section 23-8-102, C.R.S. – The Department of Education is requested to work with the Department of Higher Education and to provide to the Joint Budget Committee information concerning the distribution of state funds available for each categorical program, excluding grant programs. The information for special education programs for children with disabilities, English language proficiency programs, public school transportation, career and technical education, and small attendance center aid is requested to include the following: (a) a comparison of the state funding distributed to each district or administrative unit for each program in fiscal year 2024-25 and the maximum allowable distribution pursuant to state law and/or State Board of Education rule; and (b) a comparison of the state and federal funding distributed to each district or administrative unit for each program in fiscal year 2023-24 and actual district expenditures for each program in fiscal year 2023-24. The information for special education programs for gifted and talented children is requested to include a comparison of the state funding distributed to each district or administrative unit for each program in fiscal year 2023-24 and actual district expenditures in fiscal year 2023-24.

**Comment:** The Department submitted this response. Staff assumes this data is primarily related to Department of Education policy.

## Department of Higher Education Requests

- 1 Department of Higher Education, Colorado Commission on Higher Education, Administration – The Department is requested to submit a report by November 1, 2025, outlining its departmental indirect cost assessment calculations and detailing its methodology for collecting departmental indirect costs. Statewide costs assessments are already accounted for in a separate report accessible to staff.

**Comment:** The Department plans to submit a full plan with methodology with the January 2<sup>nd</sup> budget submission.

- 2 Department of Higher Education, Colorado Commission on Higher Education, Administration – The Department is requested to submit a report by November 1 of each year demonstrating that its annual funding request for centrally-appropriated amounts is similar to the amount that would be provided if Department staff were enrolled in state plans. The Department is further requested to submit, as part of the annual request for common policy benefits adjustments, templates that reflect the benefit selection for each member of the Department's staff in a manner that will enable health benefits for these staff to be calculated consistent with common policy. The templates are expected to contain July data on health benefits actually selected by Department staff and related staff benefit elections to comparable state plan premiums.

**Comment:** The Department submitted this response. This information provides staff with comparison data for employee benefits.

- 3 Department of Higher Education, Colorado Commission on Higher Education, Administration – The Department is requested to submit a report by October 1, 2025, which evaluates the Department administration's workload capacity in accounting, contracting, budget office, and technology units as

compared to other state agencies. The Department should conduct this analysis in collaboration with other departments, including but not limited to the Colorado Department of Education. The report should include information regarding work hours for each FTE in each of the units and whether additional FTE or technology may be warranted. Additionally, the report must evaluate whether intra-departmental agreements may be leveraged to provide the Department additional support in these areas if the evaluation demonstrates such support is warranted.

**Comment:** The response is included in Appendix B.

- 4 Department of Higher Education, Colorado Commission on Higher Education and Higher Education Special Purpose Programs, Special Purpose, WICHE- Optometry – The Department is requested to submit a report on or before September 1 which analyzes the debt repayment process for individuals engaged in debt repayment plans. The report should include recommendations on how the process may be better structured or better positioned to recover outstanding debts, including but not limited to partnerships with other Departments which may be better situated to assist in this process.

**Comment:** The response is included in Appendix B.

- 5 Department of Higher Education, Colorado Commission on Higher Education and Higher Education Special Purpose Programs, Special Purpose, Growing Great Teachers – Teacher Mentor Grants – The Department is requested to submit a report on or before September 1 which provides detail regarding teacher retention rates for mentors and mentees participating in the grant program.

**Comment:** The response is included in Appendix B.

- 6 Department of Higher Education, Colorado Commission on Higher Education and Higher Education Special Purpose Programs, Administration; Governing Boards - The Department is requested to collaborate with the institutions of higher education and other interested individuals and entities to develop and begin to disseminate a statewide affordability message to help students, parents, and K-12 administrators better understand that that low income students are unlikely to pay tuition and fees at public institutions of higher education. The Department has received funding to support 1.0 FTE term-limited position for two years for this project, which may be used for several part-time individuals and contractors with appropriate skill-sets as the Department deems appropriate. The Department is requested to take the following steps.

- a. Convene a workgroup to help and inform the college affordability project described below. This should include representatives from postsecondary institutions, K-12 institutions, parents, students, community organizations, and other interested parties.
- b. Solicit financial aid and other data from higher education institutions, and convene higher education enrollment managers, financial aid managers, and other higher education leaders and financial aid experts to identify clear, consistent, and factually accurate information that describes the tuition and fees low income students pay at public institutions of higher education. This should include identifying which students pay no tuition or fees and should, at a minimum, apply to first-time students who are eligible for federal financial assistance. Information should be related to family income levels and familiar public benefits, such as Medicaid or food assistance, rather than the technical terminology used by financial aid professionals.

c. Work with institutions to identify changes to institutional financial aid policies that would further clarify such a message and, if relevant, determine the additional state funding that would be required to support changes to financial aid policies and thus strengthen the statewide message.

d. Solicit input from students, parents, K-12 leaders, high school counselors, community organizations, postsecondary enrollment managers, public relations professionals, and other interested individuals to combine the information gathered under paragraphs (2) and (3) to identify the affordability message that students and families believe will be most effective, as well as to help identify the best mechanisms for disseminating this information.

e. Develop a statewide affordability messaging toolkit for use by K-12 staff, as well as post-secondary institutions, community organizations, and other interested parties, that can be used over time across the state to further a common statewide understanding of college affordability.

The Department is requested to submit a final report on the project on November 1, 2025.

**Comment:** The response is included in Appendix B.

- 7 Department of Higher Education, Colorado Commission on Higher Education, Administration; and Governing Boards - The Department is requested to coordinate the following annual data submissions to the Joint Budget Committee and Legislative Council Staff to support tuition, fee, and stipend revenue estimates used for appropriations and informational amounts included in the Long Bill.

By November 10, 2025: Submit budget data books for each of the governing boards that provide detail on education and general revenue and expenditures for each institution for the most recent actual year (FY 2024-25) and the current estimate year (FY 2025-26).

a. Include estimate-year FY 2025-26 full time equivalent (FTE) enrollment data for resident undergraduate and graduate students and non-resident undergraduate and graduate students, in addition to actual year FY 2024-25 student FTE data. FY 2025-26 student FTE estimates should be those used to develop the FY 2025-26 revenue and expenditure estimates in the data books.

b. Identify actual FY 2024-25 and budgeted FY 2025-26 student FTE eligible for the College Opportunity Fund (COF) stipend in the budget data book submission.

c. As part of the submission, the Department is requested to identify actual and estimated expenditures of federal stimulus funds used to support institutional operations, if applicable.

d. The Department is requested to provide separately the actual and estimated revenue from mandatory fees using the definitions established by the Department of Higher Education for mandatory fees.

e. To improve legislative understanding of the basis for amounts in the budget data books, as part of this submission the Department is also requested to coordinate an explanation of policies that undergird the budget data books, such as staff salary compensation pools, targeted compensation allocations (e.g., to particular staff), benefits, and special projects for actual year FY 2024-25 and budget year FY 2025-26. The Department is requested to collect this information from the institutions in a consistent format that is coordinated with Joint Budget Committee Staff.

By December 15, 2025: Submit fall 2025 student FTE census data. This should include resident undergraduate and graduate and non-resident undergraduate and graduate FTE figures for each governing board and institutional break-outs for those governing boards that oversee multiple institutions.

By February 15, 2026: Submit revised estimate year FY 2025-26 and request year FY 2026-27 revenue and enrollment data for each governing board, along with the comparable FY 2024-25 actual data for context. Include data at the institutional level for the University of Colorado and Colorado State University Systems.

- a. For each year, include FTE enrollment and revenue estimates for resident undergraduate and graduate students and non-resident undergraduate and graduate students. The data should clearly separate revenue associated with each of these four categories, where applicable.
- b. Include annotations explaining assumptions, including tuition and fee rate and enrollment assumptions for the FY 2026-27 request year.
- c. Consistent with the requirements of Section 23-18-202 (2)(a)(I), C.R.S., also include an update on the number of student FTE estimated to be eligible for COF stipends FY 2025-26 based on the most recent data available (different from the figures used to establish initial stipend appropriations).
- d. Include actual and estimated expenditures of federal stimulus funds, if applicable., indicating the portion of such funds used for education and general purposes.
- e. Include actual and estimated revenue from mandatory fees using the definitions established by the Department of Higher Education for mandatory fees.
- f. To further improve the quality of the 2026 session forecast, complete additional survey materials to be distributed by Legislative Council Staff addressing current year incoming, first-time student undergraduate fall resident and nonresident class size (FTE); estimated current year graduating (outgoing) undergraduate resident and nonresident class size (FTE); occurrence of tuition guarantees for current year and out-year and impacted student populations (undergrads and grads, resident and nonresident, and among campuses, as applicable); number of concurrent enrollment students in current year FTE estimate; and whether concurrent enrollment student tuition is reflected in current year tuition revenue estimates and in the forecast.

**Comment:** November 10, 2025 budget data books were submitted.

- 8 Department of Higher Education, History Colorado, Central Administration, History Colorado Strategic Plan Initiatives – History Colorado is requested to submit a report by November 1, 2025 outlining program expenditures and outcomes related to the History Colorado Strategic Plan Initiatives. The institution should include performance metrics for each strategic initiative over the life of the appropriation.

**Comment:** The response is included in Appendix B.

- 9 Department of Higher Education, Colorado Commission on Higher Education, Administration – The Department should continue its efforts to provide data on the efficiency and effectiveness of state financial aid in expanding access to higher education for Colorado residents. The Department is

requested to provide to the Joint Budget Committee by December 1 of each year an evaluation of financial aid programs, which should include, but not be limited to: (1) an estimate of the amount of federal, institutional, and private resources (including tax credits) devoted to financial aid; (2) the number of recipients from all sources; (3) information on typical awards; and (4) the typical debt loads of graduates. The Department is requested to provide more in-depth data on the financial aid awarded at the state's public institutions, by institution. This should include further information on the use of institutional aid, including the extent to which such aid is awarded to residents versus non-residents, for financial need versus merit, and the extent to which merit-based aid is awarded to students who qualify on the basis of need, whether or not the aid was classified as merit-based. Beginning no later than the report due December 1, 2026, this report should also include information on institutional promise programs, indicating the number of students qualifying for such programs at each institution and the federal, state, and institutional financial aid used for these students.

**Comment:** The Department did not provide a response.

- 10 Department of Higher Education, Colorado Commission on Higher Education, Special Purpose, Tuition/Enrollment Contingency – The Department is requested to provide information on the amount of Tuition Enrollment Contingency funds distributed to any governing board and whether the governing board complied with Colorado Commission on Higher Education tuition policy and intended limits on undergraduate rates expressed in Long Bill footnotes. This information, as it applies to actual expenditures in FY 2023-24 should be provided by November 1, 2024, and as it applies to actual expenditures in FY 2024-25 should be provided by November 1, 2025.

**Comment:** The response is included in Appendix B.



# Department Annual Performance Report

Departments must publish an **Annual Performance Report**<sup>5</sup> for the *previous state fiscal year* by November 1 of each year. This report summarizes the Department's performance plan and most recent performance evaluation. In addition, departments develop and submit a **Performance Plan**<sup>6</sup> for the *current fiscal year* to the Joint Budget Committee and the relevant Joint Committee of Reference by July 1 of each year.

Per statute<sup>7</sup>, the Joint Budget Committee must consider performance plans submitted by departments and may prioritize budget requests intended to enhance productivity, improve efficiency, reduce costs, and eliminate waste. To find the performance plans, search the Office of State Planning and Budgeting website and select the [performance plan](http://www.colorado.gov/pacific/performancemanagement/department-performance-plans) ([www.colorado.gov/pacific/performancemanagement/department-performance-plans](http://www.colorado.gov/pacific/performancemanagement/department-performance-plans)).

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<sup>5</sup> Section 2-7-205, C.R.S.

<sup>6</sup> Section 2-7-204 (3)(a), C.R.S.

<sup>7</sup> Section 2-7-204 (6), C.R.S.

## Appendix A: Numbers Pages

Appendix A details the actual expenditures for the last two state fiscal years, the appropriation for the current fiscal year, and the requested appropriation for next fiscal year. Appendix A organizes this information by line item and fund source.

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
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### Department of Higher Education Angie Paccione, Executive Director

#### (1) Department Administrative Office

re not included in this section. Cash funds are primarily from the State Historical Fund. Reappropriated funds are from indirect cost recoveries.

Health, Life, and Dental	<u>2,234,492</u>	<u>3,033,442</u>	<u>3,451,453</u>	<u>4,249,899</u>
FTE	0.0	0.0	0.0	0.0
General Fund	183,210	956,496	1,107,054	1,339,434
Cash Funds	1,216,265	1,309,708	1,820,283	2,423,098
Reappropriated Funds	0	24,042	0	0
Federal Funds	835,017	743,196	524,116	487,367
Short-term Disability	<u>18,013</u>	<u>25,888</u>	<u>14,281</u>	<u>16,080</u>
FTE	0.0	0.0	0.0	0.0
General Fund	2,072	9,780	4,712	5,252
Cash Funds	10,136	10,222	7,563	9,053
Reappropriated Funds	0	135	0	0
Federal Funds	5,805	5,751	2,006	1,775
Paid Family and Medical Leave Insurance	<u>0</u>	<u>76,572</u>	<u>91,802</u>	<u>103,367</u>
FTE	0.0	0.0	0.0	0.0
General Fund	0	29,342	30,288	33,762
Cash Funds	0	29,572	48,621	58,198
Reappropriated Funds	0	404	0	0
Federal Funds	0	17,254	12,893	11,407

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
S.B. 04-257 Amortization Equalization Disbursement	<u>655,816</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	78,302	0	0	0	
Cash Funds	374,116	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	203,398	0	0	0	
S.B. 06-235 Supplemental Amortization Equalization Disbursement	<u>655,816</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	78,302	0	0	0	
Cash Funds	374,116	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	203,398	0	0	0	
Unfunded Liability Amortization Equalization Disbursement Payments	<u>0</u>	<u>1,517,872</u>	<u>2,040,033</u>	<u>2,297,041</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	652,048	673,063	750,268	
Cash Funds	0	473,436	1,080,452	1,293,282	
Reappropriated Funds	0	8,972	0	0	
Federal Funds	0	383,416	286,518	253,491	
Step Pay Plan	<u>0</u>	<u>644,022</u>	<u>131,676</u>	<u>104,799</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	205,129	43,932	34,526	
Cash Funds	0	298,890	68,503	58,568	
Reappropriated Funds	0	3,201	0	0	
Federal Funds	0	136,802	19,241	11,705	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Shift Differential	<u>0</u>	<u>5,747</u>	<u>6,497</u>	<u>6,498</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	5,747	6,497	6,498	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
CORE Payroll	<u>0</u>	<u>0</u>	<u>0</u>	<u>9,453</u> *	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	3,025	
Cash Funds	0	0	0	6,428	
Operating Expenses	<u>0</u>	<u>0</u>	<u>40,910</u>	<u>40,910</u>	
FTE	0.0	0.0	0.0	0.0	
Cash Funds	0	0	40,910	40,910	
Salary Survey	<u>671,813</u>	<u>718,371</u>	<u>569,961</u>	<u>777,668</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	48,791	237,170	194,789	254,062	
Cash Funds	389,160	338,922	296,328	437,770	
Reappropriated Funds	0	3,265	0	0	
Federal Funds	233,862	139,014	78,844	85,836	
PERA Direct Distribution	<u>77,268</u>	<u>546,970</u>	<u>543,716</u>	<u>547,775</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	10,314	223,689	215,554	218,726	
Cash Funds	27,889	211,781	238,450	258,182	
Reappropriated Funds	17,972	3,292	0	0	
Federal Funds	21,093	108,208	89,712	70,867	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Workers' Compensation	<u>24,693</u>	<u>45,670</u>	<u>83,134</u>	<u>102,835</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	24,693	45,670	61,665	75,588	
Reappropriated Funds	0	0	21,469	27,247	
Federal Funds	0	0	0	0	
Legal Services	<u>171,143</u>	<u>138,115</u>	<u>195,994</u>	<u>286,929</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	47,684	52,730	46,941	
Cash Funds	168,217	87,505	140,338	237,062	
Reappropriated Funds	2,926	2,926	2,926	2,926	
Federal Funds	0	0	0	0	
Administrative Law Judge Services	<u>0</u>	<u>574</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	574	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Payment to Risk Management and Property Funds	<u>344,417</u>	<u>512,358</u>	<u>1,446,932</u>	<u>608,406</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	24,616	0	0	0	
Cash Funds	319,801	512,358	1,427,821	592,366	
Reappropriated Funds	0	0	19,111	16,040	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Leased Space	<u>318,695</u>	<u>452,188</u>	<u>452,188</u>	<u>452,188</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	20,014	20,014	20,014	
Cash Funds	84,720	120,207	120,207	120,207	
Reappropriated Funds	233,975	311,967	311,967	311,967	
Federal Funds	0	0	0	0	
Payments to OIT	<u>636,694</u>	<u>1,015,349</u>	<u>1,008,425</u>	<u>1,258,209</u>	*
FTE	0.0	0.0	0.0	0.2	
General Fund	276,603	393,426	386,051	418,974	
Cash Funds	295,593	505,153	509,071	725,932	
Reappropriated Funds	64,498	116,770	110,931	110,931	
Federal Funds	0	0	2,372	2,372	
IT Accessibility	<u>647,068</u>	<u>743,438</u>	<u>0</u>	<u>200,623</u>	*
FTE	14.0	0.0	0.0	0.9	
General Fund	594,568	739,276	0	20,000	
Cash Funds	52,500	4,162	0	180,623	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
CORE Operations	<u>191,421</u>	<u>53,592</u>	<u>44,611</u>	<u>121,808</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	68,557	19,981	16,633	66,598	
Reappropriated Funds	122,864	33,611	27,978	55,210	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
<b>TOTAL - (1) Department Administrative Office</b>	6,647,349	9,530,168	10,121,613	11,184,488	10.5%
<i>FTE</i>	<u>14.0</u>	<u>0.0</u>	<u>0.0</u>	<u>1.1</u>	<u>NaN</u>
General Fund	1,296,778	3,514,628	2,728,187	3,144,984	15.3%
Cash Funds	3,405,763	3,973,314	5,883,342	6,590,363	12.0%
Reappropriated Funds	442,235	508,585	494,382	524,321	6.1%
Federal Funds	1,502,573	1,533,641	1,015,702	924,820	(8.9%)



## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
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### (2) Colorado Commission on Higher Education and Higher Education Special Purpose Programs

s proprietary institutions, higher education lease purchase payments and capital-related outlays, and a large number of special purpose programs that rely on various funding sources.

#### (A) Administration

Administration	<u>5,527,928</u>	<u>5,573,624</u>	<u>6,556,238</u>	<u>7,111,224</u> *	
FTE	35.9	41.2	41.3	44.3	
General Fund	5,240,331	5,291,406	5,814,700	6,361,002	
Cash Funds	158,359	177,364	417,087	425,771	
Reappropriated Funds	105,180	104,854	111,646	111,646	
Federal Funds	24,058	0	212,805	212,805	
<b>SUBTOTAL - (A) Administration</b>	<b>5,527,928</b>	<b>5,573,624</b>	<b>6,556,238</b>	<b>7,111,224</b>	<b>8.5%</b>
<i>FTE</i>	<u>35.9</u>	<u>41.2</u>	<u>41.3</u>	<u>44.3</u>	<u>7.3%</u>
General Fund	5,240,331	5,291,406	5,814,700	6,361,002	9.4%
Cash Funds	158,359	177,364	417,087	425,771	2.1%
Reappropriated Funds	105,180	104,854	111,646	111,646	0.0%
Federal Funds	24,058	0	212,805	212,805	0.0%

#### (B) Division of Private Occupational Schools

Division of Private Occupational Schools	<u>1,010,956</u>	<u>816,405</u>	<u>1,144,025</u>	<u>1,183,720</u>	
FTE	10.3	10.3	10.3	10.3	
General Fund	0	0	0	0	
Cash Funds	1,010,956	816,405	1,144,025	1,183,720	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
<b>SUBTOTAL - (B) Division of Private Occupational Schools</b>	1,010,956	816,405	1,144,025	1,183,720	3.5%
<i>FTE</i>	<u>10.3</u>	<u>10.3</u>	<u>10.3</u>	<u>10.3</u>	<u>0.0%</u>
General Fund	0	0	0	0	0.0%
Cash Funds	1,010,956	816,405	1,144,025	1,183,720	3.5%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

### (C) Special Purpose

Western Interstate Commission for Higher Education  
(WICHE)

	<u>164,000</u>	<u>169,000</u>	<u>169,000</u>	<u>169,000</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	164,000	169,000	169,000	169,000	
Federal Funds	0	0	0	0	
 WICHE - Optometry	<u>383,000</u>	<u>373,350</u>	<u>385,500</u>	<u>300,650</u>	*
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	383,000	373,350	385,500	300,650	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Distribution to Higher Education Competitive Research Authority	<u>1,700,000</u>	<u>2,101,500</u>	<u>2,800,000</u>	<u>2,800,000</u>	*
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	1,700,000	2,101,500	2,800,000	2,800,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Veterinary School Capital Outlay Support	<u>426,360</u>	<u>426,360</u>	<u>285,000</u>	<u>285,000</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	285,000	285,000	143,640	143,640	
Reappropriated Funds	141,360	141,360	141,360	141,360	
Federal Funds	0	0	0	0	
Colorado Geological Survey at the Colorado School of Mines	<u>3,987,691</u>	<u>4,253,790</u>	<u>2,623,287</u>	<u>2,717,194</u>	
FTE	15.5	15.5	15.5	15.5	
General Fund	666,786	701,581	725,225	751,186	
Cash Funds	2,658,850	2,858,563	1,898,062	1,966,008	
Reappropriated Funds	0	0	0	0	
Federal Funds	662,055	693,646	0	0	
Institute of Cannabis Research at CSU-Pueblo	<u>3,787,745</u>	<u>3,626,465</u>	<u>3,075,000</u>	<u>3,800,000</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	3,787,745	3,626,465	3,075,000	3,800,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
GEAR-UP	<u>6,800,401</u>	<u>5,988,318</u>	<u>5,000,000</u>	<u>5,067,832</u>	
FTE	29.1	29.1	29.1	29.1	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	6,800,401	5,988,318	5,000,000	5,067,832	
Rural Teacher Recruitment, Retention, and Professional Development	<u>1,210,811</u>	<u>1,176,951</u>	<u>1,209,357</u>	<u>0</u>	
FTE	0.8	0.8	0.8	0.0	
General Fund	1,210,811	1,176,951	1,209,357	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Open Educational Resources Initiatives	<u>1,138,350</u>	<u>1,085,962</u>	<u>1,108,200</u>	<u>0</u>	
FTE	1.0	1.0	1.0	0.0	
General Fund	1,138,350	1,085,962	1,108,200	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Financial Aid Assessment Tool	<u>122,004</u>	<u>0</u>	<u>154,069</u>	<u>154,069</u>	
FTE	0.5	0.5	0.5	0.5	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	122,004	0	154,069	154,069	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Growing Great Teachers - Teacher Mentor Grants	<u>499,936</u>	<u>580,357</u>	<u>648,477</u>	<u>351,111</u>	*
FTE	0.5	0.5	0.5	0.5	
General Fund	499,936	580,357	648,477	351,111	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Center for Substance Use Disorder, Prevention, Treatment, and Recovery Support Strategies at the University of Colorado Health Sciences Center	<u>4,432,348</u>	<u>4,480,198</u>	<u>1,250,000</u>	<u>1,250,000</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	246,037	0	0	
Cash Funds	4,432,348	4,234,161	1,250,000	1,250,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Online Platform for Public Benefits for Higher Education Students	<u>448,984</u>	<u>45,000</u>	<u>45,000</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	448,984	45,000	45,000	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
S.B. 22-192 Development and Implementation of Stackable Credentials	<u>13,600,718</u>	<u>182,367</u>	<u>200,535</u>	<u>200,535</u>	
FTE	0.0	2.7	1.5	1.5	
General Fund	13,600,718	182,367	138,685	138,685	
Cash Funds	0	0	61,850	61,850	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Inclusive Higher Education Grant Program	<u>45,000</u>	<u>384,738</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	45,000	384,738	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
H.B. 22-1366 Financial Aid Toolkit	<u>360,250</u>	<u>683,501</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	360,250	683,501	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
H.B. 22-1349 Student Success Data System	<u>84,183</u>	<u>1,312,219</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	84,183	1,312,219	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
S.B. 22-192 Appropriation to Credentials to Support					
Colorado Jobs Cash Fund	<u>462,875</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	1.5	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	462,875	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Prosecution Fellowship Program	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Colorado State Forest Service at Colorado State					
University	<u>0</u>	<u>114,384</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	114,384	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Forest Restoration and Wildfire Risk Mitigation Grant					
Program Cash Fund at Colorado State University	<u>8,000,000</u>	<u>8,000,000</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	8,000,000	8,000,000	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Healthy Forests and Vibrant Communities Fund at					
Colorado State University	<u>9,945,997</u>	<u>2,789,113</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.4	0.0	0.0	
General Fund	9,945,997	2,789,113	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Colorado Student Leaders Institute Pilot	<u>54,742</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	54,742	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
SB23-005 CCHE Grants to Expand Forestry Programs	<u>48,486</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	48,486	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	



## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
HB23-1246 CCCOES In-demand Short-term Credentials					
Program	<u>13,600,718</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	13,600,718	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (C) Special Purpose</b>	<b>71,304,599</b>	<b>37,773,573</b>	<b>18,953,425</b>	<b>17,095,391</b>	<b>(9.8%)</b>
FTE	<u>48.9</u>	<u>50.5</u>	<u>48.9</u>	<u>47.1</u>	<b>(3.7%)</b>
General Fund	49,620,778	15,989,991	3,874,944	1,240,982	<b>(68.0%)</b>
Cash Funds	13,411,001	14,417,908	9,228,552	10,021,498	<b>8.6%</b>
Reappropriated Funds	810,364	683,710	849,929	765,079	<b>(10.0%)</b>
Federal Funds	7,462,456	6,681,964	5,000,000	5,067,832	<b>1.4%</b>

### (D) Lease Purchase Payments and Capital-related Outlays

University of Colorado, Lease Purchase of Academic					
Facilities at Fitzsimons	<u>15,900,622</u>	<u>15,912,511</u>	<u>2,084,712</u>	<u>12,389,202</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	4,358,109	4,364,053	0	1,021,872	
General Fund Exempt	0	0	0	0	
Cash Funds	11,542,513	11,548,458	2,084,712	11,367,330	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Appropriation to the Higher Education Federal Mineral Lease Revenues Fund for Lease Purchase of Academic Facilities	<u>16,832,169</u>	<u>16,666,824</u>	<u>16,866,824</u>	<u>16,866,824</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	16,832,169	16,666,824	16,866,824	16,866,824	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Lease Purchase of Academic Facilities Pursuant to Section 23-19.9-102	<u>17,394,422</u>	<u>17,422,633</u>	<u>17,437,100</u>	<u>17,437,100</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	562,253	755,809	570,276	570,276	
Reappropriated Funds	16,832,169	16,666,824	16,866,824	16,866,824	
Federal Funds	0	0	0	0	
Annual Depreciation-Lease Equivalent Payment	<u>10,984,897</u>	<u>12,550,234</u>	<u>13,100,234</u>	<u>13,100,234</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	10,984,897	12,550,234	13,100,234	13,100,234	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Senate Bill 20-219 COP Payments	0	4,739,601	4,756,000	4,752,500	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	4,739,601	4,756,000	4,752,500	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Lease Purchase Payment for Colorado State University National Western Center	17,378,287	17,346,715	17,501,006	17,496,631	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	17,378,287	17,346,715	17,501,006	17,496,631	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (D) Lease Purchase Payments and Capital- related Outlays</b>	78,490,397	84,638,518	71,745,876	82,042,491	14.4%
FTE	0.0	0.0	0.0	0.0	0.0%
General Fund	32,175,175	38,320,712	34,723,058	35,741,430	2.9%
General Fund Exempt	0	0	0	0	0.0%
Cash Funds	29,483,053	29,650,982	20,155,994	29,434,237	46.0%
Reappropriated Funds	16,832,169	16,666,824	16,866,824	16,866,824	0.0%
Federal Funds	0	0	0	0	0.0%

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### (E) Tuition/Enrollment Contingency

Tuition/Enrollment Contingency	0	0	75,000,000	75,000,000	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	75,000,000	75,000,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

<b>SUBTOTAL - (E) Tuition/Enrollment Contingency</b>	0	0	75,000,000	75,000,000	0.0%
FTE	0.0	0.0	0.0	0.0	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	0	0	75,000,000	75,000,000	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

### (F) Indirect Cost Assessments

Indirect Cost Assessments	172,215	857	5,773,912	5,773,912	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	172,215	0	312,886	312,886	
Reappropriated Funds	0	857	4,948,581	4,948,581	
Federal Funds	0	0	512,445	512,445	

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<b>SUBTOTAL - (F) Indirect Cost Assessments</b>	172,215	857	5,773,912	5,773,912	0.0%
<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	0.0%
Cash Funds	172,215	0	312,886	312,886	0.0%
Reappropriated Funds	0	857	4,948,581	4,948,581	0.0%
Federal Funds	0	0	512,445	512,445	0.0%
<b>TOTAL - (2) Colorado Commission on Higher Education and Higher Education Special Purpose Programs</b>	156,506,095	128,802,977	179,173,476	188,206,738	5.0%
<i>FTE</i>	<u>95.1</u>	<u>102.0</u>	<u>100.5</u>	<u>101.7</u>	<u>1.2%</u>
General Fund	87,036,284	59,602,109	44,412,702	43,343,414	(2.4%)
General Fund Exempt	0	0	0	0	0.0%
Cash Funds	44,235,584	45,062,659	106,258,544	116,378,112	9.5%
Reappropriated Funds	17,747,713	17,456,245	22,776,980	22,692,130	(0.4%)
Federal Funds	7,486,514	6,681,964	5,725,250	5,793,082	1.2%

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### (3) Colorado Commission on Higher Education Financial Aid

Financial aid programs assist students in covering the cost of higher education. This section includes state appropriations for need based grants, merit based grants, work study, and various special purpose financial aid programs.

#### (A) Need Based Grants

Need Based Grants	<u>232,379,200</u>	<u>252,597,359</u>	<u>259,883,994</u>	<u>260,593,788</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	231,101,918	252,006,376	78,638,127	79,347,921	
General Fund Exempt	0	0	179,968,585	179,968,585	
Cash Funds	1,277,282	0	0	0	
Reappropriated Funds	0	590,983	1,277,282	1,277,282	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (A) Need Based Grants</b>	232,379,200	252,597,359	259,883,994	260,593,788	0.3%
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	231,101,918	252,006,376	78,638,127	79,347,921	0.9%
General Fund Exempt	0	0	179,968,585	179,968,585	0.0%
Cash Funds	1,277,282	0	0	0	0.0%
Reappropriated Funds	0	590,983	1,277,282	1,277,282	0.0%
Federal Funds	0	0	0	0	0.0%

#### (B) Work Study

Work Study	<u>23,202,845</u>	<u>22,637,671</u>	<u>23,129,178</u>	<u>23,129,178</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	23,202,845	22,637,671	23,129,178	23,129,178	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

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<b>SUBTOTAL - (B) Work Study</b>	23,202,845	22,637,671	23,129,178	23,129,178	0.0%
FTE	0.0	0.0	0.0	0.0	0.0%
General Fund	23,202,845	22,637,671	23,129,178	23,129,178	0.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

### (D) Special Purpose

Veterans'/Law Enforcement/POW Tuition Assistance	<u>1,327,030</u>	<u>1,034,917</u>	<u>1,643,700</u>	<u>1,643,700</u>
FTE	0.0	0.0	0.0	0.0
General Fund	1,327,030	1,034,917	1,643,700	1,643,700
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0
Native American Students/Fort Lewis College	<u>22,264,858</u>	<u>22,028,890</u>	<u>21,307,918</u>	<u>21,641,123</u>
FTE	0.0	0.0	0.0	0.0
General Fund	22,264,858	22,028,890	21,307,918	21,641,123
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0
Colorado Opportunity Scholarship Initiative Fund	<u>20,551,623</u>	<u>22,177,835</u>	<u>10,000,000</u>	<u>10,000,000</u>
FTE	0.0	0.0	0.0	0.0
General Fund	10,000,000	10,000,000	10,000,000	10,000,000
Cash Funds	10,551,623	12,177,835	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0

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	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Tuition Assistance for Career and Technical Education					
Certificate Programs	<u>432,114</u>	<u>431,624</u>	<u>450,000</u>	<u>450,000</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	432,114	431,624	450,000	450,000	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
S.B. 21-106 Fourth-year Innovation Pilot Program	<u>270,917</u>	<u>296,603</u>	<u>555,573</u>	<u>0</u>	
FTE	0.0	0.7	1.0	0.0	
General Fund	270,917	296,603	555,573	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
State Aid for Foster Students Program	<u>2,117,497</u>	<u>3,485,138</u>	<u>2,962,463</u>	<u>5,564,867</u>	
FTE	0.0	4.0	4.0	4.0	
General Fund	2,117,497	3,485,138	2,962,463	5,564,867	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Postsecondary Assistance for Students who Were					
Homeless in High Schl	<u>0</u>	<u>557,406</u>	<u>1,655,041</u>	<u>1,807,601</u>	
FTE	0.0	1.8	2.0	2.0	
General Fund	0	557,406	1,655,041	1,807,601	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	



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	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
H.B. 22-1220 Student Educator Stipend Program	0	2,569,239	0	0	
FTE	0.0	1.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	2,569,239	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (D) Special Purpose</b>	46,964,039	52,581,652	38,574,695	41,107,291	6.6%
FTE	0.0	7.5	7.0	6.0	(14.3%)
General Fund	36,412,416	37,834,578	38,574,695	41,107,291	6.6%
Cash Funds	10,551,623	12,177,835	0	0	0.0%
Reappropriated Funds	0	2,569,239	0	0	0.0%
Federal Funds	0	0	0	0	0.0%
<b>TOTAL - (3) Colorado Commission on Higher Education</b>					
<b>Financial Aid</b>	302,546,084	327,816,682	321,587,867	324,830,257	1.0%
FTE	0.0	7.5	7.0	6.0	(14.3%)
General Fund	290,717,179	312,478,625	140,342,000	143,584,390	2.3%
General Fund Exempt	0	0	179,968,585	179,968,585	0.0%
Cash Funds	11,828,905	12,177,835	0	0	0.0%
Reappropriated Funds	0	3,160,222	1,277,282	1,277,282	0.0%
Federal Funds	0	0	0	0	0.0%

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	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
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### (4) College Opportunity Fund Program

This section includes General Fund appropriations for student stipend payments and for fee-for-service contracts between the Colorado Commission on Higher Education and the governing boards that oversee the state higher education institutions.

#### (A) Stipends

Stipends for eligible full-time equivalent students  
attending state institutions

	<u>380,276,551</u>	<u>386,305,398</u>	<u>401,613,924</u>	<u>401,613,677</u>
FTE	0.0	0.0	0.0	0.0
General Fund	380,276,551	386,305,398	46,125,847	46,125,600
General Fund Exempt	0	0	355,488,077	355,488,077
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0

Stipends for eligible full-time equivalent students  
attending participating private institutions

	<u>593,564</u>	<u>2,861,793</u>	<u>2,618,369</u>	<u>2,640,058</u>
FTE	0.0	0.0	0.0	0.0
General Fund	593,564	2,861,793	1,271,034	1,292,723
General Fund Exempt	0	0	1,347,335	1,347,335
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0

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	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
<b>SUBTOTAL - (A) Stipends</b>	380,870,115	389,167,191	404,232,293	404,253,735	NaN
FTE	0.0	0.0	0.0	0.0	0.0%
General Fund	380,870,115	389,167,191	47,396,881	47,418,323	0.0%
General Fund Exempt	0	0	356,835,412	356,835,412	0.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

### (B) Fee-for-service Contracts with State Institutions

Fee-for-service Contracts with State Institutions Pursuant  
to Section 23-18-303, C.R.S.

	<u>536,336,380</u>	<u>623,280,163</u>	<u>601,032,589</u>	<u>604,331,240</u>
FTE	0.0	0.0	0.0	0.0
General Fund	536,336,380	623,280,163	39,666,740	42,965,391
General Fund Exempt	0	0	561,365,849	561,365,849
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0

Fee-for-service Contracts with State Institutions for  
Specialty Education Programs

	<u>179,073,609</u>	<u>206,615,236</u>	<u>214,002,755</u>	<u>214,725,514</u>
FTE	0.0	0.0	0.0	0.0
General Fund	179,073,609	206,615,236	79,306,792	80,029,551
General Fund Exempt	0	0	134,695,963	134,695,963
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0

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	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Limited Purpose Fee-for-Service Contracts with State					
Institutions	<u>7,852,075</u>	<u>10,283,167</u>	<u>6,027,799</u>	<u>903,024</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	7,852,075	10,283,167	6,027,799	903,024	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (B) Fee-for-service Contracts with State</b>					
<b>Institutions</b>	723,262,064	840,178,566	821,063,143	819,959,778	(0.1%)
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	723,262,064	840,178,566	125,001,331	123,897,966	(0.9%)
General Fund Exempt	0	0	696,061,812	696,061,812	0.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%
<b>TOTAL - (4) College Opportunity Fund Program</b>	1,104,132,179	1,229,345,757	1,225,295,436	1,224,213,513	(0.1%)
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	1,104,132,179	1,229,345,757	172,398,212	171,316,289	(0.6%)
General Fund Exempt	0	0	1,052,897,224	1,052,897,224	0.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

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### (5) Governing Boards

h funds are primarily from tuition and student fees. Reappropriated funds are initially appropriated as General Fund in the College Opportunity Fund Program section.

#### (A) Trustees of Adams State University

Trustees of Adams State College	<u>51,145,713</u>	<u>51,655,927</u>	<u>57,763,652</u>	<u>58,734,355</u>	
FTE	348.3	374.8	418.0	418.0	
General Fund	0	0	0	0	
Cash Funds	27,577,516	23,581,632	29,133,835	29,833,293	
Reappropriated Funds	23,568,197	28,074,295	28,629,817	28,901,062	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (A) Trustees of Adams State University</b>	51,145,713	51,655,927	57,763,652	58,734,355	1.7%
<i>FTE</i>	<u>348.3</u>	<u>374.8</u>	<u>418.0</u>	<u>418.0</u>	<u>(0.0%)</u>
General Fund	0	0	0	0	0.0%
Cash Funds	27,577,516	23,581,632	29,133,835	29,833,293	2.4%
Reappropriated Funds	23,568,197	28,074,295	28,629,817	28,901,062	0.9%
Federal Funds	0	0	0	0	0.0%

#### (B) Trustees of Colorado Mesa University

Trustees of Colorado Mesa University	<u>128,270,208</u>	<u>140,892,895</u>	<u>149,019,275</u>	<u>152,566,621</u>	
FTE	828.7	845.1	936.8	936.8	
General Fund	0	0	0	0	
Cash Funds	83,219,797	91,675,782	98,797,167	101,204,564	
Reappropriated Funds	45,050,411	49,217,113	50,222,108	51,362,057	
Federal Funds	0	0	0	0	

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<b>SUBTOTAL - (B) Trustees of Colorado Mesa University</b>	128,270,208	140,892,895	149,019,275	152,566,621	2.4%
<i>FTE</i>	<u>828.7</u>	<u>845.1</u>	<u>936.8</u>	<u>936.8</u>	<u>(0.0%)</u>
General Fund	0	0	0	0	0.0%
Cash Funds	83,219,797	91,675,782	98,797,167	101,204,564	2.4%
Reappropriated Funds	45,050,411	49,217,113	50,222,108	51,362,057	2.3%
Federal Funds	0	0	0	0	0.0%

### (C) Trustees of Metropolitan State University of Denver

Trustees of Metropolitan State College of Denver	<u>232,505,076</u>	<u>235,906,043</u>	<u>238,564,183</u>	<u>241,347,461</u>	
<i>FTE</i>	<u>1,445.1</u>	<u>1,556.5</u>	<u>1,431.8</u>	<u>1,431.8</u>	
General Fund	0	0	0	0	
Cash Funds	138,912,730	133,328,092	148,320,036	151,243,181	
Reappropriated Funds	93,592,346	102,577,951	90,244,147	90,104,280	
Federal Funds	0	0	0	0	

<b>SUBTOTAL - (C) Trustees of Metropolitan State University of Denver</b>	232,505,076	235,906,043	238,564,183	241,347,461	1.2%
<i>FTE</i>	<u>1,445.1</u>	<u>1,556.5</u>	<u>1,431.8</u>	<u>1,431.8</u>	<u>(0.0%)</u>
General Fund	0	0	0	0	0.0%
Cash Funds	138,912,730	133,328,092	148,320,036	151,243,181	2.0%
Reappropriated Funds	93,592,346	102,577,951	90,244,147	90,104,280	(0.2%)
Federal Funds	0	0	0	0	0.0%

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### (D) Trustees of Western Colorado University

Trustees of Western State College	47,806,836	36,586,082	53,641,184	54,727,753	
FTE	343.4	255.0	359.3	359.3	
General Fund	0	0	0	0	
Cash Funds	27,363,249	11,643,836	28,297,579	28,936,477	
Reappropriated Funds	20,443,587	24,942,246	25,343,605	25,791,276	
Federal Funds	0	0	0	0	

<b>SUBTOTAL - (D) Trustees of Western Colorado University</b>	47,806,836	36,586,082	53,641,184	54,727,753	2.0%
FTE	343.4	255.0	359.3	359.3	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	27,363,249	11,643,836	28,297,579	28,936,477	2.3%
Reappropriated Funds	20,443,587	24,942,246	25,343,605	25,791,276	1.8%
Federal Funds	0	0	0	0	0.0%

### (E) Board of Governors of the Colorado State University System

Board of Governors of the Colorado State University System	833,533,997	876,483,741	919,090,483	935,028,035	
FTE	5,523.1	5,359.4	5,222.6	5,222.6	
General Fund	0	138,104	66,983	0	
Cash Funds	608,320,977	630,355,859	668,038,778	684,363,020	
Reappropriated Funds	225,213,020	245,989,778	250,984,722	250,665,015	
Federal Funds	0	0	0	0	

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<b>SUBTOTAL - (E) Board of Governors of the Colorado State University System</b>					
	833,533,997	876,483,741	919,090,483	935,028,035	1.7%
<i>FTE</i>	<u>5,523.1</u>	<u>5,359.4</u>	<u>5,222.6</u>	<u>5,222.6</u>	(0.0%)
General Fund	0	138,104	66,983	0	(100.0%)
Cash Funds	608,320,977	630,355,859	668,038,778	684,363,020	2.4%
Reappropriated Funds	225,213,020	245,989,778	250,984,722	250,665,015	(0.1%)
Federal Funds	0	0	0	0	0.0%

### (F) Trustees of Fort Lewis College

Trustees of Fort Lewis College	<u>68,502,402</u>	<u>73,935,365</u>	<u>78,012,488</u>	<u>79,828,121</u>	
<i>FTE</i>	<u>455.3</u>	<u>457.9</u>	<u>460.6</u>	<u>460.6</u>	
General Fund	0	0	0	0	
Cash Funds	49,432,773	50,746,474	54,177,066	55,560,623	
Reappropriated Funds	19,069,629	23,188,891	23,835,422	24,267,498	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (F) Trustees of Fort Lewis College</b>					
	68,502,402	73,935,365	78,012,488	79,828,121	2.3%
<i>FTE</i>	<u>455.3</u>	<u>457.9</u>	<u>460.6</u>	<u>460.6</u>	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	49,432,773	50,746,474	54,177,066	55,560,623	2.6%
Reappropriated Funds	19,069,629	23,188,891	23,835,422	24,267,498	1.8%
Federal Funds	0	0	0	0	0.0%



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### (G) Regents of the University of Colorado

Regents of the University of Colorado	<u>1,690,138,482</u>	<u>1,853,180,136</u>	<u>1,854,026,520</u>	<u>1,888,712,707</u>	
FTE	10,280.9	10,153.1	10,304.1	10,304.1	
General Fund	0	0	0	0	
Cash Funds	1,378,683,013	1,500,928,283	1,505,527,348	1,543,537,274	
Reappropriated Funds	311,455,469	352,251,853	348,499,172	345,175,433	
Federal Funds	0	0	0	0	

<b>SUBTOTAL - (G) Regents of the University of Colorado</b>	1,690,138,482	1,853,180,136	1,854,026,520	1,888,712,707	1.9%
<i>FTE</i>	<u>10,280.9</u>	<u>10,153.1</u>	<u>10,304.1</u>	<u>10,304.1</u>	<u>0.0%</u>
General Fund	0	0	0	0	0.0%
Cash Funds	1,378,683,013	1,500,928,283	1,505,527,348	1,543,537,274	2.5%
Reappropriated Funds	311,455,469	352,251,853	348,499,172	345,175,433	(1.0%)
Federal Funds	0	0	0	0	0.0%

### (H) Trustees of the Colorado School of Mines

Trustees of the Colorado School of Mines	<u>249,178,222</u>	<u>274,478,308</u>	<u>293,449,316</u>	<u>301,047,027</u>	
FTE	1,180.0	1,180.0	1,229.4	1,229.4	
General Fund	0	0	0	0	
Cash Funds	215,604,091	237,423,432	255,308,692	261,772,137	
Reappropriated Funds	33,574,131	37,054,876	38,140,624	39,274,890	
Federal Funds	0	0	0	0	

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<b>SUBTOTAL - (H) Trustees of the Colorado School of Mines</b>					
	249,178,222	274,478,308	293,449,316	301,047,027	2.6%
FTE	<u>1,180.0</u>	<u>1,180.0</u>	<u>1,229.4</u>	<u>1,229.4</u>	<u>0.0%</u>
General Fund	0	0	0	0	0.0%
Cash Funds	215,604,091	237,423,432	255,308,692	261,772,137	2.5%
Reappropriated Funds	33,574,131	37,054,876	38,140,624	39,274,890	3.0%
Federal Funds	0	0	0	0	0.0%

### (I) University of Northern Colorado

University of Northern Colorado	<u>151,173,501</u>	<u>149,415,352</u>	<u>162,592,717</u>	<u>165,204,644</u>	
FTE	1,088.7	1,196.6	1,203.8	1,203.8	
General Fund	0	0	0	0	
Cash Funds	88,052,869	80,411,007	92,038,400	94,068,334	
Reappropriated Funds	63,120,632	69,004,345	70,554,317	71,136,310	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (I) University of Northern Colorado</b>					
	151,173,501	149,415,352	162,592,717	165,204,644	1.6%
FTE	<u>1,088.7</u>	<u>1,196.6</u>	<u>1,203.8</u>	<u>1,203.8</u>	<u>0.0%</u>
General Fund	0	0	0	0	0.0%
Cash Funds	88,052,869	80,411,007	92,038,400	94,068,334	2.2%
Reappropriated Funds	63,120,632	69,004,345	70,554,317	71,136,310	0.8%
Federal Funds	0	0	0	0	0.0%

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### (J) State Board for Community Colleges and Occupational Education State System Community Colleges

State Board for Community Colleges and Occupational  
Education State System Community Colleges

	<u>622,350,207</u>	<u>645,740,658</u>	<u>692,511,896</u>	<u>700,291,207</u>	
FTE	5,719.7	5,649.9	5,942.8	5,942.8	
General Fund	0	0	0	0	
Cash Funds	352,330,393	352,183,416	396,288,763	405,395,573	
Reappropriated Funds	270,019,814	293,557,242	296,223,133	294,895,634	
Federal Funds	0	0	0	0	

#### **SUBTOTAL - (J) State Board for Community Colleges and Occupational Education State System Community Colleges**

	622,350,207	645,740,658	692,511,896	700,291,207	1.1%
FTE	<u>5,719.7</u>	<u>5,649.9</u>	<u>5,942.8</u>	<u>5,942.8</u>	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	352,330,393	352,183,416	396,288,763	405,395,573	2.3%
Reappropriated Funds	270,019,814	293,557,242	296,223,133	294,895,634	(0.4%)
Federal Funds	0	0	0	0	0.0%

#### **TOTAL - (5) Governing Boards**

	4,074,604,644	4,338,274,507	4,498,671,714	4,577,487,931	1.8%
FTE	<u>27,213.2</u>	<u>27,028.3</u>	<u>27,509.2</u>	<u>27,509.2</u>	0.0%
General Fund	0	138,104	66,983	0	(100.0%)
Cash Funds	2,969,497,408	3,112,277,813	3,275,927,664	3,355,914,476	2.4%
Reappropriated Funds	1,105,107,236	1,225,858,590	1,222,677,067	1,221,573,455	(0.1%)
Federal Funds	0	0	0	0	0.0%

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### (6) Local District College Grants Pursuant to Section 23-71-301, C.R.S.

by boards elected by tax district residents. Students from the districts pay discounted tuition rates.

Colorado Mountain College	<u>13,586,160</u>	<u>26,203,664</u>	<u>15,173,668</u>	<u>15,218,480</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	11,930,297	13,101,832	13,427,901	13,472,713	
Cash Funds	1,655,863	13,101,832	1,745,767	1,745,767	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
 Aims Community College	<u>16,665,297</u>	<u>30,959,820</u>	<u>18,391,564</u>	<u>18,443,948</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	14,166,012	15,479,910	15,867,083	15,919,467	
Cash Funds	2,499,285	15,479,910	2,524,481	2,524,481	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

<b>TOTAL - (6) Local District College Grants Pursuant to Section 23-71-301, C.R.S.</b>	30,251,457	57,163,484	33,565,232	33,662,428	0.3%
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	26,096,309	28,581,742	29,294,984	29,392,180	0.3%
Cash Funds	4,155,148	28,581,742	4,270,248	4,270,248	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

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### (7) Division of Occupational Education

These funds consistent with state and federal law. Most reappropriated funds are from transfers from the Governor's Office of Economic Development and the Department of Education.

#### (A) Administrative Costs

Administrative Costs	<u>1,176,957</u>	<u>1,195,504</u>	<u>1,062,309</u>	<u>1,062,309</u>	
FTE	0.0	9.0	9.0	9.0	
General Fund	214,648	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	962,309	1,195,504	1,062,309	1,062,309	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (A) Administrative Costs</b>	<b>1,176,957</b>	<b>1,195,504</b>	<b>1,062,309</b>	<b>1,062,309</b>	<b>0.0%</b>
FTE	<u>0.0</u>	<u>9.0</u>	<u>9.0</u>	<u>9.0</u>	<u>0.0%</u>
General Fund	214,648	0	0	0	0.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	962,309	1,195,504	1,062,309	1,062,309	0.0%
Federal Funds	0	0	0	0	0.0%

#### (B) Distribution of State Assistance for Career and Technical Education pursuant to Section 23-8-102, C.R.S.

Distributions of State Assistance for Career and Technical Education	<u>30,372,603</u>	<u>32,112,043</u>	<u>32,689,057</u>	<u>32,689,057</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	30,372,603	32,112,043	32,689,057	32,689,057	
Federal Funds	0	0	0	0	

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<b>SUBTOTAL - (B) Distribution of State Assistance for Career and Technical Education pursuant to Section 23-8-102, C.R.S.</b>					
	30,372,603	32,112,043	32,689,057	32,689,057	0.0%
<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	0.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	30,372,603	32,112,043	32,689,057	32,689,057	0.0%
Federal Funds	0	0	0	0	0.0%

### (C) Area Technical College Support

Area Technical College Operating Support	<u>20,455,069</u>	<u>44,704,554</u>	<u>22,911,338</u>	<u>22,986,978</u>	
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	
General Fund	20,455,069	0	22,911,338	22,986,978	
General Fund Exempt	0	0	0	0	
Cash Funds	0	22,352,277	0	0	
Reappropriated Funds	0	22,352,277	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (C) Area Technical College Support</b>					
	20,455,069	44,704,554	22,911,338	22,986,978	0.3%
<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	20,455,069	0	22,911,338	22,986,978	0.3%
General Fund Exempt	0	0	0	0	0.0%
Cash Funds	0	22,352,277	0	0	0.0%
Reappropriated Funds	0	22,352,277	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

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### (D) Sponsored Programs

Administration	4,038,725	3,310,834	2,709,888	2,709,888	
FTE	23.0	23.0	23.0	23.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	4,038,725	3,310,834	2,709,888	2,709,888	
Programs	19,635,459	18,913,866	16,156,031	16,156,031	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	19,635,459	18,913,866	16,156,031	16,156,031	

<b>SUBTOTAL - (D) Sponsored Programs</b>	23,674,184	22,224,700	18,865,919	18,865,919	0.0%
FTE	23.0	23.0	23.0	23.0	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	23,674,184	22,224,700	18,865,919	18,865,919	0.0%

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<b>(E) Colorado First Customized Job Training</b>					
Colorado First Customized Job Training	4,176,642	4,021,957	4,500,000	4,500,000	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	4,176,642	4,021,957	4,500,000	4,500,000	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (E) Colorado First Customized Job Training</b>	4,176,642	4,021,957	4,500,000	4,500,000	0.0%
FTE	0.0	0.0	0.0	0.0	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	4,176,642	4,021,957	4,500,000	4,500,000	0.0%
Federal Funds	0	0	0	0	0.0%
<b>TOTAL - (7) Division of Occupational Education</b>	79,855,455	104,258,758	80,028,623	80,104,263	0.1%
FTE	23.0	32.0	32.0	32.0	0.0%
General Fund	20,669,717	0	22,911,338	22,986,978	0.3%
General Fund Exempt	0	0	0	0	0.0%
Cash Funds	0	22,352,277	0	0	0.0%
Reappropriated Funds	35,511,554	59,681,781	38,251,366	38,251,366	0.0%
Federal Funds	23,674,184	22,224,700	18,865,919	18,865,919	0.0%



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### (8) Auraria Higher Education Center

olitan State University of Denver, and the University of Colorado at Denver. Reappropriated funds are from the three governing boards that share the AHEC campus.

Administration	<u>25,986,383</u>	<u>28,408,385</u>	<u>31,435,042</u>	<u>31,435,042</u>	
FTE	224.7	226.7	231.7	231.7	
General Fund	0	0	31,435,042	31,435,042	
Cash Funds	0	0	0	0	
Reappropriated Funds	25,986,383	28,408,385	0	0	
Federal Funds	0	0	0	0	
 Auraria Higher Education Center Bond Payments	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

<b>TOTAL - (8) Auraria Higher Education Center</b>	25,986,383	28,408,385	31,435,042	31,435,042	0.0%
FTE	<u>224.7</u>	<u>226.7</u>	<u>231.7</u>	<u>231.7</u>	<u>0.0%</u>
General Fund	0	0	31,435,042	31,435,042	0.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	25,986,383	28,408,385	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

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### (9) History Colorado

ing revenues that are deposited to various State Historic Fund accounts, museum revenues, gifts, and grants.

#### (A) Central Administration

Central Administration	<u>2,145,609</u>	<u>2,703,939</u>	<u>2,711,913</u>	<u>2,866,563</u>
FTE	12.0	12.0	15.0	15.0
General Fund	0	500,000	0	0
Cash Funds	2,142,843	2,203,939	2,595,571	2,750,221
Reappropriated Funds	0	0	0	0
Federal Funds	2,766	0	116,342	116,342
 Collections and Curatorial Services	 <u>1,406,746</u>	 <u>1,452,394</u>	 <u>1,548,016</u>	 <u>1,700,448</u>
FTE	16.5	16.5	16.5	16.5
General Fund	0	0	0	0
Cash Funds	1,406,746	1,452,394	1,548,016	1,700,448
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0
 Facilities Management	 <u>1,825,779</u>	 <u>1,834,116</u>	 <u>1,928,521</u>	 <u>2,063,321</u>
FTE	10.0	10.0	10.0	10.0
General Fund	0	0	0	0
Cash Funds	1,825,779	1,834,116	1,928,521	2,063,321
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0
 Capitol Complex Leased Space	 <u>0</u>	 <u>0</u>	 <u>968,045</u>	 <u>945,531</u>
FTE	0.0	0.0	0.0	0.0
General Fund	0	0	968,045	945,531

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History Colorado Strategic Plan Initiatives	<u>716,226</u>	<u>658,051</u>	<u>0</u>	<u>0</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	716,226	658,051	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Historical Site Maintenance and Operations	<u>687,878</u>	<u>727,483</u>	<u>860,028</u>	<u>876,632</u>	
FTE	5.0	5.9	6.0	6.0	
General Fund	0	104,351	114,073	111,221	
Cash Funds	687,878	623,132	745,955	765,411	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
America 250 - Colorado 150 Commission	<u>163,646</u>	<u>318,817</u>	<u>168,653</u>	<u>168,653</u>	
FTE	1.0	1.0	1.0	1.0	
General Fund	163,646	318,817	168,653	168,653	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Lease Purchase of Colorado History Museum	<u>3,525,208</u>	<u>3,570,025</u>	<u>3,567,417</u>	<u>3,876,085</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	3,525,208	3,525,208	3,525,209	3,827,365	
Cash Funds	0	44,817	42,208	48,720	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

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<b>SUBTOTAL - (A) Central Administration</b>	10,471,092	11,264,825	11,752,593	12,497,233	6.3%
<i>FTE</i>	<u>44.5</u>	<u>45.4</u>	<u>48.5</u>	<u>48.5</u>	<u>0.0%</u>
General Fund	3,688,854	4,448,376	4,775,980	5,052,770	5.8%
Cash Funds	6,779,472	6,816,449	6,860,271	7,328,121	6.8%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	2,766	0	116,342	116,342	0.0%

### (B) History Colorado Museums

History Colorado Center	<u>1,681,218</u>	<u>1,572,554</u>	<u>1,294,662</u>	<u>1,369,662</u>	
<i>FTE</i>	7.0	7.0	7.0	7.0	
General Fund	0	0	0	0	
Cash Funds	854,276	853,004	891,673	966,673	
Reappropriated Funds	0	325,000	325,000	325,000	
Federal Funds	826,942	394,550	77,989	77,989	
Statewide Programming	<u>3,932,694</u>	<u>4,085,606</u>	<u>4,752,802</u>	<u>5,219,102</u>	
<i>FTE</i>	34.5	34.5	34.5	34.5	
General Fund	0	0	0	0	
Cash Funds	3,932,694	4,085,606	4,752,802	5,219,102	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Community Museums	<u>2,906,024</u>	<u>3,208,971</u>	<u>3,366,810</u>	<u>3,610,156</u>	
<i>FTE</i>	19.0	19.0	19.0	19.0	
General Fund	1,148,105	1,285,189	1,357,768	1,404,179	
Cash Funds	1,725,518	1,923,782	2,006,039	2,202,974	
Reappropriated Funds	0	0	0	0	
Federal Funds	32,401	0	3,003	3,003	

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<b>SUBTOTAL - (B) History Colorado Museums</b>	8,519,936	8,867,131	9,414,274	10,198,920	8.3%
<i>FTE</i>	<u>60.5</u>	<u>60.5</u>	<u>60.5</u>	<u>60.5</u>	<u>0.0%</u>
General Fund	1,148,105	1,285,189	1,357,768	1,404,179	3.4%
Cash Funds	6,512,488	6,862,392	7,650,514	8,388,749	9.6%
Reappropriated Funds	0	325,000	325,000	325,000	0.0%
Federal Funds	859,343	394,550	80,992	80,992	0.0%

### (C) Office of Archeology and Historic Preservation

Program Costs	<u>2,260,508</u>	<u>2,765,181</u>	<u>2,090,386</u>	<u>2,129,823</u>	
<i>FTE</i>	23.0	23.4	23.5	23.5	
General Fund	0	54,419	61,531	0	
Cash Funds	648,934	744,757	940,479	1,011,194	
Reappropriated Funds	97,283	97,283	147,283	147,283	
Federal Funds	1,514,291	1,868,722	941,093	971,346	
Native American Boarding School Research Program	<u>0</u>	<u>139,597</u>	<u>333,333</u>	<u>333,333</u>	
<i>FTE</i>	0.0	2.0	2.0	2.0	
General Fund	0	139,597	333,333	333,333	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

<b>SUBTOTAL - (C) Office of Archeology and Historic Preservation</b>	2,260,508	2,904,778	2,423,719	2,463,156	1.6%
<i>FTE</i>	<u>23.0</u>	<u>25.4</u>	<u>25.5</u>	<u>25.5</u>	<u>0.0%</u>
General Fund	0	194,016	394,864	333,333	(15.6%)
Cash Funds	648,934	744,757	940,479	1,011,194	7.5%
Reappropriated Funds	97,283	97,283	147,283	147,283	0.0%
Federal Funds	1,514,291	1,868,722	941,093	971,346	3.2%

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
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### (D) State Historical Fund Program

Administration	<u>1,618,302</u>	<u>2,027,818</u>	<u>2,061,430</u>	<u>2,087,184</u>	
FTE	17.0	19.7	20.0	20.0	
General Fund	0	0	0	0	
Cash Funds	1,618,302	2,027,818	2,061,430	2,087,184	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Grants	<u>8,381,322</u>	<u>8,821,143</u>	<u>9,000,000</u>	<u>9,000,000</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	8,381,322	8,821,143	9,000,000	9,000,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Gaming Cities Distribution	<u>6,231,836</u>	<u>6,415,794</u>	<u>6,489,914</u>	<u>6,489,914</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	6,231,836	6,415,794	6,489,914	6,489,914	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
Indirect Cost Assessments for History Colorado					
Administration	<u>325,000</u>	<u>325,000</u>	<u>325,000</u>	<u>325,000</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	325,000	325,000	325,000	325,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (D) State Historical Fund Program</b>	16,556,460	17,589,755	17,876,344	17,902,098	0.1%
FTE	<u>17.0</u>	<u>19.7</u>	<u>20.0</u>	<u>20.0</u>	<u>0.0%</u>
General Fund	0	0	0	0	0.0%
Cash Funds	16,556,460	17,589,755	17,876,344	17,902,098	0.1%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%
<b>(E) Cumbres and Toltec Railroad Commission</b>					
Cumbres and Toltec Railroad Commission	<u>1,109,825</u>	<u>1,661,191</u>	<u>3,535,000</u>	<u>3,486,787</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	1,109,825	1,661,191	1,365,000	1,316,787	
Cash Funds	0	0	2,170,000	2,170,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2023-24 Actual	FY 2024-25 Actual	FY 2025-26 Appropriation	FY 2026-27 Request	Request vs. Appropriation
<b>SUBTOTAL - (E) Cumbres and Toltec Railroad</b>					
<b>Commission</b>	1,109,825	1,661,191	3,535,000	3,486,787	(1.4%)
<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	1,109,825	1,661,191	1,365,000	1,316,787	(3.5%)
Cash Funds	0	0	2,170,000	2,170,000	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%
<b>TOTAL - (9) History Colorado</b>					
	38,917,821	42,287,680	45,001,930	46,548,194	3.4%
<i>FTE</i>	<u>145.0</u>	<u>151.0</u>	<u>154.5</u>	<u>154.5</u>	<u>0.0%</u>
General Fund	5,946,784	7,588,772	7,893,612	8,107,069	2.7%
Cash Funds	30,497,354	32,013,353	35,497,608	36,800,162	3.7%
Reappropriated Funds	97,283	422,283	472,283	472,283	0.0%
Federal Funds	2,376,400	2,263,272	1,138,427	1,168,680	2.7%
<b>TOTAL - Department of Higher Education</b>					
	5,819,447,467	6,265,888,398	6,424,880,933	6,517,672,854	1.4%
<i>FTE</i>	<u>27,715</u>	<u>27,547.5</u>	<u>28,034.9</u>	<u>28,036.2</u>	<u>0.0%</u>
General Fund	1,535,895,230	1,641,249,737	451,483,060	453,310,346	0.4%
General Fund Exempt	0	0	1,232,865,809	1,232,865,809	0.0%
Cash Funds	3,063,620,162	3,256,438,993	3,427,837,406	3,519,953,361	2.7%
Reappropriated Funds	1,184,892,404	1,335,496,091	1,285,949,360	1,284,790,837	(0.1%)
Federal Funds	35,039,671	32,703,577	26,745,298	26,752,501	0.0%



## Appendix B: RFI Responses



**COLORADO**

Department of  
Higher Education

1600 Broadway, Suite 2200  
Denver, CO 80202

## MEMORANDUM

TO: The Joint Budget Committee  
FROM: The Colorado Department of Higher Education (CDHE), Zach Cartaya,  
Chief Financial Officer  
DATE: November 1, 2025  
SUBJECT: Request for Information for the Department of Higher Education #3

**This memorandum is in response to the Joint Budget Committee's Request for Information #3 for the Department of Higher Education.**

### Request for Information #3 States:

*Department of Higher Education, Colorado Commission on Higher Education, Administration - The Department is requested to submit a report by November 1, 2025, which evaluates the Department administration's workload capacity in accounting, contracting, budget office, and technology units as compared to other state agencies. The Department should conduct this analysis in collaboration with other departments, including but not limited to the Colorado Department of Education. The report should include information regarding work hours for each FTE in each of the units and whether additional FTE or technology may be warranted. Additionally, the report must evaluate whether intra-departmental agreements may be leveraged to provide the Department with additional support in these areas if the evaluation demonstrates such support is warranted.*

## Summary

In recent years the Department has seen increases in appropriations and new programs added to the Department's purview without a corresponding increase in budget, finance, or compliance staff. This has led to staff having large workloads and working long hours. During this time, the Department has also had several audit findings particularly on financial controls and reporting.

The Department has looked further into its staffing on different teams and operations. To help address staff workloads and to ensure the Department has the proper staff in place to address current audit findings and prevent future ones, the Department is requesting funding for five new positions in the Department's R-05 request. This includes two compliance specialists, a budget worklead, and two accountants. To help ensure the current and future staff are properly trained and have a common understanding of processes, the Department also requests one-time funding to contract to create and implement a budget and finance staff training program.

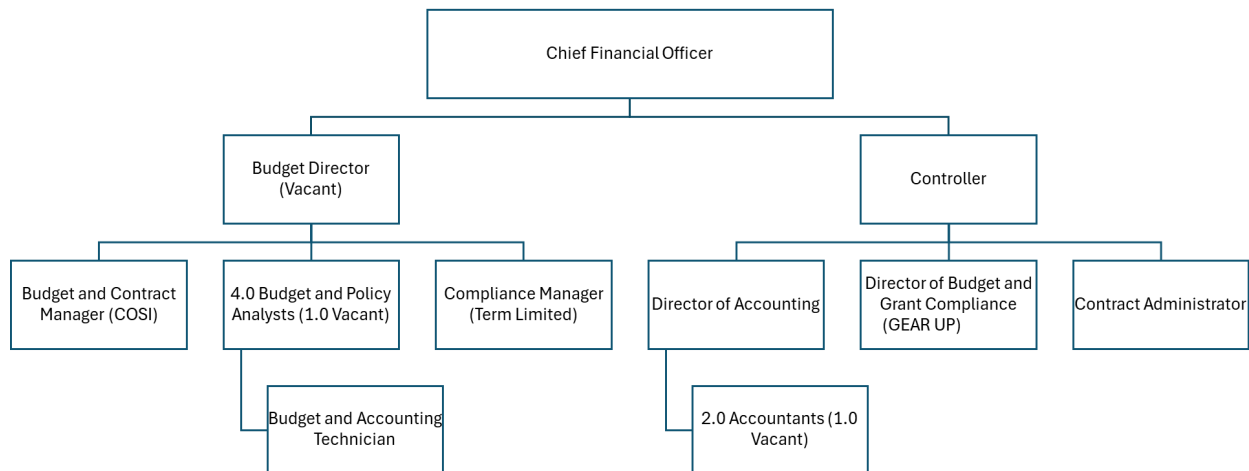


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## Staff Comparisons

When fully staffed, below is the current structure of the budget and finance teams. The Department also has 3.0 FTE on the information and technology team and leverages the services of a managed service provider to support information technology and cybersecurity functionality.

**Figure 1. Department Budget and Finance Teams**



The Department's budget analysts work on average 55 hours per week, the controller works on average 66 hours per work, the Department's CFO works on average 67 hours per week, and the former Budget Director worked on average 68 hours a week.

In looking at other departments in the state, their team size and workloads vary greatly. Smaller teams have 1-3 budget analysts, medium sized teams have about 8-15 budget analysts, and larger teams have over 20 budget analysts. Almost all departments have a larger accounting staff than budget staff. Most department's accounting staff are substantially bigger, sometimes double the size of the budget staff.

With this CDHE would be a smaller department in terms of budget staff size and unlike other departments the accounting and budget teams are more even. The Department's R-05 addresses this in part by requesting more accountants than budget analysts and helps increase the size of the Department's accounting staff to be more in line with state trends.

Procurement and technology staff also vary widely by department. Procurement staff range from two people to over 30. Many departments only have a handful of IT staff



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with the majority of departments using OIT services. CDHE has one procurement person and three IT staff putting them in line with smaller departments in the state.

## Steps Being Taken

The Department has had several audit findings particularly on financial controls and reporting. For example, in the FY 2023-24 Statewide Financial Audit, the Office of the State Auditor (OSA) notes that CDHE posted 115 entries into CORE after closing and did not submit any quarterly statutorily-required reports to OSC during the FY 2023-24 fiscal year. In addition to highlighting lack of internal controls, the audit provides several examples of lack of timeliness in response from the Department - including responses to OSA that were between seven to nine months late. These issues are tied to turnover and high workloads on staff noted above.

The Department has started to address many of these financial controls and reporting issues under current staffing levels. This has included working closely with the Office of the State Controller (OSC), the Office of State Planning and Budgeting (OSPB), and the Governor's Office. The Department is working to make sure best practices and processes are put into place including creating desktop manuals and comprehensive process manuals. The Department has also put other tools into place to help with monitoring and completing different tasks such as rollforward requests, meeting budget deadlines, and compliance monitoring. This has included the following:

- Bill trackers with ends dates for programs and rollforward information
- Fiscal note tracker and one-pagers of programs
- Desktop manuals and calendars
- Increased collaboration with OSPB and OSC
- Increased collaboration on the CDHE finance team and across CDHE teams
- Evaluating finance team structure to ensure specialization and cross training for institutional knowledge

Even with this work happening, the Department cannot fully address everything under current staffing levels. With the current finance team staffing levels and regular finance work needed, it makes it difficult for staff to also dedicate time to process improvements. The current staff levels also do not allow for enough staff to specialize in certain areas or create portfolios based on the Department's long bill structure. This puts the Department at a disadvantage for creating institutional knowledge and tracking appropriations.

The Department does not believe that any co-location of budget or accounting teams with other State departments would be beneficial at this point. Other Department's



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teams have their own work to handle and the amount of staff would still be doing the same amount of work across departments.

To help address staff workloads and to ensure the Department has the proper staff in place to address current audit findings and prevent future ones, the Department is requesting in its R-05, funding for five new positions. This includes two compliance specialists, a budget worklead, and two accountants. To help ensure the current and future staff are properly trained and have a common understanding of processes, the Department also requests one-time funding to contract to create and implement a budget and finance staff training program.



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Denver, CO 80202

## MEMORANDUM

TO: Joint Budget Committee

FROM: Kennedy Evans, Budget & Policy Analyst

DATE: November 1, 2025

SUBJECT: Request for Information for the Department of Higher Education #4

This memorandum is in response to the Joint Budget Committee's Request for Information #4 for the Department of Higher Education.

Request for Information #4 states:

*"The Department is requested to submit a report on or before September 1 which analyzes the debt repayment process for individuals engaged in debt repayment plans. The report should include recommendations on how the process may be better structured or better positioned to recover outstanding debts, including but not limited to partnerships with other Departments which may be better situated to assist in this process."*

The Professional Student Exchange Program (PSEP) was established in 1976 in collaboration with the Western Interstate Commission for Higher Education (WICHE) to provide Colorado residents studying optometry at select WICHE institutions with forgivable loans. Post-graduation, PSEP students are expected to return to Colorado to complete one year of relevant service for each year of financial support received from the state. Students who do not return to Colorado after graduation instead enter into a cash repayment agreement with the state.



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Department of  
Higher Education

The program was initially developed with the intention of addressing optometry workforce shortages in Colorado. The program was created as Colorado does not have any optometry

programs in the state. While this is still true, the Optometry workforce has increased substantially over the years creating a more robust workforce.

[A 2024 report from the Colorado Workforce Intelligence Data Experts](#) within the Colorado Department of Labor and Employment identified that Colorado now has more Optometrists than the national average (1,145 employees vs the average 940). Colorado experienced a 21% growth in this sector from 2018 to 2023 and is expected to continue outpacing the national average by 7% over the next five years.

Since its inception, the PSEP program has had a total of 305 graduates, 66 of whom have graduated in the last 10 years. Currently, 17 students are actively enrolled and making progress towards completing their degrees. Of those recently graduated students who have not returned to Colorado, three are in active cash repayment status, and two students fulfilled and completed their cash repayment obligations in 2025.

From 1985 to now, \$662,700 in loans have been defaulted on. The last defaulted loan occurred in 2023. While the Department is able to accept money from those who have chosen to enter a cash-repayment program, the Department does not have the authority to enforce or impose negative sanctions on defaulted students, nor does the Department have the authority to take defaulted loans to collections.

While changes to statute could be made to give CDHE more authority in this space, that would require additional funding for the Department which CDHE is not requesting at this time.. As part of a statewide request, the Department is requesting for the PSEP program to be discontinued due to the State having a strong Optometry workforce. Additionally, if this program were to continue it will require an appropriation increase in the near future to cover the WICHE agreement.





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Denver, CO 80202

## MEMORANDUM

TO: Joint Budget Committee

FROM: Kelly Perry-Cochran, Budget & Policy Analyst

DATE: November 1<sup>st</sup>, 2025

SUBJECT: Request for Information, Department of Higher Education #5

This memorandum is in response to the Joint Budget Committee's Request for Information #5 for the Colorado Department of Higher Education.

Request for Information #5 states:

*"Department of Higher Education, Colorado Commission on Higher Education and Higher Education Special Purpose Programs, Special Purpose, Growing Great Teachers - Teacher Mentor Grants - The Department is requested to submit a report on or before September 1 which provides detail regarding teacher retention rates for mentors and mentees participating in the grant program."*

The Teacher Mentor Grant currently works with five Institutions of Higher Education to provide funding to educator preparation programs. These programs partner with local education providers to provide training and stipends to teachers who serve as mentors for teacher candidates participating in clinical practice and novice teachers in their initial years in the field. Between 2021 and 2024, the five programs have collectively trained about 250 new mentors across the state and estimate that over 500 early career mentees have been served by their mentors.





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The rates are as follows:

- Adams State University reports that nearly all of the mentors who have completed their programs over the past few years still remain in the teaching workforce. Of 63 program participants since 2021-22, 61 remain in the workforce, with no attrition of participants in either 2023-24 or 2024-25. Much of the same is true of their mentees, with 95% of them in their same positions the following year.
- Western Colorado University has calculated that their mentor retention in the field is nearly 100%. In previous years of the program before 2024-25, WCU found that among mentees who worked with mentor program participants, a higher percentage completed the program and pursued teaching positions compared to the rest of the WCU preparation program. Also, their program serves mentor endorsement participants all across the state who report that they are more engaged with their schools and districts in a number of ways (instructional coaching, curriculum development, engaging with school boards) while they continue their work as educators.
- Colorado Mountain College reports that of the 100 mentor teachers who have completed the endorsement, 47 have returned to mentor in at least one subsequent year (“Returners”) and 16 have returned to mentor two or more times since completion (“Super Returners”) while remaining employed in their districts. Many of the participants mentor new teachers in their own schools even when not formally mentoring a CMC student. And similar to WCU’s completers, some of CMC’s mentor completers have moved into additional professional roles.
- University of Colorado Denver has produced the most mentors and served the most mentees in the life of this program across the dozens of schools that are a part of their partner school network. Mentors are taking on much larger roles in their schools as a result of the program, with some of them now coming back to CU Denver to co-lead and co-develop parts of the program for new participants within their own school communities. The University of Colorado Denver’s model is different from the other partners in the grant in that it is operated



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throughout the year on a rolling basis and classes can be taken in any order. As a result, the tracking of mentor and mentee retention is not as clear, but efforts are underway to strengthen this tracking metric moving forward to better reflect their efforts to strengthen the field.

- University of Colorado Colorado Springs is the most recent program to join the grant, having just begun its work in 2023-24. They are working now to gather retention data for their initial cohorts so that we might have a clear picture of the program's impact in the Colorado Springs area.

There have also been surveys of participants that provide qualitative data.

- 94% of respondents agreed that it was true or very true that the programs increased their satisfaction with being a teacher and 95% stated that their commitment to remaining as an educator was confirmed through this work.
- Additionally, more than 90% of program participants responded that the mentor teacher preparation they received encouraged them to reflect on their profession and teacher practices, impacted their professional practices and enhanced their professional identity.
- 77% reported high confidence and proficiency in their ability to develop collaborative, respectful, pedagogy-focused mentoring partnerships.
- 76% reported high confidence and proficiency in their ability to model and build capacity to provide equitable, inclusive and culturally responsive classroom environments.
- 65% rated their skills at 8 or higher on a 10-point scale in the ability to model and build capacity for equitable, rigorous standards-aligned instruction.

# College Affordability Message

Year Three – Final Report



**2025**

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The Colorado Department of Higher Education  
Report to the Joint Budget Committee

Statute: CDHE 2025-26 RFI #6

**College Affordability Message**

Colorado Department of Higher Education

The Colorado Department of Higher Education (CDHE), under its own authority and through the Colorado Commission on Higher Education (CCHE), oversees and coordinates policy for 31 public institutions of higher education (including community colleges, independent local district colleges and local area technical colleges) and authorizes and regulates private colleges, universities and occupational schools.

**Mission** – We support students, advocate and develop policies to maximize higher education opportunities for all.

**Vision** – All Coloradans will have an education beyond high school to pursue their dreams and improve our communities.



Prepared and submitted by the Colorado Department of Higher Education  
under the Executive Leadership of Dr. Angie Paccione  
Pursuant to the statutory authority of CDHE 2025-26 RFI #6

October 2025

1600 Broadway, Suite 2200, Denver, CO 80202  
For more information contact:

Data, Research, and Policy

Mark Baccej, Ph.D.  
[CDHE@dhe.state.co.us](mailto:CDHE@dhe.state.co.us)

**College Affordability Message**

Colorado Department of Higher Education

## Executive Summary

This report represents the final installment of a three-year initiative led by the Colorado Department of Higher Education (CDHE) in response to the Joint Budget Committee's (JBC) Request for Information (RFI) **CDHE 2025-26 RFI #6**. The initiative was designed to address persistent concerns about college affordability in Colorado and to develop a clear, statewide message that informs students and families, particularly those from low-income backgrounds, that postsecondary education is financially attainable.

In alignment with the legislative directive, CDHE undertook a multi-phase effort to:

- Convene a statewide working group of higher education and K-12 stakeholders
- Collect and analyze institutional financial aid data
- Identify policy changes to strengthen affordability messaging
- Develop and disseminate a messaging [toolkit](#) across Colorado's K-12 institutions
- Solicit feedback from students, parents, and educators

Over the course of the initiative, CDHE collaborated with public institutions to highlight and support campus-based promise programs, culminating in the development of a unified affordability message. This message was further strengthened by the passage of **Colorado Promise: Two Free Years of College Expanded**, which provides a refundable tax credit for eligible students from households earning up to \$90,000 annually.

The report details the Department's efforts in the final year of this project to build a centralized affordability website, create multilingual outreach materials, and promote the message through statewide campaigns. These efforts aim to ensure that Colorado students and families understand that higher education is not only valuable, but also financially within reach.

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# Introduction

Affordability remains a significant barrier to postsecondary enrollment and completion, particularly for low-income students and families. Despite growing investments in state financial aid and institutional support, public perception continues to lag. A 2025 national survey found that only 18% of adults without a college degree believe four-year college tuition is fairly priced, yet 86% still believe a degree pays off within 10 years.<sup>1</sup> *Inside Higher Education* found that affordability is directly tied to trust in higher education, with students citing cost as a key factor in whether they believe institutions are working in their best interests.<sup>2</sup> Within Colorado, we continue to see a decrease in the number of students who graduate with debt. The 2025 Return on Investment report showed that only 43% of Colorado's students from the 2022-23 academic year graduated with debt, which marks an 18-point drop since the 2013-14 academic year.<sup>3</sup> These findings only reinforce the importance and ongoing need to provide a clear, consistent statewide message that helps families and K-12 educational partners understand the financial support and resources available to Colorado students. The state must help students understand that postsecondary education is a path toward career and life success, not a path toward financial ruin.

This report represents the third and final year of the Colorado Department of Higher Education (CDHE) response to the Joint Budget Committee's (JBC) multi-year request. Over the past three years CDHE staff have collaborated with public institutions, K-12 stakeholders, and other state agencies to develop and refine a statewide message centered on college affordability, showcasing resources for low-income students and families. The Department convened working groups, analyzed financial aid data, and developed messaging tools directed at helping students and families understand that for many

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<sup>1</sup> Gallup & Lumina Foundation. (2025, March). *2025 state of higher education survey*. New America.  
<https://www.newamerica.org/higher-education/highered-public-opinion-hub/2025-state-of-higher-education-survey/>

<sup>2</sup> Inside Higher Ed & Generation Lab. (2025, August 18). *Survey: Students link trust in college to affordability*.  
<https://www.insidehighered.com/news/student-success/college-experience/2025/08/18/survey-students-link-trust-college-affordability>

<sup>3</sup> Colorado Department of Higher Education. (2025, August). *2025 Higher education return on investment report*.  
[https://highered.colorado.gov/publications/Reports/Legislative/ROI/202508\\_ROI.pdf](https://highered.colorado.gov/publications/Reports/Legislative/ROI/202508_ROI.pdf)



low-income students they will pay little or no tuition and fees if they attend Colorado public institutions of higher education.

The original request for information (RFI) directed CDHE to take several key steps:

- Convene a statewide working group
- Collect and analyze financial aid data
- Identify policy changes to strengthen affordability messaging
- Develop messaging and a [toolkit](#) to disseminate information across K-12 Colorado schools
- Gather feedback regarding the messaging from K-12 students, parents, and partners

In year one, the Department established the administrative and organizational pieces to carry out the work, through the hiring of a staff member to oversee the project and the staff member meeting with stakeholders from across Colorado's public institutions of higher education. In year one, the Department laid the groundwork for the project by convening the foundational working group made up of representatives from Colorado's public institutions, including two-year, local district and technical colleges, and four-year institutions, as well as collecting institutional financial aid data to help inform and guide ongoing work. Year two focused on the analysis of financial aid data and utilizing results to develop a statewide message, with continued conversations through the institutional working group. The working group developed a multi-level recommendation, presenting different options to help guide policymakers and legislators that are outlined in last year's RFI.

As the Department concludes this multi-year initiative, the remainder of this report provides a comprehensive overview of the work completed and the progress made toward developing a unified statewide affordability message. The following sections highlight the Department's collaborative efforts, data analysis, and stakeholder engagement activities that have shaped its approach and guided the development of key strategies. Together these activities reflect an ongoing effort to improve transparency and reflect the affordability of postsecondary education available across Colorado's public institutions of higher education.

## Work Completed

Since 2023, the Department has focused on the core components of the original RFI related to the broader college affordability message. In 2024, the work expanded to meet additional requests from the JBC to provide guidance on the cost and design of a unifying front-end statewide promise program. The following section outlines the key activities undertaken to meet the original requirements outlined in the RFI.

### Convene Working Group

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Intentional collaboration was the cornerstone of the Department's approach to the affordability message and supporting work. In alignment with the original RFI directive, CDHE convened a statewide working group in early 2024 composed of representatives from Colorado's public institution of higher education, including two-year colleges, local district and technical colleges, and four-year colleges/universities, as well as a representative from the Colorado Department of Education. Throughout 2024, the group met regularly to guide and inform key deliverables, including the review and analysis of student financial aid and enrollment data. In addition, Department staff held multiple one-off meetings with individual institutions, including area technical colleges, to discuss their institutional-level data in greater detail. The resulting conversations and analysis helped to develop a baseline statewide affordability message, and working group recommendations to support the expansion of individual institutional programs. As noted in the [2024 report](#), the time and expertise contributed by the individual members of the group were instrumental in helping assure the information communicated to the JBC reflected the realities of both institutions and needs of Colorado's students and families.

### Review of Financial Aid Data

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As noted in the 2024 report, the financial aid data analysis was a core component of the work conducted and the conversation with the working group. The conversations between the Department and institutions helped build bridges between the two areas which helped inform one another and

were instrumental in the overall progress of the affordability messaging work. The process and resulting data helped guide conversations which were utilized in the development of the baseline message and the drafting of working group recommendations provided in the 2024 report.

## Institutional Promise Programs

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It should be noted that while the affordability messaging efforts were underway, Colorado's public postsecondary institutions were also working at a campus level to address issues around affordability. As of the start of the Fall 2025 semester, **all** of Colorado's four-year institutions have campus-based promise programs. The programs represent the dedication of each institution to serve low-income students and are individually tailored to their student population. As noted in 2024, the institutional promise programs represent an intentional utilization of federal, state, and institutional aid to serve the needs of the students on their campuses. Across the working group, the common sentiment was shared that significant changes to any of these sources of aid would force institutions to re-evaluate their ability to continue to offer these programs. The group also shared that without the increase in state aid in recent years, these programs would not be possible.

During conversations with institutions about their existing financial aid programs and how they might differ across institutions or a hypothetical state level program, several institutions modified their financial aid offerings and policies, expanded their existing promise programs, or started new ones. The Department made intentional efforts to help market their efforts through the initial development of the [affordability webpage](#), which continues to be part of the [Colorado Promise: Two Free Years of College website](#) (discussed further below).

## Provide Recommendations to Change Financial Aid Policies

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The efforts of the working group culminated in 2024 with the development of working group recommendations to identify a baseline front-end program. The group provided a multi-level considerations of three levels of support, low, medium, and high, with differing eligibility criteria and funding thresholds (see Appendix A).

As noted above, current institutional promise programs already in place exist in part due to the growth in state support, including increases in state financial aid, over the last several years. While the programs differ campus-by-campus, they work in partnership with Colorado Promise: Two Free Years of College Expanded to offer Colorado students and families a pathway to reaching their educational and career goals.

### **Colorado Promise: Two Free Years of College Expanded**

During the 2024 legislative session, HB24-1340 was passed which helped to expand and level the support across Colorado's continuum of promise programs. Currently, institutional programs have a range of annual household income thresholds that range from \$60,000 to \$70,000 and offer differing levels of support. Colorado Promise provides a leveling measure that supports students from households with incomes up to \$90,000 and provides a tax credit which reimburses students for the out-of-pocket costs paid for both tuition and fees. The program went into effect for the Fall 2024 semester, and both CDHE and institutions have been working since its inception to prepare for the first awarding of funds in early 2026.

### **Colorado Affordability Baseline Message**

The efforts of the working group and the passage of Colorado Promise: Two Free Years of College Expanded have resulted in a baseline affordability message that encompasses both the front-end institutional programs as well as the back-end tax credit.

*"An eligible\* Colorado resident with a family income of less than \$90,000 can have two years of tuition and fee costs at a public institution of higher education reimbursed through a state-supported refundable tax credit.*

*\*To be eligible, the student must:*

- *Complete a FAFSA or CASFA annually*
- *Enroll in a public Colorado college within two years of high school completion*
- *Seek a degree or certificate*

- *Start each college term with fewer than 65 credit hours*
- *Finish each qualifying term with at least six credit hours a semester, a 2.5 GPA or better*

*To learn more about financial support to attend college in Colorado, visit the Colorado Department of Higher Education's [website](#)."*

## Soliciting Input and Initial Marketing Efforts

Since late Spring 2025, CDHE staff have been working to develop a marketing campaign that encompasses the continuum of Colorado's affordability programs. At different points in the development process, staff utilized small focus groups of high school students, parents, and constituency groups to develop the campaign and materials. Feedback particularly from students helped develop a vibrant campaign and resources which spoke to students, but also "caught their eye." An early piece of feedback from students and higher education staff noted that the original affordability website, although informative, was too text heavy and not very accessible via mobile devices. Staff worked to develop a [new website](#) that encompasses both institutional promise programs as well as Colorado Promise. The site continues to offer a page which showcases individual institutional programs, while blending them more seamlessly into the larger affordability message. Colorado Promise is presented in a more digestible, visually appealing manner, that walks students and parents through the overall program. Additionally, the page hosts resources for Colorado's public institutions of higher education as they assist with the implementation of the program. The site finally contains outreach resources for students and parents through the [ColoradoPromise@dhe.state.co.us](mailto:ColoradoPromise@dhe.state.co.us) email address as well as weekly office hours where students and parents can meet virtually with CDHE staff one-on-one. The site went live in late July 2025 and CDHE staff have received numerous emails and office hour requests from prospective students and their families.

The website, which originated with the Affordability Message RFI, embodies the ongoing and iterative work of college affordability in Colorado. As the site continues to grow and develop, it represents a centralized hub for resources, information, and materials regarding efforts around Colorado's postsecondary affordability programs.

CDHE staff have utilized social media and outreach events to promote the site, Colorado Promise, and overall affordability message throughout Fall 2025 outreach presentations, events, and outreach newsletter (reaching hundreds of high school counselors, K-12 staff, students and parents). Additionally, information has been communicated to all high school seniors through an annual email message from Dr. Angie Paccione, CDHE executive director, and Dr. Susana Córdova, commissioner of education. Email communications have reached tens of thousands of Colorado seniors.

## Statewide Affordability Toolkit

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Beyond the website, CDHE staff worked to develop various marketing materials and resources (see Appendix B-E) to help highlight both Colorado Promise and overall college affordability in Colorado. Materials were developed in both English and Spanish to reach as broad of an audience as possible. The materials were developed for all major social media platforms and print collateral was also created including a postcard, poster, brochure, and fact sheet.

The [Toolkit](#) has been posted to the [IHE and Educational Partner Resource Page](#) along with additional resources to assist partners across Colorado's educational landscape. The page provides a common landing space for colleagues and partners to access various resources and materials to assist in promoting the various resources to help inform and connect students with resources available to Colorado residents.

## Conclusion

Over the past three years, CDHE has worked in close partnership with public institutions of higher education, K-12 stakeholders, and key partners to develop a clear and actionable statewide affordability message. The effort has helped further the continuum of affordability programs across the state which have collectively helped inform and educate low-income students and families that higher education is within their financial reach. While the work is still in its early stages of marketing, it builds on years of

**College Affordability Message**

Colorado Department of Higher Education

work from institutions, legislators, and Departmental staff all working to help support Colorado students. While the components of the current Affordability Message RFI conclude, the need to continue to publicize, promote, and market affordability programs and resources across the state of Colorado continue.

## Appendix

Since 2023, the Department has focused on the core components of the original RFI related to the broader college affordability message.

### Appendix A: 2024 Working Group Multi-Level Recommendation

Level	Criteria	Support
<b>Lowest Level (model A)</b>	<ul style="list-style-type: none"> <li>Assumed Criteria</li> <li>Maximum Pell Eligible</li> </ul>	Base Tuition
<b>Lowest Level (model B)</b>	<ul style="list-style-type: none"> <li>Assumed Criteria</li> <li>Maximum Pell Eligible</li> </ul>	Base Tuition and Mandatory Fees
<b>Medium Level (model A)</b>	<ul style="list-style-type: none"> <li>Assumed Criteria</li> <li>Pell Eligible <b>and</b> AGI <math>\leq \\$65,000</math></li> </ul>	Base Tuition and Mandatory Fees <i>Option for minimum award</i>
<b>Medium Level (model B)</b>	<ul style="list-style-type: none"> <li>Assumed Criteria</li> <li>Pell Eligible <b>or</b> AGI <math>\leq \\$65,000</math></li> </ul>	Base Tuition and Mandatory Fees <i>Option for minimum award</i>
<b>High Level (model A)</b>	<ul style="list-style-type: none"> <li>Assumed Criteria</li> <li>No Enrollment Intensity</li> <li>AGI <math>\leq \\$90,000</math></li> </ul>	Base Tuition and Mandatory Fees <i>Option for minimum award</i>
<b>High Level (model B)</b>	<ul style="list-style-type: none"> <li>Assumed Criteria</li> <li>No Enrollment Intensity</li> <li>AGI <math>\leq \\$120,000</math></li> </ul>	Base Tuition and Mandatory Fees <i>Option for minimum award</i>



## Appendix B: Facebook Ad



## Appendix C: Instagram Carousel





## Appendix D: Instagram Spanish Version



## Appendix E: LinkedIn Banner





# History Colorado

**To:** Joint Budget Committee and Staff  
**From:** Chris Creighton, Chief Financial Officer  
Jarrod Gibbons, Director of Financial Planning and Analysis  
**Date:** November 1, 2025  
**Subject:** Request for Information-Strategic Plan Initiatives Program Updates

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This memorandum provides an update on the progress of various aspects of History Colorado's Strategic Initiative investments using funds from [Senate Bill 22-216](#). This Request for Information states:

*The Department of Higher Education, History Colorado, Central Administration, History Colorado Strategic Plan Initiatives - History Colorado is requested to submit a report by November 1, 2025, outlining program expenditures and outcomes related to the History Colorado Strategic Plan Initiatives. The institution should include performance metrics for each strategic initiative over the life of the appropriation.*

- [Program Summary & Updates:](#)
  - [Expansion of Hands on History](#)
  - [Scale Museum of Memory](#)
  - [“Free for Kids” admission](#)
  - [Colorado History Classroom Curriculum](#)
  - [Affiliates & Traveling Exhibits Program](#)
  - [Marquee Exhibitions](#)
  - [Licensing What's Your Story? and The 90s: Last Decade Before the Future](#)
  - [Upgrade of A/V Equipment](#)
- [Financial Investment](#)

## Program Summary & Updates:

In 2022, S.B. 22-216<sup>1</sup> adjusted the limited-gaming revenue distribution formula and transferred \$3.0 million into the Historic Society Strategic Initiative (HSSI) Fund to strengthen History Colorado's financial position through projects that expand earned revenue and statewide impact. These multi-year initiatives continue in FY 2025-26 using the remaining balance of that \$3 million appropriation. These resources support History

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<sup>1</sup> [Senate Bill 22-2016](#)

Colorado's efforts to generate earned income, increase educational access, and enhance public value across all regions of the state.

History Colorado's Strategic Initiative investments include:

### ***Expansion of Hands-On History***

Hands-On History is a K-8 program that provides fifth-day and school-break camps for students in communities with four-day school weeks and limited child-care options. These funds are being used to extend the program to additional regions with four-day school weeks, which now make up roughly 69 percent of Colorado's 179 districts, and to reach child-care deserts in rural areas. In FY 2025, the program expanded to a total of seven sites - Denver, Pueblo, Montrose, Trinidad, Fort Garland, Greeley, and La Junta, serving more families in rural communities. Due to a temporary dip in summer camps in the urban communities, we experienced a decrease in overall registration in FY25. However, our rural communities had increases in registration throughout the year. More than one-third of tuition across the state was covered through assistance to ensure access for working families. Hands-On History is expanding to Monte Vista in the San Luis Valley and is partnering with CSU Spur in Denver in FY 2026 to continue building equitable access and support workforce participation across the state.

During FY24 and FY25, HOH continued to grow as a cornerstone of History Colorado's statewide youth engagement and family support strategy. The program expanded its reach across rural and urban communities, strengthened operational consistency, and deepened its impact through tuition assistance and educator training.

Revenue generated from this program is used to offset program expenses.

#### **Programmatic Updates:**

<b>Hands-On-History</b>	<b>FY24</b>	<b>FY25</b>
HOH Revenue	\$ 124,767	\$ 131,787
Expansion Site Revenue	\$ 3,435	\$ 13,173
Unduplicated Participants	599	549
Contact hours	34,327	32,614
Registrations	944	859

- FY 2025 Hands-On History Revenue: \$131,787
- FY 2025 Expansion Site Program Revenue: \$13,173
  - Averaged 65% of tuition assistance per family (Greeley & La Junta)
- FY 2025 Program Numbers
  - 549 unduplicated participants
  - 32,614 Contact Hours (actual hours in session) - Average 59 hours per participant
  - 859 Registrations
- FY24 to FY25 Growth
  - Expansion Sites
    - La Junta offered full year of programs (Friday classes & camps) and served 72 registered participants
    - Greeley hosted four weeks of summer with 33 registered participants
  - Ute Indian Museum (Montrose) doubled registrations from 61 in FY24 to 124 in FY25
- Meeting the needs of working families in Colorado
  - Avg tuition assistance per family - 33% (amount of discount for tuition)
  - 464 out of 477 families received tuition assistance (97%)
- Expansion FY26
  - Greeley: three additional weeks of camp (from four to seven)
  - San Luis Valley (Monte Vista): year-round programming beginning January 2026
  - CSU Spur (Denver): Spring Break & Summer Camps in 2026

## ***Scale Museum of Memory***

Museum of Memory is a statewide public-history initiative that works directly with Colorado communities to document, interpret, and share their own histories. The program collaborates with residents, artists, and local organizations to record oral histories, collect photographs and artifacts, and create exhibits that reflect community perspectives. In FY 2025, the Museum of Memory completed 4 new projects, bringing the total to 22 completed projects and two more in progress. More than 1,450 oral histories and 1,400 community-defined photographs and records have been added to the state's historical permanent collection. Current work also advances the Heritage for All initiative, which seeks to add 150 historically underrepresented sites to the State Register by 2026. These efforts continue to broaden statewide participation, elevate BIPOC and rural voices, and strengthen

History Colorado's role as a partner in preserving Colorado's diverse collective memory.<sup>2</sup> HSSI support made it possible to launch and expand this program statewide.

Programmatic Updates:

- 22 completed community projects; 2 in progress.
- 1,450 oral histories and 1,400 community-defined records were added to the permanent collection.
- three community art pieces were integrated into exhibits.
- *Heritage for All* initiative continues toward 150 new State Register listings by 2026
  - History Colorado is halfway to this goal
- 20 online project pages and 3 learning kits for affiliate museums.

***“Free for Kids” admission to all History Colorado museums***

With this funding, the “Free for Kids” initiative permanently provides free admission to all visitors ages 18 and under at every History Colorado museum statewide. This program continues to remove financial barriers for families, ensuring that young Coloradans can experience the state's history regardless of income or location. In FY 2025, more than 23,400 children visited through the program. Participation is projected to reach nearly 30,000 youth visits in FY 2026, reflecting the continued return of family engagement following the pandemic recovery period. The program has also contributed to broader attendance gains since free youth admission began and has helped cultivate new audiences who are now engaging with other educational offerings, such as camps and other youth programs.

Programmatic Updates:

Since the implementation of our “Free for Kids” initiative, we have observed a consistent year-over-year increase in both overall attendance and visitor engagement.

History Colorado Center Admissions Data:

- FY23 - 47,097
- FY24 - 54,999
- FY25 - 80,046

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<sup>2</sup> [More information can be found on the Museum of Memory initiative webpage](#)



## ***Colorado History classroom curriculum***

The Colorado History Classroom Curriculum initiative is developing a comprehensive, standards-aligned program that connects statewide history with local community stories. The new curriculum takes inspiration from a previous curriculum, which was successfully piloted at Centennial School District in the San Luis Valley, where it demonstrated strong alignment with academic standards and positive engagement among teachers and students. Throughout 2025, the project continues in its research, planning, and development phase, focusing on lesson design, content refinement, and integration of educator feedback. The curriculum consists of 9 units with 4-5 lessons per unit as well as case studies for a deeper dive into each unit's content. It is currently being piloted in three classrooms across DPS, Cherry Creek, and Weld County. Work is also underway to create a digital platform that will make the curriculum available to schools across Colorado beginning in FY 2026. This initiative will serve as both a free educational resource and a potential source of earned revenue through supplementary classroom materials once fully implemented.

### **Programmatic Updates:**

Pilot completed at Centennial School District (San Luis Valley).

- Continued curriculum design, lesson refinement, and teacher feedback integration.
- Statewide dissemination planned FY 26 following the development phase.
- Pilot of new curriculum in classrooms within DPS, Cherry Creek, and Weld County currently in progress.
- Developing 9 units with 4-5 lessons per unit as well as extension case studies
- Planning revenue generating components

## ***Affiliates & Traveling Exhibits Program***

The Affiliates and Traveling Exhibits Program builds partnerships with museums, historical societies, libraries, and cultural organizations across Colorado to expand access to shared resources, exhibits, and professional development opportunities. As of the close of FY 2025, the Affiliate Network had grown to 86 member organizations representing 42 counties statewide, reflecting strong interest in collaboration and access to shared content. As of October 10, 2025, that number has grown to 104 Affiliates in 50 counties. In May of 2025, fifty Affiliates came to Denver for a full-day workshop to learn how to best access History Colorado staff, resources, and network. For that Summit, participants came from Creede, Montrose, Colorado Springs, Durango, Breakeyridge, Steamboat Springs, Meeker, Wray, Sterling, Cripple Creek, Lafayette, Highlands Ranch, Alamosa, Silt, and Antonito. Participating affiliates collectively engage hundreds of thousands of visitors annually and

contribute to the preservation and presentation of Colorado's diverse local histories. Affiliates collectively served more than 824,086 visitors statewide.

This program also manages a Traveling Exhibits initiative, which allows regional partners to rent History Colorado-curated exhibitions adapted for flexible installation. Rentals in FY 2025 included the Rainbows and Revolutions exhibition at Colorado Mesa University (attendance 391), and in the fall of 2025, it will be in Alamosa at Adams State University. The Ute STEM exhibition has been hosted at partner museums in Steamboat Springs (attendance 6,259), Pueblo (attendance 2,636), and Breckenridge (attendance 21,362), and it's currently in both Durango and Aspen. This program also oversees an exhibition at the Auraria Library that saw 324,224 visitors in FY 25 and created yet another Sand Creek Massacre exhibition that was hosted at the NPS Sand Creek Massacre site in Eads, Colorado, that saw 776 visitors before it closed due to federal changes. On November 10, 2025 the Sand Creek Massacre traveling exhibition will open in Washington DC just a block from the US Capitol. A dedicated coordinator oversees affiliate communications, logistics, membership renewals, and exhibit scheduling, ensuring smooth delivery and consistent support for member sites. Looking ahead, the program will continue to grow membership, expand professional-development offerings, and pursue sponsorship and grant opportunities that sustain statewide collaboration and shared storytelling.

#### Programmatic Updates:

- 104 affiliate organizations in 50 counties as of 10/10/2025
- In FY24, they served 255,194 people, supported by 994 volunteers contributing 41,906 hours, and had 6,275 members.
- In FY25, the collective annual visitation to Affiliates grew dramatically - 824,086 visitors statewide, more than three times the engagement recorded in FY24 - driven by the growing Affiliate Network and expanded reach of travelling exhibits.
- *Ute STEM* - rented to Steamboat Springs, Pueblo, Breckenridge, Aspen, Durango
- Rainbows and Revolutions was hosted by two universities - Colorado Mesa University and Adams State University
- In FY26 and 27, Ute STEM has confirmation of rentals in Cortez, Pueblo, Louisville, Colorado Springs, Creede and Crested Butte.
- In FY26, *The Dry - Black Women's Legacy in A Farming Community* will be hosted in Creede.
- *Sand Creek Massacre* traveling exhibit opens in Washington DC November 10, 2025.
- In FY27, *The Sand Creek Massacre the Betrayal that Changed the Cheyenne and Arapaho People Forever* will have a three month run in Worland, Wyoming.



- The Bullock Museum in Austin Texas will be renting *The 90s: The Last Decade Before the Future* from November 11/14/2026 - 03/21/2027 and the rental fee of \$150,000 will come to History Colorado.

## ***Marquee Exhibitions***

The Marquee Exhibitions supports large-scale, high-profile exhibitions that attract new audiences, increase admissions revenue, and expand History Colorado's statewide visibility. These exhibitions combine scholarship, design innovation, and community partnership to share compelling Colorado stories while strengthening earned income from admissions, memberships, events, and retail sales. In FY 2024, marquee offerings included *The Sand Creek Massacre: The Betrayal that Changed Cheyenne and Arapaho People Forever*, *Virgil Ortiz Revolt 1680/2180: Runners + Gliders*, and *De la Tierra: Reflections of Place in the Upper Río Grande*. These exhibitions contributed to a 31 percent year-over-year increase in attendance at the History Colorado Center and established a foundation for creating future traveling versions of select shows. *Winter Warriors: The 10th Mountain Division in WWII* opened in FY 2024 and continued through FY 2025. While *The 90s: Last Decade Before the Future* has achieved record breaking attendance, which continued to draw strong visitation and community engagement. Planning is underway for *Moments That Made US*, scheduled for FY 2026, which will commemorate the America 250 / Colorado 150 Anniversary. The Marquee Exhibitions program remains central to the organization's strategy of pairing meaningful public history with sustainable revenue generation and statewide reach. The investment has now positioned the organization to plan and execute exhibitions that meet both mission-driven and financial goals.

## **Programmatic Updates:**

### **Completed Exhibitions / In-Progress:**

- *The Sand Creek Massacre: The Betrayal that Changed Cheyenne and Arapaho People Forever*
- *Virgil Ortiz Revolt 1680/2180: Runners + Gliders*
- *Winter Warriors: The 10th Mountain Division in WWII*
- *De la Tierra: Reflections of Place in the Upper Río Grande*
- *The 90s: Last Decade Before the Future*

### **Upcoming Exhibitions:**

- *Moments that Made US (America 250 / Colorado 150 Anniversary FY 26)*

## ***Licensing What's Your Story? and The 90s: Last Decade Before the Future***

HSSI funds were given to create a customizable multimedia version of the exhibition *What's Your Story?* and sell it to national partners. After the multimedia content management software went through extensive modifications to enable it to run as a stand-alone product rather than a networked product, the sales promotions began. At two national museum conferences, American Alliance of Museums (AAM) and American Association for State and Local History (AASLH) we rented booths to sell the exhibition to large national museums. We also developed web pages and mailers to promote the product. One of the most interested museums in *What's Your Story?* was the Bullock Museum in Austin Texas. After repeated pitches and meetings, they came to see the exhibition over the 2024 holiday break. Then they decided instead they were very interested in renting our *90s: Last Decade Before the Future* exhibition - which was and continues to draw record-breaking crowds. We have therefore pivoted to turning this 90s exhibition into one that can travel and have spent several months negotiating this agreement with the Bullock. The 90s is scheduled to open in Austin Texas in November 2026 and we are following other leads to see if the tour will continue.

### **Programmatic Updates:**

- Developed a full-color national sales and sponsorship toolkit and a dynamic convention booth, showcased at major conferences including AAM (2023) and AASLH (2025).
- Promoted the What's Your Story? licensing opportunity to over 2,000 museum professionals, distributing marketing materials and collecting contacts for follow-up outreach.
- Completed technical conversion of the What's Your Story? multimedia platform into a stand-alone, portable exhibition ready for national distribution.
- Conducted targeted sales negotiations with the Cincinnati Museum Center and the Bullock Museum, refining pricing and marketing strategy based on feedback.
- Pivoted to develop a traveling version of The 90s: Last Decade Before the Future, now scheduled to open at the Bullock Museum in Austin, TX in November 2026, with additional venues under exploration.

## ***Upgrade of A/V Equipment***

The Upgrade of A/V Equipment and Hybrid Learning initiative enhances History Colorado's ability to host hybrid meetings, educational programs, and special events across its facilities. This investment began in response to increased demand for virtual and hybrid

programming following the pandemic, as most meeting and rental spaces previously lacked the technology needed for high-quality online participation. In FY 2024, History Colorado contracted with a vendor to complete major audiovisual upgrades at the History Colorado Center, enabling hybrid delivery for public programs, conferences, and rentals. These improvements have already expanded event capacity, improved accessibility, and created new earned-revenue opportunities through modernized event rentals. In FY 2025-26, the focus will shift toward extending hybrid capabilities to community museums and affiliate sites through small equipment grants and technical support. This next phase will strengthen local museum capacity statewide, improve access to educational content, and help affiliates reach audiences beyond their immediate regions while supporting long-term sustainability and digital engagement across the History Colorado network.

#### Programmatic Updates:

- Spaces now fully hybrid-capable for programs, conferences, and rentals.
- Expanded capacity and accessibility have increased earned rental revenue.
- History Colorado recently installed an assistive listening system known as a hearing loop in both the Colorado Room and at the front desk in the lobby of the History Colorado Center. This is a huge step towards making the History Colorado Center more accessible for guests with hearing loss, particularly when they attend our lectures and public programs.
- Next phase: extend hybrid technology to regional museums and affiliate sites.

#### Financial Investment

HSSI Initiative	FY 2022-23	FY 2023-24	FY 2024-25	Total Investment
Expansion of Hands-On History	\$130,328	\$34,548	\$81,116	\$245,992
Scale Museum of Memory	\$44,031	\$113,400	\$65,702	\$223,133
"Free for Kids" Admission	\$70,000	\$0	\$0	\$70,000
Colorado History Classroom Curriculum	\$1,250	\$9,326	\$27,707	\$38,283
Affiliates Program	\$120,134	\$158,286	\$169,544	\$447,964
Marquee Exhibitions	\$93,958	\$121,886	\$299,513	\$515,357
Licensing What's Your Story	\$142,446	\$9,006	\$0	\$151,452
Upgrade of A/V Equipment	\$16,959	\$261,185	\$14,468	\$292,612
<b>Total</b>	<b>\$619,106</b>	<b>\$707,637</b>	<b>\$658,050</b>	<b>\$1,984,793</b>

## Revenue

Revenue Source	Related HSSI Initiative	FY 2022-23	FY 2023-24	FY 2024-25	Total
History Colorado Center Admissions	Marquee Exhibitions "Free for Kids" Admission	\$445,250	\$525,976	\$787,485	\$1,758,711
AV Rental Revenue	Upgrade of A/V Equipment	N/A	\$23,920	\$93,770	\$117,690
Affiliates Program Revenue	Affiliates Program Licensing What's Your Story	N/A	\$48,216	\$25,837	\$74,053
Hands on History Program Revenue*	Expansion of Hands-On-History	\$113,565	\$132,308	\$144,960	\$414,726
<b>Total</b>		<b>\$558,815</b>	<b>\$730,420</b>	<b>\$1,075,945</b>	<b>\$2,365,180</b>

\*Includes revenue for full HoH Program not just expansion sites

\*\*Colorado History Classroom Curriculum is projected to be completed in FY26 with revenue generation beginning in FY27

\*\*\*Museum of Memory Initiative - strategically directs its resources toward programs that maximize community impact, access, and dialogue and is not a primary revenue stream



1600 Broadway, Suite 2200  
Denver, CO 80202

## MEMORANDUM

TO: Joint Budget Committee

FROM: Kennedy Evans, Budget & Policy Analyst

DATE: November 1<sup>st</sup>, 2025

SUBJECT: Request for Information for the Department of Higher Education #9

This memorandum is in response to the Joint Budget Committee's Request for Information #10 for the Colorado Department of Higher Education.

Request for Information #9 states:

*"The Department is requested to provide information on the amount of Tuition Enrollment Contingency funds distributed to any governing board and whether the governing board complied with Colorado Commission on Higher Education tuition policy and intended limits on undergraduate rates expressed in Long Bill footnotes. This information, as it applies to actual expenditures in FY 2023-24 should be provided by November 1, 2024, and as it applies to actual expenditures in FY 2024-25 should be provided by November 1, 2025."*

In the long bill there is a \$75 million tuition contingency line that allows the Department the ability to address institutional needs for additional spending authority without having to request an emergency supplemental. This allows the Department to transfer spending authority to institutions when their tuition revenue is higher than expected as long as it is not related to increases in tuition rates above the growth assumed in the long bill or would cause the Department to exceed the \$75M authority.



The tuition spending authority increase is derived using maximum tuition rate increase assumptions and forecasts provided by the institutions or Legislative Council Staff.

Below is a history of tuition contingency use over the past five fiscal years.

**Table 1: Tuition Contingency Use History - FY21-25**

Fiscal Year	Contingency Appropriation	Tuition Contingency Used	Percentage of Contingency Used
FY 2020-2021*	\$60,000,000	\$60,000,000	100%
FY 2021-2022	\$75,000,000	\$552,800	1%
FY 2022-2023	\$75,000,000	\$6,548,474	9%
FY 2023-2024	\$75,000,000	\$14,957,674	20%
FY 2024-2025	\$75,000,000	\$38,127,640	51%

\*Additional spending authority was obtained via the FY22-23 Long Bill Add-On

In FY24-25, five institutions/systems utilized their tuition contingency funding, totaling \$38,127,640. This includes:

- Metropolitan State University of Denver (\$1,532,976 in spending authority)
- Western Colorado University (\$50,000 in spending authority)
- Fort Lewis College (\$1,108,463 in spending authority)
- The University of Colorado System (\$5,478,273 in spending authority)
- The Colorado Community College System (\$29,957,928 in spending authority)

The funding distribution process and each original institutional submission are included in [Tuition Contingency \(Google Sheets\)](#).

## Appendix C: CCHE HED Funding Formula Recommendations



**COLORADO**

**Colorado Commission on  
Higher Education**

Department of Higher Education

# Report on the Higher Education Funding Allocation Formula



**2025**

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§ 23-18-306 (2)(a), C.R.S. directs the Colorado Commission on Higher Education (CCHE) to review the funding formula established in §23-18-303.5 every five years.



The Colorado Department of Higher Education (DHE), under its own authority and through the Colorado Commission on Higher Education (CCHE), oversees and coordinates policy for 31 public institutions of higher education (including community colleges, independent local district colleges and local area technical colleges) and authorizes and regulates private colleges, universities and occupational schools.

**Mission** – We support students, advocate and develop policies to maximize higher education opportunities for all.

**Vision** – All Coloradans will have an education beyond high school to pursue their dreams and improve our communities.



This report is being submitted to the Joint Budget Committee and House and Senate Education Committees as required by statute.

November 2025

1600 Broadway, Suite 2200, Denver, CO 80202

For more information contact:

Colorado Commission on Higher Education (CCHE)

[CDHE@dhe.state.co.us](mailto:CDHE@dhe.state.co.us)

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# Commission Strategic Plan

The mission of the Colorado Commission on Higher Education (CCHE) and the Colorado Department of Higher Education (CDHE) reads: We support students, advocate and develop policies to maximize higher education opportunities for all.

Our mission shaped the development of guiding principles that are central to our vision and our work and were applied as we approached the formula review process.

**We are committed to a learner-focused postsecondary ecosystem that:**

- Delivers value and access to opportunity
- Centers equity, inclusion, and belonging at the core of every learner's educational experience
- Embraces lifelong learning and recognizes all pathways
- Blends and rewards learning achieved in both formal and informal settings
- Recognizes and celebrates the strengths and unique characteristics of our many different postsecondary providers

## Process for Review and Feedback

The Commission officially launched the review process by vote at the September 5, 2024, meeting, grounded in the legislative declaration and goals of the funding formula outlined in C.R.S. 23-18-301:

- Higher education funding should be based on the needs of the state, the people of Colorado, and the students.
- Ensure Colorado students have access to postsecondary education so they can compete in the Colorado and global economy.
- Limited state resources must be used to incentivize IHEs to achieve state policy goals identified by the General Assembly (GA) and CCHE Strategic Plan.
- Increase the number of Coloradans who have earned a high-quality postsecondary credential.
- Ensure access to affordable postsecondary education opportunities, regardless of income, race, gender, age, location or academic preparation.
- Increase the rate of participation of low-income and currently underrepresented minority students.
- To ensure tax dollars are being used to achieve state goals, higher education must be funded in a manner that is transparent and understandable.
- To accomplish these state goals, the formula must establish performance metrics that are consistent, predictable, and focused on improved performance.

In alignment with statutory review engagement, the Commission voted on October 24, 2024, to approve a working group for consultation that included 13 Institutional Representatives, seven Governmental Representatives, and five Agency representatives. Representatives of the Working Group are included in Appendix A.

The Working Group has convened eight times as part of the review process to discuss how the formula could be updated. All meetings of the Working Group were open to the public, and recorded; documentation on agendas can be found in Appendix A.

In addition to the Working Group, CCHE also launched a survey tool to gain additional feedback, met with all IHE leaders during its summer meetings and annual retreat, and held two briefings with opportunities for feedback in partnership with the Colorado Trustee Network. CDHE staff worked with the institutional Data Advisory Group throughout the process to ensure input was received on the consistency of adjustments being considered.

Recommendations included in this report represent where broad agreement among the Working Group was reached on adjustments to structure and naming conventions, data sources and definitions, and metric modifications. Also included in this report are other considerations the working group discussed that policymakers may wish to explore.

## Level-Setting: How are institutions currently funded?

There are several mechanisms in state statute that direct General Funds to institutions of higher education for operational and capital needs, program development and maintenance, and student support and scholarships.

The funding formula calculates the distribution of General Fund to the following Governing Boards: Adams State University, Western Colorado University, Metropolitan State University of Denver, University of Northern Colorado, Colorado Mesa University, Fort Lewis College, Colorado State University System, Colorado Community College System, University of Colorado System, and Colorado School of Mines.

The current funding formula does not distribute dollars based on performance to the state’s Area Technical Colleges (ATCs) or Local District Colleges (LDCs), which instead receive the average percentage change in funding across all institutions year-over-year.

The current funding formula was established by HB20-1366, and it distributes funding to institutions for their operational needs broadly by leveraging three steps to determine the allocation of funds:

## Step 1: Base Building – Optional

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Colorado statute allows for funding to be distributed through Step 1 to add to the base funding level of an institution. This step is meant to help institutions make progress toward the strategic plan goals outlined by CCHE or to offset the cost of educating target student groups. This step is optional and has been used four times in the past:

- FY 21–22: \$40.8M distributed using the following metrics:
  - ✎ First-generation student count, full-time equivalent (FTE): 20%
  - ✎ First-generation student count, headcount: 20%
  - ✎ Share of student headcount who are Pell eligible, calibrated to share of base General Fund (GF): 20%
  - ✎ Share of student headcount who are underrepresented minorities, calibrated to share of base GF: 20%
  - ✎ Retention of underrepresented minorities, calibrated to COF portion of share of base GF: 20%
- FY 22–23: \$50M – distributed using FY21–22 metrics
- FY 23–24: \$27M – distributed using FY21–22 metrics
- FY 24–25: \$7.3M – Equally distributed among Adams, Western and Fort Lewis

Funds distributed through Step 1 are added to the “base” used in Step 2 in the following year.

## Step 2: Performance Funding – Required

This step is considered the performance funding step, and most higher education operational funding flows through Step 2. All base funding is run through this step each year, and new funding can and has historically been run through Step 2.

Step 2 of the current performance funding model utilizes eight performance metrics aligned with the 2020 CCHE strategic plan. Each performance metric is weighted to determine the relative influence of an individual metric on the funding allocations.

Metric	Weight	Type
Resident student full-time equivalent (FTE) enrollment	10%	FTE Count
Resident first-generation UG student headcount	5%	Headcount
Resident Pell-eligible student population share	20%	Headcount share
Resident underrepresented minority student population share	20%	Headcount share
Retention rate	20%	Rate
100% Graduation rate (i.e., completing an AS in 2 years or a BA in 4 years.)	10%	Rate
150% Graduation rate (i.e. completing an AS in 3 years or a BA in 6 years.)	10%	Rate
Resident credential completion	5%	Degree count

For each performance metric, IHE performance is calculated by averaging the four most recent years of their performance over the average of the three older years of their performance. This determines the institution’s average change in performance for each metric. The stated purpose of using four-year averages compared against three-year averages in performance is to measure the performance improvement or decline of a given institution against itself. It also is meant to protect against volatility that might be experienced from year-to-year performance changes.

Institutions that show a greater degree of improvement in their average change are considered higher performing for that metric. However, the rate of change between the four- and three- year averages is multiplied against each institution's previous share of the total funding for that metric from the year prior. This calculation is called the "Role & Mission" adjustment, and it serves to create multi-year funding stability for institutions.

Finally, the weights determine the percentage of total funding allocated for distribution based on performance in a given metric. For example, in 2024, 20% of the total funding used for Step 2 was distributed based on retention rate performance. That means that in 2024, all 10 institutions eligible for performance funding were being measured against themselves, but the amount that could possibly be allocated for retention rate performance was fixed at \$200,327,094. After each institution averages their performance over 3- and 4-years to capture the rate of change between those averages, then makes the "Role & Mission" adjustment, they still have to "normalize" the calculations to determine their proportional "share" of a fixed pot of money.

### Step 3: Temporary Additional Funding – Optional

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This step may distribute additional temporary funding to make progress toward the strategic plan goals or for any other purpose. These funds are not base building and are therefore not incorporated into Step 2 in future fiscal years. No funding has been allocated through Step 3 since the implementation of the current allocation model.



# Recommended Changes to Funding Model

## Structure and Naming Conventions

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Feedback gathered throughout the review process indicated broad support for the flexibility and stability provided by the funding steps of the current formula design, but many agreed that the language and order of the current formula were imprecise.

The Commission believes the three different mechanisms of the current formula are important to preserve, but recommends reordering and renaming of the current structure to meet the goals of transparency and understanding outlined in legislative intent.

### **Recommendation #1 – Rename all “Steps” to “Levers”**

The use of “steps” implies an ordering of funding streams and could limit policymakers’ flexibility in use of different components of the formula.

### **Recommendation #2 – Rename “Step 2 – Performance Funding” to “Lever 1 – Results-informed Funding”**

As this is the one **required** “step” in the current funding formula and is the mechanism for the vast majority of funding for IHEs, the naming convention in statute should reflect that this is the first “lever” pulled by policymakers for state support of higher education.

There are currently eight metrics included in the calculation of this distribution, including resident enrollment, first-gen headcount, Pell-eligible and URM population share, retention, graduation rates, and credential completion. The metrics included are reported for each institution with rates of change against previous-year results. When relying on this “step” alone, the current formula reallocates the base institutions received in the previous year and then an increase or decrease similar to the overall percentage change for the institutions of higher education.

While the information included in these calculations is important to institutions and the state to track demonstrations of the goals of the postsecondary system, mechanisms to stabilize and normalize distributions between institutions – including averaging over time, application of the role & mission factor, and normalizing calculations – means this system does not inherently reward performance. Since the ability to drive funding in a true performance model is limited by these calculations, the heading for this lever should be modified to results-informed for accuracy and transparency.

This report will detail some modifications to certain metrics and pose some questions about the application of weights in their calculations; however, we believe the metrics on both student enrollment and outcomes are important considerations for transparency and alignment to the goals of the postsecondary system outlined in both the CCHE mission and legislative intent for the current formula, and these types of measurements should continue to be included in Lever 1.

Recognizing that stability and predictability are important for budgeting at our institutions, we do not recommend any changes in averaging or norming calculations at this time to protect against volatility.

It is also important to remember that metric adjustments recommended below might cause some variability in a single metric, but due to the stabilizing mechanisms that will remain in Lever 1, these adjustments would have a very small impact on the future allocation of resources. Impacts to the allocation of future resources are also minimized because the formula calculates an institution's change relative to itself and all years of data used in the formula would be updated with any metric adjustments. These metric adjustments are important, however, to recognize the goals of the postsecondary system and the characteristics of the Colorado learner who is involved.

### **Recommendation #3 – “Lever 2 – Performance-Based Funding”**

While the current formula is meant to reflect growth and performance, in practice it has largely guaranteed stability and continuity of base funding share levels. The Commission urges policymakers to utilize additional revenue through Lever 2 to reward excellent performance and reinforce their system goals. Measurement should include a look at key performance measures determined by the legislature aligned to state priorities.

By using performance measurements in Lever 2 without the stabilizing factors used in Lever 1, policymakers could drive new resources to reward or incentivize true performance recognition. This lever would become base-building in future years, and as a result, could also be leveraged to address historic inequities that can be carried forward with the stabilizing impact included in Lever 1.

Colorado has a long history of policy creation that identifies and prioritizes the skills needed in our economy and expands learner pathways to success. Work of the Student Success and Workforce Revitalization Task Force created through HB21-1330 recommended building a learner-centered talent ecosystem, delivering better results from targeted increases in State education and training investments, and ensuring a flexible and adaptive talent development system.

The Commission urges policymakers to consider utilizing additional investments through Lever 2 – Performance Funding to facilitate these goals.

### **Recommendation #4 – “Lever 3 – One-Time Investments”**

Although not utilized historically, we recommend the preservation of Lever 3 as a one-time investment option, that does not become base-building, to seed innovation and maintain legislative funding flexibility.

For example, numerous institutions are implementing Partnership/Bridge programs. These innovative collaborations allow students to complete a degree in an area not offered by their home institution. After their first two years, students “transfer” to a second institution, but remain on their home campus while they earn their degree at the partner institution. These programs help

advance several key goals of the postsecondary system: meeting the needs of the Colorado learner, addressing regional workforce needs, and driving system efficiency and good stewardship of state investments. Exploring options for partnership and programming can drive institution expense, and policymakers could use Lever 3 as an option to drive additional funding for one-time or short-term innovations like these.

### **Recommendation #5 – Rename “Role & Mission” Calculation to “Previous Share”**

The “Role & Mission” calculation currently applied in the formula in “Step 2” significantly influences the amount of funding distributed to each institution. With the recommendation that current stabilization calculations continue in the new Lever 1, clarity around the naming calculation should be applied. This calculation has no correlation to an institution’s role and mission but rather represents a stabilizing calculation that reflects the amount of funding that was given to that institution in the prior year. For transparency and understandability of this calculation, we recommend that it be renamed to “previous share.”

## **Data Sources and Definitions**

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### **Recommendation #6 – Move from IPEDS to SURDS for Retention and Graduation Rates**

Current statute on the funding allocation model requires that the calculation of retention and graduation rates rely on data reported to the federal Integrated Postsecondary Education Data System (IPEDS.) For eight of our Community Colleges, we cannot rely on IPEDS data for accurate cohort calculations because of how they are coded in that system. Therefore, this requires that for these institutions, we rely on information collected in the Colorado Student Unit Record Data System (SURDS.) While methodology is aligned between the two systems, using two different data sources is not recommended as best practice. To address this concern, the Commission recommends a change in statute to name SURDS as the data source for both retention and graduation rates.

## **Recommendation #7 – Adding Native Hawaiian Pacific Islander to URM Enrollment Share**

Similar to other groups included in resident underrepresented minority student population share (URM), Native Hawaiian Pacific Islander (NHPI) communities face challenges in accessing and succeeding in higher education.<sup>1</sup> Postsecondary enrollment rates, graduation rates, and educational attainment for NHPI individuals are most similar to the other URM race/ethnicity groups. While not included in statute currently, the Commission recommends this change in calculations and reporting be implemented by the Department. All governing boards see a small increase in URM headcount after counting NHPI students. The average increase in fall 2024 is 1.9%. In the formula, this metric is shown as a share of total headcount. Adding NHPI to URM in the funding formula metric results in a less than 1% point increase in the URM enrollment share at each governing board.

## **Recommendation #8 – Exclude Concurrent Enrollment from Pell Calculations**

Concurrent enrollment students cannot actually receive Pell grants, but they are included in the current Pell-eligible calculation because they may complete a FAFSA and be deemed financially eligible for a Pell grant. As institutions increase their concurrent enrollment populations, this will artificially decrease their Pell-eligible share. Resident Pell-eligible share increases across all governing boards after excluding concurrent enrollment students. Institutions increasing their concurrent enrollment see larger increases over time. Colorado's commitment to utilize concurrent enrollment as a mechanism to shorten time and expense to degree coupled with the legislature's focus on the Big Three<sup>2</sup> highlight the importance of this recommendation.

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<sup>1</sup> Teranishi, R. T., Le, A., Gutierrez, R. A. E., Venturanza, R., Hafoka, 'I., Toso-Lafaele Gogue, D., & Uluave, L. (2019). Native Hawaiians and Pacific Islanders in higher education: A call to action. APIA Scholars. [https://apiascholars.org/wp-content/uploads/2019/12/NHPI\\_Report.pdf](https://apiascholars.org/wp-content/uploads/2019/12/NHPI_Report.pdf)

<sup>2</sup> [https://www.google.com/url?q=https://www.cde.state.co.us/postsecondary/slalom\\_pwrfinancialstudy-december2024&sa=D&source=docs&ust=1762157333640442&usg=AOvVaw1n\\_NKX\\_Ffot\\_MjxyAkCLXT](https://www.google.com/url?q=https://www.cde.state.co.us/postsecondary/slalom_pwrfinancialstudy-december2024&sa=D&source=docs&ust=1762157333640442&usg=AOvVaw1n_NKX_Ffot_MjxyAkCLXT)

### **Recommendation #9 – Move to Pell-Received vs. Pell-Eligible Enrollment and Share**

Current calculations for Pell-eligible include students who do not receive a Pell grant. In the 2024–25 academic year, the new FAFSA was implemented with a switch from the Estimated Family Contribution (EFC) to Student Aid Index (SAI.) The calculation of SAI does not directly determine Pell eligibility in the same way as EFC, making it harder to infer eligibility from SAI alone. Pell eligibility now includes automatic qualifiers and tiered income thresholds. As a result of the new FAFSA, the methodology to calculate Pell-eligible has changed and is less precise; there is no one number that determines a student’s eligibility, meaning that creating a “Pell-eligible” variable could lead to significant misclassification, undercounting or overcounting students who actually qualify. There are some limitations in utilizing Pell received that include not recognizing students who have reached their Pell limit or do not qualify. While the Commission recognizes that Pell eligibility was included in the current allocation model as a proxy for socio-economic status and that Pell-received might not be a perfect solution to replace this prior calculation, we believe it is the most accurate and reliable measure for inclusion, particularly because institutions are compared against themselves.

### **Recommendation #10 – Inclusion of All Qualifying Transfers in Credential Completions**

Currently, the formula only includes qualifying two-year transfer students in the resident credential completion metric. These include students who transferred from a Colorado public two-year institution to a four-year institution with at least 18 credits. Institutions with qualifying transfer agreements include Adams State University, the Colorado Community College System, and Colorado Mesa University. The limited definition included in this current metric only considers it a “success” if a student transfers from a two-year institution to a four-year institution.

Given that 45% of Colorado students transfer at least once, the current metric may not be reflective of the Colorado success story for today’s students. A seamless student experience in Colorado institutions of higher education remains a priority for the Commission. Expanding qualifying transfers to include those from four-year institutions who immediately transfer to another Colorado public institution with at least 18 credits earned at the previous institution in the resident credential completion metric ensures that we recognize the role all institutions play in earning those first 18 credits in a student’s success and postsecondary journey.

All governing boards see an increase in credential completions after counting students who transferred to another public institution with at least 18 credits as a “completion.” This recommendation also includes students enrolled in Bridge/Partnership programs.

### **Recommendation #11 – Remove Partnership Program Students from First-Time Graduation Rate Cohorts**

Partnership/Bridge programs are innovative collaborations that allow students to complete a degree in an area not offered by their home institution. After their first two years, students “transfer” to a second institution, but remain on their home campus while they earn their degree at the partner institution. The home campus continues to incur costs for supporting those students, but after they are considered “transferred” to the second institution, they are not represented in any funding formula metrics for the home institution. Many of these programs are launched to address regional workforce development needs and, through their creation, ensure the utilization of resources responsibly with partner institutions to meet the needs of the learner.

Current calculation of graduation rates relies on cohort creation, and although students enroll in bridge or partnership programs with the full expectation of transferring to the second institution, they are included in the starting cohort and therefore count against home institutions in their graduation rate cohorts as they do not graduate from the home institution. In 2025, approximately 350–400 Colorado students are enrolled at “home” institutions in these programs each term, and student participation is growing.

This recommendation honors that home institutions still incur costs for these students while on their campus, and program completion through another institution is by design and therefore should not adversely impact home institutions on their graduation calculations. Further, the Commission supports this innovation and collaboration among institutions and believes this modification could incentivize expansion of these programs.

## **Recommendation #12 – Include Consideration of Part-Time Student Retention in the Retention Rate**

In 2024–25, part-time students accounted for 48% of resident undergraduate enrollment at public institutions. Yet, these students are not counted in outcome rate measurements in the funding formula. Failure to recognize this student population measurement does not paint an accurate picture of retention rate efforts of our IHEs. Retention of all Colorado students, regardless of how they enroll or attend, remains an important priority for the state.

This recommendation suggests adding students who first enroll part-time to the retention rate metric as an initial step to reflect the outcomes of a more complete portion of an institution’s student body. Expanding the current first-time cohort for this metric to include both full- and part-time students is the preferred mechanism as they are pre-determined, and all institutions have agreed on definitions.

While the combined cohort approach represents a small portion of part-time students (because many part-time students are not first-time), it is an important starting point to incorporate such a large portion of Colorado learners in this key outcome measurement. The Commission urges policymakers and the Department to continue to explore how these cohorts could be expanded to include additional part-time students.

## **Other Considerations**

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### **ATC Inclusion in Formula**

Colorado Area Technical Colleges (ATCs) provide specialized, hands-on training to prepare students for high-demand careers. While they focus on technical skills for direct workforce entry, they are also integrated into our higher education ecosystem. Currently, all three qualified ATCs — Emily Griffith Technical College, Pickens Technical College and Technical College of the Rockies — receive the state average increase through the funding formula and are not included in any of the metric calculations.



Colorado's ATC sector has seen significant growth in recent years, largely driven by increased enrollment and new state funding for high-demand career pathways. This growth is often seen as a response to the state's skilled labor shortage and declining first-time enrollment in higher education for graduating seniors.

Placing ATCs outside of the metric calculations fails to recognize this increase in enrollment and credential completion and does not allow for individual metric differentiation.

If included in Lever 1 calculations going forward, policymakers must recognize that not all current funding formula metrics are applicable for ATCs. It would be currently possible to use resident FTE, credential completion, and URM share for these institutions. Policymakers may also consider including Pell data in the future after the collection of four years of data on the implementation of the Workforce Pell Program.

Policymakers could also consider ATC increases based on their average change in performance to the three metrics above rather than applying the average increase received by all institutions. ATCs could also be prioritized in Lever 2 — Performance Funding to recognize their growth in credential production in alignment with state priorities.

### **Recognizing Success and Efficiency of the System — Graduation Rates, Credential Completion, and Credits-to-Degree**

As the working group explored the metrics of the current funding formula and characteristics of the Colorado postsecondary student, there was rich conversation of success measures currently included in our allocation model.

Many highlighted the graduation rate duplication of first-time full-time 100% (4-year completion) and 150% (6-year completion) and how they might be imperfect measures of success for a system where both transfer and part-time students make up such a large part of Colorado student enrollment. While measurements like credits-to-degree might incorporate all students and

recognize an institution's role in moving to completion efficiently (saving the student both time and money), the detailed methodology and data limitations presented couldn't be resolved during the review process.

It is the recommendation of the Commission that policymakers continue to explore the development of success measures that capture the goal of moving learners to and through the postsecondary ecosystem efficiently, while recognizing that the majority of today's students do not follow a traditional first-time full-time path throughout their entire postsecondary journey.

As conversations about the development of these success measures continue, we encourage policymakers to utilize the impact of applying weights in the current allocation model design.

Currently, graduation rates account for 20% of the Lever 1 allocations and credential completion just 5%. As the 150% graduation rate calculation includes students who are also counted in the 100% graduation rate metric, you may consider narrowing to a single graduation metric, lowering the weight of the duplicative measures, or increasing the weight of the credential completion metric to better capture system goals.

### **Implementation, Transparency, and Data Sharing**

The Commission recognizes that how we measure and validate data remains a key step in funding formula utilization, and the Department must work with institutions to ensure clear definitions, collection and validation.

Throughout the working group process, there were conversations regarding data sharing and transparency. While not in the full scope of formula review, the Commission encourages policymakers work to further improve transparency in the funding ecosystem and to facilitate ongoing comparative data that ensures funding decisions are sound.

Information currently included in Budget Data Books for institutions does not incorporate year-over-year changes, report on other miscellaneous non-education general income, or include all staff FTE. Review of this information could inform policymakers' allocation decisions and ensure they can help institutions better navigate inflationary increases.

The Commission also recommends that the Department formally commit to sharing all fiscal note considerations with institutions as policy is being developed. CDHE shall also, following state and federal privacy laws and best practices and as staffing capacity allows, make available de-identified data to institutions as necessary for their effective implementation of active legislation.

## Commission Adoption

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The Colorado Commission on Higher Education voted to approve this formula review report at its November 13, 2025, meeting.

## Next Steps

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The Commission requests that legislation be introduced in the 2026 legislative session to enact the statutory changes needed to implement the proposed recommendations outlined in this report.

The Department and the Commission will continue to engage stakeholders, with the core principles outlined above, to further refine the formula structure, metrics, and collection and verification of data to ensure quality implementation of the resource allocation model.

For all formula review meeting recordings and documents, please see this [link](#).

# Appendix A

## Formula Working Group Membership

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### **Institutional Representatives**

Heather Heersink — Adams State University  
Michelle Quinn — CO Mesa University  
Kirsten Volpi — CO School of Mines  
Steve Schwartz — Fort Lewis College  
Jim Carpenter — Metro State University  
Dale Pratt — University of Northern Colorado  
Ian Higgins — Western Colorado University  
Chad Marturano — CU System  
Henry Sobanet — CSU System  
Mark Superka — CCCS System  
Chuck Jensen — Aims Community College  
Mary Boyd — Colorado Mountain College  
Ed Bowditch — Area Technical Colleges

### **Governmental Representatives**

Speaker Julie McCluskie  
President James Coleman  
Minority Leader Cleave Simpson  
Representative Meghan Lukens  
Jess Kostelnik, Senior Policy Advisor to Governor Polis  
Rebecca Tyus, OSPB Manager Higher Education  
Amanda Bickel, JBC Staff

### **Agency Representatives**

Commissioner Jen Walmer  
Commissioner Eric Tucker  
Executive Director Dr. Angie Paccione  
Dr. Sophia Laderman, Chief Policy and Research Officer

## Appendix D: History Colorado Storage Facility Update

## Collections Care Facility

Colorado's historic collection of 15 million artifacts spanning 13,000 years requires secure, environmentally controlled storage that meets museum accreditation standards. History Colorado is the statutory steward of this collection, which is currently housed primarily at North Storage, a 50,000-sq-ft facility purchased in 2011 that now holds approximately 85,000 sq ft of artifacts and is over capacity. North Storage also faces significant deficiencies including aging HVAC, roof leaks, compromised security systems and poor lighting, creating risks to both staff safety and long-term preservation of the State Collection.



In 2021, a space needs analysis determined that a right-sized facility would require 65,000–100,000 sq ft of compact storage (or up to 160,000 sq ft in current non-compact style). Initial efforts focused on converting the DPA owned facility at 1881 Pierce Street into museum-grade storage. The FY 2024–25 Long Bill approved \$500,000 for Collections Care Storage, which was subsequently moved to the Capitol Complex lease line to support the proposed 1881 Pierce solution. This amount grew to \$968,000 in FY 2025–26 and is \$945,000 for FY 2026–27.

History Colorado engaged Iron Horse Architects and Schwartz Silver to produce plans and cost estimates for converting 1881 Pierce to storage and the projected cost of retrofitting Pierce is \$30 million. This is more than double the \$11–\$15 million originally anticipated and budgeted for this project. This is driven by modifications including window replacement, pest mitigation, loading dock repairs, lighting and electrical upgrades, lack of a freight elevator, and insufficient floor-to-ceiling clearances.



Given these prohibitive costs, earlier alternatives were reconsidered. In 2024, History Colorado partnered with OSA and CEO to initiate an Energy Performance Contract (EPC) to advance a portfolio-wide capital improvement strategy. Previously, History Colorado was not aware of the manner in which the EPC could provide a potential pathway for resolving a portion of North Storage's facility challenges. North Storage became newly viable as critical facility repairs—roof replacement, lighting upgrades, HVAC, fire safety, and weather sealing—can now be financed without moving the collection, saving an estimated \$2 million in avoided moving costs. Potential North retrofit costs are estimated between \$5.4–8M, and an additional optional expansion ranging \$3.6M–\$4.9M for an additional 22,500 sq ft of usable space. This path allows History Colorado to reinvest existing cash funds and EPC financing into a long-term solution at North.

## Collections Care Options Explored

The high cost of retrofitting 1881 Pierce has led History Colorado to revisit earlier discussions during the master planning phase, including continued use and expansion of North Storage, leasing storage space from other state agencies, leasing a storage facility on the private market, or renovating the History Colorado Center to increase storage capacity. Below is a summary of the cost of each option.<sup>1</sup> The high cost of each option has led History Colorado to focus on North Storage as the Collections Care solution for the State. History Colorado has also contracted with Tryba Architects to prepare master plans for the History Colorado Center that could include some storage enhancements.

Collections Care Facility Cost Summary (In Millions)					
Capital Need	North*	1881 Pierce	Lease/Retrofit**	Build**	Buy/Retrofit**
Retrofit	\$8.0	\$27.5	\$48.3	53.4	55.4
Expansion	\$5.0	\$0.0	\$0.0	\$0.0	\$0.0
Move	\$0.0	\$2.0	\$2.0	\$2.0	\$2.0
<b>Total</b>	<b>\$13.0</b>	<b>\$29.5</b>	<b>\$50.3</b>	<b>\$55.4</b>	<b>\$57.4</b>
Funds on Hand	\$7.1	\$7.1	\$7.1	\$7.1	\$7.1
North Proceeds***	\$0.0	\$4.0	\$4.0	\$4.0	\$4.0
EPC Borrowing	\$8.0	N/A	N/A	N/A	N/A
Contingency/Project Mgmt	\$1.5				
<b>Gap</b>	<b>\$0.6</b>	<b>-\$18.4</b>	<b>-\$39.2</b>	<b>-\$44.3</b>	<b>-\$46.3</b>
EPC Payment	\$0.5	N/A	N/A	N/A	N/A

<sup>1</sup> \*Costs are subject to change based on final EPC borrowing and HC Capital Contribution (funds on hand). HC capital contribution is not required, but would reduce EPC borrowing and payment amount. EPC payments expected 12-18 months after funding received (March 2027-July 2028)

\*\*Costs from 2021 Stantec Facility Study- have not been adjusted for inflation

\*\*\*Current estimate. Could be up to \$8M with rezoning and depending on market conditions