

# JOINT BUDGET COMMITTEE



## STAFF BUDGET BRIEFING FY 2021-22

## OVERVIEW OF FY 2021-22 BUDGET REQUESTS

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

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# OVERVIEW OF FY 2021-22 BUDGET REQUESTS

## SUBMISSION OF BUDGET REQUESTS

On Monday November 2, the Governor submitted his FY 2021-22 budget request. The Governor's annual request is a comprehensive plan that is comprised of several elements:

- Amounts requested by Executive Branch agencies for ongoing operations, to be appropriated through the annual general appropriation act (the "Long Bill");
- Placeholders for amounts that will be appropriated for ongoing operations of the Legislative Branch, the Judicial Branch, and those Executive Branch agencies that operate under another elected official (i.e., the Departments of Law, State, and Treasury);
- Amounts the Governor is requesting to fund state facilities and infrastructure;
- Amounts that will be distributed or transferred pursuant to existing constitutional or statutory requirements; and
- Placeholders for amounts that the Governor is proposing be appropriated or transferred through separate legislation.

The Governor's budget request is typically predicated on the most recent revenue forecast prepared by the Office of State Planning and Budgeting (OSPB). The Governor's FY 2021-22 request is based on the OSPB September 2020 forecast, with an update concerning the estimated ending General Fund balance for FY 2019-20. This update is discussed in the second section of this document.

Each of the eight Judicial Branch agencies, the Attorney General, the Secretary of State, and the State Treasurer all submit their own budget requests for the ongoing operations of their respective agencies. These requests are not reviewed by OSPB, and they typically differ from the placeholder amounts that are included in the Governor's budget request.

Please note that these budget requests were submitted prior to the general election, and thus do not reflect the fiscal impact of any statewide ballot measures that were approved by voters, including:

- Amendment B: Repeal Gallagher Amendment
- Amendment 77: Local Voter Approval of Casino Bet Limits and Games in Black Hawk, Central City, and Cripple Creek
- Proposition EE: Taxes on Nicotine Products
- Proposition 114: Reintroduction and Management of Gray Wolves
- Proposition 116: State Income Tax Rate Reduction
- Proposition 118: Paid Family and Medical Leave Insurance Program

Staff anticipates that the December 2020 economic and revenue forecasts prepared by OSPB and the Legislative Council Staff will reflect the estimated impact of these measures on state revenue and local property tax revenues that support public school operations. It is also likely that the Governor will submit requests for additional mid-year adjustments to the FY 2020-21 budget and to amend the FY 2021-22 request if necessary based on the impacts of the above measures. These requests would be submitted by early January, 2021.

## LINKS TO ACCESS EACH DEPARTMENT'S BUDGET REQUEST

The Governor's budget request letter includes a list of all of the "decision items" that are included in Executive Branch departments' requests, along with the placeholders for the Judicial and Legislative Branches and the Departments of Law, State, and Treasury. The Governor's list of individual decision items by department begins on page 62 of his letter, and short descriptions of each request are included in subsequent sections for each department, beginning with the Department of Agriculture on page 75. The Governor's full letter can be accessed through the following link:

<https://drive.google.com/file/d/1gnVKVObphh73ud65gyynEkeGD0PHIhke/view>

If one is interested in more detail for any of these decision items, or for other requested incremental increases related to prior year legislation, prior year budget actions, or common policies, individual department budget requests can be accessed through the following link:

[https://drive.google.com/drive/u/1/folders/1uxC4RI\\_vnkDnsE0SHdcM10KfV5Avrlql](https://drive.google.com/drive/u/1/folders/1uxC4RI_vnkDnsE0SHdcM10KfV5Avrlql)

The following links provide access to the remaining departments' FY 2021-22 budget requests:

Department of Law:

<https://coag.gov/app/uploads/2019/11/FY-2020-21-AG-Budget-Letter.pdf>

<https://coag.gov/app/uploads/2019/10/FY-21-Colorado-Department-of-Law-Budget-Request.pdf>

Department of State:

<https://www.sos.state.co.us/pubs/newsRoom/SMART-Act/FY21-22/CDOSFY2021-22BudgetRequest.pdf>

Treasury Department:

<https://www.colorado.gov/pacific/sites/default/files/atoms/files/BudgetRequest22.pdf>

## JUDICIAL BRANCH

Judicial Department (Courts and Probation):

[https://www.courts.state.co.us/userfiles/file/Administration/Financial\\_Services/Budget/FY22JudicialBranchBudgetSubmission.pdf](https://www.courts.state.co.us/userfiles/file/Administration/Financial_Services/Budget/FY22JudicialBranchBudgetSubmission.pdf)

Office of the State Public Defender:

<http://www.coloradodefenders.us/wp-content/uploads/2020/11/FINAL-FY22-OSPD-Budget-Request.pdf>

Office of the Alternate Defense Counsel:

[https://www.coloradoadc.org/images/OADCUpload/FY21-22OADC\\_Budget\\_Request11-1-20\\_Final.pdf](https://www.coloradoadc.org/images/OADCUpload/FY21-22OADC_Budget_Request11-1-20_Final.pdf)

Office of the Child's Representative:

<https://coloradochildrep.org/wp-content/uploads/2020/10/OCR-FY22-BUDGET-REQUEST.pdf>

Office of the Respondent Parents' Counsel:

<https://coloradorpc.org/wp-content/uploads/2020/10/Final-ORPC-FY-2021-22-Budget-Request.pdf>

Office of the Child Protection Ombudsman:

<https://coloradocpo.org/wp-content/uploads/2020/11/CPO-Budget-Request-FY-2021-22-FINAL.pdf>

Independent Ethics Commission:

<https://iec.colorado.gov/sites/iec/files/documents/FY22%20Budget%20Request.pdf>

Office of Public Guardianship:

*Not available as of the publication of this document*

## DEPARTMENT REQUESTS FOR ONGOING OPERATIONS

### BASELINE: EXISTING FY 2020-21 OPERATING APPROPRIATIONS

The existing *FY 2020-21* budget that supports state government operations includes General Fund appropriations totaling \$10.9 billion, down 9.7 percent from the \$12.0 billion adjusted appropriation for FY 2019-20.

Most of the annual funding for state government operations is appropriated through the annual Long Bill (e.g., H.B. 20-1360) and the annual appropriation bill for the Legislative Branch (e.g., H.B. 20-1345). The remaining amounts are appropriated through separate legislation. In most years, these other bills add a relatively small amount of funding to the budget (e.g., appropriations in other bills comprised 2.5 percent of total General Fund appropriations for FY 2020-21). However, due to the sudden and significant revenue decline that the General Assembly faced last spring, a number of statutory changes were required to balance the budget. As a result, total appropriations included in the Long Bill and the legislative appropriation bill actually declined as a result of all other 2020 bills. *Appendix A* details operating appropriations for FY 2020-21, by bill and fund source. In addition, in the last section of this document staff has provided additional information about the most significant actions taken by the General Assembly to balance the budget last session.

### MID-YEAR CHANGES TO FY 2020-21 OPERATING APPROPRIATIONS

The Governor's budget request reflects a \$1,285.5 million increase in General Fund appropriations, expenditures, and transfers for *FY 2020-21*. This is comprised of six types of mid-year adjustments:

- An increase of \$64,940 General Fund for interim supplemental operating requests that were approved by the Joint Budget Committee in September 2020;
- A *decrease* of \$232.2 million General Fund for anticipated supplemental operating requests, including a \$148.9 million decrease in appropriations to the Department of Health Care Policy and Financing (HCPF) that was reflected in a recent Executive Order to transfer General Fund to the Disaster Emergency Fund and \$83.3 million in additional anticipated mid-year reductions;
- A reflection of the \$148.9 million anticipated expenditure of the redirected HCPF appropriations to provide one-time direct stimulus payments to certain individuals;

- An increase of \$302.8 million General Fund for anticipated stimulus-related supplemental requests;
- A placeholder of \$200.0 million for top priorities of the General Assembly related to one-time efforts to promote economic stimulus and recovery; and
- Proposed transfers of \$865.9 million from the General Fund to various cash funds, including:
  - \$200.0 million for transportation;
  - \$20.0 million for capital construction;
  - \$266.2 million for several economic and workforce development and wildfire-related purposes; and
  - \$379.6 million for State emergency reserves.

*Appendix B* details these interim and future supplemental requests.

### REQUESTS FOR FY 2021-22 FOR ONGOING OPERATIONS

The following table summarizes the current operating budget for FY 2020-21, and the incremental changes requested by each department for FY 2021-22. The table is sorted by the General Fund changes requested by each agency, with those agencies requesting the largest dollar increases listed first. While the following table focuses on requested incremental increases, *Appendix C* details the total amounts requested by each department for FY 2021-22.

Overall, departments are requesting an increase of \$2,237.6 million total funds (7.0 percent), including an increase of \$1,683.0 million General Fund (15.5 percent).

#### REQUESTED CHANGES IN APPROPRIATIONS FOR FY 2021-22, BY DEPARTMENT AND FUND SOURCE SORTED BY INCREMENTAL GENERAL FUND CHANGE

	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2020-21 APPROPRIATION:						
<b>TOTAL</b>	<b>\$31,983,805,064</b>	<b>\$10,861,089,752</b>	<b>\$9,649,003,034</b>	<b>\$1,527,430,586</b>	<b>\$9,946,281,692</b>	<b>61,741.9</b>
FY 2021-22 REQUESTED APPROPRIATION:						
FY 2020-21 Appropriation	\$31,983,805,064	\$10,861,089,752	\$9,649,003,034	\$1,527,430,586	\$9,946,281,692	61,741.9
Education	776,815,142	579,587,846	233,358,038	487,719	(36,618,461)	(10.0)
Higher Education	1,053,636,054	506,650,753	73,878,841	473,231,148	(124,688)	(0.5)
Health Care Policy and Financing	302,175,127	326,551,309	(95,750,479)	(1,915,556)	73,289,853	15.2
Treasury	274,794,720	181,367,902	39,376,224	54,050,594	0	3.5
Corrections	20,831,883	36,663,273	(1,461,089)	(7,615,264)	(6,755,037)	(43.3)
Human Services	41,210,742	35,814,193	9,756,026	(2,791,509)	(1,567,968)	13.9
Judicial	3,987,980	12,729,311	(5,967,551)	(2,773,780)	0	(194.0)
Revenue	8,771,630	4,874,493	2,437,945	1,451,759	7,433	4.1
Personnel	4,621,179	3,053,895	(2,550,874)	4,118,158	0	(3.1)
Natural Resources	(15,088,069)	2,469,168	(18,031,985)	357,807	116,941	5.1
Agriculture	1,211,511	1,565,308	(361,294)	7,497	0	1.0
Public Health and Environment	(8,704,718)	821,499	(11,128,641)	(983,151)	2,585,575	8.7
Labor and Employment	(156,681,181)	560,663	(280,185)	(81,803)	(156,879,856)	7.7
Military and Veterans Affairs	411,083	299,585	102,900	4,583	4,015	(0.9)
Law	3,480,482	278,489	(88,320)	3,266,691	23,622	13.9
Regulatory Agencies	2,832,329	224,332	2,039,983	147,835	420,179	6.1
Legislature	0	0	0	0	0	0.0

REQUESTED CHANGES IN APPROPRIATIONS FOR FY 2021-22, BY DEPARTMENT AND FUND SOURCE  
SORTED BY INCREMENTAL GENERAL FUND CHANGE

	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
State	961,538	0	961,538	0	0	(0.5)
Transportation	(79,397,496)	(1,000,000)	(91,055,478)	32,300	12,625,682	0.0
Governor	(6,055,249)	(1,460,597)	3,537,405	(8,276,491)	144,434	1.8
Local Affairs	(3,117,833)	(3,789,244)	200,772	395,182	75,457	(2.0)
Public Safety	10,919,477	(4,292,727)	11,782,591	4,622,066	(1,192,453)	38.5
<b>TOTAL</b>	<b>\$34,221,421,395</b>	<b>\$12,544,059,203</b>	<b>\$9,799,759,401</b>	<b>\$2,045,166,371</b>	<b>\$9,832,436,420</b>	<b>61,607.1</b>
<b>INCREASE/(DECREASE)</b>	<b>\$2,237,616,331</b>	<b>\$1,682,969,451</b>	<b>\$150,756,367</b>	<b>\$517,735,785</b>	<b>(\$113,845,272)</b>	<b>(134.8)</b>
Percentage Change	7.0%	15.5%	1.6%	33.9%	-1.1%	-0.2%

The General Fund increases requested by the Department of Education and the Department of Higher Education account for nearly two-thirds of the overall increase. The Governor’s budget letter describes the effect of the most significant increases requested by each of these departments:

- the Department of Education’s budget request for **school finance** would restore the budget stabilization factor to the FY 2019-20 level of \$572 million; and
- the Department of Higher Education’s request includes \$494 million to restore **operating support for institutions of higher education** to the FY 2019-20 level.

Staff has highlighted below a few of the significant statewide common policies that are reflected in each department’s request for FY 2021-22:

- The budget request **restores funding for PERA Direct Distribution**, which was eliminated for FY 2020-21 for budget balancing purposes through H.B. 20-1379. This funding restoration includes an increase of \$170.9 million General Fund appropriated directly to the Treasury Department to reduce the unfunded liabilities for the School and Denver Public School PERA divisions, plus approximately \$30 million General Fund that is appropriated to various other departments (along with other sources of funds) and is then transferred to the Treasury Department to reduce the unfunded liability for the State and Judicial PERA divisions.
- The request **restores the \$57.8 million General Fund total reduction to departments’ appropriations for health, life, and dental benefits**. This reduction was taken in lieu of a 5.0 percent General Fund personal services base reduction.
- The request does not include any additional funding for an across-the-board increase in state employee salaries.
- The request does not include any additional funding for an across-the-board increase in rates paid to community service providers.

*Please note that Compensation Common Policies will be discussed in more detail in Alfredo Kemm’s Staff Briefing document dated November 12, 2020.*

## GOVERNOR’S REQUESTS THAT REQUIRE STATUTORY CHANGES

The Governor’s letter also indicates that many of the requests that are included within departments’ ongoing operating requests will require statutory changes. Thus, funding for these requests would need to be included in separate legislation. These proposals include appropriation increases and decreases; in total, the proposed bills account for \$721.3 million of the total requested funding

increases and transfers (including \$427.3 million of the requested General Fund increases and transfers). The Governor is requesting that the Joint Budget Committee (JBC) consider sponsoring legislation for several of these items, and that the JBC set aside funding within its budget proposal to cover the costs of the remaining items. The following table lists each of these items, along with one additional item noted in the Governor’s letter that is not included as part of a department’s budget request.

GOVERNOR'S FY 2021-22 DECISION ITEMS THAT REQUIRE STATUTORY CHANGES				
DEPARTMENT	REQUEST TITLE	TOTAL FUNDS	GENERAL FUND	OTHER FUNDS
Agriculture	Agricultural Climate Resilience Office	\$0	\$0	\$0
Education	State Share of District Total Program Increase	810,909,134	578,471,080	232,438,054
Education	Repurposing Early Intervention Evaluation Funding	0	0	0
Education	Maintain JBC Reductions from FY 2020-21	(925,255)	(925,255)	0
Education	Clean-up of Outdated Long Bill Appropriations and Program Susp.	(1,276,222)	(212,222)	(1,064,000)
Education	Reduce Capital Construction Assistance Funding	(4,591,038)	0	(4,591,038)
Education	Return Unused Fund Balances	(250,000)	0	(250,000)
Governor Colorado Energy Office	Wind Down ReNew Our Schools Program	(134,626)	(134,626)	0
Governor, Office of Economic Development and International Trade (OEDIT)	Cannabis Opportunity Program	150,000	0	150,000
Governor, OEDIT	Increase Support to Minority Owned Businesses [transfer to the Strategic Fund]	4,000,000	4,000,000	0
Health Care Policy and Financing (HCPF)	Remote Supports for HCBS Program	(716,616)	(348,345)	(368,271)
HCPF	Transfer HAS Fee	0	(80,000,000)	80,000,000
HCPF	Provider Rate Adjustments	(41,349,862)	(15,751,002)	(25,598,860)
HCPF	Behavioral Health Program Adjustments	(89,357,696)	(23,578,390)	(65,779,306)
HCPF	Financing and Grant Program Adjustments	(10,013,985)	(15,882,005)	5,868,020
HCPF	Increased Medicaid Match for Financing Payments	(9,314,184)	(4,358,071)	(4,956,113)
Higher Education, History Colorado	Financial Sustainability for History Colorado	0	(930,632)	930,632
Higher Education, History Colorado	Sustain Cumbres & Toltec Scenic Railroad	521,500	0	521,500
Higher Education	State Operating Funding for Public Higher Education	84,367,842	0	84,367,842
Higher Education	Realign Funding for Colorado Student Leader Institute	(218,825)	(218,825)	0
Higher Education	Continue Open Educational Resources	100,838	0	100,838
Higher Education	RISE Fund for Higher Education	10,000,000	10,000,000	0
Human Services	Extended Eligibility for Foster Care Youth	0	0	0
Human Services	Early Intervention Program Changes	(2,636,345)	(2,636,345)	0
Human Services	Adjust Market Rate Study Frequency	(55,000)	(55,000)	0
Labor and Employment	Realign Hospitality Education Grant Program	(401,947)	(401,947)	0
Natural Resources	Wildfire Risk Mitigation and Watershed Restoration [transfer of \$5.0 million to the Forest Restoration and Wildfire Risk Mitigation Grant Program and \$5.0 million to the Colorado Water Conservation Board Watershed Restoration Grant Program ]	15,000,000	10,000,000	5,000,000
Natural Resources	Support for Remote Avalanche Control Systems	85,637	0	85,637
Personnel	Decentralization of Collections Services	(1,653,571)	0	(1,653,571)
Personnel	Recovery Audit Program Closure	(64,714)	(64,714)	0
Public Health and Environment	Discontinue Underutilized Waste Tire End User Program	(6,525,000)	0	(6,525,000)
Public Health and Environment	Redirect Marijuana Health Effects Monitoring Funding	(40,981)	0	(40,981)



GOVERNOR'S FY 2021-22 DECISION ITEMS THAT REQUIRE STATUTORY CHANGES				
DEPARTMENT	REQUEST TITLE	TOTAL FUNDS	GENERAL FUND	OTHER FUNDS
Public Health and Environment	Extend JBC Reduction to Marijuana Education Campaign	(3,700,000)	0	(3,700,000)
Public Safety	Community Corrections Grants	(22,000,000)	(22,000,000)	0
Regulatory Agencies	Colorado Option Health Insurance	864,026	0	864,026
Regulatory Agencies	Prescription Drug Affordability	371,370	0	371,370
Revenue	Savings from Adopting Virtual Government	(803,477)	(611,854)	(191,623)
Statewide	Extend Pause Annual Depreciation Lease Payment	(9,008,102)	(7,049,341)	(1,958,761)
Statewide	Cash Fund Solvency Proposal ( <i>not a decision item</i> )	0	0	0
<b>TOTAL</b>		<b>\$721,332,901</b>	<b>\$427,312,506</b>	<b>\$294,020,395</b>

## GOVERNOR'S PLACEHOLDERS FOR SEPARATE LEGISLATION

Finally, the Governor's request includes a placeholder for \$70.0 million General Fund to be transferred to the Capital Construction Fund for capital projects to be funded in FY 2021-22.

*Please note that Capital requests for both state facilities and information technology projects will be discussed in more detail in Alfredo Kemm's Staff Briefing document dated December 14, 2020, and requests for higher education facility capital construction projects will be discussed in more detail in Amanda Bickel's Staff Briefing document dated December 14, 2020.*

## FY 2021-22 BUDGET REQUESTS IN THE CONTEXT OF THE SEPTEMBER 2020 REVENUE FORECASTS

The General Assembly utilized the Office of State Planning and Budgeting (OSPB) May 2020 revenue forecast as the basis for the FY 2020-21 budget. The Governor's budget request for FY 2021-22 is based on the OSPB September 2020 revenue forecast. Next March, the JBC will determine which revenue forecast to use as the basis for finalizing FY 2020-21 appropriations and proposing the FY 2021-22 budget.

The tables below are intended to allow the Committee to consider the budget requests and proposals that were submitted on November 2, 2020, in the context of the most recent revenue forecasts. The first table is based on the LCS forecast, and the second table is based on the OSPB forecast. For both of these scenarios, staff used the same assumptions about appropriations and transfers from the General Fund. Specifically, staff included:

- Mid-year adjustments for FY 2020-21 that were identified in the Governor's budget request or implemented through Executive Order;
- Appropriations that have been requested for FY 2021-22 by the Governor, Judicial Branch agencies, and elected officials;
- Placeholders identified in the Governor's request for FY 2020-21 and FY 2021-22; and
- Maintenance of a statutory General Fund reserve equal to 2.86 percent of General Fund appropriations, consistent with H.B. 20-1383.

**Please note that the General Fund Obligations for FY 2022-23 in both scenarios are understated.** Staff has only included continuation of operating appropriations that have been requested for FY 2021-22. Staff has not attempted, for purposes of this document, to estimate

increases that will be required based on statutory requirements, to address population and inflationary increases, or to support infrastructure investments.

The third table identifies the differences between the two forecasts. A full General Fund overview for each forecast is included in *Appendix D*.

## MAJOR DIFFERENCES BETWEEN THE TWO REVENUE FORECASTS

The most significant differences between the two revenue forecasts include the following:

- As part of the Governor’s recent budget submittal, **OSPB has revised an assumption about the size of the General Fund reserve at the end of FY 2019-20**. Specifically, OSPB is now using the State Controller’s preliminary estimate, which increases the FY 2019-20 ending reserve by \$161.7 million. Thus, the OSPB forecast reflects \$161.7 million more General Fund being available starting in FY 2020-21.
- **The OSPB forecast of General Fund revenues is higher** than the LCS forecast for fiscal years 2020-21, 2021-22, and 2022-23.
- **The OSPB forecast of transfers out of or diversions from the General Fund are lower than the LCS forecast** for all three fiscal years.

General Fund Overview as of November 11, 2020					
LCS September 2020 Forecast					
(\$ millions)					
	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23*	
<b>General Fund Available</b>					
1	Beginning Reserve	\$1,262.6	\$1,629.0	\$692.3	\$172.7
2	Gross General Fund Revenue	12,868.5	11,374.8	12,548.3	13,245.3
3	Transfers In From Other Funds	248.7	320.0	3.1	2.2
4	<b>Total General Fund Available</b>	<b>\$14,379.8</b>	<b>\$13,323.8</b>	<b>\$13,243.7</b>	<b>\$13,420.1</b>
<b>General Fund Obligations</b>					
5	Adjusted Appropriations (excluding rebates and expenditures)	\$11,840.3	\$10,729.2	\$12,323.9	\$12,311.1
6	Rebates and Expenditures	145.7	304.4	315.2	326.9
7	TABOR Refund Obligations	0.0	0.0	0.0	0.0
8	Transfers Out and Other Diversions	764.7	1,598.0	432.0	417.9
10	<b>Total General Fund Obligations</b>	<b>\$12,750.7</b>	<b>\$12,631.6</b>	<b>\$13,071.0</b>	<b>\$13,055.8</b>
11	<b>Fiscal Year-end General Fund Reserve</b>	<b>\$1,629.0</b>	<b>\$692.3</b>	<b>\$172.7</b>	<b>\$364.3</b>
12	Statutorily Required Reserve Percent	3.07%	2.86%	2.86%	7.25%
13	Required Reserve Amount	\$363.5	\$306.9	\$352.5	\$892.6
14	Year-end Reserve Above/(Below) Statutory Requirement	\$1,265.5	\$385.4	(\$179.8)	(\$528.2)

\* General Fund obligations for FY 2022-23 are understated. Staff has only included continuation of operating appropriations that have been requested for FY 2021-22. Staff has not attempted to estimate increases that will be required based on statutory requirements, to address population and inflationary increases, or to support infrastructure maintenance and investments.

General Fund Overview as of November 11, 2020					
OSPB September 2020 Revised Forecast					
(\$ millions)					
	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23*	
<b>General Fund Available</b>					
15	Beginning Reserve	\$1,262.5	\$1,790.7	\$1,775.0	\$1,600.0
16	Gross General Fund Revenue	12,868.5	12,262.4	12,840.3	13,549.1
17	Transfers In From Other Funds	248.7	323.5	12.2	16.4
18	<b>Total General Fund Available</b>	<b>\$14,379.7</b>	<b>\$14,376.7</b>	<b>\$14,627.5</b>	<b>\$15,165.6</b>
<b>General Fund Obligations</b>					
19	Adjusted Appropriations (excluding rebates and expenditures)	\$11,678.6	\$10,729.2	\$12,322.2	\$12,306.2
20	Rebates and Expenditures	145.7	306.7	324.7	341.9
21	TABOR Refund Obligations	0.0	0.0	0.0	0.0
22	Transfers Out and Other Diversions	764.7	1,565.7	380.6	348.4
23	<b>Total General Fund Obligations</b>	<b>\$12,589.0</b>	<b>\$12,601.6</b>	<b>\$13,027.5</b>	<b>\$12,996.4</b>
24	<b>Fiscal Year-end General Fund Reserve</b>	<b>\$1,790.7</b>	<b>\$1,775.0</b>	<b>\$1,600.0</b>	<b>\$2,169.1</b>
25	Statutorily Required Reserve Percent	3.07%	2.86%	2.86%	7.25%
26	Required Reserve Amount	\$363.5	\$306.9	\$352.4	\$892.2
27	Year-end Reserve Above/(Below) Statutory Requirement	\$1,427.2	\$1,468.2	\$1,247.6	\$1,276.9

\* General Fund obligations for FY 2022-23 are understated. Staff has only included continuation of operating appropriations that have been requested for FY 2021-22. Staff has not attempted to estimate increases that will be required based on statutory requirements, to address population and inflationary increases, or to support infrastructure maintenance and investments.

General Fund Overview as of November 11, 2020					
Differences: LCS Higher/(Lower) Than OSPB					
(\$ millions)					
	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23	
<b>General Fund Available</b>					
28	Beginning Reserve	\$0.0	(\$161.7)	(\$1,082.8)	(\$1,427.3)
29	Gross General Fund Revenue	(0.0)	(887.6)	(292.0)	(303.9)
30	Transfers In From Other Funds	0.0	(3.6)	(9.0)	(14.3)
31	<b>Total General Fund Available</b>	<b>\$0.0</b>	<b>(\$1,052.8)</b>	<b>(\$1,383.7)</b>	<b>(\$1,745.4)</b>
<b>General Fund Obligations</b>					
32	Adjusted Appropriations (excluding rebates and expenditures)	\$161.7	\$0.0	\$1.7	\$4.9
33	Rebates and Expenditures	(0.0)	(2.4)	(9.5)	(15.0)
34	TABOR Refund Obligations	0.0	0.0	0.0	0.0
35	Transfers Out and Other Diversions	0.0	32.3	51.3	69.5
36	<b>Total General Fund Obligations</b>	<b>\$161.7</b>	<b>\$29.9</b>	<b>\$43.5</b>	<b>\$59.4</b>
37	<b>Fiscal Year-end General Fund Reserve</b>	<b>(\$161.7)</b>	<b>(\$1,082.8)</b>	<b>(\$1,427.3)</b>	<b>(\$1,804.8)</b>

As indicated in the table above [see row 28], the LCS beginning General Fund reserve is \$161.7 million lower than OSPB in FY 2020-21 based on OSPB using the State Controller's preliminary estimate of FY 2019-20 expenditures. The difference in the projected amount of gross General Fund revenue for the *current* fiscal year is \$887.6 million, but this difference narrows to about \$300 million for fiscal years 2021-22 and 2022-23 [see row 29]. For FY 2021-22, the LCS estimate of available General Fund is \$1.4 Billion lower than OSPB [see row 31].

Finally, please note that the Governor's budget request includes significant transfers to restore State emergency reserves, and the request is projected to leave an estimated General Fund reserve for FY 2021-22 that significantly exceeds the statutorily required reserve. In the Governor's letter he indicates that this higher reserve is proposed to "manage the unprecedented uncertainty of the COVID economic crisis".

## BUDGET REQUESTS AND AVAILABLE GENERAL FUND REVENUE

Under both forecasts, General Fund revenues collected in the current fiscal year would fall short of covering the Governor's proposed mid-year appropriation adjustments and transfers. Specifically, under the LCS forecast, total General Fund obligations for FY 2020-21 would exceed annual gross revenues by \$1.2 billion (obligations of \$12.6 billion compared to \$11.4 billion in gross revenues); under the OSPB forecast, this gap narrows to \$339 million. Thus, **under both forecasts, the Governor's proposed package of "stimulus" appropriations and transfers draws from the balance available in the General Fund reserve. The key question facing the General Assembly is whether these investments would be successful in stimulating the economy and strengthening future revenue collections.**

**Under the LCS forecast, the total amount of General Fund available for FY 2021-22 falls \$179.8 million short of the required statutory reserve [see row 14, above]. For FY 2022-23, this shortfall increases even though staff has not included any anticipated increases in appropriations to cover population or inflation-related expenditure increases.**

Both OSPB and LCS will produce two more revenue forecasts before the JBC needs to finalize FY 2020-21 appropriations and propose the FY 2021-22 budget. By late December, the actual year-end fund balance for FY 2019-20 will be known, and staff assumes that OSPB and LCS will use a common assumption about the beginning General Fund balance for FY 2020-21. This will assist the JBC in selecting a reasonable estimate of the amount of General Fund revenue that will be available for FY 2020-21 and FY 2021-22.

## ACTIONS TAKEN BY THE GENERAL ASSEMBLY IN 2020 TO BALANCE THE BUDGET

The following summary highlights the major actions taken by the General Assembly during the 2020 legislative session to balance the General Fund budget. For a more complete summary of major actions taken by the General Assembly in 2020 that affected the General Fund budget, see Part I-B of the Joint Budget Committee's [FY 2020-21 Appropriations Report](#). Each JBC Staff Briefing document will include a common issue brief detailing for each department actions taken by the General Assembly to balance the budget last session. These issue briefs are intended to provide a framework for the Committee to identify options available for 2021 to maintain a balanced budget.

## AVAILABLE GENERAL FUND REVENUE

The General Assembly passed several bills to increase the amount of General Fund revenue, including transferring money from other federal and state sources of funds to the General Fund. Most of the transfers listed in Table 1 are one-time solutions to a revenue shortfall that will not be available for FY 2021-22.

TABLE 1  
2020 SESSION ACTIONS THAT IMPACTED THE AMOUNT OF AVAILABLE GENERAL FUND REVENUES

	FY 2019-20	FY 2020-21
<b>Revenue Changes</b>		
HB 20-1420 Adjust Tax Expenditures for State Education Fund	\$0	\$94,100,000
HB 20-1020 Long-term Lodging Sales Tax Exemption	0	3,700,000
HB 20-1385 Use of Increased Medicaid Match	43,400	1,285,820
HB 20-1003 Rural Jump-start Zone Act Modifications	0	(164,500)
<b>Subtotal</b>	<b>\$43,400</b>	<b>\$98,921,320</b>
<b>Transfers In</b>		
Transfer from Federal Coronavirus Relief Fund (Executive Order D 2020 070)	\$70,000,000	\$0
HB 20-1381 Cash Fund Transfers to the General Fund	54,939,508	88,500,000
HB 20-1406 Cash Fund Transfers to the General Fund	30,926,536	11,907,987
HB 20-1378 Capital-related Transfers of Money	19,737,085	0
HB 20-1382 Repeal Technology Advancement and Emergency Fund	13,900,000	0
HB 20-1401 Marijuana Tax Cash Fund Spending and Transfer	0	136,989,750
HB 20-1380 Move Tobacco Litigation Settlement Moneys General Fund	0	40,009,885
HB 20-1399 Suspend Limited Gaming Tax Transfers to Cash Funds	0	23,200,000
HB 20-1387 Transfers from Unexpended County Reimbursements	0	13,000,000
HB 20-1361 Reduce Adult Dental Benefit	0	1,139,402
HB 20-1395 End WORK Act Grants Transfer Money to General Fund	0	160,300
<b>Subtotal</b>	<b>\$189,503,129</b>	<b>\$314,907,324</b>
<b>TOTAL</b>	<b>\$189,546,529</b>	<b>\$413,828,644</b>

## GENERAL FUND OBLIGATIONS

### APPROPRIATIONS AND RESTRICTIONS ON APPROPRIATIONS

Consistent with previous fiscal years, the General Assembly passed legislation to modify appropriations for the current fiscal year (FY 2019-20) and make appropriations for the next fiscal year (FY 2020-21).

#### FY 2019-20 APPROPRIATION ADJUSTMENTS

Overall, bills adopted during the 2020 legislative session made mid-year adjustments to reduce General Fund appropriations by \$174.3 million. This amount includes bills that increased appropriations by \$110.1 million, and bills that made reductions totaling \$284.4 million. Table 3 lists those bills that made the most significant changes.

#### FY 2020-21 – LONG BILL APPROPRIATIONS

Appropriations in the FY 2020-21 Long Bill (HB 20-1360)—before appropriation changes made through other bills—are \$81.4 million lower (0.7 percent) than the adjusted statewide operating appropriations for FY 2019-20. This relatively flat budget includes increases for some departments and decreases for others.

General Fund appropriations in the Long Bill for three departments increased:

- Department of Health Care Policy and Financing: \$396.1 million (13.3 percent);
- Department of Education: \$238.8 million (5.4 percent); and
- Treasury Department: \$38.3 million (11.9 percent).

General Fund appropriations in the Long Bill for all other departments declined, more than offsetting the increases required for the above three departments. The most significant decrease is for the Department of Higher Education, where General Fund appropriations decline by \$501.4 million (45.1 percent).

Despite some required increases for employee insurance and retirement benefits, the Long Bill appropriations for most departments declined in FY 2020-21 due to a number of actions that were taken to balance the budget in light of the revenue forecast. Table 2 lists the General Fund impact of these budget balancing actions by department. Please note that these amounts do not include actions that were taken to avoid a General Fund increase that would otherwise have been approved (e.g., funding for state employee salary increases).

DEPARTMENT	FY 2019-20	FY 2020-21
Agriculture	\$0	(\$611,440)
Corrections	(3,600,000)	(32,026,751)
Education	(900,000)	(5,400,804)
Governor's Office	0	(6,186,536)
Health Care Policy and Financing	0	(45,563,177)
Higher Education	(1,825,000)	(505,288,370)
Human Services	(27,069,899)	(81,885,458)
Judicial	(11,575,515)	(41,886,170)
Labor and Employment	0	(1,594,543)
Law	0	(3,573,870)
Local Affairs	0	(2,622,163)
Military and Veterans Affairs	0	(1,216,044)
Natural Resources	0	(1,035,518)
Personnel	0	(587,350)
Public Health and Environment	0	(3,019,181)
Public Safety	0	(11,206,238)
Regulatory Agencies	0	(74,526)
Revenue	0	(2,782,254)
Treasury	(16,500,000)	(77,812)
<b>TOTAL</b>	<b>(\$61,470,414)</b>	<b>(\$746,638,205)</b>

The impacts in Table 2 include funding reductions due to two significant statewide policies:

- Appropriations to each agency for employee health, life, and dental benefits were reduced by an amount that is equivalent to a **5.0 percent General Fund personal services base reduction**. The intent was to provide agencies with the flexibility to absorb the reduction across divisions and programs. This policy reduced General Fund appropriations by a total of \$57.8 million General Fund. For more details concerning the impacts on individual agencies, see *Appendix C* concerning common policies.
- **Community provider rate adjustments** are applied to programs and services that, if not provided by contracted provider organizations or county staff, would need to be provided by state staff. For FY 2020-21, the common policy decreased these rates by 1.0 percent, resulting in a reduction of approximately \$25.2 million General Fund.

**FY 2020-21 – APPROPRIATIONS IN LEGISLATION OTHER THAN THE LONG BILL**

The FY 2020-21 Long Bill includes appropriations to each department that are used to reduce the unfunded actuarial accrued liabilities PERA. These annual appropriations began in FY 2019-20, and they total \$225.0 million. The FY 2020-21 Long Bill appropriations for this purpose include \$30.6 million General Fund for State employee PERA divisions, and \$170.9 million General Fund for the PERA public school divisions. The remaining \$23.5 million for State employee PERA divisions comes from non-General Fund revenue sources. As part of the budget balancing process, the General Assembly passed H.B. 20-1379 (**Suspend PERA Direct Distribution for FY 2020-21**) to suspend these payments to PERA for FY 2020-21. This bill thus reduces FY 2020-21 General Fund appropriations by \$201.5 million.

The General Assembly also adopted a number of other bills that make statutory changes to further reduce appropriations for FY 2020-21. These bills, in combination with H.B. 20-1379, reduced FY 2020-21 General Fund appropriations by more than \$1.1 billion. Table 3 identifies those 2020 bills that had the most significant impacts on General Fund appropriations (impacts greater than \$5.0 million).

TABLE 3 2020 SESSION BILLS THAT AFFECTED GENERAL FUND APPROPRIATIONS		
	FY 2019-20	FY 2020-21
<b>Appropriation Increases</b>		
HB 20-1246 Dept of Health Care Policy & Financing Supplemental Bill	\$42,828,599	\$0
SB 20-222 Use CARES Act Money Small Business Grant Program	20,000,000	0
HB 20-1411 COVID-19 Funds Allocation For Behavioral Health	15,200,000	0
HB 20-1260 School Finance Adjustment to 2019-20 Total Program	9,046,331	0
HB 20-1019 Prison Population Reduction and Management	5,450,197	250,000
HB 20-1256 Dept of Public Safety Supplemental Bill	5,201,405	0
HB 20-1360 Long Bill	0	11,942,153,407
HB 20-1345 Legislative Appropriation Bill	0	49,542,990
HB 20-1399 Suspend Limited Gaming Tax Transfers to Cash Funds	0	14,025,000
SB 20-212 Reimbursement for Telehealth Services	0	5,068,381
Other 2020 Bills	12,393,030	500,290
<b>Subtotal</b>	<b>\$110,119,562</b>	<b>\$12,011,540,068</b>
<b>Appropriation Decreases</b>		
HB 20-1360 Long Bill	(\$256,579,625)	\$0
HB 20-1385 Use of Increased Medicaid Match	(24,733,945)	(26,755,711)
HB 20-1418 School Finance	0	(722,777,639)
HB 20-1379 Suspend PERA Direct Distribution for FY 2020-21	0	(201,518,139)
HB 20-1386 Use Fees to Offset Medicaid Program	0	(161,000,000)
HB 20-1376 Modify Transportation Funding Mechanisms	0	(12,000,000)
HB 20-1398 Modify Automatic Funding Mechanism for Capital Constr.	0	(7,561,261)
Other 2020 Bills	(3,126,622)	(19,152,792)
<b>Subtotal</b>	<b>(\$284,440,192)</b>	<b>(\$1,150,765,542)</b>
<b>TOTAL</b>	<b>(\$174,320,630)</b>	<b>\$10,860,774,526</b>

## OTHER OBLIGATIONS

The General Assembly also adopted a number of bills that affect General Fund obligations other than appropriations. Some of these bills make statutory changes that require transfers out of the General Fund to another fund, or that divert revenues away from the General Fund for another purpose. Other bills had the opposite effect, reducing or eliminating authorized transfers or diversions of revenue. Table 4 identifies all 2020 bills that impact General Fund obligations other than appropriations.

	FY 2019-20	FY 2020-21
<b>Increases in Transfers Out or Diversions From the General Fund</b>		
HB 20-1261 General Fund Transfer to IT Capital Account (transfer)	\$7,466,648	\$0
HB 20-1412 COVID-19 Utility Bill Payment-related Assistance (transfer)	0	4,800,000
HB 20-1420 Adjust Tax Expenditures for State Education Fund (transfer)	0	113,000,000
HB 20-1378 Capital-related Transfers of Money (transfer)	0	2,988,768
SB 20-003 State Parks Improvement Appropriation (transfer)	0	1,000,000
HB 20-1116 Procurement Technical Assistance Program Extension (transfer)	0	175,000
HB 20-1215 Sunset Water Wastewater Facility Operators Cert. Bd. (diversion)	0	24,815
HB 20-1061 HIV Infection Prevention Medications (diversion)	0	17,813
HB 20-1158 Coverage Infertility Diagnosis Treatment Preserve (diversion)	0	4,951
<b>Subtotal</b>	<b>\$7,466,648</b>	<b>\$122,011,347</b>
<b>Decreases in Transfers Out or Diversions From the General Fund</b>		
SB 20-215 Health Insurance Affordability Enterprise (transfer)	(\$15,000,000)	(\$40,000,000)
HB 20-1376 Modify Transportation Funding Mechanisms (transfer)	0	(50,000,000)
HB 20-1262 Housing Assistance for Persons Transitioning (diversion)	(2,000,000)	(2,000,000)
HB 20-1367 Reallocate State Sales and Use Tax to General Fund (diversion)	0	(2,000,000)
<b>Subtotal</b>	<b>(\$17,000,000)</b>	<b>(\$94,000,000)</b>
<b>TOTAL</b>	<b>(\$9,533,352)</b>	<b>\$28,011,347</b>

## STATUTORILY REQUIRED GENERAL FUND RESERVE

Finally, the General Assembly passed legislation to temporarily decrease the required General Fund reserve, thus making more revenue available for appropriation in the affected fiscal years. Specifically, H.B. 20-1383 (Temporary Reduction in the General Fund Reserve) temporarily decreases the statutory General Fund reserve requirement from 7.25 percent of General Fund appropriations at the end of each fiscal year to:

- 3.07 percent of appropriations for FY 2019-20, and
- 2.86 percent of appropriations for FY 2020-21 and 2021-22.

For FY 2022-23 and subsequent fiscal years, the reserve requirement remains unchanged at 7.25 percent of General Fund appropriations.



# APPENDIX A: EXISTING APPROPRIATIONS FOR FY 2020-21

APPROPRIATIONS FOR FY 2020-21, BY BILL AND FUND SOURCE							
BILL NUMBER	SHORT TITLE FOR BILL	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>Appropriations Based on Existing Law</b>							
HB 20-1360	2020-21 Long Bill	\$32,749,518,270	\$11,942,153,407	\$9,426,117,669	\$1,589,469,135	\$9,791,778,059	61,401.3
HB 20-1345	FY 2020-21 Legislative Appropriation Bill	50,778,612	49,542,990	90,000	1,145,622	0	306.6
<b>Subtotal</b>		<b>\$32,800,296,882</b>	<b>\$11,991,696,397</b>	<b>\$9,426,207,669</b>	<b>\$1,590,614,757</b>	<b>\$9,791,778,059</b>	<b>61707.85</b>
<i>Percent of Total Appropriations</i>		<i>102.6%</i>	<i>110.4%</i>	<i>97.7%</i>	<i>104.1%</i>	<i>98.4%</i>	<i>99.9%</i>
<b>Appropriations in Other Bills (Sorted by General Fund Amount)</b>							
HB 20-1399	Suspend Limited Gaming Tax Transfers To Cash Funds	(\$11,673,491)	\$14,025,000	(\$27,573,491)	\$1,875,000	\$0	0.0
SB 20-212	Reimbursement For Telehealth Services	5,068,381	5,068,381	0	0	0	0.0
HB 20-1019	Prison Population Reduction And Management	250,000	250,000	0	0	0	0.0
SB 20-205	Sick Leave For Employees	206,566	206,566	0	0	0	2.7
HB 16-1080	Assault By Strangulation	170,900	170,900	0	0	0	0.0
HB 18-1077	Penalty For Burglary Of Firearms	69,856	69,856	0	0	0	0.0
SB 20-033	Allow Medicaid Buy-in Program After Age 65	100,000	50,000	0	0	50,000	0.0
HB 20-1420	Adjust Tax Expenditures For State Education Fund	49,002	49,002	0	0	0	0.0
SB 20-163	School Entry Immunization	51,928	41,906	0	10,022	0	0.1
SB 20-218	CDPHE Hazardous Substances Response	1,592,327	39,769	1,552,558	0	0	0.0
HB 19-1250	Sexual Assault While In Custody Or Detained	39,701	39,701	0	0	0	0.0
SB 18-119	False Imprisonment Of A Minor	39,334	39,334	0	0	0	0.0
HB 18-1200	Cybercrime Changes	34,677	34,677	0	0	0	0.0
SB 19-172	Protect From Unlawful Abandonment And Confinement	26,220	26,220	0	0	0	0.0
HB 20-1095	Local Govs Water Elements In Master Plans	26,215	26,215	0	0	0	0.5
SB 20-204	Additional Resources To Protect Air Quality	21,320	10,660	0	10,660	0	0.0
HB 20-1332	Prohibit Housing Discrimination Source Of Income	9,641	9,641	0	0	0	0.1
SB 20-057	Fire Prevention & Control Employee Benefits	32,854	977	22,598	6,105	3,174	0.0
HB 20-1001	Nicotine Product Regulation	2,559,317	0	2,391,262	168,055	0	19.4
HB 20-1061	HIV Infection Prevention Medications	13,347	0	13,347	0	0	0.2
HB 20-1119	State Gov Regulation Of PFAS	43,836	0	43,836	0	0	0.5
HB 20-1135	Replace High School Social Studies Assessment	(667,680)	0	(667,680)	0	0	0.0
HB 20-1153	CO Partnership For Quality Jobs & Services Act	2,895,561	0	1,941,256	954,305	0	15.9
HB 20-1158	Ins Cover Infertility Diagnosis Treatment Preserve	3,337	0	3,337	0	0	0.1
HB 20-1209	Sunset Nurse-physician Advisory Task Force	15,554	0	15,554	0	0	0.2
HB 20-1215	Sunset Water Wastewater Facility Operators Cert Bd	24,815	0	24,815	0	0	0.0
HB 20-1286	Sunset Regulation Of Fantasy Sports	(11,252)	0	(11,252)	0	0	(0.2)
HB 20-1293	Emergency Telephone Service Charges	102,177	0	102,177	0	0	0.9
HB 20-1364	Repeal Opioid Awareness Program & Appropriation	(500,000)	0	(500,000)	0	0	0.0
HB 20-1374	Repeal Waste Grease Program	(100,890)	0	(100,890)	0	0	(0.7)
HB 20-1391	Behavioral Health Programs Appropriations	(546,013)	0	(546,013)	0	0	(2.5)
HB 20-1403	CO Water Conservation Bd Construction Fund Project	26,180,000	0	26,180,000	0	0	0.0
HB 20-1415	Whistleblower Protection Public Health Emergencies	334,113	0	270,153	63,960	0	2.8

## APPENDIX A: EXISTING APPROPRIATIONS FOR FY 2020-21

APPROPRIATIONS FOR FY 2020-21, BY BILL AND FUND SOURCE							
BILL NUMBER	SHORT TITLE FOR BILL	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
SB 20-028	Substance Use Disorder Recovery	74,620	0	0	74,620	0	0.4
SB 20-029	Cost Of Living Adjustment For CO Works Prog	8,424,500	0	0	0	8,424,500	0.0
SB 20-030	Consumer Protections For Utility Customers	16,545	0	16,545	0	0	0.2
SB 20-035	Kiosk Program Provider Vehicle & Identity Services	112,500	0	112,500	0	0	0.0
SB 20-055	Incentivize Development Recycling End Markets	985,283	0	985,283	0	0	2.1
SB 20-056	Surplus Mil Vehicles Highway Use If Firefighting	3,375	0	3,375	0	0	0.0
SB 20-096	Remote Notaries Protect Privacy	132,795	0	132,795	0	0	1.1
SB 20-118	Hazardous Materials Transportation Permit Issuance	(20,918)	0	(20,918)	0	0	(0.5)
SB 20-162	Changes Related To Fed Family First Policy	1,308,077	0	0	1,217,038	91,039	1.9
SB 20-197	Aligning State And Federal Law On Hemp	55,620	0	55,620	0	0	0.3
SB 20-200	Implementation Of CO Secure Savings Program	63,960	0	0	63,960	0	5.3
SB 20-217	Enhance Law Enforcement Integrity	713,418	0	617,478	95,940	0	1.5
HB 20-1416	Leg Council Staff Initiative Fiscal Summary	(7,865)	(7,865)	0	0	0	(0.1)
HB 20-1397	Eliminate CDPHE Support Of Certain Boards	(44,007)	(44,007)	0	0	0	0.0
HB 20-1423	Suspend Scheduled State Legislator Salary Increase	(46,887)	(46,887)	0	0	0	0.0
SB 20-220	Freeze Member Per Diem Amount	(81,162)	(81,162)	0	0	0	0.0
SB 20-214	Suspend 2020 Legislative Interim Committees	(100,867)	(100,867)	0	0	0	0.0
HB 20-1369	Reduce Prosecution Training Appropriation	(150,000)	(150,000)	0	0	0	0.0
HB 20-1368	Delay Implementation Of House Bill 19-1229	(153,377)	(153,377)	0	0	0	0.0
HB 20-1392	Council & Parking Prog For Persons With Disability	(238,497)	(238,497)	0	0	0	(1.0)
HB 20-1361	Reduce The Adult Dental Benefit	(5,565,000)	(331,462)	(1,139,402)	0	(4,094,136)	0.0
HB 20-1390	Discontinue Div Youth Services Trauma Pilot Prog	(610,854)	(610,854)	0	0	0	(4.0)
HB 20-1384	Wraparound Services For Eligible at-Risk Children	(2,094,083)	(981,512)	0	(300,000)	(812,571)	(6.6)
SB 20-003	State Parks Improvement Appropriation	(1,000,000)	(1,000,000)	0	0	0	0.0
HB 20-1371	Delay Substance Use & Mental Hlth Servs Grant Prog	(1,866,208)	(1,866,208)	0	0	0	(0.9)
HB 20-1394	PERA Judicial Div Contribution Rate Modification	(2,696,865)	(2,696,865)	0	0	0	0.0
HB 20-1362	Limit Increase to Medicaid Nursing Facility Rates	(7,011,151)	(3,288,230)	0	0	(3,722,921)	0.0
HB 20-1395	End WORK Act Grants Transfer Money To General Fund	(6,600,000)	(3,300,000)	0	(3,300,000)	0	(2.0)
HB 20-1388	Statutory Provisions Divert Gen Fund Reversions	(4,254,999)	(4,254,999)	0	0	0	(0.7)
HB 20-1398	Modify Automatic Funding Mechanism For Cap Constr	(7,561,261)	(7,561,261)	0	0	0	0.0
HB 20-1376	Modify Transportation Funding Mechanisms	0	(12,000,000)	12,000,000	0	0	0.0
HB 20-1385	Use Of Increased Medicaid Match	(8,354,334)	(26,755,711)	24,733,945	(4,043,532)	(2,289,036)	0.0
HB 20-1386	Use Fees For Med Assistance Prog Gen Fund Offset	0	(161,000,000)	161,000,000	0	0	0.0
HB 20-1379	Suspend Direct Distribution To PERA For 2020-21 FY	(273,851,323)	(201,518,093)	(11,112,850)	(60,080,182)	(1,140,198)	0.0
HB 20-1418	Public School Finance	(532,382,433)	(722,777,639)	32,401,424	0	157,993,782	(3.0)
<b>Subtotal: Other Bills</b>		<b>(\$816,339,745)</b>	<b>(\$1,130,606,691)</b>	<b>\$222,947,362</b>	<b>(\$63,184,049)</b>	<b>\$154,503,633</b>	<b>34.0</b>
<i>Percent of Total Appropriations</i>		<i>-2.6%</i>	<i>-10.4%</i>	<i>2.3%</i>	<i>-4.1%</i>	<i>1.6%</i>	<i>0.1%</i>
<b>TOTAL APPROPRIATIONS</b>		<b>\$31,983,957,137</b>	<b>\$10,861,089,706</b>	<b>\$9,649,155,031</b>	<b>\$1,527,430,708</b>	<b>\$9,946,281,692</b>	<b>61,741.9</b>

## APPENDIX B: MID-YEAR CHANGES FOR FY 2020-21

FY 2020-21 INTERIM SUPPLEMENTAL <i>OPERATING</i> REQUESTS APPROVED BY THE JBC							
DEPARTMENT	REQUEST TITLE	TOTAL FUNDS	FTE	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS
Public Safety	Increase Funding for Processing Firearms Transfers	\$1,035,509	15.0	\$0	\$1,035,509	\$0	\$0
Health Care Policy and Financing	Medicaid Funding for Connect for Health CO	6,806,208	0.0	0	3,145,458	0	3,660,750
Health Care Policy and Financing	Nurse Advice Line Continuation	0	0.0	0	0	0	0
Judicial	Exonerated Persons Payout	64,940	0.0	64,940	0	0	0
State	Presidential Primary Election County Reimbursements	1,035,000	0.0	0	1,035,000	0	0
<b>TOTAL</b>		<b>\$8,941,657</b>	<b>15.0</b>	<b>\$64,940</b>	<b>\$5,215,967</b>	<b>\$0</b>	<b>\$3,660,750</b>

FY 2020-21 INTERIM SUPPLEMENTAL <i>CAPITAL</i> REQUESTS APPROVED BY THE JBC							
DEPARTMENT	REQUEST TITLE	TOTAL FUNDS	FTE	GENERAL FUND (TRANSFER TO CAPITAL CONSTRUCTION FUND)	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS
Higher Education	University of Northern Colorado Campus Commons Project	\$0	0.0	\$0	\$0	\$0	\$0
<b>TOTAL</b>		<b>\$0</b>	<b>0.0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

GOVERNOR'S PLANNED FY 2020-21 SUPPLEMENTAL <i>OPERATING</i> REQUESTS				
DEPARTMENT	REQUEST TITLE	TOTAL FUNDS	GENERAL FUND	OTHER FUNDS
Health Care Policy and Financing (HCPF)	Medical Services Premiums - Reduction in appropriation reflected in Executive Order D 2020 230 to transfer funds to the Disaster Emergency Fund	<b>(\$148,900,000)</b>	<b>(\$148,900,000)</b>	<b>\$0</b>
<i>Other Operating Requests:</i>				
HCPF	Medical Services Premiums - Remaining reductions anticipated	\$131,021,960	(\$15,698)	\$131,037,658
HCPF	Behavioral Health Programs	(98,830,829)	(42,281,674)	(56,549,155)
HCPF	Child Health Plan Plus	(52,581,053)	(14,035,710)	(38,545,343)
HCPF	Medicare Modernization Act State Contribution	(14,430,417)	(14,430,417)	0
HCPF	Office of Community Living	(4,860,971)	(14,512,191)	9,651,220
HCPF	Nurse Advice Line	966,896	1,117,028	(150,132)
HCPF	Medicaid Funding for Connect for Health	4,049,364	0	4,049,364
HCPF	Funding for Family Medicine Residency Training Programs	1,204,207	353,723	850,484
Governor's Office of Information Technology	Colorado Benefits Management System	278,974	0	278,974
Personnel	COE Program Financial Restructure	18,113	732,539	(714,426)

## APPENDIX B: MID-YEAR CHANGES FOR FY 2020-21

GOVERNOR'S PLANNED FY 2020-21 SUPPLEMENTAL <i>OPERATING</i> REQUESTS				
DEPARTMENT	REQUEST TITLE	TOTAL FUNDS	GENERAL FUND	OTHER FUNDS
Personnel	Decentralization of Collections Services	(1,406,885)	(1,406,885)	0
Personnel	Annual Fleet True-up	43,455	0	43,455
Corrections	Technical Corrections	162,223	162,223	0
Governor's Office of Information Technology	Colorado Benefits Management System	279,874	278,974	900
Public Safety	Increase Funding for Protection	520,380	520,380	0
Public Safety	State PPE and SNS Warehouse	256,116	256,116	0
Human Services	Employment Opportunities with Wages	1,000,000	0	1,000,000
<b>Subtotal: Other Operating Requests</b>		<b>(\$32,308,593)</b>	<b>(\$83,261,592)</b>	<b>\$50,952,999</b>
<b>TOTAL</b>		<b>(\$181,208,593)</b>	<b>(\$232,161,592)</b>	<b>\$50,952,999</b>

GOVERNOR'S PLANNED FY 2020-21 <i>STIMULUS-RELATED</i> SUPPLEMENTAL <i>OPERATING APPROPRIATION</i> REQUESTS			
DEPARTMENT	DESCRIPTION	GENERAL FUND	
<i>Broadband Investments:</i>			
Governor's Office of Information Technology	Temporary Contract Grant Manager and Crowd-sourced Speed Test Data and Tools	\$150,000	
Local Affairs	Grants to local governments for "middle mile" broadband investments	60,000,000	
Regulatory Agencies, Public Utilities Commission (PUC)	Grants for "last mile" broadband investments	25,000,000	
Regulatory Agencies, PUC	Grants for remaining applicants for federal broadband grants	24,300,000	
Governor's Office of Economic Development and the Colorado Commission of Indian Affairs	Increase broadband access for Ute Mountain Ute Tribe and Southern Ute Indian Tribe	10,550,000	
Governor's Office of eHealth Innovation	Support communities with rural health facilities to support telehealth and telemedicine	20,000,000	
Education	Connecting Colorado Student Grant Program	20,000,000	
Subtotal: Broadband Investments		\$160,000,000	
Local Affairs	COVID-19 Emergency Housing and Direct Cash Assistance	\$50,000,000	
Human Services	Early Childhood Stimulus (sustainability grants for employers, grants to retrofit and develop on-site child care facilities, and grants to support start-up costs and mentorships)	50,000,000	
Local Affairs	Provide grants to local governments for renewable and clean energy projects through the RENEW Program	5,000,000	
Public Safety	Wildfire Stimulus Package (aviation, programmatic, response, mitigation, and restoration resources)	37,811,260	
<b>TOTAL</b>		<b>\$302,811,260</b>	

## APPENDIX B: MID-YEAR CHANGES FOR FY 2020-21

GOVERNOR'S PLANNED FY 2020-21 STIMULUS-RELATED <i>TRANSFER</i> REQUESTS		
DEPARTMENT	DESCRIPTION	GENERAL FUND
<i>Transportation:</i>		
Transportation	Accelerate the implementation of: shovel ready rural road rehabilitation and maintenance in tourism corridors and scenic byways; wildlife migration corridor enhancements; Denver metro west I-70 bridges; and maintenance and improvements for the Eisenhower Johnson Memorial Tunnels [transfer to the State Highway Fund]	\$130,000,000
Transportation	Support infrastructure projects that provide open spaces for mobility, community activities, and economic development [transfer to the State Highway Fund]	70,000,000
<b>Subtotal: Transportation</b>		<b>\$200,000,000</b>
<i>Capital Construction:</i>		
Natural Resources	Provide funding to construct, rehabilitate, and improve infrastructure and facilities in state parks [transfer to the Capital Construction Fund]	\$20,000,000
<b>Subtotal: Capital Construction</b>		<b>\$20,000,000</b>
<i>Other Stimulus Proposals:</i>		
Governor's Office of Economic Development (OEDIT)	Winter support for restaurants, bars, and other small businesses affected by COVID-related capacity restrictions through sales tax retention and direct grants [Transfer to a yet-to-be-determined cash fund]	\$105,000,000
Governor's OEDIT	Provide \$30.0 million for the creation of the Colorado Startup Loan Fund to provide lending capital to historically underserved entrepreneurs as well as those bankrupted or shut down as a result of COVID-19. Provide \$15.0 million for cash incentives to businesses that will provide a significant number of jobs to stimulate investment in the Colorado economy [transfer to the Strategic Fund]	45,000,000
Governor's Colorado Energy Office	Invest in market proven clean energy finance programs [transfer to the Energy Fund]	40,000,000
Labor and Employment	Invest in local workforce centers through the Colorado Workforce Development Council	25,000,000
Higher Education	Invest in the Colorado Opportunity Scholarship Initiative's (COSI's) Displaced Worker Program	15,000,000
Governor's OEDIT	Provide financial support for businesses that can accelerate Colorado's recovery [transfer to the Advanced Industries Accelerator Grant Program Cash Fund]	10,000,000
Natural Resources	Wildfire Stimulus Package [transfer to the Colorado Firefighting Air Corps Fund]	13,242,760
Natural Resources	Wildfire Stimulus Package [transfer \$6.0 million to the Forest Restoration and Wildfire Risk Mitigation Grant Program Cash Fund; and \$4.0 million to the Colorado Water Conservation Board Construction Fund]	10,000,000
Public Safety	Wildfire Stimulus Package [transfer to the Wildfire Preparedness Fund]	3,000,000
<b>Subtotal: Other Stimulus Proposals</b>		<b>\$266,242,760</b>
<i>State Emergency Reserves:</i>		
	Replenish the Disaster Emergency Fund	146,212,983
	Repay the Controlled Maintenance Trust Fund	32,887,017
	Contingency for COVID response	200,519,799
<b>Subtotal: State Emergency Reserves</b>		<b>\$379,619,799</b>
<b>TOTAL</b>		<b>\$865,862,559</b>

## APPENDIX C: OPERATING APPROPRIATIONS REQUESTED FOR FY 2021-22

SUMMARY OF BUDGET REQUESTS FOR FY 2021-22 SUBMITTED NOVEMBER 2, 2020						
DEPARTMENT	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
Agriculture	\$57,025,095	\$12,909,470	\$37,583,447	\$2,583,073	\$3,949,105	300.5
Corrections	970,813,383	877,940,595	46,190,970	43,749,393	2,932,425	6,419.8
Education <sup>1</sup>	6,570,929,493	4,508,598,767	1,280,880,644	40,487,447	740,962,635	599.0
Governor	369,393,262	51,302,097	28,827,356	282,545,558	6,718,251	1,180.7
Health Care Policy and Financing <sup>1</sup>	12,336,010,874	3,511,257,312	1,671,617,925	44,040,969	7,109,094,668	571.9
Higher Education <sup>1</sup>	5,017,353,349	1,111,169,093	2,975,550,435	904,908,033	25,725,788	26,732.8
Human Services	2,319,886,960	996,243,222	429,992,961	206,187,307	687,463,470	5,192.5
Judicial	820,397,650	593,099,148	169,529,785	53,343,717	4,425,000	4,751.8
Labor and Employment	109,020,422	19,054,990	81,229,127	6,306,397	2,429,908	1,298.4
Law	95,054,116	14,562,957	19,371,180	58,726,122	2,393,857	531.9
Legislature	54,872,111	53,636,489	90,000	1,145,622	0	306.5
Local Affairs <sup>1</sup>	330,574,917	37,767,193	195,201,322	15,573,845	82,032,557	197.4
Military and Veterans Affairs	132,697,308	10,643,375	1,744,594	167,750	120,141,589	2,533.7
Natural Resources	316,750,121	35,168,251	247,277,826	7,528,169	26,775,875	1,517.0
Personnel	214,156,355	17,103,350	11,321,778	185,731,227	0	405.7
Public Health and Environment <sup>1</sup>	589,420,474	60,780,014	177,020,984	48,063,877	303,555,599	1,405.7
Public Safety	515,155,345	147,726,256	247,261,344	51,442,222	68,725,523	1,944.3
Regulatory Agencies	121,585,128	2,164,972	111,876,106	5,681,189	1,862,861	606.9
Revenue	415,257,177	122,274,792	283,578,097	8,360,342	1,043,946	1,596.7
State	32,064,719	0	32,064,719	0	0	146.5
Transportation	1,905,094,886	0	1,255,781,127	7,110,396	642,203,363	3,326.0
Treasury <sup>1</sup>	928,060,323	360,656,814	495,919,671	71,483,838	0	41.4
<b>OPERATING TOTAL</b>	<b>\$34,221,573,468</b>	<b>\$12,544,059,157</b>	<b>\$9,799,911,398</b>	<b>\$2,045,166,493</b>	<b>\$9,832,436,420</b>	<b>61,607.1</b>
<sup>1</sup> Includes General Fund Exempt.						

# APPENDIX D: GENERAL FUND OVERVIEW - LCS

General Fund Overview as of November 11, 2020					
LCS September 2020 Forecast					
(\$ millions)					
	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23	
<b>General Fund Available</b>					
1	Beginning Reserve	\$1,262.6	\$1,629.0	\$692.3	\$172.7
2	Gross General Fund Revenue	12,868.5	11,374.8	12,548.3	13,245.3
3	Transfers In (existing law prior to May 2020 forecast)	248.7	320.0	3.1	2.2
4	<b>Total General Fund Available</b>	<b>\$14,379.8</b>	<b>\$13,323.8</b>	<b>\$13,243.7</b>	<b>\$13,420.1</b>
<b>General Fund Obligations</b>					
5	Appropriations	12,023.5	10,861.1	12,544.1	12,544.1
6	LESS: Rebates and expenditures in appropriations	(183.2)	(202.6)	(220.2)	(233.0)
7	Adjusted Appropriations	11,840.3	10,658.5	12,323.9	12,311.1
8	Interim supplemental requests approved by JBC in September 2020 (Operating budget)	0.0	0.1	n/a	n/a
Placeholders in Governor's November 1, 2020 request:					
9	Additional funding anticipated to be available for FY 2020-21 due to reversions in FY 2019-20 based on the State Controller's preliminary Basic Financial Statements	n/a	n/a	n/a	n/a
10	Anticipated supplemental request to reduce General Fund appropriation to reflect transfer of funds to the Disaster Emergency Fund [Executive Order D 2020 230]	n/a	(148.9)	n/a	n/a
11	Anticipated supplemental requests	n/a	(83.3)	n/a	n/a
12	Anticipated stimulus-related supplemental requests	n/a	302.8	n/a	n/a
12	Rebates and Expenditures	145.7	304.4	315.2	326.9
TABOR Refund Obligation [Article X, Section 20 (7)(d)]:					
13	Current year revenue above Referendum C Cap	0.0	0.0	0.0	0.0
Transfers Out and Other Diversions:					
14	Transportation (existing law)	300.0	0.0	0.0	50.0
15	Proposed transfers for transportation-related stimulus proposals	n/a	200.0	n/a	n/a
16	Capital construction/IT projects (existing law)	213.6	23.0	20.0	20.0
17	Proposed transfers for capital-related stimulus proposals	n/a	20.0	70.0	n/a
18	Other Transfers and Diversions (existing law)	251.2	360.2	328.0	347.9
19	Transfer to the Disaster Emergency Fund for one-time direct stimulus payments to certain individuals [Executive Order D 2020 230]	n/a	148.9	n/a	n/a
Other transfers reflected in Governor's November 1, 2020 budget request:					
20	Proposed placeholder for one-time stimulus legislative priorities	n/a	200.0	n/a	n/a
21	Proposed transfers for other stimulus proposals	n/a	266.2	14.0	n/a
Replenish disaster emergency reserves:					
22	Disaster Emergency Fund	n/a	146.2	n/a	n/a
23	Controlled Maintenance Trust Fund	n/a	32.9	n/a	n/a
24	Contingency for COVID Response	n/a	200.5	n/a	n/a
25	<b>Total General Fund Obligations</b>	<b>\$12,750.7</b>	<b>\$12,631.6</b>	<b>\$13,071.0</b>	<b>\$13,055.8</b>
<b>Reserve</b>					
26	<b>Fiscal Year-end General Fund Reserve</b>	<b>\$1,629.0</b>	<b>\$692.3</b>	<b>\$172.7</b>	<b>\$364.3</b>
Statutory Reserve Requirement:					
27	Statutorily Required Reserve Percent	3.07%	2.86%	2.86%	7.25%
28	Required Reserve Amount	\$363.5	\$306.9	\$352.5	\$892.6
29	Year-end Reserve Above/(Below) Statutory Requirement	\$1,265.5	\$385.4	(\$179.8)	(\$528.2)

# APPENDIX D: GENERAL FUND OVERVIEW - OSPB

General Fund Overview as of November 11, 2020					
<b>OSPB September 2020 Forecast</b>					
(\$ millions)					
	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23	
<b>General Fund Available</b>					
1	Beginning Reserve	\$1,262.5	\$1,790.7	\$1,775.0	\$1,600.0
2	Gross General Fund Revenue	12,868.5	12,262.4	12,840.3	13,549.1
3	Transfers In (existing law prior to May 2020 forecast)	248.7	323.5	12.2	16.4
4	<b>Total General Fund Available</b>	<b>\$14,379.7</b>	<b>\$14,376.7</b>	<b>\$14,627.5</b>	<b>\$15,165.6</b>
<b>General Fund Obligations</b>					
5	Appropriations	12,023.5	10,861.1	12,544.1	12,544.1
6	LESS: Rebates and expenditures in appropriations	(183.2)	(202.6)	(221.9)	(237.9)
7	Adjusted Appropriations	11,840.3	10,658.5	12,322.2	12,306.2
8	Interim supplemental requests approved by JBC in September 2020 (Operating budget)	0.0	0.1	n/a	n/a
Placeholders in Governor's November 1, 2020 request:					
9	Additional funding anticipated to be available for FY 2020-21 due to reversions in FY 2019-20 based on the State Controller's preliminary Basic Financial Statements	(161.7)	n/a	n/a	n/a
10	Anticipated supplemental request to reduce General Fund appropriation to reflect transfer of funds to the Disaster Emergency Fund [Executive Order D 2020 230]	n/a	(148.9)	n/a	n/a
11	Anticipated supplemental requests	n/a	(83.3)	n/a	n/a
12	Anticipated stimulus-related supplemental requests	n/a	302.8	n/a	n/a
12	Rebates and Expenditures	145.7	306.7	324.7	341.9
TABOR Refund Obligation [Article X, Section 20 (7)(d)]:					
13	Current year revenue above Referendum C Cap	0.0	0.0	0.0	0.0
Transfers Out and Other Diversions:					
14	Transportation (existing law)	300.0	0.0	0.0	50.0
15	Proposed transfers for transportation-related stimulus proposals	n/a	200.0	n/a	n/a
16	Capital construction/IT projects (existing law)	213.6	23.0	20.0	20.0
17	Proposed transfers for capital-related stimulus proposals	n/a	20.0	70.0	n/a
18	Other Transfers and Diversions (existing law)	251.2	327.9	276.6	278.4
19	Transfer to the Disaster Emergency Fund for one-time direct stimulus payments to certain individuals [Executive Order D 2020 230]	n/a	148.9	n/a	n/a
Other transfers reflected in Governor's November 1, 2020 budget request:					
20	Proposed placeholder for one-time stimulus legislative priorities	n/a	200.0	n/a	n/a
21	Proposed transfers for other stimulus proposals	n/a	266.2	14.0	n/a
Replenish disaster emergency reserves:					
22	Disaster Emergency Fund	n/a	146.2	n/a	n/a
23	Controlled Maintenance Trust Fund	n/a	32.9	n/a	n/a
24	Contingency for COVID Response	n/a	200.5	n/a	n/a
25	<b>Total General Fund Obligations</b>	<b>\$12,589.0</b>	<b>\$12,601.6</b>	<b>\$13,027.5</b>	<b>\$12,996.4</b>
<b>Reserve</b>					
26	<b>Fiscal Year-end General Fund Reserve</b>	<b>\$1,790.7</b>	<b>\$1,775.0</b>	<b>\$1,600.0</b>	<b>\$2,169.1</b>
Statutory Reserve Requirement:					
27	Statutorily Required Reserve Percent	3.07%	2.86%	2.86%	7.25%
28	Required Reserve Amount	\$363.5	\$306.9	\$352.4	\$892.2
29	Year-end Reserve Above/(Below) Statutory Requirement	\$1,427.2	\$1,468.2	\$1,247.6	\$1,276.9