

# JOINT BUDGET COMMITTEE



## STAFF FIGURE SETTING FY 2024-25

## DEPARTMENT OF HIGHER EDUCATION

JBC WORKING DOCUMENT - SUBJECT TO CHANGE  
STAFF RECOMMENDATION DOES NOT REPRESENT COMMITTEE DECISION

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# CONTENTS

Department Overview .....	1
Summary of Staff Recommendations.....	2
Description of Incremental Changes.....	3
Major Differences from the Request.....	5
Decision Items Affecting Multiple Divisions .....	6
➔ Request R1/BA2 Increase Operating Support for Public Institutions of Higher Education and Financial Aid .....	6
➔ R2 Tuition Spending Authority Increase.....	24
➔ Annualization for S.B. 21-213 FMAP Adjustment and Footnote Related to School of Medicine Upper Payment Limit .....	27
➔ Communication with Fort Lewis College.....	31
(3) Colorado Commission on Higher Education Financial Aid .....	33
Decision Items – Colorado Commission on Higher Education Financial Aid .....	38
➔ R1/BA2 Financial Aid Components [Legislation Requested/ Recommended] .....	38
➔ R3 Fort Lewis College Native American Tuition Waiver.....	43
➔ Free College Initiative [Legislation Recommended/RFI Option].....	47
➔ ARPA Higher Ed Bill Refinement – Finish What You Started .....	52
➔ Aligned Financial Aid in New Legislation [Legislation Recommended] .....	54
① BA4 Path4Ward Caseload Adjustment.....	55
Line Item Detail – Colorado Commission on Higher Education Financial Aid .....	55
Line Items Included in Numbers Pages Due to Prior Year Appropriations.....	63
(4) College Opportunity Fund Program.....	66
Decision Items – College Opportunity Fund Program .....	67
➔ COF Stipend and Fee-for-Service Adjustments incorporated R1 Requests .....	67
➔ Reduce COF Private Stipend .....	68
① H.B. 24-1305 - Eliminate COF cap for concurrent enrollment.....	69
① S.B. 18-086 Cybersecurity Limited Purpose FFS Program.....	69
Line Item Detail – College Opportunity Fund Program.....	70
(5) Governing Boards.....	76
Decision Items – Governing Boards.....	76
FY 2023-24 Supplemental Decision Items.....	76
➔ FY 2023-24 Long Bill Supplemental: Fee Adjustment.....	77

FY 2024-25 Decision Items.....	77
➔ Estimated Fee Revenue - Mandatory Fees.....	78
➔ Amendments 50 and 77 Gaming Revenue Adjustment.....	78
➔ Full-time Equivalent Faculty and Staff FTE adjustment .....	79
➔ Tobacco Revenue Adjustment.....	80
Line Item Detail – Governing Boards .....	81
(6) Local District College Grants Pursuant to Section 23-71-301, C.R.S. ....	87
Decision Items – Local District College Grants.....	87
Line Item Detail – Local District College Grants .....	88
(7) Division of Occupational Education .....	90
<i>(Area Technical Colleges Only)</i> .....	90
Decision Items – Division of Occupational Education .....	90
① Potential Area Technical College increase and FY 2023-24 RFI 3.....	90
Line Item Detail – Division of Occupational Education.....	94
Long Bill Footnotes and Requests for Information .....	95
Long Bill Footnotes .....	95
Requests for Information.....	97
Numbers Pages .....	102

#### Additional Appendices:

Tuition and Enrollment Forecast February 2024  
Higher Education Funding Model  
Letter from Fort Lewis College  
Funding Proposal from Area Technical Colleges

#### HOW TO USE THIS DOCUMENT

The Department Overview contains a table summarizing the staff recommended incremental changes followed by brief explanations of each incremental change. A similar overview table is provided for each division, but the description of incremental changes is not repeated, since it is available under the Department Overview. More details about the incremental changes are provided in the sections following the Department Overview and the division summary tables.

Decision items, both department-requested items and staff-initiated items, are discussed either in the Decision Items Affecting Multiple Divisions or at the beginning of the most relevant division. Within a section, decision items are listed in the requested priority order, if applicable.

In some of the analysis of decision items in this document, you may see language denoting certain ‘levels of evidence’, e.g. theory-informed, evidence-informed, or proven. For a detailed explanation

of what is meant by 'levels of evidence', and how those levels of evidence are categorized, please refer to Section 2-3-210 (2), C.R.S.

## DEPARTMENT OVERVIEW

The public higher education system served 182,162 full-time equivalent students (FTE) in FY 2021-22, including 143,177 Colorado residents.<sup>1</sup> Of the total, 170,704 students attended one of the 27 institutions overseen by 10 state governing boards. The remaining 11,458 student FTE attended local district colleges, which receive regional property tax revenues in addition to state funding, or area technical colleges, which offer occupational certificates and serve both secondary and post-secondary students. Of the total, 28.3 percent of SFTE attended institutions in the community college system, area technical colleges, and local district colleges, which have historically focused on two-year and certificate programs.<sup>2</sup> Students attending institutions that offer baccalaureate and higher degrees are concentrated at the University of Colorado, Colorado State University, and Metropolitan State University of Denver. Enrollment declined 4.4 percent in FY 2020-21, following the onset of the COVID-19 pandemic. In FY 2021-22, total enrollment fell by a further 2.4 percent.

The Colorado Commission on Higher Education (CCHE) coordinates the higher education delivery system, including requests for state funding. The CCHE has some regulatory authority over the public higher education institutions in areas such as role and mission, degree programs, the transfer of credits, and performance reporting. However, each institution has a governing board that makes policy and budget decisions for the institution.

The General Assembly has delegated significant budgetary control to the governing boards of the higher education institutions. The members of the governing boards are generally appointed by the Governor, except at the University of Colorado, which has an elected Board of Regents. Within broad parameters, the governing boards are allowed to determine how to spend the revenue they earn, and they can retain unspent funds at the end of each fiscal year for future initiatives.

The Department includes the following divisions and programs:

- **Colorado Commission on Higher Education**, including staff, operating expenses, and special purpose programs. The executive director of CCHE is also the executive director of the Department. The **Department Administrative Office** includes centrally-appropriated amounts for CCHE and History Colorado.
- **Financial aid** programs, which fall under the purview of CCHE. The director of CCHE also appoints the directors of College Assist and CollegeInvest, which are both statutorily authorized state enterprises with responsibilities related to student loans and college savings programs. Both of these programs are off budget.
- The **College Opportunity Fund** Program, which provides stipend for undergraduate resident students to attend public colleges and participating private colleges in Colorado. The section also includes appropriations for fee-for-service contracts with public higher education institutions for graduate education and other educational services not covered by the stipends.

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<sup>1</sup> About 40 percent of Colorado high school graduates attend Colorado postsecondary public institutions the fall after they graduate from high school. About 15 percent attend institutions out of state.

<sup>2</sup> Many institutions in the community college system, as well as one of the local district colleges (Colorado Mountain College) now offer 4-year degrees, often focused on applied areas.

- Appropriations for each of the higher education **Governing Boards**. Tuition, stipend, and fee-for-service spending authority for public higher education institutions is provided in the Governing Boards section.
- The **Division of Occupational Education** oversees Colorado Vocational Act programs, the Area Vocational Schools, federal Perkins technical training programs, and resources for the promotion of job development, job training, and job retraining.
- State subsidies for **Local District Junior Colleges; History Colorado;** and the **Auraria Higher Education Center**, which maintains the single shared campus of the Community College of Denver, Metropolitan State College of Denver, and the University of Colorado at Denver and Health Sciences Center.

## SUMMARY OF STAFF RECOMMENDATIONS

DEPARTMENT OF HIGHER EDUCATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$5,857,635,721	\$1,557,646,970	\$3,082,765,912	\$1,190,772,165	\$26,450,674	26,759.7
Long Bill supplemental	42,463,718	0	42,463,718	0	0	(33.6)
<b>TOTAL</b>	<b>\$5,900,099,439</b>	<b>\$1,557,646,970</b>	<b>\$3,125,229,630</b>	<b>\$1,190,772,165</b>	<b>\$26,450,674</b>	<b>26,726.1</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$5,900,099,439	\$1,557,646,970	\$3,125,229,630	\$1,190,772,165	\$26,450,674	26,726.1
R1/BA2 State funding increase for higher education	98,705,845	54,878,139	0	43,827,706	0	0.0
R2 Tuition spending authority	128,597,755	0	128,597,755	0	0	0.0
R3 Fort Lewis Native American tuition waiver	(235,968)	(235,968)	0	0	0	0.0
R4/BA6 Dept of HiEd salary adjustment	171,130	171,130	0	0	0	0.0
HC1 Collections care and storage lease	0	0	0	0	0	0.0
HC2 Historic property affordable housing	0	0	0	0	0	0.0
HC3 250_150 Commission outreach	250,000	250,000	0	0	0	0.0
HC4 Adobe maintenance manager	104,351	104,351	0	0	0	0.9
HC5 Cumbres Toltec fire mitigation	500,000	500,000	0	0	0	0.0
HC6 Community museums	150,000	0	150,000	0	0	0.0
HC7 COP sequestration	44,817	0	44,817	0	0	0.0
HC8 Strategic initiatives spending authority	1,218,415	0	1,218,415	0	0	0.0
HC9 Indian boarding school research	333,333	333,333	0	0	0	2.0
BA1 Cybersecurity incident remediation	770,738	770,738	0	0	0	4.0
BA3 Div of Occupational Ed cost increase	100,000	0	0	100,000	0	0.0
BA4 Path4Ward caseload adjustment	155,823	155,823	0	0	0	0.0
BA5 CSFS federal Inflat Reduc Act tree equity FTE	0	0	0	0	0	0.0

DEPARTMENT OF HIGHER EDUCATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
HC BA1 Colorado Heritage for All	236,826	0	236,826	0	0	2.7
AHEC spending authority	4,337,353	0	0	4,337,353	0	0.0
Centrally appropriated line items	3,036,418	1,872,743	1,633,523	(757,076)	287,228	0.0
Depreciation Lease Equivalent	1,565,337	1,565,337	0	0	0	0.0
Colorado Geological Survey	126,068	34,795	91,273	0	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	787.1
Annualize prior year legislation	(32,164,384)	(39,660,746)	(1,690,575)	9,186,937	0	(3.3)
Annualize prior year budget actions	(7,382,229)	(5,327,543)	(2,000,000)	0	(54,686)	(12.0)
SI Student fee adjustments	(5,724,815)	0	(5,724,815)	0	0	0.0
SI Higher Ed limited gaming adjustment	(2,097,250)	0	(2,097,250)	0	0	0.0
SI Tobacco MSA revenue adjustment	(1,488,947)	0	(1,488,947)	0	0	0.0
SI COF private stipend	(307,713)	(307,713)	0	0	0	0.0
Technical requests	820,736	(165,345)	3,899,966	(3,355,686)	441,801	0.0
<b>TOTAL</b>	<b>\$6,091,923,078</b>	<b>\$1,572,586,044</b>	<b>\$3,248,100,618</b>	<b>\$1,244,111,399</b>	<b>\$27,125,017</b>	<b>27,507.5</b>
<b>INCREASE/(DECREASE)</b>	<b>\$191,823,639</b>	<b>\$14,939,074</b>	<b>\$122,870,988</b>	<b>\$53,339,234</b>	<b>\$674,343</b>	<b>781.4</b>
Percentage Change	3.3%	1.0%	3.9%	4.5%	2.5%	2.9%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$6,010,197,137</b>	<b>\$1,557,037,230</b>	<b>\$3,196,002,874</b>	<b>\$1,230,380,890</b>	<b>\$26,776,143</b>	<b>26,755.8</b>
Request Above/(Below) Recommendation	(\$81,725,941)	(\$15,548,814)	(\$52,097,744)	(\$13,730,509)	(\$348,874)	(751.7)

## DESCRIPTION OF INCREMENTAL CHANGES

**LONG BILL SUPPLEMENTAL:** The recommendation includes adjustments to higher education tuition and fee revenue estimates for FY 2023-24.

**R1/BA2 STATE FUNDING INCREASE FOR HIGHER EDUCATION [INCLUDES LEGISLATION RECOMMENDATION]:** After budget adjustments submitted January 2, 2024, the request includes an increase of \$48,249,474 General Fund for public higher education institutions and financial aid, representing a 3.4 percent increase. Staff recommends a 4.0 percent totaling \$56,378,139 General Fund. This includes an increase of \$45.7 million General Fund (4.0 percent) for the public institutions of higher education, including \$43.8 million for stipends and fee-for-service contracts reappropriated to the ten state governing boards and \$1.9 million General Fund for grants to local district colleges and area technical colleges. Consistent with statutory requirements for aligned funding increases, it also includes \$10.7 million for financial aid, including \$9.2 million General Fund for Need Based Grants and \$1.5 (not included in the Long Bill) for new legislation for financial aid for homeless youth.

Funding for the institutions is allocated using the funding formula established by H.B. 20-1366. The request and recommendation use solely the Performance section of the model, which compares institutions' performance changes over time with the performance changes of other institutions in eight areas: resident FTE enrollment, credential production, Pell eligible enrollment, underrepresented minority enrollment, retention rate, graduation rate in 100% of time, graduation rate in 150% of time,

and first generation enrollment. This portion of the request incorporates base funding for the state institutions plus 4.0 percent, with specific percentages varying by institution. The local district colleges, and the area technical colleges receive the average increase of 4.0 percent.

Consistent with the request, the recommendation leaves the College Opportunity Fund (COF) stipend at the current \$116 per credit hour or \$3,480 per year for a full time, full year (30 credit hour) student.

**R2 TUITION SPENDING AUTHORITY:** After budget adjustments submitted January 2, 2024, the request is to limit resident undergraduate tuition increases to 2.5 percent. The request also assumes a 6.4 percent increase in nonresident tuition, although this does not reflect a limit. The staff recommendation assumes increases of 4.0 percent in tuition for resident and nonresident students. After adjustments for enrollment, using the Legislative Council Staff forecast, the staff recommendation includes an increase of \$128.6 million in tuition revenue. Tuition rate assumptions will be identified in Long Bill footnotes.

**R3 FORT LEWIS NATIVE AMERICAN TUITION WAIVER:** The recommendation includes a decrease of \$235,968 General Fund for the Fort Lewis College Native American tuition waiver, bringing total waiver payments to \$22,028,890. Waiver payments are mandated by Section 23-52-105 (1)(b)(I), C.R.S., which requires the General Assembly to fund 100 percent of the tuition obligations for qualifying Native American students attending Fort Lewis College. Funding for the tuition waiver is made one year in arrears and is calculated based on prior year enrollment estimates. Almost all funds support nonresident tuition payments for Native American students who are not Colorado residents; however, the majority of these students are from tribes with historical ties to the State.

**SI (STAFF INITIATED) IHE EMPLOYEE FTE ADJUSTMENTS:** The recommendation includes a net increase of 783.1 FTE for the governing boards, as well as 4.0 FTE for the Auraria Higher Education Campus. These FTE are shown for informational purposes only.

**ANNUALIZE PRIOR YEAR LEGISLATION** The recommendation includes a net reduction of \$32.2 million total funds throughout the Department for the out-year impacts of legislation adopted in prior years. The table below highlights those items relevant to the divisions in this figure setting packet. Of particular note is an increase of \$12.0 million General Fund to annualize S.B. 21-213 (Enhanced Medicaid Match), which was not incorporated in the Executive Request. Also of note is annualization of H.B. 21-1317 (Regulating Marijuana Concentrates). This request was originally submitted as a \$2.0 million reduction, but the Executive Request was corrected based on communication with staff.

ANNUALIZE PRIOR YEAR LEGISLATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
SB21-213 Enhanced Medicaid Match	\$21,808,260	\$12,040,326	\$0	\$9,767,934	\$0	0.0
SB23-031 Improve Health-care Access Older Coloradans	2,330,856	1,165,428	0	1,165,428	0	0.0
HB23-1246 Support in-demand career workforce	(43,600,000)	(43,600,000)	0	0	0	0.0
HB23-1060 Updates to State Forest Service Tree Nursery	(5,382,500)	(5,382,500)	0	0	0	0.0
HB 24-1186 (Supplemental)	(3,687,327)	(1,846,427)	(94,475)	(1,746,425)	0	(1.0)
HB23-1244 Regional health connector	(1,500,000)	(1,500,000)	0	0	0	(0.8)



ANNUALIZE PRIOR YEAR LEGISLATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
HB21-1317 Regulating Marijuana Concentrates	(1,000,000)	0	(1,000,000)	0	0	0.0
SB23-005 Forestry and wildfire mitigation workforce	(414,232)	(414,232)	0	0	0	0.0
Annualize SB 22-192 Opportunities for Credential Attainment	(339,175)	61,850	(401,025)	0	0	0.0
HB23-1069 Study Biochar in Plugging Oil and Gas Wells	(195,075)	0	(195,075)	0	0	(1.5)
SB23-149 Higher Ed Student Financial Aid for Youth Mentors	(100,000)	(100,000)	0	0	0	0.0
HB23-1237 Inclusive Language Emergency Situations	(77,009)	(77,009)	0	0	0	0.0
HB23-1220 Study Republican River	(8,182)	(8,182)	0	0	0	0.0
<b>TOTAL</b>	<b>(\$32,164,384)</b>	<b>(\$39,660,746)</b>	<b>(\$1,690,575)</b>	<b>\$9,186,937</b>	<b>\$0</b>	<b>(3.3)</b>

**SI STUDENT FEE ADJUSTMENTS:** The recommendation includes a reduction of \$5.7 million in mandatory fees paid by students, based on current estimates. Fees are shown for informational purposes.

**SI HIGHER ED LIMITED GAMING ADJUSTMENT:** The recommendation includes a decrease of \$2.1 million cash funds for community college and other designated institutions' revenue from limited gaming funds. These funds are received based on Constitutional and statutory provisions and are shown for informational purposes only. This decrease reflects the overall decrease in receipts received in August 2023 compared to August 2022.

**SI TOBACCO MSA REVENUE ADJUSTMENT:** The recommendation includes a decrease of \$1.5 million for the projected change in revenue to the Tobacco Settlement Health Education Fund appropriated to the Regents of the University of Colorado for programs on the medical campus.

**SI COF PRIVATE STIPEND:** The recommendation includes a decrease of \$307,713 General Fund based on utilization of the COF stipend at private institutions.

## MAJOR DIFFERENCES FROM THE REQUEST

Major differences in the recommendation for amounts in the Long Bill include:

*For FY 2023-24:*

- The staff recommendation includes updates to FY 2023-24 tuition and fee amounts that were not formally requested.

*For FY 2024-25:*

- The staff recommendation for R1 includes an increase of 4.0 percent General Fund, rather than the 3.4 percent included in the Executive request adding \$8.1 million General Fund above the Executive Request. (Of this amount, \$1.5 million is not included in the Long Bill and is instead in separate legislation.)

- The recommendation annualizes S.B. 21-213 (Enhanced Medicaid match), adding \$12.0 million General Fund, including aligned financial aid. The request did not include this annualization.
- The recommendation includes estimates for tuition revenue based on the LCS enrollment forecast and JBC Staff tuition increase assumptions of 4.0 percent for both resident and non-resident students.
- The recommendation includes updates to cash funds amounts based on tobacco common policy projections, as well as gaming revenues, student fees, and FTE shown for informational purposes.

## DECISION ITEMS AFFECTING MULTIPLE DIVISIONS

### ➔ REQUEST R1/BA2 INCREASE OPERATING SUPPORT FOR PUBLIC INSTITUTIONS OF HIGHER EDUCATION AND FINANCIAL AID

*REQUEST:* The request includes an increase of \$48,249,474 General Fund for public higher education institutions and financial aid, including amounts submitted in request R1 and request BA2. As summarized in the table below, the request provides an average increase of 3.4 percent for the public institutions of higher education, with variation by institution, and an aligned increase for financial aid and student stipends at private institutions.

R1/BA2 <u>REQUEST</u> INCREASE FOR PUBLIC HIGHER EDUCATION AND FINANCIAL AID				
	BASE FUNDING FOR STUDENT STIPENDS, FEE-FOR-SERVICE CONTRACTS UNDER 23-18-303.5, SPECIALTY EDUCATION, AND GRANTS FOR LOCAL DISTRICT AND AREA TECHNICAL COLLEGES, AND ALIGNED FINANCIAL AID BASE (FY 23-24 APPROPRIATION)	FY 24-25 REQUEST: STUDENT STIPENDS, FEE-FOR-SERVICE CONTRACTS UNDER 23-18-303.5, SPECIALTY EDUCATION, AND GRANTS FOR LOCAL DISTRICT AND AREA TECHNICAL COLLEGES, AND ALIGNED FINANCIAL AID	R1/BA2 INCREASE REQUESTED	PERCENTAGE INCREASE IN FUNDING
Adams State University	\$23,503,197	\$24,191,449	\$688,252	2.9%
Colorado Mesa University	44,685,411	46,170,033	1,484,622	3.3%
Metropolitan State University	93,227,346	97,054,235	3,826,889	4.1%
Western State Colorado University	20,178,587	21,067,630	889,043	4.4%
Colorado State University System	223,796,952	231,583,165	7,786,213	3.5%
Fort Lewis College	19,004,629	19,712,402	707,773	3.7%
University of Colorado System	305,518,922	316,304,316	10,785,394	3.5%
Colorado School of Mines	33,574,131	35,095,555	1,521,424	4.5%

R1/BA2 <u>REQUEST</u> INCREASE FOR PUBLIC HIGHER EDUCATION AND FINANCIAL AID				
	BASE FUNDING FOR STUDENT STIPENDS, FEE-FOR-SERVICE CONTRACTS UNDER 23-18-303.5, SPECIALTY EDUCATION, AND GRANTS FOR LOCAL DISTRICT AND AREA TECHNICAL COLLEGES, AND ALIGNED FINANCIAL AID BASE (FY 23-24 APPROPRIATION)	FY 24-25 REQUEST: STUDENT STIPENDS, FEE-FOR-SERVICE CONTRACTS UNDER 23-18-303.5, SPECIALTY EDUCATION, AND GRANTS FOR LOCAL DISTRICT AND AREA TECHNICAL COLLEGES, AND ALIGNED FINANCIAL AID	R1/BA2 INCREASE REQUESTED	PERCENTAGE INCREASE IN FUNDING
University of Northern Colorado	63,055,632	64,852,044	1,796,412	2.8%
Community College System	269,147,853	277,122,657	7,974,804	3.0%
<b>Sub-total, State Governing Boards</b>	<b>1,095,692,660</b>	<b>1,133,153,486</b>	<b>37,460,826</b>	<b>3.4%</b>
Colorado Mountain College	11,995,297	12,345,732	410,109	3.4%
Aims Community College	14,166,012	14,579,863	484,324	3.4%
Area Technical Colleges	20,455,069	21,052,651	699,342	3.4%
<b>Total</b>	<b>\$1,142,309,038</b>	<b>\$1,181,131,732</b>	<b>\$39,054,601</b>	<b>3.4%</b>
Financial aid programs aligned with funding for governing boards - total	267,094,931	276,226,686	9,131,755	3.4%
<u>Proposed allocation</u>				
<i>Need Based Grants</i>	<i>228,897,742</i>	<i>233,186,545</i>	<i>4,288,803</i>	<i>1.87%</i>
<i>COSI</i>	<i>10,000,000</i>	<i>13,342,952</i>	<i>3,342,952</i>	<i>33.43%</i>
<i>New leg: Homeless Youth F.A.</i>	<i>0</i>	<i>1,500,000</i>	<i>1,500,000</i>	<i>n/a</i>
Student stipends at private institutions aligned with public institutions	1,846,140	1,909,258	63,118	3.4%
<b>Total</b>	<b>\$1,411,250,109</b>	<b>\$1,459,267,676</b>	<b>\$48,249,474</b>	

The funding request uses the funding model created in H.B. 20-1366 but is based solely on the Performance Funding section of the model (“Step 2”).

The request also includes a statutorily-required financial aid component. For this component of the request, the Department requests **\$9,131,755 in total** for aligned financial aid. After accounting for a request for a bill related to homeless youth, the request includes:

- \$4,288,803 for Need Based Grants
- \$4,000,000 for the Colorado Opportunity Scholarship Initiative (COSI)
- \$1,500,000 for a bill that the JBC is requested to sponsor for financial aid for homeless youth. If the JBC does not wish to set aside this \$1.5 million for new legislation, the request would add this

amount proportionately back to the Need Based Grants and COSI request (\$842,952 and \$657,048 respectively)

Finally, the request includes an increase of \$63,118 for student stipends at private institutions.

The Executive request R2 (discussed further below) also includes limiting resident undergraduate tuition increases to 2.5 percent while assuming that nonresident tuition will increase across-the-board by 6.5 percent. Based on these assumptions, the request includes an increase of \$114.4 million in cash funds spending authority for tuition revenue. If approved, the limits on tuition increases would be incorporated in Long bill footnotes that express the General Assembly's assumptions in setting tuition spending authority.

*REQUEST FROM HIGHER EDUCATION INSTITUTIONS:* In late December, the higher education institutions submitted a request for a much larger increase through a December 20, 2023 letter to the Committee. They have since updated some figures in a submission to staff. **The institutions request is for \$148.3 million General Fund, including the aligned financial aid increase, or \$100.0 million more General Fund than the Governor's request. This would be associated with the 2.5 percent cap on resident tuition (matching the Governor's request) and assumed increases of 3.0% to 4.0% for nonresident tuition.**

*RECOMMENDATION:* The staff recommendation attempts to take into account the limitations on the state General Fund, institutional needs, and the limitations on students' financial resources—a “shared sacrifice” approach--and is based on the following components:

- 4.0 percent General Fund increase
- 4.0 percent cap on resident undergraduate tuition
- Assumed 4.0 percent increases in nonresident and graduate resident tuition

**The staff recommendation includes an increase of \$56,378,139 General Fund--\$8.1 million General Fund *more* than the Governor's request but \$91.9 million *less* than the institutions' request.<sup>3</sup>** The staff recommendation is also expected to generate approximately \$128.6 million in tuition revenue increases, including an increase of approximately \$54.3 million in resident tuition revenue and an increase of approximately \$74.3 million in nonresident tuition revenue. Whether institutions will generate this amount is dependent both on whether institutions choose to increase tuition to the maximum allowed/assumed and on their actual enrollment.

The institutions have indicated a need for a **5.2 percent overall base increase, using their “base core minimum” calculation.** Staff believes this figure—which aligns with Denver-Lakewood-Aurora inflation for calendar year 2023—is a reasonable funding target at a high level. **The staff recommendation generates an overall increase of 4.9 percent at the ten state governing boards, though the actual increase varies significantly by institution, depending upon enrollment trends.**

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<sup>3</sup> The staff recommendation also annualizes the impact of S.B. 21-213, which adds a further \$12.0 million General Fund to the overall recommendation, including an aligned financial aid increase.

*College Opportunity Fund Stipend:* The request and the recommendation are based on allocating the total funding between College Opportunity Fund student stipends and fee-for-service contracts. The COF stipend amount is based on maintaining the current stipend rate at \$116 per credit hour and using the 2023 actual use of the COF stipend by students. The balance of funding is allocated through fee-for-service contracts.

The table below summarizes the staff General Fund recommendation for R1.

R1/BA2 <u>RECOMMEND</u> INCREASE FOR PUBLIC HIGHER EDUCATION AND FINANCIAL AID				
	BASE FUNDING FOR STUDENT STIPENDS, FEE- FOR-SERVICE CONTRACTS UNDER 23-18-303.5, SPECIALTY EDUCATION, AND GRANTS FOR LOCAL DISTRICT AND AREA TECHNICAL COLLEGES, AND ALIGNED FINANCIAL AID BASE (FY 2023-24 APPROPRIATION)	FY 24-25 REQUEST: STUDENT STIPENDS, FEE- FOR-SERVICE CONTRACTS UNDER 23-18-303.5, SPECIALTY EDUCATION, AND GRANTS FOR LOCAL DISTRICT AND AREA TECHNICAL COLLEGES, AND ALIGNED FINANCIAL AID	R1/BA2 INCREASE REQUESTED	PERCENTAGE INCREASE IN FUNDING
Adams State University	23,503,197	24,340,898	837,701	3.6%
Colorado Mesa University	44,685,411	46,493,901	1,808,490	4.0%
Metropolitan State University	93,227,346	97,278,881	4,051,535	4.3%
Western State Colorado University	20,178,587	21,169,695	991,108	4.9%
Colorado State University System	223,796,952	232,767,511	8,970,559	4.0%
Fort Lewis College	19,004,629	19,691,325	686,696	3.6%
University of Colorado System	305,518,922	318,434,787	12,915,865	4.2%
Colorado School of Mines	33,574,131	35,265,901	1,691,770	5.0%
University of Northern Colorado	63,055,632	65,611,473	2,555,841	4.1%
Community College System	<u>269,147,853</u>	<u>278,465,994</u>	<u>9,318,141</u>	3.5%
<b>Sub-total, State Governing Boards</b>	<b>1,095,692,660</b>	<b>1,139,520,366</b>	<b>43,827,706</b>	<b>4.0%</b>
Colorado Mountain College	11,995,297	12,475,109	477,212	4.0%
Aims Community College	14,166,012	14,732,652	566,640	4.0%
Area Technical Colleges	20,455,069	21,273,272	818,203	4.0%
<b>Total</b>	<b>\$1,142,309,038</b>	<b>\$1,188,001,399</b>	<b>\$45,689,761</b>	<b>4.0%</b>
Financial aid programs aligned with funding for governing boards - total	267,209,440	277,897,818	10,688,378	4.0%
<i>Proposed allocation</i>				
<i>Need Based Grants</i>	228,897,742	238,086,120	9,188,378	4.0%
<i>COSI</i>	10,000,000	10,000,000	0	0.0%
<i>New leg: Homeless Youth F.A.</i>	0	1,500,000	1,500,000	n/a
Student stipends at private institutions aligned with public institutions	1,846,140	1,846,140	0	0.0%
<b>Total</b>	<b>\$1,411,364,618</b>	<b>\$1,200,535,917</b>	<b>\$56,378,139</b>	<b>4.0%</b>

The analysis below focuses on funding for the institutions, tuition, and the total amount of aligned financial aid. The discussion of how to assign that financial aid has been moved to the financial aid section of this write-up.

#### *ANALYSIS:*

Basis for the staff recommendation:

- The public institutions emphasize that, like other sectors of state government, they must address **inflationary increases**. They typically provide a model of their “base core minimum costs” (described in more detail below) that identifies these inflationary needs. **The most recent version of this model suggests a need for a 5.2 percent increase to cover inflationary pressures. Given overall inflationary pressures on state government, including the impact of the ColoradoWINS agreement and the new “step” increase structure for classified staff, this seems a plausible number.**
- **The institutions’ model is built around assuming a stable enrollment, that all costs are fixed, and that they must provide salary and benefits commensurate with the rest of state government.** In reality: (1) Enrollment is not stable. Resident student enrollment has been declining at most institutions, though it now appears to be stabilizing at most. At the same time large research institutions have seen an increase in nonresident enrollment, which supports their bottom line. (2) Particularly at institutions that rely heavily on adjunct faculty, not all costs are fixed. (3) For most of their employees, institutions are not required to provide increases commensurate with the rest of state government. Salary and benefits for non-classified will not go up at the same level as increases for state statewide, because institutions that are relying heavily on cash funds from tuition may not have sufficient resources to provide larger salary increases. **While model does not represent reality, it does reflect the spending pressures the institutions face, particularly with respect to staff compensation and maintaining employment levels (even when student enrollment may be falling).**
- **The tables below provide ways to look at the situation from a state government and institutional perspective.** Note that this is different from a student perspective, which legislators must also keep in mind.

The tables below are built on the following assumptions.

- 1) The staff recommendation for a 4.0 percent General Fund increase with the distribution of funds through the Performance (“step 2”) portion of the funding model, as requested by both the Governor and the institutions;
- 2) The Legislative Council Staff forecast for institutional enrollment for FY 2023-24 and FY 2024-25 combined with 4.0 percent tuition increases for all students, including Colorado resident undergraduates and graduate students and nonresident students.
  - Resident tuition increases of 4.0 percent are far higher than the 2.5 percent proposed by the Governor and definitely above a level that staff thinks is desirable. The General Assembly will need to balance competing demands from institutions for revenue and demands from students for affordable tuition with the availability of state General Fund. If the General Assembly is able to contribute more General Fund, staff hopes this tuition figure can be reduced.
  - For nonresident tuition, institutions have consistently indicated that the Governor’s request for 6.5 percent nonresident tuition increases is not realistic. They have also generally indicated that 3.0 to 4.0 percent is realistic, and, based on past history, actual

increases for have often varied significantly from estimates provided by the institutions. Given this, staff is assuming 4.0 percent for modeling purposes.

The first table shows overall institutional revenue that would be reflected in the Long Bill based on the staff recommendation. These figures include various other adjustments that staff has incorporated in the budget and that are not part of this request: annualizations, fee estimates, and other state funding sources. As shown, even with a General Fund increase of 4.0 percent and assumed tuition increases of 4.0 percent, there is significant variability in the projected increase by institution due to enrollment changes, as well as the different levels of General Fund increase that they receive from the funding model, particularly for those institutions that are more dependent upon the General Fund (small institutions, community colleges, and “comprehensive” four year institutions such as Metro and Mesa).

TOTAL AMOUNT REFLECTED IN THE LONG BILL FROM STATE SUPPORT, RESIDENT & NONRESIDENT TUITION FY 2024-25: STAFF RECOMMENDATION OF 4.0% INCREASES IN ALL TUITION RATES AND GENERAL FUND OVER FY 2023-24*				
	FY 2023-24 REVENUE ESTIMATE (REVISED)	FY 2024-25 REVENUE ESTIMATE	CHANGE	PERCENTAGE CHANGE
Adams State University	\$47,484,374	49,592,310	\$2,107,936	4.4%
Colorado Mesa University	120,379,265	125,524,690	5,145,425	4.3%
Metropolitan State University	200,037,950	205,652,584	5,614,634	2.8%
Western Colorado University	43,494,309	45,571,863	2,077,554	4.8%
Colorado State University System	744,674,536	779,721,408	35,046,872	4.7%
Fort Lewis College	62,251,833	62,757,068	505,235	0.8%
University of Colorado System	1,584,719,746	1,657,761,967	73,042,221	4.6%
Colorado School of Mines	230,692,428	249,590,646	18,898,218	8.2%
University of Northern Colorado	135,081,688	140,472,331	5,390,643	4.0%
Community College System	572,127,529	596,724,252	24,596,723	4.3%
<b>TOTAL</b>	<b>\$3,740,943,658</b>	<b>3,913,369,118.60</b>	<b>\$172,425,461</b>	<b>4.6%</b>

\*Excludes limited purpose FFS and SB 24-213 annualization

As noted, these totals are the result of various factors, but enrollment is a key component. Legislative Council Staff forecasts for Resident and Nonresident students are shown below. As shown, at most institutions’ enrollment is now projected to be stabilizing, after an extended decline. However, *Fort Lewis College is projected to continue to experience substantial declines in its nonresident population, while the Colorado School of Mines is seeing robust growth. In both cases, those explain their positions as outliers in revenue growth in the table above.*

LCS HIGHER EDUCATION ENROLLMENT FORECAST							
	FY 2023-24		FY 2024-25		FY 24 TO FY 25		
	Resident	Nonresident	Resident	Nonresident	% Change Resident	% Change Nonresident	% Change Total
Adams	1,554	858	1,572	867	1.2%	1.1%	1.1%
Mesa	6,466	1,104	6,506	1,091	0.6%	-1.2%	0.4%
Metro	11,261	455	11,272	458	0.1%	0.8%	0.1%
Western	1,763	553	1,770	559	0.4%	1.0%	0.6%

LCS HIGHER EDUCATION ENROLLMENT FORECAST							
	FY 2023-24		FY 2024-25		FY 24 to FY 25		
	Resident	Nonresident	Resident	Nonresident	% Change Resident	% Change Nonresident	% Change Total
CSU System	18,558	9,535	18,320	9,807	-1.3%	2.8%	0.1%
Fort Lewis	1,337	1,555	1,325	1,475	-0.9%	-5.2%	-3.2%
CU System	39,851	19,032	39,798	19,374	-0.1%	1.8%	0.5%
Mines	4,060	3,114	4,222	3,277	4.0%	5.2%	4.5%
UNC	5,137	863	5,131	867	-0.1%	0.4%	0.0%
Community Colleges	46,277	1,808	46,692	1,846	0.9%	2.1%	0.9%
<b>Total</b>	<b>136,264</b>	<b>38,878</b>	<b>136,610</b>	<b>39,620</b>	<b>0.3%</b>	<b>1.9%</b>	<b>0.6%</b>

Staff encourages legislators to explore how modifying assumed tuition versus General Fund support, as well as the portion of the funding formula used, change institutions' projected revenue picture. The model may be accessed here, on the General Assembly's website: [https://co-lcs.shinyapps.io/co\\_higher\\_ed\\_finance/](https://co-lcs.shinyapps.io/co_higher_ed_finance/)

### HOW MUCH FUNDING?

In determining funding for the institutions, the Committee must address the questions both of **how much funding** to provide and then **how to allocate it**.

- **Every 1.0 percent increase in General Fund for the higher education funding model and financial aid costs \$14.2 million.**
- **Funding for higher education has historically been driven by the revenue available to the General Assembly.** The Committee could establish the minimum General Fund it wishes to provide for higher education during the figure setting process, but staff anticipates that both the final amount and the allocation plan may not be settled immediately.
- **The Governor's Office has proposed a total increase of \$48.2 million for the institutions and financial aid,** representing a **3.4 percent** increase in state support for the institutions, based an assumption that **tuition increases for resident undergraduates will be limited to 2.5 percent.**
- **The institutions have come directly to the Committee (not through the Governor's Office) seeking an increase of \$148.3 million General Fund, including aligned financial aid, or \$100.0 million more than the Governor's request.**
- **Given a collection of challenging choices, the staff recommendation incorporates a 4.0 percent increase from all sources: General Fund, resident tuition, and nonresident tuition, driving a General Fund increase of \$56.4 million.** Staff also estimates that an increase of \$78.7 million General Fund might be sufficient to cover institutions' "base core minimum" calculations if accompanied by a 4.0 percent tuition increase.
- Apart from minor tweaking, **staff concurs with the institutions' expectations that they will experience inflationary increases in the range of 5.2 percent,** assuming no other adjustments to the size of their operations and taking into consideration the impact of the Colorado WINS negotiations.



- **It will be difficult for students to bear cost increases at the 5.2 percent level or even the 4.0 percent level.** Colorado resident students already struggle with high tuition rates compared to the rest of the nation, and increases up to 5.0 percent were allowed for FY 2023-24, and many institutions increased tuition at this rate. If rates are too high, fewer students will enroll. Institutions likewise estimate that nonresidents likely cannot accept increases greater than 4.0 percent and higher rates may reduce enrollment. At the same time, the General Assembly's ability to fill the gap between revenue from resident and nonresident tuition and total institutional inflationary needs is limited. Staff notes that the Colorado Commission on Higher Education's Strategic Plan is particularly focused on "value" and whether costs to students generate sufficient returns for all degrees. A 4.0 percent increase in tuition does not support this goal; staff simply recognizes that there are many competing issues for the General Assembly and institutions to balance.<sup>4</sup>
- **If the JBC has sufficient revenue available to go higher than this amount of General Fund, and to reduce the student tuition figure, staff would support that.** There is ample evidence that the state higher education system is "underfunded" in comparison to other states, and staff is supportive of additional increases for the institutions to the extent the General Assembly has sufficient resources. However, the **JBC may want to see where it stands with the March revenue forecast before making final decisions about higher education funding.** The public higher education institutions are an industry with over \$10.0 billion in combined annual revenues and over \$7.5 billion in expendable net assets at the end of FY 2022-23. They rely far more heavily on tuition and other cash revenues than the General Fund. Thus, \$50.0 million General Fund increase spread across the institutions represents a modest increase from the perspective of many of the institutions, though it represents a large amount from a state budget perspective. The General Assembly should not over-extend its own limited resources to provide additional support that will be welcome--but will not change the fundamental dynamic that makes the largest institutions highly dependent upon tuition.

#### *CALCULATING INSTITUTIONAL INFLATIONARY NEED – "BASE CORE MINIMUM COSTS"*

The institutions have costs that they must cover to keep their organizations functioning, including annual salary and benefits increases. The ten state governing boards employ an estimated 27,027.0 state FTE in Education and General functions in FY 2023-24. This represents one-quarter to one-half of all staff employed by the institutions. In prior year requests the Department has cited data indicating that nearly 60 percent of all State of Colorado government employees work in higher education.<sup>5</sup> Most of these are "off budget" and work for the institutions in research and auxiliary services, which are expected to be self-supporting.

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<sup>4</sup> [https://cdhe.colorado.gov/sites/highered/files/2022\\_CCHE\\_Strategic\\_Plan\\_2.2.23.pdf](https://cdhe.colorado.gov/sites/highered/files/2022_CCHE_Strategic_Plan_2.2.23.pdf)

<sup>5</sup> According to prior year Department requests, the U.S. Census Bureau report on State Government employment and payroll data for 2016 showed that 50,472 FTE worked in higher education in 2016, representing 59.0 percent of all State of Colorado government FTE. The Bureau of Labor Statistics reported 79,600 state employees in Colorado working in education in 2019, most of whom are presumed to be higher education staff, including student workers. The University of Colorado website notes that it alone employs 36,500 people and is the third-largest employer in the State.

Unlike other parts of state government, the General Assembly does not appropriate funds to the governing boards based on common policy salary and benefits calculations. Instead, institutions are expected to use General Fund, tuition revenue and other sources of support to cover these costs. This is true even for those institutional staff whose salary and benefits are determined by state personnel system rules (classified staff). **Salary and benefits for *classified* staff represented 8.4 percent of salaries and benefits overall in the Education and General Budget in FY 2022-23.** Other classified staff are employed in housing, dining, and other “auxiliary enterprises” but these enterprises are assumed to be self-sustaining. The table below summarizes the sources and uses of funds in FY 2022-23 that were funded from the Education and General budget.

FY 2022-23 ACTUAL EDUCATION AND GENERAL BUDGETS*		
	EXPENDITURE/REVENUE	PERCENTAGE OF TOTAL
Total Salaries and Benefits (about 50% salaries and 15% benefits)	2,523,301,280	64.8%
Other Expenditures	1,408,673,819	35.2%
<b>Total Education &amp; General Budget</b>	<b>3,931,975,099</b>	<b>100.0%</b>
General Fund	907,491,589	22.1%
Resident tuition	1,297,358,508	35.6%
Nonresident tuition	1,169,243,798	29.7%
Other state funds sources	50,894,674	0.8%
Fees, indirect recoveries, other	506,986,530	11.8%
Classified Staff Salaries and Benefits (included above)	212,345,625	8.4% of all salaries and benefits

\*Excludes special programs at CSU, such as forestry and agricultural extension, Occupational Education at CCCS, and the Auraria Higher Education Campus.

The institutions’ typically provide a “base core costs” calculation as the basis for their inflationary needs calculation. The approach is highly simplified, but it provides some foundation for an inflationary needs calculation.

The calculation submitted relies on the fund source estimates included in the FY 2023-24 Long Bill for tuition and state General Fund and FY 2023-24 estimates for salaries and benefits included in the budget data book submission in November. The budget data books incorporate additional funding sources (as shown in the table above) but are used as the source of the *percentage* of costs from salaries, benefits, etc.. These figures are already out-of-date, but are certainly functional from a scale perspective. The institutions use these base figures and combine them with estimated inflationary increases as reflected in the table. The final, weighted calculation, as shown, is for an increase of 5.2 percent, which aligns with calendar year 2023 inflation for the Denver-Lakewood-Aurora metropolitan statistical area.

INSTITUTIONS' BASE CORE MINIMUM COST CALCULATION			
	FY 2023-24 BASE E&G ESTIMATED SHARE OF EXPENDITURES FOR SALARY, BENEFITS, OTHER APPLIED TO FY 2023-24 LONG BILL GENERAL FUND AND TUITION TOTAL	INFLATIONARY INCREASE REQUESTED	BASIS FOR INFLATIONARY INCREASE
Salaries (57.6% of total expenses)	\$2,137		

INSTITUTIONS' BASE CORE MINIMUM COST CALCULATION			
	FY 2023-24 BASE E&G ESTIMATED SHARE OF EXPENDITURES FOR SALARY, BENEFITS, OTHER APPLIED TO FY 2023-24 LONG BILL GENERAL FUND AND TUITION TOTAL	INFLATIONARY INCREASE REQUESTED	BASIS FOR INFLATIONARY INCREASE
Salary Survey		\$64.1	3.0 Percent - State Salary Survey
COWins Step Plan Impact		16.6	E&G share of CO Wins step plan+ 31.8% for compression
HLD Benefits (17.2% of total expenses)	368.0	63.8	10.0 Percent
Other Expenses (25.2% of total expenses)	93.0	48.7	5.2 Percent - CY 2023 Inflation
<b>Total FY 2023-24 LB GF + Tuition</b>	<b>\$3,711</b>	<b>\$193.2</b>	
Percentage Change (Weighted)		5.2%	

- **Staff is comfortable recognizing that institutions face inflationary pressures in the range of 5.2 percent**, including the impact of the ColoradoWins Step Plan.
- **Institutions face a complex array of factors affecting revenue and have a variety of tools for managing expenditures. Many of these components are outside of the General Assembly's control.** For example, while the tables above include nonresident and graduate tuition and make related assumptions about these tuition rates, the General Assembly has not generally chosen to control these revenue components.
- **While institutions face inflationary pressures similar to the rest of state government, they have some flexibility in how they respond to those pressures.** Even if the General Assembly adds 5.0 percent for salary increases, non-classified staff might receive no increases or 10.0 percent increases, depending upon enrollment trends and other factors. Institutions are required to comply with salary requirements for classified staff, but classified staff represent less than 10.0 percent of institutional employees.
- **Ultimately, institutions will ensure that their expenditures align with their revenue.** Staff believes it is appropriate to recognize inflationary pressures on institutional budgets but also recognizes that the General Assembly will not be able to fully compensate for some trends, like declining enrollment, and institutions may need to do some related retrenching.
- **Staff would support providing the institutions with additional funding to bring their overall revenue available closer to the 5.2 percent increase highlighted by the institutions, but the JBC will have to assess what is feasible after the March forecast.**

#### *GENERAL FUND/TUITION TRADE OFF*

In December 2023, updated in February 2024 communication to staff, institutions have proposed the following ratios between General Fund authorized and resident tuition caps. As shown, they have suggested that with a resident tuition cap of 2.5 percent, \$148.3 million General Fund is needed. With a 5.0 percent tuition rate cap, they propose an increase of \$104.6 million, which is still more than double the Governor's request.

## Institutions' Proposal: General Fund v. Tuition

Base Core Minimum Costs		\$193.2	\$193.2	\$193.2	\$193.2	\$193.2	\$193.2	\$193.2
Resident Tuition Rates (Non-Resident at 3.0% to 4.0%)	Rates	0.0%	1.0%	2.0%	2.5%	3.0%	4.0%	5.0%
	Dollar Amount	\$44.0	\$57.6	\$71.2	\$77.9	\$84.7	\$98.3	\$111.9
Statutorily Required Increase for SEPs		\$6.3	\$5.8	\$5.2	\$4.9	\$4.6	\$4.0	\$3.5
Step 2 State Funding	Percent	13.6%	12.4%	11.1%	10.5%	9.9%	8.7%	7.4%
	Dollar Amount	\$155.5	\$141.4	\$127.2	\$120.1	\$113.1	\$98.9	\$84.8
Step 1 State Funding		-	-	-	-	-	-	-
Total State Funding	Percent	13.6%	12.4%	11.1%	10.5%	9.9%	8.7%	7.4%
	Dollar Amount	\$155.5	\$141.4	\$127.2	\$120.1	\$113.1	\$98.9	\$84.8
Statutorily Required Financial Aid Increase		\$36.4	\$33.1	\$29.8	\$28.2	\$26.5	\$23.2	\$19.9
Total State Funding with Financial Aid		\$192.0	\$174.5	\$157.0	\$148.3	\$139.6	\$122.1	\$104.6

- In this version of the model, the institutions assume that nonresident tuition is available at \$44.0 million (representing 3-4% on flat enrollment), and that any balance must be covered by the General Fund or resident tuition.
- Staff's calculations indicate that **if the JBC wishes to use the institutions' proposed "base core minimum" funding model but assume that resident and nonresident tuition will increase by 4.0 percent *plus projected enrollment changes*, only approximately \$83.2 million General Fund would be required to "fully fund" base core minimum costs at a 4.0 percent resident tuition cap**, instead of the \$122.1 million included in the institutions' model. This would represent a General Fund increase of 5.9 percent. The key difference between this calculation and the institutions' is the nonresident tuition assumption. This difference is driven by projected growth in nonresident enrollment, as compared to more stagnant resident enrollment. Note that at this level of funding, not all institutions would see a 5.2 percent increase, but the institutions in aggregate would have an increase at this level.

STATE FUNDS FOR A 5.2% "BASE CORE MINIMUM" INCREASE ASSUMING 4.0% TUITION INCREASES	
	MILLION \$s
"Base core minimum" on revised FY 24 base	\$193.2
Nonresident tuition at 4.0% + nonres enrollment growth	<u>74.3</u>
Balance after nonresident tuition	118.9
Resident tuition at 4.0%	<u>54.3</u>
Remaining need for GF for "base core minimum" [5.9%]	64.6
Aligned GF: financial Aid & non-state institutions	18.4
<b>Total General Fund Need</b>	<b>\$83.1</b>

**ACHIEVING BASE CORE MINIMUM WITH STATE SUPPORT, RESIDENT & NONRESIDENT TUITION FY 2024-25: 5.9% INCREASES IN GENERAL FUND AND 4.0% INCREASE IN ALL TUITION RATES OVER FY 2023-24\***

	FY 2023-24 REVENUE ESTIMATE (REVISED)	FY 2024-25 REVENUE ESTIMATE	CHANGE	PERCENTAGE CHANGE
Adams State University	\$47,484,374	50,037,000	\$2,552,626	5.4%
Colorado Mesa University	120,379,265	126,374,098	5,994,833	5.0%
Metropolitan State University	200,037,950	207,429,794	7,391,844	3.7%
Western Colorado University	43,494,309	45,958,617	2,464,308	5.7%
Colorado State University System	744,674,536	783,973,892	39,299,356	5.3%
Fort Lewis College	62,251,833	63,116,813	864,980	1.4%
University of Colorado System	1,584,719,746	1,663,579,526	78,859,780	5.0%
Colorado School of Mines	230,692,428	250,234,926	19,542,498	8.5%
University of Northern Colorado	135,081,688	141,671,002	6,589,314	4.9%
Community College System	572,127,529	601,811,612	29,684,083	5.2%
<b>TOTAL</b>	<b>\$3,740,943,658</b>	<b>3,934,187,279.17</b>	<b>\$193,243,621</b>	<b>5.2%</b>

\*Excludes limited purpose FFS and FY 24-25 SB 24-213 annualization

- Staff notes that, at present, a 1.0 percent increase in General Fund support (\$14.2 million) will provide close to the same amount of money for the state governing boards (\$11.1 million) as a 1.0 percent increase in resident tuition (\$13.6 million, including \$11.7 million for undergraduates). Further, unlike a resident tuition increase, institutions do not need to set aside institutional financial aid to accompany a General Fund increase (as they often do for a tuition increase). Thus, **at a very high level, the General Assembly can think of “buying down” 1.0 percent of resident tuition for every 1.0 percent increase in General Fund support.** At the same time, staff recognizes that the impact of a “buy down” is very different at the institutional level because of institutions’ different fund mixes, as well as the funding distribution that results from the higher education funding model: a 1.0 percent increase in General Fund may mean something very different from a 1.0 percent increase in resident tuition at an institution.
- While the “base core minimum” calculation works from the perspective of developing a high level estimate of need, it works less well once adjustments are applied at the individual governing board level.** This is because: (1) Governing boards rely on General Fund versus resident versus nonresident tuition to vastly different extents; (2) governing boards' total revenue is also significantly affected by enrollment, both in absolute numbers and in the mix of students: resident, non-resident, particular disciplines; (3) the General Fund model provides somewhat different results by institution.

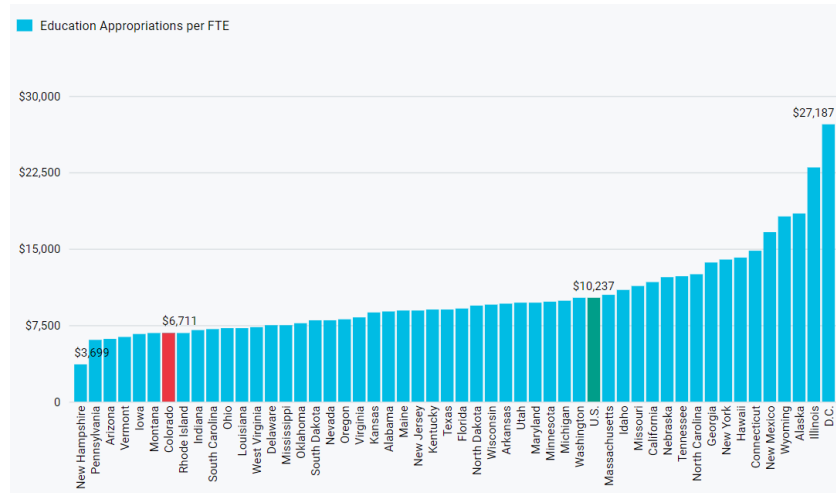
	STATEWIDE FY 2023-24 LONG BILL ESTIMATES	%	FY 2022-23 CU BOULDER ACTUAL		FY 2022-23 FRONT RANGE COM. COLLEGE ACTUAL
Total	\$3,717,370,675		\$933,819,758		\$110,182,810
General Fund	1,102,359,398	29.7%	101,443,146	10.9%	45,113,338 40.9%
Resident Tuition	1,357,549,112	36.5%	267,833,190	28.7%	57,472,346 52.2%
Nonresident Tuition	1,257,462,164	33.8%	564,543,422	60.5%	7,597,126 6.9%

Source: Budget Data Books; excludes indirect cost recoveries and transfers

### JUSTIFICATION FOR SUPPORT: LOW LEVEL OF STATE FUNDING, BURDEN ON STUDENTS

Colorado has made significant strides in funding for higher education: between FY 2020-21 and FY 2021-22, it moved from next-to-last to 7<sup>th</sup> lowest per student FTE among states. Given further state funding increases in FY 2022-23 and FY 2023-24, it has likely made further progress. Nonetheless, Colorado is still a low-state-support state and has been for decades. As reflected in the charts below from the *State Higher Education Finance Report* (SHEF) prepared by the State Higher Education Officer's Association<sup>6</sup>, in FY 2021-22, Colorado provided funding of **\$6,711 per student FTE** using the SHEF methodology. To get to the U.S. average in FY 2021-22 of \$10,237 per student FTE, Colorado would have needed to increase funding by 52.5 percent.<sup>7</sup> Even with increases over the last two years, staff still assumes Colorado is well below the national average.<sup>8</sup>

PUBLIC HIGHER EDUCATION APPROPRIATIONS PER FTE BY STATE FY 2022



Source: SHEF Report, FY 2022

To compensate for low state support, public institutions rely heavily on net tuition revenue, with **average net tuition revenue<sup>9</sup> of \$11,512 per student FTE**. Some of this is derived from nonresident students.

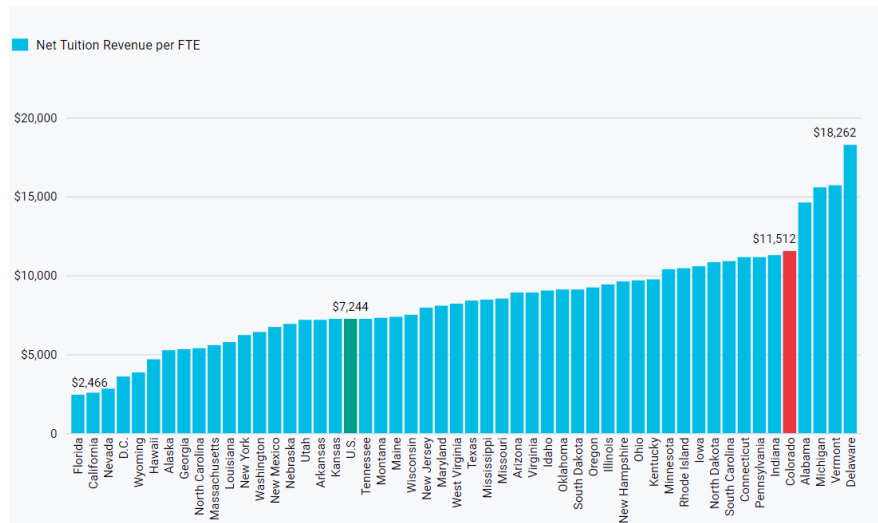
PUBLIC HIGHER EDUCATION NET TUITION REVENUE PER FTE BY STATE FY 2022

<sup>6</sup> All charts and data at: <https://shef.shceo.org/>

<sup>7</sup> Colorado does, however, provide more support for financial aid than many other states.

<sup>8</sup> Nationwide, state support for higher education increased by 6.6 percent in FY 2022-23, while FY 2023-24 increases have not yet been reported nationally; Colorado support increased 11.5 percent in FY 2022-23 and a further 11.4 percent in FY 2023-24.

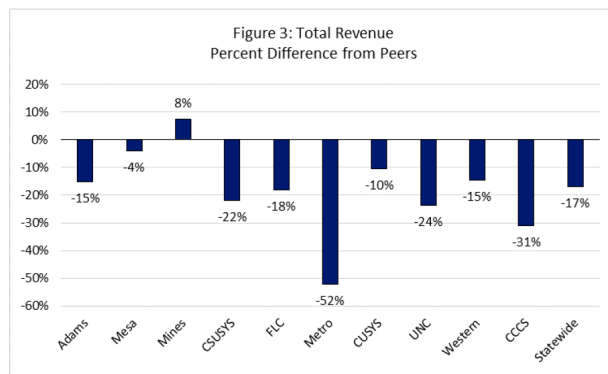
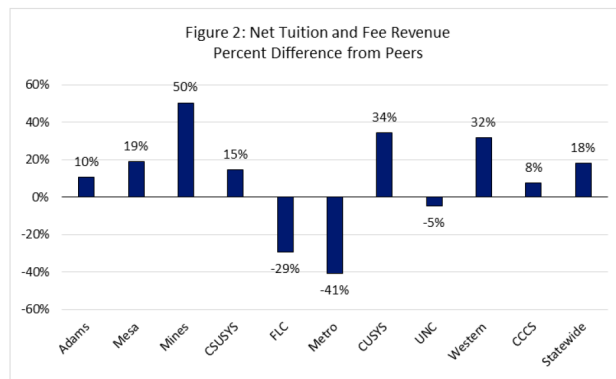
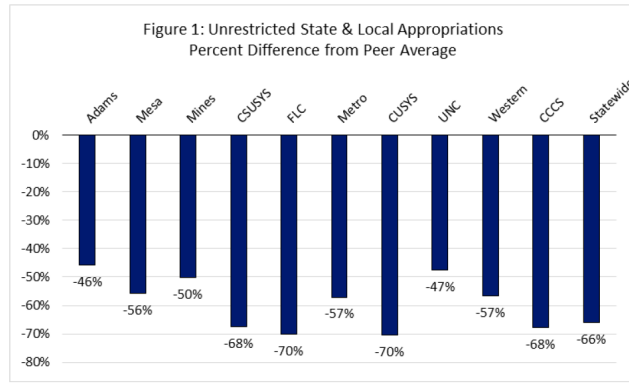
<sup>9</sup> Calculated by SHEO as gross tuition and fees less state and institutional financial aid, tuition waivers or discounts, and medical student tuition and fees.



Source: SHEF Report, FY 2022

In 2020, Colorado contracted with **Hanover Research** to study the revenue and expenditures of Colorado's public institutions. Rather than using a state average perspective, the Hanover study selected peer institutions in collaboration with the state's public institutions and then compared Colorado's institutions with their peers. JBC staff has noted that the results of this study at the individual institution level are highly sensitive to which peers are selected, which reduces the usefulness of the report as a basis for comparing state institutions to each other. However, **this report further confirmed the SHEF report conclusion that Colorado state and local appropriations are lower than appropriations for peer institutions in other states and that net tuition and fees are higher than peers for most state institutions.**<sup>10</sup>

<sup>10</sup> Dr. Angie Paccione, Executive Director, Colorado Department of Higher Education, *Memo to Higher Education Presidents and CFOs about Hanover Resource Analysis Project*, November 10, 2020.



High costs borne by students have short and long term consequences for students. As staff has highlighted in the past:

- Studies indicate that student participation is inversely related to higher education cost.** For example, a study of tuition increases from 1980 to 1992 found that for every \$1,000 increase in tuition, participation in community colleges fell by 4.7 percent and participation in 4-year institutions fell by 1.2 percent. While low-income students, in particular, may not actually pay the sticker price, they are far more likely to be aware of the sticker price than of the amount they will actually pay. As a result, a *higher sticker price discourages participation, particularly* among low-income



students.<sup>11</sup> In addition, students likely take more time to complete their degrees than in the past in large part due to higher education costs: students often work many hours to finance their educations, and this can make it difficult for them to take a full course load. A survey of over 6,000 community college students across the country indicated that their top obstacles to success were work obligations and paying expenses.<sup>12</sup>

- In FY 2021-22, the average **student loan debt** of Colorado resident loan recipients graduating from a public institution with a baccalaureate degree ranged from \$11,679 to \$37,410. Of all resident students graduating with a baccalaureate degree, 36.6 percent graduated with loans. The average student loan debt for associates graduates ranged from \$9,410 to \$18,364. Among those resident students graduating with associates degree, 36.7 percent graduated with loans. While these figures have improved over time in Colorado, student debt is still a significant challenge. Nationally, student loan debt has now surpassed all other forms of non-mortgage consumer debt. According to the Federal Reserve Bank of New York, nationally, per-borrower higher education debt increased at a rate of about five percent per year between 2008 and 2018, student repayment is slow (2005 graduates had repaid less than 40 percent of their outstanding balances 10 years after leaving school), and more than 15 percent of borrowers in the second quarter of 2019 were 90 or more days past due or in default. In FY 2022-23, student loan debt nationwide had reached \$1.7 trillion, though this was the first year of some decline, in part due to federal loan forgiveness initiatives.<sup>13</sup> **In many cases students may simply avoid pursuing higher education to avoid taking on debt.**

## HOW TO ALLOCATE AVAILABLE FUNDS AMONG INSTITUTIONS?

### *Allocation Method Requested*

Staff has attached additional background on the higher education funding model that was presented as part of the staff budget briefing.

- This year, **the Governor’s Office and the institutions requested that funding in the model passes through what is called “Step 2” or “Performance Funding”.** This portion of the model functions as base funding for the institutions. It shifts with calculated performance outcomes, but only very slowly over time and in very small increments. When funding is added into the Performance Funding” model, it is largely distributed consistent with the current shares of funding for the higher education institutions. However, the impact of even small variations are quite visible this year when considering how institutions will address inflationary increase.
- **“Step 1” of the model, also known as “Ongoing Additional Funding” is a mechanism available to the General Assembly if it wishes to target funding toward particular types of**

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<sup>11</sup> Kane, 1995, cited in Heller, Donald. Student Price Response in Higher Education: An update to Leslie and Brinkman. The Journal of Higher Education, Vol. 68, No 6 (Nov – Dec., 1997), pp. 624-659. See also David Deming and Susan Dynarski, *Into College, Out of Poverty? Policies to Increase the Postsecondary Attainment of the Poor*, National Bureau of Economic Research, September 2009. [w15387.pdf \(nber.org\)](https://www.nber.org/papers/w15387/papers/w15387.pdf)

<sup>12</sup>RISC, “What Challenges Do Community College Students Face?”. January 2019. [https://www.risc.college/sites/default/files/2019-01/RISC\\_2019\\_report\\_natl.pdf](https://www.risc.college/sites/default/files/2019-01/RISC_2019_report_natl.pdf)

<sup>13</sup> <https://educationdata.org/student-loan-forgiveness-statistics>

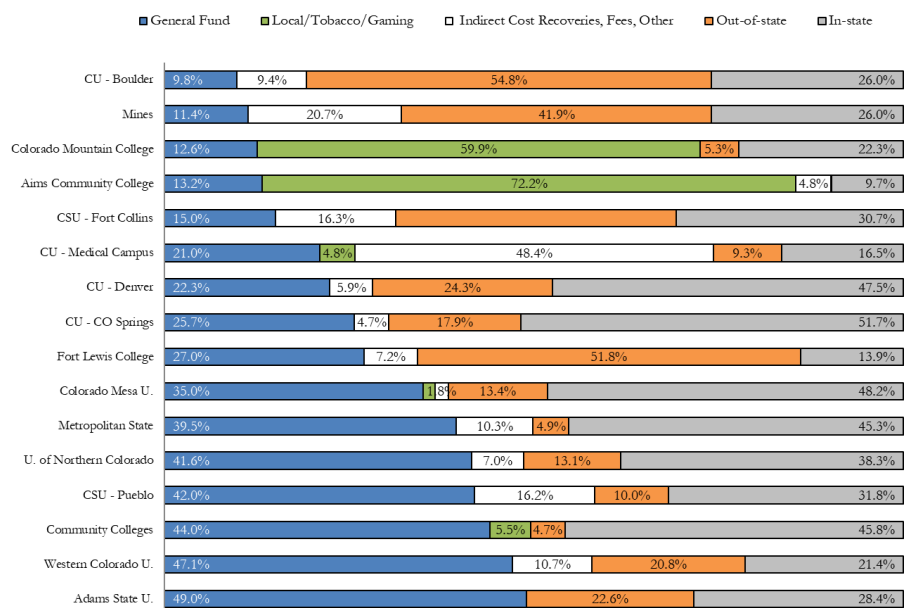
**institutions and particular state needs**, based on higher education Master Plan goals. For the last three years, the General Assembly has used five different components for allocating Step 1 funds (First-generation student FTE; First-generation student headcount as described in statute; underrepresented minority (URM) Race/ethnicity; Pell headcount; and retention of URM students. Most of these components direct larger shares of funding to community colleges and other institutions serving disadvantaged populations.) **While staff has not included use of these components this year in the staff recommendation, the Committee should note that this portion of the model provides the Committee with significant flexibility, even at the level of assisting particular institutions that appear to be struggling with additional support.**

*Rationale for Additional Support for Access and Small Rural Institutions as Feasible*

- **Staff has been supportive over the years of efforts to direct a larger share of state support to institutions that serve the students with the greatest challenges: the “access” institutions. This is not because staff believes that other institutions are over-funded by the State but rather because, with few state resources to go around, the large research institutions have been far more effective at bringing in other resources, including through their recruitment of nonresident students.** State support per resident student is not large at the research institutions. Indeed, *state support per resident student FTE is less at most CU campuses than at Metropolitan State University of Denver*. However, the state institutions that are not “R1” research institutions simply have fewer alternatives for supporting their operations, and their primary alternative to state support is tuition from students who are often already struggling both financially and academically. The access institutions have important weaknesses, including abysmal graduation rates, but their ability to improve these rates is dependent both on the support services they can provide and the level of financial strain faced by their students.
- **Staff has also in the past supported efforts to direct additional funds to small rural institutions, including both stand-alone four year institutions (Adams, Western, Fort Lewis) and the six small rural institutions that are part of the Colorado Community College System (e.g., Lamar, Northwestern, Trinidad).** These small institutions both need and receive far larger General Fund subsidies than larger urban institutions to remain viable. The community college system cross-subsidizes its small rural institutions internally, while the General Assembly directly provides a substantial share of funding for the stand-alone four-years. The rationale for providing this additional support lies primarily in the economic role of these institutions in their communities, since the cost to the state per student is far higher than in other settings.

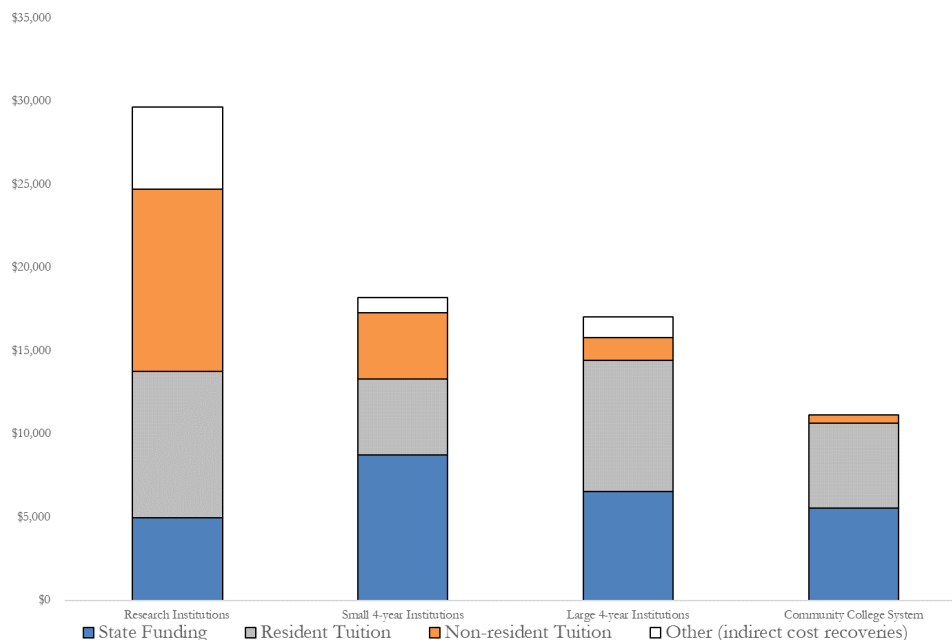
The following charts highlight the differences in both amount and sources of funding for the state institutions.

## PROPORTION OF FUNDING FROM THE STATE VERSUS STUDENTS FY 22-23



*Note:* The majority of Fort Lewis College out-of-state tuition revenue originates as state General Fund, due to the Native American Tuition Waiver.

## REVENUE PER STUDENT FTE BY FUNDING SOURCE FY 2022-23



*Notes:* For purposes of chart, research institutions include the four campuses of the University of Colorado, Colorado State University at Fort Collins, the University of Northern Colorado, and the Colorado School of Mines; small 4-year institutions include Adams State University and Western Colorado University; large 4-year institutions include Metropolitan State University at Denver and Colorado Mesa University

- **Staff is happy to work with members on alternative distribution scenarios.** JBC staff and Thomas Rosa, the General Assembly’s data scientist who developed the data visualization tool for higher education funding, are available to work with JBC Members to explore options, if desired.

## → R2 TUITION SPENDING AUTHORITY INCREASE

*Note: Tuition spending authority only directly affects the state-operated governing boards. However, because the need for tuition spending authority is closely related to the General Fund operating request for the institutions, staff has included it directly below R1.*

**REQUEST:** The Governor’s request included cash funds spending on the institutions based on a proposed tuition cap of 2.5 percent for resident undergraduates (expressed as an assumption via Long Bill footnote) and 6.4 percent for nonresident students. Consistent with the General Assembly’s usual practice, the request does not assume restrictions on non-resident or graduate tuition or mandatory fees.

**RECOMMENDATION:** As described above, the staff recommendation is for a **4.0 percent increase in tuition with an increase in state support of 4.0 percent.** This does not fully fund institutions’ calculated inflationary needs, but also recognizes the financial constraints on the state and students.

### ANALYSIS:

Each year, the institutions submit their estimates of tuition and fee revenue for the current fiscal year and their forecast for the next year. Legislative Council Staff review actual enrollment data and discuss projections with the institutions to develop a separate tuition and enrollment forecast model. Staff has at times used the LCS model and at times the institutions’ model.

- **For the FY 2023-24 Long Bill supplemental, staff recommends using the LCS forecast for enrollment and tuition.**
- **For the FY 2024-25 Long Bill staff is recommending using the Legislative Council Staff forecast for enrollment,** which now includes more helpful detail than in the past on resident, nonresident, graduate and undergraduate tuition. **For tuition increases, staff has selected different settings from those proposed by the institutions, i.e., staff has reflected 4.0 percent tuition increases across the board.** Places where 4.0 percent does not appear are based on information from institutions that are in the process of rolling out guaranteed tuition for four years (e.g., Metro) or opening a tuition “window” where students are charged the same amount within a tuition range (e.g., Anschutz).

In recent years, the institutions’ projections of revenue for the current fiscal year have at times been better than Legislative Council Staff’s, and at times worse (which staff finds surprising). For the current fiscal year (FY 2023-24) LCS’s forecast is 0.5 percent greater than the institutions for tuition revenue.

The only significant difference for the FY 2023-24 figures is for Western Colorado University, and this is because WCU did not include graduate students and related tuition in its forecast, consistent with its historic practice, because these students are in cash-funded programs. However, WCU provided related data on students and revenue. To align with the data provided by other institutions,

LCS included this data in its forecast. As shown, CSU is showing a significant decline from its original project, while other institutions, including CU, Mines, and the community college system are showing notable increases.

FY 2023-24 LONG BILL SUPPLEMENTAL - TUITION FORECAST REVISION				
	ORIGINAL FY 24 FORECAST	REVISED FY 24 FORECAST	CHANGE	PERCENTAGE CHANGE
Adams State University	\$21,181,570	\$23,981,178	\$2,799,608	13.2%
Colorado Mesa University	76,031,920	75,693,854	-338,066	-0.4%
Metropolitan State University of Denver	104,675,985	106,810,603	2,134,618	2.0%
Western Colorado University	23,180,549	23,315,722	135,173	0.6%
Colorado State University System	543,321,967	520,877,584	-22,444,383	-4.1%
Fort Lewis College	43,234,608	43,247,204	12,596	0.0%
University of Colorado System	1,257,503,128	1,279,200,824	21,697,696	1.7%
Colorado School of Mines	187,886,989	197,118,297	9,231,308	4.9%
University of Northern Colorado	71,143,252	72,026,056	882,804	1.2%
Community College System	286,851,309	302,979,676	16,128,367	5.6%
<b>Total Tuition Revenue</b>	<b>\$2,615,011,277</b>	<b>\$2,645,250,998</b>	<b>\$30,239,722</b>	<b>1.2%</b>

FY 2022-23 AND FY 2023-24 RECOMMENDED TUITION CASH FUNDS APPROPRIATION (4.0 PERCENT TUITION INCREASE FOR RESIDENT & NONRESIDENT)				
	FY 2022-23 (REVISED)*	FY 2023-24	CHANGE	PERCENTAGE CHANGE
Adams State University	\$23,981,178	25,251,412	1,270,234	5.3%
Colorado Mesa University	75,693,854	79,030,789	3,336,935	4.4%
Metropolitan State University of Denver	106,810,603	108,373,703	1,563,100	1.5%
Western State Colorado University	23,315,722	24,402,168	1,086,446	4.7%
Colorado State University System	520,877,584	546,953,897	26,076,313	5.0%
Fort Lewis College	43,247,204	43,065,743	-181,461	-0.4%
University of Colorado System	1,279,200,824	1,339,327,180	60,126,356	4.7%
Colorado School of Mines	197,118,297	214,324,745	17,206,448	8.7%
University of Northern Colorado	72,026,056	74,860,858	2,834,802	3.9%
Community College System	302,979,676	318,258,258	15,278,582	5.0%
<b>Total Tuition Revenue</b>	<b>\$2,645,250,998</b>	<b>\$2,773,848,752</b>	<b>\$128,597,754</b>	<b>4.9%</b>

\*Includes recommended Long Bill Supplemental

The tables below show two viewpoints: (1) Institution viewpoint - The total revenue from General Fund and cash fund sources included in the Long Bill and how this changes by governing board under staff's recommendation; and (2) The student viewpoint - the projected average weighted tuition and fees that will be paid per student.

TOTAL AMOUNT REFLECTED IN THE LONG BILL FROM STATE SUPPORT, TUITION, FEES, OTHER SOURCES FY 2024-25: STAFF RECOMMENDATION OF 4.0% INCREASES IN ALL TUITION AND GENERAL FUND OVER FY 2023-24				
	FY 2023-24 REVENUE ESTIMATE (REVISED)	FY 2024-25 REVENUE ESTIMATE	CHANGE	PERCENTAGE CHANGE
Adams State University	\$51,652,180	53,762,929	\$2,110,749	4.1%
Colorado Mesa University	130,705,695	135,731,352	5,025,657	3.8%

**TOTAL AMOUNT REFLECTED IN THE LONG BILL FROM STATE SUPPORT, TUITION, FEES, OTHER SOURCES FY 2024-25: STAFF RECOMMENDATION OF 4.0% INCREASES IN ALL TUITION AND GENERAL FUND OVER FY 2023-24**

	FY 2023-24 REVENUE ESTIMATE (REVISED)	FY 2024-25 REVENUE ESTIMATE	CHANGE	PERCENTAGE CHANGE
Metropolitan State University	232,724,758	239,147,437	6,422,679	2.8%
Western Colorado University	49,432,077	51,752,034	2,319,957	4.7%
Colorado State University System	831,156,129	861,561,094	30,404,965	3.7%
Fort Lewis College	68,562,079	69,067,314	505,235	0.7%
University of Colorado System	1,683,509,397	1,760,398,848	76,889,451	4.6%
Colorado School of Mines	251,632,665	271,996,699	20,364,034	8.1%
University of Northern Colorado	151,001,806	156,698,015	5,696,209	3.8%
Community College System	620,941,415	644,351,303	23,409,888	3.8%
<b>TOTAL</b>	<b>\$4,071,318,201</b>	<b>4,244,467,024.60</b>	<b>\$173,148,824</b>	<b>4.3%</b>

**INSTITUTION VIEWPOINT: TOTAL REVENUE PER STUDENT**

	FY 2022-23 LONG BILL (STAFF REC)		
	TOTAL E&G REVENUE	TOTAL STUDENT FTE	REVENUE PER SFTE
Adams State University	\$53,762,929	2,439.4	\$22,039
Colorado Mesa University	135,731,352	7,597.1	17,866
Metropolitan State University	239,147,437	11,730.0	20,388
Western State Colorado University	51,752,034	2,329.1	22,220
Colorado State University System	861,561,094	28,127.0	30,631
Ft. Lewis College	69,067,314	2,799.5	24,671
University of Colorado System	1,760,398,848	59,172.4	29,750
Colorado School of Mines	271,996,699	7,498.7	36,272
University of Northern Colorado	156,698,015	5,998.0	26,125
Community College System	644,351,303	48,538.5	13,275
<b>Total or Weighted Avg.</b>	<b>\$4,244,467,025</b>	<b>176,230.0</b>	<b>\$24,085</b>

**STUDENT VIEWPOINT: FY 2024-25 PROJECTED TUITION AND MANDATORY FEE REVENUE PER STUDENT FTE AT 4.0% TUITION INCREASE**

	RESIDENT TUITION	NONRESIDENT TUITION	FEES (ALL STUDENTS)
Adams State University	\$8,983	\$12,832	\$1,677
Colorado Mesa University	9,669	14,781	1,076
Metropolitan State University	8,636	24,076	2,824
Western Colorado University	7,477	19,983	2,540
Colorado State University System	13,208	31,099	2,816
Fort Lewis College	7,728	22,261	2,231
University of Colorado System	14,577	39,185	1,185
Colorado School of Mines	19,071	40,835	2,988

STUDENT VIEWPOINT: FY 2024-25 PROJECTED TUITION AND MANDATORY FEE REVENUE PER STUDENT FTE AT 4.0% TUITION INCREASE			
	RESIDENT TUITION	NONRESIDENT TUITION	FEES (ALL STUDENTS)
University of Northern Colorado	10,873	22,001	2,694
Community College System	6,215	15,195	355.8

## → ANNUALIZATION FOR S.B. 21-213 FMAP ADJUSTMENT AND FOOTNOTE RELATED TO SCHOOL OF MEDICINE UPPER PAYMENT LIMIT

*REQUEST:* The Department’s request did not address annualization of adjustments for S.B. 21-213 (Use of Increased Medicaid Match) which phases out in FY 2024-25. The Governor’s Office indicated that the decision not to include this annualization was deliberate on the part of the Governor’s Office. As described below, incorporating this annualization is estimated to cost \$12.0 million General Fund, including restoring General Fund for CU’s specialty education fee-for-service contract and a related increase for aligned financial aid.

*Background:* The General Assembly adopted S.B. 21-213 as a mechanism for “capturing” the additional federal Medicaid match participation (FMAP) that was provided by the federal government in response to the pandemic. Through S.B. 21-213, the University of Colorado was able to maintain its prior revenue level, including a federal Medicaid match obtained through mechanisms described below, but the *additional* funding that resulted from the enhanced federal match rate went to the State. In the case of this program, this amount was “captured” by the State by reducing the appropriation to the University of Colorado for its specialty education program (the School of Medicine, which is part of the University of Colorado Health Sciences Center/Anschutz campus). In the absence of the enhanced federal match and without restoration of its previous General Fund support, the program will simply have less funding.

### RECOMMENDATION:

- Staff believes it would be inappropriate not to annualize this budget adjustment, like any other piece of legislation that is created to operate during a specific time period or under specific conditions.. To the extent that the Governor’s Office seeks a reduction in funding for the University of Colorado School of Medicine, it should submit this as a decision item and defend the proposal.
- Staff is recommending preliminary changes to address the annualization of S.B. 21-213, although these may require further refinement based on the JBC’s final funding decisions for FY 2024-25. **The annualization alone (impact on the appropriation for the fee-for-service Contract for Specialty Education for the University of Colorado) is \$9,767,934 General Fund.**
- Staff is also recommending an increase for aligned financial aid associated with this funding restoration to comply with the provisions of 23-3.3-103, C.R.S., because, on its face, this appears to be an increase in General Fund support for an institution and thus subject to the requirement in Section 23-3.3-103, C.R.S.: “The annual appropriations for student financial assistance under [Article 3.3 of Title 23] shall increase by at least the same percentage as the aggregate percentage

increase of all general fund appropriations to institutions of higher education.”. However, financial aid was not reduced associated with the passage of S.B. 21-213. *If needed as a balancing measure, and the Committee is already carrying legislation related to “aligned financial aid” (a separate staff recommendation) it could consider exempting this funding restoration from the “aligned financial aid” requirement and removing this additional General Fund.* **The related General Fund increase for aligned financial aid is \$2,273,392.**

- Staff also anticipates changes to a footnote related to the School of Medicine Upper Payment Limit. Here too, staff has reflected preliminary figures, based on the prior year, but anticipates further refinement based on the JBC’s final funding decisions for FY 2024-25.

The recommendation is calculated based on the staff recommendation for a 4.0 percent General Fund increase for the governing boards. **Staff requests Committee permission to make related budget adjustments in the Departments of Higher Education and Health Care Policy and Financing consistent with the final increase authorized for CU’s specialty education program and input from the University of Colorado and the Department of Health Care Policy and Financing on amounts to be transferred to HCPF.** Amounts transferred to HCPF are reflected as reappropriated funds in the HCPF budget and match additional federal funds that are also included in the HCPF budget. Staff will bring any significant deviations from amounts below back to the Committee for a “comeback”.

#### *BACKGROUND:*

*Transfer of Specialty Education Funding to HCPF:* The vast majority of the appropriation for specialty education fee-for-service contracts for the University of Colorado, representing funding for medical education, is transferred to the Department of Health Care Policy and Financing to draw down federal Medicaid match funds, as described below.

- In FY 2017-18, the JBC approved new footnotes in HCPF and Higher Education and an appropriation in HCPF that enables the vast majority of the appropriation for specialty education programs at the University of Colorado, (almost all funding for educational services at the University of Colorado Health Sciences Center) to be transferred to the Department of Health Care Policy and Financing.
- These funds are used to enhance Medicaid medical payments to physicians who are faculty at the School of Medicine and who provide clinical care at University of Colorado Hospital and Children’s Hospital. The state funds transferred to HCPF are then matched by federal funds as part of enhanced physician reimbursements under the Upper Payment Limit (UPL).
- School of Medicine educational programs are “held harmless” because educational programs are reimbursed by a component unit of the University of Colorado that is responsible for physician billing before any real increase in payments to physicians.
- As a result of this arrangement, access and services for Medicaid-eligible clients at University Hospital, Children’s Hospital, and other locations served by the faculty of the School of Medicine are enhanced, the Commission on Family Medicine Residency Training Program is increased, and staff are added at the Department of Health Care Policy and Financing to manage the program and related accounting.



- The Centers for Medicare and Medicaid Services approved the Upper Payment Limit arrangement during 2017, and HCPF and CU entered into a formal agreement to implement this program and identify and measure resulting benefits.

*S.B. 21-213 (Use of Increased Medicaid Match):* This bill was adopted to ensure that the State obtains the full benefit of the increased federal medical assistance percentage (FMAP) that has been available to the State as part of the federal response to the Coronavirus Pandemic. This including the match provided related to transferring funds from the Department of Higher Education for the CU School of Medicine. The statutory provisions ensure that when the federal match rate is enhanced (exceeding 50 percent), state General Fund contributions are reduced by the amount of the additional federal support received.

**For FY 2023-24, a total of \$11,858,968 General Fund was reduced from the appropriation** for the University of Colorado for its specialty education fee-for-service contract due to the provisions of S.B. 21-213. This drives two recommended changes:

- For purposes of the higher education funding model, staff treats this as one-time adjustment that is restored as part of the FY 2023-24 base and increased in concert with the balance of the higher education funding model (specialty education increases at the average for the overall model) before any further FMAP adjustment is applied.
- Once the new FY 2024-25 appropriation for specialty education is set and the portion that will be transferred to HCPF is determined, staff applies the S.B. 21-213 adjustment again. This adjustment is *almost* finished, but the enhancement should still be available in the first half of FY 2024-25, resulting in a 1.0 percent savings on the final FY 2024-25 supplemental payment amount. The upper payment limit calculation for FY 2024-25 is based on the FMAP enhancement available in FY 2023-24. Therefore the calculation is built on an assumed FMAP enhancement of 2.5 percentage points for the first quarter and an enhancement of 1.5 percentage points for the second quarter of the year (a blended rate of 1.0 percentage points).<sup>14</sup>

PRELIMINARY CU SCHOOL OF MEDICINE AND S.B. 21-213 FMAP ADJUSTMENT WITH ANNUALIZATION AND STAFF-RECOMMENDED FUNDING INCREASES FOR FY 2024-25				
		TOTAL	GENERAL FUND	FEDERAL FUNDS
A	FY 2023-24 Actual Transfer to HCPF (with enhanced FMAP)	\$202,599,462	\$89,440,763	113,158,699
	HCPF admin	1,600,000	800,000	800000
	supplemental payment	200,999,462	88,640,763	112,358,699
B	FY 2023-24 Transfer to HCPF if no FMAP adj	202,599,462	101,299,731	101,299,731
	HCPF admin	1,600,000	800,000	800,000
	Supplemental payment	200,999,462	100,499,731	100,499,731
C	Grow total by 4.0% (or other higher ed increase)	210,703,440	105,351,720	105,351,720
	HCPF admin	1,600,000	800,000	800,000

<sup>14</sup> The FMAP enhancement step-down is 2.5 percentage points for the first quarter of SFY 2023-24 and 1.5 percentage points for the second quarter of SFY 2023-24, before ending on January 1, 2024. The calculation for FY 2024-25 is based on this step-down in FY 2023-24.

PRELIMINARY CU SCHOOL OF MEDICINE AND S.B. 21-213 FMAP ADJUSTMENT WITH ANNUALIZATION AND STAFF-RECOMMENDED FUNDING INCREASES FOR FY 2024-25				
		TOTAL	GENERAL FUND	FEDERAL FUNDS
	Supplemental payment	209,103,440	104,551,720	104,551,720
D	Payments assuming 1.0% blended enhanced FMAP	<b>210,703,440</b>	<b>103,260,686</b>	<b>107,442,754</b>
	HCPF admin	1,600,000	800,000	800,000
	Supplemental payment	209,103,440	102,460,686	106,642,754
D-C	Total Impact of Enhanced FMAP in FY 24 - reduction to CU GF/RF	<b>0</b>	<b>(2,091,034)</b>	<b>2,091,034</b>
	HCPF admin	<b>0</b>	<b>0</b>	<b>0</b>
	Supplemental payment	<b>0</b>	<b>(2,091,034)</b>	<b>2,091,034</b>
FY 2023-24 SB213 Impact			(\$11,858,968)	\$11,858,968
FY 2024-25 SB213 Impact			<u>(2,091,034)</u>	<u>2,091,034</u>
Difference FY 2023-24 and FY 2024-25 (Annualization for FY 25)			<b>\$9,767,934</b>	<b>(\$9,767,934)</b>

As reflected in the calculation above, the net General Fund impact of the FMAP adjustment for FY 2024-25 will require a net General Fund increase of \$9,767,934 for FY 2024-25 to annualize the impact of S.B. 21-213 in FY 2024.25. This figure will shift slightly, depending upon the General Fund increase approved and input from CU on the amount of the supplemental payment to be transferred for HCPF. A further General Fund increase of approximately \$2.1 million will be required in FY 2025-26, when the FMAP adjustment will be entirely gone.

*Aligned Financial Aid Increase:* Staff is also recommending an increase for aligned financial aid, associated with this funding restoration to comply with the provisions of 23-3.3-103, C.R.S., because, on its face, this appears to be an increase in General Fund support for an institution and thus subject to the requirement in Section 23-3.3-103, C.R.S.: “The annual appropriations for student financial assistance under [Article 3.3 of Title 23] shall increase by at least the same percentage as the aggregate percentage increase of all general fund appropriations to institutions of higher education.”. However, financial aid was not reduced associated with the passage of S.B. 21-213. *If needed as a balancing measure, and the Committee is already carrying legislation related to “aligned financial aid” (a separate staff recommendation) it could consider exempting this funding restoration from the “aligned financial aid” requirement and removing this additional General Fund. Adding additional General Fund of \$9,767,934 to annualize the SB 21-213 adjustment drives a General Fund increase for aligned financial aid of \$2,273,392.*

*Footnote:* Depending upon the final action on higher education funding and the related decision about the transfer to the HCPF, Staff anticipates that adjustments will be required related to footnote that applies to both the Department of Higher Education and the Department of Health Care Policy and Financing. This footnote authorizes the funds to be transferred from the Department of Higher Education to the Department of Health Care Policy and Financing. **Staff requests permission to make final adjustments to update the footnote below and related appropriations in the Department of Health Care Policy and Financing, depending upon the final appropriation for the Department of Higher Education for CU’s specialty education program. Final figures will be included in the Committee’s Long Bill footnote packet, and staff will bring back any significant adjustments through the comeback process.**

The FY 2023-24 version of this footnote reads as follows. Staff has included estimated adjustments based on a 4.0 percent General Fund increase, pending final figure setting amounts for the governing boards and related adjustments to the FY 2024-25 footnote number.

- 33a Department of Health Care Policy and Financing, Grand 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; and Governing Boards, Regents of the University of Colorado -- The Department of Higher Education shall transfer \$800,000 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 ~~\$88,640,763~~ **\$102,460,686** 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 ~~\$88,640,763~~ **\$102,460,686** that is not transferred to the Department of Health Care Policy and Financing to the Regents of the University of Colorado.

#### → COMMUNICATION WITH FORT LEWIS COLLEGE

**BACKGROUND:** For at least the last ten years, the JBC has had a “handshake deal” that Fort Lewis College would not increase its **nonresident** tuition without authorization, because of the impact on the General Fund. Seventy percent of nonresident students at Fort Lewis College qualify for the Native American Tuition waiver, and the State has paid sticker price for those students. As a result, any increase in nonresident tuition rates drives General Fund costs. For FY 2024-25, the staff figure setting document stated that “**Staff assumptions continue to reflect no increase in nonresident tuition for Fort Lewis College, given that the General Fund pays the sticker price for the majority of nonresidents at the college.**” The JBC did not indicate a contrary expectation, and the Long Bill thus included tuition calculations based on a 0.0 percent increase for nonresident tuition. **Fort Lewis College nonetheless increased nonresident tuition for FY 2023-24 by 5.5 percent, to \$18,688 per student per year.** This may be because it failed to understand the state’s budget expectation, since it was not explicitly stated in a footnote. ***Based on this lack of clarity, staff has recommended being more explicit about the tuition expectation for nonresident students at Fort Lewis College in the Long Bill.***

**INSTITUTION RESPONSE:** In response to conversations between members of the Committee, staff, and Fort Lewis College representatives, the Chair of the Fort Lewis College Board submitted a letter (attached) proposing an approach going forward that would include:

- “At the point the Board begins seriously considering an increase to nonresident students, Fort Lewis College will share in writing with the JBC Chair, members, and analyst that these discussions are happening.”
- “The Board does commit to promptly inform the JBC should we make a decision to execute on an increase.” It notes that, due to timing issues, this is unlikely to be before the Long Bill.

The letter explains that any increase to tuition rates is a last resort and also (correctly) emphasizes that the recent tuition increase resulted in only a modest increase in total revenue (because of declining enrollment). It also expresses concern about the burden on resident students of not increasing nonresident rates.

While the letter indicates that the Board and school will *inform* the JBC about planned tuition increases, it explicitly rejects the idea that a cap on nonresident tuition would be identified for Fort Lewis College in the Long Bill on the grounds that “treating FLC differently than any other public institution would not be appropriate” and that FLC “should have the same flexibility as all other state institutions”.

*STAFF RECOMMENDATION:*

- **Staff continues to recommend that legislative assumptions about *maximum* nonresident tuition increases for Fort Lewis College be explicitly stated in Long Bill footnotes.** Similar to provisions for resident students, such a provision would serve as an upper limit on Board decisions. Staff believes clarity in this arena is important. While the Fort Lewis Board is correctly concerned about its fiduciary duty to the institution, the JBC has a fiduciary duty to the State, and the state’s costs for the Native American Tuition Waiver have often increased in the millions based solely on enrollment increases.
- **It appears to staff that that Fort Lewis College is requesting *less* legislative control than the General Assembly has exerted in the past, by merely promising to “inform” the JBC.** If the JBC decides that, at Fort Lewis College’s request, it will continue not to “call out” Fort Lewis College nonresident tuition in the Long Bill, *staff would minimally ask the JBC to take a vote each year on its expectations with respect to Fort Lewis College nonresident tuition and expect that Fort Lewis College would comply with that vote.* However, as demonstrated for FY 2023-24, this kind of “understanding” leaves much room for misinterpretation.
- **Staff has also noted with concern the significant decline in Fort Lewis College enrollment, which is now including significant declines in the nonresident Native American population.** Given that, staff would recommend assuming in this year’s Long Bill that Fort Lewis College nonresident tuition could increase by as much as 4.0 percent for FY 2024-25, which will drive additional state budget costs next year. *Staff is not suggesting starving Fort Lewis College of revenue but is concerned about the General Assembly ceding authority to Fort Lewis College to increase nonresident tuition without consultation with the General Assembly, since the General Fund currently pays 70 percent of all nonresident tuition at the institution.*

### (3) COLORADO COMMISSION ON HIGHER EDUCATION FINANCIAL AID

This section includes all appropriations for financial aid in the Higher Education budget. This includes appropriations for need based aid, work study, merit based aid, and various special purpose programs. Financial aid represents nearly 20 percent of the Department of Higher Education's General Fund budget. The table below summarizes the recommended changes to the Division appropriation for FY 2024-25.

COLORADO COMMISSION ON HIGHER EDUCATION FINANCIAL AID					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
<b>FY 2023-24 Appropriation</b>					
FY 2023-24 Appropriation	\$289,474,298	\$288,197,016	\$0	\$1,277,282	4.7
<b>TOTAL</b>	<b>\$289,474,298</b>	<b>\$288,197,016</b>	<b>\$0</b>	<b>\$1,277,282</b>	<b>4.7</b>
<b>FY 2024-25 RECOMMENDED APPROPRIATION</b>					
FY 2023-24 Appropriation	\$289,474,298	\$288,197,016	\$0	\$1,277,282	4.7
R1/BA2 State funding increase for higher education	9,188,378	9,188,378	0	0	0.0
R3 Fort Lewis Native American tuition waiver	(235,968)	(235,968)	0	0	0.0
BA4 Path4Ward caseload adjustment	155,823	155,823	0	0	0.0
Annualize prior year legislation	2,157,883	2,157,883	0	0	0.0
<b>TOTAL</b>	<b>\$300,740,414</b>	<b>\$299,463,132</b>	<b>\$0</b>	<b>\$1,277,282</b>	<b>4.7</b>
<b>INCREASE/(DECREASE)</b>	<b>\$11,266,116</b>	<b>\$11,266,116</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	3.9%	3.9%	0.0%	0.0%	0.0%
<b>FY 2024-25 EXECUTIVE REQUEST</b>					
Request Above/(Below) Recommendation	(\$2,573,058)	(\$2,573,058)	\$0	\$0	(0.0)

#### ADDITIONAL PROGRAM BACKGROUND

Of state General Fund appropriations for higher education in FY 2023-24, \$288.2 million or 18.5 percent is for financial aid. While Colorado provides less funding than most states for higher education overall, it provides more than most for financial aid.

*State financial aid:* For most of the financial aid programs, the General Assembly appropriates state financial aid funds to the Colorado Commission on Higher Education, which allocates them to institutions, including to some private 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 of this aid for their students, although most funds go to public institutions for distribution to their students with need.

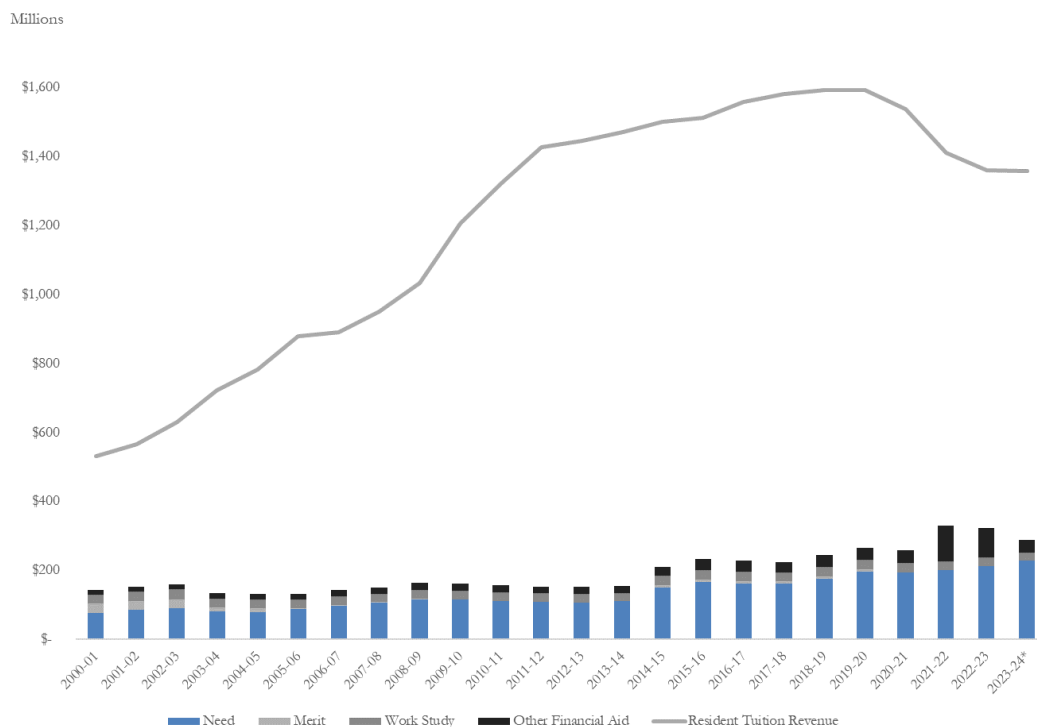
Most Colorado state financial aid is for need-based aid and work-study. There are also a number of smaller, special purpose financial aid programs. These include the Fort Lewis College Native American tuition waiver, which covers tuition for any Native American student attending Fort Lewis College pursuant 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.

A total of 53,813 students received a state-supported need-based grant in FY 2022-23, and the average award was \$3,504. A total of 7,118 students received Colorado work study funding, and the average award was \$2,977.

There have been significant General Fund increases in recent years, including \$20.8 million (9.7 percent) in FY 2021-22 and \$30.5 million (12.9 percent) in FY 2022-23. 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. Nonetheless, overall demand for aid continues to outstrip available funding. In FY 2000-01, total state financial aid disbursements equaled 27.0 percent of resident tuition revenue at state institutions. for FY 2023-24 this figure is estimated to be 21.2 percent.

PUBLIC INSTITUTION RESIDENT TUITION REVENUE V. STATE FINANCIAL AID APPROPRIATIONS (CONSTANT FY 2023-24 DOLLARS)

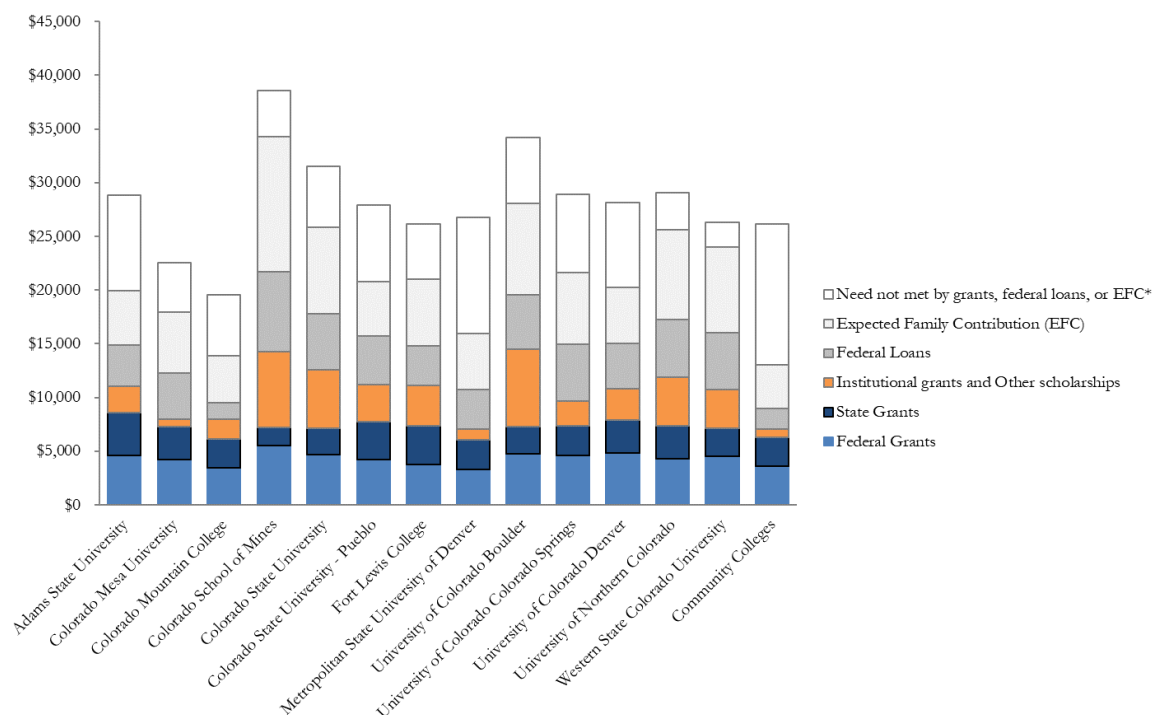


*Statutory Guidance on State Financial Aid Funding:* Section 23-3.3-103, C.R.S. requires that the annual appropriations for student financial assistance (need-based, work-study, and assistance to national guard members and to dependents of deceased or disabled national guard members and first-responders), and the Colorado Opportunity Scholarship Initiative in addition to several other programs, increase, in total, by at least the same percentage as the aggregate percentage increase of all General Fund appropriations to institutions of higher education.

*Student Need and Other Sources of Support:* Most sources of student financial aid are not reflected in the state budget. Yet even when these other funding sources are included, financial aid support is far less than the cost of higher education, particularly once room and board are included. The following chart

compares grants and loans awarded in FY 2021-22 to full-time resident undergraduate students with financial need (calculated based on federal formulas) and the average cost of attendance for a resident student at various institutions. The average cost of attendance includes the cost of room, board, transportation, and learning materials, in addition to tuition and fees. Depending on the institution, these other costs of attendance may dwarf the price of tuition.

AVERAGE GRANTS, FEDERAL LOANS, AND UNMET NEED BY INSTITUTION  
FOR FULL-TIME RESIDENT UNDERGRADUATE STUDENTS QUALIFYING FOR  
FINANCIAL AID FY 2021-22



\*This shortfall may be addressed by the student by reducing their out-of-pocket costs, e.g., by living with family or in less expensive accommodation than the cost of attendance formula calculates, by additional earned income or savings, or by private unsubsidized loans taken out by the student or family.

State need-based grants comprised 22.8 percent of grant-aid awarded at public institutions in FY 2022-23.

*Federal Grants:* The largest source of need-based aid is the federal government. The federal Pell grant program provided up to \$6,895 per eligible student in FY 2022-23, with an average grant of \$4,122 in Colorado. Pell-eligible students have historically comprised about one-third of students enrolled at public institutions. In FY 2022-22, 28.1 percent the resident student headcount at state institutions were Pell-eligible. Federal grants comprised 35.0 percent of grant-aid awarded at public institutions in FY 2021-22.

*Institutional Grants:* Public institutions in Colorado awarded \$481.6 million in institutional awards in FY 2022-23, including \$104.2 million for need-based aid and \$377.4 million for merit-based aid, but this includes grants to students with financial need. Institutional grants comprised 44.9 percent of grant-aid awarded at public institutions in FY 2022-23.

*Federal Student Loans:* In order to fill the gap between cost of attendance and available grant funds, students typically rely on student loans. In addition to grant funds, the federal government provides guaranteed loans and tax credits and deductions for tuition.

- The average student loan debt of resident loan recipients graduating from a public institution with a baccalaureate degree ranged from \$11,679 to \$37,410 in FY 2021-22. Of all resident students graduating with a baccalaureate degree, 36.7 percent graduated with loans.
- The average student loan debt for associates graduates ranged from \$9,410 to \$18,364 in FY 2021-22. Among those resident students graduating with associates degree, 36.7 percent graduated with loans.

*Other Sources:* There is a substantial gap between the calculated cost of attendance for students with need and known sources of student support. A portion of this gap may be filled with additional unsubsidized student or family loans, which are not included in these figures.

*Program Administration:* The state financial aid structure is built around the federal financial aid structure. It nonetheless gives institutions a high level of autonomy in managing their financial aid programs. State financial aid statutes, in Article 3.3, 3.5, and 3.7 of Title 23 generally date back to 1977 or 1979 and provides little guidance around program structure. Historically, the Colorado Commission on Higher Education established state financial aid policies. However, in 2010, the General Assembly adopted changes in S.B. 10-003 specifying that “each state institution shall administer a financial assistance program according to the policies and procedures established by the governing board of the institution” (Section 23-3.3-102 (3), C.R.S. As a result, the Department now *allocates* funds among the governing boards, but the governing boards are able to adopt their own administrative policies.

Because institutions must comply with *federal* rules to obtain federal need-based financial aid for their students, they still all follow certain procedures and comply with certain reporting requirements. For example, any student applying for federal financial aid, whether a grant or loan, must complete the “FAFSA” or free application for federal student assistance., a detailed questionnaire that considers a family’s income and size, number of students attending college, and various other factors to identify an amount that the student’s household should be able to contribute to the student’s higher education. This is the “expected family contribution”. Some public higher education institutions may ask students and families to complete an additional questionnaire to determine if the family has other assets that may help cover a student’s educational costs, even if the FAFSA indicates that the student is eligible for financial aid. Students not eligible for federal financial aid who are eligible for state financial based on living and graduating from a Colorado high school complete a FAFSA-like application (the Colorado Application for State Financial Aid or CASFA).

The Colorado Department of Higher Education distributes funds to the higher education institutions based on the number of students eligible for the federal Pell grant at each institution. Institutions predominantly use the state funds to support students on the lower-end of the income range,



(particularly students who are eligible for the Pell grant but not the full Pell grant). However, they may also choose to use the state funds to serve students higher up the income scale, so long as the student has a gap between the calculated cost of attendance and the student's expected family contribution.

*Higher Education Affordability:* Because institutions “package” both institutional and state financial aid following their own policies, it can be difficult to predict what any particular student will pay at any particular higher education institution. Based on previous staff research, at state public institutions, approximately 60 percent of all students receive need-based aid, with the percentage is as high as 94 percent at some institutions; approximately 42 percent receive merit based aid, with as many as 82 percent receiving aid at some institutions. A student with the same economic profile may receive a different level of funding at the same institution depending upon factors such as when he or she applies. Data on affordability at Colorado institutions has generally indicated that tuition is covered by grant aid for students who qualify for a Pell grant at most public institutions. However, families with incomes below the median may be faced with unaffordable debt at all institutions due to the full cost of attendance. Low-income students who attend regional comprehensive institutions often receive less support than the same student would at a research institution that has more resources. The table below shows the allocations of financial aid by institution for FY 2023-24.

INSTITUTION	FINANCIAL AID ALLOCATIONS			
	UG NEED	GRAD NEED	WORK-STUDY	CTE
Public Four-Year Institutions				
Adams State University	\$ 2,434,784	\$103,535	\$410,707	
Colorado Mesa University	10,928,380	99,021	1,097,996	9,967
Colorado School of Mines	2,654,711	776,911	504,062	-
Colorado State University	18,949,404	1,634,391	2,463,970	-
Colorado State University - Pueblo	5,777,258	169,612	792,984	-
Fort Lewis College	1,975,230	2,622	322,973	-
Metropolitan State University of Denver	28,414,777	323,356	2,486,632	-
University of Colorado Boulder	16,918,925	1,788,559	2,218,066	-
University of Colorado Co Springs	12,385,215	467,537	1,078,100	-
University of Colorado Denver	17,332,093	8,065,214	1,336,044	-
University of Northern Colorado	9,298,215	583,190	1,179,145	-
Western Colorado University	1,660,888	31,610	257,300	-
Public Two-Year Institutions				
Arapahoe Community College	3,476,228	-	491,273	16,983
Colorado Northwestern Community College	642,150		81,249	1,794
Community College of Aurora	4,753,369	-	437,395	9,909
Community College of Denver	6,837,029	-	860,184	13,714
Front Range Community College	10,846,303	-	1,256,362	163,034
Lamar Community College	688,178	-	118,536	2,647
Morgan Community College	748,945	-	131,109	3,718
Northeastern Junior College	949,478	-	183,172	9,316
Otero College	1,302,454	-	209,885	4,166
Pikes Peak Community College	14,107,538	-	1,239,332	62,132
Pueblo Community College	5,544,529	-	753,365	33,533
Red Rocks Community College	4,651,958	88,075	465,251	55,087
Trinidad State College	1,641,863	-	338,613	10,864
Local District Colleges				
Aims Community College	5,326,042	-	432,639	21,728
Colorado Mountain College	3,004,745	-	228,191	23,913
Non-Profit Private Institutions				
Colorado Christian University	2,865,201	114,570	300,483	
Colorado College	232,376		142,252	-

INSTITUTION	FINANCIAL AID ALLOCATIONS			
	UG NEED	GRAD NEED	WORK-STUDY	CTE
Naropa University	303,072		32,646	-
Regis University	2,760,494	1,356,779	493,550	-
University of Denver	2,013,658	627,136	490,900	-
Area Technical Colleges				
Technical College of the Rockies	294,973	-	13,188	3,761
Emily Griffith Technical College	1,579,233	-	119,728	3,732
Pickens Technical College	796,178	-	44,771	-
Proprietary Institutions				
Colorado Technical University	286,539	-	-	-
ConCorde Career Institute	352,246	-	-	-
International Bty	90,915	-	-	-
IBMC	101,622	-	-	-
RMCAD	132,127	-	117,119	-
<b>Totals</b>	<b>\$190,399,402</b>	<b>\$14,530,025</b>	<b>\$23,129,178</b>	<b>\$450,000</b>

## DECISION ITEMS – COLORADO COMMISSION ON HIGHER EDUCATION FINANCIAL AID

### ➔ R1/BA2 FINANCIAL AID COMPONENTS [LEGISLATION REQUESTED/RECOMMENDED]

*BACKGROUND:* Section 23-3.3-103, C.R.S. requires that the annual appropriations for student financial assistance created in Article 3.3 of Title 23, which includes need-based aid and work-study, among other components, increase, in total, by at least the same percentage as the aggregate percentage increase of all General Fund appropriations to institutions of higher education. As a result every annual request for funding for the institutions includes a calculation for “aligned” financial aid.

BASE FOR ALIGNED FINANCIAL AID INCREASE		
		SHARE OF TOTAL
Base FY 2023-24 Governing Board Support (proportionate financial aid increase for any amount above this) Includes: College Opportunity Fund program (except COF stipends at private institutions) and General Fund grants for the local district colleges and area technical colleges	1,148,606,538	81.1%
Base FY 2023-24 Financial Aid. Includes all appropriations for programs authorized in Article 3.3 of Title 23. This currently includes Need Based Aid, Work Study, the Dependent Tuition Program, the Colorado Opportunity Scholarship Initiative, Career and Technical Education scholarships, Fourth Year Innovation Pilot and Foster Youth Financial Assistance	267,209,440	18.9%
<b>Total</b>	<b>\$1,415,815,978</b>	

*REQUEST AND RECOMMENDATION:* Based on the total increase approved for R1, different amounts will be required for financial aid, based on financial aid alignment. Once the total amount for aligned financial aid is determined, the Committee may decide how that additional funding is allocated within the budget. The table below compares the Executive Request and staff recommendation for R1 financial aid. As shown, the staff recommendation is greater overall, because staff has recommended a General Fund increase of 4.0 percent, rather than 3.4 percent. In addition, staff does not recommend the proposed increase for the Colorado Opportunity Scholarship Initiative (COSI) and instead

recommends that any amount above the amount required for the Homeless Youth Financial Assistance bill be allocated to Need Based Grants.

R1/BA2 FINANCIAL AID REQUEST AND RECOMMENDATION		
	GOVERNOR REQUEST	STAFF RECOMMENDATION
Financial aid programs aligned with funding for governing boards - total	<u>\$9,131,755</u>	<u>\$10,688,378</u>
<i>Allocations</i>		
Need Based Grants	4,288,803	9,188,378
Colorado Opportunity Scholarship Initiative	3,342,952	0
New leg: Homeless Youth Financial Assistance	1,500,000	1,500,000

The request proposed that \$1.5 million of the total be set aside for new legislation for homeless youth, potentially sponsored by the JBC. *The request indicated that if the JBC did not support this new legislation, the Executive Branch requested that the \$1.5 million be allocated proportionately between the Need Based Grants and COSI amounts.*

**The staff recommendation currently does not include the \$1.5 million in the recommended Long Bill appropriation, because staff does recommend this new legislation. If the JBC votes not to support the legislation, staff recommends adding the funding to the Need Based Grants Line Item.**

#### ANALYSIS

Summary: Staff recommends that the JBC set aside \$1.5 million of the total General Fund required for aligned financial aid for the proposed bill for homeless youth financial aid. Staff recommends that all other financial aid be directed to Need Based Grants.

- **Staff concurs with the Department that youth who were homeless before completing high school are a particularly vulnerable population that need additional financial support, and staff recommends that the JBC carry related legislation.** The request would allocate \$1.5 million of the financial aid application and additional funding for 2.0 FTE (\$177,921 annualizing to \$195,176). Funding for FTE has been requested as a legislative placeholder in the Executive Request. *If the JBC wishes to carry this bill, staff requests permission to adjust the funding for the 2.0 FTE to align with Committee common policy calculations.* The primary impact will be exclude centrally-appropriated “pots” in the first year.
- **Need Based Aid programs, managed at the institutional level, help to make college more affordable for low- to middle-income populations. Need Based Aid will need to continue to grow if the state wishes institutions (and the State) to be able to promise that the lowest income students will not pay tuition or fees at state public institutions.**

While staff considers COSI a valuable program:

- COSI received a \$3.0 million General Fund increase last year, increasing funding from \$7.0 million to \$10.0 million General Fund.

- COSI proposes that the entire \$4.0 million requested be allocated to nonprofit and institutional partners for student support services. Thus, this additional \$4.0 million is not expected to be used for student scholarships or to draw down additional matching funds from private sources.
- COSI in the middle of a review process for determining how to restructure its programs so that scholarships will be tied directly to student support funding. It is also phasing out its pre-collegiate services. Given that it is in the midst of a significant restructure process, staff believes a further increase for FY 2024-25 is premature.

Need Based Grants: Need Based Grant funding is the largest single component of Colorado's financial aid programs. The line item received an appropriation of \$228,912,251 in FY 2023-24.

Colorado Need Based Grants are provided for full-time and part-time graduate and undergraduate students with demonstrated financial need attending eligible institutions in Colorado, which include some private institutions. Most funds are distributed as "Colorado Student Grants" for undergraduates at public institutions.

*Determining Need:* Financial need is determined by the formula of [cost of attendance] – [estimated family contribution (now the student aid index)] = need. The federal Pell grant formula determines the student aid index and thus the amount the family or student is expected to contribute before any aid (including low interest subsidized federal loans) can be offered. The State Auditor's Office confirms that need-based aid, including both state and federal need-based aid, has been authorized consistent with this formula. The majority of resident students at Colorado public institutions qualify as having some amount of financial need.

*Allocations to Institutions:* Pursuant to Section 23-3.3-102, C.R.S., CCHE is responsible for determining the allocation of financial aid among the institutions. However, public institutions are authorized to administer their financial assistance program according to policies and procedures established by their governing boards. According to CCHE, some public institutions' need-based aid policies authorize use of state-funded need based aid for individuals with estimated family contribution of up to 150 percent of Pell-grant eligibility. In FY 2022-23, 53,813 students (41.6 percent of resident undergraduate student FTE) received undergraduate state need based grants at an average rate of \$3,504.

The CCHE's current formula for allocating need-based aid is based on the number of Pell-eligible, in state, at least 0.5-time student FTE at each institution, with amounts increasing for each grade level. The formula provides an increasing level of funding depending upon whether the student is a freshman, sophomore, junior, etc., to incentivize institutions in their efforts to retain students.

Colorado Opportunity Scholarship Initiative: The Colorado Opportunity Scholarship Initiative (COSI), created in H.B. 14-1384, promotes public/private partnerships to fund scholarships and support services for gifted low-income students who might not otherwise pursue or complete higher education. The Initiative operates under the oversight of the COSI Board. Primary programs include:

- A *Matching Student Scholarship program* through which local programs distribute scholarships to Colorado students who attend Colorado public institutions of higher education. Scholarship program partners provide over 6,000 students scholarships each year averaging approximately \$2,000 per student per year in state and local funds, typically based on a 1:1 match rate. COSI

awarded \$6.5 million in scholarship program grants in FY 2023-24. It also directed \$1.5 million to a new “Career Launch” program, which also requires a 1:1 match. According to COSI’s website, the program “distributes funds to nonprofits focused on supporting students who are historically marginalized and/or are working to complete a credential in specific high-needs fields that offer a livable wage.”

- A *Community Partner Program* through which COSI provides multi-year funding toward programs that help prepare students for postsecondary education, as well as support them through completion. Annually approximately 20 postsecondary programs and 40 rural high school programs are supported with awards starting at \$75,000 to serve 1:150 counselor to student ratio. Approximately 11,000 students are served annually with wraparound support programming. COSI provided funding for \$2.9 million for Partner Program grants in FY 2023-24, including \$0.9 million for pre-collegiate programs and \$2.0 million for postsecondary support programs.

Annual state funding was increased from \$7.0 to \$10.0 million General Fund in FY 2023-24. In response to staff questions, the Department reported that, with \$1.5 million of the new funds provide in FY 2023-24, COSI launched its new Career Launch program, which focuses on supporting the workforce needs outlined in the CCHE Strategic Plan and the Talent Pipeline Report. The remaining funds are being used to support the Community Partner Program Pre-Collegiate and Postsecondary programs.

Requests from COSI have been highlighted as “Proven” on the S.B. 21-284 Evidence Continuum, based on its work with Colorado Evaluation and Action Lab at DU to conduct an annual qualitative and quantitative evaluation of the program using a quasi-experimental design. A "proven program or practice" means a program or practice that reflects a high or well-supported level of Confidence of effectiveness, ineffectiveness, or harmfulness as determined by one or more high-quality randomized control trials, multiple evaluations with strong comparison groups, or an equivalent measure. While COSI has only been evaluated by one organization so far as Staff is aware, the evidence that it has positive impacts appears strong. <https://cdhe.colorado.gov/about> . The last evaluation was completed in FY 2020-21.

In response to staff questions, the Department reported that COSI is currently working toward a new funding structure in which pre-collegiate programs are phased out and collegiate support programs and scholarships are combined into a single grant program. COSI has indicated that the additional \$4.0 million requested, if approved, would be used in part to continue funding to existing pre-collegiate partners for at least an additional year before funding for this group is fully phased out. Spending plans indicate that \$500,000 would be used to further expand the Career Launch Program to \$2.0 million. Spending plans also indicate that spending would be maintained at approximately the current level in FY 2024-25 and FY 2025-26, but this would limit the spend-down of existing reserves while COSI prepares to launch a restructured program that would provide funding beginning in FY 2026-27.

Proposal for Legislation for Homeless Youth: The Department requests that the Committee sponsor legislation to cover the full cost of attendance for youth who are homeless at the point they graduate from high school. In response to Staff questions the Department describes the program as providing and building on the structure for supporting foster youth that was authorized in S.B. 22-008 (Higher Education Support for Foster Youth; Sens. Zenzinger & Priola and Reps. McLachlan & McKean). This includes:

- State and higher education institutions share the cost of covering “last dollar” scholarships to cover the full cost of attendance (including room and board) for youth who were previously homeless;
- The State adds 2.0 FTE, including 1.0 FTE to add to the Department’s existing staff of regional foster care navigators and 1.0 new finance/accounting position to manage back-office accounting and related tasks associated with both programs. Note: The costs for these additional staff are requested as \$177,921 in FY 2023-24, annualizing to \$195,176 General Fund. These amounts are identified as a “placeholder” in the Executive Request and are not part of the \$1.5 million that would come from the financial aid allocation.
- Scholarship costs are estimated consistent with the costs for the foster care scholarship program. Consistent with the approach for that program, institutions would be required to provide a 1:1 match to cover the “last dollar”.<sup>15</sup> The calculation is based on serving 300 students at a rate of \$10,000 each = \$3.0 million. With institutions covering half that amount, the state cost would be \$1.5 million General fund.

The calculations are based on information that in the years prior to the pandemic, about 2,000 high school seniors per year were classified as homeless under McKinney-Vento. There was a large decrease during the pandemic, though the numbers are slowly recovering. The high school graduation rate for this population was 53.6 percent.<sup>16</sup> The college going rate and completion rate of this population is very poor, so the Department used assumptions aligning with foster youth assumptions, i.e., 15 percent of these students, or 300 (2,000 x 15%) would enroll. The \$10,000 average award estimate is based on the average for Foster Care scholarship awards.

- The Department proposes that the program qualifications be:
  - Be designated a “homeless youth” under McKinney-Vento at some time between grades 9 and 12;
  - Be between the ages of 17 and 26 at the time of scholarship receipt;
  - Be a Colorado resident;
  - Have completed the FAFSA or CASFA financial aid applications.

Research on the number and characteristics of runaway and homeless youth is limited, but what data exists indicates that children and youth who are homeless often have a history of abuse, neglect, and family instability and have poorer educational outcomes due to housing disruption.<sup>17</sup> The Department cites a 2012 study surveying youth who experienced homeless in Colorado that found that financial costs were the primary driver of this population not enrolling in and completing college.<sup>18</sup>

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<sup>15</sup> Based on preliminary figures, this program is serving 171 students in fall 2023. The original fiscal note for the bill estimated 614. The bill added an appropriation of \$2.6 million General Fund and 4.0 department FTE.

<sup>16</sup> The Department of Education reports 1,620 homeless youth graduated in 2022.

<sup>17</sup> <https://nche.ed.gov/wp-content/uploads/2023/05/AnnotatedResearchSummaryReport-2023.pdf> Youth who are on the street also appear to disproportionately suffer from mental health and substance abuse issues and are at risk of human trafficking; staff does not know to what extent those in more extreme circumstances will be able to make effective use of this program.

<sup>18</sup> <https://digscholarship.unco.edu/cgi/viewcontent.cgi?article=1029&context=uri>

The Department indicates that it is not aware of a similar higher education initiative in another state, and JBC Staff has not thus far found useful data or studies. Staff nonetheless believes that helping even a small share of this population could be valuable for the affected youth and society at large.

### → R3 FORT LEWIS COLLEGE NATIVE AMERICAN TUITION WAIVER

*REQUEST:* As part of the November 2023 budget request, the Department submitted a request for a reduction of \$480,011 General Fund for the Fort Lewis College Native American Tuition Waiver. Funding is made one year in arrears. Thus, the FY 2024-25 request is based on the FY 2023-24 estimate.

*RECOMMENDATION:* **The staff recommendation for R3 is for a decrease of \$234,968 General Fund, for a total \$22,028,890 General Fund.** The recommendation is based on an updated projection from Fort Lewis received March 1, 2024 and represents an increase from the original request. The recommendation includes the adjustments in this line item, consistent with past practice. *Staff notes that this line item experienced a significant decline last year. For FY 2023-24, Fort Lewis College increased nonresident tuition by 5.5 percent, compensating for a decline in nonresident Native American student enrollment.*

- To comply with a federal treaty and the contract that granted the Fort Lewis property to the state in 1911, Section 23-52-105, C.R.S. requires that the General Assembly appropriate funds to cover 100 percent of the cost of tuition for qualified Native Americans who wish to attend Fort Lewis College. The college waives tuition for these students up front, and then receives reimbursement in the following fiscal year.
- Consistent with past practice, the staff recommendation is based on the projected current year (FY 2023-24) Native American Tuition Waiver cost. The lower staff figure is based on revised estimates provided (as in prior years) just before figure setting. Each year's appropriation is based on the prior year's actual experience, including a "true up" component. Thus, the FY 2024-25 request is based on the FY 2023-24 actual to-date plus an estimated figure for 2024 summer enrollment and a "true-up" for the final FY 2022-23 actual enrollment.
- The state's obligation to waive tuition for Native Americans has been challenged and upheld in court. In 1971, Colorado passed legislation requiring Native American students at Fort Lewis who came from outside Colorado to pay tuition, while resident Native American students would be admitted free of charge. The federal government brought suit against the State, resulting in an injunction requiring that tuition be waived for all Native American students. The 1972 District Court ruling against the State was subsequently upheld by the federal Court of Appeals.

#### *ADDITIONAL BACKGROUND AND ANALYSIS:*

*History of the Fort Lewis Native American Tuition Waiver:* In 1882, the federal government set aside Fort Lewis in Hesperus for an Indian reservation school. The school remained in operation after the lands composing the reservation were released to the public domain. In 1910, the federal government included the property in a land grant to the State subject to the condition that "said lands and buildings shall be held and maintained by the State of Colorado as an institution of learning, and that Indian pupils shall at all times be admitted to such school free of charge for tuition and on terms of equality with white pupils." The General Assembly accepted the land grant in 1911 with the condition. Fort

Lewis College moved to Durango in 1956, but the State continued to uphold the terms of the original grant. In 1970, Colorado sought to limit the waiver to Colorado residents. The federal government and Indian students brought suit. In 1973, the Tenth Circuit Court of Appeals affirmed the federal district court decision in favor of the government and the Indian students (*Tahdooahnippah v. Thinnig*).

*Fort Lewis College Student Population:* In FY 2022-23, 44.3 percent of the school's population was Native American, with most of these (39.5 percent of the total school population) non-resident Native American students. For these non-resident students, the State pays the full "sticker price" for non-resident tuition. For the last decade, the population served at Fort Lewis has declined, but the share of the population comprised of non-resident, Native American students has increased. **The State was providing more than 2/3<sup>rd</sup> of the Fort Lewis College operating budget, based on FY 2019-20 data, once all state financial aid is included.** This is substantially more than for any other school, including the other small institutions.

FORT LEWIS COLLEGE FUNDING SOURCES FY 2019-20					
	ACTUAL GOVERNING BOARD EXPENDITURE S (BUDGET DATA BOOK)	NATIVE AMERICAN TUITION WAIVER	OTHER STATE FINANCIAL AID FOR STUDENTS AT FLC	TOTAL AFTER FUND SOURCE ADJUSTMENT S	PERCENTAG E OF COLLEGE BUDGET
Resident tuition total	\$9,265,006	(\$1,048,785)	(\$1,806,224)	\$6,409,997	11.7%
Nonresident tuition	31,085,188	(20,520,324)	0	10,564,864	19.2%
IC Recoveries, fees, other	472,169		0	472,169	0.8%
State General Fund	14,136,436	21,569,109	\$1,806,224	37,511,769	68.3%
<b>Total</b>	<b>54,958,799</b>	<b>0</b>	<b>0</b>	<b>54,958,799</b>	<b>100.00%</b>

- **Currently 95.1 percent of costs for the Native American Tuition Waiver are due to costs associated with non-resident students.** For FY 2023-24 (used for the FY 2024-25 request), funding requested includes \$1.1 million for resident students and \$21.5 million for non-resident Native American students.

	FY 2022-23 Actual	FY 2023-24 Estimate*	Change
<b>Enrollment</b>			
Resident Native American Student FTE	135	192	57
Nonresident Native American SFTE	<u>1,100</u>	<u>1,182</u>	<u>(169)</u>
Total	1,235	1,315	(112)
<b>Tuition Waiver Cost</b>			
Resident Native American Student FTE	\$1,097,822	\$1,220,344	\$122,522
Nonresident Native American SFTE	<u>21,451,361</u>	<u>20,632,467</u>	<u>(818,895)</u>
Total	\$22,549,183	\$21,852,811	(\$696,372)

\*Excludes adjustments for prior years that are part of the FY 2024-25 appropriation request.



- **In FY 2022-23, the college reported that of the non-resident students, 66.3 percent are from tribes with historical connections to Colorado. The percentage among resident Native American students is similar: 65.1% are from tribes with historical connections to Colorado.** Others come from throughout the United States, including from as far away as Alaska.

The table below shows the long-term trend for the waiver. As shown, after years of large increases, the waiver amount declined in FY 2017-18 (after the College temporarily tightened enrollment standards) and included a modest increase for FY 2018-19, but costs increased sharply from FY 2019-20 to FY 2022-23 and then began declining. The sharp FY 2023-24 reduction (based on FY 2022-23 enrollment) brought the cost of the waiver close to the level in FY 2020-21. The very slight decline for FY 2024-25 reflects tuition increases that were applied to compensate for the decline in enrollment (5.0% resident; 5.5% nonresident).

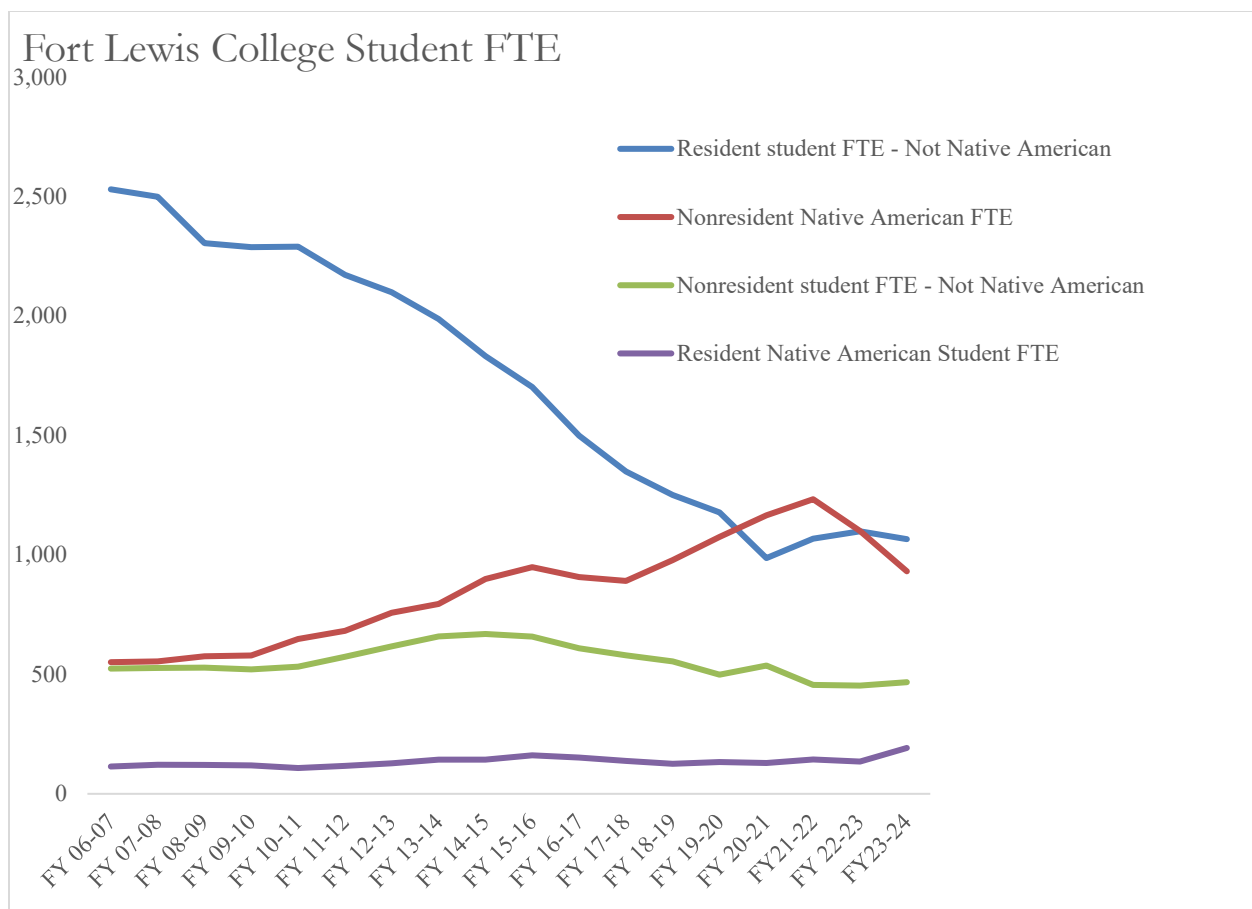
FORT LEWIS NATIVE AMERICAN TUITION WAIVER	APPROPRIATIONS/RECOMMENDATION	GENERAL FUND	CHANGE OVER PRIOR YEAR	PERCENTAGE INCREASE
FY 2011-12		\$11,785,002	\$1,354,631	13.0%
FY 2012-13		\$12,773,557	\$988,555	8.4%
FY 2013-14		\$14,466,230	\$1,692,673	13.3%
FY 2014-15		\$14,841,981	\$375,751	2.6%
FY 2015-16		\$16,157,618	\$1,315,637	8.9%
FY 2016-17		\$17,364,248	\$1,206,630	7.5%
FY 2017-18		\$16,948,194	(\$416,054)	(2.4%)
FY 2018-19		\$17,024,859	\$76,665	0.5%
FY 2019-20		\$19,626,044	\$2,601,185	15.3%
FY 2020-21		\$21,790,595	\$2,164,551	11.0%
FY 2021-22		\$24,045,076	\$2,254,481	10.3%
FY 2022-23		\$25,593,945	\$1,518,889	6.3%
FY 2023-24		\$22,264,858	(\$3,329,087)	(13.0%)
FY 2024-25		\$22,028,890	(\$235,968)	(1.1%)

Most increases have been driven by increases in enrollment of nonresident students, although the JBC also agreed to a 5.0 percent increase in nonresident tuition in FY 2018-19 which contributed to the FY 2019-20 cost increase, and Fort Lewis increased nonresident tuition (without consulting the JBC) by 5.5 percent in FY 2023-24. In the last few years Fort Lewis College has also launched graduate programs which are contributing to waiver costs.

**As discussed pursuant to R1, staff continues to expect the College to consult with the JBC on nonresident tuition increases and staff recommends being more specific about legislative expectations in the footnote regarding Fort Lewis College tuition.** Fort Lewis has argued that the college should be treated no differently from other state higher education institutions in the Long Bill but is aware that the State now pays 2/3rds of its nonresident tuition

and thus provides it far more General Fund support than any other public institution of higher education receives.

- Every 1.0 percent increase in nonresident tuition will drive a General Fund increase of \$206,324 for Native American Tuition Waiver payments in the subsequent fiscal year excluding any change in enrollment.
- The average tuition cost for each of the 1,100 nonresident Native American students enrolled in Fort Lewis College in FY 2022-23, including summer enrollment, was \$19,501 per student.
- Fort Lewis College's overall enrollment has declined over the last fifteen years. The only population that grew consistently through FY 2021-22 was nonresident Native American students. This trend appears to have changed, however, starting in FY 2022-23.



- President Stritikus of Fort Lewis College sent a letter to the Committee on February 21, 2022 providing a status update on the College's efforts to secure federal funding. The letter notes that "given herculean challenges, along with increasing partisan gridlock, I do not feel it is prudent to

spend further state or institutional resources at this time." Efforts have been unsuccessful in part because of opposition from the American Indian Higher Education Council, which represents Tribal Colleges and Universities.

## → FREE COLLEGE INITIATIVE [LEGISLATION RECOMMENDED/RFI OPTION]

### *RECOMMENDATION:*

- Staff recommends that the Committee either sponsor legislation to move a “Colorado Promise” program forward or expands the existing Request for Information about creating a common message about college affordability to more explicitly request a proposal for a statewide last-dollar promise program.
- Staff also recommends adding legislative intent language to the Need Based Grants line item for FY 2024-25 to specify the General Assembly’s intent that additional funds added in this line item be targeted, first, toward ensuring that tuition costs are fully covered for Colorado resident student freshmen entering in FY 2024-25 who are Pell eligible and attending at least half-time at a two year institution or full time at a four-year institution.

### *Existing Request for Information:*

In FY 2023-24, the JBC added funding for a two year term-limited position in the Department of Higher Education and added the following Request for Information.

- 1 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.
  - (1) 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.
  - (2) 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.
  - (3) 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.
  - (4) 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.

- (5) 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 an update on its progress on this project by November 1, 2023 and November 1, 2024 and a final report on the project on November 1, 2025.

**Staff suggests that the Committee expand and modify this footnote to more explicitly request a proposal for a “Colorado Promise” program, with sufficient detail that the program could be implemented in FY 2025-26. Specifically, staff recommends additions to address the following:**

- The JBC requests that the Department’s November 1, 2024 report includes sufficient information and budget detail to enable the General Assembly to launch and publicize a statewide guarantee of tuition-free college for low income students statewide beginning no later than FY 2025-26.
- The JBC anticipates that such a program will build on existing institutional programs and, at a minimum, identify components to which all public institutions can be held, such as committing that graduates of Colorado high schools who are eligible for federal financial assistance and have household incomes under \$60,000, begin postsecondary education within two years of graduation, complete a FAFSA or CASFA application for financial aid, and attend at least half-time at a two-year institution or full-time at a four year institution will not pay tuition. Such a program should, at a minimum, be offered to students who begin as first-time freshmen in FY 2025-26 and cover each new freshman class in the subsequent years.
- The report should also identify options and recommendations for expanding such a program to capture a larger share of potential students and costs, such student fees, students with higher incomes, and related costs. To the extent costs are not already covered by existing federal, state and institutional resources, the report should include a proposal for how any additional state funding will be allocated in order to limit financial risks to public institutions and the state. This may include both maintenance-of-effort and matching requirements for institutional aid, whereby institutions and the State have shared responsibility for covering additional costs. Any matching requirements should take into account the different types of resources available to different types of public institutions.
- Finally, the report should include a proposal, with related budget estimates for new state funding, for publicizing the program in a way that takes maximum advantage of existing institutional structures, such as K-12 superintendents, principals, counselors, teachers and postsecondary admissions and outreach staff.

*Potential Long Bill Footnote:*

- N Department of Higher Education, Colorado Commission on Higher Education Financial Aid, Need Based Grants – It is the General Assembly’s intent that additional funds added in this line item be targeted by institutions, first, toward ensuring that tuition costs are fully covered for Colorado resident student freshmen entering in FY 2024-25 within two years of high school who

are Pell eligible and attending at least half-time at a two year institution or full time at a four-year institution.

Comment: Intent language does not have the force of law, but a footnote like this provides a mechanism by which the JBC and General Assembly can encourage institutions toward a program that can be consistently described.

*ANALYSIS:* As detailed in this year's staff budget briefing and previous staff documents:

- **Colorado has a poor college-going rate. Among students who graduated high school in 2021 (during the pandemic) 49.9 percent enrolled in postsecondary education in the fall after graduation, a decline of over six percent from FY 2018-19.**<sup>19</sup> Even in 2019 (pre-pandemic), only 56.3 percent enrolled in postsecondary education the next fall. This figure was 51.4 percent for rural students, 51.9 percent for Black students, and 45.9 percent for Latinx students. Colorado is behind other states. While some enroll later, for students who completed high school in 2019 in Colorado, over one-third had not enrolled in postsecondary education two years after graduation. Nationally in 2021, 62 percent of high school graduates enrolled in a two-year or 4-year institution immediately.<sup>20</sup>
- **Colorado has one of the lowest completion rates in the nation for the Free Application for Federal Student Aid (FAFSA). As of summer 2023, the FAFSA completion rate was 46.8 percent** for high school seniors, ranking Colorado 46<sup>th</sup> in the nation, well **below the national 58.9 percent average.**<sup>21</sup> Thus, many students never learn about the financial aid for which they are eligible. According to a report developed for the Department of Higher Education, almost half of student who do not complete the FAFSA are predicted to be eligible for a Pell grant.<sup>22</sup> **The Department of Higher Education estimated that Colorado left \$43.3 million in federal Pell funding “on the table” in 2020 due to students who did not complete the FAFSA.**
- **Many of Colorado's postsecondary institutions have been suffering from declining student enrollment.** This is particularly true at institutions that traditionally serve disadvantaged students. **Studies have found that “Promise” programs can contribute to large enrollment increases, particularly among marginalized populations.**<sup>23</sup> Tennessee's college-going rate increased

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<sup>19</sup> Colorado Department of Higher Education, Pathways to Prosperity: Postsecondary Access and Success for Colorado's High School Graduates, 2023 Report.

[https://cdhe.colorado.gov/sites/highered/files/2023\\_CDHE\\_Postsecondary\\_Report\\_0.pdf](https://cdhe.colorado.gov/sites/highered/files/2023_CDHE_Postsecondary_Report_0.pdf)

<sup>20</sup> National Center for Education Statistics, Immediate College Enrollment Rate.

<https://nces.ed.gov/programs/coe/indicator/cpa>

<sup>21</sup> <https://formyourfuture.org/fafsa-tracker/> For data by Colorado school district see

<https://studentaid.gov/data-center/student/application-volume/fafsa-completion-high-school>.

<sup>22</sup> Hanover Research, *Best Practices Analysis: FAFSA Completion Trends*, Prepared for the Colorado Department of Higher Education, October 2021.

<sup>23</sup> Denisa Gandara and Amy Li, Promise for Whom? “Free-College” Programs and Enrollments by Race and Gender Classifications at Public 2-Year Colleges, Educational Evaluation and Policy Analysis, October 2020.

[https://www.researchgate.net/profile/Amy-Li-8/publication/346061268\\_Promise\\_for\\_WhomFree-College\\_Programs\\_and\\_Enrollments\\_by\\_Race\\_and\\_Gender\\_Classifications\\_at\\_Public\\_2-Year\\_Colleges/links/5fb986cf299bf104cf6a4cbb/Promise-for-WhomFree-College-Programs-and-Enrollments-by-Race-and-Gender-Classifications-at-Public-2-Year-Colleges.pdf](https://www.researchgate.net/profile/Amy-Li-8/publication/346061268_Promise_for_WhomFree-College_Programs_and_Enrollments_by_Race_and_Gender_Classifications_at_Public_2-Year_Colleges/links/5fb986cf299bf104cf6a4cbb/Promise-for-WhomFree-College-Programs-and-Enrollments-by-Race-and-Gender-Classifications-at-Public-2-Year-Colleges.pdf)

from 58.6 percent to 64.4 percent in the first year of the program and helped more students stay enrolled and on track to complete a credential.<sup>24</sup>

- **The cost of college--and particularly the full cost of attendance including room and board--is a real obstacle for students. However, the *perceived* cost is a problem too.** A 2018 U.S. Department of Education publication, *What High Schoolers and Their Parents Know About 4-Year Tuition and Fees in Their State*, cites previous studies and new data demonstrating the degree of misperception.

"Most high school students and parents are unaware of the actual price of college, and those who offer their best approximations tend to overestimate rather than underestimate prices...Minority and low-socioeconomic-status families in particular are less knowledgeable."<sup>25</sup>

- **Almost all Colorado public institutions—including low-resourced institutions—have already launched promises of no tuition for students with incomes below a threshold. The department and institutions highlighted these initiatives during their budget hearings.** Data previously provided by the Department has demonstrated that financial aid exceeds estimated tuition and fees for almost any student who attends full time (at least 24 credit hours per year) and qualifies for the maximum federal Pell grant Furthermore, prior data has indicated that Colorado students coming out of high school who qualify for a Pell grant of any size and attend full time are usually able to attend public institutions without paying tuition or mandatory fees. Students who qualify for any Pell grant have very low incomes. Nonetheless, those qualifying for a Pell grant of any size comprised one-third of the Colorado resident headcount prior to the pandemic.
- **New data runs by the Department confirm that some form of statewide promise program could be launched at virtually no additional expense.** Department staff have gone to great effort to provide JBC staff with multiple “data runs” using the data it has available from 2021, with adjustments that attempt to take into account changes in tuition and new institutional “promise” programs. These data indicate that (1) **a program for Pell-eligible freshmen (full time at 4-years and part-time at 2-year institutions could cost as little as \$3.0 million in the first year—an amount that could be absorbed within the aligned financial aid increase for FY 2024-25.** A Department data run demonstrating this is attached. (2) Recent data runs also indicate that covering the last-dollar for *all* Pell-eligible students with incomes under \$60,000 right now could cost as little as \$11.3 million (though covering all students would likely be impossible for the state during a recession, when low-income adults often return to school). **Staff hopes that**

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Education Commission of the States references several studies on programs that have improve enrollment, matriculation, and completion (though program goals and structure varies). <https://www.ecs.org/wp-content/uploads/State-Information-Request-College-Promise-Programs.pdf>

<sup>24</sup> While enrollment has declined over time in Tennessee, as in other states, it remains well above Tennessee’s pre-Promise level. <https://comptroller.tn.gov/office-functions/research-and-education-accountability/publications/higher-education/content/tennessee-promise-evaluation.html>

<sup>25</sup> Erin Dunlop Velez and Laura Horn, *What High Schoolers and Their Parents Know About Public 4-Year Tuition and Fees in Their State*, U.S. Department of Education Stats in Brief, October 2018 citing previous research. <https://nces.ed.gov/pubs2019/2019404.pdf>

by November 2024, the Department, collaborating with the institutions, will be able to identify a compelling statewide “promise” that with modest additional resources, will be clear and easy to explain to students and parents.

- **The Department reports that it is working closely with the institutions on this project. Staff recognizes that there are still data limitations that make institutions anxious. Launch of the new Free Application for Federal Student Aid (FAFSA)** at the federal level is likely to help most students in the future, as the form is shorter than in the past and more students are expected to qualify for a full Pell grant. However, at present, a rocky launch that began in January is creating difficulty for students and institutions. Institutions that use a “decision day” have delayed the date while students wait to learn about their financial aid packages, and institutions with a larger share of low-income students are particularly concerned. Meanwhile, a **data breach at the Department** has meant that the only data currently available for analyzing student financial aid dates to 2021. Both of these issues are currently being worked on, but they make it more challenging to confirm the cost of any new statewide “promise program.
- **Staff has highlighted for the Committee the rapid and expensive growth of the ASCENT program which covers tuition and fees, but only for a small segment of students in participating schools.** The Committee has agreed to sponsor legislation to cap that program beginning in FY 2024-25. **Staff would like to see such resources directed to a broader statewide “free college” guarantee for students moving from high school to college.**

**Analysis of Student Financial Aid and Unmet Need by Income and Student Level**

\*Students in this analysis are **Pell eligible, freshman**, degree-seeking Colorado residents attending public institutions of higher education, excluding Area Technical Colleges, enrolled full time (12+ credit hours) at four-year institutions and at least half time (6+ credit hours) at two-year institutions, who have filed a FAFSA. Incoming freshman must have graduated from high

\*\*Calculated fields are calculated at the student level then aggregated

\*\*\*Changes from prior version: Added full time eligibility requirement for four-year institutions. Included students in their third and fourth years. Removed non-degree seeking students.

Removed some loans from "Other Scholarships" variable. Did not include the 2.5 college GPA requirement.

\*\*\*\***This data is from FY20-21 due to a disruption in data collection. Of note, tuition and fees and state financial aid have both increased substantially in the years since.**

**"Unmet Tuition and Fees - After Institutional Free College Programs" sets unmet tuition and fees to zero for students who will be eligible for institutional promise programs in the Fall of 2024. Certain student groups could not be included in the calculation. For institutions impacted by these student groups, their remaining unmet need will be higher (for those that don't cover fees) or lower (for those with additional eligible student populations)**

\*Could not account for institutional promise programs that don't cover fees. Fees are currently set to zero along with tuition for eligible students.

\*Could not account for credit limits or second bachelors at this time to remove those students where applicable.

\*Could not account for students who may be eligible for institutional programs due to Tribal affiliation or eligible non-residents.

\*Could not model all family sizes for the Federal poverty level for CU Denver's eligibility criteria, assumed a family size of three.

\*Could not model SAI for UNC. The UNC program allows a certain SAI or family income; the current model uses family income only.

\*Could not model incoming transfers for UNC. The UNC program is restricted to first-time freshman and incoming transfer students and excludes current students; the current model includes first-time freshman only.

Institution Level	Student Level	Income Bands	Tuition and Fee		Institutional Aid	Federal Grant Aid	Other Scholarships	Unmet Tuition and Fees	Aid in Excess of Tuition and Fees	Unmet Tuition and Fees - After Institutional Free College Programs		Number of Students
			Charges	All State Aid								
Two-Year	Freshman	Below \$50,000	\$ 13,498,273	\$ 7,792,282	\$ 695,983	\$ 14,620,556	\$ 1,066,757	\$ 1,560,470	\$ 12,237,775	\$ 1,518,840		4,341
Two-Year	Freshman	\$50,000-\$60,000	\$ 1,770,652	\$ 944,385	\$ 95,998	\$ 986,752	\$ 157,159	\$ 361,926	\$ 775,568	\$ 354,141		552
Two-Year	Freshman	\$60,000-\$70,000	\$ 947,131	\$ 452,434	\$ 91,944	\$ 429,820	\$ 96,148	\$ 229,041	\$ 352,256	\$ 220,416		307
Two-Year	Freshman	\$70,000-\$80,000	\$ 376,366	\$ 173,593	\$ 12,319	\$ 153,348	\$ 27,559	\$ 124,458	\$ 114,911	\$ 124,458		126
Two-Year	Freshman	\$80,000-\$90,000	\$ 168,506	\$ 76,137	\$ 15,287	\$ 57,204	\$ 13,403	\$ 60,713	\$ 54,238	\$ 60,713		59
Two-Year	Freshman	\$90,000-\$100,000	\$ 54,465	\$ 25,201	\$ 2,083	\$ 10,265	\$ 3,708	\$ 21,830	\$ 8,622	\$ 21,830		16
Two-Year	Freshman	Above \$100,000	\$ 96,567	\$ 17,963	\$ 9,359	\$ 13,939	\$ 8,643	\$ 56,775	\$ 10,112	\$ 56,775		28
Four-Year	Freshman	Below \$50,000	\$ 41,714,209	\$ 12,560,089	\$ 13,904,683	\$ 21,837,868	\$ 3,246,909	\$ 4,167,152	\$ 14,002,492	\$ 824,546		4,288
Four-Year	Freshman	\$50,000-\$60,000	\$ 5,969,950	\$ 1,854,624	\$ 2,466,753	\$ 1,745,542	\$ 619,404	\$ 1,018,979	\$ 1,735,352	\$ 254,437		604
Four-Year	Freshman	\$60,000-\$70,000	\$ 3,645,237	\$ 1,160,316	\$ 1,693,174	\$ 895,222	\$ 358,103	\$ 611,910	\$ 1,073,488	\$ 194,488		370
Four-Year	Freshman	\$70,000-\$80,000	\$ 1,499,845	\$ 461,207	\$ 691,620	\$ 334,864	\$ 103,836	\$ 280,813	\$ 372,495	\$ 194,918		152
Four-Year	Freshman	\$80,000-\$90,000	\$ 736,068	\$ 240,900	\$ 267,762	\$ 178,698	\$ 65,252	\$ 153,239	\$ 169,783	\$ 121,877		75
Four-Year	Freshman	\$90,000-\$100,000	\$ 175,283	\$ 59,798	\$ 71,793	\$ 30,711	\$ 10,150	\$ 39,339	\$ 36,508	\$ 29,209		17
Four-Year	Freshman	Above \$100,000	\$ 229,932	\$ 39,419	\$ 93,081	\$ 35,208	\$ 16,400	\$ 91,657	\$ 45,833	\$ 77,886		22

Sources: CDHE Student Unit Record Data System (SURDS); CDHE Institutional Free College Program List



## → ARPA HIGHER ED BILL REFINEMENT – FINISH WHAT YOU STARTED

*RECOMMENDATION:* Staff recommends that the Committee clarify the desired provisions of a bill to modify the Finish What You Started program, created in H.B. 21-1330. Specifically, staff recommends the following changes to the Finish What You Started program to ensure that all funds are spent by the end of FY 2025-26 (the timeline originally created). This includes changes already approved by the JBC, as well as additions for the Committee’s consideration.

- Per the previous JBC decision, statute will clarify that effective July 1, 2024, federal restrictions on use of the funds do not apply to any nonfederal funds appropriated for this program, including requirements related to student eligibility and administrative reporting requirements imposed to comply with federal reporting requirements.
- Require institutions to indicate by June 15, 2024, if they wish to participate for the last two years of the program (FY 24-25 and FY 25-26), if they anticipate not spending a portion of their previous allocation (and, if so, how much), or if they anticipate that they could spend more if they received it (if so, how much). Based on the responses, the COSI program would be allowed to reallocate funds from programs that are anticipated to underspend to those that can use more funds, with notification to those that that will receive more funds no later than July 15, 2024.
- Authorize the COSI Board to do additional reallocations for FY 2025-26 as needed to ensure money is fully expended.
- Expand use of the money in three ways:
  - Add eligibility for “non-traditional” adult learners (ages 25 and up) who are first-time students.
  - Add eligibility for students who have completed an eligible certificate (e.g., a 1 year certificate) or associates degree but not a bachelor’s degree.
  - *Replace* language that limits the program to a student who was admitted to a public institution as a first time student but did not enroll in FY 2020-21 to language that covers a student “who did not enroll in a public institution of higher education as a first-time student due to the COVID-19 pandemic”. This would effectively expand the population to students who were *eligible* to enroll but did not do so between the years FY 2019-20 and FY 2022-23.
- Now that the program will be funded with General Fund, clarify that the funding for this program is not subject to Section 23-3.3-103, C.R.S., concerning aligned financial aid, so there will be no question about the financial aid “base” when the program is no longer available.
- Staff anticipates that changes approved will be included in a bill that makes changes to existing ARPA programs. Note that JBC Staff and OLLS are currently working on two ARPA-related bills: (1) The “big swap” bill, which will trade Coronavirus State and Local Fiscal Recovery Funds authorized in the American Rescue Plan Act (ARPA funds) for General Fund to ensure that programs previously created by the General Assembly can be implemented as planned; and (2) a bill that will include modifications to existing ARPA programs, including the changes to the

Higher Education Finish What You Started program described here. Most of these changes are minor; those for Finish What You Started are more substantive.

#### *ANALYSIS:*

H.B. 21-1330: H.B. 21-1330, codified at Section 23-3.3-1006, C.R.S., allocated \$49,000,000 in federal State and Local Fiscal Recovery Funds (ARPA funds) for a program that was dubbed “Finish What You Started”. As outlined in statute, the program is for any Colorado resident undergraduate who:

- Earned some postsecondary credits from a public or private higher education institution but did not complete a credential requiring thirty credits or more before deciding not to enroll for two or more consecutive semesters; or
- Were admitted to a public institution of higher education as a first-time student for the 2019-2020 or 2020-2021 academic year but did not enroll at any institution for the 2020-2021 academic year.

#### *Additional provisions:*

- Based on the ARPA funding source, the program was ultimately restricted to those who experienced an economic loss due to the pandemic, requiring participants to certify to this, and, in general, to be eligible for a federal Pell grant.
- Statute dictated the formula for distributing the funds to institutions, based on FY 2019-20 headcount and FTE enrollment, with some related discretion provided to the COSI Board. Institutions were required to submit plans for using the funds to the COSI Board for its approval. These were to describe proposed uses for scholarships and student supports, with the intent that the greater percentage be spent as scholarships.
- The bill took effect in late FY 2020-21 and funding remains available through FY 2025-26.

*February 5, 2024 Staff Presentation and JBC Action:* Staff included a memo as part of a larger collection of staff presentations about ARPA funds addressing a proposal from the Governor’s Office to reduce funding by \$5,647,030 based on spending projections. The Committee indicated that it did not wish any funding to be reduced and wished institutions that had withdrawn (Colorado School of Mines and a community college) to be given the opportunity to rejoin the program, as well as adding clarifying language that federal restrictions would not apply to the program after July 1, 2024.

As outlined in the staff presentation, the program faced a variety of challenges, particularly due to mid-process rule changes and bureaucracy related to the use of the federal funds.<sup>26</sup> According to the program’s annual report, as of June 2023, two years after the program’s enactment and 40% of the way through the five years allowed for the program, a cumulative total of 3,559 students had been served (24.1 percent of the original goal), and 732 credentials completed (8.3 percent of the original goal).

*Additional Information from Program and Institutions:* Staff discussed the options for ensuring the program achieved goals more consistent with its aims and asked COSI staff to conduct outreach to institutions about what changes would be helpful. The recommendations reflect that outreach. Institutions

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<sup>26</sup> <https://leg.colorado.gov/sites/default/files/arpa-02-05-24.pdf> - Page 3 of Higher Education Memo (page 12 of pdf).

consistently indicated that the proposed changes related to reducing federal restrictions and expanding to adult learners would make it far easier for them to effectively use this funding. For example, Metropolitan State University of Denver estimated that expanding to non-traditional students would allow MSU to recruit approximately 300 new students to the program. Colorado Mountain College proposed the additional two modifications, which staff believes are reasonable, particularly given the length of time that has now passed since the height of the pandemic. COSI staff noted, with respect to adding nontraditional students admitted as first-time students:

- FWYS primarily serves adult learners with some college, no degree. The adult population is unique to these federally funded COSI programs as the core, state-funded COSI programs serve traditional-aged students.
- Approximately 37% of adults in Colorado have not earned a postsecondary credential (Lumina Foundation). Yet, 76% of Top Jobs in Colorado require some type of postsecondary education or training beyond a high school diploma (Talent Pipeline Report, 2023).
- Adding this student population to the statute would provide institutions the opportunity to support more adult learners whose pursuit of higher education credentials could fundamentally impact them financially, support their economic mobility, and support the state's workforce needs.

#### ➔ ALIGNED FINANCIAL AID IN NEW LEGISLATION [LEGISLATION RECOMMENDED]

*RECOMMENDATION:* As part of the Higher Education budget briefing, staff recommended the Committee sponsor legislation with a very narrow title to reduce the need to create one-off exceptions to the statutory requirement for aligning financial aid increases with increases for the governing boards.

Provisions could include specifying that the requirement for “aligned financial aid” does not apply to General Fund appropriations increases to a governing board that are made in bills other than the Long Bill or a supplemental bill and that meet either of the following conditions: (1) are for a one-time appropriation of \$5.0 million or less; (2) apply to the first year of an ongoing appropriation that, in the first year, is for \$1.0 million or less. **Staff recommends that the Committee sponsor such legislation, thereby reducing the need for sponsors to seek exemptions to the “aligned financial aid” requirement for small additional appropriations.**

If desired, staff also notes that the title could be broadened enough to include a provision exempting the S.B. 23-213 annualization from the “aligned financial aid” requirement.

*ANALYSIS:* Pursuant to Section 23-3.3-103 (1), C.R.S.:

“The annual appropriations for student financial assistance under this article shall increase by at least the same percentage as the aggregate percentage increase of all general fund appropriations to institutions of higher education....”

“General Fund appropriations to institutions of higher education” has been consistently interpreted by the General Assembly to include appropriations for student stipends and fee-for-service contracts that are reappropriated to the governing boards. “Student financial assistance under this article”

(Article 3.3 of Title 23) includes most but not all of the financial aid programs for which the Department receives appropriations.

While the aligned financial aid requirement works well for purposes of the Department’s large annual budget request, it creates some technical challenges related to new legislation (“special bills”) that add funding for the governing boards, since even small appropriations for very narrow purposes may require statutory exemptions from the requirement or must include an additional appropriation.

During the 2023 legislative session there were many bills that were affected by the aligned financial aid requirement. For the large appropriations in special bills (e.g., H.B. 23-1246, which included an appropriation of \$43.6 million), staff feels it is appropriate for the General Assembly to make an explicit decision whether to include or exclude additional funding for financial aid. However, there were many bills with small appropriations where staff believes it would have been better to have an automatic exception.

Examples of bills that were subject to the aligned financial aid requirement in the 2023 session include: HB 23-1220 (Study Republican River; \$146,286 short-term General Fund appropriation); HB 23-1237 (Inclusive Language Emergency Situations; \$62,500 one-time for study at CU); HB 23-1060 (Updates to State Forest Service Tree Nursery; \$5.0 million one-time); S.B. 23-031 (Health Care Access Older Coloradans; \$784,269 ongoing with future increase); SB 23-005 (Forestry Workforce; \$1.1 million one-time); HB 23-1246 (In Demand Career Workforce; \$43.6 million one-time).

**BA4 PATH4WARD CASELOAD ADJUSTMENT**

As described in the staff figure setting document dated March 7, 2024, as well as in the Department of Education figure setting document dated February 29, 2024, staff recommends the caseload adjustment for this program, which increases the appropriation by \$155,823 General Fund. This increase is included in the appropriation for this division. In addition, as also discussed in these other documents, staff recommends restricting this program to the local education providers where it is already located. The JBC has already requested a bill draft on this topic.

**LINE ITEM DETAIL – COLORADO COMMISSION ON HIGHER EDUCATION FINANCIAL AID**

**(A) NEED BASED GRANTS**

This line item includes grants for full-time and part-time graduate and undergraduate students with demonstrated financial need attending eligible institutions in Colorado, which include some private institutions.

*Determining Need:* Financial need is determined by the formula of [cost of attendance] – [estimated family contribution (now known as the “student aid index”) = need. The federal Pell grant formula determines the estimated family contribution and is the amount the family is expected to contribute before any aid (including low interest subsidized federal loans) can be offered. The State Auditor’s Office confirms that need-based aid, including both state and federal need-based aid, has been authorized consistent with this formula.

*Allocations to Institutions:* Pursuant to Section 23-3.3-102, C.R.S., CCHE is responsible for determining the allocation of financial aid among the institutions. However, public institutions are authorized to administer their financial assistance program according to policies and procedures established by their governing boards. According to CCHE, some public institutions' need-based aid policies authorize use of state-funded need based aid for individuals with estimated family contribution of up to 150 percent of Pell-grant eligibility.

The CCHE's current formula for allocating need-based aid is based on the number of Pell-eligible individuals at each institution. It provides an increasing level of funding depending upon whether the student is a freshman, sophomore, junior, etc. The formula is designed to incentivize institutions in their efforts to retain students. *In FY 2022-23, the program served 53,813 students with an average award of \$3,504.*

*STATUTORY AUTHORITY:* Section 23-3.3-501, C.R.S.

*REQUEST:* The Department requests an appropriation of \$234,029,497 total funds, including General Fund and indirect cost recovery amounts that substitute for General Fund otherwise required. The request includes an increase of \$3,803,012 General Fund for request R1 and a reduction of \$14,509 to annualize H.B. 23-1237 (Inclusive Language Emergency Situations).

*RECOMMENDATION:* The staff recommendation is reflected in the table below and incorporates increases associated with the staff recommendation for request R1. This includes a higher recommended increase for financial aid to align it to the recommended increase in funding for the governing boards as well as the portion of funding that the request had directed to the Colorado Opportunity Scholarship Initiative, which staff is not recommending.

**Staff requests permission to adjust reappropriated funds from indirect cost collections to offset General Fund otherwise required in this line item, based on the final calculation included in the Higher Education Figure Setting for Department Administration and special programs.** The fund split adjustment has no impact on program administration.

COLORADO COMMISSION ON HIGHER EDUCATION FINANCIAL AID, NEED BASED GRANTS, NEED BASED GRANTS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$228,912,251	\$227,634,969	\$0	\$1,277,282	\$0	0.0
<b>TOTAL</b>	<b>\$228,912,251</b>	<b>\$227,634,969</b>	<b>\$0</b>	<b>\$1,277,282</b>	<b>\$0</b>	<b>0.0</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$228,912,251	\$227,634,969	\$0	\$1,277,282	\$0	0.0
R1/BA2 State funding increase for higher education	9,188,378	9,188,378	0	0	0	0.0
Annualize prior year legislation	2,257,883	2,257,883	0	0	0	0.0
<b>TOTAL</b>	<b>\$240,358,512</b>	<b>\$239,081,230</b>	<b>\$0</b>	<b>\$1,277,282</b>	<b>\$0</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$11,446,261</b>	<b>\$11,446,261</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	5.0%	5.0%	0.0%	0.0%	0.0%	0.0%

COLORADO COMMISSION ON HIGHER EDUCATION FINANCIAL AID, NEED BASED GRANTS, NEED BASED GRANTS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$234,029,497</b>	<b>\$232,752,215</b>	<b>\$0</b>	<b>\$1,277,282</b>	<b>\$0</b>	<b>0.0</b>
Request Above/(Below) Recommendation	(\$6,329,015)	(\$6,329,015)	\$0	\$0	\$0	0.0

## (B) WORK STUDY

Work Study allows resident undergraduates to earn money to help pay for college. Students with financial need as well as students who can benefit from work experience are eligible, but statutes require that at least 70 percent of the funds be awarded based on need. Students may work at state-funded educational institutions, non-profit organizations, or government agencies.

The Department has indicated in the past that students receiving work study have better achievement and retention rates than both students who don't work and students who find work on their own, speculating that work study creates a sense of investment, while the regulated hours and locations ensure that employment doesn't interfere with study. *In FY 2022-23, the program served 7,118 students with an average amount of \$2,977 per student.*

*STATUTORY AUTHORITY:* Section 23-3.3-401, C.R.S.

*REQUEST:* The Department requests a continuation amount of \$23,129,178 for this line item.

*RECOMMENDATION:* Staff recommends the Department's request for continuation funding of \$23,129,178 General Fund.

## (C) SPECIAL PURPOSE

### VETERANS'/LAW ENFORCEMENT/POW TUITION ASSISTANCE

This line item pays tuition, room, and board for Colorado dependents of deceased or permanently disabled members of the National Guard, law enforcement, firefighters, prisoners of war and military personnel missing in action. Pursuant to Section 23-3.3-202, C.R.S. this is the first priority of any state financial aid funds. If the appropriation in this line is insufficient to cover costs, CCHE must use money appropriated in other financial aid line items for this purpose.

Qualified dependents are eligible to pursue an undergraduate education leading to a first baccalaureate degree or a certificate of completion. The educational benefits provided vary depending upon the type of school a student attends. Students attending a public in-state institution of higher education receive free tuition, and if the institution has on-campus living, the room and board (half of double-occupancy) is also included. Students attending private in-state institutions receive the average cost of undergraduate instruction calculated for student at a comparable public institution. Students attending an out-of-state institution receive tuition assistance only, up to the average cost of undergraduate tuition at a comparable Colorado state institution.

*STATUTORY AUTHORITY:* Section 23-3.3-204 and 23-3.3-205, C.R.S.

*REQUEST:* The Department requests \$1,643,700 General Fund for this line item, which is a continuation amount

*RECOMMENDATION:* The staff recommendation is the continuation amount of \$1,643,700 for FY 2024-25.

Pursuant to the current interpretation of Section 23-3.3-102 (7), C.R.S., a funding shortfall of up to 10 percent may be addressed via transfers from other financial aid programs. (Transfers from money rolled forward in the work-study line item addressed shortfalls in prior years.) When the difference exceeded 10 percent in prior years, additional transfers have been authorized through the Governor's transfer authority (for like-purposes, up to \$10.0 million; Section 24-75-108 (8), C.R.S.).

Recent data from the Department suggests that the funding need is likely to be below the appropriation, but sufficiently close that staff thinks that leaving funding at the current level for FY 2024-25 is reasonable, since amounts required can vary significantly from year-to-year.

	FY22 AY 2021-22	FY23 AY 2022-23	FY24 AY 2023-24
Number of Students Served	83	74	81
In State IHE's	17	15	15
Out of State IHE's	14	11	20
Total Institutions	31	26	35
Total Expenditure	\$ 1,289,683	\$ 1,143,700	\$ 1,456,240

#### NATIVE AMERICAN STUDENTS/FORT LEWIS COLLEGE

To comply with a federal treaty and the contract that granted the Fort Lewis property to the state in 1911, Section 23-52-105, C.R.S. requires that the General Assembly appropriate funds to cover 100 percent of the cost of tuition for qualified Native Americans who wish to attend Fort Lewis College. The college waives tuition for these students up front, and then receives reimbursement in the following fiscal year.

*STATUTORY AUTHORITY:* Section 23-42-105, C.R.S.

*REQUEST:* The Department requests an appropriation of \$21,784,847 General Fund for this line item, including a decrease for request R3, based on data available as of November 1, 2023.

*RECOMMENDATION:* The staff recommendation is summarized in the table below and reflects updated data from Fort Lewis for request R3, as discussed at the beginning of this division.

COLORADO COMMISSION ON HIGHER EDUCATION FINANCIAL AID, SPECIAL PURPOSE, NATIVE AMERICAN STUDENTS/FORT LEWIS COLLEGE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						

COLORADO COMMISSION ON HIGHER EDUCATION FINANCIAL AID, SPECIAL PURPOSE, NATIVE AMERICAN STUDENTS/FORT LEWIS COLLEGE						
FY 2023-24 Appropriation	\$22,264,858	\$22,264,858	\$0	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$22,264,858</b>	<b>\$22,264,858</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$22,264,858	\$22,264,858	\$0	\$0	\$0	0.0
R3 Fort Lewis Native American tuition waiver	(235,968)	(235,968)	0	0	0	0.0
<b>TOTAL</b>	<b>\$22,028,890</b>	<b>\$22,028,890</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>(\$235,968)</b>	<b>(\$235,968)</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	(1.1%)	(1.1%)	0.0%	0.0%	0.0%	0.0%
FY 2024-25 EXECUTIVE REQUEST						
Request Above/(Below) Recommendation	(\$244,043)	(\$244,043)	\$0	\$0	\$0	0.0

## COLORADO OPPORTUNITY SCHOLARSHIP INITIATIVE (COSI)

The Colorado Opportunity Scholarship Initiative promotes public/private partnerships to fund scholarships and support services for gifted low-income students who might not otherwise pursue or complete higher education. Created in H.B. 14-1384, it was initially seeded with a transfer of \$33.4 million from the CollegeInvest Financial Need Scholarship Fund and a \$1.0 million appropriation. In FY 2015-16 and FY 2016-17, the General Assembly appropriated \$5.0 million General Fund to the COSI Fund, from which the Department has continuous spending authority. In FY 2018-19, the Long Bill appropriation was increased to \$7.0 million. Senate Bill 20-006 modified the program to allow greater program flexibility. The appropriation was reduced by \$1.0 million in FY 2020-21 to assist in addressing the state budget shortfall related to the COVID-19 pandemic. This reduction was restored in FY 2021-22. For FY 2023-24, the program received an increase of \$3.0 million General Fund, bringing the total appropriation to \$10.0 million.

- Student Support Services: Funds may be awarded to state agencies and nonprofit organizations to assist such agencies and organizations with ensuring that student-success and precollegiate, postsecondary student support services are available to students who are classified as Colorado residents for tuition purposes; increasing the capacity for student support services at postsecondary institutions; and developing connections between local employers, public schools, precollegiate organizations, and postsecondary institutions.
- Administration: Up to 7.5 percent of amounts expended in the prior fiscal year may be used for direct and indirect administrative costs. Allows for a larger amount to be used for administration if authorized in any fiscal year by a footnote in the Long Bill.
- Scholarships: Money not used for the purposes above must be used to build a financial corpus capable of providing tuition assistance to eligible Colorado students attending eligible Colorado higher education institutions. Such assistance may include direct awards; matching incentives to create or increase other scholarships; loans, or any combination of these.



- Eligible Students: To the extent practicable, tuition assistance must be awarded to students representing rural and urban areas and students attending all types of higher education institutions (vocational schools, community colleges, 4-year institutions, research institutions). Also, to the extent practicable, tuition assistance must be evenly distributed between students with an expected family contribution (EFC) of less than 100 percent of the annual federal PELL grant award and students with an EFC between 100% and 250% of the annual federal PELL grant award.

The program has an advisory board comprised of the executive committee of the State Workforce Development Council, and three Governor appointees to represent research institutions, four-year postsecondary institutions and community colleges and area vocational schools. It requires this board to establish:

- eligibility for state agencies, nonprofit organizations, and public institutions of higher education to participate in the initiative;
- criteria for eligibility of students to apply for and receive grants from the initiative; and
- rules establishing permissible uses of grant and scholarship moneys from the initiative.

The “regular” program provides several different kinds of grants, described below. In addition, the COSI Board was given authority to oversee allocations of one-time federal COVID recovery funds, including \$15.0 million pursuant to S.B. 21-232 (as amended by H.B. 22-1192; the Displaced Workers Grant Appropriation), and \$49.0 million pursuant to H.B. 21-1330 (Higher Education Student Success).

*Community Partner Program (CPP) Grants*: Consistent with the legislation, the program funds community partner grants for student support programs operated by non-profits, K-12 and higher education institutions with pre-collegiate, collegiate, and bridge programs to support student participation and success in higher education.

- For programs at the K-12 level, the program supports a “future center” model. This program is a collaborative approach between partner organizations and/or a school district that is embedded in a school’s counseling department. The hub serves all students at the school with curriculum and activities that address career and college options and pathways, provide academic support (e.g. tutoring), assist students with FAFSA completion, offer classes dedicated to precollegiate curriculum, provide summer bridge programming, and support other wrap-around services. The program enriches existing high school counseling resources.
- For programs at the postsecondary level, programs must provide intrusive advising, wrap-around student support services to assist students in overcoming academic and other barriers to success. The grantee must use the Colorado Challenge model and curriculum, which includes a collaborative approach between the institution and the Colorado Challenge as a peer coach.

*Matching Student Scholarship (MSS) Grants*: The program offers grants to counties, higher education institutions, and workforce programs for matching scholarship grants. These grants have historically represented \$7.0 to \$7.5 million of annual COSI allocations. State grants are matched by scholarship funds from state and philanthropic sources. State higher education institutions and institutional foundations operating on behalf of county governments provide the matching funds. These entities

then distribute the grants (state funds and matching funds) to income-eligible students. Disbursements vary between one and four years.

*STATUTORY AUTHORITY:* Section 23-3.3-1001 through 1005, C.R.S.

*REQUEST:* The Department requests an appropriation of \$14,000,000 General Fund for this line item, including an increase of \$4,000,000 General Fund as one of the financial aid components of Request R1.

*RECOMMENDATION:* As previously discussed, Staff recommends a continuation appropriation of \$10,000,000 General Fund for this line item and recommends that the increase associated with R1 be allocated for Need Based Aid.

#### TUITION ASSISTANCE FOR CAREER AND TECHNICAL EDUCATION CERTIFICATE PROGRAMS

House Bill 15-1275 (Winter/Heath, Marble) directed the Colorado Commission on Higher Education to create a tuition assistance program for students enrolled in career and technical education certificate programs, subject to available appropriations. The program is for students who meet the income eligibility requirements for the federal Pell grant but do not qualify for the grant because the certificate program in which they are enrolled does not meet minimum credit hour requirements. The bill included a General Fund appropriation of \$450,000 for tuition assistance for such students attending community colleges, Colorado Mesa University, area vocational schools, and local district junior colleges.

*STATUTORY AUTHORITY:* Section 23-3.3-1101, C.R.S.

*REQUEST:* The Department requests a continuing appropriation of \$450,000 General Fund for this line item.

*RECOMMENDATION:* Staff recommends the request for continuation funding of \$450,000 General Fund.

#### FOURTH-YEAR INNOVATION PILOT PROGRAM (PATH4WARD)

The Fourth-year Innovation Pilot Program was created in S.B. 21-106 (Concerning Successful High School Transitions). The program was created in the Department of Higher Education, but the Department of Education has related statutory responsibilities. The program provides state funding for low-income students who graduate early from high school to use for postsecondary education tuition and fees and also provides incentives to the local education providers that graduate these students early. The Department of Higher Education is responsible for distributing the scholarship funds for students who graduate early in the school districts that are piloting the program. The Department of Education is responsible for distributing incentives to affected school districts.

According to a legislative report on the program, the Department of Higher Education selected five local education providers to participate in March 2022 and coordinated with four external partners to roll out the program. The data in 2022 reflected 61 eligible graduates; the Department estimates that

no more than 50 percent will use the benefit available from this program, but the data was not yet available. The Department indicated it had identified three issues with the program:

- Students completing high school through an equivalency exam are ineligible despite fitting the program goals.
- Participating LEPs have concerns about the management of free and reduced lunch data, and CDE reports on these data are not aligned with the Path4Ward program schedule.
- Students have incurred costs of attendance earlier than the most rapid funds remittance timelines available to some of the postsecondary programs they have enrolled in.

*STATUTORY AUTHORITY:* Section 23-3.3-1301, C.R.S.

*REQUEST:* The Department requests \$524,615, including an increase of \$155,823 for the BA4Path4Ward Caseload adjustment

*RECOMMENDATION:* As previously discussed, staff recommends the requested increase and a total appropriation of \$524,615 General Fund for FY 2024-25, but staff has also recommended that the General Assembly sponsor legislation to limit the expansion of this pilot program to additional schools in FY 2025-26.

## STATE AID FOR FOSTER STUDENTS PROGRAM

Senate Bill S.B. 22-008 (Higher Education Support for Foster Youth) requires that Starting in the 2022-23 academic year, the state must provide financial assistance in excess of any financial aid to cover the total cost of attendance at a higher education institution for students who have been:

- placed in foster care in Colorado before their 13th birthday;
- placed in non-kinship care after their 13th birthday; or
- adjudicated neglected or dependent at any time.

The bill requires the General Assembly to appropriate an amount to the Colorado Commission on Higher Education (CCHE) within the Department of Higher Education (DHE) that covers half the cost of providing financial assistance to foster children, with institutions of higher education covering the other half from financial aid allotments. Foster students are eligible for aid for the first 132 semester credit hours or 198 quarter credit hours.

The bill requires the DHE to designate four full-time equivalent employees as foster care student navigators to assist foster students in applying for and enrolling in institutions of higher education. In addition, each higher education institutions must designate one employee as a liaison to assist qualified students with receiving assistance.

The fiscal note estimate of related costs is shown below. The institution of higher education share (50% of the financial aid) is not included in the appropriation.

Cost Components	FY 2022-23	FY 2023-24
<b>Department of Higher Education</b>		
Personal Services	\$217,180	\$236,924
Operating Expenses	\$5,400	\$5,400
Capital Outlay Costs	\$24,800	-
Aid to Foster Children	\$2,328,035	\$2,328,035
Travel Costs	\$20,160	\$20,160
Outreach Materials	\$15,000	\$15,000
Centrally Appropriated Costs <sup>1</sup>	\$56,536	\$61,312
FTE – Personal Services	3.7 FTE	4.0 FTE
<b>DHE Subtotal</b>	<b>\$2,667,111</b>	<b>\$2,666,831</b>
<b>Institutions of Higher Education</b>		
Aid to Foster Children	\$2,328,035	\$2,328,035
<b>Institutions of Higher Education Subtotal<sup>2</sup></b>	<b>\$2,328,035</b>	<b>\$2,328,035</b>
<b>Total</b>	<b>\$4,995,146</b>	<b>\$4,994,866</b>
<b>Total FTE</b>	<b>3.7 FTE</b>	<b>4.0 FTE</b>

*STATUTORY AUTHORITY:* Section 23-3.3-1401, C.R.S.

*REQUEST:* The Department requests a continuation of \$2,605,519 General Fund and 4.0 FTE for FY 2024-25.

*RECOMMENDATION:* Staff recommends the request for a continuation of \$2,605,519 General Fund and 4.0 FTE. The amount is consistent with Committee common policy.

## COSI YOUTH MENTORSHIP STIPEND PILOT PROGRAM

Senate Bill 23-149 (Higher Ed Student Financial Aid for Youth Mentors) created a one-time financial aid program to provide financial aid for college students who provide mentorship services through participating in youth mentorship organizations. Any program funding not used in FY 203-24 is available through FY 2025-26.

*STATUTORY AUTHORITY:* Section 23-3.3-1010, C.R.S.

*REQUEST/RECOMMENDATION:* The Department does not request, and staff does not recommend, a new appropriation for this program in FY 2024-25. Amounts appropriated in FY 2023-24 will be used over several years.

## LINE ITEMS INCLUDED IN NUMBERS PAGES DUE TO PRIOR YEAR APPROPRIATIONS

### DISPLACED AURARIAN SCHOLARSHIP

H.B. 22-1393 creates the displaced Aurarian scholarship to fully fund scholarships to attend Metropolitan state university of Denver, the university of Colorado at Denver, or the community college of Denver for descendants of people displaced by the development of the Auraria higher education center.

This bill includes an appropriation of \$2,000,000 General Fund for FY 2022-23 to support the scholarships at the three institutions.

*STATUTORY AUTHORITY:* Section 23-70-117, C.R.S.

*REQUEST/RECOMMENDATION:* The Department did not request, and staff does not recommend, an appropriation for this line item for FY 2024-25. The FY 2022-23 appropriation was identified in the fiscal note as one-time only.

## H.B. 22-1220 STUDENT EDUCATOR STIPEND PROGRAM

Among other provisions, H.B. 22-1220 (Removing Barriers to Educator Preparation) includes a student educator stipend program in the Department of Higher Education. The program will award stipends to eligible students to reduce the financial barriers to entering the workforce while placed as a student teacher. Educator preparation programs must distribute the stipends in monthly installments. An eligible student may receive a stipend of \$11,000 for a 16-week academic residency and \$22,000 for a 32-week academic residency. The bill requires and includes an appropriation of \$39,000,000 from the Economic Recovery and Relief Cash Fund from money originating as federal Coronavirus State Fiscal Recovery Funds (ARPA funds). Funds must be obligated by December 30, 2024 and expended by December 31, 2026.

*STATUTORY AUTHORITY:* Section 23-3.9-302, C.R.S.

*REQUEST/RECOMMENDATION:* No appropriation is requested or recommended for FY 2024-25 in the Long Bill.

## H.B. 22-1220 EDUCATOR TEST STIPEND PROGRAM

Among other provisions, H.B. 22-1220 (Removing Barriers to Educator Preparation) includes an educator test stipend program to award stipends to institutions of higher education to reduce student fees and costs associated with professional competency assessments required for licensure and license endorsements. The Colorado Commission on Higher Education (CCHE) must create a formula for calculating the amount of money awarded to each educator preparation program, based on the number of eligible students and the cost of assessments and endorsements. The bill requires and provides an appropriation of \$3,000,000 from the Economic Recovery and Relief Cash Fund from money originating as federal Coronavirus State Fiscal Recovery Funds (ARPA funds). Funds must be obligated by December 30, 2024 and expended by December 31, 2026.

*STATUTORY AUTHORITY:* Section 23-3.9-303, C.R.S.

*REQUEST/RECOMMENDATION:* No appropriation is requested or recommended for FY 2024-25 in the Long Bill.

## COSI STUDENT FINANCIAL AID AND SUPPORT SERVICES (FINISH WHAT YOU STARTED)- ARPA MONEY

House Bill 21-1330 created the Colorado Opportunity Scholarship Initiative (COSI) Student Financial Aid and Support Services program. The bill included a one-time FY 2021-22 appropriation of \$49,000,000 cash funds from the Workers, Employers, and Workforce Centers Cash Fund, from money originating as federal Coronavirus State Fiscal Recovery Funds, that is distributed to higher education institutions based on formulas and applications describing the use of the funds. Money will be available for several years based on the structure of the COSI Fund and the availability of the federal funds. Under current federal and state law, the funds must be obligated by December 30, 2024 and expended by June 30, 2026. As discussed earlier in this packet, staff recommends statutory changes to ensure the funds are fully used by the end of FY 2025-26.

*REQUEST/RECOMMENDATION:* This was a one-time appropriation. The Department has not requested, and staff does not recommend, an appropriation for FY 2024-25.

## S.B. 21-232 COSI DISPLACED WORKERS PROGRAM

S.B. 21-232 created the COSI Displaced Workers program. The bill included a one-time appropriation of \$15,000,000 for use by the Colorado Opportunity Scholarship Initiative (COSI) Advisory Board from the Workers, Employers, and Workforce Centers Cash Fund from money originating from federal Coronavirus State Fiscal Recovery Funds (ARPA Funds). H.B. 22-1192 codified the new displaced workers program and adjusted the appropriation to reflect \$1,950,000 used in FY 2020-21, and an appropriation of \$13,050,000 in FY 2021-22. Any money not expended may be rolled forward for expenditure in FY 2022-23 and FY 2023-24.

*REQUEST/RECOMMENDATION:* This was a one-time appropriation. The Department has not requested, and staff does not recommend, an appropriation for FY 2024-25.

## (4) COLLEGE OPPORTUNITY FUND PROGRAM

The College Opportunity Fund Program section includes line items for stipends for students at state operated institutions, stipends for students at private institutions, and fee-for-service contracts with state supported institutions. The Governing Board section includes the reappropriated funds spending authority for the higher education institutions to receive and expend the stipend payments on behalf of students, and to receive and expend the fee-for-service contracts. Both fee-for-service and student stipend requirements codified in article 18 of Title 23. Provisions added in H.B. 14-1319 were significantly modified by H.B. 20-1366.

COLLEGE OPPORTUNITY FUND PROGRAM			
	TOTAL FUNDS	GENERAL FUND	FTE
<b>FY 2023-24 Appropriation</b>			
FY 2023-24 Appropriation	\$1,105,390,875	\$1,105,390,875	0.0
<b>TOTAL</b>	<b>\$1,105,390,875</b>	<b>\$1,105,390,875</b>	<b>0.0</b>
<b>FY 2024-25 RECOMMENDED APPROPRIATION</b>			
FY 2023-24 Appropriation	\$1,105,390,875	\$1,105,390,875	0.0
R1/BA2 State funding increase for higher education	43,827,706	43,827,706	0.0
Annualize prior year legislation	10,933,362	10,933,362	0.0
SI COF private stipend	(307,713)	(307,713)	0.0
<b>TOTAL</b>	<b>\$1,159,844,230</b>	<b>\$1,159,844,230</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$54,453,355</b>	<b>\$54,453,355</b>	<b>0.0</b>
Percentage Change	4.9%	4.9%	0.0%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$1,144,080,247</b>	<b>\$1,144,080,247</b>	<b>0.0</b>
Request Above/(Below) Recommendation	(\$15,763,983)	(\$15,763,983)	0.0

### ADDITIONAL PROGRAM BACKGROUND

#### *STIPENDS*

- With some exceptions, resident undergraduate students who attend a state operated higher education institution are eligible for a stipend per credit hour taken.
- The General Assembly annually sets the stipend rate through the Long Bill.
- Statutes express the intent of the General Assembly that the Department request at least inflation and enrollment growth for the stipends.
- Stipends are not considered a state grant for purposes of determining the enterprise status of higher education institutions.
- The General Assembly must appropriate spending authority to the higher education institutions for money received from stipends.
- Students that qualify for the federal need-based Pell grant that attend a participating private institution are eligible for a stipend equal to half of the stipend for students attending a state supported institution.

#### *FEE-FOR-SERVICE CONTRACTS*

- Provisions related to fee-for-service contracts were significantly changed pursuant to H.B. 20-1366. Statute specifies that each governing board's annual fee-for-service contract includes the amount of funding appropriated to the governing board pursuant to sections 23-18-303.5, 23-18-304, and 23-18-308, C.R.S. minus the amount of funding appropriated to the board for College Opportunity Fund stipends pursuant to Section 23-18-202, C.R.S.
- Section 23-18-303.5 includes provisions for performance funding that compare each institution's improvement in performance on metrics specified in statute versus the improvements of other boards. The results are then calibrated to the current appropriation for the board. This mechanism will adjust funding to boards gradually over time.
- Section 23-18-303.5 also provides statutory authorization for the General Assembly to add funding on an ongoing or temporary basis. Statute identifies a mechanism for adding ongoing additional funding based on the number of first generation students served by a board; however, the General Assembly has flexibility in decisions to add funds for ongoing additional funding or temporary additional funding.
- Section 23-18-304 provides for fee-for-service contracts for the delivery of specialty educational programs, defined as the CU health sciences center campus, the CSU veterinary school, and various CSU extension programs. Statute requires that funding for these fee-for-service contracts increase or decrease at the same rate as total funding for performance contracts under Section 23-18-303.5. (This requirement also applies to grants to the local district colleges and area technical colleges.)
- Section 23-18-308 provides for limited purpose fee-for-service contracts that fund boards for the specific activities identified in this part of statute.
- Fee-for-service contracts are not considered a state grant for purposes of determining the enterprise status of higher education institutions.

## DECISION ITEMS – COLLEGE OPPORTUNITY FUND PROGRAM

The Department's sole request affecting this section was R1 State Funding Increase for Public Higher Education. This request is addressed at the beginning of the packet.

### → COF STIPEND AND FEE-FOR-SERVICE ADJUSTMENTS INCORPORATED R1 REQUESTS

*REQUEST:* Request R1 reflects adjustments to the COF eligible student FTE and amount per student FTE. The request proposes to maintain the stipend at the \$116 per credit hour and, consistent with past practice, use the count of COF stipends used in the most recent actual year (FY 2022-23) as the estimated utilization in FY 2024-25.

#### *RECOMMENDATION:*

*Stipends at Public Institutions:* Consistent with the request, the staff recommendation includes retaining the COF stipend figure at \$116 per credit hour (\$3,480 per student FTE) as requested and using the FY 2022-23 actual use of the COF stipend as the basis for assigning stipends to institutions. Statute provides flexibility for the Department to make end of year adjustments between fee-for-service and stipend amounts in an amount not to exceed 10 percent of a governing board's total appropriation.



Consistent with provisions in Section 23-18-303.5, staff adjusted amounts between the amount for COF stipends for students at public institutions pursuant to Section 23-18-303.5, C.R.S. and the amount for student stipends at public institutions for a net \$0 adjustment. The staff calculation differs slightly from the request due to rounding, but the overall impact of this change remains \$0. The table below shows the COF stipend counts used for the FY 2023-24 and FY 2024-25 Long Bills.

COF STIPEND ADJUSTMENT			
	COF STIPEND FTE FY 2023-24 LONG BILL (FY 2021-22 ACTUAL)	COF STIPEND FTE RECOMMENDED FY 2024-25 LONG BILL (FY 2022-23 ACTUAL)	CHANGE FY2023-24 TO FY2024-25
Adams State University	797.9	758.8	(39.1)
Colorado Mesa University	5,794.1	5,879.5	85.4
Metropolitan State University	10,475.4	10,271.6	(203.8)
Western Colorado University	1,422.3	1,421.7	(0.6)
Colorado State University System	15,802.2	15,821.7	19.5
Fort Lewis	1,075.0	1,073.7	(1.3)
University of Colorado System	27,054.3	27,235.9	181.6
Colorado School of Mines	2,889.5	3,005.9	116.4
University of Northern Colorado	4,933.1	4,454.4	(478.7)
Community College System	39,682.0	41,270.9	1,588.9
<b>Total</b>	<b>109,925.7</b>	<b>111,194.1</b>	<b>1,268.4</b>

*Stipends at Private Institutions:* This change also results in an adjustment to the COF stipend available to students attending private non-profit institutions and a related change to the appropriation for the “Stipends for eligible full-time equivalent students attending participating private institutions” line item. Pell-eligible students at these private institutions are eligible for a COF stipend equal to 50 percent of the amount for a student at a public institution.

The request for R1 included an increase of \$63,118 for this line item, in the mistaken belief that the percentage increase should align with the percentage increase for R1. However, this represents a technical error. Statute requires that the COF stipend available at private institutions equal fifty percent of the stipend at public institutions, i.e., if the stipend is \$116 per credit hour at public institutions, the private stipend is \$58 per credit hour (\$1,740 for 30 credit hours/one full time student FTE). The Department’s request and the staff recommendation do not include an increase to the per credit hour amount for students at public institutions; both recommend that the stipend remains \$116 per credit hour. In light of **there is no related increase to the stipend rate required or allowed for students at private institutions for FY 2024-25, and the staff recommendation therefore includes no increase for R1 for this line item.**

## → REDUCE COF PRIVATE STIPEND

*RECOMMENDATION:* Other than the request for R1 (described above) the Department did not request a change to funding for the COF stipend for students at private institutions. However, in response to staff questions, the Department provided information on recent year utilization of the stipend. Given this utilization, which appears to have fallen in FY 2023-24, the staff recommendation includes

assuming actual utilization in FY 2022-23 + 10.0 percent. Even with this adjustment, **the calculation indicates that the appropriation may be reduced by \$307,713 General Fund for FY 2024-25.**

COF STIPEND PRIVATE STIPEND			
	EXPENSE	RATE	FTE
FY 2022-23 actual	\$1,253,890	\$1,560	803.8
FY 2023-24 estimate	1,350,065	1,740	775.9
FY 2024-25 estimate using FY 2022-23 utilization + 10.0%	1,468,498	1,740	884.2
FY 2023-24 Appropriation for COF private stipend	<u>1,846,140</u>		
Reduce to align with FY 25 estimate	<b>(\$307,713)</b>		

### **H.B. 24-1305 - ELIMINATE COF CAP FOR CONCURRENT ENROLLMENT**

During the Higher Education budget briefing, staff recommended that the Committee consider sponsoring legislation to exempt credit hours earned by concurrent enrollment students from the 145 credit hour cap on COF stipends. During the higher education hearing, institutions generally indicated that there would be no fiscal impact on them or that the fiscal impact would be quite limited. Any fiscal impact is due to students who have exhausted their COF credit hours and do not receive a waiver from the institution that allows them to receive credit for a COF stipend. Students in this situation pay more tuition to an institution, since their tuition is not offset by the COF stipend.

**House Bill 24-1305 (Changes for Concurrent Enrollment Students; Reps. Lindstedt and Lukens and Sen. Baisley), which passed out of the House Education committee on March 7, 2024, addresses this issue by specifying that concurrent enrollment, ASCENT, P-Tech and TREP credit hours do not count against the COF lifetime limit.**

### **S.B. 18-086 CYBERSECURITY LIMITED PURPOSE FFS PROGRAM**

Senate Bill 18-086 created the Cyber Coding Cryptology Program. Beginning in 2021 and every three years thereafter, statute requires the Joint Business Committee to make a recommendation to the JBC on whether funding for this program should continue in subsequent years.

The program receives funding through the Limited Purpose Fee-for-service Contracts line item. Six institutions participate, and the total program cost is \$5,100,000. For detail on the distribution among governing boards, see the line item detail for Limited Purpose Fee-for-Service Contracts.

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 from the higher education institutions as part of their SMART Act hearing, and the Committee voted unanimously to recommend that the JBC continue funding for the program in the base budget for each of the next three years.

**The Department of Higher Education did not include any change to the funding for this program as part of its budget request, so the existing \$5.1 million is included in the base for FY 2024-25. Staff likewise recommends continuing the program in the base budget for FY 2024-25.**

## LINE ITEM DETAIL – COLLEGE OPPORTUNITY FUND PROGRAM

### (A) STIPENDS

#### STIPENDS FOR ELIGIBLE FULL-TIME EQUIVALENT STUDENTS ATTENDING STATE INSTITUTIONS

COF stipend payments are made on behalf of eligible students to each of the governing boards.

*STATUTORY AUTHORITY:* Section 23-18-202, C.R.S.

*REQUEST:* The Department requests \$386,955,356 for this line item, including an increase of \$4,413,894 for request R1 and an assumed COF stipend of \$116 per credit hour.

*RECOMMENDATION:* The staff recommendation is reflected in the table below and includes differences from the request related to rounding.

COLLEGE OPPORTUNITY FUND PROGRAM, STIPENDS, STIPENDS FOR ELIGIBLE FULL-TIME EQUIVALENT STUDENTS ATTENDING STATE INSTITUTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$382,541,574	\$382,541,574	\$0	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$382,541,574</b>	<b>\$382,541,574</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$382,541,574	\$382,541,574	\$0	\$0	\$0	0.0
R1/BA2 State funding	4,413,894	4,413,894	0	0	0	0.0
increase for higher education						
SI COF private stipend	0	0	0	0	0	0.0
<b>TOTAL</b>	<b>\$386,955,468</b>	<b>\$386,955,468</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$4,413,894</b>	<b>\$4,413,894</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	1.2%	1.2%	0.0%	0.0%	0.0%	0.0%
FY 2024-25 EXECUTIVE REQUEST						
Request Above/(Below)	\$386,955,356	\$386,955,356	\$0	\$0	\$0	0.0
Recommendation	(\$112)	(\$112)	\$0	\$0	\$0	0.0

The recommendation is based on rate of \$116 per credit hour (\$3,480 per student FTE attending 30 credit hours per year) for 111,194.1 student FTE. Consistent with past practice:

- The 111,194.1 FTE figure is based on the FY 2022-23 actual FTE using the COF stipend, and reflects an increase for FY 2021-22.
- The amount per student FTE is unchanged.

- Staff notes that actual student enrollment in FY 2024-25 may be higher or lower. However, following prior practice, the request and recommendation rely on actual COF stipend enrollment as an estimate for FY 2024-25 COF stipends. The Department is authorized in statute to make end-of-year adjustments to increase or reduce COF stipend expenditures and make related adjustments to fee-for-service contracts so that total funding for each governing board does not change. Staff anticipates that any adjustments required in FY 2024-25 will be well below 10.0 percent of the total appropriation by governing board, which is within the adjustments that Department is authorized to implement to close the books at the end of the year. However, if necessary, the Department may request a supplemental adjustment. This would be accomplished by increasing or reducing amounts related to COF stipends and making the opposite adjustment to fee-for-service contracts.

#### STIPENDS FOR STUDENTS ATTENDING PARTICIPATING PRIVATE INSTITUTIONS

Students who qualify for the federal need-based Pell grant and attend a participating private institution are eligible for a stipend equal to half of the stipend for students attending a state operated institution. Three institutions currently participate in this program: Colorado Christian University, the University of Denver, and Regis University.

*STATUTORY AUTHORITY:* 23-18-202 (2) (e), C.R.S.

*REQUEST:* The Department requests \$1,909,258 General Fund, including an increase of \$63,118 for Request R1.

*RECOMMENDATION:* The staff recommendation is shown in the table below. Pursuant to statute, the funding level for stipends at private and public institutions are linked, and the private stipend amount must be set at 50 percent of the public rate. As discussed above, the staff recommendation does not include the request for R1 but does include a reduction based on projected utilization of the stipend. The calculation is based on 884.2 student FTE at a stipend rate of \$1,740 per FTE (one FTE=30 credit hours).

COLLEGE OPPORTUNITY FUND PROGRAM, STIPENDS, STIPENDS FOR ELIGIBLE FULL-TIME EQUIVALENT STUDENTS ATTENDING PARTICIPATING PRIVATE INSTITUTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$1,846,140	\$1,846,140	\$0	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$1,846,140</b>	<b>\$1,846,140</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$1,846,140	\$1,846,140	\$0	\$0	\$0	0.0
R1/BA2 State funding increase for higher education	0		0	0	0	0.0
SI COF private stipend	(307,713)	(307,713)	0	0	0	0.0
<b>TOTAL</b>	<b>\$1,538,427</b>	<b>\$1,538,427</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>(\$307,713)</b>	<b>(\$307,713)</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	(16.7%)	(16.7%)	0.0%	0.0%	0.0%	0.0%

COLLEGE OPPORTUNITY FUND PROGRAM, STIPENDS, STIPENDS FOR ELIGIBLE FULL-TIME EQUIVALENT STUDENTS ATTENDING PARTICIPATING PRIVATE INSTITUTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$1,909,258</b>	<b>\$1,909,258</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Request Above/(Below) Recommendation	\$370,831	\$370,831	\$0	\$0	\$0	0.0

## (B) FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS

Each governing board has a fee-for-service contract with the Department for services not supported through the COF stipend payment. These contracts are based on funding provisions specified in Section 23-18-303.5, C.R.S. or are based on specialty education programs (school of medicine, veterinary medicine, and agricultural extension programs) pursuant to Section 23-18-304, C.R.S. In addition, Section 23-18-308, C.R.S. authorizes fee-for-service contracts for limited purposes, e.g., a contract with a particular governing board for a specific service. As specified in Section 23-18-303.5 (1)(b), each governing board's annual fee-for-service contract includes the amount appropriated pursuant to Section 23-18-303.5, 23-18-304, and 23-18-308, C.R.S., minus the amount appropriated for student stipends pursuant to Section 23-18-202, C.R.S.

### FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS PURSUANT TO SECTION 23-18-303.5, C.R.S.

This line item includes funding for performance funding and additional ongoing and temporary funding as authorized in Section 23-18-303.5, C.R.S. The Department is required to submit a request for funding as part of its annual budget request, using a model that complies with statute.

*STATUTORY AUTHORITY:* 23-18-303.5, C.R.S.

*REQUEST:* The Department requests \$561,002,142 General Fund for this line item, including an increase for the impact of R1.

*RECOMMENDATION:* The staff recommendation is summarized below and includes differences discussed related to decision items.

COLLEGE OPPORTUNITY FUND PROGRAM, FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS, FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS PURSUANT TO SECTION 23-18-303, C.R.S.						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>FY 2023-24 APPROPRIATION</b>						
FY 2023-24 Appropriation	\$534,077,477	\$534,077,477	\$0	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$534,077,477</b>	<b>\$534,077,477</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
<b>FY 2024-25 RECOMMENDED APPROPRIATION</b>						
FY 2023-24 Appropriation	\$534,077,477	\$534,077,477	\$0	\$0	\$0	0.0
R1/BA2 State funding increase for higher education	32,250,868	32,250,868	0	0	0	0.0
<b>TOTAL</b>	<b>\$566,328,345</b>	<b>\$566,328,345</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>

COLLEGE OPPORTUNITY FUND PROGRAM, FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS, FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS PURSUANT TO SECTION 23-18-303, C.R.S.						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>INCREASE/(DECREASE)</b>	<b>\$32,250,868</b>	<b>\$32,250,868</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	6.0%	6.0%	0.0%	0.0%	0.0%	0.0%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$561,002,142</b>	<b>\$561,002,142</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Request Above/(Below) Recommendation	(\$5,326,203)	(\$5,326,203)	\$0	\$0	\$0	0.0

## FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS FOR SPECIALTY EDUCATION PROGRAMS

This line item provides funding for the School of Veterinary Medicine, agricultural extension, agricultural experiment station, and forest service programs at Colorado State University and provides funding for the University of Colorado Health Sciences Center.

*STATUTORY AUTHORITY:* 23-18-304, C.R.S.

*REQUEST:* The Department requests \$185,195,988 General Fund for this line item, including an increase for R1. It does not include adjustments to annualize S.B. 21-213 (Medicaid Payments).

*RECOMMENDATION:* The staff recommendation is summarized in the table. The recommendation on R1 is discussed earlier in this packet. The recommendation includes adjustments to annualize S.B. 21-213 (Medicaid payments) in FY 2024-25, which were not included in the request. Staff notes that the recommendation for annualization adjustments for S.B. 21-213 reflects a *preliminary* adjustment that will be refined once funding for the governing boards is finalized.

COLLEGE OPPORTUNITY FUND PROGRAM, FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS, FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS FOR SPECIALTY EDUCATION PROGRAMS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$179,073,609	\$179,073,609	\$0	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$179,073,609</b>	<b>\$179,073,609</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$179,073,609	\$179,073,609	\$0	\$0	\$0	0.0
Annualize prior year legislation	9,767,934	9,767,934	0	0	0	0.0
R1/BA2 State funding increase for higher education	7,162,944	7,162,944	0	0	0	0.0
<b>TOTAL</b>	<b>\$196,004,487</b>	<b>\$196,004,487</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$16,930,878</b>	<b>\$16,930,878</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	9.5%	9.5%	0.0%	0.0%	0.0%	0.0%

COLLEGE OPPORTUNITY FUND PROGRAM, FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS, FEE-FOR-SERVICE CONTRACTS WITH STATE INSTITUTIONS FOR SPECIALTY EDUCATION PROGRAMS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$185,195,988</b>	<b>\$185,195,988</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Request Above/(Below) Recommendation	(\$10,808,499)	(\$10,808,499)	\$0	\$0	\$0	0.0

## LIMITED PURPOSE FEE-FOR-SERVICE CONTRACTS

This line item provides funding for special purpose activities that may be contracted with specific governing boards. The table below lists the bills that authorized the associated funding and the related appropriations by governing board as appropriated in FY 2023-24 and continued in FY 2024-25.

LIMITED PURPOSE FEE-FOR-SERVICE CONTRACTS - FY 2023-24 AND FY 2024-25										
<b>FY 2023-24 APPROPRIATION</b>	ADAMS	MESA	METRO	WESTERN	CSU SYSTEM	FORT LEWIS	CU SYSTEM	UNC	CC SYSTEM	TOTAL
Career Pathways (H.B. 15-1274)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	86,960	86,960
Cyber Coding Cryptology (S.B. 18-086)	0	300,000	300,000	200,000	1,200,000	0	2,800,000	0	300,000	5,100,000
Food Systems Advisory Council (S.B..23-159)*	0	0	0	0	151,068	0	0	0	0	151,068
Expanding Concurrent Enrollment (S.B. 19-176)	0	0	0	0	0	0	0	0	105,000	105,000
Supporting Educator Workforce CO (S.B. 21- 185)**	0	0	0	0	0	0	239,778	0	0	239,778
Rural Healthcare Track (S.B. 22-172)***	65,000	65,000	65,000	65,000	65,000	65,000	550,000	65,000	130,000	1,135,000
Improve Healthcare Older Coloradans (S.B. 23-031)	0	0	0	0	0	0	784,269	0	0	784,269
Forestry Workforce (S.B. 23-005)****	0	0	0	0	0	0	0	0	250,000	250,000
<b>FY 2023-24 Appropriations</b>	<b>\$65,000</b>	<b>\$365,000</b>	<b>\$365,000</b>	<b>\$265,000</b>	<b>\$1,416,068</b>	<b>\$65,000</b>	<b>\$4,374,047</b>	<b>\$65,000</b>	<b>\$871,960</b>	<b>\$7,852,075</b>
<b>FY 2024-25 Annualization</b>										
Improve Healthcare Older Coloradans (S.B. 23-031)	0	0	0	0	0	0	1,165,428	0	0	1,165,428
<b>Total FY 2024-25</b>	<b>\$65,000</b>	<b>\$365,000</b>	<b>\$365,000</b>	<b>\$265,000</b>	<b>\$1,416,068</b>	<b>\$65,000</b>	<b>\$5,539,475</b>	<b>\$65,000</b>	<b>\$871,960</b>	<b>\$9,017,503</b>

\*Repeals Sept 1, 2026

\*\*Repeals July 1, 2026

\*Colorado Mountain College also receives a \$65,000 Grant Allocation from S.B. 22-172

\*\*\*\*Funding through FY 2024-25 only

*STATUTORY AUTHORITY: 23-18-308, C.R.S.*

*REQUEST:* The Department requests \$9,017,503 General Fund for this line item, including an increase of \$1,165,423 to annualize S.B. 23-031 (Healthcare Older Coloradans).

*RECOMMENDATION:* Staff recommends \$9,017,503 General Fund for this line item. The calculation is consistent with common policy.



## (5) GOVERNING BOARDS

This division includes a single line item for each governing board that contains reappropriated funds spending authority for stipends, fee-for-service contracts, and appropriated grants, and cash funds spending authority for tuition, academic and academic facility fees, and revenue from the tobacco master settlement agreement.

GOVERNING BOARDS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>FY 2023-24 Appropriation</b>						
FY 2023-24 Appropriation	\$4,040,799,483	\$12,091,286	\$2,925,163,462	\$1,103,544,735	\$0	26,246.2
Long Bill supplemental	42,463,718	0	42,463,718	0	0	(33.6)
<b>TOTAL</b>	<b>\$4,083,263,201</b>	<b>\$12,091,286</b>	<b>\$2,967,627,180</b>	<b>\$1,103,544,735</b>	<b>\$0</b>	<b>26,212.6</b>
<b>FY 2024-25 RECOMMENDED APPROPRIATION</b>						
FY 2023-24 Appropriation	\$4,083,263,201	\$12,091,286	\$2,967,627,180	\$1,103,544,735	\$0	26,212.6
R1/BA2 State funding increase for higher education	43,827,706	0	0	43,827,706	0	0.0
R2 Tuition spending authority	128,597,755	0	128,597,755	0	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	783.1
Annualize prior year legislation	(2,214,895)	(11,953,182)	(1,195,075)	10,933,362	0	(2.3)
SI Student fee adjustments	(5,724,815)	0	(5,724,815)	0	0	0.0
SI Higher Ed limited gaming adjustment	(1,792,980)	0	(1,792,980)	0	0	0.0
SI Tobacco MSA revenue adjustment	(1,488,947)	0	(1,488,947)	0	0	0.0
<b>TOTAL</b>	<b>\$4,244,467,025</b>	<b>\$138,104</b>	<b>\$3,086,023,118</b>	<b>\$1,158,305,803</b>	<b>\$0</b>	<b>26,993.4</b>
<b>INCREASE/(DECREASE)</b>	<b>\$161,203,824</b>	<b>(\$11,953,182)</b>	<b>\$118,395,938</b>	<b>\$54,761,068</b>	<b>\$0</b>	<b>780.8</b>
Percentage Change	3.9%	(98.9%)	4.0%	5.0%	0.0%	3.0%
<b>FY 2024-25 EXECUTIVE REQUEST</b>						
Request Above/(Below) Recommendation	(\$65,938,669)	\$0	(\$48,638,425)	(\$17,300,244)	\$0	(749.5)

***Note: All reappropriated amounts shown represent General Fund initially appropriated in the College Opportunity Fund Program section and reappropriated to the Governing Boards. Cash Funds amounts, with few exceptions, represent tuition and fee revenue.***

### DECISION ITEMS – GOVERNING BOARDS

#### FY 2023-24 SUPPLEMENTAL DECISION ITEMS

The Department did not submit a request for mid-year adjustments to stipends, fee-for-service contracts, or tuition or fee revenue. Pursuant to Section 23-18-202 (2)(a)(I), C.R.S., the Department is required to annually estimate the number of undergraduate full-time equivalent students eligible for COF stipends and report the numbers by February 15 to the Governor and the Joint Budget Committee. Further, the Department provided estimates of tuition, fee, and COF revenue in February, consistent with the provisions outlined in an annual request for information.

Staff does not recommend adjusting the estimates of COF stipend eligible students for FY 2023-24. While there are differences between earlier projections (based on FY 2021-22 actuals) and current estimates (based on FY 2023-24 data to-date), staff believes the adjustments can be managed within the Department's authority to transfer, at the end of the year, up to 10 percent of the total appropriation for a governing board between fee-for-service and stipend amounts pursuant to Section 23-18-202, C.R.S.

**As discussed earlier in this document (under R1), staff recommends updating tuition amounts for FY 2023-24, through a Long Bill supplemental, to match new projections from Legislative Council Staff.**

## ➔ FY 2023-24 LONG BILL SUPPLEMENTAL: FEE ADJUSTMENT

Fee amounts reflect mandatory fees charged to all students. These are not appropriated and are shown for informational purposes. However, staff recommends adjusting them for better comparison with FY 2024-25 recommended figures.

FY 2023-24 REVISED FEE REVENUE ESTIMATE - MANDATORY FEES				
	FY 2023-24 LONG BILL	FY 2023-24 REVISED FORECAST	CHANGE	% CHANGE
Adams State University	\$4,134,000	\$4,091,849	(\$42,151)	-1.0%
Colorado Mesa University	6,124,008	8,175,472	2,051,464	33.5%
Metropolitan State University	28,785,442	32,321,808	3,536,366	12.3%
Western State Colorado University	5,976,555	5,672,768	-303,787	-5.1%
Colorado State University System	83,679,000	83,649,099	-29,901	0.0%
Fort. Lewis College	5,949,278	6,245,246	295,968	5.0%
University of Colorado System	70,148,886	74,746,071	4,597,185	6.6%
Colorado School of Mines	19,560,392	20,940,237	1,379,845	7.1%
University of Northern Colorado	16,062,173	15,855,118	-207,055	-1.3%
Community College System	15,836,151	16,782,214	946,063	6.0%
<b>Total</b>	<b>\$256,255,885</b>	<b>\$268,479,882</b>	<b>\$12,223,997</b>	<b>4.8%</b>

## FY 2024-25 DECISION ITEMS

The Department's request included R1 State Funding Increase for Public Higher Education and R2 Tuition Spending Authority Increase for FY 2024-25. The Department did not submit a request for FY 2024-25 tuition adjustments. Both R1 and R2 and additional staff recommendations for institutional funding and a tuition buy-down are discussed at the beginning of this packet.

As discussed at the beginning of this packet, pursuant to R2, staff is recommending appropriations and footnotes for each higher education governing board for FY 2024-25. The current recommendation is based on 4.0 percent increases for resident and nonresident tuition.

Staff anticipates that, consistent with past practice, tuition amounts will be updated in 2024 based on updated estimates.

## → ESTIMATED FEE REVENUE - MANDATORY FEES

Staff recommends including fee estimates for each of the governing boards based on their revenue from all mandatory fees. Fee revenue is shown for informational purposes only but does correspond to overall student costs. It is important to note that the "mandatory fees" shown are based on the Department's definition and include fees for student activities (e.g. student government, athletics), as well as fees for capital construction and fees related to academic programs. These fees are included because they are mandatory for all students, regardless of whether the student is enrolled in a particular program or course.

FY 2024-25 FEE REVENUE ESTIMATE - MANDATORY FEES				
	FY 2023-24 ADJUSTED ESTIMATE	FY 2023-24 ESTIMATE	CHANGE	% CHANGE
Adams State University	\$4,091,849	\$4,091,849	\$0	n/a
Colorado Mesa University	8,175,472	8,175,472	0	2.7%
Metropolitan State University	32,321,808	33,129,853	808,045	2.5%
Western Colorado University	5,672,768	5,915,171	242,403	4.3%
Colorado State University System	83,649,099	79,210,449	-4,438,650	-5.3%
Fort Lewis College	6,245,246	6,245,246	0	0.0%
University of Colorado System	74,746,071	70,148,886	-4597185	-6.2%
Colorado School of Mines	20,940,237	22,406,053	1,465,816	7.0%
University of Northern Colorado	15,855,118	16,160,684	305,566	1.9%
Community College System	16,782,214	17,271,404	489,190	2.9%
<b>Total</b>	<b>268,479,882</b>	<b>262,755,067</b>	<b>-5,724,815</b>	<b>-2.1%</b>

## → AMENDMENTS 50 AND 77 GAMING REVENUE ADJUSTMENT

Staff recommends modifying estimated distributions of limited gaming funds reflected in the **FY 2024-25 Long Bill** to align with the limited gaming distributions in August 2023 (which are based on FY 2022-23 limited gaming revenue), including amounts allocated to the **Local District Colleges**. These amounts are shown for informational purposes only and are provided pursuant to Amendment 50 (passed in 2008 to modify limits on bets, hours, and games in Central City, Black Hawk, and Cripple Creek) and Amendment 77 (passed in 2020 to allow gaming communities to eliminate limits on bets and games). Receipts for FY 2019-20 (used in FY 2020-21) were exceptionally low due to casino closures. Receipts for actual FY 2020-21 (used in FY 2021-22) were closer to pre-pandemic levels. Adjustments included in S.B. 22-216 (Limited Gaming) helped to stabilize funding for extended gaming recipients that receive funding based on Amendment 50 and Amendment 77 at a higher level. However, receipts were lower for FY 2022-23.

AMENDMENTS 50 & 77 LIMITED GAMING			
	DISTRIBUTION IN AUGUST 2022	DISTRIBUTION IN AUGUST 2023	ADJUSTMENT TO REFLECT IN FY 2024-25 LONG BILL
<u>State Institutions</u>			
State Community College System	\$30,266,334	\$28,590,309	(\$1,676,025)
Adams State University	10,957	13,770	2,813

AMENDMENTS 50 & 77 LIMITED GAMING			
	DISTRIBUTION IN AUGUST 2022	DISTRIBUTION IN AUGUST 2023	ADJUSTMENT TO REFLECT IN FY 2024-25 LONG BILL
Colorado Mesa University	1,785,958	1,666,190	-119,768
<u>Local District Colleges</u>			
Colorado Mountain College	1,775,002	1,655,863	-119,139
Aims Community College	<u>2,684,416</u>	<u>2,499,285</u>	<u>-185,131</u>
<b>Total</b>	<b>\$36,522,667</b>	<b>\$34,425,417</b>	<b>(\$2,097,250)</b>

## → FULL-TIME EQUIVALENT FACULTY AND STAFF FTE ADJUSTMENT

**Staff recommends an adjustment to employee FTE shown in the Long Bill for informational purposes.** In the past, this adjustment has been based on the estimated FTE for the current fiscal year that is included in the budget data books submitted by the Department. **For FY 2024-25, staff recommends following past practice of using the FY 2023-24 estimated FTE reported in the budget data books.**

Prior to FY 1999-00, FTE designations were not included in the Long Bill for Higher Education. In FY 1999-00 the JBC adopted a policy of reflecting FTE for all departments in the Long Bill to provide additional information about the number of state employees. Pursuant to statute, the governing boards may hire as many or as few employees as they see fit. Note that amounts in this section do not include the adjustment for the Auraria Higher Education Center, which is shown in a separate Long Bill section.

The staff recommendation includes a Long Bill supplemental adjustment to current the FY 2023-24 Western Colorado University FTE figure, reducing it by 33.6 FTE to the figure shown (268.4 FTE).

GOVERNING BOARD FACULTY AND STAFF FTE (EDUCATION AND GENERAL ONLY - EXCLUDES RESEARCH & AUXILIARY)				
	FY2023-24 LONG BILL (FY 2022-23 DATA BOOK ESTIMATES)	FY2024-25 LONG BILL (FY 2023-24 DATA BOOK ESTIMATES)	RECOMMENDED	
			CHANGE	PERCENT
Adams State University*	325.5	374.8	49.3	15.1%
Colorado Mesa University	825.3	845.1	19.8	2.4%
Metropolitan State University	1,413.4	1,556.5	143.1	10.1%
Western Colorado University*	<u>268.4</u>	255.0	(13.4)	-5.0%
Colorado State University System	5,162.6	5,356.9	194.3	3.8%
Fort Lewis College	457.0	457.9	0.9	0.2%
University of Colorado System	9,907.5	10,151.9	244.4	2.5%
Colorado School of Mines	1,102.7	1,180.0	77.3	7.0%
University of Northern Colorado	1,203.3	1,196.6	(6.7)	-0.6%
Community College System	5,542.2	5,649.9	107.7	1.9%
Auraria Higher Education Center	222.7	226.7	4.0	1.8%

GOVERNING BOARD FACULTY AND STAFF FTE  
(EDUCATION AND GENERAL ONLY - EXCLUDES RESEARCH & AUXILIARY)

	FY2023-24 LONG BILL (FY 2022-23 DATA BOOK ESTIMATES)	FY2024-25 LONG BILL (FY 2023-24 DATA BOOK ESTIMATES)	RECOMMENDED	
			CHANGE	PERCENT
<b>TOTAL</b>	<b>26,430.6</b>	<b>27,251.3</b>	<b>820.7</b>	<b>3.1%</b>

\*Includes Long Bill Supplemental for Western to correct prior year estimate, reducing the FTE by 33.6.

➔ TOBACCO REVENUE ADJUSTMENT

**Staff recommends reflecting funding from Tobacco Settlement revenue for the University of Colorado based on current tobacco settlement revenue estimates and allocation formulas and additional revenue anticipated to be available.** The Department did not request this change, but it reflects the statutory allocation of money from the tobacco master settlement agreement, the projected tobacco revenues, and the JBC's action during figure setting for the tobacco-funded programs.

Based on communication with the University of Colorado regarding the status of the Tobacco Health Education Fund, the **recommendation is to reflect the projected allocation for FY 2024-25 of \$15,180,586**, which includes a reduction of \$1,488,947 from the FY 2023-24 appropriation.

## LINE ITEM DETAIL – GOVERNING BOARDS

*General Note: All reappropriated amounts shown represent General Fund initially appropriated in the College Opportunity Fund Program section and reappropriated to the Governing Boards. Cash Funds amounts, with few exceptions, represent tuition and fee revenue.*

Differences between the request and recommendation in the tables below are due to:

- Tuition assumptions for FY 2023-24 (Long Bill supplemental) and FY 2024-25. The request assumed 2.5 percent resident student tuition growth and 6.5 percent nonresident tuition growth on the FY 2023-24 appropriation base with no change in enrollment. The staff recommendation is for a 4.0 percent increase for residents and nonresidents in FY 2024-25.
- Updated fee estimates, based on estimates submitted by the institutions.
- For the University of Colorado, annualization adjustments for S.B. 21-213 (Medicaid Payments).
- Other staff-initiated adjustments to modify gaming revenue, fee revenue and FTE shown for informational purposes, as well as anticipated Tobacco MSA revenue.

GOVERNING BOARDS, TRUSTEES OF ADAMS STATE UNIVERSITY, TRUSTEES OF ADAMS STATE COLLEGE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$48,894,724	\$0	\$25,326,527	\$23,568,197	\$0	325.5
Long Bill supplemental	\$2,757,457	\$0	\$2,757,457	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$51,652,181</b>	<b>\$0</b>	<b>\$28,083,984</b>	<b>\$23,568,197</b>	<b>\$0</b>	<b>325.5</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$51,652,181	\$0	\$28,083,984	\$23,568,197	\$0	325.5
R2 Tuition spending authority	1,270,234	0	1,270,234	0	0	0.0
R1/BA2 State funding increase for higher education	837,701	0	0	837,701	0	0.0
SI Higher Ed limited gaming adjustment	2,813	0	2,813	0	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	49.3
<b>TOTAL</b>	<b>\$53,762,929</b>	<b>\$0</b>	<b>\$29,357,031</b>	<b>\$24,405,898</b>	<b>\$0</b>	<b>374.8</b>
<b>INCREASE/(DECREASE)</b>	<b>\$2,110,748</b>	<b>\$0</b>	<b>\$1,273,047</b>	<b>\$837,701</b>	<b>\$0</b>	<b>49.3</b>
Percentage Change	4.1%	0.0%	4.5%	3.6%	0.0%	15.1%
FY 2024-25 EXECUTIVE REQUEST						
Request Above/(Below) Recommendation	(\$3,284,074)	\$0	(\$3,134,625)	(\$149,449)	\$0	(49.3)

GOVERNING BOARDS, TRUSTEES OF COLORADO MESA UNIVERSITY, TRUSTEES OF COLORADO MESA UNIVERSITY						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$128,992,297	\$0	\$83,941,886	\$45,050,411	\$0	825.3
Long Bill supplemental	\$1,713,398	\$0	\$1,713,398	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$130,705,695</b>	<b>\$0</b>	<b>\$85,655,284</b>	<b>\$45,050,411</b>	<b>\$0</b>	<b>825.3</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$130,705,695	\$0	\$85,655,284	\$45,050,411	\$0	825.3
R2 Tuition spending authority	3,336,935	0	3,336,935	0	0	0.0
R1/BA2 State funding increase for higher education	1,808,490	0	0	1,808,490	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	19.8
SI Higher Ed limited gaming adjustment	(119,768)	0	(119,768)	0	0	0.0
<b>TOTAL</b>	<b>\$135,731,352</b>	<b>\$0</b>	<b>\$88,872,451</b>	<b>\$46,858,901</b>	<b>\$0</b>	<b>845.1</b>
<b>INCREASE/(DECREASE)</b>	<b>\$5,025,657</b>	<b>\$0</b>	<b>\$3,217,167</b>	<b>\$1,808,490</b>	<b>\$0</b>	<b>19.8</b>
Percentage Change	3.8%	0.0%	3.8%	4.0%	0.0%	2.4%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$133,014,520</b>	<b>\$0</b>	<b>\$86,479,487</b>	<b>\$46,535,033</b>	<b>\$0</b>	<b>825.3</b>
Request Above/(Below) Recommendation	(\$2,716,832)	\$0	(\$2,392,964)	(\$323,868)	\$0	(19.8)

GOVERNING BOARDS, TRUSTEES OF METROPOLITAN STATE COLLEGE OF DENVER, TRUSTEES OF METROPOLITAN STATE COLLEGE OF DENVER						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$227,053,773	\$0	\$133,461,427	\$93,592,346	\$0	1,413.4
Long Bill supplemental	\$5,670,984	\$0	\$5,670,984	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$232,724,757</b>	<b>\$0</b>	<b>\$139,132,411</b>	<b>\$93,592,346</b>	<b>\$0</b>	<b>1,413.4</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$232,724,757	\$0	\$139,132,411	\$93,592,346	\$0	1,413.4
R1/BA2 State funding increase for higher education	4,051,535	0	0	4,051,535	0	0.0
R2 Tuition spending authority	1,563,100	0	1,563,100	0	0	0.0
SI Student fee adjustments	808,045	0	808,045	0	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	143.1
<b>TOTAL</b>	<b>\$239,147,437</b>	<b>\$0</b>	<b>\$141,503,556</b>	<b>\$97,643,881</b>	<b>\$0</b>	<b>1,556.5</b>
<b>INCREASE/(DECREASE)</b>	<b>\$6,422,680</b>	<b>\$0</b>	<b>\$2,371,145</b>	<b>\$4,051,535</b>	<b>\$0</b>	<b>143.1</b>
Percentage Change	2.8%	0.0%	1.7%	4.3%	0.0%	10.1%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$233,899,731</b>	<b>\$0</b>	<b>\$136,480,496</b>	<b>\$97,419,235</b>	<b>\$0</b>	<b>1,413.4</b>
Request Above/(Below) Recommendation	(\$5,247,706)	\$0	(\$5,023,060)	(\$224,646)	\$0	(143.1)

GOVERNING BOARDS, TRUSTEES OF WESTERN STATE COLLEGE, TRUSTEES OF WESTERN STATE COLLEGE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$49,600,691	\$0	\$29,157,104	\$20,443,587	\$0	302.0
Long Bill supplemental	(168,614)	0	(168,614)	0	0	(33.6)

GOVERNING BOARDS, TRUSTEES OF WESTERN STATE COLLEGE, TRUSTEES OF WESTERN STATE COLLEGE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>TOTAL</b>	<b>\$49,432,077</b>	<b>\$0</b>	<b>\$28,988,490</b>	<b>\$20,443,587</b>	<b>\$0</b>	<b>268.4</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$49,432,077	\$0	\$28,988,490	\$20,443,587	\$0	268.4
R2 Tuition spending authority	1,086,446	0	1,086,446	0	0	0.0
R1/BA2 State funding increase for higher education	991,108	0	0	991,108	0	0.0
SI Student fee adjustments	242,403	0	242,403	0	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	(47.0)
<b>TOTAL</b>	<b>\$51,752,034</b>	<b>\$0</b>	<b>\$30,317,339</b>	<b>\$21,434,695</b>	<b>\$0</b>	<b>221.4</b>
<b>INCREASE/(DECREASE)</b>	<b>\$2,319,957</b>	<b>\$0</b>	<b>\$1,328,849</b>	<b>\$991,108</b>	<b>\$0</b>	<b>(47.0)</b>
Percentage Change	4.7%	0.0%	4.6%	4.8%	0.0%	(17.5%)
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$51,498,470</b>	<b>\$0</b>	<b>\$30,165,840</b>	<b>\$21,332,630</b>	<b>\$0</b>	<b>302.0</b>
Request Above/(Below) Recommendation	(\$253,564)	\$0	(\$151,499)	(\$102,065)	\$0	80.6

GOVERNING BOARDS, BOARD OF GOVERNORS OF THE COLORADO STATE UNIVERSITY SYSTEM, BOARD OF GOVERNORS OF THE COLORADO STATE UNIVERSITY SYSTEM						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$859,012,913	\$5,528,786	\$628,271,107	\$225,213,020	\$0	5,166.6
Long Bill supplemental	(22,474,284)	0	(22,474,284)	0	0	0.0
<b>TOTAL</b>	<b>\$836,538,629</b>	<b>\$5,528,786</b>	<b>\$605,796,823</b>	<b>\$225,213,020</b>	<b>\$0</b>	<b>5,166.6</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$836,538,629	\$5,528,786	\$605,796,823	\$225,213,020	\$0	5,166.6
R2 Tuition spending authority	26,076,313	0	26,076,313	0	0	0.0
R1/BA2 State funding increase for higher education	8,970,559	0	0	8,970,559	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	194.3
Annualize prior year legislation	(5,585,757)	(5,390,682)	(195,075)	0	0	(1.5)
SI Student fee adjustments	(4,438,650)	0	(4,438,650)	0	0	0.0
<b>TOTAL</b>	<b>\$861,561,094</b>	<b>\$138,104</b>	<b>\$627,239,411</b>	<b>\$234,183,579</b>	<b>\$0</b>	<b>5,359.4</b>
<b>INCREASE/(DECREASE)</b>	<b>\$25,022,465</b>	<b>(\$5,390,682)</b>	<b>\$21,442,588</b>	<b>\$8,970,559</b>	<b>\$0</b>	<b>192.8</b>
Percentage Change	3.0%	(97.5%)	3.5%	4.0%	0.0%	3.7%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$886,739,228</b>	<b>\$138,104</b>	<b>\$653,601,891</b>	<b>\$232,999,233</b>	<b>\$0</b>	<b>5,165.1</b>
Request Above/(Below) Recommendation	\$25,178,134	\$0	\$26,362,480	(\$1,184,346)	\$0	(194.3)

GOVERNING BOARDS, TRUSTEES OF FORT LEWIS COLLEGE, TRUSTEES OF FORT LEWIS COLLEGE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$68,253,515	\$0	\$49,183,886	\$19,069,629	\$0	457.0
Long Bill supplemental	\$308,564	\$0	\$308,564	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$68,562,079</b>	<b>\$0</b>	<b>\$49,492,450</b>	<b>\$19,069,629</b>	<b>\$0</b>	<b>457.0</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$68,562,079	\$0	\$49,492,450	\$19,069,629	\$0	457.0



GOVERNING BOARDS, TRUSTEES OF FORT LEWIS COLLEGE, TRUSTEES OF FORT LEWIS COLLEGE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
R1/BA2 State funding increase for higher education	686,696	0	0	686,696	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	0.9
R2 Tuition spending authority	(181,461)	0	(181,461)	0	0	0.0
<b>TOTAL</b>	<b>\$69,067,314</b>	<b>\$0</b>	<b>\$49,310,989</b>	<b>\$19,756,325</b>	<b>\$0</b>	<b>457.9</b>
<b>INCREASE/(DECREASE)</b>	<b>\$505,235</b>	<b>\$0</b>	<b>(\$181,461)</b>	<b>\$686,696</b>	<b>\$0</b>	<b>0.9</b>
Percentage Change	0.7%	0.0%	(0.4%)	3.6%	0.0%	0.2%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$71,376,009</b>	<b>\$0</b>	<b>\$51,598,607</b>	<b>\$19,777,402</b>	<b>\$0</b>	<b>457.0</b>
Request Above/(Below) Recommendation	\$2,308,695	\$0	\$2,287,618	\$21,077	\$0	(0.9)

GOVERNING BOARDS, REGENTS OF THE UNIVERSITY OF COLORADO, REGENTS OF THE UNIVERSITY OF COLORADO						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$1,658,777,016	\$1,562,500	\$1,347,321,547	\$309,892,969	\$0	9,908.2
Long Bill supplemental	\$26,294,881	\$0	\$26,294,881	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$1,685,071,897</b>	<b>\$1,562,500</b>	<b>\$1,373,616,428</b>	<b>\$309,892,969</b>	<b>\$0</b>	<b>9,908.2</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$1,685,071,897	\$1,562,500	\$1,373,616,428	\$309,892,969	\$0	9,908.2
R2 Tuition spending authority	60,126,356	0	60,126,356	0	0	0.0
R1/BA2 State funding increase for higher education	12,915,865	0	0	12,915,865	0	0.0
Annualize prior year legislation	8,370,862	(1,562,500)	(1,000,000)	10,933,362	0	(0.8)
SI IHE employee FTE adjustments	0	0	0	0	0	244.4
SI Student fee adjustments	(4,597,185)	0	(4,597,185)	0	0	0.0
SI Tobacco MSA revenue adjustment	(1,488,947)	0	(1,488,947)	0	0	0.0
<b>TOTAL</b>	<b>\$1,760,398,848</b>	<b>\$0</b>	<b>\$1,426,656,652</b>	<b>\$333,742,196</b>	<b>\$0</b>	<b>10,151.8</b>
<b>INCREASE/(DECREASE)</b>	<b>\$75,326,951</b>	<b>(\$1,562,500)</b>	<b>\$53,040,224</b>	<b>\$23,849,227</b>	<b>\$0</b>	<b>243.6</b>
Percentage Change	4.5%	(100.0%)	3.9%	7.7%	0.0%	2.5%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$1,725,047,739</b>	<b>\$0</b>	<b>\$1,404,369,377</b>	<b>\$320,678,362</b>	<b>\$0</b>	<b>9,907.4</b>
Request Above/(Below) Recommendation	(\$35,351,109)	\$0	(\$22,287,275)	(\$13,063,834)	\$0	(244.4)

GOVERNING BOARDS, TRUSTEES OF THE COLORADO SCHOOL OF MINES, TRUSTEES OF THE COLORADO SCHOOL OF MINES						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$241,021,512	\$0	\$207,447,381	\$33,574,131	\$0	1,102.7
Long Bill supplemental	\$10,611,153	\$0	\$10,611,153	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$251,632,665</b>	<b>\$0</b>	<b>\$218,058,534</b>	<b>\$33,574,131</b>	<b>\$0</b>	<b>1,102.7</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$251,632,665	\$0	\$218,058,534	\$33,574,131	\$0	1,102.7
R2 Tuition spending authority	17,206,448	0	17,206,448	0	0	0.0
R1/BA2 State funding increase for higher education	1,691,770	0	0	1,691,770	0	0.0
SI Student fee adjustments	1,465,816	0	1,465,816	0	0	0.0

GOVERNING BOARDS, TRUSTEES OF THE COLORADO SCHOOL OF MINES, TRUSTEES OF THE COLORADO SCHOOL OF MINES						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
SI IHE employee FTE adjustments	0	0	0	0	0	77.3
<b>TOTAL</b>	<b>\$271,996,699</b>	<b>\$0</b>	<b>\$236,730,798</b>	<b>\$35,265,901</b>	<b>\$0</b>	<b>1,180.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$20,364,034</b>	<b>\$0</b>	<b>\$18,672,264</b>	<b>\$1,691,770</b>	<b>\$0</b>	<b>77.3</b>
Percentage Change	8.1%	0.0%	8.6%	5.0%	0.0%	7.0%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$251,864,793</b>	<b>\$0</b>	<b>\$216,769,238</b>	<b>\$35,095,555</b>	<b>\$0</b>	<b>1,102.7</b>
Request Above/(Below) Recommendation	(\$20,131,906)	\$0	(\$19,961,560)	(\$170,346)	\$0	(77.3)

GOVERNING BOARDS, UNIVERSITY OF NORTHERN COLORADO, UNIVERSITY OF NORTHERN COLORADO						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$150,326,057	\$0	\$87,205,425	\$63,120,632	\$0	1,203.3
Long Bill supplemental	\$675,749	\$0	\$675,749	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$151,001,806</b>	<b>\$0</b>	<b>\$87,881,174</b>	<b>\$63,120,632</b>	<b>\$0</b>	<b>1,203.3</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$151,001,806	\$0	\$87,881,174	\$63,120,632	\$0	1,203.3
R2 Tuition spending authority	2,834,802	0	2,834,802	0	0	0.0
R1/BA2 State funding increase for higher education	2,555,841	0	0	2,555,841	0	0.0
SI Student fee adjustments	305,566	0	305,566	0	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	(6.7)
<b>TOTAL</b>	<b>\$156,698,015</b>	<b>\$0</b>	<b>\$91,021,542</b>	<b>\$65,676,473</b>	<b>\$0</b>	<b>1,196.6</b>
<b>INCREASE/(DECREASE)</b>	<b>\$5,696,209</b>	<b>\$0</b>	<b>\$3,140,368</b>	<b>\$2,555,841</b>	<b>\$0</b>	<b>(6.7)</b>
Percentage Change	3.8%	0.0%	3.6%	4.0%	0.0%	(0.6%)
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$154,619,341</b>	<b>\$0</b>	<b>\$89,702,297</b>	<b>\$64,917,044</b>	<b>\$0</b>	<b>1,203.3</b>
Request Above/(Below) Recommendation	(\$2,078,674)	\$0	(\$1,319,245)	(\$759,429)	\$0	6.7

GOVERNING BOARDS, STATE BOARD FOR COMMUNITY COLLEGES AND OCCUPATIONAL EDUCATION STATE SYSTEM COMMUNITY COLLEGES, STATE BOARD FOR COMMUNITY COLLEGES AND OCCUPATIONAL EDUCATION STATE SYSTEM COMMUNITY COLLEGES						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$608,866,985	\$5,000,000	\$333,847,172	\$270,019,813	\$0	5,542.2
Long Bill supplemental	\$17,074,430	\$0	\$17,074,430	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$625,941,415</b>	<b>\$5,000,000</b>	<b>\$350,921,602</b>	<b>\$270,019,813</b>	<b>\$0</b>	<b>5,542.2</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$625,941,415	\$5,000,000	\$350,921,602	\$270,019,813	\$0	5,542.2
R2 Tuition spending authority	15,278,582	0	15,278,582	0	0	0.0
R1/BA2 State funding increase for higher education	9,318,141	0	0	9,318,141	0	0.0
SI Student fee adjustments	489,190	0	489,190	0	0	0.0
SI IHE employee FTE adjustments	0	0	0	0	0	107.7
Annualize prior year legislation	(5,000,000)	(5,000,000)	0	0	0	0.0
SI Higher Ed limited gaming adjustment	(1,676,025)	0	(1,676,025)	0	0	0.0
<b>TOTAL</b>	<b>\$644,351,303</b>	<b>\$0</b>	<b>\$365,013,349</b>	<b>\$279,337,954</b>	<b>\$0</b>	<b>5,649.9</b>

GOVERNING BOARDS, STATE BOARD FOR COMMUNITY COLLEGES AND OCCUPATIONAL EDUCATION STATE  
SYSTEM COMMUNITY COLLEGES, STATE BOARD FOR COMMUNITY COLLEGES AND OCCUPATIONAL  
EDUCATION STATE SYSTEM COMMUNITY COLLEGES

	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>INCREASE/(DECREASE)</b>	<b>\$18,409,888</b>	<b>(\$5,000,000)</b>	<b>\$14,091,747</b>	<b>\$9,318,141</b>	<b>\$0</b>	<b>107.7</b>
Percentage Change	2.9%	(100.0%)	4.0%	3.5%	0.0%	1.9%
<b>FY 2024-25 EXECUTIVE REQUEST</b>	<b>\$619,989,670</b>	<b>\$0</b>	<b>\$341,995,054</b>	<b>\$277,994,616</b>	<b>\$0</b>	<b>5,542.2</b>
Request Above/(Below) Recommendation	(\$24,361,633)	\$0	(\$23,018,295)	(\$1,343,338)	\$0	(107.7)

## (6) LOCAL DISTRICT COLLEGE GRANTS PURSUANT TO SECTION 23-71-301, C.R.S.

This division provides funding for grants to Aims Community College and Colorado Mountain College. These institutions also receive tax revenue from local taxing districts which provide the majority of their funding. The source of cash funds is limited gaming revenue distributed to higher education institutions with a 2-year mission. Pursuant to Section 23-18-304 (3), C.R.S., state support for these institutions increases or decreases at the same rate as the average change in funding for the state-operated governing boards that is included in the performance section of the higher education funding model outlined in Section 23-18-303.5; however, funding for the local district colleges may be adjusted to increase more or decrease less.

LOCAL DISTRICT COLLEGE GRANTS PURSUANT TO SECTION 23-71-301, C.R.S.				
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	FTE
<b>FY 2023-24 Appropriation</b>				
FY 2023-24 Appropriation	\$30,620,727	\$26,161,309	\$4,459,418	0.0
<b>TOTAL</b>	<b>\$30,620,727</b>	<b>\$26,161,309</b>	<b>\$4,459,418</b>	<b>0.0</b>
<b>FY 2024-25 RECOMMENDED APPROPRIATION</b>				
FY 2023-24 Appropriation	\$30,620,727	\$26,161,309	\$4,459,418	0.0
R1/BA2 State funding increase for higher education	1,043,852	1,043,852	0	0.0
SI Higher Ed limited gaming adjustment	(304,270)	0	(304,270)	0.0
<b>TOTAL</b>	<b>\$31,360,309</b>	<b>\$27,205,161</b>	<b>\$4,155,148</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$739,582</b>	<b>\$1,043,852</b>	<b>(\$304,270)</b>	<b>0.0</b>
Percentage Change	2.4%	4.0%	(6.8%)	0.0%
<b>FY 2024-25 EXECUTIVE REQUEST</b>				
Request Above/(Below) Recommendation	\$154,851	(\$149,419)	\$304,270	0.0

### DECISION ITEMS – LOCAL DISTRICT COLLEGE GRANTS

This section includes the following adjustments discussed in previous sections:

- R1 to increase funding for public institutions of higher education
- Adjustment to Amendment 50 Gaming Revenue based on August 2023 disbursements.

No other adjustments are requested or recommended.

## LINE ITEM DETAIL – LOCAL DISTRICT COLLEGE GRANTS

### COLORADO MOUNTAIN COLLEGE

Colorado Mountain College serves the mountain communities in north-central Colorado, with 11 campus locations, including three residential campuses in Leadville, Glenwood Springs, and Steamboat Springs. The community college district was formed in 1967. In 2011, the General Assembly authorized it to begin offering selected baccalaureate degrees. In FY 2019-20, local tax district support and other miscellaneous sources of revenue provided 77.1 percent of the college's education and general revenue, while state support provided 13.8 percent. In FY 2021-22, local tax district support and other miscellaneous sources provided 64.8 percent of education and general revenue, while General Fund support plus federal stimulus funds supported 18.1 percent.

*STATUTORY AUTHORITY:* Sections 23-71-301 and 302 and 23-18-304 (3), C.R.S.

*REQUEST:* The Department requests \$14,180,408, including \$12,405,406 General Fund, including an increase for Request R1.

*RECOMMENDATION:* The recommendation is shown in the table below. The staff recommendation includes more General Fund than the request, but this is partially offset by a decline in limited gaming revenue.

LOCAL DISTRICT COLLEGE GRANTS PURSUANT TO SECTION 23-71-301, C.R.S., COLORADO MOUNTAIN COLLEGE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$13,770,299	\$11,995,297	\$1,775,002	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$13,770,299</b>	<b>\$11,995,297</b>	<b>\$1,775,002</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$13,770,299	\$11,995,297	\$1,775,002	\$0	\$0	0.0
R1/BA2 State funding increase for higher education	477,212	477,212	0	0	0	0.0
SI Higher Ed limited gaming adjustment	(119,139)	0	(119,139)	0	0	0.0
<b>TOTAL</b>	<b>\$14,128,372</b>	<b>\$12,472,509</b>	<b>\$1,655,863</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$358,073</b>	<b>\$477,212</b>	<b>(\$119,139)</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	2.6%	4.0%	(6.7%)	0.0%	0.0%	0.0%
FY 2024-25 EXECUTIVE REQUEST						
Request Above/(Below) Recommendation	\$52,036	(\$67,103)	\$119,139	\$0	\$0	0.0

### AIMS COMMUNITY COLLEGE

Aims community college serves the northern Front Range, with campuses in Greeley, Windsor, Fort Lupton, and Loveland. In FY 2019-20, local tax district support and other miscellaneous sources of revenue provided 65.8 percent of Aims' education and general revenue, while state support provided 13.8 percent. In FY 2021-22, local tax district support and other miscellaneous sources provided 64.6

percent of education and general revenue, while General Fund support plus federal stimulus funds supported 18.5 percent.

*STATUTORY AUTHORITY:* Sections 23-71-301 and 302 and 23-18-304 (3), C.R.S.

*REQUEST:* The Department requests \$17,334,752, including \$14,650,336 General Fund. The request includes an increase for Request R1.

*RECOMMENDATION:* The recommendation is shown in the table below. The staff recommendation includes more General Fund than the request, but this is partially offset by a decline in limited gaming revenue.

LOCAL DISTRICT COLLEGE GRANTS PURSUANT TO SECTION 23-71-301, C.R.S., AIMS COMMUNITY COLLEGE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$16,850,428	\$14,166,012	\$2,684,416	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$16,850,428</b>	<b>\$14,166,012</b>	<b>\$2,684,416</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$16,850,428	\$14,166,012	\$2,684,416	\$0	\$0	0.0
R1/BA2 State funding increase for higher education	566,640	566,640	0	0	0	0.0
SI Higher Ed limited gaming adjustment	(185,131)	0	(185,131)	0	0	0.0
<b>TOTAL</b>	<b>\$17,231,937</b>	<b>\$14,732,652</b>	<b>\$2,499,285</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$381,509</b>	<b>\$566,640</b>	<b>(\$185,131)</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	2.3%	4.0%	(6.9%)	0.0%	0.0%	0.0%
FY 2024-25 EXECUTIVE REQUEST						
Request Above/(Below) Recommendation	\$102,815	(\$82,316)	\$185,131	\$0	\$0	0.0

## (7) DIVISION OF OCCUPATIONAL EDUCATION (*AREA TECHNICAL COLLEGES ONLY*)

The Division is administratively located within the State Board for the Community Colleges and Occupational Education State System Community Colleges and has responsibility for approving programs and maintaining standards for public vocational programs (the Division of Private Occupational Schools in CCHE oversees proprietary schools). The Division also distributes state and federal funds for occupational education. This figure setting packet addresses solely the Area Technical Colleges.

DIVISION OF OCCUPATIONAL EDUCATION					
	TOTAL FUNDS	GENERAL FUND	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>FY 2023-24 Appropriation</b>					
FY 2023-24 Appropriation	\$75,512,889	\$20,669,717	\$35,977,253	\$18,865,919	32.0
<b>TOTAL</b>	<b>\$75,512,889</b>	<b>\$20,669,717</b>	<b>\$35,977,253</b>	<b>\$18,865,919</b>	<b>32.0</b>
<b>FY 2024-25 RECOMMENDED APPROPRIATION</b>					
FY 2023-24 Appropriation	\$75,512,889	\$20,669,717	\$35,977,253	\$18,865,919	32.0
R1/BA2 State funding increase for higher education	818,203	818,203	0	0	0.0
BA3 Div of Occupational Ed cost increase	100,000	0	100,000	0	0.0
Annualize prior year legislation	(214,648)	(214,648)	0	0	0.0
<b>TOTAL</b>	<b>\$76,216,444</b>	<b>\$21,273,272</b>	<b>\$36,077,253</b>	<b>\$18,865,919</b>	<b>32.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$703,555</b>	<b>\$603,555</b>	<b>\$100,000</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	0.9%	2.9%	0.3%	0.0%	0.0%
<b>FY 2024-25 EXECUTIVE REQUEST</b>					
Request Above/(Below) Recommendation	(\$118,861)	(\$118,861)	\$0	\$0	0.0

### DECISION ITEMS – DIVISION OF OCCUPATIONAL EDUCATION

#### **i** POTENTIAL AREA TECHNICAL COLLEGE INCREASE AND FY 2023-24 RFI 3

In FY 2022-23, the JBC approved an increase of \$1.7 million General Fund for the Area Technical Colleges, primarily to facilitate expansion of ATC services, given their rapid increase in enrollment and expected further growth. As requested by the Executive Branch, the funding was authorized for two years (FY 2022-23 and FY 2023-24). During figure setting for the Department of Higher Education for FY 2023-24, the Committee voted to extend this additional funding indefinitely.

The JBC also voted to modify an information request to specifically ask the Department whether funding for the ATCs “adequately incorporates enrollment growth” and request “a comparison of funding for the Area Technical Colleges versus other public higher education institutions that have a similar mission,” as well as requesting reporting on the use of the \$1.7 million previously added.

The Department submitted a response to this request (RFI #3) on November 1, 2024, which responded to the JBC’s questions, as summarized below. **The response confirmed that the ATCs receive substantially less General Fund support than the community college system per**

student and did not appear to provide a justification for this. However, the November 1, 2024 Executive Request also did not include any additional funding for the ATCs beyond the average increase provided to all institutions in R1. As outlined in the response:

*RFI Response - General Background*

- Like other postsecondary institutions, the area technical colleges rely on tuition and fees, as well as appropriations, although these tuition and fee amounts are not reflected in the state budget. The table below compares revenues from these sources.

**Table 1. Area Technical College State Appropriation and Tuition Revenue, FY2018 – FY2023**

	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023
State Appropriations	\$10,218,039	\$12,311,434	\$13,910,021	\$5,842,209	\$14,989,723	\$18,774,857
Tuition and Fees	\$10,952,958	\$12,911,567	\$12,189,829	\$10,296,284	\$9,757,111	\$11,926,921

- The ATCs operate under the overview of school boards and serve both secondary and postsecondary students, but the proportion varies significantly. Students who are not enrolled in the K-12 system are not supported by K-12 districts.
- Unlike most of the state’s public postsecondary institutions, ATC have experienced enrollment growth since FY 2011-12.** Essentially all of this has been at the Emily Griffith Technical College, while growth at the other two institutions—Pickens Technical College and Technical College of the Rockies—has been relatively flat and down in some years.
- The ATCs receive the same average increase in state funding as is provided for other public institutions (which has increased substantially in the last few years), and may receive more. They received an additional \$1,700,000 in FY 2022-23 which was added permanently to the base through JBC action during figure setting for FY 2023-24. This was in addition to receiving a portion of \$10 million in federal ARPA funds allocated to expand equipment and capacity for career and technical education in H.B. 21-1264.
- The chart below shows the changes in state support per ATC student over time.

**Table 3. Area Technical Colleges State Support per Resident FTE, FY2013 - FY 2023**

	State Appropriations	Resident FTE Enrollment	State Support per FTE
2012-13	\$7,765,822	3,031	\$2,562.13
2013-14	8,091,845	3,419	2,366.39
2014-15	8,983,694	3,736	2,404.63
2015-16	9,971,721	3,946	2,527.05
2016-17	9,971,721	4,735	2,105.96
2017-18	10,218,039	4,264	2,396.13
2018-19	12,311,434	5,133	2,398.49
2019-20	13,910,021	5,080	2,738.19
2020-21	5,842,209	4,726	1,236.18
2021-22	14,989,723	4,697	3,191.34
2022-23	18,392,334	5,042	3,647.83

*RFI Comparison ATC and Community College Funding*

The report noted that there are significant differences between the ATC and community college governance and funding structures, but acknowledged that the community college system is likely the



best comparison to the ATCs. The report notes that while state appropriations at the community colleges have more than doubled in the last decade, resident FTE enrollment has declined 25 percent over the same period, resulting in an overall increase in support per resident FTE of over \$3,660, equivalent to a 173 percent increase.

**Table 4. Community College System Nominal State Support per Resident FTE**

	State Appropriations	Resident FTE Enrollment	State Support per FTE
2012-13	\$117,720,293	55,475	\$2,122.04
2013-14	123,389,317	52,792	2,337.27
2014-15	137,465,925	50,001	2,749.26
2015-16	153,549,541	47,272	3,248.21
2016-17	153,330,147	46,856	3,272.37
2017-18	153,709,215	46,666	3,293.82
2018-19	172,072,047	46,278	3,718.23
2019-20	190,447,695	46,955	4,055.96
2020-21	82,214,681	43,083	1,908.29
2021-22	214,474,605	41,920	5,116.28
2022-23	242,263,515	41,878	5,784.98

*JBC Staff Observations & Calculation of Funding Need to “Close the Gap” Between ATCs and Community Colleges*  
By design, Colorado’s current higher education funding model adjusts very little based on enrollment, even for institutions that are part of the model. The community colleges have generally benefitted from this, given over ten years of declining enrollment, while institutions that have grown more rapidly, including institutions as diverse as the Colorado School of Mines and the Area Technical Colleges have not experienced adjustments commensurate with growth.

The impacts are particularly notable for the ATCs, which have experienced a remarkable degree of growth but are only funded based on the average increase provided for all institutions. There is a rationale behind not rewarding growth too much in the model because it has typically been wealthier institutions that have grown (e.g., CU, Mines) and entities like the community colleges that have not. However, **staff concurs that the gap between the ATCs and the community colleges, that in many respects have similar missions, has grown far too large. Staff supports beginning to address this issue and has only not included it in the formal staff recommendations due to concerns about overall JBC balancing. As reflected in the table below, staff believes there is an argument for increasing the ATCs substantially—as much as \$11.3 million to bring them on par with the community college system.**

AREA TECHNICAL COLLEGES V. COMMUNITY COLLEGE SYSTEM – FY 2023-24		
	ATCs	CCCS
GF Appropriations FY 2023-24	\$20,455,069	270,019,813
Resident FTE FY 2022-23*	5,042	42,901
GF per resident	\$4,057	\$6,294
<i>Cost to close gap</i>		
Per student difference between ATC & CCCS 2023	\$2,237	
2023 resident FTE at ATC	5,042	
Product (cost)	\$11,279,387	

\*ATC enrollment is not included in the higher education forecast, so FY 2022-23 actual is used for both entities. FY 2022-23 community college FTE shown are solely resident undergraduate students.

10 YEAR HISTORY - COMMUNITY COLLEGE V. ATC FUNDING AND ENROLLMENT						
	AREA TECHNICAL COLLEGES			COMMUNITY COLLEGE SYSTEM		
	GENERAL FUND	STUDENT FTE	AMT PER FTE	ORIG. AS GENERAL FUND	STUDENT FTE	AMT PER FTE
2014-15	\$8,983,694	3,736	\$2,405	\$137,465,925	50,001	\$2,749
2015-16	8,983,694	3,945	2,277	153,549,541	47,272	3,248
2016-17	8,983,694	4,735	1,897	153,330,147	46,856	3,272
2017-18	10,218,039	4,264	2,396	153,709,215	46,747	3,288
2018-19	12,311,435	5,132	2,399	172,072,047	46,377	3,710
2019-20	13,910,021	4,906	2,835	190,447,695	47,054	4,047
2020-21	5,842,209	4,725	1,236	82,214,681	43,183	1,904
2021-22	14,989,723	4,697	3,191	214,474,605	41,894	5,119
2022-23	18,325,074	5,042	3,634	241,372,358	42,901	5,612
2023-24	20,455,069	5,042	4,057	270,019,813	42,901	6,294
<b>Average annual rate of increase</b>	<b>9.6%</b>	<b>3.4%</b>	<b>6.0%</b>	<b>7.8%</b>	<b>-1.7%</b>	<b>9.6%</b>

#### *ATC Proposal in Response to JBC Hearing Questions*

In response to JBC questions posed during the budget hearing, the ATCs provided a proposal for increased funding specifically targeted at allied health fields where there is significant demand for workers and where ATCs have waiting lists. A summary of the proposal for eliminating waiting lists is attached. The ATCs also provided a more extensive write-up, which is available if the Committee wishes more information.

As shown, the requested funding includes:

- **\$1,001,443** for Emily Griffith to increase emodules within its LPN program to increase enrollments by 150 per year to 400. The program has provided an itemized list of programs in order of funding priority for the purpose of eliminating waiting lists in six months. The total will address CNAs, medical assistants, and dental assistants, plus emodules.
- **One time funding of \$3.3 million and ongoing funding of \$557,643 for the Technical College of the Rockies** to address community needs and workforce demands. The one-time funding would enable TCR to expand space to provide surgical and ultrasound technicians to meet these needs on the Western Slope. The funding would also double staffing from 4 to 7 FTE.
- **\$800,000 for Pickens Technical College** to expand its lab and thus double student capacity for respiratory technicians, medical assisting, and LPNs.

**If the JBC would like to take a bite out of the funding discrepancy between the ATCs and the community college system, this might be a good place to start. As shown, the requests shown total to \$5.8 million.** The Committee could choose to do some or all and could treat some as one-time funding, given the proposals.

## LINE ITEM DETAIL – DIVISION OF OCCUPATIONAL EDUCATION

### (C) AREA TECHNICAL COLLEGE SUPPORT

#### AREA TECHNICAL COLLEGE SUPPORT

This line provides state operating support for the three area technical colleges to provide post-secondary vocational training: Technical College of the Rockies, Emily Griffith Technical College, and Pickens Technical College. In addition to the General Fund shown in the Long Bill, the area technical colleges charge tuition and fees to students. These institutions operate within local school districts and provide vocational training to secondary students with funds from their local school districts, which may include Colorado Vocational Act dollars. The Division in consultation with the colleges determines the distribution of General Fund.

In FY 2022-23, the Committee approved a request for a temporary two-year increase of \$1,700,000 for Area Technical College support. The Committee moved to make this permanent in FY 2023-24.

As staff notes above:

- Area technical colleges (driven by Emily Griffith) have expanded enrollment far more quickly than the community college system.
- Because of the above, funding per student at the ATCs has fallen well below the amount per student at the community college system.

*STATUTORY AUTHORITY:* Sections 23-71-303 and Section 23-18-304 (2), C.R.S.

*REQUEST:* The Department requests an appropriation of \$21,154,411 General Fund for this line item, including an increase of \$699,342 General Fund for Request R1.

*RECOMMENDATION:* The staff recommendation is reflected in the table below.

DIVISION OF OCCUPATIONAL EDUCATION, AREA TECHNICAL COLLEGE SUPPORT, AREA TECHNICAL COLLEGE OPERATING SUPPORT						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2023-24 APPROPRIATION						
FY 2023-24 Appropriation	\$20,455,069	\$20,455,069	\$0	\$0	\$0	0.0
<b>TOTAL</b>	<b>\$20,455,069</b>	<b>\$20,455,069</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
FY 2024-25 RECOMMENDED APPROPRIATION						
FY 2023-24 Appropriation	\$20,455,069	\$20,455,069	\$0	\$0	\$0	0.0
R1/BA2 State funding increase for higher education	818,203	818,203	0	0	0	0.0
<b>TOTAL</b>	<b>\$21,273,272</b>	<b>\$21,273,272</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$818,203</b>	<b>\$818,203</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>
Percentage Change	4.0%	4.0%	0.0%	0.0%	0.0%	0.0%
FY 2024-25 EXECUTIVE REQUEST						
Request Above/(Below) Recommendation	(\$118,861)	(\$118,861)	\$0	\$0	\$0	0.0

# LONG BILL FOOTNOTES AND REQUESTS FOR INFORMATION

## LONG BILL FOOTNOTES

### NEW FOOTNOTE

N Department of Higher Education, Colorado Commission on Higher Education Financial Aid, Need Based Grants – It is the General Assembly’s intent that additional funds added in this line item be targeted by institutions, first, toward ensuring that tuition costs are fully covered for Colorado resident student freshmen entering in FY 2024-25 within two years of high school who are Pell eligible and attending at least half-time at a two year institution or full time at a four-year institution.

Comment: Intent language does not have the force of law, but a footnote like this provides a mechanism by which the JBC and General Assembly can encourage institutions toward a statewide “promise” program that can be consistently described.

### FOOTNOTES TO BE CONTINUED – OTHER THAN TUITION FOOTNOTES

Staff recommends **continuing the following footnotes or continuing with modifications to years and amounts.** Changes to highlighted amounts may be further refined based on Committee figure setting decisions.

33a Department of Health Care Policy and Financing, Grand 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; and Governing Boards, Regents of the University of Colorado -- The Department of Higher Education shall transfer \$800,000 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 ~~\$88,640,763~~ **\$102,460,686** 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 ~~\$88,640,763~~ **\$102,460,686** 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. Prior to FY 2020-21, this authority was limited to the amount transferred from the Department of Higher Education. In FY 2020-21, when state revenues and higher education appropriations declined, the amount available from the transfer was enhanced by an intergovernmental transfer.

- 35 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.

- 37 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 2024-25 state fiscal year.

**COMMENT:** This footnote has been included in the Long Bill for at least 10 years. 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.

## TUITION FOOTNOTES

Tuition footnotes will follow the following format. However, specifics may be modified based on Committee decisions about tuition caps and exceptions.

- 38 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, and 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 2023-24~~ FY 2024-25 than ~~five~~

FOUR percent over what a student would have paid in ~~FY 2022-23~~ FY 2023-24 for the same credit hours and course of study, ~~except that the calculation for the University of Northern Colorado is based on the assumption that no undergraduate student with in-state classification will pay more tuition in FY 2023-24 than six percent over what a student would have paid in FY 2022-23 for the same credit hours and course of study and the calculation for Colorado Western University incorporates an assumption that resident undergraduate students enrolled in the university's engineering program will be assessed differential tuition that will result in a tuition increase of up to forty-nine percent over what a student would have paid in FY 2022-23 for the same credit hours and course of study.~~ 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 FORT LEWIS COLLEGE IS BASED ON THE ASSUMPTION THAT NO STUDENT WITH NONRESIDENT CLASSIFICATION WILL PAY MORE TUITION IN FY 2024-25 THAN FOUR PERCENT OVER WHAT A STUDENT WOULD HAVE PAID IN FY 2023-24 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 2023-24~~ FY 2024-25 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. All institutions are in compliance with the footnote for FY 2023-24.

## REQUESTS FOR INFORMATION

### REQUESTS TO BE CONTINUED AS MODIFIED

- 1 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.
  - (1) 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.
  - (2) 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.
- (3) 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.
  - (4) 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.
  - (5) Develop a statewide affordability messaging toolkit for use by K-12 staff, as well as postsecondary 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 an update on its progress on this project by November 1, 2023 and November 1, 2024 and a final report on the project on November 1, 2025.

For the November 1, 2024, report, the JBC requests the following:

- (6) The report should include sufficient information and budget detail to enable the General Assembly to launch and publicize a statewide guarantee of tuition-free college for low income students statewide beginning no later than FY 2025-26.
- (7) The report should identify components to which all public institutions can be held with little or no additional resources, such as committing that graduates of Colorado high schools who are eligible for federal financial assistance and have household incomes under \$60,000, begin postsecondary education within two years of graduation, complete a FAFSA or CASFA application for financial aid, and attend at least half-time at a two-year institution or full-time at a four year institution will not pay tuition. Such a program should, at a minimum, be offered to students who begin as first-time freshmen in FY 2025-26 and cover each new freshman class in the subsequent years.
- (8) The report should also identify options and recommendations for expanding such a program to capture a larger share of potential students and costs, such as student fees and students with higher incomes. To the extent costs are not already covered by existing federal, state and institutional resources, the report should include a proposal for how any additional state funding will be allocated in order to limit financial risks to public institutions and the state. This may include both maintenance-of-effort and matching requirements for institutional aid, whereby institutions and the State have shared responsibility for covering additional costs. Any matching requirements should take into account the different types of resources available to different types of public institutions.

- (9) Finally, the report should include a proposal, with related budget estimates for new state funding, for publicizing the program in a way that takes maximum advantage of existing institutional structures, such as K-12 superintendents, principals, counselors, teachers and postsecondary admissions and outreach staff.

**COMMENT:** The proposed updates to this request are discussed earlier in the packet as part of the “free college” initiative.

- 2 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, ~~2023~~ 2024: 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 2022-23~~ FY 2023-24) and the current estimate year (~~FY 2023-24~~ FY 2024-25).

- Include estimate-year ~~FY 2023-24~~ FY 2024-25 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 2022-23~~ FY 2023-24 student FTE data. ~~FY 2023-24~~ FY 2024-25 student FTE estimates should be those used to develop the ~~FY 2023-24~~ FY 2024-25 revenue and expenditure estimates in the data books.
- Identify actual ~~FY 2022-23~~ FY 2023-24 and budgeted ~~FY 2023-24~~ FY 2024-25 student FTE eligible for the College Opportunity Fund (COF) stipend in the budget data book submission.
- 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. ~~The submission should address: (1) Coronavirus Relief Funds and any other funds allocated through the State; (2) Higher Education Emergency Relief funds allocated directly by the federal government for institutional use; (3) the portion of such funds used for education and general purposes; and, separately, the portion used for other purposes that are not typically reflected in the state budget.~~
- 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.
- 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 2022-23~~ FY 2023-24 and budget year ~~FY 2023-24~~ FY 2024-25. 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, ~~2023~~ 2024: Submit fall ~~2023~~ 2024 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, ~~2024~~ 2025: Submit revised estimate year ~~FY 2023-24~~ FY 2024-25 and request year ~~FY 2024-25~~ FY 2025-26 revenue and enrollment data for each governing board, along with the comparable ~~FY 2022-23~~ FY 2023-24 actual data for context. Include data at the institutional level for the University of Colorado and Colorado State University Systems.

- 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.
- Include annotations explaining assumptions, including tuition and fee rate and enrollment assumptions for the FY 2024-25 request year.
- 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 in ~~FY 2023-24~~ FY 2024-25 based on the most recent data available (different from the figures used to establish initial stipend appropriations).
- Include actual and estimated expenditures of federal stimulus funds (~~Higher Education Emergency Relief Funds~~) used to support institutional operations, if applicable., ~~indicating the portion of such funds used for education and general purposes; and, separately, the portion used for other purposes that are not typically reflected in the state budget.~~
- Include actual and estimated revenue from mandatory fees using the definitions established by the Department of Higher Education for mandatory fees.

To further improve the quality of the ~~2024~~ 2025 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.
- Whether concurrent enrollment student tuition is reflected in current year tuition revenue estimates and in the forecast.

**COMMENT:** A version of this request has been included as a formal RFI since FY 2016-17 although the key elements of the request have been requested from the Department for many more years. The responses include data that is critical for figure setting. The Department submitted budget data books on November 10, 2024, as requested, but **did not include information about institutional policies undergirding the budget data books (which had been added to the FY 2023-24 request).** Some information was included in hearing responses; **staff expects to work with the Department to improve this portion of the submission.**

- 3 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.

**COMMENT:** The JBC has requested this information since at least FY 2008-09.

#### REQUEST TO BE DISCONTINUED

- 3 Department of Higher Education, Division of Occupational Education, Area Technical Colleges  
-- In collaboration with the Area Technical Colleges, the Department is requested to submit a report by November 1, 2023, on the impact of the additional funding of \$1,700,000 General Fund added to funding for the Area Technical Colleges in FY 2022-23. The report should also include analysis of the extent to which funding for the Area Technical Colleges adequately incorporates enrollment growth and a comparison of funding for the Area Technical Colleges versus other public higher education institutions that have a similar mission. This analysis should include a discussion of the similarities and differences in mission, governance, operations, tuition, and cost structure between the Area Technical Colleges and the institutions to which they are being compared.

**COMMENT:** The Department responded to this request. Staff does not believe a request for FY 2024-25 would yield a significantly different response.

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

**Appendix A: Numbers Pages**

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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**DEPARTMENT OF HIGHER EDUCATION**  
**Angie Paccione, Executive Director**

**(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>182,779,739</u>	<u>206,176,170</u>	<u>228,912,251</u>	<u>234,029,497</u>	<u>240,358,512</u> *
General Fund	181,922,854	205,712,316	47,666,384	52,783,630	59,112,645
General Fund Exempt	0	0	179,968,585	179,968,585	179,968,585
Cash Funds	0	0	0	0	0
Reappropriated Funds	856,885	463,854	1,277,282	1,277,282	1,277,282
Federal Funds	0	0	0	0	0

<b>SUBTOTAL - (A) Need Based Grants</b>	182,779,739	206,176,170	228,912,251	234,029,497	240,358,512
<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	181,922,854	205,712,316	47,666,384	52,783,630	59,112,645
General Fund Exempt	0	0	179,968,585	179,968,585	179,968,585
Cash Funds	0	0	0	0	0
Reappropriated Funds	856,885	463,854	1,277,282	1,277,282	1,277,282
Federal Funds	0	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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**(B) Work Study**

Work Study	<u>20,931,058</u>	<u>22,001,503</u>	<u>23,129,178</u>	<u>23,129,178</u>	<u>23,129,178</u>
General Fund	20,931,058	22,001,503	23,129,178	23,129,178	23,129,178
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

<b>SUBTOTAL - (B) Work Study</b>	20,931,058	22,001,503	23,129,178	23,129,178	23,129,178
<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	20,931,058	22,001,503	23,129,178	23,129,178	23,129,178
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

**(D) Special Purpose**

Veterans'/Law Enforcement/POW Tuition Assistance	<u>1,269,536</u>	<u>1,170,254</u>	<u>1,643,700</u>	<u>1,643,700</u>	<u>1,643,700</u>
General Fund	1,269,536	1,170,254	1,643,700	1,643,700	1,643,700
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

Native American Students/Fort Lewis College	<u>24,045,076</u>	<u>25,563,965</u>	<u>22,264,858</u>	<u>21,784,847</u>	<u>22,028,890</u> *
General Fund	24,045,076	25,563,965	22,264,858	21,784,847	22,028,890
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
Colorado Opportunity Scholarship Initiative Fund	<u>18,648,162</u>	<u>18,974,548</u>	<u>10,000,000</u>	<u>14,000,000</u>	<u>10,000,000</u> *
FTE	0.0	0.0	0.0	0.0	0.0
General Fund	7,000,000	7,000,000	10,000,000	14,000,000	10,000,000
Cash Funds	11,648,162	11,974,548	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
Tuition Assistance for Career and Technical Education Certificate Programs	<u>398,467</u>	<u>427,855</u>	<u>450,000</u>	<u>450,000</u>	<u>450,000</u>
General Fund	398,467	427,855	450,000	450,000	450,000
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
S.B. 21-106 Fourth-year Innovation Pilot Program	<u>27,958</u>	<u>162,999</u>	<u>368,792</u>	<u>524,615</u>	<u>524,615</u> *
FTE	0.0	0.7	0.7	0.7	0.7
General Fund	27,958	162,999	368,792	524,615	524,615
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
State Aid for Foster Students Program	<u>0</u>	<u>900,787</u>	<u>2,605,519</u>	<u>2,605,519</u>	<u>2,605,519</u>
FTE	0.0	3.7	4.0	4.0	4.0
General Fund	0	900,787	2,605,519	2,605,519	2,605,519
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
COSI Youth Mentorship Stipend Pilot Program	<u>0</u>	<u>0</u>	<u>100,000</u>	<u>0</u>	<u>0</u>
General Fund	0	0	100,000	0	0
Displaced Aurarian Scholarship	<u>0</u>	<u>1,999,998</u>	<u>0</u>	<u>0</u>	<u>0</u>
General Fund	0	1,999,998	0	0	0
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
H.B. 22-1220 Student Educator Stipend Program	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
FTE	0.0	0.0	0.0	0.0	0.0
General Fund	0	0	0	0	0
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
H.B. 22-1220 Educator Test Stipend Program	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
FTE	0.0	0.0	0.0	0.0	0.0
General Fund	0	0	0	0	0
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
H.B. 21-1330 COSI Student Financial Aid and Support Services at IHEs	<u>3,021,975</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
General Fund	0	0	0	0	0
Cash Funds	3,021,975	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
S.B. 21-232 COSI Displaced Workers Program	<u>942,916</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
General Fund	0	0	0	0	0
Cash Funds	942,916	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
<b>SUBTOTAL - (D) Special Purpose</b>	48,354,090	49,200,406	37,432,869	41,008,681	37,252,724
<i>FTE</i>	<u>0.0</u>	<u>4.4</u>	<u>4.7</u>	<u>4.7</u>	<u>4.7</u>
General Fund	32,741,037	37,225,858	37,432,869	41,008,681	37,252,724
Cash Funds	15,613,053	11,974,548	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
<b>TOTAL - (3) Colorado Commission on Higher Education Financial Aid</b>	252,064,887	277,378,079	289,474,298	298,167,356	300,740,414
<i>FTE</i>	<u>0.0</u>	<u>4.4</u>	<u>4.7</u>	<u>4.7</u>	<u>4.7</u>
General Fund	235,594,949	264,939,677	108,228,431	116,921,489	119,494,547
General Fund Exempt	0	0	179,968,585	179,968,585	179,968,585
Cash Funds	15,613,053	11,974,548	0	0	0
Reappropriated Funds	856,885	463,854	1,277,282	1,277,282	1,277,282
Federal Funds	0	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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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>309,684,418</u>	<u>346,925,773</u>	<u>382,541,574</u>	<u>386,955,356</u>	<u>386,955,468</u> *
General Fund	309,684,418	346,925,773	27,361,210	31,774,992	31,467,391
General Fund Exempt	0	0	355,180,364	355,180,364	355,488,077
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

Stipends for eligible full-time equivalent students

attending participating private institutions	<u>1,725,840</u>	<u>1,655,048</u>	<u>1,846,140</u>	<u>1,909,258</u>	<u>1,538,427</u> *
General Fund	1,725,840	1,655,048	191,092	254,210	191,092
General Fund Exempt	0	0	1,655,048	1,655,048	1,347,335
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

<b>SUBTOTAL - (A) Stipends</b>	311,410,258	348,580,821	384,387,714	388,864,614	388,493,895
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
General Fund	311,410,258	348,580,821	27,552,302	32,029,202	31,658,483
General Fund Exempt	0	0	356,835,412	356,835,412	356,835,412
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0



*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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**(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>431,204,984</u>	<u>474,407,719</u>	<u>534,077,477</u>	<u>561,002,142</u>	<u>566,328,345</u> *
General Fund	431,204,984	474,407,719	84,249,272	111,173,937	116,500,140
General Fund Exempt	0	0	449,828,205	449,828,205	449,828,205
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

Fee-for-service Contracts with State Institutions for

Specialty Education Programs	<u>144,449,274</u>	<u>161,220,794</u>	<u>179,073,609</u>	<u>185,195,988</u>	<u>196,004,487</u> *
General Fund	144,449,274	161,220,794	44,377,646	50,500,025	61,308,524
General Fund Exempt	0	0	134,695,963	134,695,963	134,695,963
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

Limited Purpose Fee-for-Service Contracts with State

Institutions	<u>5,702,806</u>	<u>6,325,846</u>	<u>7,852,075</u>	<u>9,017,503</u>	<u>9,017,503</u>
General Fund	5,702,806	6,325,846	7,852,075	9,017,503	9,017,503
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
<b>SUBTOTAL - (B) Fee-for-service Contracts with</b>					
<b>State Institutions</b>	581,357,064	641,954,359	721,003,161	755,215,633	771,350,335
<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	581,357,064	641,954,359	136,478,993	170,691,465	186,826,167
General Fund Exempt	0	0	584,524,168	584,524,168	584,524,168
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
<b>TOTAL - (4) College Opportunity Fund Program</b>	892,767,322	990,535,180	1,105,390,875	1,144,080,247	1,159,844,230
<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	892,767,322	990,535,180	164,031,295	202,720,667	218,484,650
General Fund Exempt	0	0	941,359,580	941,359,580	941,359,580
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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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>44,781,187</u>	<u>47,097,269</u>	<u>51,652,181</u>	<u>50,478,855</u>	<u>53,762,929</u> *
FTE	307.5	322.6	325.5	325.5	374.8
General Fund	0	0	0	0	0
Cash Funds	25,658,833	26,071,374	28,083,984	26,222,406	29,357,031
Reappropriated Funds	19,067,430	21,025,895	23,568,197	24,256,449	24,405,898
Federal Funds	54,924	0	0	0	0

<b>SUBTOTAL - (A) Trustees of Adams State University</b>	44,781,187	47,097,269	51,652,181	50,478,855	53,762,929
FTE	<u>307.5</u>	<u>322.6</u>	<u>325.5</u>	<u>325.5</u>	<u>374.8</u>
General Fund	0	0	0	0	0
Cash Funds	25,658,833	26,071,374	28,083,984	26,222,406	29,357,031
Reappropriated Funds	19,067,430	21,025,895	23,568,197	24,256,449	24,405,898
Federal Funds	54,924	0	0	0	0

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

Trustees of Colorado Mesa University	<u>115,642,455</u>	<u>120,849,566</u>	<u>130,705,695</u>	<u>133,014,520</u>	<u>135,731,352</u> *
FTE	746.8	762.0	825.3	825.3	845.1
Cash Funds	77,136,991	80,553,579	85,655,284	86,479,487	88,872,451
Reappropriated Funds	35,977,002	40,295,987	45,050,411	46,535,033	46,858,901
Federal Funds	2,528,462	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
<b>SUBTOTAL - (B) Trustees of Colorado Mesa</b>					
<b>University</b>	115,642,455	120,849,566	130,705,695	133,014,520	135,731,352
<i>FTE</i>	<u>746.8</u>	<u>762.0</u>	<u>825.3</u>	<u>825.3</u>	<u>845.1</u>
Cash Funds	77,136,991	80,553,579	85,655,284	86,479,487	88,872,451
Reappropriated Funds	35,977,002	40,295,987	45,050,411	46,535,033	46,858,901
Federal Funds	2,528,462	0	0	0	0

**(C) Trustees of Metropolitan State College of Denver**

Trustees of Metropolitan State College of Denver	<u>211,363,883</u>	<u>218,803,013</u>	<u>232,724,757</u>	<u>233,899,731</u>	<u>239,147,437</u> *
FTE	1,450.9	1,368.8	1,413.4	1,413.4	1,556.5
General Fund	0	0	0	0	0
Cash Funds	136,659,177	136,248,629	139,132,411	136,480,496	141,503,556
Reappropriated Funds	72,489,051	82,554,384	93,592,346	97,419,235	97,643,881
Federal Funds	2,215,655	0	0	0	0

<b>SUBTOTAL - (C) Trustees of Metropolitan State College of Denver</b>					
<b>College of Denver</b>	211,363,883	218,803,013	232,724,757	233,899,731	239,147,437
<i>FTE</i>	<u>1,450.9</u>	<u>1,368.8</u>	<u>1,413.4</u>	<u>1,413.4</u>	<u>1,556.5</u>
General Fund	0	0	0	0	0
Cash Funds	136,659,177	136,248,629	139,132,411	136,480,496	141,503,556
Reappropriated Funds	72,489,051	82,554,384	93,592,346	97,419,235	97,643,881
Federal Funds	2,215,655	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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**(D) Trustees of Western State College**

Trustees of Western State College	<u>43,895,243</u>	<u>40,454,447</u>	<u>49,432,077</u>	<u>51,498,470</u>	<u>51,752,034</u> *
FTE	266.6	268.4	268.4	302.0	255.0
General Fund	0	0	0	0	0
Cash Funds	23,053,509	22,115,435	28,988,490	30,165,840	30,317,339
Reappropriated Funds	16,694,441	18,339,012	20,443,587	21,332,630	21,434,695
Federal Funds	4,147,293	0	0	0	0

<b>SUBTOTAL - (D) Trustees of Western State College</b>	43,895,243	40,454,447	49,432,077	51,498,470	51,752,034
FTE	<u>266.6</u>	<u>268.4</u>	<u>268.4</u>	<u>302.0</u>	<u>255.0</u>
General Fund	0	0	0	0	0
Cash Funds	23,053,509	22,115,435	28,988,490	30,165,840	30,317,339
Reappropriated Funds	16,694,441	18,339,012	20,443,587	21,332,630	21,434,695
Federal Funds	4,147,293	0	0	0	0

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

Board of Governors of the Colorado State University System	<u>740,556,759</u>	<u>783,083,986</u>	<u>836,538,629</u>	<u>886,739,228</u>	<u>861,561,094</u> *
FTE	4,829.2	5,134.0	5,166.6	5,165.1	5,359.4
General Fund	0	175,000	5,528,786	138,104	138,104
Cash Funds	552,356,417	579,754,568	605,796,823	653,601,891	627,239,411
Reappropriated Funds	184,714,063	203,154,418	225,213,020	232,999,233	234,183,579
Federal Funds	3,486,279	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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<b>SUBTOTAL - (E) Board of Governors of the Colorado State University System</b>	740,556,759	783,083,986	836,538,629	886,739,228	861,561,094
<i>FTE</i>	<u>4,829.2</u>	<u>5,134.0</u>	<u>5,166.6</u>	<u>5,165.1</u>	<u>5,359.4</u>
General Fund	0	175,000	5,528,786	138,104	138,104
Cash Funds	552,356,417	579,754,568	605,796,823	653,601,891	627,239,411
Reappropriated Funds	184,714,063	203,154,418	225,213,020	232,999,233	234,183,579
Federal Funds	3,486,279	0	0	0	0

**(F) Trustees of Fort Lewis College**

Trustees of Fort Lewis College	<u>66,323,407</u>	<u>64,860,809</u>	<u>68,562,079</u>	<u>71,376,009</u>	<u>69,067,314</u> *
<i>FTE</i>	<u>440.9</u>	<u>480.6</u>	<u>457.0</u>	<u>457.0</u>	<u>457.9</u>
Cash Funds	50,139,954	47,746,137	49,492,450	51,598,607	49,310,989
Reappropriated Funds	15,375,659	17,114,672	19,069,629	19,777,402	19,756,325
Federal Funds	807,794	0	0	0	0
<b>SUBTOTAL - (F) Trustees of Fort Lewis College</b>	66,323,407	64,860,809	68,562,079	71,376,009	69,067,314
<i>FTE</i>	<u>440.9</u>	<u>480.6</u>	<u>457.0</u>	<u>457.0</u>	<u>457.9</u>
Cash Funds	50,139,954	47,746,137	49,492,450	51,598,607	49,310,989
Reappropriated Funds	15,375,659	17,114,672	19,069,629	19,777,402	19,756,325
Federal Funds	807,794	0	0	0	0

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

Regents of the University of Colorado	<u>1,563,444,358</u>	<u>1,583,269,303</u>	<u>1,685,071,897</u>	<u>1,725,047,739</u>	<u>1,760,398,848</u> *
<i>FTE</i>	<u>9,688.8</u>	<u>10,111.3</u>	<u>9,908.2</u>	<u>9,907.4</u>	<u>10,151.8</u>
General Fund	39,578,805	0	1,562,500	0	0
Cash Funds	1,268,474,019	1,305,196,753	1,373,616,428	1,404,369,377	1,426,656,652
Reappropriated Funds	253,392,350	278,072,550	309,892,969	320,678,362	333,742,196
Federal Funds	1,999,184	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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<b>SUBTOTAL - (G) Regents of the University of Colorado</b>					
<i>FTE</i>	1,563,444,358	1,583,269,303	1,685,071,897	1,725,047,739	1,760,398,848
General Fund	<u>9,688.8</u>	<u>10,111.3</u>	<u>9,908.2</u>	<u>9,907.4</u>	<u>10,151.8</u>
Cash Funds	39,578,805	0	1,562,500	0	0
Reappropriated Funds	1,268,474,019	1,305,196,753	1,373,616,428	1,404,369,377	1,426,656,652
Federal Funds	253,392,350	278,072,550	309,892,969	320,678,362	333,742,196
	1,999,184	0	0	0	0

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

Trustees of the Colorado School of Mines	<u>215,463,319</u>	<u>209,846,036</u>	<u>251,632,665</u>	<u>251,864,793</u>	<u>271,996,699</u> *
<i>FTE</i>	1,030.6	1,103.0	1,102.7	1,102.7	1,180.0
Cash Funds	187,885,859	179,770,840	218,058,534	216,769,238	236,730,798
Reappropriated Funds	27,577,460	30,075,196	33,574,131	35,095,555	35,265,901
Federal Funds	0	0	0	0	0

<b>SUBTOTAL - (H) Trustees of the Colorado School of Mines</b>					
<i>FTE</i>	215,463,319	209,846,036	251,632,665	251,864,793	271,996,699
Cash Funds	<u>1,030.6</u>	<u>1,103.0</u>	<u>1,102.7</u>	<u>1,102.7</u>	<u>1,180.0</u>
Reappropriated Funds	187,885,859	179,770,840	218,058,534	216,769,238	236,730,798
Federal Funds	27,577,460	30,075,196	33,574,131	35,095,555	35,265,901
	0	0	0	0	0

**(I) University of Northern Colorado**

University of Northern Colorado	<u>162,517,193</u>	<u>143,035,692</u>	<u>151,001,806</u>	<u>154,619,341</u>	<u>156,698,015</u> *
<i>FTE</i>	1,089.5	1,068.0	1,203.3	1,203.3	1,196.6
Cash Funds	92,864,054	86,159,793	87,881,174	89,702,297	91,021,542
Reappropriated Funds	51,724,570	56,875,899	63,120,632	64,917,044	65,676,473
Federal Funds	17,928,569	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
<b>SUBTOTAL - (I) University of Northern Colorado</b>	162,517,193	143,035,692	151,001,806	154,619,341	156,698,015
<i>FTE</i>	<u>1,089.5</u>	<u>1,068.0</u>	<u>1,203.3</u>	<u>1,203.3</u>	<u>1,196.6</u>
Cash Funds	92,864,054	86,159,793	87,881,174	89,702,297	91,021,542
Reappropriated Funds	51,724,570	56,875,899	63,120,632	64,917,044	65,676,473
Federal Funds	17,928,569	0	0	0	0

**(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>575,194,771</u>	<u>594,762,352</u>	<u>625,941,415</u>	<u>619,989,670</u>	<u>644,351,303</u> *
FTE	5,384.2	5,322.3	5,542.2	5,542.2	5,649.9
General Fund	0	0	5,000,000	0	0
Cash Funds	287,510,120	322,916,012	350,921,602	341,995,054	365,013,349
Reappropriated Funds	214,474,605	241,372,358	270,019,813	277,994,616	279,337,954
Federal Funds	73,210,046	30,473,982	0	0	0

<b>SUBTOTAL - (J) State Board for Community Colleges and Occupational Education State System Community Colleges</b>	575,194,771	594,762,352	625,941,415	619,989,670	644,351,303
<i>FTE</i>	<u>5,384.2</u>	<u>5,322.3</u>	<u>5,542.2</u>	<u>5,542.2</u>	<u>5,649.9</u>
General Fund	0	0	5,000,000	0	0
Cash Funds	287,510,120	322,916,012	350,921,602	341,995,054	365,013,349
Reappropriated Funds	214,474,605	241,372,358	270,019,813	277,994,616	279,337,954
Federal Funds	73,210,046	30,473,982	0	0	0



*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
<b>TOTAL - (5) Governing Boards</b>	3,739,182,575	3,806,062,473	4,083,263,201	4,178,528,356	4,244,467,025
<i>FTE</i>	<u>25,235.0</u>	<u>25,941</u>	<u>26,212.6</u>	<u>26,243.9</u>	<u>27,027.0</u>
General Fund	39,578,805	175,000	12,091,286	138,104	138,104
Cash Funds	2,701,738,933	2,786,533,120	2,967,627,180	3,037,384,693	3,086,023,118
Reappropriated Funds	891,486,631	988,880,371	1,103,544,735	1,141,005,559	1,158,305,803
Federal Funds	106,378,206	30,473,982	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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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>10,420,958</u>	<u>12,541,748</u>	<u>13,770,299</u>	<u>14,180,408</u>	<u>14,128,372</u> *
General Fund	9,668,008	10,766,746	11,995,297	12,405,406	12,472,509
Cash Funds	752,950	1,775,002	1,775,002	1,775,002	1,655,863
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0
 Aims Community College	 <u>12,355,717</u>	 <u>15,396,193</u>	 <u>16,850,428</u>	 <u>17,334,752</u>	 <u>17,231,937</u> *
General Fund	11,483,011	12,711,777	14,166,012	14,650,336	14,732,652
Cash Funds	872,706	2,684,416	2,684,416	2,684,416	2,499,285
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

<b>TOTAL - (6) Local District College Grants</b>					
<b>Pursuant to Section 23-71-301, C.R.S.</b>	22,776,675	27,937,941	30,620,727	31,515,160	31,360,309
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
General Fund	21,151,019	23,478,523	26,161,309	27,055,742	27,205,161
Cash Funds	1,625,656	4,459,418	4,459,418	4,459,418	4,155,148
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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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>962,309</u>	<u>962,309</u>	<u>1,176,957</u>	<u>1,062,309</u>	<u>1,062,309</u> *
FTE	9.0	9.0	9.0	9.0	9.0
General Fund	0	0	214,648	0	0
Reappropriated Funds	962,309	962,309	962,309	1,062,309	1,062,309
<b>SUBTOTAL - (A) Administrative Costs</b>	<b>962,309</b>	<b>962,309</b>	<b>1,176,957</b>	<b>1,062,309</b>	<b>1,062,309</b>
FTE	<u>9.0</u>	<u>9.0</u>	<u>9.0</u>	<u>9.0</u>	<u>9.0</u>
General Fund	0	0	214,648	0	0
Reappropriated Funds	962,309	962,309	962,309	1,062,309	1,062,309

**(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>28,244,361</u>	<u>28,244,361</u>	<u>30,514,944</u>	<u>30,514,944</u>	<u>30,514,944</u>
Reappropriated Funds	28,244,361	28,244,361	30,514,944	30,514,944	30,514,944
<b>SUBTOTAL - (B) Distribution of State Assistance for Career and Technical Education pursuant to Section 23-8-102, C.R.S.</b>	<b>28,244,361</b>	<b>28,244,361</b>	<b>30,514,944</b>	<b>30,514,944</b>	<b>30,514,944</b>
FTE	0.0	0.0	0.0	0.0	0.0
Reappropriated Funds	28,244,361	28,244,361	30,514,944	30,514,944	30,514,944

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
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**(C) Area Technical College Support**

Area Technical College Operating Support	<u>14,989,723</u>	<u>18,392,334</u>	<u>20,455,069</u>	<u>21,154,411</u>	<u>21,273,272</u> *
General Fund	14,989,723	18,392,334	20,455,069	21,154,411	21,273,272
General Fund Exempt	0	0	0	0	0
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

<b>SUBTOTAL - (C) Area Technical College Support</b>	14,989,723	18,392,334	20,455,069	21,154,411	21,273,272
<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	14,989,723	18,392,334	20,455,069	21,154,411	21,273,272
General Fund Exempt	0	0	0	0	0
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	0	0	0

**(D) Sponsored Programs**

Administration	<u>2,839,099</u>	<u>2,290,474</u>	<u>2,709,888</u>	<u>2,709,888</u>	<u>2,709,888</u>
FTE	25.0	26.2	23.0	23.0	23.0
General Fund	0	0	0	0	0
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	2,839,099	2,290,474	2,709,888	2,709,888	2,709,888

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
Programs	<u>18,219,232</u>	<u>19,154,552</u>	<u>16,156,031</u>	<u>16,156,031</u>	<u>16,156,031</u>
General Fund	0	0	0	0	0
Cash Funds	0	0	0	0	0
Reappropriated Funds	2,206,150	1,458,600	0	0	0
Federal Funds	16,013,082	17,695,952	16,156,031	16,156,031	16,156,031
<b>SUBTOTAL - (D) Sponsored Programs</b>	21,058,331	21,445,026	18,865,919	18,865,919	18,865,919
<i>FTE</i>	<u>25.0</u>	<u>26.2</u>	<u>23.0</u>	<u>23.0</u>	<u>23.0</u>
General Fund	0	0	0	0	0
Cash Funds	0	0	0	0	0
Reappropriated Funds	2,206,150	1,458,600	0	0	0
Federal Funds	18,852,181	19,986,426	18,865,919	18,865,919	18,865,919
<b>(E) Colorado First Customized Job Training</b>					
Colorado First Customized Job Training	<u>4,500,000</u>	<u>4,500,000</u>	<u>4,500,000</u>	<u>4,500,000</u>	<u>4,500,000</u>
Reappropriated Funds	4,500,000	4,500,000	4,500,000	4,500,000	4,500,000
<b>SUBTOTAL - (E) Colorado First Customized Job Training</b>	4,500,000	4,500,000	4,500,000	4,500,000	4,500,000
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Reappropriated Funds	4,500,000	4,500,000	4,500,000	4,500,000	4,500,000

*JBC Staff Figure Setting - FY 2024-25*  
*Staff Working Document - Does Not Represent Committee Decision*

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	FY 2024-25 Recommendation
<b>TOTAL - (7) Division of Occupational Education</b>	69,754,724	73,544,030	75,512,889	76,097,583	76,216,444
<i>FTE</i>	<u>34.0</u>	<u>35.2</u>	<u>32.0</u>	<u>32.0</u>	<u>32.0</u>
General Fund	14,989,723	18,392,334	20,669,717	21,154,411	21,273,272
General Fund Exempt	0	0	0	0	0
Cash Funds	0	0	0	0	0
Reappropriated Funds	35,912,820	35,165,270	35,977,253	36,077,253	36,077,253
Federal Funds	18,852,181	19,986,426	18,865,919	18,865,919	18,865,919
<b>TOTAL - Department of Higher Education</b>	4,976,546,183	5,175,457,703	5,584,261,990	5,728,388,702	5,812,628,422
<i>FTE</i>	<u>25,269.0</u>	<u>25,980.6</u>	<u>26,249.3</u>	<u>26,280.6</u>	<u>27,063.7</u>
General Fund	1,204,081,818	1,297,520,714	331,182,038	367,990,413	386,595,734
General Fund Exempt	0	0	1,121,328,165	1,121,328,165	1,121,328,165
Cash Funds	2,718,977,642	2,802,967,086	2,972,086,598	3,041,844,111	3,090,178,266
Reappropriated Funds	928,256,336	1,024,509,495	1,140,799,270	1,178,360,094	1,195,660,338
Federal Funds	125,230,387	50,460,408	18,865,919	18,865,919	18,865,919

## Forecast Summary

### Legislative Council Staff Forecast

COF FTE	ASU	CMU	MSU	WSCU	CSU	Ft. Lewis	CU	Mines	UNC	CCCOES	Total
2023-24	765	6,004	10,387	1,492	15,777	1,096	27,860	3,025	4,418	45,902	116,728
2024-25	765	6,032	10,484	1,498	15,554	1,085	27,968	3,165	4,418	46,315	117,284

2023-24 Enrollment (FTE)	ASU	CMU	MSU	WSCU	CSU	Ft. Lewis	CU	Mines	UNC	CCCOES	Total
Resident	1,554	6,466	11,261	1,763	18,558	1,337	39,851	4,060	5,137	46,277	136,264
Undergraduate	872	6,163	11,261	1,557	16,468	1,311	30,785	3,294	4,541	46,153	122,406
Graduate	682	303	0	206	2,090	26	9,066	766	596	124	13,859
Nonresident	858	1,104	455	553	9,535	1,555	19,032	3,114	863	1,808	38,878
Undergraduate	262	1,051	455	424	7,817	1,516	14,633	2,519	705	1,773	31,154
Graduate	596	53	0	130	1,718	39	4,399	595	158	35	7,723
Total (Fee-Eligible)	2,412	7,570	11,715	2,316	28,093	2,892	58,883	7,174	6,001	48,085	175,142

2024-25 Enrollment (FTE)	ASU	CMU	MSU	WSCU	CSU	Ft. Lewis	CU	Mines	UNC	CCCOES	Total
Resident	1,572	6,506	11,272	1,770	18,320	1,325	39,798	4,222	5,131	46,692	136,610
Undergraduate	872	6,187	11,272	1,563	16,235	1,298	30,817	3,446	4,541	46,568	122,799
Graduate	700	319	0	207	2,085	27	8,982	776	590	124	13,811
Nonresident	867	1,091	458	559	9,807	1,475	19,374	3,277	867	1,846	39,620
Undergraduate	262	1,036	458	424	8,098	1,436	14,896	2,670	710	1,809	31,797
Graduate	606	55	0	135	1,708	39	4,478	607	156	38	7,823
Total (Fee-Eligible)	2,439	7,597	11,730	2,329	28,127	2,800	59,172	7,499	5,998	48,539	176,230

2023-24 Tuition Revenue	ASU	CMU	MSU	WSCU	CSU	Ft. Lewis	CU	Mines	UNC	CCCOES	Total
Resident	13,385,284	60,010,136	96,288,317	12,675,405	235,578,989	9,929,084	559,384,994	74,642,351	53,747,544	276,566,341	1,392,208,447
Undergraduate	6,126,856	55,054,773	96,288,317	9,086,324	200,056,578	9,677,835	409,504,043	59,148,182	43,790,401	274,871,416	1,163,604,723
Graduate	7,258,429	4,955,364	0	3,589,081	35,522,412	251,249	149,880,951	15,494,168	9,957,144	1,694,926	228,603,724
Nonresident	10,595,893	15,683,718	10,522,287	10,640,317	285,298,595	33,318,120	719,815,830	122,475,946	18,278,512	26,413,335	1,253,042,551
Undergraduate	3,870,118	14,753,387	10,522,287	8,377,878	229,461,708	32,959,060	585,393,639	99,213,993	13,993,799	25,817,170	1,024,363,038
Graduate	6,725,775	930,330	0	2,262,439	55,836,887	359,061	134,422,191	23,261,954	4,284,713	596,165	228,679,513

### Institutions' Forecasts

2023-24 Enrollment (FTE)	ASU	CMU	MSU	WSCU	CSU	Ft. Lewis	CU	Mines	UNC	CCCOES	Total
Resident	1,528	6,477	11,110	1,757	18,524	1,311	39,796	4,067	5,121	46,284	135,975
Undergraduate	878	6,176	11,110	1,550	16,446	1,286	30,698	3,302	4,535	46,160	122,140
Graduate	650	301	0	207	2,078	25	9,098	765	586	124	13,835
Nonresident	829	1,109	484	554	9,520	1,501	18,993	3,040	862	1,905	38,797
Undergraduate	263	1,056	484	419	7,816	1,466	14,602	2,471	703	1,870	31,150
Graduate	566	53	0	135	1,704	35	4,391	569	159	35	7,647
Total (Fee-Eligible)	2,357	7,586	11,594	2,311	28,044	2,812	58,789	7,107	5,983	48,189	174,772

2024-25 Enrollment (FTE)	ASU	CMU	MSU	WSCU	CSU	Ft. Lewis	CU	Mines	UNC	CCCOES	Total
Resident	1,528	6,477	11,110	1,757	18,243	1,288	39,820	4,229	5,116	46,547	136,115
Undergraduate	878	6,176	11,110	1,550	16,170	1,260	30,682	3,454	4,530	46,423	122,232
Graduate	650	301	0	207	2,073	28	9,139	775	586	124	13,883
Nonresident	829	1,109	484	554	9,798	1,424	19,148	3,243	874	1,943	39,406
Undergraduate	263	1,056	484	419	8,101	1,388	14,678	2,649	715	1,908	31,661
Graduate	566	53	0	135	1,697	36	4,470	594	159	35	7,745
Total (Fee-Eligible)	2,357	7,586	11,594	2,311	28,041	2,712	58,968	7,472	5,990	48,490	175,521

2023-24 Tuition Revenue	ASU	CMU	MSU	WSCU	CSU	Ft. Lewis	CU	Mines	UNC	CCCOES	Total
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Resident	12,884,474	57,086,810	93,925,218	8,266,222	233,743,617	10,122,143	559,319,435	74,677,892	52,853,607	272,219,332	1,375,098,750
Undergraduate	5,832,620	52,136,702	93,925,218	8,266,222	199,819,025	9,861,642	408,462,950	60,787,386	43,026,442	270,545,160	1,152,663,367
Graduate	7,051,854	4,950,108	0	0	33,924,592	260,501	150,856,485	13,890,506	9,827,165	1,674,172	222,435,383
Nonresident	10,265,205	16,915,294	9,345,849	8,346,965	283,056,273	33,412,884	725,006,215	123,331,965	18,750,000	25,787,826	1,254,218,476
Undergraduate	3,876,000	16,007,802	9,345,849	8,346,965	228,784,067	33,060,778	588,374,107	98,733,169	14,416,985	25,205,841	1,026,151,563
Graduate	6,389,205	907,492	0	0	54,272,206	352,106	136,632,108	24,598,796	4,333,015	581,985	228,066,913



USER-DEFINED ASSUMPTIONS

**2024-25 Tuition Rate Increase Assumptions**

(Rate Increase per FTE)

	ASU	CMU	MSU	WSCU	CSU Ft. Collins	CSU Pueblo	Ft. Lewis	CU	Mines	UNC	CCCOES
Resident Undergrad	4.0%	4.0%	1.0%	4.0%	4.0%		4.0%	4.0%	4.0%	4.0%	4.0%
Nonresident Undergrad	4.0%	4.0%	4.0%	4.0%	4.0%		4.0%	3.7%	4.0%	4.0%	4.0%
Resident Grad	4.0%	4.0%	4.0%	4.0%	4.0%		4.0%	3.6%	3.0%	4.0%	4.0%
Nonresident Grad	4.0%	4.0%	4.0%	4.0%	4.0%		4.0%	3.2%	3.0%	4.0%	4.0%

2023-24 Tuition Revenue Base      Legislative Council      Choose Legislative Council or the institutions' tuition forecast.

**2024-25 Enrollment Assumptions**      per FTE      Grow tuition while accounting for prior year enrollment (per FTE) based on the Legislative Council forecast, or assume flat enrollment growth (Flat).

**TUITION ASSUMPTIONS**

2023-24 Tuition Revenue	ASU	CMU	MSU	WSCU	CSU	Ft. Lewis	CU	Mines	UNC	CCCOES	Total
Resident	13,385,284	60,010,136	96,288,317	12,675,405	235,578,989	9,929,084	559,384,994	74,642,351	53,747,544	276,566,341	1,392,208,447
Undergraduate	6,126,856	55,054,773	96,288,317	9,086,324	200,056,578	9,677,835	409,504,043	59,148,182	43,790,401	274,871,416	1,163,604,723
Graduate	7,258,429	4,955,364	-	3,589,081	35,522,412	251,249	149,880,951	15,494,168	9,957,144	1,694,926	228,603,724
Nonresident	10,595,893	15,683,718	10,522,287	10,640,317	285,298,595	33,318,120	719,815,830	122,475,946	18,278,512	26,413,335	1,253,042,551
Undergraduate	3,870,118	14,753,387	10,522,287	8,377,878	229,461,708	32,959,060	585,393,639	99,213,993	13,993,799	25,817,170	1,024,363,038
Graduate	6,725,775	930,330	-	2,262,439	55,836,887	359,061	134,422,191	23,261,954	4,284,713	596,165	228,679,513
2024-25 Tuition Revenue	ASU	CMU	MSU	WSCU	CSU	Ft. Lewis	CU	Mines	UNC	CCCOES	Total
Based on Legislative Council Enrollment Forecast and Assumed Rate Increases											
Resident	14,121,420	62,904,737	97,348,451	13,237,110	241,980,659	10,238,663	580,149,475	80,512,231	55,793,892	290,201,792	1,446,488,429
Undergraduate	6,371,930	57,476,578	97,348,451	9,487,576	205,112,970	9,964,299	426,320,477	64,345,770	45,542,017	288,439,069	1,210,409,137
Graduate	7,749,489	5,428,159	-	3,749,534	36,867,688	274,364	153,828,998	16,166,460	10,251,875	1,762,723	236,079,292
Nonresident	11,129,992	16,126,052	11,025,252	11,165,058	304,973,238	32,827,080	759,177,704	133,812,514	19,066,966	28,056,466	1,327,360,322





Board of Trustees for Fort Lewis College  
1000 Rim Drive  
Durango, CO 81301-3999

February 12, 2024

Representative Shannon Bird, Chair, Joint Budget Committee  
Senator Rachel Zenzinger, Vice Chair, Joint Budget Committee  
Senator Barbara Kirkmeyer, Joint Budget Committee  
Representative Emily Sirota, Joint Budget Committee  
Senator Jeff Bridges, Joint Budget Committee  
Representative Rick Taggart, Joint Budget Committee

Dear members of the Joint Budget Committee:

The purpose of this letter is to share with the Joint Budget Committee (JBC) the approach Fort Lewis College has developed to ensure you are informed if and when the Board of Trustees for Fort Lewis College (Board) begins to seriously consider a potential increase in non-resident tuition rates.

As the Chair of our Board of Trustees, I am proud that we have *only increased non-resident tuition two other times in the last 14 years*. Last year's increase was the **first time we had raised non-resident tuition since FY 2018-19**. Our Board takes seriously the impact tuition increases will have on our students and the State. Any increase in tuition rates, resident or non-resident, **is always a last resort** - *to address cost increases, invest in students, and balance our budget*. This commitment to affordability is reflected in the fact that Fort Lewis College's resident and non-resident tuition and fees are the **lowest and 2nd lowest in the State**, respectively, among public four-year institutions.

President Stritikus shared with all members of the JBC that our Board was exploring the possibility of needing to raise non-resident rates, prior to figure setting last year. He also made a point to share with JBC members that we had done so, during his summer conversations with members. We now better understand the need for the Long Bill to reflect such a potential change, if possible. Therefore, a more definitive process to inform the committee is important, and we have worked to develop one.

To this end, moving forward, we are committed to the following: **at the point the Board begins seriously considering an increase to non-resident tuition, Fort Lewis College will share in writing** with the JBC Chair, members, and analyst, that these discussions are happening. This notification would be informational only for data analysis and Long Bill purposes.

It is important to note that **tuition increases are highly dependent upon and correlated with the funding that is provided by the State**. Therefore, it is highly unlikely that the

Board will have the ability to make a final determination on tuition prior to figure setting. Given the timing misalignment, the JBC could consider simply including an estimate in the Long Bill based on the final R1 decision for the fiscal year and accompanying assumptions statewide for resident and non-resident tuition increases. However, **the Board does commit to promptly inform the JBC should we make a decision to execute on an increase.**

**The Board of Trustees has a fiduciary duty** to the institution, the students it serves, and the staff and faculty employed there. We recognize and are sensitive to the potential impact non-resident tuition has on the State, as it relates to the Native American tuition reimbursement. It is for this reason we only explore an increase as a last resort, which is reflected in FLC's infrequent use of this mechanism.

The Board is also equally responsible for the financial health of the institution and **the implications of lost non-resident non-Native American student-related tuition**, which is compounded after multiple years of not raising non-resident tuition rates. The Board has expressed concern that our **resident students are bearing the financial burden of covering cost increases** as a result of holding non-resident tuition rates artificially low.

- The recent non-resident tuition increase realized from non-resident, non-Native American students resulted in an **additional \$627,493 in critical revenue to the institution.**
- This additional revenue **exceeds the amount FLC would receive from the current proposed Executive R1 Request in FY 2024-25.** And, FLC's non-resident tuition and fees continue to be the 2<sup>nd</sup> lowest in the state among public four-year institutions.

The Board of Trustees has concerns that JBC staff has previously suggested the inclusion of a footnote, calling out Fort Lewis College only, to restrict the Board's authority to raise out-of-state tuition. I believe this is counter to the Board of Trustees' responsibility to manage institutional needs and serve students. The Board is charged by statute with the fiduciary responsibility for oversight of the College. As such, it is the Board's obligation and right to have the same flexibility as other public institutions in setting all tuition rates. **Treating FLC differently than any other public institution would not be appropriate.**

Lastly, it is also important to note that **non-resident Native American student enrollment has been declining** at FLC given that so many other states across the country are now offering their own version of a waiver opportunity. FLC expects the decline to continue or, at the very most, level off. This last year, we saw a direct impact of this - AY23-24 saw a decline to the Waiver reimbursement of \$3.3 million dollars, and we are **expecting an additional reduction of about \$480k** for the current academic year. This is an overall anticipated decline of **14.8% in the waiver reimbursement over just two years**, even with the tuition increase.

Please let me know if there are any questions about this information, I and the FLC team would be happy to talk in more depth.

Sincerely,

A handwritten signature in cursive script, reading "Mary C. Rubadeau". The signature is written in dark ink and is positioned above the printed name.

Mary Rubadeau  
Chair, Board of Trustees for Fort Lewis College

Cc: Representative Barbara McLachlan; Senator Cleave Simpson; Amanda Bickel, Chief Legislative Analyst; Trustee Ernest House, Jr, Board of Trustees; and Janet Lopez, Board of Trustees

## Eliminating Health Care Waitlists at Area Technical Colleges

### Emily Griffith Technical College

Requested Funding – One Time Funds of **\$1,001,443**:

The Total request from EGTC is for 3 health care programs plus eModules within Licensed Practical Nursing and other health programming, totaling \$1 million. Emily Griffith aims to significantly elevate annual enrollments, **from approximately 150 students per year to more than 400 students per year** with the eModules program. Below is an itemized list of programs in order of funding priority for the purpose of eliminating waitlists in six months.

- Certified Nurse Assistant: \$449,443
- Medical Assistant: \$297,500
- Dental Assistant: \$214,500
- eModules: \$40,000

Number of students served, per program (2021/2022):

Program	Students Served
Dental Assisting	39
Medical Assisting	27
Nurse Assisting	118
Pharmacy Technician	15
Practical Nursing	137
Practical Nursing Prerequisites	100

### Technical College of the Rockies

Requested Funding – One Time Funding of **\$3.3M** and ongoing funding of **\$557,643**:

To address the needs and workforce demands of the community, TCR proposes a two-fold approach to rectify the waitlist and community demand: increase personnel and increase facility capacity.

- Double all staff, moving the total staff within the CNA/PCT/MA programs from the current 4 FTEs to 7 FTE
- The community served by TCR has identified two areas of critical need in healthcare: surgical and ultrasound technicians. TCR does not currently have capacity to train individuals in this field. Additional funding to add these programs would help meet the need for these technicians in the Western Slope. Student capacity will increase twofold.

Number of students served, per program (2021/2022):

Program	Students Served
CAN/PCT	80
Medical Assisting	43
Surgical Technician	0*
Ultrasound Technician	0*

### Pickens Technical College

Requested Funding – **\$800,000**:

PTC is prioritizing its medical curriculum by expanding its programs, totaling **\$800,000**. Expanding the lab will double PTC's student capacity. Below is an itemized list of programs in order of funding priority for the purpose of eliminating waitlists within six months of project completion:

- Simulation Lab expansion: \$300,000
- Repurposing vacated space: \$500,000

Number of students served, per program (2021/2022):

Program	Students Served
Respiratory Tech	40
Medical Assisting	60
Licensed Practical Nursing	55

Table 1. Legislative Council Staff 2024 Forecast  
Colorado Public Higher Education Enrollment by Governing Board  
Student Full-Time Equivalents (FTEs)

Total Enrollment - All Students																						
	Adams State University		Colorado Mesa University		Metro State University of Denver		Western State Colorado University		Colorado State University		Fort Lewis College		University of Colorado		Colorado School of Mines		University of Northern Colorado		CCCOES		TOTAL	
Fiscal Year	Enrollment	% chg.	Enrollment	% chg.	Enrollment	% chg.	Enrollment	% chg.	Enrollment	% chg.	Enrollment	% chg.	Enrollment	% chg.	Enrollment	% chg.	Enrollment	% chg.	Enrollment	% chg.	Enrollment	% chg.
1994-95	1,820		3,494		11,923		1,417		19,009.5		2,764		28,787		2,132		8,920		32,960		113,274	
1995-96	1,834	0.7%	3,589	2.7%	11,767	-1.3%	1,460	3.0%	19,058	0.3%	2,913	5.4%	28,679	-0.4%	2,217	4.0%	8,685	-2.6%	33,129	0.5%	113,379	0.1%
1996-97	1,869	1.9%	3,667	2.2%	11,988	1.9%	1,525	4.5%	19,126	0.4%	2,935	0.8%	28,898	0.8%	2,247	1.3%	8,502	-2.1%	33,332	0.6%	114,134	0.7%
1997-98	1,798	-3.8%	3,663	-0.1%	12,166	1.5%	1,478	-3.1%	18,988	-0.7%	2,866	-2.4%	29,655	2.6%	2,247	0.0%	8,593	1.1%	33,810	1.4%	115,311	1.0%
1998-99	2,239	24.5%	4,187	14.3%	12,317	1.2%	2,198	48.7%	23,542	24.0%	3,998	39.5%	37,216	25.5%	3,087	37.4%	9,949	15.8%	37,013	9.5%	135,822	17.8%
1999-00	2,269	1.4%	4,142	-1.1%	12,370	0.4%	2,179	-0.9%	25,153	6.8%	4,138	3.5%	39,317	5.6%	3,423	10.9%	10,614	6.7%	37,471	1.2%	141,145	3.9%
2000-01	2,054	-9.5%	4,313	4.1%	12,280	-0.7%	2,072	-4.9%	25,013	-0.6%	4,019	-2.9%	40,039	1.8%	3,220	-5.9%	10,614	0.0%	37,719	0.7%	141,413	0.2%
2001-02	2,300	12.0%	4,461	3.4%	13,227	7.7%	2,094	1.1%	25,674	2.6%	4,169	3.7%	41,492	3.6%	3,322	3.2%	10,625	0.1%	39,655	5.1%	147,096	4.0%
2002-03	2,327	1.2%	4,652	4.3%	14,188	7.3%	2,141	2.2%	26,447	3.0%	4,080	-2.1%	44,154	6.4%	3,427	3.2%	10,931	2.9%	43,879	10.7%	156,325	6.3%
2003-04	2,317	-0.4%	4,798	3.1%	14,628	3.1%	2,165	1.1%	26,878	1.6%	3,941	-3.4%	45,926	4.0%	3,535	3.2%	10,999	0.6%	46,575	6.1%	161,875	3.6%
2004-05	2,176	-6.1%	4,991	4.0%	15,053	2.9%	2,058	-4.9%	27,224	1.3%	3,860	-2.1%	46,393	1.0%	3,805	7.6%	11,302	2.8%	45,632	-2.0%	162,596	0.4%
2005-06	2,183	0.3%	4,687	-6.1%	15,088	0.2%	2,010	-2.3%	26,655	-2.1%	3,712	-3.8%	46,199	-0.4%	3,924	3.1%	11,262	-0.4%	44,619	-2.2%	160,438	-1.3%
2006-07	2,055	-5.9%	4,850	3.5%	15,176	0.6%	1,918	-4.6%	26,199	-1.7%	3,719	0.2%	46,360	0.3%	4,041	3.0%	11,041	-2.0%	43,446	-2.6%	158,898	-1.0%
2007-08	1,981	-3.6%	4,968	2.4%	15,637	3.0%	1,876	-2.2%	26,283	0.3%	3,702	-0.5%	47,297	2.0%	4,213	4.3%	10,642	-3.6%	44,770	3.0%	161,452	1.6%
2008-09	1,988	0.3%	5,073	2.1%	16,165	3.4%	1,875	-0.1%	26,830	2.1%	3,530	-4.6%	48,957	3.5%	4,486	6.5%	9,909	-6.9%	48,004	7.2%	166,816	3.3%
2009-10	2,252	13.3%	5,909	16.5%	17,321	7.2%	1,851	-1.3%	27,772	3.5%	3,507	-0.7%	50,865	3.9%	4,867	8.5%	10,160	2.5%	57,052	18.8%	181,555	8.8%
2010-11	2,427	7.8%	6,730	13.9%	17,789	2.7%	1,855	0.2%	28,215	1.6%	3,578	2.0%	51,258	0.8%	5,052	3.8%	10,260	1.0%	63,357	11.1%	190,521	4.9%
2011-12	2,583	6.4%	7,299	8.5%	17,333	-2.6%	1,798	-3.1%	28,465	0.9%	3,545	-0.9%	51,558	0.6%	5,276	4.4%	10,316	0.5%	62,340	-1.6%	190,514	0.0%
2012-13	2,579	-0.2%	7,633	4.6%	16,926	-2.3%	1,792	-0.3%	28,359	-0.4%	3,602	1.6%	51,333	-0.4%	5,455	3.4%	10,193	-1.2%	59,034	-5.3%	186,905	-1.9%
2013-14	2,575	-0.1%	7,784	2.0%	16,565	-2.1%	1,823	1.7%	28,261	-0.3%	3,598	-0.1%	51,761	0.8%	5,524	1.3%	9,632	-5.5%	56,082	-5.0%	183,604	-1.8%
2014-15	2,536	-1.5%	7,414	-4.8%	16,111	-2.7%	2,028	11.2%	28,506	0.9%	3,545	-1.5%	53,196	2.8%	5,748	4.1%	9,144	-5.1%	53,015	-5.5%	181,241	-1.3%
2015-16	2,483	-2.1%	7,752	4.6%	15,420	-4.3%	2,099	3.5%	29,116	2.1%	3,470	-2.1%	54,208	1.9%	5,809	1.1%	8,940	-2.2%	50,247	-5.2%	179,544	-0.9%
2016-17	2,518	1.4%	7,829	1.0%	15,299	-0.8%	2,196	4.6%	29,736	2.1%	3,168	-8.7%	56,548	4.3%	5,822	0.2%	8,990	0.6%	49,862	-0.8%	181,968	1.4%
2017-18	2,405	-4.5%	7,786	-0.5%	15,251	-0.3%	2,119	-3.5%	29,883	0.5%	2,958	-6.6%	58,313	3.1%	6,014	3.3%	8,989	0.0%	49,682	-0.4%	183,400	0.8%
2018-19	2,269	-5.7%	7,743	-0.5%	15,108	-0.9%	2,170	2.4%	29,857	-0.1%	2,910	-1.6%	59,560	2.1%	5,916	-1.6%	8,693	-3.3%	49,007	-1.4%	183,231	-0.1%
2019-20	2,261	-0.3%	7,673	-0.9%	14,588	-3.4%	2,193	1.1%	29,651	-0.7%	2,885	-0.8%	59,749	0.3%	6,405	8.3%	8,321	-4.3%	49,400	0.8%	183,126	-0.1%
2020-21	2,342	3.6%	7,436	-3.1%	13,640	-6.5%	2,158	-1.6%	27,953	-5.7%	2,916	1.1%	59,652	-0.2%	6,559	2.4%	7,423	-10.8%	45,148	-8.6%	175,227	-4.3%
2021-22	2,332	-0.4%	7,406	-0.4%	12,236	-10.3%	2,259	4.7%	27,556	-1.4%	2,969	1.8%	58,750	-1.5%	6,795	3.6%	6,692	-9.8%	43,712	-3.2%	170,707	-2.6%
2022-23	2,229	-4.4%	7,445	0.5%	11,597	-5.2%	2,271	0.6%	28,013	1.7%	2,856	-3.8%	58,207	-0.9%	6,945	2.2%	6,080	-9.1%	44,825	2.5%	170,469	-0.1%
2023-24	2,412	8.2%	7,570	1.7%	11,715	1.0%	2,316	2.0%	28,093	0.3%	2891.996	1.3%	58,883	1.2%	7,174	3.3%	6,001	-1.3%	48,085	7.3%	175,142	2.7%
2024-25	2,439	1.1%	7,597	0.4%	11,730	0.1%	2,329	0.5%	28,127	0.1%	2,800	-3.2%	59,172	0.5%	7,499	4.5%	5,998	0.0%	48,539	0.9%	176,230	0.6%
CAAGR*		-0.4%		0.3%		-3.5%		1.6%		-0.1%		-2.6%		1.2%		3.0%		-4.6%		-1.0%		-0.3%

	Total Tuition																					
	Adams State University		Colorado Mesa University		Metro State University of Denver		Western State Colorado University		Colorado State University		Fort Lewis College		University of Colorado		Colorado School of Mines		University of Northern Colorado		Community College System		TOTAL	
Fiscal Year	Tuition	% chg.	Tuition	% chg.	Tuition	% chg.	Tuition	% chg.	Tuition	% chg.	Tuition	% chg.	Tuition	% chg.	Tuition	% chg.	Tuition	% chg.	Tuition	% chg.	Tuition	% chg.
2004-05	5,504,470		11,845,586		40,276,015		8,027,876		140,879,254		20,904,991		387,814,767		32,883,706		41,927,778		109,678,829		799,743,272	
2005-06	6,136,638	11.5%	15,858,766	33.9%	42,262,524	4.9%	8,780,615	9.4%	155,161,777	10.1%	21,771,794	4.1%	427,775,517	10.3%	37,646,698	14.5%	47,906,042	14.3%	118,157,415	7.6%	881,457,786	10.2%
2006-07	6,522,020	6.3%	19,229,604	21.3%	44,193,238	4.6%	8,599,218	-2.1%	160,440,051	3.4%	21,432,334	-1.6%	451,659,887	5.6%	42,503,108	12.9%	48,589,809	1.4%	124,894,048	5.7%	928,063,317	5.3%
2007-08	7,123,291	9.2%	21,963,026	14.2%	47,865,187	8.3%	8,621,844	0.3%	183,781,827	14.5%	22,784,772	6.3%	490,388,093	8.6%	49,668,163	16.9%	50,733,637	4.4%	131,613,363	5.4%	1,014,543,203	9.3%
2008-09	7,826,753	9.9%	24,890,253	13.3%	53,360,026	11.5%	8,724,598	1.2%	206,363,756	12.3%	24,651,639	8.2%	548,698,298	11.9%	58,536,372	17.9%	54,432,162	7.3%	149,056,279	13.3%	1,136,540,136	12.0%
2009-10	11,873,163	51.7%	31,979,772	28.5%	61,757,726	15.7%	9,104,032	4.3%	224,013,890	8.6%	27,662,062	12.2%	600,947,700	9.5%	67,488,862	15.3%	62,121,465	14.1%	194,956,762	30.8%	1,291,905,434	13.7%
2010-11	14,492,309	22.1%	40,589,823	26.9%	69,965,654	13.3%	9,926,912	9.0%	250,666,728	11.9%	30,124,555	8.9%	648,173,968	7.9%	77,391,291	14.7%	69,127,042	11.3%	232,938,775	19.5%	1,443,397,057	11.7%
2011-12	15,773,008	8.8%	46,402,362	14.3%	82,851,450	18.4%	10,224,391	3.0%	287,794,153	14.8%	32,645,221	8.4%	698,103,480	7.7%	88,936,530	14.9%	75,938,109	9.9%	249,824,285	7.2%	1,588,492,989	10.1%
2012-13	17,642,872	11.9%	50,728,593	9.3%	91,695,027	10.7%	13,565,630	32.7%	311,789,947	8.3%	35,804,794	9.7%	725,757,161	4.0%	98,389,057	10.6%	79,574,941	4.8%	251,694,626	0.7%	1,676,642,648	5.5%
2013-14	19,757,318	12.0%	54,712,027	7.9%	96,683,952	5.4%	15,064,346	11.0%	337,099,300	8.1%	38,580,620	7.8%	774,592,356	6.7%	107,103,260	8.9%	79,572,053	0.0%	251,129,796	-0.2%	1,774,295,028	5.8%
2014-15	19,394,716	-1.8%	56,165,490	2.7%	99,964,232	3.4%	15,603,294	3.6%	365,619,240	8.5%	38,691,309	0.3%	827,901,589	6.9%	116,707,173	9.0%	78,775,243	-1.0%	252,138,110	0.4%	1,870,960,396	5.4%
2015-16	19,709,164	1.6%	61,826,425	10.1%	100,068,705	0.1%	16,745,564	7.3%	393,820,298	7.7%	39,028,008	0.9%	888,627,664	7.3%	122,796,763	5.2%	81,085,660	2.9%	251,469,517	-0.3%	1,975,177,768	5.6%
2016-17	21,172,232	7.4%	65,782,439	6.4%	106,290,673	6.2%	18,355,206	9.6%	436,045,237	10.7%	37,673,883	-3.5%	955,367,339	7.5%	130,353,760	6.2%	87,451,804	7.9%	260,500,404	3.6%	2,118,992,975	7.3%
2017-18	19,632,779	-7.3%	68,669,790	4.4%	111,391,790	4.8%	18,619,071	1.4%	460,012,595	5.5%	37,402,641	-0.7%	1,024,986,500	7.3%	139,252,484	6.8%	92,912,537	6.2%	273,670,038	5.1%	2,246,550,225	6.0%
2018-19	20,119,537	2.5%	71,653,897	4.3%	113,955,767	2.3%	18,812,370	1.0%	480,910,845	4.5%	39,835,652	6.5%	1,083,348,727	5.7%	146,563,041	5.2%	91,881,625	-1.1%	279,115,229	2.0%	2,346,196,690	4.4%
2019-20	19,996,547	-0.6%	71,722,144	0.1%	120,730,370	5.9%	17,787,728	-5.4%	496,674,072	3.3%	40,350,194	1.3%	1,131,813,101	4.5%	159,186,495	8.6%	87,428,099	-4.8%	283,722,825	1.7%	2,429,411,575	3.5%
2020-21	20,995,720	5.0%	70,832,321	-1.2%	112,898,057	-6.5%	16,503,812	-7.2%	475,087,712	-4.3%	41,726,352	3.4%	1,125,206,263	-0.6%	158,950,259	-0.1%	78,363,856	-10.4%	271,160,617	-4.4%	2,371,724,969	-2.4%
2021-22	21,168,350	0.8%	70,724,357	-0.2%	108,845,881	-3.6%	22,782,469	38.0%	494,408,733	4.1%	44,028,659	5.5%	1,180,110,646	4.9%	171,303,828	7.8%	75,556,235	-3.6%	261,375,739	-3.6%	2,450,304,897	3.3%
2022-23	21,895,515	3.4%	71,219,892	0.7%	104,918,590	-3.6%	22,486,213	-1.3%	499,745,170	1.1%	41,707,413	-5.3%	1,214,620,449	2.9%	179,770,840	4.9%	70,223,895	-7.1%	276,782,816	5.9%	2,503,370,793	2.2%
2023-24	23,981,178	9.5%	75,693,854	6.3%	106,810,603	1.8%	23,315,722	3.7%	520,877,584	4.2%	43,247,204	3.7%	1,279,200,824	5.3%	197,118,297	9.6%	72,026,056	2.6%	302,979,676	9.5%	2,645,250,998	5.7%