



Fiscal Note

Legislative Council Staff

Nonpartisan Services for Colorado’s Legislature

SB 25-045: HEALTH-CARE PAYMENT SYSTEM ANALYSIS

Prime Sponsors:

Sen. Jaquez Lewis; Marchman
Rep. McCormick; Boesenecker

Fiscal Analyst:

Kristine McLaughlin, 303-866-4776
kristine.mclaughlin@coleg.gov

Published for: Senate Health & Human Services

Drafting number: LLS 25-0284

Version: Initial Fiscal Note

Date: January 15, 2025

Fiscal note status: The fiscal note reflects the introduced bill.

Summary Information

Overview. The bill requires the Colorado School of Public Health in the University of Colorado, with assistance from a newly created task force, to create a report on model legislation for a universal single-payer health care system.

Types of impacts. The bill is projected to affect the following areas through FY 2026-27:

- State Revenue
- State Expenditures

Appropriations. For FY 2025-26, the bill requires an appropriation of \$896 to the Legislative Department. No appropriation is required for gifts, grants, and donations received by the University of Colorado, nor for grants received from the All-Payer Health Claims Database Scholarship Grant Program.

**Table 1
State Fiscal Impacts**

Type of Impact	Budget Year FY 2025-26	Out Year FY 2026-27
State Revenue	\$290,735	\$115,367
State Expenditures	\$291,631	\$115,367
Transferred Funds	\$0	\$0
Change in TABOR Refunds	\$0	\$0
Change in State FTE	0.0 FTE	0.0 FTE

¹ Fund sources for these impacts are shown in the tables below.

**Table 1A
State Revenue**

Fund Source	Budget Year FY 2025-26	Out Year FY 2026-27
General Fund	\$0	\$0
Cash Funds	\$290,735	\$115,367
Total Revenue	\$290,735	\$115,367

**Table 1B
State Expenditures**

Fund Source	Budget Year FY 2025-26	Out Year FY 2026-27
General Fund	\$896	\$0
Cash Funds	\$290,735	\$115,367
Federal Funds	\$0	\$0
Centrally Appropriated	\$0	\$0
Total Expenditures	\$291,631	\$115,367
Total FTE	0.0 FTE	0.0 FTE

Summary of Legislation

The bill requires the School of Public Health at the University of Colorado (CU) to acquire model legislation developed by a nonprofit to enact a universal single-payer health care system. By December 31, 2026, the school must produce a report on the model legislation that:

- analyzes costs;
- identifies potential revenue sources to cover the costs;
- analyzes connections to federal law;
- evaluated the feasibility of other models; and
- confirms that the legislation will have desired results.

CU may use an actuarial consultant to produce the report.

The bill creates a task force under the Department of Health Care Policy and Financing (HCPF) to assist the university in its report, and requires it to meet at least twice virtually. The task force consists of representatives of the General Assembly, various state agencies, and members of various stakeholder groups. Non-legislative members of the task force serve without compensation, but may be reimbursed for actual and necessary expenses.

The bill's implementation is dependent on receipt of sufficient gifts, grants, and donations.

State Revenue

The bill is expected to increase state cash fund revenue to CU by \$290,735 in FY 2025-26 and \$115,367 in FY 2026-27 from gifts, grants, or donations. In total, \$406,102 is required over the two years. Gifts, grants, and donations are exempt from TABOR revenue limits.

State Expenditures

The bill increases state expenditures by about \$291,631 in FY 2025-26 and \$115,367 in FY 2026-27. These costs will be incurred in CU and the Legislative Department. Costs will be paid by gifts, grants, and donations to CU, including existing grant funds from HCPF, and, minimally, from the General Fund. The bill also minimally impacts workload in departments serving on the task force. Costs are shown in Tables 2 through 2A and described below.

**Table 2
State Expenditures
All Departments**

Department	Budget Year FY 2025-26	Out Year FY 2026-27
University of Colorado	\$290,735	\$115,367
Legislative Department	\$896	\$0
Total Costs	\$291,631	\$115,367

University of Colorado

CU requires an estimated \$290,735 in FY 2025-26 and \$115,367 in FY 2026-27, to be paid with gifts, grants, and donations. Costs are summarized in Table 2 and discussed below. If CU receives gifts, grants, and donations in excess of these amounts, the university will spend the funds on additional staff and actuary support for the project.

**Table 2A
University of Colorado Expenditures
University of Colorado**

Cost Component	Budget Year FY 2025-26	Out Year FY 2026-27
Researcher Compensation	\$164,762	\$82,381
Research Assistant Compensation	\$65,973	\$32,986
Database Access	\$50,000	\$0
Actuarial Analysis Contract	\$10,000	\$0
Total Costs	\$290,735	\$115,367

Researcher Compensation

Researchers at the university will produce the report between July 2025 and December 2026. It is assumed that the equivalent of 0.4 FTE will work the entire time, though that work is expected to be spread across 5 distinct employees. Costs are based off of those employees' current salaries.

Research Assistant Compensation

One research assistant the equivalent of 0.9 FTE will support the research between July 2025 and December 2026.

Actuarial Analysis Contract

The university will contract with an actuary at \$400 per hour for 25 hours.

Database Access

CU is expected to seek a grant in the amount of \$50,000 from the All-Payer Health Claims Database Scholarship Grant Program in HCPF to access necessary data.

Department of Health Care Policy and Financing

HCPF administers the All-Payer Health Claims Database Scholarship Grant Program, which is expected to grant \$50,000 to CU for database access. This funding comes from existing appropriations.

Workload will also increase in HCPF to facilitate the task force meetings. Since the meetings are virtual, no appropriation is required.

Legislative Department

The four legislators on the task force are eligible for per diem compensation for meetings that occur outside of the legislative session. This fiscal note assumes that both meetings will be held outside of session in FY 2025-26. Legislative per diem compensation is paid from the General Fund.

Other Agency Impacts

Workload will minimally increase for state agencies that serve on the task force. No change in appropriations is required.

Effective Date

The bill takes effect upon signature of the Governor, or upon becoming law without his signature.

State Appropriations

For FY 2025-26, the bill requires a General Fund appropriation of \$896 to the Legislative Department.

State and Local Government Contacts

Health Care Policy and Financing

Legislative Council Staff

Higher Education

The revenue and expenditure impacts in this fiscal note represent changes from current law under the bill for each fiscal year. For additional information about fiscal notes, please visit the [General Assembly website](#).